



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: October 29, 2014
To: Neighborhood Planning Committee
From: Michelle Beaulieu, City Planner
Re: Shepard Davern Area Plan – Public Hearing Review and Recommendations

On October 17, the Planning Commission held a Public Hearing on the draft Shepard Davern Area Plan. This was a separate hearing from the hearing for the zoning study.

- Five emails from individuals were received prior to the public hearing as written testimony on the draft Shepard Davern Area Plan
- One letter and one resolution was received from the Highland District Council
- Five individuals spoke at the public hearing

The public testimony was generally supportive of the draft Shepard Davern Area Plan. There were a few comments that proposed additions or changes to the draft. Those proposed strategies or changes are below, with the number of comments supporting that change, and staff recommendations. The attached draft of the plan shows the staff's recommended changes.

- Make McDonough Park an “alternative park,” and make it a high priority in the plan. (5 comments)
 - Staff recommendation: Change existing strategy PR2.1 to PR8, and change “alternative” uses to “public” uses.
 - § ~~PR2.1~~ **PR8: Explore alternative public uses for McDonough Park.**
 - § Keep the existing Low priority for PR2, and give the new PR8 a Medium priority.
- Include property owners living close to the railroad spur (the “Ford spur”) in all task force or study groups looking at alternative future uses for the tracks and property. (5 comments)
 - Staff recommendation: Keep existing strategies related to the Ford spur and relevant studies as they are (see below). Both are High priorities.
 - § T1.1 Work with City and County staff and other stakeholders during upcoming transportation studies to further the goals of the immediate community. Participate in public hearings, workshops, and open houses, and encourage neighbors to engage as well.
 - § T8. Study the Canadian Pacific rail spur for bicycle and pedestrian trail use, and actively engage and seek meaningful input from neighborhood stakeholders, adjacent property owners and tenants. Community members should be active participants in the process.

- Recognize that there will be a future need for a school in the neighborhood or elsewhere in Highland. (2 comments)
 - Staff recommendation: Potential future school needs should be addressed in broader district and citywide plans.
School needs will be an important consideration in Highland, and for the City of Saint Paul. Saint Paul Public Schools is developing their 10-year Facilities Master Plan, and City staff and neighborhood representatives are on the plan committee. The existing but disused Homecroft School may be a consideration for that committee, but is outside the purview of this small area plan.
- Include strategies that will support increased densities of seniors and children in the neighborhood.
 - Staff recommendation: This is addressed by numerous strategies. Strategies for improved pedestrian and transit facilities (T1, T2, T4, T5, T7), supporting additional retail spaces (LU1, LU2) and a mix of housing types and tenures (H1, H3), and calling for a new neighborhood park and better park connections (PR1, PR5, PR6) will be beneficial to increased densities of seniors and children, and all demographics, in the neighborhood.
- Comment on the ongoing study of potential re-alignments for Highway 5 and Shepard Road.
 - Staff recommendation: This is addressed by strategy T1.1. The study of potential re-alignments is ongoing. The City's Public Works department has employed the consulting team from Zan Associates to host an open house on the study, which will take place sometime at the end of 2014 or in early 2015.
- Comment on the ongoing study of potential transit routes as part of the Riverview Corridor Study.
 - Staff recommendation: This is addressed by strategy T1.1. The Riverview Corridor Study has just begun, and will have numerous opportunities for comment from the public.
- Use signage to brand the neighborhood as a "Gateway to Saint Paul."
 - Staff recommendation: Include a new sub-strategy:
 - § **LU6.1 Work with private property owners and local business associations to develop a branding and signage strategy for the 'Gateway to Saint Paul' area, to create a cohesive neighborhood identity and welcome people to Saint Paul.**
 - § Priority level would be Medium, consistent with current priority level for strategy LU6.
- Include language supporting existing airport parking businesses that have made substantial investments in their properties.
 - Staff recommendation: No change to draft plan. The existing airport parking businesses are legal non-conforming uses, will remain legal non-conforming uses in the plan, and nothing in the draft plan would limit their ability to make property improvements in the future.

Recommendation

The Neighborhood Planning Committee recommends that:

- the draft Shepard Davern Area Plan be amended to the Comprehensive Plan as drafted with the addition of strategies PR8 and LU6.1 listed above.
- the Highland District Plan Summary be updated as drafted.
- the existing Shepard Davern Small Area Plan (1999) be decertified.



Highland District Council
1978 Ford Parkway Saint Paul, Minnesota 55116
651-695-4005 Fax 651-695-4019
Email: hdc@visi.com

Resolution to Review and Update the Shepard Davern Small Area Plan and Overlay Districts

Whereas, in the fall of 2011 the Highland District Council(HDC) requested the City of Saint Paul complete a review of the Shepard Davern small area plan; and

Whereas, the Department of Planning and Economic Development accepted applications for a task force to help study the transportation, housing, parks and recreation and land use in the defined area; and

Whereas, the Shepard Davern Task Force met monthly over the course of 2013 and into the spring of 2014 to update the existing plan and discuss the future vision of the neighborhood; and

Whereas the Task Force has updated the Highland District Council at every board meeting throughout the process, and presented their findings and the amendment to the HDC community development committee in July of 2014 and to the HDC Board in Sept of 2014; and

Whereas, the City of Saint Paul's Planning Commission recommends updating the existing District 15 Highland Park Neighborhood Plan and retiring the former Shepard Davern Small Area Plan.
Therefore,

Be it resolved, that the Highland District Council supports the Shepard Davern updates to the District 15 Highland Park Neighborhood Plan and Plan Summary; and

Be it further resolved, that the Highland District Council supports improvements to the Shepard Davern area as a Gateway to the City of Saint Paul.

Adopted on October 2, 2014
By the Highland District Council

Resolution 2014 – 29D



Highland District Council
1978 Ford Parkway Saint Paul, Minnesota 55116
651-695-4005 Fax 651-695-4019
Email: hdc@visi.com

October 15, 2014

Planning Commission
City of Saint Paul

Dear Planning Commissioners:

The Shepard Davern Small Area Plan (adopted by the Saint Paul City Council in 1999) and its related Shepard Davern Commercial and Residential Redevelopment Overlay Districts were created before Traditional Neighborhood Zoning Districts were established in the City's zoning code. Following a City Council amendment to the Overlay Districts in 2011, the Highland District Council (HDC) requested the Saint Paul Planning Commission initiate a review and update of the Shepard Davern Small Area Plan.

The HDC worked with Saint Paul Planning and Economic Development to establish a Shepard Davern Task Force, which included individual, business and non-profit representatives of the Shepard Davern community. Since 2013 the Task Force reviewed transportation, housing, parks and recreation, and land use goals for the area in order to develop a modern, relevant vision for the neighborhood. The HDC received regular updates on the Task Force's work and had opportunities to review draft Plan recommendations when PED staff presented to the HDC's Community Development Committee (July, 2014) and Board of Directors (September, 2014).

The HDC supports improvements to the Shepard Davern area as a Gateway to the City of Saint Paul. As such, the HDC recommends adoption of the proposed Shepard Davern Area updates to the District 15 Highland Park Neighborhood Plan and Plan Summary. The HDC's approved resolution is attached.

The HDC thanks PED staff, the Shepard Davern Task Force and Planning Commission for their thoughtful work on the Shepard Davern Plan and commitment to bettering the neighborhood.

Sincerely,

Kathy Carruth
Executive Director
Highland District Council

Tia Anderson
President
Highland District Council

Beaulieu, Michelle (CI-StPaul)

From: Mona Winston <monajoan@me.com>
Sent: Thursday, October 16, 2014 7:48 AM
To: Beaulieu, Michelle (CI-StPaul)
Subject: Planning commission meeting

Follow Up Flag: Follow up
Flag Status: Completed

Michelle,

We are unable to attend the meeting but wish to express our views.

We strongly support:

1) MAINTAINING THE CURRENT ZONING FOR SIBLEY PLAZA AND THE APARTMENTS BEHIND, AND NOT CHANGING IT AS THE CITY STAFF HAS PROPOSED.

2) MAKING MCDONOUGH AN "ALTERNATIVE PARK" A HIGH PRIORITY IN THE DISTRICT 15 AND DAVERN-SHEPARD PLAN INSTEAD OF THE MAGNET FOR TRASH, DEBRIS, AND OVERGROWN MESS IT IS CURRENTLY.

3) ADDING TO THE DAVERN-SHEPARD PLAN AND DISTRICT 15 PLAN THE NEED TO ENSURE THAT REPRESENTATION FROM PROPERTY OWNERS LIVING CLOSE TO THE RAILROAD SPUR ARE INCLUDED IN ALL TASK FORCE OR STUDY GROUPS LOOKING AT ALTERNATIVE FUTURE USES FOR THOSE TRACKS AND PROPERTY.

Thank you.

Mona Austrian and Elliot Libman
2353 Youngman Avenue
St. Paul, MN 55116

Sent from my iPad

Beaulieu, Michelle (CI-StPaul)

From: Kent Petterson <terrace@winternet.com>
Sent: Tuesday, October 14, 2014 4:47 PM
To: Beaulieu, Michelle (CI-StPaul)
Cc: Kathy Highland District Council; Tia Anderson
Subject: Shepard Davern Study and Zoning Comments
Attachments: SD -2.docx

Hi Michelle

Attached are my comments on the SD zoning map. I have also mailed a hard copy.

Regarding the Shepard Davern plan language, i regret that it does not mention in substantive ways the following and suggest that it still should include:

- 1) Thoughtful neighborhood comments on the future need for a school in the neighborhood.
- 2) Despite the advisory spending a good portion of a meeting discussing the re-alignment of Hwy 5 to Shepard Rd. the plan does not comment on this high impact project.
- 3) The RCRRA River Corridor study implementation could have long term and significant impact on the neighborhood. That neighborhood concerns are not enumerated in context for the study is a big short coming.

Thanks for your work on the study, Kent Petterson

Clapp-Smith, Merritt (CI-StPaul)

From: Bill Rosenbloom <bill@airlineposters.com>
Sent: Wednesday, October 15, 2014 12:50 PM
To: Beaulieu, Michelle (CI-StPaul)
Cc: Clapp-Smith, Merritt (CI-StPaul); greg walker; Jack; Jerry Wertheimer; kathysoderberg@aol.com; khenk@pasterent.com; lkaiser@7thstreetstorage.com; macduffso1@gmail.com; mwaldman@stpauljcc.org; hdc@visi.com; Kantner, Libby (CI-StPaul); Kent Petterson
Subject: For Planning Commission

Michelle:

Here are my comments for the Planning Commission..

AS A MEMBER OF THE D/S TASK FORCE I, PERSONALLY, WOULD ASK THE PLANNING COMMISSION TO SUPPORT THE FOLLOWING:

1) THE NEIGHBORHOOD HAS SUPPORTED THE NEED TO MAINTAIN THE CURRENT ZONING FOR SIBLEY PLAZA AND THE APARTMENTS BEHIND, AND NOT CHANGE IT TO T3 AS

THE CITY STAFF HAS PROPOSED.

2) MAKING MCDONOUGH PARK AN "ALTERNATIVE PARK" (LOCATED ST PAUL AVE AND EDGCUMBE, ABOUT 7 ACRES), A HIGH PRIORITY IN

THE DISTRICT 15 AND DAVERN-SHEPARD PLAN . THE PARK CURRENTLY IS A MAGNET FOR TRASH AND DEBRIS, AND TO BE AN OVERGROWN MESS;
A TOTAL NEGATIVE FOR THE NEIGHBORHOOD.

3) ADDING TO THE DAVERN-SHEPARD AND DISTRICT 15 PLAN, THE NEED TO ENSURE THAT REPRESENTATION FROM PROPERTY OWNERS CLOSE TO THE RAILROAD SPUR

ARE INCLUDED IN ALL TASK FORCE OR STUDY GROUPS LOOKING AT ALTERNATIVE FUTURE USES FOR THE TRACKS AND ADJOINING RAILROAD PROPERTY.

Beaulieu, Michelle (CI-StPaul)

From: Barbara Sommers <sommers80@gmail.com>
Sent: Wednesday, October 15, 2014 8:01 PM
To: Beaulieu, Michelle (CI-StPaul)
Subject: Shepard Davern Planning Commission and Sibley Plaza

Follow Up Flag: Follow up
Flag Status: Completed

UPDATED:

Crosby and Barbara Sommers, residents at the Regency Condominium, 2275 Youngman Av., #205 W, St. Paul, MN, 55116 request that:

- the current zoning for Sibley Plaza and the apartments behind Sibley Plaza remain are not changed as the City Staff members have proposed.
- the property, McDonough Park/Preserve along St. Paul Avenue and Edgumbe, become an "Alternative Park." Currently the property is a magnet for trash, debris, and overgrown weeds. Hundreds of residents, including children, live across St. Paul Avenue. It is not a good example for residents and children and does not show that their neighborhood is a safe and healthy place to live. The property has the potential to become an opportunity to be a park for the residents. The park should be a high priority in the Davern Shepard Plan and the District Hi
- the Davern-Shepard plan and District 15 plan needs to ensure that representation from property owners who live close to the railroad spur are included in all task force or study groups looking at alternative future uses for those tracks and property.

The neighborhood through which West 7th Street is an important "gateway to St. Paul. It is also a great roadway to and from the airport, Mall of America, and Fort Snelling. The lack of signage does not show that the City of St. Paul is investing in our neighborhood. We believe that there is great potential at this time to make improvements.

Thank you for reading.

Sincerely,
Crosby and Barbara Sommers

Beaulieu, Michelle (CI-StPaul)

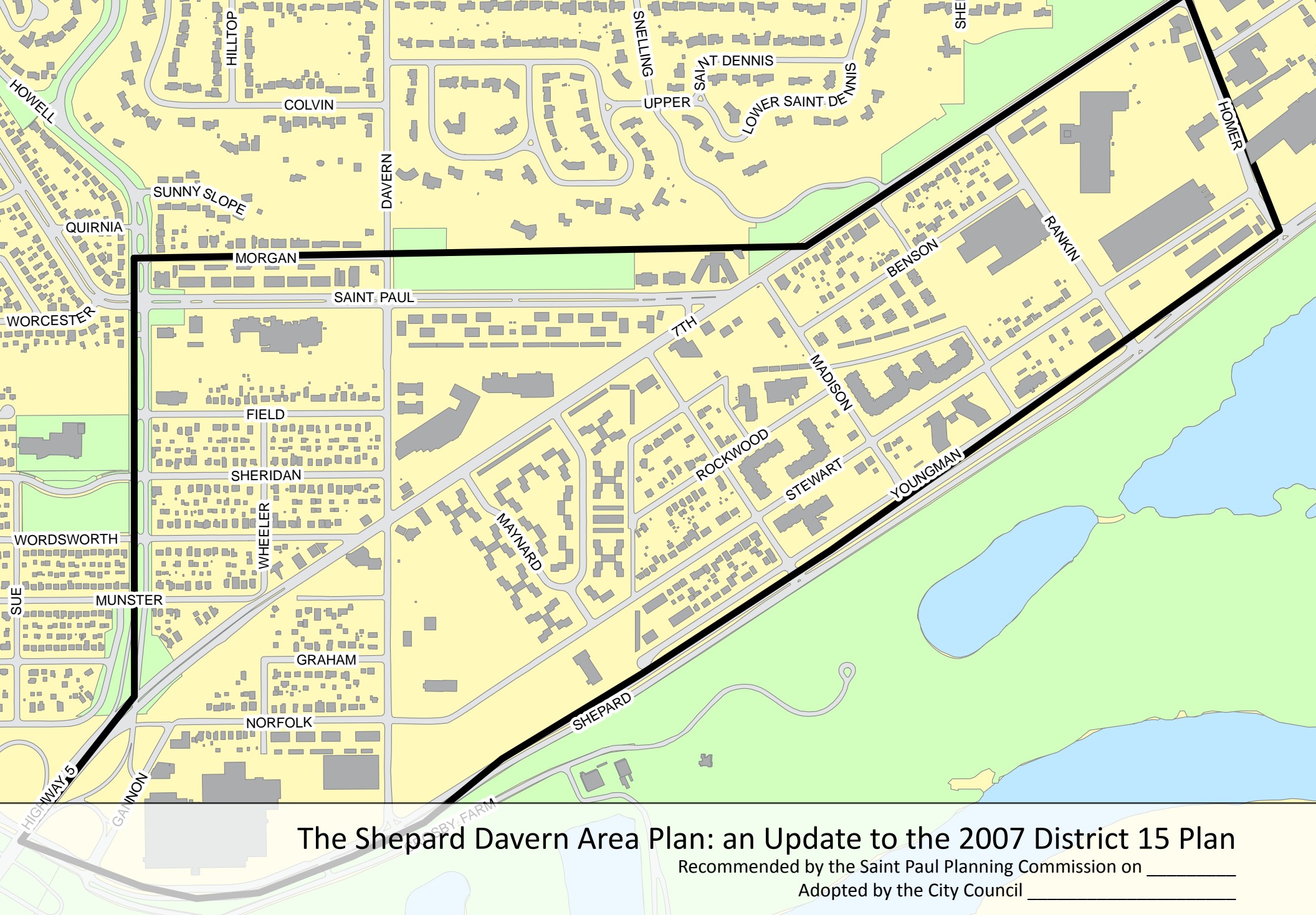
From: Elana Stern <elanadana52@gmail.com>
Sent: Wednesday, October 15, 2014 3:28 PM
To: Beaulieu, Michelle (CI-StPaul)
Subject: Re: Can't make meeting

Follow Up Flag: Follow up
Flag Status: Completed

My address is: 1915 field Ave, St. Paul 55116

Sent from my iPhone

> On Oct 15, 2014, at 2:40 PM, Beaulieu, Michelle (CI-StPaul) <michelle.beaulieu@ci.stpaul.mn.us> wrote:
>
> Thank you for your comments. To include them in the packet of information for our Planning Commission, please include your home address for their records. If you have any questions or concerns please feel free to contact me.
>
> Best
> Michelle Beaulieu
>
>
>
> Michelle Beaulieu
> City Planner
> Planning and Economic Development
> 25 West Fourth Street, Suite 1300
> Saint Paul, MN 55102
> P: 651-266-6620
> michelle.beaulieu@ci.stpaul.mn.us
>
>
>
>
>
> -----Original Message-----
> From: elanadana52@gmail.com [<mailto:elanadana52@gmail.com>]
> Sent: Wednesday, October 15, 2014 11:17 AM
> To: Beaulieu, Michelle (CI-StPaul)
> Subject: Can't make meeting
>
> I would like to voice my support for Sibley Plaza to be totally renovated the way Pastor is planning for the development.
> Also, I would like the park space be attended to on St Paul Ave. to make this a park space.
> I would like to be informed and included in discussions on the Ford Canadian Pacific line which runs behind my property.
> Thank you ELANA STERN 651 699 2305
> Sent from my iPad



The Shepard Davern Area Plan: an Update to the 2007 District 15 Plan

Recommended by the Saint Paul Planning Commission on _____

Adopted by the City Council _____

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Credits

Area Plan Task Force Members

Lynn Bach
Greg Campbell (Co-Chair)
Laura Deuberry
Jack Dobier
Ken Henk
Larry Kaiser
Lisa Moe
Laura Nichols
Bill Rosenbloom
Jerry Rothstein
Kathy Soderberg
Michael Waldman

Saint Paul Planning Commission

Representative / Co-Chair

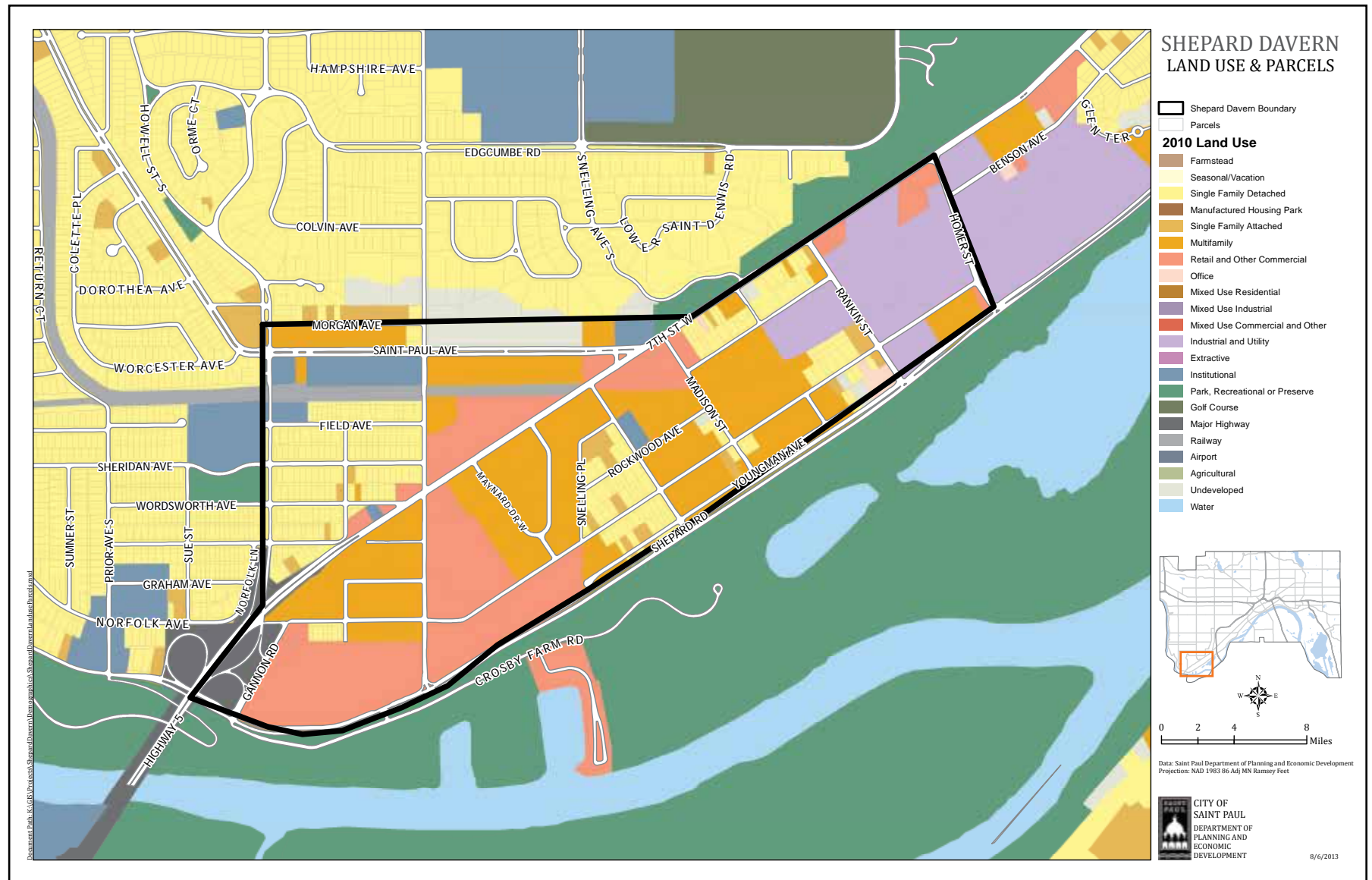
Paula Merrigan (January - June 2013)
Gaius Nelson (June 2013 - April 2014)

Key City Staff

Michelle Beaulieu
Merritt Clapp-Smith

Michael Richardson
Kathryn Purcham

Study Area



The Shepard Davern Area Plan

An Update to the 2007 D15 Plan - page 1

Planning Background

The Shepard Davern area is at the southwestern-most edge of Saint Paul, just across the Mississippi River from the MSP International Airport and the Mall of America, and easily accessible from Downtown Saint Paul via Highway 5 / West 7th Street or Shepard Road. This strategic location has been the focus of many planning efforts, including a 1999 Small Area Plan, as part of the Fort Road Development Plan of 2005, a chapter of the District 15 Neighborhood Plan (also 2005), and as a component of the Great River Passage Plan (2013). Much of the Shepard Davern area are presently covered by two Overlay Districts that are part of the Saint Paul Zoning Code: the Shepard Davern Residential and Shepard Davern Commercial Overlay Districts (see map below).

The existing Shepard Davern Overlay Districts exclude a number of key commercially-zoned properties along West 7th Street, and do not include the full area discussed in the Shepard Davern Small Area Plan (1999). These districts also include certain standards that have made it difficult to attract development, and may be prohibitive to the redevelopment of some of the properties in the area.

Since the creation of these overlay districts, the City of Saint Paul has adopted new Traditional Neighborhood zoning districts which include many of the pedestrian-friendly qualities and design standards that are included in the Shepard Davern Overlay Districts. TN zoning districts may be a more straightforward and comprehensive replacement for these overlay districts.

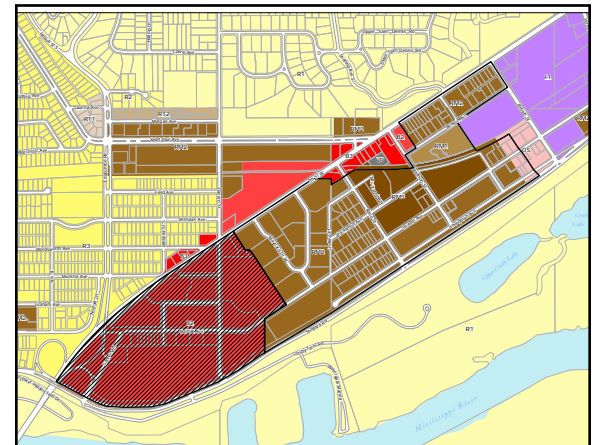
This plan addresses the key goals from past planning efforts to create a modern, relevant vision for the Shepard Davern area, develop goals for the neighborhood, and will inform the zoning study which will replace the Overlay Districts.

Purpose of Update

The 2005 Highland District Plan recommends rezoning the area to Traditional Neighborhood District 3, to “ensure that developers have not only the flexibility to be creative, but also the regulations to guarantee high-quality design.” In 2011, after an amendment to the Residential Overlay District, the Highland District Council requested that the existing small area plans be reviewed and updated, and that a zoning study be completed for the areas under both the Residential and Commercial Overlay Districts.

Format of Update

This plan update is intended to form a seamless part of the existing Highland District Plan from 2005, as requested by the Saint Paul Planning Commission. When adopted it will replace the 1999 Shepard Davern Gateway Small Area Plan, which will be decertified.



*Area zoning and Shepard Davern
Overlay Districts*

Study Area

The Shepard Davern area is centered on West 7th Street, a high-traffic, high-speed thoroughfare that bisects the area of District 15 between the Highland Bluffs and the Mississippi River. The area currently contains a variety of uses including a combination of multi-family dwellings and detached single-family homes, as well as airport-serving surface parking lots, strip malls, and light industrial uses. The Mississippi River provides a beautiful natural border on two sides of the area and its floodplain provides the location for some of the most scenic public parks in St. Paul.

The Shepard Davern area has the potential to be one of the most vibrant, attractive neighborhoods in Saint Paul. The area has numerous natural, locational and social assets that provide a base for a bright future. The area includes the majority of Highland Park's affordable housing and contributes substantially to the neighborhood's ethnic and socioeconomic diversity. Sibley Manor in particular provides an invaluable asset to Highland as a privately-operated source of affordable housing. For half a century, Sibley Manor has been an entry points for immigrant families in St. Paul. Without Sibley Manor and other properties in the Shepard Davern area, Highland and the City of Saint Paul would be a much less diverse place. It will be important, however, to assure that a mix of housing tenures and types are encouraged in this neighborhood, both to attract additional retail opportunities, and to capitalize on the other assets of the Shepard Davern area.

In addition to affordable housing and diversity, other assets in the area include: Crosby Farm Park and the Mississippi River, easy access to Downtown St. Paul and the Airport, the commercial visibility offered by West 7th Street, a substantial amount of underdeveloped land (mainly in surface parking lots) that is ripe for redevelopment, good transit access on West 7th Street and a mix of commercial, industrial and residential land use.

With the combination of locational, natural, and community assets, the Shepard Davern area is poised to become an even stronger community and commercial center than it is today. However, the area must also address some current issues and potential concerns. Among the most worrisome issues are: high traffic speeds on West 7th Street, lack of a connection to the Mississippi River and a lack of a pedestrian-friendly street environment.



*Sibley Plaza, photo by
City of Saint Paul 2013*



*Graham Place Apartments, photo by
City of Saint Paul 2013*

Study Area, continued

The concerns for the future are: that new development will be incompatible with the rest of the Shepard Davern area and Highland Park in scale or use, and that development will overshadow the natural environment along the Mississippi River.

The Shepard Davern Area will ideally become a place that capitalizes on its assets, effectively addresses its issues and minimizes the risk posed by external threats. The realization of this ideal will have to include an interconnected set of pedestrian-oriented and mixed-use urban villages. These urban villages replace most of the area's under-utilized land with new 3-5 story mixed-use buildings with a combination of first-floor convenience retail and affordable and market rate housing for people throughout the life cycle. The vision may include some hotels, but should avoid overly-tall buildings and large regional uses that would disrupt the character of the neighborhood and would not meet a local need. The majority of the existing single-family homes and light industrial uses will stay to support a diverse housing stock and jobs. The street environment will support pedestrian and bicycle travel as well as transit and automotive travel. The area will be an attraction for the neighborhood and the entire City.

The Shepard Davern neighborhood has been so named for a number of years. However, the intersection of Shepard Road and Davern Street is hardly the heart of the neighborhood, is not a widely recognized geographic point, and therefore does not brand the area well. There may be an opportunity to re-brand the neighborhood to better reflect the vision for the future of the neighborhood, rather than the past. For consistency, this plan uses the "Shepard Davern area" name.



*Building types in Shepard Davern,
photos by City of Saint Paul 2013*



Land Use Goals

The Shepard Davern study area is a truly mixed-use district, with a range of land uses from light industrial to retail and office spaces, to both single- and multi-family housing. The mixed-use character is a strength, and provides local businesses and services for the many residents of the area as well as for those passing through the corridor. As the neighborhood's residential density increases, maintaining a balance between these land uses will be important, so that industrial uses fit into the character of the neighborhood, to strengthen the commercial businesses to serve new residents, and to retain single-family housing without dwarfing it in scale.

The area is a singular community, and signage, unifying streetscape, or other tools particularly identifying the community and the Gateway to Saint Paul will help visitors feel welcome to both the district and the city.

Land Use Objectives and Strategies

LU1. Attract more neighborhood serving businesses to the area, to better serve the needs of residents in the area.

LU1.1 Encourage mixed-use developments with first-floor retail spaces on primary roadways, particularly West 7th.

LU1.2 Work with developers to attract a mix of neighborhood serving businesses and regional businesses to create a strong retail base.

LU2. Work to address property crime issues in the neighborhood, making it a safer more attractive place to work, shop and live.

LU2.1 Increase police presence in the neighborhood, to address areas where criminal activities have been identified.

LU2.2 Work with crime specialists to address particular issues in the area, through methods that may include increased lighting, camera surveillance, and/or Crime Prevention Through Environmental Design (CPTED), particularly in reviewing retail area parking lot design.

LU3. Encourage public/private partnerships to create both vibrant open spaces and community gathering spaces that are welcoming to neighbors.

LU4. Encourage light industrial uses in existing industrially zoned areas and adjacent to existing industry, for example, light manufacturing and data processing.

LU5. Work with existing industrial businesses to create a more enticing area.

LU6. Through a community-driven process, come up with a new neighborhood name for a stronger neighborhood identity. Use this to strengthen the Gateway to Saint Paul.

LU6.1 Work with private property owners and local business associations to develop a branding and signage strategy for the "Gateway to Saint Paul" area, to create a cohesive neighborhood identity and welcome people to Saint Paul.



Area Businesses, photos by City of Saint Paul, 2013



Parks and Recreation

The Shepard Davern area is surrounded by parkland, not the least of which being Crosby Farm Park on the south side of Shepard Road, and including McDonough Park along Saint Paul Avenue. These parklands, however, are not well-used by residents in part due to their inaccessibility, but also because of the desire to keep these spaces natural. Access to these parks should be enhanced for residents of the area, but the need for more active park spaces should also be addressed to better serve the community's recreation and gathering-space needs.

Parks and Recreation Objectives and Strategies

PR1. Create a new neighborhood park between Shepard Road and West 7th to better serve both the elderly and the youth populations in the area. In particular, look for opportunities that are easily accessible to Sibley Manor.

PR1.1 Work with private developers to take advantage of parkland dedication and stormwater management requirements.

PR2. Look for opportunities for community gardening and/or urban agriculture in the area.

~~PR2.1 Explore alternative uses for McDonough Park.~~

PR3. Maintain the natural areas adjacent to the river as a unique asset, in accordance with the recommendations of the Great River Passage Plan.

PR4. Enhance the river area to create a destination that will attract more regional visitors to the area. Include signage to help people move through the park, and work with schools to encourage more visits.

PR5. Improve neighborhood accessibility to the Crosby Farm Park and trails on the south side of Shepard Road.

PR5.1 Enhance access points through improved pedestrian crossings at the four points identified by the Great River Passage Plan: South Davern Street, Alton Street, South Madison Street and South Rankin Street.

PR6. Improve access to the Two Rivers Outlook on the south side of Shepard Road and the east side of West 7th Street.

PR7. Improve and maintain the appearance of City-owned land on the hill adjacent to West 7th Street north of Saint Paul Avenue (including McDonough Park), in particular to enhance the area and create a Gateway to Saint Paul.

PR8. Explore public uses for McDonough Park.



Great River Passage Plan, pg 106



Housing

The Shepard Davern area is unique in the mix of housing types and tenures. It is one of the most densely populated areas in Highland Park and the City of Saint Paul. The area has a high renter population and a relatively high density of low-income residents compared to the rest of the Highland District. The diversity of housing types and range of affordability is valued by the community, and efforts should be made to assure that one housing type or tenure does not dominate the marketplace. While this diversity is an asset to the Shepard Davern area, there should also be a concerted effort to create a sense of identity and community among the various populations that live there.

Housing Objectives and Strategies

H1. Support a better balance of housing types, tenures and ownership models, including high quality housing that will serve as an amenity for the neighborhood.

H2. Attract more neighborhood serving businesses to the area, to better serve the high density of residents in the area (see Land Use Objectives and Strategies).

H3. Retain the existing clusters of single-family houses, particularly in areas where the single-family residential structure is the primary building type on a given block.

H3.1 Use zoning to protect the single-family character of these areas.

H3.2 Work with the Highland District Council and housing organizations to encourage and incentivize maintenance and rehabilitation of single-family dwellings in targeted areas as necessary.

H4. Create new block clubs, and support existing block clubs, to foster sense of community.

H4.1 Work with the Highland District Council to raise the awareness of the block club system and to sign people up to organize block clubs.

H4.2 Work with apartment and rental property managers to set up block clubs for people living in multi-family structures.

H4.3 Create a stronger community connection to Highland Village.

H5. Identify, promote and support social service organizations that serve the diverse populations living in the area.

H5.1 Create a resource list of service organizations available to property owners.

H6. Assure that landlords are complying with housing and maintenance regulations and standards.

H6.1 Work with the District Council and pertinent City departments to identify and address problem properties.



The Regency Apartments, photo by City of Saint Paul 2013



Transportation

Shepard Davern is the first neighborhood of Saint Paul that people experience when coming into the city off the Highway 5 bridge. The area is well-connected to three major regional job centers (Downtown Saint Paul, the MSP Airport, and the Mall of America). And the Mississippi River area provides opportunities for recreation. Taking advantage of these three attributes through improved streetscaping, maintaining and widening public transportation options, and improving pedestrian access across both West 7th and Shepard Road, will improve the Shepard Davern neighborhood for residents, encourage patronage of local businesses, and bring more visitors to the area. Sidewalk improvements, lighting, and bicycle improvements including bike racks, could dramatically improve the district.

Transportation Objectives and Strategies

T1. Improve all transportation modes, including the walkability, of the area to better accommodate the high density of residents in the area.

T1.1 Work with City and County staff and other stakeholders during upcoming transportation studies to further the goals of the immediate community. Participate in public hearings, workshops, and open houses, and encourage neighbors to engage as well.

T1.2 Work to develop priorities to create Capital Improvement Budget (CIB) proposals for improvement projects.

T1.3 Initiate specific pedestrian and walkability improvements, with particular attention paid to both pedestrian safety and streetscape amenities.

T2. Slow the traffic coming into the city off the Highway 5 bridge onto West 7th, both to improve the safety of the pedestrian environment along West 7th, and to help create the feeling of a Gateway to Saint Paul.

T3. Maintain Shepard Road as a truck route.

T4. Improve the safe access to and safety of bus stops along the north side of West 7th Street.

T4.1 Work with Metro Transit, Saint Paul Public Works, and private developers of adjacent sites during redevelopment, to identify potential new shelter locations along West 7th.

T5. Improve pedestrian spaces and overall safety and condition of Davern Street.

T5.1 Improve the sidewalks and install bike lanes on Davern.

T5.2 Improve the condition of Davern at the CP rail crossing.

T5.3 Seek ways to reduce vehicle speeds on Davern north of West 7th Street.

continued on next page



Metro Transit Bus Rte 54, photo by City of Saint Paul 2013



Transportation, continued

Transportation Objectives and Strategies, continued

T6. Implement bicycle improvements throughout the area, as identified in the Saint Paul Bikeways Plan, to encourage bicycling as an affordable means of transportation for area residents.

T6.1 Install bike parking consistent with the bike parking design for Highland Village and the rest of the District.

T7. Make improvements at problematic intersections for the safety of all users (see map for identified areas). Use these opportunities to bring higher value and amenity to the neighborhood through streetscaping.

T8. Study the Canadian Pacific rail spur for bicycle and pedestrian trail use, and actively engage and seek meaningful input from neighborhood stakeholders, adjacent property owners and tenants. Community members should be active participants in the process.

T9. Use the Saint Paul Great River Passage Plan to guide streetscape and connectivity improvements, and to improve access through the neighborhood and to the river area. In particular, seek ways to implement the improvements identified in for Shepard Road.



Bus stop along West 7th, photo by City of Saint Paul 2013

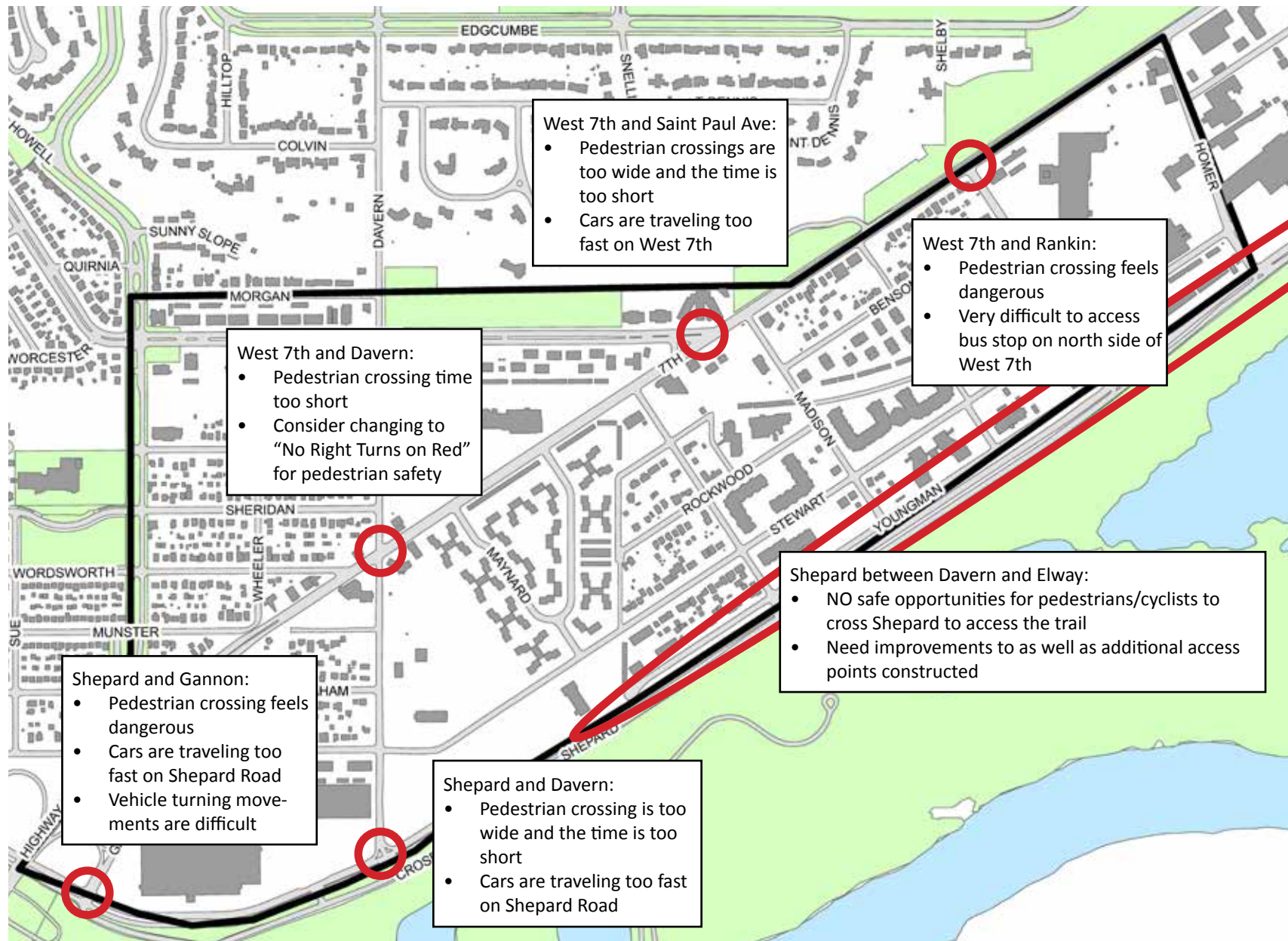


Ford/CP Rail spur, photo by City of Saint Paul 2013



Transportation

Key intersections for safety improvements



The Shepard Davern Area Plan

Implementation

| Land Use Strategies | | | |
|---------------------|--|---------------------|---------------------------------------|
| # | Strategy Summary | Responsible Parties | Community Priority for Implementation |
| LU1 | Attract neighborhood-serving businesses | PED | High |
| LU2 | Address property crime issues, other safety concerns | PED, PW, Police | High |
| LU3 | Create vibrant urban spaces | PED, HDC | Low |
| LU4 | Encourage light industrial uses in I-zoned areas | PED | Medium |
| LU5 | Improve industrial areas of neighborhood | PED | Low |
| LU6 | Craft a new identity for the area with a new name | HDC, PED | Medium |

| Parks and Recreation Strategies | | | |
|---------------------------------|---|---------------------|---------------------------------------|
| # | Strategy Summary | Responsible Parties | Community Priority for Implementation |
| PR1 | New neighborhood park btwn W.7th and Shepard | Parks, PED | High |
| PR2 | Community gardening opportunities | Parks, HDC | Low |
| PR3 | Maintain natural river areas | Parks | Medium |
| PR4 | Attract regional visitors | Parks | Low |
| PR5 | Improve accessibility of Shepard Road trails and Crosby Farm Park | Parks, PW | High |
| PR6 | Improve access to Two Rivers Park Outlook | Parks, PW | Medium |
| PR7 | Improve appearance of parks along W. 7th | Parks, PW | High |
| PR8 | Explore public uses for McDonough Park | Parks | Medium |

Note: HDC=Highland District Council, PED=Saint Paul Planning and Economic Development, PW=Public Works, DSI=Department of Safety and Inspections

Implementation

| Housing Strategies | | | |
|--------------------|--|---------------------|---------------------------------------|
| # | Strategy Summary | Responsible Parties | Community Priority for Implementation |
| H1 | Better balance of housing types | PED | High |
| H2 | Attract neighborhood-serving businesses | PED | High |
| H3 | Retain existing single family housing areas | PED | High |
| H4 | Create new block clubs | HDC | High |
| H5 | Raise awareness of social services and other resources | HDC, PED | High |
| H6 | Work with landlords and identify problem properties | HDC, PED | High |

| Transportation Strategies | | | |
|---------------------------|--|--------------------------|---------------------------------------|
| # | Strategy Summary | Responsible Parties | Community Priority for Implementation |
| T1 | Improve transportation options, particularly walkability | PW, PED, HDC | High |
| T2 | Slow traffic off Highway 5 onto W. 7th | PW, MnDOT | High |
| T3 | Maintain Shepard Road as truck route | PW, MnDOT | Medium |
| T4 | Improve bus stops on W. 7th | PW, MnDOT, Metro Transit | High |
| T5 | Improvements to Davern Road | PW, PED | Medium |
| T6 | Bicycle improvements | PW | Low |
| T7 | Intersection safety | PW, PED, MnDOT | Medium |
| T8 | CP rail spur study | PW, PED, RCRRA | High |
| T9 | Great River Passage recommendations | PW, Parks, PED | Low |

Appendix: Basic Census and Market Information

Data source: U.S. Census Bureau, Census 2010 Summary File 1.
Esri forecasts for 2012 data.
2010 data unless otherwise noted.

Population

- Total Population: 5,465
- 59.3% White Alone
- 26.9% Black Alone
- 0.3% American Indian Alone
- 4.8% Asian Alone
- 0.0% Pacific Islander Alone
- 6.0% Some other race Alone
- 2.6% Two or more races
- 10.2% Hispanic Origin

Housing

- Households: 2,846
- Average Household Size: 1.91
- Housing Units: 3,187
- *Owner Occupied Units: 16.9%*
- *Renter Occupied Units: 72.4%*
- *Vacant Housing Units: 10.7%*
- Households with children: 17.9%

Income

- Average Household Income (2012):\$44,974
- Households with income <\$15,000: 26.4%

Data source: Esri and Dun & Bradstreet, 2012

Market Profile

- Total Retail Trade Demand(/Potential): \$48,427,107
- Total Retail Trade Supply (/Sales): \$11,671,773
- *Retail Gap: \$36,755,333*
- Total Food & Drink Demand: \$5,655,567
- Total Food & Drink Supply: \$11,041,826
- *Food & Drink Gap: -\$5,386,259*

Notable Gaps

- *Grocery Stores Gap: \$6,523,479*
- *Health & Personal Care Stores Gap: \$3,101,885*
- *Building Materials, Garden Equip. & Supply Stores Gap: \$486,673*
- *Electronics & Appliance Stores: \$1,041,954*
- *Full-Service Restaurants Gap: -\$2,584,706*
- *Gasoline Stations Gap: -\$2,133,931*

Area Plan Summary

District 15 Highland Park Neighborhood Plan

Addendum to The Comprehensive Plan for Saint Paul

Recommended by the Planning Commission April 20, 2007

Adopted by the City Council July 18, 2007

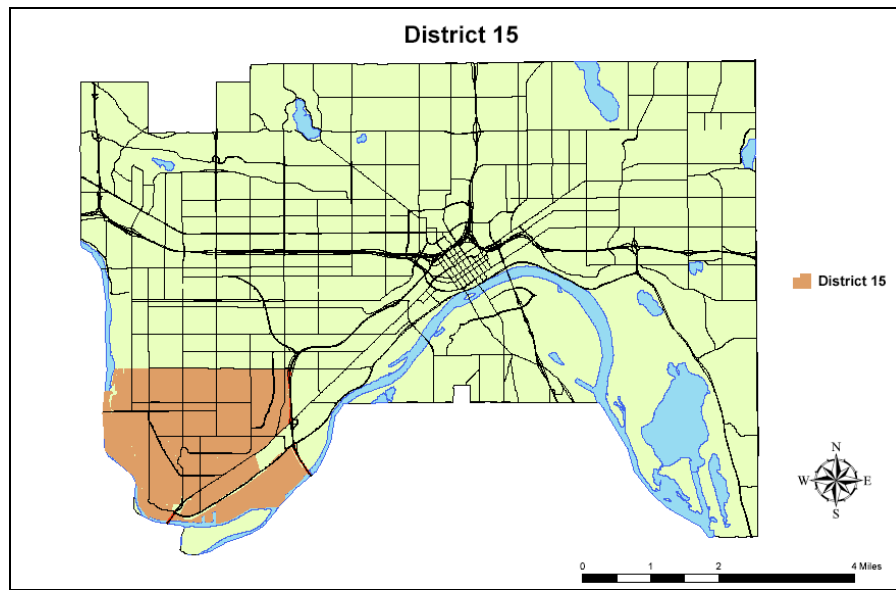
PROPOSED updates to reflect Shepard Davern Area Planning Process 2014

*This summary appends to the Saint Paul Comprehensive Plan the vision and strategies of the **District 15 Highland Park Neighborhood Plan** and replaces the Highland Park District Plan adopted in 1979. The **District 15 Highland Park Neighborhood Plan** consists of eight major areas of focus, including (1) Commercial Districts, (2) Housing, (3) Urban Design, (4) Transportation, (5) Parks, Recreation, and Libraries (6) Environment, (7) Public Safety, and (8) Education. The full-length plan, used for reference in the creation of this Area Plan Summary, was not itself adopted by the City and may include some policy differences. Copies of the full-length plan are available for review at the Saint Paul Department of Planning and Economic Development and the offices of the Highland Park District Council.*

This summary also reflects the community task force planning process completed in 2013-14 for the Shepard Davern area, or the West 7th Street Area Commercial District as discussed below. The two actions from the 2007 adopted version of this document were both addressed during the 2013-14 process, and so have been stricken from this summary document. Updated sections are highlighted.

Location

The Highland Park neighborhood is bounded by Randolph Avenue on the north, the Mississippi River on the west and south, and I-35 on the east, with the exception of a small wedge shape east of Homer Street between Shepard Road and West 7th Street that belongs to District 9.



Location of District 15 Highland Park Area in City of St. Paul

Vision

Highland Park seeks to strengthen its place as one of the great places to live, work and recreate in the City of Saint Paul. The community aims to foster an environment that respects and enriches the mutually beneficial relationship between residential livability and commercial vitality by stressing its values, including quality of life, diversity of culture and pride in our community.

Through the implementation of this Plan, the community strives to:

- incorporate a mix of uses and a pedestrian-friendly street environment in commercial areas
- provide services that contribute to neighborhood self-sufficiency while improving the District's position in the regional economy
- maintain high-quality housing stock through physical maintenance and community interaction that promotes pride and safety
- welcome residents from a broad spectrum of age groups and income levels with new housing units that are high quality as well as affordable
- protect and expand access to the district's natural amenities including parks, trails, views and recreational facilities
- enhance environmental consciousness to reduce the negative impacts of humans on the environment

- encourage proactive planning for the Ford Plant site, while continuing to support the invaluable asset it provides
- maintain a high level of safety through community engagement, strong relationships with public safety departments, and utilization of crime-preventive urban design features
- enjoy a high level of education due to a successful relationship between the neighborhood, the City, and the education community

Actions for achieving the above vision and goals for Highland Park are presented in several topic areas: Commercial Districts, Housing, Urban Design, Transportation, Parks and Recreation, Environment, Public Safety, and Education.

Commercial District

West 7th Street Area

- ~~1) Amend the Shepard-Davern Gateway Small Area Plan and Overlay [Summary adopted 9/22/1999] with two modifications:

 - ~~a) Reduce the maximum allowed building height to five floors or fifty five feet while continuing to enforce forty foot height limits in the Mississippi River Critical Area~~
 - ~~b) Eliminate convention facilities as permitted uses~~~~
- ~~2) Initiate a TN3 Master Plan to evaluate potential rezonings and implementation of TN design guidelines to replace the design guidelines in the Shepard-Davern Overlay area~~
 - 1) Improve the safety and walkability of West 7th Street, including the slowing of traffic coming into the city off the Highway 5 bridge, to create the feeling of a Gateway to Saint Paul.
 - 2) Create a neighborhood park and community gathering space between Shepard Road and West 7th, to better serve both the elderly and youth populations in the area. In particular, look for opportunities that would be easily accessible to Sibley Manor.

Highland Village

- 3) Rezone portions of Highland Village to TN-2 to support mixed-use development and appropriate building design
- 4) Explore options for shared parking agreements and new parking facilities in Highland Village
- 5) Explore the potential for a Parking Benefit District or cooperative special assessment in Highland Village to address parking issues, generate revenue for street improvements, and fund future parking facilities
- 6) Work with Metro Transit to maintain transit access to both Downtown St. Paul and Downtown Minneapolis from Highland Village
- 7) Conduct a planning study of the Ford Plant site and the adjacent railroad corridor to consider future land use options

Snelling-Randolph Commercial Area

- 8) Consider rezoning portions of the Snelling-Randolph commercial area to TN-2 to support mixed-use development and to provide design standards that limit the visual impacts of parking and maintain attractive building facades

Housing

- 9) Utilize zoning mechanisms, such as TN zoning that allow for residential uses in the commercial areas, while limiting the expansion of commercial uses into residential neighborhoods
- 10) Ensure that any redevelopment of the St. Gregory's site—or any future redevelopment in residential areas—is compatible with the character of the surrounding neighborhood
- 11) Encourage mixed-income developments, offering both renter and owner options
- ~~12) If Sibley Manor or other large market rate or subsidized affordable housing complexes are redeveloped, District 15 requests that at least 30% of the new units provided on site are affordable to residents making below the St. Paul median income~~ **REMOVED AT REQUEST OF TASK FORCE; REPLACEMENT BELOW**
- 12) Support a balance of housing types, tenures, and ownership models in the Shepard-Davern area of the Highland District, and pursue high quality housing that can serve as an amenity for the neighborhood.**
- 13) District 15 requests that the City implement architectural design standards to ensure that new residential construction is compatible with adjacent houses in scale, form and architectural design

Urban Design

- 14) District 15 encourages the City to enhance the basic design standards in the City code for commercial areas to be more similar to TN zoning district design standards
- 15) Use City's sign code to limit billboards and ensure attractive signage
- 16) Increase the number of street trees with infill planting where gaps exist and with new development projects
- 17) Continue to survey and inventory historic properties in the district in order to provide protection and encourage sympathetic renovation
- 18) Encourage buried power lines

Transportation

- 19) Use traffic calming design techniques—like those outlined in the City's Transportation Plan—to increase pedestrian and driver safety
- 20) In the West 7th Street Area, make the following changes to the public street right-of-ways to ensure an attractive and safe pedestrian environment:
 - a) District 15 will discuss with MnDOT setting a uniform speed limit of no more than 35 miles per hour along West 7th Street through Highland Park
 - b) Ensure that all realigned streets create a gridiron street pattern with short, urban-sized blocks
 - c) Provide on-street parking when possible
 - d) Install frequent street trees and other streetscaping
 - e) Require wide sidewalks throughout the area and replace existing gaps in the sidewalk network (Davern, Rankin, Madison, Alton and Springfield streets)
 - f) District 15 desires to install count-down pedestrian crossings at major intersections, including West 7th Street and Davern and add new crosswalks and signage at all intersections, and will work with Public Works to pursue these objectives.
 - ~~g) Install a semaphore at the intersection of Shepard and Davern~~ **COMPLETE**

- ~~h)g)~~ District 15 will pursue installation of a left-turn signal with the existing semaphore at the West 7th Street and Davern intersection
- ~~h)h)~~ District 15 will pursue redesign of the intersection at West 7th, Montreal and Lexington to increase pedestrian safety
- ~~h)i)~~ Redesign intersection of St. Paul and Cleveland Avenues to increase pedestrian safety
- 21) District 15 will pursue reconnecting Shepard Road to the Mississippi River as a parkway extension of Mississippi River Blvd with extensive landscaping and pedestrian and bicycle trails.
- 22) Prioritize resources for the reconstruction of the Edgumbe-Hamline bridge
- 23) The Highland community strongly desires a reduction in the speed limit on Snelling Avenue from 35 to a uniform 30 miles per hour between Highland Parkway and Montreal
- 24) Study TN rezoning for portions of Highland Village and West 7th Street area to achieve better design standards for parking
- 25) Install bike lanes on Snelling and Randolph, where possible
- 26) Enhance bicycle facilities and construct bicycle routes in the District consistent with the City's Transportation Plan, however, the Highland District Council opposes adding new bicycle lanes along Mississippi River Blvd.
- 27) Expand and encourage use of and access to transit options
- 28) Increase the number of bus shelters along bus routes
- 29) Protect the Mississippi River Blvd from transportation changes that would increase motor vehicle traffic
- 30) Protect the District from transportation changes that will create new or larger arterial roads
- 31) Ensure that all streets have a sidewalk on at least one side of the street and adequate lighting

Parks, Recreation, and Libraries

- 32) Assess resources for the expansion of services at Homecroft as a community recreational center and enlargement of its meeting and play spaces, which are identified as priorities by the Highland District Council
- 33) Prioritize Capital Improvement Budget monies to build a new park near the existing Sibley Manor, as outlined in the Shepard-Davern Plan
- ~~34) Assess funding for a new recreation center south of West 7th Street, identified as a priority by the Highland District Council~~ **REMOVED AT REQUEST OF TASK FORCE**
- ~~34) Improve accessibility to Crosby Farm Park and the trails on the south side of Shepard Road, particularly through enhanced pedestrian and bicycle crossings as identified in the Great River Passage Plan.~~
- 35) Identify and map opportunities for future green and open space acquisition, conservation, public access to the Mississippi River, and creating connections between existing open spaces and parks
- 36) Maximize connectivity between parks and open space through the use of bicycle and pedestrian trails in Highland and with adjacent districts
- 37) Protect views and vistas to and from the Mississippi River while protecting environmentally sensitive areas
- 38) Upgrade historic Highland Golf Course Clubhouse as a multi-use facility that can be rented by the public for events
- ~~39) Prioritize resources for an expanded library in the West 7th St corridor~~ **REMOVED AT REQUEST OF TASK FORCE**

- ~~40~~39) Prioritize resources for renovation of the Highland library and consider expansion
- ~~41~~40) Support opportunities for the public to comment on potential parks and recreation changes

Environmental

- 41) Provide a variety of educational and community clean-up events
- 42) Identify structures in District 15 that are at risk for lead-based paint and lead pipes and mitigate their negative effects through programs for replacement, rehabilitation and repainting
- 43) Identify areas of high stormwater run-off and alleviate its effects through the integration of best management practices into developments
- 44) Develop creative funding strategies for upgrading infrastructure within the District
- 45) Reestablish Saint Paul's representation on the Metropolitan Airport Commission's Noise Abatement Board
- 46) Support city-wide energy conservation efforts such as the Neighborhood Energy Connection and its "hOurCar" car-sharing program
- 47) Maintain weekly recycling pick-up
- 48) Replace boulevard and park trees that are lost due to disease, damage, etc.
- 49) Plant only native species or cultivars in natural areas while controlling exotic and invasive species
- 50) Preserve and protect natural resources, like the Mississippi River, its floodplain and bluffs by restricting new development from extending past its current boundaries unless such development is specifically allowed in the floodplain or critical area overlay districts
- 51) Strictly enforce height limits within the Mississippi River Critical Area

Public Safety

- 52) Continue to support Neighborhood Block program
- 53) Educate property owners on crime prevention and security improvements in the home and commercial areas
- 54) Increase police patrols—particularly at night—to prevent unlawful behavior
- 55) Increase police presence in parks—particularly Crosby Farm Park and along the Mississippi River
- 56) Upgrade deteriorating sidewalks
- 57) Ensure that strong police community bonds are continued through interactions at both District Council meetings and involvement with the monthly Western District community meetings
- 59) Apply CPTED (Crime Prevention Through Community Design) principles in the design of public projects

Education Strategies

- 60) Encourage public participation in school decisions that will have a large impact on the surrounding neighborhood

Priority Actions for City Participation

The following actions (referenced by number in the plan summary) have been identified as

priorities of the community that require leadership or signification participation by city government. Community groups and city departments should implement the projects identified in this summary by applying for city resources in competitive processes such as the Capital Improvement Budget (CIB) and Sales Tax Revitalization program (STAR), and working though the regular operating programs of relevant city departments.

Planning and Economic Development

#1, #2, #3, #7, #8, #9, #10, #12, #13, #14, #4847, #5251, #5352

Public Works

#19, #20, #21, #22, #23, #24, #26, #29, #4645

License, Inspections and Environmental Protection

#5, #15, #4342

Parks and Recreation

#26, #32, #33, #34, #5049

Libraries

#39, #40

Police

#5554, #5655

Planning Commission Findings

The Planning Commission finds that the Area Plan Summary of the District 15 Highland Park Neighborhood Plan, as proposed by the District 15 Planning Council, is generally consistent with the Saint Paul Comprehensive Plan and adopted City policies.

Planning Process

The District 15 Comprehensive Plan Update was created through a public participation process and a thorough investigation of the issues that will affect Highland Park in the next ten to twenty years. The community plan process started in January 2004. The Highland District Council created a Task Force to deal specifically with creating goals for Highland's future. The creation of this plan took place in several steps over a twenty-month period. The Task Force was composed of members of the Highland District Council and staff, planners from the City of St. Paul, members of the community, business owners, and student consultants from the University of Minnesota – Humphrey Institute. Residents and business-owners were also asked to give input on the Plan through interviews with key stakeholders and at public meetings.

The Task Force met nearly two dozen times between January 2004 and September 2005 to discuss the issues of primary importance to District 15. These meetings were brainstorm sessions

that focused on land use, economic development, public safety, transportation, parks and recreation, quality of life issues, business/commercial, and human services. The outcome of these meetings was a preliminary draft of the District Plan addressing the prominent issues in the District.

In January of 2005, four graduate students from the Humphrey Institute of Public Affairs (HHH) at the University of Minnesota were contracted to develop and organize the updated plan for Highland as part of their final capstone project. The graduate students met with the Highland District Council, the Planning Task Force, and many community members to get further input for the District Plan. They developed a stakeholder analysis to determine who was invested in the Highland District, and whom they should contact about specific issues. The HHH graduate students also developed an analysis of the Strengths, Weaknesses, Opportunities and Threats (SWOT) in the District. The Highland District Council gave their input on the assets and issues for many topics and changes Highland will address in the future. The HHH graduate students compiled this information and used it to create the Plan Elements listed in the plan.

The draft District Plan was presented to the public at the Highland District Council's annual meeting on April 26, 2005. The students gave a PowerPoint presentation outlining the plan, and provided draft Plan Element sections for the community to read and respond to. The community members who attended the meeting were encouraged to give input and commentary on the draft. The Highland District Council held a second public meeting for input on the District Plan on June 23, 2005 at the Hillcrest Recreation Center. This meeting was an open forum where the public expressed their ideas about the Plan. Both sets of public meetings lead to positive feedback and significant changes to the final Plan.

After the students finished their work, the District Council hired one of the graduate students to finalize the Plan. At a special meeting on September 22, 2005, the Highland District Council Board voted unanimously to approve the District Plan.

In 2013, at the request of the Highland District Council, the Neighborhood Planning Committee and Planning Commission of the City of Saint Paul initiated a planning update process for the Shepard Davern area. The 1999 Shepard Davern Small Area Plan and Highland District Plan's West 7th Commercial District chapter were both to be examined. A task force of community members, co-chaired by a community representative and planning commissioner, was convened and met monthly for a year to complete this plan update. The new Shepard Davern Area Plan was intended to replace the West 7th Commercial Area chapter of the Highland District Plan. It changed some of the priorities for the area, which are reflected in this amended Area Plan Summary. The new Shepard Davern Area Plan was also proposed as an addendum to the Comprehensive Plan. Furthermore, the plan allowed the 1999 Shepard Davern Small Area Plan to be decommissioned.



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: October 30, 2014

TO: Neighborhood Planning Committee

FROM: Merritt Clapp-Smith, Principal Planner

SUBJECT: Shepard Davern Zoning – Public Hearing Review and Zoning Recommendations

On October 17, 2014, the Planning Commission hosted a public hearing on the **Shepard Davern Area Zoning Study**. The public hearing was held on proposed rezonings as described in the Shepard Davern Zoning Study report and as noted on the maps and property rezoning list, attached again for your review.

The public comments and testimony received provided very consistent input. This input is best represented by the recommendations of the Shepard Davern Task Force, which were:

1. Do not rezone the Sibley Plaza parcel (PIN 212823110016) and the two adjacent parcels with the gasoline station (PIN 212823140001) and the apartments (PIN 212823110015). Retain the three parcels with their current zoning of B2 and RM2.
2. Rezone the RM1 and RM2 properties south of W 7th between Madison & Rankin as T2, not as T1.
3. Rezone the OS parcels, and the adjacent RM2 parcels with single-family uses, northwest of Youngman & Rankin as T2, not as T1.
4. Rezone all remaining properties in the Shepard Davern Zoning Study area as proposed for the Planning Commission October 17, 2014 public hearing, except as noted above.

The public hearing comments included:

- 1 letter from Shepard Davern Task Force & Testimony from Shepard Davern Task Force co-chair
- 1 letter from Highland District Council & Testimony from Highland District Council President
- 1 letter from Paster Enterprises (Sibley Plaza) & Testimony from Paster Enterprises
- 1 letter from the Saint Paul Area Chamber of Commerce
- 13 written comments from Shepard Davern area residents and property owners (4 also testified)
- Testimony from Enterprise Rental Car (property owner) representative
- Testimony from seven (7) Shepard Davern area residents and property owners

STAFF RECOMMENDATION

Staff recommends rezoning properties in the Shepard Davern area as proposed for the Planning Commission public hearing, with specific recommendations on the 3 sub-areas that noted two potential zoning types.

1. Rezone the RM1 and RM2 properties south of W 7th between Madison & Rankin as T2 (not as T1).
2. Rezone the OS parcels, and the adjacent RM2 parcels with single-family uses, northwest of Youngman & Rankin as T2 (not as T1).

3. Rezone the Sibley Plaza parcel (PIN 212823110016) and the two adjacent parcels with the gasoline station (PIN 212823140001) and the apartments (PIN 212823110015) to T3. T3 rezoning is consistent with the recommended rezoning of other properties along that portion of West 7th, and is consistent with City policy to use T zoning along major transit corridors in the city to support compact, pedestrian-oriented design. Recent transit studies and the current Riverview Corridor Study anticipate significant future investments in transit infrastructure along West 7th Street and in front of Sibley Plaza. Therefore, zoning in this area should be consistent with transit supportive uses and design.

NOTE: Recommendation #3 above is contrary to the overwhelming public comments that oppose rezoning Sibley Plaza and the 2 adjacent parcels. The property owner is planning a redevelopment that would not conform to T3 traditional neighborhood standards; it better conforms to the current B2 zoning which allows parking in front of the building and drive-thrus for businesses. The property owner and community members are concerned that not allowing these features at the location, given the constraints and the market niche of the site, will undermine the potential for new retail investment and redevelopment. Since reinvestment is a priority and strong need for the neighborhood, there is a strong sentiment for this property that “a bird in the hand is worth two in the bush”. In sum, the property owner and many community members want the bird in the hand, while city staff look to the two in the bush. There is no “right” answer – it’s a policy decision.

STAFF CONTACT

Merritt Clapp-Smith, 651.266.6547 or merritt.clapp-smith@ci.stpaul.mn.us

Attached:

- List of properties proposed for rezoning – as recommended in this memo (Sibley Plaza area parcels in yellow)
- Map of current zoning
- Map of proposed zoning – public hearing version
- Public hearing comments



CITY OF SAINT PAUL

Christopher B. Coleman, Mayor

25 West Fourth Street
Saint Paul, MN 55102

Telephone: 651-266-6700
Facsimile: 651-266-6549

October 2, 2014

To: The Saint Paul Planning Commission

From: The Shepard Davern Task Force

Re: Recommendations on proposed new zoning in the Shepard Davern Zoning Study area

On September 30, 2014, the Shepard Davern Task Force met to consider and make a recommendation on proposed rezonings for the Shepard Davern Area, to be heard by the Saint Paul Planning Commission on October 17, 2014.

The Task Force voted on the proposed rezoning and provides these majority recommendations:

1. Do not rezone the Sibley Plaza parcel (PIN 212823110016) and the two adjacent parcels with the gasoline station (PIN 212823140001) and the apartments (PIN 212823110015). Retain the three parcels with their **current zoning of B2 and RM2**.
[Vote tally: Rezone T3 = 0; Retain current zoning = 9; Not sure = 2]
1. Rezone the RM1 and RM2 properties south of W 7th between Madison & Rankin as **T2**, not as T1.
[Vote tally: Rezone T1 = 1; Rezone T2 = 6; Rezone T1 or T2 = 2; Not sure = 2]
2. Rezone the OS parcels, and the adjacent RM2 parcels with single-family uses, northwest of Youngman & Rankin as **T2**, not as T1.
[Vote tally: Rezone T1 = 0; Rezone T2 = 8; Rezone T1 or T2 = 1; Not sure = 2]
3. **Rezone all remaining** properties in the Shepard Davern Zoning Study area **as proposed** for the Planning Commission October 17, 2014 public hearing, except as noted above.
[Vote tally: Rezone remaining as proposed = 8; No rezone of remaining = 1;
Rezone remaining, except Johnson Brothers' properties in Mississippi Critical Area overlay zone = 1; Not sure = 1]

Respectfully Submitted,



Gaius Nelson, Task Force co-chair

Greg Campbell, Task Force co-chair

*Copied: Ward 3 City Council office
Highland Park District Council*



Highland District Council
1978 Ford Parkway Saint Paul, Minnesota 55116
651-695-4005 Fax 651-695-4019
Email: hdc@visi.com

Resolution to Support the Shepard Davern Task Force Zoning Recommendations

Whereas, in the fall of 2011 the Highland District Council(HDC) requested the City of Saint Paul complete a review of the Shepard Davern small area plan and zoning overlay; and

Whereas, the Department of Planning and Economic Development initiated a zoning study in conjunction with the small area plan in the defined area; and

Whereas, the Shepard Davern Task Force met monthly over the course of 2013 and into the spring of 2014 to update the existing plan and discuss the future vision of the neighborhood; and

Whereas, PED sent letters to each property owner and resident in the zoning study area and held two community meetings on June 16 and June 24, 2014; and

Whereas PED has met with the HDC's Community Development Committee on August 19, and the HDC's Board of Directors on October 2nd, 2014 to discuss the zoning study; and

Whereas the HDC Board met with Paster Enterprise to discuss the rezone of their parcel on October 2nd, 2014; and

Whereas the Shepard Davern Task Force recommended in a letter to the Planning Commission:

1. Do not rezone the Sibley Plaza parcel (PIN 212823110016) and the two adjacent parcels with the gasoline station (PIN 212823120001) and the apartments (PIN 212823110015). Retain the three parcels with their current zoning of B2 and RM2.
2. Rezone the RM1 and RM2 properties south of West 7th between Madison and Rankin as T2, not as T1.
3. Rezone the OS parcels, and the adjacent RM2 parcels with single –family uses, northwest of Youngman and Rankin as T2, not as T1.
4. Rezone all remaining properties in the Shepard Davern study area as proposed for the Planning Commission public hearing on October 17, 2014, except as noted above.

Whereas, the City of Saint Paul's Planning Commission recommends updating the existing District 15 Highland Park zoning and retiring the zoning overlay. Therefore,

Be it resolved, that the Highland District Council supports the Shepard Davern Task force recommendations on the zoning study for the Shepard Davern area.

Adopted on October 2, 2014
By the Highland District Council



Highland District Council
1978 Ford Parkway Saint Paul, Minnesota 55116
651-695-4005 Fax 651-695-4019
Email: hdc@visi.com

October 15, 2014

Planning Commission
City of Saint Paul

Dear Planning Commissioners:

The Shepard Davern Small Area Plan (adopted by the Saint Paul City Council in 1999) and its related Shepard Davern Commercial and Residential Redevelopment Overlay Districts were created before Traditional Neighborhood Zoning Districts were established in the City's zoning code. Following a City Council amendment to the Overlay Districts in 2011, the Highland District Council (HDC) requested the Saint Paul Planning Commission initiate a zoning study to replace the two Overlay Districts.

The HDC has been closely involved in the public process of the Shepard Davern Zoning Study. HDC board members have provided feedback to City staff on the Shepard Davern Zoning Study's proposed amendments through the Shepard Davern Task Force, participation at the two public meetings hosted by Planning and Economic Development staff, and at presentations to the HDC's Community Development Committee and Board of Directors. The HDC's Community Development Committee also hosted a community meeting where Paster Enterprises presented its proposed redevelopment for Sibley Plaza under the parcels' current zoning.

The HDC supports the Zoning Study recommendations made by the Shepard Davern Task Force. The HDC's approved resolution is attached. The HDC and Shepard Davern Task Force's recommendations are to support the proposed zoning changes with the exception of: 1) retaining the current B2 and RM2 zoning for the three parcels owned by Paster Enterprises rather than rezoning to T3, and 2) rezoning parcels to T2 where the Zoning Study recommends parcels for either T1 or T2 zoning.

During the HDC's deliberation on the Zoning Study two major concerns were raised: 1) protection of the Mississippi River Critical Area from over development, and 2) consideration for longer-term redevelopment of the neighborhood.

The Shepard Davern Zoning Study fulfills the Highland Park District 15 Plan (adopted 2007) action for the City to "initiate a TN3 Master Plan to evaluate potential rezonings and implementation of TN design guidelines to replace the design guidelines in the Shepard-Davern Overlay area." The HDC thanks PED staff and the Planning Commission for their work on the Shepard Davern Zoning Study.

Sincerely,

Kathy Carruth
Executive Director

Tia Anderson
President



HIGHLAND
DISTRICT
COUNCIL

Highland District Council
1978 Ford Parkway Saint Paul, Minnesota 55116
651-695-4005 Fax 651-695-4019
Email: hdc@visi.com

Highland District Council

Highland District Council



October 15, 2014

Merritt Clapp-Smith
City of Saint Paul
15 Kellogg Blvd. West
Saint Paul, MN 55102

VIA EMAIL

Re: Draft Shepard Davern Area Planning and Zoning Study

Dear Ms. Clapp-Smith:

As the State's largest local chamber and a strong supporter of creating vibrant neighborhoods through private investment, the Saint Paul Area Chamber of Commerce (SPACC) writes to express its support for preserving the B2 zoning designation for Sibley Plaza, a triangular shaped parcel of land bordering West 7th Street, Davern Street, and the Canadian Pacific railroad line.

As with the Highland District Council and community-led Shepard-Davern Task Force, SPACC recommends preserving the B2 zoning for Sibley Plaza. SPACC supports preserving the B2 zoning for several important reasons. We believe that preserving the zoning is critically important for advancing the proposed redevelopment of Sibley Plaza. Paster Enterprises and Bader Development are proposing a pedestrian-friendly redevelopment of Sibley Plaza valued at approximately \$50 million that will feature new commercial and residential uses bringing new amenities to the neighborhood. This redevelopment, which will unquestionably expand the City of Saint Paul's tax base through private investment, may not occur if the B2 zoning designation for Sibley Plaza is not preserved.

SPACC also believes that preserving the B2 zoning classification for Sibley Plaza is consistent with the City's land uses policies for the area in the Saint Paul Comprehensive Plan. The Comprehensive Plan designates the West 7th corridor through the Shepard-Davern area as a mixed-use corridor served by public transit and that is appropriate for a range of land uses, including commercial, industrial, and residential uses. By preserving the B2 zoning for Sibley Plaza, SPACC believes the City will attract more neighborhood serving businesses to the area, facilitate higher-density housing amenities, and improve pedestrian and vehicular accessibility.

In summary, SPACC supports preserving the B2 zoning designation for Sibley Plaza. We believe doing so will facilitate private investment and is consistent with Saint Paul's Comprehensive Plan.

Please feel free to contact me with any questions or comments.

With Kind Regards,

A handwritten signature in black ink, appearing to read "MB", with a long, sweeping horizontal line extending to the right.

Michael J. Belaen
Director of Public Affairs and Legal Counsel

October 16, 2014

Saint Paul Planning Commission
City of Saint Paul
15 Kellogg Blvd. West
Saint Paul, MN 55102

VIA EMAIL

Re: Draft Shepard Davern Area Planning and Zoning Study

To the members of the Saint Paul Planning Commission:

Thank you for the opportunity to comment on the Shepard Davern Zoning Study.

I write on behalf of Paster Enterprises, a third generation family owned and managed commercial real estate company that was established in 1948 in St. Paul. Since that time, the company's primary mission has been to "Create Value by Connecting Retailers with Community Demands".

Paster Enterprises developed Sibley Plaza, which is entirely within the Shepard Davern Zoning Study area, nearly 60 years ago. We have owned, leased, and managed the property for that entire 60 year period.

We support the overall zoning plan recommendation for the Shepard-Davern area. We agree that, as recommended, it will allow the area to respond to developing market forces as parts of the community are redeveloped and addresses current non-conforming uses.

We urge the Planning Commission to align with the recommendations of the Shepard Davern Task Force and the Highland District Council related to the Sibley Plaza parcels. By maintaining the current B-2 zoning on those parcels, we will be able to substantially upgrade our service to the neighborhood by redeveloping the entire property with market rate housing, improved grocery offerings and other retail options within the next 15 months.

Over the years, Sibley Plaza has served the community well but it has, in many ways, outlived its time.

We have been working with our housing partners, Bader Development and Steven Scott Management, along with a number of retailers for two years to develop our current plan and are nearly complete with that process. It includes the complete replacement of the existing 1950s era shopping center with a pedestrian friendly mixed use development that includes 120 to 140 units of market rate apartments above retail directly on West 7th Street and new grocery and drug stores to serve the Shepard Davern area. We plan on formally seeking city approval for the project within the next few months.

A significant zoning change on our property at this time will limit our ability to deliver on this promise.

Our plans have been introduced to the community and have been well received. We are working closely with our neighbors, the office of the city councilmember, city staff and the district council to design a project that will support the long term vision of the neighborhood while meeting the current needs in a better way.

Once again, we ask you to support the current recommendation to maintain B-2 zoning on the Sibley Plaza property.

Sincerely,



Ken Henk
Vice President, Operations and Construction
Paster Enterprises, LLC

CC: Howard Paster

Beaulieu, Michelle (CI-StPaul)

From: Mona Winston <monajoin@me.com>
Sent: Thursday, October 16, 2014 7:48 AM
To: Beaulieu, Michelle (CI-StPaul)
Subject: Planning commission meeting

Follow Up Flag: Follow up
Flag Status: Completed

Michelle,

We are unable to attend the meeting but wish to express our views.

We strongly support:

1) MAINTAINING THE CURRENT ZONING FOR SIBLEY PLAZA AND THE APARTMENTS BEHIND, AND NOT CHANGING IT AS THE CITY STAFF HAS PROPOSED.

2) MAKING MCDONOUGH AN "ALTERNATIVE PARK" A HIGH PRIORITY IN THE DISTRICT 15 AND DAVERN-SHEPARD PLAN INSTEAD OF THE MAGNET FOR TRASH, DEBRIS, AND OVERGROWN MESS IT IS CURRENTLY.

3) ADDING TO THE DAVERN-SHEPARD PLAN AND DISTRICT 15 PLAN THE NEED TO ENSURE THAT REPRESENTATION FROM PROPERTY OWNERS LIVING CLOSE TO THE RAILROAD SPUR ARE INCLUDED IN ALL TASK FORCE OR STUDY GROUPS LOOKING AT ALTERNATIVE FUTURE USES FOR THOSE TRACKS AND PROPERTY.

Thank you.

Mona Austrian and Elliot Libman
2353 Youngman Avenue
St. Paul, MN 55116

Sent from my iPad

Clapp-Smith, Merritt (CI-StPaul)

From: Connie Barry <cbarry@conniebarry.com>
Sent: Thursday, October 16, 2014 12:35 PM
To: Tolbert, Chris (CI-StPaul)
Cc: Art Kourajian; Susan Freeman; Beaulieu, Michelle (CI-StPaul); Clapp-Smith, Merritt (CI-StPaul)
Subject: Sibley Plaza Redevelopment

Councilman Tolbert,

Tomorrow morning there is a Public Hearing by the Planning Commission to discuss the Shepard Davern Plan and the Zoning Study. I participated in many of the meetings of the Shepard Davern Task Force. The issue that we at Highland Pointe (145 condominium units) are concerned about is the rezoning of the Sibley Plaza property. We feel strongly that the zoning of their property remain B2 instead of being rezoned to T3. We are all in favor of the proposed plan to redevelop Sibley Plaza, and the zoning needs to remain B2 to do that.

We all enjoy the close proximity of Sibley Plaza and its easy access to shopping. The new proposed development would greatly enhance our neighborhood and offer new retail stores and a fresh look.

One of the biggest problems is that T3 zoning requires the parking to be placed to the side and rear of the main structure not in front next to the main street. None of the strip malls I use have the parking on the side or the rear of the main retail stores. It's impractical and does not give the consumer easy access.

Therefore, we are recommending that the Sibley Plaza remain B2 zoning just as it is currently and no zoning changes be made to their property.

Thank you,
Connie Barry

Connie Barry
Highland Pointe Condominiums
1800 Graham Avenue #218
St. Paul, MN 55116
cbarry@conniebarry.com
M 612 • 799 • 2661

Beaulieu, Michelle (CI-StPaul)

From: Virginia.Burwell@thomsonreuters.com
Sent: Friday, September 19, 2014 11:09 AM
To: Beaulieu, Michelle (CI-StPaul)
Subject: Sibley Plaza rebuild

Follow Up Flag: Follow up
Flag Status: Completed

Hello Michelle,

I would like you to know that I am very much in favor of the rebuild.

"Sibley Plaza unveiled its \$55 million rebuilding plans before the Community Development Committee on Tuesday evening. The response from neighbors was very positive. They will anchor a pharmacy or upscale restaurant, a fitness center, a drive through coffee shop, another small upscale fast food place, Yarmo Liquor, Subway, some other retail and a grocery store named Fresh Thyme (you can find the chain on line)."

Thank you,

Virginia Burwell
1724 Field Ave
St. Paul, MN, 55116

Clapp-Smith, Merritt (CI-StPaul)

From: Gerald Frisch <gfrisch@nilvaandfrisch.com>
Sent: Monday, June 30, 2014 12:01 PM
To: Clapp-Smith, Merritt (CI-StPaul)
Subject: Re: Potential Zoning Changes Shepard Davern Area

Follow Up Flag: Follow up
Flag Status: Flagged

Dear Merritt,

It was a pleasure attending the neighborhood meeting on Monday, June 16. I was pleased to find out that your daughter and my grand-daughter Stephanie are schoolmates.

I thought you did an excellent job explaining the complex issues involved with the zoning districts; and I believe everybody understood the rezoning ramifications because of your straight forward presentation. As an owner of land involved with the rezoning proposal I am in general agreement with the overall rezoning. However I am opposed to the rezoning of the Sibley Plaza Shopping Center site.

During the meeting I indicated that Sibley Plaza is the keystone to retail and business development on West Seventh Street. I understand that if the shopping center site is rezoned to a traditional zoning district, and if the existing buildings are demolished to rebuild a new shopping center, the new buildings would have to be constructed adjacent to the sidewalk next to West Seventh Street.

I believe that any building on the Sibley Center site should be located in substantially the same location as currently exists – that is along the north side of the site. There does not appear to be any overriding factors requiring the construction of new buildings adjacent to West Seventh Street for the following reasons:

- West Seventh Street is a major thoroughfare carrying heavy traffic especially at the end of Highway 5.
- Access to and from the shopping center would be limited, obstructed and difficult to negotiate.
- Security should be a major consideration. Parking should be situate on the south side of the shopping center (instead of on the north side) with full visibility from West Seventh Street rather than the secluded area on the north.
- Future plans for public transportation on West Seventh Street appear to include either light rail or upgraded bus service. It may be appropriate to establish a passenger bus stop on or near the shopping center site which would be prohibitive if the shopping center buildings were adjacent to West Seventh Street.
- Finally, I understand that prospective tenants interested in occupying a portion of the new shopping center are opposed to parking on the north side of the property because they desire to have their stores fronting West Seventh Street with parking on the south side of the buildings rather than on the north.

I understand that the current planning is looking to the future throughout the city. However, I do not agree that “one size fits all”.

Accordingly, I submit this letter to set forth my reasons for opposing the rezoning of Sibley Plaza Shopping Center. If the rezoning to a T3 District is adopted, I understand that the shopping center owners will only have two

alternatives. The first alternative is to remodel the existing shopping center buildings or if the existing buildings are demolished and a new up to date shopping center is reconstructed then the only option is to build the shopping center adjacent to the sidewalk along West Seventh Street. I do not believe that this is in the best interest of the West Seventh area nor do I believe that it will accomplish a good result.

As evidence of the impracticality of the consequence of a T3 zoning, I previously represented a client that was a tenant in the retail/apartment project constructed on the southeast corner of Snelling Avenue North and Larpenteur Avenue. This retail/apartment project was built adjacent to the sidewalk at that busy intersection. As a consequence of limited access to and from this property, my client's projected business activity was never achieved. In order to reduce it's financial exposure under it's lease, my client was required to pay a large termination fee to the landlord. It appears to me that the same situation will exist at Sibley Plaza if the new buildings are to be built adjacent to West Seventh Street.

I'm therefore urging you as representative of the City of Saint Paul to recommend that Sibley Center Shopping Center site remain at it's current zoning, or if rezoned to T3 than the exception be granted to build the new structures along the north side of the site.

Very truly yours,

Gerry E. Frisch

Clapp-Smith, Merritt (CI-StPaul)

From: Cathy Gagliardi <patcatgags@comcast.net>
Sent: Wednesday, October 15, 2014 4:06 PM
To: Clapp-Smith, Merritt (CI-StPaul)
Subject: Sibley Plaza - zoning

Follow Up Flag: Follow up
Flag Status: Flagged

Hi Merritt,

I am unable to make the meeting this Fri. - so I am writing in support of Paster Enterprise's plan to rebuild at their current B2 zoning.

I am not in favor of the proposed T3 zoning and I would like to ask you to let the committee know this. I know quite a few neighbors who feel the same way and I do hope the Planning Commissions considers our voices too.

Thank you,
Cathy & Patrick Gagliardi
@ 1735 Sheridan Ave.

Beaulieu, Michelle (CI-StPaul)

From: Ellen Mack <ekaymack@gmail.com>
Sent: Saturday, October 11, 2014 1:57 PM
To: Beaulieu, Michelle (CI-StPaul)
Subject: B-2 zoning for Sibley Plaza

Hello Michelle,

I've attended a few HDC meetings recently, including the one at which the Paster/Bader group reviewed their proposal for redeveloping Sibley Plaza. As a neighbor and almost lifelong Highland area resident, I want to express my support of this proposal as presented, and hope the City will let the B-2 zoning remain in effect so this redevelopment can proceed. I think the plan looks great, would revitalize the area, and make a safer, cleaner, stronger and more welcoming section of the city. Thank you!

Ellen Mack

1205 Colette Place

55116

(and please share this with any colleagues who might be interested)

10-7-14

City Of St. Paul

Planning and Economic Development

25 W. 4th St.

Ste 1300

St. Paul, MN 55102

Attn: Michele Beaulieu

Re: Shepard Davern Zoning Study Public Comment

Dear Ms. Beaulieu

I am writing to the city to express my opinion about the current proposal for zoning within the study area. My belief is that the zoning map has deficiencies that need correction before adoption by the city.

In addition, I believe the zoning layer map is an area of concern where it shows parkland as default R – 1 residential. The parcel of hillside north of St. Paul Ave. and east of Davern is clearly Park wild lands on maps and as indicated by Jody Martinez of Parks. Yet this zoning layer map marks it as R-1 which would be confusing for people interested in use for this city owned property. The city should undertake the work necessary for providing a citywide zoning category for parkland so it can be properly shown on zoning maps.

1- I believe this zoning map produced by city staff does not adequately respond to the sentiments expressed by area residents in the current planning study favoring stronger R-1 designation for property in the area. The neighborhood is losing R-1 zoned property not holding even or improving the picture.

2 – The map lacked any advisory of where the current overlay of the river exists. The missing information has not alerted neighbors adequately in this process to it's current existence and to the importance of protecting the river bluff area as a feature of the Great River Passage lands which are part of the City Comprehensive Plan.

3 – It is my belief that not enough attention was paid to the important role of the river bluff in the future of the city. I am referring to the T3 zoning in and adjacent to the area referred to as the critical area of the river both east and west of Davern Ave.

4 - I believe the neighborhood, and know personally the Board of the Highland District Council was given incorrect information that in my opinion was miss-

Page 2

leading about the building height of the existing River Crossing development by Stonebridge at Davern and W. 7th. This complex of buildings was indicated to be Sixty-Five feet in height. According to Merritt Clapp-Smith these buildings were used as the standard of bldg. height that resulted in staff recommendation of T3 zoning for a large swath of land in the area. I believe if the neighbors had had the correct height information, which is approximately 45 feet or certainly no more than 50 feet, not 65 feet, if you include higher architectural features of the buildings. The proper comparable zoning designation for the area would have been T2.

I respectfully ask the city to revisit this T3 Zoning designation 1) because T2 is more consistent with the existing buildings in the area 2) those providing advice for the city regarding the map were not given the correct information about existing building heights and 3) tall buildings possible with T3 zoning inherently to not respect the desires and sentiment of the Great River Passage plan to protect and preserve the view shed into and out of the river valley.

The property at and near the bluff should be T2 on the advisory zoning map.

With regard to the B2 zoning for Sibley Plaza, we agree that this designation has been thoroughly discussed, is appropriate for the plans the owner wishes to undertake at the property and should be shown on the map as B2, rather than T3. This also is more consistent with existing building heights in the area.

Thank you for your consideration,

Kent Petterson

503 St. Clair Ave.

St. Paul, MN 55102

651-222-5536

Clapp-Smith, Merritt (CI-StPaul)

From: Bill Rosenbloom <bill@airlineposters.com>
Sent: Wednesday, October 15, 2014 12:50 PM
To: Beaulieu, Michelle (CI-StPaul)
Cc: Clapp-Smith, Merritt (CI-StPaul); greg walker; Jack; Jerry Wertheimer; kathysoderberg@aol.com; khenk@pasterent.com; lkaiser@7thstreetstorage.com; macduffso1@gmail.com; mwaldman@stpauljcc.org; hdc@visi.com; Kantner, Libby (CI-StPaul); Kent Petterson
Subject: For Planning Commission

Michelle:

Here are my comments for the Planning Commission..

AS A MEMBER OF THE D/S TASK FORCE I, PERSONALLY, WOULD ASK THE PLANNING COMMISSION TO SUPPORT THE FOLLOWING:

1) THE NEIGHBORHOOD HAS SUPPORTED THE NEED TO MAINTAIN THE CURRENT ZONING FOR SIBLEY PLAZA AND THE APARTMENTS BEHIND, AND NOT CHANGE IT TO T3 AS

THE CITY STAFF HAS PROPOSED.

2) MAKING MCDONOUGH PARK AN "ALTERNATIVE PARK" (LOCATED ST PAUL AVE AND EDGCUMBE, ABOUT 7 ACRES), A HIGH PRIORITY IN

THE DISTRICT 15 AND DAVERN-SHEPARD PLAN . THE PARK CURRENTLY IS A MAGNET FOR TRASH AND DEBRIS, AND TO BE AN OVERGROWN MESS;
A TOTAL NEGATIVE FOR THE NEIGHBORHOOD.

3) ADDING TO THE DAVERN-SHEPARD AND DISTRICT 15 PLAN, THE NEED TO ENSURE THAT REPRESENTATION FROM PROPERTY OWNERS CLOSE TO THE RAILROAD SPUR

ARE INCLUDED IN ALL TASK FORCE OR STUDY GROUPS LOOKING AT ALTERNATIVE FUTURE USES FOR THE TRACKS AND ADJOINING RAILROAD PROPERTY.

Beaulieu, Michelle (CI-StPaul)

From: rothsteinassociates@comcast.net
Sent: Wednesday, September 17, 2014 3:09 PM
To: Beaulieu, Michelle (CI-StPaul); Clapp-Smith, Merritt (CI-StPaul); #CI-StPaul_Ward3; Thune, Dave (CI-StPaul)
Subject: Zoning in the Shepard Davern area of Highland

As a resident of the neighborhood (2395 Benson) and a member of the recent Shepard Davern Task Group, I'd like to record my opinion on the zoning question involving Sibley Plaza.

I fully support retaining B2 zoning.

Since that is the present zoning, the burden of proof should be on those wanting to change it to give compelling reasons for the change.

Not compelling in my mind is to have neat zoning maps.

In this case, T3 zoning actually works **against** the functionality and aesthetics of that section of West 7th.

While it never came to a vote, I believe that the vast majority of the S-D Task Group does support retention of B2 for this property.

All the best.

Jerry

Jerry Rothstein
651-587-8859

Beaulieu, Michelle (CI-StPaul)

From: Barbara Sommers <sommers80@gmail.com>
Sent: Wednesday, October 15, 2014 8:01 PM
To: Beaulieu, Michelle (CI-StPaul)
Subject: Shepard Davern Planning Commission and Sibley Plaza

Follow Up Flag: Follow up
Flag Status: Completed

UPDATED:

Crosby and Barbara Sommers, residents at the Regency Condominium, 2275 Youngman Av., #205 W, St. Paul, MN, 55116 request that:

- the current zoning for Sibley Plaza and the apartments behind Sibley Plaza remain are not changed as the City Staff members have proposed.
- the property, McDonough Park/Preserve along St. Paul Avenue and Edgumbe, become an "Alternative Park." Currently the property is a magnet for trash, debris, and overgrown weeds. Hundreds of residents, including children, live across St. Paul Avenue. It is not a good example for residents and children and does not show that their neighborhood is a safe and healthy place to live. The property has the potential to become an opportunity to be a park for the residents. The park should be a high priority in the Davern Shepard Plan and the District Hi
- the Davern-Shepard plan and District 15 plan needs to ensure that representation from property owners who live close to the railroad spur are included in all task force or study groups looking at alternative future uses for those tracks and property.

The neighborhood through which West 7th Street is an important "gateway to St. Paul. It is also a great roadway to and from the airport, Mall of America, and Fort Snelling. The lack of signage does not show that the City of St. Paul is investing in our neighborhood. We believe that there is great potential at this time to make improvements.

Thank you for reading.

Sincerely,
Crosby and Barbara Sommers

Beaulieu, Michelle (CI-StPaul)

From: Elana Stern <elanadana52@gmail.com>
Sent: Wednesday, October 15, 2014 3:28 PM
To: Beaulieu, Michelle (CI-StPaul)
Subject: Re: Can't make meeting

Follow Up Flag: Follow up
Flag Status: Completed

My address is: 1915 field Ave, St. Paul 55116

Sent from my iPhone

> On Oct 15, 2014, at 2:40 PM, Beaulieu, Michelle (CI-StPaul) <michelle.beaulieu@ci.stpaul.mn.us> wrote:
>
> Thank you for your comments. To include them in the packet of information for our Planning Commission, please include your home address for their records. If you have any questions or concerns please feel free to contact me.
>
> Best
> Michelle Beaulieu
>
>
>
> Michelle Beaulieu
> City Planner
> Planning and Economic Development
> 25 West Fourth Street, Suite 1300
> Saint Paul, MN 55102
> P: 651-266-6620
> michelle.beaulieu@ci.stpaul.mn.us
>
>
>
>
>
> -----Original Message-----
> From: elanadana52@gmail.com [mailto:elanadana52@gmail.com]
> Sent: Wednesday, October 15, 2014 11:17 AM
> To: Beaulieu, Michelle (CI-StPaul)
> Subject: Can't make meeting
>
> I would like to voice my support for Sibley Plaza to be totally renovated the way Pastor is planning for the development.
> Also, I would like the park space be attended to on St Paul Ave. to make this a park space.
> I would like to be informed and included in discussions on the Ford Canadian Pacific line which runs behind my property.
> Thank you ELANA STERN 651 699 2305
> Sent from my iPad

Beaulieu, Michelle (CI-StPaul)

From: Matthew Zinser <matt@load-bearing.com>
Sent: Friday, September 19, 2014 12:18 PM
To: Beaulieu, Michelle (CI-StPaul)
Subject: Low Lands of Highland Zoning issue

Follow Up Flag: Follow up
Flag Status: Completed

Good afternoon Michelle,

My name is Matthew Zinser and I live at 1733 Sheridan Avenue, St Paul.

I am writing you this email to show my support for the new Sibley Plaza Plans that were recently unveiled. I feel that this will be a great addition to our community and we people that live in the "low lands of Highland" support keeping Mr. Pasteur in our community. They have a good track record with us and we support them staying here. I urge the City of St Paul to maintain the Zoning in this area as B-2. We as a community live hear and feel it is in everyones interest to maintain the zoning as is. B-2 works for us and B-3 simply is not a good option for this most important part of the City. B-2 works for us, so please leave it alone.

Sincerely, Matthew Zinser

1733 Sheridan Avenue
St Paul, Minnesota 55116

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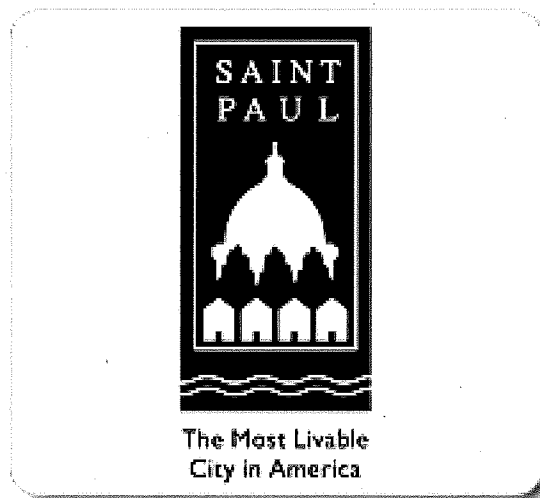
Matthew Zinser
Load-Bearing, Inc.
3010 Minnehaha Ave.
Minneapolis, MN 55406
612-221-2508 (cell)
612-721-8747 (main)

Shepard Davern Zoning Study

What is your opinion of the Shepard Davern Zoning Study?

All On Forum Statements sorted chronologically

As of October 16, 2014, 1:17 PM



As with any public comment process, participation in Open Saint Paul is voluntary. The statements in this record are not necessarily representative of the whole population, nor do they reflect the opinions of any government agency or elected officials.

Shepard Davern Zoning Study

What is your opinion of the Shepard Davern Zoning Study?

Introduction

The Planning Commission is holding a public hearing on the Shepard Davern zoning study on October 17th at 8:30am in the basement of City Hall, rooms 40A+B, 15 Kellogg Boulevard West. For more information and to view the draft zoning map and review the related materials, visit www.stpaul.gov/sheparddavern. If you cannot attend this hearing, but wish to provide testimony, please do so below. For more information, please contact Merritt Clapp-Smith, at 651-266-6547 or merritt.clapp-smith@ci.stpaul.mn.us.

Shepard Davern Zoning Study

What is your opinion of the Shepard Davern Zoning Study?

As of October 16, 2014, 1:17 PM, this forum had:

| | |
|----------------------------|----|
| Attendees: | 16 |
| On Forum Statements: | 3 |
| All Statements: | 3 |
| Minutes of Public Comment: | 9 |

Shepard Davern Zoning Study

What is your opinion of the Shepard Davern Zoning Study?

Jake L ½ to 1 mile

October 15, 2014, 12:28 PM

I support the majority of the zoning changes and I also support Sibley Plaza remaining as B2. Why? Because it would NOT force the redevelopment to place the building closer to West 7th St. Doing so could potentially jeopardize the redevelopment plans as previously mentioned by another poster. For the most part I personally like the redevelopment plan as seen today. I also would hate to keep looking at this eyesore of an existing structure for another 50 years because of a zoning change. This place needs to be redeveloped badly, and another opportunity may not come along anytime soon. It may not be perfect, but its head and shoulders above what is there now.

A little outside of the box here, but the potential for a future transit corridor being placed along West 7th St should be considered as well. Setting the building back from West 7th street could potentially avoid any future space problems if say a light rail was put in the middle of West 7th St. That may be unlikely, but we do not know the outcome of the transit corridor study yet. If the property remains zoned as B2 this can be factored in because the building can be set back with a parking lot between it and the street. Ideally with some green space in mind. West 7th needs more green space to break the area up, and placing a building closer to the street would not accomplish that. I know a parking lot in front won't fix the green space issue either, but it would give it more of an open concept area for potential green spaces if done properly. That is my 2 cents. Thanks

Kevin Gallatin ¼ to ½ mile

October 12, 2014, 3:44 PM

I support the majority of the recommendations of the Shepard Davern Zoning Study with one major exception. I do not support the recommendation to retain B2 zoning for the Paster site on W. 7th and Davern. This site should be zoned T3 to prevent suburban-style development such is presently planned for the site. Since 1955 we've learned that auto-oriented uses such as drive-thrus and large parking lots situated at the front of the property are detrimental to the community. B2 zoning could lock in this destructive development pattern for another 50 years. The site is currently dilapidated and the owner has made it clear that they would do very little to improve it if T3 zoning is approved. I believe that the community's expressed support for B2 zoning was heavily influenced by this ultimatum. This is not an appropriate way make long term decisions for the good of Saint Paul and Highland Park. I do appreciate the long overdue investment in this site. Still, we can and should do better than allowing strip mall development in our thriving urban community.

Thank you for your consideration,

Kevin Gallatin

Ellen Mack ½ to 1 mile

October 8, 2014, 3:44 PM

I am in complete support of the proposed Sibley Plaza redevelopment plan by the Paster group. I hope zoning for this space will remain B-2 in order for the plan to proceed. The city, and the Highland area in particular will benefit greatly. Sibley Plaza has deteriorated significantly over the past decade and the proposed redevelopment will help return the area to the desirable, solid and safe neighborhood it was, as well as be a beautiful entry to the city from Highway 5. Thank you.

From: Alison Guthrie [<mailto:rivermanager@stonebridgecommunities.com>]
Sent: Tuesday, July 15, 2014 4:09 PM
To: Peck, Spencer (CI-StPaul)
Cc: Merritt.clapp-smith@ci.stpaul.mn.us
Subject: RE: Shepard Davern Zoning Study

Dear Spencer:

Thank you for your follow up call today on the proposed zoning for Shepard-Davern Zoning study.

River Crossing Apartments, River Pointe Lofts and Graham Place Senior apartments are in favor of the rezoning.

Kind Regards,

From: Peck, Spencer (CI-StPaul)
Sent: Wednesday, July 02, 2014 1:34 PM
To: rivermanager@stonebridgecommunities.com
Cc: Clapp-Smith, Merritt (CI-StPaul)
Subject: Shepard Davern Zoning Study

Dear Ms. Guthrie;

This email is to follow up regarding our telephone conversation earlier this morning. I have attached the letter sent by the City of St. Paul about the zoning study in the Shepard-Davern area. As I mentioned on the phone, this letter was originally sent (as required by law) to the "Primary Tax Address" (River Pointe Lofts Lmt'd. Prtnr., 15734 Foliage Ave, Apple Valley MN 55124) for the addresses listed in the letter.

Generally, the proposed rezoning is intended to facilitate more flexibility by allowing mixed residential and commercial uses, higher densities, more friendly pedestrian/bicycle environments, and higher design standards for any future development or redevelopment. The proposed rezoning should set a desired course for new development while also remaining compatible with existing neighborhood. More detailed information is available at the [Shepard-Davern Zoning Study website](#).

If you have any questions do not hesitate to contact me or the Planning staff supervising this project, Merritt Clapp-Smith (Cc'd here).

Thank you for your time and consideration.

Warm Regards,

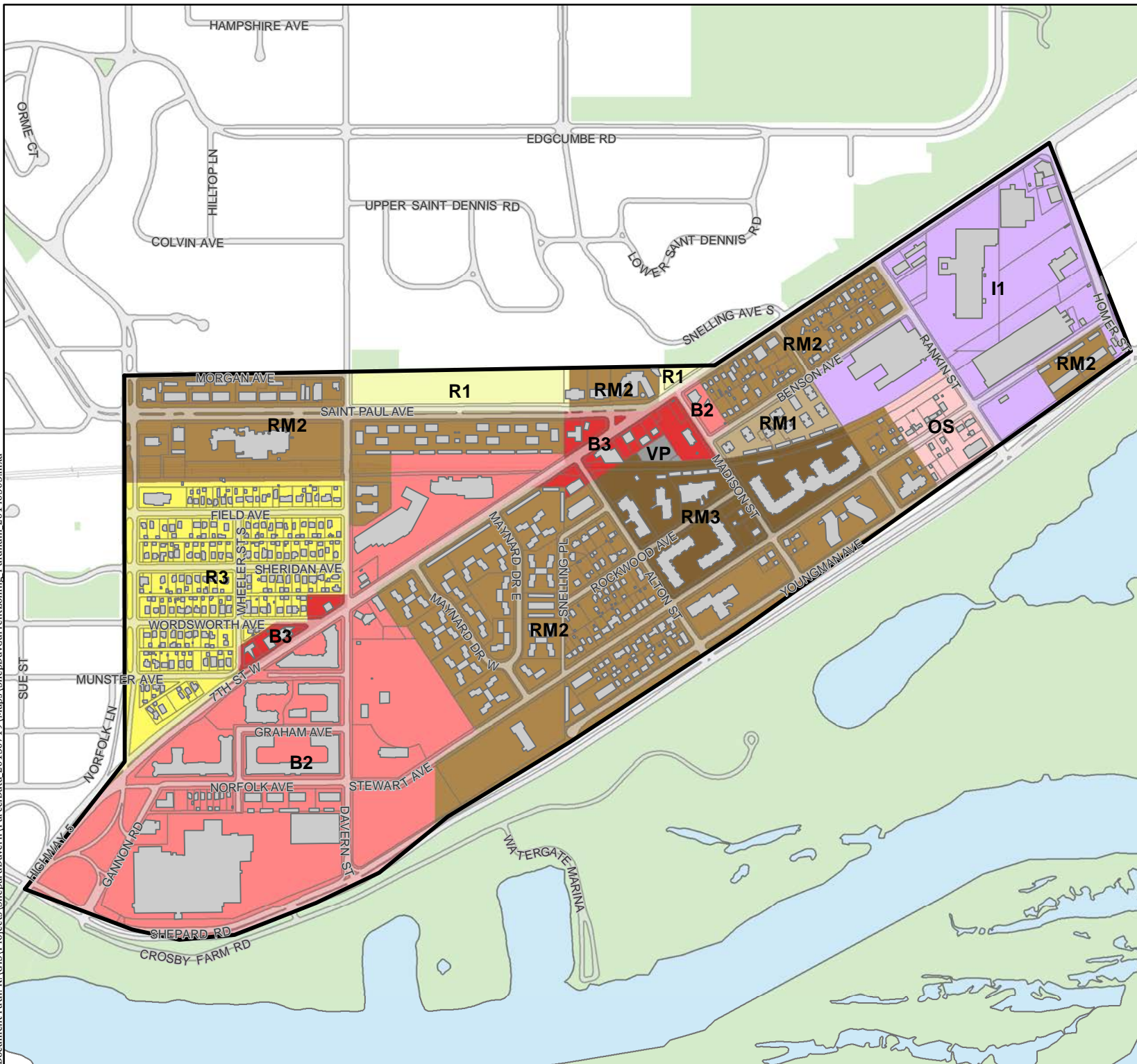
Spencer J. Peck
City Planning Intern
Planning & Economic Development
25 W. 4th St., Suite 1400
Saint Paul, MN 55102
P: 651-266-6635
spencer.peck@ci.stpaul.mn.us



The Most Livable City in America

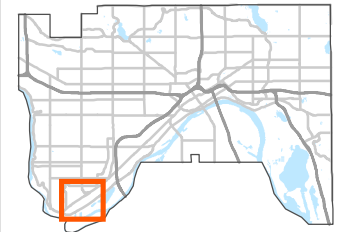
facebook YouTube twitter

Making Saint Paul the Most Livable City in America



SHEPARD DAVERN Current Zoning

- R1 One-Family
- R3 One-Family
- RM1 Multiple-Family
- RM2 Multiple-Family
- RM3 Multiple-Family
- OS Office-Service
- B2 Community Business
- B3 General Business
- I1 Light Industrial
- VP Vehicular Parking



Data: Saint Paul Department of Planning and
Economic Development

Projection: NAD 1983 86 Adj MN Ramsey Feet

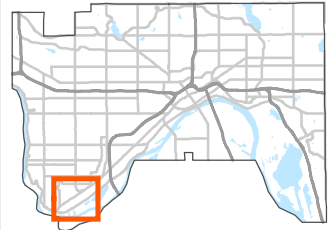
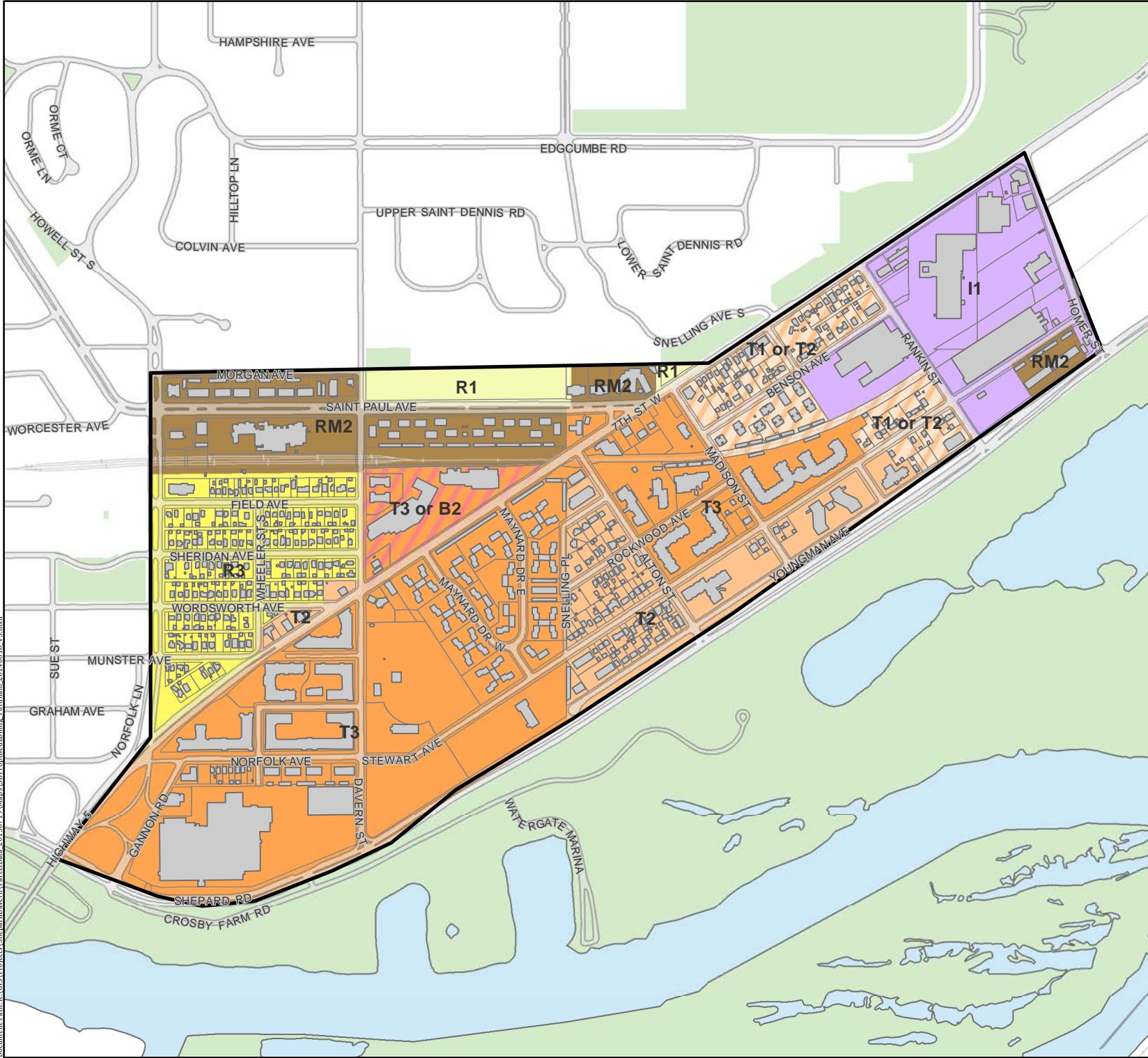


CITY OF
SAINT PAUL
DEPARTMENT OF
PLANNING AND
ECONOMIC
DEVELOPMENT



SHEPARD DAVERN Proposed Zoning

- R1 One-Family
- R3 One-Family
- RM2 Multiple-Family
- T1 or T2
- T2 Traditional Neighborhood
- T3 Traditional Neighborhood
- T3 or B2
- I1 Light Industrial



Data: Saint Paul Department of Planning and Economic Development

Projection: NAD 1983 86 Adj MN Ramsey Feet



8/18/2014

| <u>PROPERTY ADDRESS</u> | <u>Property Identification Number</u> | <u>Current Zoning</u> | <u>Proposed New Zoning</u> |
|--------------------------|---------------------------------------|-----------------------|----------------------------|
| 2310 7th St W | 222823220081 | B2 | <i>T2 (not T1)</i> |
| 0 Maynard Dr W | 212823140005 | B2 | T3 |
| 0 Unassigned | 212823140004 | B2 | T3 |
| 1370 Davern St | 212823140020 | B2 | T3 |
| 1375 Davern St | 212823130287 | B2 | T3 |
| 1420 Davern St | 212823140021 | B2 | T3 |
| 1465 Davern St | 212823420016 | B2 | T3 |
| 1704 Norfolk Ave | 212823420001 | B2 | T3 |
| 1730 Graham Ave | 212823130141 | B2 | T3 |
| 1756 Norfolk Ave | 212823420005 | B2 | T3 |
| 1760 Norfolk Ave | 212823420006 | B2 | T3 |
| 1764 Norfolk Ave | 212823420007 | B2 | T3 |
| 1768 Norfolk Ave | 212823420008 | B2 | T3 |
| 1774 Norfolk Ave | 212823420009 | B2 | T3 |
| 1778 Norfolk Ave | 212823420010 | B2 | T3 |
| 1784 Norfolk Ave | 212823420011 | B2 | T3 |
| 1786 Norfolk Ave | 212823420012 | B2 | T3 |
| 1800 Graham Ave Unit 101 | 212823130142 | B2 | T3 |
| 2516 7th St W | 212823140003 | B2 | T3 |
| 2526 7th St W | 212823140002 | B2 | T3 |
| 2706 Gannon Rd | 212823420013 | B2 | T3 |
| 2728 Gannon Rd | 212823420015 | B2 | T3 |
| 2401 7th St W | 212823110016 | B2 | <i>T3 (not B2)</i> |
| 2525 7th St W | 212823140001 | B2 | <i>T3 (not B2)</i> |
| 2711 Shepard Rd W | 212823310013 | B2/R1 | T3 |
| 2545 7th St W | 212823130041 | B3 | T2 |
| 2559 7th St W | 212823130063 | B3 | T2 |
| 2575 7th St W | 212823130064 | B3 | T2 |
| 2585 7th St W | 212823130065 | B3 | T2 |
| 2599 7th St W | 212823130066 | B3 | T2 |
| 0 Unassigned | 222823220038 | B3 | T3 |
| 2316 7th St W | 222823220028 | B3 | T3 |
| 2340 7th St W | 222823220029 | B3 | T3 |

| <u>PROPERTY ADDRESS</u> | <u>Property Identification Number</u> | <u>Current Zoning</u> | <u>Proposed New Zoning</u> |
|-----------------------------|---------------------------------------|-----------------------|----------------------------|
| 2346 7th St W | 222823220030 | B3 | T3 |
| 2358 7th St W | 222823220032 | B3 | T3 |
| 2365 7th St W | 222823220004 | B3 | T3 |
| 2366 7th St W | 222823220033 | B3 | T3 |
| 2379 7th St W | 222823220003 | B3 | T3 |
| 2390 7th St W | 222823220039 | B3 | T3 |
| 2162 Stewart Ave | 222823210083 | OS | <i>T2 (not T1)</i> |
| 2176 Stewart Ave | 222823210084 | OS | <i>T2 (not T1)</i> |
| 2179 Stewart Ave | 222823210210 | OS | <i>T2 (not T1)</i> |
| 2190 Stewart Ave | 222823210085 | OS | <i>T2 (not T1)</i> |
| 2197 Stewart Ave | 222823210073 | OS | <i>T2 (not T1)</i> |
| 2200 Stewart Ave | 222823210086 | OS | <i>T2 (not T1)</i> |
| 2211 Stewart Ave | 222823210072 | OS | <i>T2 (not T1)</i> |
| 2219 Youngman Ave | 222823210106 | OS | <i>T2 (not T1)</i> |
| 2250 Benson Ave Unit A | 222823210005 | RM1 | <i>T2 (not T1)</i> |
| 2254 Benson Ave Unit A | 222823210013 | RM1 | <i>T2 (not T1)</i> |
| 2262 Benson Ave Unit A | 222823210021 | RM1 | <i>T2 (not T1)</i> |
| 2272 Benson Ave Unit A | 222823210029 | RM1 | <i>T2 (not T1)</i> |
| 2276 Benson Ave Unit A | 222823210053 | RM1 | <i>T2 (not T1)</i> |
| 2284 Benson Ave Unit A | 222823220086 | RM1 | <i>T2 (not T1)</i> |
| 2296 Benson Ave Unit A | 222823210037 | RM1 | <i>T2 (not T1)</i> |
| 2310 Benson Ave Unit A | 222823210045 | RM1 | <i>T2 (not T1)</i> |
| 0 Youngman Ave | 222823230057 | RM2 | T2 |
| 1320 Madison St | 222823210205 | RM2 | T2 |
| 1331 Alton Ave | 222823230005 | RM2 | T2 |
| 2221 Youngman Ave Unit 102 | 222823210088 | RM2 | T2 |
| 2265 Youngman Ave Unit 103E | 222823210111 | RM2 | T2 |
| 2275 Youngman Ave Unit 103W | 222823210110 | RM2 | T2 |
| 2285 Rockwood Ave | 222823220054 | RM2 | T2 |
| 2291 Rockwood Ave | 222823220053 | RM2 | T2 |
| 2298 Rockwood Ave | 222823230006 | RM2 | T2 |
| 2299 Rockwood Ave | 222823220094 | RM2 | T2 |
| 2300 Rockwood Ave | 222823230007 | RM2 | T2 |

| <u>PROPERTY ADDRESS</u> | <u>Property Identification Number</u> | <u>Current Zoning</u> | <u>Proposed New Zoning</u> |
|--------------------------------|--|------------------------------|---------------------------------------|
| 2303 Rockwood Ave | 222823230004 | RM2 | T2 |
| 2306 Rockwood Ave | 222823230008 | RM2 | T2 |
| 2306 Stewart Ave | 222823210204 | RM2 | T2 |
| 2310 Rockwood Ave | 222823230009 | RM2 | T2 |
| 2311 Rockwood Ave | 222823230003 | RM2 | T2 |
| 2314 Rockwood Ave | 222823230010 | RM2 | T2 |
| 2316 Stewart Ave | 222823220073 | RM2 | T2 |
| 2321 Rockwood Ave | 222823230055 | RM2 | T2 |
| 2322 Stewart Ave | 222823220074 | RM2 | T2 |
| 2326 Stewart Ave | 222823220075 | RM2 | T2 |
| 2334 Rockwood Ave | 222823230012 | RM2 | T2 |
| 2353 Youngman Ave | 222823230028 | RM2 | T2 |
| 2383 Youngman Ave | 222823230050 | RM2 | T2 |
| 2385 Stewart Ave | 222823230053 | RM2 | T2 |
| 2386 Stewart Ave | 222823230029 | RM2 | T2 |
| 2389 Youngman Ave | 222823230049 | RM2 | T2 |
| 2390 Benson Ave Unit UPPER | 222823220082 | RM2 | T2 |
| 2392 Stewart Ave | 222823230030 | RM2 | T2 |
| 2393 Stewart Ave | 222823230052 | RM2 | T2 |
| 2395 Benson Ave Unit 101 | 222823220095 | RM2 | T2 |
| 2396 Benson Ave | 222823220047 | RM2 | T2 |
| 2397 Stewart Ave | 222823230051 | RM2 | T2 |
| 2397 Youngman Ave | 222823230056 | RM2 | T2 |
| 2398 Stewart Ave | 222823230031 | RM2 | T2 |
| 2399 Youngman Ave | 222823230047 | RM2 | T2 |
| 2403 Stewart Ave | 222823230023 | RM2 | T2 |
| 2406 Stewart Ave | 222823230032 | RM2 | T2 |
| 2407 Youngman Ave | 222823230046 | RM2 | T2 |
| 2409 Stewart Ave | 222823230022 | RM2 | T2 |
| 2411 Youngman Ave | 222823230045 | RM2 | T2 |
| 2412 Stewart Ave | 222823230033 | RM2 | T2 |
| 2413 Stewart Ave | 222823230054 | RM2 | T2 |
| 2417 Youngman Ave | 222823230044 | RM2 | T2 |

| <u>PROPERTY ADDRESS</u> | <u>Property Identification Number</u> | <u>Current Zoning</u> | <u>Proposed New Zoning</u> |
|-------------------------|---------------------------------------|-----------------------|----------------------------|
| 2418 Stewart Ave | 222823230034 | RM2 | T2 |
| 2419 Stewart Ave | 222823230019 | RM2 | T2 |
| 2423 Stewart Ave | 222823230018 | RM2 | T2 |
| 2423 Youngman Ave | 222823230043 | RM2 | T2 |
| 2426 Stewart Ave | 222823230035 | RM2 | T2 |
| 2433 Youngman Ave | 222823230042 | RM2 | T2 |
| 2434 Stewart Ave | 222823230036 | RM2 | T2 |
| 2437 Stewart Ave | 222823230017 | RM2 | T2 |
| 2438 Stewart Ave | 222823230037 | RM2 | T2 |
| 2441 Youngman Ave | 222823230041 | RM2 | T2 |
| 2442 Stewart Ave | 222823230038 | RM2 | T2 |
| 2449 Stewart Ave | 222823230014 | RM2 | T2 |
| 2450 Stewart Ave | 222823230039 | RM2 | T2 |
| 2459 Youngman Ave | 222823230040 | RM2 | T2 |
| 0 Springfield St | 222823210001 | RM2 | <i>T2 (not T1)</i> |
| 1115 Rankin St | 152823340038 | RM2 | <i>T2 (not T1)</i> |
| 2179 Benson Ave | 152823340036 | RM2 | <i>T2 (not T1)</i> |
| 2185 Benson Ave | 152823340037 | RM2 | <i>T2 (not T1)</i> |
| 2186 7th St W | 152823340016 | RM2 | <i>T2 (not T1)</i> |
| 2190 7th St W | 152823340017 | RM2 | <i>T2 (not T1)</i> |
| 2195 Benson Ave | 152823340026 | RM2 | <i>T2 (not T1)</i> |
| 2196 7th St W | 152823340018 | RM2 | <i>T2 (not T1)</i> |
| 2200 7th St W | 152823340019 | RM2 | <i>T2 (not T1)</i> |
| 2204 7th St W | 152823340020 | RM2 | <i>T2 (not T1)</i> |
| 2204 7th St W | 152823340025 | RM2 | <i>T2 (not T1)</i> |
| 2210 7th St W | 152823340021 | RM2 | <i>T2 (not T1)</i> |
| 2211 Benson Ave | 152823340039 | RM2 | <i>T2 (not T1)</i> |
| 2213 Stewart Ave | 222823210071 | RM2 | <i>T2 (not T1)</i> |
| 2214 7th St W | 152823340022 | RM2 | <i>T2 (not T1)</i> |
| 2222 7th St W | 152823340023 | RM2 | <i>T2 (not T1)</i> |
| 2223 Stewart Ave | 222823210220 | RM2 | <i>T2 (not T1)</i> |
| 2233 Stewart Ave | 222823210218 | RM2 | <i>T2 (not T1)</i> |
| 2242 7th St | 152823340042 | RM2 | <i>T2 (not T1)</i> |

| <u>PROPERTY ADDRESS</u> | <u>Property Identification Number</u> | <u>Current Zoning</u> | <u>Proposed New Zoning</u> |
|-------------------------|---------------------------------------|-----------------------|----------------------------|
| 2246 7th St W | 152823330040 | RM2 | <i>T2 (not T1)</i> |
| 2249 Benson Ave | 222823210002 | RM2 | <i>T2 (not T1)</i> |
| 2254 7th St W | 222823220009 | RM2 | <i>T2 (not T1)</i> |
| 2259 Benson Ave | 222823220027 | RM2 | <i>T2 (not T1)</i> |
| 2263 Benson Ave | 222823220026 | RM2 | <i>T2 (not T1)</i> |
| 2268 7th St W | 222823220010 | RM2 | <i>T2 (not T1)</i> |
| 2272 7th St W | 222823220011 | RM2 | <i>T2 (not T1)</i> |
| 2275 Benson Ave | 222823220025 | RM2 | <i>T2 (not T1)</i> |
| 2276 7th St W | 222823220012 | RM2 | <i>T2 (not T1)</i> |
| 2279 Benson Ave | 222823220024 | RM2 | <i>T2 (not T1)</i> |
| 2280 7th St W | 222823220013 | RM2 | <i>T2 (not T1)</i> |
| 2284 7th St W | 222823220014 | RM2 | <i>T2 (not T1)</i> |
| 2285 Benson Ave | 222823220023 | RM2 | <i>T2 (not T1)</i> |
| 2288 7th St W | 222823220015 | RM2 | <i>T2 (not T1)</i> |
| 2291 Benson Ave | 222823220022 | RM2 | <i>T2 (not T1)</i> |
| 2292 7th St W | 222823220016 | RM2 | <i>T2 (not T1)</i> |
| 2295 Benson Ave | 222823220021 | RM2 | <i>T2 (not T1)</i> |
| 2296 7th St W | 222823220017 | RM2 | <i>T2 (not T1)</i> |
| 2302 7th St W | 222823220077 | RM2 | <i>T2 (not T1)</i> |
| 1292 Maynard Dr E | 212823110011 | RM2 | T3 |
| 1293 Maynard Dr E | 212823110012 | RM2 | T3 |
| 2500 Stewart Ave | 212823140022 | RM2 | T3 |
| 0 Unassigned | 212823120113 | RM2 | <i>T3 (not RM2)</i> |
| 1280 Davern St | 212823110015 | RM2 | <i>T3 (not RM2)</i> |
| 0 7th St W | 212823110014 | RM2/B2 | T3 |
| 0 Shepard Rd | 212823410002 | RM2/B2 | T3 |
| 0 Rankin St | 222823210217 | RM2/OS | <i>T2 (not T1)</i> |
| 2222 Stewart Ave | 222823210087 | RM2/OS | <i>T2 (not T1)</i> |
| 2285 Stewart Ave | 222823210211 | RM2/RM3 | T3 |
| 0 Unassigned | 222823210062 | RM2/RM3/OS | <i>T2 (not T1)</i> |
| 0 Rockwood Ave | 222823220061 | RM3 | T3 |
| 1305 Madison St | 222823220060 | RM3 | T3 |
| 1306 Alton St | 222823220122 | RM3 | T3 |

| <u>PROPERTY ADDRESS</u> | <u>Property Identification Number</u> | <u>Current Zoning</u> | <u>Proposed New Zoning</u> |
|-------------------------|---|-----------------------|--------------------------------|
| 2235 Rockwood Ave | 222823220076 | RM3 | T3 |
| 2259 Rockwood Pl | 222823220119 | RM3 | T3 |
| 2315 Stewart Ave | 222823220083 | RM3 | T3 |
| 0 Unassigned | 222823220034 | RM3/B3 | T3 |
| 0 Benson Ave | 222823220036 | VP | T3 |



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: October 30, 2014
To: Neighborhood Planning Committee
From: Mike Richardson, Planner
Subject: Ward 3 Residential Standards Zoning Study Update

Background

On August 6, 2014, City Council passed Resolution 14-1324 initiating a zoning study to review current design standards in Ward 3 as they relate to the construction and remodeling of single-family homes in the R1-R4 zoning districts. The resolution indicates that new construction, although in conformance with current code, may be inconsistent with the scale and character of the existing residential neighborhoods. In response to this concern, the Planning Commission has been asked to conduct a study and prepare recommendations that would prevent future construction inconsistent with the existing character of the residential areas of Ward 3.

Policy Support

There is considerable policy support for maintaining the character of established neighborhoods in the Comprehensive and District Plans (see attached 'Policy Support Materials'). Although these plan documents refer to the importance of character, the concept can be difficult to define as evidenced by the testimony heard during the public hearing process for changes to residential design standards in 2009.

In 2008-2009, action was taken to review residential zoning ordinances in response to an increase in the number of homes that detracted from neighborhood character. The primary items addressed in the interim ordinance and permanent design standards that followed were:

- Ensure a clear relationship between front door and street
- Minimum door and window openings
- Garages and surface parking must be off an alley if possible
- Detailed position and dimension of the garage as it relates to the house
- Driveway width

The item that did not move from interim to permanent standards was the stipulation that new development should relate to the design of adjacent traditional buildings in scale and character. This regulation was criticized as being too subjective, potentially restricting creativity and investment that could be beneficial to the neighborhood.

Process & Timeline (See Attached Timeline)

In general, the study can be considered to have three phases: Research, Draft Recommendations & Testing, and Review. In terms of research, staff has identified data in the form of AMANDA information (City database of permit activity), GIS (geographic information system) data, and physical plans for properties at issue (both positive and negative impacts on character), though a thorough analysis has not yet been conducted. Staff has been building a knowledge base through coordination with DSI, other PED staff, Councilmember Tolbert's Office, and meetings with Minneapolis' Department of Community Planning & Economic Development, District Councils, and a focus group of architects. Though all sources have been helpful, the public discussion at District Council meetings and discussions with architects have been particularly useful, bringing up a number of issues and potential research questions that had not yet been considered by staff. The following are highlights of comments given during the first input session:

General Comments

- Character differs by street/block rather than by neighborhood
- Although both are important, overall size/bulk seems more significant than architecture/materials
- When considering the contribution of materials to character (of Macalester-Groveland), "wood, stucco, or stone, and that's about it"
- Permeability, or ability to see through the "wall of homes" is important and is an element of character (directly related to side setback)
- People want an eclectic neighborhood, but within limits
- It may be difficult to identify a "period of significance" for neighborhood character; does that period change depending on location within the Ward?
- There is concern about a change in property value (both ways)
- There is concern for the condition of the new homes in 20 years +/- and who will want them
- Flooding is currently an issue in some areas, and increased lot coverage and redirection of storm water could exacerbate the problem
- Why is the study limited to Ward 3? Should the northwest corner of Macalester Groveland be considered? Beyond?
- It is important to have a neighborhood that considers the human scale
- The neighborhood (and city as a whole) is losing small housing stock that will be in great demand as the older demographics age, resulting in a loss of residents with disposable income
- City could charge fees during application process to cover additional review/enforcement
- Make availability of light a criterion for application approval
- Small side setback dimensions have the potential to cause construction conflicts for adjacent properties

Potential Research (Beyond Inventory and Context)

- Implications of home design and size on sustainability issues such as energy use and stormwater

- Connection between period of construction and “dimensional character” of the block/street/nbhd
- Double lots are particularly vulnerable to having out-of-character homes built on them – map this

The following are other issues brought up during the course of other meetings:

- There is limited city staff time and resources available for additional review and enforcement
- Conservation districts are of interest to Highland DC (at least), but received comments from CPED that they can lead to demands on staff that are difficult to plan and budget for

There are questions of feasibility and applicability for all of these items and will be addressed in the report.

From this point, staff will enter the second phase to identify the most effective tools, draft policy language, and test against issue properties. Staff will meet with other PED staff and Councilmember Tolbert’s office the week of 11/10 to review potential solutions. Staff will present suggested solutions to District Councils and residents on 11/18 and 11/25 for their comment and anticipates that recommendations will be submitted to the Neighborhood Planning Committee during their 12/10 meeting.

Staff respectfully requests remarks from the Committee regarding the points listed above, as well as input regarding the course of action from this point forward.

Land Use Strategy 1: Target Growth in Unique Neighborhoods

This strategy focuses on sustaining the character of Saint Paul's existing single-family neighborhoods while providing for the growth of mixed-use communities. New development in Neighborhood Centers, Corridors, the Central Corridor, and Downtown is intended to create communities where housing, employment, shopping, and community amenities, supported by transit, work together to provide for the needs of the people who live and work in them.

LU 1.5 Identify residential areas where single-family, duplex housing, and small multi-family housing predominate as Established Neighborhoods (see Figure LU-B).

The City should maintain the character of Established Neighborhoods.

Land Use Strategy 3: Promote Aesthetics and Development Standards

As Saint Paul continues to revitalize itself and to grow, it must be an attractive place to live, work, and visit. This strategy provides a framework for design and aesthetics that will engage people and help integrate the built environment into the community.

LU 3.4 Prepare citywide infill housing design standards so that infill housing fits within the context of existing neighborhoods and is compatible with the prevailing pattern of development.

The City Council has directed PED to study how new housing can be constructed and existing single-family houses can be renovated and remodeled to be compatible with the character of the surrounding neighborhood. The standards will establish a baseline for development on vacant infill lots.

Housing Strategy 2: Preserve and Promote Established Neighborhoods

Saint Paul has a unique mix of neighborhoods that consist of a diversity of people. The city is known as a high-quality place to live with an abundance of assets. The city boasts amenities such as...

H 2.17. Support creativity in the construction of neighborhood infill housing by proactively developing zoning and design guidelines.

- a. Develop, with broad public input, citywide infill housing design standards so that infill housing fits well within the existing Saint Paul neighborhood context. Neighborhood groups should be directly involved;*

Historic Preservation Strategy 6: Preserve Areas with Unique Architectural, Urban, and Spatial Characteristics that Enhance the Character of the Built Environment

Historic preservation plays a critical role in defining the physical and visual character of Saint Paul. It is inextricably linked to community character, quality of life, and the sense of place in neighborhoods and commercial districts throughout the city. Policies under this strategy focus on maintaining and enhancing the traditional urban character and fabric of the city to create distinctive, vibrant places to live, work, and recreate.

Traditional Urban Fabric and Features

6.3. Explore the creation of neighborhood conservation districts.

In its broadest interpretation, conservation district planning speaks to the idea that the total environment— built and natural – is worthy of understanding and protection. In urban settings, conservation districts usually refer to the delineation of an area with a distinctive appearance, amenity, landscape, architecture, and/or history that does not easily fit into standard historic district frameworks. Neighborhood conservation districts are a tool to recognize and preserve the unique features of an area that, while they define the area's overall character, may not rise to the level of significance required for formal designation. Features and characteristics may include the size, scale, architectural character, and material found on buildings; the rhythm and spacing of structures; general visual character; and infrastructure. In conservation districts, development standards are typically less stringent than the design guidelines for historic districts, and they are customized to protect the unique characteristics of a particular neighborhood.

Visual Character

6.6. Assist neighborhoods in addressing design issues related to the retention and preservation of neighborhood character.

a. Partner with appropriate organizations to focus on educating the public on the significance of specific features and characteristics of a neighborhood and how to protect these features through appropriate maintenance and sympathetic alterations;

District Plans

District 14 Macalester-Groveland

Land Use

- 1. Retain and improve upon the residential quality of the community*

Housing

- 7. Maintain and preserve the district's current housing stock.*
- 8. Maintain the single family character of the district.*
- 9. Diversify housing to meet the needs of all income levels and lifestyles, such as empty nesters.*

Urban Design

- 34. Develop design guidelines for residential and commercial development.*
- 35. Encourage preservation and restoration of housing stock and commercial properties that are compatible with the character of the neighborhood.*

40. Encourage new and replacement construction which would be compatible with neighborhood structures and setbacks.

Actions Requiring City Leadership

10. Develop design guidelines for residential and commercial development (District Council, PED, Design Center)

District 15 Highland Park

Housing

10) Ensure that any redevelopment of the St. Gregory's site—or any future redevelopment in residential areas—is compatible with the character of the surrounding neighborhood

13) District 15 requests that the City implement architectural design standards to ensure that new residential construction is compatible with adjacent houses in scale, form and architectural design



Legislation Text

File #: RES 14-1324, **Version:** 2

Initiating a zoning code study of the current dimensional and building design standards applicable to the new construction or remodeling of single-family homes located in R1- R4 zoning districts within the defined boundaries of Ward 3 set forth in the most recent ward boundary resolution adopted pursuant to City Charter § 4.01.2.

AMENDED 8/6/14

WHEREAS, the Council of the City of Saint Paul finds that the zoning code's present dimensional and building design standards for single family homes have been adopted at various times and for various purposes in order to create uniform, city-wide standards; and

WHEREAS, within Ward 3, the City Council detects an increasing trend for newly built or remodeled homes to be constructed at heights and scales that comply with the dimensional and design standards of the zoning code yet may lack compatibility with the existing density, height and scale of adjacent homes; and

WHEREAS, it appears to the City Council that the zoning code's present dimensional and building design standards, which are applicable on a city-wide basis, may not be in keeping with the expressed goal of the land use and housing chapters of the City's Comprehensive Plan to maintain the character of the established neighborhoods, when those standards are applied within the established neighborhoods of Ward 3; and

WHEREAS, the City Council desires to maintain the character of Ward 3's established neighborhoods and wishes to undertake a limited zoning study to consider text amendments to the zoning code's city-wide dimensional and building design standards for single-family homes and recommend new density, height, scale, and aesthetic elements that would be applied only to Ward 3's established neighborhoods in order to encourage reinvestment in Ward 3's existing residential housing stock by providing opportunities for new or remodeled construction projects that are in harmony with the present character of Ward 3's established neighborhoods; now, be it

RESOLVED, pursuant to Minn. Stat. § 462.357, Subd. 4, the Council of the City of Saint Paul hereby refers to the planning commission for study, the possibility of amending Leg. Code § 66.231 ("density and dimensional standards"), Leg. Code § 63.110 ("building design standards"), and any other section of the zoning code deemed necessary by the commission as a result of its study, and to receive from the commission a report and recommendation regarding amendments to the zoning code sections stated herein or any other zoning code sections which, in the opinion of the commission, will facilitate the Council's intention to maintain the existing character of Ward 3's established neighborhoods; and be it

RESOLVED, that the City Council requests Planning Commission staff to complete their staff recommendation to the Commission by January 1, 2015 and provide this recommendation to the Planning Commission and the City Council (for informational purposes) at that time.