ZONING COMMITTEE STAFF REPORT

1. FILE NAME: Glen Brown-Lowe Variance FILE #: 20-003-092

2. APPLICANT: Glen Brown-Lowe HEARING DATE: January 30, 2020

3. TYPE OF APPLICATION: PC Variance

4. LOCATION: 197 Baker St E, between Oakdale Avenue and Mount Hope Avenue

5. PIN & LEGAL DESCRIPTION: 082822240135; Woodbury & Case's Addition, Lot 13, Blk. 4

6. PLANNING DISTRICT: 3 PRESENT ZONING: RT1

7. **ZONING CODE REFERENCE:** § 66.231(c); § 61.601; § 61.202(b)

8. STAFF REPORT DATE: January 23, 2020

9. DATE RECEIVED: January 6, 2020 60 DAY DEADLINE FOR ACTION: March 2, 2020

A. **PURPOSE:** Lot area variance of 2,616 square feet to convert a duplex to a triplex (9,000 sq. ft. lot area required; lot is 6,384 sq. feet in area)

- B. **PARCEL SIZE:** 48 ft. wide x 133 ft. deep = 6,384 sq. feet
- C. EXISTING LAND USE: Duplex
- D. **SURROUNDING LAND USE:** One-family and two-family dwellings. There are scattered three-unit and four-unit dwellings further west and north in an RM2 district.
- E. **ZONING CODE CITATION:** § 66.231(c) requires that no additional dwelling units be added to an existing building to create three or more dwelling units on a lot that is less than 9,000 square feet in area. § 61.202(b) authorizes the planning commission to grant variances when related to a rezoning when considered by the planning commission at the same public hearing. § 61.601 lists findings that must be met in order to grant a variance.
- F. **PARKING:** Zoning Code § 63.207 requires a minimum of 1 parking space for a 2-room unit and 1.5 parking spaces for a 3-room units. The 2 existing units are "3-room" (2-bedroom) units, which would require 3 parking spaces (1.5 spaces x 2 units). The lot currently has a parking pad for 2 parking spaces, so the existing duplex has legal nonconforming status with regard to parking (for 2 rather than the required 3 parking spaces). The proposed third unit would be a "2-room" (1-bedroom) unit requiring 1 additional parking space.
- G. **HISTORY/DISCUSSION:** The existing duplex was built in 1960. The application proposes to convert the basement (currently used for storage, laundry and utilities) into a third unit with one bedroom, for a total of 3 dwelling units. There is a separate application to rezone the lot from RT1 two-family residential to RM2 multiple family residential to provide for the third unit.
- H. **DISTRICT COUNCIL RECOMMENDATION:** The West Side Community Organization has submitted a letter recommending approval of the variance.

I. FINDINGS:

- 1. The Duplex and Triplex Conversion Guidelines approved by the Planning Commission and the Board of Zoning Appeals in 2009 state that staff will recommend denial of variances for conversion of a structure to a triplex unless, in addition to the required findings for variances in Zoning Code § 61.600, the following guidelines are met.
 - A. Lot size of at least 6000 square feet with a lot width or front footage of 50 feet. This guideline is not met. The lot area is 6,384 sq. feet, but the lot is only 48 ft. wide.

BY: Michael Wade

- B. Gross living area, after completion of triplex conversion, of at least 2100 square feet. No unit shall be smaller than 500 square feet. This guideline is met. The first floor unit is 791.85 sq. feet, the second floor units is 810.37 sq. feet, and the proposed basement unit is 598.88 sq. feet, for a total of 2201 square feet.
- C. Four off-street parking spaces (non-stacked) are preferred; three spaces are the required minimum. This guideline can be met. The lot currently has a parking pad for 2 parking spaces, and there is room in the rear yard for an additional parking space.
- D. All remodeling work for the triplex is on the inside of the structure unless the plans for exterior changes are approved by the Board of Zoning Appeals as part to the variance. (The Planning Commission will approve these changes for the cases they handle.) This guideline is met. The only exterior change indicated in the plans is an egress window and window well for the new basement bedroom, which will not affect the exterior aesthetics of the structure.
- E. For the purpose of protecting the welfare and safety of the occupants of any structure that has been converted into a triplex without the necessary permits, a code compliance inspection shall be conducted and the necessary permits obtained to bring the entire structure into conformance with building and fire code standards; or the property owner must, as a condition of the approval, make the necessary improvements to obtain the necessary permits and bring the entire structure into building and fire code compliance within the time specified in the resolution. This guideline will be met. The necessary permits will be obtained to convert the structure into a triplex.
- 2. § 61.601 states that the Planning Commission shall have the power to grant variances from the strict enforcement of the provisions of this code upon a finding that:
 - (a) The variance is in harmony with the general purposes and intent of the zoning code. This finding is met. The variance is not inconsistent with the general purposes and intent listed in Zoning Code § 60.103, and is in harmony with § 60.103(j), "to provide housing choice and housing affordability."
 - (b) The variance is consistent with the comprehensive plan. This finding is met. The Future Land Use Map in the 2030 Comprehensive Plan designates the area including 197 Baker Street East as "Established Neighborhood", described as "predominantly residential areas with a range of housing types. Single family houses and duplexes predominate, although there may be smaller scale multifamily housing scattered within these neighborhoods. ... 3-20 units/acre." (The 2040 Comprehensive Plan designation of this area as "Urban Neighborhood" carries the same density target range.) The proposed triplex fits within this land use designation.
 - (c) The applicant has established that there are practical difficulties in complying with the provision; that the property owner proposes to use the property in a reasonable manner not permitted by the provision. Economic considerations alone do not constitute practical difficulties. This finding is not met. The house was built as a duplex and has always been used as a duplex. The current owner bought the house as a duplex. The lot does not even meet the minimum lot width requirement for a duplex. The applicant has not established that there are practical difficulties in maintaining the property as a duplex.
 - (d) The plight of the landowner is due to circumstances unique to the property not created by the landowner. This finding is not met. The house was built as a duplex and has always been used as a duplex. The current owner bought the house as a duplex. The lot does not even meet the minimum lot width requirement for a duplex. The applicant has not established that there are circumstances unique to the property that make it unreasonable or difficult to maintain as a duplex.

- (e) The variance will not permit any use that is not allowed in the zoning district where the affected land is located. This finding is not met. The purpose of the lot area variance is to permit a triplex, which is not a permitted use in the RT1 two-family residential zoning district. There is a separate application to rezone the lot from RT1 two-family residential to RM2 multiple family residential to provide for the third unit. This required finding would be met if the property is rezoned to RM2 multiple family residential.
- (f) The variance will not alter the essential character of the surrounding area. This finding is met. The only exterior changes indicated in the plans are an egress window and window well for the new basement bedroom and an additional parking pad in the rear yard, which will not alter the essential character of the surrounding area.
- J. **STAFF RECOMMENDATION:** Based on the findings 1.A, 2(c), 2(d), and 2(e) above, staff recommends denial of the lot area variance of 2,616 square feet (9,000 square feet required, 6384 square feet proposed) to convert a duplex to a triplex at 197 E. Baker Street.

SAINT PAUL AAAA

ZONING VARIANCE APPLICATION

To Board of Zoning Appeals

Dept. of Safety & Inspections Zoning Section 375 Jackson St., Suite 220 Saint Paul, MN 55101-1806 (651) 266-9008 To Planning Commission

Dept. of Planning & Econ. Devt. Zoning Section 1400 City Hall Annex, 25 W 4th St. Saint Paul, MN 55102-1634 Zoning Office Use Only
File # 20-003092

Fee Paid \$ _____
Received By / Date _____
Tentative Hearing Date (-25-20)

(651) 266-6583 Name Glen Brown-lowe (must have ownership or leasehold interest in the property, contingent included) **APPLICANT** Baker St E. Address 197 City Saint Paul State WN Zip 55/07 Email Glen691.ab@amail.com Phone (51.578.9330 Name of Owner (if different) Email Contact Person (if different) Email Address City _____ State Zip Address / Location **PROPERTY** INFO PIN(s) & Legal Description (attach additional sheet if necessary) Lot Area _____ Current Zoning 771 VARIANCE REQUEST: Application is hereby made to the Board of Zoning Appeals (or to the Planning Commission with another zoning application) for variance from the following section(s) of the Zoning Code _ _. State the requirement and variance requested. _____ SUPPORTING INFORMATION: Explain or demonstrate the following. Attach additional sheets if necessary. 1. Circumstances unique to the property (not created by the landowner) that create practical difficulties in complying with the provision of the code from which a variance is requested. 2. The property is proposed to be used in a reasonable manner, consistent with the intent and purpose of the provision of the code from which a variance is requested. 3. The variance will not permit any use that is not allowed in the zoning district in which the property is located. 4. The variance is consistent with the comprehensive plan and will not alter the essential character of the surrounding area. Attachments as required:

Site Plan (drawn to scale)

Certificate of Survey

Exterior Architectural Plans ☐ For sign variances, demonstrate that the requirements in Zoning Code § 64.207 are met. If you are a religious institution you may have certain rights under RLUIPA. Please check this box if you identify as a religious institution.

Applicant's Signature

Date 12/30/19

Rev 8.9.2019

My name is Glen Brown and I am a local investor, born and raised in the St. Paul area. I graduated from St. Paul Central High School and am a St. Paul homeowner. I am a laborer in the construction field and a member of the Local 536 Union. I purchased my first multi-family home last year and am looking to convert it from a duplex to a triplex.

As a proud lifetime resident of St. Paul, I am dedicated to providing affordable housing for residents in the community. The purpose of this narrative is to demonstrate how the rezoning and variance requests meet the required findings necessary to complete the conversion.

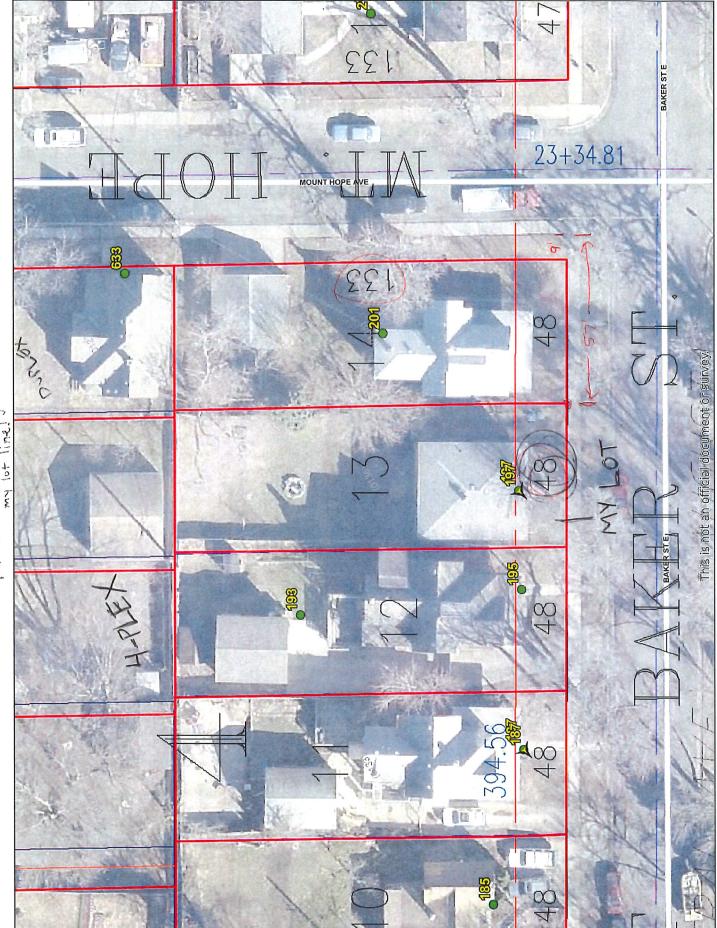
My proposed zoning and variance request will keep the property consistent with the ways the area has developed over time. There are a variety of housing options in the area currently; from single family homes to multi-family dwellings, ranging from 2 to 4 units. I am asking to rezone from a RT1 to RM2; both of which are residential. This rezoning will not increase the traffic flow in the neighborhood nor cause inconvenience to those living in the area. The rezoning will increase the available affordable housing options for those seeking to reside in the area, in agreeance with the City's 2040 Housing and Comprehension Plan.

Rezoning from RT1 to RM2 allows me to provide additional affordable housing in the area; assisting the city of St. Paul in providing access to stable, affordable rental options for its residents who need it. This also addresses the missing middle housing option provided in the area, while helping the City to adapt to current and future housing trends and market cycles.

Zoned as RT1, I am unable to add a third unit. Rezoning to RM2 would allow me to provide an additional affordable rental unit to the neighborhood and assist in closing the city's gap in available middle housing options. Granting the variance request for the lot size, allows for a third unit; which is consistent with the existing uses of the properties in the local area.

As currently zoned, I am unable to increase the property from a 2-unit to a 3-unit. The street my property is located on has a triplex on one end of the block as well as other duplexes. The properties back lot line is adjacent to a 4 unit dwelling. These multi-family homes exist on lots similar in square feet to mine. I also am able to provide ample parking on the property to prevent excess parking on the street.

The proposed variance and rezoning request satisfy the required findings. By converting the existing duplex to a triplex, I am able to successfully create an affordable middle housing option consistent with St. Paul's 2040 Comprehensive Plan. I am able to provide this while not negatively affecting or altering the neighborhood and surrounding area.



CMZ# ZONING right behind

Introduction

ensure that housing is healthy and safe. Saint Paul has responsibilities to manage a complex set of issues around other infrastructure systems, such as roads or water, a City does not have full control of housing development, can do is administer planning, zoning and building codes to guide the location of residential development, and maintenance, replacement or cost, as housing is generally provided through the private market. What cities housing fairness, supply, choice, health, stability and affordability, all of which are tied to a Saint Paul's core Housing meets a fundamental human need and, as such, is a critical infrastructure system of a city. Unlike

increasingly diverse population over the next 20 years. Finally, housing policy cannot be considered in a vacuum. from those experiencing homelessness to those in need of affordable housing to those wishing to buy a home strategy by addressing the broad continuum of housing needs and challenges faced by Saint Paul residents transportation (to connect people from home to work) and land use (to locate parks, employment, education The Housing chapter continues to embrace Saint Paul's decades-old commitment to an all-incomes housing housing and household types to help provide additional housing choice for Saint Paul's growing, aging and or rent an apartment. The chapter begins to challenge some deeply-rooted beliefs around neighborhood It needs to be thought of in terms of economic development (to build household income and net worth) and other uses in close proximity to housing)

The following goals guide the Housing chapter:

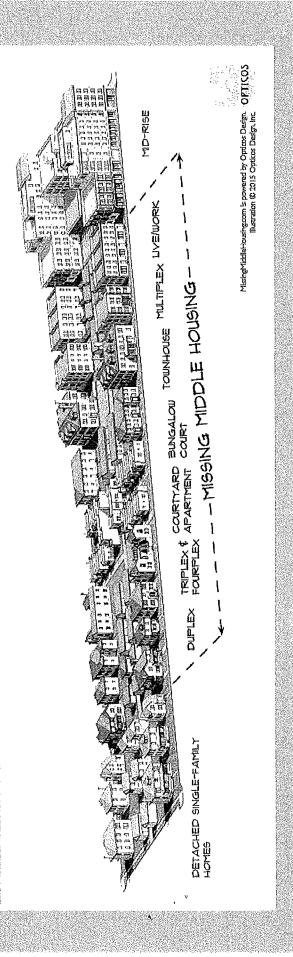
- 1. Decent, safe and healthy housing for all Saint Paul residents.
- 2. Well-designed, energy-efficient buildings and sites constructed with quality materials.
- Fair and equitable access to housing for all city residents. w.
- A supportive environment for homeownership. 4.
- 5. Stable rental housing.
- 6. Improved access to affordable housing.
- 7. Strong neighborhoods that support lifelong housing needs.

Benefits of Missing Middle Housing

neighborhoods. It is a land use, economic The "missing middle" is a segment of the housing market that contains small-scale development and urban design strategy multifamily or clustered housing types compatible in scale with single-family that allows cities to support walkable, transit-supportive neighborhoods

allowing for gradual transition from Urban to housing trends and market cycles. It is more sensitive to neighborhood context, neighborhoods. Missing Middle housing therefore allows the city to better adapt densities in predominantly single-family provides more housing choice and without significantly increasing

Excellent examples of these housing types mansion-style multi-family and multiplexes. housing types include accessory dwelling or Neighborhood Nodes, Missing Middle Neighborhoods to Mixed-Use areas and/ courtyard apartments, bungalow courts, units, duplexes, triplexes, fourplexes, can be found throughout Saint Paul.



Goal 6: Improved access to affordable housing.

Policy H-31. Support the development of new affordable housing units throughout the city.

Policy H-32. Continue to use City/HRA resources to support affordable rental housing citywide with at least 30 percent of the total rental units (both market-rate and affordable) financially assisted by the City/HRA being affordable to households earning 60 percent or less of AMI with at least:

- 10 percent of all units being affordable to households earning 30 percent of AMI;
- 10 percent of all units being affordable to households earning 50 percent of AMI; and
- 10 percent of all units being affordable to households earning 60 percent of AMI.

Policy H-33. Further affordable ownership housing goals in HRA/City-financially-assisted projects by working toward 10 percent of all ownership units being affordable to residents earning 60 percent of AMI and 20 percent of all ownership units being affordable to residents earning 80 percent of AMI.

Policy H-34. Support the development of new affordable ownership opportunities through the Inspiring Communities program, including selling vacant HRA-owned single-family lots and identifying sites appropriate for new ownership housing.

Policy H-35. Work with partners to develop and implement mechanisms to ensure that affordable ownership units developed with City/HRA assistance remain affordable beyond the first generation of owners.

Policy H-36. Encourage the development of family-sized affordable housing in strong market areas.

Policy H-37. Encourage the development of affordable housing in areas well-served by transit and/or in proximity to employment centers.

Policy H-38. Encourage acquisition, if put up for sale, of naturally-occurring affordable housing by nonprofit organizations, community development corporations, religious institutions, tenants and/or private-sector actors committed to preserving and investing in affordable housing, as well as the long-term upkeep and maintenance of these properties.

Policy H-39. Promote preservation of existing income-restricted affordable housing units to ensure continued affordability of those units.

Policy H-40. Prioritize preservation of incomerestricted and naturally-occurring affordable housing in areas with improved/improving transit and/or planned reinvestment to reduce resident displacement.

Policy H-41. Consider use of official controls to require affordable housing to achieve mixed-income neighborhoods.

Polícy H-42. Pursue public and private funding sources, including local sources, for affordable housing preservation and production.

Policy H-43. Encourage and support state and federal legislation that preserves existing programs and provides new funding, including a dedicated funding source, for affordable ownership and rental housing.

Policy H-44. Make achieving the Metropolitan Council's affordable housing goals a top priority both in planning and legislative efforts.

Policy H-45: Support the preservation and maintenance of historic housing stock as an affordable housing option.

BROWN RESIDENCE

TRIPLEX CONVERSION

197 Baker Street East, Saint Paul, MN 55107

DRAWING INDEX

No.	Sheet Name:	Issue:	Date:			
01 - GENERAL						
G-001	COVER SHEET	1	AUG 13, 2019			
02-ARCHITECTURAL						
A-100	BASEMENT - NEW FLOOR PLAN	1	AUG 13, 2019			
A-110	1ST LEVEL EXISTING FLOOR PLAN	1	AUG 13, 2019			
A-120	2ND LEVEL EXISING FLOOR PLAN	1	AUG 13, 2019			
A-200	STAIR SECTIONS	1	AUG 13, 2019			
	GROSS AREA SUMMARY: BASEMENT					

- NEW APARTMENT:

598.88 sq.ft.

- EXST'GMECHANICAL ROOM AND LANDING:

280.73 sq.ft.

- EXISTING APARTMENT: - EXISTING STAIRS:

791.85 sq.ft. 126.12 sq.ft.

SECOND LEVEL:

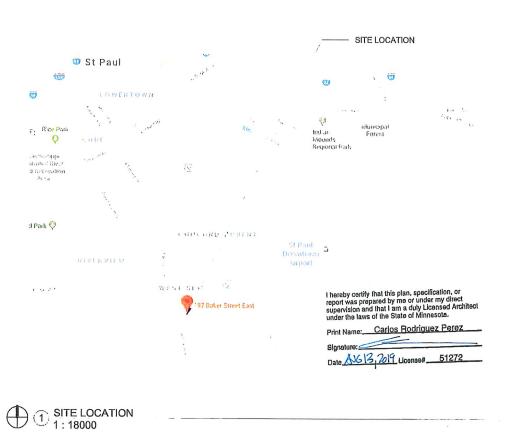
- EXISTING APARTMENT:

810.37 sq.ft.

TOTAL GROSS AREA:

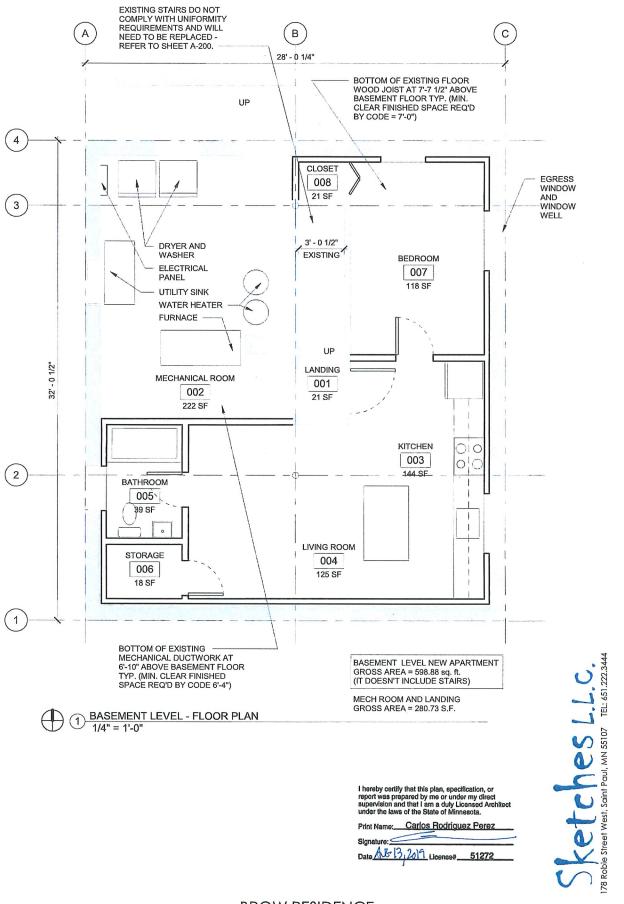
2,607.95 sq.ft.

IN REGARDS TO THE TRIPLEX CONVERSION GUIDELINES FOR ZONING CASES OF THE CITY OF SAINT PAUL, THE EXISTING RESIDENCE IS IN COMPLIANCE WITH THE MINIMUM AREA REQUIREMENTS: "GROSS LIVING AREA, AFTER COMPLETION OF DUPLEX CONVERSION, OF AT LEAST 2,100 SQUARE FEET. NO UNIT SHALL BE SMALLER THAN 500 SQUARE FEET."



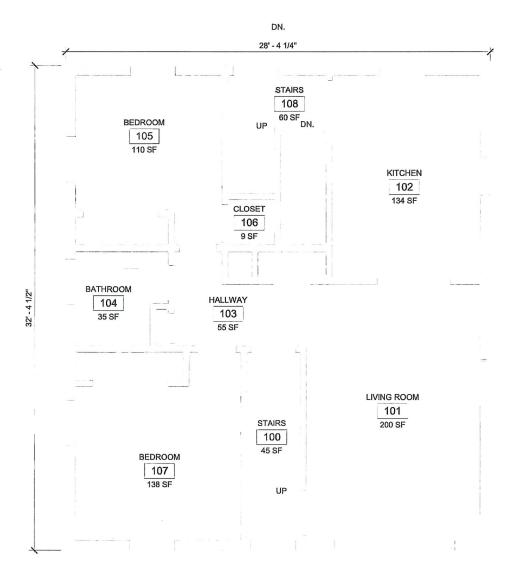
TEL: 651.222.3444 178 Robie Street West, Saint Paul, MN 55107

BROW RESIDENCE TRIPLEX CONVERSION



BROW RESIDENCE
TRIPLEX CONVERSION

A-100



DN.

FIRST LEVEL EXISTING APARTMENT GROSS AREA = 791.85 sq. ft. (IT DOESN'T INCLUDE STAIRS)

STAIRS GROSS AREA = 126.12 S.F. (ONLY COUNTED ON FIRST LEVEL)

1 FIRST LEVEL - EXISTING PLANS

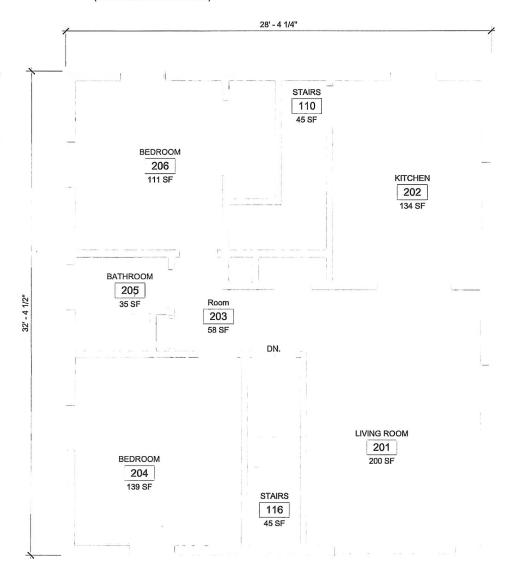
I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am a duly Licensed Architect under the laws of the State of Minnesota.

Print Name: Carlos Rodriguez Perez

BROW RESIDENCE
TRIPLEX CONVERSION

A-110

TR Robie Street West, Saint Poul, MN 55107 TEL:



SECOND LEVEL EXISTING APARTMENT GROSS AREA = 810.37 sq. ft. (IT DOESN'T INCLUDE STAIRS)

SECOND LEVEL - EXISTING PLANS
1/4" = 1'-0"

I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am a duly Licensed Architect under the laws of the State of Minnesota.

Print Name: Carlos Rodriquez Perez
Signature: 2
Date AVF 13, 2019 License# 51272

BROW RESIDENCE TRIPLEX CONVERSION

A-120

178 Robie Street West, Saint Paul, MN 55107 TEL: 651,222,3444

178 Robie Street West, Saint Paul, MN 55107 TEL: 651.222.3444

EXISTING STAIRS

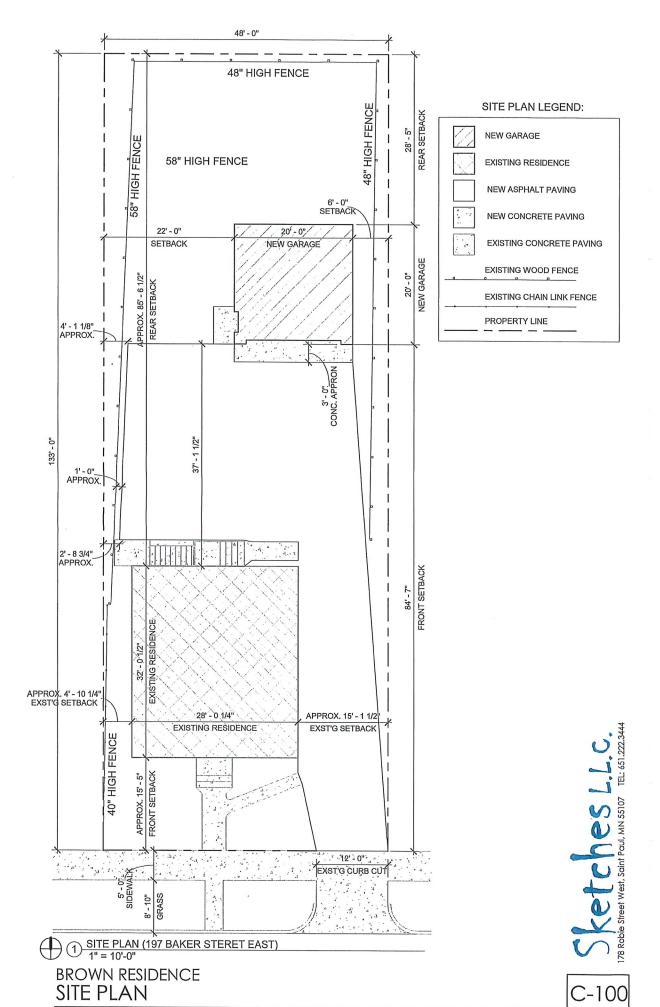
3/8" = 1'-0"

I hereby certify that this plan, specification, or report was prepared by me or under my direct supervision and that I am a duly Licensed Architect under the laws of the State of Minnesota.

Print Name: Carlos Rodriguez Perez

BROW RESIDENCE
TRIPLEX CONVERSION

51272



197 Baker Street East, Saint Paul, MN 55107

Rev. No: 0

Date: SEP 16, 2019

TRIPLEX CONVERSION GUIDELINES FOR ZONING CASES

Approved by the Board of Zoning Appeals June 30, 2009 Approved by the Planning Commission August 21, 2009 (09-52)

1. Application Requirements.

Plans. In addition to the general application requirements of Zoning Code §§ 61.301, 61.302, and 61.801(b) (for rezonings), applications shall include a site plan showing total lot area and proposed off street parking (improved with a durable, permanent, dustless surface). In calculating the floor area of habitable rooms, only those portions of the floor area of a room having a clear ceiling height in excess of five (5) feet may be included. At least half of the floor area of any habitable room shall have a clear ceiling height of seven (7) feet or more. If exterior changes are proposed, exterior changes shall be consistent with the General Design Standards in Zoning Code § 63.110. All plans and drawings must show dimensions or be drawn to scale.

Economic Feasibility Analysis. An economic analysis worksheet provided by the City shall be completed and submitted with the application.

MLS Listing from Most Recent Sale. A copy of the MLS listing from the most recent sale shall be submitted with the application.

2. Applications for variances in RT2 or higher residential zones.

For proposed conversions of existing single-family and duplex structures to triplexes, staff will recommend denial unless, in addition to the required findings for variances contained in Zoning Code § 61.600, the following guidelines are met:

- A. Lot size of at least 6000 square feet with a lot width or front footage of 50 feet.
- B. Gross living area, after completion of duplex conversion, of at least 2100 square feet. No unit shall be smaller than 500 square feet.
- C. Four off-street parking spaces (non-stacked) are preferred; three spaces are the required minimum.
- D. All remodeling work for the triplex is on the inside of the structure unless the plans for exterior changes are approved by the Board of Zoning Appeals as part of the variance. (The Planning Commission will approve these changes for the cases they handle.)
- E. For the purpose of protecting the welfare and safety of the occupants of any structure that has been converted into a triplex without the necessary permits, a code compliance inspection shall be conducted and the necessary permits obtained to bring the entire structure into conformance with building and fire code standards; or the property owner must, as a condition of the approval, make the necessary improvements to obtain the necessary permits and bring the entire structure into building and fire code compliance within the time specified in the resolution.

3. Applications for establishment of legal nonconforming use or reestablishment of legal nonconforming use.

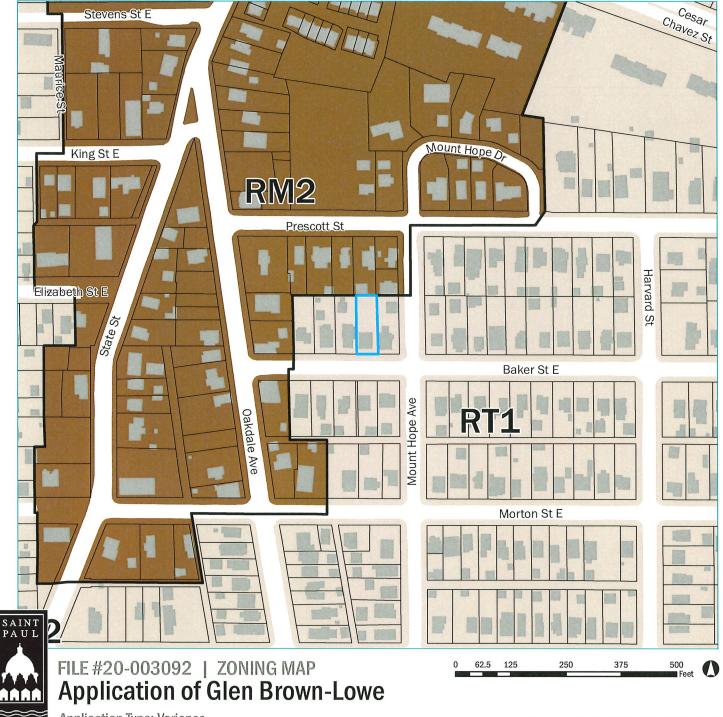
For residential uses in residential districts, staff will recommend denial unless the following guidelines are met:

- A. All required findings for nonconforming use permits in Zoning Code § 62.109(a) Establishment of legal nonconforming use or (e) Reestablishment of nonconforming use are met.
- B. That guidelines A E in section 2 above are met.

4. Applications to *rezone* single parcels to RT2 or higher to provide for conversion to a triplex.

Staff will assess the on-street parking conditions in the area as well as review the application against the following guidelines. Staff will recommend denial unless these guidelines are met:

- A. Lot size of at least 9000 square feet.
- B. Gross living area after completion of the conversion of at least 2100 square feet for the three units. No unit shall be smaller than 500 square feet.
- C. Four off-street parking spaces (non-stacked) are preferred; three spaces are a required minimum.
- D. The property is located in a mixed density or mixed use neighborhood.
- E. The units must be inspected by the Fire Marshal's Office as part of the Certificate of Occupancy program required for all residential structures with three or more units. The entire structure must meet building and fire code standards; or the property owner must obtain the necessary permits for the necessary improvements to bring the entire structure into building and fire code compliance.
- F. The lot and surrounding area have not been previously rezoned as part of a community-wide plan and zoning study (district plan or small area plan).



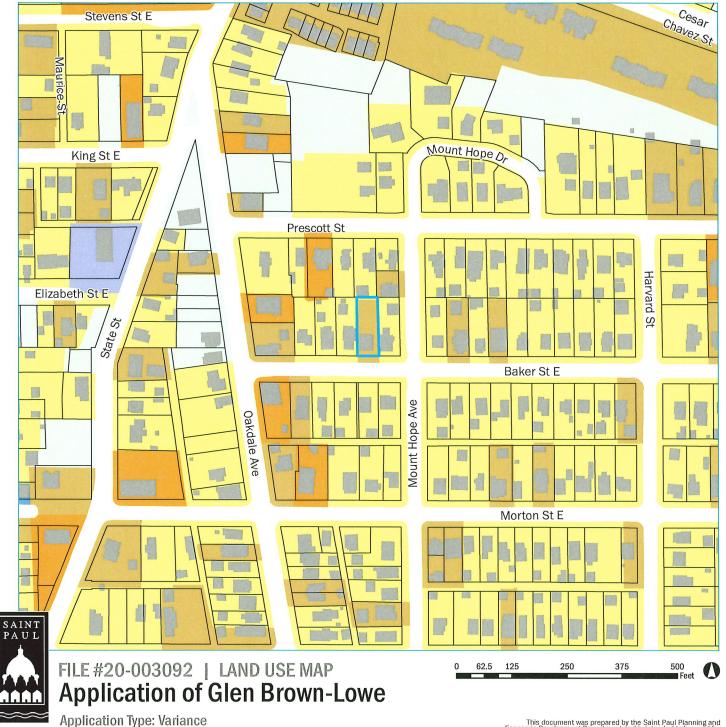
Application Type: Variance Application Date: January 2, 2020

Planning District: 3

Subject Parcel Outlined in Blue

This document was prepared by the Saint Paul Planning and Economic Development Department and is intended to be used for reference and illustrative purposes only. This drawing is not a legally recorded plan, survey, official tax map or engineering schematic and is not intended to be used as such. Data sources: City of Saint Paul, Ramsey County, Metropolitan Council, State of Minnesota.

RL One-Family Large Lot	RM3 Multiple-Family	BC Community Business (converted)) I3	Restricted Industrial
R1 One-Family	T1 Traditional Neighborhoo	od B2 Community Business	F1	. River Residential
R2 One-Family	T2 Traditional Neighborhoo	od B3 General Business	F2	Residential Low
R3 One-Family	T3 Traditional Neighborhoo	od B4 Central Business	F3	Residential Mid
R4 One-Family	T3M T3 with Master Plan	B5 Central Business Service	F4	Residential High
RT1 Two-Family	T4 Traditional Neighborhoo	od III Transitional Industrial	F	Business
RT2 Townhouse	T4M T4 with Master Plan	/// ITM IT with Master Plan	FE	Gateway
RM1 Multiple-Family	OS Office-Service	I1 Light Industrial	VF	P Vehicular Parking
RM2 Multiple-Family	B1 Local Business	I2 General Industrial	PI	Planned Development
			CA	A Capitol Area Jurisdiction



Application Type: Variance Application Date: January 2, 2020

Planning District: 3

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