



CITY OF SAINT PAUL
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DATE: July 21, 2017
TO: Saint Paul Planning Commission
FROM: Comprehensive Planning Committee and Neighborhood Planning Committee
SUBJECT: Review of Ford Site Zoning and Master Plan public hearing comments, draft plan, and recommendation for Planning Commission

BACKGROUND

On July 28th, the Planning Commission will consider a recommendation on the Ford Site Zoning Study and Public Realm Master Plan, which involves three related actions:

1. Amending the Saint Paul Code of Ordinances to establish six new 'Ford' zoning districts under Article IX, 60.900, Ford Districts;
2. Rezoning four parcels owned by three property owners in the zoning study area to one or more of the six new zoning districts; and
3. Adopting the Ford Site Zoning and Public Realm Master Plan.

Materials related to each action are attached to this memo.

The Ford Site Zoning Study introduces six new zoning districts to the Saint Paul Zoning Code. The districts are intended for application on the Ford site properties. Amendments to the Saint Paul Zoning Code integrate the new zoning districts and standards into the current code format, under Article IX, 66.900, Ford Districts.

The Ford Site Zoning and Master Plan provides a more detailed description of the Ford districts and related standards.

The Ford Site Zoning and Master Plan is composed of nine chapters:

1. Preface
2. Vision and Principles
3. Existing Conditions
4. Zoning – Districts & General Standards
5. Zoning - Building Types
6. Infrastructure
7. Parks and Open Space
8. Public Art
9. Sustainability

General citywide zoning regulations will apply within the Ford zoning districts, unless otherwise noted within the district standards.

Four properties are proposed for rezoning to one or more of the Ford zoning districts. The parcels are:

Parcel A - PIN 172823110092

Owned by Joan Lipschultz Burg Trustee and Fremajane Wolfson Trustee

3.76 acres

Current Zoning – T2 Traditional Neighborhood

Current Land Use – retail

Parcel B - PIN 172823130002

Owned by Ford Motor Company

122.4 acres

Current Zoning I1 – Light Industrial

Current Land Use – vacant industrial site, former auto assembly plant

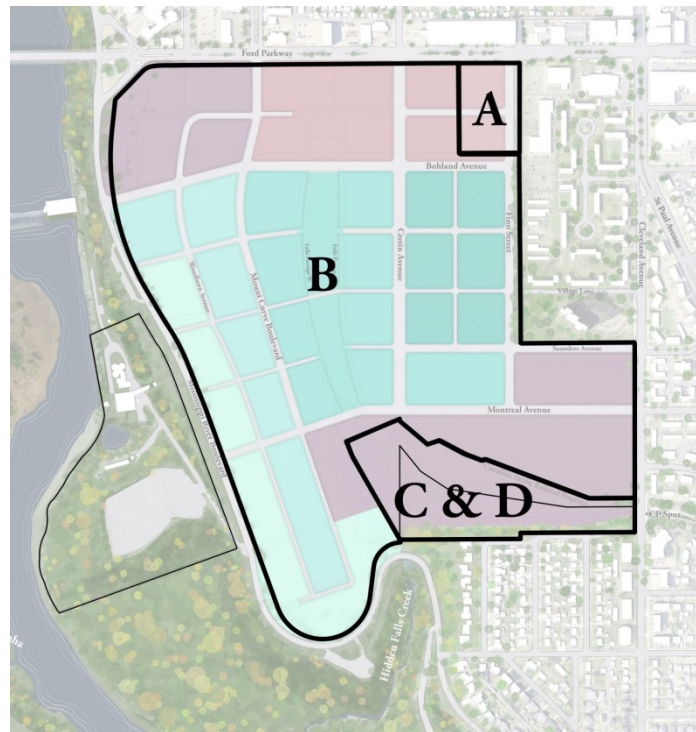
Parcels C & D - PINS 172823410001 and 172823410002

Owned by Canadian Pacific Railway Company

6.06 acres and 6.67 acres

Current Zoning I1 – Light Industrial

Current Land Use – unused railyard, formerly served Ford Motor Company



PUBLIC HEARING COMMENTS

On June 30, 2017, the Saint Paul Planning Commission held a public hearing on the proposed Ford Zoning and Public Realm Master Plan. At the hearing, 49 people spoke, 14 representing organizations and 35 individuals. The organizational representatives spoke in general support of the plan, with a couple requesting adjustments to the plan to provide more open space and lower heights in the blocks closest to the river. Of the individuals, 17 spoke in opposition, 12 spoke in favor, and 6 provided specific comments that were neither for nor against the plan in general.

In addition to spoken testimony, the Planning Commission received 312 written comments between the public comment period of May 19th to July 3rd. All written and oral comments for the hearing can be found at stpaul.gov/fordcomments. Comments submitted in both written and oral form are noted.

This memo responds to key themes articulated in the comments, including but not limited to:

- A mix of opinions on the level of development density and heights proposed for the site, with more commenting against than in favor. Those concerned about height focus on the 7% of the site proposed to allow up to 110 feet and on the 2 blocks closest to the river than would allow up to 55 and 65 feet. Density concerns focused on negative impacts some anticipate it will create, while supporters cited its benefits. Often, the expected impacts were completely opposite one another – such as, the added density will increase property values in the area versus it will decrease property values.
- A mix of opinions about whether future traffic generated by the Ford site will be manageable or overwhelming in the area. People strongly support good infrastructure for walking, biking and transit.
- A number of comments focused on the need and desire for affordable housing at the future site.
- A number of comments focused on how taller buildings and too many people at the site would degrade the livability and quality of the Highland neighborhood.
- Many comments highlighted the value of parks and open space at the future site and the desire to have even more than proposed in the plan.
- Some people expressed concern that the land owner, developer and the city will make too much money from the proposed plan, while others said it will support a needed increase in the city's tax base.
- Almost everyone expressed strong support for the proposed stormwater feature.

DENSITY OF DEVELOPMENT

Height of Buildings

The range of building heights allowed in the Ford zoning districts ranges from 20 feet minimum (2 stories) to 110 feet maximum (8-10 stories). The number of stories depends on the floor heights used. Retail floors tend to be 12-18 feet high and residential floors range from 11-14 feet typically. Height ranges across the 6 zoning districts are shown below.

ZONING DISTRICT	MINIMUM HEIGHT	MAXIMUM HEIGHT
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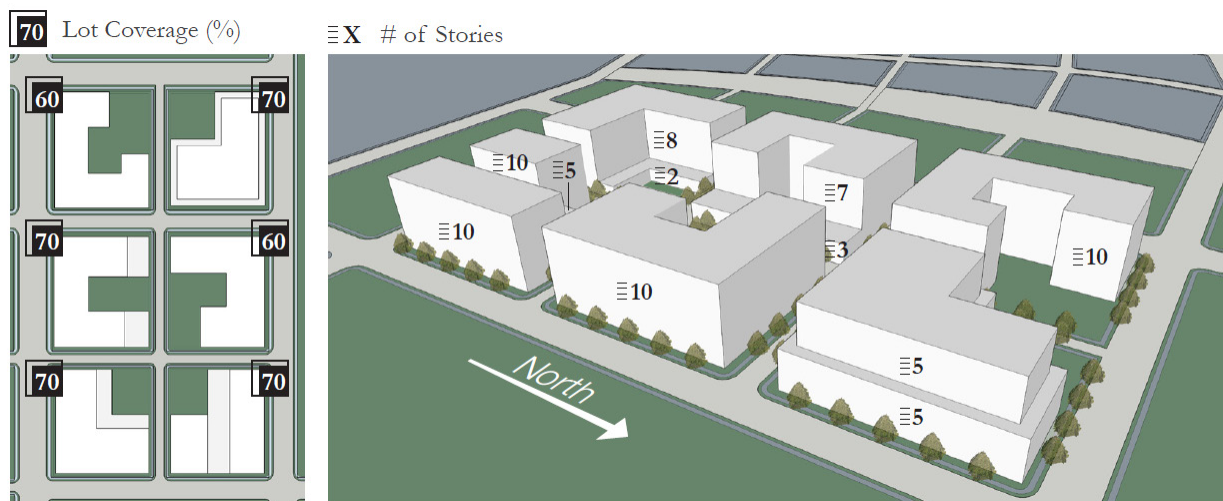
F1 – River Residential	20 feet	48 feet
F2 – Residential Low	30 feet	55 feet
F3 – Residential Mid	40 feet	75 feet
F4 – Residential High	48 feet	110 feet
F5 – Business Mixed	40 feet	75 feet
F6 - Gateway	30 feet	65 feet

The current scale of Highland near the site is generally 1.5 to 3 stories, with some 4 story businesses and apartments. The tallest structures nearby, adjacent to the site, are 740 Mississippi River Blvd at 208 feet, the Cleveland Public Housing apartments at 128 feet. The proposed heights for the Ford zoning are lower than the tallest buildings, but higher than the general scale of the area. Is the addition of taller buildings into the area a bad thing? People from the community vary widely in their opinions about that. The plan intentionally tiers heights away from the river and site edges to moderate the shift in scale from adjacent parcels, a tiering that provides views from the upper units on most new blocks. Few views from existing buildings will be obstructed, because treetops currently obscure views from most existing buildings. The proposed heights would make some buildings visible from other parts of the neighborhood where streets provide open angles to the new development. When the Ford site operated as a manufacturing plant the same vantage points would have looked upon the 214 foot tall paint building emissions stack with a blinking light on top.

Scale of Buildings

The scale of buildings is best described as the mass of the building relative to the open space on the lot. Floor Area Ratio (FAR) is the formula that calculates building mass on a lot. Each Ford zoning district has a minimum and maximum FAR. Floor Area Ratio can be used to moderate the overall scale of building, in addition to height and setback requirements. Let's look at how the standards interact.

The illustration below shows a diagram of six different ways that the F4 Residential Mixed – High blocks could be built to their maximum volume using proposed setbacks and reaching the maximum FAR of 6.0. All are shown at a height of 110 feet and there is a variety of lot coverage up to the maximum of 70%.



Another way to control building mass is to limit its width. A maximum building width is used for the smaller residential building types in the Ford zoning to ensure that their scale is consistent with the district they are in – smaller buildings for lower scale blocks and larger buildings for larger scale blocks.

The combination of lot and building standards within each Ford zoning district aims to achieve a responsible balance between building mass, open space, and transition space to public rights-of-way. The setback and open space requirements in the Ford districts are higher than those in the City’s T2, T3, and T4 districts, ensuring that all blocks have a soft edge between buildings and sidewalks, creating a comfortable and attractive pedestrian environment.

Number of People

We are often asked “how many people will be on the site?” We roughly estimate a possible 1,500 employees and 4,000-8,000 residents. Estimates are based on a number of assumptions. For housing, we assume 1.8 people per unit, the 2010 census average household size for multi-family housing units in Highland Park. Since the Ford site is proposed for a range of multi-family housing types, we use 1.8 people per household, although future household sizes are expected to shrink in general. Even within Saint Paul today there is wide variation, with the 2010 census finding an average of 1.3 persons per multi-family unit in downtown St. Paul.

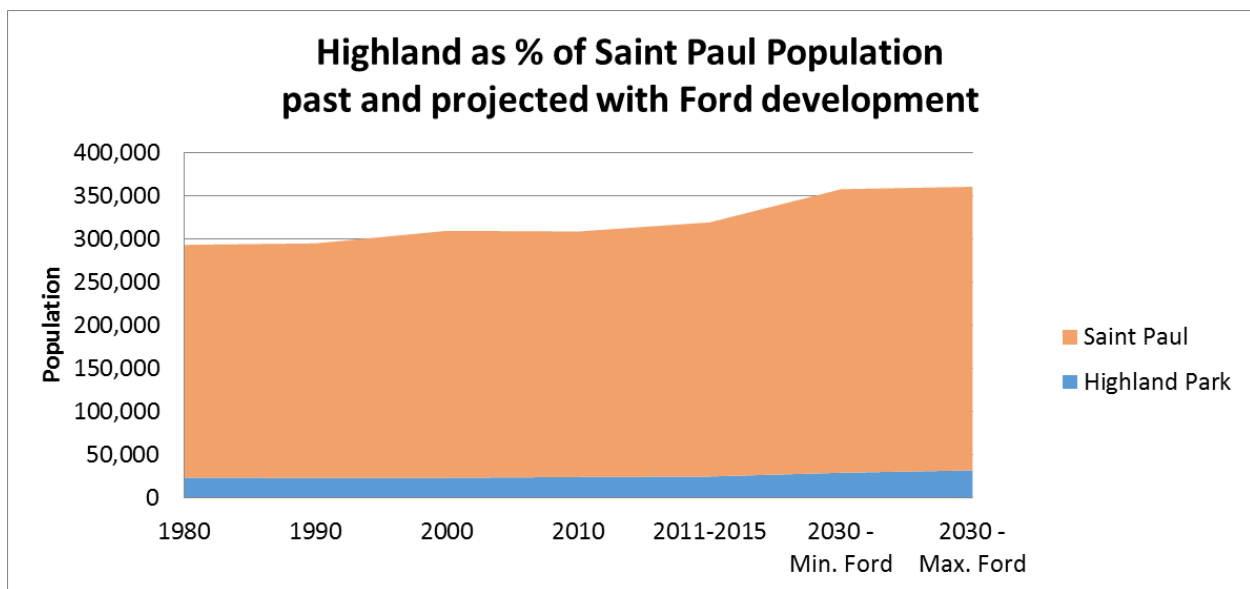
The proposed Ford plan sets a lower and upper limit on sitewide housing units -- 2,400 to 4,000 units. Assuming 1.8 people per unit, we have a residential population range of 4,320 to 7,200 people on the site by 2040.

Below are 2 tables and a graph showing past and estimated future population growth of Saint Paul, relative to the potential population growth of Highland related to Ford site development under the proposed plan. The table shows that even with the high end estimates of Ford site population, Highland will remain at the same percent of overall City population as it is today. Some development may occur in Highland that is not on the Ford site, but with such a strong

market pull to the site, we expect that the majority of market demand for new development in Highland will go to the Ford site.

	Saint Paul Population		Ford Site Estimated Population				Highland Population			
	Current and Forecasted by Met Council	Change in Population per decade	High Estimates based on Ford Plan	% of Citywide population growth	Low Estimates based on Ford Plan	% of Citywide population growth	Current and Estimated with High Ford site development	% of Citywide population	Current and Estimated with Low Ford site development	% of Citywide population
2010	285,068	-	-		0		24,589	9%	24,589	9%
2020	315,000	29,932	-		0		25,000	8%	25,000	8%
2030	329,200	44,132	3,600	8%	2160	5%	28,600	9%	27,160	8%
2040	344,100	59,032	7,200	12%	4320	7%	32,200	9%	29,320	9%

	1980	1990	2000	2010	2011-2015	2030 Min. Ford	2030 Max. Ford
Highland as % of City	8.7%	8.5%	8.1%	8.4%	8.4%	8.8%	9.7%



What type of place does one expect the Ford site to be with a new concentration of people and how will it affect the area around it? Opinion on this varies widely, as heard in the public hearing testimony. It might help to picture being in other such places in the Twin Cities, places where residential density attracts retail and services, activity in the public realm and a range of residents. These residents are seeking proximity to services and activities for convenience, time savings or necessity due to mobility limitations. One might think of 50th and France, Centennial Lakes, or the North Loop in Minneapolis. Have these areas experienced a spike in crime and a reduction in surrounding property values? The places in the region that struggle most with crime and declining property values tend to be low density and lack new development. The following articles address the question of infill development impacts on surrounding property values:

- <http://www.denverrealestatewatch.com/2011/11/13/research-high-density-good-for-home-values/>
- <https://factsmatteraddison.com/special-informational-article-mixed-use-housing-decrease-home-value/>
- <https://streets.mn/2016/02/07/no-large-apartment-buildings-wont-devalue-your-home/>

There is no denying that the proposed Ford plan envisions introducing new blocks to the neighborhood that have a different character than many of the existing blocks in Highland. The old blocks will remain the same and the new blocks will be a change. The shift in scale toward larger buildings for new infill development is a tension felt in this neighborhood, the city, the region and in communities across the country. As Saint Paul grows in the coming decades, new development will come to neighborhoods at a height and scale that is larger than the historic precedent. The economics of development today are different than 100, 75 and 50 years ago; more development value is needed per acre to support the costs of site preparation and construction. In the living memory of most residents of Highland, the population of Saint Paul has been on the decline and is only recently seen an increase. We are now approaching our all-time high population that occurred in 1960 with projected growth to continue as discussed earlier. This is a positive for the city, but represents a departure from what many perceive to be the history and status quo for growth in Saint Paul. We are tasked with thinking about the future in terms of decades and centuries and must acknowledge this shift to growth. Our existing infrastructure can service more people and buildings, while growing the tax base to support needed upgrades and maintenance of streets, parks and services. Cities are not sustainable environmentally and economically in the long term without the growth of population and tax base, and with this will come growth in the scale and density of neighborhoods across the city.

TRANSPORTATION

Automobile Traffic

The volume and patterns of future auto trips to and from the Ford site is an essential consideration in determining what mix and level of development the Ford site can accommodate. For that reason, the City hired a transportation consulting team to evaluate potential trips to and from the Ford site at full build out. The team, led by national experts in multi-modal transportation modeling for mixed use development, used today's travel patterns to and from the Highland area to estimate when and where people would go on the future Ford site, based on the mix and level of uses proposed.

The Ford Site Transportation Study and results can be found at-
<https://www.stpaul.gov/departments/planning-economic-development/planning/ford-site-21st-century-community/project-studies#1>

A mixed use area can expect that some trips each day are made on foot or bicycle, going to a nearby coffee shop, walking to the drugstore, etc. The remaining trips will travel to and from the site by car, walking, biking and transit. The proportion of walking and biking trips on and off the site was assumed in the study to be the same proportion that exists in Highland today. The proportion of trips by transit was assumed to go up about 9% from today's share, with a corresponding decrease in vehicle trips. The assumption of greater transit ridership for site users was made based on growing transit ridership in Highland today, expected growth in transit ridership over the next 20 years, and the self-selecting nature of people living in multi-unit housing units; people who tend to own fewer cars and drive less than single-family households which make up much of Highland today.

The Ford transportation study was thorough and provides expected traffic estimates for all roads connecting to the Ford site. The additional trips on each roadway, which will increase gradually over the next 5-25 years, can be absorbed into the existing, unused road capacity, with an ultimate level of service that is acceptable from a traffic movement standpoint. Individuals have personal feelings about what an "acceptable" level of traffic is on a given road, but that level may fall well below how many cars the road is designed to carry.

Walking and Biking

The proposed Ford plan includes bicycle and pedestrian trails connecting north to south, east to west, to the surrounding neighborhood, and to the Mississippi River, Highland commercial district and other major destinations. Each street right-of-way includes sidewalks on both sides and bike lanes are included on a number of the roads. This level of bicycle and pedestrian infrastructure is one of the defining, high-amenity features of the site that will draw residents who value walking and biking, while enhancing the connectedness of the Highland area as a whole. Making connections at the site's edges is equally important to increase the quality and usability of this infrastructure and way of travel in the neighborhood. The plan's proposed network for walking and biking has been widely and strongly supported.

Transit

Transit service in Highland Village and along this site is very strong today, with multiple bus routes and the A-Line bus rapid transit. Future transit should route through the Ford site, running along Cleveland and Montreal Avenues. Space for dedicated transit lanes is included in the plan's Cretin right-of-way and continues southeast along the Canadian Pacific Railway alignment. The dedicated transit right-of-way could accommodate bus, streetcar, or light rail transit vehicles. Metro Transit has worked closely with the City to consider transit's role in the future site and has clearly indicated that it will introduce and match service levels through the future site in relation to the number of people living and working there. Strong transit service is a key factor in reducing vehicle use and trips and is a priority for the site.

Streets

The proposed network of streets through the site is based on a fundamental principle used throughout the City of Saint Paul - to provide a grid network of regular street spacing to keep block sizes small and to maximize connectivity to adjacent streets in the area. Streets around

the Ford site are limited and therefore all connections were made to help disperse trips through the site and onto the surrounding road infrastructure. The proposed street connections and number of streets would not vary if land uses at the site changed or the volume of development shifted; the proposed street network is a basic framework to support any type of site redevelopment. The proposed street network has been widely supported, although some residents of Mount Curve Boulevard oppose a signalized intersection connecting Mt Curve north and south of the site due to concerns about added through traffic.

HOUSING

Type

Zoning for the site allows a wide range of housing options from townhouses, carriage houses, and live-work units, to multi-family units in buildings of different sizes and styles to fit the occupants -- young or old, singles or families, wealthy or limited income. The one housing type not included in the plan is single-family. Single-family is already very well supplied in Highland, while demand grows for condos and apartments in Saint Paul and Highland. Saint Paul's Comprehensive Plan states that new residential development should focus on multi-family units, senior housing, and affordable units across the City. The Ford site offers an excellent opportunity to meet market demand for greater housing variety in a neighborhood setting. Over the decade, City staff has heard over and over again from people that want to live at the Ford site – people who want to move out of a single-family home and into an apartment or condo in a thriving, active and walkable urban place with lots of people around and things to do nearby.

Another consideration for future housing at the site is economic. Single-family housing does not create nearly enough land value to pay for new development infrastructure - streets, water, sewer, lighting, etc.

As a final consideration, Ford may disallow single-family reuse as a condition of site sale, since single-family use poses the greatest liability risk for former brownfield sites. Ford will clean the site up to a residential reuse standard, but liability risk remains theirs for perpetuity.

Ownership vs Rental

The City has no direct control over whether future units at the site will be ownership or rental. At any time, the real estate market may favor one type or the other, but trends shift and over the course of the 12-20 years that it will take this site to build out, we expect a mix of both types. Rental units today appeal to all types of people, regardless of age, income, or even tenure, and renters can be just as engaged and committed to the community as homeowners.

Affordability

Providing affordable housing at the Ford site is a priority for the City and will require a long-term strategic plan to implement with the limited tools available.

1. The City can require the inclusion of affordable units if the City provides public financing for site redevelopment.

2. The City can try to direct limited funding for affordable housing construction in the city to the Ford site, but it would be at the expense of providing units elsewhere in the city.
3. The City can institute inclusionary zoning on the site to require the provision of affordable units within each residential project, but it's a sensitive tool and has to be very carefully crafted to address the needs and limitations of the market.

OPEN SPACE

City Parks

The plan includes 9% of land area for city parks, the maximum that the City can require for dedication by the landowner under the City's parkland dedication ordinance. The 9% park space is geographically dispersed across the site and designed to serve different recreational functions:

- a civic square for community events and gathering in the business district
- a gateway park in the northwest corner to provide open space along the river valley and to serve as an attractive visual entry to Saint Paul from Minneapolis
- a neighborhood park with flexible open space and room for a playground, a small dog area, a community garden, or other uses
- a picnic area type park on the southwest near the bluff top of Hidden Falls Regional Park
- park land along the edges of the linear water feature, providing more space for activities and leisure along this natural amenity.

Many people have expressed an interest in more park space on the future site. This may be desirable, but the City cannot require any more than the 9% land area that is already in the plan. A future private developer may choose to provide additional park space as an amenity to increase adjacent land values for development, but this will be a market decision. The only other option would be for the City to purchase additional land from Ford for park space. However, even if the City had money available for park land purchases, which it currently does not, some other areas of the city have as much need for park space as the Ford site does.

Trails

Pedestrian and bicycle trails run across the site, occupying 4% of the site land area. These trails will be landscaped and used for outdoor recreation and travel, similar to a linear park, although they are technically a transportation infrastructure use. The trail network is a widely popular site amenity that would better connect people in the neighborhood and on the site to parks and amenities in the immediate area.

Recreational Fields

The City strongly supports the inclusion of recreational field space on the redeveloped Ford site. After testing various locations and configurations for this type of space on the site relative to other uses and their location, the southeast corner was ultimately identified as the best location for recreational fields. Part of this land is owned by Ford and the remainder is owned by Canadian Pacific Railway.

The Highland Little League has played on Ford's land for decades and is very interested in staying on the site. However, other recreational groups have also expressed interest in the site, including Blackhawks soccer and lacrosse. Regardless of the sport, a path to acquisition of land for field space must be determined with the leadership of recreation groups. The City will continue to work with Ford and recreational groups to try to find a solution, since the additional land, up to 11% of the site, is above and beyond the 9% of parkland already included in the plan.

Water Feature

The stormwater feature shown on the plan was located and sized for the anticipated level of development at the future site. A 2016 study by Barr Engineering found that a centralized treatment feature had a number of advantages to traditional treatment under individual private lots, with comparable cost and better environmental performance. The stormwater feature is the most popular part of the proposed Ford site plan.

The full Ford Site Stormwater Study can be found at - <http://www.capitolregionwd.org/wp-content/uploads/2012/09/Ford-Site-Sustainable-Stormwater-Management-August-2016-1.pdf>

RETAIL AND EMPLOYMENT

Employment

The proposed plan focuses on employment uses within the Gateway and Mixed Business districts. The expected amount of employment at the site, an estimated 1,500 jobs, is based on ongoing conversations with real estate professionals, two market studies, and two employment studies.

In 2016, the Ford Site Jobs Strategy Work Group composed of city, business and economic development professionals examined best fit employment for the Ford site based on its unique constraints and opportunities within the employment marketplace of the Twin Cities.

The Ford Site Jobs Strategy Report can be found at - https://www.stpaul.gov/sites/default/files/Media%20Root/Planning%20%26%20Economic%20Development/Jobs%20Strategy%20Report_Final.pdf

In 2009, the Minnesota Legislature paid for a study to examine the feasibility of repositioning the Ford site for a new industrial use to replace the auto manufacturing jobs being lost. The study found that industrial reuse options were extremely limited for the site. The Ford Site Green Manufacturing Reuse Study can be found at - <https://www.stpaul.gov/sites/default/files/Media%20Root/Planning%20%26%20Economic%20Development/Ford%20Site%20Green%20Mfg%20Reuse%20Study%20Aug%202009.pdf>

Attracting employers to the Ford site, beyond retail and service, will require proactive outreach by the future developer, the City, and business and economic development partners. The Ford Jobs Strategy report identified key steps and roles to accomplish the goal of bringing a mix of high quality jobs to the future Ford site.

Retail

Highland Village today is a thriving commercial area serving the retail and service needs of the neighborhood and the wider community. The Ford site should complement Highland Village, expanding retail and service options for the existing neighborhood while meeting the new market demands of a developed Ford site. Over the decade, the community has been clear about its interest in small to medium size neighborhood-serving businesses at the Ford site. Large, destination uses and big box stores have not received support. Many retail brokers agree that Highland Village is not well-suited to large, destination stores, which favor areas well served by large roads and nearby highways.

The Ford site zoning and master plan identifies a range of retail and service space for the site -- 150,000 to 300,000 square feet. This level fits our current understanding of the site's potential market and the desired retail character of the Highland community.

COMPREHENSIVE AND NEIGHBORHOOD PLANNING COMMITTEES RECOMMENDATIONS

On July 11th, the committees met to consider the June 30th public hearing comments and potential changes to the proposed Ford Site zoning and master plan. A staff presentation on key topics and input was reviewed and main items discussed by committee members. The committees approved the following items for recommendation to the full Planning Commission:

- Adopt the Ford Site Zoning and Public Realm Master Plan and associated Amendments to Zoning Code Article IX. 66.900 FORD DISTRICTS, establishing the new districts, and apply the Ford districts zoning to the four subject parcels, with two suggested refinements to the Master Plan
 - MRB Realignment -- Identify support for potential realignment of Mississippi River Boulevard at the south edge of the site, by softening the S curve and shifting the roadway north a bit, if the opportunity arises to add bluff top park space to Hidden Falls Regional Park. *[This recommended change is noted in text on page 101 of the Plan]*
 - Depiction of Recreational Fields -- Clarify that the area shown on the plan as "non-public recreation" is the future desired use for the land in that area of the site, but is not part of the site's future city parkland secured through City Parkland Dedication nor is it future infrastructure such as the land for stormwater management. As such, maps showing future public land should not imply that the recreation field space is also guaranteed for open space use. "Public or private park, playground" and "Recreation, noncommercial" are both allowed uses under the Gateway zoning proposed for that part of the site and therefore, non-public recreation fields can be developed there, but as with other non-public land on the site, it should be communicated that other uses are allowed on the land as well. *[This further recommendation is addressed in Staff Recommendations below.]*

STAFF NOTES AND ADDITIONAL RECOMMENDATIONS

In consideration of public hearing comments and discussion at the July 11th Comprehensive and Neighborhood Planning Committees meeting, and after consultation with the City Attorney's Office, Planning staff have some additional revisions to recommend for consideration by the full Planning Commission at its July 28th meeting. The main revision proposals from staff are noted below with a brief explanation.

- a) Page 43 – Add 'Animal day care' to the use table and identify in which districts it would be allowed. *Rationale: "Animal day care" is a new use definition recently added to the city zoning code and should be reflected in the use table for the Ford districts.*
- b) Page 58 - Limit surface parking lot size and include standards for structured parking design. *Rationale: Throughout public and PC presentations on the Ford plan, intent to propose a 20 space maximum for surface lots was communicated, but staff inadvertently missed putting the text into the 5-4-17 DRAFT. It is now added. As for structured parking, ensure that building space for parking has level floors which can be cost-effectively converted to other uses in the future if the parking is no longer needed or moves elsewhere. This language was similarly applied to the Snelling-Midway Master Plan.*
- c) Page 69 - Introduce building width maximum of 500 feet for 'Mixed Residential & Commercial', 'Civic & Institutional', 'Commercial & Employment' and 'Parking Structure' building types. These changes are also noted on the corresponding Building Type pages 76-79. *Rationale: to ensure that buildings of this type are consistently scaled to the site's typical block size, even if built on longer blocks than typical to the site, such as in the southeast 'Gateway' zoning district. Add caveat that maximum setback limit only has to apply to 60% of a building façade. Rationale: to allow buildings to have courtyards, corner cut outs or other variations in façade depth for design interest, amenity areas, or publicly visible open space.*
- d) Page 69 - Reduce lot coverage maximum from 80% to 70% and increase open space coverage from 20% to 25% for 'Mixed Residential & Commercial', 'Civic & Institutional', 'Commercial & Employment' and 'Parking Structure' building types. These changes are also noted on the corresponding Building Type pages 76-79. *Rationale: to provide consistent lot coverage and open space standards for all larger building types for ease of future building and lot reuse from one building type to another and to increase open space across the site.*
- e) Page 72 – Add more descriptive language for Live/Work unit. *Rationale: New language provides greater consistency with Saint Paul Zoning Code definition for Live/Work units, while identifying that the Ford zoning districts allow up to 50% GFA to be non-residential use, which is above the general City-wide limit of 30% GFA.*

- f) Page 81 – Identify intent for broadband capability on the site. *Rationale: Such infrastructure will be important to the site for the reason noted in the text. A similar statement was included as a condition of approval for the Snelling-Midway Master Plan.*

- g) Page 85 – Acknowledge need for future study of Ford Parkway right-of-way design. *Rationale: The City of Saint Paul Bicycle Plan identifies Ford Parkway on the north edge of the property as an enhanced shared lane that would connect to an in-street separated lane on the Ford Bridge. With a reconfigured right-of-way, there is an opportunity to extend separated lanes east of the bridge and improve connections to the north-south trail on Mississippi River Boulevard. The route of the Riverview corridor may also have implications on the design of the Ford Bridge and connections through and adjacent to the Ford Site.*

- h) Pages 34-39, 110-111 and 117 - Remove depictions of non-public recreational fields from zoning and land use maps in the Ford Site Zoning and Public Realm Master Plan and revise text describing the use in the open space section to be non-sport specific. [NOTE: These changes are not shown in the revised Plan, but are attached to this memo as an example of what it would look like if it was done in the Plan.] *Rationale: The plan maps should not show a pre-supposed, specific land use designation for private land. A range of uses are allowed on private land within each zoning district and until a specific use is advanced through agreement or sale to a specified user, any allowed use under the zoning is a possibility for the land.*
NOTE: *When the committees discussed this item, the example of the Central Corridor plans showing desired areas for future private parks was cited as a possible precedent for showing non-City recreation space in the Ford Plan. Upon consultation with the City Attorney's Office, staff learned that the nature of Small Area and District Plans is more visionary / aspirational in nature, whereas Master Plans are more definitive, indicating a commitment to implementation.*

In addition to the above items, there are more minor text changes proposed in the document (also shown in red) which are clarifications or additional information and should be self-explanatory.

COMPREHENSIVE AND NEIGHBORHOOD PLANNING COMMITTEES RECOMMENDATION

The committees recommend that the Planning Commission forward the proposed Ford Site Zoning and Public Realm Master Plan with suggested revisions from the committee, amendments to Saint Paul Code of Ordinances Article IX. 66.900. FORD DISTRICTS, and Ford Site Zoning Study to the Mayor and City Council for review and adoption.

MATERIALS FOR REVIEW

1. DRAFT Planning Commission Resolution recommending the proposed Ford Site Zoning and Public Realm Master Plan, amendments to Saint Paul Code of Ordinances Article IX. 66.900. FORD DISTRICTS, and Ford Site Zoning Study to the Mayor and City Council for review and adoption.
2. Saint Paul Code of Ordinances – Amendments to Article IX, 60.900, Ford Districts
3. Proposed Ford Zoning and Public Realm Master Plan – [Planning Commission webpage](#)
4. June 30th Ford Public Hearing Comments – www.stpaul.gov/fordcomments
5. Alternative for Discussion – Recreational Fields not shown as designated land use in Plan

city of saint paul
planning commission DRAFT resolution
file number
date

RECOMMENDATIONS ON FORD ZONING STUDY
AND PUBLIC REALM MASTER PLAN

WHEREAS, pursuant to Sec. 61.801(b) of the Saint Paul Zoning Code, the Saint Paul Planning Commission in Resolution 17-31 initiated the Ford Site Zoning Study and on May 19, 2017 released for public review and hearing the Ford Site Zoning Study and Public Realm Master Plan; and

WHEREAS, consideration of the Ford Zoning Study and Public Realm Master Plan involves three actions, (1) amending Saint Paul Code of Ordinances to establish six new 'Ford' zoning districts under Article IX, 60.900, Ford Districts; (2) rezoning four parcels owned by three property owners in the zoning study area to one of the six new zoning districts; and (3) adopting the Ford Site Zoning and Public Realm Master Plan; and

WHEREAS, the Saint Paul Comprehensive Plan identifies the Ford site area as part of a 'Mixed Use Corridor', described by the Comprehensive Plan as an area along a primary thoroughfare that is well-served by transit and intended to accommodate the highest-density development outside of Downtown; and

WHEREAS, planning to identify a mixed use redevelopment framework for the Ford site has been ongoing for over a decade; and

WHEREAS, a total of fourteen (14) professional studies have been conducted during the decade on behalf of the City, as well as additional studies by Ford Motor Company, to examine redevelopment considerations, including industrial reuse, geotechnical analysis of the tunnel system, open space priorities, sustainable design, stormwater management, traffic impacts, market potential, and financial feasibility; and

WHEREAS, these studies were essential to understanding opportunities for and limitations on the redevelopment of the site – economically, environmentally, socially, and within the context of the community, as well as identifying infrastructure efficiencies, cost-effectiveness, opportunities for environment design and conservation, and how to balance development with the creation of vibrant public spaces; and

WHEREAS, during the decade of planning work, the City undertook an extensive public engagement process, hosting 39 Ford Site Planning Task Force meetings, dozens of large public meetings, over 80 presentations to business, civic and non-profit groups, 18 neighborhood focus group meetings in spring 2017, sent meeting notice and project updates to over 3,500 subscribers on the Ford email list regularly, and was covered extensively in the media; and

WHEREAS, the City kept open lines of communication with Ford Motor Company and Canadian Pacific Railway Company, the primary property owners, throughout the planning process; and

WHEREAS, a technical advisory committee of City staff from PED, Public Works, Parks and Recreation, Safety and Inspections, Fire, Water, Financial Services, Mayor's Office, City Council, and the public artist worked throughout the planning process to review professional studies and findings, to consider public input, and to discuss options to shape and refine the proposed zoning and public realm master plan; and

WHEREAS, the Ford Site Zoning Study created a zoning framework sensitive to the unique context of the site by introducing six new zoning districts that allow a flexible mix and level of uses that can expand job opportunities, provide more diverse housing options to meet market demand, and support new retail and services for the community; and

WHEREAS, the public realm master plan reconnects the site with the surrounding neighborhood, creates a vibrant, high quality place that is pedestrian- and transit-friendly, preserves over 20% of the site as parks, trails and public open space, and is carefully designed to balance development with public amenities in a manner that is financially viable, technically feasibility and environmentally sustainable; and

WHEREAS, the Saint Paul Planning Commission finds that the goals of the Saint Paul Comprehensive Plan and applicable neighborhood plans are advanced by the zoning recommendations and public realm master plan; and

WHEREAS, on June 30, 2017, the Saint Paul Planning Commission held a public hearing on the Ford Site Zoning and Public Realm Master Plan, notice of which was published in the St. Paul Legal Ledger on June 15, 2017, and held the public record open for written comments until July 3, 2017; and

WHEREAS, the Saint Paul Planning Commission referred the Ford Site Zoning and Public Realm Master Plan and public testimony back to a joint meeting of the Comprehensive and Neighborhood Planning Committees for review and consideration; and

WHEREAS, the Comprehensive and Neighborhood Planning Committees forwarded their recommendation and rationale for amendments to the Saint Paul Zoning Code and adoption of the Ford Site Zoning and Public Realm Master Plan in a July 21, 2017, memorandum to the Saint Paul Planning Commission; and

WHEREAS, the Planning Commission considered the public testimony and the recommendations of the Comprehensive Planning Committee;

NOW, THEREFORE, BE IT RESOLVED, that the Planning Commission hereby recommends to the Mayor and City Council adoption of amendments to Saint Paul Code of Ordinances, Article IX. 66.900. Ford Districts, to adopt six new zoning districts with standards and uses; and

NOW, BE IT FURTHER RESOLVED, under the provisions of Minnesota Statutes § 462.357 and § 61.801 of the Legislative Code, that the Planning Commission hereby recommends to the Mayor and City Council the rezoning of certain properties as shown on the maps incorporated into the Ford Site Zoning Study; and

NOW, BE IT FURTHER RESOLVED, that the Planning Commission recommends the City Council adopt the Ford Site Zoning and Public Realm Master Plan within the redevelopment area, subject to the following conditions:

1. Design Standards for the Ford site zoning districts shall be prepared and amended into the zoning districts by August 2018.
2. Public realm - the street pattern, block layout, and park or open spaces for redevelopment of the subject area should be as shown on the master plan. New public streets or removal of a public street segment, park or open space, or entire block shall be considered a major modification of the master plan and shall require amending the master plan.

ARTICLE IX. 66.900. FORD DISTRICTS

Division 1. 66.910. Ford District Intent

Sec. 66.911. General intent, F Ford districts.

The Ford districts are designed specifically for the Ford site for use with the *Ford Site Redevelopment and Zoning Master Plan*, which provides additional standards for specific building types and standards to address sustainability objectives. The *Ford Site Redevelopment and Zoning Master Plan* was adopted, and can be amended, by City Council resolution after a public hearing and planning commission review and recommendation. The Ford districts are intended to provide for a desired mix of residential, civic and commercial uses across the site, and a mix of housing styles, types and sizes to accommodate households of varying sizes, ages and incomes.

Sec. 66.912. Intent, F1 river residential district.

The F1 river residential district provides for high quality, large home structures with two to six dwelling units each and rear carriage house dwellings with an additional one to two dwelling units in a combined garage structure. The district is characterized by deep setbacks from Mississippi River Boulevard, consistent with the historic form of homes along the parkway.

Sec. 66.913. Intent, F2 residential mixed low district.

The F2 residential mixed-use low-rise district provides for compact, pedestrian-oriented residential with at least seventy (70) percent of the development acres dedicated for townhouse use. The district provides for some low-scale multi-family structures, live-work units, and limited neighborhood serving retail, office, civic and institutional uses.

Sec. 66.914. Intent, F3 residential mixed mid district.

The F3 residential mixed-use mid-rise district provides for a more extensive range of multi-family residential and congregate living types, as well as transit-oriented mixed-use development with retail, office, civic and institutional uses. A variety of housing and land uses within each block is encouraged to provide visual interest and convenient pedestrian access to amenities and services.

Sec. 66.915. Intent, F4 residential mixed high district.

The F4 mixed-use high-rise district provides for high density, transit-supportive, pedestrian-oriented multi-family residential and congregate living; with integrated retail, office, civic and institutional uses; and with the scale and mass of buildings moderated by use of vegetative buffers, step backs on upper floors, courtyards, and architectural features that break up the mass of facades.

Sec. 66.916. Intent, F5 business mixed district.

The F5 business mixed district provides for a variety of retail, dining, office and service establishments, with buildings oriented to public right-of-way, ground floor activity that transitions between outdoor public spaces and indoor uses. Multi-family residential use may be incorporated on upper floors.

Sec. 66.917. Intent, F6 gateway district.

The F6 gateway district is intended to serve as the main entrance and economic heart of the Ford redevelopment site. The district provides for a variety of business and office uses independently or in combination with retail and service establishments. Civic and educational uses may also be present. The district is focused on employment activity and complementary work force services.

Division 2. 66.920. Ford District Uses

Sec. 66.921. Ford district use table.

Table 66.921, Ford district uses, lists all permitted and conditional uses in the F1-F6 Ford districts, and notes applicable development standards and conditions.

Table 66.921. Ford District Uses

Use	F1	F2	F3	F4	F5	F6	Definition (d) Standards (s)
Residential Uses							
<i>Dwellings</i>							
Two-family dwelling	P						(d)
Multiple-family dwelling	P	P	P	P	P		(d)
Carriage house dwelling	P	P					(d)
<i>Mixed Commercial-Residential Uses</i>							
Home occupation	P	P	P	P	P	P	(d), (s)
Live-work unit		P	P	P	P	P	(d), (s)
Mixed residential and commercial use		P	P	P	P	P	
<i>Congregate Living</i>							
Adult care home		P	P	P	P	P	(d)
Community residential facility, licensed correctional		C	C	C			(d), (s)
Dormitory				P	P		(d), (s)
Emergency housing facility		C	C	C			(d), (s)
Foster home	P	P	P	P			(d)
Shareable housing		P	P	P	P		(d)
Shelter for battered persons	P/C	P/C	P/C	P/C	P/C		(d), (s)
Sober house	P/C	P/C	P/C	P/C	P/C		(d), (s)
Supportive housing facility	P/C	P	P	P	P		(d), (s)
Civic and Institutional Uses							
Club, fraternal organization, lodge hall		P	P	P	P		(d)
College, university, specialty school		P	P	P	P	P	(d), (s)
Day care, primary and secondary school		P	P	P	P	P	(d), (s)
Public library, museum	P	P	P	P	P	P	
Public and private park, playground	P	P	P	P	P	P	
Recreation, noncommercial		P	P	P	P	P	(d)
Religious institution, place of worship		P	P	P	P	P	(d)
Public Services and Utilities							
Antenna, cellular telephone	P/C	P/C	P/C	P/C	P/C	P/C	(d), (s)
Electric transformer or gas regulator substation			P	P	P	P	(s)
Municipal building or use		P	P	P	P	P	(s)
Public utility heating or cooling plant		P	P	P	P	P	
Utility or public service building	P	P	P	P	P	P	(d), (s)
Commercial Uses							
<i>Office, Retail and Service Uses</i>							
General office, studio		P	P	P	P	P	(d)
General retail		P	P	P	P	P	(d)
Service business, general		P	P	P	P	P	(d)
Service business with showroom or workshop		P	P	P	P	P	(d)
Animal day care					P	P	(d), (s)
Business sales and services					P	P	(d)
Dry cleaning, commercial laundry			P	P	P		
Farmers market		P/C	P/C	P/C	P/C	P/C	(d), (s)
Garden center, outdoor			P	P	P	P	(d)
Greenhouse				P	P	P	(d), (s)
Hospital				P	P	P	(d)
Mortuary, funeral home				P	P	P	
Outdoor commercial use			P/C	P/C	P/C	P/C	(d), (s)

Use	F1	F2	F3	F4	F5	F6	Definition (d) Standards (s)
Package delivery service					P	P	(d)
Small engine repair, automotive bench work					P	P	
Veterinary clinic		P	P	P	P	P	(d), (s)
<i>Food and Beverages</i>							
Bar				P/C	P/C	P/C	(d), (s)
Brew on premises store			P	P	P	P	(d), (s)
Coffee shop, tea house		P	P	P	P	P	(d)
Restaurant		P	P	P	P	P	(d), (s)
Restaurant, fast-food					P/C	P/C	(d), (s)
<i>Commercial Recreation, Entertainment and Lodging</i>							
Bed and breakfast residence	P						(d), (s)
Health/sports club			P	P	P	P	(d)
Hotel, inn			P	P	P	P	
Indoor recreation			C	C	C	C	(d), (s)
Reception hall/rental hall			C	C	P	P	
Short-term rental dwelling unit	P/C	P/C	P/C	P/C	P/C	P/C	(d), (s)
Theater, assembly hall, concert hall			C	C	C	C	
<i>Automobile Services</i>							
Auto convenience market					C		(d), (s)
Auto service station, auto specialty store					C		(d), (s)
Auto repair station					C		(d), (s)
Auto sales, indoor					C		
Car wash, detailing					C		(s)
<i>Parking Facilities</i>							
Parking facility, commercial		C	C	C	C	C	(d)
<i>Transportation</i>							
Bus or rail passenger station				C	C	C	
Railroad right-of-way	C	C	C	C	P	P	(s)
<i>Limited Production, Processing and Storage</i>							
Agriculture	P	P	P	P	P	P	(d), (s)
Brewery, craft		P	P	P	P	P	(d)
Distillery, craft			P	P	P	P	(d)
Finishing shop					P	P	(d), (s)
Limited production and processing			P	P	P	P	(d), (s)
Mail order house			P	P	P	P	
Printing and publishing			P	P	P	P	
Recycling drop-off station					C	C	(d), (s)
Research, development and testing laboratory					P	P	
Wholesale establishment					P		(d)
Winery, craft		P	P	P	P	P	(d)
<i>Accessory Uses</i>							
Accessory use	P	P	P	P	P	P	(d), (s)

P – Permitted use C – Conditional use requiring a conditional use permit

Notes to table 66.921, Ford district uses:

- (d) Definition for the use in Chapter 65, Land Use Definitions and Development Standards.
- (s) Standards and conditions for the use in Chapter 65, Land Use Definitions and Development Standards.

Sec. 66.922. Ford district required mix of uses.

The *Ford Site Redevelopment and Zoning Master Plan*, Chapter 4.4, requires a specific mix of residential, commercial, employment, and civic/institutional uses within each of the six (6) Ford districts. There are

minimum and maximum requirements for these four land use types as a percentage of total floor area constructed within a district, including all current and planned construction for the district.

Division 3. 66.930. Ford District Dimensional Standards

Sec. 66.931. Ford district dimensional standards table.

Table 66.931, Ford district dimensional standards, sets forth density and dimensional standards that are specific to Ford districts. These standards are in addition to the provisions of chapter 63, regulations of general applicability. Where an existing building does not conform to the following requirements, the building may be expanded without fully meeting the requirements as long as the expansion does not increase the nonconformity.

Table 66.931. Ford District Dimensional Standards

Building Type by Zoning District (a)	Floor Area Ratio Min. - Max	Lot Width Min. (feet)	Building Width Max. (feet)	Building Height (feet)		Max. Lot Coverage by Buildings	Building Setbacks (feet) (b)	
				Min.	Max.		ROW(c) Min.-Max.	Interior Min.
F1 river residential								
Multi-unit home	0.25 – 1.5	80	60	20	48	30%	10 – 40 (d)	10
Carriage house	0.25 – 1.5	n/a	60	n/a	30	30%	10 – 20	6
Nonresidential or mixed	0.25 – 1.5	n/a	500 n/a	20	48	70% 80%	5 – 30 (d)	6
F2 residential mixed low								
Townhouse, rowhouse	1.0 – 2.0	30	150	30	55	50%	10 - 20	6 (e)
Multifamily low	1.0 – 2.0	60	200	30	55	70%	10 - 20	10 (e)
Carriage house	1.0 – 2.0	n/a	60	n/a	30	50%	10 - 20	6 (e)
Live/work	1.0 – 2.0	30	150	30	55	70%	5 - 20	6 (e)
Nonresidential or mixed	1.0 – 2.0	n/a	500 n/a	30	55	70% 80%	5 - 15	6 (e)
F3 residential mixed mid								
Townhouse, rowhouse	2.0 – 4.0	30	150	40	75	50%	10 - 20	6 (e)
Multifamily	2.0 – 4.0	60	n/a	40	75	70%	10 - 20	6 (e)
Live/work	2.0 – 4.0	30	150	40	75	70%	5 - 20	6 (e)
Nonresidential or mixed	2.0 – 4.0	n/a	500 n/a	40	75	70% 80%	5 - 15	6 (e)
F4 residential mixed high								
Townhouse, rowhouse	3.0 – 6.0	30	150	48	110	50%	10 - 20	6 (e)
Multifamily medium	3.0 – 6.0	n/a	n/a	48	110	70%	10 - 20	6 (e)
Live/work	3.0 – 6.0	30	150	48	110	70%	5 - 20	6 (e)
Nonresidential or mixed	3.0 – 6.0	n/a	500 n/a	48	110	70% 80%	5 - 15	6 (e)
F5 business mixed								
Nonresidential or mixed	2.0 – 4.0	n/a	500 n/a	40	75	70% 80%	5 - 15	6 (e)
F6 gateway								
Nonresidential or mixed	1.0 – 3.0	n/a	500 n/a	30	65	70% 80%	5 – 15	6 (e)

Min. – Minimum Max. – Maximum ROW – Public Right-of-Way n/a - not applicable

Notes to table 66.331, Ford district dimensional standards:

- (a) Building types are described and defined in Chapter 5 of the *Ford Site Redevelopment and Zoning Master Plan*.
- (b) Building setback is the horizontal distance between a lot line and the nearest above-grade point of a building. An interior setback is measured from an interior lot line, which is a lot line separating a lot from another lot or lots. A public right-of-way (ROW) setback is measured from a lot line that is not an interior lot line: a lot line separating a lot from a street, alley, or public way.

- (c) Maximum building setback limit shall apply to at least 60% of the building façade along the right-of-way.
- (de) Buildings shall be setback a minimum of thirty (30) feet from a lot line separating a lot from Mississippi River Boulevard.
- (ed) No setback is required for building walls containing no windows or other openings when the wall meets the fire resistance standards of the Minnesota State Building Code and there is a Common Interest Community (CIC) or recorded maintenance easement that covers the affected properties.

Division 4. 66.940. Ford District Development Standards

Sec. 66.941. Ford district accessory building standards.

In addition to the standards for accessory buildings in Section 63.501, accessory buildings in Ford districts shall be subject to the following regulations:

- (a) Accessory buildings shall meet required public right-of-way setback requirements for a carriage house in F1-F2 districts, and for the principal building on the lot in F3-F6 districts.
- (b) The *Ford Site Redevelopment and Zoning Master Plan*, Chapter 5, regulates the number of accessory buildings permitted on a lot by building type.

Sec. 66.942. Ford district vehicle parking standards.

Off-street parking shall be provided as follows. These requirement supersede the parking requirements in section 63.207.

Table 66.942. Vehicle Parking Requirements by Use

<i>Land Use</i>	<i>Minimum Number of Parking Spaces</i>	<i>Maximum Number of Parking Spaces</i>
Residential, dwellings	0.75 space per dwelling unit	2 spaces per dwelling unit
Residential, congregate living	0.25 space per bedroom	1 space per bedroom
Nonresidential	1 space per 600 square feet GFA	1 space per 400 square feet GFA

GFA – Gross Floor Area

The *Ford Site Redevelopment and Zoning Master Plan*, Chapter 4.6, sets vehicle parking facility standards that are in addition to the parking facility standards in chapter 63.

Sec. 66.943. Ford district bicycle parking standards.

Bicycle parking and related facilities shall be provided as follows:

Table 66.943. Bicycle Parking Requirements by Use

<i>Land Use</i>	<i>Minimum Number of Bicycle Parking Spaces</i>
Residential, dwellings	1 space per dwelling unit
Residential, congregate living	1 space per bedroom
Education	1 space per 5 students
Recreation	1 space per 300 square feet of facility land or gross floor area
General civic and commercial	1 space per 5000 square feet gross floor area
Production and processing	1 space per 15,000 square feet gross floor area

Office and production/processing uses shall provide one (1) shower per fifty (50) employees.

The *Ford Site Redevelopment and Zoning Master Plan*, Chapter 4.6, sets bicycle parking standards that are in addition to the parking facility standards in chapter 63.

Sec. 66.945. Ford district general development standards.

- (a) The design standards in section 66.343 for the T3 traditional neighborhood district apply in all Ford districts.
- (b) The *Ford Site Redevelopment and Zoning Master Plan*, Chapter 4.6, sets standards for vegetation and landscaping, lighting, solar energy, and roofing that are in addition to chapter 63 standards.