

TWIN LAKES

Master Planning Process

Stakeholders' Advisory Panel
SUMMARY REPORT

submitted to
the City of Roseville

September 22, 2004

by
Dahlgren, Shardlow, and Uban, Inc.

TWIN LAKES

Master Planning Process

Summary Report:

Constituting a portion of the Implementation Planning Process for the Twin Lakes Master Plan, from which the Master Developer will refine a concept for formal submission to the Planning Commission.

The Twin Lakes Master Plan Process is an innovative facilitation idea that puts local stake holders and the development team together through a comprehensive education and concept design process. The City of Roseville has been working to redevelop this nearly 300 acre site for decades. On several occasions, projects have been abandoned due to financial shortfalls, public disapproval, and other factors. The formation of the Twin Lakes Stakeholders Advisory Panel is in response to that previous public disapproval. By bringing together an apolitical, dedicated group of citizens, land owners, and neighbors, the process hopes to lay the ground work for a workable development solution that is generally acceptable to the public.

Facilitated by John Shardlow of Dahlgren, Shardlow, and Uban, Inc., the process included 11 workshops over 5 months, designed to educate the selected Panel, gain insight and perspective from the Panel, and create the first concepts for the possible redevelopment of Twin Lakes.

PURPOSE, DESIRED OUTCOMES and EXPECTATIONS

The officially stated purpose of the Twin Lakes Stakeholders' Advisory Panel is two fold – first to **engage and inform** a selected group of community representatives about numerous issues that will affect the future of the project area and second to facilitate a process through which the participants can **provide input** regarding every aspect of the redevelopment project.

It is hoped that the Advisory Panel Process would result in:

- A very well informed Panel
- Clear and comprehensive information regarding the Panel's opinions on a wide range of project issues.
- A Master Developer and Development Team with an excellent understanding of community aspirations and concerns.
- A Project Master Plan that incorporates, to the extent possible, elements and characteristics that respond positively to community input.

The Advisory Panel was expected to, above all, remain openminded and apolitical. Though it is natural that panel members would come to the process with prior knowledge of various facets of development (perhaps even Twin Lakes specifically), the process' success rested on the panelists' abilities to learn from the assembled experts, express opinions in an open forum and in a well informed manner, and contribute to the process with constructive dialog.

THE ADVISORY PANEL

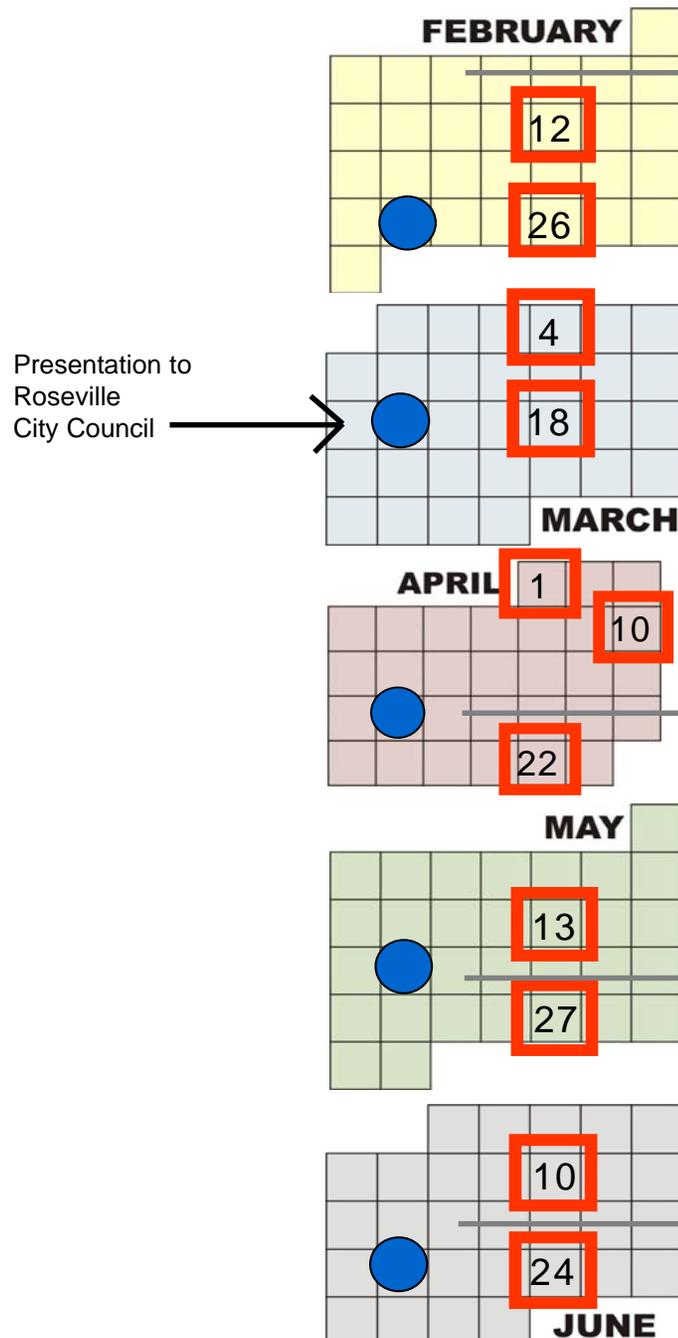
The composition of the Advisory Panel was determined by the City of Roseville in response to a structure recommended by the facilitator, and members were appointed based on their involvement in the community and their perceived ability to remain impartial and openminded. Panel members included:

- HRA – Chair or Representative
- Planning Commission – Chair or Representative
- Public Works Commission – Chair or Representative
- Transportation Commission – Chair or Representative
- Utilities Commission – Chair or Representative
- Parks Commission – Chair or Representative
- Human Rights Commission – Chair or Representative
- 2 representatives of Northwest/Brenner neighborhood
- 2 representatives of East side of Langton Lake neighborhood
- 2 representatives of East of Fairview neighborhood
- 2 representatives of the James Addition neighborhood
- One at-large member – City resident not in affected area
- Area Business/Property Owners

THE PANEL PROCESS

The Twin Lakes Master Plan Process was envisioned to follow a basic design process used by landscape architects and planners in most design work. The general stages of the design process are:

- inventory and analysis, including site investigation and case studies
- identification of key issues and development of the program (pre-design)
- creation of concepts and further design exploration (concept design)



To that end, a detailed series of workshops was devised, in order to bring the Panel and development team together into the design process.

INVENTORY AND ANALYSIS

The purpose of the first five workshops was to educate the Panel on site and development related issues:

- Workshop 1: Background
- Workshop 2: Understanding the Land
- Workshop 3: Infrastructure
- Workshop 4: Finances
- Workshop 5: Demographics and Market Factors

Workshop 6 was a mobile workshop designed to show the Panel comparable sites that have been successfully implemented.

ISSUES AND PROGRAM (pre-design)

Workshop 7 focused on discovering the Panel's desires for the site, through a series of interactive exercises and discussions. Workshop 8 set forth development assumptions for discussion by the whole group. Both of these workshops were designed to involve the panel directly in the design process in a participatory manner, and to set forth givens and constraints for the project.

CONCEPT ALTERNATIVES (concept design)

Workshops 9 and 10 explored design concepts for the development, which were prepared by the facilitator based on input from BOTH the panel and the development team. The Panel was invited to react to the concepts through interactive exercises and discussions.

WRAP-UP

Workshop 11 provided an opportunity to share additional information as requested by the Panel, and to outline the next steps for the development.

THE SUMMARY REPORT

This document summarizes the Twin Lakes Master Plan Process, for the purpose of documenting it for the elected officials, staff, and residents of Roseville. This report does not contain all the information presented during the process, nor does it contain all comments received from the Panel and documented by the facilitator. For complete copies of each presentation, complete question/answer documents, and additional background information, visit the City of Roseville website (www.ci.roseville.mn.us).

This document constitutes a portion of the Implementation Planning Process for the Twin Lakes Master Plan, from which the Master Developer will refine a concept for formal submission to the Planning Commission.

This report contains a chapter on each workshop. Each chapter heading includes a capsule describing the key points of the workshop, including the workshop type, general purpose, main topics covered, panel participation related to that workshop, and desired outcomes of the workshop. Each chapter also includes a summary paragraph describing the events of the workshop. After the summary paragraph is an in depth explanation of the topics covered, panel input recorded, and graphics presented.

WORKSHOP 1

Background

- WORKSHOP TYPE:** inventory/background
(information download)
- GENERAL PURPOSE:** to define the Advisory Panel process and give an overview of the history of the Twin Lakes site
- MAIN TOPICS:**
- roles and responsibilities
 - summary of the process
 - overview of community planning and development
 - site history
 - 'givens': 2003 Comprehensive Plan, AUAR, County Road C Plan, Environmental Site Assessment
 - keys to success
- PANEL PARTICIPATION:** opportunity to ask questions, which were answered at workshop and documented for later distribution and posting on Roseville web site
- OUTCOMES:**
- understanding of process schedule, goals, roles, and desired outcomes
 - understanding of site development and planning history

Workshop 1 was designed to lay out the Advisory Panel process. The facilitator introduced the Panel, city staff, and development team to each other, and made a detailed explanation of the process schedule and purpose, along with a description of the roles, responsibilities, and expectations of all participants. The Panel learned that the process was set up in a very specific manner to educate them in a variety of site design, planning, and development issues; and to solicit their input in a variety of ways. In Workshops 1 to 6, public input would be primarily limited to the Panel's questions of clarification or desire for more detailed information. The Panel was encouraged to ask questions throughout the workshop, and all questions and answers (provided by the facilitator and city staff) were tabulated for later distribution and posting to the City's website.

The information presented in Workshop 1 primarily dealt with the historical aspects of the Twin lakes site and general planning principles. The Panel learned about the extensive trucking industry history of the site, more recent redevelopments, previous redevelopment plans, and existing documents relating to the site (such as the Comprehensive Plan, the AUAR, and the Environmental Assessment). The facilitator also presented general background information on planning (what is a Comprehensive Plan?) as it would relate to Twin Lakes.

ROLES presented by John Shardlow, DSU

FACILITATOR: *John Shardlow, President and Director of Planning -- Dahlgren, Shardlow and Uban, Inc. Consulting Planners & Landscape Architects*
to coordinate and present background information
to engage the panel in discussion and comment
to remain neutral by understanding and responding to all information, questions, concerns, and suggestions

ADVISORY PANEL:
to act as a sophisticated focus group
to represent a selected cross section of interests.
to be provided a substantial amount of background information
to express opinions in open forum and participate openmindedly in the development process

CITY STAFF:

- to provide information and assist the facilitator in preparing all presentations.
- to attend meetings with the facilitator after every workshop and work with the facilitator to complete meeting notes.
- to work with the facilitator to prepare and present periodic update presentations to the City Council.
- to be available for Panel requests at any time.

MASTER DEVELOPER: *Rottlund Homes*

- to participate in the process and provide feedback and relevant information to the Advisory Panel at every step in the process.
- to prepare and present a Planned Unit Development application for the project area that responds to all input received through this process.
- to participate in the Advisory panel process and provide information and input as appropriate.
- to serve as the spokesman for the Development Team. Any input or communication that comes from the Development Team shall be routed through the Master Developer.

SPECIALIZED DEVELOPERS: *Rottlund Homes/David Bernard (Residential); Ryan Companies (Office); Welsh/ Roseville Properties (Commercial)*

- to participate in the process as their specialized expertise requires
- to contribute to the gathering of information and design discussions relative to their specialized expertise

CITY COMMISSIONS:

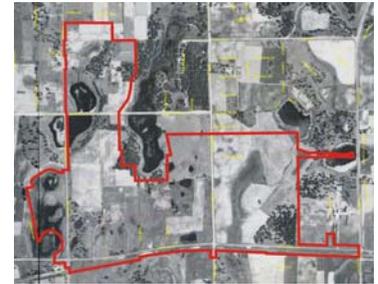
- The Planning Commission will review and make a recommendation to the City Council regarding the PUD application, Comprehensive Plan amendment, subdivision, and variances.
- Parks Commission will review and make recommendations regarding any public park dedication, and private open space and/or environmental mitigation strategies.

THE PUBLIC:

- Welcome to attend all of the workshops. Invited to ask questions as time permits.
- Encouraged to participate in formal development review and approval process.

Historic
Aerial
Photography

1940



1974



1985



1996



COMMUNITY PLANNING BASICS presented by John Shardlow, DSU



Present Day Aerials

COMPREHENSIVE PLANNING:

The process through which the community analyzes its opportunities and constraints and establishes goals and a vision for its future and determines and adopts the action plans to implement the plan.

COMPREHENSIVE PLAN:

The document and maps that memorialize the planning process, goals, policies, and action steps to realize the community's desired future. This is a vitally important legal document in that it provides **the legal foundation** for the use of the police powers of the local government.

OFFICIAL ZONING MAP:

If a community intends to enforce zoning it must have an official zoning map. This map establishes zoning districts. Each of these districts is created to perform a distinct purpose and aggregate particular land uses together.

ZONING ORDINANCE:

The document that contains the provisions and standards to effectuate the official zoning maps. In addition to establishing the community's authority to enforce zoning, the ordinance contains definitions, establishes procedures, and defines the purpose and standards (rules) for each zoning district. Once a community has adopted a zoning ordinance, all property within its corporate limits are subject to its provisions.

PLANNED UNIT DEVELOPMENT (PUD)

A zoning tool that is designed to authorize flexibility in setbacks, lot size, and other performance standards. PUD is a separate "floating" zoning district that may be applied for anywhere in the City of Roseville.

PUD AGREEMENT:

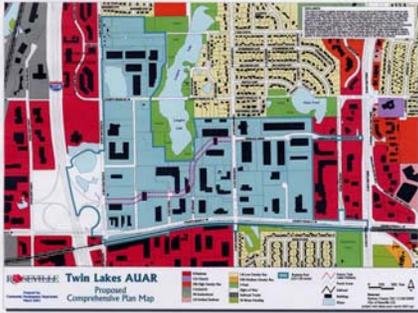
The PUD Ordinance authorizes the preparation and execution of a PUD agreement. This **binding contract** is a tool that the developer and the City can use to address issues that go beyond the standards contained in the underlying zoning. It can authorize **both greater flexibility and greater control**.

- 1950s Development begins. Concentration of trucking companies & related services.
- 1980s Federal deregulation of trucking industry. Trucking terminals reduced or left area. Affects related businesses.
- 1988 City designated Twin Lakes Redevelopment Area & created a TIF district to assist with its long-range development.
- 1988 City developed a Land Use Plan to redevelop area to office, retail, business, & light industrial. Met Council asked for more info about retail traffic and impact on 35W.
- 1988 Independent traffic study – recommended alternative east-west route (Twin Lakes Parkway) to reduce future volumes on CR C. Proposed Parkway would align with new 35W ramps – moved 800ft north.
- 1988-1990s Community survey shows residents want no more retail. City withdraws Land Use Plan. City replaces planned retail with mixed-use office & light industrial, which is allowed in existing Comp Plan and zoning.
- 1994 City adopts revised redevelopment plan
- 1997 New plan adjusts alignment of Twin Lakes Parkway to existing 35W ramps.
- 1990 City contacts developers to take lead in redevelopment. Trammel Crow Co. negotiated with City, but deal fell apart. Ryan Companies negotiated a development agreement with City. City provides up-front funds from TIF to assist in costs. In turn, Ryan redevelops sites & provides City with shares of cash flow & proceeds from sales in the future.
- October 1998 Twin Lakes Parkway corridor officially mapped and approved by ordinance.
- May 7, 2001 City prepares AUAR and mitigation plan for Twin Lakes Redevelopment Area to review all environmental issues for all redevelopment properties, & create outline for how to address environmental impacts
- June 2001 AUAR approved by City
- June 26, 2001 Twin Lakes Business Park Master Plan Amendment to the Comprehensive Plan approved
- 2000- 2002 Twin Lakes Limited Environmental Site Assessment Report
- 2002 Updated version of entire Comprehensive Plan approved



Existing
Redevelopment
in Twin Lakes

• Total Construction Cost	\$25,400,000
• Total Square Footage	322,600 sf
• Total Direct Employment	1,150 (est)
• Total Annual Payroll	\$27,397,680
• Total Real Estate Taxes	\$850,000
• Total Environmental Remediation	\$4,325,000



AUAR and the Comprehensive Plan



AUAR "worst-case" analysis

GIVENS AND EXPECTATIONS presented by John Shardlow, DSU

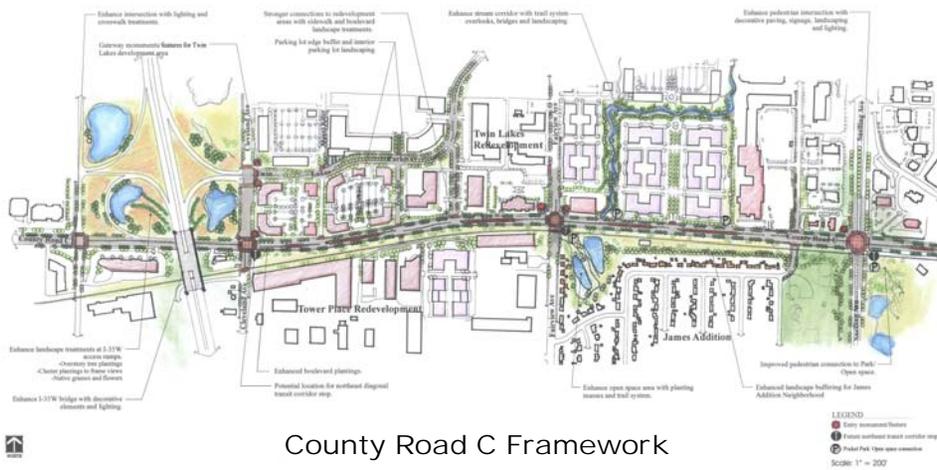
It is not a question of whether the Twin Lakes Area should be redeveloped, it is a question of how it should be redeveloped

Previous Documents and Studies

- Comprehensive Plan (Twin Lakes Master Plan)
- Langton Lake Park and Trail Plan
- Environmental Review - AUAR
- Rezoning to B-6 Business Park
- County Road C Streetscape Framework Manual
- Limited Site Assessment (ESA)

CHALLENGES presented by John Shardlow, DSU

- Significant time commitment
- Complicated project
- High redevelopment costs
- Constraints
- Difficulty managing the process, every participant playing respective role



County Road C Framework



Typical Phase I Streetscape Treatments
Intersection of County Road C and Fairview Ave

WORKSHOP 1

- Leadership
- Participants who trust the process
- Communication
- Quality development team and committed Master Developer
- Special legislation?
- Patience
- Partners



Environmental Assessment
Summary

KEY QUESTIONS:

Panelists asked questions throughout and after the presentations. Questions were answered by presenters, and were posted on the Roseville website prior to the subsequent workshop.

Q: Will materials presented by consultants other than DSU be on the website?

A: Yes. Other consultants' work will be incorporated into DSU's presentations, and those entire presentations will be on the website.

Q: What exactly is grandfathering?

A: When a comprehensive plan guides land in a direction different from what currently exists, the existing use is considered to be non-conforming. There are legal and illegal non-conforming uses. The comprehensive plan can govern any redevelopment or expansion of all land uses, including non-conforming ones. This is a key issue at Twin Lakes, as many of the land uses there are non-conforming, or "grandfathered."

Q: Is there any undeveloped land in the Twin Lakes area?

A: Other than the park, which will not be developed, all land is currently developed. There will be no new development on the site, only redevelopment.

WORKSHOP 2

Understanding the Land

WORKSHOP TYPE: inventory/background
(information download)

GENERAL PURPOSE: to familiarize the Panel with site characteristics

MAIN TOPICS:

- general site overview (site size, developable land, access, etc.)
- infrastructure
- parks
- environmental issues
- site ecology
- site aesthetics

PANEL PARTICIPATION: opportunity to ask questions, which were answered at workshop and documented for later distribution and posting on Roseville web site

OUTCOMES:

- understanding of project site
- understanding of physical context for design

Workshop 2 dealt with the site itself. The Panel was presented with graphics to assist them in understanding the overall size of the site (3.25 Rosedales), topography, access, environmental concerns, vegetation and ecosystems, and aesthetic character and views. The Panel's involvement mainly consisted of asking questions of the presenters, which, as in all inventory/background workshops, were documented and posted on line. In addition, the Panel was encouraged to visit the site to gain an understanding of the "lay of the land" for themselves.

The topic that garnered the most discussion was environmental issues. The Panel was very interested in the state of existing contamination and current clean-up efforts.

SITE LOCATION AND SIZE presented by John Shardlow, DSU

The Twin Lakes Redevelopment Site is comprised of 275 acres north of County Road C between Cleveland Avenue and existing developments just west of Snelling Avenue.

Its overall size is equal to approximately 222 football fields. Rosedale Mall, including its parking areas, could fit on the Twin lakes site approximately 3.25 times.

Not all of the 275 acres is developable. Opportunity sites (shown at far right in green) are those that could be redeveloped, and comprise 168.8 acres, or approximately 61% of the total site

DEVELOPABLE AREA presented by John Shardlow, DSU

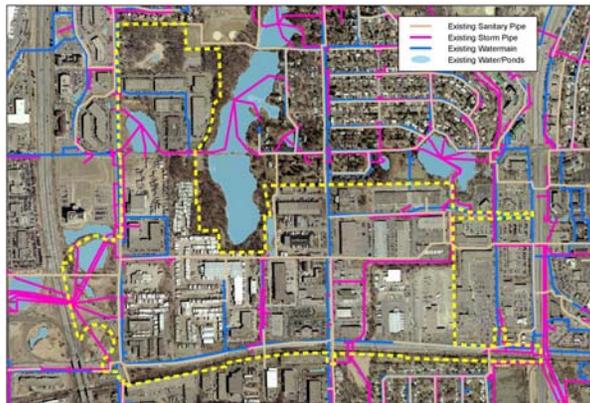
Total Site Area: 275.05 acres

MINUS parkland: 8.54 acres
existing right-of-way: 60.43 acres
Twin Lakes Parkway: 5.33 acres
redeveloped sites: 31.97 acres

EQUALS opportunity area: 168.8 acres



Access



Existing Utilities



Storm Districts

INFRASTRUCTURE presented by Duane Schwartz, Roseville Public Works

Twin Lakes is comprehensively served by city water and sewer. The site is also divided into storm districts and laced with storm sewer that carries rain water to several different holding ponds, including Langton Lake, Oasis Pond, and several ponds associated with I-35W. Since 1985, storm sewer improvements have been made along Cleveland Avenue from County Road C2 south to the I-35W ponds, and along the drainage swale on the east side of the site. The City also improved water service around the new Ryan Companies development on Cleveland Avenue, and made improvements to the storm pond at the north end of Arthur Avenue.

A complete roadway reconstruction of County Road C is planned for 2004-2005. The project will include:

- Pavement upgrades
- Medians
- Traffic signal upgrades
- Intersection upgrades
- New pathway along north side
- Utility upgrades
- Water hydrant upgrades
- Storm pipe and rain garden on south side from Cleveland to Fairview
- Pond reconstructions at Fairview and at Snelling

PARKS presented by Lonnie Brokke, City of Roseville Parks

LANGTON LAKE PARK

- 54 acre larger urban park
- DNR Protected Waterway
- Master Planned in late 1980s
- Lake used for canoeing and recreational fishing
- Lake stocked every year as a kids' fishing lake
- Improvements since late 1980s
 - Paved nature trails, 1 mile scenic around lake
 - 2 ball fields, one soccer field
 - Picnic areas, 2 play structures, benches
 - Historic smokehouse
 - Fishing pier
 - C2 closed for vehicular traffic

LANGTON LAKE PARK NATURAL RESOURCE MANAGEMENT

- Inventory performed and plan adopted in 2002
- Good quality shallow lake with deep wetland resource, retains a diversity of aquatic plants.
- Existing ecosystems include
 - Dry Oak Forest
 - Lowland Hardwood Forest
 - Wet Meadow
 - Shallow Marsh
 - Deep Marsh
 - Siberian Elm stands
- Management recommendations include
 - Removal of invasives (buckthorn and reed canary grass)
 - Sediment removal
 - Prescribed burns

ITEMS TO CONSIDER

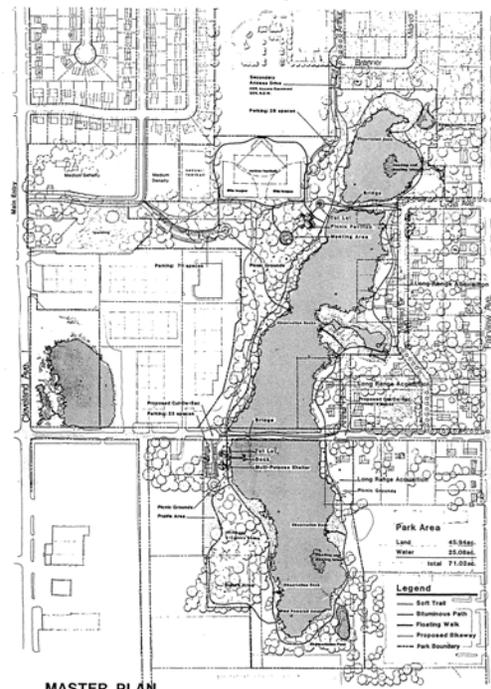
- Environmental/ natural resources/water quality
- Connectivity – pathway linkage concept
- How the development can use the park
- What is adjacent to Langton Lake Park
 - *Appearance/adjacent land use/residential vs. commercial*
 - *Lighting*
 - *Connectivity*
 - *Maintain integrity of Langton Lake Park*
- Oasis Park –neighborhood park/amenities

PARK DEDICATION

- Ordinance Specific
 - Land or Cash in lieu of
 - Residential – 10% or \$1000 unit
 - Commercial/industrial – 5% or 5% FMV
- System Plan –Planning District 10
- Utility dedication does not qualify



Roseville Parks and Trails System



MASTER PLAN
Langton Lake Park Roseville, Minnesota
Langton Lake Park Master Plan



Langton Lake Park
Management Recommendations

ENVIRONMENTAL ISSUES

presented by
Steve Heikkila, DPRA

ENVIRONMENTAL SETTING

Surface Water:

- small ponds within the area
- adjacent to Langton Lake

Soil and Geology:

- 80 to 120 feet of sand, gravel, clay
- shale and limestone bedrock

Groundwater:

- three groundwater zones above bedrock
- shallow, intermediate, and deep aquifers

HISTORY OF ENVIRONMENTAL INVESTIGATION

- First environmental investigations in 1980s in response to petroleum releases
- 135+ soil borings drilled for environmental purposes
- 35+ monitoring wells constructed in the redevelopment area

AREAS OF CONTAMINATION

- Investigations of contaminant releases occurred in 17 areas
- Sources included leaking petroleum underground storage tanks, sumps, drainage ditches, and a small dump associated with past commercial/ industrial activities
- Contaminants were mainly petroleum (some solvents, chemicals, and metals) in shallow soil and perched groundwater; limited to the source areas
- Some release sites were Cleaned up or Closed pursuant to Minnesota Pollution Control Agency requirements
- A Contingency Plan allows residual contamination from known releases to be managed at the time of redevelopment
- Additional sources of soil and ground water contamination exist just outside the boundaries of the redevelopment area
- 18 investigations of soil and groundwater contamination have been conducted within a mile radius of the redevelopment area
- Hundreds of soil borings/monitoring wells are located just outside the redevelopment area

CURRENT ACTIVITIES

- Install six monitoring wells to assess impact of shallow contaminants on the deep aquifer
- Agreement between the City of Roseville and the MPCA to conduct an area-wide investigation
- Encourage redevelopment over a large area rather than on a parcel by parcel basis
- Utilize environmental data from past investigations and remediation within a mile radius
- Create an area-wide groundwater database for the city, property owners, residents, developers
- Expedite the process of securing environmental clearances for individual sites from MPCA

presented by
Adam Arvidson, DSU

SITE ECOLOGY

ECOLOGICAL CLASSIFICATION

Twin Lakes sits in the “Saint Croix Moraines and Outwash Plains” ecological classification. According to the Minnesota DNR, this ecosystem has the following characteristics:

- Landform:
 - “Topography is rolling to hummocky on the moraine (steep, short complex slopes) and level to rolling on the outwash.”
- Hydrology:
 - “The end moraines in the northern third have an undeveloped drainage network [*lakes and marshes, rather than streams*]. There are many lakes Most are found on the moraines.”
- Presettlement Vegetation:
 - Mosaic of vegetative communities: bur oak and aspen savanna, tallgrass prairie, maple-basswood forest

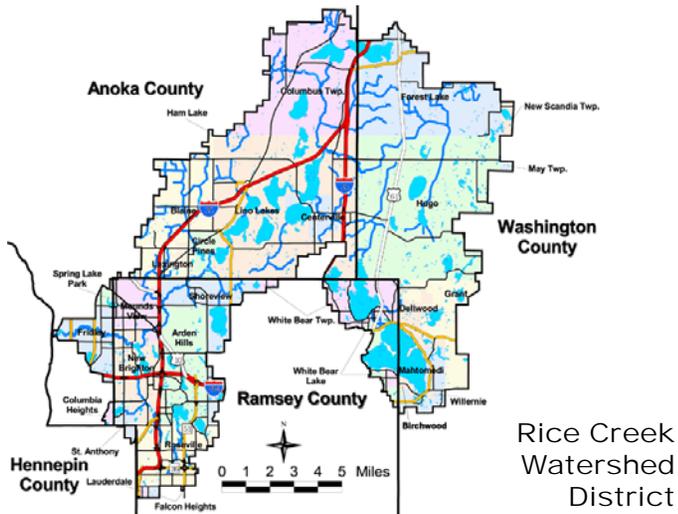
LANGTON LAKE

- Area: surface-30 acres; Watershed-257 acres
- Maximum depth: 5 feet
- Fish species: Bluegill, Bullhead
- Management:
 - “Langton Lake is managed as a Kid’s Fishing Pond. Shore and pier fishing are available. The lake is subject to winterkill, and therefore is annually stocked with panfish in the spring.” (MN DNR)



Ecosystem Imagery





RICE CREEK WATERSHED DISTRICT (RCWD)

- Covers portions of Hennepin, Ramsey, Anoka, and Washington County
- Approves permits for
 - Bridge and culvert construction
 - Land development and grading
 - Shoreland and wetland alteration
 - Wetland banking
 - Utility and street construction
 - Other drainage related construction projects
- RCWD 2002-2007 Strategic Plan identifies primary and secondary sources of water quality degradation:
 - PRIMARY sources of degradation
 - Destruction of buffer areas adjacent to natural systems
 - Improper use of pesticides, herbicides, and fertilizers
 - Ill-managed water flows
 - SECONDARY sources of degradation
 - Alteration of wetlands, either directly or indirectly
 - Exotic or invasive species
 - Increased impervious surfaces
 - Alteration of natural hydrology
 - Poor erosion control practices



Photos of Existing Site



SITE AESTHETICS

*presented by
Adam Arvidson, DSU*

GENERAL AESTHETICS

Existing industrial uses consist of typically non-descript buildings with minimal landscaping
 Existing industrial uses typically have exposed parking or loading areas
 Redeveloped sites have consistent, high quality architectural character and landscape plantings

WORKSHOP 2

SITE VEGETATION

There is little significant vegetation on the site as a whole. What exists is concentrated in several key areas:

- City Parks and adjacent “buffer strips” on private property
- The drainage way in the eastern portion of the site
- A wooded knoll adjacent to County Road C2
- City right-of-way in the western portion of the site
- Two stormwater ponds
- The northernmost portion of the site

Most site vegetation is mixed scrubby forest, and includes birch, ash, and other deciduous species. Areas near Langton Lake are mixed oak forest. Retention ponds are generally vegetated with lower quality deciduous trees and herbaceous plants. Existing vegetation serves, in some locations, as buffers between industrial properties.

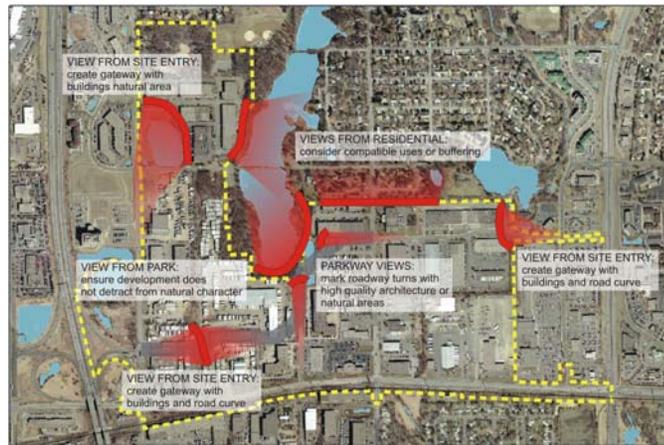


Existing Vegetation





View Origins



View Termini

VIEWS

Several sites sit at origins and/or termini of high quality views. Many such sites are adjacent to vegetated areas or parks.

Sites that are at termini of views should:

- NOT detract from existing view character
- Where possible, augment the aesthetic quality of the entire site

Sites that are at origins of views should:

- Take advantage of views to provide an amenity for residents or tenants

KEY QUESTIONS:

- Q: What is the reason for the Twin Lakes Parkway?
 A: The Roseville City Council adopted official mapping of the Parkway in 1997. For planning purposes that corridor location is a given. The Parkway's purposes are to: Funnel traffic (and trucks) away from Fairview Avenue to the freeway; reduce traffic that must use Fairview to "D" to enter the freeway; provide vastly improved access to parcels with minimal access to County Road C and the freeway; improve internal circulation within Twin Lakes; provide capacity and turning movement relief for County Road C. Numerous studies have been done regarding the location of that road with the conclusions that it must connect to the existing freeway ramp (MnDOT will not allow the ramp to be moved north, nor MnDNR, even at the city's expense); the Parkway must connect to the existing Terrace Drive; Terrace Drive will not be given a stoplight on to Snelling Avenue, but may get a right-in, right-out at a future date; the Parkway was moved away from the south edge of Langton lake to provide green space and pathway area along the south edge without abutting a busy street.

The Twin Lakes Parkway has been part of every planning study focused on the Twin Lakes Area since the 1980s. It is shown on the adopted

master plan for Twin Lakes. It has been assumed in all of the relevant traffic studies, including the traffic study that was included in the AUAR. The City of Roseville officially mapped the alignment of this corridor to protect it. From each of these perspectives, the parkway is a given. Advisory Panel members are free and encouraged to review all of the relevant information and to form any opinion they want to related to the future of the Twin Lakes area. The development team and the planning commission, parks commission and city council will review those opinions, along with all of the other relevant information as they make their own recommendations and decisions. The actual implementation of this roadway will likely to be more the responsibility of the developer than the city.

- Q: How much road widening will occur on County Road C?
 A: 20 feet of additional right-of-way has been purchased by Ramsey County. All right-of-way expansion is to the north due to the proximity of railroad tracks on the south. The planned cross section of County Road C includes 2 lanes in each direction with turn lanes at access points and a central median. The reconstruction will include colored concrete and signal lights painted green. Landscaping will be installed as a separate city project in 2006.

KEY QUESTIONS:

Q: What is a rain garden?

A: A rain garden is an alternative tool for the management of storm water. It is intended to encourage the infiltration of water and the evaporation and transpiration of water through plant material. The idea is to avoid the cost of channeling all of the water into large pipes the need to build and maintain large ponding areas. Rain gardens are typically shallow depressions that are heavily planted with native grass and flower species, designed to treat and infiltrate storm water. The plants help treat the water by removing phosphorous and trapping floating debris.

Q: Might the railroad tracks along County Road C become a light rail (LRT) corridor?

A: Ramsey County Regional Rail Authority (RCRRA) has planned that route as a transit corridor. For the foreseeable future it is not expected that the projected ridership will be enough to justify the high costs associated with the construction and maintenance of a LRT system. It is more likely that it will be used as an express busway. There are no current plans for the abandonment of the Ramsey County portion of that right-of-way. Hennepin County and the City of Minneapolis are about to complete a trail on that corridor as far east as the Roseville city limit.

Q: Will parkland be added through the redevelopment process?

A: The Roseville Comprehensive Plan does not currently call for any additional parkland within the study area. Park and open space alternatives are certainly important considerations as the master plan is developed. The Parks Commission will consider the alternatives suggested by the Development Team, following review by the Advisory Panel. The commission will then make a recommendation to the city council about how the park dedication requirement should be satisfied. Under no conceivable scenario will there be any loss of existing parkland.

Q: What is the status of the well studies? Is the deep (90') aquifer polluted?

A: The data being collected on the deep aquifer is five days out as of this workshop. The data and analysis will be made available when it is complete.

Q: Who will bear the cost for final clean-up?

A: The cost of the clean up is one of the redevelopment expenses. The city has some grant money that is designated for environmental clean up. These costs are also expenses that can be paid for with tax increment financing. The current users are not required to pay for the cost of clean up, as long as they maintain the current use of the property. The land will only be cleaned up, if the master plan can create sufficient value to cover the clean up, as well as all other project expenses and still yield a reasonable profit. While the City bears no liability for the existing pollution, it may assist with clean-up costs as an incentive to the developer.

Q: How will the polluted sites be dealt with?

A: There are different standards of clean up depending on the future land use. Obviously residential and similar uses require a higher level of clean up. Parking lots that seal an area may be deemed an adequate mitigation strategy in some cases. Options may include removal of the contaminated soil or appropriate capping of the soil. Essentially, clean-ups must ensure that the contamination is stabilized: no contact with humans and no further environmental degradation.

WORKSHOP 3

Transportation

WORKSHOP TYPE:	inventory/background (information download)
GENERAL PURPOSE:	to familiarize the Panel with transportation issues related to the Twin Lakes site
MAIN TOPICS:	<ul style="list-style-type: none">- the sub-regional system (freeways)- the county road system- traffic estimation- the local transportation system- studies and possibilities
PANEL PARTICIPATION:	opportunity to ask questions, which were answered at workshop and documented for later distribution and posting on Roseville web site
OUTCOMES:	<ul style="list-style-type: none">- understanding of the fundamentals of traffic estimation- understanding of the different transportation systems and how they impact the site- understanding of transportation issues in the context of development

Workshop 3 focused on transportation issues. The Panel listened to four presenters, each with a particular area of expertise, who began at the sub-regional level (the freeway system), and worked down in scale to the local roadway system. In addition, the Panel was given a primer on the fundamentals of traffic generation, so that they could better understand how transportation planners can know the effect of redevelopment on the existing roadway system.

Discussion centered on the county and local roads adjacent to the site. The Panel expressed some concern about traffic increases on these roads, and was particularly interested in Twin Lakes Parkway, suggesting its routing and very existence be re-evaluated.

THE SUB-REGIONAL SYSTEM

presented by
Frank Paiko, Mn/DOT Metro Division

TRANSPORTATION PLANNING

Mn/DOT plans highway improvements in three time horizons:

- Transportation Improvement Plan (TIP)
3 Years, Real Projects, Real Funding
- Work Study Plan
7 Years, Real Projects, Projected Funding
- Transportation System Plan (TSP)
Long Range, Corridor Priorities, Projected Funding
Through 2025 – Current
Though 2030 – In Development

CONGESTION

- Congestion defined as freeway speeds less than 45 mph
- Causes of recurring congestion
 - Geometric constraints (number of lanes, access points, tunnel, etc.)
 - Characteristics of roadway (high crash locations, weaving areas, high volumes, low capacity, etc.)
- Percent of freeway miles congested increased from 16.6% (2000) to 19.9% (2002).
- The percentage of miles congested is increasing (e.g., 15% in 1993 to 20% today).
- The 2002 congested miles fall below all targets.
- Evolving freeway management goals (ex. reduced ramp wait times) and restrictions (ex. 3 pm start time) make it difficult to assess and/or project the future trend.

FREEWAYS IN THE TWIN LAKES AREA

I-35W:

- Transportation Deficiency Study - Completed
- TCAAP Development Study - Ongoing
- Vision: What does I-35W Need to Meet Demand?
 - Capacity and Access
 - Metro Freeway Congestion Report
 - I-35W/TH 10 Concept Design Study
- Future IRC Study
- Improvement Status - Unfunded
- Draft Vision:
 - 10 Lanes, I-694 – TH 10
 - 12 Lanes & Modified Access, TH 10 – TH 10
 - 6 Lanes, North of TH 10

I-694 from 35E to 35W:

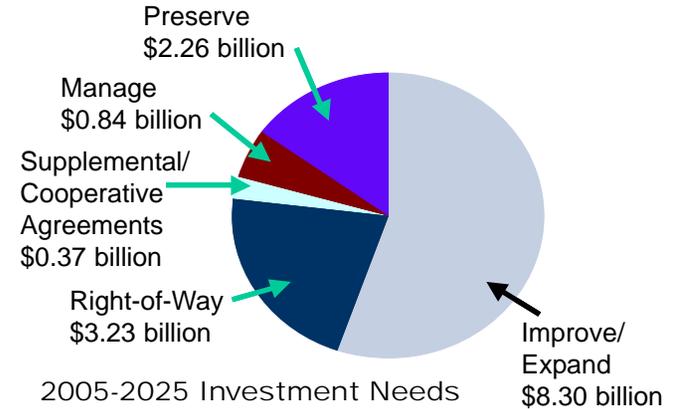
- Vision: Expansion to Six Lane Beltway
- Deferred Project - To Post 2012
- Project Development - Beginning
 - Includes I-35W system interchange
 - Highway 10 Diagonal
- Funding Status - One of the On-Deck Batters
- Phase I funded in 2012

I-694/Highway 10/Snelling Avenue:

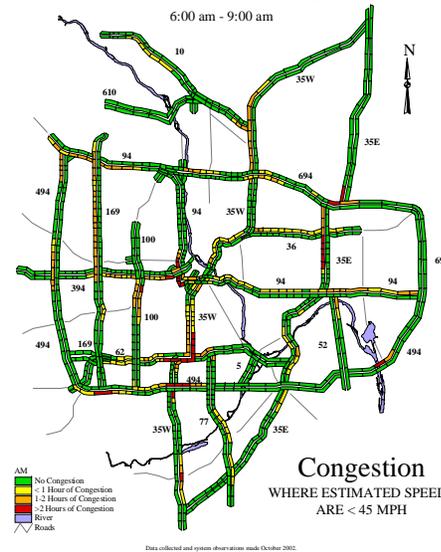
- Problem
 - Only one I-694 Through Lane in each direction
 - Weave Between Highway 10 and Highway 51 (Snelling)
- Project Development - Beginning
- Funding Status - \$52M in 2012

Trunk Highway 36:

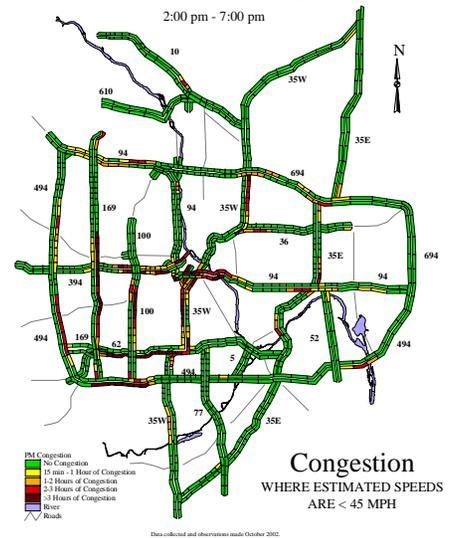
- Expansion Corridor I-35W – I-35E
 - Vision: 3 Lanes Each Direction
 - Timeframe: 2016-2025
- North St. Paul @ McKnight
 - Interchange in 2006?
 - Funding is not yet complete



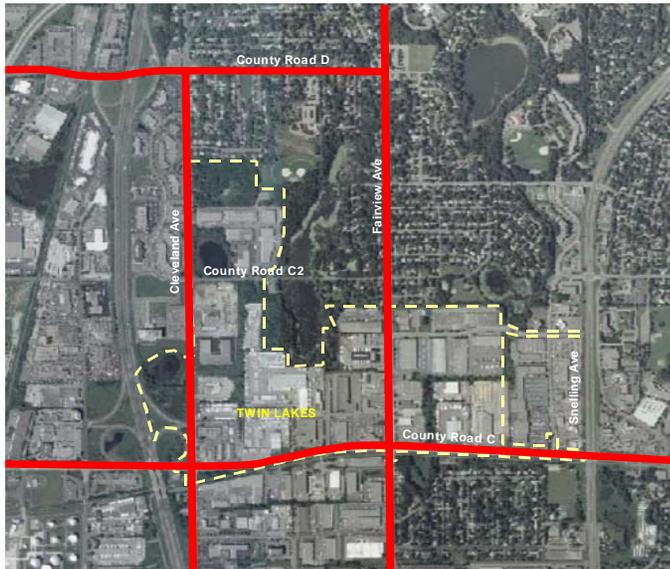
2002 Metro Freeway Congestion



2002 Metro Freeway Congestion



2002 Congestion Summary



County Roads near Twin Lakes

**TRAFFIC VOLUMES ON ROADWAYS
NEAR TWIN LAKES**

- | | |
|------------------------|--------------|
| • County Road C | adt = 15,900 |
| • Cleveland Avenue | adt = 10,300 |
| • County Road D | adt = 9,200 |
| • County Road D at 35W | adt = 19,200 |
| • Fairview Avenue | adt = 9,600 |

THE COUNTY ROAD SYSTEM

*presented by
Dan Soler, Ramsey County*

The Ramsey County system includes 250 miles of County State Aid Highways and County Roadways. They are primarily classified as Minor Arterials, which are mid-level roadways with Average Daily Traffic numbers in the 3000 - 25,000 range. Within the City of Roseville, there are 41 miles of CSAH and County Roads organized primarily an east-west/north-south grid system. They are designed to balance of through trip and access service. The primary routes include Rice Street, Lexington Avenue, Larpenteur Avenue and County Road C.

PROGRAMMED COUNTY PROJECTS

County Road C - Long Lake Road to Snelling

- Roadway Reconstruction
- New Concrete Pavement
- Geometric/Traffic Signal Improvements
- Storm Water Improvements
- Snelling Avenue turn lanes
- Railroad Crossing Improvements
- Utility Relocations
- 2004-2005 construction

County Road C - Snelling Avenue to Oxford Street

- Roadway Reconstruction
- New Bituminous Pavement
- Geometric/Traffic Signal Improvements
- Storm Water Improvements
- Railroad Crossing Improvements
- Pedestrian / Streetscape Improvements
- 2005-2006 construction

County Road D - Cleveland to Fairview

- Reconstruction of Roadway
- Undecided on Typical Section
- Geometric/Intersection Improvements Needed
- Pedestrian Improvements Needed
- Requires Coordination with Arden Hills
- 2006 + Construction

ESTIMATING TRAFFIC IMPACTS

THE ALTERNATIVE URBAN AREA-WIDE REVIEW (AUAR)

An AUAR was prepared for Twin Lakes in 2001. An AUAR is an efficient method of assessing impacts of development, which can consider many sites at once. It is well suited to PUD development, because one analysis can be performed and one report filed for the entire redevelopment area. The AUAR asks key questions about impact and mitigation:

- What transportation improvements are planned?
- What are the traffic, air and noise impacts of proposed development options?
- What improvements would be needed to mitigate impact of development options?

HOW MUCH TRAFFIC?

Traffic forecasters use two methods to determine traffic impact of a development:

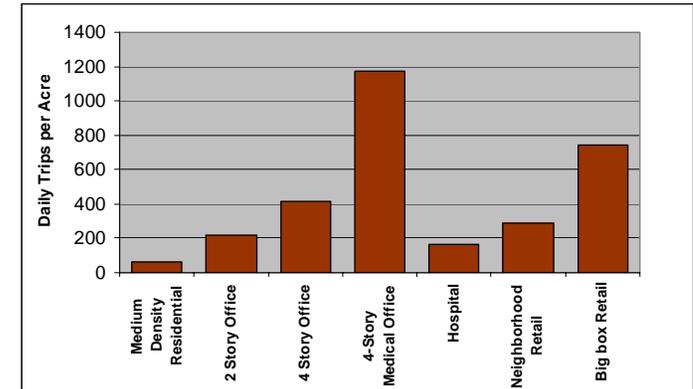
- Regional Travel Demand Model
 - Metropolitan Council/MnDot
 - Based on travel behavior 'inventory' surveys
 - General analysis of roadway volumes and impacts
 - Considers the city comprehensive plan
- Site-based Traffic Studies
 - ITE (Institute of Transportation Engineers) trip generation database
 - Operational modeling of intersections
 - Considers a specific development proposal

ITE TRIP GENERATION MODELS

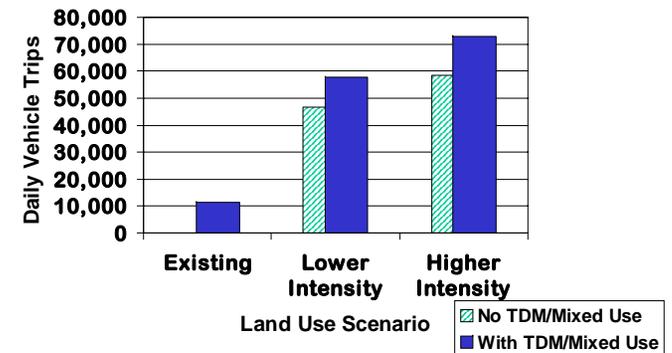
- Based on ongoing national data collection effort
- Several hundred different land use types
- Different land uses (and intensities) generate different traffic patterns
 - Volumes
 - 'Pass-by' traffic
 - Peaking characteristics

FACTORS AFFECTING TRAFFIC GENERATION

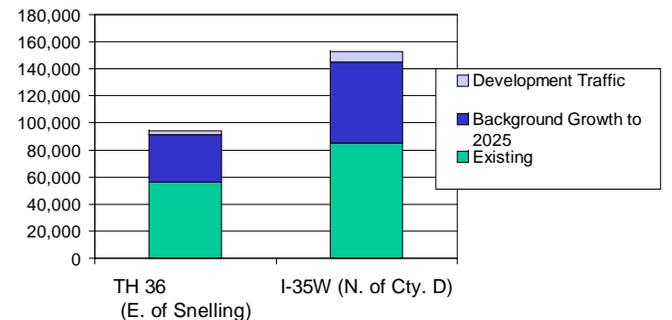
- Mixed use development
 - Walking/biking within site
 - Driving within site (but not impacting other local roadways)
- Transit availability
- Pedestrian-friendly environments
- All factors are beneficial, but actually reduce traffic by only 5 to 15 percent



Example Traffic Generation Levels



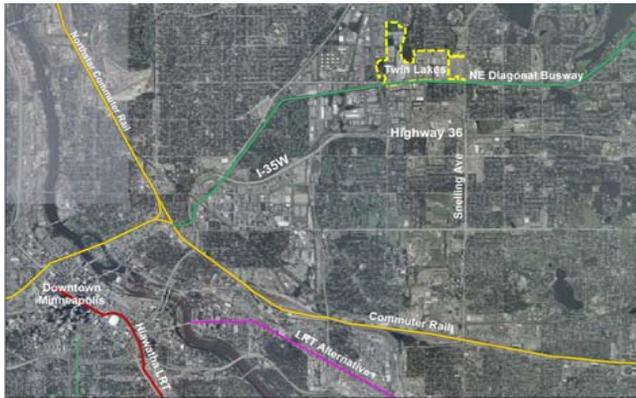
AUAR Trip Generation



Impact on Freeways



Pathway System



Northeast Diagonal Transit Corridor



Local Bus Routes

THE LOCAL TRANSPORTATION SYSTEM

presented by
Karl Keel, URS Corporation

PATHWAYS

- Existing System - Langton Lake Trail, Co. Rd. C, Center Pointe, Fairview
- New Trails — Twin Lakes Parkway, Prior Avenue, Cleveland Avenue, Co. Rd. C (North Side)
- NE Diagonal Trail Connection

TRANSIT

- Existing System - Cleveland, Fairview, Co. Rd. C, Snelling — Rosedale Transit Hub
- Future Service — Flexible to Accommodate Trip Generation
- NE Diagonal Bus Rapid Transit — Beyond 2010

ROADS

- Existing Local Roadways
 - Terrace Drive
 - Co. Rd. C-2
 - Arthur Street
- New Local Roadways
 - Twin Lakes Parkway (New Signal at Fairview)
 - I35W Ramp Improvements (Modify Signal)
 - Prior Avenue (New Signal at Co. Rd. C)
 - Potential Connection to Snelling Avenue

STUDIES AND POSSIBILITIES

presented by
Karl Keel, URS Corporation

PROPOSED TWIN LAKES PARKWAY

- 12,000 - 16,000 ADT
- Typical Sections
 - Wide Landscaped Median
 - Pathway on One Side
 - Flexibility to Accommodate ROW Constraints
- 4 Construction Phases
- Roadway Enhancements

WHY A TWIN LAKES PARKWAY?

- Any redevelopment scenario will require a new internal roadway system
- Existing Large Parcels Need to be Subdivided
- The Twin Lakes Parkway alignment:
 - Complements Established Street System
 - Connects to I-35W Ramp and Snelling Avenue
 - Complements Development Pattern
 - Can be Implemented Over Time
- The selected corridor would collect and channel traffic onto the regional transportation system without either overburdening the existing street system, or routing traffic through the surrounding neighborhoods.
- The selected alignment was chosen following the evaluation of several alternatives because it was judged to provide the **best balance** of all of the above stated objectives.



Twin Lakes Parkway Concept

KEY QUESTIONS:

- Q: What is meant by “pedestrian improvements” on CR C?
 A: The County Road C reconstruction will include the continuation of the path on the south side, a new sidewalk on the north side, cross walks, pedestrian scale lighting, and traffic signal accommodations for pedestrians.
- Q: Has there been any study of different types of roadways appropriate for Twin Lakes Parkway?
 A: Yes, extensive study. The planned cross section would accommodate the projected 12,000 to 16,000 ADT. Left turns would be provided at key access points, the exact locations of which depend on final redevelopment.
- Q: What is the benefit of completing Twin Lakes Parkway all the way to Terrace Drive?
 A: Uses east of Fairview would be able to then use the parkway to access I-35W at the County Road C interchange. Likewise, trips destined to the east that originate west of Fairview could use Twin Lakes Parkway as an alternative to Co. Rd. C. There is also benefit to using the parkway to create an identifying character for the redevelopment as a whole.

- Q: Won't the I-35W / County Road C interchange become overloaded, then, forcing traffic to County Road D?
 A: Based on the traffic study performed as part of the AUAR, it was discovered that all local intersections would have some increase in traffic. The Twin Lakes Parkway, however, would likely alleviate traffic on most of those intersections, allowing less net increase than if the parkway were not constructed. According to the study, only a small piece of the site (along Fairview just south of the residential area) would be more likely to use the Fairview / County D route than the Twin Lakes Parkway route to I-35W.
- Q: Why spend time designing the parkway if it is not known what the redevelopment will look like?
 A: Some assumptions have been made with regard to the complexion of the redevelopment. If the ultimate PUD application is significantly different, the design of the parkway will have to be reevaluated.

WORKSHOP 4

Finance and Economics

- WORKSHOP TYPE: inventory/background (information download)
- GENERAL PURPOSE: to familiarize the Panel with Tax Increment (TIF) and its use in redevelopment, as well as larger redevelopment financing issues and the history of redevelopment in Roseville
- MAIN TOPICS:
- Tax Increment and redevelopment
 - redevelopment in Roseville
 - redevelopment financing
- PANEL PARTICIPATION: opportunity to ask questions, which were answered at workshop and documented for later distribution and posting on Roseville web site
- OUTCOMES:
- understanding of the fundamentals of redevelopment financing
 - understanding of TIF and how it is used in redevelopment

Workshop 4 dealt with redevelopment financing. This was perhaps the most complex topic presented to the Panel, and was also one in which the panelists were keenly interested. The presenters covered the basics of redevelopment financing, outlined the different finance tools available to the city, and offered an in depth description of what Tax Increment Financing (TIF) is and how it works. One of the goals of the workshop was to dispel some inaccurate myths about TIF, while impressing upon the Panel the need for creative financing in order to make the project go forward.

This workshop also gave an overview of the history of redevelopment in Roseville, and how TIF and other financing tools have played an essential role in that redevelopment.

TIF AND REDEVELOPMENT

*presented by
James Casserly, Krass Monroe*

COMMON MISCONCEPTIONS ABOUT TAX INCREMENT

Property in a TIF District pays no taxes OR Property in a TIF District pays more taxes

In reality...

- Real estate is taxed the same inside or outside of a TIF District
- Assessor determines market valuation
- State establishes class rates
- Various units of government determine tax rates

All taxes go to the City or the developer

In reality...

- Tax increment is a portion of the total taxes paid
- Tax increment is only the increase in taxes due to redevelopment
- Tax increment is not taxes paid prior to redevelopment
- Tax increment is not taxes from State levies
- Tax increment is not taxes from market value referendum levies

Tax increment is always a subsidy to the developer

In reality...

- Tax increment is generally used to:
 - Make the site developable
 - Make housing affordable
 - Make Brownfields competitive with Greenfields

The project would have occurred anyway so tax increment is not necessary
In reality...

- The “But For” test must be met and findings made
- If not, the City cannot authorize the use of tax increment
- Example:
 - The cost to acquire and prepare a site is \$10/sq. ft.
 - The value of the site is only \$5/sq. ft.
 - The new development can not occur “but for” tax increment

Tax increment makes it easier to use condemnation

In reality...

- Tax increment is a financing tool only
- Condemnation is not authorized in the Tax Increment Act
- Condemnation is authorized in other statutes to encourage redevelopment

WHY REDEVELOP?

- Redevelopment is proactive land use planning
- Redevelopment allows for greater investment in the community
- Redevelopment provides an opportunity to improve public infrastructure
- Redevelopment can help overcome barriers to private development
- Redevelopment can diversify housing stock

ROSEVILLE’S AUTHORITY TO REDEVELOP

- Housing and Redevelopment Authority
 - M.S. 469.001 - 469.047
 - Created in 2002
 - Traditionally focused on housing related activities
- Port Authority
 - M.S. 469.048 - 469.068
 - Specific authority granted in 1987 special legislation (M.S. 469.082)
 - Traditionally focused on redevelopment and development related activities

Twin Lakes Estimated Uses

(uses describe the expenditures that must be made to redevelop a site)

Local Land/Building Acquisition	\$37,700,000
Relocation	\$1,100,000
Site Preparation (grading, demo, engineering, soil correction)	\$6,200,000
Site Preparation (environmental)	\$7,300,000
Landscaping and Langton Lake Improvements	\$1,800,000
Streets (Twin Lakes Parkway, Prior Avenue)	\$5,700,000
Contingency (10.00%)	\$6,000,000
Costs of Issuance (2.50% of Tax Increment Bonds)	<u>\$300,000</u>

TOTAL USES **\$66,100,000**

Twin Lakes Estimated Sources

(sources describe the money available to offset development costs)

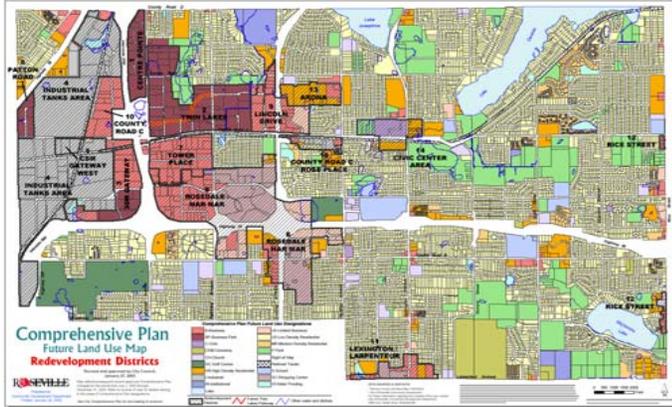
Tax Increment Revenue Bonds	\$13,600,000
Tax Increment Revenue Note	\$5,500,000
Grants - Other	\$0
Land Payment	<u>\$19,700,000</u>

TOTAL SOURCES **\$38,800,000**

Sources and Uses Statement

Total Uses	\$66,100,000
Total Sources	\$38,800,000

DEFICIT (GAP) **\$27,300,000**



Roseville's Redevelopment Districts

Roseville's Land Use Distribution

Commercial/Industrial area

- 17% (1,600 acres) of land area;
- 25% of value
- 49% of property taxes

Residential area

- 38% (3,300 acres) of land area
- 65% of value
- 48% of property taxes

Public, Institutions, ROW

- 40% of area

REDEVELOPMENT STRATEGIES

As a **fully developed** first ring suburb, Roseville places a strong emphasis on redevelopment. Roseville categorizes redevelopment within 16 redevelopment areas.

Roseville strives to:

- Actively encourage the redevelopment of blighted commercial and industrial land uses that incorporate planned business park atmosphere to provide for a mix of uses, maximize the tax base, increase quality jobs and provide job to housing balance in a livable environment.
- Continually develop and refine redevelopment plans for each section of the community to ensure a balance of commercial and residential tax base.

TWIN LAKES REDEVELOPMENT TO DATE

- Twin Lakes – more than \$10 million invested to date
 - \$3.3 million contamination clean up
 - \$6.7 million site acquisition, demolition, soil corrections
 - \$500,000 in planning and environmental assessment dollars
- Twin Lakes Business Park currently includes 322,600 s.f. redeveloped office high/tech flex
 - Adds 1,150 jobs
 - Adds annual payroll of \$40 million
 - Adds \$20 million in new value
 - Adds \$850,000 (\$510,000 in increment) in annual property taxes

TWIN LAKES REDEVELOPMENT CHALLENGES

- Over inflated land prices
- Large parcel redevelopment
- Demolition costs
- Environmental clean up costs – historically and in the future
- Market based redevelopment approach
- High infrastructure costs (Twin Lakes Parkway, interstate ramp, traffic lights, ponding)

CITY FINANCING TOOLS FOR REDEVELOPMENT

- Tax Increment Revenue Bonds
 - Repaid with revenues generated from a project (i.e. tax increment)
 - Are not backed by the City's taxing power
- General Obligation Tax Increment Bonds
 - Repaid with tax increment
 - Backed by the City's full faith and credit
 - When insufficient tax increment occurs, a City must use available funds or levy to pay the shortfall
- Special Assessment Bonds
 - Issued to provide revenues to fund improvements to benefited property
 - Becomes a lien against the property
 - May be repaid with tax increment
 - Customarily general obligation bonds
- Tax Increment Revenue Note
 - Common alternative to issuance of bonds
 - Also referred to as "pay as you go"
 - Developer pays for eligible costs as they are incurred
 - City issues a revenue note to reimburse the developer with tax increment
 - City bears no risk
 - Developer bears risk that insufficient tax increment will be regenerated for payment

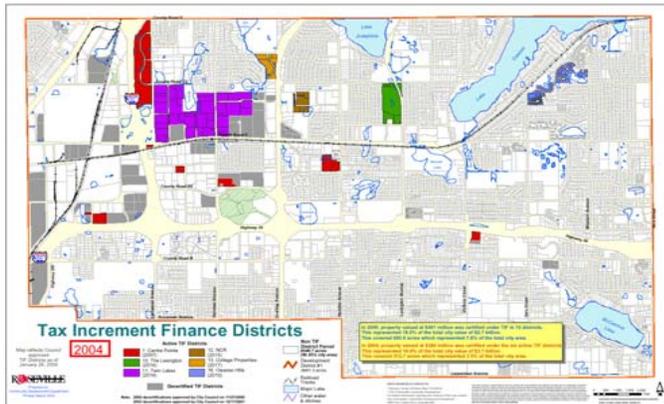
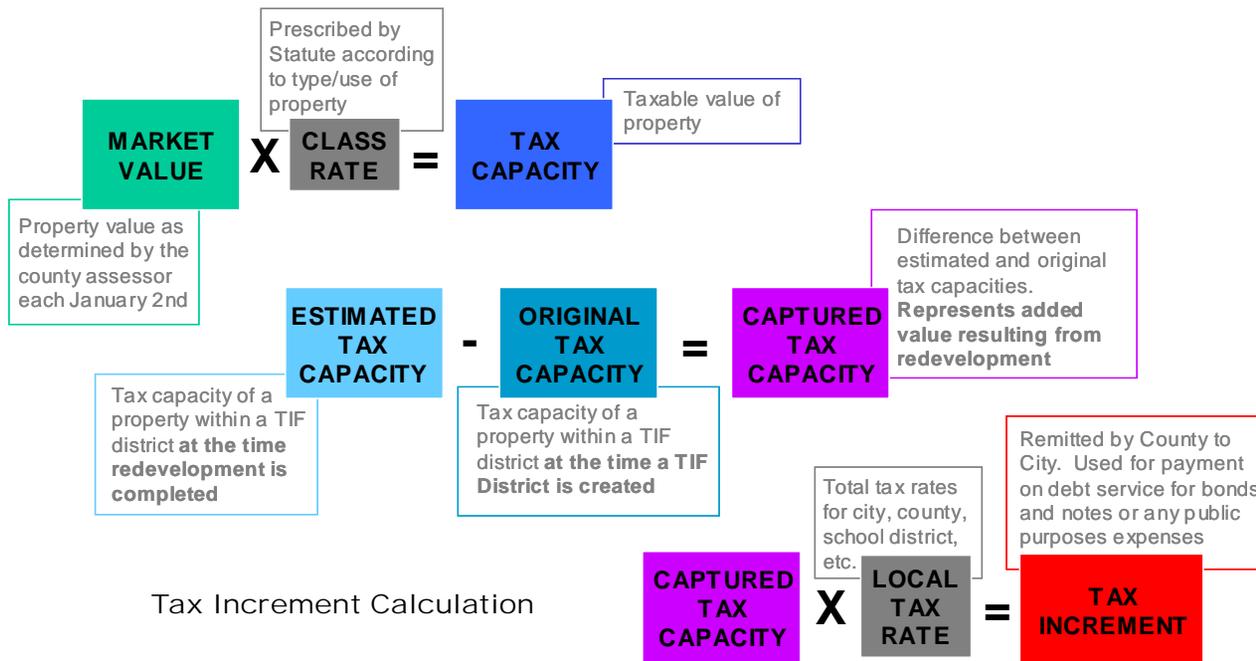
TAX INCREMENT FINANCING (TIF)

- Local governmental planning and financing tool since 1973
- Designed by the Legislature to replace federal urban renewal programs
- Basic premise is the "but for" test
 - Without municipal assistance, a project would not occur or would not occur within the foreseeable future
- Utilizes the increase in property taxes resulting from new development to finance qualified public improvement costs related to that development
- Requires creation of a Project Area and adoption of a Development Program
- Requires creation of a TIF District and adoption of a TIF Plan

Gap Strategies

(gap strategies refer to ways to "close the gap" between sources and uses, thereby making the redevelopment possible)

- Twin Lakes Parkway (not paid by development)
- Levy special assessments
- Reduce contingencies
- Reduce city administrative fees
- Obtain assistance from state/county for off-site road improvements
- Obtain environmental remediation grants
- Issue general obligation bonds
- Require higher land payments
- Create a hazardous substance subdistrict
- Pay fiscal disparities from outside the district
- Utilize condemnation and moratorium on development



Roseville's TIF Districts: 2004

HISTORY OF TAX INCREMENT USE IN ROSEVILLE presented by James Casserly

Roseville originally began its tax increment program in 1985. At the time, the city was experiencing extensive aging and deterioration of trucking terminals & older industrial areas, as well as extensive competition from other suburban areas. It therefore became critical that the City develop a proactive economic development plan to enhance tax base and create and retain jobs.

KEY POINTS

- Between 1985 and 1993, the new market value generated in Roseville's TIF districts was \$145 million in addition to \$274 million in new market value generated outside of the districts. "But for" TIF this new value may not have been generated.
- Roseville has created fewer districts (16) than surrounding communities (35+) and does decertify districts in a timely manner.
- Roseville's TIF districts have declined from 15 districts in 2000 to 6 districts in 2002. One of the 16 districts was decertified prior to 2000.
- Roseville's Tax Increment Revenue was \$7.7 million or 118% of the City Levy amount of \$6.5 million in 2000. Roseville's 15 TIF Districts encompassed 565 acres or 6.1% of the total land area in the City.
- In 2004 Roseville's estimated Tax Increment Revenue will decline to \$2.5 million which is 26% of the City Levy amount in 2004 of \$9.8 million. Roseville's 6 TIF districts now encompass 314 acres or 3.55% of the total land area of the City.
- Currently no excess increment is being collected. All tax increment revenue collected is used to cover outstanding debt obligations.

City-Wide		2001 Value	2004 Value				
		\$2,686,017,700	\$3,715,700,900				
TIF District			Value Change	Percent Change	Year Decertified	Year to Decertify	
1	\$60,727,700	\$88,538,600	\$27,810,900	45.8%	Active	2007	
2	\$57,027,800	\$61,155,500	\$4,127,700	7.2%	2003	2003	
3	\$8,592,800	\$11,135,900	\$2,543,100	29.6%	2003	2003	
4	\$22,528,600	\$27,620,500	\$5,091,900	22.6%	2003	2003	
5	\$37,326,400	\$50,680,300	\$13,353,900	35.8%	2002	2002	
6	\$578,800	\$791,700	\$212,900	36.8%	2002	2002	
7	\$29,642,600	\$37,797,000	\$8,154,400	27.5%	2002	2002	
8					1995	1995	
9	\$17,023,400	\$21,412,300	\$4,388,900	25.8%	2002	2002	
10	\$146,608,800	\$166,712,400	\$20,103,600	13.7%	Active	2014	
11	\$55,920,100	\$75,711,200	\$19,791,100	35.4%	Active	2014	
12	\$1,771,400	\$879,500	-\$891,900	-50.4%	Active	2015	
13	\$16,336,900	\$26,582,300	\$10,245,400	62.7%	Active	2017	
14	\$9,781,200	\$11,283,700	\$1,502,500	15.4%	2003	2003	
15	\$5,210,800	\$6,868,100	\$1,657,300	31.8%	2003	2003	
16	\$21,943,100	\$28,298,100	\$6,355,000	29.0%	Active	2010	
Total	\$491,020,400	\$615,467,100	\$124,446,700	25.3%			

In 2000, property valued at \$491 million was certified under TIF in 15 districts.
 This represented 18.9% of the total city value of \$2.7 billion.
 This covered 685.9 acres which represented 7.8% of the total city area.

In 2004, property valued at \$386 million was certified under the six active TIF districts.
 This represented 10.4% of the total city value of \$3.7 billion.
 This covered 312.7 acres which represented 3.5% of the total city area.

Note: District 8 decertified 1995

Active districts in red

Sources:

Ramsey County Property Taxfiles March 2001 and March 2003

City of Roseville Community Development

Roseville TIF District Valuation Table

KEY QUESTIONS:

- Q: Why are land prices in Twin Lakes "overinflated"?
- A: The land is not ready for construction. There are buildings and private infrastructure on the land that have inherent value, but have no value to the redevelopment
- Q: Are land prices fair now?
- A: Probably not. There has been interest in the land over the years, which has driven up the price somewhat.
- Q: When using TIF money, is there any cost sharing with the current property owner, due to increases in the land value?
- A: No. The developer may negotiate with property owners for better land prices. The redevelopment agreement, however, will spell out exactly what money comes from where, including the developer's profit. The redevelopment agreement makes the entire financing process an open one.

- Q: In the two basic redevelopment scenarios (a. the city amasses and prepares the land and b. the city facilitates a developer's acquisition of the land), does the developer end up with ownership of the land?
- A: Yes. The end result in both cases is the same. How a city pursues redevelopment depends on the risk the city can incur. In either case, however, the financing must still work.
- Q: What would be the market value of redeveloped land?
- A: The current value of the land is \$19,700,000 (for the "phase 1" portion described in all illustrations). After redevelopment, the land could be worth around \$120,000,000.

WORKSHOP 5

Market and Demographics

- WORKSHOP TYPE:** inventory/background (information download)
- GENERAL PURPOSE:** to familiarize the Panel with Roseville's demographic make-up, as well as market forces affecting Twin lakes
- MAIN TOPICS:**
- demographics and community change
 - case studies with similar economic baselines
 - realities/opportunities for Twin Lakes
- PANEL PARTICIPATION:** opportunity to ask questions, which were answered at workshop and documented for later distribution and posting on Roseville web site
- OUTCOMES:**
- understanding of Roseville's demographics
 - a general "first look" at applicable case studies
 - recognition of market forces acting on the redevelopment

Workshop 5 presented information to the Panel related to demographics and market forces. Demographics, essentially, is the study of the socio-economic make-up of a community. Panelists were given an overview of Roseville's demographic make-up, with information on how that demographic (an aging one) is affecting housing needs. Presenters focused on the proof of three key facts regarding Roseville: the population is older than average, that older population is staying put in their affordable single-family homes, and that lack of housing turn-over is driving young families out of the city, creating a jobs/workers imbalance.

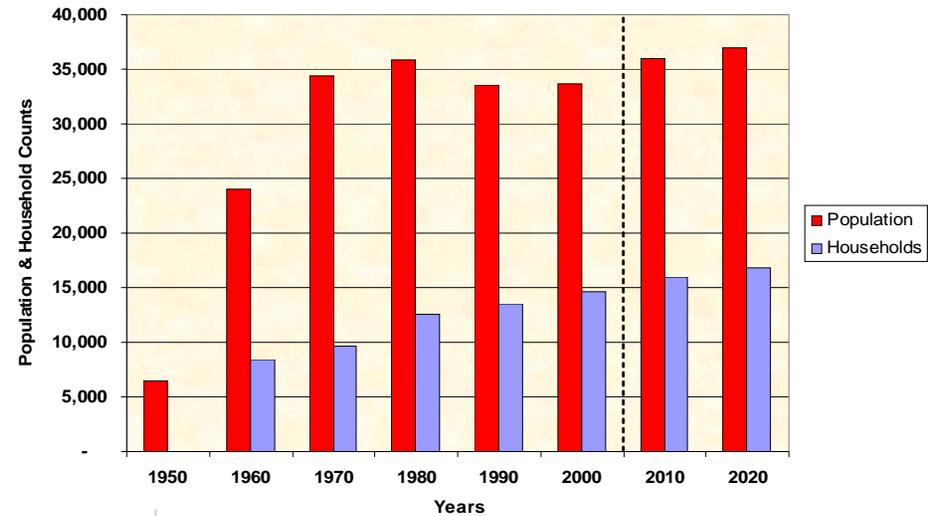
In the second part of the presentation, the panel members were shown a group of redevelopment projects with some similarities to Twin Lakes. These initial case studies sought to describe what can and has been done successfully within the context of market forces. It was restated to the Panel that no Twin Lakes redevelopment can move forward without a solid financing scheme that is based on market reality.

DEMOGRAPHIC OVERVIEW presented by John Carpenter, Excensus

Roseville has an aging population base, which contributes to a slow turn over in housing within the City. This, in turn, creates a lack of housing for younger households that may wish to remain in or relocate to Roseville. Because, however, Roseville is a center for commercial and industrial jobs ("entry level" employment), there is an increasing mismatch between the available jobs and the available workforce (which is typically more experienced).

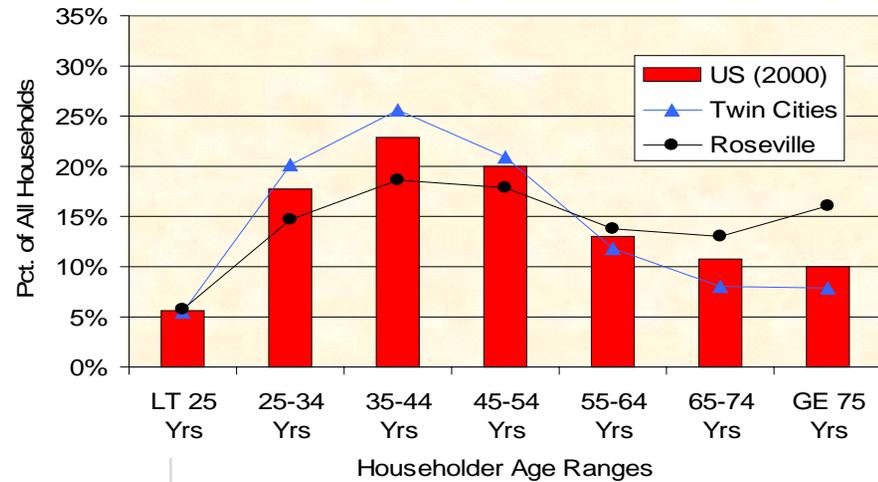
Roseville's population increased dramatically between 1950 and 1960, but has remained relatively stable ever since. The number of households has increased steadily (and is projected to continue to do so).

Roseville Population Trends -- Actual & Projected



Roseville's population is older, in general, than the Twin Cities metropolitan area and the nation as a whole.

Distribution of Households by Age (2000 - US, Twin Cities MSA & Roseville)



Twin Cities Demographic Trends (1990-2000)
Adults, Families and Children

Population 25 to 34 ('90-'00)

Scott County	25.2%
Washington County	1.8%
Carver County	0.1%
City of Minneapolis	-8.0%
Dakota County	-8.1%
Anoka County	-8.7%
7-County Metro Area	-12.1%
City of St. Paul	-12.3%
Suburban Hennepin County	-20.0%
Roseville	-22.8%
Suburban Ramsey County	-28.0%

Population 65 or Older ('90-'00)

Washington County	60.8%
Anoka County	55.4%
Dakota County	50.2%
Suburban Ramsey County	35.9%
Carver County	30.7%
Scott County	30.7%
Suburban Hennepin County	26.3%
Roseville	21.3%
7-County Metro Area	13.4%
City of St. Paul	-20.8%
City of Minneapolis	-26.9%

Source: US Census (1990 and 2000)

Between 1990 and 2000, the population of Roseville aged between 25 and 34 dropped almost 23%. This is significantly more than the Twin Cities metro area as a whole. In the same period, the city's population older than 65 increased over 21%, greater than the metropolitan area as a whole.

Between 1990 and 2000, Roseville had the greatest overall drop in the number of families with children in the entire metropolitan area (5.8% decrease). Over the same period, the number of households without children increased 32%, greater than the metropolitan area as a whole.

Twin Cities Demographic Trends (1990-2000)
Families and Non-Families

Families w/ Children ('90-'00)

Scott County	53.0%
Carver County	49.2%
Washington County	30.3%
Dakota County	21.9%
7-County Metro Area	10.4%
Anoka County	10.1%
Suburban Hennepin County	6.9%
City of St. Paul	0.8%
City of Minneapolis	-4.2%
Suburban Ramsey County	-4.5%
Roseville	-5.8%

Non-Family Households ('90-'00)

Scott County	70.9%
Washington County	68.5%
Anoka County	56.1%
Dakota County	50.6%
Carver County	49.4%
Suburban Ramsey County	33.3%
Roseville	32.0%
Suburban Hennepin County	27.6%
7-County Metro Area	24.6%
City of St. Paul	7.1%
City of Minneapolis	6.5%

Source: US Census (1990 and 2000)

Between 1990 and 2000, Roseville lost 3.6% of its population aged between 6 and 8, at a time when the metropolitan area as a whole was gaining population in this age group. An even more significant drop occurred in population under 6 years of age (15.9%).

Twin Cities Demographic Trends (1990-2000)
Shifts in Number of Young Children

Population Age 5 to 9 ('90-'00)

Scott County	53.6%
Carver County	51.5%
Washington County	27.3%
Dakota County	21.2%
7-County Metro Area	13.9%
City of St. Paul	13.0%
Anoka County	12.4%
City of Minneapolis	9.0%
Suburban Hennepin County	8.5%
Roseville	-3.6%
Suburban Ramsey County	-5.8%

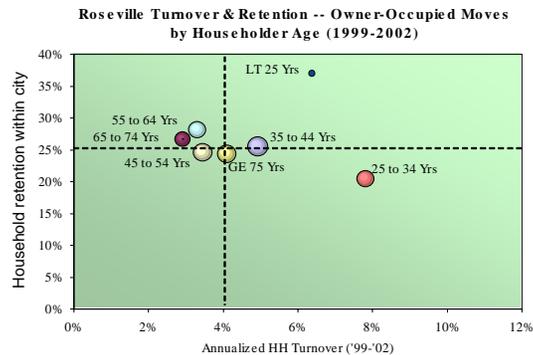
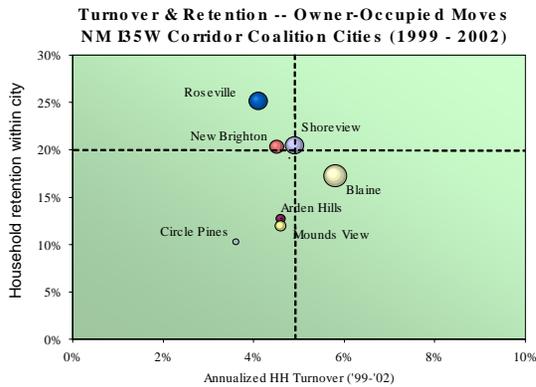
Population Under Age 5 ('90-'00)

Scott County	51.4%
Carver County	35.3%
Washington County	26.4%
Dakota County	8.0%
Anoka County	5.6%
7-County Metro Area	1.7%
Suburban Hennepin County	-4.0%
City of St. Paul	-4.8%
City of Minneapolis	-7.1%
Roseville	-15.9%
Suburban Ramsey County	-17.1%

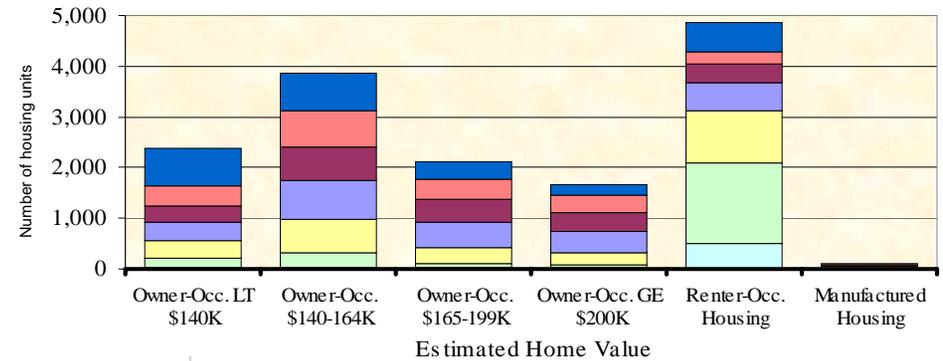
Source: US Census (1990 and 2000)

FACTORS CONTRIBUTING TO HOUSING SHORTAGE

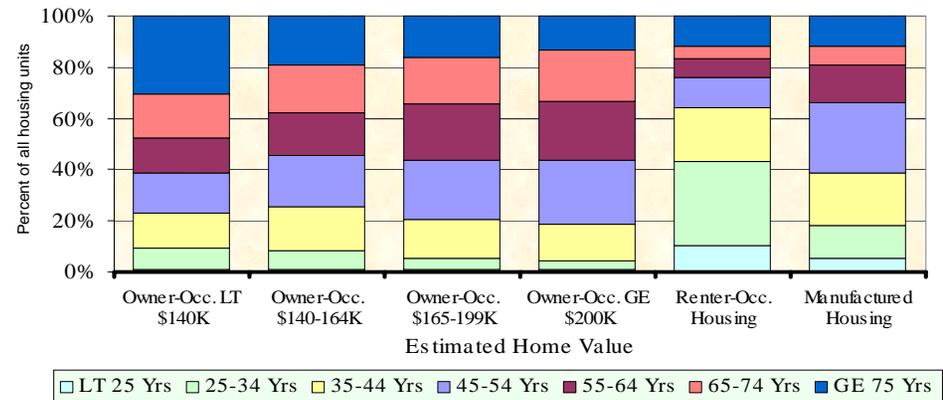
There is a direct relationship between housing type and the age of the head of household in Roseville. Older households currently own most of the more affordable housing in the city. In addition, these older households are staying put, forcing younger potential homeowners to leave the city to find affordable housing. Also as a result of this, the number of young renters is increasing.



**Count of Occupied Housing Units
By Dwelling Type and Householder Age (2002)**



**Distribution of Occupied Housing Units
By Dwelling Type and Householder Age (2002)**



SCHOOL DISTRICT IMPACTS

- School Census Counts (1999 to 2003)
 - 31 percent increase in school-aged children living in rental housing.
 - 18 percent decrease in school-aged children living in owner-occupied housing.

EMPLOYMENT PATTERNS presented by John Carpenter, Excensus

Roseville's labor force is shrinking and aging. Between 1990 and 2000, the total labor force decreased by over 4%, while workers between 16 and 29 years of age decreased by over 10%. This is at odds with Roseville's predominant employment base: entry level commercial and retail type jobs.

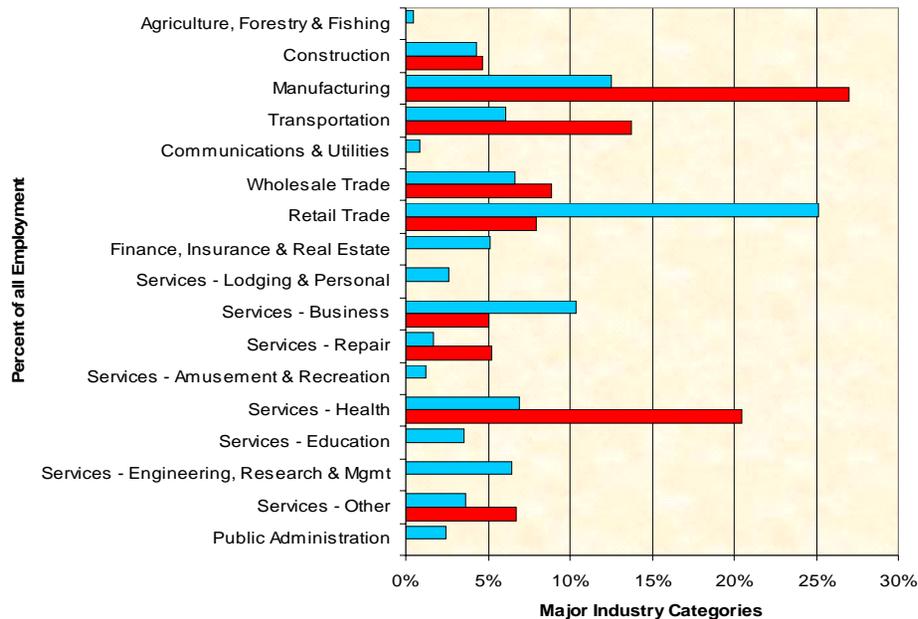
Change in Roseville's Working-Age Adults (1990-2000)

Adult Ages	1990		2000		Change	
	Count	Percent	Count	Percent	Count	Percent
* 16 to 29 Yrs Old	7,459	31.0%	6,693	29.1%	(766)	-10.3%
* 30 to 54 Yrs Old	10,961	45.6%	11,303	49.1%	342	3.1%
* 55 to 69 Yrs Old	5,638	23.4%	5,012	21.8%	(626)	-11.1%
Total	24,058	100.0%	23,008	100.0%	(1,050)	-4.4%

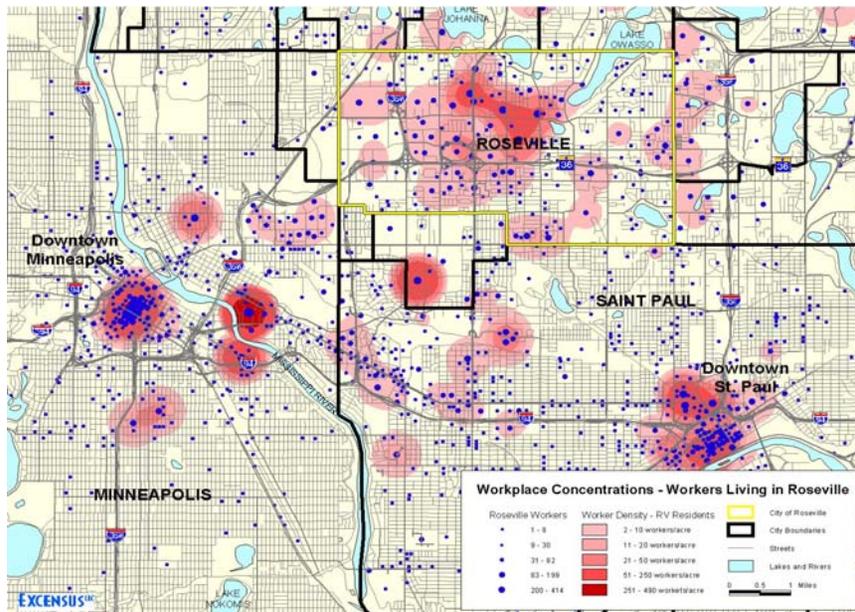
Source: US Census Bureau - 2000 Census

- The shift to a service economy is producing more households supported by only moderate wages.
- 70% of new jobs expected in the Twin Cities will fall in the low- and moderate-wage sectors of Service or Retail.

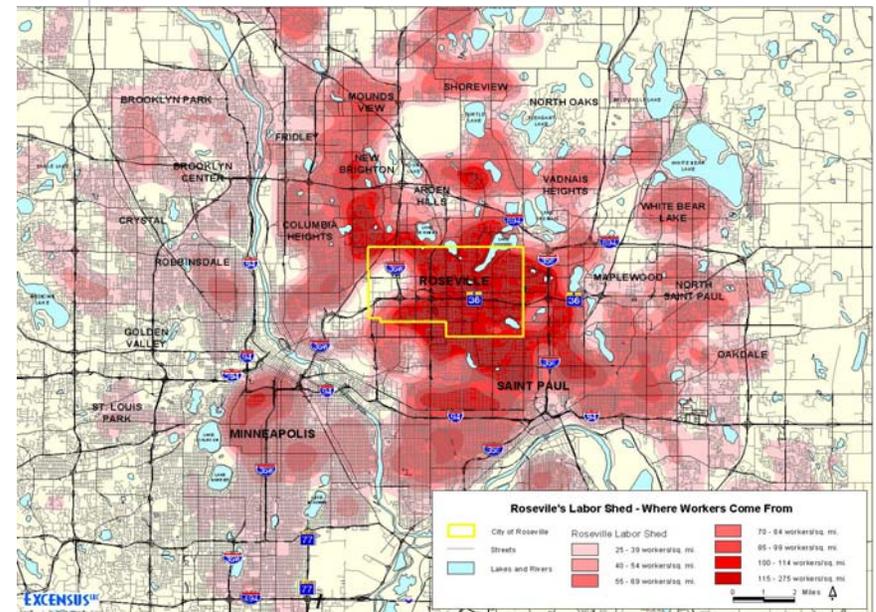
Employment By Major Industry - 2001 Roseville Employment - 39,258 Twin Lakes Employment - 4,334



Workers residing in Roseville currently commute primarily within the city, to the University of Minnesota, and to downtown Minneapolis and Saint Paul. Six percent of the jobs within Roseville are held by residents. Other workers commute primarily from surrounding suburbs and northern Saint Paul.



Roseville's Commute Shed



Roseville's Labor Shed

presented by
Tom O'Neil, DSU Research

SITUATION / RESPONSE

There are several redevelopment projects in the Twin Cities metropolitan area that are similar in scope and desired outcome to Twin Lakes. In preparation for the mobile workshop (workshop 6), 7 of these case studies were presented:

- Burnsville - Heart of the City
- Golden Valley - Area B
- Richfield - 66th and Lyndale
- Richfield - 77th and Lyndale
- St. Louis Park - Excelsior and Grand
- New Hope - City Center at 42nd and Winnetka
- St. Anthony – Former Apache Plaza Shopping Center



BURNSVILLE HEART OF THE CITY

Situation

- Fully-developed in 1960s-1980s in typical suburban (auto-oriented) pattern; no communal area that people identify as the city center.
- Site held obsolete commercial uses; blighted look, poor function.
- Strong access to I-35W, between two main east-west roads.

Response

- Large civic effort with strong leadership; acquisition of 54 acres.
- Master-planned with 300-400 multifamily owner and rental units (market-rate and affordable), retail, office and structured parking.
- Walkable, pedestrian-friendly, high-density area surrounding central park.
- Will attract a wide variety of households (income and type), including low- and moderate-income families.



GOLDEN VALLEY: AREA B

Situation

- Desirable, fully-developed, 1st-ring suburb with access to Minneapolis.
- Failed grocery store site with tired, odd strip centers from 1950s/1960s. Good access to Highway 55 nearby.
- Desire to keep viable businesses. Connect area with City Hall district and new shopping center to southeast. Add new units to keep long-time residents; add affordable rental housing.

Response

- Master-planned with 84 upper-market townhomes, 30+ affordable rental and owner units, 34 condos, retail, office and structured parking.
- Higher-density area; complement existing retail uses.
- Owner housing attracted many residents 55+ from Golden Valley.



SAINT LOUIS PARK: EXCELSIOR AND GRAND

Situation

- Fully-developed, first-ring suburb with excellent access to Downtown Minneapolis, Uptown, Lakes district and western suburban jobs.
- Over 46,000 jobs in city. Overall employment situation and metro location similar to Roseville.
- Obsolete commercial district along busy Excelsior Boulevard. Five bars, eclectic commercial uses, poor transition to residential area.
- Desire to offer new housing for residents, beautify boulevard, connect to existing park areas and create community focal point.



Response

- \$35 million public investment. 600 new housing units, 120,000+ square feet of retail and office; transit stop; structured parking, major open space connections and amphitheater.
- Highly successful; most of condo units sold literally in hours.

RICHFIELD: 66TH and LYNDALE

Situation

- Fully-developed, first-ring suburb with good access to Downtown Minneapolis and I-494 jobs.
- Loss of 400+ homes to Airport expansion.
- Lack housing alternatives to retain City's growing senior population; open-up single-family homes to attract young families.
- Incompatible land uses/aging housing stock on site.
- Community planning/visioning created Master Plan for new "downtown."

Response

- Master-planned with retail, office, structured parking, 78 assisted living, 138 apartments, 117 cooperative, 27 condo, and 13 townhome units.
- Up-scale general-occupancy, high-rise cooperative (City Bella) that offered a great alternative for older residents.
- Reported 70% of initial residents came from other parts of Richfield.

RICHFIELD: 77TH and LYNDALE

Situation

- High-profile "gateway" into the City of Richfield.
- Old mix of commercial businesses; underutilized.
- Quasi-strip format incompatible with ever-increasing traffic.
- Adjacent Shops at Lyndale spurred additional redevelopment at NE & NW corners.

Response

- Phase I (East side of Lyndale): 161 senior rentals and 38,000 s.f. of office space.
- Phase II (East side): 40 owner townhomes.
- Phase III (West side): 94 lofts/condos, 14 owner townhomes, and 30,000 s.f. of retail/restaurant space.
- Strong sales of condo units.





NEW HOPE CITY CENTER

Situation

- Developed suburb with moderate home prices but little new housing development in many years.
- Vacant K-Mart and two poorly-performing neighborhood centers mired in poor land use pattern, but centrally located on major roads.
- Desire to offer new housing for residents, especially long-time residents who otherwise would move to next-tier suburbs.
- Create community focal point and spur civic pride; regain grocery.

Response

- Funded significant master planning effort and working with developers. Likely 500+ new housing units of mostly owner styles (multifamily), central park with water feature, 75,000+ square feet of new commercial.
- Multiple stakeholders showing interest in putting new image on city and raising civic spirit.

ST. ANTHONY: APACHE PLAZA SITE

Situation

- Older, small suburb adjacent to Northeast Minneapolis.
- Former Apache Plaza Mall site; opened in 1960s; market obsolete, blighted and failing.
- Desire to remove blight and offer new housing for residents:
 - long-time residents who have left the city and want to come back.
 - 55+ looking to sell long-held single-family homes.

Response

- Funded significant master planning effort and working with multiple developers. Plans for 660+ new housing units of owner and renter styles, a variety of open spaces and at least 230,000 square feet of new commercial space, mostly retail.
- Civic leaders rallied behind concept and project gaining strong momentum as new units move closer to reality.
- Substantial interest in condo housing by older (55+) residents.



REALITIES AND OPPORTUNITIES

presented by
Tom O'Neil, DSU Research

- A balanced demographic base is key to a strong local economy and stable community institutions
 - (e.g. retailers, health care, park programs, etc.)
- Strategic priorities:
 - Expand the base of young households and workers
 - Stabilize base of children, adults and seniors

REALITY BASED STRATEGY

- Develop the Twin Lakes site with current residents in mind
 - Higher-priced multi-family housing choices
 - Office and service based employment
 - Amenities suited to high visibility site
- Market new housing to current residents
- Refill the freed-up housing with young households and existing residents seeking move-up housing
- A mix of uses is appropriate and indeed necessary to create a unique place

Space Allocation Matrix
Comparable Redevelopment Projects in the Twin Cities

		Excelsior & Grand St. Louis Park	Heart of the City: Burnsville	77th & Lyndale: Richfield	66th & Lyndale: Richfield	Area B: Golden Valley	City Center: New Hope	Apache Plaza Site: St. Anthony
	Acreage	15.0	54.0	8.2	16.0	11.1	50+	50+
	Building Space	972,000	584,000	544,540	915,000	219,000	TBD	TBD
Rental Housing	Market Rate	580,000	70,000		162,000		TBD	220
	Affordable	20,000	100,000		18,000	24,000		
Sr. Rental	Market Rate			172,245	76,000			
Owned Housing	Gen. Occupancy		285,000	168,000		139,000	TBD	442
	Affordable			33,000		18,000		
	Gen. Occ. Co-Op				350,000			
Retail	Traditional	82,000	23,000	30,000	53,000	25,000	75,000+	200,000+
Office	Multi-Tenant	40,000	16,000	38,295	60,000	13,000	up to 25,000	25,000
Other	Open Spaces		central park			trails	park/water	park/water/trail
	Program Spaces	amphitheater			park/water sculp. garden			
	Public Garage	250,000	90,000	103,000	196,000		TBD	TBD

Source: DSU Research

KEY QUESTIONS:

- Q. Does the upward swing in the older ages of Roseville’s demographic have to do with the presence of ample senior housing or nursing homes in the city?
- A. Nursing homes do not count as households, but that upswing in the older ages does reflect senior housing in the community. It also reflects members of the 75+ age group that are new to the community, and likely taking advantage of that senior housing.
- Q. Is there an issues that Roseville’s housing stock, which was very attractive to young buyers in the 1970s, is not what 25 to 35 year olds want now?
- A. Research shows that, given a choice, families want a yard. Another significant factor is price, and the inner ring housing stock (even 1960s and 70s ramblers) are actually increasing in price faster than in other areas. Young families will choose newer styles over older ones, but the primary factor is finding something they can afford, so the fact that younger families are not moving to the inner ring indicates they may be getting priced out of the market, rather than avoiding 1970s housing stock.
- Q. Why not build housing geared toward workers and let another city build the senior housing – there would be less commuting, higher tax base, etc.?
- A. Seniors will likely want to stay in the community, and they will find housing that meets their needs in the community they want to be in, even in unexpected ways. This is true of any demographic. In Columbia Heights, for example, which has no senior housing, most of the city’s rental units are occupied by seniors. Also, each demographic group has something to add to the social fabric of a community, while trying to attract working families with single-family housing is not financially feasible for a redevelopment site.
- Q. Is there any legal way to ensure that new units will be filled by Roseville residents, thereby facilitating turn-over?
- A. There is no legal way, but marketing can be targeted to current residents, educating them and encouraging them to buy in. This was done in St Anthony with the redevelopment of Apache Plaza.

WORKSHOP 6

Mobile Workshop

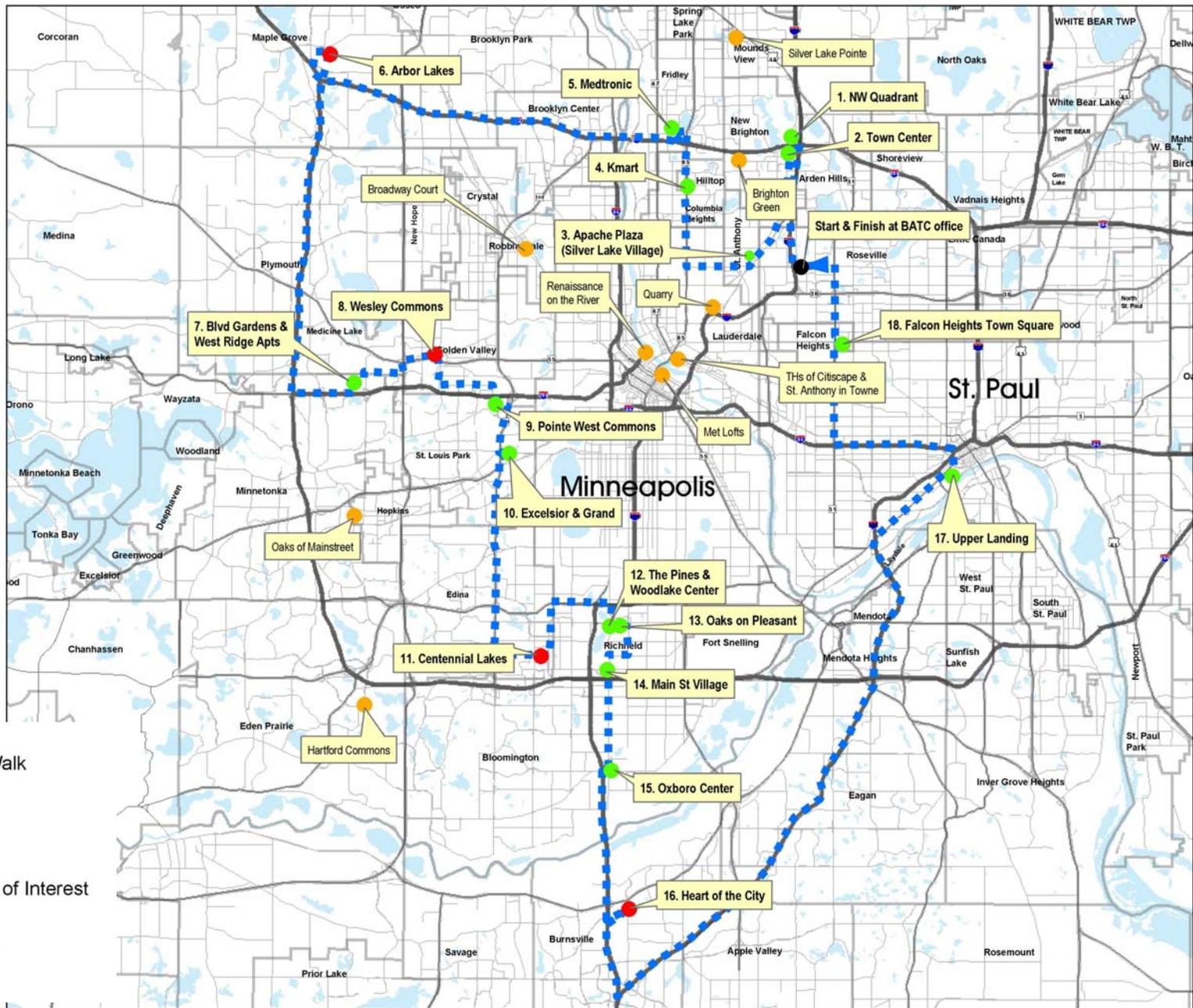
WORKSHOP TYPE:	mobile workshop (case study research)
GENERAL PURPOSE:	to show the Panel a variety of redevelopment sites with a variety of characters, land use mixes, and public amenities
MAIN TOPICS:	- case studies
PANEL PARTICIPATION:	opportunity to ask questions during the tour about the sites being visited
OUTCOMES:	- the ability to visualize redevelopment on the ground - the establishments of points of reference for further discussion among the Panel, developers and City.

Workshop 6 was a mobile workshop that spent one Saturday morning visiting redevelopments in the Twin Cities metropolitan area. The Panel, Development Team, and facilitator traveled together in a chartered bus, beginning and ending in Roseville and visiting 18 sites from Maple Grove to Burnsville. While the majority of the sites were “drive-by” sites, where the bus paused momentarily for discussion, the Panel did get out and walk 4 sites:

- Arbor Lakes in Maple Grove
- Wesley Commons in Golden Valley
- Centennial Lakes in Edina
- Heart of the City (Nicollet Commons) in Burnsville

The Panel was provided a fact sheet on each of the sites, which provided information such as total land area, land use mix, public amenities, building types, development team, project timing, parking/transit innovations, and unique features. (The Roseville website now hosts an interactive map, like the one at right, within which all stat sheets are available).

In addition to the 18 sites visited, 9 other notable sites were shown on the tour map, some of which included fact sheets.



WORKSHOP 7

Issues and Visual Preferences

WORKSHOP TYPE:	program / vision workshop
GENERAL PURPOSE:	to learn the Panel's general expectations for the site, through exercises designed to document strengths/weaknesses/opportunities/constraints, as well as visual preferences
MAIN TOPICS:	<ul style="list-style-type: none">- discussion of mobile workshop- discussion and tabulation of pre-distributed questions (strengths/weaknesses/opportunities/threats)- survey of visual preferences
PANEL PARTICIPATION:	<p>Panel was provided questionnaires in advance of the workshop (7 questions). Responses to questions were shared at the workshop, written, posted, and voted upon by the panel.</p> <p>Panel participated in a survey of visual preferences (individual voting)</p>
OUTCOMES:	<ul style="list-style-type: none">- basic understanding of expectations and perceptions of Twin Lakes- basic understanding of aesthetic likes/dislikes

Workshop 7 marked the first workshop in which Panel input was the primary focus. Beginning with workshop 7, the process moved from the inventory/background stage to the program/vision stage (pre-design). Workshop 7 opened with a discussion of the mobile workshop and the sharing of responses to a pre-distributed questionnaire. Four of the questions formed the basis for a strengths/weaknesses/opportunities/threats (SWOT) exercise. All responses were posted and the Panel voted with colored dots for the most important items to them.

After the voting exercise, the Panel participated in a survey of visual preferences (SVP), designed to give the development team insight into the aesthetic and land use (functional) desires of the Panel. Panel members rated over 100 slides on a numeric scale. Results from the SWOT and SVP exercises were presented during workshop 8.

QUESTIONNAIRE

In advance of workshop 7, the Panel was provided a questionnaire with 7 questions. The Panel Members were asked to respond to each question and be prepared to discuss these responses during the workshop. Each question was designed to obtain information on a specific topic.

Question 1

None of the projects visited on the tour on Saturday, April 10, were being offered as models to be copied in Roseville. Rather they were intended to provide the panel members with several different examples of redevelopment projects, each having been developed in response to their own unique set of problems and opportunities. With this in mind, what were your responses to the projects that you visited? Please feel free to share general answers about them, as well as whatever specific, or detailed observations you made. Did you see ideas, or elements that you feel may work in Twin Lakes? Are there characteristics, features, or implications of one or more of these projects that you would definitely not like to see in Twin Lakes? If so, please identify them and explain why you feel this way.

was included to document specific reactions to existing redevelopment projects in the metropolitan area. Responses established a baseline for expectations and a smaller list of model projects.

Responses to question 1 were read during workshop 7 and discussed among the group.

QUESTION 2

You have been presented information about the land in Twin Lakes, its natural characteristics, infrastructure, neighborhood context, contamination, and its relationships with the existing and planned transportation system. You have also learned about the financial challenges associated with this redevelopment and the demographic changes that will shape Roseville's future. Given this background, one could make a case for high valued housing, empty nester housing, senior housing, housing that is attractive to first time home buyers, or obviously numerous different mixes of some, or all of these housing types. What type of housing do you believe should be developed in Twin Lakes and why?

and QUESTION 3

Many of the redevelopment sites that were visited contained a retail component. The amounts and types of retail varied widely. What do you believe the right role for retail to play in the redevelopment of Twin Lakes and why? Some of the communities visited determined that the only way that their projects were economically feasible, were if they included retail components. We have not reached that conclusion in Twin Lakes, but we are well aware that there are significant economic challenges facing the project. Would you be willing to explore scenarios that included larger retail components, if it was determined to be the only way the overall redevelopment could be successful, or if it was the only way that particular project amenities, or features could be afforded? If yes, please explain why. If no, please explain why not.

were included to identify the Panel's sentiments with regard to housing and retail, with specific focus on housing mix and the possible presence of large scale retail uses.

Responses to questions 2 and 3 were tabulated after workshop 7 and responses were presented in workshop 8.

QUESTIONS 4 through 7

- 4. As you think about the Twin Lakes Area and a potential project there, what do you believe to be its strengths? Feel free to describe them in as general, or as specific a way as you choose. In this question, please concentrate on assets or positive characteristics that are related to the property or the potential project.*
- 5. When you think about Twin Lakes and the potential redevelopment project, what weaknesses, or liabilities do you identify? In this question, please focus on negative characteristics, problems, or constraints that are directly related to the site, or the potential project.*

6. *What opportunities do you believe this project could provide? In response to this question, you can think beyond the limits of the project area to the surrounding neighborhoods, the greater Roseville community and beyond.*
7. *Are there aspects of possible redevelopment scenarios that present potential threats of any kind? Again, in this section, you are encouraged to include factors associated with the site, as well as the surrounding community and beyond.*

were included to establish a baseline for a strengths/weaknesses/opportunities/threats (SWOT) exercise. These 4 questions asked the Panel to identify specific things they might see as **strengths** of the existing site (question 4), **weaknesses** of the site (question 5), **opportunities** offered by the site and its redevelopment (question 6), and **threats** to the development of Roseville as a whole (question 7).

Each Panel Member was asked to respond to each question orally, with responses being tabulated on large sheets of paper, grouped by question. Then, the Panel Members used colored dots to place votes next to responses that resonated most with them. Panelists voted for up to 3 responses in each category. The voting was tabulated and presented at workshop 8.

SURVEY OF VISUAL PREFERENCES

A Survey of Visual Preferences (SVP) is a generalized, unscientific way of better understanding a group's desires, expectations, and aesthetic likes/dislikes. In workshop 7, an SVP with 115 images was presented to the Panel Members, who were asked to rank each one between zero and 6 points (6 being best). Each slide was made visible for only a few seconds, requiring panelists to respond quickly, with a "gut reaction."

The slides were grouped into categories:

- Land Use (slides 1-77)
- Streetscape (slides 78-84)
- Parking Treatments (slides 85-94)
- Signs (slides 95-108)
- Landscaping (slides 109-115)

Sample Response Sheet

Survey of Visual Preferences
April 22, 2004

Please Use the Following Scale to Rate each Slide:

Sequence of Images

Strongly Negative Neutral Strongly Positive

Title: Land Use

1.	0	1	2	3	4	5	6
2.	0	1	2	3	4	5	6
3.	0	1	2	3	4	5	6
4.	0	1	2	3	4	5	6
5.	0	1	2	3	4	5	6
6.	0	1	2	3	4	5	6
7.	0	1	2	3	4	5	6
8.	0	1	2	3	4	5	6
9.	0	1	2	3	4	5	6
10.	0	1	2	3	4	5	6
11.	0	1	2	3	4	5	6
12.	0	1	2	3	4	5	6
13.	0	1	2	3	4	5	6
14.	0	1	2	3	4	5	6
15.	0	1	2	3	4	5	6
16.	0	1	2	3	4	5	6
17.	0	1	2	3	4	5	6
18.	0	1	2	3	4	5	6
19.	0	1	2	3	4	5	6
20.	0	1	2	3	4	5	6
21.	0	1	2	3	4	5	6
22.	0	1	2	3	4	5	6
23.	0	1	2	3	4	5	6
24.	0	1	2	3	4	5	6
25.	0	1	2	3	4	5	6
26.	0	1	2	3	4	5	6
27.	0	1	2	3	4	5	6
28.	0	1	2	3	4	5	6

WORKSHOP 8

Development Program

WORKSHOP TYPE:	program / vision workshop
GENERAL PURPOSE:	to develop a series of baseline assumptions from which the concept planning for the redevelopment will proceed
MAIN TOPICS:	<ul style="list-style-type: none">- review of SWOT exercise results and SVP results- discussion of general master planning and development team assumptions
PANEL PARTICIPATION:	Each assumption (developed by the facilitator and the development team based on known constraints and Panel input to date) was discussed by the Panel in open forum
OUTCOMES:	<ul style="list-style-type: none">- establish a baseline of assumptions for the project- to find the common ground among Panel Members, the development team, and the city

Workshop 8 began with summaries of the questionnaire questions not discussed as a group at the previous workshop, a recap of the voting exercise, and the results of the survey of visual preferences.

With these baselines in place, the facilitator presented for discussion a series of development and master planning assumptions. Some of these assumptions were based on the facilitators experience with redevelopment and knowledge of the site. Some were based on the development team's perceptions of site, market, and financial capabilities. Each assumption was put before the Panel for comment. On many, there was general consensus; on some, there was still important discussion. The discussion on each item was tabulated for presentation during workshop 9.

SUMMARIES

QUESTIONNAIRE

A Summary of the responses to questions 2 and 3 from the questionnaire was presented to the Panel. (This summary appears in the sidebars of pages 52 and 53.)

SURVEY OF VISUAL PREFERENCES (SVP)

The Panelists' responses to the SVP were tabulated, and the highest and lowest scoring slides in each category were presented. The final scores were based on an average score between 0 and 6. In general, scores between 5 and 6 show almost total consensus, scores between 4 and 5 show a broad preference, and scores below 2 show a broad dislike.

The complete results of the SVP can be found on the City of Roseville website.

SWOT EXERCISE / DOT PRIORITIZATION

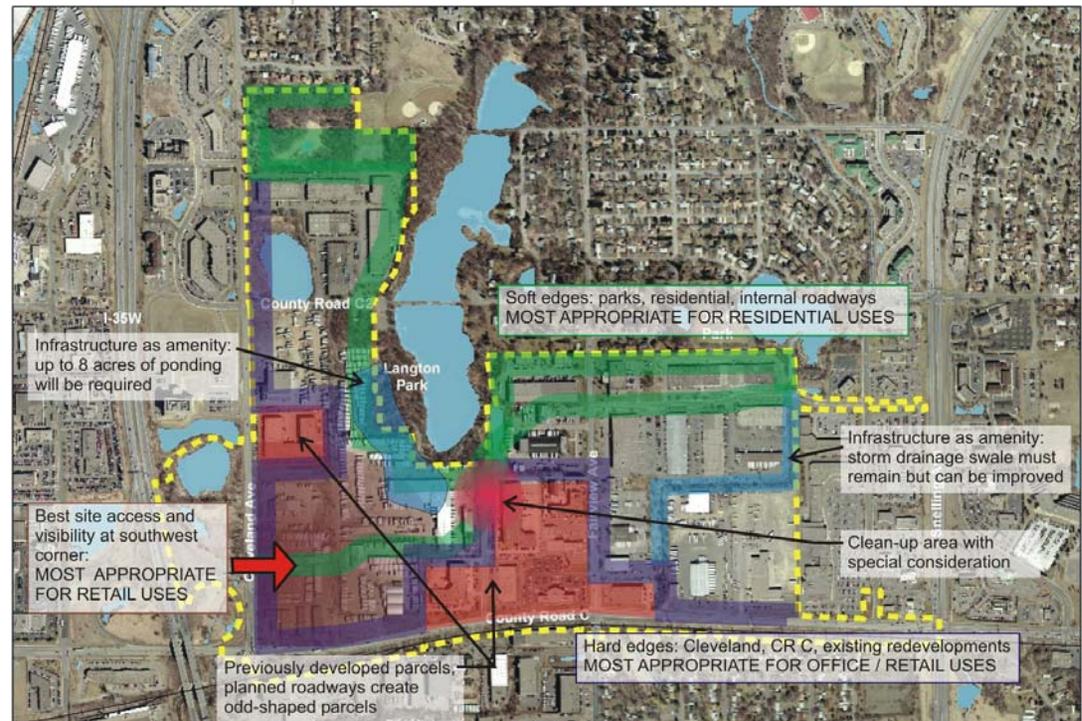
A summary of the voting exercise from workshop 7 was presented to the Panel. For a complete listing of all items listed and votes received, see the City of Roseville website. The highest vote-getters (those receiving more than 2 votes) are summarized on page 54.

ASSUMPTIONS

A series of project assumptions were set forth in order to discover where there is already consensus, and to provide a framework for concept planning to take place before workshop 9. Assumptions were set forth by both the facilitator and the development team. Each was discussed, and issues were tabulated for each and presented at workshop 9.

MASTER PLAN ASSUMPTIONS (put forward by the facilitator)

- *The project will only proceed if it is financially feasible.* This means that a combination of factors will need to combine to eliminate the current financial gap, including:
 - Amount paid for the land
 - Strategic mix of land uses
 - Determination by the City Council to pursue some or all of the identified gap strategies
 - Grants, funding from outside sources
- *The project will contain a mixture of land uses (mixed use development)*
- *Twin Lakes Parkway must be in place, although there could be some flexibility in the alignment on the west end (I-35W/ Cleveland Ave)*
- *Roseville's existing and projected demographic profile*
- *Competing projects*
- *The Marketplace – demand, pace, value, etc.*
- *Increased traffic/congestion on surrounding roadways*



QUESTION 2: HOUSING

- Response: As much variety of housing types & costs as possible – intermixed
- Response: Middle to middle-upper value housing – mix of sizes & amenities
- Response: Empty nester, senior, young professional.
- Response:
 - Housing for empty nester, senior/retirees offers alternative for current residents – allow turnover for new families ...impact on school system.
 - Maintenance free housing for young professionals. Need options for those who grew up in Roseville & want to return.
- Response:
 - Senior, empty nester housing
 - Condos & THs also
 - Not 1st time home buyers:
- Too expensive
- Not safe for kids – proximity to major roads
- No schools or open play space nearby
- Response:
 - High-end condos/THs, integrate (not cluster) “fixed-price” units for ownership mix.
 - Need planned, higher priced, high-density housing to enhance tax base & housing stock.
- Response:
 - Will be expensive due to land prices – probably too expensive for local seniors to afford.
 - 1 story THs for seniors
- Response:
 - First time buyers, but development costs too high & wouldn’t generate much TIF.
 - Condos/THs only option
 - Will families buy SF homes on formerly contaminated land?
- Response:
 - Consider all types and rental.
 - Empty nester – free up SF for young couples/families.
 - High value for professionals to be close to work
 - Affordable or rental for 1st time buyers
- Response:
 - No senior
 - Mix of types convenient for local workers
 - Day care/ after school space – access to park
- Response: Integrate with park & family oriented services
- Response:
 - High value & 1st time buyer
 - High value for local professionals
 - *Roseville ages faster than other suburbs*
- Response:
 - Prefer Single family homes
 - Concerned that multi-family market will get flooded (like office space)
 - Market for high-value homes without the commute?
 - If multi-family, then conditions to ensure high quality building materials. Owner, not rental.
- Response:
 - Mix of condos/THs for singles, married couples, empty nesters, seniors.
 - Langton Park serves as recreation for all ages
 - Priced for City empty nesters/seniors to afford
 - Few upscale senior THs
 - Goal: Recycle housing to young families

DEVELOPMENT TEAM ASSUMPTIONS

Adjacencies/Edges:

- “Hard” edges
 - Cleveland Avenue
 - County Road C
 - Existing industrial buildings
- “Soft” edges
 - Langton Lake frontage
 - Beautifully landscaped internal roadways (Twin Lakes Parkway)
 - Internally created adjacencies (residential next to residential)
- Assumptions regarding appropriateness & viability of certain types of development next to both hard and soft edges
 - Residential more appropriate near & abutting the soft edges
 - Office, retail and commercial more appropriate abutting hard edges

Market demand for residential uses:

- Continued strong demand. Existing, proven demand.
- Appealing and desirable demographics in Roseville and surrounding area
- Although not limitless, developer could develop a large amount of residential on the Twin Lakes parcel and it would appeal to the public and sell well (could build 300 units, or could build 1,000 or more units with phasing)
- Density (15 to 20 units per acre could be successful)
- New types/formats (some not existing in Roseville) are in demand and appealing to the buyer
- Looking to advance housing forms that will appeal to two distinct segments of the market – the empty nest/move down and the first time/single household/professional couple no kids. First market segment will free up single family homes for new families with children. The second market segment would be those that grew up in Roseville but due to a lack of market opportunities moved outside of the community.

Market demand for retail uses:

- Continued strong demand within the Roseville trade area
- Several new users and new format not already in Roseville are interested
- With visibility and connection to Co Rd C and Cleveland Ave, market could support a large retail project, and could absorb in excess of 500,000 s.f.
- Four sided architecture will be required (and is expensive to construct) given the dynamics and layout of the site

Market demand for office uses:

- Very weak demand for office, short term prospects extremely poor
- Large office deals that have recently been completed were heavily subsidized (to below market value/costs)
- Some nearby, large office deals were completed largely due to the local municipality acquiring and holding the land for a lengthy period and providing improved land at low cost
- The location and dynamics of Twin Lakes are appealing for office
- Market is very poor and very difficult to economically support market-based office development based on the existing market
- Significant vacancies in the office market with extremely favorable rents will have to be absorbed before conditions would be right to bring on new market rate office space

“Do Nothing” scenario:

- might be the result due to unresolved economic/feasibility challenges
- would likely result in additional industrial development similar to previous development efforts in Twin Lakes
- would likely result in re-leasing of some of the existing truck terminal buildings for continued trucking use
- would most likely result in the redevelopment of Twin Lakes being shelved permanently or for a considerable period of time

Gross v. net usable land area:

- Roughly 5 to 8 acres of the redevelopment area would be dedicated to roadways, boulevards, and the adjoining setbacks.
- The Developer must acquire, remediate environmental contamination, and then improve the 5 to 8 acre area within roadways – with no return from rent or use by a tenant or buyer
- Rice Creek Watershed District will require on-site ponding for water treatment & control of release of storm water. New ponding area up to 5 to 8 acres. This land must be acquired, improved, environmental remediated, etc. No rent from or sale of the land area is possible.
- As much as 20% of the developed area of the proposed initial phase of Twin Lakes could be utilized by roadways, adjacent setbacks to roadways, and storm ponding.

Development Phasing and Timing:

- All the land assemblage and “carry” is by the private developer. Some previously reviewed developments in Fridley and New Brighton were acquired, improved, and carried by the municipality.
- The carry costs include interest costs on the financing of the purchase, property taxes, insurance, etc. For rough purposes, assume that the carry costs are roughly 10% to 12% annually for interest, taxes, and insurance.

QUESTION 3: COMMERCIAL

- Response:
 - Explore larger or more intense retail, in part to maintain amenities/features
 - Retail should fill needs of area, but large destination retail often more economically feasible
 - Consider impacts on neighborhood
- Response:
 - Office, industrial, housing & little retail (large is okay)
 - Separate retail & housing
- Response:
 - Mixed use – services for residents & larger community
 - Street related retail may need to be supported by larger uses
 - One element shouldn't overpower all others.
- Response:
 - Minimal retail – will draw from customer base of existing businesses. Need *small* hardware store.
 - Need to address light industrial & medical too (not just residential & retail)
- Response:
 - Support services not existing – dry cleaner/laundry, bakery, non-chain restaurants, barber/salon, small specialty (gift) shops.
 - Retail accessible from CR C, but accessible from community only by foot or bike.
 - Smaller, unique shops missing from current Roseville mix.
 - Fixed rent for start-up businesses
- Response: Limited amount of retail, area already saturated.
- Response:
 - Smaller, unique shops missing from current Roseville mix.
 - Fixed rent for start-up businesses
- Response:
 - Costco – a good anchor
 - 2 story retail with offices above
 - Traffic will happen no matter the uses – it's an urban area
- Response:
 - If large retail, effects on current retail businesses, ex. Har Mar?
 - Traffic will increase with any plan, retail is all day, not just rush hour like commercial
 - Against big box appearance & traffic jams. Prefer smaller stores and/or restaurants
 - Retail will not provide living wage jobs
- Response:
 - Arbor Lakes style retail – main street was quaint with large variety of shops.
 - Consider larger retail if it's needed to be successful
 - Minimize impact on Langton Lake Park & residential
- Response:
 - Against adding large retail if needed to be successful
 - Within 2 miles there are already 76 retail stores (outside Rosedale) and 128 retail stores in Rosedale Mall. Also Har Mar Mall, Rosedale Marketplace, Crossroads & Rosedale Square.
- Response:
 - No more retail. Upgrade/improve existing retail sites
 - Against Big Box – traffic congestion, ugly buildings, get rundown quickly
 - If Big Box with surrounding elements, would the money run out after building the Big Box so no adjacent elements?
- Response:
 - Against large retail component
 - Don't want to negatively impact existing retail hubs in Roseville. Plus Walmart in Columbia Height is major competitor.
 - Need service retail for residents and workers: fitness center, restaurants, bank, quality gas station/car repair.

SWOT SUMMARY

STRENGTHS

- Large existing parcels with excellent redevelopment potential and flexibility (mixed use) (14)
- Create synergy/ Increase Tax Base (13)
- Provide opportunity to add features Roseville lacks (7)
- Proximity to both downtowns (6)
- Access to Highways (6)
- Langton Lake and Park can be integrated (3)

WEAKNESSES

- High development costs could preclude local/unique businesses (11)
- Potential outcomes of “do-nothing” alternative (9)
- High cost: land development, relocation, clean up (8)
- Some piecemeal has already occurred, which could limit opportunity (7)
- Significant financial challenges (6)
- Soil contamination (4)
- Acquisition challenges may direct/ limit development opportunities (3)
- Abundance of competition (3)

OPPORTUNITIES

- Mixed use project (10)
- Community center (community focal point: arts/sports/fitness) (9)
- Increase tax base (8)
- Hotel/ conference center (6)
- Develop cohesive master plan (5)
- Retain senior residents (4)
- High quality development may spur improvements in community as a whole (raise the bar) (3)
- Elevate aesthetic value/ impression of Roseville (3)

THREATS

- Doing nothing (14)
- Compromise (trying to please everyone) could lower quality (11)
- Proposed retail could threaten existing retail (Roseville, Har-Mar, neighborhood businesses) (9)
- Piecemeal redevelopment: underutilization (8)
- Impact to Langton Lake Park (6)
- Potential for failed financial strategy resulting in tax burden (5)
- Not accomplishing desired quality due to financial challenges (3)

Allocation of Land for Office Uses:

- Given high costs of acquisition and carry, all parcels must be developed quickly following acquisition.
- If a portion is identified for a use which does not meet current market demand, then need a timeframe in which the designated sub-developer can acquire and develop the parcel – otherwise it needs to be considered for other use which can result in an immediate economic return (for instance, set aside a parcel for office use, and if office is not feasible, then convert to more residential use). Need a deadline for the carry period. Ex., identified office blocks may be planned in a manner that would permit development as either office or other acceptable & marketable land use – ex. residential. Cost of acquisition & land development unlikely to be found acceptable to office developer, translating to a reluctance to hold property for development.
- Who closes on the property and carries it during the interim period? (Does the office developer acquire the property, then later sell it to the residential developer if not successful attracting office users?).

Allocation of properties must occur at the same time:

- Perhaps the “Dorso” parcel and the “Old Dominion” parcel could be acquired later –they are integral parts of the overall master plan, but do not fall within the Twin Lakes Parkway right-of-way.
- Remaining parcels must all be acquired in order to construct Twin Lakes Parkway
- It is difficult to sub-phase the acquisition (within Phase I) as numerous parcels must be acquired in order to begin the development, match grades, install Twin Lakes Parkway, remediate environmental contamination, extend infrastructure, etc.

Partial development can result in future challenges:

- Partial development within Twin Lakes to date has resulted in broken up and odd shaped parcels – consider the shapes and types of parcels that remain after placing Twin Lakes Parkway, Prior Avenue, and the existing industrial buildings.
- The previous industrial development has created some of the existing difficult/ hard adjacencies.

TIF Capacity, Feasibility:

- Residential creates the most TIF per dollar of new development (due to no physical disparities, etc.)
- Retail, commercial, office generate less TIF per new dollar of development.
- Notwithstanding TIF, potential significant financial gaps exist that need to be bridged in order for the redevelopment to proceed. Unrealistic to assume that private development will “foot the bill” for the entire redevelopment vision. Unless assistance is extend there is a very possibility that the “do nothing” scenario will result, thus losing a tremendous opportunity for the City of Roseville.

Retail engine required:

- For main street or any significant small (cute, high architectural quality) retail presence, a large user (“engine”) is needed to create a draw and support visits from consumers.
- If no large retail user/engine is present, then the retail/commercial space would become street/frontage oriented users that rely on existing, drive by traffic.

Environmental Conditions:

- Surface contamination of the soil could be found anywhere in Twin Lakes, and limited tests do show there will be surface soil cleanup of petro and solvent spills on any trucking site.
- The area surrounding the intersection of Arthur Street and the parkway will have special needs because of the trucking and tanks to the west and the landfill in the same area on both sides of Arthur Street.
- The two deep water wells do show significant TCE (tri-chloro-ethylene) contamination far above normal health (called HURL) limits in isolated, perched water tables. One well is at the southeast corner of the Dorso property, on Mount Ridge Road; the other is at the north end of the Herschel cul-de-sac. It is unclear as to how to find the source or clean up the areas the wells have found.

WORKSHOP 9

Analysis of Alternatives

WORKSHOP TYPE: concept design

GENERAL PURPOSE: to present site development concepts for Panel comment

MAIN TOPICS:

- review of assumptions
- re-evaluation of Twin Lakes Parkway
- presentation of concept designs
- "Post-It Note" exercise

PANEL PARTICIPATION: Panel was involved in the discussion of assumptions

Panel was invited to write comments on Post-It Notes and stick them to any (or all) of 4 concepts. These location-based comments were recorded and presented at the next workshop

OUTCOMES:

- Panel reaction to initial concept plans

Workshop 9 began with a restatement of the master planning assumptions set forth and discussed in workshop 8. The assumptions were divided into those with general consensus (the common ground) and those that generated discussion. Of the 20 assumptions, only 5 warranted continued discussion, chief among these the inclusion of an anchor retail tenant and the existence of Twin Lakes Parkway.

Because of this additional discussion about the parkway, prior to this workshop the facilitator had organized a re-evaluation of the Parkway. This re-evaluation was presented to the Panel, and was illustrated by the absence of a continuous parkway in one of the four concepts presented. Once these concepts were presented, the Panel was invited to place comments directly on the concepts (hung on the wall) using Post-it Notes. This comment card exercise allowed the Panel to be very specific about location likes/dislikes, as well as make general comments for or against a particular concept or idea. These "marked-up" concepts would be presented again at the next workshop with refinements.

ASSUMPTIONS AND CONCERNS

Discussion from workshop 8 regarding development and master planning assumptions was presented. All but 5 assumptions had general consensus. Those for which additional discussion was desired are listed below, with generalized comments from the Panel.

ASSUMPTION: *Retail uses have continued strong demand in Roseville; have interest from new users and formats not currently in Roseville; could possibly absorb, due to superior visibility and access at CR C and Cleveland, up to 500,000 square feet of new construction; and will require four-sided architecture, due to layout of site.*

- Comment: Concern over traffic generation by retail uses
- Comment: Retail does not generate as much tax base as housing.
- Comment: Retail could serve the Twin Lakes housing, instead of being a destination.
- Response: *Total housing in Twin Lakes will not alone support retail uses. Retail, therefore, needs to be accessible to the general public but enhance the overall development.*

- Comment: How many houses are required to support 500,000 square feet of retail?
- Response: *Roseville is a retail destination, so a simple calculation does not serve well. The commercial synergy already exists in Roseville.*

- Comment: Will existing and proposed competition (Quarry, Villages at Saint Anthony) detract from retail potential at Twin Lakes?
- Response: *Retailers are well versed in understanding and anticipating competition and market, and they know Roseville is a desirable location.*

- Comment: If there is so much demand, why do we still need to use TIF?
- Response: *Twin Lakes is still a very difficult site, and there is an economic limit to what retailers can “put in.”*

ASSUMPTION: *Office uses have very weak current demand; typically now require large subsidies; have recently benefited from municipalities amassing land and holding it for a long period of time; do benefit from appealing dynamics in the Twin Lakes area; and would have to absorb significant current vacancies in the market before new market rate space could be effectively implemented.*

- Response: *There is also already 400,000 square feet of office on the site.*

- Comment: Can 2nd story office be implemented above retail uses, or can it be planned for the future?
- Response: *There is more appeal for small business owners in those spaces, it is possible, but parking can be an issue.*

ASSUMPTION: *For main street or any significant small (cute, high architectural quality) retail presence, a large user (“engine”) is needed to create a draw and support visits from consumers. If no large retail user/engine is present, then the retail/ commercial space would become street/frontage oriented users that rely on existing, drive by traffic.*

- Comment: How does a big box help other retailers, when everything can be bought at the big box?
- Response: *Actual retailers believe they benefit from the synergy created by a big box.*

TWIN LAKES PARKWAY RECAP

- 12,000 - 16,000 ADT
- Typical Sections
 - Wide Landscaped Median
 - Pathway on One Side
 - Flexibility to Accommodate ROW Constraints
- 4 Construction Phases
- Roadway Enhancements

Why a Twin Lakes Parkway?

- Any redevelopment scenario will require a new internal roadway system
- Existing Large Parcels Need to be Subdivided
- The Twin Lakes Parkway alignment:
 - Complements Established Street System
 - Connects to I-35W Ramp and Snelling Avenue
 - Complements Development Pattern
 - Can be Implemented Over Time
- The selected corridor would collect and channel traffic onto the regional transportation system without either overburdening the existing street system, or routing traffic through the surrounding neighborhoods.
- The selected alignment was chosen following the evaluation of several alternatives because it was judged to provide the **best balance** of all of the above stated objectives.

- Comment: Concern over why every corner in Roseville needs retail
- Comment: There is a difference between WalMart/Target and Borders. It matters what the big box engine is.
- Response: *Borders won't see themselves as the retail engine*

ASSUMPTION: *Twin Lakes Parkway must be in place, although there could be some flexibility in the alignment on the west end (I-35W/ Cleveland Ave)*

- Comments:
 - Concern over having a potentially large development parcel and splitting it down the middle with the Parkway.
 - "It would be like building a driveway before designing the house"
 - Proximity of the Parkway to Langton Lake
 - Parkway may limit developers' options, allowing flexibility might be better

RE-EVALUATION OF TWIN LAKES PARKWAY

Twin Lakes Parkway, which had been on the city's radar for a long time, is a way to alleviate traffic in the Twin Lakes area without impacting neighborhoods. Several options were studied, resulting in the current plan and general alignment (which was incorporated into the AUAR).

The official mapping merely states that it must connect point A (the I-35W ramp) to point B (the western end of Terrace Drive) and will maintain an effective buffer distance from the lake. SRF analyzed traffic as part of the AUAR process and determined that a freeway connection was necessary, as adjacent roads would not handle traffic collected within the site.

If Twin Lakes Parkway were to be eliminated, the AUAR would be rendered null and void and a new study would be required, still with some alternate traffic management option.

TWIN LAKES EVALUATION PROCESS (since workshop 8)

- DSU sat down with City Staff and the Development Team to discuss the unresolved concerns from the discussion of assumptions that arose during Workshop #8
- SRF conducted additional traffic analysis of the Twin Lakes study area

EVALUATION

- *Trip Generation*
 - Twin Lakes AUAR evaluated “worst case” scenario, which included retail east of Fairview and medical/hospital uses west of Fairview
 - Revised concepts do not include these uses in these locations
 - Compared to AUAR “worst case,” new concepts reduce new traffic generation by 43% to approx. 39,000 trips per day, 3,800 at the PM peak hour
- *Traffic Flow*
 - AUAR “worst case,” forecasted Twin Lakes Parkway and Country Road C would carry 40,300 additional trips per day combined.
 - If all this traffic were on County Road C, that road’s capacity would be exceeded (thus the need for Twin Lakes Parkway).
 - The revised concepts would put approx 33,000 additional trips per day on County Road C (assuming no Twin lakes Parkway) by 2020. This volume approaches the capacity of County Road C.
 - Some concepts for retail, assuming elimination of Twin Lakes Parkway, may still need access directly from the I-35W ramp. This would require further discussion with Mn/DOT.
 - The elimination of Twin Lakes Parkway would additionally burden two critical left turn movements: southbound Cleveland to eastbound CR C, and eastbound CR C to northbound Fairview. It is not clear whether additional left turn lane volume could be accommodated in these areas



Critical Left Turns

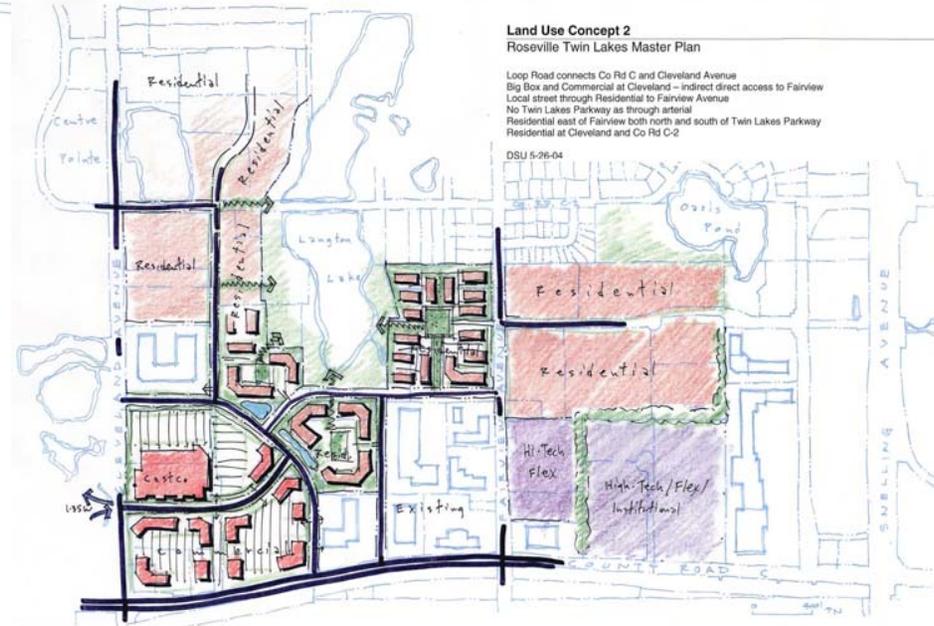
CONCEPT DESIGNS

The facilitator and development team collaborated on the creation of 4 concept designs, grounded in site realities and economic truths, and influenced by Panel comments and desires. The 4 concepts were presented to the Panel (see following pages), who then had an opportunity to discuss them in the larger group. After the discussion, Panelists were given yellow (positive) and blue (negative) Post-It Notes on which to write comments to be affixed to the concepts.

This exercise concluded workshop 9. After the workshop, the comments were recorded and presented at Workshop 10, along with revised concepts.



Concept 1

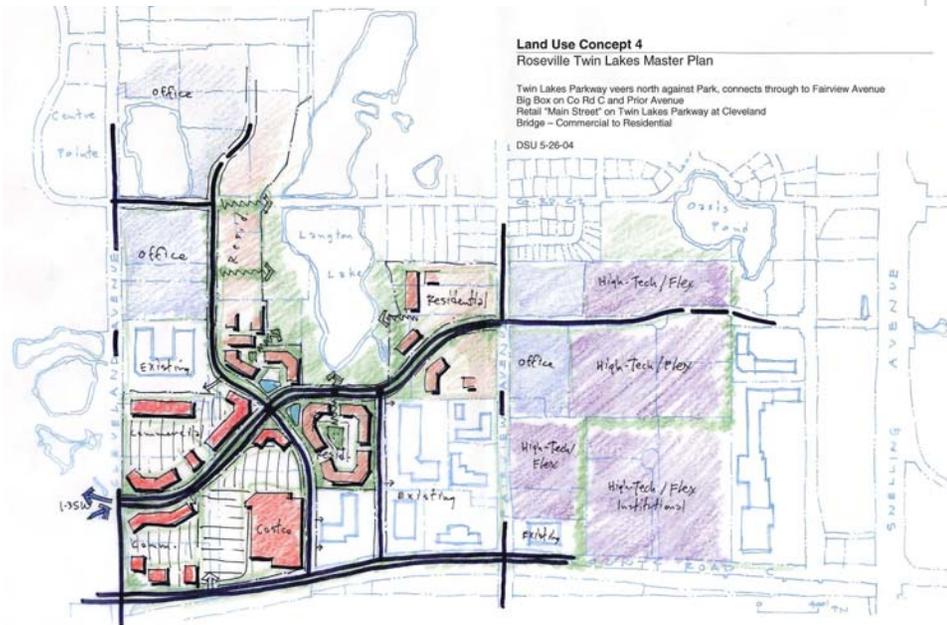


Concept 2

WORKSHOP 9



Concept 3



Concept 4

WORKSHOP 10

Concept Plan Revisions

WORKSHOP TYPE:	concept design
GENERAL PURPOSE:	to present revised site development concepts for Panel comment
MAIN TOPICS:	<ul style="list-style-type: none">- revisit assumptions- provide justification for land uses included in concepts- summary of Panel comments from workshop 9- re-evaluation of Twin Lakes Parkway- revised concepts
PANEL PARTICIPATION:	Panel was involved in an open-forum discussion on all presentation topics covered in this workshop
OUTCOMES:	<ul style="list-style-type: none">- continued Panel reaction to concept plans

Workshop 10's primary purpose was to present revised development concepts. The workshop began with a reiteration of the development assumptions (now whittled to 3) and a justification for the inclusion of certain land uses in all concepts (namely the "big box" that had begun to contribute to a rift in the Panel). The facilitator then presented the results of the Post-It Note exercise from workshop 9, including a tabulation of positives and negatives from each concept and an overall summation of the comments.

Because most Panelists responded favorable to site layout options shown in Concepts 1 and 2, these two concepts were revised in advance of the workshop and presented again to the Panel. The Panel then discussed the concepts, and redevelopment in general, for the remainder of the workshop. Panel members were also given the opportunity to request additional information that could be presented at the final workshop.

REVIEW OF ASSUMPTIONS AND RATIONALE

The development assumptions were once again restated. At the previous workshop the Panel still desired discussion on 5 unique assumptions. Several of these items were similar, so they were condensed into 3 primary issues. These issues describe the basic differences between Panel desires and development team desires. They are:

- **RETAIL USES:** Demand for, marketability of, configuration of, absorption of, and quality of retail uses, particularly the necessity of an economic engine and the nature of that engine (does it have to be a "big box"?).
- **OFFICE USES:** Weak demand for, possible necessity of a subsidy to attract office uses.
- **TWIN LAKES PARKWAY:** Is it essential? What are the implications of removing it?

RATIONALE BEHIND THE LAND USES SHOWN AT WORKSHOP 9

There was some dissatisfaction from some members of the Panel as to the 4 concepts presented at workshop 9. The primary area of concern was relative to the inclusion of an anchor retail tenant (“big box”) on each of the concepts. The development team responded to these concerns:

- The purpose of the process is to engage the Development Team and the Advisory Panel in an attempt to identify a concept plan that could proceed into a PUD application, with community support.
- It is the Development Team who must decide that they are confident enough in the development proposal to make all of the necessary legal and financial commitments through the redevelopment agreement, assessment agreement, PUD agreement, etc.
- The Developer has been consistent in stating that they cannot make these commitments without an economic engine. They believe that Costco would be their preferred engine.
- Costco is unique among “big box” retail uses in that they will utilize a corner entrance location which allows for significantly smaller parking bays (in direct response to panel input).
- If there is no support for an element that the Development Team believes to be essential and critical to their success, this process should establish that conflict, not gloss over it.

SUMMARY OF PANEL COMMENTS ON CONCEPTS

The facilitator presented, both verbally and graphically, the Post-It Note comments recorded during Workshop 9.

CONCEPT 4

Positive Comments

- Good views along parkway

Negative Comments

- Big box location (4 comments)
- Residential location/layout: split by roadway, not safe feeling (3 comments)
- Parkway (2 comments)
- Potential traffic on Fairview

OVERALL SUMMARY/INTERPRETATION OF COMMENTS

- Concepts 3 & 4: panel had concerns about both residential and retail location and layout, as well as concerns about parkway
- Concepts 3 & 4: the only positive comments are addressed by other concepts
- Concepts 3 & 4 were not explored further.
- Concepts 1 & 2 had many comments in common
 - Positive: retail location and layout
 - Positive: consider including hotel/conf. center as engine
 - Positive: community asset possible on south end of Langton Lake
- A notable positive on Concept 1 was the inclusion of office at Cleveland and C2 (the absence of this was also a negative on Concept 2).
- The largest number of negative comments on Concept 1 had to do with the presence of Twin Lakes Parkway (7 comments), while the largest number of positive comments on Concept 2 had to do with the absence of Twin Lakes Parkway (10 comments)
- There were many positive comments on Concept 2 regarding the extent and arrangement of residential use (6 comments)
- Concept 2 had the most total comments and the most positive comments, with fewer negatives than Concept 1 (the majority of which dealt with wanting office at Cleveland/C2).

GENERAL ASSESSMENT OF COMMENTS

- Concepts 1 & 2 by far outpace the general interest and positive interest of concepts 3 & 4.
- The only major difference between Concepts 1 & 2 is the presence/absence of the parkway, and this one item led to the differences in positive and negative comments between the two.
- In short, with minor alterations, the panel prefers the residential/retail mix and arrangement shown in concepts 1 & 2, and would prefer NOT having Twin Lakes Parkway.



Panel Comments: Concept 4

FACILITATOR COMMENTS

Due to growing frustration among some members of the Panel, the facilitator took time before the presentation of revised concepts to reiterate the role and expectations of the Panel, as well as the purpose of the stakeholders process.

The purpose of the Stakeholder's Advisory Panel is to inform the Development Team of community priorities, issues and concerns and to assist them in formulating their PUD application and supporting materials and contracts.

Stakeholder Advisory Panel Process is intended:

- To identify areas when there is common ground
- Interact with the Development Team and share responses to ideas and options at the workshops
- Identify and help to define keys to the success of the project that will require subsequent follow through by the Planning Commission, staff, legal counsel and City Council

Things to Consider:

- The City of Roseville does not own this land
- Private property owners have constitutionally protected rights. There are limits to what the city can compel a property owner to do with his/her land.
- Any investor, whether private or public must take into account all relevant economic information when contemplating a major investment. This includes all of the costs and all of the factors that will affect the return on that investment.
- High quality, high valued urban housing will not be built adjacent to truck terminals and office warehouse buildings.
- Retail is the most volatile of land uses and it is the most subject to change. The evidence of that is everywhere. There are economic conditions in place and forces at work in existing retail locations throughout Roseville that will result in business failures, relocations and other significant changes regardless what happens in Twin Lakes.
- Some people formed their expectations about acceptable and desirable land uses without a complete understanding of market reality and basic land economics.

- 25 years ago, Howard Dahlgren was passionately extolling the virtues of Roseville’s location. He was telling the truth then and it is still true today but the opportunities associated with Roseville’s location are only the beginning – they get you in the game and then you still have to overcome all of the other daunting challenges.
- The notion of “a window of opportunity” is real, not a threat or a strategy.

All of the alternatives require hundreds of hours of refinement. That refinement is the key to the appearance and character of the development, linkages, continuity and success of the pedestrian’s experience, synergy between commercial and residential, etc. The images you have seen so far are intentionally loose, cartoon-like drawings.

Outstanding Issues:

Is there any physical configuration or mixture of types, sizes, or styles of retail that will satisfy those neighborhood representatives who opposed the previous proposal and have the market viability that the Development Team needs in order to commit to its development, operation and maintenance?

REVISED CONCEPTS

The Development Team presented its revised concepts for the Twin lakes site. Only concepts 1 and 2 were brought forward, based on comments from the Panel. These two concepts were continued forward due to remaining uncertainty as to whether Twin Lakes Parkway could feasibly be eliminated from the project. The concepts are shown on the following pages.

REVISED

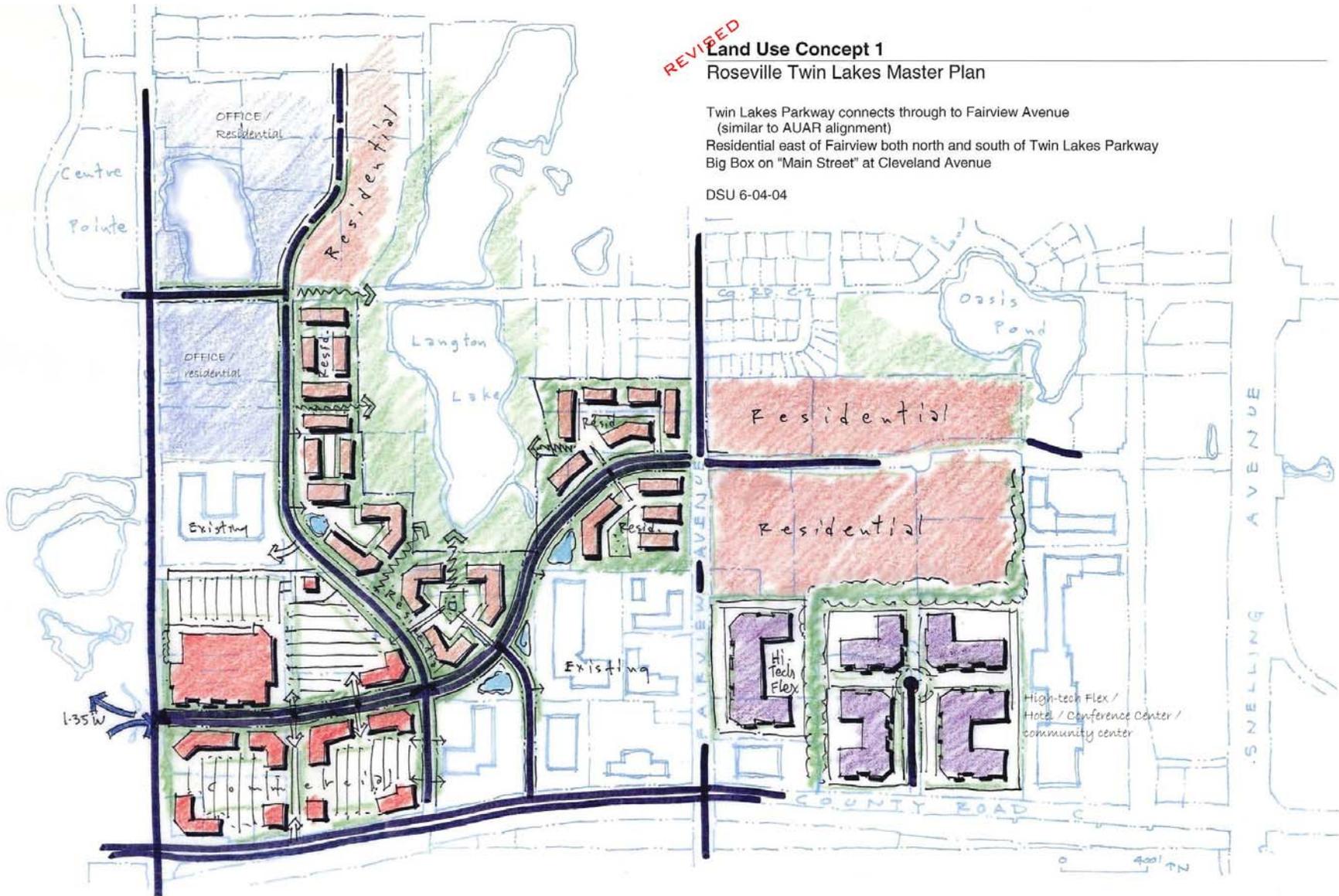
Land Use Concept 1

Roseville Twin Lakes Master Plan

Twin Lakes Parkway connects through to Fairview Avenue
(similar to AUAR alignment)

Residential east of Fairview both north and south of Twin Lakes Parkway
Big Box on "Main Street" at Cleveland Avenue

DSU 6-04-04



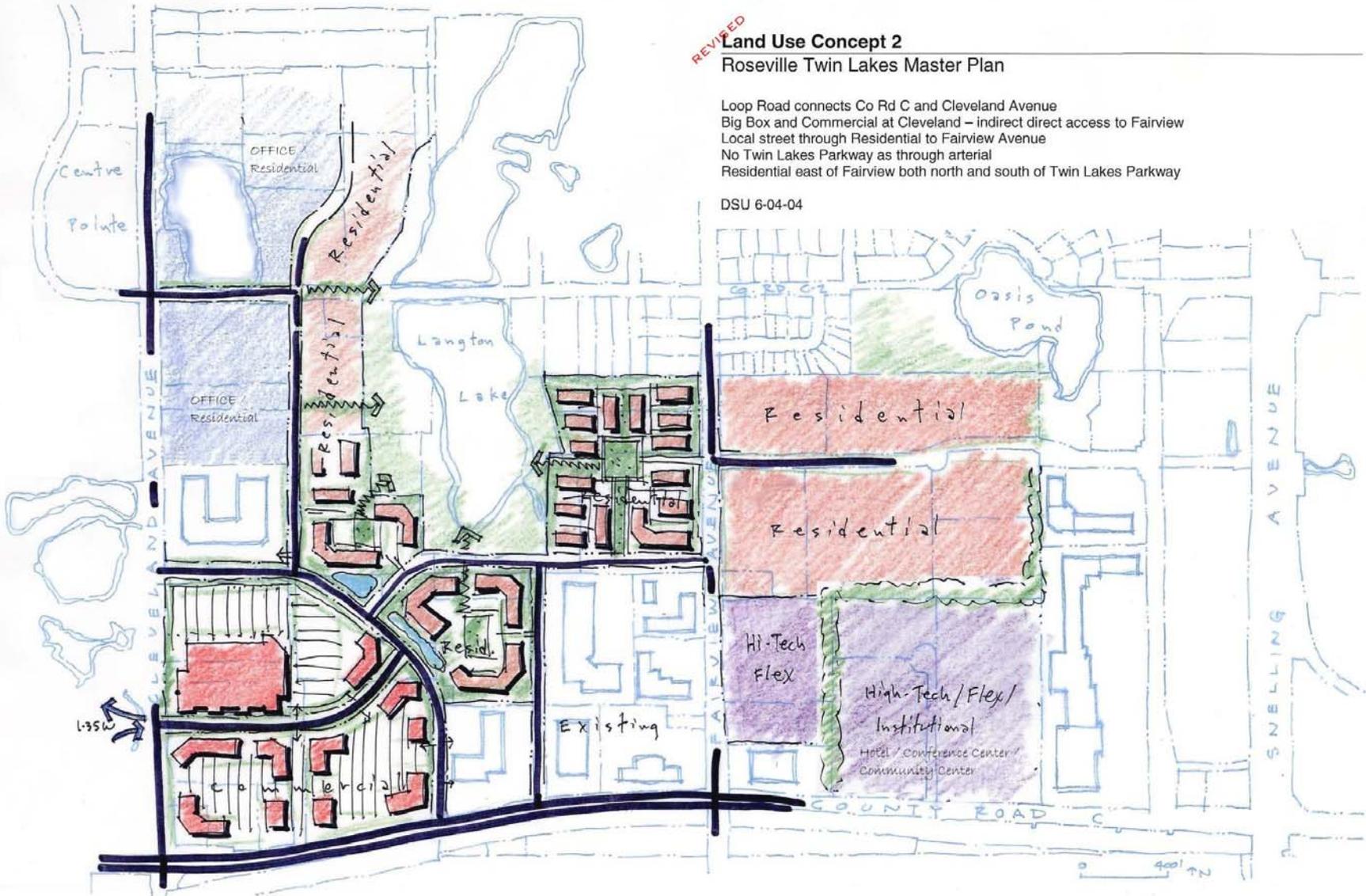
REVISED

Land Use Concept 2

Roseville Twin Lakes Master Plan

- Loop Road connects Co Rd C and Cleveland Avenue
- Big Box and Commercial at Cleveland – indirect direct access to Fairview
- Local street through Residential to Fairview Avenue
- No Twin Lakes Parkway as through arterial
- Residential east of Fairview both north and south of Twin Lakes Parkway

DSU 6-04-04



WORKSHOP 11

Process Summary

WORKSHOP TYPE: summary

GENERAL PURPOSE: to summarize the Twin Lakes Stakeholder Panel Process, provide additional information as requested by the Panel, and describe the next steps leading toward potential redevelopment of the site.

MAIN TOPICS:

- continued traffic analysis
- office market update
- financial update
- park dedication and park types
- residential development detail
- environmental update
- expression of Panel concerns
- development comparisons
- next steps

PANEL PARTICIPATION: Ongoing discussions on a variety of topics were held among the Panel members and development team

OUTCOMES:

- understanding of next steps
- assurance that the Panel was as up-to-date as possible

Workshop 11 was primarily designed to summarize the overall Panel process and provide additional information, as requested by the Panel. To this end, several brief presentations were made on topics that had been previously covered (but for which new information was available), and on topics that had not yet been covered in great detail. Key among these were an update on traffic analysis for Twin Lakes Parkway, and a presentation on incorporating parks into the current development concepts.

Time was also set aside for a presentation by a minority group of Panel members who had become frustrated with the process. They expressed views that had been codified in a memorandum distributed outside the workshops.

To summarize the process, the current concepts were compared with some previous development schemes, illustrating changes that had been made to the overall thinking of the development as a result of the Panel process. The facilitator also spoke about next steps, and provided examples of design guidelines.

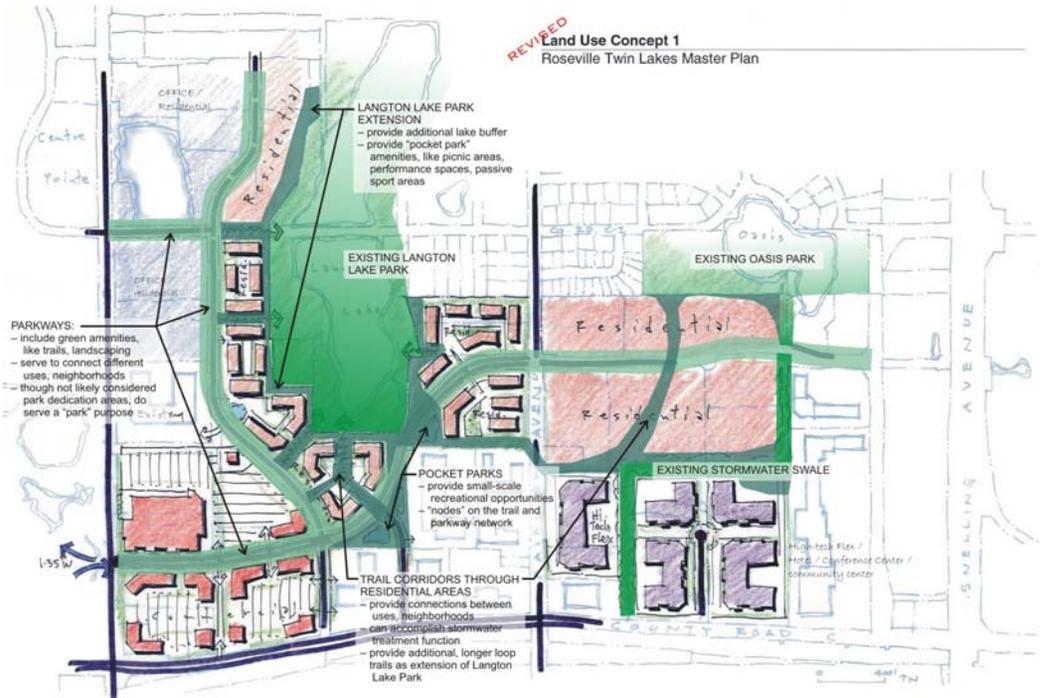
INFORMATION UPDATE

The Panel, as requested, was provided the most current information on the following topics:

- The office market
- The financial program for the redevelopment
- Likely residential development character and mix
- Environmental / pollution issues
- Traffic Analysis

PARK DEDICATION

The Panel was curious as to how park dedication could be accomplished for the redevelopment. Of particular interest was how parks could be integrated into the site if the City opted to take actual park dedication land rather than cash. The facilitator presented possibilities for parkland inclusion for each of the two preferred concepts.



Park Layout Example: Concept 1



Park Layout Example: Concept 2

NEXT STEPS

The conclusion of the Advisory Panel Process is the commencement of the formal city review process. The review process will involve the City Council and its standing commissions, and will ultimately result in the execution of a development agreement with the Master Developer. It is expected that on September 27, the City Council will receive final a financial plan from the Master Developer, as well as recommendations on AUAR and/or Comprehensive Plan revisions from the Planning Commission. The City Council will then decide on these items and give direction to proceed with the final development agreement. The agreement is projected to be complete in March, 2005.

Many suggestions and concerns have been raised by the Panel throughout the process. Many of these will be addressed through the detailed design and formal application phase of the project. These include:

Design Issues

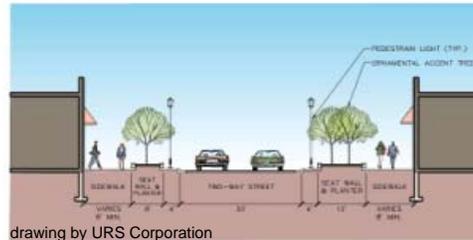
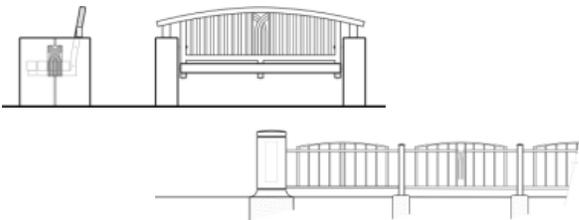
- Maximize the opportunities for pedestrian linkages
- Explore opportunities for innovative surface water treatment incorporated into amenity corridors
- Capitalize on positive views through detailed site design
- Protect Langton Lake Park
 - Buffer development
 - Treat surface water before it enters the lake
 - Improve access to and around lake
 - Create open space connections (“green fingers”) into the surrounding development
- Utilize walkways and plantings to break up surface parking lots, especially in retail areas
- Develop a cohesive sign character, to minimize visual impact while still communicating the quality of and tenants in the redevelopment area
- Create an architectural palette that reinforces the character and quality of the redevelopment
- Develop an overall theme and level of quality for the Twin Lakes area

Implementation Issues

- Develop and implement Design Framework Manual by making it a condition of approval in the PUD zoning and agreement
- Establish an effective and enforceable implementation process
- Coordinate aesthetic continuity between residential, retail, and office components.

FRAMEWORK MANUAL / DESIGN GUIDELINES

- Document that sets forth the overall character and specific design elements of the development
- Typically written by the developer and approved by the city council as a condition of the development agreement
- Developer **MUST** then follow items prescribed by the document for ALL facets of the development (commercial, residential, office, high-tech/flex, etc.)
- Typically sets forth requirements for:
 - Overall character/level of quality
 - Building materials and façade treatments
 - Road network and character (including cross sections, paths, trails, etc.)
 - Landscaping
 - Trash collection, utilities, and other infrastructure
 - Parks and green spaces
 - Parking lot layouts and landscaping
 - Signs



MOORHEAD design guidelines

Parking Lot Edge Treatments

THIS

Decorative railing with columns

Plantings and high-quality materials utilized in small spaces

Monument sign and railing appropriate in gateway districts

Railing, columns, seating, various levels of planting utilized where space is available

NOT THIS

No screening between street, sidewalk, and parking lot, automobiles clearly visible

Window and floor openings of new construction should be in line with the same proportions as neighboring buildings.

Horizontal alignment of building windows, columns, and roof lines.

Clear vertical distance between street level and upper floors.

Columns signs only on surfaces perpendicular to the ground.

Sign boards

Building height: The height of new buildings should be within one story of surrounding buildings.

Building alignment: The alignment of facades of the proposed line should be maintained.

Building envelope: Balconies on buildings should be recessed, screened or covered with a pergola. The sidewalk. Main building entries should be in or as close as possible to the street.

Building setbacks: New buildings should reflect the traditional pattern of the existing street frontage.

Facade composition: A minimum of 40% of full floor facades facing the street should be windows and doors.

Building materials: Materials such as precast concrete, brick, and stone should be allowed on all building elevations facing the street.

Original facades: The reuse, repair and restoration of the original facade is encouraged.



Framework Manual / Design Guideline Examples



TWIN LAKES

Conclusion

The Roseville Twin Lakes Master Plan Process established an advisory panel with broad community representation in an effort to further understanding of the potential redevelopment of the Twin Lakes site. The Panel was asked to learn an extensive variety of information related to redevelopment, and was included in numerous input strategies designed to involve members in the master planning process. At the conclusion of these 11 workshops, the Development Team, who was present along with the Panel as a resource, stakeholder, and experienced voice, began the next stage in the process: preparing for actual development.

Much of the panel process was constructive and amicable, but the process was not without heated discussion and differences of opinion. The primary role of the Panel was to provide input and participate in the process without preconceived notions. The primary role of the facilitator was to identify common ground and focus attention on outstanding issues -- NOT to avoid controversy. The primary role of the master developer was to inject their experience and judgments about the market into the development. They will be ultimately responsible for putting very significant investment in the ground, and could not have, at any point in the process, presented options or opinions that they were not comfortable with actually building.

Herein lies the benefit and challenge of an advisory panel process that includes the Master Developer: the developer will present what they believe can be built (economically, functionally, etc.), and the panel may not like it. In the Twin Lakes process, all panel members gained a deeper understanding of the complexities of development and many were able to recognize (and even embrace) the developer's ideas. This majority of the panel provided important input that informed the developer's proposed site planning, land use mix, open space connections, and architectural character. In this, the panel process was a success. The redevelopment of Twin Lakes is now in the hands of the city and the developer.

KEY QUESTIONS

At the conclusion of the Panel process, there remained essentially two key questions. These questions, as stated by the facilitator at the final workshop, distill the remaining items of discussion, and frame future discussion through the official approval process

- **Are the proposed changes to previously proposed redevelopment schemes enough to gain community acceptance?**
- **Is the opposition to ANY big box retail by some community members enough to reject the entire redevelopment opportunity?**

PROCESS POSITIVES AND NEGATIVES

POSITIVES:

- **Panel commitment and attendance.** Panel members devoted a great deal of time and energy to the battery of workshops and deserve special thanks from the city. They, on the whole, remained openminded, asked thought-provoking questions, participated enthusiastically in all exercises, and attended the vast majority of the meetings.
- **Consensus on major items.** From the more than 20 development and master planning assumptions presented to the Panel by the facilitator and development team, only 5 did not gain immediate consensus. Of those 5, only 3 key issues still remain, and only 1 (noted on page 74) may have significant impact for the development.
- **Ongoing public involvement.** The developer found the Panel process useful enough for them that they continued to convene the panel for discussions and presentations after the 11th workshop.
- **Effective distribution of information.** The City of Roseville used its website to bring the larger public into the process by providing for download all powerpoint presentations, question/answer memoranda, tour site fact sheets, and other information. This accessibility not only gave the Panel a point of reference between meetings, but allowed other interested parties to remain informed outside of the panel meetings.
- **Developer's ability to address Panel concerns.** The Master Developer worked with the facilitator on the development concepts, and took the lead in addressing several key Panel "dislikes:" large contiguous parking lots, strip centers, Twin Lakes Parkway, and significant retail square footage.

NEGATIVES:

- **Dissemination of information outside workshops.** Several members of the Panel engaged in research on their own, information that might have generated important discussion amongst other Panel members. This small group, unfortunately, decided to distribute this information to elected officials and city staff outside of the workshops, thereby undermining the purpose of the Panel process. It was fully expected that Panel members would disagree on certain items, and that they would bring a wealth of personal experience and skills to the table. This was why they were selected -- to participate in open discussion with the developers and other Panelists. Choosing to bypass the other Panel Members and proceeding directly to the City Council was disrespectful to the other Panelists. It was also fundamentally contrary to the role and purpose of the Stakeholders' Panel Process. The acts of this minority group hindered productive discussion at the last two workshops.

THE NEED FOR CHAMPIONS

Redevelopment in inner ring suburbs cannot economically compete with greenfield development on untouched land, unless public agencies help to make it happen. Almost every successful redevelopment in the inner metro has benefited from the presence of local champions: one or more elected officials, empowered staff leaders, and/or citizen leaders have all played critical roles in successful redevelopment projects in the Twin Cities Metropolitan Area.

The key attribute of the champion is focusing more on defining and following an overall vision, rather than soliciting more public input every step of the way. The Panel process was a comprehensive effort to set forth the vision for the site. The Panel weighed in quantifiably on their aesthetic preferences, desired land use mix, and even site layout; in addition to demonstrating (through repeated questioning and information requests) their concern for Langton Lake, their desire for high quality parks/corridors, and their concern about the environmental implications of current and ongoing trucking on the site. These items are the key aspects of a vision for Twin Lakes.

Now the champions must step in. The champions should work with the developer on refining this vision -- side by side if possible, and strategically guide it through the approval and development processes. The champions should set the tone for the overall development and be convinced at every turn of its ultimate possibility. The champions must never doubt that it will happen. Though the actions of government must always be conducted in public settings, community leaders must understand that the public has in fact spoken. It is impossible to achieve 100% agreement on many of the tough questions that lie ahead.

The future of Twin Lakes, and, in large part, the City of Roseville, is in the hands of its champions.