



DATE: January 25, 2021

TO: Honorable Mayor and City Councilmembers
Dave Perrault, City Administrator

FROM: Mike Mroska, Community Development Manager/City Planner

SUBJECT: Planning Case # 20-022 – Public Hearing Required
Applicant: Arden Hills RE, LLC
Property Location: 2 Pine Tree Drive
Request: Planned Unit Development, Conditional Use Permit, Site Plan and Zoning Code Amendment

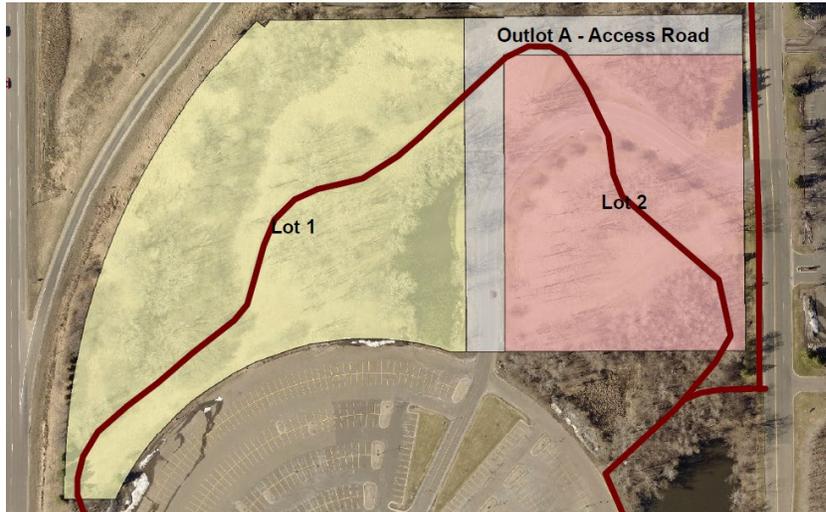
Budgeted Amount:	Actual Amount:	Funding Source:
N/A	N/A	N/A

Council Should Consider the Following:

Hold the required public hearing for Planning Case 20-022 for application for a Planned Unit Development, Conditional Use Permit, Site Plan, and Zoning Code Amendment for a project located at 2 Pine Tree Drive (“Subject Property”). The City Council will be asked to make a formal decision regarding the application under Agenda Item 10B.

Background

At its June 22, 2020 meeting the City Council approved Bethel University’s proposal for a Master Planned Unit Development, Preliminary and Final Plat at 12 Pine Tree Drive (Bethel’s Anderson Center). The approval subdivided the existing property into three (3) lots of record, one (1) lot of record for the existing building and parking lot, and two (2) new lots on the north side of the property. The Applicant is proposing to develop Lot 1 adjacent to Minnesota State Highway 51. The Subject Property is 6.4 acres and is currently owned by Bethel University. The Subject Property currently features open space with a wooded area around the wetlands. A segment of the existing Anderson Center trail system runs through the site as shown on the next page.



1. Proposal and Use:

The Applicant is proposing to construct a 192,390 square foot, four (4) story multi-family senior living facility on site. The proposed senior living facility will feature 146 units, with 113 units of independent or assisted living and thirty-three (33) units devoted to memory care. The property will be owned and managed by New Perspective Senior Living. New Perspective Senior Living owns and manages 24 senior living communities throughout the Midwest. The proposed facility in Arden Hills will offer independent care, assisted living, and memory care. The project also includes such amenities as a pool, library, movie theater, dog run, playground for young visitors, lawn bowling, salon and spa, bistro/bar and onsite physical therapy and wellness services. This facility will staff 80 employees and the anticipated max shift size is 34. Staff will be onsite 24 hours a day.

2. Previous City Council Review

The City Council discussed the New Perspectives Senior Living concept plans at a Work Session on July 20, 2020. During the meeting Councilmembers expressed the need for trail looping and a child play area. In addition, the City Council discussed the proposed height of the structure and classifying memory care units as half units within the B-2 district. Minutes from the meetings are included in Attachment J.

Plan Evaluation

A PUD proposal shall identify any requested modifications from the applicable zoning requirements as well as the reasons why the modifications would be in the public interest and would be consistent with the purpose of the B-2 District. Modifications to these requirements may be granted by the City without a variance through the PUD process. A full evaluation of the proposal was presented to the Planning Commission on January 6, 2021. The memo to the Planning Commission on this case is provided in Attachment H. Draft minutes from the meeting are included in Attachment I.

1. Zoning Code Amendment

The Applicant is proposing a Zoning Code Amendment for the maximum dwelling unit density per net acre allowed within the B-2 District only. The maximum density allowed within the B-2 and CMU District is 20 units per acre. The total proposed density is 23 units per acre or 146 units. However, the Applicant is proposing a different standard for the 33 memory care units. The Applicant is requesting that memory care units - which consist of private bedrooms/bathrooms with an opening to a shared central dining and living areas - be calculated as the equivalent of 0.5 units. If we apply the .5 units for density purposes the total number of units is 20 units per acre or 129.5 units and is in conformance with the zoning district and land use plan.

In other cities ordinances, assisted living and memory care units are often considered less than one (1) unit because of the lack of apartment-like amenities such as a full kitchen and living area. In addition, it is common for memory care units to have a reduced footprint as the units are specially designed for residents that require memory care services. City code section 1325.045, Subdivision 1 requires efficiency (studio) units to be a minimum of five hundred and fifty (550) square feet. The Applicant is proposing units that range in size from 371 to 391 square feet.

The Applicant and staff are proposing the zoning code amendment below and in Attachment D.

1320.085 Special Requirements for the B-2 General Business District.

Subd. 5 Assisted Living Additional Planned Unit Development Criteria. (revised X/X/XXXX)

A. In addition to meeting the requirements of Section 1325, multi-family assisted living residential projects may incorporate memory care units meeting the following:

- 1. Each unit consist of private bedrooms with bathrooms;*
- 2. Each units is open to a shared central dining and living areas;*
- 3. Units may be less than 550 square feet;*
- 4. Memory care units shall be considered to be equivalent to .5 dwelling units.*

2. Chapter 13, Zoning Code Review

A. Lot Area and Dimensions – Meets Requirements

The Subject Property exceeds the minimum lot area and dimensions required for a development within the B-2 District. The total area of the Subject Property is 6.4 acres, or approximately 290,545 square feet. The Land Use Chart in Section 1320.05 highlights the minimum requirements for properties in the B-2 District. The maximum structure coverage allowed in the district is forty-five (45) percent of the lot. The proposed structure coverage is 64,644 square feet or 22 percent. Up to eighty (80) percent of the lot can be developed with impervious coverage. According to the site plan submitted by the Applicant, 3.4 acres or 53 percent of the site will be impervious.

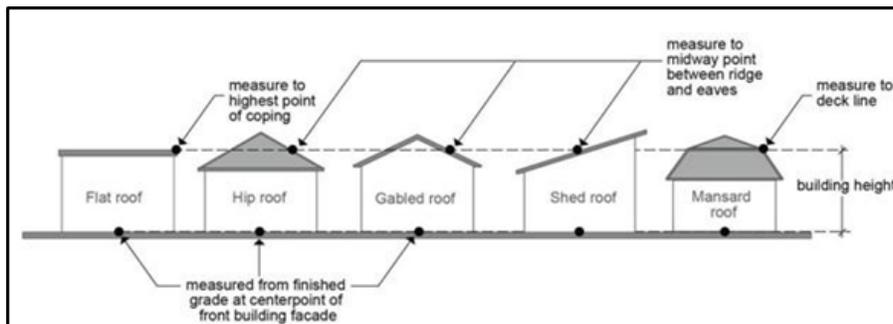
B. Building and Parking Setbacks – Meets Requirements

In the B-2 District, there is a 20-foot front building setback and rear setback and both side setbacks combined must equal 20 feet. The principal structure exceeds building setback requirements for its district. The proposed parking lot exceeds all parking lot setback requirements for the district. Ordinance requires all access drives to be setback five (5) feet from the property line. The proposed access drive on the west side of the proposed building and adjacent to Minnesota State

Highway 51/Snelling Avenue North serves as the delivery and pickup access of the proposed building. The proposed access drive meets the minimum five (5) foot setback from the property line. In addition, the proposed access drive is 24 feet wide. This additional width is needed to accommodate vehicles making pickups and deliveries at the loading docks (Attachment C - Pg. C402). As a condition of approval, in the event where noise from the loading and delivery area is audible from an adjacent residential district, the activity shall terminate between the hours of 6:00 p.m. and 6:00 a.m.

C. Building Height - Flexibility requested

Section 1305.04 of the City Code defines building height as “the vertical distance from the average elevation of the grade along a face of a building to the highest point of the roof surface of flat roofs, the deck line of mansard roofs, or the average height between the eaves and the highest ridge of gable, hip, or gambrel roofs.” These measurements are illustrated in the drawing below.



The Applicant is proposing a building that would be four (4) stories in height with a pitched roof design. The proposed pitched roof provides residents with a home-like residential aesthetic, where as a flat roof provides an institutional look and feel. The proposed facility would have a building height of 55 feet as measured from the finished floor elevation to the midpoint. Under the City Zoning Code, a building in the B-2 district can have a maximum height of up to 50 feet to the midpoint, so the Applicants are requesting flexibility for an additional 5 feet in height.



The table below shows building heights for other developments in the community.

Development Name	Mid-Point
Summit Development	46 ft.
Johanna Shores Senior Living	56 ft.
E Street Flats	44 ft.
Arden Flats Apartments	55 ft.
Anderson Center	60 ft.*

*Not including penthouse and cellular equipment

D. Density and District Minimum Lot Area per Unit Requirements - Flexibility requested

According to City Code Section 1320.06, the Minimum Lot Area per Unit allowed within the B-2 District is 2,178 square feet per unit. The minimum lot area is determined by dividing the total lot square footage by the total number of units. The Applicant proposing 146 units on approximately 6.4 acres, which equals a development with approximately 1,909 square feet per unit. Applicant is requesting flexibility with this standard because the 33 memory care units on-site are smaller studio style units and do not have full kitchens and living spaces like standard apartment units. The Applicant has submitted a document summarizing the memory care area design considerations (Attachment F). In addition, if the memory care units were excluded from the calculation of Minimum Lot Area per Unit, the development would meet the district provision with 2,467 square feet per unit.

The maximum density allowed within the B-2 and CMU District is 20 units per acre. However, the Applicant is requesting flexibility with this provision. The total proposed density is 23 units per acre or 146 units. As previously discussed, the Applicant is requesting a Zoning Ordinance Amendment that would to add language allowing memory care units located in the B2 district to be calculated as the equivalent of 0.5 units. In other cities’ ordinances, assisted living, memory care and skilled nursing units are often considered less than 1 unit because of the lack of amenities of a standard apartment unit such as a full kitchen and living area. If we apply the .5 units for density purposes, the total number of units is 20 units per acre or 129.5 units and is in conformance with the zoning district and land use plan.

Land Use	Site Acreage	Number of Proposed Units	Proposed Density Per Acre	Proposed Memory Care Units	Proposed Memory Care Equivalent Units	Number of Equivalent Units	Proposed Density Per Acre 146-16.5= 129.5 units 129.5 units/6.4 AC = 20.23*
CMU	6.4	146	23	33	.5	16.5	20

*Unit count is rounded down as you cannot construct .23 of a unit.

E. Multi-family Dwelling Units Additional CUP Criteria – Flexibility requested

According to City Code Section 1320.45, the number of efficiency (studio) units in a multiple dwelling shall not exceed fifteen (15) percent of the total number of apartments. The Applicant is requesting 32 studio units or 22 percent.

F. Floor Area Ratio (FAR) – Meets Requirements

The FAR is obtained by dividing the total sum of all the building's floor areas by the lot area. Under the current Zoning Code, the maximum FAR for a property in the B-2 District is 0.8. The FAR is defined as the sum of the gross horizontal area of all floors of a building, but not including decks and garages. The proposed floor area of the building minus the garage is 179,046 square feet. The Subject Property has an approximant area of 278,784 square feet, which means that the property has a FAR of 0.64.

3. Design Standards

A. Lighting – Meets Requirements

The Applicant has submitted a lighting plan that identifies pole heights and lumen levels at the property lines. Other than wash or architectural lighting, attached security lighting shall be shoebox style and downward directed with flush lenses. The Applicant is proposing to use LED lighting to illuminate the parking areas.

B. Screening – Meets Requirements

Screening for fences, walls, landscaping, and berms including materials with construction details shall match or complement the construction of the principle building. The Site Plan submitted by the Applicant depicts significant landscaping along Gateway Boulevard which will assist in screening the loading area and docks from the view of the public. The Applicant is stating that landscaping will achieve 60 percent opacity year round at maturity. According to the submitted plans all ground and rooftop mechanical equipment is proposed to be screened.

C. Planting Islands – Meets Requirements

Planting islands are required to visually break up expanses of hard-surface parking areas, to provide safe and efficient traffic movement, and to define rows of parking. Planting islands should occupy at least 10 percent of the parking area and be edged with concrete curbs. Parking lot planting islands shall be a minimum of 150 square feet in area, be of appropriate width and length, and include at least one (1) tree meeting the requirements of this ordinance. There will not be multiple rows or large expanses of parking as there will be multiple landscaped bump outs breaking up the parking field. The landscaping will separate the building from the parking areas.

D. Minimum Caliper Inches – Meets Requirements

The Zoning Code requires that a minimum number of caliper inches be provided based on the gross square footage of the principal building and the building height. The minimum total caliper inches equal the gross square footage of all the floors of the principal building divided by 320. The proposed building would be considered a four-story structure, and contains 191,796 gross square feet. This requires a minimum of 558 caliper inches be planted. The plans provided by the Applicant indicate that they are meeting this requirement with 564 caliper inches.

E. Tree Selection – Meets Requirements

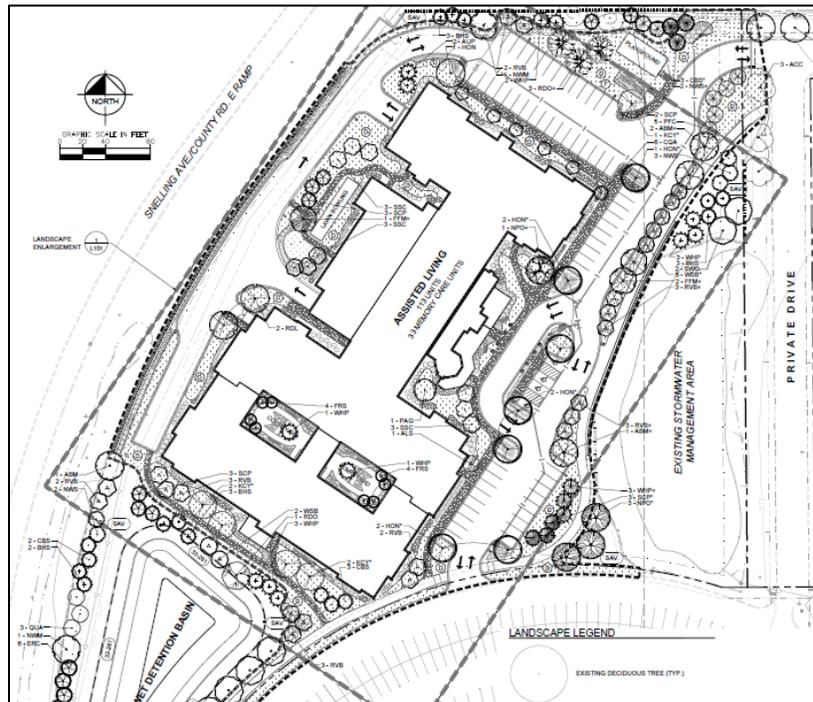
The proposed landscape plan includes a variety of tree species, including maples, oaks and evergreens, ranging in size from two and half (2.5) to six (6) caliper inches. This is consistent with ordinance requirements. The Applicant is proposing to plant six (6) to twelve (12) foot tall evergreens.

F. Landscaped Area and Perennials and Shrubberies – Meets Requirements

Zoning Code requires 35 percent of the site to be landscaped or 97,574 square feet. The landscaping plan shows that the total landscaped area provided on the site is 143,858 square feet. The Zoning Code requires a minimum of 10 percent of the total landscaped area to be covered with perennials and/or shrubbery. The total landscaped area on the site is 97,574 square feet, resulting in the need for a minimum of 9,757 square feet of perennial and shrubbery cover. The proposed perennial and shrub planting beds includes more than 17,350 square feet.

G. Tree Mitigation - Flexibility requested

City Code Section 1325.055 outlines the Tree Preservation Ordinance. The Applicant submitted a Tree Preservation Plan that included a tree survey of the existing trees on site. The existing site has 3,837 caliper inches of significant trees. The Applicant is proposing to remove 3,127 caliper inches. The ordinance allows removal of 312.7 caliper inches without replacement. Removal of the remaining 2,814.3 caliper inches of trees requires mitigation at a ratio of 1:2 replacement, or 1,407.15 caliper inches of new trees. Tree planting onsite is limited due to existing and required stormwater ponding. In response the Applicant is proposing to plant 187 trees, with a total of 558 caliper inches. However, the Applicant is proposing a cash contribution of \$20,000.00 in lieu of replacement.



H. Parking - Flexibly Requested

Parking requirements for senior living facilities are unique as not all tenants own vehicles. The intention is to regulate senior independent, staff and visitor parking. The rationale for this is that memory care and assisted living residents generally do not have vehicles; therefore, the parking demand for those uses will only need to support staff and visitor parking. In addition, senior living facilities require a mixture of parking requirement for the different uses onsite. The proposed use includes Multi-family Dwelling and Residential Facility or Group Home.

The number of off-street parking spaces required for a Residential Facility or Group Home is one (1) space for every four (4) residents plus one (1) for each employee on major shift plus one (1) for each on-call medical professional or 45 parking stalls. The minimum number of parking spaces required for a multiple family dwelling use in City Code is 1.1 spaces per efficiency and one (1) bedroom dwelling units and two (2) for each two (2) plus bedroom dwelling units. The proposed project would require 202 stalls. The submitted plans indicate 66 surface parking stalls and 29 enclosed parking stalls for a total of 95.

Units	Unit Counts	Required Stalls	Number of Stalls Provided	Parking Deficiency
Residential Facility	NA	45	95	-107
1-bedroom units (1.1 parking stalls)	75	81		
2 or more bedrooms (2 parking stalls)	38	76		
Total	113	202		

The Applicant has provide staff with supporting documents that explains how they determine parking needs for their facilities (Attachment E). The Applicant has created a formula to determine the parking needs of their proposed facilities based on review of existing site operations. The Applicant has applied the formulas for its parking needs, and it has proved successful in their last 6 communities. The Applicant believes their site has adequate parking to meet their needs.

However, this site is unique as it is located adjacent to Bethel’s Anderson Center that has a large existing parking lot. The Applicant and Bethel University are in discussions on a cross parking agreement. The Applicant would utilize the area for overflow parking for visitors at off peak times for the Anderson Center such as evenings and holidays. The proposed 95 parking stalls and the cross parking agreement stalls should adequately support the proposed use.

I. Aesthetics - Meets Requirements

There are additional Design Standards for new development, redevelopment, and modifications to existing sites in the B2 District. The purpose of these additional design standards is to promote a high level of architectural, landscaping, and site design in the business districts of Arden Hills. The City seeks to create a unified, harmonious, and high-quality environment to foster a distinct, positive, and successful image for the City.

At least seventy-five (75) percent of the exterior building materials shall be of brick masonry, tile masonry, natural stone (or synthetic equivalent), decorative concrete plank (cement board siding), transparent glass or any combination thereof. The proposed building materials exceed the B2 material requirement. The proposed building is 100 percent brick, stone, glass and cement board siding.

Elevation	Stone	Brick	Cement Board	Glass	Total
East	12%	13%	51%	24%	100%
West	4%	11%	61%	24%	100%
South/North Wing	5%	13%	57%	25%	100%
South	5%	0%	73%	22%	100%
North/South Wing	5%	17%	65%	23%	100%
North	.5%	7.5%	67%	25%	100%

J. Traffic Study

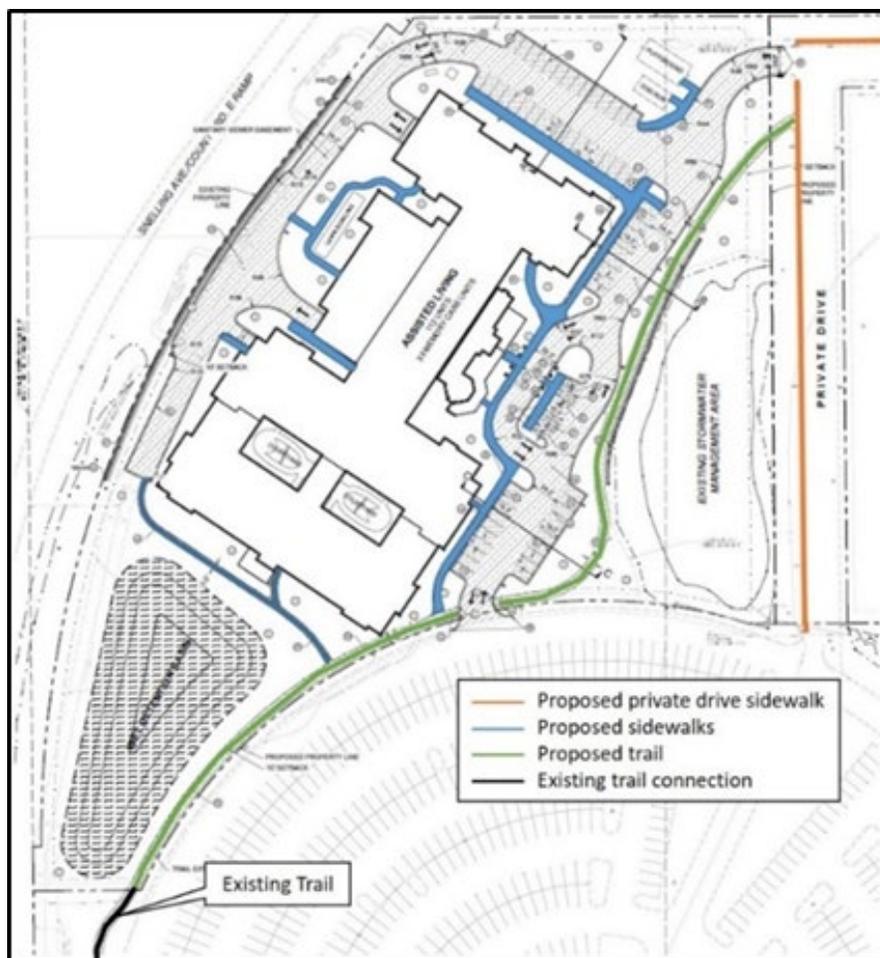
A traffic study was required and was completed by SRF. The proposed development should not generate much additional traffic and is not expected to impact overall traffic operations within the

study area. The use does not add enough traffic to require any geometric or traffic control changes. The anticipated trip generation during AM peak is 27 vehicles in and out of the site. The PM peak is 36 vehicles in and out of the site. The site is anticipated to create 424 daily trips.

K. Park Dedication

City Code 1130.08 requires that all subdivisions dedicate land to the City for a public use as a condition of approval for the development. Park dedication was not required as part of the original platting process for Planning Case 20-005 as the final uses were not indicated at that time. Park dedication was deferred on the subject lots until development occurs. The proposed use of the subject property is high density residential and requires 20 percent of the gross area to be dedicated as parkland to the city. The subject site is 6.4 acre and would require 1.28 acres to be dedicated as parkland. The subject site does not have land feasible for a public park area. A cash contribution in lieu of land dedication may be required at the discretion of the City. The cash payment shall be determined based on the fair market of the land that would otherwise be dedicated to the City.

According to Ramsey County data the fair market value of the subject lot is \$1,060,100.00 and 20 percent of that value is \$212,020.00. In order to meet this obligation, the Applicants are proposing to construct a public trail along the eastern and southern sides of the subject property and shown on the image below. This will create a connection to the existing trail on the Anderson Center. The cost of the proposed trail can be deducted from the total park dedication requirements.



Public Notice and Comments

A Notice was published in the Pioneer Press on January 15, 2021. A public neighborhood notice was prepared by the City and mailed to property owners within 1,000 feet of the subject property. Staff has received one (1) comment (Attachment G).

Neighborhood meeting

Prior to submittal of a formal planning application the Applicant held an informal neighborhood meeting on July 9, 2020. Due to Covid-19 the meeting was held virtually with ten (10) residents in attendance. The Applicant gave a 30 minute presentation on the project follow by a question and answer session. The majority of the questions raised were in regard to traffic, tree preservation, site and building design, project financing and existing trial connections. The Applicant has incorporated the comments from the meeting into their application for the project.

Attachments

- A. Application
- B. Location Map
- C. 11x17 Plans
- D. Zoning Code Amendment Redlines
- E. New Perspective Senior Living Parking Formulas
- F. New Perspective Senior Living Memory Care Unit Sizing
- G. Resident Comment Letter
- H. Planning Commission Memo
- I. Draft Planning Commission Minutes
- J. July 20, 2020 City Council Work Session Minutes
- K. City Council PowerPoint Presentation