



Date: December 10, 2013
To: Vadnais Heights City Council
From: William Weber, City Planning Consultant *KW*
Subject: Rezoning of the Garceau Hardware Site

Recommended Action

The City Council may consider rezoning the former site of Garceau Hardware and Power Equipment to C-2, Community Commercial, from C-1, Neighborhood Commercial.

The rezoning may support redevelopment of a problematic site but not result in excessive negative external effects because of the isolated nature of the site.

Application

An application has been received from property owner David Garceau to rezone the site of the former Garceau Hardware and Power Equipment to C-2 from C-1.

Public Notice

A notice of this public hearing has been posted, published in the official newspaper and mailed to land owners within 350 feet of the site.

Planning Commission Recommendation

The City Planning Commission recommended on November 27 that the City Council rezone the subject property to C-2, Community Commercial, from the C-1, Neighborhood Commercial, district.

Property Location and Development

This 2.38 acre parcel is located at 3429 Centerville Road, at the northeast quadrant of the intersection of Centerville Road and Edgerton Street. Figure 1 shows the site, the vicinity and the existing buildings.

For decades until last year, the site was used for commercial purposes as Garceau Hardware and Power Equipment; it is now unused.

The property to the east (0.46 acres), owned by Mr. Donald Rubbelke, is zoned C-1 and used commercially. It has two active businesses and one unused space. The other adjacent property on the east (0.38 acres), owned by Mr. Paul Houck, is zoned R-1 and used as a rental house.

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To the **north** is a property zoned R-1, owned by the City and used as a drainage ditch. North of that are houses along Edgerton Street that are zoned R-1.

To the **west** is property zoned Water Works District and owned by the St. Paul Water Department.

To the **southwest** is land zoned Water Works District and owned by Ramsey County as a park.

To the **south** is a narrow strip of land zoned C-1, then the Minnesota Commercial Railroad track.



Figure 1: Aerial Photo of the Subject Property and Vicinity

Current Zoning Regulations

The parcel is currently zoned C-1, Neighborhood Commercial District, as is the adjacent Rubbelke parcel to the east. See Figure 2.

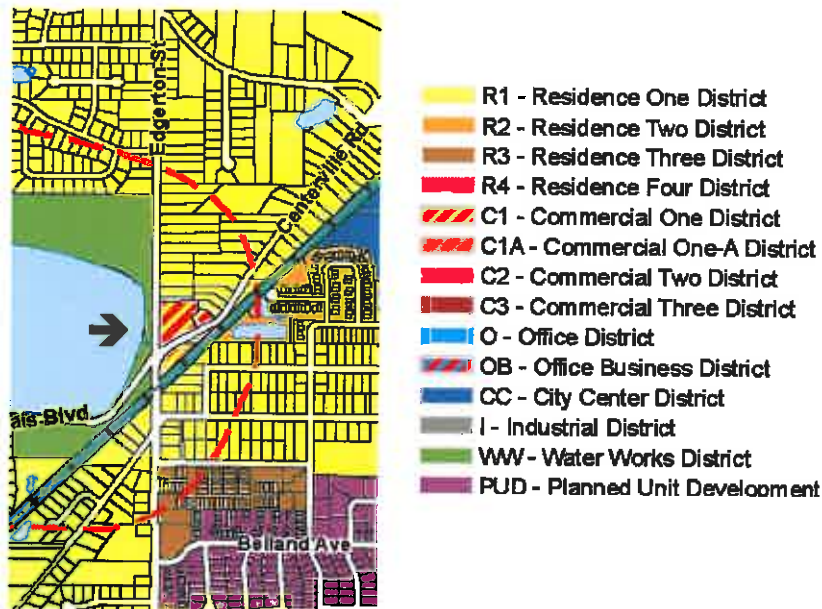


Figure 2: Current Zoning Map

The current zoning of the site, C-1, is intended to “provide for the establishment of local centers for convenient retail or service outlets that deal directly with the customer for whom the goods or services are furnished. These centers are to provide services and good primarily for the surrounding neighborhoods and are not intended to draw customers from the entire community.”

The Permitted Uses in the C-1 District are:

1. Bakeries.
2. Barber shops.
3. Beauty parlors.
4. Candy and ice cream stores.
5. Clothes pressing and tailoring shop.
6. Convenience food stores without gas pumps.
7. Drug stores.
8. Dry cleaning and laundry receiving and pick-up stations, excluding laundering and dry cleaning.
9. Florist shops.
10. Hardware stores.
11. Launderettes and dry cleaning establishments which provide self-service facilities only
12. Libraries.
13. Liquor stores, off sale.
14. Newsstands
15. Offices (business, professional, or institutional) not to exceed 1,500 square feet in floor area for professional services.
16. Repair stores and "fix-it" shops which provide services for the repair of home, garden, yard and personal use appliances.
17. Tobacco shops.
18. Variety, gift, notion and soft good stores.
19. Game rooms, not to exceed 1,500 square feet in total floor area.
20. Convenience food restaurants, subject to:
21. Shall not exceed 1,500 square feet in floor area; limited indoor seating is allowed,
22. Shall not include drive-through and/or window pick-up services; and
23. Shall not include any outdoor seating.

Special Uses in the C-1 District are:

1. Convenience food store with gasoline pumps
2. Public buildings
3. Churches
4. Schools

Proposed Zoning

The applicant requests a change in zoning to the C-2 District, which is intended to “ provide for low intensity, retail or service outlets that deal directly with the customer for whom the good or services are furnished. The uses allowed in this district are to provide goods and services on a community market scale and located in areas that are well served by collector or arterial roads.”

The C-2 District includes all of the Permitted Uses from the C-1 District and many more, as listed below. The Permitted Uses in the C-2 District are:

1. Any Permitted Use in District C-1.
2. Amusement and recreation establishments such as commercial bowling alleys, pool halls, and skating rinks, and tennis courts.
3. Animal hospitals, excluding establishments with outside runs.
4. Antique shops.
5. Art galleries.
6. Automobile accessory stores without on-site service facilities.
7. Bakeries.
8. Banks and financial institutions.
9. Book and stationary stores.
10. Business machine sales and service shops.
11. Camera and photographic supply stores.
12. Catering establishments.
13. Clothing stores.
14. Clothing and costume rental.
15. Club and lodge halls which are chartered and operated wholly as a non-profit organization.
16. Coin and philatelic stores.
17. Convenience stores without accessory gas pumps.
18. Daycare centers.
19. Department stores.
20. Dry cleaning receiving and pick-up stations.
21. Electrical and household appliance stores, including radio and television sales and service.
22. Employment agencies.
23. Exercise spas or clubs.
24. Fabric stores.
25. Frozen food stores, including the rental of lockers in conjunction therewith.
26. Furniture stores
27. Garden supply, tool, and seed stores.
28. Greenhouses.
29. Household furnishings, fixtures, appliances, and accessory stores.
30. Interior decorating stores and shops.
31. Jewelry stores.
32. Locksmith shops.
33. Musical instrument stores.
34. Optical stores.
35. Office supply stores.
36. Paint and wallpaper stores.
37. Pet shops.
38. Phonograph record and sheet music stores.
39. Photography studios.
40. Picture framing and picture stores.
41. Public utility service stores.
42. Restaurants, including those having an "on-sale" liquor license.
43. Rental businesses.
44. Private schools
45. Sporting and camping goods stores
46. Supermarkets.
47. Tailor shops.
48. Taverns.
49. Toy shops.
50. Travel bureaus.

Special Uses in the C-2 District are:

1. Convenience food store with gasoline pumps
2. Automobile service stations
3. Hotels and motels
4. Rental or trucks and trailers
5. Offices
6. Motor vehicle body shops
7. Dog kennels
8. Sale of motorcycles, snowmobiles, ATVs

Other C-2 Locations

Other locations zoned C-2, Community Commercial are:

- Fairway Collision and the adjacent office building and house along County Road F near the railroad track
- Properties near Vadnais Boulevard at Rice Street
- The office site at Highway 96 and Birch Bend Lane
- Macalouso’s Roadhouse on Labore Road
- Tousley Motorsports on County Road E at International Drive
- Two office buildings on Hoffman Road E at County Road E.

Conformance with the Comprehensive Plan

The property is guided by the *Comprehensive Plan* as “Commercial,” which is described briefly in the plan as “Business providing retail trade or service for individuals of businesses.” Both the C-1 and the C-2 zoning districts are listed in the plan as appropriate for implementing this guidance. Thus, the requested rezoning would be consistent with the *Comprehensive Plan*.

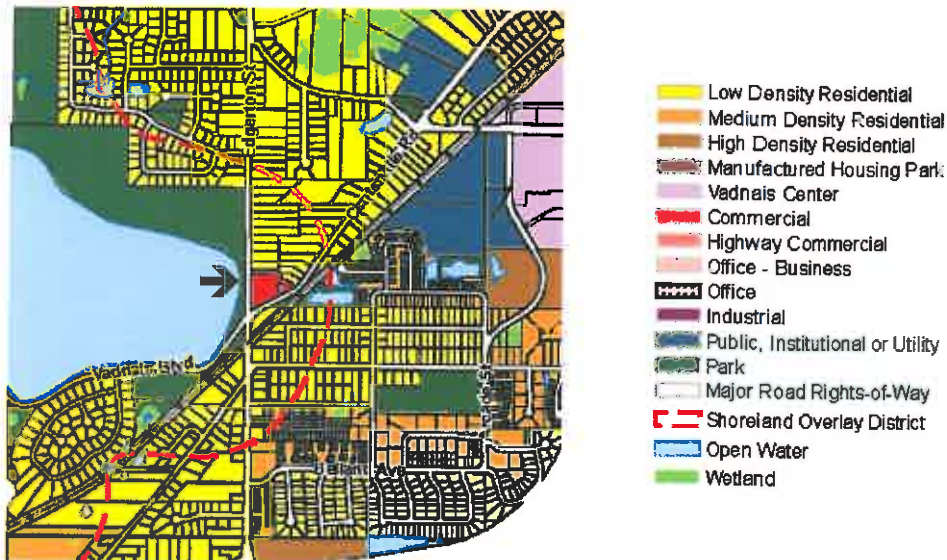


Figure 3: Land Use Plan Map from the *Comprehensive Plan, 2010*

Functional Classification of Adjacent Roads

The functional classification of the streets that serve the site should be a consideration in the rezoning decision. The *Comprehensive Plan* classifies nearby roads as follows:

- Centerville Road (Hwy. 96 to County Road D)..... A-Minor Expander Arterial
- Vadnais Boulevard (Rice to Edgerton Streets) B-Minor Arterial
- Edgerton Street (Koehler to Centerville Roads) Collector
- Edgerton Street (south of Centerville Road) A-Minor Expander Arterial

Thus, the property is served by roads of the same functional classification as those serving the other C-2 properties. See Figure 4, below.

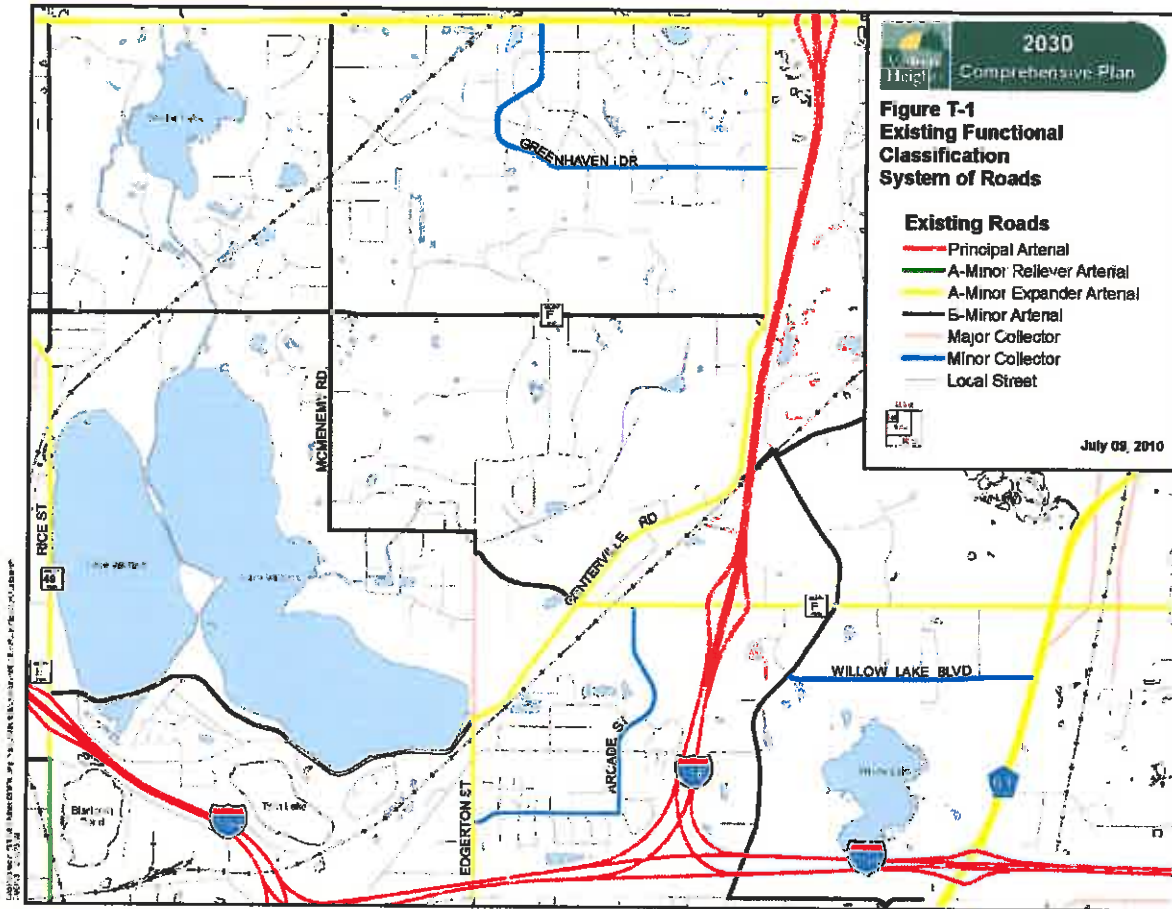


Figure 4: Road Functional Classification Map

Jurisdiction of Adjacent Roads

- Centerville Road County State-Aid Highway
- Vadnais Boulevard County State-Aid Highway
- Edgerton Street south of Centerville Road County State-Aid Highway
- Edgerton Street north of Centerville Road City street up to Koehler Road.

Traffic Volumes on Nearby Roads

The average daily traffic volume (averaged over a year) on each of the nearby roads is:

- Centerville Road 6,100
- Vadnais Boulevard 3,850
- Edgerton Street north of Centerville Road 3,050
- Edgerton Street south of Centerville Road 7,000

For comparison, here are the average daily volumes on other roads in Vadnais Heights that serve C-2 zoning districts:

- Highway 96 near Centerville Road 19,600
- County Road F between Rice and McMenemy 4,800

- Rice Street near Vadnais Boulevard 13,300
- Labore Road near I-35E 4,200
- County Road E Near International Drive..... 18,800
- Hoffman Road East near County Road E. Not available

Alternatives to Rezoning to C-2 District

There are two alternatives to rezoning the subject parcel to the C-2, Community Commercial, district:

1. Recommend that the Council retain the C-1 zoning
2. Recommend that the Council rezone the property to a residential district. The Council may initiate a rezoning on its own but would have to amend the Land Use Plan map in the *Comprehensive Plan* first, which would require a separately-noticed public hearing.

Current Market Demand for this Site

There is low demand for the property for many types of commercial uses or for multiple-family residential use, according to the real estate agent for Garceau, Mr. John Rausch.

Commercial re-use is limited by the fact that the site has relatively poor visibility and access, being located in the middle of the city, not near a freeway interchange, not on a high volume road such as County Road E, Highway 96 or Highway 61, and not near a concentration of housing. There is a certain range of commercial uses that may find this site attractive. Those would include businesses that do not rely on high volumes of drive-by traffic but are retail, service or professional office destinations sought by the customers. This eliminates many franchise retail businesses.

This parcel could support a commercial building in the range of approximately 14,000 square feet. For the sake of size comparison, the Perkins restaurant is 6,100 square feet.

Use of the site for high-density multiple family housing is even more limited than it is for business at this time according to Mr. Garceau’s agent. He indicated to me that he has tried unsuccessfully to sell the site for market-rate, seniors and work force multiple-family housing during the past year. As with commercial possibilities, visibility and access are limiting factors here for multiple-family housing. Mr. Rausch may be available to attend the Planning Commission meeting and speak about the current market conditions.

Use of the site for single-family housing is not likely because of the traffic on adjacent roads and competition from better sites. Use for rental mid-density housing with exterior entrances may have greater appeal, in my opinion, but the Rubbelke and Garceau properties would have to be combined for this to be feasible. Also, that density might not command sufficient land sale value to make it economically feasible to remove the buried demolition debris.

Possible Effects of the Rezoning on Nearby Properties

The Planning Commission and Council should consider the effect of the proposed rezoning on the two adjacent properties owned by Rubbelke and Houck, and the effect on other properties in the vicinity.

The Rubbelke property is zoned C-1, so the effect of the proposed rezoning would be minimal. The actual redevelopment of the Garceau property will directly affect, and be affected by, the use of the Rubbelke property since they are so close, but that will be addressed during Site Plan Review.

The Houck site is zoned R-1, but rezoning the Garceau site to C-2 would probably have a minor effect compared to the current C-1 zoning since they share a short edge.

If the Garceau rezoning application is successful, it is likely that the City would receive the same application from Rubbelke and maybe from Houck. Thus, there is likely a cumulative effect from this decision.

The effect of the proposed Garceau rezoning on properties beyond those owned by Rubbelke and Houck would likely be minor in terms of visible future site use because the parcel is fairly isolated by trees, slope, railroad track and park land. However, a C-2 zoning may result in more future traffic and night time use compared to the result of the C-1 zoning, which would affect residential properties along the four approach roads.

Possible Effect of Rezoning on the Subject Property

I believe that rezoning the property to C-2 from C-1 would make it more marketable by broadening the range and intensity of possible land development and , thus, make redevelopment more feasible.

Evaluation

The overall question is whether the Council believes that this location is suited for the wider range of commercial possibilities and intensities of the C-2 district compared to the C-1 district. Those effects should be balanced against the perceived difficulty of redeveloping this site and the support for redevelopment offered by the C-2 zoning.

The property will probably be difficult to redevelop because of the limitations of access and visibility described above. In addition, the western part of the parcel allegedly has buried demolition waste; there are three old buildings on this parcel that have minor or negative value; the buildings on the two adjacent parcels are also old and obsolescent.

I think the intensity and type of development on this parcel (and the neighboring parcel or parcels) will be limited more by the market demand than by the lists of Permitted and Special Uses of the C-2 zoning district. For instance, businesses such as supermarkets, department stores, convenience stores, convenience food restaurants, banks, and restaurants are not going to find this site attractive.

It is likely that whatever occupies this site, with or without a rezoning, will be an improvement over the outdoor storage, dilapidated buildings and unrestricted driveway access that have characterized this location for years.

Finally, the size of the parcel (2.38 acres), particularly if combined with the Rubbelke property (0.46 acres), seems more suited for the Community Commercial zoning than the Neighborhood Commercial zoning.

Mayor
Marc A. Johannsen

Council
D. Joseph Murphy
Gerald J. Auge
Terry S. Nyblom
Craig A. Johnson

City Administrator
Kevin P. Watson



The City of Vadnais Heights
800 East County Road E
Vadnais Heights, MN 55127

651.204.6000 Phone
651.204.6100 Fax

NOTICE OF PUBLIC HEARING

NOTICE IS HEREBY GIVEN, that the Vadnais Heights City Council will meet and conduct a Public Hearing on **Wednesday, December 18, 2013** at 7:00 p.m. at the City Hall, 800 E. County Road E, to consider application submitted by Mr. Chu Wu to rezone property located at 3429 Centerville Road from C-1, Neighborhood Commercial, to C-2, Community Commercial.

Anyone wishing to be heard in regard to this matter will be given an opportunity at this time.

Plans are available for public review at City Hall during normal business hours. Questions or comments should be directed to Bill Weber, Consulting Planner, at 952.920.1749 or at bill@weberplanning.com.

FOR THE COUNCIL OF THE
CITY OF VADNAIS HEIGHTS

A handwritten signature in blue ink, appearing to read "Kevin P. Watson", is written over the typed name.

Kevin P. Watson
City Administrator

Dated: November 27, 2013

Parcel ID: 323022130023
Lyle F Miller, Kathleen M Miller
635 Hiawatha Ave
St Paul MN 55127-5116

Parcel ID: 323022120029
Charles L Farrow, Mardee Ann Farrow
3488 Edgerton St
Vadnais Heights MN 55127-7108

Parcel ID: 323022120030
Darlene A Garceau
3480 Edgerton St
Vadnais Heights MN 55127-7108

Parcel ID: 323022130059
City Of Vadnais Heights
800 County Road E E
Vadnais Heights MN 55127-7117

Parcel ID: 323022130003
City Of Vadnais Heights
800 County Road E E
Vadnais Heights MN 55127-7117

Parcel ID: 323022130010
Wayne L Motzko, Sheila R Kinney
3469 Centerville Rd
Vadnais Heights MN 55127-7123

Parcel ID: 323022130054
Regina Jinell Rubbelke
3433 Centerville Rd
Vadnais Heights MN 55127-7123

Parcel ID: 323022110012
Burlington Northern Inc
176 E 5th St
St Paul MN 55101-1606

Parcel ID: 323022130006
In Sook Yi Prasad
570 Grand St Apt H1004
New York NY 10002-2765

Parcel ID: 323022130024
James R Deblizan, Shelli E Deblizan
627 Hiawatha Ave
St Paul MN 55127-5116

Parcel ID: 323022130026
Robert P Fredrickson, Jane M Fredrickson
3399 Payne Ave
Vadnais Heights MN 55127-5122

Parcel ID: 323022130002
Carole M Goldstein
3460 Edgerton St
Vadnais Heights MN 55127-7108

Parcel ID: 323022130022
Richard C Smith, Vivian E Smith
641 Hiawatha Ave
Vadnais Heights MN 55127-5116

Parcel ID: 323022130027
Mary Ann Anton
3391 Payne Ave
Vadnais Heights MN 55127-5122

Parcel ID: 323022130057
Patrick W Goff
3485 Willow Lake Blvd
Saint Paul MN 55110-5152

Parcel ID: 323022130005
~~Wayne E Markham, Charlotte E Markham
3732 Arcade St
St Paul MN 55127-7127~~

Parcel ID: 323022120031
Richard P Gonion, Melissa Gonion
3485 Centerville Rd
Vadnais Heights MN 55127-7123

Bryan & Jan Jarvinen
3730 Arcade St
St Paul MN 55127

Parcel ID: 323022130009
Michael J Garceau
1871 73rd St
Centerville MN 55038-9626

Parcel ID: 323022130025
Gabe S Pescosolido, Andrea A Pescosolido
3407 Payne Ave
Vadnais Heights MN 55127-5122

Parcel ID: 323022130001
Donald J Oneill, Jeanne Oneill
3470 Edgerton St
St Paul MN 55127-7108

Parcel ID: 323022130008
Ronald J Garceau, Serena R Garceau
3453 Centerville Rd
St Paul MN 55127-7123

Parcel ID: 323022130011
Christine M Koentopp
3479 Centerville Rd
St Paul MN 55127-7123

Parcel ID: 323022130007
Paul R Houck
1133 Roselawn Ave W
Roseville MN 55113-5952

Parcel ID: 323022130028
Alfred O Marler, Patricia C Marler
3381 Payne Ave
St Paul MN 55127-5122

Parcel ID: 323022130055
David C Garceau, Joelle L Garceau
3429 Centerville Rd
Vadnais Heights MN 55127-7123

Parcel ID: 323022220002
City Of St Paul
25 4th St W Ste 1000
Saint Paul MN 55102-1692

12/6/13



REZONING APPLICATION

The City of Vadnais Heights

800 East County Road E • Vadnais Heights, MN 55127

Phone: 651.204.6015 • Fax: 651.204.6100

www.cityvadnaisheights.com

Applicant: City Wix

Address: 1235 ARCADE ST

City: ST. PAUL State: MN Zip: 55106

Phone: 651-793-4400 Fax: - Cell: 612-272-4113 E-mail: clm.wix-115@city.com

Fee Owner: David Garceau

Address: 3429 CENTERVILLE RD

City: Vadnais Hgts State: MN Zip: 55127

Phone: 651-429-4947 Fax: - Cell: 612-709-4992 E-mail: DLGarceau@MNS.com

Project/Development Name: GARCEAU HARDWARE STORE

Address or General Location of Property: 3429 CENTERVILLE RD.
VADNAIS HEIGHTS, MN

Legal Description of Property Involved: CURRENT ZONING IS C-1

Present Use of Property: NONE - HARDWARE STORE

Present Zoning: C-1 Present Land Use Plan Designation: C-2

Proposed Zoning Classification Requested: TURFAL HOME

[Signature]
Applicant Signature

9-23-2013
Date

[Signature]
Property Owner Signature (if different from applicant)

9/27/2013
Date



REZONING APPLICATION

The City of Vadnais Heights
800 East County Road E • Vadnais Heights, MN 55127
Phone: 651.204.6015 • Fax: 651.204.6100
www.cityvadnaisheights.com

Application Fees

1. For parcels 2 acres or less: \$1,000 provides up to 8 hours of assistance, \$125 per hour thereafter.
2. For parcels more than 2 acres: \$1,500 provides up to 12 hours of assistance, \$125 per hour thereafter.

Items to Accompany Application

1. Evidence of ownership or some controlling interest in the property (e.g., option to purchase)
2. See Rezoning checklist (attached hereto) for additional information and requirements. Applicant is responsible for ensuring and verifying that all information indicated on this checklist is submitted to the City. If you have any questions on the applicability of checklist items, please contact the City's Community Development Director.
3. Signed Payment of Costs Agreement.

Acceptance of Application

This application is subject to acceptance by the City upon review of the application and necessary materials being submitted. This application may also be subject to acceptance by the City Development Review Committee and review of application and approval may also be required and must meet engineering requirements set forth by the City Engineer or contained in the City Code.

Date Received: 9/30/13 Date Application Deemed Complete: 10/10
 Application Fee: 1,000. Application Number: 13-015

 Planning/Community Development Director
[Signature]
 City Administrator

 Date
11/19/13
 Date

The signatures of the Community Development Director and City Administrator do not constitute approval of the application.



10 October 2013

Mr. Chu Wu
1235 Arcade Street
St. Paul, Minnesota 55106

Via E-Mail

Dear Mr. Wu:

The City of Vadnais Heights Development Review Committee has reviewed the application and materials that you submitted for **rezoning** the development project known as the former Garceau Hardware and Power Equipment site and we have found them to be **complete**.

Your application is scheduled to be reviewed by the City Planning Commission on Tuesday, November 26 and by the City Council on Wednesday, December 18. Both meetings begin at 7:00 PM and will be held in the City Council chamber of City Hall, 800 E. County Road E.

Prior to the meeting of the City Planning Commission, we will send to you a copy of the review memos to be prepared by me and the City Engineer, Mark Graham. Please keep us apprised of any changes in your plans.

For your information, we will ask the City Council at its meeting on November 6 to determine whether "funeral homes" are a Permitted Use in the C-2 zoning district, as "mortuaries" are listed but not "funeral homes." I have attached my memo recommending that the Council add "funeral homes" to the list. You may attend that public hearing and speak if you wish.

The City staff will be responsible for mailing and publishing the public notice of these review meetings.

Also, because of the unfortunate timing of our receipt of your rezoning application relative to the meeting dates of the Planning Commission and the City Council, the City of Vadnais Heights is hereby exercising its right to extend the period for review by an additional 60 days as allowed by Minnesota Statutes 15.99, Subd. 3.

Thank you for your interest in building in Vadnais Heights.

Sincerely,
Weber Community Planning

A handwritten signature in blue ink that reads "William C. Weber". The signature is fluid and cursive, with the first name "William" being the most prominent part.

William C. Weber, AICP
Vadnais Heights City Planning Consultant

c: Bob Cardinal