



REQUEST FOR PLANNING COMMISSION ACTION

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Agenda Item: 7A

Prepared By

Agenda Section

Other Business

Department Approval

Janice Gundlach

Item Description: Discussion regarding the table of uses (Table 1007-2) for the Institutional District of the Roseville Zoning Code and the need for potential amendments (PROJ0044-Amdt1)

1 BACKGROUND

2 On November 8, 2021, the City Council adopted Ordinance 1606 which approved the Phase 1
3 update to the City’s Zoning Code and brought the Zoning Code into compliance with the City’s
4 2040 Comprehensive Plan. When this process concluded it was determined the Planning
5 Division would begin Phase 2 of the Zoning Code update (currently underway) as well as bring
6 additional clarifying amendments through the formal approval process over the next year or so as
7 needed and as time allowed.

8 Over the past year, the Planning Division has been involved in the Civic Campus Master Plan
9 process and discussions concerning a possible future public works facility as well as other
10 contemplated changes to the existing Civic Campus, Veterans Park, VFW, and Lexington Plaza
11 Shoppes retail center. The Planning Division has also been involved in discussions with Ramsey
12 County to convert their Kent Street property, currently operating under an Interim Use, into an
13 environmental service center. Both the Civic Campus and the Kent Street property are zoned
14 Institutional.

15 Throughout these conversations, including analysis of what activities occur in these buildings, it
16 became clear there are shortcomings and discrepancies in the Zoning Code that require
17 discussion and, likely, amendments to the Zoning Code.

18 The Institutional district has remained largely unchanged since its approval in December 2010.
19 To begin, the Institutional district includes the following in the Statement of Purpose:

20 Permit and regulate a variety of governmental, educational, religious, and cultural uses that
21 provide important services to the community. These uses are not located within a particular
22 geographic area and are often in proximity to lower-density residential districts.

23 The uses mentioned in the Statement of Purpose and contemplated in this district are not all
24 necessarily “public” (i.e. government owned). For instance, consider “emergency services
25 (police, fire, ambulance)” where Allina Health EMS and M Health Fairview EMS are the main
26 providers of ambulance service in the Metro area, including Roseville. These entities are not a
27 governmental, educational, religious, or cultural use as listed in the purpose statement, but rather
28 private, for-profit, businesses. Nevertheless, the Table of Allowed Uses (Table 1007-2) deems
29 such use to be permitted.

30 Similarly, the Planning Division has identified two uses in Table 1007-2, “maintenance facility”
 31 (listed as a conditional use) and “government office” (listed as permitted), as uses that require
 32 more detailed definition or guidance on interpretation given these terms are not otherwise
 33 defined in the Zoning Code. Interpreting what activities are allowed to occur in a maintenance
 34 facility or a government office is not obvious, especially considering what types of activities
 35 occur on a Civic Campus or at a county environmental service center.

36 Listed below is the Table of Allowed Uses, Table 1007-2, for the Institutional district:

Table 1007-2	INST	Standards
Civic/Institutional		
Cemetery	P	
College, or post-secondary school, campus	C	Y
Community center	P	
Emergency services (police, fire, ambulance)	P	
Government office	P	
Library	P	
Museum, cultural center	P	
Multi-purpose recreation facility, public	P	
Place of assembly	P	Y
Parking, off-site	C	Y
School, elementary or secondary	P	
Theater, performing arts center	P	
Transportation		
Maintenance facility	C	
Park and ride facility	C	
Accessory Uses, Buildings, and Structures		
Accessibility ramp and other accommodations	P	
Accessory structure	P	
Athletic fields	P	

Table 1007-2	INST	Standards
Athletic fields with lights	C	
Garden, public or community (flowers or vegetables)	P	Y
Gymnasium	P	
Portable restroom facilities	P	Y
Public announcement system	C	
Renewable energy systems	P	Y
Swimming pool	P	
Telecommunication towers	C	Y
Trash receptacle	P	

37

38 **PLANNING DIVISION RESEARCH**

39 To assist the discussion, the Planning Division conducted research to determine how other cities
 40 regulate government facilities and/or institutional uses:

41 **White Bear Lake** - municipal buildings like city hall, public works, police, and fire are
 42 zoned “P” Public Facilities. In the use table for this district it lists “public buildings and
 43 uses” as a permitted use. Public buildings and uses is defined as “uses owned or operated by
 44 municipal, school districts, county, state, or other governmental units”. The P district does
 45 not impose any development parameters and when a new public building is proposed (ie:
 46 new public works in 2009, new public safety 2022) it is not technically a land use request or
 47 public hearing, rather, the use is inherently permitted based on how the use is defined.

48 **Shoreview** – city hall and their public works facility sit on land zoned R1 - Detached
 49 Residential and such uses are considered Public/Quasi-Public Facility, which is defined as:
 50 “uses such as schools, churches, and government buildings and facilities, including parks,
 51 playgrounds, trails and other recreational areas”, which are listed in the use table as a
 52 permitted use in all of our residential zoning districts as follows:

53 (B) Permitted Uses. Within each of the Residential Districts, the following activities are
 54 permitted:

55 (4) Public and quasi-public facilities subject to Site and Building Plan review and
 56 upon the findings that the use(s) will not impede or otherwise conflict with the
 57 planned use of adjoining property. The City Council may attach conditions to its site
 58 plan approval to insure that the use will not interfere with the planned use of
 59 adjoining property.

60 **Arden Hills** - uses such as the Paul Kirkwold Ramsey County Public Works Facility are
61 deemed a “Public Use”, which is defines as: “the use of any lot, parcel of land and any
62 structure or building thereon exclusively for public purposes by any department or branch of
63 government, federal, state, county or city, excluding independent school districts, without
64 reference to the ownership of said lot, parcel of land, building or structure.”

65 **PLANNING DIVISION COMMENTS**

66 Generally speaking, most of the uses listed in existing Table 1007-2 are public (or government-
67 owned) with the exception of schools and places of assembly, which while still public, are
68 controlled by entities outside of local, county or state government. Museums (the City has none)
69 could be either public or private, however allowing this use to remain is consistent with the
70 Statement of Purpose as an education/cultural use. However, “emergency services” and
71 “maintenance facility”, in the opinion of the Planning Division, are two uses requiring further
72 attention to ensure proper application of the code on future development.

73 Neither emergency services nor maintenance facility include a definition, which makes it
74 difficult for the Planning Division to interpret what was envisioned when these uses were
75 established. It could be presumed an emergency service is a stand-alone police and fire station.
76 However, this use also indicates ambulance, which is referred to as emergency medical service
77 or EMS, and typically a private business. Regarding maintenance facility, the Planning Division
78 interprets this use as a sort of larger scale motor vehicle maintenance shop or facility, but not
79 necessarily including all the activities the current Public Works Facility on the Roseville Civic
80 Campus includes. Some clarification on this term would be helpful for future Civic Campus
81 master planning efforts, as well as the planned Ramsey County environmental services center.

82 The Planning Division would also not recommend removing museum, theater/performing arts
83 center, athletic fields, athletic fields with lights, gymnasium, and swimming pool even though
84 these could be privately owned buildings and managed facilities, as the Division deems these to
85 be supported by the Statement of Purpose of the Institutional zoning district.

86 **PLANNING COMMISSION CONSIDERATION**

87 In consideration of the above, and recognizing none of the uses listed (primary or accessory) are
88 defined in Section 1001.10, one suggestion would be to combine and/or eliminate a number of
89 uses under one main all-encompassing use. This use would be defined and it would cover a
90 campus setting like Roseville’s Civic Campus and the planned environmental services center by
91 Ramsey County. Based on how other cities address these types of uses, the Planning Division
92 concludes there may be merit in creating a use of “public facilities and uses” as a permitted use
93 and to eliminate community center, emergency services, governmental offices, library, multi-
94 purpose recreation facility-public, maintenance facility, and/or park and ride facility. The
95 Planning Division also sees great benefit in defining the use as: “Buildings and uses owned or
96 operated by municipal, school districts, county, state, or other governmental units, including, but
97 not limited to schools, government buildings and facilities, and public recreational facilities.”
98 Clarifying ownership of the governmental, or public entity helps to protect against unintended
99 consequences that may occur by private ownership. Allowing these uses to be permitted uses
100 recognizes the existing collaboration and cooperation arrangements that occur across various
101 governmental units, who serve the public and strive to mitigate for any potential negative
102 impacts. Additionally, these uses are government owned, any concerns about negative impact

103 will be received by that government unit, who will be empowered to mitigate concerns and/or
104 negative impacts.

105 The alternative to using a broadly defined term like “public facilities and uses”, and to make
106 such use permitted, is to try and articulate what uses are deemed acceptable (such as office) and
107 what uses require more scrutiny (such as vehicle maintenance) and thus require a conditional
108 use. The staff concern with this method is that it may be nearly impossible to articulate every
109 type of activity a governmental entity might engage in, which is exactly the problem of the
110 current code. Further, the general nature of a conditional use is that specific conditions of
111 approval are placed on the subject use to mitigate potential impacts and it is not always feasible
112 to clearly articulate what types of conditions should be imposed, if any.

113 **STAFF RECOMMENDATION**

114 In review of Table 1007-2, Planning Division staff would request review and input from the
115 Planning Commission regarding the need to clarify, and potentially define, some of the uses
116 listed. Another option may be to revise, expand, and/or delete some of the uses listed. As the
117 discussion unfolds, and to ensure context is considered, Planning Division staff would
118 recommend the Planning Commission consider the types of activities that occur on a Civic
119 Campus and/or at a county environmental service center as these types of uses either currently
120 exist on property zoned institutional and/or are planned to exist on property zoned institutional.

121 The Planning Commission should engage in a discussion regarding the following three options
122 pertaining to future amendments to the Institutional District regulations:

- 123 1. Discuss the merits of leaving a conditional use process within the code for certain
124 public/government uses, what types of activities warrant the conditional use review, and
125 what types of conditions are appropriate to mitigate the negative impacts resulting from
126 those activities.
- 127 2. Discuss amending Table 1007-2 by replacing community center, emergency services,
128 governmental offices, library, multi-purpose recreation facility-public, maintenance
129 facility, and park and ride facility, with “public facilities and uses.” If the Commission
130 wishes to keep some or all of the existing uses listed, provide direction to staff on how to
131 define such uses, particularly as it relates to “emergency services” and “maintenance
132 facility”.
- 133 3. Discuss creating a definition of “public facilities and uses” as “buildings and uses owned
134 or operated by municipal, school districts, county, state, or other governmental units,
135 including, but not limited to schools, government buildings and facilities, and public
136 recreational facilities”.

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1993 **CHAPTER 1007 INSTITUTIONAL DISTRICT**

1994 SECTION:

- 1995 1007.01: Statement Of Purpose
- 1996 1007.02: Design Standards
- 1997 1007.03: Table of Allowed Uses

1998 **1007.01: STATEMENT OF PURPOSE**

1999 The Institutional District is designed to:

- 2000 A. Permit and regulate a variety of governmental, educational, religious, and cultural uses that provide
2001 important services to the community. These uses are not located within a particular geographic area
2002 and are often in proximity to lower-density residential districts.
- 2003 B. Require appropriate transitions between higher-intensity institutional uses and adjacent lower-density
2004 residential districts.
- 2005 C. Encourage sustainable design practices that apply to buildings, private development sites, and the
2006 public realm in order to enhance the natural environment.

2007 **1007.02: DESIGN STANDARDS**

2008 The following standards apply to new buildings and major expansions of existing buildings (i.e.,
2009 expansions that constitute 50% or more of building floor area) in the Institutional District. Design
2010 standards apply only to the portion of the building or site that is undergoing alteration.

- 2011 A. Corner Building Placement: At intersections, buildings shall have front and side facades aligned at or
2012 near the front property line.
- 2013 B. Entrance Orientation: Primary building entrances shall be oriented to the primary abutting public
2014 street. The entrance must have a functional door. Additional entrances may be oriented to a secondary
2015 street or parking area. Entrances shall be clearly visible and identifiable from the street and delineated
2016 with elements such as roof overhangs, recessed entries, landscaping, or similar design features.
- 2017 C. Vertical Facade Articulation: Buildings shall be designed with a base, a middle and a top, created by
2018 variations in detailing, color and materials. A single-story building need not include a middle.
 - 2019 1. The base of the building should include elements that relate to the human scale, including doors
2020 and windows, texture, projections, awnings, and canopies.
 - 2021 2. Articulated building tops may include varied rooflines, cornice detailing, dormers, gable ends,
2022 stepbacks of upper stories, and similar methods.
- 2023 D. Horizontal Facade Articulation: Facades greater than 40 feet in length shall be visually articulated
2024 into smaller intervals of 20 to 40 feet by one or a combination of the following techniques:
 - 2025 1. Stepping back or extending forward a portion of the facade;
 - 2026 2. Variations in texture, materials or details;

- 2027 3. Stepbacks of upper stories; or
- 2028 4. Placement of doors, windows and balconies.
- 2029 E. Window and Door Openings:
- 2030 1. Windows, doors, or other openings shall comprise at least 60% of the length and at least 40% of
- 2031 the area of any ground floor facade fronting a public street. At least 50% of the windows shall
- 2032 have the lower sill within 3 feet of grade.
- 2033 2. Windows, doors, or other openings shall comprise at least 20% of side and rear ground floor
- 2034 facades not fronting a public street. On upper stories, windows, or balconies shall comprise at
- 2035 least 20% of the facade area.
- 2036 3. Glass on windows and doors shall be clear or slightly tinted to allow views in and out of the
- 2037 interior. Spandrel (translucent) glass may be used on service areas.
- 2038 4. Window shape, size, and patterns shall emphasize the intended organization and articulation of
- 2039 the building facade.
- 2040 5. Displays may be placed within windows. Equipment within buildings shall be placed at least 5
- 2041 feet behind windows.
- 2042 F. Materials: All exterior wall finishes on any building must be a combination of the following
- 2043 materials: No less than 60% face brick; natural or cultured stone; pre-colored factory stained or
- 2044 stained on site textured pre-cast concrete panels; textured concrete block; stucco; glass; fiberglass or
- 2045 similar materials and no more than 40% pre-finished metal, cor-ten steel, copper, premium grade
- 2046 wood with mitered outside corners (e.g., cedar, redwood, and fir), or fiber cement board. Under no
- 2047 circumstances shall sheet metal aluminum, corrugated aluminum, asbestos, iron plain or painted, or
- 2048 plain concrete block be acceptable as an exterior wall material on buildings within the city. Other
- 2049 materials of equal quality to those listed may be approved by the Community Development
- 2050 Department.
- 2051 G. Four-sided Building Design: Building design shall provide consistent architectural treatment on all
- 2052 building walls. All sides of a building must display compatible materials, although decorative
- 2053 elements and materials may be concentrated on street-facing facades. All facades shall contain
- 2054 window openings. This standard may be waived by the Community Development Department for
- 2055 uses that include elements such as service bays on one or more facades.
- 2056 H. Special or Object-Oriented Buildings: In some cases, a uniquely designed building may be proposed
- 2057 that is considered outside of these stated Standards due to its purpose, use, design, and/or orientation
- 2058 (e.g. a memorial, special civic function, etc.). If such a building is proposed, then it may be considered
- 2059 independently of these standards and would be subject to final approval by the City Council.
- 2060 I. Maximum Building Length: Building length parallel to the primary abutting street shall not exceed
- 2061 200 feet without a visual break such as a courtyard or recessed entry, except where a more restrictive
- 2062 standard is specified for a specific district.
- 2063 J. Garage Doors and Loading Docks: Loading docks shall be located on rear or side facades and, to the
- 2064 extent feasible, garage doors should be similarly located. Garage doors of attached garages on a
- 2065 building front shall not exceed 50% of the total length of the building front.

2066 K. Rooftop Equipment: Rooftop equipment, including rooftop structures related to elevators, shall be
 2067 completely screened from eye level view from contiguous properties and adjacent streets. Such
 2068 equipment shall be screened with parapets or other materials similar to and compatible with exterior
 2069 materials and architectural treatment on the structure being served. Horizontal or vertical slats of
 2070 wood material shall not be utilized for this purpose. Solar and wind energy equipment is exempt from
 2071 this provision if screening would interfere with system operations.

2072 L. Dimensional Standards:

Table 1007-1	
Minimum lot area	No requirement
Maximum building height	60 Feet
Front yard building setback (min. - Max.)	No requirement
Minimum side yard building setback	10 Feet where windows are located on a side wall or on an adjacent wall of an abutting property 20 Feet from residential lot boundary Otherwise not required
Minimum rear yard building setback	25 Feet from residential lot boundary 10 Feet from nonresidential boundary
Minimum surface parking setback	15 Feet from the property line 20 Feet from the property line abutting a residential property

2073 M. Improvement Area: Improved area, including paved surfaces and footprints of principal and accessory
 2074 buildings and structures, shall not exceed 75%.

2075 N. Surface Parking: Surface parking on large development sites shall be divided into smaller parking
 2076 areas with a maximum of 100 spaces in each area, separated by landscaped areas at least 10 feet in
 2077 width. Landscaped areas shall include pedestrian walkways leading to building entrances.

2078 O. Parking Placement: Where parking is placed between a building and the abutting street, the building
 2079 shall not exceed a maximum setback of 85 feet, sufficient to provide a single drive aisle and two rows
 2080 of perpendicular parking along with building entrance access and required landscaping. This setback
 2081 may be extended to a maximum of 100 feet if traffic circulation, drainage and/or other site design
 2082 issues are shown to require additional space. Screening along side and rear lot lines abutting
 2083 residential properties is required, consistent with Section 1011.03B.

2084 (Ord. 1435, 4-8-2013) (Ord. 1494A, 2/22/2016)

2085 **1007.03: TABLE OF ALLOWED USES**

2086 Table 1007-2 lists all permitted and conditional uses in the Institutional District.

2087 A. Uses marked as “P” are permitted.

2088 B. Uses marked with a “C” are allowed as conditional uses in the district where designated.

2089 C. A “Y” in the “Standards” column indicates that specific standards must be complied with, whether the
 2090 use is permitted or conditional. Standards for permitted uses are included in Chapter 1011, Property
 2091 Performance Standards; standards for conditional uses are included in Chapter 1009, Procedures.

Table 1007-2	INST	Standards
Civic/Institutional		
Cemetery	P	
College, or post-secondary school, campus	C	Y
Community center	P	
Emergency services (police, fire, ambulance)	P	
Table 1007-2	INST	Standards
Government office	P	
Library	P	
Museum, cultural center	P	
Multi-purpose recreation facility, public	P	
Place of assembly	P	Y
Parking, off-site	C	Y
School, elementary or secondary	P	
Theater, performing arts center	P	
Transportation		
Maintenance facility	C	
Park and ride facility	C	
Accessory Uses, Buildings, and Structures		

Table 1007-2	INST	Standards
Accessibility ramp and other accommodations	P	
Accessory structure	P	
Athletic fields	P	
Athletic fields with lights	C	
Garden, public or community (flowers or vegetables)	P	Y
Gymnasium	P	
Portable restroom facilities	P	Y
Public announcement system	C	
Renewable energy systems	P	Y
Swimming pool	P	
Telecommunication towers	C	Y
Trash receptacle	P	

2092 (Ord. 1403, 12-13-2010) (Ord. 1427, 7-9-2012)