

**City of Ramsey**  
**Agenda**  
**City Council Work Session**  
**Tuesday September 4, 2012**  
**6:00 pm**  
**Lake Itasca Room 7550 Sunwood Drive NW**

- 1. Call to Order**
- 2. Topics for Discussion**
  1. Consider Response to City of Anoka Comprehensive Plan Amendments
  2. Review City Hall Floor Plan
- 3. Future Topics for Discussion - *See Attached Calendar***
- 4. Mayor/Council/Staff Input**
  1. Review Future Topics/Calendar
- 5. Adjournment**

**CC Work Session**

**2. 1.**

**Meeting Date:** 09/04/2012

**By:** Tim Gladhill, Community Development

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**Title:**

Consider Response to City of Anoka Comprehensive Plan Amendments

**Background:**

The City has received notification of three (3) Comprehensive Plan Amendments for the City of Anoka. Minnesota Statute Chapter 473 requires that adjacent jurisdictions be notified of certain Comprehensive Plan Amendments and allows for a comment period.

**Recommendation:**

Based on discussion at the August 28th, 2012 City Council Meeting, Staff recommends that the City respond as follows:

"Highway 47 continues to be a priority for the City of Ramsey to address current levels of service, future forecasts, safety, and mobility. The City of Ramsey desires to continue to work with the City of Anoka to solve future design and capacity considerations for Highway 47 and other regional roadway systems. The City of Ramsey supports the three (3) Comprehensive Plan Amendment, provided that there remain future options for upgrades to Highway 47, and that the proposed amendments do not eliminate all future possibilities for upgrades to Highway 47, as the amendments have the potential to effect existing and future levels of service. In addition, the proposed amendments should increase the priority to complete improvements to Highway 47."

**Funding Source:**

Response to the Comprehensive Plan Amendment is being handled as part of regular Staff duties.

**Council Action:**

Provide feedback on the proposed response to the City of Anoka's Comprehensive Plan Amendments (official response does not require a motion or resolution):

"Highway 47 continues to be a priority for the City of Ramsey to address current levels of service, future forecasts, safety, and mobility. The City of Ramsey desires to continue to work with the City of Anoka to solve future design and capacity considerations for Highway 47 and other regional roadway systems. The City of Ramsey supports the three (3) Comprehensive Plan Amendment, provided that there remain future options for upgrades to Highway 47, and that the proposed amendments do not eliminate all future possibilities for upgrades to Highway 47, as the amendments have the potential to effect existing and future levels of service. In addition, the proposed amendments should increase the priority to complete improvements to Highway 47."

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**Attachments**

Map 1

Amendment 1

Map 2

Amendment 2

Amendment 3

Text 3

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**Form Review**

**Inbox**

**Reviewed By**

**Date**

Kurt Ulrich

Kurt Ulrich

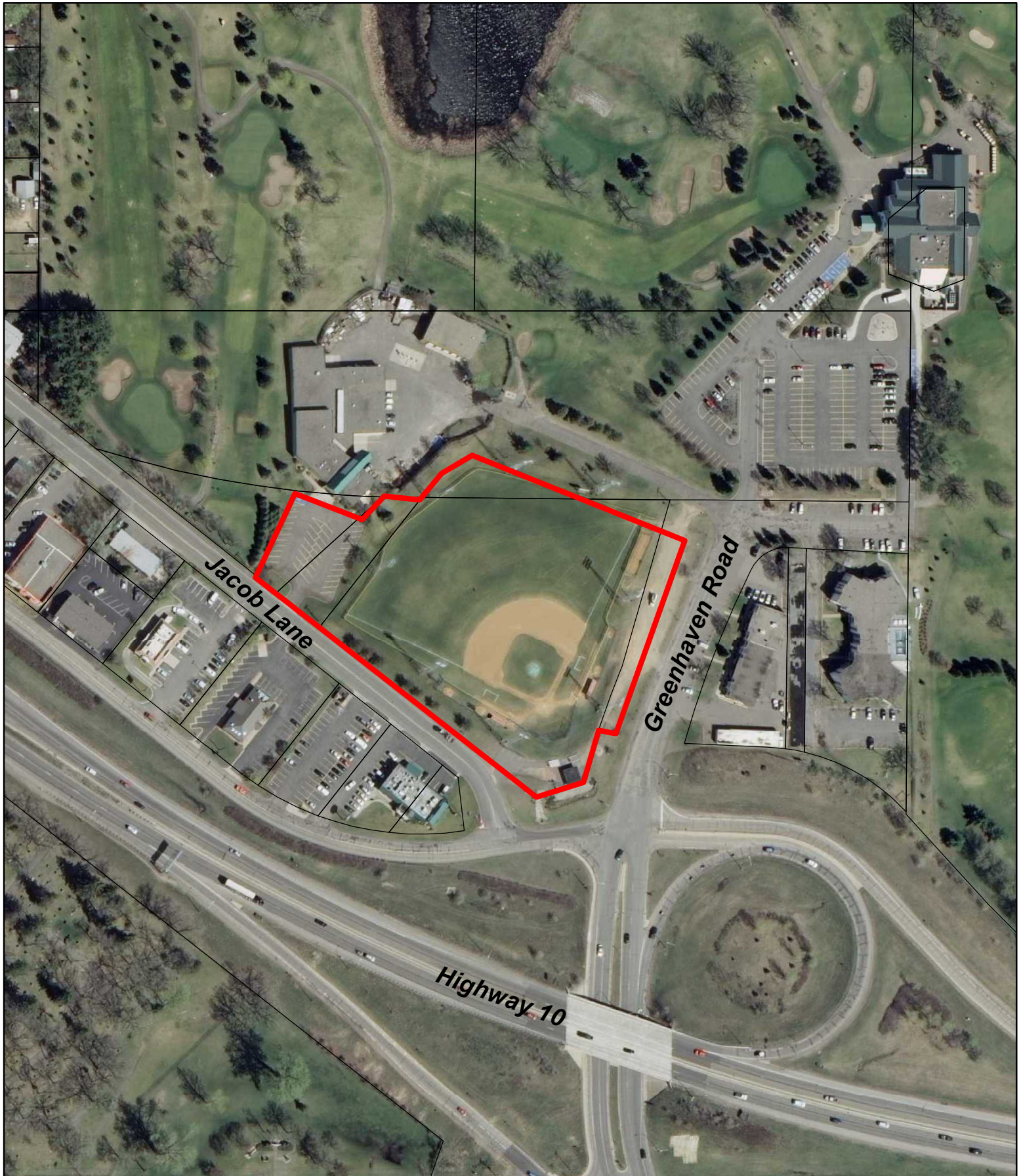
08/30/2012 03:18 PM

Form Started By: Tim Gladhill

Started On: 08/28/2012

Final Approval Date: 08/30/2012

# Site Location Map



# STAFF REPORT



Application A-2012-7  
Comprehensive Plan Amendment, Rezoning, Preliminary Plat, Conditional Use Permit, Site Plan  
HealthPartners Services, Inc.  
601 Jacob Lane  
June 5, 2012

## **BACKGROUND**

HealthPartners Services, Inc. has submitted an application requesting a comprehensive plan amendment, rezoning, preliminary plat, conditional use permit and site plan review for construction of a new two-story, 60,000 square foot medical office/clinic at 601 Jacob Lane. The proposed development site is 198,303 square feet (4.55 acres). The development site generally comprises of the existing Castle Field and parking lot in front of the former City of Anoka Park and Recreation building. A 2030 Comprehensive Plan amendment is required to change the land use designation in the 2030 Comprehensive Plan from Park and Recreation to General Commercial. A rezoning is needed for 0.519 acres of the total 4.55 from R-1 Single Family Residential to B-1 Highway Business. A preliminary plat is needed to create the new development parcels and other lots to be retained by the city. A conditional use permit is required because the development site is located adjacent to a residential zoning district. A site plan review is required for the general development plan.

Over the last year plus, HealthPartners has been working with the City of Anoka to acquire the existing Castle Field site near Green Haven Road and Highway 10 to construct a new Riverway Clinic. HealthPartners currently operates Riverway Clinic at the corner of 2<sup>nd</sup> Avenue and Monroe Street. Along with this ongoing work, the City of Anoka Parks Department was reviewing options for the existing Castle Field. These options included rehabilitating the field in its current location or relocating it. On March 7, 2011, the City Council adopted a resolution selecting relocating Castle Field near the high school as the preferred option. This project has been approved and construction of the new Castle Field will begin in June, 2012. This green-lighted discussion between HealthPartners, City of Anoka, and City of Anoka HRA to work out a real estate transaction to sell the existing Castle Field site to HealthPartners and also a purchase of the existing Riverway Clinic site by the City of Anoka HRA. Purchase agreements have been signed for both of these transactions. It is anticipated that HealthPartners would close on the sale of the existing Castle Field site on July 16, 2012 and begin construction shortly thereafter. The City of Anoka HRA would also close on the sale of the existing Riverway Clinic site on July 16, 2012. The HRA will then leaseback the building to HealthPartners until the new clinic is completed sometime in the summer of 2013.

### Included:

Site Location Map  
Rezoning Map  
Preliminary Plat

Site plan, civil plans, landscape plan, and building elevations  
Letter from MnDOT Dated May 24, 2012  
Letter to Lower Rum River Watershed Management Organization from Bob Obermeyer  
Site Photos  
Greens of Anoka Plan for this Area

## **2030 COMPREHENSIVE PLAN LAND USE MAP AMENDMENT**

The entire 4.55 acre site is currently designated as Park and Recreation on the 2030 Comprehensive Plan Land Use Map. This land use designation reflects the current use of the property. The developer has requested to change the designated land use to General Commercial to be consistent with the proposed use and B-1 Highway Business zoning classification. Staff believes that based on the information provided, the proposed zoning and land use classification are consistent with the 2030 Comprehensive Plans criteria for land use, goals and implementation.

### **Surrounding Land Uses**

	<b>EXISTING USES</b>	<b>ZONING DISTRICT DESIGNATION</b>	<b>CURRENT LAND USE DESIGNATION</b>
<b>NORTH</b>	Green Haven Golf Course	R-1 Single Family Residential	Park and Recreation
<b>WEST</b>	Green Haven Golf Course	R-1 Single Family Residential	Park and Recreation
<b>SOUTH</b>	Commercial	B-1 Highway Business	General Commercial
<b>EAST</b>	High Density Residential/Commercial	B-1 Highway Business	General Commercial

### **Comprehensive Plan Goals and Policies**

The goals and policies summarized from various chapters of the Anoka Comprehensive Plan may help frame the discussion and issues when considering the land use designation change.

#### ***Land Use Plan***

The Comprehensive Plan lays out general criteria to consider when designating land use. When creating zoning ordinances, this criterion is considered as a base, and the zoning ordinance typically regulates density, uses, etc. further.

The GC – General Commercial category is designed to accommodate a wide range of auto-oriented services such as sit-down restaurants, convenience restaurants, hotels, retail uses, combined warehouse/retail uses, office uses, automotive sales, service and gas, and specialized service businesses that are convenient to the motorist.

Most of the uses in this land use category are of the “one-stop” variety; they are commonly not dependent on “shopping trips” or on “walk-in” trade. Rather, special trips are made for a specific trade or service. Uses in this category are often located near other business facilities.

### Location Criteria

GC – General Commercial uses should be:

- Near principal access points of limited access highways or major thoroughfares.
- Developed in clusters rather than in a “strip” pattern.
- Buffered by other commercial, industrial or medium/high density residential land uses and not adjacent to low density residential land uses.

### Site Development Standards

General Commercial uses should have access and interior traffic movement should be designed so that vehicles may enter and leave the site without interfering with the traffic movement on the abutting highway or arterial. If adjacent to residential areas, particular concern should be given to the orientation of access and service vehicles, buffering, and the location of adverse site features, such as trash enclosures, parking, lighted signs, and outside display.

The land use section of the comprehensive plan also outlines several goals to consider when reviewing land use and that are specific to this application.

1. Encourage a land use balance within the City to promote the efficient provision of City services, the generation of revenues to cover the cost of those services, and a mix of employment and housing opportunities. Land use balance refers to an appropriate mix of various land uses that are interdependent and mutually supportive.
  - Ensure that public properties are maintained in a timely manner.
  - Improve and upgrade older public utility and infrastructure facilities through a program of scheduled improvements.
  - **Continue to expand and continue to diversify the economic base.**
  - Encourage the provision of life cycle housing.
2. Evaluate future use of City owned lands.
  - Periodically update the City Council on City owned land that is underutilized and could be used for future economic development where appropriate.
  - **Consider the citywide benefit of selling/developing City owned land.**
3. Consider physical development within a community-wide framework which recognizes the unique aspects of the City’s setting and ensures top quality design of new construction and development.
  - Promote the application of urban design considerations which define and enhance the City’s unique character. Urban design deals with the quality of the built environment -- how it looks, feels, functions, and how it embodies local culture and

context. It is the City's intent to define and improve the City's desired physical characteristics and form, visual quality and order, and overall image and identity. Urban design concerns both the built environment and the effects of urban development on the natural environment and the quality of life.

- Support programs and activities that foster community spirit and identity.
- **Improve the image and appearance of existing commercial and industrial areas, with particular emphasis on the appearance of buildings, signage, and landscaping.**
- **Ensure that commercial and industrial sites and buildings are adequately maintained, and that corrective maintenance is undertaken as required.**

### *Economic Development*

There are several goals and implementation steps in the Economic Development section that relate to the development of city owned land to increase tax base and also investment specifically in this property and also to the specific outcomes that this development will accomplish.

#### Goals:

*Diversify and Expand the Tax Base:* To strengthen the tax base through balanced land use and business diversification.

- Promote development of vacant land with uses that achieve city goals and complement existing uses.

*Improve Business Climate:* To Promote a strong business climate within the City.

- Promote the retention and expansion of existing business.

*Expand Employment Opportunities:* To expand employment opportunities within the City.

- Retain existing companies and support their growth and expansion.

#### Implementation:

- Capitalize upon investment/development opportunities at the intersection of US 10/Main Street.
- Invest in projects along corridors of commerce and culture including the Highway 10 corridor.
- Invest in sites and neighborhoods ready for growth based upon market conditions and promote development and investment at the Castle Field site.

### *Parks and Recreation*

This property is currently designated in the 2030 Comprehensive Plan as a park because of its current use. One of the goals of the Parks and Recreation chapter was to complete facility improvements at Castle Field with the objective to coordinate with Legion Post #102, District #11 and local athletic associations to improve facilities. These groups, along with the City of Anoka

Parks Department reviewed options for the existing Castle Field. These options included rehabilitating the field in its current location or relocating it. On March 7, 2011, the City Council adopted a resolution selecting relocating Castle Field near the high school as the preferred option. Because a new location for Castle Field has been approved by the City Council, changing the designate of the proposed clinic site should not be a concern.

## **ZONING MAP AMENDMENT**

The development site is currently zoned R-1 Single Family Residential and B-1 Highway Business (see Rezoning Map). Approximately 22,632 square feet of the total area being platted is zoned R-1. The developer is requesting to rezone this portion to B-1 Highway Business. This would make the entire platted area zoned B-1 Highway Business. The Planning Commission and City Council must consider the following criteria when considering a change to the zoning classification of a property:

1. *Whether the proposed amendment corrects an error or addresses a changing condition, trend or fact.*

**Staff Findings:** The land that is currently zoned R-1 is part of larger parcels that encompass Green Haven Golf Course. The proposed plat separates these lots and incorporates them into the new development and property the city will retain. Park uses such as golf courses are permitted in the R-1 district therefore that zoning was appropriate. Because the use of the land is now changing, the B-1 zoning is more appropriate for the land that will be developed for the clinic. Outlot A, B and C will be retained by the City and are also proposed to be zoned B-1. Long term plans show a new roadway in this area. If this occurs, Outlot A and B would likely be deeded to HealthPartners and become part of their site. Therefore zoning these lots B-1 makes sense based on long term plans for this area. Outlot C will be used for right-of-way in the future. If for some reason long term plans change, Outlot A, B and C could be rezoned.

2. *Whether the proposed amendment will protect the health, safety and welfare of the public.*

**Staff Findings:** The proposed use is a medical clinic. Naturally this type of use should not have adverse impacts on the health, safety, and welfare of the public.

3. *Whether the City and other service providers will be able to provide sufficient public safety, transportation and utility facilities and services to the subject property, while maintaining sufficient levels of service to existing development.*

**Staff Findings:** The proposed development plans has been reviewed by the city's fire, engineering and electric departments. Plans have been revised to address any concerns those departments had regarding services. Sufficient public utilities are provided in this area to serve the proposed use. Fire protection has been provided for the building to the satisfaction of the fire department. Therefore, there should be sufficient service provided

to the development site and also will allow for sufficient levels of service to exist elsewhere in the city.

- 4. Whether the proposed rezoning will have significant adverse impacts on the natural environment, including air, water, noise, storm water management and vegetation.*

**Staff Findings:** A majority of the development site has been used as a baseball field since the 1950s. The proposed development will change the nature of the area however shouldn't drastically impact the natural environment. The proposed use is passive to the area and will not cause an increase in air or noise pollution.

The site will have an increase in impervious surface from what currently exists. Stormwater management plans must be approved by the Lower Rum River Watershed Management Organization (LRRWMO). The development site has five different low areas that will collect stormwater and allow for it to infiltrate. Four of these areas are located on the east side of the site and one near the northwest corner. However, stormwater treatment standards require a larger area to handle the remaining stormwater runoff. This is accomplished through a new stormwater pond near the 18<sup>th</sup> hole on Greenhaven Golf Course. The site plan review portion of the staff report goes into further detail about this system.

The site currently has 10 significant trees that will be removed, however these trees will be replaced a ratio greater than the 1:1 ratio that is required by city code. The additional landscaping proposed by the developer will also be a significant aesthetic investment on the site.

- 5. Whether the proposed amendment will have significant adverse impacts on other property in the vicinity of the subject tract.*

**Staff Finding:** The general public and adjacent property owners/users have enjoyed this area as a ball field for many years. The ball field is currently zoned B-1 Highway Business, and only a portion of the development site that was used for the City of Anoka Park and Recreation facility is being rezoned. The development as a whole will be a change to the neighborhood. However, the developer has focused on designing a building that will be statement for HealthPartners. The architectural design, materials, and landscape treatments will make this property very aesthetically appealing. Therefore this development should enhance Green Haven Golf Course and the other properties in the vicinity.

- 6. The suitability of the subject property for the existing zoning classification and proposed zoning classification.*

**Staff Findings:** The development site is located along the Highway 10 corridor. The Economic Development chapter of the 2030 Comprehensive Plan identifies this as a major commerce corridor and for the city to take advantage of development opportunities

along these types of corridors when they become available.

The property is adjacent to other commercial uses. The property is also adjacent to Green Haven Golf Course. The proposed use and design of the building will have very little impact on the golf course.

7. *The need for the proposed use at the proposed location.*

**Staff Finding:** The proposed zoning change is consistent with the remainder of the development site, commercial uses on the south side of Jacob Lane and zoning on the east side of Greenhaven Road. The proposed use is the type of use a City should want along a major corridor such as Highway 10. The building will provide an identity not only for HealthPartners, but also the City of Anoka. Many travelers that use Highway 10 do not stop in Anoka, but just pass through. Having statement uses and buildings along major transportation corridors represent Anoka to those travelers and hopefully would make them want to see what else the community has to offer.

## **PRELIMINARY PLAT ANALYSIS**

City code requires every proposed subdivision to be submitted to the City in the form of a preliminary plat for Planning Commission and City Council approval. If the preliminary plat is approved, the developer must submit a subsequent (or concurrent) final plat application for City Council review and approval.

The preliminary plat encompasses 4.824 acres. The area includes a portion of Greenhaven Road that the City Council approved vacation of at their May 7<sup>th</sup>, 2012 meeting. All of the land is currently owned by the City of Anoka.

The recently approved Greens of Anoka plan was considered during the design of the clinic site and plat. A new roadway was shown in the Greens of Anoka plan along the north edge of the clinic site. The property lines have been drawn in such a way to establish the south boundary of the future road. The future road is not being platted at this time. It is anticipated that if/when a senior housing development is proposed on the site of the existing City of Anoka Park and Recreation building; the road would be platted as part of that development.

### **Lots**

The preliminary plat creates five new lots. The lots are as follows:

Lot 1, Block 1, HealthPartners Addition: This 3.939 acre lot includes the portion of Greenhaven Road (.212 acres) that was recently vacated by the City Council. This lot currently has the ball field on it. This will be the main development site for the clinic and include the building and a portion of the parking area. This lot will be sold to HealthPartners.

Lot 1A, Block 1, HealthPartners Addition: This 0.613 acre lot currently includes the parking lot in front of the former City of Anoka Parks and Recreation building and other green space. This lot will generally include the remainder of the parking area for the clinic. This lot will be sold to HealthPartners.

Outlot A: This 0.098 lot currently includes the tee box for hole #17 on the golf course and will be retained by the City of Anoka. If the future road is constructed and this lot is no longer needed by the City, the purchase agreement with HealthPartners allows for this lot to be added to the clinic site. If the future road is built, the tee box for hole # 17 will be moved per the Greens of Anoka plan.

Outlot B: This 0.017 lot currently includes a portion of the City of Anoka Parks and Recreation building and green space and will be retained by the City of Anoka. If the future road is constructed and this lot is no longer needed by the City, the purchase agreement with HealthPartners allows for this lot to be added to the clinic site.

Outlot C: This 0.002 lot is currently green space and will be retained by the City of Anoka. This is a small, remnant piece of property that is outside of the clinic site and lies where the future roadway would go. This lot would **not** be added to the clinic site in the future.

Ten foot drainage and utility easements are provided around the entire perimeter of the properties.

### **CONDITIONAL USE PERMIT ANALYSIS**

Anoka City Code Chapter 74, Article IV, Division 2, Section 74-114 requires the Planning Commission to consider to what extent the developer's plan minimizes possible adverse effects of the proposed conditional use, what modifications to the plan and what conditions of approval could further minimize the adverse effects of the proposed use.

The following development standards are general requirements for all conditional use permits:

1. The land area and setback requirements of the property containing such a use or activity meet the minimum standards established for the district.

**Finding:** The proposed development meets all applicable zoning regulations for the B-1 Highway Business District. No variances or other waivers are being requested.

2. When abutting a residential use, the property shall be screened and landscaped.

**Finding:** There is an office/apartment building across Greenhaven Road to the east. Generally the apartment is directly across from the parking lot. The area between Greenhaven Road and the parking lot is landscaped, however not screened. The Planning Commission could consider additional plantings to screen the parking lot from the

apartment building. However, this may be difficult to achieve because the area has a lower grade because it is generally used for stormwater retention.

3. Where applicable, all city, county, state and federal laws, regulations and ordinances shall be complied with and all necessary permits secured.

**Finding:** Staff is not aware of any additional city, county, or state licenses that are required for this use. The developer will be required to obtain all necessary building permits from the City and drainage permits from MnDOT.

4. Signs shall not adversely impact adjoining or surrounding residential uses.

**Finding:** All proposed signage would have to meet the B-1 Highway Business district regulations. A small monument sign and building signage is proposed on the east side of the property that would face the apartment building. Staff doesn't believe this signage would cause an adverse impact on the adjacent property. No flashing or blinking signs are proposed and are prohibited by ordinance.

5. Adequate off-street parking and loading shall be provided. Such parking and loading shall be screened and landscaped from abutting residential uses.

**Finding:** The site is designed for 300 regular parking stalls and 8 handicap stalls. Anoka City Code requires one space for every 200 square feet for a medical clinic. A 60,000 sf. medical office/clinic would require 300 stalls therefore the parking requirement is met. Trees are provided along Jacob Lane to provide a visual break of the parking lot. No screening is provided to the apartment building to the east. The area between the parking lot and road is landscaped and acts as a stormwater retention area so it would be difficult to plan additional trees. The Planning Commission could consider additional plantings to screen the parking lot from the apartment building. However, this may be difficult to achieve because the area has a lower grade.

6. The road servicing the use or activity must be of sufficient design to accommodate the proposed use or activity, and such use or activity shall not generate such additional extra traffic as to create a nuisance or hazard to existing traffic or surrounding land use.

**Finding:** The property is served by Greenhaven Road and Jacob Lane. Highway 10 and Main Street are the closest major roadways. According to the Institute of Traffic Engineers trip generation manual, a clinic use generates 31.45 daily vehicle trips per 1,000 square feet of building. Therefore, a 60,000 square foot building would generate 1,887 vehicle trips per day. To compare, Highway 10 has 59,000 and West Main Street has 16,700 vehicles daily therefore the additional traffic created is a small percentage of the total vehicle traffic on major roadways adjacent to the site.

7. All access roads, driveways, parking areas, and outside storage, service, or sales areas shall be surfaced or grassed to control dust and erosion.

**Finding:** The site is paved and landscaped to control dust and erosion.

8. All open and outdoor storage, sales and service areas shall be screened from view from public streets and from abutting residential uses or districts.

**Finding:** No outdoor storage or sales is proposed for this development. The trash and services areas are located on the west side of the building. Building elevations show a screened area which sufficiently screens this from public view.

9. All lighting shall be designed to prevent any direct source of light being visible from adjacent residential areas or from the public streets.

**Finding:** Lighting will be provided for the parking lot for security purposes. The applicant has stated that site lighting will be building and pole mounted. LED's will be the preferred lighting source of the site lighting. Site poles shall be round or square straight aluminum poles with a preferred pole height of 25'-0" mounted on a three foot base. Site lighting mounted closer to the building will utilize shorter more decorative poles and fixtures. A standard condition of approval will require that all lighting must be directed away from adjacent properties, and designed so that the bulb is not visible from adjacent properties.

10. The use or activity shall be properly drained to control surface water runoff.

**Finding:** Drainage and stormwater runoff was reviewed as part of the site plan approval. Stormwater will be treated on-site and also in a retention pond located off-site near the 18<sup>th</sup> hole on Green Haven Golf Course. These plans have been reviewed by City engineering staff and will be by the LRRWMO on June 21<sup>st</sup>. A letter is included in the packet from Bob Obermeyer of Barr Engineering who is the consulting engineer for the LRRWMO. The letter states that he is recommending approval of the stormwater plan to the LRRWMO. Staff is recommending a conditional of approval to require a LRRWMO permit be obtained prior to any site grading and/or issuance of the building permit.

11. The architectural appearance and functional plan of the building and site shall not be so dissimilar to the existing buildings or area as to cause impairment in property values or constitute a blighting influence.

**Finding:** Color elevations of the building are included. The building is two-stories with higher elements near the corners and entry-way of the building. The entire building generally consists of brick, stone, glass and metal. The height of the building is within the 40' maximum permitted in the district. Other two-story buildings exist on the east side of Greenhaven Road. The building has been designed to be a showpiece from Highway 10 for HealthPartners. Therefore the building design, materials and landscaping are of high quality. Based on this staff believes the appearance and

functional plan of the building and site is not be so dissimilar to the existing buildings or area as to cause impairment in property values or constitute a blighting influence.

12. The proposed water, sewer and other utilities shall be capable of accommodating the proposed use.

**Finding:** The site plan has been reviewed by the city's fire, engineering and electric departments. There are sufficient utilities available to service the proposed use.

## **SITE PLAN ANALYSIS**

The developer is proposing to construct a two-story, 60,000 square foot medical office/clinic with 308 parking stalls. All standards set forth in the B-1 Highway Business District are applied for this development. Anoka City Code, Chapter 74, Article II, Section 74-38 requires before building permits are issued for the development or alteration of multiple family, commercial, industrial, or non-residential structures, a site plan shall be reviewed by the Planning Commission and approved by the City Council.

### **Architecture**

Color elevations of the building are included. The building is two-stories with higher elements near the corners and entry-way of the building. The entire building generally consists of brick, stone, glass and metal. The north elevation is what is viewed from a majority of the parking lot. This elevation shows the main entry into the facility. A majority of this elevation is glass and brick with accents throughout. The east elevation is the primary elevation viewed from Greenhaven Road and westbound Highway 10 traffic. The southeast corner of the building will be most prominent from Highway 10 and includes a stone, glass and metal accents along with the building signage. The project architects have designed this corner to be the most prominent because of the building orientation and view from Highway 10. The south elevation will be viewed from Jacob Lane. This elevation includes the other side of the prominent corner of the building along with a long wall with windows. Staff initially had concerns with the length of the wall and its lack of design elements to break up the length. However after discussing this concern with project architects, landscaping and design elements that aren't as easily visible in one-dimension color elevations have been incorporated. The west elevation is generally the service side of the building however includes the side of the main entry. The service area doors are designed with decorative metal to mitigate visual impacts.

### **Zoning Requirements**

The following are the zoning requirements outlined in the B-1 Highway Business District section of the City Code. For the purpose of this development, front yards are considered areas that abut Jacob Lane and Greenhaven Road, and all other property lines are considered side yards.

	<b>Required</b>	<b>Proposed</b>
Front Yard Setback (Building)	20 feet Minimum	25'+ along Greenhaven Road 20' along Jacob Lane
Side Yard Setback (Building)	20 feet Minimum	200'+ to all side yards
Front Yard Setback (Parking)	10 feet Minimum	10' + along Greenhaven Road 10' along Jacob Lane
Side Yard Setback (Parking)	10 feet Minimum	10' along each side yard

Source: Chapter 74, Article V, Division 3, Section 74-236 of Anoka City Code

The following table shows the percentage of hard surface coverage and open space provided on the site. The zoning code for the B-1 district only requires that no more than 50% of the site be covered by buildings.

	<b>Square Feet</b>	<b>Percentage of Coverage</b>
Impervious Surface Area (parking, sidewalks, etc.)	121,750 sf.	61.4%
Building Footprint	30,274 sf.	15.3%
Open Space	46,279 sf.	23.3%
Lot Area	198,303 sf.	

### **Access/Circulation/Traffic**

The site has two proposed accesses, one from Greenhaven Road and one from Jacob Lane. The access from Greenhaven Road will likely be the primary entrance to the site. The plans show a redesign of Greenhaven Road. The City of Anoka Public Services Department with direction from the City Council has begun the process of redesign concepts for the area of Greenhaven Road from the Highway 10 Bridge into the Green Haven Golf Course. The project would include landscaped medians, removal of existing on-street parking, new sidewalk, curb, turn-lanes and road surface. Many of the aesthetic elements seen on West Main Street will be incorporated into this road. This project is separate from the HealthPartners project, however the road design takes into account the traffic needs and access location for the clinic site. Additionally, the construction of the road improvements will be begin in April, 2013 and be substantially complete prior to the opening of the clinic to ensure no disruption in business. Minor aesthetic improvements may occur later in the summer however a majority of the project will be completed.

According to the Institute of Traffic Engineers trip generation manual, a clinic use generates 31.45 daily vehicle trips per 1,000 square feet of building. Therefore, a 60,000 square foot building would generate 1,887 vehicle trips per day. To compare, Highway 10 has 59,000 and

West Main Street has 16,700 vehicles daily therefore the additional traffic created is a small percentage of the total vehicle traffic on major roadways adjacent to the site.

Site circulation is accomplished through several two-way drive aisles throughout the site. There is a one-way drop off area in front of the main entrance.

### **Parking**

The site is designed for 300 regular parking stalls and 8 handicap stalls. The following is what is required by Anoka City Code for a 60,000 sf. medical office/clinic.

	<b>Required</b>	<b>Proposed</b>
Regular Stalls	300 (One space/200 sf. of building)	300
Handicap Stalls	8	8

Source: Chapter 74, Article IX, Division 2, Section 74-522 of Anoka City Code

### **Grading, Drainage and Utility Plans**

These plans have been reviewed by the city's engineering, fire, and electric departments. Initial review comments were made by all of these departments and plans were amended to meet the original concerns.

Stormwater plans will be reviewed by the Lower Rum River Watershed Management Organization (LRRWMO) at their June 21<sup>st</sup> meeting. Staff will require a condition of approval that the LRRWMO permit must be obtained prior to the any site grading and/or issuance of the building permit. A letter is included from Bob Obermeyer of Barr Engineering who is the consulting engineering for the LRRWMO. His letter to the board recommends approval of the watershed permit with several conditions.

The developer is proposing a somewhat unique way to treat stormwater. The developer either had the option of underground stormwater treatment or finding an alternative off-site area to construct a pond. The development site has five different low areas that will collect stormwater and allow for it to infiltrate. Four of these areas are located on the east side of the site and one near the northwest corner. However, stormwater treatment standards require a larger area to handle the remaining stormwater runoff. This is accomplished through a new stormwater pond near the 18<sup>th</sup> hole on Greenhaven Golf Course. This proposal has been agreed upon in the purchase and developers agreement between the City of Anoka and HealthPartners.

Civil plans show a pipe extending from the northeast corner of the site over city property to the new stormwater pond near the 18<sup>th</sup> green. This pond is approximately 11,000 sf. and is designed to handle the additional runoff from the HealthPartners site. Because of the depth of the groundwater the pond should remain wet expect for extenuating circumstances. The pond will have a clay liner to assist in keeping it wet. The pond has the capability to be expanded to handle additional stormwater if the City should ever construct the new road north of the HealthPartners site and/or development occurs on the City of Anoka Parks and Recreation

building site. Small mounds are shown on the north side of the 18<sup>th</sup> fairway which are created from soil that is removed for the pond. Golf Course Manager, Larry Norland has been involved in the design process and is satisfied with the proposed changes.

HealthPartners will be provided an easement for the pipe and stormwater pond and are also compensating the City of Anoka for the land the pond would occupy. It is anticipated that the pond would be constructed after October 1<sup>st</sup>, 2012 to reduce impact to the golf course.

The fire chief reviewed the plans and is satisfied with the amount of fire protection available on the site and within the building. There is one hydrant located near the southwest corner of the building that provides fire protection. The building will be sprinkled for further fire protection. He also stated that the driveways, parking areas, etc. provide sufficient access to the building for fire protection.

A sanitary sewer line currently runs across the southeast corner of the property. This line will be moved so it is outside of the property or within the 10' drainage and utility easement. A water line currently runs across the northwest corner of the property. Because of the grade of the parking lot, this line will either have to be lowered or insulated to protect it. Details related to this work are outlined in the developers agreement.

### **Landscaping/Screening**

A landscape plan has been submitted. The plan is very extensive and provides for a variety of deciduous trees, shrubs, and perennials throughout the entire site. The site has 15 larger deciduous trees planted around the perimeter to provide a visual relief of the parking lot. There are 10 trees planted in the islands throughout the parking lot. Staff requested additional tree planting along Jacob Lane in front the building to break up the long length of the building wall. The plan was amended to show four new trees in this area. Special attention has been placed in the areas near the main building entrance and also the southeast corner of the building. These areas are heavily landscaped with shrubs and perennials. A stone wall is also located near the southeast corner of the building. HealthPartners recognizes the importance of appearance for the facility and has addressed this with improvements in these two areas.

Anoka City Code requires a tree preservation/replacement plan to be submitted. City Code states that any significant tree removed or damaged through construction or grading must be replaced on-site at a ratio of 1:1. The developer will be removing 10 significant trees and the planting plan provides for replacement at a ratio of greater than 1:1.

### **Signs**

Building elevations show signage on the southeast corner of the building, mainly visible from Highway 10. A smaller monument sign is also shown on the site plan near the Greenhaven Road entrance. All signage will have to be meet requirements of the B-1 Highway Business District and staff believes the signage that is shown on the plans will meet said requirements. Smaller directional signage within the site is permitted.

### **Waste Enclosures/Outside Storage**

No outside storage is proposed for the site. All trash, recycling, etc. will be stored within an enclosed area on the west side of the building. Building elevations show this area being sufficiently screened.

The site offers three snow storage areas throughout to accommodate snow removal from the parking lot. The design and location of these snow storage areas are sufficient to staff.

### **Other Agency Reviews**

Because the property is adjacent to MnDOT right-of-way, plans were sent for their review. MnDOT reviewed the proposal and their comment letter is included. MnDOT is requiring a drainage and right-of-way permit to be obtained. This is typical of any development located adjacent to MnDOT right-of-way. The letter mentions a sidewalk that is proposed, however this is part of the Greenhaven Road project and separate from the proposed development. When the city undertakes construction of Greenhaven Road, all necessary coordination with MnDOT will occur.

### **RECOMMENDATION**

Staff recommends approval of the 2030 Comprehensive Plan Amendment, rezoning, preliminary plat, conditional use permit and site plan with the following conditions:

1. The developer shall enter into a development agreement with the City of Anoka.
2. A final plat must be submitted to the City of Anoka Planning Department and approved by the City Council within 12 months of preliminary plat approval.
3. The developer shall comply with the LRRWMO approval and permit for the drainage, grading and erosion control. The LRRWMO permit must be obtained prior to any site grading and/or issuance of the building permit.
4. The completed site must be consistent with the approved site plan and its conditions.
5. The developer must submit and obtain all necessary drainage documents, etc. required by MnDOT in their letter dated May 24, 2012.
6. The developer must submit an ALTA survey of the property to the City of Anoka Engineering Department upon completion of the project.
7. All lighting must be directed away from adjacent properties, and designed so that the bulb is not visible from adjacent properties.

8. The developer shall provide a performance bond or other security, in form approved by the city attorney, to guarantee completion of any of the site plan improvements other than construction of the primary structure. Such security shall be provided prior to issuance of the building permit and shall be in an amount 1.25 times the approved estimated cost of labor and materials for the exterior site plan improvements. Failure to complete the site plan improvements within the time permitted by council shall entitle the city to the security which may be applied toward completion of the improvements, including all costs incurred by the city associated with performing or causing such work to be performed.

Erik J. Thorvig  
City Planner/Economic Development Coordinator

**North of County Road 116  
Areas**

**Andover**

**Anoka Nature Preserve  
200+ Acres**

**Area Discussed at  
May 1st Public Hearing  
47.68 Acres**

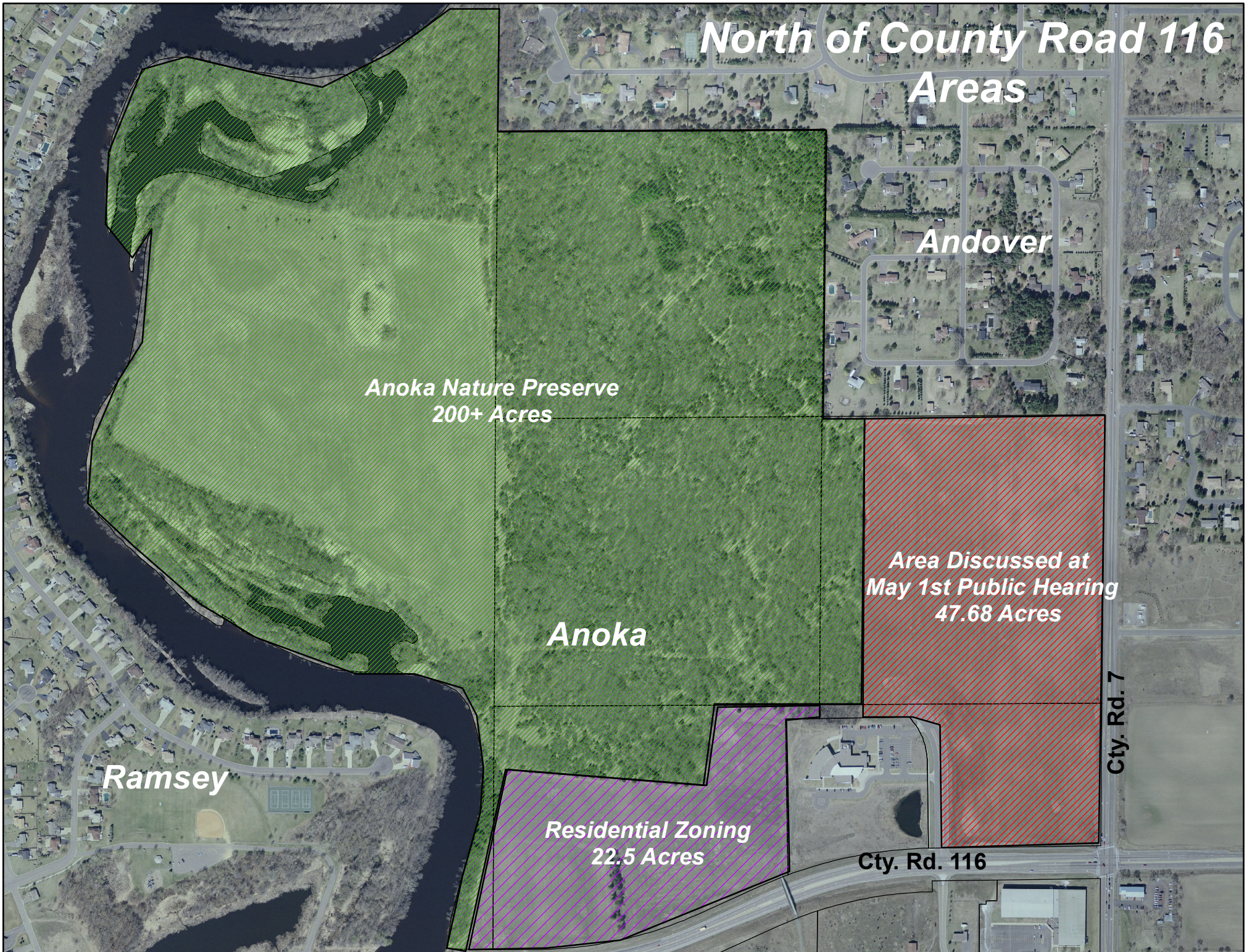
**Anoka**

**Ramsey**

**Residential Zoning  
22.5 Acres**

**Cty. Rd. 116**

**Cty. Rd. 7**



# STAFF REPORT



A-2012-5  
Zoning Text Amendment  
Official Zoning Map Amendment  
Comprehensive Plan Land Use Map Amendment  
Land Generally east of Anoka County Library and north of County  
Road 116  
City of Anoka  
May 1, 2012

## **BACKGROUND INFORMATION**

The City of Anoka is proposing a zoning ordinance text amendment to establish Chapter 74, Article V, Division 3, Section 74-240, B-5 Regional Business District. The City of Anoka is also proposing a 2030 Comprehensive Plan Land Use Map amendment and official zoning map amendment to approximately 47.68 acres located generally east of the Anoka County Library, north of Country Road 116 and west of 7<sup>th</sup> Avenue. The land use map amendment would change the land use on the 2030 Comprehensive Plan Land Use Map from Planning Area to SC-Shopping Commercial. Planning Area was a designation the Metropolitan Council allowed the city to use for this area because when the comprehensive plan was approved in 2008, discussions of future land use in this area had not been completed. The City Council did not want to designate the area public because of the anticipation it would change. The rezoning would change the entire 47.68 acres from R-F Rural Farm to B-5 Regional Business District.

It has been a general goal of the Anoka City Council to continue to seek ways to increase city revenues by adding tax exempt property to the tax rolls and reduce the burden on all Anoka tax payers. In pursuit of this goal, all non-tax generating properties were identified; included city owned properties. One such property that has been discussed is the area identified in this application.

The city currently owns approximately 275 acres of land bounded by the Rum River, County Road 116 and 7<sup>th</sup> Avenue. In 2006 approximately 200+ acres of land was put into a conservation easement and is now called the Anoka Nature Preserve. In 2011 the City Council rezoned 22.5 acres just west of the library for residential land use. The remaining 47.68 acres east of the Anoka County Library is what is being considered as part of this application.

No development is proposed at this time. Rezoning, land use change and establishing a zoning ordinance for the property would prepare for it to be sold for development. If and when a development is proposed, there will be a public hearing before the Planning Commission and final determination by the City Council. Details relating to a subdivision, site design, stormwater management, etc. would be reviewed during this process. All property owners within 350' of the property would receive notice of the public hearing.

**Included for your review:** Area map showing area for 2012-5 application, 22.5 acres of residentially zoned property and Anoka Nature Preserve; Survey and legal description of the areas; Potential Access road map, letter sent to property owners within the 350' notification area, City of Andover Future Land Use Map.

### **ZONING TEXT AMENDMENT**

The City of Anoka is proposing a zoning ordinance text amendment to establish Chapter 74, Article V, Division 3, Section 74-240, B-5 Regional Business District. This is a new business district created specifically for this area. The purpose of the district is to provide an area intended to promote commercial development, including retail, office, entertainment, service and other complimentary uses serving a trade area beyond the City boundaries. Development should be designed in an integrated and unified manner according to an overall plan emphasizing minimal impacts to adjacent land use, encouraging pedestrian activity, and have attractive and high quality buildings, decorative lighting, landscaping, signage, sidewalks and trails.

The following is a summary of the proposed ordinance.

Definitions – There are three definitions special to this district that relate to restaurant uses. The reason is because each of these uses are permitted differently in the district.

District Boundaries – It is anticipated a road will cut the property in half once developed. The north and south half are indentified in the ordinance separately and different uses are permitted in each part.

Uses – The ordinance outlines permitted, conditional, interim and prohibited uses in the north and south parts of the district. Generally the uses are retail, service, and office related. Larger retail buildings are permitted in the south part because it is a greater distance from residential land uses. Notable prohibited uses include gas stations, auto sales, other auto oriented uses, and free-standing fast food restaurants.

Height and Setback Regulations – Special consideration was taken into account for setbacks to the north city limits and Anoka Nature Preserve. For these two areas, a minimum building setback of 100 feet and minimum parking setback of 50 feet is required.

Any building must be setback a minimum of 25' to County Road 116 and 7<sup>th</sup> Avenue. Parking is not permitted in front of the building along those roads.

For development on the interior, a minimum building setback of 10' shall be provided to the right of way and adjacent property. This encourages compact development and buildings closer to interior roadways. Buildings are limited to 40' in height, however greater heights may be permitted if a conditional use permit is granted.

Exterior Site Requirements – Outdoor storage is not permitted and screening shall be required for service areas, trash and mechanical equipment. Exterior lighting standards are the same

standards that the city has established in the Main Street Mixed Use and Transit Oriented Development districts. Light emitted must meet a .1 foot candle power at residential property lines and .5 foot candle power at commercial property lines.

Landscaping is required for any areas that are not covered by impervious surface. A landscape plan must be submitted as part of any site plan review. Additionally landscaping/screening is required for parking areas to mitigate visual impacts to residential properties to the north and east. Parking areas shall be screened by either vegetation, berm, or building.

Parking Requirements – Parking requirements will be based on existing ordinance standards. Generally retail uses require 1 stall/200 sf. of building; offices require 1 stall/250 sf. of building; and restaurants require 1 stall/40 sf. of dining area.

Architectural Standards – Building material standards are similar to what is required for the Main Street Mixed Use District. The primary material for each facade shall be brick, stone, rock faced concrete block or similar material. Up to 25% can be of an approved secondary material.

Signs – Each business will be allowed wall signage based on building frontage, however if a building has a large frontage, no sign can exceed 200 sf. Monument signs will be permitted for each business on their property and such signs cannot exceed 10' in height and are limited to 40 square feet. Pylon signs are not allowed. One entrance monument sign for the development will be permitted at each of the primary entrances from 7<sup>th</sup> Avenue and County Road 116.

## **ZONING MAP AMENDMENT**

The property is currently zoned R-F Rural Farm. The rezoning would change the zoning to B-5 Regional Business. The Planning Commission and City Council must consider the following criteria when considering a change to the zoning classification of a property:

1. *Whether the proposed amendment corrects an error or addresses a changing condition, trend or fact.*

**Staff Findings:** This land has always been vacant. Since the 1970s this land has been a topic for several different development options however none were ever acted on. In 2006, 200+ acres abutting the subject area were put in a conservation easement and is now known as the Anoka Nature Preserve. After this action the City Council has directed the Planning Commission to look at future land use for the remaining 22.5 and 47 acres east and west of the library. In 2011, the City Council rezoned the 22.5 acres west of the library for residential use. The existing R-F zoning was sufficient for the past and current uses. However, because the City Council wishes to market this land for development that will maximize economic growth in the community, the proposed B-5 zoning is more appropriate.

2. *Whether the proposed amendment will protect the health, safety and welfare of the public.*

**Staff Findings:** The purpose of the district is to provide an area intended to promote commercial development, including retail, office, entertainment, service and other complimentary uses serving a trade area beyond the City boundaries. Development will be designed in an integrated and unified manner according to an overall plan emphasizing minimal impacts to adjacent land use, encouraging pedestrian activity, and have attractive and high quality buildings, decorative lighting, landscaping, signage, sidewalks and trails. Though there likely will be opposition to any development on the property because it has been vacant, the regulations and purpose of the B-5 district attempt to mitigate issues that could impact the health, safety and welfare of the public.

3. *Whether the City and other service providers will be able to provide sufficient public safety, transportation and utility facilities and services to the subject property, while maintaining sufficient levels of service to existing development.*

**Staff Findings:** The property is located adjacent to County Road 116 and 7<sup>th</sup> Avenue, both county roads. The site currently has access from 6<sup>th</sup> Avenue, a city street. Anoka County will be completing a project this summer which will add two northbound turn lanes, two westbound turn lanes, one southbound turn lane, and one eastbound turn lane at the intersection. New lights and other improvements are also planned.

Future access for this site and the 22.5 acres west of the library has been reviewed as part of the County Road 116/7<sup>th</sup> Avenue road project. Last summer, the City of Anoka and Andover commissioned a traffic study to analyze potential new intersections based on future land uses in the northwest, northeast and southeast quadrants of the intersection. The City of Anoka and Andover was asked to provide the future land uses. Anoka provided information accurate with what is being proposed in the ordinance.

The study specifically looked at potential new intersections at 7<sup>th</sup> Avenue and 43<sup>rd</sup> Avenue and at County Road 116 and 40<sup>th</sup> Lane extension (see included map).

7<sup>th</sup> Avenue and 43<sup>rd</sup> Avenue. The analysis shows that a full access at 43rd Avenue and 7th Avenue is important to maintain an acceptable level of service at the 7th Avenue and County Road 116 intersection. Without the full access at 7th Avenue and 43<sup>rd</sup> Avenue, the intersection of 7th Avenue and County Road 116 is forecast to fail and create queues and back-ups that affect the adjacent intersections. It also results in a significant increase in the overall corridor travel times. It is expected that the intersection of 43rd Avenue and 7th Avenue will meet signal warrants with the future development in the northwest quadrant.

This intersection is outside of the scope of the road project this summer. If/when development occurs either east or west of 7<sup>th</sup> Avenue; the developer will be responsible

for construction of necessary turn lanes and intersection improvements to serve the development.

County Road 116 and 40<sup>th</sup> Lane. The study showed that if development were to occur north of County Road 116, the intersection would meet warrants for a signal. Anoka County will be upgrading the intersection at County Road 116 and 7<sup>th</sup> Avenue in 2012. A new intersection from County Road 116 to serve any development north would not be part of the road project this summer and would not occur until development occurs. This additional access should alleviate traffic on 6<sup>th</sup> Avenue that may be created as a result of development.

Based on the proposed improvements to the transportation system in the area, staff believes sufficient transportation service will be maintained.

The property will be serviced by city utilities. Currently there is an 8 inch water line that provides service to the Anoka County Library and is located under 6<sup>th</sup> Avenue (dead end road adjacent to the library). Sanitary sewer is also available under 6<sup>th</sup> Avenue. These utilities were sized in anticipation of residential development for all 275+ acres north of County Road 116. If the utilities need to be enlarged for commercial development, this would be done at the cost of the developer at the time of construction.

4. *Whether the proposed rezoning will have significant adverse impacts on the natural environment, including air, water, noise, storm water management and vegetation.*

**Staff Findings:** The property is adjacent to park property. The proposed ordinance takes into consideration adjacent uses and requires a greater setback than what typically would be required in a commercial district. For example, in the B-1 district, buildings only have to meet a 20' setback to adjacent property. In the B-5 district buildings must meet a 100' setback to the Anoka Nature Preserve. These increased setbacks are meant to minimize impact on the natural environment in the Anoka Nature Preserve.

If/when the property is developed, the storm water management planned will be reviewed by the Lower Rum River Watershed Management Organization (LRRWMO). Because the site is currently entirely permeable, all stormwater that is generated from development will have to be contained onsite. This likely would be accomplished through onsite ponding that will be an amenity to any development. Due to the stormwater treatment requirements of the LRRWMO, staff believes there will not be an adverse impact on the Rum River.

The site does not contain any significant trees. The city leases the property to a farming operation in the summer, however this use is considered a temporary use of the land until it can be developed. Because of the lack of trees on the site, there should be no impact to vegetation.

5. *Whether the proposed amendment will have significant adverse impacts on other property in the vicinity of the subject tract.*

**Staff Finding:** The general public and adjacent property owners/users have enjoyed open space in this area. Whenever a zoning change occurs to land that has been vacant, adjacent to publicly used land and development may occur, there will be change. However, the Planning Commission should consider whether that change is an adverse impact.

The property is adjacent to existing residential uses in the City of Andover to the north and east and Anoka Nature Preserve to the west. As stated in review criteria #4, the proposed ordinance takes into consideration adjacent uses and requires a greater setback than what typically would be required in a commercial district. In the B-5 district buildings must meet a 100' setback to residential property to the north and the Anoka Nature Preserve. Lighting shall not exceed .1 foot candle at residential property lines or .5 foot candle on non-residential property lines. This is a typical requirement that already exists in the Main Street Mixed Use and Transit Oriented Development districts. Screening will be required for parking areas and any outside storage to minimize impacts.

Though vacant now, Andover has identified the land at the northeast corner of County Road 116 and 7<sup>th</sup> Avenue for neighborhood commercial and high density residential uses. The proposed B-5 zoning should complement those future uses.

If development is proposed, the Planning Commission and City Council will have a specific opportunity to address potential adverse impacts on adjacent property and require certain conditions upon a development approval.

Based on this finding, staff believes that though there could be a change from what exists today, ordinance regulations and review procedures have been put in place to mitigate adverse impacts on adjacent property.

6. *The suitability of the subject property for the existing zoning classification and proposed zoning classification.*

**Staff Findings:** The property is currently zoned R-F, Rural Farm and has been since the property was annexed. R-F zoning exists in four places throughout the city. In this area, east of 11<sup>th</sup> Avenue, King's Island, and the Anoka County Fairgrounds parking lot. R-F generally permits single family uses at a very low density (minimum lot size of 2.5 acres), agricultural, and public uses. In general, this zoning district likely should be removed from the zoning code and these areas zoned more accordingly. However, the existing use does fall within the permitted uses in the district.

The property is located on the corner of County Road 116 and 7<sup>th</sup> Avenue. Traffic counts for the intersection according to the 2008 MnDOT data, show approximately 31,700 daily vehicle trips. This traffic volume is similar to County Road 116 and Highway 47

(35,400), and 7<sup>th</sup> Avenue and Main Street (35,200) which are county intersections with commercial land uses. This would argue that the proposed uses are consistent with similar intersections in the city. Additionally, the City of Andover has identified commercial uses on the northeast and southeast corners of the intersection.

7. *The need for the proposed use at the proposed location.*

**Staff Finding:** The proposed zoning district will permit uses that will serve the local residents and the 31,700 daily traffic trips that occur. Residential zoning has been approved for the 22.5 acres west of the library. The proposed zoning will offer a variety of land uses in this area. The proposed zoning is generally consistent with what Andover has shown for the future on the northeast quadrant of the intersection.

**2030 COMPREHENSIVE PLAN LAND USE MAP AMENDMENT**

The 47.68 acre piece of land is categorized as a Planning Area on the 2030 Comprehensive Plan Land Use map. The area is described in the comprehensive plan as follows: *“In the early 1970’s the City of Anoka acquired approximately 267 acres of land at the northern tip of the City just north of Bunker Lake Boulevard and west of Seventh Avenue. The land has remained publicly owned and undeveloped since. In 2007, a conservation easement was placed on approximately 198 acres of the land preventing development perpetually. Two areas of land remain for possible development. The first area is 47.68 acres and located directly along Seventh Avenue and Bunker Lake Boulevard. The second area is 22.5 acres and located just north of Bunker Lake Boulevard and east of the Rum River. This property was area of focus during the 2030 Comprehensive Plan public process. Suggested uses for this land varied. The land is identified as a Planning Area on the 2030 General Land Use map because it is unknown at this time how the City will proceed. When determining future uses for this property, the City will take into consideration park, housing, and economic development needs for the City.”* The proposed B-5 Regional Business District zoning requires a land use map amendment from Planning Area to SC-Shopping Commercial as State Statutes require a City’s comprehensive plan to be consistent with the zoning ordinance.

**Surrounding Land Uses**

	<b>EXISTING USES</b>	<b>ZONING DISTRICT DESIGNATION</b>	<b>CURRENT LAND USE DESIGNATION</b>
<b>NORTH</b>	Single Family Residential (Andover)	R-2 Single Family Estate	Rural Residential
<b>WEST</b>	Anoka County Library	R-F Rural Farm	Institutional
<b>SOUTH</b>	Anoka Ice Arena	R-F Rural Farm	Park and Recreation
<b>EAST</b>	Single Family Residential, Vacant, Utility (Andover)	R-4 Single Family Urban R-1 Single Family Rural NB – Neighborhood Business	Transitional Residential NC – Neighborhood Commercial

## **Comprehensive Plan Goals and Policies**

The goals and policies summarized from various chapters of the Anoka Comprehensive Plan may help frame the discussion and issues when considering the land use designation change.

### ***Land Use Plan***

The Comprehensive Plan lays out general criteria to consider when designating land use. When creating zoning ordinances, this criterion is considered as a base, and the zoning ordinance typically regulates density, uses, etc. further.

The SC - Shopping Commercial category is designed to accommodate neighborhood shopping areas. These areas are characterized by ease of access, shared parking areas, uniform building character, single or unified ownership, and separation of the automobile from the pedestrian.

In this category, retail stores and parking are clustered for the following reasons:

- Less land is required to provide an appropriate level of service.
- Relationships to abutting land are much improved due to less peripheral length and combining of similar activities (loading, storage, etc.).
- Most goods required are available without driving between stores or shopping areas.
- Shopping can be the focal point of major residential areas with other neighborhood service and public facilities supporting the center.

Neighborhood shopping centers provide convenient day-to-day shopping within easy walking distance or within a five-minute drive of all residents within its primary trade area.

### **Type of Development**

- The following uses are appropriate in the SC – Shopping Commercial category:
- Neighborhood shopping center
- Planned unified shopping
- Big-box retail -- one or more large supermarkets or franchise stores.
- Other tenants, including hardware stores, minor appliance stores, cleaning and repair services, barber and beauty shops, card and gift shops, bakeries, coffee shops, clothing shops, florists, small variety shops, and specialty shops.
- Complimentary uses include local business and professional offices.
- Typical adjacent uses are service stations and drive-in facilities.

### **Location Criteria**

SC - Shopping Commercial uses should be:

- Located near intersections of thoroughfares and/or collectors roadways.
- Centrally located at a common point on the periphery of three or more neighborhoods.
- Adjacent to high-density residential areas.

The land use section of the comprehensive plan also outlines several goals to consider when reviewing land use.

1. Encourage a land use balance within the City to promote the efficient provision of City services, the generation of revenues to cover the cost of those services, and a mix of employment and housing opportunities. Land use balance refers to an appropriate mix of various land uses that are interdependent and mutually supportive.
  - Ensure that public properties are maintained in a timely manner.
  - Improve and upgrade older public utility and infrastructure facilities through a program of scheduled improvements.
  - Continue to expand and continue to diversify the economic base.
  - Encourage the provision of life cycle housing.
2. Assure that the City's land development regulations provide for efficiency, compatibility, compliance, variety, flexibility, and innovations.
  - Grant zoning changes only when it can be demonstrated that rezoning will result in a community or neighborhood benefit that outweighs any potential adverse impact upon surrounding properties. Conformance with policies of the Community Plan and other adopted City plans may be used to demonstrate community or neighborhood benefit.
  - Incorporate performance standards, where appropriate, into land development regulations and criteria.
  - Periodically review City ordinances and development regulations and amend, if necessary.
3. Development a master plan for the City owned land north of Bunker Lake Boulevard and west of Seventh Avenue.
  - Complete market studies to determine appropriate uses.
  - Consider economic development, housing needs, and other land use needs in the city when developing the plans and determining future land use of these areas.
  - Consider uses that compliment the conservation area.
  - Consider access and traffic impacts.
  - Consider design standards to encourage quality buildings.
4. Evaluate future use of City owned lands.
  - Periodically update the City Council on City owned land that is underutilized and could be used for future economic development where appropriate.
  - Consider the citywide benefit of selling/developing City owned land.

### ***Economic Development***

There are several goals and implementation steps in the economic development section that relate to the development of vacant, city owned land to increase tax base and also investment specifically in this property.

Goals:

*Expand the Retail Sector:* To build the retail sector by attracting specific and targeted retail businesses.

- Attract specific desired retailers including a grocery store and fine dining restaurant.
- Attract retailers that fill gaps in the local mix.
- Attract businesses that offer certain quality of life experiences.
- Maximize occupancy of retail space.
- Increase the number of retail businesses and retail employment.

*Diversify and Expand the Tax Base:* To strengthen the tax base through balanced land use and business diversification.

- Promote development of vacant land with uses that achieve city goals and complement existing uses.

Implementation:

Capitalize upon investment/development opportunities at the following intersections with priority given to those identified in **bold**.

- **Main/Ferry**
- Main/2nd Avenue
- Main/7th Avenue
- 7th Avenue/East River Rd
- 7th Avenue/38th Avenue
- **US 10/Thurston**
- **US 10/Main Street**
- **County Road 116/7th Avenue**
- County Road 116/Hwy 47
- County Road 116/Round Lake Blvd
- **County Road 116/Thurston Avenue**
- Ferry/Pleasant
- US 10/Ferry Street
- US 10/7th Avenue

Invest in sites and neighborhoods ready for growth based upon market conditions.

- Promote development and investment in the following neighborhoods with priority given to those identified in **bold**.

- Anoka Enterprise Park
- Central Business District-intersection of Main Street and Rum River
- **Commuter Rail Village-intersection of rail line and Rum River**
- Federal/Hoffman
- Franklin School
- Highland Park
- **Historic Rum River District project**
- **West Main Shopping Center**
- City Hall re-use
- Third Avenue, Van Buren to Harrison
- County leased lot redevelopment
- Jackson Street
- **Land North of County Road 116.**
- Schwartzmans/Fairgrounds
- Thurston/Bunker

### ***Transportation***

As mentioned in the zoning review the property is located adjacent to County Road 116 and 7<sup>th</sup> Avenue, both county roads. The site currently has access from 6<sup>th</sup> Avenue, a city street. Anoka County will be completing a project this summer which will add two northbound turn lanes, two westbound turn lanes, one southbound turn lane, and one eastbound turn lane at the intersection. New lights and other improvements are also planned.

Future access for this site and the 22.5 acres west of the library has been reviewed as part of the County Road 116/7<sup>th</sup> Avenue road project. Last summer, the City of Anoka and Andover commissioned a traffic study to analyze potential new intersections based on future land uses in the northwest, northeast and southeast quadrants of the intersection. The City of Anoka and Andover was asked to provide the future land uses. Anoka provided information accurate with what is being proposed in the ordinance.

The study specifically looked at potential new intersections at 7<sup>th</sup> Avenue and 43<sup>rd</sup> Avenue and at County Road 116 and 40<sup>th</sup> Lane extension (see included map).

7<sup>th</sup> Avenue and 43<sup>rd</sup> Avenue. The analysis shows that a full access at 43rd Avenue and 7th Avenue is important to maintain an acceptable level of service at the 7th Avenue and County Road 116 intersection. Without the full access at 7th Avenue and 43<sup>rd</sup> Avenue, the intersection of 7th Avenue and County Road 116 is forecast to fail and create queues and back-ups that affect the adjacent intersections. It also results in a significant increase in the overall corridor travel times. It is expected that the intersection of 43rd Avenue and 7th Avenue will meet signal warrants with the future development in the northwest quadrant.

This intersection is outside of the scope of the road project this summer. If/when development occurs either east or west of 7<sup>th</sup> Avenue; the developer will be responsible for construction of necessary turn lanes and intersection improvements to serve the development.

County Road 116 and 40<sup>th</sup> Lane. The study showed that if development were to occur north of County Road 116, the intersection would meet warrants for a signal. Anoka County will be upgrading the intersection at County Road 116 and 7<sup>th</sup> Avenue in 2012. A new intersection from County Road 116 to serve any development north would not be part of the road project this summer and would not occur until development occurs. This additional access should alleviate traffic on 6<sup>th</sup> Avenue that may be created as a result of development.

### ***Parks and Recreation***

This property has always been vacant. This property has not been designated or recognized as park area in the Park and Recreation section. The property is adjacent to the Anoka Nature Preserve which is different than a typical city park because of its various protections.

Staff believes that based on the information provided, the proposed zoning and land use classification are consistent with the 2030 Comprehensive Plans criteria for land use, goals and implementation.

**STAFF RECOMMENDATION**

Staff recommends approval of the zoning ordinance, rezoning to B-5 Regional Business District, and 2030 Comprehensive Plan Land Use Map amendment based on the findings that are outlined in the staff report.

**COMMISSION ACTION**

The Planning Commission can recommend approval of the application, denial of the application, or postpone the decision to allow for more information to be obtained.

Because these action items will be considered by the City Council separately, staff asks that individual motions be made for each item in the following order:

2030 Comprehensive Plan Land Use Map Amendment

Zoning Ordinance Establishment

Rezoning from R-F to B-5

Erik J. Thorvig  
City Planner/Economic  
Development Coordinator

# STAFF REPORT



Application A-2012-12  
2030 Comprehensive Plan Text Amendment  
Greens of Anoka Plan  
City of Anoka  
July 10, 2012

## **BACKGROUND**

On January 17, 2012 the Anoka City Council formally adopted the Greens of Anoka plan. This plan was initiated by the Anoka Housing and Redevelopment Authority (HRA) and paid for through a grant from the Metropolitan Council and local contribution by the HRA. The HRA, through the goals of the Anoka City Council desired to explore the opportunity of developing city owned property and potential reinvestment of private property around Greenhaven Golf Course to improve the quality of life for residents and to enhance the golf course.

The study area included Greenhaven Golf Course, Highland Neighborhood (west of the golf course), the Slab town Neighborhood (east of the golf course) and commercial properties along the north side of Highway 10 between Main Street and Fairoak Avenue. Over an 8 month period a plan was created that included a project overview, background, issues and opportunities, market study, redevelopment plans, and implementation steps. The Greens of Anoka plan has been utilized in several ways over the last year specifically as it related to the HealthPartners development and Greens of Anoka Tax Increment Plan.

The 2030 Comprehensive Plan guides the overall growth and development of the city. The Comprehensive Plan is the umbrella document guiding future land use management decisions from redevelopment projects and is often used as a guide when reviewing rezoning, tax increment districts, etc. Therefore it is important for the Greens of Anoka plan to be inserted into the Comprehensive Plan so it is formally recognized in the long term planning of the city and is available to assist in decisions that relate to rezoning, redevelopment, tax increment, and other decisions that may arise within the Greens of Anoka plan area.

Staff is proposing to insert descriptive text of the plan and the short, mid, and long term phases into the 2030 Comprehensive Plan Land Use section under the "Planning Areas – Future Planning Areas". It is not typical to insert an entire project plan into the Comprehensive Plan; however the descriptive text will refer to the full plan.

## **RECOMMENDATION**

Staff recommends approval of the 2030 Comprehensive Plan text amendment implementing the Greens of Anoka plan.

## **COMMISSION ACTION**

The Planning Commission may recommend approval, recommend denial, or postpone the item for further information.

Erik J. Thorvig  
City Planner/Economic Development Coordinator

## **Greens of Anoka Plan**

*The full version of the Greens of Anoka plan is available in the City of Anoka Planning Department. The summary below is meant to summarize the plan, however the full version of the plan should be considered in all decisions that require conformance with or review of the 2030 Comprehensive Plan.*

### **Study Area**

The study area for the Greens of Anoka Redevelopment Master Plan project is roughly 233 acres and contains a mix of residential, commercial, industrial, and institutionally zoned land including Greenhaven Golf Course, Highland Park and the Calvary Cemetery. Trunk Highway 10 creates the southern edge of the study area, and the Burlington Northern & Santé-Fe (BNSF) rail line provides the northern boundary. To the west, Thurston Avenue denotes the edge, while on the east side, State Avenue, on the eastern edge of the golf course, completes the study area boundary. Although the study limits end at State Avenue, the Slab Town neighborhood to the east garnered significant attention as part of this project, particularly for transportation and infrastructure recommendations.

The Highland Park neighborhood contains a mix of single-family and multifamily housing and has a mix of commercial properties fronting along Highway 10. Within the study area, large developed parcels include the ATK site, a commercial, office and industrial warehouse use in the northwest adjacent to Thurston Avenue, as well as two industrial uses are also isolated against the railroad tracks: Bul-Doc Inc., a large crane operation, and Northstar Fencing, a commercial fencing company. Connexus Energy owns and operates a large communication tower just to the north of the Highland Park neighborhood on roughly four acres. Immediately east of the study area is the Slab Town neighborhood, which roughly comprises a six block area of modest, single-family homes and some smaller scale commercial uses near the Ferry Street and Pleasant Street intersection. A large tract of land owned by the Anoka-Hennepin Independent School District sits north of the Slab Town neighborhood along the rail line, and is currently being utilized by the school district for administrative offices.

### **Project Goals**

One of the key goals established by the City Council for the 2011-2012 fiscal year was to explore ways to sell city-owned property and ultimately move more tax-exempt properties onto the tax rolls. The City of Anoka has roughly 2,518 acres of tax-exempt land, approximately 55% of the total land area for the community, making Anoka one of the highest tax-exempt land communities in the Twin Cities metro area. The sale of strategic pieces of land for development around Greenhaven Golf Course could provide an opportunity to create more taxable land. The City Council and Anoka Housing and Redevelopment Authority (HRA) also had specific goals for the project area, including the determination of appropriate future land uses, identifying design standards for redevelopment, recommending improvements to the surrounding neighborhoods, and outlining a strategy for transportation and connectivity improvements in the area. The following are a summary of the key goals for the Greens of Anoka project:

### Land Uses and Design Standards

A significant outcome of the planning effort focuses on determining appropriate land uses and design standards for the Greens of Anoka area. One of the primary goals established by the HRA for this project is to create distinctive, high-quality redevelopment surrounding the Greenhaven Golf Course. Additionally, developing a more integrated residential and commercial development pattern for the area, better connected to the community, was a key goal.

### Highland Park Neighborhood

For some time, the HRA has wanted to improve the Highland Park neighborhood and the quality of the housing stock. Transformation of this neighborhood will play a key role in the success of the broader redevelopment plan. The plan reviews the conditions of existing properties and makes recommendations for improvements in the neighborhood. The identification of programs and potential funding mechanisms available to improving existing properties and recommendations for addressing issues in the neighborhood are goals for this project.

### Greenhaven Golf Course

The community leadership has continually worked to improve Greenhaven. The golf course has looked at various options to reconfigure holes including the restructuring of greens, fairways and/or tee boxes to create developable land with a golf course orientation, while at the same time, maintaining a competitive challenge for the paying patrons. Both improvements to the course and surrounding neighborhood will be explored as a part of this project.

### Connectivity – Highway 10 and potential Parkway connection

The City of Anoka has acquired right-of-way on the western edge of the project area for construction of a future parkway connection from Thurston Avenue to West Main Street at Highway 10. Determination on the potential parkway route, meeting the transportation and recreational needs of the area, in conjunction with an assessment of the surrounding redevelopment potential, and the ability for this roadway improvement to help attract and maintain high-quality redevelopment are key goals for the Greens of Anoka project.

### **Redevelopment Plan**

The following is the preferred redevelopment master plan and phasing strategy based on consolidated feedback from the public, City Council, Planning Commission, HRA, Task Force, and City Staff. The Redevelopment Master Plan provides for 489 new housing units and approximately 102,500 square feet of commercial space. While the Redevelopment Master Plan represents an ultimate redevelopment vision for the Greens of Anoka, the story of the redevelopment vision is articulated within a series of Short-Term, Mid-Term and Long-Term Phasing Plans to illustrate the sequential steps toward incremental transformation of the area. The initial stages of the redevelopment plan focus on in-fill of City-owned land for higher-end housing along the eastern and western edges of the golf course, as well as redevelopment of Castle Field and the Park and Recreation building sites to establish a positive momentum for

change in the area. Redevelopments of other key locations, such as the Connexus Energy tower, occur in the mid-term phase and create the initial leg of important transportation linkages. The later phases of the redevelopment plan complete the transportation connections, improve the golf course with the addition of a driving range facility and capitalize on additional redevelopment areas adjacent to the new Parkway and Greenhaven Golf Course.

**CC Work Session**

2. 2.

**Meeting Date:** 09/04/2012**Submitted For:** Kurt Ulrich**By:** Kurt Ulrich, Administrative Services

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**Title:**

Review City Hall Floor Plan

**Background:**

Recent staffing changes and shifts in duties have created a need to reorganize City Hall staffing locations, in part to accomplish the following:

- To create back-up for front counter assistance at all work division areas
- To improve communication among staff with visual contact and closer proximity
- To improve efficiency in operations
- To free up a larger contiguous space for lease or re-use
- To optimize use of office space

**Observations:**

The most recent budget discussions resulted in a consolidation of the Police and Fire administrative and support staff in the Police Department. With the fire staff moving to the Police Department, and the elimination of a clerical position, space has cleared up in the east side of the lower level. Likewise, there are a number of empty office spaces on the upper level of City Hall.

**Recommendation:**

It is recommended that:

- the Engineering division staff move to the lower level adjacent to Community Development and Building divisions. The existing customer service counters provide the best accessibility to contractors and the general public.
- the Finance Department would move to the west side of the upper level next to Administration.
- the upper level east side would then be a large empty area and could be considered for alternative uses. As a lease space it would have to be leased for a public purpose which could include such things as a congressional office, county or state offices, a veteran's service center, or possibly a suburban court room. If retained for use by the City, the space could be used as a large community meeting room.

Alternative: An alternative would be to leave people at their current work stations until the upper east side is rented. This would provide a guarantee of revenue to support the project, but would not provide a "ready to move-in" space for a potential tenant. The downside is that the above goals of the move would be delayed.

**Funding Source:**

The cost to move, and reassemble office areas and to redo City Hall signage is estimated at \$8500. These funds would come from the Public Improvement Revolving Fund.

**Council Action:**

Based on discussion, staff would move forward with make the proposed changes.

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**Inbox**  
Kurt Ulrich (Originator)  
Kurt Ulrich (Originator)  
Form Started By: Kurt Ulrich

**Reviewed By**  
Kurt Ulrich  
Kurt Ulrich  
Final Approval Date: 08/30/2012

**Date**  
08/30/2012 04:24 PM  
08/30/2012 04:24 PM  
Started On: 08/30/2012 03:26 PM

**CC Work Session**

**4. 1.**

**Meeting Date:** 09/04/2012

**By:** Jo Thieling, Administrative Services

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**Title:**

Review Future Topics/Calendar

**Background:**

Attached is a list of future work session topics.

**Funding Source:**

N/A

**Council Action:**

No formal action necessary - for Council review.

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**Attachments**

Work Sess Calendar

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**Form Review**

Form Started By: Jo Thieling

Started On: 08/29/2012

Final Approval Date: 08/09/2012

**Please Note: This document is a Draft Working Document. Any and/or all items are subject to change. The Schedule listed is Tentative**

**Future Topics – Tentative Calendar  
2012**

<b>Month</b>	<b>Date</b>	<b><u>CC Work Session</u> Topics for Discussion</b>
September		<ul style="list-style-type: none"> <li>• Discuss Funding Source Categories for Significant Trails (MR)</li> <li>• Review Business Retention Program (PB)</li> <li>• Review the Inventory and Rental Rates of Equipment and Facilities (KU)</li> <li>• Update on Process/Progress of Pedestrian Overpass over US 10 (funding/easements, etc.) (MR/Eng)</li> <li>• Volunteer of the Month (MR)</li> <li>• Review of Performance Management Data (KU)</li> <li>• Update on Trail Priority Categories and Rank Major/Significant Trail Gaps and Projects and Review Funding Sources (MR)</li> </ul>
October		<ul style="list-style-type: none"> <li>• Discuss Mission Values and Motto (KU)</li> <li>• Review City-Wide marketing Plan (KU)</li> <li>• Update on Lease Revenue Options and Issues re RALF Properties (KU)</li> <li>• Report on Permits, etc. re Golf Carts and ATV's (JW)</li> <li>• Strategic Plan Update (KU)</li> </ul>
<b>Month</b>	<b>Date</b>	<b><u>HRA</u> Cases for Discussion</b>
August		<ul style="list-style-type: none"> <li>• Discuss Format and Request authorization for Resident Roundtable Discussions re Concerns of Mature Neighborhoods (maintenance/concerns) (TG)</li> <li>• Discuss House Assistance Policy (TG)</li> <li>• Review Center Street Project Schedule</li> </ul>
September		<ul style="list-style-type: none"> <li>• Review COR Dashboard</li> </ul>
October		<ul style="list-style-type: none"> <li>• Review COR Dashboard</li> </ul>
<b>Month</b>	<b>Date</b>	<b><u>FINANCE</u> Cases for Discussion</b>
September		<ul style="list-style-type: none"> <li>• Review Potential Funding Mechanisms for US 10 Median Cuts/Turning Movements (KU)</li> <li>• Review Rates and Fees (DL)</li> <li>• 2013 S &amp; W /Charges (DL)</li> </ul>
<b>Month</b>	<b>Date</b>	<b><u>PERSONNEL</u> Cases for Discussion</b>
September		<ul style="list-style-type: none"> <li>• Discuss Chain of Command Policy (KU)</li> </ul>
<b>Month</b>	<b>Date</b>	<b><u>PUBLIC WORKS</u> Cases for Discussion</b>
August – <i>meeting is canceled due to Business Apprec Day-these cases will be rescheduled.</i>		<ul style="list-style-type: none"> <li>• Review Project Management issues (e.g. 151<sup>st</sup> &amp; 167<sup>th</sup> Projects)</li> <li>• Review Different Forms of Correspondence to Residents from Project Development through Project Completion (Public Improvements) (Eng)</li> <li>• Discuss/Update Highway #47 Alignment through Anoka Study – discuss participation</li> <li>• Stop Light Timing at Hwy 47 &amp; Bunker/Sunfish and Hwy 10/Sunfish and Alpine (<i>may discuss triggers on right turn lane when shared with straight ahead – delay?</i>) Others? Also left turn signals vs yellow flashing left turn signals or yield on green to turn left – Bunker &amp; Ramsey – Sunfish and Ramsey</li> </ul>

		<ul style="list-style-type: none"> <li>– others . . .(KU)</li> <li>• Reconfiguration of and Additional Lanes at 47 and Bunker (KU)</li> </ul>
September		<ul style="list-style-type: none"> <li>• Review Project Management Issues (e.g. 151<sup>st</sup> &amp; 167<sup>th</sup> Projects)</li> <li>• Stop Sign Request for 14<sup>5th</sup> Lane and Tungsten Way (GR) <i>In Agenda Quick</i></li> <li>• Sight Line Concern at Puma St and Alpine Dr (GR) <i>In Agenda Quick</i></li> <li>• Crosswalk Request for Zirconium St and Alpine Dr (GR) <i>In Agenda Quick</i></li> </ul>
October		<ul style="list-style-type: none"> <li>• Review Post Construction Customer Satisfaction Survey (Public Improvements (Engineering))</li> <li>• Review History of Private Street West of Highway #47/Bunker (behind SA) (Engineering)</li> </ul>
<b>Month</b>	<b>Date</b>	<b><u>PARK &amp; REC</u></b> <b>Cases for Discussion</b>
<b>Month</b>	<b>Date</b>	<b><u>PLANNING</u></b> <b>Cases for Discussion</b>
September	6	<ul style="list-style-type: none"> <li>• Consider Additional Commercial Nodes (167/48 and Armstrong/181<sup>st</sup>) Review of Scope Process (Following Comp S/W Plan Update) (TG)</li> </ul>
<b>Month</b>	<b>Date</b>	<b><u>EDA</u></b> <b>Cases for Discussion</b>
September	13	<ul style="list-style-type: none"> <li>• Review List of Key Stakeholders in the Image and Success of Ramsey (KU)</li> <li>• EDA Budget (DL)</li> </ul>