

Agenda Date: 07/11/2016

Agenda Item: 10.a

Department Approval

City Manager Approval

fam / Trugen

Item Description:

City Council discussion and approval of the tree replacement policy and amendments to §1011.04.J.8.a & b – Replacement Tree Locations of the Zoning Code (PROJ0017, Amdt27).

1 Introduction

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2 On May 9, 2016, the Planning Division discussed with the City Council some initial thoughts

3 regarding the Tree Replacement Fund, the adoption of a policy for staff and Council to better

manage fund dollars, and minor text amendments to the recently adopted ordinance regarding

5 tree preservation and restoration/replacement.

ORDINANCE AMENDMENTS

City Code §1011.04.J.8 discusses the requirements for tree replacement when a site is no longer capable of accommodating additional trees. During the adoption of the ordinance amending tree preservation and tree replacement, the City Council indicated an interest in broadening this section to allow trees on private property adjacent to a development site.

The following are the requirements of §1011.04.J.8.a&b – Replacement Tree Locations:

- J. Replacement Tree Locations. Required replacement trees shall be planted on the site being developed unless doing so is deemed to be impractical (i.e., due to lack of space), inappropriate (available planting areas are not ideal for new plantings or would do little to enhance the site), or counterproductive to a property's intent (i.e., would entail too much screening for a retail business) as determined by the City Forester or other degreed forester or certified arborist as assigned by the Community Development Department. When such a determination is made, the applicant shall comply with replacement requirements in one of two ways:
 - **a.** As directed by the City, required replacement trees may be located on public boulevards or other public lands throughout the City if such lands are deemed to be available with priority given to locations within or near the affected area; or
 - **b.** The City may accept a cash-in-lieu payment in accordance with the required fee listed in the City Fee Schedule. In no instance shall cash-in-lieu of payment exceed 10% of the Fair Market Value of the development site.

The Planning Division has reviewed the recently established requirements and considered the interests of the City Council to determine the best approach to modify the existing language. In its review, the Division determined that both subsections could use additional clarifying points to better assist developers with tree replacement. As currently written, the Code requires that either trees be planted on public lands or a cash payment be submitted to the City. Planning Division staff believes that the requirement should not be an either/or situation, but rather a combination

of the two, which would better assist developers in achieving compliance with these requirements.

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- On June 1, 2016, the Planning Division presented its recommended amendments to the Planning Commission, which included the following items:
- Eliminate public boulevard plantings since such locations are few and other City Code sections discourage or prohibit planting of trees in the boulevard.
 - Include language that supports a developer working with residents directly adjacent to a proposed development site, whereby replacement trees can be planted on private property.
- Include language that supports the planting of replacement trees on public improvement projects in the general area.
- Modify the public land statement to support tree replacement on such lands that are in the general area.
- Modify subsection "b" to support the use of the required fee in combination with any of the above options.
- The Planning Commission discussed the text amendments and suggested a few changes it felt better represented the flexibility staff desired in the Code. The Planning Commissions modifications are highlighted below in <u>blue.</u>
 - J. Replacement Tree Locations. Required replacement trees shall be planted on the site being developed unless doing so is deemed to be impractical (i.e., due to lack of space), inappropriate (available planting areas are not ideal for new plantings or would do little to enhance the site), or counterproductive to a property's intent (i.e., would entail too much screening for a retail business) as determined by the City Forester or other degreed forester or certified arborist as assigned by the Community Development Department. When such a determination is made, the applicant shall comply with replacement requirements in one of two three ways in the following manner:
 - a. As directed by the City, required replacement trees may be located on public boulevards

 private property directly adjacent within 400 feet to the subject development site with

 the consent of the property owner(s), on public improvement project sites that are not

 greater than 1000 feet from the development site, or on other public lands throughout the

 City that are not greater than 1000 feet from the development site; if such lands are

 deemed to be available, with priority given to locations within or near the affected area; or
- b. The City may accept a cash-in-lieu <u>tree replacement</u> payment in accordance with the required fee listed in the City Fee Schedule. In no instance shall <u>a</u> cash-in-lieu <u>of</u> payment exceed 10% of the Fair Market Value of the development site; <u>or</u>
 - c. The City may approve a combination of tree replacement in accordance with "a" above and a payment consistent with "b" above to fulfill this requirement.

TREE REPLACEMENT POLICY

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- As part of its discussion with the City Council on May 9, 2016, the Planning Division developed the following policy points for discussion:
 - The City Council shall establish a policy whereby tree replacement funds for a given project are identified for installation within a two year timeframe.
 - The City Council shall establish a policy that creates a hierarchy of tree replacement fund installation locations, including:
 - Consideration given to seeking requests from adjacent properties and/or the surrounding neighborhood to determine interest in the provision of a tree(s) for private property owner planting.
 - Retention of tree fund expenditures within the general area of the subject development/redevelopment site or one quarter mile.
 - Expenditure of tree replacement funds on tree restoration associated with a public improvement project in the general area or one quarter mile from the subject project site.
 - Determination of tree replacement funds on public lands within the general area or one quarter mile from the subject project site.
 - The City Council shall review and approve all expenditure of tree replacement fund dollars.
 - Upon completion of the comment and discussion, the City Council directed the Planning staff discuss the policy points with the Public Works, Environment, and Transportation Commission (PWETC) and the Park and Recreation Commission (PRC), which also included the Tree Board (TB), to see if they had any thoughts regarding the use of tree fund dollars.
- On May, 24 the City Planner and Interim Community Development Director attended the
 PWETC meeting to review, discuss, and seek comments on the policy points (Attachment A).
 After providing the Commission with a general overview of the tree preservation and restoration requirements, Commissioners provided the following comments:
 - Consider shorter timeline for fund expenditures and include a statement about when the process begins.
 - Consider greater distance than ¼ mile.
 - Define "adjacent to" and 'public improvement contract."
- On June 7, 2016, the Planning Staff presented the policy to the TB and PRC for their consideration (Attachment B). Similarly, staff began by providing a brief background about the tree preservation and replacement requirements and then went through the policy statements.

 Commissioners did ask questions of the ordinance and provided staff the following comments:
 - Consider having the public tree installations go before the TB and PRC prior to City Council approval.
 - Consider providing annual report of fund expenditures to the PRC/TB.

- 106 STAFF RECOMMENDATION/CITY COUNCIL ACTION
- The Community Development Department recommends the City Council take the following
- 108 actions:
- Adopt an ordinance amending §1011.04.J.8 of the Roseville Zoning Code (see Attachment C)
- 110 And;
- Adopt a resolution establishing a tree replacement policy (see Attachment D).

Prepared by: Thomas Paschke, City Planner, 651-792-7074 thomas.paschke@cityofroseville.com

Attachments: draft resolution

Extract of the May 24, 2016, Public Works, Environment, and Transportation Commission Meeting Minutes

6. Tree Credit Program

Interim Community Development Director Kari Collins and City Planner Thomas Paschke were present to receive feedback from the PWETC on a pending city policy related to tree replacement on adjacent private property or public property city wide, and in establishing a policy on tree replacement fund expenditures in lieu of replacements.

City Planner Paschke provided a brief presentation on the draft policy features to-date to help facilitate discussion with commissioners to solicit their input.

Mr. Paschke reviewed the direction from the City Council instructing staff to draft the tree replacement policy as represented in Attachment A, and consult with the PWETC and Parks & Recreation Commission. Mr. Paschke reviewed some discussion points to facilitate and solicit that input (Attachment B).

Mr. Paschke reviewed the Tree Preservation Ordinance and need for language built into city code for replacement of trees on public property if unable to be accommodated on the development site itself via a designated formula. Mr. Paschke advised that the City Council had approved a \$500 per tree required in lieu of tree replacement based on caliper size of the removed trees. In summary, Mr. Paschke advised the developer could replace the trees on their site or within a certain area, or pay a fee accordingly.

Attachment A

Member Seigler stated that he was not familiar with this tree policy at all.

Mr. Paschke reiterated that this was a new policy, still in draft form, and was being undertaken subsequent to the City Council's recently revised and now approved tree preservation ordinance adopted for any and all developments for preservation or replacement on site of by other means (e.g. fee) or replacement on other sites. Using several of the more recent community development projects, Mr. Paschke provided examples.

At the request of Member Lenz, Mr. Paschke confirmed that this policy would not affect private property, but would function somewhat similarly to the city's designated Park Dedication Fund except this would affect developments of three or more lots (e.g. Wheaton Woods Project off Dale Street and Wheaton Avenue) with review of submitted tree plans.

Member Seigler asked if adjacent communities had similar policies.

Mr. Paschke responded that many metropolitan municipalities had such policies, especially now when urban communities were trying to preserve green space and mature trees. Mr. Paschke advised that he didn't have a list of those communities available, but was aware that the City of St. Paul did NOT have a tree preservation policy. Mr. Paschke noted it was difficult to compare policies as they varied so much based on other city-specific regulations, but admitted that staff had found few policies as extensive as Roseville City Code. As previously noted, Mr. Paschke advised that it was typical in a suburban landscape to preserve tree coverage, and the goal was to find a spot for trees being removed, and if not to require a fee of \$500 per tree removed.

Mr. Paschke advised that the city's intent is to get ahead of the policy before accumulating funding in the tree replacement fund for expending those dollars, and beyond just finding appropriate locations around the city. Mr. Paschke noted that staff was tasked with working with property owners to provide appropriate screening on their development sites for adjacent property owners, and thereby target the development area first. Mr. Paschke stated that one possibility that may be of particular interest to the P WETC in expenditure of those funds would be public improvement projects in the general area or within a 1/4 mile of the subject site. If unable to get closer, Mr. Paschke noted that the question then became where else in the community can we look to provide additional tree coverage.

At the request of Member Lenz, Mr. Paschke clarified that the replacement trees would be brand new and typically would not involve relocating trees from one property to another.

Interim Community Development Director Collins confirmed they would be brand new trees, with staff already charged by city code to review the number of trees being removed and available space to plant new trees as dictated by the City Council's adopted calculations. Ms. Collins noted that the goal was to provide the same amount of coverage if possible; but when that is not an option, provision by the developer of cash in lieu of tree replacement, or some other solution with property owners is indicated.

At the request of Chair Cihacek, Mr. Paschke advised that the determination of \$500 per tree for cash in lieu of had been provided by the city's contracted forester as a fair cost for a tree of a certain diameter, and actually was on the lower end of the cost of the tree plus labor, depending on species and other parameters. Mr. Paschke advised that this was all part of the developer/property owner's application process and submission of a tree and landscaping plan as part of that application package. Again, Mr. Paschke used a recent development, Cherrywood Point, as an example of tree replacement calculations and plans, as part of the overall development proposal.

Specific to the final sub-bullet point (Determination of tree replacement funds on public lands within the general area or one-quarter mile from the subject project site), Chair Cihacek opined that seemed to him duplicative with the first point (retention of tree fund expenditures within the general area of the subject development/redevelopment site or one-quarter mile), and questioned if it was needed.

Member Lenz agreed that it seemed duplicative.

While they appear similar, Mr. Paschke clarified that one bullet point was pointed toward public land within that quarter-mile, while the other was intended to address removal of trees and their replacement elsewhere (e.g. sewer reconstruction needed through an existing treed area).

Chair Cihacek suggested the need for the policy to define "public improvement" and "public land;" but reiterated his interpretation that the fourth bullet point may not be necessary nor did it add anything to the policy.

Member Lenz expressed concern that under this proposed language, a tree credit may only be applicable in one area, while in another area of Roseville, with Emerald Ash Borer (EAB) infestation and in need of trees, replacement trees may not be considered if more than one-quarter mile away from the project site.

Chair Cihacek agreed, noting the benefit of trees was citywide, and additional forest added while some is removed, should be allowed in a larger area and not geographical restricted, but available anywhere within Roseville city limits whether in public parks or collaborative areas.

At the request of Member Wozniak for staff's rationale in specifying the language of the draft policy, Mr. Paschke noted the goal was to keep tree replacement closer to the project area, since those resources (trees) had been removed from that area and should be kept in that same general area versus spreading them throughout the city.

Member Lenz suggested the goal could be replacement nearby, but allow for flexibility in a broader area if indicated.

In defense of the PWETC's suggested broader replacement scope, Chair Cihacek noted that while adjacent properties could be considered first, and then second any other public land; more to the point was that there remained disparities in community-wide foresting. Chair Cihacek noted these disparities may be due to past public works projects, windstorms, disease or other removals that had yet to be replaced. Therefore, if a mechanism was built into this policy that could provide an opportunity to replace those lost trees, geographical limits should not be stipulated, and may prove less onerous to the developer to meet the city's requirements.

Ms. Collins thanked the PWETC for their good input.

From a personal perspective, Member Seigler noted a discussion at last month's PWETC meeting that the city can dictate whether or not a lot is too small to build a larger garage based on easements in place that may be larger than necessary or never intended for use. Member Seigler noted that now this is yet another fine going into city funds and dictating further restrictions. Member Seigler expressed concern that the city was getting into the "fining" business.

Mr. Paschke clarified that the city never got out of that "fining" business, but maybe simply didn't actively pursue it based on the ebb and flow of staff resources and/or the complaint-driven code enforcement process. Using the city's sign ordinance as an example, Mr. Paschke noted that staff isn't always available or cognizant to inappropriate activity, but when observed, they may get fines.

Member Seigler noted that in a community of Roseville's age, a residential property owner should be able to, at a minimum build a two-car garage to replace an inadequate one-car garage, both from a practical standpoint for their use as well as for re-sale value of the home.

Ms. Collins suggested that a finer distinction between "fine" and "fee" may be needed. Ms. Collins clarified that a "fine" is for violation of city code; while a "fee" such as proposed in this case, and part of larger scale developments is intended to encourage developers to make sure adequate space is available to replace trees, and to encourage developers to look seriously where they may put additional tree coverage as protection for adjacent property owners (e.g. screening). Ms. Collins recognized the PWETC's perception of the proposed policy; however, she advised that staff was working with developers who were very receptive to the city's comprehensive plan guidelines, and the desire by the community to reduce paved surfaces and keep things more green in Roseville. As the city moves forward, Ms. Collins opined that she anticipated most developers finding places for replacement trees versus expending cash in lieu of planting trees.

Mr. Paschke reiterated the goal was to have developers preserve as many trees on site as possible, with a unique eye to preserve as many mature trees as possible and design around them accordingly versus allowing clear cutting lots; with the tree preservation and replacement in place to penalize any developers choosing to remove larger, mature trees.

Chair Cihacek stated his support for replacing good trees, but noted his preference for removing geographical limitations and allow multiple places and options for replacing those trees off-site as necessary.

Ms. Collins reported that the Roseville Economic Development Authority (REDA) would be meeting tomorrow evening, and at that time would be looking at options provided by their consultant to ensure that Roseville's programs were not too restrictive for developers.

Member Heimerl asked how the two-year timeframe had been determined, and ramifications for a developer if they were unable to identify a replacement site within the timeframe or be subject to the fee.

Mr. Paschke advised that the goal was once the project is known and that fees will be necessary as part of their tree restoration plan, staff would then determine how those dollars would be used for completion within that two year timeframe.

Related to visibility of funds, Member Heimerl suggested that by the city collecting fees in escrow for up to two years, two years may be too long, and questioned why a decision couldn't be made sooner.

Mr. Paschke clarified that the full two-years is not intended in all cases, but noted that sometimes there may be significant time before a tree can be planted, depending on the location, weather, season, species, etc. and this two-year timeframe was intended to allow some flexibility.

At the request of Chair Cihacek, Mr. Paschke and Ms. Collins advised that the two-year clock started upon the City Council's approval of a final plat.

Specific to tree installation, Chair Cihacek asked if it was the intent that the city or a contractor replaces the tree, or if the city would assist the developer in finding a contractor to do the work.

Mr. Paschke stated that this was a good point, and it may depend on whether the city could find bidders or if a developer hired a contractor to plant the trees; with Ms. Collins further clarifying that it would depend on the scope of the project and number of trees to be planted.

Member Seigler asked staff for an example of public lands with tree shortages.

Mr. Paschke advised that he was unable to accurately identify those sites immediately tonight, but noted that trees were planted in city parks on an annual basis, whether due to disease, replacement of dead trees, or need for additional trees.

Ms. Collins noted that staff's next stop would be at the Parks & Recreation Commission, opining this would be a good question for them to address and to identify their priorities for trees on public lands.

Chair Cihacek asked the city's Environmental Engineer Ryan Johnson how this would roll into stormwater management or remediation for the city, and support for impact on this proposed policy.

Environmental Engineer Johnson responded that basically trees fell into a stormwater best management practices (BMP) category, and confirmed that a canopy of mature trees reduced rain volume flow throughout the community. Mr. Johnson noted that such BMPs could be incorporated into stormwater projects as another option to treat water and slow down volume since only so much water could be stored via other options. As additional options are considered, such as tree canopies, Mr. Johnson admitted there would be considerable benefit to keeping or adding trees in specific areas throughout the community. As an example, Mr. Johnson referenced the wetland replacement on Victoria north of Roselawn with trees added recently in this sensitive area adjacent to a wetland, and those trees adding a secondary benefit. From an engineering and environmental perspective, Mr. Johnson stated "trees are a good thing."

On behalf of the City Council and city staff, Ms. Collins thanked the PWETC for their feedback on this draft policy.

EXTRACT OF THE JUNE 7, 20-16, ROSEVILLE PARK AND RECREATION COMMISSION MEETING MINUTES

1. TREE REPLACEMENT FUND POLICY

Brokke introduced City Planner Thomas Paschke and Interim Community Development Director Kari Collins. Paschke and Collins provided a presentation on the Tree Replacement Fund Policy for the commission.

Collins provided a background on the Tree Replacement Fund Policy:

- Fee collected is \$500 per tree or up to a maximum of 10% of the fair market value of the property
- Money will be held in a separate account
- Funds will be utilized within two years
- A hierarchy will be utilized to determine the replacement installation locations
- The City Council will approve all tree replacement fund expenditures

Collins indicated that funds should be utilized in the close vicinity of the project. Also, brought up Emerald Ash Borer (EAB) as an option to add into the hierarchy.

Commission had a clarification discussion on the current process, fee determination, and surrounding cities fee structure for tree replacement.

Paschke confirmed that the \$500 amount was vetted by a third-party consultant.

Commission Vice-Chair Gelbach questioned if the ordinance currently addresses only city trees. Also, asks for additional information on a sliding scale for the tree pricing.

Collins confirmed that the flat fee is beneficial with the current fee structure utilized by the City of Roseville. Also, it allows developers to easily understand the cost of doing business in Roseville.

Paschke confirmed this is a new policy and that it will be reviewed yearly to understand if the fee structure is appropriate.

Commissioner Becker-Finn inquired if the hierarchy for approval would go through the Tree Board/Parks and Recreation Commission or the City Council. The current layout of the policy is to have the Community Development Department finalize the plan details and present them for approval to the City Council. Commissioner Becker-Finn stated that she believes the Tree Board/Parks and Recreation Commission should also review the plans prior to implementation.

Collins relayed that it may be beneficial to have a presentation to the Tree Board/Parks and Recreation Commission of how the yearly dollars are spent.

Commissioner Heikkila asked about the process for residents to petition for a tree. Paschke confirmed that through the hierarchy the surrounding neighbors would be interviewed and their feedback would be utilized in the final recommendation.

Commissioner Stoner questioned what type of trees will be planted. Collins noted that all plans need to be approved by the Arborist.

Commission Chair Newby requested additional information on how they arrived at the two-year timeline for installation. Paschke confirmed that the goal should be expended in a reasonable timeframe. It was determined that 2-3 years was reasonable in order to create a plan and hire a company to plant the trees. Commission Chair Newby acknowledged that the trees can be planted sooner than 2 years. Also, he agreed the 2-year timeframe is reasonable.

Commission Chair Newby inquired when the funds are paid. Paschke verified it is when the final plat is approved and released.

City of Roseville

ORDINANCE NO

AN ORDINANCE AMENDING SELECTED TEXT OF TITLE 10 ZONING ORDINANCE OF THE ROSEVILLE CITY CODE

THE CITY OF ROSEVILLE ORDAINS:

SECTION 1. Purpose: The Roseville City Code is hereby amended to revise certain requirements for tree replacement.

SECTION 2. §1011.04.J.8.a & b is hereby amended to include the following:

- J. Replacement Tree Locations. Required replacement trees shall be planted on the site being developed unless doing so is deemed to be impractical (i.e., due to lack of space), inappropriate (available planting areas are not ideal for new plantings or would do little to enhance the site), or counterproductive to a property's intent (i.e., would entail too much screening for a retail business) as determined by the City Forester or other degreed forester or certified arborist as assigned by the Community Development Department. When such a determination is made, the applicant shall comply with replacement requirements in one of two three ways in the following manner:
- a. As directed by the City, required replacement trees may be located on public boulevards private property directly adjacent within 400 feet to the subject development site with the consent of the property owner(s), on public improvement project sites that are not greater than 1000 feet from the development site, or on other public lands throughout the City that are not greater than 1000 feet from the development site, if such lands are deemed to be available, with priority given to locations within or near the affected area; or
- b. The City may accept a cash-in-lieu <u>tree replacement</u> payment in accordance with the required fee listed in the City Fee Schedule. In no instance shall <u>a</u> cash-in-lieu of payment exceed 10% of the Fair Market Value of the development site; or
- c. The City may approve a combination of tree replacement in accordance with "a" above and a payment consistent with "b" above to fulfill this requirement.
- SECTION 3. Effective Date. This ordinance amendment to the Roseville City Code shall take effect upon passage and publication.
- Passed this 11th day of July 2016.

1 2	EXTRACT OF MINUTES OF MEETING OF THE CITY COUNCIL OF THE CITY OF ROSEVILLE			
3 4 5	Pursuant to due call and notice thereof, a regular meeting of the of the City Council of the City of Roseville, County of Ramsey, Minnesota, was held on the 11th day of July, 2016, at 6:00 p.m. The following members were present: and the following were absent:			
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10	Councilmember introduced the following resolution and moved its adoption:			
11	RESOLUTION NO			
12 13 14	A RESOLUTION ESTABLISHING A POLICY REGARDING TREE REPLACEMENT OPTIONS ADDRESSED IN SECTION1011.04.J.8.A AND B OF THE ROSEVILLE ZONING CODE (PROJ0017, Amdt27).			
15 16	WHEREAS, the City Council, on December 7, 2015, approved Ordinance 1490 creating a revised and updated Tree Preservation and Restoration in all Districts; and			
17 18	WHEREAS, Section 1011.04J.8.a and b of said ordinance discusses options for tree replacement, which options required further discussion prior to final implementation; and			
19 20	WHEREAS, the Planning Division discussed with the City Council a draft policy and code amendment options that could be considered; and			
21 22 23	WHEREAS, the City Council directed the Planning to further discuss the draft policy with the Public Works, Environment, and Transportation Commission, Park and Recreation Commission and the City Tree Board to seek out additional thoughts and ideas; and			
24 25	WHEREAS, the Planning Division has completed this process and has refined the proposed policy accordingly;			
26 27 28	NOW THEREFORE, BE IT RESOLVED, that the City Council hereby establish the following as the City's Tree Replacement Policy, per the requirement of Section 1011.04.8.J.a and b:			
29 30	a. The City Council shall establish a policy whereby tree replacement funds for a given project are utilized within two years after the funds are deposited.			
31 32	b. The City Council shall establish a policy that creates a hierarchy of tree replacement fund installation locations, including:			
33 34 35 36 37	 Consideration shall be given to seeking interest from adjacent (neighboring or contiguous) property owners in having a tree or trees installed or provided for installation on their property. Such a decision would also include the potential to properly prepare the site for tree planting, such as stump removal or the removal of other vegetation. 			

Attachment D

38 39 40	2	. Consideration shall be given to utilizing development specific tree fund expenditures on the restoration associated with a public improvement project within ½ mile of the subject project site.	
41 42	3	. Consideration shall be given to utilizing development specific tree fund expenditures on public or private land within a ½ mile of subject project site.	
43 44		 Expenditures on public lands shall be reviewed by the Tree Board prior to receiving final approval by the City Council. 	
45 46	c. Consideration shall be given to broadening the expenditure radius if difficulty is encountered within the ½ mile radius.		
47 48 49 50	c u	The Planning Division will work with all individuals involved in the off-site tree planting omponent of the replacement policy to finalize a plan for landscape contractors to bid pon. These bids will be reviewed by the Planning Division and its tree consultant and ne recommended award will be a component of the Council's approval process.	
51 52 53 54	upon vot	ion for the adoption of the foregoing resolution was seconded by Member and the being taken thereon, the following voted in favor thereof: following voted against the same:	
55	WHERE	UPON said resolution was declared duly passed and adopted.	