



Saint Paul Planning Commission

City Hall Conference Center Room 40
15 Kellogg Boulevard West

REVISED

Agenda

February 7, 2014

8:30 – 11:00 a.m.

Christopher B. Coleman,
Mayor

Saint Paul
Planning Commission

Chair

Barbara A. Wencil

First Vice Chair

Elizabeth Reveal

Second Vice Chair

Paula Merrigan

Secretary

Daniel Ward II

Pat Connolly

Daniel Edgerton

Gene Gelgelu

William Lindeke

Kyle Makarios

Gaius Nelson

Rebecca Noecker

Christopher Ochs

Trevor Oliver

Julie Perrus

Marilyn Porter

Tony Schertler

Emily Shively

Robert Spaulding

Terri Thao

Jun-Li Wang

David Wickiser

Planning Director

Donna Drummond

I. Swearing in of New Commissioners.

II. Approval of minutes of January 24, 2014.

III. Chair's Announcements

IV. Planning Director's Announcements

V. PUBLIC HEARING: Hamline Midway Community Plan – Item from the Neighborhood Planning Committee. (*Josh Williams, 651/266-6659*)

VI. Zoning Committee

SITE PLAN REVIEW – List of current applications. (*Tom Beach, 651/266-9086*)

NEW BUSINESS

#14-087-893 PPL Hamline Station LLC – Rezone eastern 9.73 ft. of parcel from T2 traditional neighborhood to R4 one-family residential. 1334 Sherburne Avenue SE corner at Hamline Avenue. (*Josh Williams, 651/266-6659*)

#14-001-469 Brett and Laura Ripley – Reestablishment of nonconforming use as a 4-plex. 1685 Taylor Avenue between Aldine and Charlotte. (*Jamie Radel, 651/266-6614*)

#13-260-424 Goodwill – Conditional use permit for retail/service establishment of more than 15,000 sq. ft., and for drive-through service, with modification of condition to allow ingress/egress within 60 ft. of residential property, and variances for 1) off-street parking with more than 60 ft. of frontage, and 2) building setback 7.5 ft. from the alley centerline (13 ft. required). 1221 University Avenue West, NW corner at Griggs. (*Anton Jerve, 651/266-6567*)

VI. Saint Paul Marketwatch Report Update – Informational presentation by Dean Porter, PED. (*Dean Porter, 651/266-6562*)

VII. Comprehensive Planning Committee

T1/T2 Transit Street Text Amendment – Approve resolution recommending zoning code amendments to the Mayor and City Council. (*Hilary Holmes, 651/266-6612*)

Parks, Civic and Open Space Zoning Study – Approve resolution initiating study.
(*Jamie Radel, 651/266-6614*)

West Midway Industrial Area Plan – Release for public review and schedule a public hearing for March 21, 2014. (*Allen Lovejoy, 651./266-6226*)

VIII. Communications Committee

2013 Planning Commission Annual Report

Planning Director's report on 2013 achievements and 2014 projects

IX. Neighborhood Planning Committee

X Transportation Committee

XI. Task Force/Liaison Reports

XII. Old Business

Parking Policy Retreat Follow-up Discussion – Reflections on what we heard and implications for future policy.

XIII. New Business

XIV. Adjournment

Information on agenda items being considered by the Planning Commission and its committees can be found at www.stpaul.gov/ped, click on Planning.

Planning Commission Members: PLEASE call Sonja Butler, 651/266-6573, if unable to attend.

**Saint Paul Planning Commission &
Heritage Preservation Commission**
MASTER MEETING CALENDAR

WEEK OF FEBRUARY 3-7, 2014

Mon (3) _____

Tues (4) _____

3:30- Comprehensive Planning Committee
5:00 p.m. (Merritt Clapp-Smith, 651/266-6547)

HAS BEEN CANCELLED

Weds (5) _____

Thurs (6) _____

Fri (7) _____

8:30- Planning Commission Meeting
11:00 a.m. (Donna Drummond, 651/266-6556)

Room 40 City Hall
Conference Center
15 Kellogg Blvd.

PUBLIC HEARING: Hamline Midway Community Plan (District 11) – Item from the Neighborhood Planning Committee. *(Josh Williams, 651/266-6659)*

Zoning..... SITE PLAN REVIEW – List of current applications. *(Tom Beach, 651/266-9086)*

NEW BUSINESS

#14-087-893 PPL Hamline Station LLC – Rezone eastern 9.73 ft. of parcel from T2 traditional neighborhood to R4 one-family residential. 1334 Sherburne Avenue SE corner at Hamline Avenue. *(Josh Williams, 651/266-6659)*

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Informational Presentation... Saint Paul Marketwatch Report Update – Informational presentation by Dean Porter, PED. *(Dean Porter, 651/266-6562)*

Comprehensive Planning

Committee..... T1/T2 Transit Street Text Amendment – Approve resolution recommending zoning code amendments to the Mayor and City Council. (*Hilary Holmes, 651/266-6612*)

Parks, Civic and Open Space Zoning Study – Approve resolution initiating study.
(*Jamie Radel, 651/266-6614*)

West Midway Industrial Area Plan – Release for public review and schedule a public hearing for March 21, 2014. (*Allen Lovejoy, 651/266-6226*)

Communications Committee... 2013 Planning Commission Annual Report

Planning Director’s report on 2013 achievements and 2014 projects

Old Business..... Parking Policy Retreat Follow-up Discussion – Reflections on what we heard and implications for future policy.

**The Planning Commission
minutes from the Public
Hearing on Friday,
January 24, 2014 are not
ready for your review.
Once they are done you will
receive an email with the
minutes attached. You will
also get a hard copy.**

Thank you,

Sonja Butler





CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

*25 West Fourth Street
Saint Paul, MN 55102*

*Telephone: 651-266-6565
Facsimile: 651-266-6549*

Date: January 31st, 2014
To: Planning Commissioners
From: Josh Williams
RE: Public Hearing -- *Hamline Midway Community Plan*

On February 7th, the Planning Commission will hold a public hearing on the Hamline Midway Community Plan. A copy of the plan was included with your packets for the December 20th, 2013 Planning Commission meeting, at which the plan was released for public comment and the hearing date was set.

On January 30th, 2014, the Heritage Preservation Commission reviewed the Hamline Midway Community Plan and passed a resolution recommending adoption of the plan with minor modifications. A copy of that resolution is included in your packets.

As communicated in a previous memorandum, the Hamline Midway Coalition (HMC) drafted and adopted a new district plan without input from PED staff or use of guidelines for neighborhood plan development provided by PED. The Hamline Midway Community Plan is a summary plan document developed from the community drafted plan by PED staff in conjunction with the HMC. During drafting, the summary Community Plan was vetted for policy consistency by appropriate City staff. On January 21st, the summary Community Plan was adopted by the HMC Board of Directors.

As of the date this memorandum, no public comments had been received by staff.

**CITY OF SAINT PAUL
HERITAGE PRESERVATION COMMISSION RESOLUTION**

FILE NUMBER 14-HMCP Recommendation

DATE January 30, 2014

WHEREAS, Section 73.04 of the Saint Paul Legislative Code states that the Heritage Preservation Commission shall "serve as an advisory body to the mayor and city council on municipal heritage preservation matters... [and] shall review and comment on studies which relate to the...architectural heritage of the city..."; and

WHEREAS, the Hamline Midway Community Plan (the Plan) was developed by the Hamline Midway Coalition (HMC) with community input; and

WHEREAS, the Plan was adopted by the HMC on January 21, 2014 and is now being submitted to the Heritage Preservation Commission for its review and comment in accordance with the provisions of Chapter 73.04; and

WHEREAS, the Plan areas most comprehensive cultural resource survey took place during the 1983 Historic Sites Survey of Saint Paul and Ramsey County. Several historic context studies were completed in 2001 and are applicable within the Plan boundaries to aid in further identification of historic sites.

WHEREAS, the Plan area includes three properties that have been designated by the City Council as Saint Paul Heritage Preservation Sites:

- 1536 Hewitt Avenue West, Hamline University Old Main
- 1885 University Avenue West, Krank Building
- 1564 Lafond Avenue West, Hamline Playground Building

WHEREAS, the Plan area also includes the following properties listed on the National Register of Historic Places:

- 1536 Hewitt Avenue West, Hamline University Old Main
- 1885 University Avenue West, Krank Building
- 1514 Englewood Avenue West, Hamline United Methodist Church

WHEREAS, the Plan addresses the need to identify potential historic sites and districts and develop local contexts. Preservation practices and criteria for assessing significance of properties have also evolved. Since the 1983 Historic Sites Survey was published, none of the properties identified as historic resources have been razed; and

WHEREAS, the strategies and objectives of the Hamline Midway Community Plan that address historic preservation include the following:

- LU2.1 Promote active business store fronts with pedestrian-scale building facades, oriented toward public spaces and streets, including storefront transparency to provide safety and vitality.
- LU2.2 Encourage architecture that is coherent with surrounding architecture and incorporates utilitarian features (e.g. loading docks, mechanical equipment, refuse bins, etc.) into the building design.
- LU5.1 Support design standards for new developments that provide for a gradual transition between single-family housing and new buildings in the terms of height, mass, scale and architectural context.
- H1 Encourage the maintenance and improvement of existing housing stock.

- HP1 Facilitate neighborhood preservation activities through information and logistical support.
- HP2 Coordinate preservation activities between neighborhood groups, the City of Saint Paul, and preservation interest groups (e.g. Historic Saint Paul).
- HP3 Identify potential historic sites and districts in the neighborhood and develop local contexts for review.
- HP4 Encourage a repository for existing historical information; forward information on to other public repositories as appropriate.
- HP5 Work with the city to educate property owners regarding affordable preservation, and develop strategies for private maintenance and improvement initiatives.
- HP6 Develop design guidelines for commercial and industrial development that are mindful of historic preservation.
- HP7 Promote the use of historic tax credits and develop strategies for economic development through historic preservation.
- HP8 Promote preservation-related education, including tours, forums, and workshops.

NOW THEREFORE, BE IT RESOLVED, that the Heritage Preservation Commission makes the following recommendations for changes and/or additions to the Hamline Midway Community Plan for further consideration by the Saint Paul Planning Commission and City Council:

1. Insert a map within the Historic Preservation chapter or as an appendix that shows all designated and surveyed properties as a baseline and for supporting future survey work.
2. Include a listing of completed context studies that are applicable for the Hamline Midway neighborhood.
3. Add a strategy to support the ongoing preservation and continued use of all designated sites in the plan area.
4. Reword HP3 to read: Conduct a cultural resources survey of the plan area to both re-survey and to identify new historic sites and districts.
5. Reword H 1.2 to read, "encourage lead paint remediation" instead of "lead window replacement."

FURTHER, BE IT RESOLVED, that the Heritage Preservation Commission generally finds the objectives in the Hamline Midway Community Plan to be a pro-preservation statement that supports the Historic Preservation Chapter in the Comprehensive Plan; and

FINALLY, BE IT RESOLVED, that the Heritage Preservation Commission finds, with the above recommendations, the Hamline Midway Community Plan to be consistent with the City's policy to protect and promote the heritage of the City of Saint Paul and to preserve our architecturally and culturally diverse historic resources.

MOVED BY Commissioner Ferguson
SECONDED BY Commissioner Wagner

IN FAVOR 7
AGAINST 0
ABSTAIN 0

FOR THE ZONING COMMITTEE SECTION

of this packet go to the link below:

<http://stpaul.gov/index.aspx?NID=3436>

THANK YOU

Sonja Butler

Planning Commission Secretary/Office Assistant IV

1400 City Hall Annex

25 Fourth Street West

Saint Paul, MN 55102

651/266-6573



CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

*25 West Fourth Street
Saint Paul, MN 55102*

*Telephone: 651-266-6626
Facsimile: 651-228-3341*

TO: Planning Commission

FROM: Comprehensive Planning Committee

DATE: January 24, 2014

RE: T1-T2/Transit Street Text Amendment

BACKGROUND

The proposed changes include:

- Delete the definition of "transit street" to allow the following two provisions;
- In T2 districts, provide authority for the Planning Commission to approve a conditional use permit to allow up to 45 feet building height from normal 35 feet maximum height;
- In T1 and T2 districts, reduce the minimum required off-street parking for residential uses 25%, in buildings with 6 or more dwelling units.

The Comprehensive Planning Committee released the draft text amendments for public review on November 15, 2013. A copy of the staff report released for the public hearing is attached.

PUBLIC HEARING TESTIMONY AND RESPONSE

No one was present to testify at the public hearing and one letter was received from Rich Kramer of ArCa Park Inc., the parking lot association for the Arcade Street-Case Avenue area. The letter outlines parking concerns for smaller residential buildings zoned T2 along Arcade Street. Along Arcade the majority of existing buildings with residential use have six or fewer dwelling units. The primary benefit of the 25% residential parking requirement reduction would be for new larger multifamily and mixed use developments, where the parking facility would be large enough to take advantage of sharing of spaces and turnover for more efficient use. Larger developments are also where there is market incentive for the developers to provide enough parking to meet market demand in order to lease or sell the units, and where the reduced requirement would provide for greater land use efficiency. The 25% residential parking requirement reduction would apply to existing buildings as well as new construction, therefore existing buildings could provide the amount of parking required under the new provision (provide less parking than the previous requirement).

COMMITTEE RECOMMENDATION

The Comprehensive Planning Committee forwards this report and the following draft zoning text amendments pertaining to references to "transit street" in T1-T2 district standards to the Planning Commission with a recommendation for approval.

Sec. 60.221 T. *Transit Street.* ~~Those streets or segments of streets where there is high volume transit service and/or minimum level of 10 minute peak frequency as follows: University Avenue, Robert Street between University Avenue and Concord Street, Concord Street between Wabasha Street and State Street, and Wabasha Street between Twelfth Street and Winifred Street.~~

Table 66.331, Traditional Neighborhood District Dimensional Standards

- (f) ~~A maximum height of forty-five (45) feet may be permitted with a conditional use permit when the structure is within six hundred (600) feet of an existing or planned transit stop on a designated transit street. A maximum height of sixty-five (65) feet may be permitted with a conditional use permit for property along University Avenue within six hundred (600) feet of an existing or planned transit stop, except on the following blocks, where heights greater than forty-five (45) feet would generally be incompatible with the surrounding neighborhoods: north side of University between Aldine Street and St. Albans Street, and between Kent Street and Galtier Street; and south side of University between Oxford Street and St. Albans Street, and between Mackubin Street and Galtier Street.~~

Sec. 66.341. Required conditions in T1-T2 traditional neighborhood districts.

- (a) ~~Amount of parking.~~ For buildings with more than six (6) dwelling units ~~properties within one-quarter (1/4) mile of a transit street, as defined,~~ the minimum amount of required off-street parking for residential uses specified in section 63.207 Parking requirements by use, may be reduced by twenty-five (25) percent. This provision applies to ~~principal and secondary*~~ dwelling units ~~and units in mixed-use buildings,~~ but not to live-work units.

*Note: Secondary units are not currently allowed in the Zoning Code therefore this reference will be deleted.

ATTACHMENTS

Planning Commission Resolution

T1-T2/Transit Street Zoning Report for January 10, 2014 Public Hearing

ArCaPark Inc. letter received 1/8/2014

ArCaPark, Inc.

PO Box 6767

Seeger Square Station

Saint Paul, MN 55106-0767

Dear Chair Wencil and Planning Commissioners,

I am writing to comment on the proposed changes to parking standards in T1 and T2 districts. I am president of the parking lot association for the Arcade and Case neighborhood – ArCaPark, Inc. and am familiar with the residential and commercial conditions in this and nearby T-zoning districts.

When the 25% reduction in the residential parking requirement for T1-T2 districts along “transit streets” was adopted in 2004, the standard residential parking requirement was 1.5 parking spaces per dwelling unit. In 2010, this was reduced to 1 parking space per unit for efficiency and 1-bedroom units, a 33% reduction. Reducing the requirement an additional 25% now may be too much of a reduction. I am particularly concerned about the unintended consequences of such a reduction for small apartment buildings and mixed use buildings that provide only a handful of spaces now.

It is important to realize that the amendments do not just apply to new construction, but to existing buildings, where a reduction could be detrimental.

Most properties affected by the amendments are on arterial streets that have no on-street parking at all or that have regular sweeping and plowing that necessitate residential parking be located off street.

For example, under the proposed amendments, a small apartment building with four units would be able to reduce parking by one space. This would be a mistake for several reasons. That existing space would likely not be converted to green space, and it has the potential to morph into something else, like a location for a storage shed or dumpster. These parking spaces, especially for smaller buildings, are important for visitor and service vehicle parking.

On the Eastside, we have spent hundreds of thousands of public and private dollars to create off street parking to move commercial and multi-family parking out of the front of people’s homes and into safe, well-lit and well-maintained lots. These have been well thought out decisions, often recommended by small area plans, in order to eliminate conflicts between residential uses and commercial parking. The potential reduction of residential parking spaces on streets like Payne Avenue, Arcade Street and East 7th Street would work in the opposite direction of where we have been going.

In particular, the reduction of parking for the smaller multi-resident uses will have more of a noticeable affect, because there are simply fewer potential spaces, with less turnover.

I would like to suggest this change to the proposed amendment. It is a simple change.

SUGGESTED CHANGE:

Sec. 66.341. Required conditions in T1-T2 traditional neighborhood districts.

(a) *Amount of parking.* ~~For buildings with more than six dwelling units,~~ the minimum amount of required off-street parking for residential uses specified in section 63.207 Parking requirements by use, may be reduced by ~~twenty-five~~ ten (25 10) percent. This provision applies to principal and secondary dwelling units and units in mixed-use buildings, but not to live-work units.

For comparison, here is the public hearing draft before you today.

PUBLIC HEARING DRAFT:

Sec. 66.341. Required conditions in T1-T2 traditional neighborhood districts.

(a) *Amount of parking.* ~~For properties within one-quarter (1/4) mile of a transit street, as defined,~~
The minimum amount of required off-street parking for residential uses specified in section 63.207 Parking requirements by use, may be reduced by twenty-five (25) percent. This provision applies to principal and secondary dwelling units and units in mixed-use buildings, but not to live-work units.

This change would allow the reductions that are both prudent and justifiable in larger parking lots while preserving needed parking at smaller residential and mixed use buildings where the loss of such spaces would be potentially detrimental.

Thank you.

Rich Kramer

RICH KRAMER

President



CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

*25 West Fourth Street
Saint Paul, MN 55102*

*Telephone: 651-266-6626
Facsimile: 651-228-3341*

To: Planning Commission
From: Comprehensive Planning Committee
Date: November 1, 2013
Re: T1-T2/Transit Street Zoning Amendment Initiation and Draft for Public Review

Background

"*Transit street*" is a term defined in Zoning Code as "those streets or segments of streets where there is high volume transit service and/or a minimum level of 10 minute peak frequency as follows: University Avenue, Robert Street between University Avenue and Concord Street, Concord Street between Wabasha Street and State Street, and Wabasha Street between Twelfth Street and Winifred Street." It was added to the code in 2004 along with Traditional Neighborhood zoning districts, applies only to T1 and T2 districts, and applies to only two provisions in these districts:

1. In T2 the Planning Commission may approve a conditional use permit to allow slightly more building height, up to 45 ft. from normal 35 ft. maximum height, "when the structure is within 600 feet of an existing or planned transit stop on a designated transit street."
2. In T1 and T2 districts, for properties within ¼ mile of a transit street, the minimum required off-street parking for residential uses may be reduced by 25%.

In 2004 it also applied to a 25% reduction in the parking requirement for nonresidential uses in T1-T2 districts along transit streets. This became redundant and was deleted in 2010 when commercial parking requirements were generally reduced more than this city-wide.

The reduced parking requirement for residential uses in T1-T2 districts along transit streets became largely redundant in 2011 when the Central Corridor Zoning Study eliminated all parking requirements within ¼ mile University Avenue. It's also redundant along Wabasha and Robert Streets downtown, where there is no parking requirement. It only affects the parking requirement for residential uses on a few T2 parcels along Cesar Chavez and Robert Streets, where current use of T2 parcels is almost entirely nonresidential.

Analysis

T1-T2 districts are specifically intended for use along transit routes where compact, mixed-use T1-T2 development supports transit use, and where the availability of transit would generally justify a 25% reduction in the residential parking requirement for T1-T2 development. The minimum parking requirement for residential uses in T3-T4 districts is reduced by 25% generally, not just along transit streets. It is equally appropriate to do this in T1-T2 districts.

Making T1-T2 consistent with this would both simplify the code and be consistent with the intent and purpose of T1-T2 districts.

The Land Use Chapter of the Comprehensive Plan, in Policy LU-1.3, calls for study of T districts to determine how they can accommodate more intense residential development, focusing on density and other development standards including height, scale and massing. It would be consistent with this to consider providing authority for the Planning Commission to approve a conditional use permit to allow slightly more building height, up to 45 ft. from normal 35 ft. maximum height, in T2 districts generally (rather than just within 600 feet of an existing or planned transit stop on a designated transit street) when this would meet general conditional use permit standards related to the character of the particular area and conformance with the Comprehensive Plan and applicable subarea plans. The provision in Zoning Code Sec. 66.331(f) for a conditional use permit for a maximum height up to 65 ft. in T2 districts in certain locations along University Avenue became irrelevant in 2011 when the Central Corridor Zoning Study rezoned these areas to T3 and T4, so this provision can be deleted.

Recommendation

Staff recommends that the Planning Commission adopt a resolution to initiate a Zoning Code amendment to delete the definition of "transit street," reduce required residential parking in T1-T2 districts by 25% generally, and provide for a conditional use permit for slightly more building height in T2 districts generally; and that the Planning Commission release the following draft amendments for public review and set a public hearing for January 10, 2014.

Draft Text Amendments

~~Sec. 60.221 T. *Transit Street*. Those streets or segments of streets where there is high volume transit service and/or minimum level of 10 minute peak frequency as follows: University Avenue, Robert Street between University Avenue and Concord Street, Concord Street between Wabasha Street and State Street, and Wabasha Street between Twelfth Street and Winifred Street.~~

Table 66.331, Traditional Neighborhood District Dimensional Standards

(f) A maximum height of forty-five (45) feet may be permitted with a conditional use permit ~~when the structure is within six hundred (600) feet of an existing or planned transit stop on a designated transit street. A maximum height of sixty five (65) feet may be permitted with a conditional use permit for property along University Avenue within six hundred (600) feet of an existing or planned transit stop, except on the following blocks, where heights greater than forty five (45) feet would generally be incompatible with the surrounding neighborhoods: north side of University between Aldine Street and St. Albans Street, and between Kent Street and Galtier Street; and south side of University between Oxford Street and St. Albans Street, and between Mackubin Street and Galtier Street.~~

Sec. 66.341. Required conditions in T1-T2 traditional neighborhood districts.

(a) ~~Amount of parking. For properties within one quarter (1/4) mile of a transit street, as defined,~~ the minimum amount of required off-street parking for residential uses specified in section 63.207 Parking requirements by use, may be reduced by twenty-five (25) percent. This provision applies to principal and secondary dwelling units and units in mixed-use buildings, but not to live-work units.

city of saint paul
planning commission resolution
file number _____
date _____

WHEREAS, the Saint Paul Zoning Code, found in chapters 60 through 69 of the Saint Paul Legislative Code, is established to promote and to protect the public health, safety, morals, aesthetics, economic viability and general welfare of the community; and

WHEREAS, Section 61.801(a) of the Zoning Code calls for periodic review of said code to reflect current city policies, to address current technology and market conditions, and to bring the zoning code up-to-date; and

WHEREAS, T1-T2 districts are specifically intended for use along transit routes where compact, mixed-use development supports transit use and where the availability of transit would generally justify a reduction in the residential parking requirements for T1-T2 development; and

WHEREAS, the Saint Paul Planning Commission finds the proposed text amendments to be supported by the policies of the Comprehensive Plan

WHEREAS, the Planning Commission conducted a public hearing on draft transit street text amendments on January 10, 2014, notice of which was published in the *Legal Ledger* and was sent to the City's Early Notification System; and

WHEREAS, the Planning Commission referred the draft transit street zoning text amendments to the Comprehensive Planning Committee for consideration, review of the public hearing testimony, and recommendation; and

WHEREAS, the Comprehensive Planning Committee, on January 21, 2014, forwarded its recommendations to the Planning Commission;

NOW, THEREFORE, BE IT RESOLVED, under provisions of Minnesota Statutes §462.367 and Legislative Code §61.801, that the Planning Commission hereby recommends to the Mayor and City Council the following amendments to Section 60.221, 66.331 and 66.341 of the zoning code pertaining to T1-T2/Transit Street, as set forth on page 2 of this resolution; and

BE IT ALSO RESOLVED, that the Planning Commission directs the Planning Administrator to forward the following draft transit street zoning text amendments, along with the January 21, 2014, memorandum from the Comprehensive Planning Committee containing their recommendations and rationale for the recommended text amendments, to the Mayor and City Council for their review and adoption.

moved by _____
seconded by _____
in favor _____
against _____

Note: Existing language to be deleted shown by ~~strikeout~~. New language to be added shown by underlining.

Sec. 60.221 T. ~~Transit Street.~~ ~~Those streets or segments of streets where there is high volume transit service and/or minimum level of 10 minute peak frequency as follows: University Avenue, Robert Street between University Avenue and Concord Street, Concord Street between Wabasha Street and State Street, and Wabasha Street between Twelfth Street and Winifred Street.~~

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Sec. 66.341. Required conditions in T1-T2 traditional neighborhood districts.

- (a) ~~Amount of parking.~~ ~~For properties within one quarter (1/4) mile of a transit street, as defined, T~~the minimum amount of required off-street parking for residential uses specified in section 63.207 Parking requirements by use, may be reduced by twenty-five (25) percent. This provision applies to ~~principal and secondary dwelling units and units in mixed-use buildings, but not to live-work units.~~



CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

25 West Fourth Street
Saint Paul, MN 55102

Telephone: 651-266-6700
Facsimile: 651-228-3220

Date: January 21, 2014
To: Planning Commission
From: Comprehensive Planning Committee
Subject: **Parks, Civic and Open Space Zoning Study Initiation**

Background:

The City Council, on May 15, 2002, adopted resolution # 02-303 requesting that the Department of Planning and Economic Development incorporate a new district for civic and open space in the proposed restructuring of the St. Paul zoning code, which was done when the Traditional Neighborhood Districts were added to the zoning code in 2004. The resolution noted that parks, golf courses and cemeteries are currently zoned for residential use, and that a civic and open space district would be more consistent with their actual use.

The ordinance adopted by the City Council in 2004 to restructure the zoning code included amending Sec. 60.301, *Zoning districts established*, to include the CO Civic and Open Space District, and reserved Article VI. 66.600 in *Chapter 66, Zoning District Uses, Density and Dimensional Standards*, for the text of the Civic and Open Space District. Development of text pertaining to uses and development standards for the Civic and Open Space District, and rezoning of land to the CO Civic and Open Space District, was beyond the scope of the Traditional Neighborhood Zoning Districts and Code Reformatting Zoning Study in 2000-2004.

A new *Parks and Recreation Plan* element of the *Saint Paul Comprehensive Plan* adopted by the City Council on February 4, 2010, reiterated the call for a new zoning district for parks. Policy PR-2.1 in the *Parks and Recreation Plan* is to "review and revise zoning of parkland by adopting a new park zoning district."

Recommendation:

The Comprehensive Planning Committee recommends that the Planning Commission initiate a zoning study for development of text pertaining to uses and development standards for a parks and open space-related zoning district, and rezoning of land to the new district.

city of saint paul
planning commission resolution
file number _____
date _____

Parks, Civic and Open Space Zoning Study Initiation

WHEREAS, on May 15, 2002, the City Council adopted resolution #02-303 requesting that the Department of Planning and Economic Development incorporate a new district for civic and open space in the proposed restructuring of the Zoning Code; and

WHEREAS, in 2004, the City Council adopted an ordinance amending the Zoning Code to include the CO Civic and Open Space district in Sec. 60.301 *Zoning districts established* and reserved Article VI. 66.600 in *Chapter 66, Zoning District Uses, Density and Dimensional Standards*, for the text of the Civic and Open Space District, but the text has not yet been added; and

WHEREAS, on February 4, 2010, the City Council adopted a new Comprehensive Plan for the City, including a Parks and Recreation Plan element that reiterated the call for a new zoning district for parks. Policy 2.1 states "review and revise zoning of parkland by adopting a new zoning district;" and

WHEREAS, § 61.801, *Changes and amendments*, requires periodic review and reevaluation of the Zoning Code, and provides for Planning Commission initiation of Zoning Code amendments.

NOW, THEREFORE, BE IT RESOLVED, that the Planning Commission hereby initiates a study for development of text pertaining to uses and development standards for a parks and open space-related zoning district and the rezoning of appropriate land to the new district.

moved by _____
seconded by _____
in favor _____
against _____



CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

*25 West Fourth Street
Saint Paul, MN 55102*

*Telephone: 651-266-6565
Facsimile: 651-266-6549*

Saint Paul Planning Commission Retreat – January 10, 2004, 9-11AM
Room 40 of City Hall

Parking – Current Policies and Directions for the Future

Presentations from PED staff

Citywide Parking Requirements Zoning Study, Merritt Clapp-Smith

In 2009, the City began a zoning study of off-street parking requirements. In general, there was a desire to shift parking requirements from that meeting peak parking demand, to requirements that meet average parking demands. The goals of the study were to consolidate the use requirements for off-street parking, reduce the requirements, enhance parking lot design, and simplify the City parking code. The new off-street parking requirements for commercial and office uses were reduced to one space per 400 square feet. After additional study, restaurant requirements were similarly reduced to one per 400 square feet (for establishments closing by midnight), while bars maintained a higher parking requirement of one space per 150 square feet (for establishments that close by 2AM). Parking maximums were established at 170% for most commercial and office uses, and 300% for restaurants. Minimum requirements were eliminated in station areas along Central Corridor in T-(traditional neighborhood) districts. Additional landscaping requirements were put in place, and TDM (travel demand management) planning is now required for developments with in excess of 100 parking spaces.

As a result of these changes to parking requirements, fewer variance applications have been filed, saving the City both money and staff time, and easing the burden on staff and district councils.

Central Corridor Zoning Study Parking Approach & Parking Program, Anton Jerve

With the construction of the Central Corridor LRT system, there was a loss of 80% of on-street parking in the project area: 50% due to engineering and 30% for additional LRT stations and to enhance pedestrian access to the system. The Central Corridor parking study focused on 11 critical areas with a disproportional loss of on-street parking. 12 workshops with community members and business owners were held, to identify concerns and identify opportunities to coordinate facilities. A grant program was set up, using tax-increment funding, STAR and CIB funds, for parking lot improvements along Central Corridor. Technical assistance was available for all applicants through Central Corridor Funders' Collaborative funding. Alley improvements were also included, with the Met Council Central Corridor Project Office repaving many alleys in the area for access during construction.

The zoning study revised the City's T-districts and added a new T-4 (higher density) zoning district. Parking minimums were removed within a quarter mile of the stations in T-districts, and parking maximums were lowered. In these areas, the market is building approximately 60-75% of the citywide parking minimums. To encourage structured parking over surface lots, there is no maximum for structured parking lots. Furthermore, parking built above or below useable floors counts towards the FAR (floor area ratio) requirements for the development. 50% of facades at street level must be retail or office space for commercial structured parking. This work along Central Corridor demonstrated the need

for good pedestrian access between businesses and the parking behind the buildings, and for combining parking and stormwater management efficiently.

Parking Management Districts, theory and practice, Craig Blakely

Parking is often the primary barrier to transit oriented developments, which are encouraged in many of the City's adopted plans. New strategies for integrated parking improvement and management can help overcome this barrier. These new strategies are anchored in the ideas of the city planner Donald Shoup, who wrote *The High Cost of Free Parking*, and whose ideas have been most fully implemented in Old Pasadena. In brief, he believes market forces are the best way to allocate parking supply and demand, that the quality of the parking is more important than the quantity, that pay parking makes a commercial area more competitive, that revenue from pay parking on the street can be used to pay for some amount of "free" off street parking, and that Parking Improvement Districts (where the costs of shared parking can be equitably assessed on the benefitting property owners) can become the impetus for creating more comprehensive Business Improvement Districts (which can finance above standard safety, cleanliness, and marketing activities). Such integrated strategies have made Old Pasadena increasingly competitive with suburban shopping malls with tons of "free" parking.

Key to implementing integrated parking strategies is using new technologies such as license plate recognition to better enforce on-street parking regulations. Unfortunately, parking management in the City is divided among the police, public works, and planning and economic development departments. As a result, parking management is reactive, not pro-active, and never sustained enough to become a market force that can change parker behavior.

There are some ways that the Saint Paul Planning Commission could play a role in educating the public and policy makers about these innovative strategies:

- Revise the Zoning Code to allow an annual fee paid into a Parking Improvement District to satisfy a parking shortfall resulting from a change of use (such as Cupcake last year).
- Revise the Zoning Code to allow validated parking on the street to count towards the required parking, as evidenced by receipts from pay parking kiosks that are validated by the business.
- Encourage City departments and policy makers to improve its fragmented parking management system by using new computerized technologies and reorganizing parking management responsibilities that are now scattered among separate departments.
- Study ways to accelerate TOD on the commercial side of "The Line of Change" (where the alley defines the boundary between residential and commercial zones), by developing integrated strategies to improve the residential side as well, for without them, the residential side of that line will continue to decay.
- Encourage other planning agencies like the Metropolitan Council to consider revising some of their grant programs (such as the Livable Communities Development Account) to allow integrated investments in shared parking infrastructure that can accelerate TOD in the future.

Response Panel and Discussion

Moderator:

Jon Commers founded and operates Saint Paul-based Donjek, an economics and strategy consulting office supporting redevelopment through finance and partnerships. In 2011 Jon was appointed to the Metropolitan Council, where he is a member of the Transportation and Community Development Committees, and is directly involved with development of the Thrive MSP 2040 plan. Previously, he benefited from six years of service on the Saint Paul Planning Commission, where he was elected chair. He lives in Saint Paul with his wife Beth and their school-age children.

Panelists:

Beth Elliott is a Principal City Planner in the Department of Community Planning and Economic Development [CPED] for the City of Minneapolis. Her main focus is to provide coordination of a wide variety of Downtown planning initiatives to maintain consistency with the city's long-range planning policies. Her work includes partnering with community and inter-agency stakeholders addressing land use issues, redevelopment, and public improvements as well as to develop small area plans for specific parts of the Downtown sector. Her current projects vary widely from representing City interests for the Southwest LRT planning and engineering analysis to redevelopment and public realm efforts on the east side of Downtown. Beth has a Masters in Urban and Regional Planning from the Humphrey Institute of Public Affairs at the University of Minnesota. She is a member of the American Planning Association and the Urban Land Institute as well as certified through the American Institute of Certified Planners.

Thomas Fisher is a Professor in the School of Architecture and Dean of the College of Design at the University of Minnesota, having previously served as the Editorial Director of Progressive Architecture magazine. With degrees in architecture from Cornell and intellectual history from Case Western Reserve, he was recognized in 2005 as the fifth most published architecture writer in the U.S., with 7 books, 47 book chapters or introductions, and over 325 articles.

Rob Stolpestad is President and an owner of Saint Paul-based Exeter Realty Company which he joined in 1993. Since 2009 he has also been Chief Financial Manager and a Founding Governor of Ironton Asset Fund LLC and Ironton Management LLC.

Mr. Stolpestad's past and present professional and community affiliations include member of the City of Saint Paul Business Review Council; member of the Board of Directors for the St. Paul Blackhawks Soccer Club; member of the Twin Cities Advisory Board of U.S. Bank; Governmental Relations State Committee Chair for the International Council of Shopping Centers; Co-Chair of the Legislative Committee of the Minnesota Shopping Center Association; and member of the Executive Committee and Board of Directors of the Minnesota Children's Museum.

Mr. Stolpestad has a Master of Business Administration degree in Finance and International Business from the Carlson School of Management at the University of Minnesota and a Bachelor of Arts degree in History and Political Science from Northwestern University, Evanston, IL. He is a licensed real estate broker. Mr. Stolpestad lives in Saint Paul with his wife and two boys.

In their introductions, each panelist described how parking, in various forms, influences their work. Beth Elliott's career has focused on downtown and Uptown Minneapolis, and in particular is now focusing on how to realize higher and better uses for the surface parking downtown, and how to deal with a perimeter of structured parking. Rob Stolpestad's company, Exeter Realty, has developed a wide range of properties in Saint Paul, and for all of them parking is essential. Easing requirements makes it easier for developers, but despite the reduction in requirements for parking, the market (and potential lenders) still often mandates the building of parking capacity. Tom Fisher brought up the generational and technological shift for the "millennial" generation, who value their cell phones over car ownership. Flexibility will be key with these changes, and adaptable parking structure that might one day be converted to other uses, are one way bring that flexibility to cities. Fisher stated that parking has been a disaster to urbanism, but that people are moving back into dense urban cities, and that cities need to be designed for the residents of these cities and not for bureaucratic processes.

Question from Jon Commers: With the real estate market demanding off-street parking inventory, can renters and buyers who don't want or need an off-street parking space opt out? And how will this be addressed in the future? And is the lack of need for off-street parking a generational shift, or is it general across market segments?

Rob Stolpestad stated that in most of the newer multi-family development, parking costs are separate from rental costs. However, this is harder to do for commercial spaces. The multi-family market is still

strong, and it is largely being driven by millennials and by aging baby boomers who are retiring and downsizing. It is difficult to appeal to both groups, because not only do millennials want smaller units while retirees want more space, the two groups have different parking needs as well, with millennials typically being more desirous of a car-lite lifestyle.

Question from Jon Commers: Downtown Minneapolis has a lot of surface parking right now, and Donald Shoup, who we heard about in an earlier presentation, says that cars are in use approximately 5% of the time. This is a low-productivity use. What is Minneapolis doing to address this?

Beth Elliot discussed the "East Downtown Surface Parking Study" that the City conducted using a HUD Sustainable Communities grant through the Met Council. With the high rate of residential growth happening in Downtown Minneapolis, the City wanted to know why the area around the Metro Dome was relatively stagnant. There proved to be a number of development barriers on the surface commercial lots in the area. HRNA was hired to study the lots' owners, and found that a large number of owners were multi-generational families for whom these lots have been money-making businesses for many years and who see them as long-term money-making endeavors. These owners need to be a part of the development deals for these lots, so that they can continue to have a business on the site. Furthermore, the study showed that developers need the City to amenitize the Elliot Park neighborhood, or subsidize parking, because of the high land prices in the area. This can be seen with what is currently being worked out for the Ryan development downtown.

Question from Commissioner Ward: As policies shift from requiring developments to provide a sea of parking, to encouraging shared parking arrangements, how does this impact the sale of property later? Developers do need to consider exit strategies when making deals, and Rob Stoplestad stated that a clear ownership structure can help clarify the situation for the next guy. Having control over enough parking to meet the code, or having an easement of some sort, is easiest for resale. Beth Elliot stated that parking does not seem to hold back the turnover for Minneapolis' smaller businesses reusing small spaces. Tom Fischer mentioned that a way to plan for diminished need for off-street parking would be to build structured parking that can one day be converted to another use.

Commissioner Thao asked how the panel sees the evolution of living wage job centers that are often located in the suburbs, where there is often a large amount of surface parking provided and where it can be hard for transit-reliant lower income workers to get to.

Beth Elliot acknowledged that the transit system needs to accommodate the reverse commute, and that there should be a focus on feeder buses as well as the trunk lines.

Commissioner Oliver asked what the panel sees as the future of residential areas, of which there are many in Saint Paul, where there are many single family homes mixed with old apartment buildings which typically have little to no off-street parking for their residents.

In Elliot's experience, people move to these neighborhoods knowing what they are getting into, and that shared parking to accommodate spillover demand can help. Tom Fischer mentioned that the denser parts of the cities were laid out before cars were as dominant as they are today, and that with the shift to online retail and even food, the cities will be seeing a transition away from the need for so many cars.

Commissioner Ochs said that with the movement of retail out of the central cities into the suburbs, more people are reliant on personal vehicles for errands and all shopping. What does it take and cost to build structured parking versus surface lots in the City?

Beth Elliot referred the Commissioner to David King at Columbia University, who has researched extensively the finances of structured and surface parking. Rob Stoplestad said that all parking

development is expensive, from surface to above ground to below ground (in order of cost). If the owner of whatever parking can charge for the parking space, this makes the development of structured parking more feasible to cover real estate taxes. Craig Blakely mentioned that the City could lease parking and create an assessment district as a partner with the business community, to help with guaranteed financing to cover those costs.

Commissioner Edgerton asked what is the best practice with shared infrastructure, particularly in the context of combining stormwater management and parking for shared stacked infrastructure.

Tom Fischer observed that the region uses infrastructure very inefficiently, and that more intensity and stacked uses is the future, particularly as people continue to move back into central cities. This population shift is not a trend, and we will not be able to afford status quo growth.

Beth Elliot said that the government can help with this through regulations and requirements—through practical things with tiny details.

Commissioner Spaulding asked about having an effective community conversation, and what role the Commission can play in that task, particularly when it comes to uses of parking meter money, and incentivizing flexible ramp design and structured parking development, which are all concepts the general public may not have a strong grasp of right now.

Jon Commers mentioned that when he was on the Saint Paul Planning Commission, he felt that the work the Commission did on parking was some of the most significant work that he had the chance to work on. With the development of the Green Line LRT, there was not a lot of pushback on the elimination of parking requirements. Clearly the message that parking is not free, that it is a public or private investment, is out there. The question is who will commit which resources, and what will be the commitment to parking use?

Loring Park, in Minneapolis, is a very dense, well-connected neighborhood with little parking. Beth Elliot said that a developer proposed (and is now building) a tower there with a permitted amount of parking, but that the neighborhood wanted more parking included in the project than the zoning code would allow. It only took one planning commissioner to stand up for the code and City policy and say, no we will not allow over-building parking here, and back up the staff. Jon Commers added that incremental change with the demand for higher density housing will provide a lot of opportunity, and with that the region will benefit. Tom Fischer remarked that it is important to consider the real cost of parking, because right now there are a lot of freeloaders on the “free” parking system.