# **Saint Paul Planning Commission & Heritage Preservation Commission**

MASTER MEETING CALENDAR

## **WEEK OF MAY 15-19, 2017**

Mon	(15)			
Tues	(16)			
		4:00- 5:30 p.m.	Comprehensive Planning Committee (Merritt Clapp-Smith, 651/266-6547)	13 <sup>th</sup> Floor – CHA 25 Fourth Street West
			Neighborhood STAR Applications: Review for Compre Recommend resolution to the Planning Commission. (J	
Weds	(17)			
Thurs	(18)			
Fri	(19)			
			Planning Commission Meeting (Donna Drummond, 651/266-6556)	Room 40 City Hall Conference Center 15 Kellogg Blvd.
			<b>PUBLIC HEARING</b> : River Balcony Master Plan – Iter Planning Committee. (Lucy Thompson, 651/266-6578)	m from the Comprehensive
			<b>PUBLIC HEARING:</b> Snelling Avenue South Zoning S Neighborhood Planning Committee. (Josh Williams, 65 651/266-6620)	
Zoning		•••••	SITE PLAN REVIEW – List of current applications. (	Tia Anderson, 651/266-9086)
			NEW BUSINESS	
			#17-031-406 Viet Tran – Conditional use permit for auto auto body shop. 584 Stryker Avenue, between Stevens a 651/266-6618)	

<u>#17-031-496 ResCare Minnesota Inc.</u> – Conditional use permit for supportive

(Josh Williams, 651/266-6659)

housing facility with 16 residents. 700 Transfer Road, NE of intersection at Charles.

#17-032-384 Harriet Island Paddle Share Station - Conditional use permit for location of an accessory recreational structure not elevated on fill in the FF Flood Fringe. Harriet Island Regional Park. (Josh Williams, 651/266-6659)

#17-032-223 Hidden Falls Paddle Share Station – Conditional use permit for location of an accessory recreational structure in FW Floodway. Hidden Falls Regional Park. (Josh Williams, 651/266-6659)

## Comprehensive Planning Committee ......

<u>Central Station Block Design Guidelines</u> – Approve resolution recommending to the Mayor and City Council for adoption as an amendment to the Downtown Station Area Plan. (*Lucy Thompson*, 651/266-6578)

Neighborhood STAR Applications: Comprehensive Plan Conformance – Approve resolution making recommendations to the Neighborhood STAR Board. (Jamie Radel, 651/266-6614)

<u>Ford Site Zoning and Public Realm Plan</u> – Approve resolution initiating zoning study, release the Ford site Zoning and Public Realm Plan for public review, and set a public hearing for June 30, 2017. (*Merritt Clapp-Smith*, 651/266-6547)

### Saint Paul Planning Commission City Hall Conference Center 15 Kellogg Boulevard West

#### Minutes April 21, 2017

A meeting of the Planning Commission of the City of Saint Paul was held Friday, April 21, 2017, at 8:30 a.m. in the Conference Center of City Hall.

Commissioners

Present:

Mmes. Anderson, DeJoy, McMahon, Reveal, Thao, Underwood; and

Messrs. Edgerton, Fredson, Lindeke, Makarios, Ochs, Perryman, Rangel

Morales, Reich, Tanaka, and Vang.

Commissioners

Mmes. \*Mouacheupao, and Messrs. \*Khaled, and \*Oliver.

Absent:

\*Excused

Also Present:

Donna Drummond, Planning Director; Reuben Collins, Department of Public Works, Lucy Thompson, Allan Torstenson, Bill Dermody, Josh Williams, Kady Dadlez, Tony Johnson, and Sonja Butler, Department of Planning and Economic

Development staff.

#### I. Approval of minutes March 24, 2017.

MOTION: Commissioner Thao moved approval of the minutes of March 24, 2017. Commissioner McMahon seconded the motion. The motion carried unanimously on a voice vote.

and

#### Approval of minutes April 7, 2017.

Chair Reveal announced that the minutes are not available at this time. However they will be ready for approval at the next Planning Commission meeting.

#### II. Chair's Announcements

Chair Reveal announced that with Gene Gelgelu's recent award of the Bush Fellowship and his continuing obligations as Executive Director of the African Economic Development Solutions, that he will not have the free time needed to provide effective service to the City as a planning commissioner, so he has resigned from the Planning Commission. Now we are in need of two Planning Commissioners since Emily Shively has resigned as well. To ensure geographic balance we are particularly interested in applicants from Wards 5, 6, and 7 but all applicants are welcome. Chair Reveal urged the commissioners to reach out to people they know that they think are qualified and might be interested.

#### III. Planning Director's Announcements

Donna Drummond announced an event that will occur Saturday morning from 11:00 a.m.-2:00 p.m. on the West Side Flats Greenway. It is an Earth Day event where people will plant 100 sunflowers in 100 yellow buckets that they can decorate. It's a public art activity and installation that will be there for the whole summer that will give people an idea of the greenway once it is built. Also, Ms. Drummond noted she had emailed to the commissioners the Department of Planning & Economic Development's 2016 annual report.

Chair Reveal mentioned that they are in need of a chair for the Communications Committee, the sole responsibility of which has been to do the Planning Commission annual report. Commissioner Thao added that it only requires about 3 hours of time out of the year.

IV. PUBLIC HEARING: <u>Central Station Block Design Guidelines</u> – Item from the Comprehensive Planning Committee. (*Lucy Thompson*, 651/266-6578)

Chair Reveal announced that the Saint Paul Planning Commission was holding a public hearing on the Central Station Block Design Guidelines. Notice of the public hearing was published in the Legal Ledger on April 6, 2017, and was mailed to the citywide Early Notification System list and other interested parties.

Ms. Thompson announced that on Sunday, April 23<sup>rd</sup> on KMOJ-FM radio station from 1-2:00 p.m., there will be a call-in radio program on equity and the Comprehensive Plan. This is part of the City's efforts to diversify opportunities for community engagement on the Comp Plan. Kristin Beckmann, Deputy Mayor, Monica Bravo, WSCO, and Ms. Thompson will participate in a conversation for the first half hour, and the second half hour will be a call-in. This program will be the first of three such radio programs related to the Comp Plan; the other two will be on community/public health and aging in community.

Lucy Thompson, PED staff, gave a power point presentation summarizing the Central Station Block Design Guidelines, including background, use and adoption schedule. The draft document is available at: <a href="http://www.stpaul.gov/planningcommission">http://www.stpaul.gov/planningcommission</a>

Commissioner Lindeke asked whether the Urban Renewal Historic District is in place.

Ms. Thompson said that the district has been determined eligible for the National Register of Historic Places, but that it has not been officially listed on the National Register. There has been no local HPC action to designate it as a local preservation district.

Chair Reveal read the rules of procedure for the public hearing.

The following person spoke:

Mr. John Rupp, 366 Summit, Saint Paul, MN 55102, owner of the Saint Paul Athletic Club Building, stated he hopes that a transit building will be included in the area designated as potential plaza space near the Vertical Connection. The building should include security and restrooms. Mr. Rupp noted that there is a "catastrophe" going on around Central Station with

increased drug trafficking and uncivil behavior that needs to be addressed immediately to prevent a significant loss of employers and other businesses in the immediate area.

MOTION: Commissioner Thao moved to close the public hearing, leave the record open for written testimony until 4:30 p.m. on Monday, April 24, 2017 and to refer the matter back to the Comprehensive Planning Committee for review and recommendation. The motion carried unanimously on a voice vote.

**PUBLIC HEARING**: <u>Alternative Financial Establishment Zoning Study</u> – Item from the Neighborhood Planning Committee. *(Tony Johnson, 651/266-6620)* 

Chair Reveal announced that the Saint Paul Planning Commission was holding a public hearing on the Alternative Financial Establishment Zoning Study. Notice of the public hearing was published in the Legal Ledger on April 6, 2017, and was mailed to the citywide Early Notification System list and other interested parties.

Tony Johnson, PED staff, gave a power point presentation which can be seen on the web page at: <a href="http://www.stpaul.gov/planningcommission">http://www.stpaul.gov/planningcommission</a>.

Chair Reveal read the rules of procedure for the public hearing.

No one spoke.

MOTION: Commissioner DeJoy moved to close the public hearing, leave the record open for written testimony until 4:30 p.m. on Monday, April 24, 2017 and to refer the matter back to the Neighborhood Planning Committee for review and recommendation. The motion carried unanimously on a voice vote.

### V. Zoning Committee

SITE PLAN REVIEW - List of current applications. (Tia Anderson, 651/266-9086)

Two items came before the Site Plan Review Committee on Tuesday, April 18, 2017:

- BNFS Kittson Street Drainage Improvements at 0 Brunson Street. Dan Peltier-BNSF Railway Company. SPR #17-024670
- St. Paul JCC Building Addition and Remodel at 1375 St. Paul Avenue. Michael Waldman-St. Paul JCC. SPR #17-024687

Three items to come before the Site Plan Review Committee on Tuesday, April 25, 2017:

- Nova Classical Academy Sport Field Improvements at 1455 Victoria Way. Eric Williams-Nova Academy. SPR #17-028801
- University of St. Thomas Stadium, Track, and Ball Field Improvements at 2115 Summit Avenue. Josh Gallus-UST. SPR #17-027562

■ United Home Healthcare – Parking lot Improvements at 506 Kenny Road. Cziasarh Neng Yang-United Home Healthcare. SPR #17-027594

### **OLD BUSINESS**

#17-017-620 Verizon Wireless – Conditional use permit for small cell canister antennas on 3 light poles (total heights: 41', 22', and 43'9") and rooftop panel cell antennas on Kagin Commons. 1605 Grand Avenue, Macalester College Campus. (Bill Dermody, 651/266-6617)

<u>MOTION</u>: Commissioner McMahon moved the Zoning Committee's recommendation to approve the conditional use permit subject to additional conditions. The motion carried unanimously on a voice vote.

#17-017-675 Verizon Wireless – Conditional use permit for a small cell canister antenna on a light pole (33' total height). 1679 Grand Avenue, NE corner at Cambridge. (Bill Dermody, 651/266-6617)

<u>MOTION</u>: Commissioner McMahon moved the Zoning Committee's recommendation to approve the conditional use permit subject to additional conditions. The motion carried unanimously on a voice vote.

#17-019-449 Verizon Wireless – Conditional use permit for panel cell antennas on a light pole (26'8" total height) and rooftop panel cell antennas on Buetow Music Center. 300 N Hamline and 1245 N Carroll Avenue, Concordia University Campus. (Bill Dermody, 651/266-6617)

<u>MOTION</u>: Commissioner McMahon moved the Zoning Committee's recommendation to approve the conditional use permit subject to additional conditions. The motion carried unanimously on a voice vote.

#17-019-520 Verizon Wireless – Conditional use permit for panel cell antennas on a light pole (32'3" total height). 199 N Hamline, Concordia University. (Bill Dermody, 651/266-6617)

<u>MOTION</u>: Commissioner McMahon moved the Zoning Committee's recommendation to approve the conditional use permit subject to additional conditions. The motion carried unanimously on a voice vote.

#17-019-179 Wingspan Life Resources — Establishment of legal nonconforming use status to use the house as an office for two employees who do not live in the house (along with use of the house as a residence for two people). 1239 Sherburne Avenue, between Syndicate and Griggs. (Josh Williams, 651/266-6659)

<u>MOTION</u>: Commissioner McMahon moved the Zoning Committee's recommendation to approve the establishment of legal nonconforming use subject to additional conditions. The motion carried unanimously on a voice vote.

#### **NEW BUSINESS**

#17-023-698 Metro State University – Conditional use permit to expand the campus onto lots zoned RT1 Two Family Residential to expand a parking lot. 381-393 Bates Avenue, NW corner of 6<sup>th</sup> Street East and Bates Avenue. (*Jake Reilly*, 651/266-6618)

## Commissioner Makarios announced that this case was laid over by the Zoning Committee.

#17-015-513 LeCesse Development – Rezone from B2 Community Business to T3 Traditional Neighborhood. 246-286 Snelling Avenue South, between St. Clair and Stanford. (Josh Williams, 651/266-6659)

Commissioner Makarios reported that the Zoning Committee had voted 5-2 to recommend approval of the rezoning, and that he and Commissioner DeJoy had voted against it.

Commissioner Underwood asked Commissioners DeJoy and Makarios to share their concerns.

Commissioner Makarios said he agrees that higher density mixed-use development is appropriate at this site, but thinks that the height and density allowed under T3 would be inconsistent with the neighborhood, which has a lot of one-story commercial buildings and single family homes.

Commissioner DeJoy said she is not opposed to traditional neighborhood zoning here, but has concerns about the design of the proposed development with most of the first floor being parking that isn't pedestrian-friendly and doesn't and fit the neighborhood.

Commissioner Underwood asked if building height would be lower under T2 zoning.

Commissioner Makarios said permitted building height under T2 is lower, and noted that the Planning Commission needs to respond to rezoning application for T3.

Donna Drummond, Planning Director, said that T2 allows up to 35 feet in building height, and up to 45 feet with a conditional use permit.

Chair Reveal said that she voted in favor of T3 because she feels it is the right zoning, particularly on the corner at Snelling and St. Clair.

Commissioner Lindeke said that he also feels T3 is appropriate for this unique corner, with the Marvy Company headquarters (where barber poles are manufactured) two buildings to the east on Saint Clair and Macalester College (where there is a wind turbine and has many different building heights) kitty corner from this site.

Commissioner McMahon raised the question of how the "area" in question should be defined. She looks at Snelling Avenue as a corridor, with the A-Line and other development along it, where T3 zoning is appropriate.

Commissioner Ochs also stated support for changing the zoning to T3, stating that 55 feet is just 5 stories, and if we want higher density on this corridor we need some higher buildings.

Commissioner Thao said there had been quite a bit of controversy when the Vintage on Selby was proposed, too, and that she supports of the rezoning to T3.

Commissioner Reich agreed that enabling higher density development along public transit corridors is something the Planning Commission should pursue, that this corner and project are unique, and T3 is likely appropriate if the design of the proposed were different. The corner may work at 5-stories, but that height along the entire block with single family homes behind the building gives him pause. He reviewed the shadow study, which looks at 1:00 and 3:00 PM but not summer evenings time when backyards would be in shadow. He noted that the Vintage and Whole Foods development on the corner of Selby and Snelling has other buildings across the street and kitty-corner that are taller, which helps the building fit in. In contrast, buildings around this site are shorter, and we can't ignore this site context.

Commissioner Rangel Morales said he would define "area" as a smaller, more immediate area.

Commissioner Edgerton said he voted in favor of the rezoning and looks at the larger context and the Comprehensive Plan, which has city-wide aspirations for better transit, livability, sustainability, and density to support it. Taller buildings are more energy efficient, and we need more density if we're trying to support the new A-Line. Achieving these aspirations that are good for the city overall mean change, and there is a tension with change that we wrestle with all the time.

Commissioner Makarios said he appreciates that big picture perspective. He said the question before the Planning Commission about the proposed rezoning is about the general mix and intensity of uses appropriate here, not the specific proposed building. The general sense of the Zoning Committee is that T3 zoning at this corner could make sense, but not the conditional use permit and site plan for this specific proposal.

Commissioner Fredson said he lives in this neighborhood and agrees with the District 14 Community Council recommendation for approval of the rezoning.

Commissioner Reich asked what happens to the proposed development if the Planning Commission recommends approval of the rezoning.

Commissioner Makarios explained that the Planning Commission's recommendation on the rezoning is advisory to the City Council. If the City Council approves the rezoning to T3, that would be the new underlying zoning for any development that would come forward in the future. Planning Commission denial of the conditional use permit and site plan would mean that this proposed development could not be built. The developers could come back with a new site plan that meets T3 requirements. He noted that only part of the building as currently proposed requires a conditional use permit for additional height.

Josh Williams, PED staff, clarified that the rezoning application automatically goes to the City Council for a final decision, regardless of the Planning Commission recommendation. The Planning Commission decisions on the site plan and conditional use permit applications are final unless appealed to the City Council on the basis of an error of finding, fact, or procedure.

Commissioner McMahon asked if a new site plan would come back before the Planning Commission even it doesn't require a conditional use permit.

Chair Reveal replied that the Planning Commission could require Zoning Committee and Planning Commission review of a new site plan or the Zoning Administrator could send it to the Planning Commission, but it is not mandatory.

Commissioner Underwood asked what would happen if the zoning of this site were changed again as part of the Snelling Avenue South Zoning Study.

Commissioner Reveal said the Planning Commission has not yet seen the zoning study and is making a recommendation now just on the application for rezoning to T3.

Commissioner Makarios added that the Snelling Avenue South Zoning Study is just a draft at this point. The Planning Commission has not yet had a public hearing or considered any public input on it.

Mr. Williams said that the draft Snelling Avenue South Zoning Study recommends T3 for all of the properties proposed for redevelopment by LeCesse.

Commissioner Ochs said that zoning should generally be for a larger area, not lot by lot. In this case, if T3 is great for the corner T3 is broad enough for the whole parcel. It shouldn't be T3 just for a lot at the corner and T2 for the next lot.

MOTION: Commissioner Makarios moved the Zoning Committee's recommendation to approve the rezoning. The motion carried 13-3 (DeJoy, Reich, Underwood) on a voice vote.

#17-016-413 LeCesse Development – Site plan review for a 5½ story mixed-use development with 128 residential units, 1,800 sq. ft. commercial space, and 203 structured parking spaces. 246-286 S. Snelling Avenue, between St. Clair and Stanford. (Josh Williams, 651/266-6659)

Commissioner Makarios noted the findings on which the Zoning Committee based its recommendation, on a vote of 6-1, to deny the site plan.

Commissioner Edgerton explained his reasons for voting against the motion to deny at the Zoning Committee meeting, regarding meeting the letter of the law for quasi-judicial decisions. He is uncomfortable making a decision to deny based on subjective things such as "human scale" and "neighborhood character."

Commissioner Lindeke said one of the reasons he likes the T districts is because of the design standards they provide for evaluating site development proposals. They call for windows along street fronts, but in this case they would be looking into a parking ramp. The design standards call for parking to be placed away from the street in the back of properties if possible and this development really did not do that so he voted against it.

Commissioner Ochs said that often we see that a condition is either met or not met, and asked how often we say it "can be" met.

Chair Reveal said it is common for staff reports and the commission to say that a standard or requirement can be met subject to certain conditions, which can become conditions of approval.

MOTION: Commissioner Makarios moved the Zoning Committee's recommendation to deny the site plan review. The motion carried 15-1 (Edgerton) on a voice vote.

#17-015-551 LeCesse Development – Conditional use permit for building height over 55' (62' 4" proposed). 246-286 S. Snelling, between St. Clair and Stanford. (Josh Williams, 651/266-6659)

<u>MOTION</u>: Commissioner Makarios moved the Zoning Committee's recommendation to deny the conditional use permit. The motion carried 14-2 (Edgerton, Ochs) on a voice vote.

Commissioner Makarios announced the items on the agenda at the next Zoning Committee meeting on Thursday, April 27, 2017.

## VI. Comprehensive Planning Committee

<u>River Balcony Master Plan</u> – Release draft for public review and set a public hearing for May 19, 2017. (*Lucy Thompson*, 651/266-6578)

<u>MOTION</u>: Commissioner Thao moved on behalf of the Comprehensive Planning Committee to release the draft for public review and confirm a public hearing on May 19, 2017. The motion carried unanimously on a voice vote.

Commissioner Thao announced the items on the agenda at the next Comprehensive Planning Committee meeting on Tuesday, May 2, 2017.

## VII. Neighborhood Planning Committee

Snelling Avenue South Zoning Study – Release draft for public review and set a public hearing for May 19, 2017. (Josh Williams, 651/266-6659, and Tony Johnson, 651/266-6620)

Tony Johnson, PED staff, gave a power point presentation which can be seen on the web page at: <a href="http://www.stpaul.gov/planningcommission">http://www.stpaul.gov/planningcommission</a>

Commissioner Makarios asked if any of the existing uses would become legally nonconforming as a result of the proposed zoning changes.

Mr. Johnson replied yes, many of the automotive uses will become legally nonconforming; however, there is a provision in the zoning code which allows most auto uses that become nonconforming to expand as though they are conforming uses. The zoning change will prohibit the establishment of new auto uses along the corridor. Some auto oriented uses (auto convenience market, for example) will become conditional uses. Conditional uses can generally expand by up to 50% of their existing area before they need to apply for a conditional use permit.

<u>MOTION</u>: Commissioner DeJoy moved on behalf of the Neighborhood Planning Committee to release the draft for public review and confirm a public hearing on May 19, 2017. The motion carried unanimously on a voice vote.

<u>Short Term Rental Study and Zoning Amendments</u> – Release draft for public review and set a public hearing for June 2, 2017. (*Kady Dadlez, 651/266-6619*)

Kady Dadlez, PED staff, gave a power point presentation which can be seen on the web page at: <a href="http://www.stpaul.gov/planningcommission.">http://www.stpaul.gov/planningcommission.</a>

Chair Reveal asked if there were cities that collect taxes via host platforms.

Ms. Dadlez said that there are some cities that collect taxes via host platforms but Saint Paul is relatively unique in its intent to license the host platforms. She noted that ride share platforms like Uber and Lyft are licensed by the City rather than the City licensing individual drivers. The City conducts random audits of drivers to check on compliance.

Commissioner Lindeke referred to the slide listing positive and negative aspects of short terms rentals, pointing out that he believes the second bullet point, "Reduce neighborhood quality of life: late night activity, noise, crime, litter, property damage, fire danger, loitering, and reduced on-street parking" is a bit overstated, adding that in his experience short rentals tend to be well run and assets to neighborhoods.

Ms. Dadlez said the staff report goes into a little more detail about neighborhood impact. The summary in the slide is the overarching review of all short term rentals across the country. She added the staff report notes that short term rental hosts generally speaking work hard to operate in good fashion because they are concerned about receiving 5star ratings. That is how they get and keep business.

Commissioner DeJoy pointed out that the Neighborhood Planning Committee discussion included specific concerns about late night activity, noise, and crime. There were other members of the committee that were concerned about the impact on neighborhood quality of life and there was a lot of discussion about it, which is probably why that bullet was included in the presentation.

Commissioner Thao is very concerned about short term rentals impacting the availability of affordable housing and stated that the current draft of the report says that's not an issue for Saint Paul. She added that in other cities there are instances where building owners have evicted all of the tenants in order to make room for short term rentals. This is extremely concerning. Also if we look at current availability and rental rates at a particular income level we are finding very few vacancies. The report should address this concern and potential impact to affordable housing seriously. Another concern she expressed is potential discrimination against renters and the need to enforce fair housing laws. There have been cases where people of color have been rejected by hosts. She added that for this reason there's now a specific rental platform that caters to people of color. She stated that she wants the planning commission to consider how it would hold that as a standard. She knows the ratings count but do they really care if they get one star because they were discriminatory? She wants to raise the fair housing issue and the potential impact to affordable housing as really important items the report should address.

Commissioner Edgerton wanted to know what is the difference between bed and breakfast and vacation rental by owner and why would they be regulated differently.

Ms. Dadlez said that bed and breakfast residences are an established use in the zoning code. Short term rentals are a new use and an outgrowth of the sharing economy. Bed and breakfast

residences are allowed in one and two-family homes and provide a meal along with the stay; they are licensed by the state for this activity. Short term rentals do not provide a meal and as proposed can be located in a one or two-family home as well as in apartment and condominium units. A bed and breakfast residence with one guest room is a permitted use; two or more guest rooms require a conditional use permit. Some travelers prefer bed and breakfast residences while others are satisfied with the offerings of a short term rental. The number of guest rooms allowed in a bed and breakfast residence is determined by the type of dwelling unit and the lot size.

Commissioner Edgerton said the primary difference is that bed and breakfast residences provide breakfast. Other than that, there is really no difference. So think of it in the context of the regulations we have in place currently for bed and breakfast residences. How are short term rentals different and therefore regulated differently? You should look at how you're going to regulate traditional bed and breakfast residences in the context of how you are regulating this new short term rental use.

Chair Reveal asked if the bed and breakfast is limited to stays of 30 days or less.

Ms. Dadlez said a bed and breakfast stay is limited to a period of less than a week.

Commissioner Perryman asked whether there is evidence that a large percentage of Airbnb units generate complaints about noise, crime, litter, etc., or whether this an anecdotal conclusion based on a few complaints.

Ms. Dadlez said the statements in the staff report and in the slide are general conclusions about the positive and negatives aspects of short term rentals based on research of cities across the county. They are not necessarily based on Saint Paul's experience, though she added that similar complaints were raised by some residents during the workgroup and listening sessions.

Commissioner Underwood said this was discussed at the Neighborhood Planning Committee. The report staff prepared includes a lot of research from other cities around the country and in the metro and Minnesota. We are not New Orleans, but New Orleans did a very extensive study and we take what we can from that since the host platforms do not provide much information or data. So as a result of that something that makes this very difficult is that our information is largely anecdotal and from our own experiences with the use. So we think there are about 250 sites right now in Saint Paul, we don't know exactly where they are, how many people are staying in them, or how often they are rented.

Commissioner DeJoy added that discussions did not only happen at the Neighborhood Planning Committee. There were two workgroup and one public listening sessions that the Department of Safety and Inspections hosted. Bed and breakfast residence representatives were in attendance along with host platform representatives and owner-occupied and non-owner occupied hosts. Concerned residents and tourist interests were also represented. A lot of information was gained at the sessions Commission DeJoy attended.

Commissioner Makarios said it seems that there are at least 250 directly affected properties in the city that we know of. What kind of outreach are we doing, above and beyond what we normally do, to make sure affected property owners know about the public hearing?

Ms. Dadlez said the intent is to send out a notice to the ENS. In addition the workgroup

representatives will be notified and those representatives can reach out to those they represent to get the word out. In addition there is a project webpage with information and a survey on Open Saint Paul to receive input and comment from interested parties.

Donna Drummond, Planning Director, added that we cannot get the addresses of existing short term rental units from the host platforms due to privacy rules, so there is no way to do a mailing directly to the properties nor is there any email addresses from the host platform.

Commissioner Perryman suggested using Facebook to help get the information out to people.

<u>MOTION</u>: Commissioner DeJoy moved on behalf of the Neighborhood Planning Committee to release the draft for public review and confirm a public hearing on June 2, 2017. The motion carried unanimously on a voice vote.

Commissioner DeJoy announced the items on the agenda at the next Neighborhood Planning Committee meeting on Wednesday, April 26, 2017.

#### VIII. Transportation Committee

<u>Update to the Saint Paul Bicycle Plan</u> – Approve resolution recommending plan amendments to the Mayor and City Council. (*Reuben Collins*, 651/266-6059)

<u>MOTION</u>: Commissioner Lindeke moved to approve the resolution recommending that the plan be adopted by the Mayor and City Council. The motion carried unanimously on a voice vote.

Commissioner Lindeke announced the items on the agenda at the next Transportation Committee meeting on Monday, April 24, 2017.

#### IX. Communications Committee

No report.

#### X. Task Force/Liaison Reports

Commissioner Makarios announced that the Ford Task Force will be meeting on Monday, May 1<sup>st</sup> at 6:30 p.m. at the Gloria Dei Lutheran Church.

#### XI. Old Business

None.

#### XII. New Business

None.

#### XIII. Adjournment

## Meeting adjourned at 10:30a.m.

Recorded and prepared by Sonja Butler, Planning Commission Secretary Planning and Economic Development Department, City of Saint Paul

Respectfully submitted,	Approved
	(Date)
Toma Trummond	
Donna Drummond Planning Director	Melanie McMahon Secretary of the Planning Commission

Planning Team Files\planning commission\minutes\April 21, 2017

## Saint Paul Planning Commission City Hall Conference Center 15 Kellogg Boulevard West

#### Minutes May 5, 2017

A meeting of the Planning Commission of the City of Saint Paul was held Friday, May 05, 2017, at 8:30 a.m. in the Conference Center of City Hall.

Commissioners

Mmes. Anderson, DeJoy, McMahon, Mouacheupao, Reveal, Underwood; and Messrs. Edgerton, Fredson, Khaled, Lindeke, Makarios, Ochs, Oliver, Perryman,

Rangel Morales, Reich, and Vang.

Commissioners

Ms. \*Thao, and Messrs. \*Gelgelu, and \*Tanaka.

Absent:

**Present:** 

\*Excused

**Also Present:** 

Donna Drummond, Planning Director; Peter Warner, City Attorney's Office, Allan Torstenson, Jake Reilly, Bill Dermody, Tony Johnson, and Sonja Butler, Department of Planning and Economic Development staff.

#### I. Approval of minutes April 7, 2017.

MOTION: Commissioner Underwood moved approval of the minutes of April 7, 2017. Commissioner McMahon seconded the motion. The motion carried unanimously on a voice vote.

#### II. Chair's Announcements

Chair Reveal announced that another Planning Commissioner has resigned. Commissioner Tats Tanaka is taking a job in Seattle and he will be leaving in a week to work for the Seattle Transit Authority as their development architect.

#### III. Planning Director's Announcements

Donna Drummond announced several events coming up. Public Works is having an open house on Wednesday, May 24,2017 from 4-7 p.m. featuring; equipment displays, interactive exhibits, climbing wall, face painting, live music and more at the Dale Street Complex, 891 Dale Street. Other events are the various Jane's walks on May 6, 7, & 10, 2017 in downtown and on the West Side. There were also some stories a week ago about the Short Term Rentals Zoning Study that will be at the Planning Commission for public hearing the first meeting in June. Today Peter Warner, Assistant City Attorney, will be presenting at the conclusion of the meeting today on legal considerations for planning commissioners.

#### IV. Commissioner Appreciation

Honoring Commissioner Gelgelu for his service on the Planning Commission.

Commissioners Gelgelu was not able to attend his last meeting, so Chair Reveal did not read his resolution but thanked him for his service on the Planning Commission.

<u>MOTION:</u> Commissioner Makarios moved approval of the resolution honoring Commissioner Gelgelu. Commissioner McMahon seconded the motion. The motion carried unanimously on a voice vote.

#### V. Zoning Committee

SITE PLAN REVIEW – List of current applications. (Tia Anderson, 651/266-9086)

#### **OLD BUSINESS**

#17-023-698 Metro State University – Conditional use permit to expand the campus onto lots zoned RT1 Two-Family Residential to expand a parking lot. 381 Bates Avenue, NW corner 6<sup>th</sup> Street East and Bates Avenue. (Jake Reilly, 651/266-6618)

Commissioner Edgerton asked what the rationale was for the no vote.

Commissioner Lindeke said he was voting against the idea that it could comply with a few of the standards. For example; the Saint Paul Comprehensive Plan and applicable sub sub-area plans and this is a mixed use corridor and taking residential property and adding it to institutional zoning and for parking, parking lots are unnecessary and that didn't seem in the spirit of mixed use, so he voted against it.

Donna Drummond, Planning Director, added that there has been some interest by councilmembers in looking at our parking requirements generally and staff is prepared to start working on that later in the year, so it can be added to the list of requirements to be reevaluated as part of that study.

<u>MOTION</u>: Commissioner Makarios moved the Zoning Committee's recommendation to approve the conditional use permit subject to additional conditions. The motion carried 15-1 (Lindeke) on a voice vote.

Commissioner Makarios announced the items on the agenda at the next Zoning Committee meeting on Thursday, May 11, 2017.

#### VI. Neighborhood Planning Committee

<u>Alternative Financial Establishment Zoning Text Amendments</u> – Approve resolution recommending amendments to the Mayor and City Council. (*Tony Johnson*, 651/266-6620)

<u>MOTION</u>: Commissioner DeJoy moved to approve the resolution recommending that the zoning code amendments be adopted by the Mayor and City Council. The motion carried unanimously on a voice vote.

Commissioner DeJoy announced that the next meeting scheduled for Wednesday, May 10, 2017 has been canceled.

#### VII. Comprehensive Planning Committee

Commissioner Mouacheupao reported that at the last meeting they reviewed the public testimony on the Central Station Block Design Guidelines will be forwarding to the Planning Commission for approval and recommendation to the Mayor and City Council for final adoption. Also the committee has been reviewing the Ford Zoning and Public Realm Master Plan and will be recommending that the Planning Commission release for public review and set a public hearing for June 30, 2017. Both of these items will be on the Planning Commission's agenda for the May 19, 2017 meeting. Commissioner Mouacheupao also announced the items on the agenda at the next Comprehensive Planning Committee meeting on Tuesday, May 16, 2017.

#### VIII. Transportation Committee

Commissioner Lindeke announced that at their last meeting Ramsey County Public Works staff came and discussed various project that Ramsey County is in charge of including the Dale Street Bridge over I-94, and plans for Rice Street and Maryland Avenue. At the next Transportation Committee meeting on Monday, May 8<sup>th</sup> Merritt Clapp-Smith will present on the Ford Site Zoning and Public Realm Plan and Bill Dermody will discuss the Comprehensive Plan Transportation Chapter update, part 1.

#### IX. Communications Committee

No report.

#### IX. Task Force/Liaison Reports

No report.

#### XI. Old Business

None.

#### XII. New Business

None.

#### XIII. Adjournment

Meeting adjourned at 8:54 a.m.

Recorded and prepared by Sonja Butler, Planning Commission Secretary Planning and Economic Development Department, City of Saint Paul

Respectfully submitted,	Approved
	(Date)
Tome Tomerod	
Donna Drummond	Melanie McMahon
Planning Director	Secretary of the Planning Commission

Planning Team Files\planning commission\minutes\May 5, 2017



CITY OF SAINT PAUL Christopher B. Coleman, Mayor 375 Jackson Street, Suite 220 Saint Paul, Minnesota 55101-1806 

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## SITE PLAN REVIEW COMMITTEE MEETING Tuesday, May 16, 2017

## Saint Paul Department of Safety and Inspections 375 Jackson Street, 2nd Floor Conference Room

<u>Time</u>	Project Name and Location
9:00	SPR Committee - Old/New Business
9:30	Metro Diagnostic Imaging 1094 E 7th Street New Commercial Development Bill Davison – Metro Diagnostic SPR #17-032550
10:30	Royal Ready Mix 1 Ridder Circle Off-street Parking and Site Improvements Paul Bewley – Royal Ready Mix SPR #17-033774

Applicants should attend the Site Plan Review Committee meeting.

At the Site Plan Review meeting, applicants will discuss their project's site plan with Saint Paul's Site Plan Review Committee. The Committee includes City staff from Zoning, Planning, Traffic, Sewers, Water, Public Works, Fire Inspections, Forestry, and Parks.

The purpose of the meeting is to coordinate Site Plan approval across City departments.

- Applicants are encouraged to bring the project's engineer, architect, and/or contractor to handle technical questions.
- Site plan application and documents were routed for City staff review prior to the meeting.
- City staff will provide comments and ask questions based on review of the site plan.
- At the end of the meeting a decision will be made whether the site plan can be approved as submitted or if revisions are required.
- City staff will document site plan comments in a letter to be emailed to the applicant.

Location and Parking:

The meeting room is at 375 Jackson Street on the 2<sup>nd</sup> floor, skyway level, to your left as you exit the elevator.

A few free parking spaces are available in the DSI visitor parking lot off of 6<sup>th</sup> Street at Jackson. On-street parking meters are also available. The closest parking ramp is on Jackson one block south between 4<sup>th</sup> and 5<sup>th</sup> Street.

Contact Tia Anderson (651-266-9086 <u>tia.anderson@ci.stpaul.mn.us</u>) or Larry Zangs (651-266-9082 <u>larry.zangs@ci.stpaul.mn.us</u>) if you have questions.





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:

March 31, 2017

TO:

Planning Commission

FROM:

Comprehensive Planning Committee

SUBJECT:

Saint Paul River Balcony Master Plan

#### **BACKGROUND**

Reconnecting to the Mississippi River has been a City of Saint Paul and community priority since completion of the *Saint Paul on the Mississippi Development Framework* in 1997. Like so many American river cities, Saint Paul turned its back on the Mississippi River for decades. But, in the last 20 years, the City and its partners have worked tirelessly to embrace the river and recognize it as a natural, historic, cultural, recreational and ecological amenity.

The *Great River Passage Master Plan*, adopted by the City Council in April 2013 as an addendum to the *Saint Paul Comprehensive Plan*, calls for the creation of a River Balcony along the downtown river bluff (green/yellow line on the image below).



Planning Commission March 31, 2017 Page Two

The design rendering in the *Great River Passage Master Plan* shows an active, vibrant public ledge overlooking the river:



Since 2015, City staff from Planning & Economic Development, Parks & Recreation and Public Works have been working with a design team comprising staff from the Minnesota Design Center at the University of Minnesota, BKV Group and Landscape Research on a master plan and Phase 1 schematic design for the River Balcony. A Project Review Team comprising property owners along the River Balcony route, CapitolRiver Council representatives and other key stakeholders advised the consultant team and City staff throughout the process. In addition to nearly a dozen Project Review Team meetings, the City hosted three focus topic roundtables, four design team workshops, a public open house in September 2015 and a public meeting in April 2016. The community meetings were well-attended, and support has been high for the River Balcony.

The Saint Paul River Balcony Master Plan is now ready for public review. It will be adopted by the City Council as an amendment to the Great River Passage Master Plan. The Phase 1 schematic design deliverable is not being considered at this time; it will form the basis for more detailed schematic design to be undertaken in the next phase.

#### THE SAINT PAUL RIVER BALCONY MASTER PLAN

The Master Plan lays out a vision for the River Balcony:

The River Balcony is envisioned as a publicly-accessible pathway connecting public spaces and bluff-side redevelopment sites from the Science Museum to Union Depot. It will be designed to accommodate walking, outdoor seating, gathering and related public activities; and to be a catalyst for economic development.

A set of core goals establishes the role of the River Balcony in not only activating the public realm along the river bluff but also in catalyzing high-quality private development on key sites along Kellogg Boulevard. The River Balcony will:

- 1. reconnect downtown to the river visually and physically;
- 2. provide a public linear path along the downtown river bluff with occasional vertical connections to the river's edge;
- 3. activate private development on the Ramsey County West/Adult Detention Center, Ramsey County East and Custom House sites; and
- 4. connect public spaces and private development sites along the river's edge in downtown.

Planning Commission March 31, 2017 Page Three

The River Balcony Master Plan contains design guidelines based on the following general design principles:

- 1. The River Balcony is a public space, accessible to all, at all times of the day and during all seasons.
- 2. The main purpose of the River Balcony is to provide visual and physical connections between downtown and the Mississippi River.
- 3. The River Balcony is an integral part of a larger public realm network comprising the Capital City Bikeway, City and regional parks and trails, streets, plazas and skyways.
- 4. The River Balcony is both a horizontal (linear) and vertical (from upper bluff to river's edge) system of movement.
- 5. The River Balcony will be a fundamental feature of new development on private property along the bluff, including Custom House and the Ramsey County riverfront properties.
- 6. The River Balcony will be designed to add value to adjacent private development.
- 7. The River Balcony will be built with high-quality, durable materials.
- 8. The River Balcony will be designed as a coherent series of public spaces, with overall continuity of design, but allowing for site- or district-specific expressions of place.
- 9. The River Balcony will be designed to be a "light touch" on the bluff landscape.
- 10. The River Balcony will incorporate natural features as much as possible, recognizing that some areas will be more predominantly hard-surfaced.

The Master Plan also contains sections on land use history and cultural resources; project precedents from around the country and world that inspired our vision; and design guidelines for 1) the River Balcony as a whole; 2) each component of the River Balcony; and 3) adjacent private development sites.

The guidelines for the River Balcony as a whole address:

- Identity
- Connected pedestrian amenities
- Balcony structure
- Materials
- Landscaping
- District (utility) systems
- Furnishings
- Retaining walls
- Paving
- Railings
- Wayfinding signage
- Lighting
- Vertical circulation towers
- Historic resources
- Public art

The guidelines by component address four conditions along the 1.5-mile route:

- Balcony on-grade at sidewalks and plazas
- Balcony on-grade at street crosswalks (Wabasha and Robert streets)
- Free-standing balcony
- Balcony connections to the river

Planning Commission March 31, 2017 Page Four

The guidelines for adjacent private development sites address how the following elements on privately-owned sites interface with and activate the River Balcony:

- Site development
- Building form and façade
- Landscaping
- Historic preservation
- Sustainability and district systems
- Furnishings

#### **NEXT STEPS**

The *River Balcony Master Plan* is being reviewed by both the Heritage Preservation Commission (HPC) and Parks Commission. The HPC will adopt a resolution for your consideration prior to the close of the public input period. We are not sure what form the Parks Commission's comments will take. The *River Balcony Master Plan* will be adopted by the City Council (after recommendation from the Planning Commission) as an amendment to the *Great River Passage Master Plan*.

The master planning process was led by PED staff; future implementation work will be led by staff in the Great River Passage (GRP) Division of the Saint Paul Department of Parks and Recreation, with on-going involvement from PED and Public Works staff. GRP staff convened a meeting in early March 2017 with stakeholders along the route (property owners, business and downtown representatives, and other interested parties) to gauge their interest in and commitment to proceeding with the project, including detailed schematic design, cost estimating, fundraising, organizational structure, and responsibility for operations and maintenance. There was unanimous support for moving ahead.

#### **COMMITTEE RECOMMENDATION**

The Comprehensive Planning Committee recommends the Planning Commission release the draft *Saint Paul River Balcony Master Plan* for public review and set a public hearing for May 19. 2017.

Website link: Saint Paul River Balcony Master Plan:

https://www.stpaul.gov/sites/default/files/Media%20Root/Planning%20%26%20Economic%20Development/River%20Balcony%20Master%20Plan%20Public%20Hearing%20Draft\_March29\_2.compressed.pdf.

#### Attachments:

Website link: Great River Passage Master Plan:

https://www.stpaul.gov/sites/default/files/Media%20Root/Planning%20%26%20Economic%20Development/GRP MASTER PLAN June 27 2013sm 201312201553296331.pdf

Saint Paul Parks and Recreation Commission Resolution #17-07



## RESOLUTION # 17-07 Saint Paul River Balcony Master Plan

WHEREAS, the Saint Paul Parks and Recreation Commission is an appointed body established to advise the Mayor and City Council on long-range and city-wide matters related to Parks and Recreation; and

WHEREAS, the City's Comprehensive Plan and the Great River Passage Master Plan have identified a River Balcony as a bluff side promenade that will connect the community to and along the bluff as well as to the Mississippi River, activate the bluff edge, and stimulate economic development; and

WHEREAS, the Saint Paul River Balcony Master Plan was prepared by the City of Saint Paul Department of Planning and Economic; and

WHEREAS, the Saint Paul Parks and Recreation Commission endorsement and Saint Paul City Council adoption of the plan is a prerequisite for Metropolitan Council adoption of the Master Plan;

NOW, THEREFORE, BE IT RESOLVED, the Saint Paul Parks and Recreation Commission recommends the adoption of the Saint Paul River Balcony Master Plan as the principal planning document for the development of the signature project.

Adopted by the Saint Paul Parks and Recreation Commission on April 13, 2017:

Approved:

Yeas

70

Nays Absent:

Resolution #17-07

Attested

Staff to the Parks and Recreation Commission







Telephone: 651-266-6565

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#### CITY OF SAINT PAUL Christopher B. Coleman, Mayor

25 West Fourth Street Saint Paul, MN 55102

March 29, 2017

To: Planning Commission

From: Neighborhood Planning Committee

Re: Snelling Avenue South 40-Acre Zoning Study

#### **BACKGROUND AND SUMMARY**

In July 2015, the Saint Paul Planning Commission initiated the South Snelling Zoning Study in recognition of the vision of a mixed use corridor on Snelling Avenue outlined in the Saint Paul Comprehensive Plan and neighborhood plans covering the study area. The initializing resolution also noted the imminent start of A Line Bus Rapid Transit (BRT) service on Snelling. The zoning study analyzed current land uses and zoning along Snelling Avenue from Interstate 94 to Ford Parkway and within approximately one-quarter mile of intersections with other arterial roads.

The study's primary recommendation is broad adoption of traditional neighborhood zoning designations. Areas proposed for rezoning are primarily currently zoned for multifamily or commercial uses, but also include some parcels fronting on Snelling Avenue that are currently zoned for single family use. The conversion to traditional neighborhood zoning from the current mix of multifamily and commercial designations confers several advantages. Traditional neighborhood districts allow for a range of both commercial and residential uses in a single district, allowing more flexibility in development and encouraging the finer-grained mixing of uses seen in traditional urban form. Traditional neighborhood districts also include design standards which result in more transit- and pedestrian-friendly development. The net impact of the proposed changes on potential density of development is moderate, although traditional neighborhood district dimensional standards do allow for greater density than in the equivalent commercial and residential districts (e.g., T2 versus B2 and RM2). Lastly, while limited upzoning of some single-family residential parcels near A Line BRT stations was considered—to allow for moderate density development such as duplexes in areas with good access to transit—this strategy is not suggested in these recommendations.

#### **COMMUNITY PROCESS AND CONCERNS**

Prior to initiating the formal portion of the Planning Commission review process, staff worked with the three district councils in the study area (Union Park, Macalester Groveland, and Highland) to engage residents, property owners, and other stakeholders through a series of community meetings regarding the zoning study. The purpose of these meetings was to help stakeholders better understand the purpose of the zoning study, the potential changes to zoning,

and how those changes might shape future development in the study area. The meetings also provided a forum in which members of the community could identify areas of concern and provide other feedback on potential zoning changes.

While comments indicated substantial support for the proposed zoning changes, many people voiced concerns about some potential impacts of the changes as redevelopment occurs in the future. Common concerns cited were the potential for increased traffic and congestion (both on Snelling and cross-streets), the potential height of new developments, cumulative impacts of higher density redevelopment, and the impacts to on-street parking. Concerns over on-street parking have been heightened by the construction of new medians on portions of Snelling. As noted, the impact of the zoning changes proposed in this study are moderate in terms of increased potential density. In this context, the most appropriate avenue for addressing the concerns around traffic and building mass/height is through careful review, using established City processes, of development on a project by project basis. Potential impacts on traffic may need to be reassessed if a substantial amount of new development occurs along the corridor that achieves the maximum permitted density in the proposed zoning districts. Because of the flexibility of the proposed traditional neighborhood district zoning, making accurate predictions about the scale and impact on traffic patterns of future development would be based on numerous assumptions. It is staff's opinion that because of the numerous assumptions that would need to be made about future development, attempting to accurately predict these potential impacts is unfeasible, and it was therefore not done as a part of this study. Additionally, as new development occurs, impacts on traffic and parking may be mitigated by the trend towards more multi-modal transportation. If this continues, more trips may be taken using alternative forms of transportation rather than vehicles. Along the Snelling Avenue corridor in particular, there is a trend towards increased transit ridership.

The potential impact of the additional height of buildings is addressed by provisions in the proposed traditional neighborhood zoning districts, and is comparable to the maximum heights permitted under the existing zoning districts that are being recommended for rezoning. The aforementioned provisions that address maximum heights in the proposed zoning districts will be addressed in further detail in the general zoning analysis.

#### APPLICABLE PLANS

The Future Land Use Map of the 2010 Saint Paul Comprehensive Plan identifies Snelling Avenue within the study area as a Mixed Use Corridor. Randolph and Grand Avenues, and Selby Avenue west of Snelling, also have this designation within the study area. St. Clair Avenue is identified as a Residential Corridor (with the exception of the first block east of Snelling, which is designated as part of the Mixed Use Corridor). The remainder of the study area is identified as an Established Neighborhood. Mixed Use Corridors are identified in the Comprehensive Plan along major thoroughfares that are (or could be in the future) served by public transit. They generally accommodate a mix of residential, commercial, institutional, and smaller-scale industrial uses, along with open space, with residential development at densities of 30-150 units/acre. Residential Corridors pass through Established Neighborhoods and accommodate primarily residential uses, at densities of 4-30 units/acre. Established Neighborhoods accommodate a range of housing types at lower densities, primarily single-family homes and duplexes.

The applicable neighborhood plans are the Union Park Community Plan (2016), the Macalester-Groveland Community Plan (2016) and the Highland Park Neighborhood Plan Summary (2007). Key strategies and policies related to this zoning study are excerpted here:

Union Park Community Plan:

- LU3.2 Explore opportunities to increase density levels and promote new development along key corridors that support transit-oriented development, including along Snelling Avenue and Marshall Avenue between Snelling and Hamline Avenues, and on mixed-use transit routes, while maintaining the historic human scale of the neighborhood.
- H1.1 Support multi-unit mixed-use development in mixed use corridors that can accommodate higher density levels, while minimizing impacts on adjacent lower density areas, and discourage multi-unit housing and retail uses that are incompatible with single-family residential areas.

#### Macalester-Groveland Community Plan:

- H1.1 Maintain and or establish zoning that encourages compact development along mixed-use corridors that incorporates a mix of uses (commercial, residential, office, intergenerational housing etc.).
- H1.3 Maintain and or establish zoning that preserves lower-density single family houses and duplexes outside of mixed-use corridors.
- LU1.5 explore creating and/or implementing design standards that promote pedestrian-friendly streetscapes—especially along mixed-use corridors.
- H2.5 Support multi-unit mixed-use development in the following corridors: Snelling Avenue, Grand Avenue, St. Clair Avenue, and Randolph Avenue.
- LU1.2 Maintain and/or establish zoning that encourages higher-density (taller) development at the intersection of mixed-use corridors and lower-density (shorter) development at mid-block of mixed-use corridors.

#### Highland Park Neighborhood Plan Summary:

- 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.

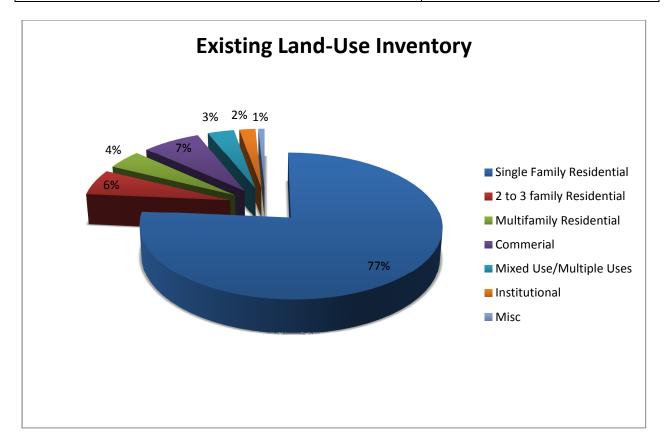
#### **EXISTING LAND-USE AND ZONING**

The current zoning in the study area generally reflects the existing underlying land uses, both along Snelling and the major cross-streets and in the adjacent established neighborhoods. Overall, 61% of parcels are currently zoned single family residential, 13% for duplexes, 16% multifamily, and 10% commercial.

#### **EXISTING LAND-USE INVENTORY**

Single Family Residential	1294 parcels
2 to 3 family Residential	99 parcels
Multifamily Residential	74 parcels

Commercial	123 parcels
Mixed Use/Multiple Uses	56 parcels
Institutional	34 parcels
Misc	13 parcels



The majority of the study area is in single family residential use. The predominance of single family residential development in the established neighborhood is most pronounced in the southern portion of the study area where the land-use pattern is more homogenous. There are also a number of single family residential uses fronting arterial streets. Many in this latter group are zoned RM2 multifamily. While this zoning district permits higher density residential uses, the parcels are too small for redevelopment for multifamily uses without assembly of multiple parcels or variance, due to the 9000 square foot minimum lot size requirement in RT2 and higher residential districts.

Further north in the study area the existing land-use is more diverse in areas defined by the comprehensive plan as being within an established neighborhood. In Union Park in particular, the land use in these areas consists of a mix of single family and two family residential uses, along with scattered multifamily, and the zoning is primarily RT1 two-family. Most of the parcels meet the minimum lot size of 6000 square feet required for a duplex.

Existing mixed-use and commercial buildings in the study area, and the vast majority of multifamily buildings, are sited on parcels with Snelling Avenue frontage or that front other arterial and collector streets near their intersection with Snelling. The exception is a few clusters of multi-family structures in the portion of the study area north of Summit Avenue. Existing multifamily and commercial development is low to medium density, consisting primarily of one to three story structures. Where commercial buildings exceed one story, they are generally older structures with housing in the upper stories. For the most part, these structures/uses are well below maximum densities allowed under current zoning. The average floor area ratio currently

achieved on the parcels that are being considered for rezoning is 0.63; maximum allowed floor area ratio (FAR) under B2 is 2.0, and 1.75 under RM2. However, certain provisions in the current zoning districts, notably minimum lot size requirements, may be impeding potential growth along the corridors in the study area. Under the proposed T2 and T3 zoning along the corridor, it would be theoretically possible to achieve a floor area ratio of 3.0 for new development, provided every new structure in the T2 district was built with structured parking.

#### **GENERAL ZONING ANALYSIS**

The recommended zoning changes are primarily on parcels that are zoned for commercial or multifamily residential uses. A small number of parcels that are currently zoned for single family residential uses are also being recommended for rezoning. These are primarily parcels oriented to Snelling on blocks between St. Clair and Randolph, but also include a parcel on the south side of St. Clair just west of Snelling (currently used for parking for the adjacent commercial uses), a parcel on Brimhall just south of St. Clair (currently used for parking for the adjacent multifamily residential), and a parcel owned by Macalester College on Macalester Street to the north of Grand Avenue (currently occupied by a multifamily residential building). Out of the total of 1693 parcels in the study area, 334 parcels adjacent or in close proximity to Snelling are being recommended for rezoning. Of those, just 51 parcels are currently zoned for single-family use. These are the general changes in zoning districts being proposed:

- Parcels zoned B3, general business district, would be rezoned to T2 or T3 traditional neighborhood.
- Parcels zoned RM2, multi-family residential, would be rezoned to T2 traditional neighborhood.
- Parcels zoned B2 community business district would be rezoned to T2 traditional neighborhood.
- Parcels zoned R4 single family residential would be rezoned to T1 traditional neighborhood.

Traditional neighborhood zoning districts are intended to foster the growth and development of mixed use, transit-oriented development. In contrast to the higher-density residential and commercial zoning districts currently used along the corridor, which largely segregate commercial and residential uses into different districts, they allow a range of both commercial and residential uses in in the same district. Allowing this wider range of uses on the corridor will result in a future land use pattern that is more organic and market driven, and will allow commercial and residential development in areas that could only be one or the other under the current zoning. The vast majority of the uses that are currently permitted in B2 and B3 commercial districts as well as the R4 and RM2 residential districts are also permitted in the traditional neighborhood districts, with the exception of some auto uses permitted in the B3 community business district. The proposed zoning change will prohibit new auto uses from being established on the corridor and the existing automotive uses would become legally nonconforming. Unlike the majority other nonconforming uses, however, there is a specific provision in the zoning code that would allow automotive uses that will become legally nonforming as a result of the zoning changes to expand without Planning Commission approval, as if they were permitted uses in the district.

The traditional neighborhood districts also differ from other zoning districts in that they include extensive design standards, and have provisions that push building mass towards the street. The traditional neighborhood district design standards regulate building features such as finish

materials, window openings, the placement of doors, and the placement of parking. In reviewing new development in traditional neighborhood districts, there is a strong emphasis on ensuring that the design of new development helps contribute to a pedestrian friendly streetscape and corridor. Provisions in these zoning districts also take into account how new development interacts with lower density residential zoning districts, by having a maximum height of 25 ft. at property lines which abut these districts. Structures can exceed this height limit if stepped back from the property lines a distance equal to the additional height, or if they obtain a conditional use permit from the Planning Commission.

Due to the traditional neighborhood design standards, a significant portion of existing commercial structures will become nonconforming in terms of their design, orientation on lot, and placement of parking if the proposed zoning changes are adopted. Conversely, a significant portion of the existing multi-family residential structures would become conforming in regards to the lot coverage of their building foot print. The nonconforming status of the commercial structures will not prohibit the reuse of buildings for conforming uses; nonconforming buildings may be expanded or altered, and lot improvements may be made, so long as they do not increase the nonconformity. Most of the existing multi-family structures would conform to the traditional neighborhood design standards, and could possibly expand under the new traditional neighborhood zoning designation. Expansion of these existing multifamily structures is unlikely, however, because of the additional parking that would need to be added on or near the site and structural issues that would possibly arise from vertical expansions. The zoning change would make it possible for future multiple family structures near these existing multiple family uses to assume a built form which is more consistent with the existing context of multifamily development along the corridor than would be allowed under current multifamily zoning district standards.

Existing land use and zoning and recommended zoning changes are discussed below. The discussion is organized around roughly ½ mile segments of Snelling Avenue, each centered on a station for the A Line BRT.

#### **SNELLING AND DAYTON STATION AREA (See Maps 1-3)**

The Dayton Avenue bus rapid transit (BRT) station area is located in the most northerly portion of the study area. The station area has the most diverse mix of any in the study area in terms of both land uses and zoning districts, including industrial, commercial, and residential land uses and zoning districts. The Soo Line Rail Spur, just north of the Dayton Avenue Station, is a significant physical barrier and acts as a dividing line between general land use areas in the comprehensive plan. The comprehensive plan identifies the area north of the Soo Line rail spur as industrial, while the area south of the rail spur is identified as being within a mixed use corridor along Snelling Avenue and along Selby Avenue east of Snelling, as being within a residential corridor along Marshall Avenue, and as being within an established neighborhood in areas outside of these corridors.

The existing land-use and zoning generally follow the land-use designations outlined in the comprehensive plan south of the Soo Line rail spur. The area north of the spur is identified in the comprehensive plan as being industrial, and there is a significant amount of industrial zoning and land use in the area, particularly adjacent to the rail spur. However, there is also commercial development and zoning along Snelling Avenue, and residential zoning and land uses in the area as well. There are three parcels that are zoned I1, light industrial, which are all owned by Cooperative Plating. The company owns another parcel at 271 Snelling Avenue, zoned B3 general business, which houses the company's offices. Staff is recommending rezoning this parcel on Snelling to IT transitional industrial. The IT transitional industrial district is intended to provide sites for commercial, office, and light industrial uses that are compatible with nearby

residential and traditional neighborhood districts. This rezoning would be consistent with the existing land-use pattern and would allow the business to potentially shift a limited scope of activities to this parcel. The IT district has many of the same design standards as the traditional neighborhood districts, such as requiring buildings to anchor the corner, requiring front façade articulation, window and door opening requirements, and requiring parking to be to the rear or side of the principal structure when possible. These design standards would help ensure that any interim development of this parcel is compatible with future development in the surrounding area.

This study is recommending that the B3 (general business) parcels north of the rail spur, all fronting Snelling Avenue, be rezoned to T3 traditional neighborhood, with the exception of the Merriam Park Substation at 1560 Igelhart Avenue. The change from B3 general business to T3 traditional neighborhood is intended to promote higher density pedestrian- and transit-oriented development. The use of T3 zoning at this location is appropriate because of the close proximity to light rail, the interstate, and the Snelling Midway site. The T3 district permits a maximum floor area ratio of 3.0 and a maximum building height of 55 feet, with heights up to 90 feet with a conditional use permit, with additional stepbacks required above 75 feet. The area north of the rails spur would act as a transition zone from the more intensive development envisioned at the Snelling Midway site north of Interstate 94 to the proposed T2 zoning districts further south on Snelling Avenue.

South of the rail spur, the study is proposing rezoning parcels zoned RM2 multifamily residential and B2 community business to T2 traditional neighborhood. T2 allows a similar range of uses to the RM2 and B2 districts, and the overall density of development permitted in the three districts is also comparable. In the T2 district, the maximum permitted FAR of new structures is 2.0, but can be increased to 3.0 if buildings are constructed with structured parking. In the B2 district the maximum FAR is 2.0, and in an RM2 district the dimensional standards can be converted to a maximum FAR of 1.75.

The change to T2 would have other implications for the redevelopment potential of some properties. There are provisions of the RM2 district that have possibly impeded development of new multifamily buildings on parcels with this zoning designation. In the district, any structure with three or more units requires a minimum lot area of 9000 square feet, the maximum building foot print is limited to 35% percent of the lot area, and 25' front and rear setbacks and 9' side yard setbacks are required. None of the existing multi-family structures in this station area could be built today under these standards without multiple variances. By contrast, all of the existing multifamily buildings in the station area appear to conform to T2 dimensional standards. If the recommended zoning changes are adopted, infill development on properties in the area currently zoned RM2 could more closely match existing multifamily development in terms of form and mass. The changes would also provide flexibility in terms of allowed uses for all properties proposed for rezoning.

#### **SNELLING AND GRAND STATION AREA (See Maps 4-6)**

The Snelling and Grand station is at the north end of the Macalester College campus, and the existing land-use and pattern of development are heavily influenced by the proximity to this institution. There are a number of large institutional buildings on the main campus and along Summit Avenue. The institutional parcels along Summit Avenue are currently zoned RT1, RT2, and R3. This study is proposing to rezone the Macalester-owned parcels on Summit Avenue to RM1, which is consistent with the existing structures and uses. Rezoning these parcels to RM1 will eliminate the 25' maximum height at the rear property line that would apply on abutting parcels on Grand Avenue proposed for rezoning to T2 and T3. The Summit Avenue parcels for rezoning are, for the most part, within a historic overlay district and any exterior changes

proposed to structures or new construction on these parcels would require review by the Heritage Preservation Commission and would need to be consistent with the historic district guidelines. North of Summit Avenue, there are four parcels zoned for commercial use, with three different zoning classifications. Two of the commercial structures in this area are multi-tenant buildings with large front setbacks and parking in the front of the building. This study is recommending that these parcels be rezoned to T2, which would make these buildings nonconforming regarding both their location on the lot and the location of parking, with implications as previously discussed in this memo. The T2 district also allows less signage than the B2 district for a given lot, meaning a variance for signage might be required to reoccupy a commercial space vacant for a year or more. In B2 and B3 zoning districts the maximum square footage of signage allotted to businesses 2 times the lineal feet of lot frontage. In the traditional neighborhood districts the maximum signage allotted is reduced to 1.5 times the lineal feet of lot frontage. The multi-tenant building at 80 Snelling, for example, currently has 560 square feet of signage at the site. Under the proposed T2 zoning their maximum permitted signage would be reduced to 489 square feet. Parcels adjacent to the station are currently zoned a mix of B2, RM2 and OS (only one parcel). This study is recommending rezoning the parcels nearest the intersection (the old Stoltz Cleaners site, the mixed use and retail buildings at the NE corner, and the shared surface parking along Grand Avenue) to T3, and those further from the corner of Snelling and Grand to T2. The existing mixed-used building at 32 Snelling Avenue has a floor area ratio of 3.6, which staff is proposing to rezone to T3. Under T3, the building would still exceed the maximum allowed FAR, but it would be closer to conforming. The T3 zoning would allow future redevelopment at up to a 3.0 FAR, matching the scale of the existing mixed use development and nearby institutional structures. New structures would possibly need to be taller to accommodate required parking.

Farther east on Grand Avenue, this study is recommending that parcels zoned RM2 and OS be rezoned to T2. The study also recommends rezoning the church and associated surface parking on the east side of Snelling between Lincoln and Goodrich to T2.

#### **SNELLING AND SAINT CLAIR (See Maps 7-9)**

The Saint Clair station is at the southern end of the Macalester Campus. The area is currently characterized by a mix of one-, two-, and three-story commercial and mixed use buildings. South of Saint Clair, this pattern continues on the east side of Snelling to Stanford, where a new one-story commercial building was recently constructed. On the west side, single-family homes fronting intersecting residential streets line Snelling south of the alley between Saint Clair and Berkeley. North of Saint Clair, the Macalester campus is on the west side and single family homes front Snelling beyond the first half-block. At the southwest corner of Snelling and Saint Clair there is a surface parking lot owned by Sweeney Cleaners, but which is also used by other businesses in the area. Cinema Ballroom, just to the east on Saint Clair, uses this lot to meet the off-street parking required by zoning and a condition of their license. If any future redevelopment of the parcel cannot or does not accommodate this parking, Cinema Ballroom would be required to acquire parking at another location or obtain a variance and license modification.

The current zoning of the parcels that are being considered for rezoning in this area are B2, R4, and RM2. This study is recommending that these parcels be rezoned to T3, T2, and T1. Similar to the strategy used at other station areas, the recommendation is that some of the parcels closest to the BRT station be rezoned to T3. The parcels being recommended for T3 zoning are currently being marketed by a broker and will likely be sold as a package for a single development. This study is recommending that the existing two and three story mixed use buildings (at the NE and SW corners of the intersection) and their adjacent parking lots be rezoned to T2. Two of the parking lots serving these businesses are on separate lots and currently zoned R4 single family,

making them (legally) nonconforming as to use. Off street parking facilities are permitted on other lots provided the off street parking facility is in the same or less restrictive zoning district than the principle use the parking lot is intended to serve. Rezoning these lots to T2 along with the principle uses they serve would make them conforming.

Most of the block face south of Stanford on the east side of Snelling is single-family homes fronting Snelling Avenue. The parcels are currently zoned R4, the study is recommending rezoning to T1. The T1 zoning district permits a limited range of non-intrusive commercial uses as well as multifamily uses. Commercial and mixed-use buildings have a maximum floor area ratio of 1.0, which would allow for future commercial or mixed use development that is generally compatible in scale with the existing single residential structures. It would also allow for commercial reuse of existing structures, similar to what is seen on Grand Avenue. Multifamily structures in the T1 district are regulated based on lot area per unit, similar to multifamily districts. The T1 district minimum lot area per unit is 1700 square feet, with a density bonus available for providing structured parking. But unlike multifamily districts, there is no maximum building footprint (usually expressed as a percentage of lot area) and there is no minimum lot size requirement beyond the per-unit requirement. As a result, under T1 zoning new smaller-scale multifamily developments (a type of housing which was common in the past but often not seen in current developments) could be built on the existing single family parcels, and with more flexibility in regards to the built form of the structures.

#### **SNELLING AND RANDOLPH (See Maps 10-12)**

In the Snelling and Randolph station area there is currently a range of zoning districts that generally correspond to the underlying land use. At this station area this study is proposing to rezone parcels that front both Snelling and Randolph to T1, T2, or T3. Similar to the approach taken at other station areas, staff is proposing to rezone the parcels that are in closest proximity to the intersection of the two mixed use corridors to T3. T3 zoning at this intersection will allow future development to be at greater heights, and possibly higher density. New development with more height would be particularly appropriate at the southwest corner considering the context provided by existing development, notably the 5-story multifamily building at 499 Snelling. On the northwest corner of the intersection this study is proposing to rezone the Walgreens parcel to T3, while down-zoning the existing single family housing that abuts the Walgreen's parcel to the west and north from RM2 to RT2. If these parcels were to retain RM2 zoning, then the provision that limits height to 25' at the property line abutting the single family residential uses would not apply, and it would be possible to construct a new building with a 45' - 55' wall at the rear and side setback lines as-of-right. Down-zoning the single family residential parcels to RT2 will push the building mass of future development on the Walgreens parcel toward the street, but still allow moderate intensification of residential density on the parcels currently zoned RM2. To the south along Snelling, this study is recommending that the mix of B3, B2, OS, and RM2 be rezoned to T2. The current mix of zoning is fairly parcel-specific based on the underlying land uses. The notable exception is two legally nonconforming multifamily residential buildings in the B3 zoning district at 535 Snelling and 601 Snelling. These were constructed between 2003 and 2004, under a provision in the code that allowed multifamily residential uses in the B3 district. The provision has since been removed from the code, making the buildings legally nonconforming. Due to the similarity of height and density allowances in the B3 and T2 districts, the buildings are characteristic of the scale of future multifamily residential development that could be built under the proposed T2 zoning.

#### **SNELLING AND HIGHLAND (See Maps 13-15)**

At the Highland Parkway station area this study is proposing rezoning a mix of RM2, OS, B3, B2, and R4 (one parcel) districts to T2 and T1. The parcel where Gloria Dei church is located (NE corner of Highland Parkway and Snelling, currently zoned R4) is recommended for

rezoning to T1. This zoning designation would give the church the flexibility to accommodate accessory office or similar less intense uses that are permitted in the T1 zoning district. The remainder of the parcels fronting Snelling in the area-currently zoned RM2, OS, B2 and B3—are recommended for rezoning to T2. This change would generally be consistent with the underlying land uses, with the exception of the auto repair business, Parkway Auto Care, at 1581 Ford Parkway. Although this use would become legally nonconforming it would be allowed to expand as though it were a conforming use under the provisions of Sec. 62.106 (o). The property-owner initiated rezoning to T3 at 658 Snelling for the construction of The Waters senior housing development could be an indication that rezoning may spur investment in the area.

#### RECOMMENDATIONS FOR FUTURE STUDY

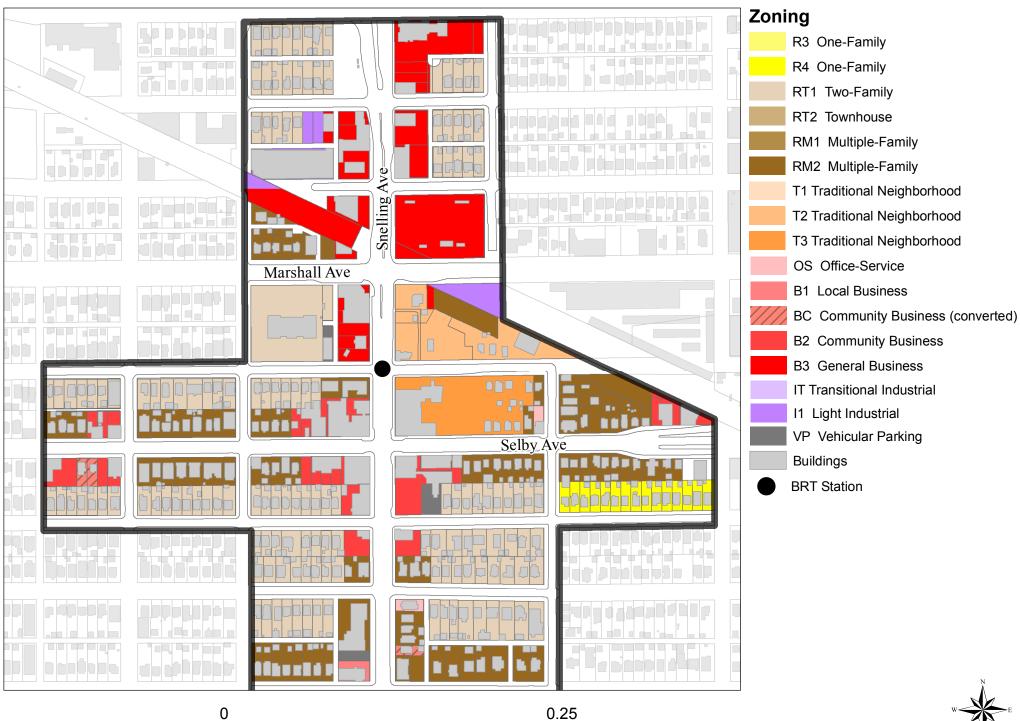
Over the course of the study, a number of zoning strategies that are not included in the recommendations of the study were evaluated. These included an examination of the feasibility of moderately up-zoning some parcels that are currently zoned R3 and R4, single family residential, to RT1 two-family residential. In some areas, these lots have sufficient area and width to allow conversion of single family homes to duplexes without variances if RT1 zoning were in place. This would provide an opportunity to allow for moderate housing production in areas well-served by transit but not immediately on Snelling or a major cross street. It could also act as a transitional zoning district between the more intensive traditional neighborhood zoning districts in the corridors and the single family residential zoning districts in the adjacent neighborhoods. Other potential strategies that were identified during the study but are not recommended at this time include the use of accessory units and reduction in minimum parking requirements along high capacity (LRT and BRT) transit lines. These and other strategies could help to promote more efficient development and accommodate more residential development complimentary to the existing character of established neighborhoods as an alternative to higher-density projects along Snelling and other corridors.

#### REQUESTED ACTION

Release Snelling Avenue South 40-Acre Zoning Study for public review and set public hearing for May 19, 2017.

# Snelling and Dayton - Existing

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# Snelling and Dayton - Proposed Changes



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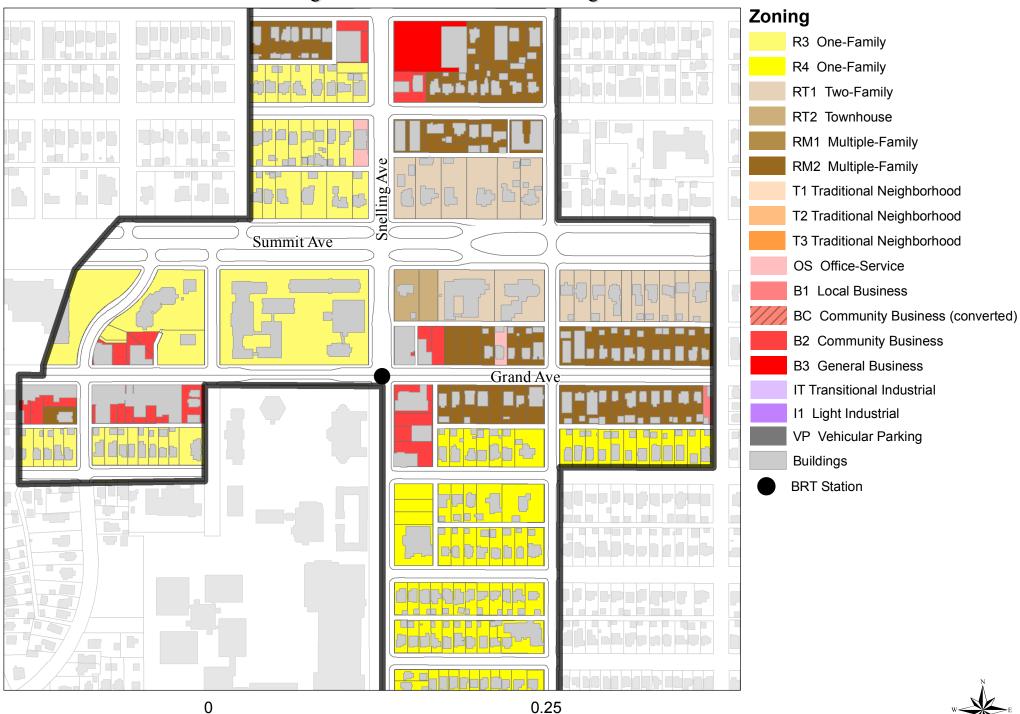


### Snelling and Dayton - After



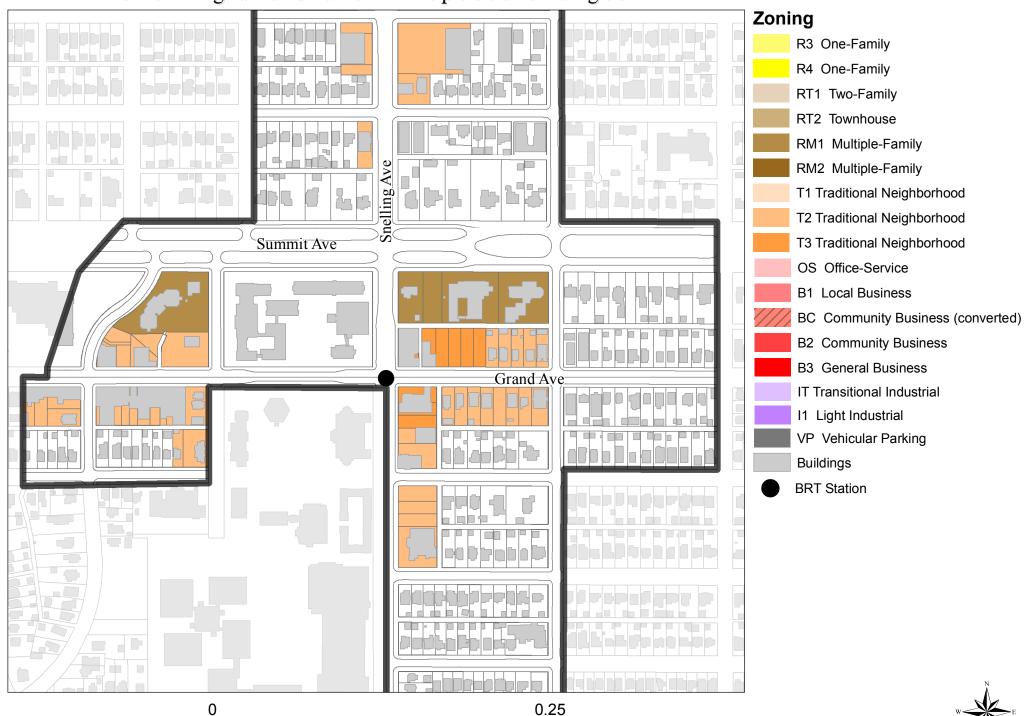


# Snelling and Grand - Existing

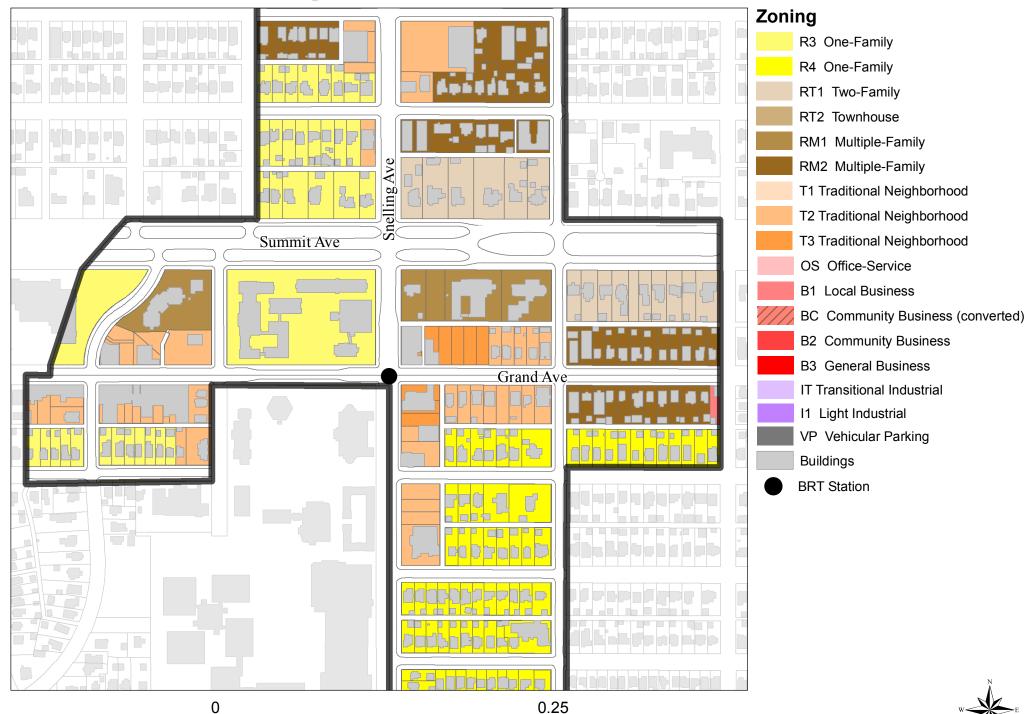




# Snelling and Grand - Proposed Changes



# Snelling and Grand - After



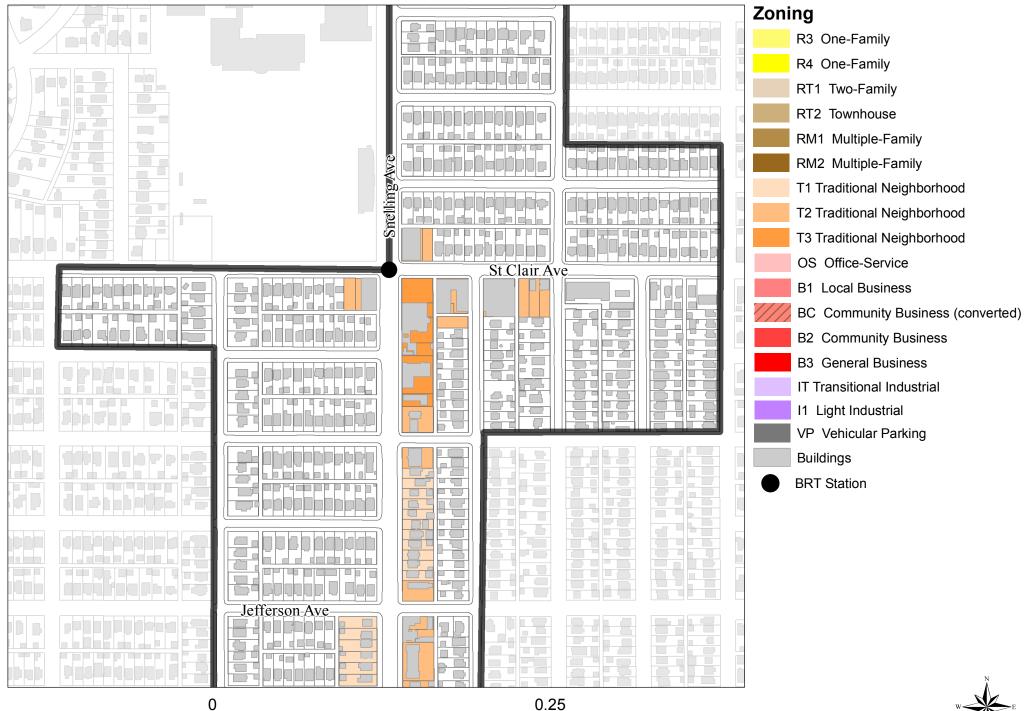


### Snelling and St Clair - Before





### Snelling and St Clair - Proposed Changes





### Snelling and St Clair - After

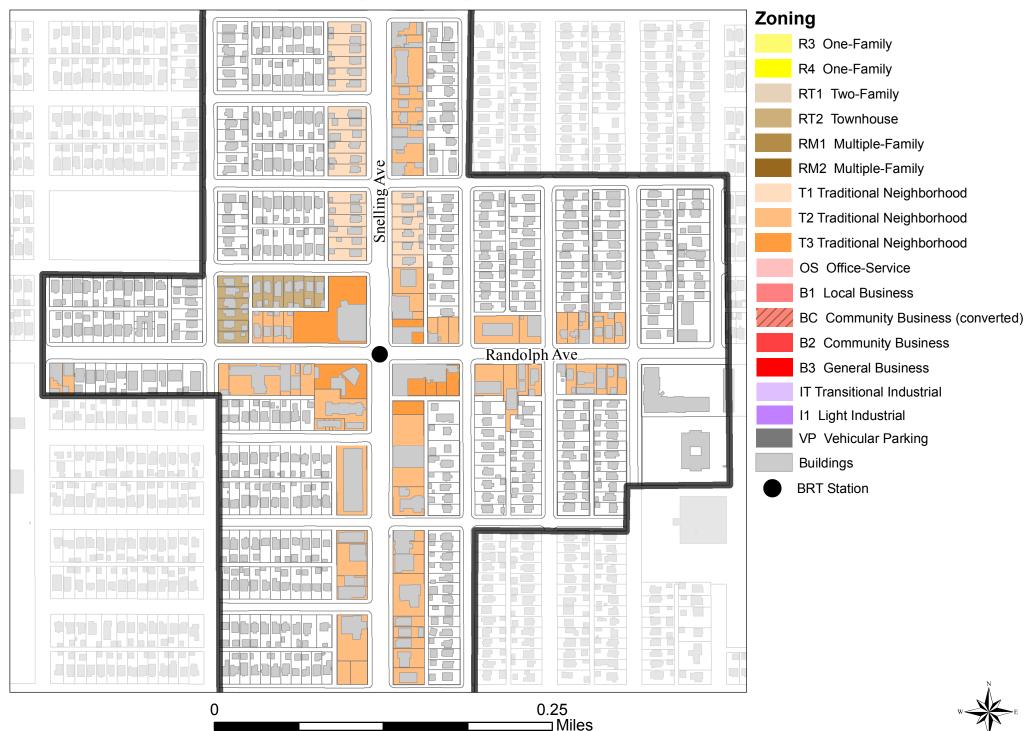




### Snelling and Randolph - Before



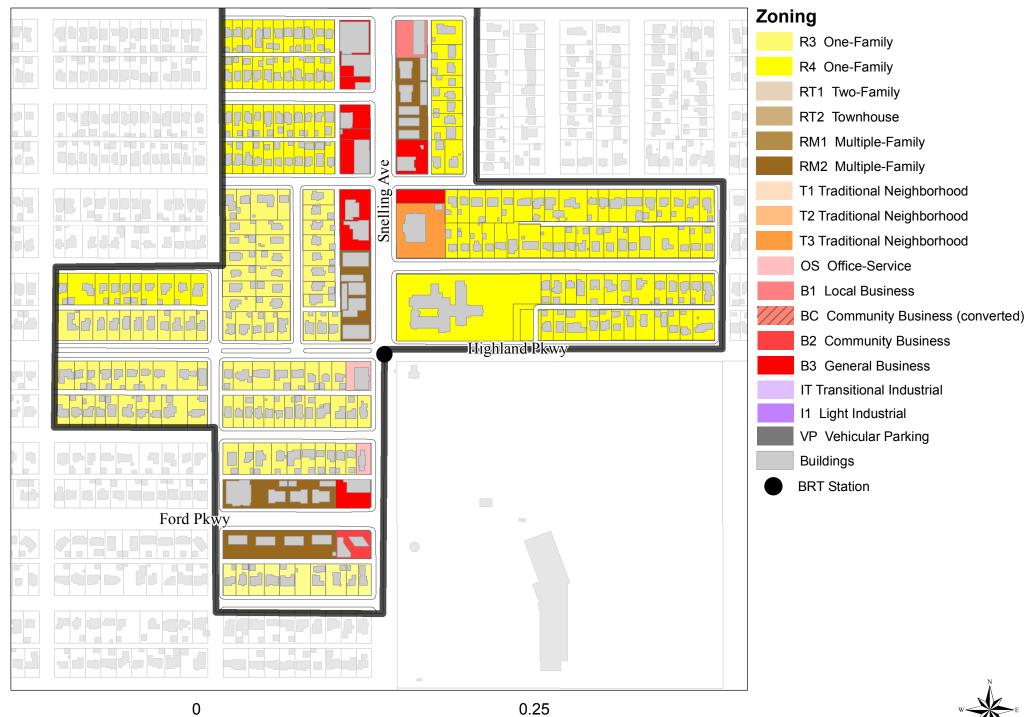
# Snelling and Randolph - Proposed Changes



#### Snelling and Randolph - After

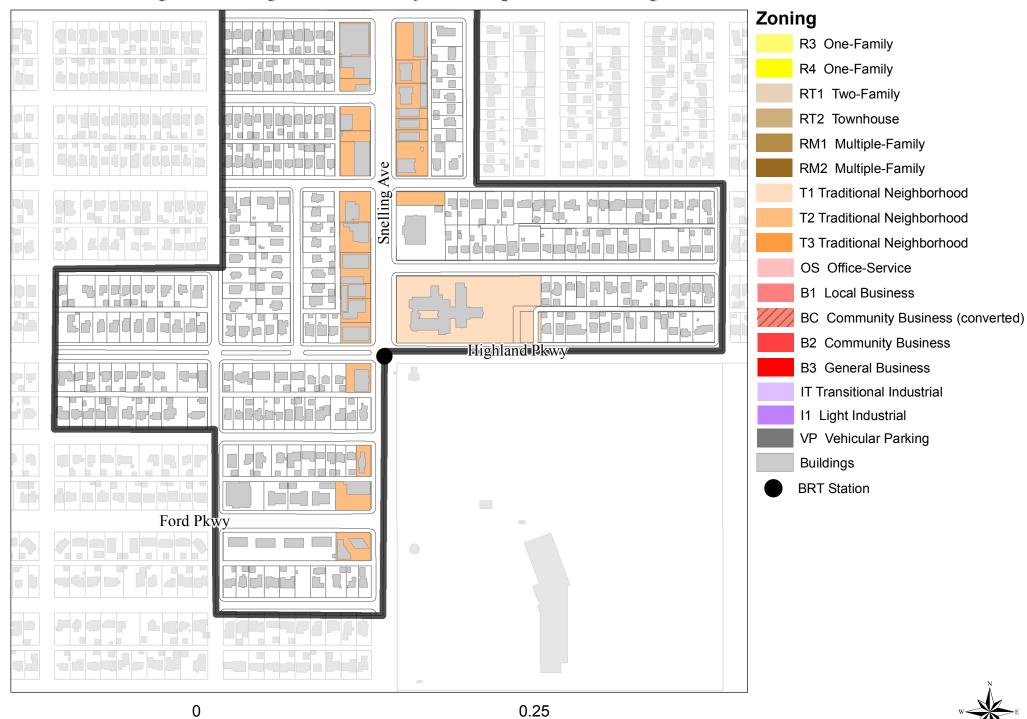


### Snelling and Highland Pkwy - Existing





### Snelling and Highland Pkwy - Proposed Changes



# Snelling and Highland Pkwy - After

