

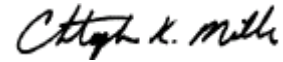
REQUEST FOR COUNCIL DISCUSSION

DATE: **06/13/2011**
ITEM NO: **13.e**

Department Approval:



Acting City Manager Approval:



Item Description: Twin Lakes Regulating Map and Plan Update

1.0 UPDATE

- 1.1 Since the April 11, 2011 presentation to the City Council regarding the nuances of a Regulating Map and Plan and those attributes and amenities within the Twin Lakes Area that should be preserved and/or protected and made part of the Regulating Map and Plan, the Planning Division and Consultant have continued to work on bringing forward the Regulating Map and Plan for Area 1 of the Twin Lakes Redevelopment Area.
- 1.2 On May 4, 2011 Michael Lamb (project consultant with The Cuningham Group) conducted a presentation before the Planning Commission, which included similar information to that previously presented to the City Council. Commissioners asked questions and provided comments as indicated in the attached minutes.
- 1.3 On May 25, 2011, the Planning Division conducted the Public Meeting regarding the Twin Lakes Regulating Map and Plan. The Planning Division mailed out 736 individual notices seeking resident and property owner input into the process. Prior to the public meeting the Planning Division and Consultant met with the property owners within the Twin Lakes Area and/or their representatives to review the Regulating Map and Plan and discuss the ideas for Twin Lakes. Owners asked a number of questions regarding the Regulating Map and Plan and did voice some concerns regarding the initial proposal.
- 1.4 A few of the main points made by property owners within Twin Lakes (or their representatives) is that the proposal is geared more towards zoning (regulating) for a vision and not the market. A few of the property owners also indicated that the initial Map appeared too prescriptive, and stated that whatever plan is approved it needs to be flexible.
- 1.5 The public meeting portion of the evening was attended by 5 citizens (3 residents of the area), 5 Planning Commission Members, 2 City Council Members and 5 Twin Lakes property owners and/or their representatives. This meeting involved information regarding regulating maps, an exercise in understanding how regulating maps work, as well as initial thoughts regarding designs for the Twin Lakes Redevelopment Area.
- 1.6 Commissioners supported the idea of linking to Langton Lake Park which they agreed was an important amenity for the Area 1 portion of the Twin Lakes Redevelopment Area. Residents also agreed the park was important and making connections was appropriate.

2.0 PROPOSED MAP AND PLAN ITEMS

- 2.1 Based on the information gathered from property owners within Area 1, citizens, and Planning Commission Members, the Consultant and the Planning Division have refined the

Map and specific Plan details of the Twin Lakes Regulation Map and Plan.

2.2 The Map will identify a specific pedestrian corridor that is to be a minimum of 30 feet wide and placed over the existing Metropolitan Council sanitary sewer interceptor easement that runs from Mount Ridge Road to Fairview Avenue.

2.3 The Map will include generalized locations for park connections. These connections are designed to be flexible in their location, to better address potential development, for which the connection will be required generally within the circles indicated on the Map.

2.4 Build-to areas have been established along certain frontages. A build-to area affords a developer a range of building placement, from 0 to 25 feet, in which 90% of the linear build-to area must be occupied with a building.

2.5 Build-to areas also cover parking lots in the same manner, by allowing parking to be placed in front yard if specific screening amenities are included.

2.6 Final revisions to the Draft Twin Lakes Regulating Map and Plan are being prepared for the public hearing before the Planning Commission on Wednesday, June 15, 2011. A copy of the draft proposal will be provided to the City Council on Monday, June 13, 2011.

3.0 NEXT STEPS

On Wednesday, June 15, 2011, the Roseville Planning Commission will conduct the public hearing regarding the Draft Regulating Map and Plan for the Twin Lakes Redevelopment Area. Assuming that the Planning Commission forwards the City Council a recommendation, the City Council will take up the adoption of the Twin Lakes Regulating Map and Plan on Monday, June 20, 2011.

4.0 REQUESTED CITY COUNCIL ACTION

No specific action is needed at this time.

Prepared by: Thomas Paschke, City Planner.

Attachment: May 4, 2011 Planning Commission Minutes

EXTRACT OF THE MAY 4, 2011 PLANNING COMMISSION MEETING MINUTES

1. Presentations

a. PROJECT FILE 0017

Twin Lakes Regulating Map and Plan presentation and discussion

City Planner Thomas Paschke introduced Consultant Michael Lamb with Cuningham Group; advising that the purpose of tonight's presentation would be to provide an overview of the Twin Lakes Regulating Map and Plan, as the process moved toward the public open house seeking input on how things should be developed in the Twin Lakes area.

Mr. Paschke provided a brief history of the process to-date, even before the Comprehensive Plan and Zoning Code updates; with designation of the Twin Lakes area geared toward future designation of business use; past redevelopments through the Planned Unit Development (PUD) process, no longer indicated; and creation of a Commercial Mixed Use District for Twin Lakes when the zoning code was adopted by the City Council in 2010. With that adoption, Mr. Paschke noted that a need was established for an additional regulating map and plan related to form-based codes that would address placement of buildings and massing, rather than the previous Euclidian type of zoning that dealt more with specific building heights and setbacks in standard code. Mr. Paschke advised that the map and plan would provide an initial framework to guide future development.

Related to Twin Lakes, Mr. Paschke referenced the Twin lakes Urban Design Principles that were currently in place, and while needing modification included many good foundations that would be incorporated into the regulating plan; and in final form may be indicated on the regulating map itself. Mr. Paschke noted that there were different kinds of blocks, corridors, and connections, but the goal was to move forward with a framework to receive public input in mid-May, followed by a public open house to refine and finalize the plan for public hearing at a Special Planning Commission in June, with a date yet to be determined by the Commission, and facilitating timing for public notice requirements; with the ultimate goal of forwarding the Planning Commission's recommendations to the City Council at their last meeting in June.

At the request of Chair Boerigter, Mr. Paschke confirmed that the regulating map and plan would incorporate elements of the Urban Design documents for their review at the June special meeting; with the plan providing more detail or design standards articulated within that document; with the map serving to go beyond how traditional codes and maps were discerned.

Michael Lamb

Mr. Lamb provided a brief overview of the components used in a regulating map approach, more specific and proactive than laying out zoning districts, while letting development happen. Mr. Lamb advised that the regulating map basically outlined the area contained within the Cleveland to Fairview Avenues and County Roads C to C-2; with Langton Lake park classified as one of two urban parks that were well-developed with trails and path improvements. Mr. Lamb highlighted portions of Zoning Code, Section 1005.01 for Commercial and Mixed Use District, its statement of purpose, and the guidance for an appropriate mix of commercial development, conveniently and safely accessible, a mix of land uses, and appropriate transitions, while addressing sustainable design practices. Mr. Lamb concurred with the statement of Mr. Paschke in that the Twin Lakes Urban Design Principles provided a basis for the mixed use district land use patterns, streets, and public spaces; and addressed such principles and considerations as mixed use; connection to public spaces; commercial visibility; transition and connectivity; gateways; dispersed parking; walkability; public edge; range of transportation modes; street lighting; etc.

Mr. Lamb noted that the development was “set to” a street as a composition rather than created by setbacks; and provided various examples from the Grand/Excelsior area of St. Louis Park originally laid out through a Charrette Master Plan process in 1996; and how a similar process, not design, would relate to Twin Lakes. Some of the past or current design practices, compared to proposed design practices specific to the focus of a regulating map versus a zoning map, included: mixed use versus single use; building frontage versus yards and buffers; build-to line versus setbacks; pedestrian-oriented versus auto-oriented; connectivity versus separation; street as place versus street as mover; all with the intent to create an arrangement of urban components into a pedestrian-oriented place, allowing for flexible use, but establishing a predictable form.

Mr. Lamb concentrated on how to unlock the value of Langton Lake Park as a valuable asset and connect that feature to work with other real estate around it; and through the use of existing rights-of-ways, easements, parks, a series of connectors or corridors to move vehicles; pedestrian connections; parking and site access – all providing a framework for how this site would develop in the future. Mr. Lamb emphasized that the opportunity is Langton Lake Park itself, and that it just needed opened up to the larger area through using streets, corridors and connectors, with a composition of streets rather than just uses. Mr. Lamb discussed examples of how streets could be defined and regulated to achieve that purpose.

In concluding his presentation, Mr. Lamb reviewed the already held steps with an initial review by the City Council similar to this review by the Planning Commission; with the next steps for the public open house to receive input; a public hearing at the Planning Commission level to hear public response to the proposal, followed by recommendation by the Commission based on the public and their review; followed by City Council review and approval.

Discussion among members, Mr. Paschke and Mr. Lamb included how to define the map as a tool to apply the Zoning Code designation as Commercial/Mixed Use in the Twin Lakes Redevelopment Area; clarifying that examples shown of St. Louis Park, mixes uses at Larpenteur and Snelling, or on Rice Street in Little Canada were not necessarily indicative of the intended look for Twin Lakes, or even were emphasizing excessive mixed use development, but were used to provide an example of buildings closer to the sidewalk and/or street rather than set back further with a parking lot in front.

Mr. Lamb noted the need for the regulating map and plan to provide enough flexibility to address future development, design trends, and how they assist in guiding the development based on a set of general parameters that can be calibrated in practical use.

Member Boguszewski questioned if these proposed design standards were not counter-productive to prevailing trends in Roseville for wider setbacks, more open space, better visualization; with this development seemed to be an experiment leaning in the other direction with an urban feel within a suburban area.

Mr. Paschke further clarified that this was not an experiment, and that this type of design or type of development was supported since approximately 2007 when the *Imagine Roseville 2025* community visioning process was undertaken, as well as throughout development of the 2030 Comprehensive Plan update leading to the Zoning Code update, and now this Twin Lakes Redevelopment Area regulating map and plan. Mr. Paschke noted the number of years invested in addressing those concerns raised in the community, and to bring resolution forward, with the elimination of PUD's and a zoning code designed with a composition to achieve the goals defined by the community at large.

Member Boguszewski clarified that it wasn't his attempt to imply that he wanted to move backwards, and noted that his personal feeling was one of excitement in getting to something unique and different in one area of the City.

Member Gisselquist noted that differing viewpoints came up from time to time since last fall's discussions on the zoning code and design standards; however, he

voiced his excitement in proceeding with this part of the larger vision and as a whole, and as envisioned by citizens driving the various processes to-date; opining that it represented an interesting concept for the Twin Lakes area. Member Gisselquist also noted the natural reservations in implementing the design standards, since it was contrary to those standards used when Roseville originally developed in the 1950's and 1960's with wide-open parking lots in front of buildings. While not anticipating that the design concept should be implemented across the entire city, Member Gisselquist opined that it was exciting to consider it in this area.

Further discussion included how to incorporate areas of interest or charm within a larger footprint; how to set the table for private investment and provide the ability for that land to be invested in to maintain its long-term value; the objective to drive new development for their benefit as well as the City's to recoup the investment it had already expended on infrastructure in the Twin lakes area; differentiation of this area from Arbor Lakes in Maple Grove, Centennial Lakes in Edina, or Main Street in Hopkins, with those developments done at a different time with a different market than currently found for development or redevelopment; shared characteristics exclusive to the relationship between buildings, streets and sidewalks and how a composition was to work; how to maximize and organize development around a street, with the regulating map providing flexibility to make use of the lake as an amenity and further reinforce real estate values and take advantage of open spaces through connections.

Mr. Lamb noted the topography and buffer issues to be addressed in the Twin Lakes area as part of any future development, and as a consideration for the regulating map; and address the existing characteristics to use them for their maximum value, such as easements, rights-of-way, short connections, and their relationship to Langton Lake and Langton Lake Park to direct where development would occur.

Additional discussion included the next review by the Planning Commission before making recommendation to the City Council of the proposed regulating map and plan; indications of where additional streets, whether for vehicles or pedestrian access and private or public, may be indicated but not currently on the map; recognizing the differences in previous proposals for the Twin Lakes area compared to how it may actually develop; access to interior lots (e.g. north of Prior) and how that will impact the type of development; and possible recommendation of staff and the consultant on a street north of Prior to provide access, or individual parcels assembled to provide value to future development; and terrain issues east of Mount Ridge Road and County Road C-2 while retaining the buffers already in place, but providing an opportunity to finesse and

explore various options depending on whether it developed as residential or office use.

Further discussion included the viability of mixed use and whether it was still a desirable use given the ongoing and/or frequent number of vacancies in many of those types of developments.

Chair Boerigter noted the previous direction from the community in not wanting more destination retail for Roseville; continued disinterest in a big box retailer in the Twin Lakes area; and the limited potential for small shops and allowing for pedestrian access by foot or bicycle; and what options remained other than MDR or HDR with some limited mixed use. Chair Boerigter noted that the community's vision didn't appear to be a downtown feel, or regional shopping draw; and questioned the actual majority vision for the area and if it was being addressed by focusing on a new urbanism.

Mr. Lamb advised that his and staff's approach is that there was not a determination being made on what goes into the Twin Lakes area, whether mixed use, HDR, commercial or office use, but allowing for enough flexibility to facilitate the community's vision for livable wage jobs at whatever use developed rather than minimum wage jobs such as would be found at a big box retailer. Mr. Lamb identified with comments of Commissioners on what would or would not work in this current economy, with indicators being that some smaller mixed uses, but not larger mixed uses depending on what the market could deliver; but ways to provide incentives to developers to achieve that employment base. Mr. Lamb noted the need for amenities surrounding the Metropolitan Transit's park and ride facility; and the potential for the area and its proximity to the Northeast Diagonal for future long-term transit corridor uses, in addition to the existing great public amenities in Roseville. Mr. Lamb advised that the intent was to make it all work together; while recognizing the multiple visions that could occur in Twin Lakes.

Mr. Paschke clarified that the regulating map would not be specific enough to provide a template for a developer, but identifying what could be built and what could not be built based on the map and plan dictating where development could occur, not the specific use, but a development's connection and interaction with primary streets, accesses, corridors, whether structures could be single or multi-story, and their massing and density. Mr. Paschke advised that the use was already set through Commercial Mixed Use Zoning District designation.

Further discussion included how to arrange a structure on a site to reinforce walkability or liability of a street, identifying Langton Lake Park as a connection for residential areas and potential future residential areas; and how to make that

park an asset for workers, residents, and the entire community. Mr. Lamb noted his observations with people currently using the west side of Langton Park for walking, creating a destination already; and the need to emphasize the flexibility of that asset, whether on the site itself, or by creating corridor streets that help connect the park with other areas to recognize its benefit.

Mr. Paschke reviewed the next step for the Planning Commission and their next view of the map and plan after the public engagement process and open house to understand better what the community would like to see, once they understand the purpose of a regulating map. Mr. Paschke advised that the plan would provide the details: building heights, articulation of those buildings, how to achieve corridors and their proposed types, a pedestrian corridor plan reserved for pedestrian access with no building in that specific area, areas where buildings could locate. As an example, Mr. Paschke noted the existing Metropolitan Council's interceptor pipe and easement that couldn't be built on, but could accommodate a pedestrian corridor allowing it to be maximized to bring people to the park and create a natural separation between potential uses. Mr. Paschke advised that the plan would address many such opportunities, areas dedicated or reserved, and how it all ties together with specific design standards and zoning code requirements.

Mr. Lamb advised that the plan and map would be used synonymously through diagrams for the public, with Langton Lake Park highlighted as an asset to reinforce, protect and use as a valuable resource for future development, with graphic lines on the map indicating "no build" areas and potential paths and connections. Mr. Lamb further noted that the public open house would be done in a workshop format with model block sizes to try various arrangements to better understand how and where a use could be arranged to work within various areas.

Mr. Paschke advised that staff was still working out the details, but would advise the proposed time table for the upcoming meetings as soon as possible and meeting publication notice requirements and identifying a process for noticing the public.

Chair Boerigter thanked staff and Mr. Lamb for the presentation; and encouraged the use of as many sources as possible to get as much public involvement and attendance at the open house as possible.