Commissioners:

Julie Kimble Michelle Kruzel Tammy McGehee Michelle Pribyl Karen Schaffhausen Erik Bjorum **Emily Leutgeb** 



Address: 2660 Civic Center Dr. Roseville, MN 55113

**Special Planning Commission Meeting** Agenda Thursday, May 13, 2021 7:00pm

Following guidance from state health officials, Planning Commission Members will participate in upcoming meetings electronically pursuant to Minn. Stat. § 13D.021.

Members of the public who wish speak during public comment or an agenda item during this meeting can do so virtually by registering at www.cityofroseville.com/attendmeeting

Phone: 651-792-7080

Website: www.cityofroseville.com/pc

- 1. Call To Order
- 2. Roll Call
- 3. Approval Of Agenda
- 4. Communications And Recognitions
- 4.A. From The Public: Public comment pertaining to general land use issues not on this agenda.
- 4.B. From The Commission Or Staff: Information about assorted business not already on this agenda.
- 5. Other Business
- 5.A. Review And Provide Feedback On Zoning Code Update

Documents:

5A REPORT AND ATTACHMENTS.PDF **HKGI PRESENTATION.PDF** 

6. Adjourn

### **Request for planning commission action**

	Date: 05-13-202 Item No.: 5A
Department Approval	Agenda Section
Janué Gundrach	Other Business

Item Description: Review and provide feedback on Zoning Code Update materials prepared by HKGi

#### 1 **BACKGROUND**

The Planning Commission has been working with the City's planning consultant, HKGi, since January 2 regarding required and optional updates to the City's Zoning Code. The required updates aim to ensure 3 compliance and consistency with the City's 2040 Comprehensive Plan. The optional updates aim to Δ address a variety of issues that have been identified by staff and the City Council, technical revisions, 5 and items that could create a more equitable, inclusive, resilient, and sustainable built environment. 6 The required updates are scheduled to occur first, with the optional updates scheduled later in 2021. 7 While required and optional updates are on a different timeline, the community engagement that has 8 occurred thus far in the process covered all topics. 9

Like previous Planning Commission packets, HKGi has provided a packet of information for the Planning Commission's review and feedback (see Attachment A). The tasks for the Planning Commission, during this discussion, is to review HKGi's recommendations surrounding nonresidential changes to the Zoning Code to ensure consistency with the City's 2040 Comprehensive Plan. The recommendations that result in changes have been highlighted in red text.

The Planning Commission is also asked to review the draft rezoning map, which incorporates the rezonings that need to occur to comply with the 2040 Comprehensive Plan's Future Land Use map.

No formal action is required at this time. HKGi is looking to engage in a discussion and receive feedback before drafting these changes into text amendments for consideration at a future meeting where a public hearing would be scheduled.

#### 20 STAFF RECOMMENDATION

Receive presentation from HKGi and engage in a discussion, and offer feedback, in regards to the contact attached to this RPCA.

Prepared by: Janice Gundlach, Community Development Director

Attachments: A. Materials from HKGi



#### **MEMORANDUM**

то:	Roseville Planning Commission
FROM:	Jeff Miller and Rita Trapp, HKGi
DATE:	May 6, 2021
SUBJECT:	Update on Zoning Code Project

#### **Overview of Meeting Update**

At the May 13<sup>th</sup> meeting the Planning Commission will focus on recommendations for updates to the non-residential districts and reviewing the draft rezoning map.

#### Section One Zoning Code Update Recommendations

Building off the findings from the analysis and our discussion at the previous Planning Commission meetings, HKGi will present our recommendations (attached) for updates to the non-residential districts, including the business, mixed use, and office/business park districts. These recommendations include updates to allowed uses/housing types, densities, building heights, and maximum improvement area. As a reminder, these recommended updates have been deemed to be required to be addressed as part of Section One of the Zoning Code Update project.

#### Zoning Map

In order to align with the 2040 Comprehensive Plan's updated land use categories and Future Land Use Map, the following types of updates are necessary to the City's Zoning Map:

- Mixed Use districts The current Business districts (NB, CB, RB-1, and RB-2) are being converted and renamed to Mixed Use districts, including defining the districts' uses, densities, scales, and intensities. Promoting the flexibility for residential uses to be located near, or even in the same building as commercial development, can help developers and property owners revitalize commercial areas and evolve sites as the retail landscape continues to change over the coming decades.
- 2. **Employment districts** The current Office/Business Park districts are being converted and renamed to Employment districts, including defining the districts' uses, scales, and intensities.
- Individual parcel rezonings There are approximately 45 parcels that need to be rezoned to align with the updated Future Land Use Map, but do not relate to the above Business and Office/Business Park districts' conversions.

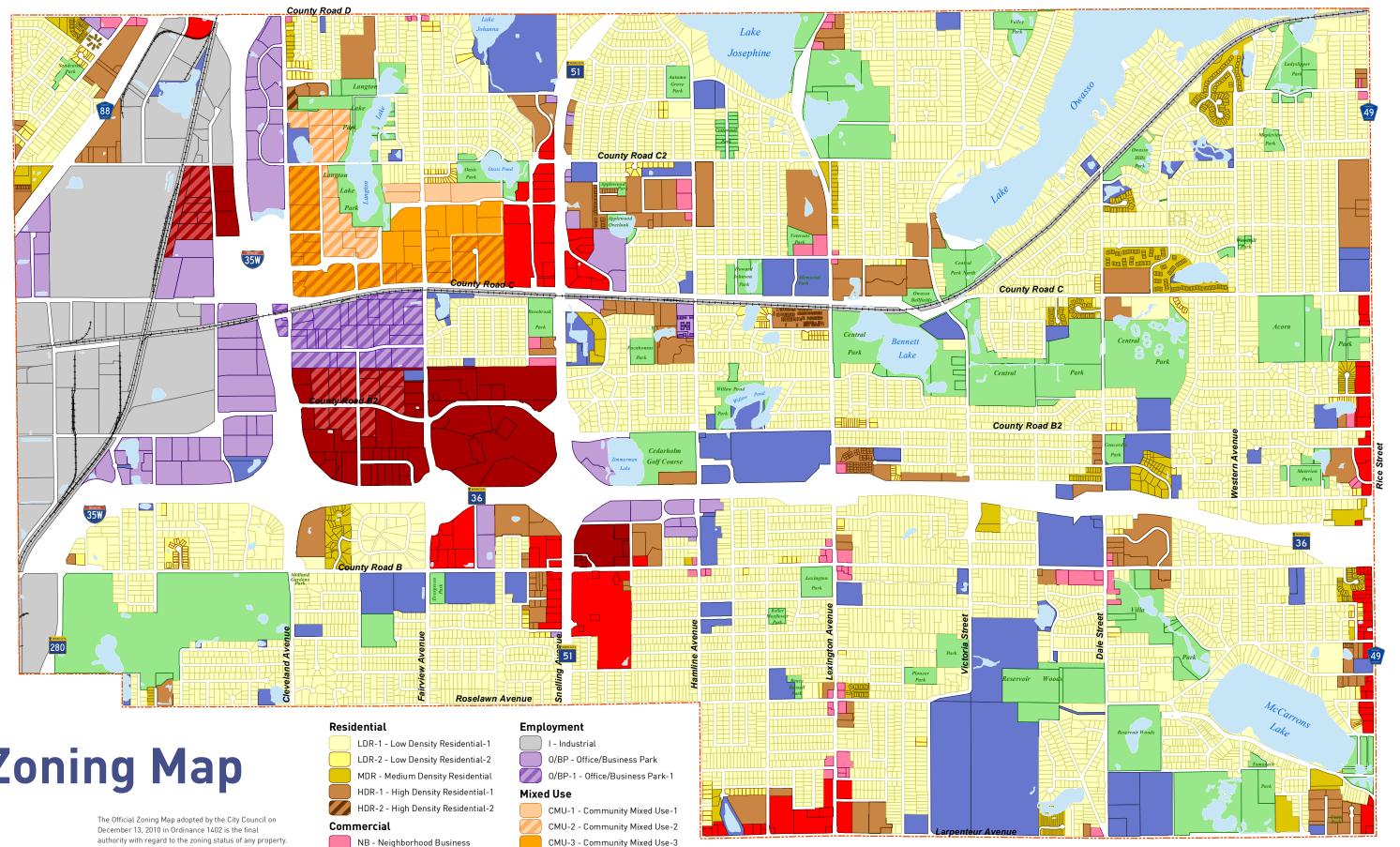
In addition, as a result of the above changes, an evaluation of the overall structure of all zoning districts was conducted as part of the Zoning Code Update project. Where there are minimal differences between zoning districts, it is recommended that districts be consolidated. The following recommended updates resulted from this evaluation:

- 4. **Residential districts** As previously presented to the Planning Commission, the two LDR districts are recommended to be renamed and the two HDR districts consolidated.
- 5. Mixed Use districts
  - a. Community Mixed Use districts (CMU-1 to CMU-4) Minimal differences were identified between CMU-2, CMU-3, and CMU-4, so it is recommended that the current four CMU districts be consolidated into two districts.
  - b. The RB-1 and RB-2 districts are recommended to be consolidated.

The following table shows how the current zoning districts are recommended to be restructured and represented on the draft recommended Zoning Map. Attached are the current Zoning Map and a draft recommended Zoning Map.

Residential Districts				
Current District		Proposed	District	
LDR-1	Low Density Residential - 1	LDR	Low Density Residential	
LDR-2	Low Density Residential - 2		Low to Medium Density Residential	
MDR	Medium Density Residential	MDR	Medium Density Residential	
HDR-1	High Density Residential - 1	HDR	High Donsity Posidential	
HDR-2	HDR-2 High Density Residential - 2		High Density Residential	
Non-Reside	ntial Districts			
Current Dist	rict	Proposed	District	
NB	Neighborhood Business	MU-1	Neighborhood Mixed Use	
CMU-1	Community Mixed Use - 1	MU-2A	Community Mixed Use A	
CMU-2	Community Mixed Use - 2	MU-2B		
CMU-3	Community Mixed Use - 3		Community Mixed Use B	
CMU-4	Community Mixed Use - 4			
СВ	Community Business	MU-3	Corridor Mixed Use	
RB-1	Regional Business - 1	MU-4	Core Mixed Use	
RB-2	<b>RB-2</b> Regional Business - 2MO-4 <b>O/BP</b> Office/Business ParkE-1		Core Mixed Ose	
O/BP			Employment	
O/BP-1	Office/Business Park - 1	E-2	Employment Center	
1	Industrial	1	Industrial	

We are looking forward to discussing the recommended updates, answering your questions, and receiving your input at Thursday's meeting. Thanks!



## **Zoning Map**

It is on file in the Community Development Department at City Hall.

#### **R** Prepared by: ity Development Dep

Printed: January 2020

The zoning designations shown on this map must be interpreted by the Community Development Department. See Water Management Overlay District Map for additional boundaries.

CB - Community Business RB - Regional Business

CMU-4 - Community Mixed Use-4

#### Public / Institutional

PR - Park and Recreation

INST - Institutional

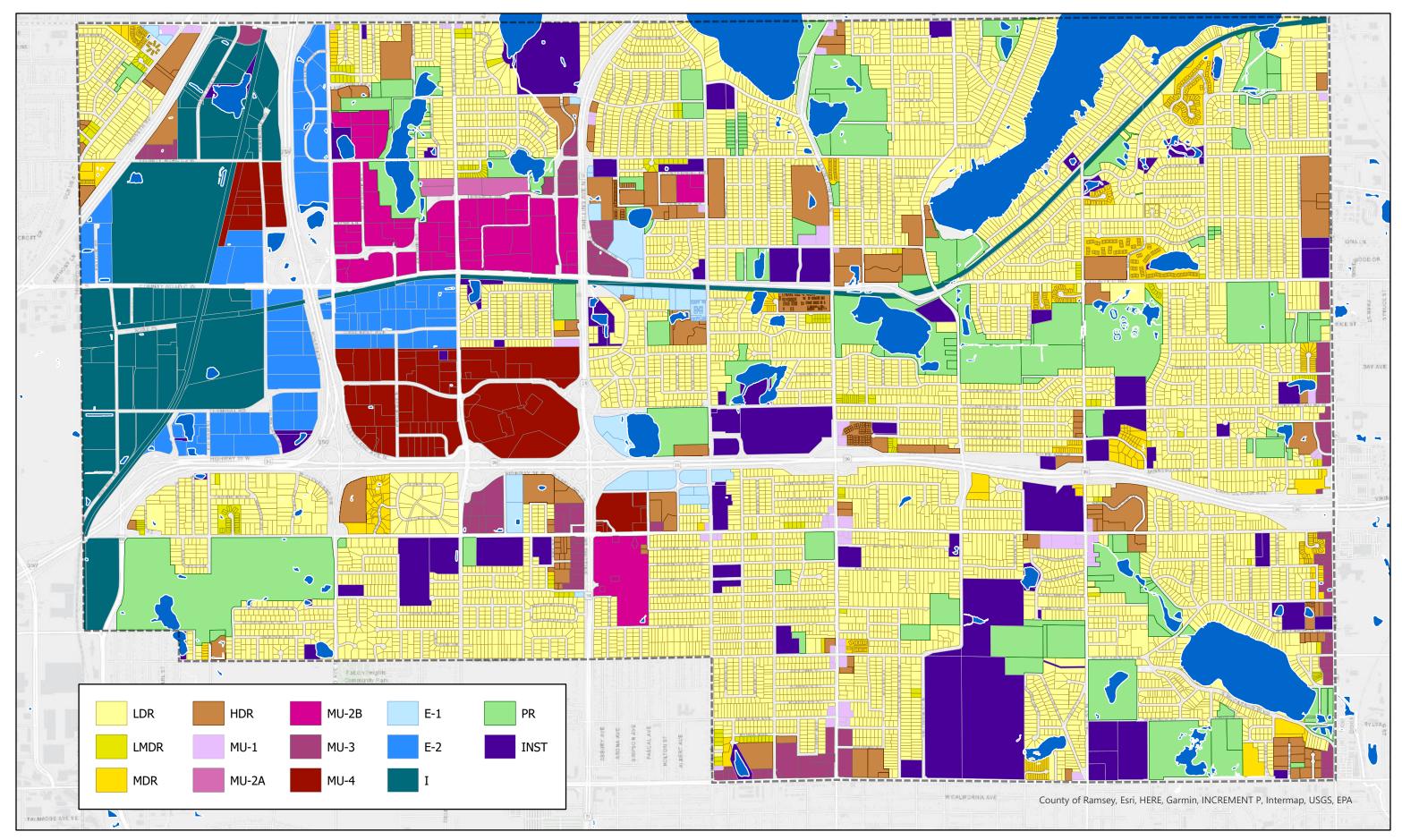
Disclaimer This map is neither a legally recorded map nor a survey and is not interneted to be used as one. This map is a compliation of records, information and data located in various city, county, state and federal offices and other sources regarding the area as shown, and is to be used for reference purposes only. The City does not warrant that the Geographic Information System (GIS) Data used to prepare this map are error free, and the City does not represent that the GIS Data can be used for navipational, tracking or any other purpose requiring exacting measurement of distance or direction or precision in the depictor of geographic features. If errors or discrepancies are found please contact 651-792-7085. The preceding disclaimer is provided pursuant to Minnesota Statutes §4603, Subd. 21 (2000) the subs for exact the subs of the state of the label for any damanes. and express the values all calims, and agrees to the subs of the subs of the subs of the state of the label for any damanes. And express the values all calims, and agrees to the subs of the subs of the subs of the state of the label for any damanes. And express the values all calims. and the user of this map action windows the City shall not be liable for any damages, and expressly waives all claims, and agrees to defend, indemnify, and hold harmless the City from any and all claims brought by User, its employees or agents, or third parties which are not of the user's more crues of data provided.

RB-2 - Regional Business-2

Data Sources \* Ramsey County GIS Base Map (1/3/2020) \* City of Roseville Community Development







### **DRAFT New Zoning Map**

Date: 5/6/2021

#### Non-Residential Districts' Recommendations

This memo outlines the recommended updates to the Non-Residential Districts in order to align them with the adopted 2040 Comprehensive Plan, particularly the land use categories. As a basis for these updates, the following is a brief summary of the relevant guidance from the 2040 Comprehensive Plan.

#### 2040 Comprehensive Plan Guidance

#### **City-wide Goals & Objectives**

- Increase the diversity of the size, type, and scale of businesses in the City.
- Employ flexible zoning for property redevelopment to meet broader housing goals such as density, open space, and lot size.
- Retain, recruit, and expand a diverse range of local businesses and industries.
- Create regulations that allow renovation and redevelopment of spaces that could be used to support a variety of small businesses.

#### Land Use Chapter Goals & Strategies

- Create design standards for both vertical and horizontal mixed-use developments, not only so that the uses are compatible, but so that the scale, mass, and feel of new development enhances the desired community character.
- Promote and support transit-oriented development and redevelopment near existing and future transit corridors.
- Recognize that the most likely opportunity sites for creating additional housing choices are near existing commercial areas; ensure that zoning is in place to allow such development.
- Promote and support the redevelopment of physically and economically obsolete or underutilized properties.
- Revise the commercial zoning districts to reflect the mixed-use development priorities expressed in this Plan.

#### **Housing Chapter Goals & Strategies**

- Employ flexible zoning for property redevelopment to meet broader housing goals such as density, open space, and lot size.
- Explore opportunities to increase transit-oriented development in strategic areas connected to major transit routes to improve access to services, amenities, and employment opportunities.

#### Non-Residential Land Use Categories

The Land Use Chapter establishes seven non-residential land use categories that include guidance on allowed uses/housing types where appropriate, density (minimum and maximum), scale, and intensity.

Land Use	Residential	Scale	Intensity	Uses
Categories	Density			
MU-1	5 -12	Small to	Low	Medium-density residential, commercial, office, civic,
	units/acre	Medium		parks and open space
MU-2	10 - 36	Medium	Medium	Medium- to high-density residential, commercial,
	units/acre			office, civic, parks and open space
MU-3	13 - 36	Medium	High	High-density residential, commercial, office, civic,
	units/acre			parks and open space
MU-4	20 - 36	Large	High	High-density residential, commercial, office, shopping
	units/acre			centers
E-1	None	Small to	Low to	Office, business, research
		Medium	Medium	
E-2	None	Medium	Medium	Office, business, R&D, business parks
		to Large	to Large	
I	None	Medium	Medium	Manufacturing, light industrial, warehousing,
		to Large	to High	distribution

#### **Recommended Updates**

#### 1. Recommendation to convert the business districts to mixed use and consolidate multiple districts.

The 2040 Comprehensive Plan recommended that the existing business districts be converted to mixed use districts. Staff has also identified a benefit to consolidating some districts. As the remainder of the recommendations will use the new district names, the following table summarizes the propose changes and provides a reference for the new designations.

Existing Zoning District	Propose Zoning District
NB Neighborhood Business	MU-1 Neighborhood Mixed Use
CMU-1 Community Mixed Use-1	MU-2A Community Mixed Use A
CMU-2 Community Mixed Use-2	
CMU-3 Community Mixed Use-3	MU-2B Community Mixed Use B
CMU-4 Community Mixed Use-4	
CB Community Business	MU-3 Corridor Mixed Use
RB-1 Regional Business-1	MU-4 Core Mixed Use
RB-2 Regional Business-2	MO-4 COLE MIXED OSE
O/BP Office Business Park	E-1 Employment
O/BP-1 Office/Business Park - 1	E-2 Employment Center
I Industrial	l Industrial

#### 2. Recommendation to add housing types to the mixed use districts

In order to align with the Comprehensive Plan's guidance for including residential in the mixed use districts, the following uses/housing types are recommended to be added to the mixed use districts.

- MU-1: Add small lot detached, two-family detached (duplex), triplex and quadruplex, onefamily attached (townhouse/rowhouse), cottage courtyard, live-work, multi-family dwelling, 3 to 8 units (apartment, loft, flat)
- MU-2A: Add two-family detached (duplex), triplex and quadraplex, cottage courtyard
- MU-2B: Add two-family detached (duplex), triplex and quadraplex, cottage courtyard
- MU-3: Add one-family attached (townhouse/rowhouse), multi-family dwelling, 3 to 8 units (apartment, loft, flat), multi-family dwelling, 8 or more units (apartment, loft, flat), live-work unit
- MU-4: Add one-family attached (townhouse/rowhouse), multi-family dwelling, 3 to 8 units (apartment, loft, flat), live-work unit

#### 3. Recommendation to update density standards for the mixed use districts

#### Adding Density Minimum and Maximums

A comparison of the densities identified in the 2040 Comprehensive Plan and the converted mixed use zoning districts finds that some changes are needed for consistency. The recommended updates are highlighted in red in the table below.

Zoning District	<b>Current Zoning Density</b>	Recommended Zoning Density			
COMP PLAN - MU	COMP PLAN – MU-1 allows 5 – 12 units per acre				
MU-1	No minimum	Add minimum of 5			
	Maximum of 12				
COMP PLAN - MU	J-2 allows 10 – 36 units pe	r acre			
MU-2A	No minimum	Add minimum of 10			
	No maximum	Add maximum of 20			
MU-2B	No minimum	Add minimum of 15			
	No maximum	Add maximum of 36			
COMP PLAN – MU-3 allows 13 – 36 units per acre					
MU-3	No minimum	Add minimum of 13			
	Maximum of 24	Increase maximum to 36			
COMP PLAN - MU	J-4 allows 20 – 36 units pe	r acre			
MU-4	24 - 36	• Reduce minimum to 20			

#### 4. Recommendation to update scale and intensity related standards.

The final set of recommendations is related to scale and intensity. During the analysis it was determined that the appropriate measure for scale is building height. As can be seen in the table below, a few adjustments are recommended to reflect the scale differences expressed in the 2040 Comprehensive Plan. Where the building height recommendation was lowered, the Planning Commission is requested to incorporate a provision that allows for a conditional use permit for a taller structure. In the MU-4 District the change is recommended to allow both residential and non-residential buildings to have the same height standards.

District	Scale Based on 2040 Comp Plan Land Use Categories	Current Zoning Building Height Maximum	Recommended Building Height Maximum
MU-1	Small to medium	35'	35'
MU-2A	Medium	35′	35′
MU-2B	Medium	65'	55′
			CUP for up to 65'
MU-3	Medium	40'	45'
MU-4	Large	Non-residential 65'	65'
		Residential 100'	CUP for up to 100'
E-1	Small to medium	60'	60'
E-2	Medium to large	60'	60'
I	Medium to large	60'	60'

In addition to scale, the 2040 Comprehensive Plan differentiates between land use categories by intensity. In Roseville's zoning districts, intensity is generally reflected by the percent of the site that is covered by improvements (structures and paved surfaces) and, relatedly, how much of the site is covered by impervious surface. In non-residential districts the changes shown in red below are being proposed to reflect the differences in intensity identified in the Comprehensive Plan.

District	Intensity Based on 2040 Comp Plan Land Use Categories	Current Zoning Improvement Area/ Impervious Surfaces Maximum	Recommended Improvement Area/ Impervious Surfaces Maximum
MU-1	Low	85%	75%
MU-2A	Medium	85%	75%
MU-2B	Medium	85%	75%
MU-3	High	85%	85%
MU-4	High	85%	85%
E-1	Low to medium	85%	75%
E-2	Medium to high	85%	85%
I	Medium to high	85%	85%

### Zoning Code Update



#### Planning Commission Meeting May 13, 2021



### Zoning Code Update

### **Overview**

### 01 Non-Residential Districts Recommended Changes

#### 02 Zoning Map Changes

### Zoning Code Update

### **Recommended Updates for Non-Residential Districts**

### Zoning Code Update

### 2040 Comprehensive Plan Goals, Objectives, and Strategies

- Revise the commercial zoning districts to reflect the mixed-use development priorities expressed in this Plan.
- Recognize that the most likely opportunity sites for creating additional housing choices are near existing commercial areas; ensure that zoning is in place to allow such development.
- Create regulations that allow renovation and redevelopment of spaces that could be used to support a variety of small businesses.
- Create design standards for both vertical and horizontal mixed-use developments, not only so that the uses are compatible, but so that the scale, mass, and feel of new development enhances the desired community character.
- Promote and support transit-oriented development and redevelopment near existing and future transit corridors.

### 2040 Comprehensive Plan Non-Residential Land Use Categories

	Land Use Categories	Residential Density	Scale	Intensity	Uses
and and and	MU-1	5 -12 units/acre	Small to Medium	Low	Medium-density residential, commercial, office, civic, parks and open space
	MU-2	10 - 36 units/acre	Medium	Medium	Medium- to high-density residential, commercial, office, civic, parks and open space
	MU-3	13 - 36 units/acre	Medium	High	High-density residential, commercial, office, civic, parks and open space
	MU-4	20 - 36 units/acre	Large	High	High-density residential, commercial, office, shopping centers

### Zoning Code Update

### 2040 Comprehensive Plan Non-Residential Land Use Categories

V = 2/1	Land Use Categories	Residential Density	Scale	Intensity	Uses
C. C. Martin	E-1	None	Small to Medium	Low to Medium	Office, business, research
	E-2	None	Medium to Large	Medium to Large	Office, business, R&D, business parks
N N N N N N N N N N N N N N N N N N N	I	None	Medium to Large	Medium to High	Manufacturing, light industrial, warehousing, distribution

### **Recommendation: Convert business districts** to mixed use and consolidate districts

Non-Reside	Non-Residential Districts			
Current District		Proposed	District	
NB	Neighborhood Business	MU-1	Neighborhood Mixed Use	
CMU-1	Community Mixed Use - 1	MU-2A	Community Mixed Use A	
CMU-2	Community Mixed Use - 2			
CMU-3	Community Mixed Use - 3	MU-2B	Community Mixed Use B	
CMU-4 Community Mixed Use - 4				
СВ	Community Business	MU-3	Corridor Mixed Use	
RB-1	Regional Business - 1	MU-4	Core Mixed Use	
RB-2			COLE IVITXED OSE	
O/BP			Employment	
<b>O/BP-1</b> Office/Business Park - 1		E-2	Employment Center	
I	Industrial	1	Industrial	

Zoning Code Update

# Recommendation: Add housing types to the mixed use districts

**MU-1:** Add small lot detached, two-family detached (duplex), triplex and quadruplex, one-family attached (townhouse/rowhouse), cottage courtyard, live-work, multi-family dwelling, 3 to 8 units (apartment, loft, flat)

MU-2A: Add two-family detached (duplex), triplex and quadraplex, cottage courtyard

MU-2B: Add two-family detached (duplex), triplex and quadraplex, cottage courtyard

**MU-3:** Add one-family attached (townhouse/rowhouse), multi-family dwelling, 3 to 8 units (apartment, loft, flat), multi-family dwelling, 8 or more units (apartment, loft, flat), live-work unit

**MU-4:** Add one-family attached (townhouse/rowhouse), multi-family dwelling, 3 to 8 units (apartment, loft, flat), live-work unit

### Zoning Code Update

# Recommendation: Update density standards for mixed use districts

	Zoning District	Current Zoning Density	Recommended Zoning Density	
	COMP PLAN – MU	I-1 allows 5 – 12 units per	acre	
5	MU-1	No minimum	Add minimum of 5	
		Maximum of 12		
	COMP PLAN – MU	I-2 allows 10 – 36 units pe	r acre	
	MU-2A	No minimum	Add minimum of 10	
		No maximum	Add maximum of 20	
	MU-2B	No minimum	Add minimum of 15	
		No maximum	Add maximum of 36	
	COMP PLAN – MU	l-3 allows 13 – 36 units pe	r acre	
	MU-3	No minimum	Add minimum of 13	
		Maximum of 24	Increase maximum to 36	
	COMP PLAN – MU	l-4 allows 20 – 36 units pe	r acre	
	MU-4	24 - 36	Reduce minimum to 20	

### Zoning Code Update

### **Recommendation: Update scale standards**

	District	Scale Based on 2040 Comp Plan Land Use Categories	Current Zoning Building Height Maximum	Recommended Building Height Maximum
	MU-1	Small to medium	35'	35'
	MU-2A	Medium	35'	35'
	MU-2B	Medium	65'	55' CUP for up to 65'
	MU-3	Medium	40'	45'
	MU-4	Large	Non-residential 65' Residential 100'	65' CUP for up to 100'
	E-1	Small to medium	60'	60'
	E-2	Medium to large	60'	60'
U)	1	Medium to large	60'	60'

### Zoning Code Update

### **Recommendation: Update intensity standards**

District	Intensity Based on 2040 Comp Plan Land Use Categories	Current Zoning Improvement Area/ Impervious Surfaces Maximum	Recommended Improvement Area/ Impervious Surfaces Maximum
MU-1	Low	85%	75%
MU-2A	Medium	85%	75%
MU-2B	Medium	85%	75%
MU-3	High	85%	85%
MU-4	High	85%	85%
E-1	Low to medium	85%	75%
E-2	Medium to high	85%	85%
1	Medium to high	85%	85%

## Roseville Zoning Map

### Zoning Code Update

#### **Required Updates**

- 1. Conversion of current Business Districts (NB, CB, RB-1, RB-2) to Mixed Use Districts
- 2. Conversion of Office/Business Park (O/BP, O/BP-1) to Employment Districts
- 3. Individual parcel rezonings approximately 45 parcels rezoned to align with the Future Land Use Map

## Roseville Zoning Map

Zoning Code Update

### **Recommended Renaming and Consolidation**

- 1. Two LDR districts to be renamed
- 2. Two HDR districts consolidated
- 3. Three CMU districts consolidated (CMU-2, 3, and 4)
- 4. Two RB districts consolidated

Zoning Code Update

### **Zoning** Map

#### **Residential Districts**

Current	Current District		Proposed District	
LDR-1	Low Density Residential - 1	LDR	Low Density Residential	
LDR-2	Low Density Residential - 2	LMDR	Low to Medium Density Residential	
MDR	Medium Density Residential	MDR	Medium Density Residential	
HDR-1	High Density Residential - 1	HDR	High Density Residential	
HDR-2	High Density Residential - 2			

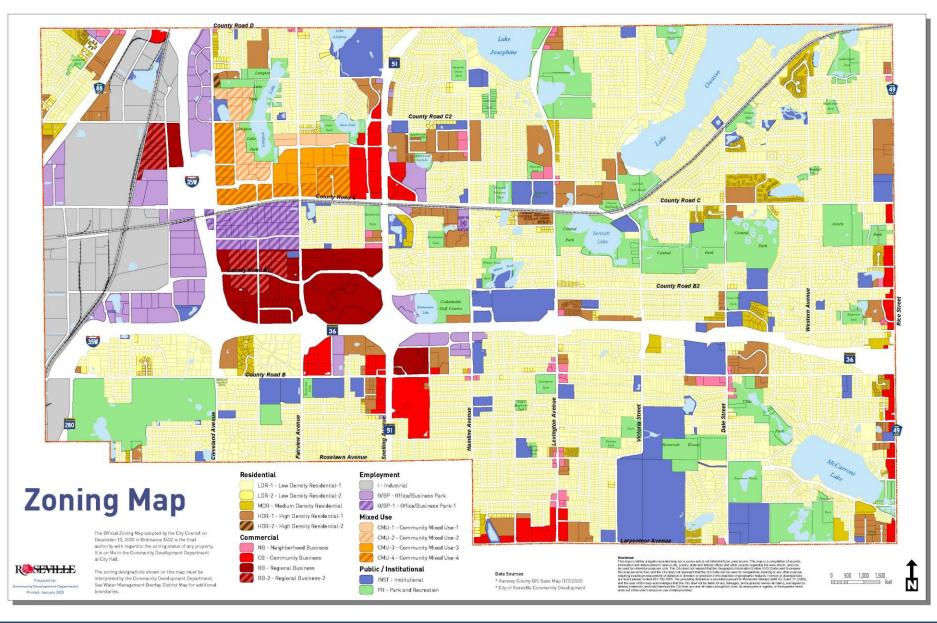
Zoning Code Update

### **Zoning** Map

#### **Non-Residential Districts**

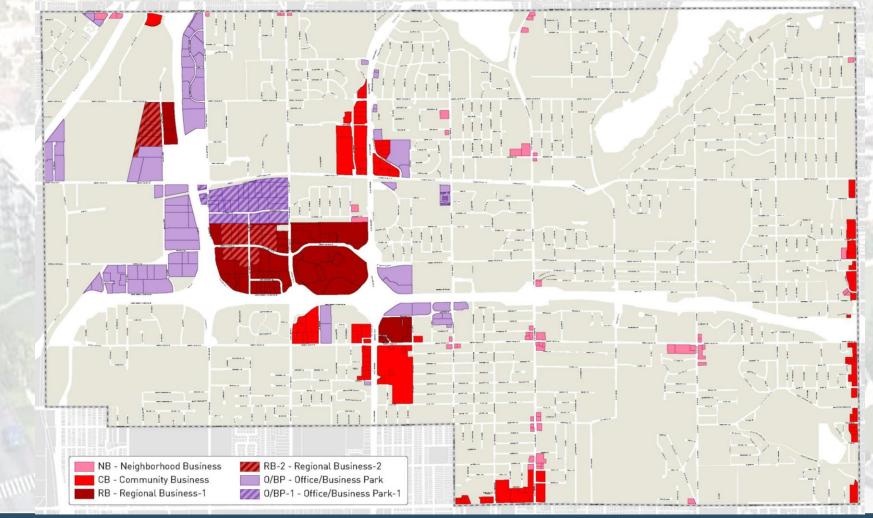
Current District		Proposed District			
NB	Neighborhood Business	MU-1	Neighborhood Mixed Use		
CMU-1	Community Mixed Use - 1	MU-2A	Community Mixed Use A		
CMU-2	Community Mixed Use - 2		Community Mixed Use B		
CMU-3	Community Mixed Use - 3	MU-2B			
CMU-4	Community Mixed Use - 4				
СВ	Community Business	MU-3	Corridor Mixed Use		
RB-1	Regional Business - 1	MU-4	Core Mixed Use		
RB-2	Regional Business - 2	101-4			
O/BP	Office/Business Park	E-1	Employment		
O/BP-1	Office/Business Park - 1	E-2	Employment Center		
I	Industrial	I	Industrial		

### Zoning Code Update



### Zoning Code Update

### **Non-Residential Districts Converted / Renamed**

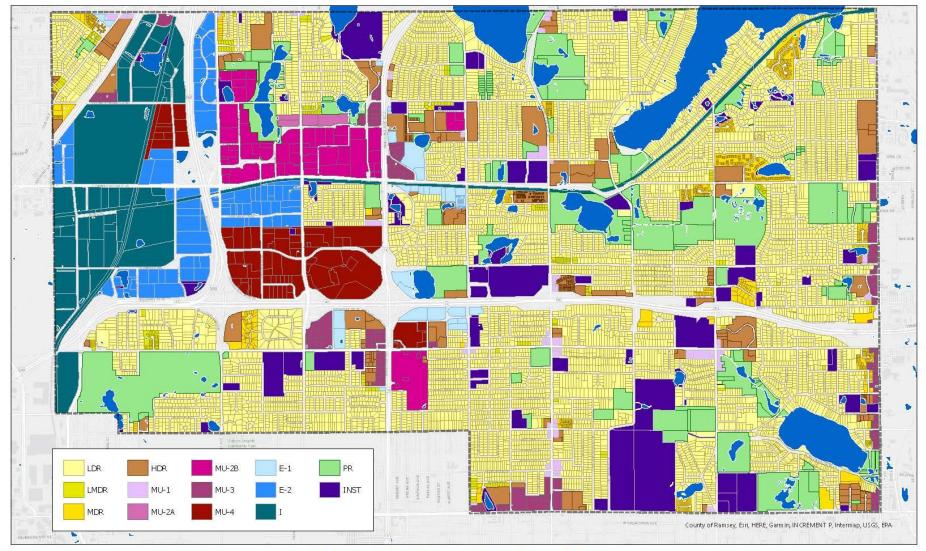


### Zoning Code Update

### **Individual Parcel Rezonings**



### Zoning Code Update



**DRAFT New Zoning Map** 

Date: 5/6/2021

### Zoning Code Update

### **Next Steps**

- Community outreach to property owners affected by rezoning
- June 2<sup>nd</sup> PC Meeting
  - Draft Text Amendments for Residential Districts
- June 10<sup>th</sup> PC Meeting
  - Draft Text Amendments for Non-Residential Districts
  - Draft Rezoning Map
- Project Update to City Council

### Zoning Code Update

#### Typical one-family detached



Two-family attached (duplex)



One-family attached, horizontal (townhouse/rowhouse)





**Examples of Housing Types** 

Two-family attached (twinhome)



Stacked townhouse (vertical)



Cottage courtyard



Triplex and quadruplex



Multi-family dwelling, 3 to 8 units



Multi-family dwelling, more than 8 units



Accessory dwelling unit



Multi-family (upper stories in mixed use building)





Live-work unit

Manufactured home park



