



# 1-4 UNIT INFILL HOUSING ZONING STUDY

4/2/21 Planning Commission Meeting

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Duplex on Rose Ave (Zillow)



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MINNESOTA

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## DISCUSSION AT SEPTEMBER 2, 2020 CNPC MEETING

- Committee members' personal experiences with the city's housing options
- Current affordability of 2- to 4-unit dwellings, household occupancy patterns
- Importance of providing access to homeownership resources
- Homeownership is not the only path to wealth building
- Potential for increased competition among non-local and local landlords and nonlocal wealth circulation
- Housing affordability gaps that exist for residents
- Financial and market viability in developing 1-4 unit housing (are development costs supported by fair market sales prices or achievable rents?)
- Initial suggestion was to focus the study mostly on citywide amendments rather than targeted areas



# STUDY CONTEXT

- Low rental vacancy rates (averaged 4.4% in 2019, 6% in 2020)
- 47.5% of renter households are cost-burdened
- 72% of city's residential land is zoned exclusively for detached single-family homes
- From 2000 to 2017, small scale multi-family has begun to disappear from the housing stock:
  - The number of units in duplexes decreased from 9,724 to 8,030
  - The number of units in triplexes and fourplexes from 5,497 to 4,913

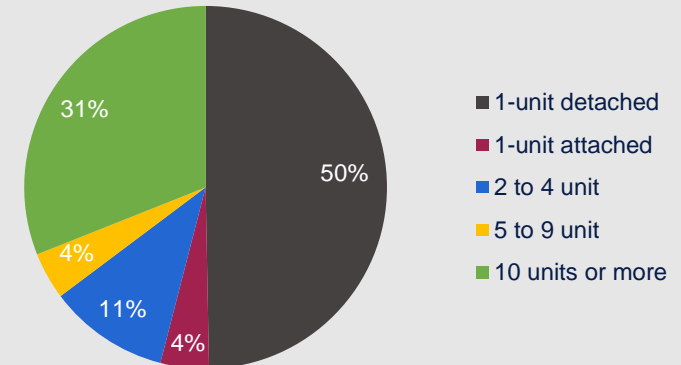
## Saint Paul Projected Growth

	2020	2030	2040
Population	315,000	329,200	344,100
Households	124,700	131,400	137,400
Employment	194,700	204,100	213,500

Source: Metropolitan Council

**Δ = 12,700 households over 20 years**

## % of Housing Units by Building Type (2017)



ACS 2015-2019 5-Year data



## CITY COUNCIL RESOLUTION 18-1204

- Calling for action to “**create and preserve housing that is affordable at all income levels**, address racial, social and economic disparities in housing, and create infrastructure needed to stabilize housing for all in Saint Paul.”
- Called for “Zoning studies by the Planning Commission to explore ways to increase density in residential districts including... analysis on **allowing more multi-unit buildings (i.e. triplexes and fourplexes) along transit routes and in neighborhood nodes in single-family zoning districts**”

## 2040 COMPREHENSIVE PLAN

- LU-1. Encourage **transit-supportive density** and direct **the majority of growth** to areas with ... transit capacity.
- LU-30. Focus growth at Neighborhood Nodes using the following principles: 1. **Increase density toward the center of the node** and transition in scale to surrounding land uses.
- H-48. Expand permitted housing types in Urban Neighborhoods to include **duplexes, triplexes**, town homes, **small-scale multi-family** ...to allow for neighborhood-scale density increase, broadened housing choices and intergenerational living.
- H-49. Consider **amendments to the zoning code** to permit **small single-family houses and duplexes** to facilitate the creation of small-home development types, such as pocket neighborhoods and cottage communities.



# INTEREST IN SMALL HOMES + ADUS

- Desire for lower zoning barriers to neighborhood-scale dwelling styles
  - More affordable to build, possibly to purchase
  - Can be taken on by property owners with equity and some extra space
- Clustering of small detached homes or adding an ADU to a single-family home can provide housing at a slightly higher density than a detached single-family home
- “Substandard lots” have potential to support housing
  - Many sit vacant
  - Require variances – house size or for exceeding lot dimensional standards



ADU Model (YardHomes)



Cluster development (Ross Chapin Architects)



ADU (the Architect Guy)



# STUDY OVERVIEW

## WHAT IS THE PURPOSE?

- Carry out actions called for in City Council Resolution 18-1204
- Implement policies from the 2040 Comprehensive Plan
- Accommodate community growth and the diverse needs of residents
- Support increased housing density and broadened housing choices
- Address the city's housing shortage

## WHAT WILL THE STUDY EVALUATE?

### PHASE 1

- Allowing for physically smaller homes
- Allowing ADUs on smaller lots, with no owner-occupancy on lot required
- Allowing more than one residential building per lot

### PHASE 2

- Allowing a greater diversity of single-family developments
- Allowing duplexes and triplexes in more places
- Allowing fourplexes in some places
- Changing dimensional standards and other requirements to facilitate this greater range of housing options



# PHASE 1 SCOPE

## **FOCUS ON SMALL HOMES, ADUS, MORE THAN 1 BUILDING PER LOT**

Evaluate:

- Easing requirements on the arrangement of windows and doors on façade
- Reducing minimum lot area for ADUs
- Eliminating owner-occupancy requirements for ADUs
- Amendments to the maximum floor area of accessory units
- Addressing dimensional standards for one-family dwellings in RT1-RM2 (two-family and multifamily districts)
- Reducing minimum distance between principal buildings
- Reducing minimum building width
- Amendments to the number of multiple principal buildings per lot
- Updates to or removal of Planning Commission Duplex-Triplex Conversion Guidelines (2009)



# PHASE 2 SCOPE

## FOCUS ON 2-4PLEXES, DIVERSITY OF SINGLE-FAMILY HOMES

Evaluate:

### District text amendments

- Amendments to RL-R4 single family districts to permit duplexes and triplexes by right
- Amendments to RT1 two-family districts to permit triplexes and fourplexes by right
- Consolidation or reorganization of RL-RT2 districts
- Changing minimum lot sizes and/or lot widths to permit 2-4plexes
  - Reduction of minimum lot size standards or elimination of minimum lot size standards paired with the introduction of FAR standards;
  - Consideration of maximum lot sizes or other zoning standards to regulate the degree and speed of redevelopment and/or protect against displacement;
  - Reduction of setback requirements;
  - Affordable housing incentives for RL-RT2 districts
- Increasing maximum lot coverage from 35% for RL-R4





## PHASE 2 SCOPE (CONT.)

### FOCUS ON 2-4PLEXES, HOUSING DIVERSITY IN RL-RT2

Evaluate:

- Amendments to cluster development requirements to support greater flexibility and facility of use, and
- Additional amendments to accessory dwelling unit requirements to support greater flexibility and facility of use.
- As needed evaluation of Phase 1 text amendments within this study's broader scope

Depending on the nature of analyses considering local housing and other market dynamics, **targeted rezonings (zoning map amendments) for Neighborhood Nodes and/or transit corridor geographies** to support additional housing based on frequent, fixed transit service and market strength.



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## OUT OF SCOPE

- Amendments to multi-family residential districts (RM1-RM3) and traditional neighborhood districts (T1-T4) [*Exception – as it relates to single family home standards located in RM districts*]
- Affordable housing requirements (though by-right affordable housing incentives may be considered)
- Amendments to parking regulations



# ENGAGEMENT

## RESIDENT ENGAGEMENT

- Activities at community events
- Virtual listening sessions
- Online survey
- Project website
- Outreach to stakeholders
  - Cultural community organizations
  - Advocacy groups
  - Business groups

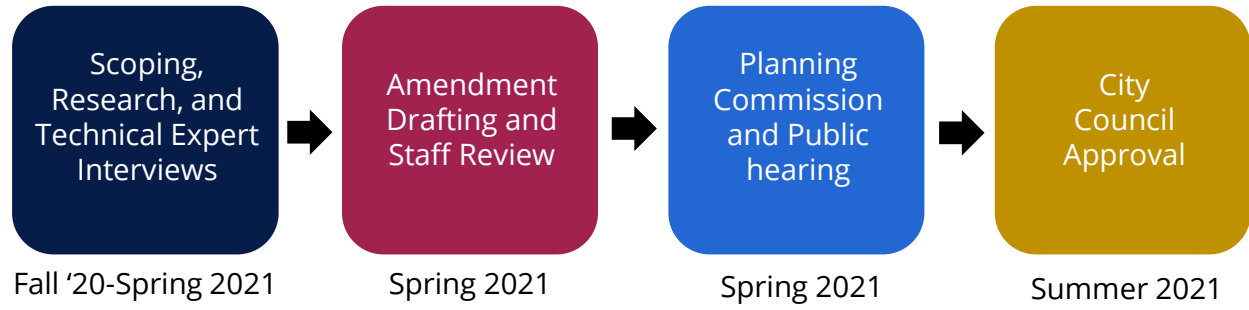
## TECHNICAL EXPERT ENGAGEMENT

- Focus groups and interviews
  - Nonprofit community developers
  - Private developers + architects
  - Financial professionals
  - Real estate professionals
  - Department of Safety Inspections  
1-2 unit plan reviewers
  - PED Housing Team
- Technical Advisory Committee (TAC)



# INITIAL TIMELINE

## PHASE 1



## PHASE 2

