



## **East Grand Avenue Overlay District Zoning Study**

### **Advisory Committee**

Meeting #5: February 6, 2023

Notes:

#### **1. Affordable Housing 101 (with guest Dominic Mitchell, Saint Paul Public Housing)**

- Dominic introduced himself and mentioned that he has 12 years of experience in public housing; he currently manages the Section 8 housing choice voucher (HCV) program for Saint Paul Public Housing
- Dominic distributed a [Saint Paul Public Housing Fact Sheet](#)
- Presentation (see Attachment 1)
  - The Section 8 program serves the 30% Area Median Income (AMI) level
  - There is immense demand for the Section 8 program and affordable housing in Saint Paul; Saint Paul Public Housing would need an exceptionally large budget to provide services that meet the demand (in November 2022, over 6,000 applications were submitted for 2,000 spots)
  - The HCV program involves direct support to landlords to assist in providing affordable rents to tenants; the program has continued to grow over the years
  - There are 10 HCV programs in the Twin Cities metro, which is unique as compared to other metro areas (typically, other metro areas have only one or two programs)
  - Saint Paul Public Housing is proud to administer the program in a non-bias way by issuing vouchers equitably to the demographics represented on the waiting list
  - Participants of the HCV program typically are not long-term; the program can be used as a transition to being able to afford market-rate rents
  - Participants of the program have a limited amount of time to find housing that will accept their voucher; 15% of the vouchers issued to participants expired in the last six months

- Saint Paul Public Housing does not screen (background check) applicants/participants – this is the responsibility of the landlord
- HCVs move with the tenant; project-based vouchers (PBVs) stay with a project; PBVs are an attempt to augment the affordable housing supply and ensure its availability over the long-term
- PBVs can be available as part of mixed-income housing; a maximum of 25% of a building's units can be part of the PBV program without being required to provide additional services to support affordable housing tenants
- The Lumin (Highland Bridge) is an example of a project utilizing the PBV program for all units; it is providing services for tenants and focusing on elderly clients on the Saint Paul Public Housing waitlist
- Other PBV case studies include:
  - Frogtown Crossroads
    - 5 stories
    - Mix of unit sizes
    - 10 of the 40 units are PBV
    - The 10 PBV units helped the project obtain a subsidy to provide the other 30 units at 50-60% AMI, so the project is considered fully affordable
  - Stryker Senior Housing
    - 3 stories
    - Efficiency units
    - 20 PBV units serving elderly clients
  - Phalen Village
    - 4 stories
    - Mix of unit sizes
    - 21 of the 76 units are PBV; serving elderly clients
- Discussion
  - A committee member commented that the Summit Hill neighborhood is not doing enough to provide affordable housing; there are many other neighborhoods in Saint Paul that have affordable housing project examples, yet Summit Hill does not; the neighborhood should have affordable housing
  - A committee member mentioned that land costs in Summit Hill are likely too high for affordable housing to be built

## **2. Grand Avenue Building Form and Design**

- Michael Lamb (consultant) briefly summarized the topics from previous meetings and asked committee members if there were additional topics they would like discussed at future meetings

- A committee member expressed interest in additional discussion on neighborhood context, design, and transitions; the committee should not only think about Grand Avenue but also surrounding context in Saint Paul
  - A committee member expressed interest in additional information on the 2040 Comprehensive Plan; City staff will discuss relevant Comprehensive Plan policies, including the State Historic District, at the next meeting
- The committee agreed that the next meeting (2/27/23) would be two hours
- Michael provided an overview of physical form and underlying zoning districts (see Attachment 2)
- Michael mentioned that the committee must begin thinking about the final deliverable: guiding principles that City staff will consider when drafting zoning code text amendments to the overlay
- Michael asked the committee to complete a homework assignment: filling in a handout that includes 13 preliminary ideas/topics that should inform committee-driven vision statements (see Attachment 3); committee members should mark up the handout based on their priorities for the corridor; committee members may strikeout topics that are less important to them and/or add any topics and associated vision statements they would like to prioritize
- A committee member stated interest in better understanding the impacts of dense development on surrounding properties (e.g., shadows, design, etc.)
- A committee member responded that Saint Paul is experiencing a housing crisis and affordable housing supply needs to take precedent over concerns related to shadows and design of multifamily housing buildings; the committee should do their part to help combat the housing crisis
- A committee member stated (via online chat) that it is not the committee's responsibility to solve homelessness on Grand Avenue and that the whole city is not affected by the committee's discussion
- Committee members expressed interest in better understanding the 1-4 Unit Housing Study currently being completed by City staff

# Saint Paul Public Housing Agency

## February 6, 2023

[www.stpha.org](http://www.stpha.org)

Dominic Mitchell, HCV Programs Director





# About the St. Paul PHA

- Created by the MN Legislature in 1977, previously a part of the Housing and Redevelopment Authority of the City of Saint Paul, created in 1947.
- Mission: “The PHA helps families and individuals with low incomes achieve greater stability and self-reliance by providing safe, affordable, quality housing and links to community services.”
- “PHA-Owned” portfolio includes 4,254 units.
  - RAD “Multi-Family” portfolio with 3,836 units.
  - Public Housing (Scattered Site) Portfolio of 418 households.
- HCV Programs with 5,243 housing opportunities.

2/6/2023

# Saint Paul Public Housing Agency



## **PHA Leadership**

PHA Executive Director, Jon Gutzmann

Deputy Executive Director, Louise Seeba

Resident Services (PHA-Owned), Kim Nguyen

Maintenance (PHA-Owned), Tim Angaran

Housing Choice (Section 8) Vouchers, Dominic Mitchell

Policy, Al Hester and Lisa Feidler

HR/Resident Initiatives, Alicia Huckleby

Finance/Budget, William Wallo



2/6/2023

# Mission Driven Core

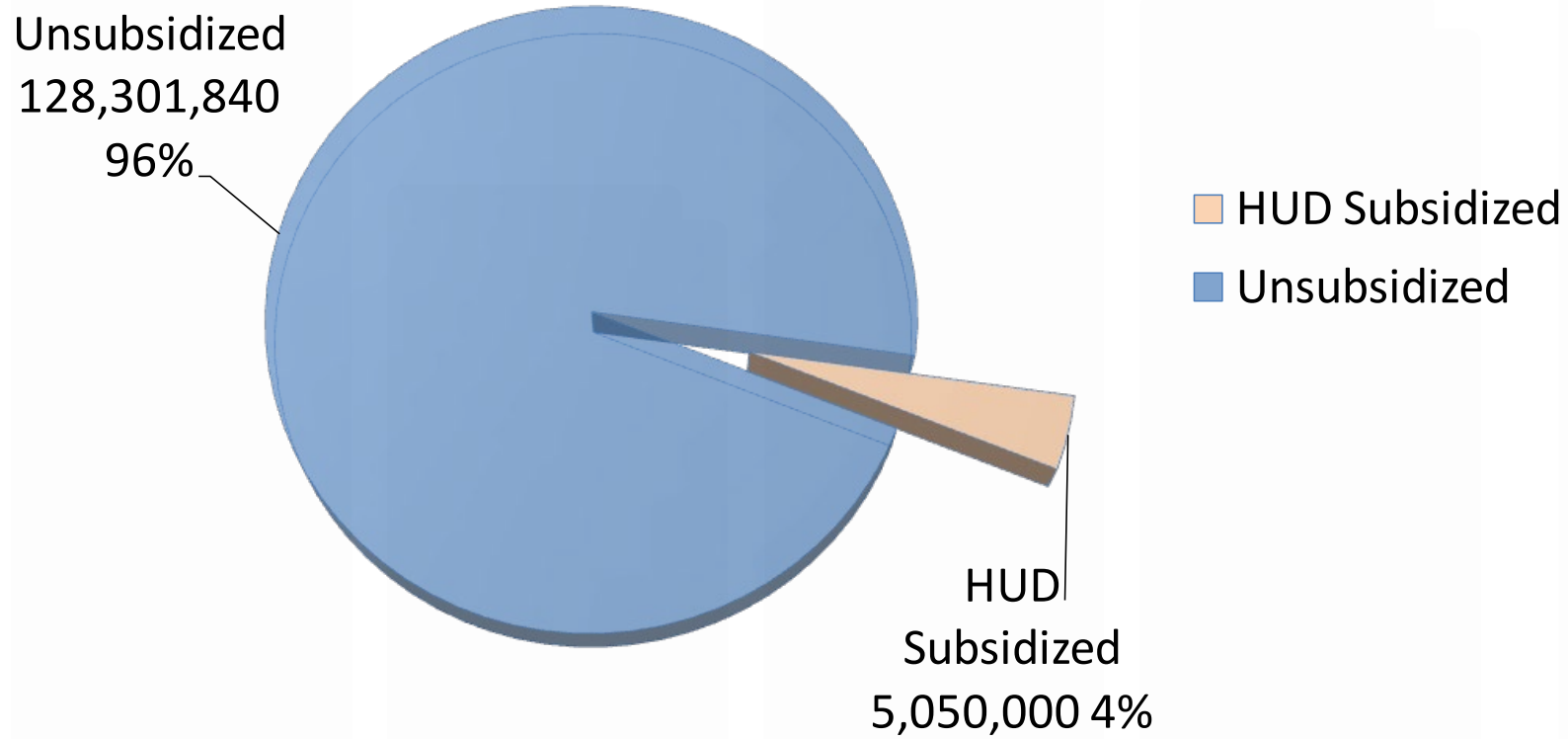
Aggressively seek funding that preserves and improves the 4,273 units of public housing the PHA owns and manages and the 5,243 Housing Choice Vouchers the PHA administers:

- The PHA spends \$93 million/year to provide and preserve affordable housing for approximately 9,500 households or 22,000 low-income individuals.
- None of this money is “guaranteed” beyond one year. We work hard to advocate for adequate ANNUAL appropriations from Congress and the Administration to keep this precious community resource alive.
- The 9,500 “in-place households” at the PHA represent approximately one-quarter of all eligible households. To house “four out of four” eligible households, the PHA would need an annual budget of \$360 million and 38,000 housing units/opportunities.



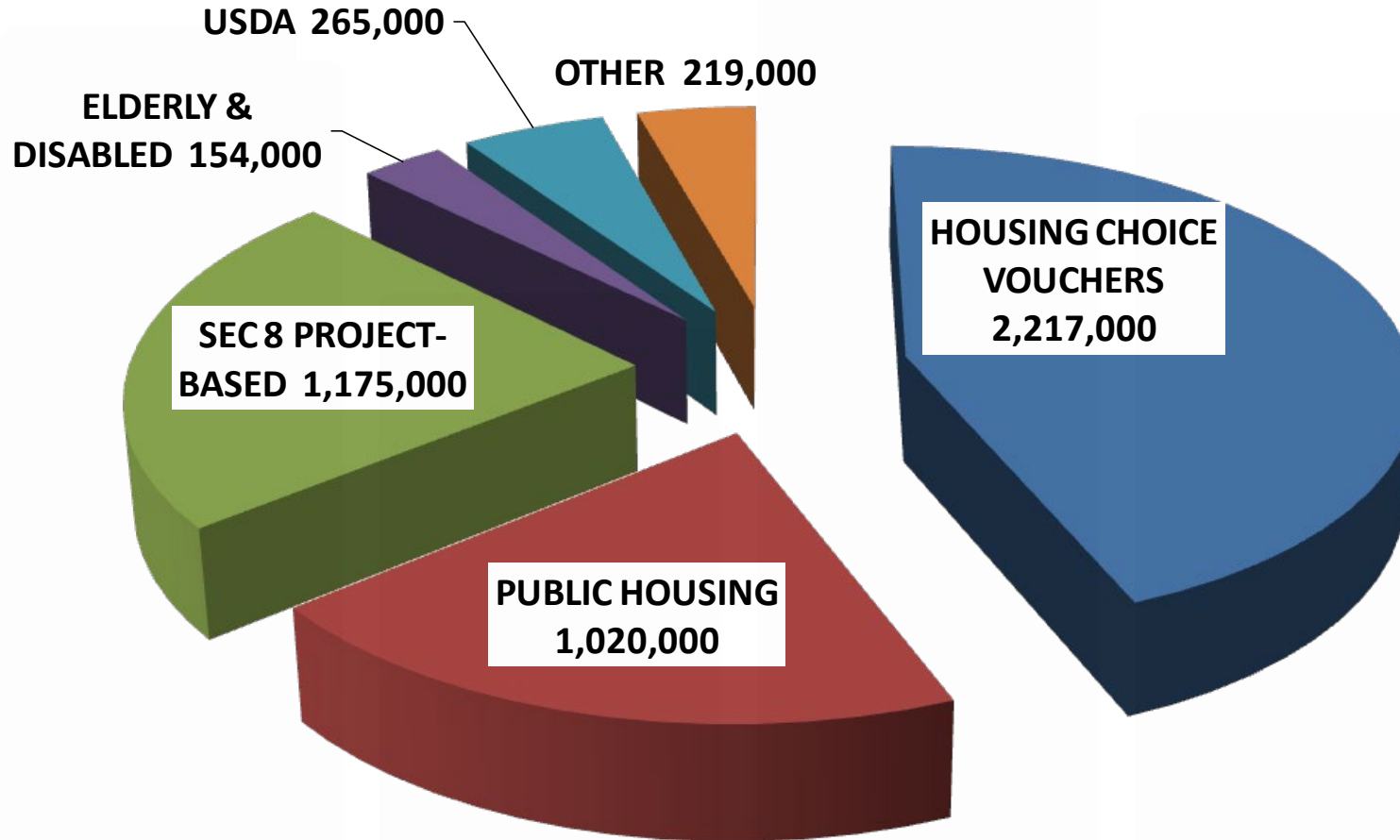
2/6/2023

**APPROXIMATELY 133 MILLION HOUSING UNITS IN THE U.S.  
ABOUT 4% OF THEM RECEIVE FEDERAL SUBSIDIES THROUGH HUD  
ONLY ABOUT 1/4 OF ELIGIBLE HOUSEHOLDS RECEIVE RENT  
ASSISTANCE**



# HUD -SUBSIDIZED HOUSING IN THE U.S. 5 MILLION HOMES - 4% OF HOUSING SUPPLY

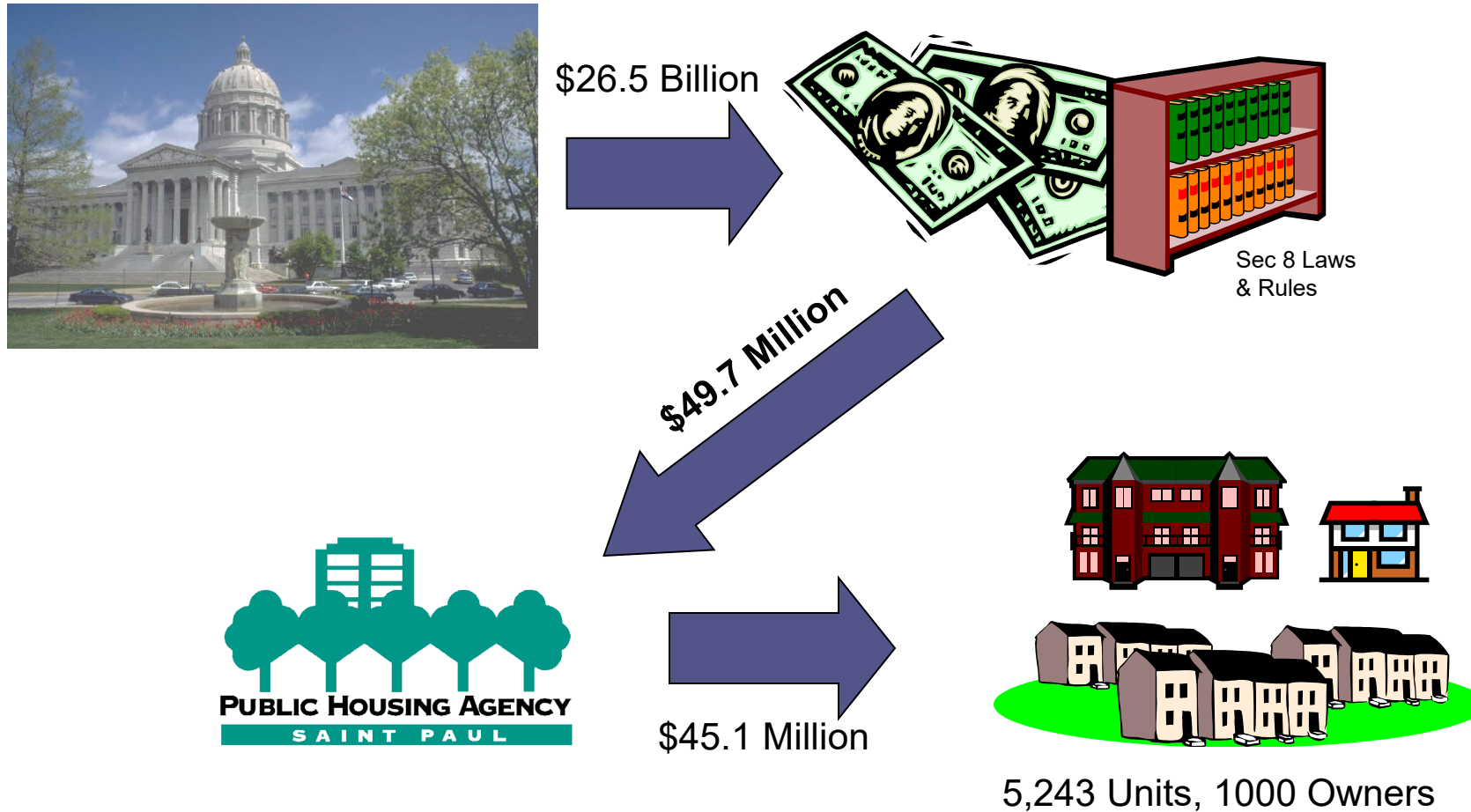
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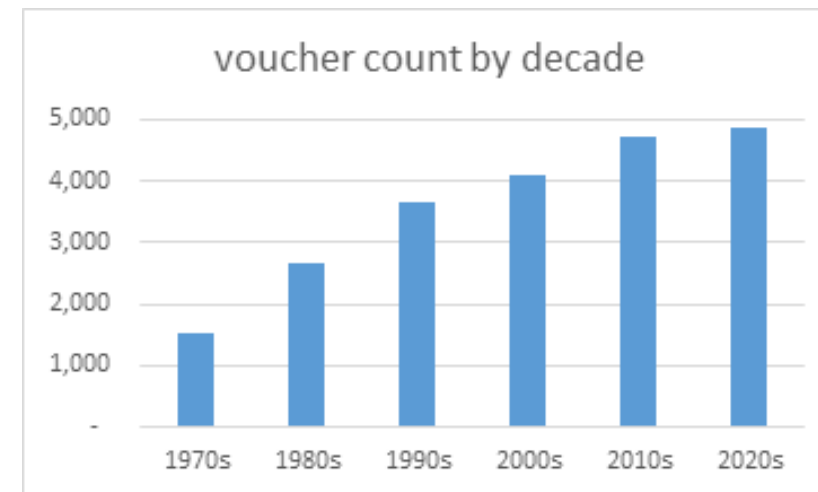
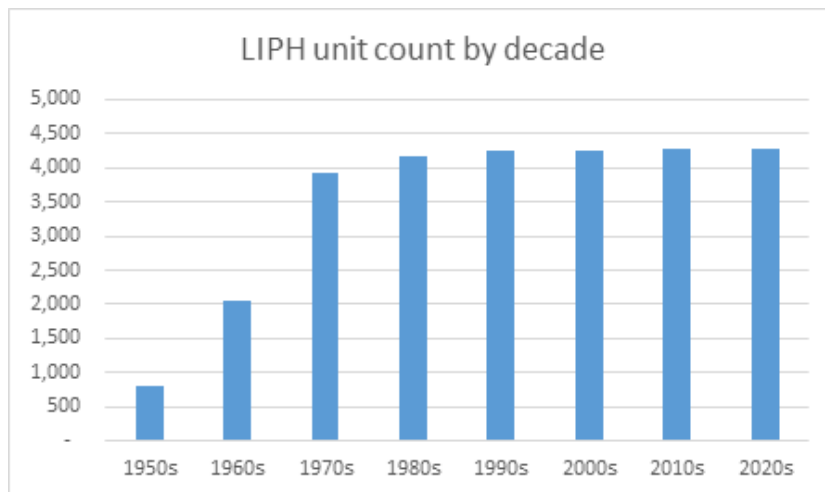
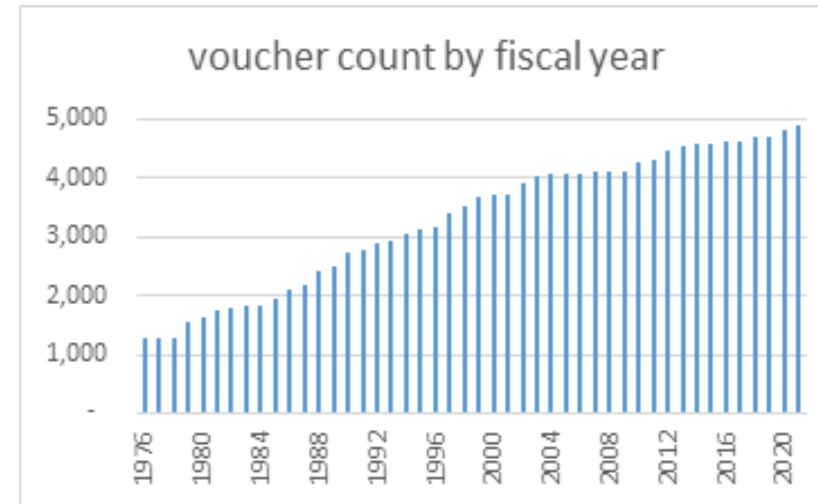
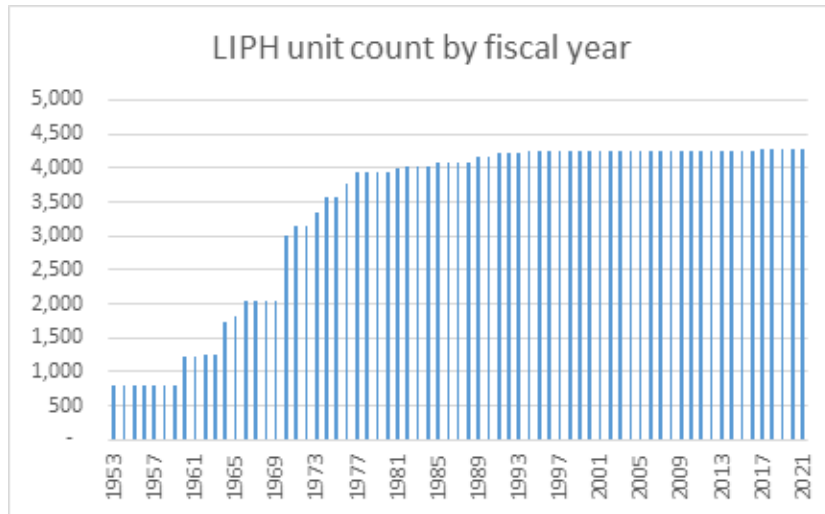
# Section 8 Housing Choice Vouchers (HCV) 2/5/2023

Dominic Mitchell, Director

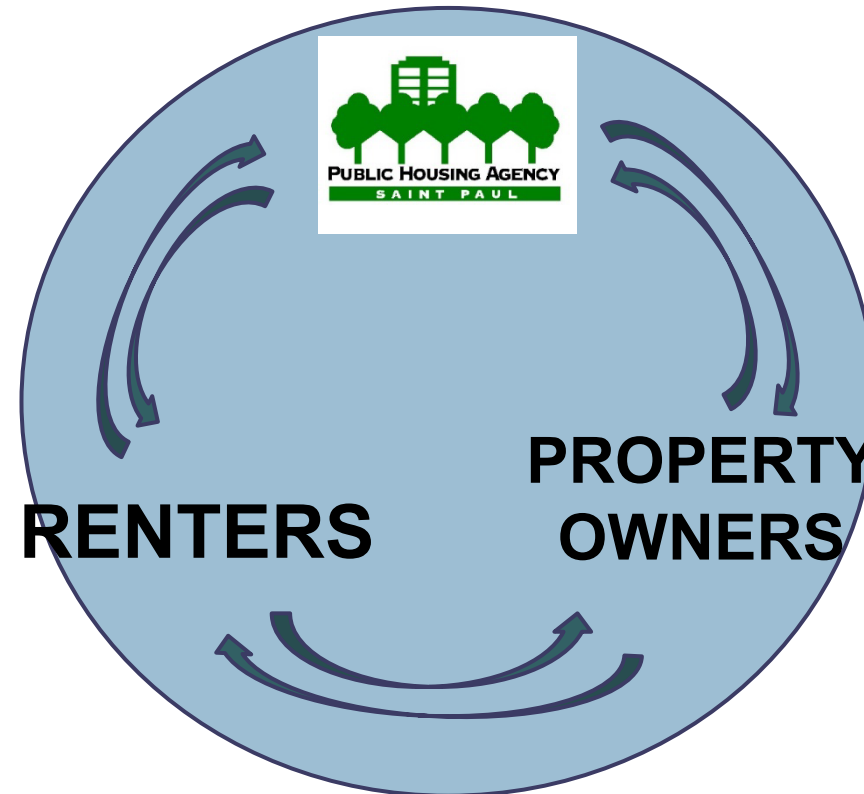
## Subsidies to Private Owners



# PHA Inventory: PHA owned & Section 8 HCV



# HCV is a 3-Way Partnership

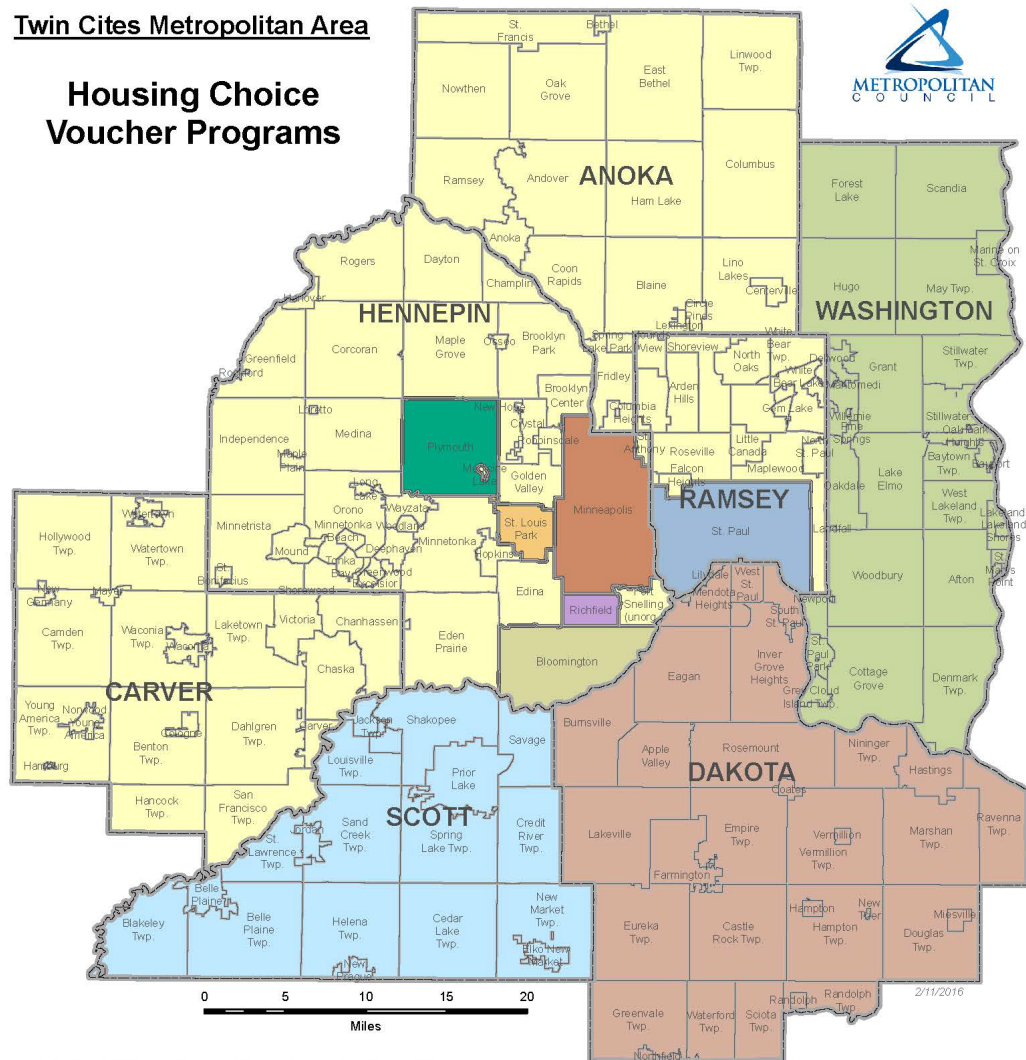




# Housing Choice Voucher Programs



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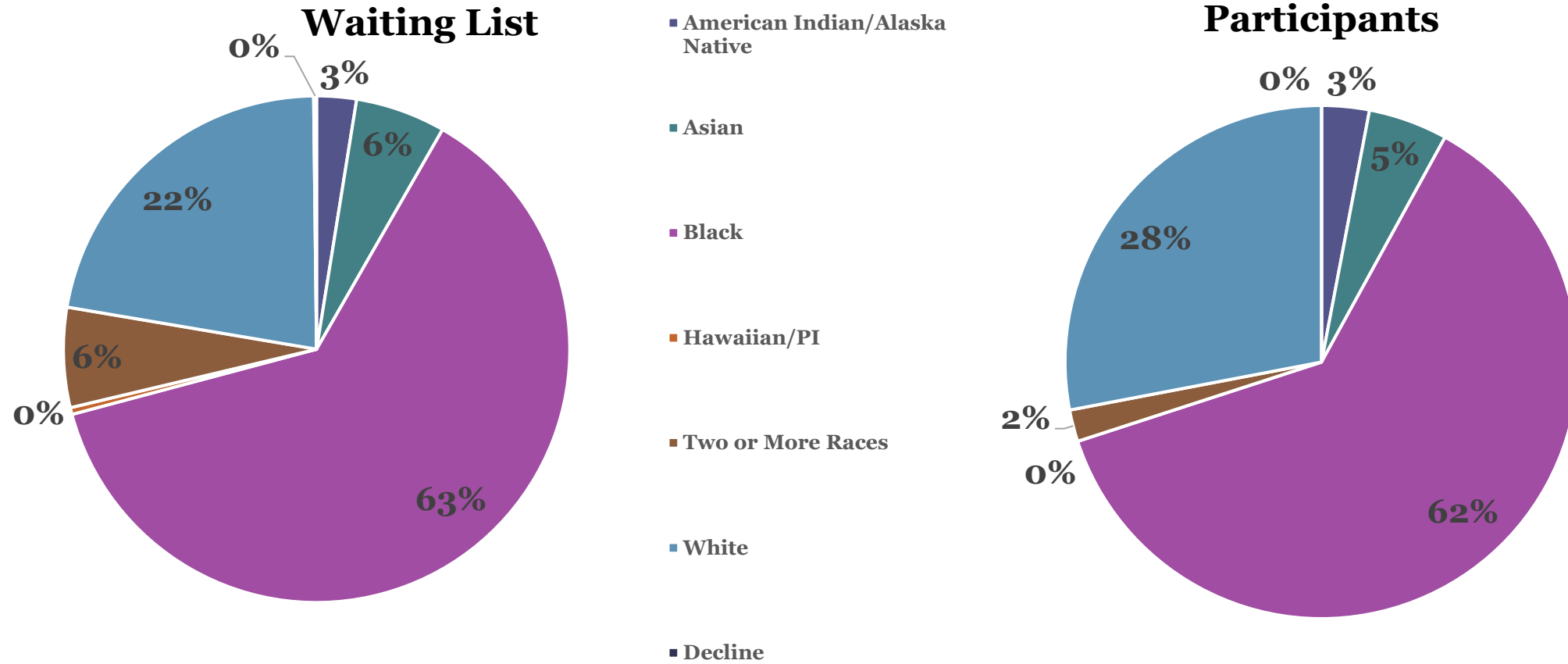


Twin Cities Area Housing Authorities:

Metro HRA (651) 602-1428	Plymouth HRA (763) 509-5410	Dakota County CDA (651) 675-4400
Minneapolis PHA (612) 342-1480	Richfield HRA (612) 861-9770	Scott County CDA (952) 402-9022
St Paul PHA (651) 298-5158	St Louis Park HRA (952) 924-2579	Washington Co HRA (651) 458-0936
Bloomington HRA (952) 563-8937		

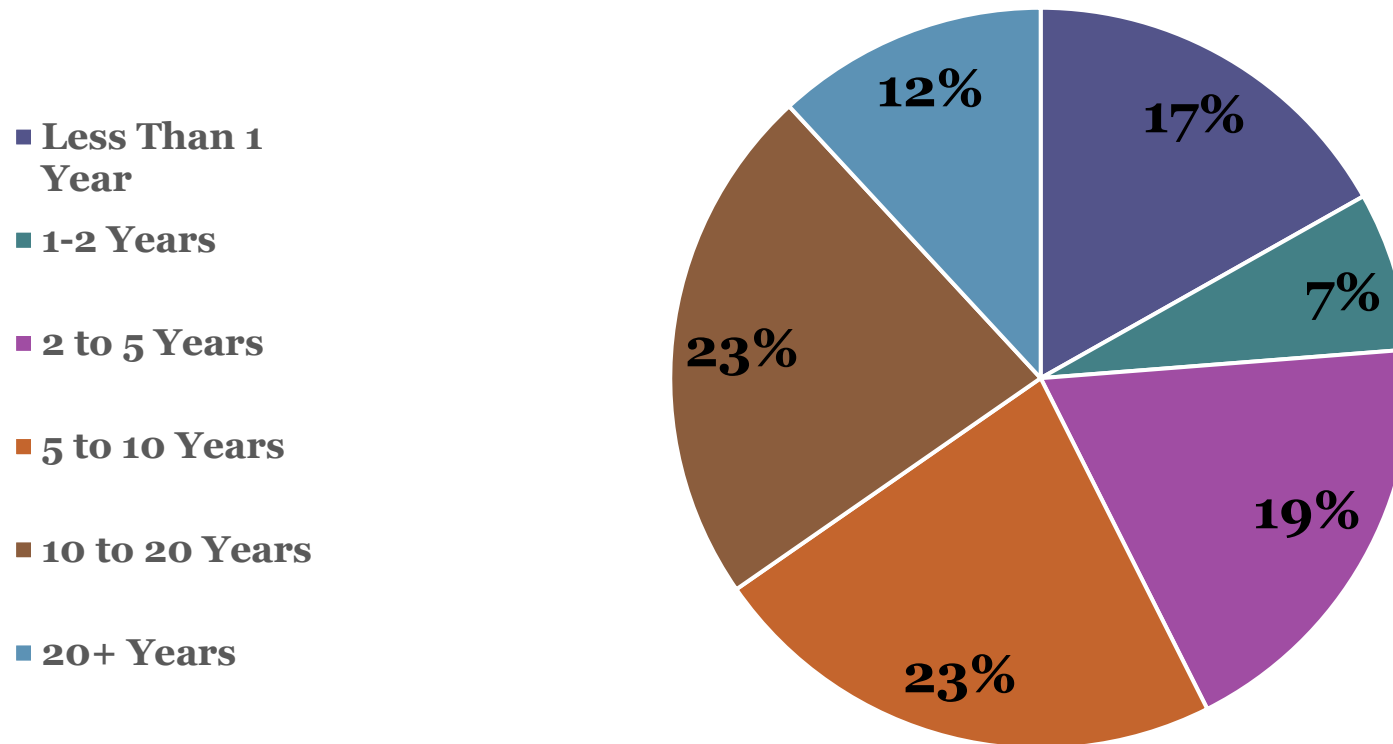
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# Race Data for Applicants and Participants



2/6/2023

# HCV Program Participant Tenure



# Voucher Allocations

## Housing Choice Vouchers Programs (5,243 affordable housing opportunities)

General HCV (4,225 including 620 received as Preservation Vouchers)

VASH\*  
(276)

Mainstream  
(318)

Project Based Vouchers (782)

Enhanced  
(94)

Port outs  
(~800)

FSS (~20)

EHV (157)

Supportive  
Housing  
(514)

Mixed  
Income  
(144)

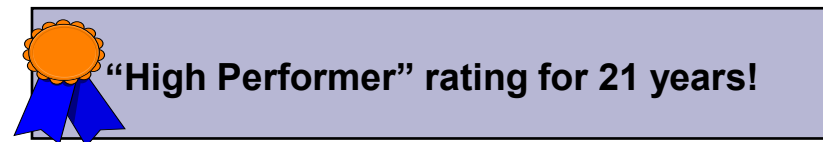
VASH\* (31)

Low Income  
(93)

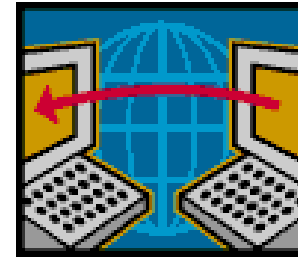
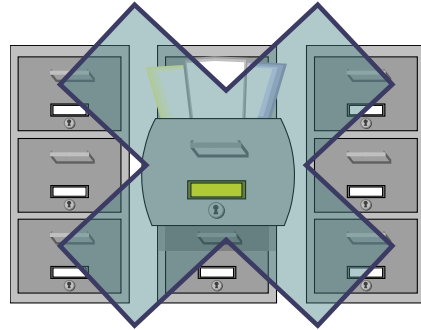
*Port Ins*  
(~325)

# Fully Leased and Utilized

- CY 2021– 57,623 unit months leased out of 59,198 unit months available (97.3%)
  - Administered \$45,481,275 in rental assistance
- FY 2021– 56,984 unit months leased out of 58,793 unit months available (96.7%)
- FY 2020– 55,467 unit months leased out of 56,799 unit months available (100.1%)
- FY 2019-- 54,313 unit months leased out of 54,432 unit months available (99.8%)
- FY 2018--52,863 unit months leased out of 53,883 unit months available (98.1%)
- FY 2017--53,434 unit months leased out of 53,462 unit months available (99.9%)
- FY 2016--53,155 unit months leased out of 53,153 unit months available (100.0%)



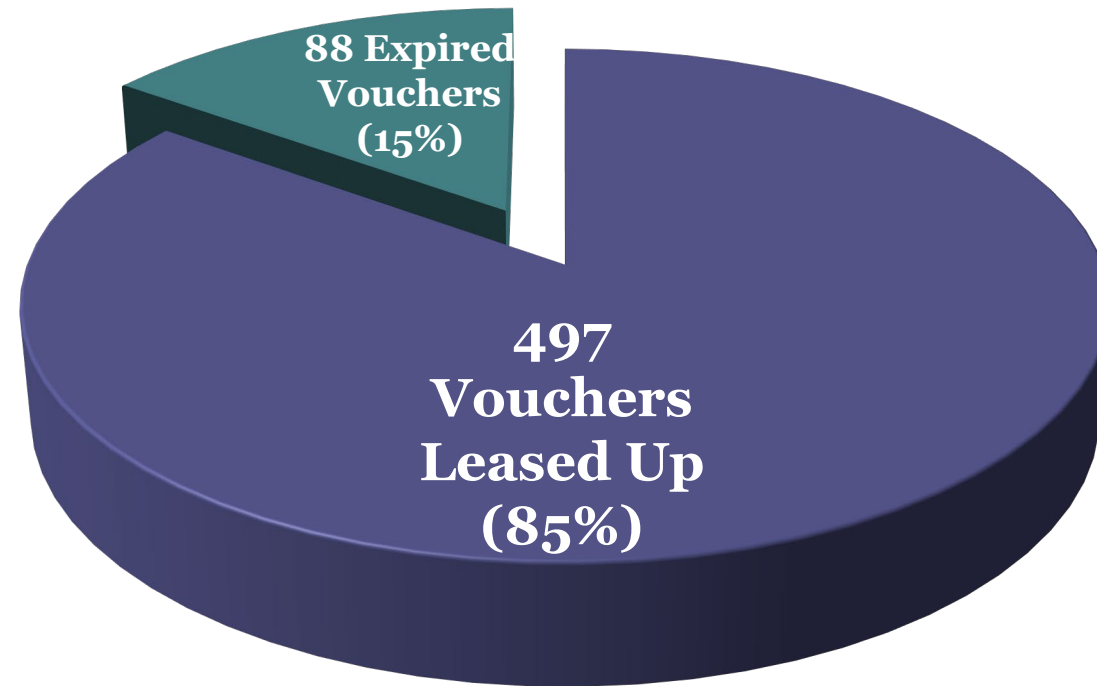
# Online Section 8 Waiting List 4/6/2023



- The waiting list was opened in November 2022 for one week, where over 6,000 applications were submitted for 2,000 spots on the list.
- Prior to that, the waiting list was opened in June 2019 for one week, where over 12,000 applications were submitted for 3,500 spots on the list.
- Prior to that, the waiting list was opened in September of 2015 for one week, where the PHA received over 12,000 applications for 3,500 spots on the list.
- Depending on turnover and funding, the PHA may issue 300-400 vouchers per year to the waiting list.
- The waiting list was closed to new applications from 2007-2015.

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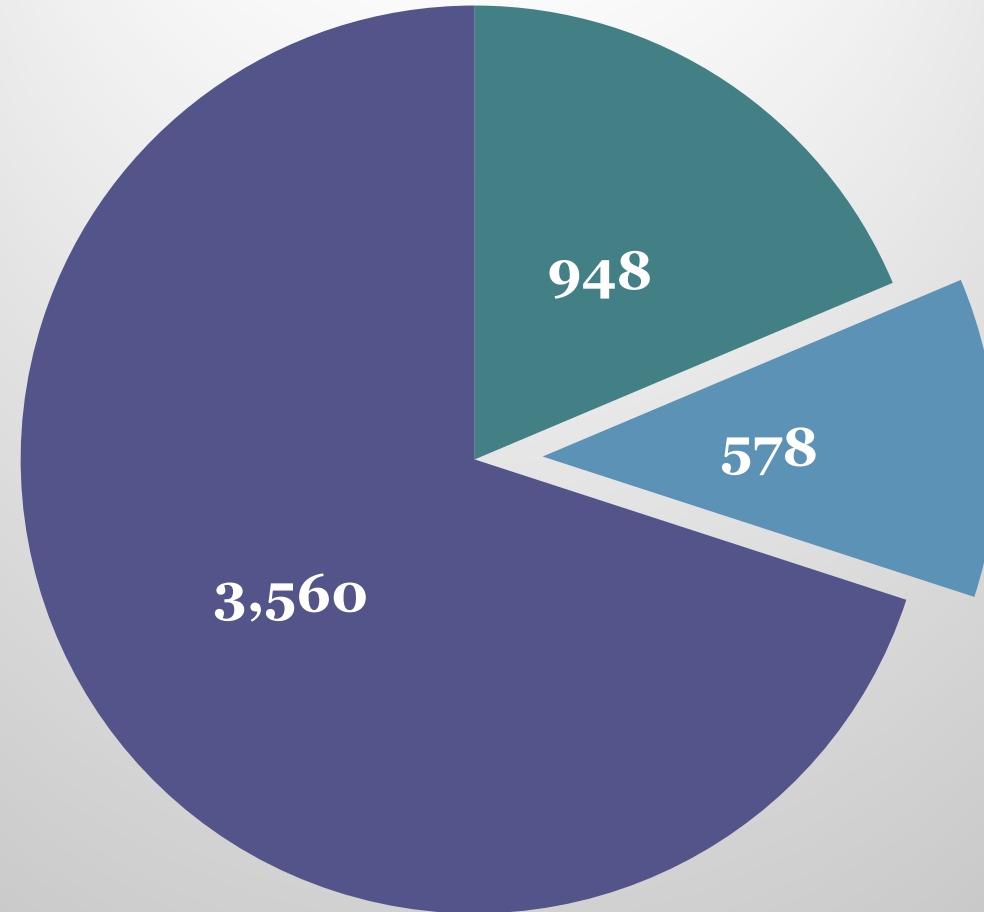
# Shopping Success for Last Six Months



*“Success” is defined as the number of clients who have leased a unit in St. Paul, relative to how many vouchers expire in a given month.*

2/6/2023

## Current Voucher Split



■ Project Based Vouchers   ■ Remaining Available to Project Base   ■ Housing Choice Vouchers

### PBV Summary

- 5,086 Total Housing Choice Vouchers (HCV) (excluding Emergency Housing Vouchers)
- HUD allows project-basing up to 30% of the HCVs into PBVs (limit increased with certain exception categories in 2017)
- PBV Program started at PHA in 1999. 798 units awarded to date, in 34 projects.
- Additional 125 vouchers + 25 VASH vouchers available for 2023 Consolidated RFP



## Section 8: “HCV” and “PBV”

### **HCV**

#### Housing Choice Vouchers

- Move with the tenant
- Administered by PHAs and HRAs
- Number set by PHA contract with HUD
- Up to 30% can be designated as PBV

### **PBV**

#### Project-Based Vouchers

- Stay with the Property
- Administered by PHAs and HRAs
- Maximum of 30% of total HCV
- After 1 year, a tenant can move with an HCV

## St. Paul PHA PBV Policy

- Each housing agency/authority has obligation to set their own PBV policy, which is established by Board of Commissioners.
- PBVs offered through Minnesota Housing's Consolidated RFP.
  - Regulations require open, competitive process.
  - PBV Applications can accompany other requests to MN Housing for funding; or they can be "PBV-only" applications.
  - Applications not reviewed until MN Housing has made their final awards.
- All PBV applications must be for projects in St. Paul.
- If MN Housing does not approve any of the other financing requested by the applicant, the PHA will not consider the request for PBVs and the applicant will need to reapply in a future Consolidated RFP where PBVs are offered.

# St. Paul PHA PBV Policy

- Selection Criteria for ALL projects.
  - Minimum of 10 PBVs must be requested.
  - Demonstrate how PBV will leverage the creation of additional affordable housing.
  - Demonstrate prior experience with affordable housing projects.
- Additional Evaluation Criteria will vary for specific categories:
  - Mixed-Income Housing
  - Supportive Housing for the Homeless
  - Affordable Housing for the Elderly
  - HUD-VASH
  - Family Unification Program

# St. Paul PHA PBV Policy

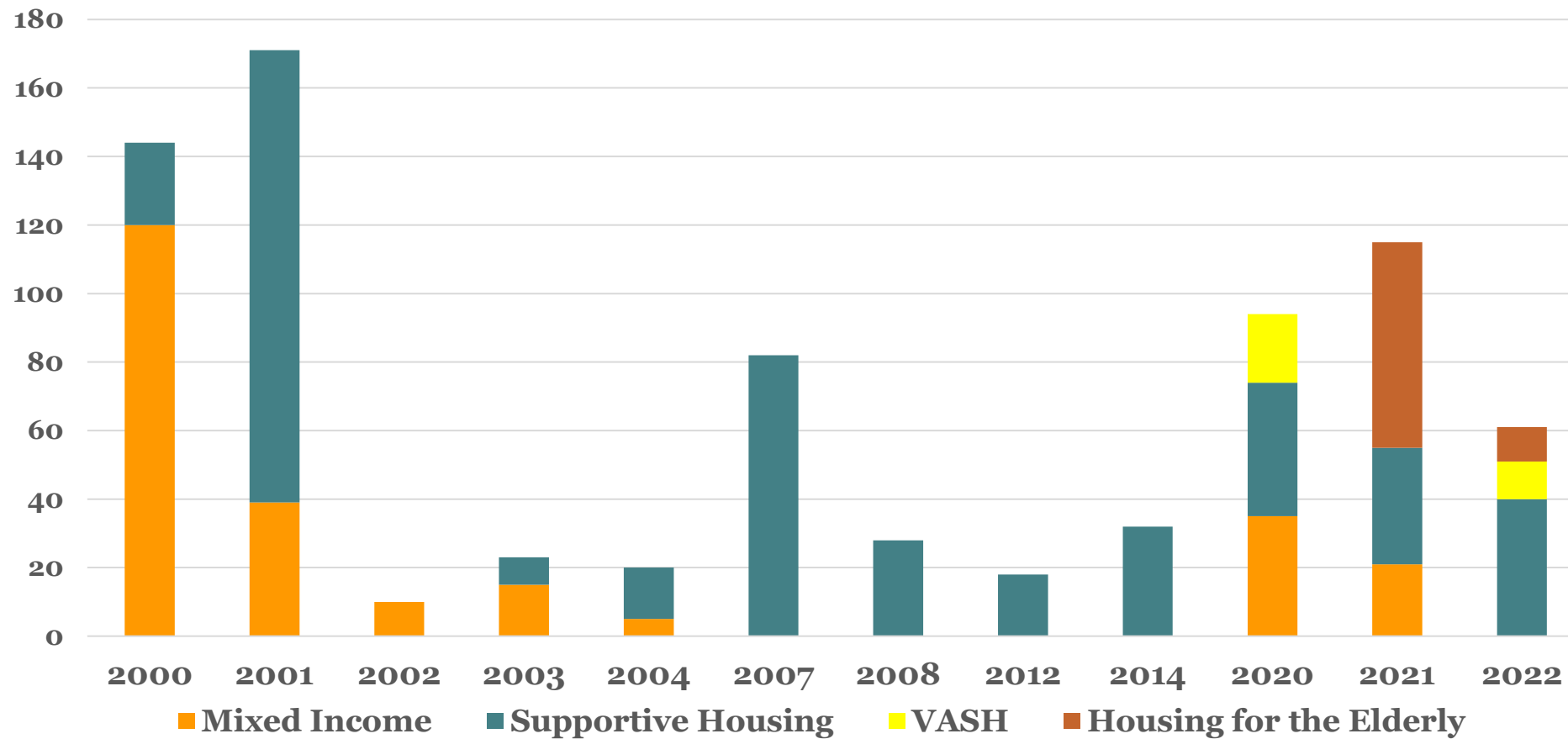
- PHA considers many variables when determining PBV Offering amount.
  - Addressing need for creation of affordable housing.
  - Addressing other community needs (i.e. homelessness, veteran homelessness, preservation).
  - Funding and budget.
  - Overall voucher utilization and shopping success.
  - Balancing PBV and waiting list admissions.

# Creating & Administering PBV: Team Effort

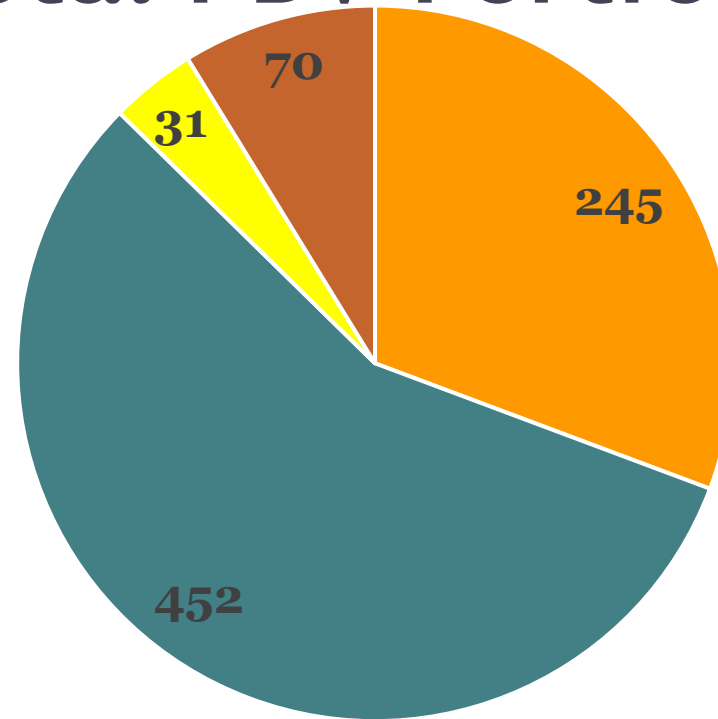
- Housing Owner/Developer
- Consultants/Technical support (like CSH)
- Site selection – neighbors, community organizations
- Funders—Capital Stack
- PHA Board and Staff—PBV Offering & Award (Funder)
- Housing Manager/PHA Staff—Administration
- Service Provider(s)—Ongoing Participant Support

2/6/2023

# PBV Offer and Award History



# Total PBV Portfolio



■ Mixed Income

■ VASH

■ Supportive Housing

■ Housing for the Elderly

# Current PBV Offering

- On January 25, 2023, the PHA's Board of Commissioners authorized the offering of **125 PBV** in the current MN Housing Consolidated RFP.
  - Also 25 to serve need to house homeless veterans, so we can reach a functional zero in veteran homelessness in Ramsey County.
- Applications will be due to MHFA after April. PHA will review after MHFA makes their awards.
  - Need not have applied for funding from MN Housing.
  - 10-voucher project minimum. Existing Housing can qualify.
  - Applications submitted in MN Housing Consolidated RFP.



2/6/2023

# Project-Based-Voucher Project: Frogtown Crossroads

- Located at 495 Dale St. N.
- 40-unit development
  - 5 Floors
  - 20 3BR units (1011-1237 sq. ft.)
  - 11 2BR units (852-951 sq. ft.)
  - 8 1BR units (569-672 sq. ft.)
  - 1 Studio unit (515 sq. ft.)
- No zoning adjustments necessary (T-3).
- 10 PBV; within 40 tax credit units. All affordable.
- *“The residential units leased up in less than 60 days after we received our certificate of occupancy. The building has been virtually 100% leased since construction was completed in November/December 2021. Overall the project has going very well. NDC occupies their new HQ in the building and they have had great success leasing the ground-floor retail to local, minority entrepreneurs that they work with as part of their mission to support small business development.”*



2/6/2023

# Project-Based-Voucher Project: Stryker Senior Housing

- Located at 617 Stryker Ave.
- 57-unit development
  - 3 Floors
  - 24 1BR units (572 sq. ft.)
  - 33 Efficiency units (428 sq. ft.)
- No zoning adjustments necessary.
- Elderly Project. Also serving Veterans.
- 20 PBV. Total of 43 units at <30% AMI, 24 units at <50%/60% AMI.
- Currently under construction.



2/6/2023

# Project-Based-Voucher Project: Phalen Village

- Located at 1180 Prosperity Ave.
- 76-unit development.
  - 4 Floors
  - X 2BR units (1083 sq. ft.)
  - X 1BR units (669 sq. ft.)
- No zoning adjustments necessary. (T-2)
- Elderly project. Also serving veterans.
- 21 PBVs; x tax credit units. X total affordable housing units.
- Construction to begin soon...

## PHALEN VILLAGE

ST. PAUL, MN





2/6/2023



W. A. Boss Central Administrative Office  
555 N. Wabasha St., St. Paul, 55102  
[Dominic.Mitchell@stpha.org](mailto:Dominic.Mitchell@stpha.org) <http://www.stpha.org>

# Thank You!





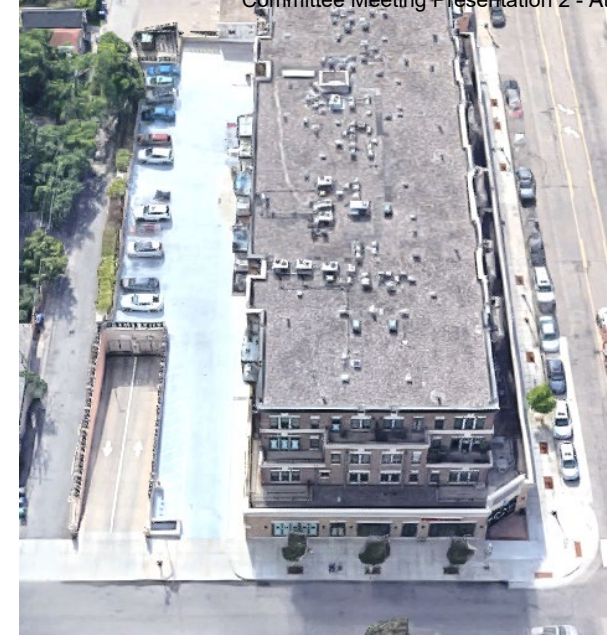
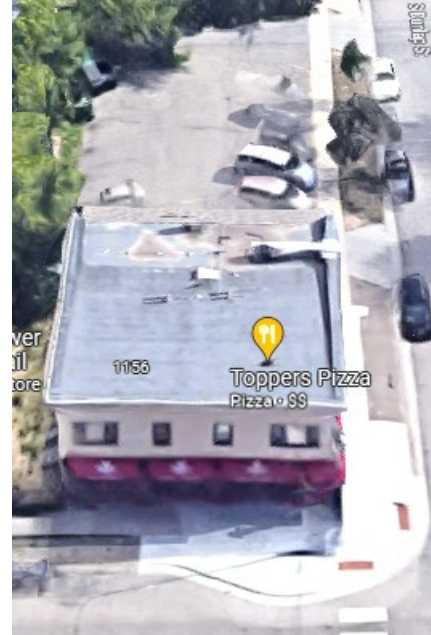
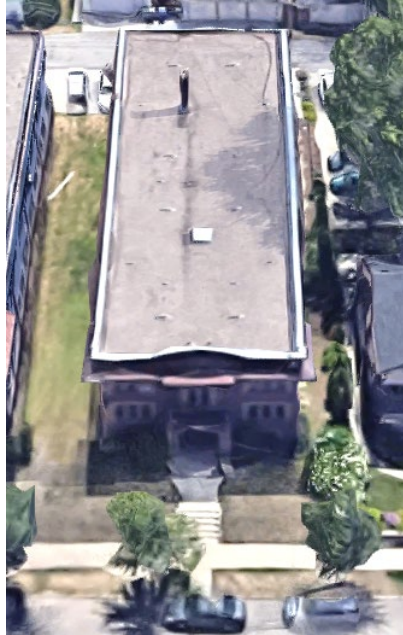
# East Grand Avenue Overlay

## Zoning District

### *Advisory Committee*

*Agenda | February 6, 2023*

- Affordable Housing 101 presentation: Dominic Mitchell, Saint Paul Public Housing
- Review features of Grand Avenue character areas
- Discuss 10 principles for a better Grand Avenue



**Yards:** deep, shallow, urban

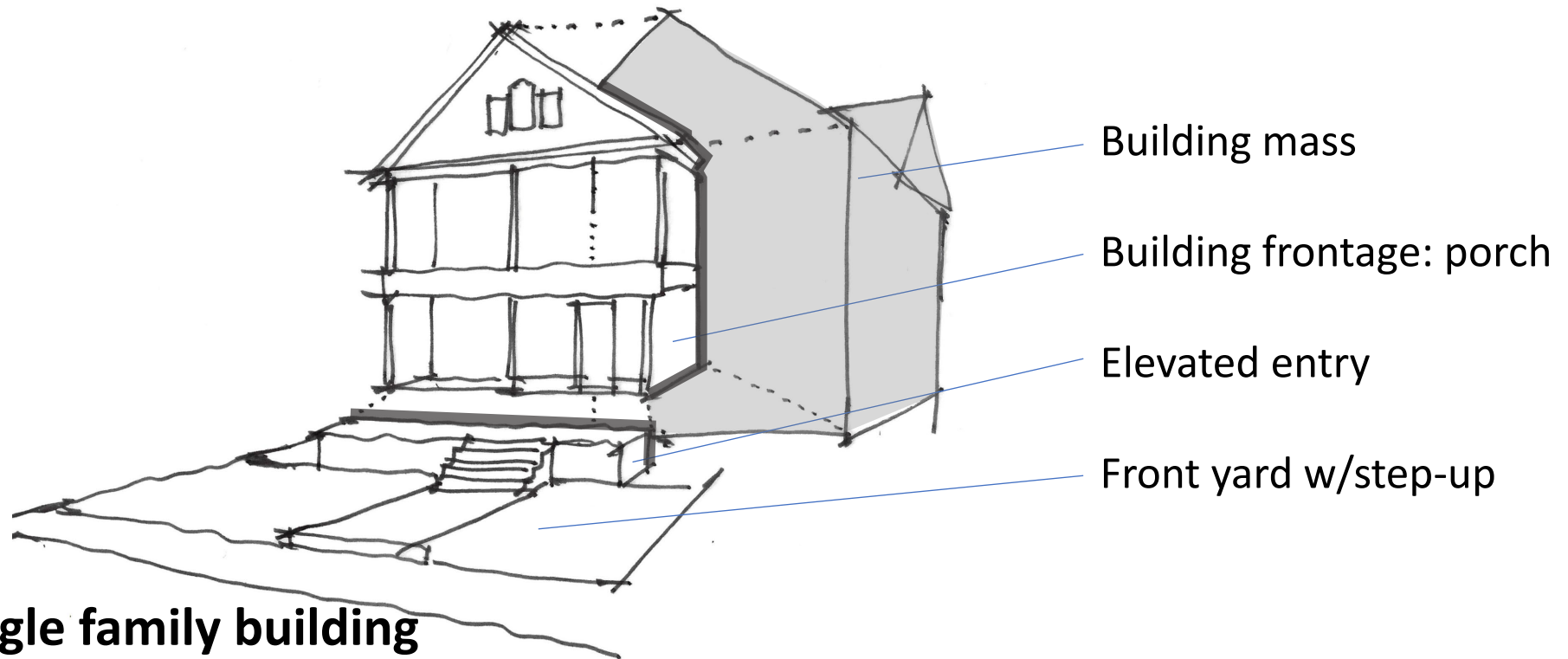
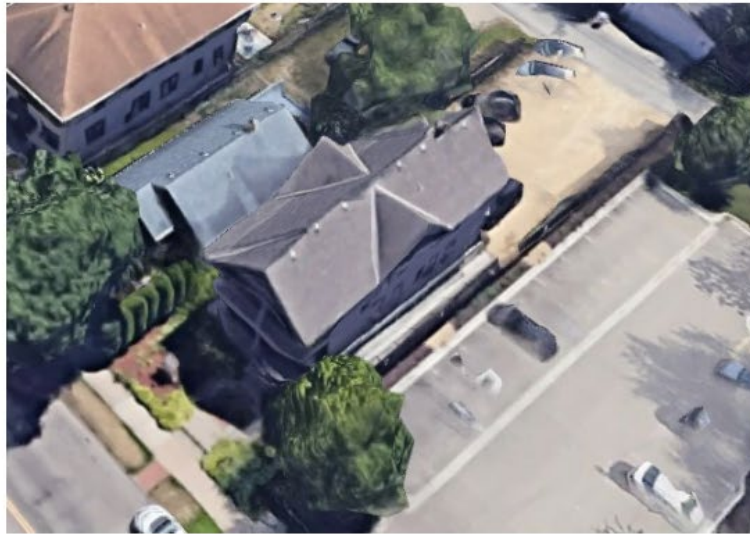
**Street Frontage:** turf, turf/terrace, dooryard, patio/walk

**Building frontage:** stoop, porch, entryway, shopfront, common entry

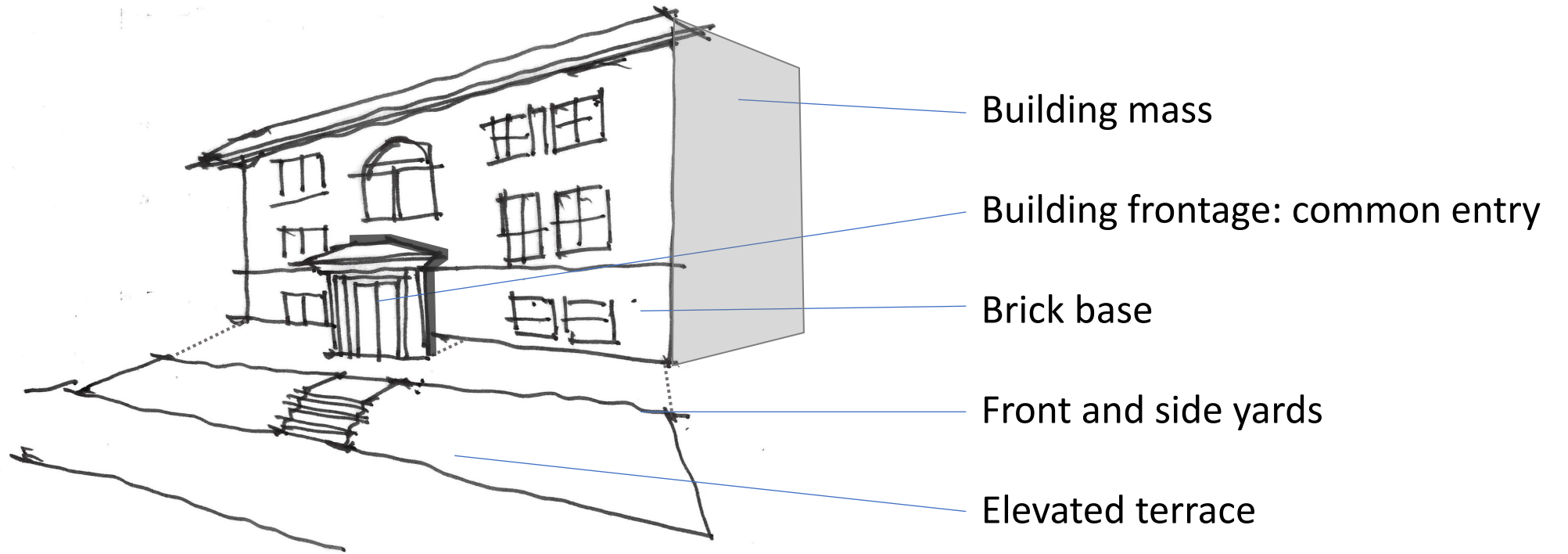
**Building type:** detached residential, small and larger compartment flats, shared corridor, commercial, mixed-use

**Character givers on the Avenue**









**Small compartment building**



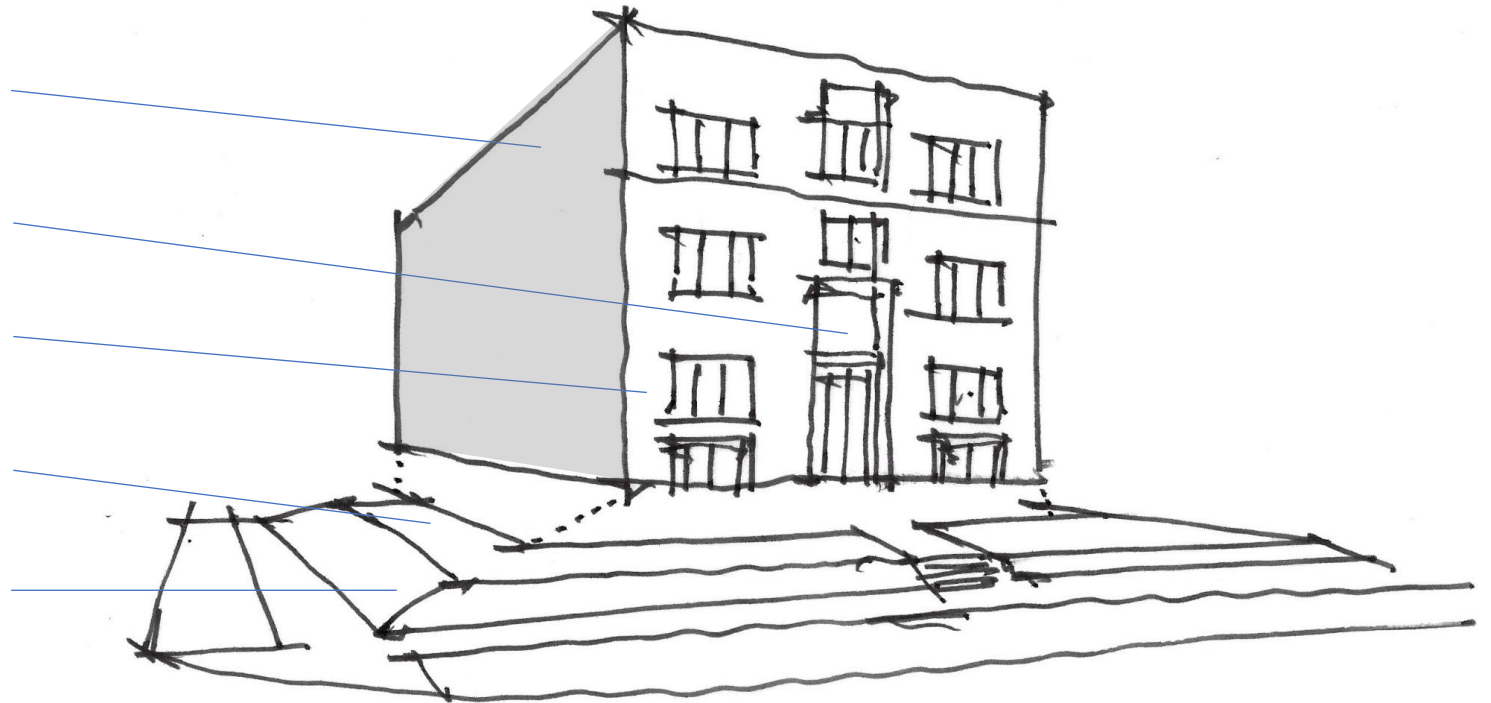
Building mass

Building frontage: common entry

Brick façade w/precast details

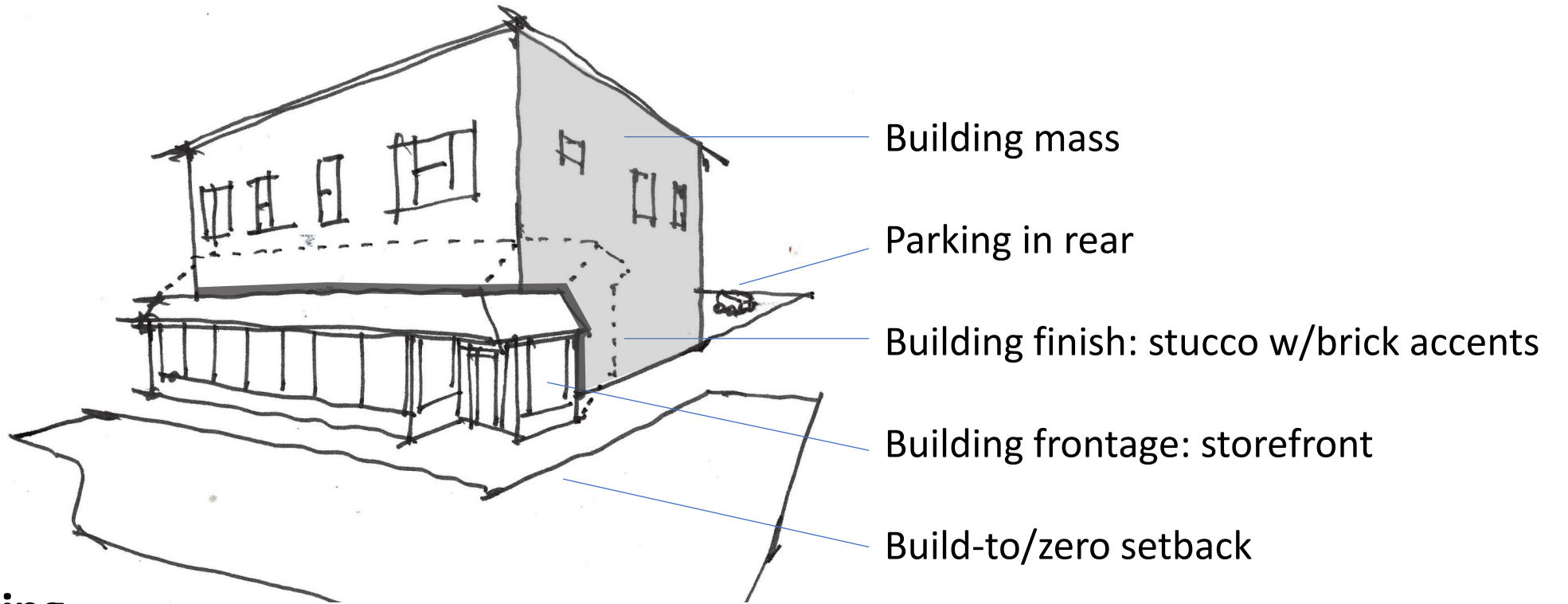
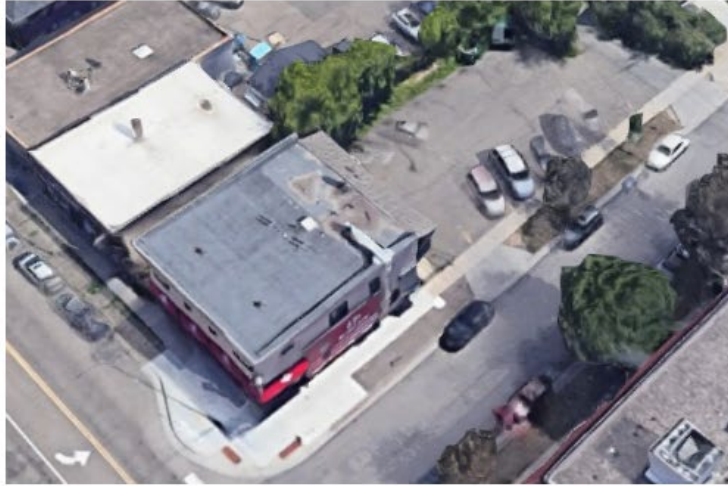
Front and side yards

Elevated terrace



## Large compartment building

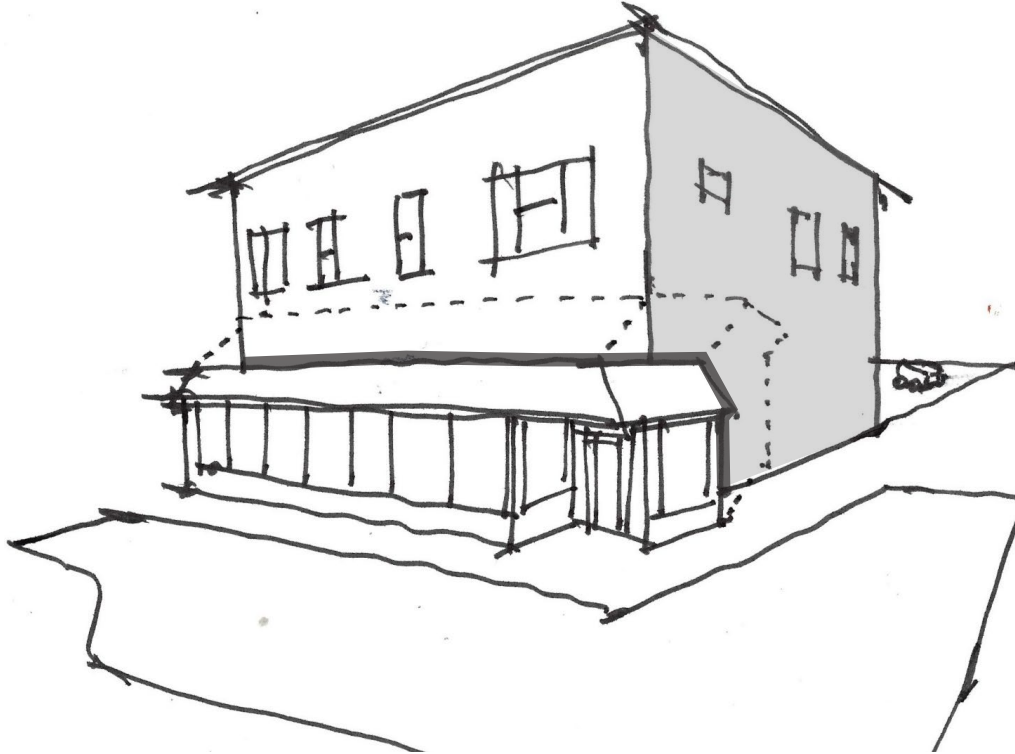




**Mixed-use building**

## What the zoning code regulates

- Lot size-min.
- Building height
- Yard/setbacks
- Floor area ratio
- Density
- Parking supply



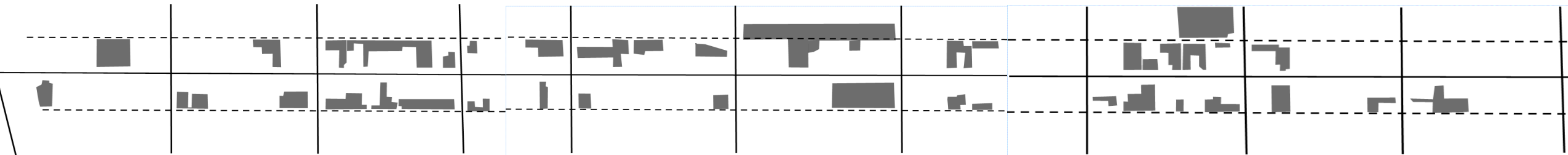
## What existing character shows

- Building mass
- Parking in rear
- Building finish: stucco w/brick accents
- Building frontage: storefront & glazing
- Build-to/zero setback

**Mixed-use building**

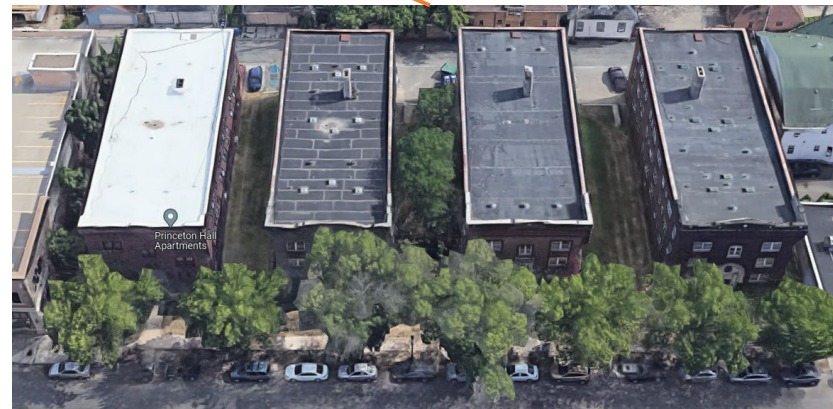
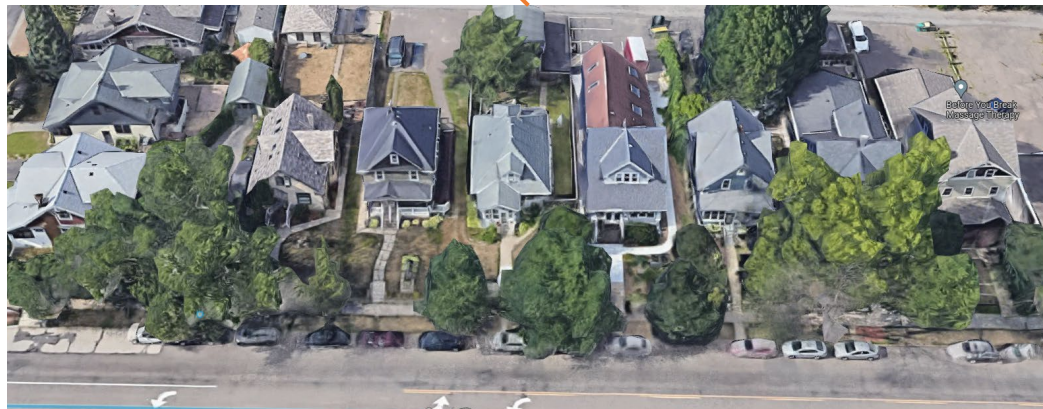
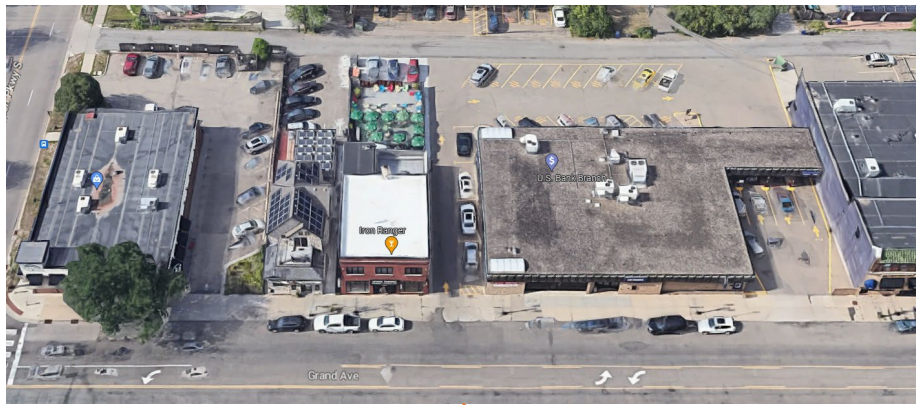



## Building footprint



## Main surface parking areas



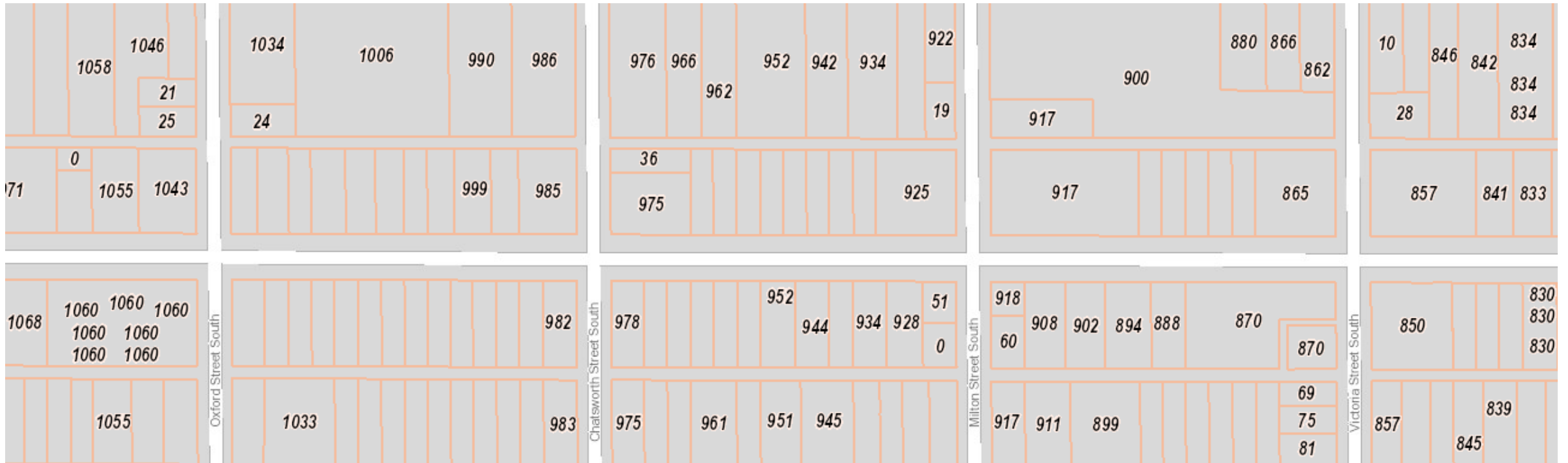


 Areas that are similar in character, scale, height, form, etc.

 Areas with more potential to change



## Building footprint



## Lot size



# *Business Converted District*

## •Sec. 66.413. - Intent, BC community business (converted) district.

The BC community business (converted) district is a business district expressly for existing residential structures in commercial areas, which will permit the operation of businesses which do not generate large amounts of traffic and at the same time will retain the visual character of the building forms and open space associated with residential uses. This includes a limited height on buildings and front and side yards. It is further the intent of this district to provide parking for employees who work in buildings which are converted from residential to business use.

## Sec. 66.442. - Parking requirements in the BC community business (converted) district.

In the BC community business (converted) district, when existing buildings are converted from residential to business use, when existing buildings are enlarged, and when new buildings are erected, off-street parking shall be provided as follows:

- (a) Off-street parking spaces shall not be located within a front yard.
- (b) Off-street parking facilities on lots without principal buildings shall provide principal access from the street.

Height = 30'/3 stories

Front yard = 25'



# T3 District

## **Sec. 66.314. - Intent, T3 traditional neighborhood district.**

The T3 traditional neighborhood district provides for higher-density pedestrian- and transit-oriented mixed-use development. It is designed for development or redevelopment of land on sites large enough to support:

- (a) A mix of uses, including residential, commercial, civic and open space uses in close proximity to one another;
- (b) A mix of housing styles, types and sizes to accommodate households of varying sizes, ages and incomes;
- (c) A system of interconnected streets and paths that offer multiple routes for motorists, pedestrians and bicyclists, and are connected to existing and future streets;
- (d) A system of open space resources and amenities; and incorporation of environmental features into the design of the neighborhood.

The T3 district is also intended for smaller sites in an existing mixed-use neighborhood center where some of the above elements already exist, or in an area identified in the comprehensive plan as a potential "urban village" site. The above elements may be found within the T3 district or adjacent to it; the intent is that all would be present within a reasonable walking distance.



Height = 45'/55' MF/MXD

Parking = at rear or in rear yard

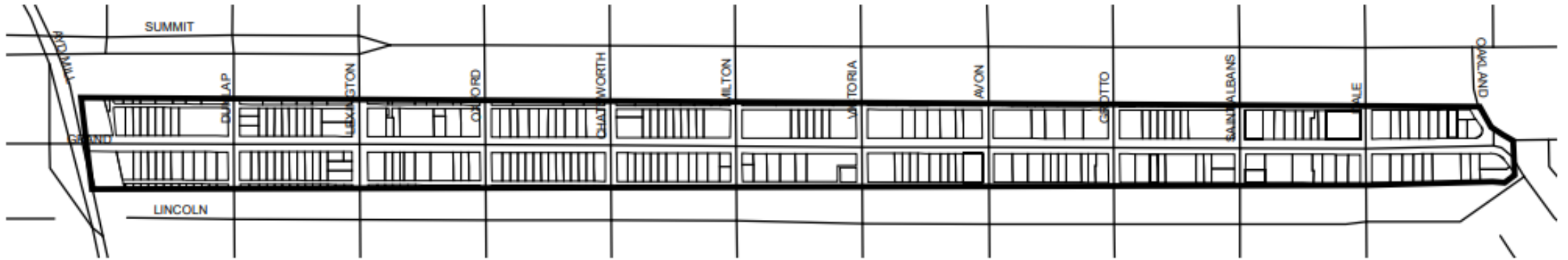
Min lot size = none

Front yard = 0-10'/25' MXD/MF



- |   |                     |   |                                   |
|---|---------------------|---|-----------------------------------|
|    | R2 One-Family       |    | B1 Local Business                 |
|    | R3 One-Family       |    | BC Community Business (converted) |
|    | R4 One-Family       |    | B2 Community Business             |
|   | RT1 Two-Family      |   | B3 General Business               |
|  | RT2 Townhouse       |  | T3 Traditional Neighborhood       |
|  | RM1 Multiple-Family |   |                                   |
|  | RM2 Multiple-Family |   |                                   |

•**Sec. 67.601. - Establishment; intent.**  
 •The EG East Grand Avenue Overlay District is established as shown on the official zoning map accompanying this code to provide design standards and building height, size, and footprint limits, and to reduce the shortage of parking in the east Grand Avenue area.



## East Grand Avenue Overlay District

### •Sec. 67.602. - Standards and regulations.

(a) *Design standards.* The TN2 design standards in [section 66.343](#) apply.

(b) *Building regulations.*

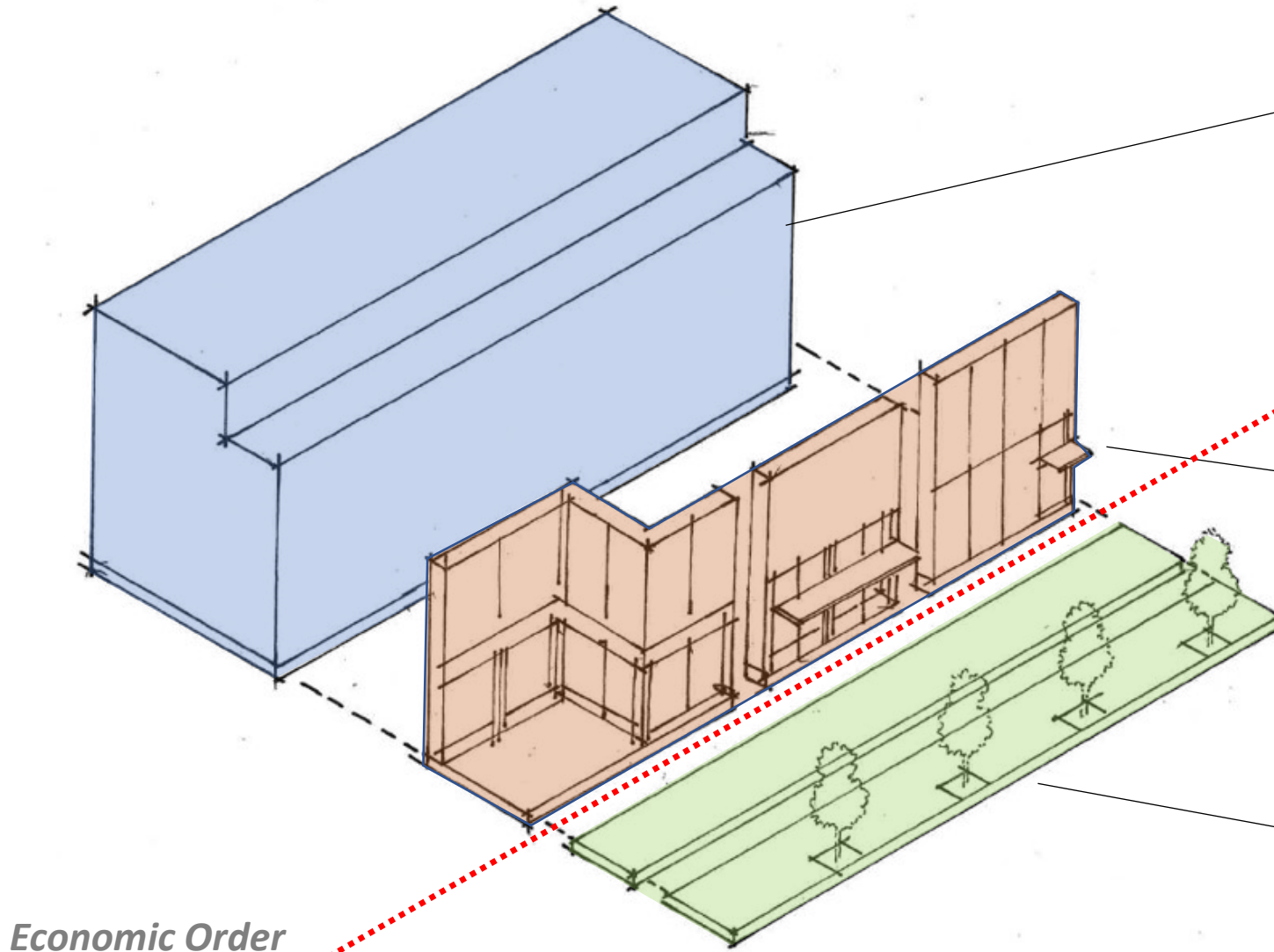
- (1) The maximum building footprint shall be twenty-five thousand (25,000) square feet.
- (2) Total building size, above ground, shall be limited to seventy-five thousand (75,000) square feet, including parking.
- (3) Building height shall be limited to three (3) stories and to thirty (30) feet for commercial buildings, three (3) stories and thirty-six feet (36) for mixed commercial-residential mixed use buildings, and three (3) stories and forty (40) feet for residential or institutional buildings. No additional height based on setbacks is allowed.

(c) *Parking.* The provision in section 63.204(a) that exempts a change in use to a new use that requires five (5) or fewer spaces more than the existing use from providing the additional spaces shall not apply.

**Zoning** – controls lot arrangement such as lot size, use, building height, floor area ratio, yard/setbacks, some design and parking standards

**Frontage** – defines how a building (storefront, stoop, porch, etc.) relates to the street & public realm; typically not regulated by the zoning code

**Street & Streetscape** – is not regulated by the zoning; variety of funding sources that Public Works/City Forester maintains



*Economic Order*

*Political Order*

# **10 Principles for a Better Grand Avenue**

- 1.Traditional Character & Local Identity**
- 2.Active Ground Floor Buildings**
- 3.Human/people scaled built environment**
- 4.Walkability and Connectivity**
- 5.Mix of Housing Types, Density & Diversity of Uses**
- 6.Compact Lot Size & Building Design**
- 7.Balanced Movement & Shared Streets**
- 8.Manage Parking On-Street & Behind buildings**
- 9.Quality Design & Building Materials**
- 10.Respond/Maintain Historic Character & Scale**
- 11. Building Heights that fits the Character of the Area**
- 12. Intensity/Diversity of Development at Strategic Locations**
- 13. Maintain/Foster on-going Engagement**

# 10 Principles for a Better Grand Avenue



*Draft 1.1 | February 6, 2023*

















### 11. Building Heights that fits the Character of the Area



### Notes

A series of horizontal dotted lines for taking notes, spanning the width of the page.

### 12. Intensity/Diversity of Development at Strategic Locations

