

## Community Development Committee

Meeting date: September 18, 2017

For the Metropolitan Council meeting of September 27, 2017

**Subject:** City of Shoreview, Shoreview Business Campus Comprehensive Plan Amendment, Review File No. 20417-9

**District(s), Member(s):** District 10, Marie McCarthy

**Policy/Legal Reference:** Metropolitan Land Planning Act (Minn. Stat. § 473.175)

**Staff Prepared/Presented:** Eric Wojchik, Senior Planner, Local Planning Assistance (651-602-1330)

**Division/Department:** Community Development / Regional Planning

### Proposed Action

That the Metropolitan Council:

1. Adopt the attached Review Record and allow the City of Shoreview to place the Shoreview Business Campus Comprehensive Plan Amendment into effect.
2. Revise the City's forecasts for population and households for 2020, 2030, and 2040, as shown in Table 1 of the Review Record.
3. Advise the City to implement the advisory comments in the Review Record for Forecasts, Land Use, and Housing.

### Background

The Council reviewed the City of Shoreview Comprehensive Plan Update ([Business Item No. 2009-47](#), Review File No. 20417-1, on March 25, 2009. The current amendment is the eighth amendment since the Update was reviewed.

The purpose of the proposed amendment is to re-guide the 34.6-acre Shoreview Business Campus from Business Park to Mixed Use to allow for a multifamily residential redevelopment at 1005 Gramsie Road (SE corner of the site). The proposed redevelopment consists of 400 to 410 market rate apartments in two buildings and yields a net residential density of about 11.56 units per acre. The site is located north of Gramsie Road, west of Chatsworth Street, south of County Road F, and east of Lexington Ave.

On July 5, 2017, the Council determined that the amendment was incomplete pending completion of an Environmental Assessment Worksheet (EAW). The Council received an EAW, Review File No. 21768-1, for the Shoreview Ridge Development on July 12, 2017. The Council issued comments on the EAW on August 4, 2017. The City issued the EAW Need Decision on August 23, 2017, which addressed the Council's comments and determined that an Environmental Impact Statement (EIS) is not required for this development.

### Rationale

The proposed amendment conforms to regional system plans, is consistent with Council policies, and is compatible with the plans of other local communities and school districts.

### Thrive Lens Analysis

The proposed amendment is reviewed against the land use policies in *Thrive MSP 2040*. To achieve the outcomes identified in Thrive, the metropolitan development guide defines the Land Use Policy for the region and includes strategies for local governments and

the Council to implement. These policies and strategies are interrelated and, taken together, serve to achieve the outcomes identified in Thrive.

**Funding**

None.

**Known Support / Opposition**

There is no known local resident or local government opposition to this proposal.

# Review Record

*City of Shoreview  
Shoreview Business Campus Comprehensive Plan Amendment*

*Review File No. 20417-9, Council Business Item No. 2017-205*

## BACKGROUND

The City of Shoreview is located in northwest Ramsey County, bordered by the cities of Circle Pines, Lino Lakes, Blaine, North Oaks, Vadnais Heights, Little Canada, White Bear Township, Roseville, Arden Hills, and Mounds View.

Consistent with the policies adopted by the Council in June 2014 ([Business Item 2014-143](#)) regarding review of local comprehensive plans, this amendment is being reviewed under *Thrive MSP 2040* and its policy plans.

*Thrive MSP 2040* (Thrive) designates Shoreview as Suburban. Figure 1 shows the general location of Shoreview and nearby communities, and the Thrive Community Designation. The Council forecasts from 2016 to 2040 that the City will grow from 26,366 to 25,600 population and 10,964 to 11,300 households. The Council also forecasts that, between 2016 and 2040, the City's employment will increase from 11,030 to 14,700 jobs.

The Council reviewed the City's Update ([Business Item 2009-47](#), Review File No. 20417-1) on March 25, 2009. This is the City's eighth amendment since the review of the Update.

## REQUEST SUMMARY

The proposed comprehensive amendment re-guides the approximately 34.6-acre Shoreview Business Campus from Business Park to Mixed Use to allow for a multifamily residential redevelopment at 1005 Gramsie Road (SE corner of the site). The proposed development consists of 400 to 410 market rate apartments in two buildings, and yields a net residential density of about 11.56 units per acre. The site is located north of Gramsie Road, west of Chatsworth Street, south of County Road F, and east of Lexington Ave.

## OVERVIEW

### **Conformance with Regional Systems**

The amendment conforms to the Regional System Plans for Parks, Transportation (including Aviation), and Wastewater, with no substantial impact on, or departure from, these plans.

### **Consistency with Council Policies**

The amendment is consistent with the *Thrive MSP 2040*, with the *Housing Policy Plan*, with water resources management, and is consistent with Council forecasts.

**Compatibility with Plans of Adjacent Jurisdictions** The amendment will not have an impact on adjacent communities, school districts, or watershed districts, and is compatible with the plans of those districts.

## PREVIOUS COUNCIL ACTIONS

- The Council acted on the City's 2030 Comprehensive Plan Update on March 25, 2009 ([Business Item 2009-47](#), Review File No. 20417-1).
- The Vadnais Lakes Area WMO amendment proposed text and map changes to reflect the removal of the Vadnais Lakes Area Watershed Management Organization's jurisdiction in the City. This amendment was administratively approved on May 26, 2010 (Review File No. 20417-2).
- The 2011 System Statement amendment in light of the Council's Transportation Policy Plan was approved by the Council on March 28, 2012 ([Business Item 2012-89](#); Review File No. 20417-3).
- The Lakeview Terrace amendment to re-guide 2.4 acres from Commercial to High Density Residential land use was approved by the Council on June 12, 2013 ([Business Item 2013-163](#); Review File No. 20417-4).
- The Lakeview Terrace (2) amendment to re-guide 0.46 acres from Low Density Residential to High Density Residential and 3.68 acres from Office to Senior Residential was administratively approved on March 4, 2014 (Review File No. 20417-5).
- The Hummingbird Floral amendment to re-guide 0.75 acres from Office to Commercial was administratively approved on March 20, 2014 (Review File No. 20417-6).
- The Surface Water Management Plan amendment consisted of a text amendment to incorporate changes to the Watershed Management Organizations and floodplain management. This amendment was administratively approved on August 4, 2014 (Review File No. 20417-7).
- The Oak Hill Montessori amendment to re-guide 1.8 acres from Low Density Residential to Institutional was administratively approved on June 20, 2016 (Review File No. 20417-8).
- The Shoreview Ridge Development EAW was reviewed by the Council on August 4, 2017. The City issued the EAW Need Decision, addressing the Council's comments, on August 23, 2017 (Review File No. 21768-1).

## ISSUES

- I. Does the amendment conform to the regional system plans?
- II. Is the amendment consistent with *Thrive MSP 2040* and other Council policies?
- III. Does the amendment change the City's forecasts?
- IV. Is the amendment compatible with the plans of adjacent local governmental units and affected jurisdictions?

## ISSUES ANALYSIS AND FINDINGS

### *Conformance with Regional Systems*

The amendment conforms to the regional system plan for Regional Parks, Transportation, and Wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments for Transit are included below.

## Transit

Reviewer: Stephen Baisden (612-349-7361)

The proposed amendment is consistent with transit-land use policies in the *2040 Transportation Policy Plan*. Metro Transit Routes 225/227 and 261 offer the nearest transit service less than a ¼ mile west and north on either Lexington Avenue or County Road F, well within walking distance to nearby existing bus stops. Routes 225/227 provide 30-minute peak-only service during the weekday between the Shoreview Corporate Center and the Rosedale Transit Center, where the majority of riders are transferring to/from other transit routes. Route 261 provides 30-minute peak-only service during the weekdays between the Shoreview Community Center in Shoreview and downtown Minneapolis.

The proposed development is more favorable to transit than the existing conditions. Council staff concur with comments from the City that a 5-foot wide concrete sidewalk should be installed in the Gramsie Road right-of-way to Lexington Avenue and the Chatsworth Street right-of-way to County Road F to provide easy pedestrian access to and from Route 225/227 or 261 bus stops.

Given the current transit investment and the type of development that is proposed with this amendment, the residential development will most likely have a positive effect on the existing transit ridership.

## Consistency with Council Policy

The amendment is consistent with Council policies for forecasts, land use, housing, sub-surface sewage treatment systems, and water supply. Additional review comments regarding policy consistency are detailed below.

## Forecasts

Reviewer: Todd Graham (651-602-1322)

Forecast-related content appears complete and consistent with Council policy. In its application, the City offers that the plan amendment necessitates revision of the community-wide forecast. Council staff find that the addition of 400-410 units will boost households and population in the City beyond the current 2020, 2030, and 2040 forecasts.

Council staff findings support the City's request for a forecast revision (see underlined forecasts in Table 1 below). The Council estimates that the City in 2016 had reached 10,964 households, nearly the level forecasted for 2020. The proposed development at the amendment site brings the City's present-day household level beyond the forecasted 2020 level. Council staff recommend addition of +400 households and +800 population to the 2020, 2030, and 2040 forecasts. For information, the Council rounds forecasts to the nearest hundred.

**Table 1. Metropolitan Council Forecasts for the City of Shoreview**

	Census	Previous Council Forecasts			Revised Council Forecasts		
	2010	2020	2030	2040	2020	2030	2040
<b>Population</b>	25,043	25,500	25,500	25,600	<u>26,300</u>	<u>26,300</u>	<u>26,400</u>
<b>Households</b>	10,402	11,000	11,200	11,300	<u>11,400</u>	<u>11,600</u>	<u>11,700</u>
<b>Employment</b>	11,665	13,200	14,100	14,700	13,200	14,100	14,700

The totals above include sewer and non-sewered population and households. As of the date of this report, approximately 35 people and 14 households are not sewer-serviced.

As the forecast change relates to the current decade (2011-2020), the City’s share of the region’s affordable housing need for the decade from 2020-2030 will not be amended. The increment of growth between 2021 and 2030 remains unchanged.

**Advisory Comments**

This forecast revision specifically affects Transportation Analysis Zone (TAZ) #1745, on the north side of I-694, preliminarily forecasted to gain +35 households during 2014-40. The City should ensure that TAZ forecasts are appropriately adjusted as part of its 2040 Comprehensive Plan Update to reflect the additional development with this amendment.

**Land Use**

*Reviewer: Eric Wojchik (651-602-1330)*

The amendment is consistent with *Thrive MSP 2040* policies for Suburban communities. Thrive directs Suburban communities to accommodate forecasted growth at a minimum residential density of five units per acre and to target higher densities in locations with convenient access to transportation corridors and with adequate sewer capacity.

The site currently has three existing office/commercial buildings along County Road F West, which borders the site on the north. A fourth office building fronts on Lexington Ave to the west of the proposed residential development. The redevelopment will take place on the southeastern portion of the site (see Figure 5), where a former office building was located.

The purpose of the amendment is to re-guide the approximately 34.6 acre Shoreview Business Campus from Business Park to Mixed Use (1 to 45 units per acre) to allow for a multi-family residential redevelopment at 1005 Gramsie Road (see Figure 3). The proposed development consists of 400 to 410 market rate apartments in two separate buildings and yields a net residential density of about 11.56 units per acre. The amendment brings the overall planned residential density for the City to approximately 6.18 residential units per acre as shown in Table 2 below.

**Table 1: City of Shoreview Planned Net Residential Density**

Category	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Single Family Residential	1	4	31.8	32	127
Medium Density Residential	4	8	0	0	0
High Density Residential	8	20	41.96	356	839
Mixed Use & HD Senior Residential	1	45	74.38	148	3347
Mixed Use – Shoreview Business Campus	11.56		34.6	400	
<b>TOTALS</b>				<b>916</b>	<b>4313</b>
<b>Overall Density</b>				<b>6.18</b>	<b>29.11</b>

The proposed development was also reviewed under the Shoreview Business Campus Environmental Assessment Worksheet (EAW). The Council submitted comments on the EAW on August 4, 2017, finding the proposed development consistent with Council policies. The proposed development considered with this amendment is consistent with the development plans reviewed in the EAW.

**Advisory Comments**

As part of the 2040 Comprehensive Plan Update, the City should identify which parcels within the community remain available for Mixed Use development. If the City chooses to continue use of the Mixed Use category, Council staff recommend reconsidering the allowable density range. In the current

2030 Plan, the range for the Mixed Use category is between 1 and 45 residential units per acre. The City should set a minimum density threshold that reflects policy aspirations and market potential for this functional land use category. For instance, the City could consider setting a minimum density for Mixed Use of 8 residential units per acre, to match the guided minimum density required to count towards achieving the affordable housing need number.

The City should also note that any Mixed Use category will need to include a percentage threshold for residential use within the category in order for the Council to fully evaluate the potential impacts on regional systems and consistency with Council policies. The description should also discuss the mix of allowable commercial, office, and residential uses, and whether they are on a single site or within a single building.

## **Housing**

*Reviewer: Tara Beard (651-602-1051)*

The proposed comprehensive plan amendment is consistent with the Council's policies for housing. The City currently provides sufficient land to address its share of the region's 2011-2020 need for affordable housing, which is 107 units. The proposed amendment further increases the City's inventory of land guided at higher densities. With this amendment, the City will be guiding more than 44 acres of Mixed Use and High-Density residential land such that at least 353 units could be built by 2020.

Shoreview participates in Livable Communities Act programs and has requested and received grant funds in the recent past. Most recently, the City received a Livable Communities Demonstration Account (LCDA) grant in 2011 for the Lakeview Terrace Redevelopment project, which expanded the City's largest apartment community by demolishing an underutilized retail center and building 108 market-rate apartments adjacent to existing affordable rental units. This project demonstrated how to modify an older apartment complex to address new and changing market demands and is a good example of stage redevelopment in order to modernize housing stock and enhance water quality goals. The most recent affordable housing built in Shoreview was 16 units constructed in 2011.

## **Advisory Comments**

The City should be aware that its share of the region's 2021-2030 need for affordable housing is 69 units. In preparing the 2040 comprehensive plan update, the City should note that the minimum density of land guided to address this need is 8 units per acre. The City is encouraged to contact their Sector Representative or Council housing staff with any questions regarding the Council's housing policy for the 2040 comprehensive plan update.

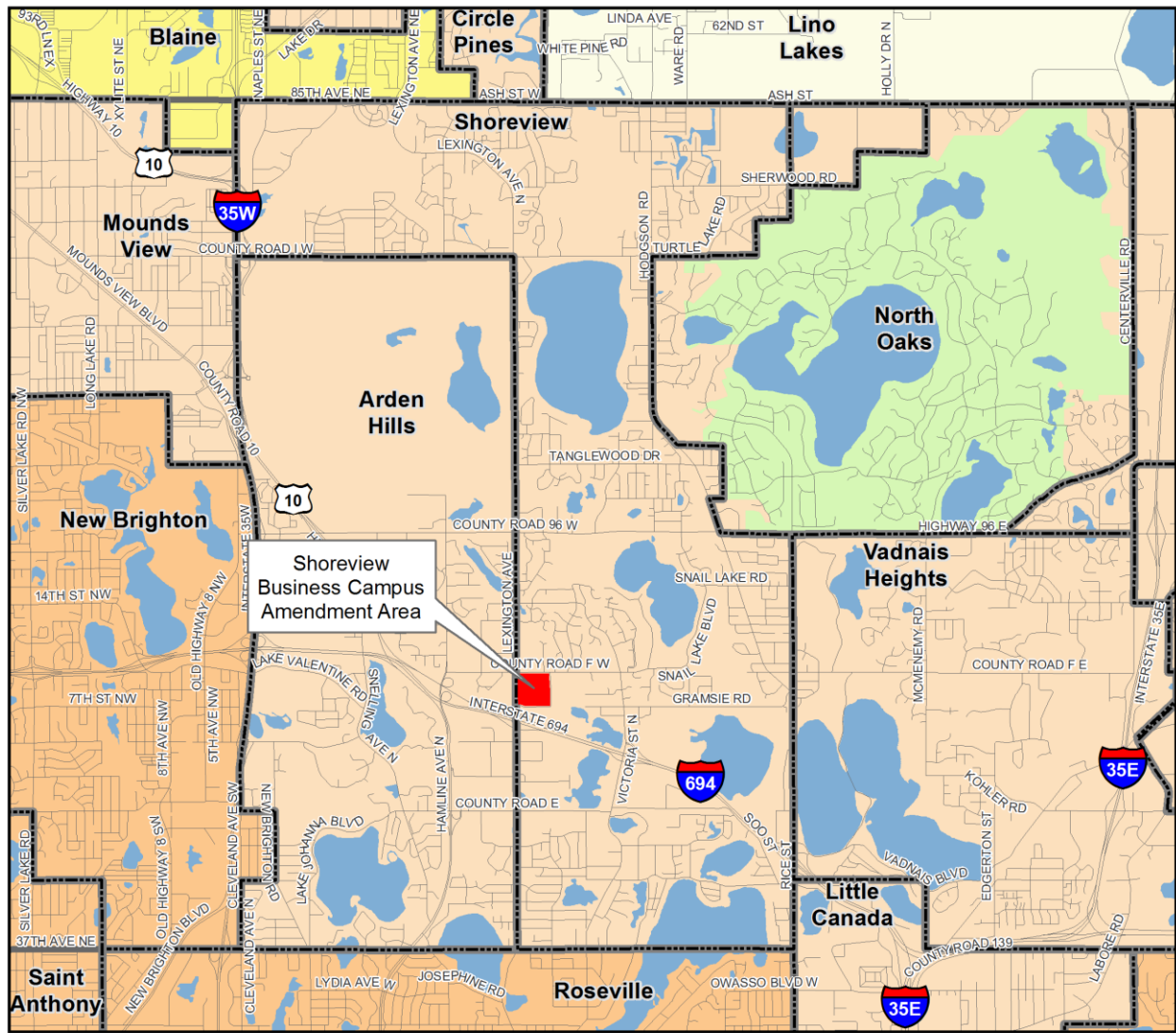
## **Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts**

No compatibility issues with plans of adjacent governmental units and plans of affected special districts and school districts were identified.

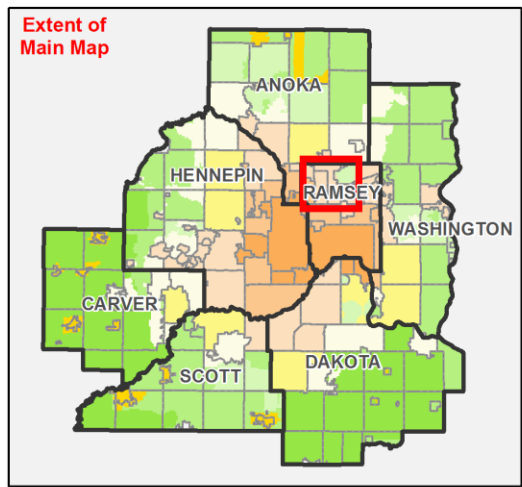
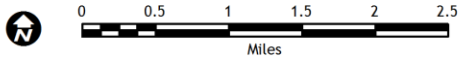
## **ATTACHMENTS**

- Figure 1: Location Map Showing Community Designations
- Figure 2: Location Map Showing Regional Systems
- Figure 3: Current Planned Land Use
- Figure 4: Proposed Planned Land Use
- Figure 5: Proposed Site Plan

Figure 1: Location Map Showing Community Designations



Shoreview  
Business Campus  
Amendment Area

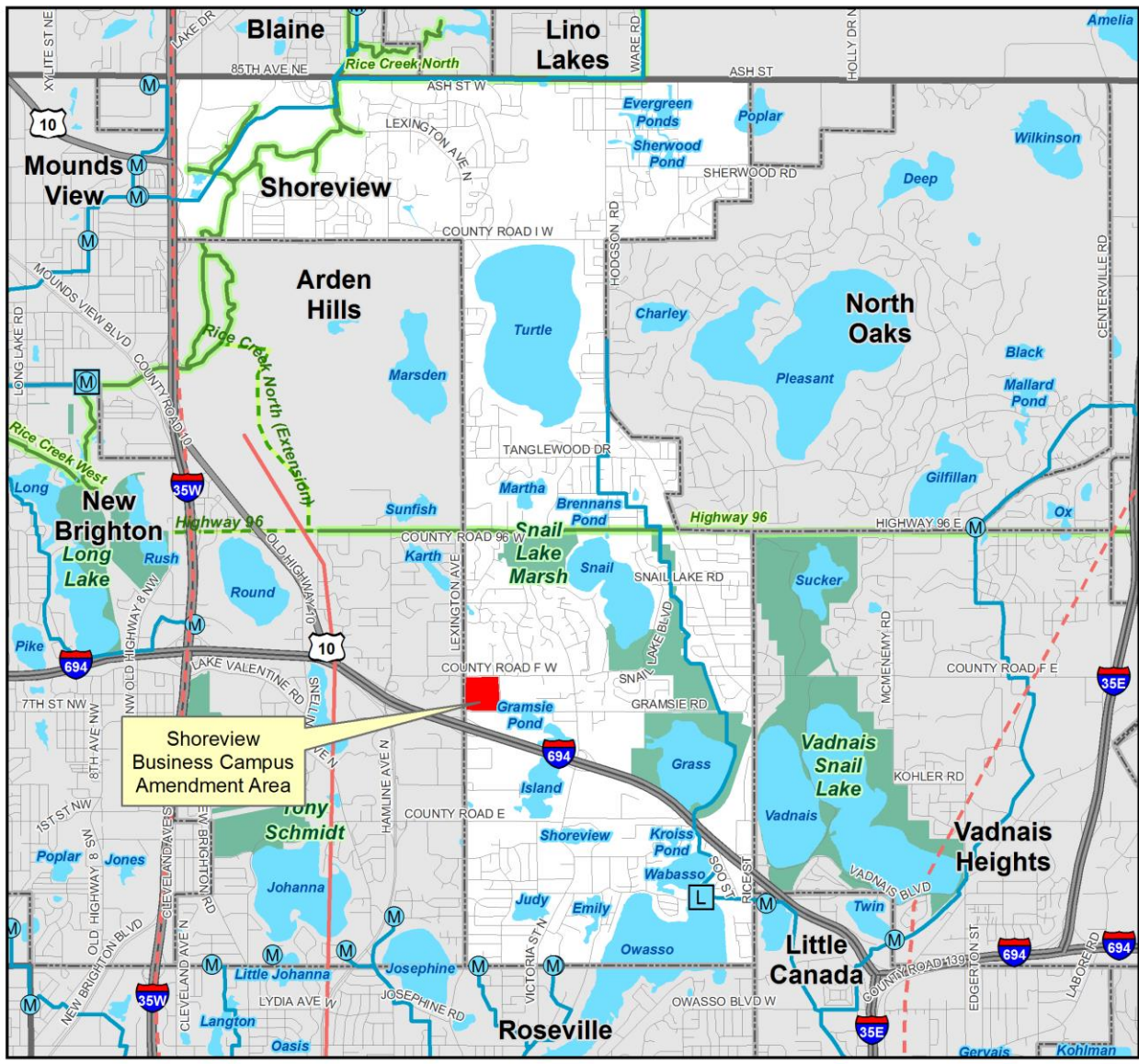


**ThriveMSP 2040 Community Designations**

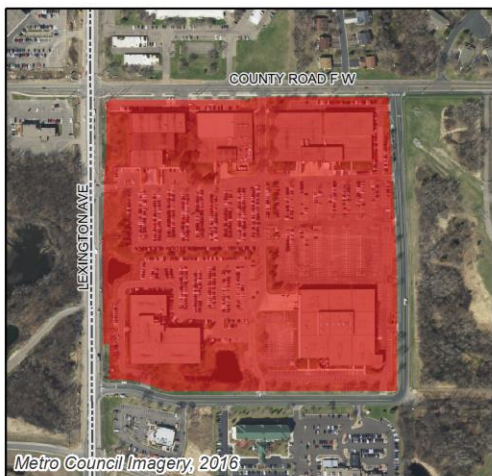
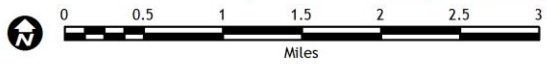
- Agricultural
- Rural Residential
- Diversified Rural
- Rural Center
- Emerging Suburban Edge
- Suburban Edge
- Suburban
- Urban
- Urban Center
- Ncompass Street Centerlines



Figure 2: Location Map Showing Regional Systems



Shoreview Business Campus Amendment Area



**Regional Systems**

**Regional Highway System**

- Interstates
- US Highways
- State Highways
- County Roads
- Regional Transitways**
- Existing, Fixed Guideway
- Proposed, Fixed Guideway
- Existing, Bus Rapid Transit
- Proposed, Bus Rapid Transit
- Existing Fixed Guideway Stations
- Planned Fixed Guideway Stations

**Recreation Open Space**

- Park Reserves
- Regional Parks
- Special Recreation Features
- Existing Regional Trails
- Planned Regional Trails

**Wastewater Treatment**

- Meters
- Lift Stations
- MCES Interceptors
- MCES Treatment Plants

— Ncompass Street Centerlines

Figure 3: Current Planned Land Use

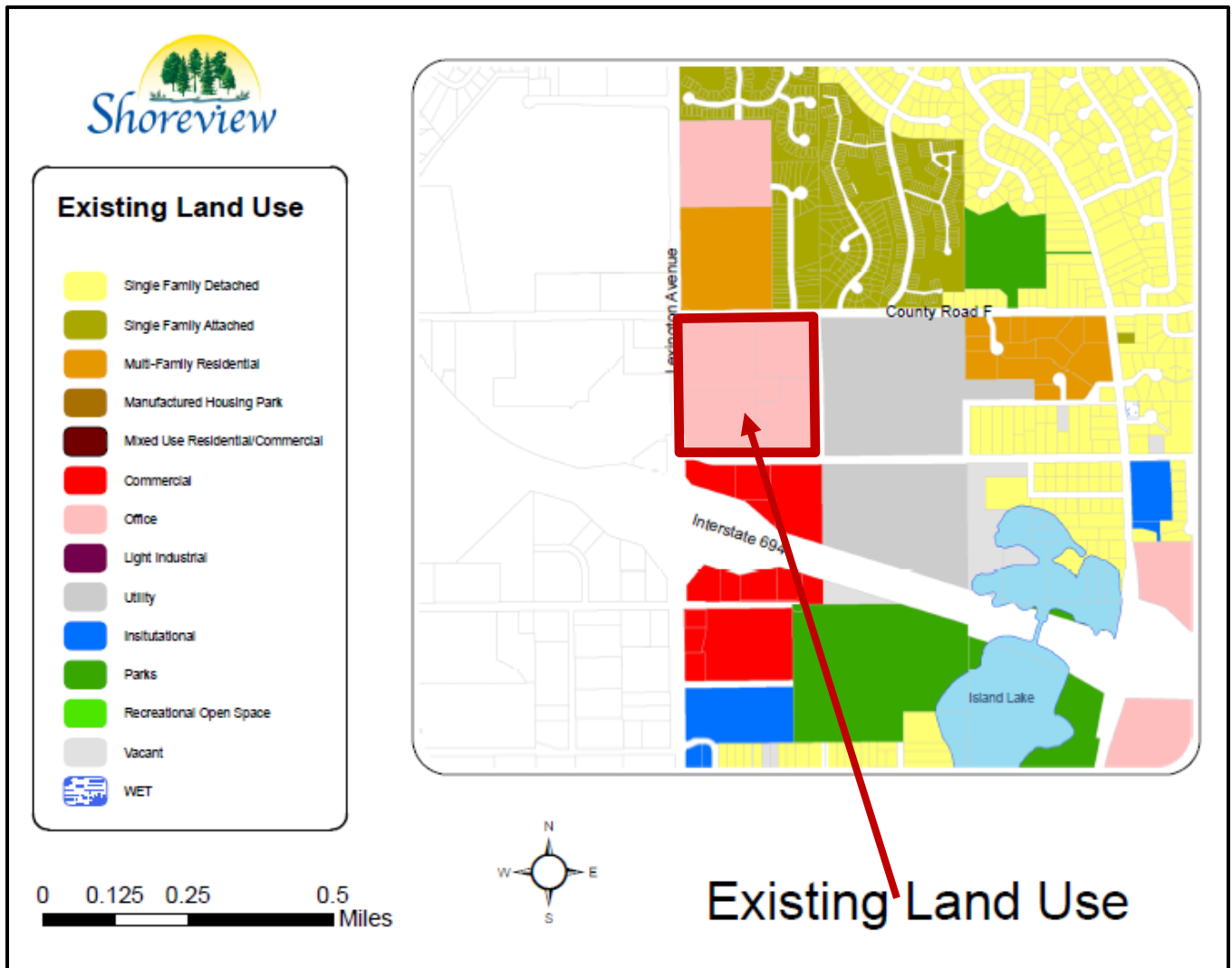


Figure 4: Proposed Planned Land Use

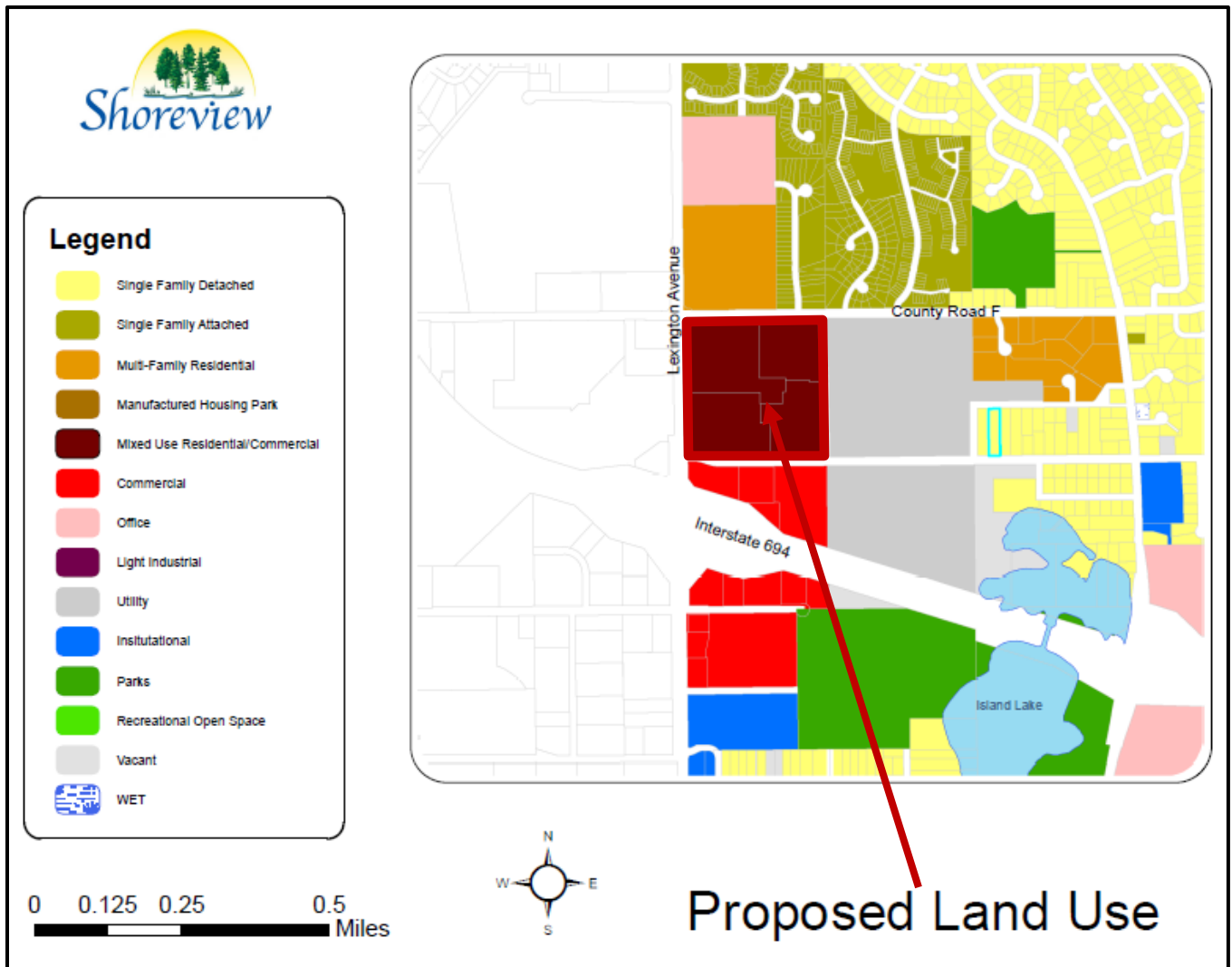


Figure 5: Proposed Site Plan

