

Community Development Committee

Meeting date: September 17, 2018

For the Metropolitan Council meeting of September 26, 2018

Subject: City of Shoreview, The Edison at Rice Creek Comprehensive Plan Amendment, Review File No. 20417-10

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

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

Staff Prepared/Presented: Patrick Boylan, AICP, Planning Analyst, Local Planning Assistance (651-602-1438)

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 Edison at Rice Creek 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 Parks, Forecasts, and Land Use.

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. This is the ninth amendment since the Update was reviewed. The purpose of the proposed amendment is to reguide 18.5 acres from Office (O) to Mixed Use (MU) to allow the development of 300 apartments and 68 townhome units. This amendment will also change the official forecasts for the City.

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 The Edison at Rice Creek Comprehensive Plan Amendment

Review File No. 20417-10, Council Business Item No. 2018-246

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 that the City will grow from 11,004 to 11,700 households and from 2017 to 2040 with 26,400 residents in 2040. The Council also forecasts that, between 2017 and 2040, the City's employment will increase from 11,894 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 ninth amendment since the review of the Update.

REQUEST SUMMARY

The amendment proposes to reguide 18.54 acres from Office (O) to Mixed Use (MU) for the development of 300 apartments and 68 townhome units. The apartment development encompasses 15.2 acres. The remaining 3.4 acre parcel will remain vacant for future commercial or office use. The proposed development was also the subject of the Edison at Rice Creek project Environmental Assessment Worksheet (EAW), which the Council reviewed on June 21, 2018 (Review File No. 21962-1). The Council found that the EAW did not raise issues of consistency with Council policies, although the review suggested the request for forecast adjustment be included as part of the amendment.

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 <i>Thrive MSP 2040</i> , the <i>2040 Housing Policy Plan</i> , water resources management, and 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).
- The Shoreview Business Campus amendment was reviewed by the Council on September 27, 2017 ([Business Item 2017-205](#), Review File No. 20417-9).
- The Edison at Rice Creek EAW was reviewed on June 21, 2018. The Council found that the EAW did not raise issues of consistency with Council policies (Review File No. 21962-1).

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 plans for regional parks, transportation, and wastewater, with no substantial impact on, or departure from, these system plans. Additional review comments for Regional Parks and Transportation are included below.

Regional Parks

Reviewer: Patrick Boylan (651-602-1438)

The proposed amendment conforms to the 2040 Regional Parks Policy Plan. The proposed amendment site is adjacent to Rice Creek North Regional Trail and is not anticipated to negatively impact the Trail.

Advisory Comments

The City should coordinate with the site developer and Ramsey County Parks, the regional park implementing agency, to ensure safe access to the Rice Creek North Regional Trail.

Transportation

Reviewer: Russ Owen (651-602-1724), Scott Thompson (612-349-7774)

The proposed amendment conforms to the 2040 Transportation Policy Plan (TPP). The amendment accurately responds to updates to the TPP. Council staff supports the recent installation of pedestrian facilities constructed along the west side of Rick Creek Parkway to ensure safe pedestrian access to and from the proposed development site and transit stops.

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 forecasts are detailed below.

Forecasts

Reviewer: Todd Graham (651-602-1322)

The City offers that the amendment affects the community-wide forecast and necessitates an additional 400 households and 1,100 population in each of the years 2020, 2030, and 2040. The Council is aware of three previous housing projects now in the development pipeline (Elevage/McMillan, United/Applewood, and Greco Ridge) that will provide all of the additional housing anticipated by the current forecast for Shoreview. Council staff agree with the request of a forecast adjustment for the Edison at Rice Creek project. This proposed development includes 370 units. The forecast adjustment, adding households and population to the City's official forecasts as shown in Table 1 below (changes underlined), will be effective upon Council action on the amendment.

Table 1. Metropolitan Council Forecasts for the City of Shoreview

	Census	Previous Council Forecasts			Revised Council Forecasts		
	2010	2020	2030	2040	2020	2030	2040
Population	25,043	26,300	26,300	26,400	<u>27,400</u>	<u>27,400</u>	<u>27,500</u>
Households	10,402	11,400	11,600	11,700	<u>11,800</u>	<u>12,000</u>	<u>12,100</u>
Employment	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-served.

Advisory Comments

A preliminary set of Transportation Analysis Zone (TAZ) forecasts for 2040 has been prepared by the Metropolitan Council and is available for local governments to review. In the preliminary set of TAZ forecasts, TAZ #1696 (northwest corner Shoreview, north and west of the Creek) is forecasted to have

zero (0) households growth during 2014-2040. To reflect the Edison at Rice Creek project, Council staff recommend that the City increase the forecast allocation for TAZ #1696. The TAZ allocations should be included with Shoreview's upcoming 2040 Comprehensive Plan.

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 increases the City's inventory of land guided to support the development of low- and moderate-income housing. After this amendment, the City will be guiding over 97.2 acres of higher density residential land such that at least 778 units could be built.

Shoreview is a participant in Livable Communities Act programs, and most recently received \$655,000 in Livable Communities Demonstration Account funds in 2012 for the construction of a 108-unit market-rate development. These units were built next to exiting affordable rental units by demolishing an underutilized retail center. List what was the most recent AH built using community profile. The most recent affordable housing development in Shoreview was a single affordable owner-occupied unit that was completed in 2015, and prior to that 16 affordable rental units 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. (source:

<https://lphonline.metc.state.mn.us/CommPage?ctu=2395876&applicant=Shoreview>)

Land Use

Reviewer: Patrick Boylan (651-602-1438)

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 amendment proposes to reguide land designated as Office (O) to the new land use guiding of Mixed Use (MU). The allowable density for this district is 1 to 45 units per acre. The project is consistent with the City's density guidelines. The site is 18.5 acres in size, and is located on Rice Creek Parkway, east of I-35W and south of County Road J. The proposal is to construct two 150-unit apartment buildings and 68 townhome units. The overall expected density for Shoreview rises from 6.18 units/acre to 6.37 units per acre as shown in Table 2 below.

Table 2: City of Shoreview Planned Net Residential Density

Category	2000-2030 Change				
	Density Range		Net Acres	Min Units	Max Units
	Min	Max			
Residential (Up to 4)	1	4	32	32	127
Residential (4-8)	4	8	0	0	0
Residential (8-20)*	8	20	41.8	356	839
Mixed Use and HD Senior Residential	1	45	74.4	148	3347
MU - Shoreview Bus Campus	11.56		34.6	400	
The Edison at Rice Creek			18.5	368	
	TOTALS		201.28	1283	4313.5
	Overall Density			6.37	21.43

**Includes Manufactured Home Park (Brookside) = Total 36.4 acres total, 0.1 acres increase through 2030. Potential to redevelop at Medium or High Density Residential. Currently guided at Res 8-20.*

Once constructed, the project density will be 19.8 units per acre which greatly exceeds the Suburban community designation guideline of five units per acre found in *Thrive*.

Advisory Comments

For the City’s 2040 comprehensive plan, Council staff recommend that the City further refine the allowable density range for the Mixed Use category. A range of 1-45 units per acre can have remarkably different impacts on infrastructure and urban form. The City should consider if residential uses are proposed with a project in this category, whether densities as low as 1 unit per acre would be permissible or achieve the outcomes the City seeks. Further, the City should define what the expected percent mix of residential and non-residential uses will be across this district (ex. 60% residential, 40% commercial/office).

Stormwater Management

Reviewer: Jim Larsen (651-602-1159)

The proposed amendment is consistent with Council policy for stormwater management. The Environmental Assessment Worksheet (EAW) for the proposed project indicated that stormwater runoff management facilities had not been completely designed for the site, but will be designed to meet the requirements of the City of Shoreview and the Rice Creek Watershed District (District). The District has permitting authority for stormwater management, and the proposed project will need to comply with District guidelines for runoff rate and water quality control.

Stormwater detention facilities for the site were included in the original master drainage plan for the area developed in 1998, so a portion of the runoff generated on-site will be routed to an existing nearby regional stormwater detention basin adjacent to Rice Creek. This basin is currently being redesigned to incorporate a reuse system which will irrigate the Rice Creek Fields municipal ballfield complex located just north and east of the amendment site. The project also proposes to incorporate on-site stormwater treatment and infiltration/filtration practices as allowed by site soil conditions and required by the District.

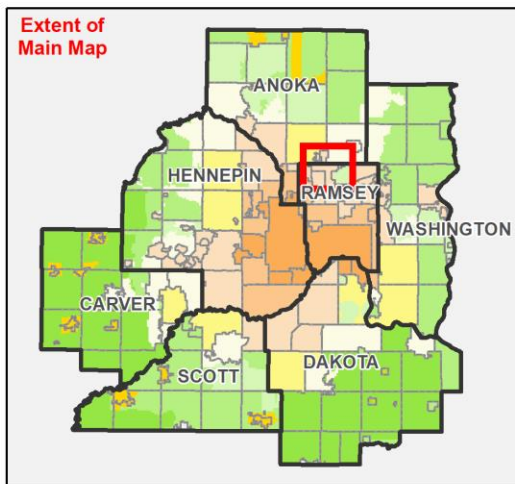
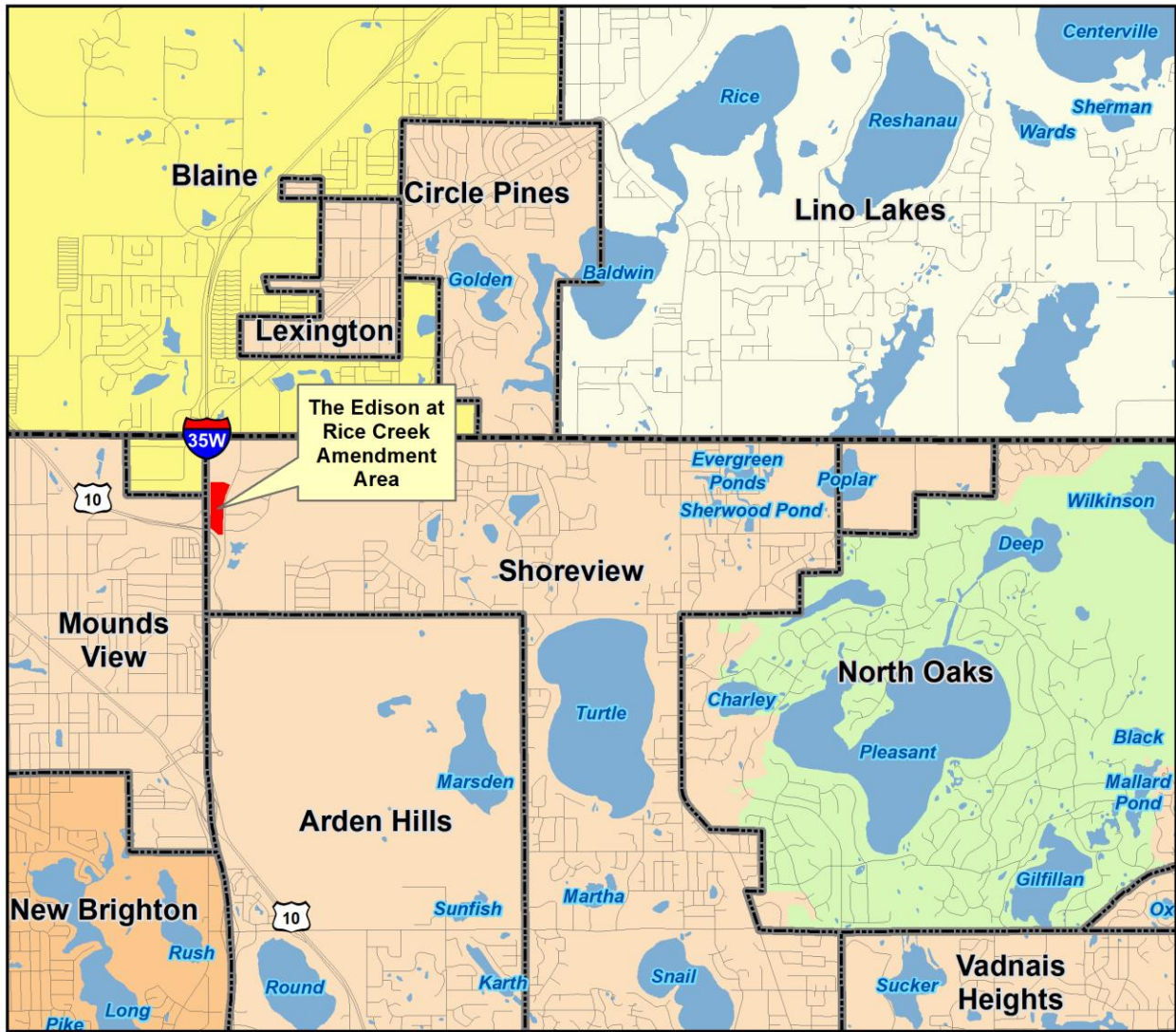
Compatibility with Plans of Adjacent Governmental Units and Plans of Affected Special Districts and School Districts

The proposed amendment is compatible with the plans of adjacent jurisdictions. 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 and Proposed Land Use Guiding

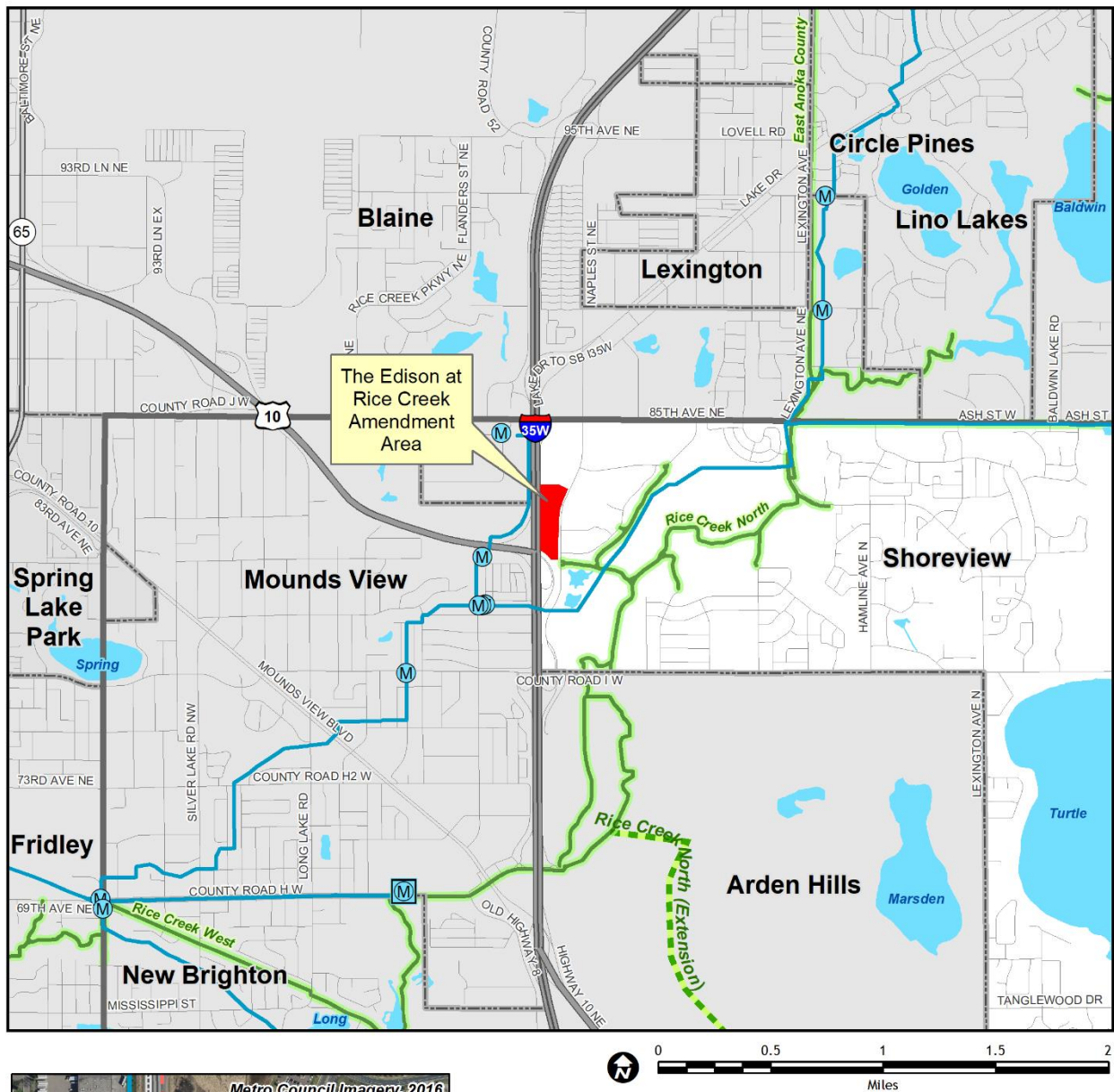
Figure 1: Location Map Showing Community Designations



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



Regional Systems

- Planned Fixed Guideway Stations
- Existing Fixed Guideway Stations
- Regional Transitways**
- Existing, Fixed Guideway
- Proposed, Fixed Guideway
- Existing, Bus Rapid Transit
- Proposed, Bus Rapid Transit
- Wastewater Treatment**
- Meters
- Lift Stations
- MCES Interceptors
- WTP MCES Treatment Plants
- Regional Highway System**
- Interstates
- US Highways
- State Highways
- County Roads
- Ncompass Street Centerlines
- Regional Parks**
- STATUS**
- Existing (Open to Public)
- In Master Plan (Not Open to Public)
- Planned Units
- Existing Regional Trails
- Planned Regional Trails

Figure 3: Current and Proposed Land Use Guiding

OFFICE
TO
MIXED
USE

