

**CITY OF SHOREVIEW  
AGENDA  
CITY COUNCIL WORKSHOP  
APRIL 14, 2014  
7:00 P.M.**

1. ROLL CALL
2. JOINT DISCUSSION WITH PLANNING COMMISSION AND ECONOMIC DEVELOPMENT AUTHORITY TO REVIEW HIGHWAY CORRIDOR TRANSITION STUDY
3. DISCUSSION REGARDING PRELIMINARY ENGINEERING REPORT FOR TURTLE LAKE AUGMENTATION
4. OTHER ISSUES
5. ADJOURNMENT

**To:** Mayor Martin, City Council Members, City Manager, Economic Development Authority and Planning Commission

**From:** Kathleen Castle, City Planner

**Date:** April 8, 2014

**Subject:** Highway Corridor Transition Study

### **Introduction**

HKGi (Hoisington Koegler Group, Inc.), the City's selected consultant for the Highway Corridor Transition Study, will be presenting information at a joint workshop with the City Council, Economic Development Authority and Planning Commission which focuses on land use concepts for the transition corridor areas. Members of these groups have been invited to participate in this meeting due to the implications this study may have on land use, the transportation network and financial tools.

### **Project Summary**

Previously, the EDA has discussed interest in studying some of the residential neighborhoods that are located along arterial highways. There is concern that these residential land uses are no longer viable due to the noise, traffic volumes and speeds on these arterial highways. The study would enable the EDA to identify these transitional corridors by defining "at-risk" neighborhoods, evaluating their potential for redevelopment and developing land use policies that support redevelopment while protecting the remaining adjacent land uses.

HKGi identified the residential neighborhoods, assembled background data and analyzed factors related to land use, economic development, transportation, housing and the real estate market. These findings were discussed with the EDA, City Council members and selected Planning Commissioners earlier this year. Based on those discussions, some of the transition corridor areas have been modified and include some commercial land uses that also have potential for redevelopment.

HKGi developed conceptual land use alternatives for each of these areas which were presented to City Staff who explored the alternatives and possible impacts to the transportation system and adjacent residential neighborhoods. The land use concepts have been revised based on the feedback received from staff and are being presented to the EDA, City Council, and Planning Commission at this joint workshop for review and comment.

The final steps in the process will include preparing a draft Land Use Plan with one or more concepts for each corridor and serve as the basis for the identification of implementation strategies. A strategic action

plan will then be identified to determine what public investments are needed and what tools are needed to finance those investments. A draft of the Strategic Action Plan, which will include the land use plan, will be prepared for review by City Staff. HKGi will then present the draft plan to the City Council, Planning Commission, and EDA as directed by Staff. A final document incorporating a modified land use plan and implementation strategies will then be prepared for adoption.

### **Discussion**

The consultant will be leading a discussion and is seeking feedback from the City Council, EDA and Planning Commission regarding the proposed land use concepts. The concepts will then be refined, implementation strategies identified and a Strategic Action Plan prepared and presented to these groups later this year.

#### Attachments:

1. Highway Corridor Transition Study Update - HKGi



**DRAFT April 2014**

# CITY OF SHOREVIEW Highway Corridors Transition Study

PREPARED FOR:



PREPARED BY:



Hoisington Koegler Group Inc.  
Planning • Landscape Architecture • Urban Design

NORTHLAND  SECURITIES

**W-ZHA, LLC**

## County Road J Development Concept

Established single-family neighborhoods with small lots and wetlands limit the amount of redevelopment that can occur without significant investment. The intersection of Hodgson and County Road J is likely to continue as a neighborhood commercial node. The timing and intensity of the neighborhood commercial node will be impacted by development in Lino Lakes to the north.

### KEY ELEMENTS

- Roadway improvements to County Road J should be examined to address access issues and cut throughs for the neighborhoods on either side of Hodgson.
- Trail gaps along County Road J should be addressed to provide east-west connectivity, particularly providing non-motorized access to Bucher Park.
- Due to limited lot depths, redevelopment along Hodgson or County Road J should predominantly be guided to medium density residential products such as townhomes.
- Residential redevelopment should attempt to reduce driveways for improved access and mobility on major corridors.
- Redevelopment along Bucher Park may be more feasible given available space and more marketable due to park views.
- Commercial redevelopment on the east side of Hodgson will be limited due to the wetland. Access could be improved by extending a driveway south to Emil Avenue.
- On the west side of Hodgson redevelopment could be expanded beyond commercial if a larger area was included. In addition to a small retail or office building, redevelopment could include a higher density building along County Road J with some townhomes to the south to transition between commercial and the single-family neighborhood.
- Preliminary concepts from Anoka County for the redesign of the County Road J and Hodgson intersection show an expansion in lanes. Redevelopment should account for needed future right-of-way in its design.
- Development in Lino Lakes could offer an opportunity for realignment of roadways to the east, such as the Ware/Mackubin and County Road J intersection. This realignment could open up additional opportunities for redevelopment.



Townhomes



Townhomes

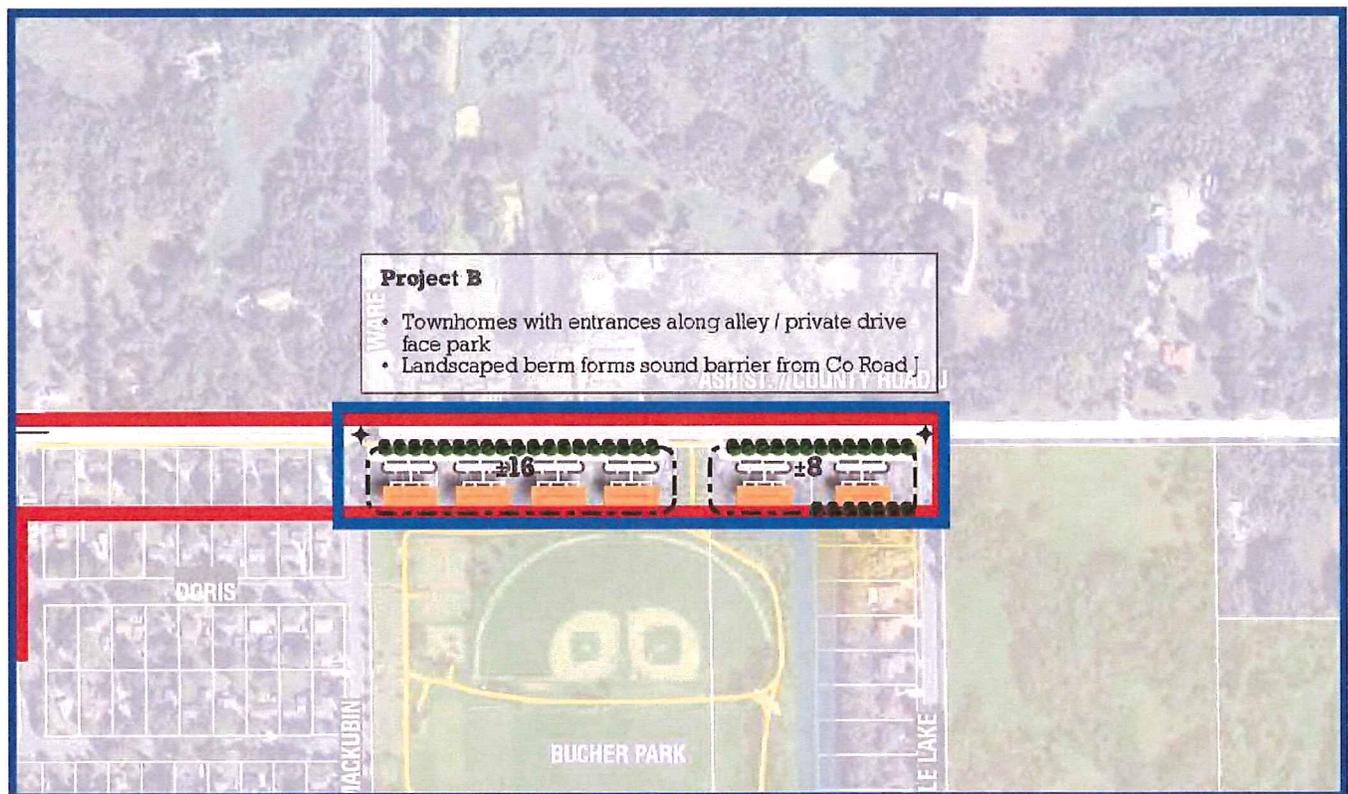
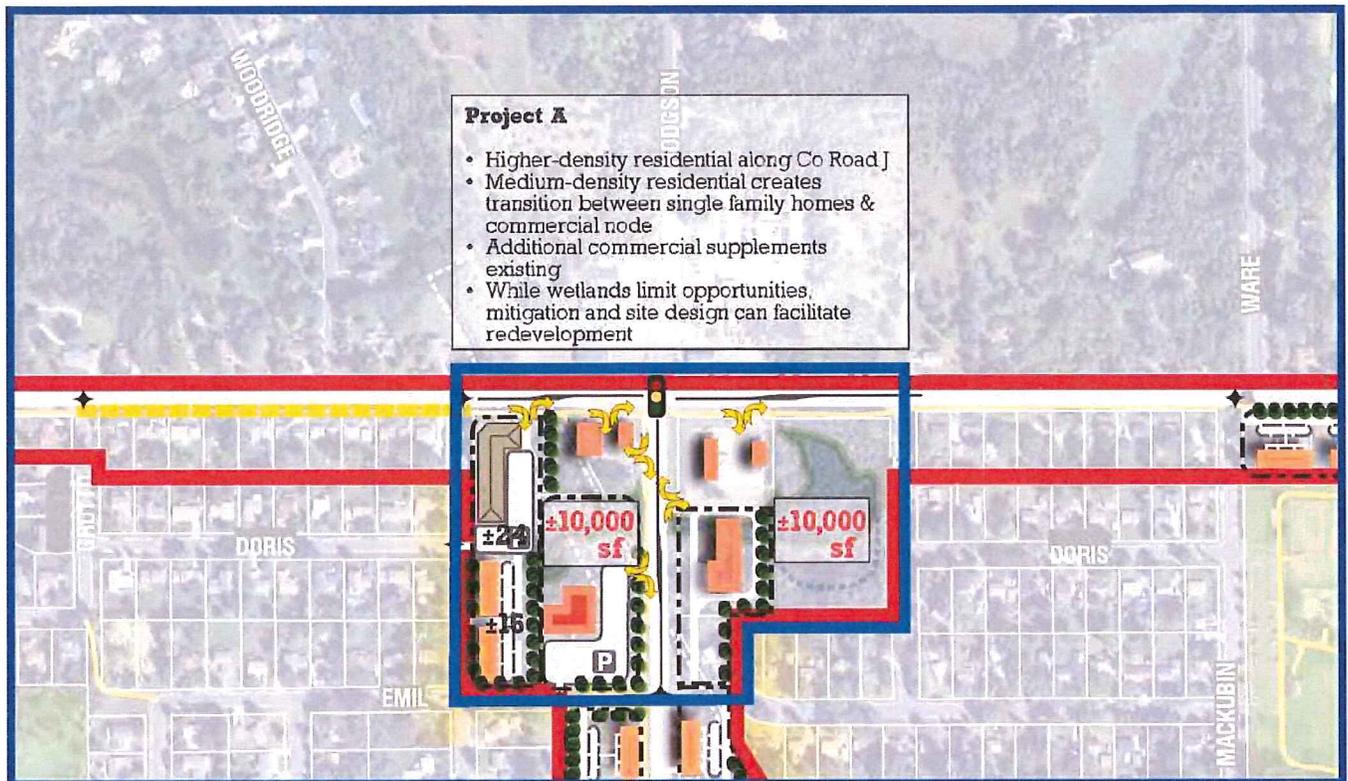


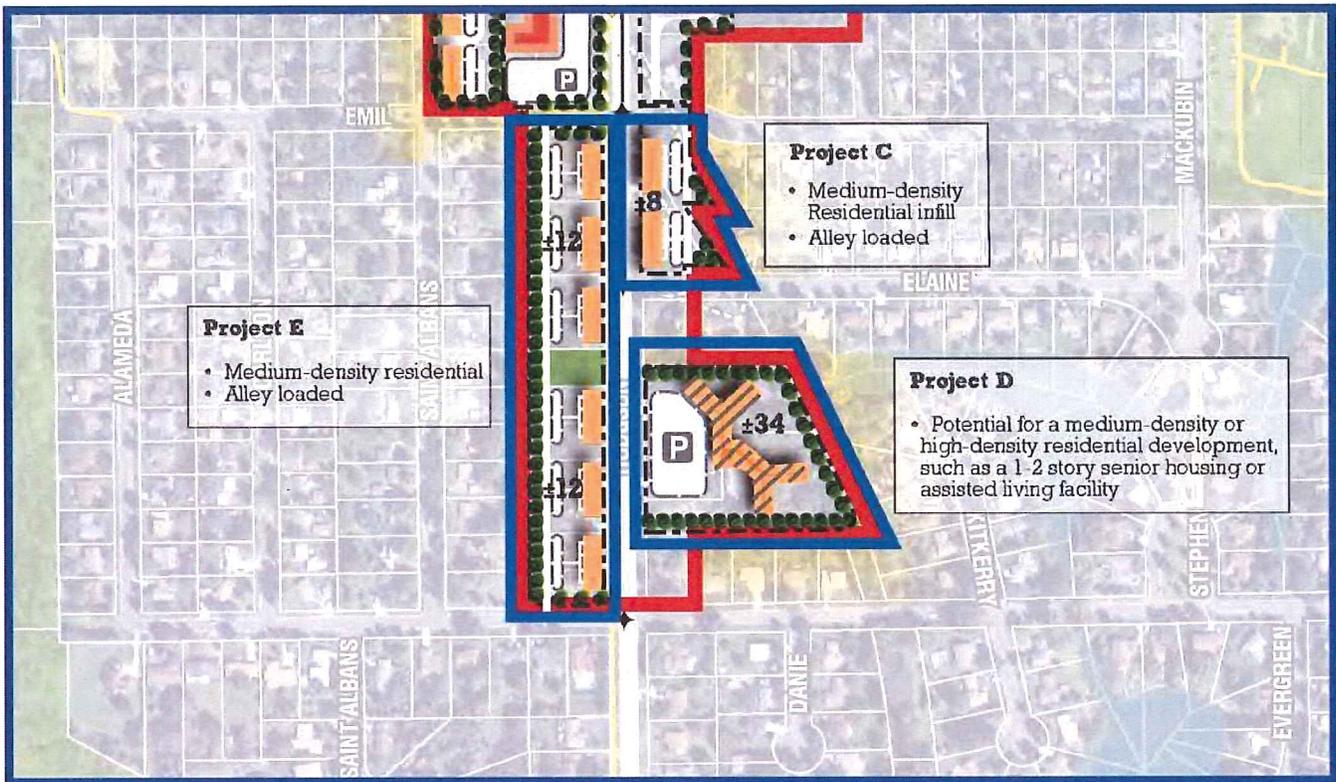
Commercial / Office Condos



Lower-density Senior Housing/  
Assisted Living







COUNTY ROAD J CONCEPT SUMMARY TABLE

Projects	Acres	# of Parcels Required	Square Feet Commercial Proposed	MDR Units Proposed	HDR Units Proposed
A	4.6	13	± 10,000	± 16	± 24
B	4.2	15	0	± 24	0
C	1.4	3	0	± 8	0
D	3.9	4	0	0	± 34
E	4.8	13	0	± 24	0



Higher-density Senior Housing



Senior Housing/ Assisted Living



Townhomes



Townhomes

## Tanglewood Development Concept

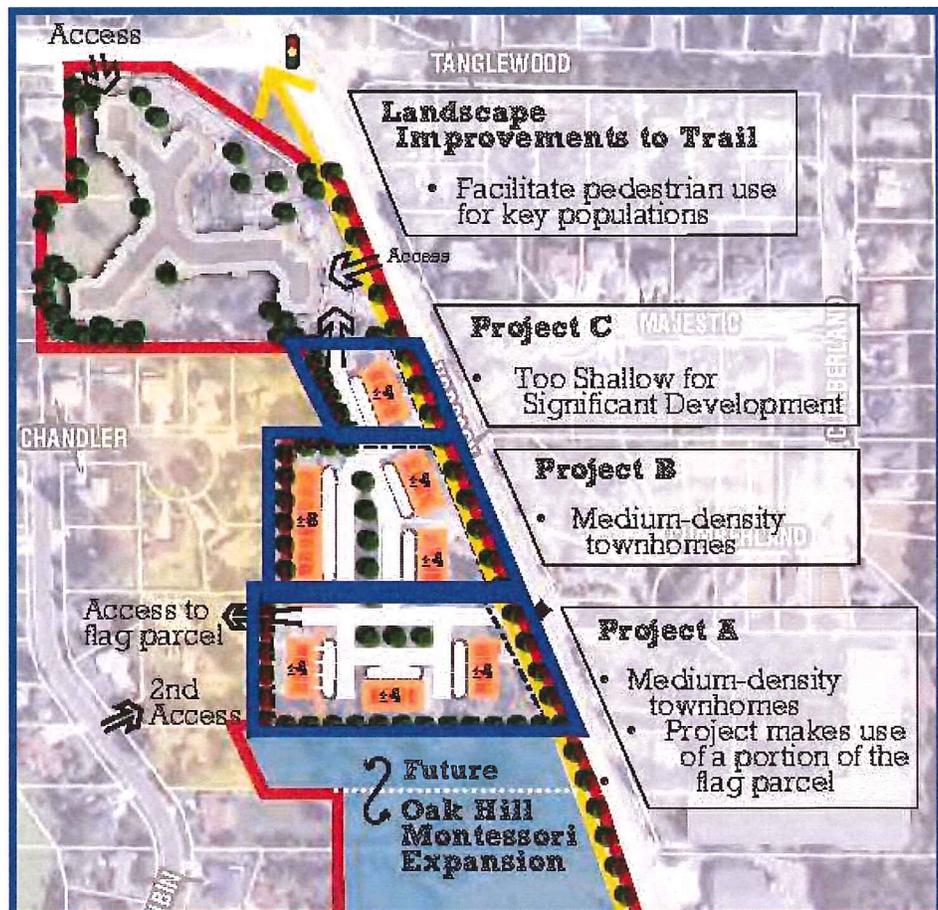
Recent redevelopments along Hodgson north of Highway 96 to Tanglewood Drive may catalyze additional housing related redevelopment.

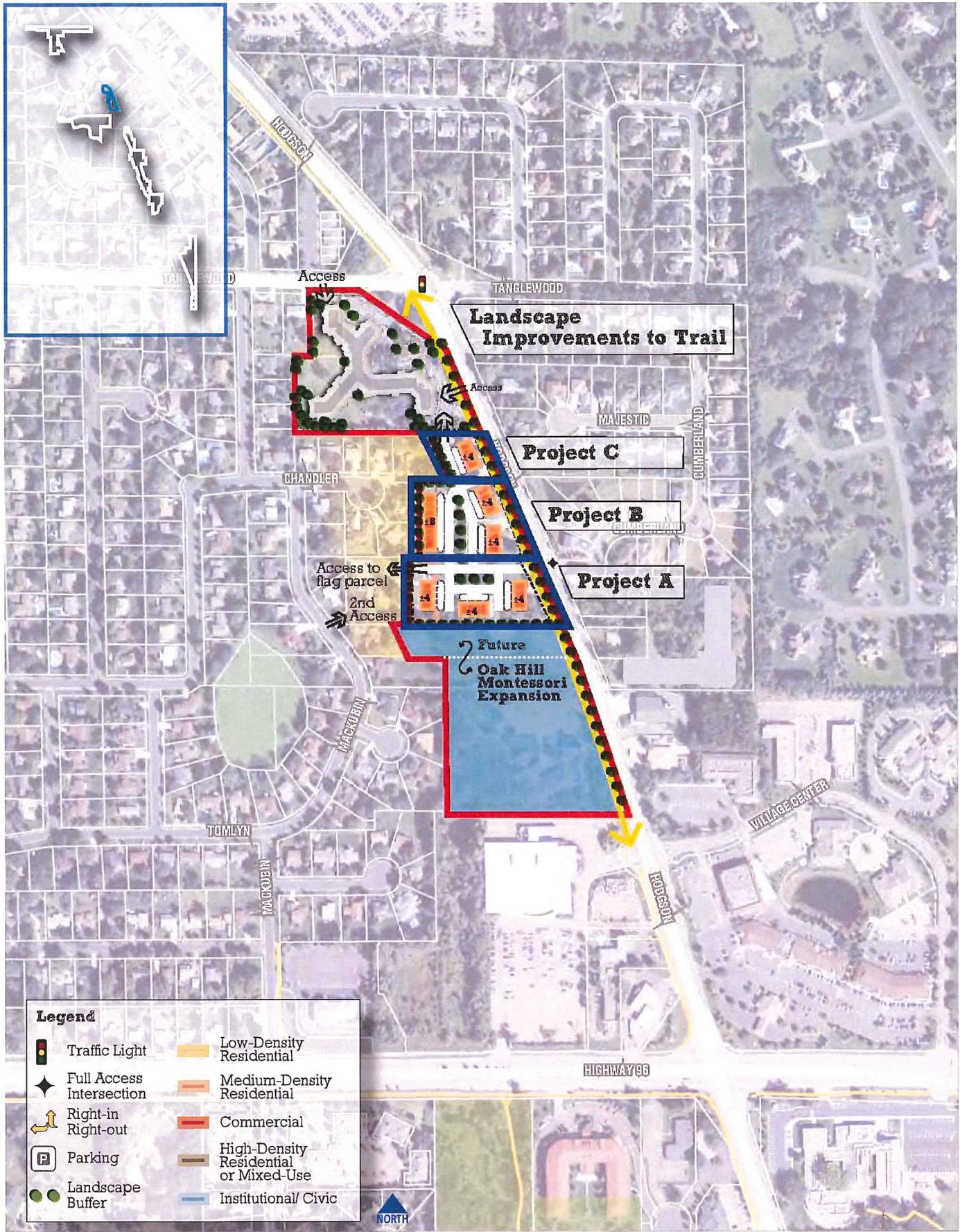
### KEY ELEMENTS

- Capitalizes on lot depth near Oak Hill Montessori for a multi building townhome development.
- Redevelopment could be staged based on available parcels.
- Reduces driveway accesses on Hodgson by consolidating access to key intersections.
- Redevelopment should maintain access to the single-family home that is currently located on a flag lot.

### TANGLEWOOD CONCEPT SUMMARY TABLE

Projects	Acres	# of Parcels Required	Square Feet Commercial Proposed	MDR Units Proposed	HDR Units Proposed
A	2.2	4	0	± 12	0
B	1.7	3	0	± 12	0
C	0.6	2	0	± 4	0





**The Tanglewood Concept: Project Key**

## Highway 96 Development Concept

Its location and nearby amenities make Highway 96 an attractive location for infill and redevelopment. On the south, development benefits from access and views of Snail Lake. On the north, connectivity to the civic campus and Shoreview Commons Park are key amenities. The parcel configuration in the study area means redevelopment could occur in multiple phases.

### KEY ELEMENTS

- Lot depths to the west of Dale on the north side of Highway 96 provide sufficient space for high density residential development.
- Lot depths to the east of Dale on the north side of Highway 96 are smaller and will likely require the full block for redevelopment. Redevelopment could take many forms and could occur in phases.
- Redevelopment of the single-family homes along Snail Lake could take many forms, including commercial tied to lake access, supplementary park space, or conversion of single-family homes to cottage commercial uses.
- Partial or full residential redevelopment of the Gospel Hill Mission could occur in phases to capitalize on its prime location along Snail Lake. More intense development, in the form of offices or townhomes should occur along Highway 96 with a transition to single-family homes to the south.
- Extending public access and connectivity along the shore of Snail Lake would be of benefit to the community. Plans should take into consideration future Ramsey County plans to add trails and overlooks to the adjacent Snail Lake Marsh Area.
- Redevelopment may facilitate an additional east end access to the civic campus



Townhomes



High-density Residential



Cottage Commercial



Office Condos



Public Space + Commercial



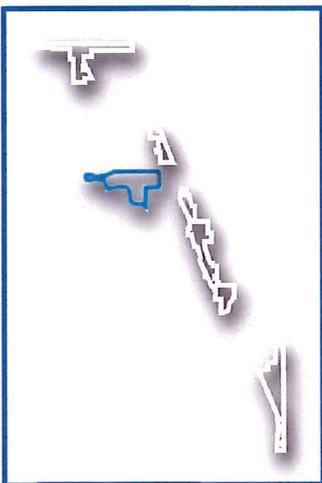
Destination Commercial



**The Hwy 96 Concept**

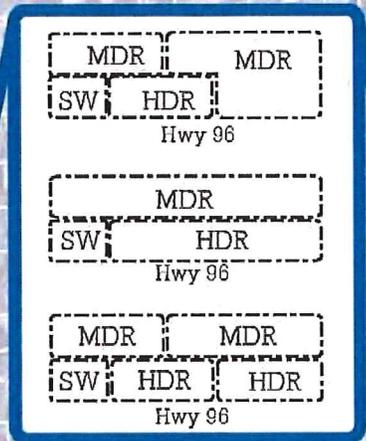
**HWY 96 CONCEPT SUMMARY TABLE**

Projects	Acres	# of Parcels Required	Square Feet Commercial Proposed	LDR Units Proposed	MDR Units Proposed	HDR Units Proposed
<b>A</b>	10.3	28	0	0	± 24	± 192
<b>B1</b>	18	1	± 40,000	0	0	0
<b>B2a</b>	18	1	0	± 31	± 32	0
<b>B2b</b>	18	1	± 30,000	± 28	± 8	0
<b>C</b>	6.5	9	5,000-20,000	0	0	0



**Project A**

- Acquired parcels could be configured to support a variety of residential development options
- Density should be highest along the road and then decrease in intensity toward the single-family homes to the north.

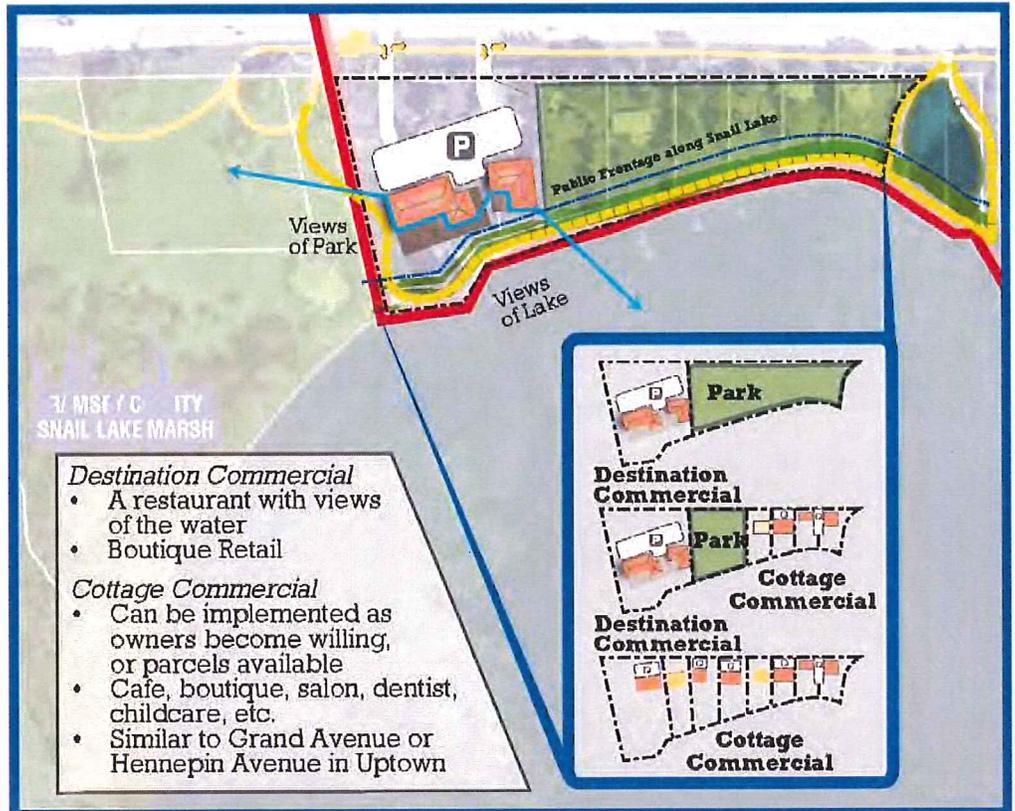


**Flexible Development Configuration Options**  
(Base development on available parcels, following parcel lines)



**Project C**

- Acquired parcels could be configured to support a variety of commercial development options
- Would take advantage of lake views and proximity

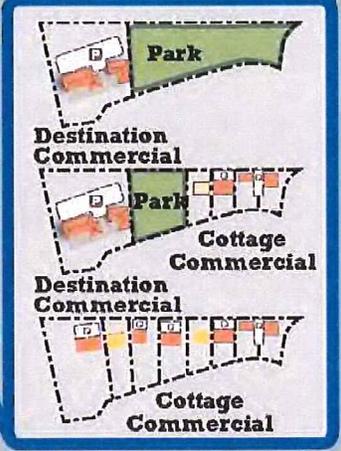


**Destination Commercial**

- A restaurant with views of the water
- Boutique Retail

**Cottage Commercial**

- Can be implemented as owners become willing, or parcels available
- Cafe, boutique, salon, dentist, childcare, etc.
- Similar to Grand Avenue or Hennepin Avenue in Uptown



**Project B, Option 1**

- Gospel Hill Remains
- Camp & Ministry Center maintains control of a large portion of this parcel; some parcels sold for development
- Lakeside commercial, such as a restaurant, offers views of Snail lake
- Additional commercial responds to adjacent office park and takes advantage of position along Highway 96



**Project B, Option 2a**

- Relocation/ acquisition of Gospel Hill's property allows for a mix of medium-density residential along Highway 96, and single family residential nearer to the lake
- Potential vehicular connection to single family neighborhood to the east



**Project B, Option 2b**

- Commercial along Highway 96 responds to adjacent office park.
- Townhomes near Highway 96 transition to single family residential (as in Option 2a).

## Hodgson Development Concept

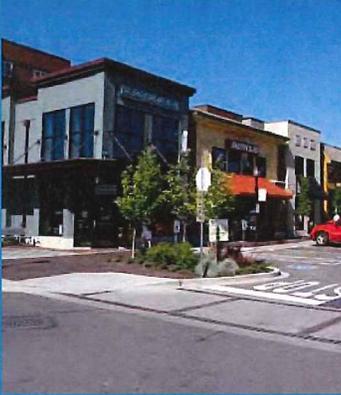
While the Hodgson corridor between Gramsie and Highway 96 offers a few opportunities for infill and redevelopment, most of the corridor will remain single-family residential. The lot depth and block arrangement make it difficult for larger redevelopment projects to occur. Careful consideration should be given to Hodgson. Road, trail, and sidewalk improvements should attempt to minimize impacts on single-family homes and preserve the vitality of existing low-density residential uses.

### KEY ELEMENTS

- Most of the corridor to remain single-family residential due to lot depths.
- Two larger properties on the east side of Hodgson provide the opportunity for infill of single-family homes, townhomes, or park expansion.
- Given site lines, development of the west side of Hodgson at Gramsie should focus on high density residential with a buffer of trees on the west.
- There are limited development opportunities on the east side of Hodgson at Gramsie given a Ramsey County easement that preserves area for stormwater management.
- Hodgson redesign should balance improved connectivity with impacts to front yard depth and tree cover so as to not put further stress on single-family homes along the corridor.
- Additional trail connections to the Snail Lake Regional Park trail system would enhance connectivity for single-family neighborhoods

### HODGSON CONCEPT SUMMARY TABLE

Projects	Acres	# of Parcels Required	Square Feet Commercial Proposed	LDR Units Proposed	MDR Units Proposed	HDR Units Proposed
A	4.6	1	0	0	±16-24	0
B	3.7	1	0	±11	0	0
C	4.5	2	8,000	0	± 4	0
D	6.3	4	0	0	0	±120



Suburban Commercial



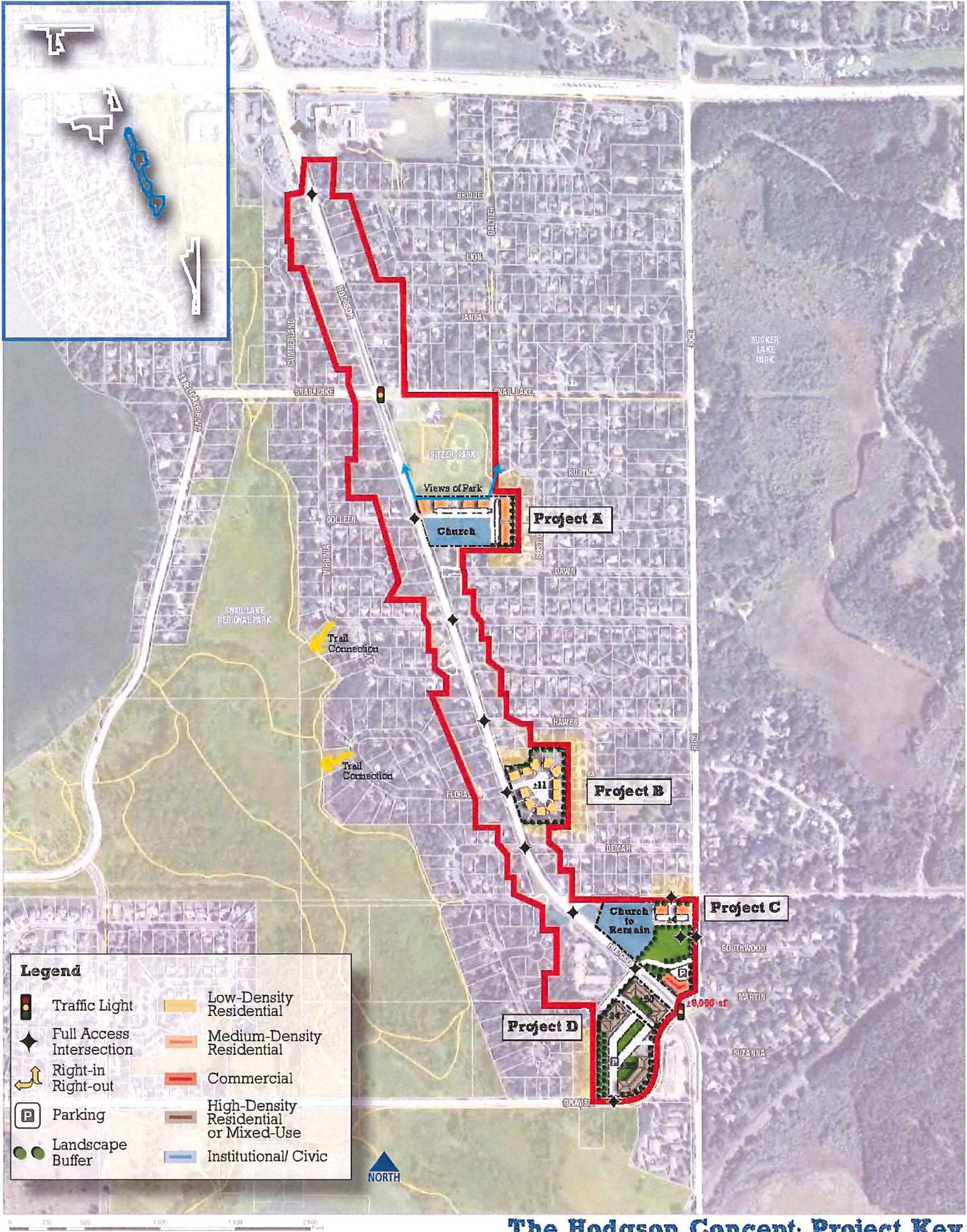
Townhomes



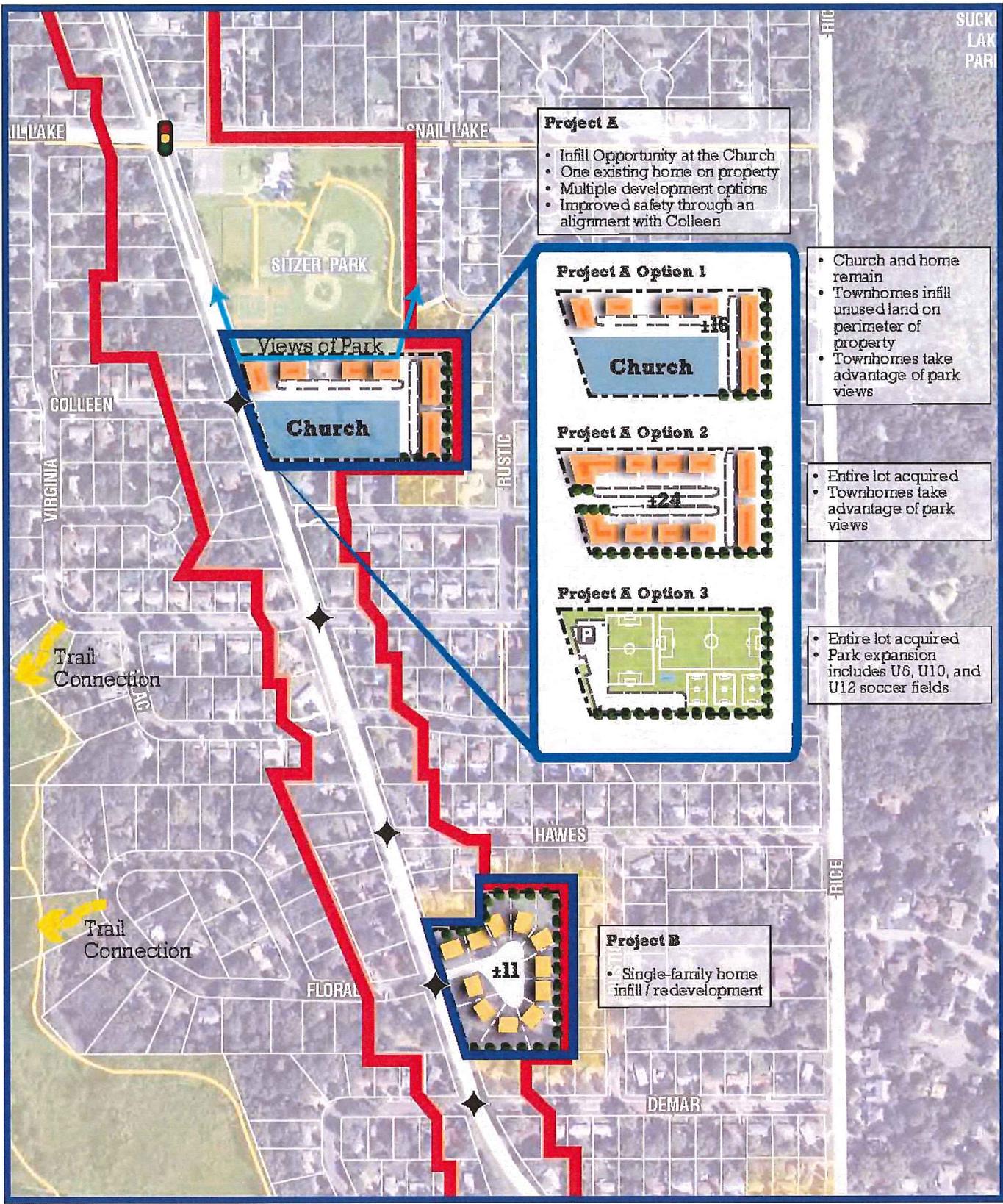
Townhomes

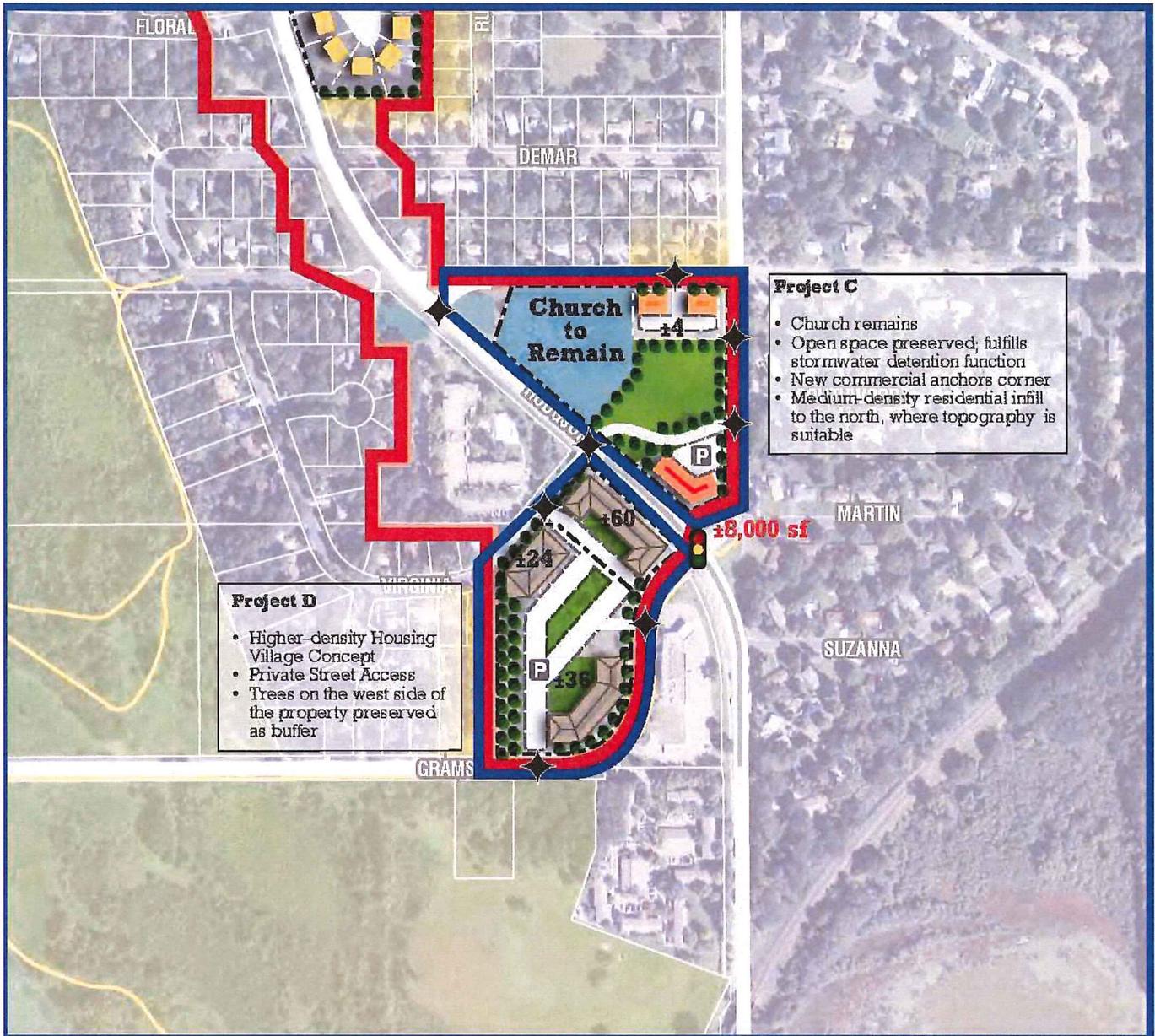


Higher-density Residential



**The Hodgson Concept: Project Key**





## Rice Development Concept

Redevelopment of the area around Rice Street and Interstate 694 will likely be tied to interchange improvements, particularly given that the interchange design has not yet been fully determined. With its lower traffic volumes and reduced visibility, redevelopment on the north side will be less intense than on the south.

### KEY ELEMENTS

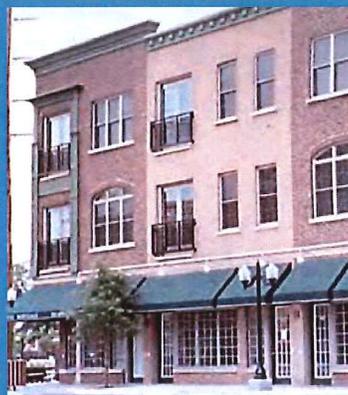
- Opportunity for redevelopment with interchange improvements. Redevelopment in the southwest quadrant of the I-694/Rice Street interchange may be impacted by the use of right-of-way acquisition loan funds and interchange design.
- To the north of I-694:
  - » Potential for horizontal mixed-use development with higher density residential and a reduced amount of commercial as compared to today.
  - » North of the proposed commercial area, housing preservation is the priority.
- To the south of I-694:
  - » Retail the continued focus of the area around the Rice and Owasso intersection.
  - » Redevelopment north of Owasso along the Interstate is constrained by lack of access to the site.
  - » Opportunity for commercial redevelopment south of the utility building using shared and/or reduced parking.
  - » Redevelopment near the intersection of Rice Street and Owasso Lane could provide live/work opportunities



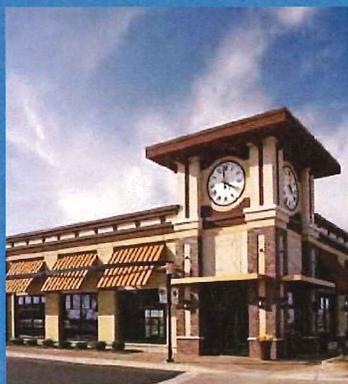
Office Park



Live / Work



Live / Work

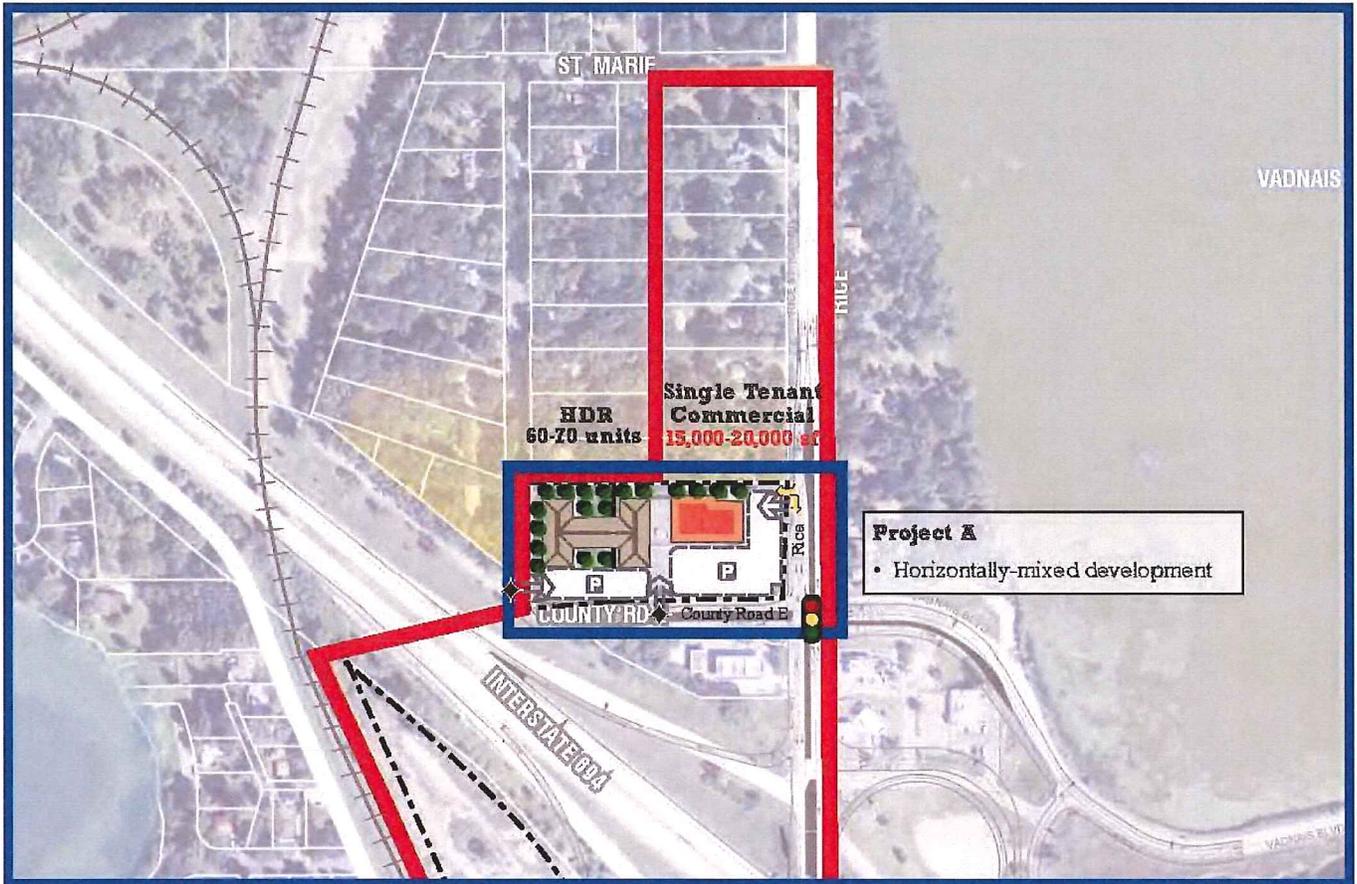


Single-tenant Commercial

### RICE CONCEPT SUMMARY TABLE

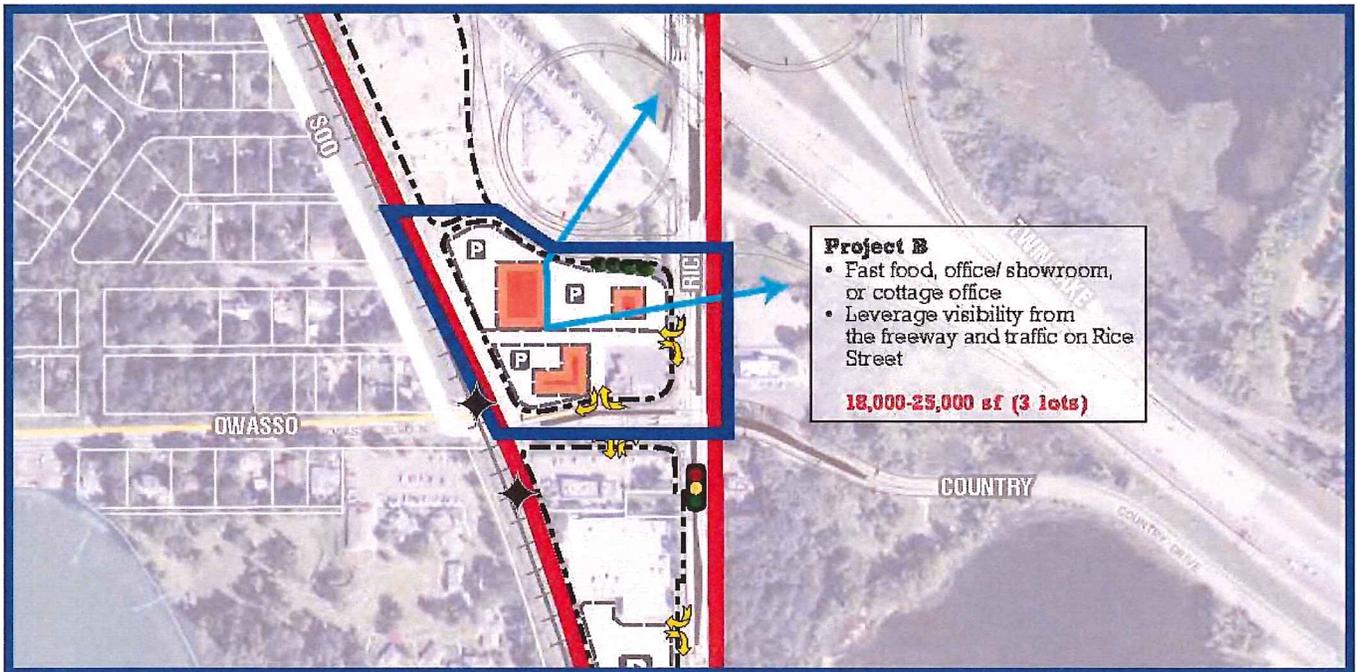
Projects	Acres	# of Parcels Required	Square Feet Commercial Proposed	MDR Units Proposed	HDR Units Proposed
A	3-9	3	15,000-20,000	0	60-70
B	5-7	3	18,000-25,000	0	0
C	4-5	4	6,000-8,000	0	0
D	3.7	8	0	± 26	0





**Project A**

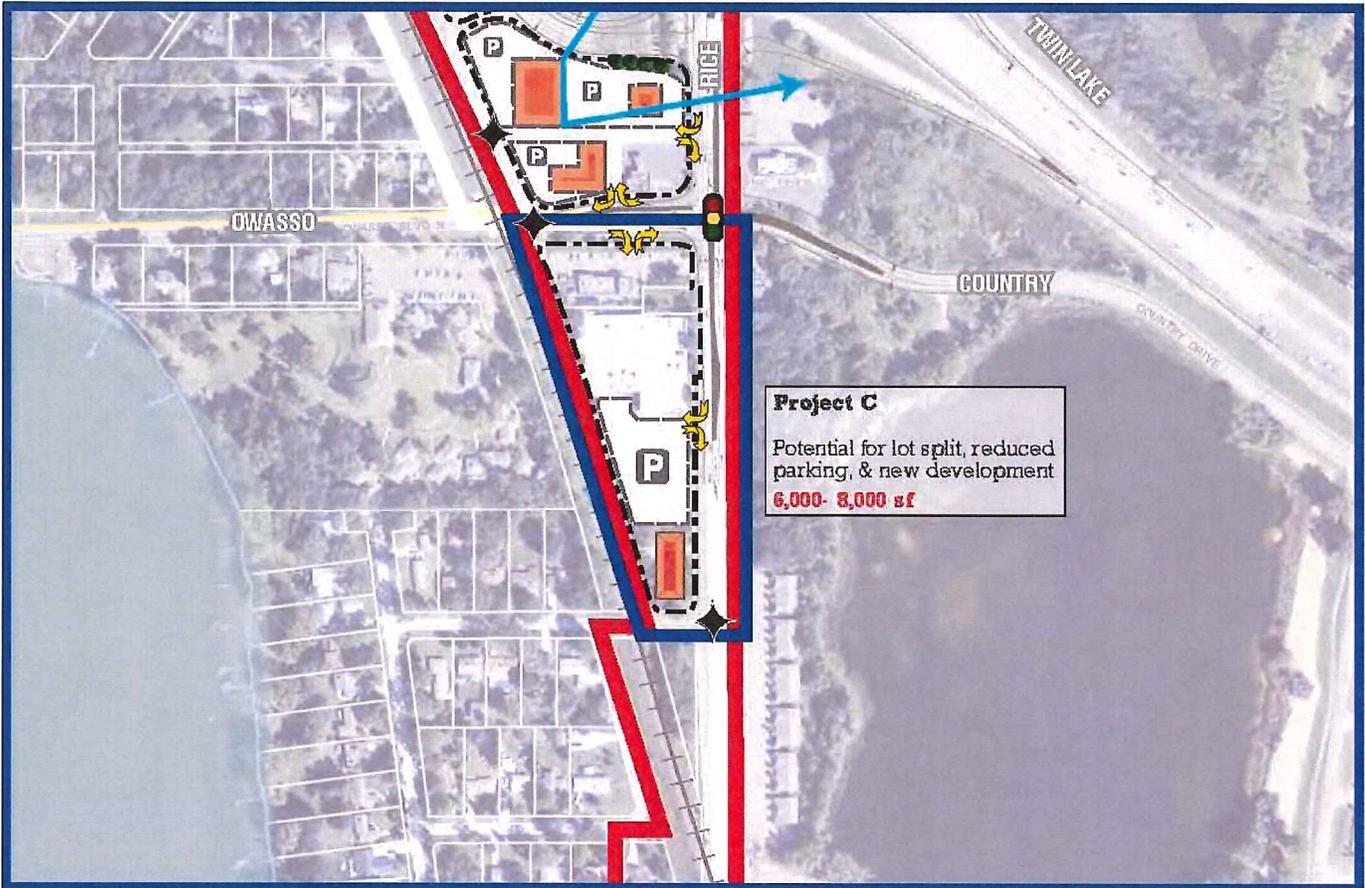
- Horizontally-mixed development



**Project B**

- Fast food, office/ showroom, or cottage office
- Leverage visibility from the freeway and traffic on Rice Street

**18,000-25,000 sf (3 lots)**



DATE: April 9, 2014

TO: Mayor, City Council and City Manager

FROM: Mark Maloney, Director of Public Works

SUBJECT: Preliminary Engineering Report for Turtle Lake Augmentation

Last month the Shoreview City Council met with the Turtle Lake Homeowners Association (TLHA) Board to continue discussion regarding lake level topics. At that meeting, the TLHA Board formally requested that the City proceed to the next step of examining the feasibility of lake augmentation, and to prepare a preliminary engineering report. Citing the prior example of Snail Lake augmentation, the Council agreed that if the process were to continue, the preliminary engineering report would require cost participation by both the TLHA and the City, with the City administering the process as typical of a public improvement project. The estimated cost of the preliminary engineering report will likely be in the \$100,000 range and it is now assumed that the total cost for an augmentation project for Turtle Lake could be in the \$1.5M - \$2.0M range, and would be highly dependent on the conditions set forth in environmental and water appropriation permits. However, a more detailed project cost estimate will not be determined until the preliminary engineering study is completed.

One of the key issues the Council needs to determine is a cost split and/or any other terms for the shared financial responsibility for the preliminary engineering report with the TLHA. It is assumed that City staff would develop a detailed scope of services for the report, including interim deliverables pertaining to environmental permitting that would ensure the report and potential augmentation project is both technically and financially feasible. It is understood that the City would administer the professional services agreement(s) necessary to prepare the reports and oversee the environmental permitting and review with the various State and regional agencies involved. City staff and the consultants would review the scope of services, as well as key interim findings of the study with representatives of the TLHA board throughout the project.

Neither preliminary engineering report nor potential augmentation infrastructure is currently included in the Public Works Department's work program/operating budget or in the Capital Improvement Program. If the City moves forward with the report as requested by the TLHA Board, it is recommended that any City share of report or potential project costs would be funded by Shoreview's Surface Water Utility. Bills (HF 3227, Yarusso/Isaacson, and SF 2828, Scalze, et. al.) have been introduced in the Minnesota State Legislature this session that seek State Bonding proceeds to fund the entire estimated cost of a preliminary engineering study. Those bills are currently awaiting committee hearings in their respective bodies. However, given the uncertainty of this legislation, the City should proceed under the assumption that the Turtle Lake analysis will be funded locally.

At the March workshop meeting, the TLHA requested that the City contribute one-half the cost of the preliminary engineering report and feasibility analysis. The City Council appeared to be comfortable with a City contribution in the range of \$10,000 to \$20,000 at that meeting, but

deferred discussion on this issue to a future meeting. The City contributed \$20,000 toward the cost of the original Snail Lake Augmentation study in the early 1990's. The TLHA would like the Council to take action on this prior to their association meeting in early May so they can let residents know the amount of money that needs to be raised.

Staff would suggest that the Council formally act on these topics (i.e. direct preparation of a preliminary engineering report and sets forth cost participation by the City and TLHA) at the regular meeting scheduled for Monday, April 21, 2014. The TLHA Board and membership would then be able to discuss the cost implications of funding their portion of the cost of this report at their meeting in May.