

ROSEVILLE
REQUEST FOR COUNCIL ACTION

Date: April 13, 2015
Item No.: 15.d

Department Approval

V. Paul Butcher

City Manager Approval

Sam J. Truog

Item Description: Twin Lakes Discussion of Next Steps

1 **BACKGROUND**

2 At the March 23, 2015 City Council work session the City Council provided input regarding a
3 wide range of implementation items for Twin Lakes grouped around 8 areas as follows:

- 4 1. Seeking a strategic brownfields consultant
- 5 2. Whether any of the subareas where public input indicated very little support for
6 residential uses (Subareas 2, 5, 6 or 7) should be considered for rezoning to a more
7 traditional commercial district rather than a mixed use district.
- 8 3. Whether Big Box retail or 24 hours operations should be further restricted in any areas.
- 9 4. Whether height should be restricted in any areas.
- 10 5. Whether any areas that have not been redeveloped should be considered for upgrade
11 rather than redevelopment areas
- 12 6. Whether there are any other uses that should be reconsidered as far as permitted,
13 conditional or prohibited status based on the feedback that has been received
- 14 7. Whether expansion of Langton Lake Park should be considered
- 15 8. Whether the City Council would still like to pursue the previously tabled rezoning of the
16 HDR zoned area north of Terrace Drive or take some other action

17 Staff has reviewed the direction received from the City Council against existing
18 workload/staffing (with other urgent items such as the Dale Street project) and is proposing the
19 following schedule to start bringing items forward (subject to the normal Council agenda setting
20 process modifications):

- 21 1. April 9/10: Consultant interviews for code writing assistance (PUD ordinance)
- 22 2. April 13: Provide Big Box definition discussion to City Council
- 23 3. April 24: Issue RFP for brownfields consultant
- 24 4. May 4: Initiate CMU Land Use Table discussion with the City Council
- 25 5. TBD: HRA Strategic Planning re: Terrace Drive subarea design/incentive study
- 26 6. May 21-22: Brownfield Consultant Interviews
- 27 7. June 22: Council Draft PUD Ordinance Work Session
- 28 8. Aug 4: First meeting with Parks & Rec. Comm. to discuss Langton Lake Park

29 In addition, the City Council requested that staff return with some indication of how other
30 communities define "big box" retail.

31 Big box retail (aka large format retail) is a term typically used for retail that is housed in
32 buildings that originally borrowed construction techniques from the warehousing industry in
33 order to lower operating costs and increase sales volumes.

34 Cities define the use based on the size characteristics of individual stores, although some will
35 also note the issues of height, lack of windows and even venture into how many Stock Keeping
36 Units (SKU) are carried. (The SKU standard would seem to be a problematic standard to have
37 from an implementation perspective).

38 Some examples of representative text include the following:

- 39
- 40 1. Big Box Store: A retail establishment having a gross floor area of 55,000 square feet or
41 greater that offers a variety of general merchandise or specialty products. Typical
42 characteristics may include a free-standing rectangular-shaped building with high ceilings
43 and standardized facades that have no windows or few windows.
 - 44 2. Big Box Retail Facilities: Large, industrial-style buildings or stores with footprints that
45 generally range from 20,000 s.f. to 200,000 s.f. While most big boxes operate as a single
46 story structure, they typically have a three-story mass that stands more than 30 feet tall.

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48 The minimum sizes for defining Big Box often vary based on the size of the community. In a
49 larger community, the minimum size tends to be larger. Common minimum store sizes for
50 definition as Big Box is in the range of 40,000 – 80,000 s.f.

51 Retailers will, at times, get creative to bypass these sorts of standards with the most common
52 technique being to subdivide the store concept into whatever the minimal amount of separation is
53 that will still satisfy the definition. So a superstore might build a partial wall between the general
54 merchandise and the grocery or pharmacy in an attempt to define itself as two separate stores.
55 These bypass practices can be mitigated with the inclusion of standards related to calculating the
56 minimum size across all stores under related ownership, limiting between store entrances, and
57 similar techniques. If the City Council wanted to investigate establishing a Big Box definition,
58 staff would provide further recommendation regarding minimum size and additional language to
59 assist in preventing some of the efforts to bypass regulations.

60 Big Box is also differentiated from Rosedale style shopping malls (which have large anchor
61 tenants that will pass the big box threshold) by the definition of the regional mall. These
62 definitions often focus on items such as the large number of stores and the inward-facing
63 orientation of stores.

64 These methods of Big Box retail definition are common throughout the metropolitan area and
65 nation.

66 As part of surveying area cities for standards, one very different approach to regulating use
67 intensity was discovered in St. Louis Park. St. Louis Park has developed a table of use “intensity
68 classifications” that looks at a number of factors to determine a use’s intensity and then may
69 allow certain uses in one district vs. another based on the intensity class. So one sensitive district
70 may allow only Class 1 and 2 retail establishments where a more intense zoning district may
71 allow all 7 classes of retail activity to occur.

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74 St. Louis Park Intensity Classifications

Intensity Class Measures

	<i>Maximum Density Factor (DU / Acre)</i>	<i>Maximum Impervious Surface Ratio</i>	<i>Maximum Floor Area Ratio</i>	<i>Maximum Height (in feet)</i>	<i>Maximum Trips/AC./Day</i>	<i>Gross Building Area</i>	<i>Hours of Operation</i>	<i>Resultant Land Use Intensity Class</i>
Residential uses	9	--	--	30	100	2,000		Class 1
All other uses	--	0.30	0.15	30	100	2,000	6:00 a.m./ 6:00 p.m.	
Residential uses	15	--	--	35	300	5,000	--	Class 2
All uses	--	0.40	0.25	35	300	5,000	6:00 a.m./ 10:00 p.m.	
All uses	20	0.60	0.50	40	650	10,000	6:00 a.m./ 12:00 p.m.	Class 3
All uses	30	0.70	0.80	50	1,000	20,000	6:00 a.m./ 12:00 p.m.	
All uses	40	0.80	1.00	75	1,500	50,000	24 hours	Class 5
All uses	50	0.90	1.40	150	2,500	100,000	24 hours	Class 6
All uses	50+	0.90+	1.40+	150+	2,500+	100,000+		Class 7

*Based on Institution of Transportation Engineers' Trip Generation manual.

Note: The column showing the highest land use intensity class will determine the land use intensity for the land use.

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76 **POLICY OBJECTIVE**

77 Redevelopment of the Twin Lakes area has been a top City policy objective for more than two
78 decades.

79 **BUDGET IMPLICATIONS**

80 Depending on the direction provided by the City Council regarding next steps, there could be
81 budget implications either due to additional costs or revenues. As these action steps are clarified,
82 they will be brought back to the City Council with more explanation of any budget impact.

83 **STAFF RECOMMENDATION**

84 No actions are being requested at this time.

85 **REQUESTED COUNCIL ACTION**

86 This is information as part of the broad discussion of a wide range of Twin Lakes topics. Staff
87 not seeking any formal Council action at this time.

Prepared by: Paul Bilotta, Community Development Director
Attachments: None.