



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

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TO: Planning Commission  
FROM: Comprehensive Planning Committee  
DATE: April 22, 2016  
RE: Green Line TN Zoning Study Follow Up: Accessory Dwelling Units

### **Introduction**

The Green Line (formerly Central Corridor)/Traditional Neighborhood Zoning Study Follow Up study considers provisions for accessory dwelling units (ADUs) and density bonuses. As these are two separate issues, it was determined that the most effective way to bring these items forward through the Planning Commission is by breaking the study into two manageable elements. The first element that is being brought forward is accessory dwelling units.

### *Accessory Dwelling Units*

Accessory dwelling units (ADUs) are a tool that can be used to produce and maintain affordable housing options that may appeal to residents looking to downsize but stay in the neighborhood; generate additional income by renting one of the units; or create life-cycle housing options for family members. In 2004, city-wide ADU provisions were proposed alongside the creation of the Traditional Neighborhood zoning districts. The ADU provisions were removed by the City Council in response to public testimony, particularly from residents in areas where large lots would have allowed for ADUs, such as along Summit Avenue and Mississippi River Boulevard. The City Council asked for additional study. The concept of and interest in ADUs has since been included in the Housing and Transportation Chapters of the Comprehensive Plan and adopted city plans covering the Green Line corridor. ADUs can be used as a means to achieve infill housing goals<sup>1</sup>, particularly in areas with improved transportation, increasing density and housing investment.

From the perspective of a low- or moderate-income person, ADUs can provide an alternative to renting an apartment in a multifamily building or buying (or renting) a single-family home (both of which can be cost prohibitive). An ADU may give a renter direct access to privately owned green space, a benefit typically associated with homeownership. Owner-occupancy in one unit (either the ADU or the principal structure) would support family-oriented housing options. In addition, the income from an ADU can provide existing homeowners some insurance against the anticipated increase in property taxes from

<sup>1</sup> Housing policy 2.17 in the Housing Chapter of the Comprehensive Plan calls for a zoning study to explore the use of ADUs in existing neighborhoods. Policy 2.3 in the Transportation Chapter calls for creative infill housing in transit corridors in order to increase transit-supportive density and housing choices; ADUs are listed as one type of infill housing.

rising home values.

### **Study Background**

The direction for this study came out of the Central Corridor/Traditional Neighborhood (CCTN) Zoning Study that began in 2010 and was adopted on April 20, 2011. The CCTN study resulted in the rezoning of hundreds of parcels along the Green Line to ensure consistency with adopted city plans. In addition, the study resulted in the creation of the T4 Traditional Neighborhood zoning district, a high-density, mixed-use district, intended for use in fixed-rail corridors. The majority of the property included in the study area was rezoned to T2, T3, or T4 Traditional Neighborhood or IT Industrial Transitional.

During the course of the CCTN study there was significant interest in including measures for affordable housing and ways to ensure that a mixture of incomes and housing types remained and were expanded upon in the corridor. Staff recommended the use of accessory dwelling units (a concept included in the Comprehensive Plan and more recently the *Central Corridor Development Strategy*, adopted in 2010) and density bonuses as tools to add to the housing mix in the corridor and exchange density for the inclusion of affordable units. The resolution adopting the CCTN study recommendations (Ordinance #11-27) directed further study of the use of accessory dwelling units, density bonuses and regulations around liner retail. Staff worked with a consultant to research the topics and draft recommendations as a starting point for discussion. After reviewing the consultant report and discussion with Councilmembers, it was determined that there was no interest in pursuing requirements for liner retail at this time.

Staff brought this item in conjunction with the density bonus recommendations to the Comprehensive Planning Committee on July 9, 2013, and returned to the Committee on August 6, 2013, to provide follow up information. At the August meeting, staff said that they intended to take the proposed language to district councils along the Central Corridor and would then return to the Comprehensive Planning Committee to make a final recommendation and request that it be forwarded to the Planning Commission.

In the two years since that direction was given, staff has presented this information to Councilmember Thao and Council President Stark, as their wards are most affected by this proposed zoning text amendment to allow accessory dwelling units along the Green Line. Staff has also discussed the proposed revisions with the executive directors of Capitol River, Hamline-Midway, and Summit-University District Councils, Frogtown Neighborhood Association, and St. Anthony Park Community Council, and presented the revisions to the land use or development committees of the Hamline-Midway and Union Park District Councils and St. Anthony Park Community Council.

The Planning Commission held a public hearing on Friday, February 5, 2016, and left the record open for written comments until 4:30 p.m. on Monday, February 8, 2016. Five people testified at the public hearing, and 33 written comments were received. Attachment A includes testimony given at the public hearing and written comments. Attachment B shows that the vast majority of comments were provided by residents living in north Saint Anthony Park, which is not impacted by this proposal. There was a wide range of input split fairly equally. Input included not wanting to allow any accessory dwelling units citing possible negative impacts to property values, traffic, and parking, to concern about new rental properties, and overall change to the character of the neighborhood. Others spoke in support of allowing ADUs with modifications to the proposal particularly around not allowing detached units and some adjustment to development standards. Another group supports allowing them as proposed, citing potential benefits, including housing choice, decreased energy consumption, increased density near transit, and additional people to support desired services.

Many of those providing comment on ADUs referred to the Saint Anthony Park ADU Task Force's recommendations, which had recently been brought to Saint Anthony Park Community Council (SAPCC) for consideration. ADUs have been a divisive issue in the north Saint Anthony Park for the last several years. In 2014, the Land Use Efficiency Action Group<sup>2</sup> (LUEAG) presented a proposal<sup>3</sup> to SAPCC's Land Use Committee. This work was the culmination of the group's year-long effort to work in the community to allow ADUs within the neighborhood. The Land Use Committee meeting was well attended, and the discussion there demonstrated that there was no consensus on ADUs amongst those in attendance. The SAPCC's Land Use Committee was asked to convene a task force to examine whether ADUs are appropriate for Saint Anthony Park. There was a solicitation of applications from those interested in participating on the task force. The applications were reviewed blindly by the committee with names and addresses withheld, which unintentionally resulted in a group with no representation from the southern portion of Saint Anthony Park (the portion of the Community Council where ADUs are currently proposed). The eight-member taskforce met twelve times, held two public meetings, and issued final recommendations in November 2015. The primary difference between the task force recommendations and those put forward in this proposal is related to detached ADUs with the task force recommending that only internal and attached ADUs be permitted. In addition, the task force also emphasized strong enforcement of the owner-occupancy requirement. The full report is included with the SAPCC's letter in Attachment A.

#### **Other City Requirements Relevant to Accessory Dwelling Units**

During the release of the ADU proposal and during the public testimony, questions were raised about how other City requirements related to the development of ADUs. The following is a summary of those requirements.

Addressing: Depending on the type of ADU, addressing in the City would be required by two areas of the code. A new detached unit would be required to be addressed under Chapter 71 – House Numbers under the Legislative Code. When new units are developed in relationship to the primary unit, the City's interpretation of the fire code is that unit numbers need to be assigned to the units within the structure.

Life/Safety Issues: ADUs that are part of the principal structure (interior and attached) will need to follow all of the current building code requirements of a two-family dwelling. This includes the requirement for one-hour, fire resistant walls to separate the dwelling units. For units entirely contained within a third-floor and accessed at third floor<sup>4</sup>, there must be two exits from the unit. Detached units would need to follow building code requirements for a new one-family dwelling.

Utility Connections: Internal and attached ADU units can use the sewer and water lines that come from the street to the principal structure, but detached ADUs cannot, per the 2015 Minnesota Plumbing Code. Section 311.1 states: "Every building shall have its own independent water and sewer connection except that a group of buildings may be connected to one or more sewer manholes on the premises that are constructed to standards set by the Authority Having Jurisdiction." For existing accessory structures proposed to be used as an ADU, DSI would review connections on a case-by-case basis.

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<sup>2</sup> The LUEAG was developed out of a Transition Town initiative, which contemplated local actions to mitigate effects of fossil fuel consumption, climate change, and other global-scale issues.

<sup>3</sup> The LUEAG's effort on ADU's is separate from the City's work on this issue. The group's proposal focused only on the area formed by the boundaries of the SAPCC (including both north and south Saint Anthony Park).

<sup>4</sup> A unit can be located entirely on the third floor and only need one exit if the access to the unit is located on the second floor. (i.e.: the locked door is located on the second door and a private set of stairs is provided to the third floor apartment.)

Certificate of Occupancy (C of O) Program: Section 40.02 of the City’s legislative code states: “An owner-occupied single-family house, duplex, or condominium unit shall be exempted from the requirement to have and maintain a fire certificate of occupancy.” Thus, only properties with detached ADUs units would fall within this program and then only the unit in which the owner did not reside would be inspected.

### **Comparison of Saint Paul to Other Metropolitan Area Cities**

The City of Saint Paul currently allows very limited application of accessory dwelling units. Carriage house dwelling, defined as an accessory dwelling above a detached garage, is a conditional use in the RL – RM3 and T1 – T2 districts, a permitted use in the T3 district, and only allowed in existing buildings that had space originally built for domestic help. In addition, to receive a conditional use permit the applicant would need to get a petition signed by two-thirds of the property owners within 100 feet of the carriage house dwelling.

Many cities within the Metropolitan Area allow for accessory dwelling units. Overall, each city has taken a slightly different approach to the implementation of ADUs. See Attachment C for the comparative tables. Minneapolis has the most comprehensive policy, allowing for the city-wide development of ADUs on residentially zoned lots with both one-family and two-family dwellings. Units can be developed interior to the principal structure, attached to the principal structure, or within an accessory building. Others polices are much more restrictive and only allow specific applications of ADUs.

### **Proposed Accessory Dwelling Unit Amendments**

Proposed amendments to the zoning code would establish accessory dwelling units as a permitted accessory use in the R1 – RM2 and T1 – T3 zoning districts. In order to be developed, the use would need to meet a series of standards and conditions, including conditions related to lot location, minimum lot size, number of accessory units, unit occupancy, unit characteristics, access and entrances, parking, and ownership. See Attachment D for the proposed code language.

#### *Public Testimony:*

Some public testimony asserted that permitting ADUs within single-family zoning districts would, by its very nature, eliminate single-family zoning in Saint Paul.

#### *Discussion:*

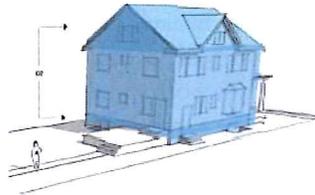
Permitting accessory dwelling units is not eliminating RL one-family, large lot residential or R1-R4 one-family residential zoning districts in Saint Paul. The proposed ADU ordinance does not require the inclusion of an ADU on any specific property, but would allow property owners more flexible use of their property should they want to have a secondary unit. With this flexibility comes more stringent requirements than for a property zoned to allow for two dwelling units. It includes the requirement that the property owner must live on the property, either in the principal or accessory unit, and a limitation on the number of people that can live in both units to that under the definition of one family (described in more detail in the unit occupancy section of this report). In addition, the neighborhoods for which this is currently being proposed did not develop under one-family residential zoning and already have a mix of dwelling types. Prior to 1975, residential zoning districts allowed for the mix of one-family and two-family dwellings. There are many legally nonconforming two-family dwellings in the area affected by this set of proposed ordinance revisions. As noted on the first page of this report, the City’s Comprehensive Plan calls for a study of the possible application of accessory dwelling units and to finding creative ways to encourage infill housing along transit corridors.

## Types of Accessory Dwelling Units

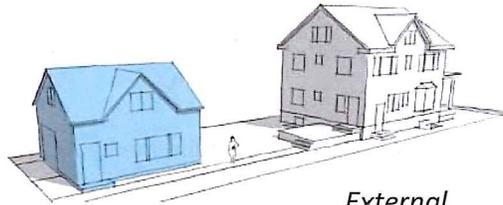
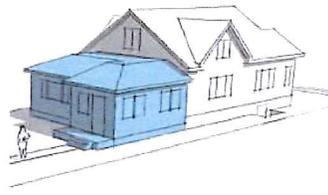
### *Initial Discussion*

There are three basic types of accessory dwelling units—those *internal* to the principal structure, those *attached* to the principal structure, and those *detached* from the principal structure (located within an accessory building). Attachment E shows examples of constructed ADUs.

*Internal*



*Attached*



*External*

*Graphic Credit: City of Minneapolis*

### *Initial Recommendation*

Internal, attached, and external ADUs are permitted in the R1 – RM2 and T1 – T3 districts.

#### *Public Testimony*

- Several people requested the elimination of the external unit type or wrote in support of the District 12 ADU Task Force recommendation to allow internal and attached ADUs only.
- Limit the height of detached units to that of the principal structure or 20 feet as required by Minneapolis, and to avoid situations like a second-story ADU above a detached garage on a lot with a one-story principal structure.
- Require 20 feet of spacing between principal structure and the detached ADU.

#### *Revised Recommendations:*

1. Testimony for not allowing detached ADUs was largely based on concern that they would change the single-family character of the neighborhood. However, accessory structures are currently allowed in the one-family residential districts. Under this proposal, the same amount of area of the rear yard could be dedicated to accessory structures as is currently allowed.<sup>5</sup> The addition of a small ADU in a rear yard would not change the fundamental single-family

<sup>5</sup> Sec. 63.501(f) states: "Accessory buildings on a zoning lot may occupy up to thirty-five (35) percent of the rear yard...on zoning lots containing one- and two-family dwellings, there shall be a maximum of three (3) accessory buildings, the total of which shall not occupy more than one thousand (1,000) square feet of the zoning lot..."

aesthetic of the neighborhood. Most of the City's neighborhoods developed prior to the development of strict one-family zoning that was adopted by the City in 1975, and the true development pattern of many of the neighborhoods, including those along the Green Line, is a mix of one-family and two-family dwellings. Based on this, the continued recommendation is to allow interior, attached, and detached ADUs.

2. As put forward in the amendment, the height requirement for an ADU would be that allowed for a carriage house, which is 25 feet in height. Limiting the height to the lesser of 25 feet or the height of the principal structure would ensure that upper-floor detached ADUs are not seen above the roof line of the principal structure and reinforce that detached units would not impact the visual character of the neighborhood from the street.
3. Accessory structures under section 63.501(i) must be set back 6 feet from the principal structure to be considered an accessory building. Allowing an accessory structure to be built in the rear yard of a one-family dwelling closer than 20 feet from the dwelling unit seems primarily to impact the dwelling unit in the principal structure and not the surrounding properties. In fact, the impacts would be the same to the neighboring properties as an attached ADU. The recommendation is to not restrict the location of a detached unit to 20 feet from the principal structure.

#### Lot Location

##### *Initial Recommendation*

The lot upon which an ADU is located must be located within one-half mile of University Avenue between Emerald and Marion Streets. This area was chosen because one-half mile is often used to identify transit catchment area for light rail projects. It typically represents a 10-minute walk at three miles per hour, which is often the limit for a rider's willingness to walk to transit.<sup>6</sup>

##### *Public Testimony*

District Council 1 and one other person requested that the implementation area of accessory dwelling units be expanded beyond the proposed boundary. Another comment identified two ways to expand application of ADUs—along all designated transit corridors to allow for density near transit or city-wide to allow for people to take care of the elderly.

##### *Comment:*

The recommendation on the permitted area for ADU development remains the same. Additional public outreach to all of the district councils and education on the proposal would need to occur to implement this in an expanded manner. Allowing ADUs in this subarea of the City would provide valuable information on modifications that might need to be made to the requirements prior to initiating a study to permit them citywide.

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<sup>6</sup> Erick Guerra and Robert Cervero. Is a Half-Mile Circle the right standard for TODs? Spring 2013. Available at <http://www.accessmagazine.org/articles/spring-2013/half-mile-circle-right-standard-tods/>

### Lot Size

The smallest lot size for a new residential lot for a one-family dwelling in a residential zoning district is 5,000 sq. ft.<sup>7</sup> Lots smaller than this are less compatible with the addition of an accessory dwelling unit.

*Recommendation:* The lot must be at least 5,000 sq. ft. in area.

*Public Testimony:* No public testimony was heard on this issue

### Unit Occupancy

#### *Initial Discussion:*

Unit occupancy is one of the important distinctions between a duplex or two-family dwelling and an ADU. A frequent requirement in many ordinances limits the number of people that can reside in both units to something less than two families. The rationale behind this regulation is to ensure that a single-family lot will not be overcrowded and negatively impact the surrounding properties. In this proposal, the number of people allowed to live in the principal unit and ADU, in total, would be that of a family in a single "housekeeping unit"<sup>8</sup>. This would allow, for example, a property to contain two adults and their children and two additional people or four unrelated adults. In addition, many ADU ordinances require that the property owner reside in one of the units. The logic behind this requirement is that if the property owner lives on the property with their tenant, they will find tenants that will not be disruptive. Other pitfalls of absentee landlordism might also be avoided.

#### *Initial Recommendations:*

1. The total occupancy of both the principal and accessory unit cannot be greater than allowed under the zoning code's definition of family for a single housekeeping unit.
2. The owner must live in one of the units, and a declaration of this must be recorded with Ramsey County prior to the issuance of any building or zoning permits.

#### *Public Testimony:*

- At both the Planning Commission meeting and public hearing the question was raised as to what constitutes a family under the zoning code and how many people could potentially live on a property with an ADU.
- Several of those providing input, referenced recommendations of the Saint Anthony Park ADU Task Force. The Task Force recommendation states that "...reasonable enforcement provisions for verifying owner occupancy."
- Concern was expressed over the "second generation" issue or when a new property owner purchases a property with an ADU and does not understand the requirement to live on the property.

<sup>7</sup> Footnote b of § 66.231 states: "in calculating area of a lot that adjoins a dedicated public alley, for the purposes of applying lot area and density dimension requirements, one-half the width of such alley adjoin the lot shall be considered as part of the lot."

<sup>8</sup> § 60.207 F. defines family as "one (1) or two (2) persons or parents, with their direct lineal descendants and adopted or legally cared for children (and including the domestic employees thereof) together with not more than two (2) persons not so related, living together in the whole or part of a dwelling comprising a single housekeeping unit. Every additional group of four (4) or fewer persons living in such housekeeping unit shall be considered a separate family for the purpose of this code."

*Clarifying Information on Definition of Family:*

As proposed, the same number of people could live in a one-family dwelling and in a one-family dwelling and accessory dwelling unit—some configuration of four related adults or direct lineal descends (with legally cared for children/adopted children) and two additional unrelated adults. Examples include:

- Four roommates
- Two couples
- Four siblings (siblings are not considered direct lineal descendants)
- A couple, their children, and two roommates
- A couple, their children, their grandchildren, and two of their children’s partners
- Person 1, their children, and their grandchildren; Person 2, their children, and their grandchild; and two roommates

If there is a direct lineal family connection, there is no specific number of people that meets the definition of family. However, the amount of habitable room area does limit the number of people that can live in a particular dwelling unit. Section 34.13 of the City’s legislative code provides for regulations on amount of space per person, which is 150 square feet of “habitable room<sup>9</sup>” area for the first person and 100 square feet of space for any other person residing in the dwelling unit. If you are adding new floor area to the principal structure or in an accessory structure to accommodate an ADU, more people could live on the property than in the original principal structure.

*Revised Recommendation:*

1. The property owner must annually submit an affidavit to the Zoning Administer that attests to owner occupancy of either the primary or accessory dwelling unit and pay the corresponding annual fee. This would be a proactive way the City can monitor that the requirement is being met and help to identify new owners who are not following the regulation. Should it not be met, a zoning enforcement process would begin.
2. The property owner may request a release of the recorded restrictive covenant should they remove the ADU from the property that is verified by inspection. The property owner would be responsible for the cost of the City filing the release.

Unit Size

*Initial Discussion:*

ADUs are meant as a supplemental unit and not a second full-sized house or large flat on a zoning lot. However, they need to be large enough to provide decent living conditions. To ensure this, the proposal sets the minimum unit size for the ADU at 300 sq. ft. and the maximum size at 800 sq. ft. Should the ADU be located within the principal structure, the unit could only occupy one-third of the floor area of the principal structure. This requirement would prevent smaller one-family dwellings from becoming even smaller units, and ensure that adequate living space would be available to both units.

*Initial Recommendations:*

1. The accessory unit must be between 300 and 800 square feet in area.
2. If the accessory dwelling unit is located within a principal structure, the accessory unit can only occupy one-third of the floor area of the principal structure.

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<sup>9</sup> A “habitable room” is defined under § 34.07 of the Property Maintenance code as a “room occupied by one (1) or more persons used or intended for living, cooking, eating or sleeping purposes, but does not include bathrooms, closets, water closet compartments, laundries, serving and storage pantries, corridors, cellars and spaces that are not used frequently or during extended periods.”

*Public Testimony:*

- District 10 suggested that there be a reconsideration to lessen the minimum floor area requirement for an ADU.
- Another comment focused on the 800 sq. ft. limitation on the maximum size of an internal ADU, and suggested that the upper limit be examined.

*Revised Recommendation:*

1. The revised recommendation is to eliminate the minimum floor area requirement. The zoning code does not regulate the minimum size of a unit in two-family dwellings, and, therefore, should not regulate the minimum size of an ADU. The building code regulates the amount of space needed to construct a new dwelling unit and the property maintenance code regulates the number of people that live in said space once it is occupied. The R304.1 of the 2015 Residential Building Code states: "Every dwelling unit shall have at least one habitable room that shall not have less than 120 square feet of gross floor area."<sup>10</sup> Once a building is built, there are regulations in the City's legislative code that regulate the amount of "habitable room area" needed in a dwelling unit per person. Section 34.13 requires "every dwelling unit shall contain a minimum gross floor area of at least one hundred fifty (150) square feet for the first occupant, at least one hundred (100) square feet for each occupant thereafter, the floor area to be calculated on the basis of the total habitable room area."

As described above there is a concern regarding small single-family homes being divided into two small dwelling units. To prevent this, but also allow for smaller internal ADUs, a requirement has been added that the floor area of a principal unit must be greater than or equal to 1,000 sq. ft. This slightly exceeds the minimum floor area needed with a minimum ADU size requirement of 300 sq. ft. and a requirement that an ADU could not exceed one-third of the total floor area of the principal structure.

2. The revised recommendation is that the upper limit on new floor area for an interior ADU should remain at 800 sq. ft. However, there are instances in existing structures where 800 sq. ft. of floor area may be too restrictive and leave spaces in a structure that are awkward to use. Instead, there should be an allowance for an accessory unit to be as large as the first floor of an existing multi-story principal structure as long as it still less than or equal to 50% of the total floor area of the principal structure.

Access and Entrances

Having access to and from the city street is needed for those living in or visiting the ADU. Under this proposal, a walkway must be provided from the city street to the new unit. In addition, the stairway up to an upper-floor unit must have stairs that are interior to the building in which the unit is located. The purpose of this is to have a safe access point to the unit that is protected from the elements. This also avoids unattractive external stairs on the principal or accessory structure that could detract from the character an area predominated by one-family dwellings.

*Recommendations:*

1. There must be a walkway provided from an abutting public street to the primary entrances of

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<sup>10</sup> Habitable space is defined by the Building Code as: "A space in a building for living, sleeping, eating or cooking. Bathrooms, toilet rooms, closets, halls, storage or utility space and similar areas are not considered habitable spaces."

the accessory dwelling unit.

2. Upper floor units must have interior stairs to the entrance of the unit.

*Public Testimony:* Planning commissioners questioned the need to have enclosed staircases for accessory dwelling units on upper floors as that requirement could make it challenging to retrofit older homes with ADUs and could add additional cost. One letter voiced support for the interior stairway requirement.

*Revised Recommendation:* To maintain the appearance of a single-family home for the principal structure, the primary stairway to an upper-level ADU should remain as an interior set of stairs. In cases where a secondary exit is required, the secondary set of stairs could be external to the structure, but could not be placed on the front of the building. The recommendation for detached ADUs is being changed to allow for external stairs. Any external stairs would need to be made of durable materials that match the building and cannot be built from raw or unfinished lumber.

Parking:

Under the proposal, no additional parking would be required if the minimum parking requirement is met for the principal one-family structure. Since the number of occupants is capped at the definition of family for one "household unit" the impact on parking from an accessory dwelling unit is not very different from that of a the one-family dwelling.

*Recommendation:* No additional parking spaces required if the requirement is met for the principal one-family dwelling.

*Public Testimony:*

Several people mentioned additional parking conflicts as a concern.

*Comment:*

By limiting the occupancy of the property with an ADU to that which meets the definition of one family under the zoning code, there should not be any additional need for parking on a property with an ADU.

Ownership:

As the ADU is an accessory use to the principal use of the one-family dwelling, the ADU should not be sold separately from the principal unit.

*Recommendation:* The accessory dwelling unit cannot be sold separately from the principal dwelling unit.

*Public Testimony:* No public testimony was heard on this issue

Other Policy Comment

One comment was received on the desire to add increased tree preservation requirements. No additional requirement has been added as this is not an issue unique to ADUs and is relevant to any new

development.

**Comprehensive Planning Recommendation:**

The Comprehensive Planning Committee recommends that the Planning Commission approve the attached Draft Resolution recommending zoning code amendments to the Mayor and City Council.

**Attachments:**

- A. Public Hearing Minutes & Written Testimony
- B. Map: Distribution of Public Hearing Comments
- C. ADU Requirements Comparison Table
- D. Proposed Zoning Text Revision
- E. Examples of Accessory Dwelling Units
- F. Planning Commission Resolution

## **Attachment A: Public Hearing Minutes & Written Testimony**

## Excerpt of Approved Planning Commission Meeting Minutes from February 5, 2016

### IV. **PUBLIC HEARING:** Central Corridor Accessory Dwelling Units – Item from the Comprehensive Planning Committee. (*Jamie Radel, 651/266-6614*)

First Vice Chair Reveal announced that the Saint Paul Planning Commission was holding a public hearing on the Central Corridor Accessory Dwelling Unit zoning study. Notice of the public hearing was published in the Legal Ledger on January 21, 2016, and was mailed to the citywide Early Notification System list and other interested parties.

Jamie Radel, PED staff, briefly went over the Accessory Dwelling Unit (ADU) draft zoning amendment. It would allow interior, attached, and exterior types of ADUs on lots at least 5000 square feet in area in R1-RM2 and T1-T3 districts within ½ mile of University Avenue. The unit occupancy requirement would restrict the number of people living within both units to the definition of one family under the zoning code, and the owner would have to live on the premises. ADU size would be between 300 and 800 square feet, and if within the principle structure it could not be more than 30% of the floor area of the structure. A walkway from the abutting street to the accessory dwelling unit's entrance would be required. Interior stairway access would be required for upper floor ADUs. Required parking would not increase beyond what is required for a single family house since total occupancy on the lot would be limited to the number of people allowed under the Zoning Code definition of one family. The ADU could not be sold separately from the principle structure.

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

The following people spoke.

1. Michael Russelle, 1480 Chelmsford Street, Saint Paul, co-chair of the District 12 St. Anthony Park Community Council, spoke on behalf of the Community Council. On January 14<sup>th</sup> the Community Council and voted unanimously to support the draft zoning amendment to allow ADUs along the Green Line because it address three initiatives in their strategic plan: economic equity through affordable housing options, access to transportation, and support of local businesses. Mr. Russelle said that District 12 would submit a letter with their comments.

The District 12 Council also approved the recommendations of a District 12 ADU task force for allowing internal and attached ADUs with certain restrictions throughout District 12, an issue residents of District 12 had been working on for 3 years. There is still a wide diversity of opinion about ADUs their neighborhood. Some people are opposed to any type of ADU, while others have agreed with the task force recommendations (internal and attached ADUs would be appropriate for the entire neighborhood), and others would like all three types of ADUs (including ADUs in detached accessory buildings). The ADU task force recommendation is an attempt at a middle ground consensus.

Commissioner Nelson said he had attended an ADU design workshop presentation done as part of the study of ADUs in District 12, for which architects and property owners had gotten together to prepare ADU designs for 11 neighborhood properties. Noting that the Planning Commission had just heard about City Council interest in companies like Airbnb, he asked if such use had come up in District 12 discussions on ADUs. He also asked if there had been any discussions about what happens when property ownership changes.

Mr. Russelle said that student rental and what happens ownership changes had come up, but not Airbnb.

Commissioner Lindeke asked if the affordability of ADUs was looked at as part of the design work by architects and neighborhood property owners.

Mr. Russelle said the architects estimated about \$250 per square foot for newly constructed detached ADUs, depending on how energy efficient they are. Because they are small and require all the facilities of a house, the cost per square foot goes up. Internal and attached ADU's are less expensive, especially internal ones.

2. Christina Jenson, 1820 Englewood Avenue, St. Paul, asked if ADU provisions would be expanded beyond the Green Line to other transit corridors in the future, since it is reasonable to add density in other corridors, too. Beyond transit corridors, ADUs can be helpful for housing our aging population and supporting aging in place. We need to think about how we are going to house family members and people in the community in situations that would be more amenable than nursing homes or similar facilities. Expanding the applicability of the proposal to allow ADUs beyond transit corridors should be investigated further to help people take care of family members. Ms. Jenson asked if the proposal would allow for a single father and a child to live in an ADU since occupancy would be limited to one family, and what would happen if one of her children got married, had a baby, and wanted to live in their ADU. She also asked if the building code would be changed for ADUs.

Jamie Radel, PED staff, said the building code is adopted at the State level and is hard to change. We are working with our building officials to understand if there are ways to make the requirement that every building have its own independent water and sewer connection less rigid to allow ADUs to tap into existing utility lines. She also explained the Zoning Code definition of family, how it would allow a single father and child to live in an ADU, and that it includes direct lineal descendants such as her child and grandchild.

3. Keith Hovland, 1476 Chelmsford Street, St. Paul, currently serves on the District 12 Land Use Committee, which received the draft ADU zoning amendments in December while they were reviewing the District 12 ADU task force recommendations. Due to time constraints they did not get a chance to discuss, debate, and understand all the implications of the draft ordinance, and the Land Use Committee did not make a recommendation to the Community Council regarding the draft ordinance. District 12 chose to take a vote, support the draft ordinance, and send a letter of support. The Community Council spent a considerable amount of time at their meeting last night talking about their letter of support, which will be redrafted later today to reflect differences of opinion in the community. He speculated there is probably more opposition than support, and said he feels that there are a lot of questions that need to be addressed before we move forward on amending the Zoning Code to allow ADUs along the Green Line.
4. Linda Foster, 1406 Chelmsford Street, St. Paul, said she is concerned about the ability of the City to enforce code requirements for ADUs. She also has a second generation concern, what happens when ownership changes, and that ADUs could be abused and we could have too many students living together. Most people are not going to hire an architect for an ADU, and there are other options for affordable housing. This is a controversial issue St. Anthony Park. With many people against ADUs, it is up to the people who want this change to prove that it is overwhelmingly necessary, which they have not done.

5. Fred Foster, 1406 Chelmsford Street, St. Paul, said that District 12 has a serious problem with how it is being represented by its Community Council. Many people in District 12 feel very strongly about this issue, both pro and con. His issue with the ADU proposal is that it does not protect the option single-family housing as it exists today. There would still be single-family zoning districts but they would be meaningless. They would be overridden by an ordinance allowing anyone who lives in a single-family home to make it a two-family home. It would not require neighbors to have any input. If the intent is to do away with single-family zoning, why not just eliminate the single-family districts and allow two-family anywhere?

**MOTION:** *Commissioner Merrigan moved to close the public hearing, leave the record open for written testimony until 4:30 p.m. on Monday, February 8, 2016, and to refer the matter back to the Comprehensive Planning Committee for review and recommendation. Commissioner Lindeke seconded the motion. The motion carried unanimously on a voice vote.*



St. Anthony Park Community Council / District 12  
2395 University Avenue W, Suite 300E  
Saint Paul, MN 55114

February 5, 2016

To Members of the Planning Commission:

**On January 14, 2016, the St. Anthony Park Community Council Board of Directors (the Council) unanimously passed a resolution in support of the Proposed Zoning Text Revisions regarding accessory dwelling units (ADUs) along the Green Line.**

This topic is not a new one for us. For the past three years, residents in District 12 have been considering whether ADUs are acceptable in this community. This has involved:

- i) research, public meetings, presentation of design ideas, and draft ordinance language (April 2014) from the Land Use Efficiency action group of a Council subcommittee, the St. Anthony Park Transition Town initiative;
- ii) discussion and public input at our Land Use Committee and Council meetings;
- iii) formation of an official ADU Task Force by the Land Use Committee (August 2014) and research, public meetings, and a recommendation from that Task Force (draft delivered in October 2015);
- iv) subsequent discussions and public input at Committee meetings; and
- v) approval of the Task Force recommendations by the Land Use Committee (January 2016), which were forwarded to the Council.

There remain wide differences of opinion about whether to allow ADUs in our neighborhood. We do not have records of all the participants' names, but estimate that, over the past three years, a total of 100 to 150 residents attended the community meetings and those of the Committee and Council, or provided written responses. Some opinions were submitted directly to the Task Force, others are available on the Council's website <<http://www.sapcc.org/accessory-dwelling-units/>>, the Park Bugle website includes archived announcements and reports of some meetings <<http://www.parkbugle.org/?s=adus>>, and additional information is available on the Transition Town All St. Anthony Park website <<http://www.transitionasap.org/#!/housing/c1d6p>>.

It appears that ADUs may help reduce per capita energy use, improve the usefulness of some large homes, provide needed housing for relatives, seniors, friends, and others, increase the population density somewhat and thereby improve support of local businesses and schools, allow seniors to "age in place," and provide lower cost housing options that open the neighborhood to those who otherwise could not afford to move here. But there are concerns

about possible abuse of rental regulations or building codes, a change in the feel or appearance of those parts of the neighborhood with lots zoned primarily for single-family use, excessive on-street parking, loss of green space, and loss of property value. There is unfortunately little quantitative data to substantiate any of these views.

The ADU Task Force considered this issue in depth, and found consensus that is described in their recommendation (attached). The Task Force recommendations align with all the proposed Green Line ordinance changes, *with the proviso* that there be “strict enforcement” of the ordinance standards and *with the exception* that the Task Force did not recommend the development of detached ADUs. Please note, however, that the Saint Anthony Park ADU Task Force recommendations, as presented, are meant to apply to all of St. Anthony Park/District 12; the Task Force did not issue a recommendation specifically to ADUs along the Green Line corridor. Subsequently, our Land Use Committee did not forward a position on the Proposed Zoning Text Revisions about ADUs along the Green Line.

**The Council approved our Task Force recommendations by unanimous vote. Because it’s our understanding that zoning changes like those our ADU Task Force recommended are not typically established for a particular neighborhood or District, we ask that the Planning Commission consider them when developing a citywide ADU ordinance.**

The Council is sensitive to the differences of opinion that exist in our neighborhood. To our knowledge, most communities in the US have similar ranges of opinion about ADUs. However, adoption of the proposed ADU ordinance along the Green Line may help speed three initiatives in our Strategic Plan that will improve economic equity in our community through affordable housing and choices in housing options, fair access to transportation, and preservation of local businesses. The Council also recognizes the need to make significant changes in the way we live to both reduce the causes of global climate change and to mitigate its effects.

On behalf of the SAPCC,

A handwritten signature in blue ink, appearing to read 'Suyapa', with a large, stylized flourish at the end.

Suyapa Miranda, Executive Director  
SAPCC: Saint Anthony Park Community Council  
[www.sapcc.org](http://www.sapcc.org)  
[suyapa@sapcc.org](mailto:suyapa@sapcc.org)  
651-649-5992



## St. Anthony Park Accessory Dwelling Unit Task Force

The Accessory Dwelling Unit Task Force was appointed by the Land Use Committee of the St. Anthony Park Community Council in September 2014 with the charge to recommend whether accessory dwelling units (ADUs) are appropriate for St. Anthony Park. The task force members are: Phil Carlson, Karen Hovland, Glen Skovholt, John Seltz, Mark Thieroff, Jim Stout, Claudia Wielgorecki, and Nancy Plagens. All members live in North St. Anthony Park. The Task Force has met twelve times and held two community meetings, in March and October, 2015.

### Recommendation

There is a range of opinion both among the residents of St. Anthony Park and on the part of task force members on the question of whether Accessory Dwelling Units are appropriate in this neighborhood. Some accept that there may be good reasons to allow them, whereas others are concerned about their possible negative impact on green space and overall character of the Park. Some Task Force members are also skeptical about whether any or all of the reasons discussed are valid, or whether we know enough about potential concerns to mitigate possible negative impacts. Equally important is the feeling shared by most members that we should not limit reasonable use of private property for an ADU if there is no compelling reason to deny this use. In an effort to strike some middle ground, the task force's consensus is that internal and attached ADUs should be allowed with certain restrictions, but that detached ADUs not be allowed.

### Reasons & Concerns

- The key issue for the task force is the need to preserve the unique character of the St. Anthony Park neighborhood, balanced with allowing reasonable use of one's property. The specific elements that define neighborhood character are difficult to define and therefore difficult to regulate, but preservation of green space ranks high on the list. Restricting ADUs to internal and attached only, no additional footprint is involved other than that already allowed by current code for home additions.
- It is difficult to quantify the importance of various reasons given to support ADUs. Among reasons to support them in St. Anthony Park are allowing seniors to stay in or close to home and the reduction of energy use and urban sprawl. The consensus of the task force is that ADUs are not likely to impact the issues of affordable housing or diversity in the community. Among reasons to be concerned about ADUs are potential impact on property values and parking issues.
- Taken together, if developed in accordance with reasonable criteria and strict enforcement, internal and attached ADUs could be developed in St. Anthony Park so as not to negatively impact immediate neighbors or the character of the neighborhood.

### Recommended Criteria for ADUs

- 1) **Owner occupied**, with clear, reasonable enforcement provisions for verifying owner occupancy.
- 2) **Internal and attached ADUs only; detached ADUs not allowed**, including not allowing an ADU over a detached garage.
- 3) **One ADU allowed per lot**, accessory to a single family home. Additional ADU on a duplex lot not allowed.
- 4) **Occupancy limit would be the same** as for a single family home, not increased for an ADU. St. Paul code defines a family as any number of people related by blood or marriage, plus two unrelated individuals.
- 5) Upper floor units will have **interior stairway access** to the entrance of the unit.
- 6) **Plan review** by city staff required for verification and enforcement. All other code provisions would apply relating to setbacks, height, lot coverage, design standards, etc.
- 7) **No additional on-street parking permits** in areas where parking is restricted.
- 8) **No additional off-street parking space** required.
- 9) There should be a **minimum and maximum size** for an ADU. Typical minimums elsewhere are 300-400 square feet; typical maximums are 800-1,000 square feet. The task force did not reach consensus on the size limits.



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To: Saint Paul Planning Commission  
From: District 1 Community Council Land Use Committee

13 January 13, 2016

Re: Draft Zoning Code amendments pertaining to the establishment of accessory dwelling units on University Avenue between Emerald and Marion streets

The District 1 Community Council would like to voice its support of the proposed language on the draft Zoning Code amendments regarding accessory dwelling units in the University Avenue corridor. We would also like to express our hopes that this issue be studied city-wide in the future.

**From:** [Michael Jon Olson](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Comments on ADU Zoning Text Amendments  
**Date:** Monday, February 08, 2016 12:33:27 PM

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Jamie,

The Hamline Midway Coalition offers the following comments regarding the proposed zoning text amendments related to Accessory Dwelling Units:

1. The City of Saint Paul should consider whether or not the proposed minimum unit size of 300 sq. ft. would detrimentally exclude well-designed “tiny” houses.
2. The City of Saint Paul should NOT require separate sewer lines for detached ADUs.

Thank you for your consideration.

**Michael Jon Olson**

Executive Director  
Hamline Midway Coalition/District Council 11  
[michaeljon@hamlinemidway.org](mailto:michaeljon@hamlinemidway.org)  
[www.hamlinemidway.org](http://www.hamlinemidway.org)  
651-494-7682

**From:** [James Stout](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Accessory Dwelling Unit Compromise  
**Date:** Monday, February 08, 2016 2:57:00 PM

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Dear Jamie,

My name is James Stout and I live with my wife at 2223 Scudder Street, St. Paul. We have lived in the St. Anthony Park neighborhood for 44 years. I am writing this letter because of my concern that the City Planning Commission may not have the most accurate information regarding some of the issues surrounding the proposed zoning code revision for accessory dwelling units (ADUs) in St. Anthony Park.

Firstly, I am one of eight members of the ADU Task Force that was charged by the District 12 Land Use Committee to evaluate the suitability of ADUs in St. Anthony Park. After 12 meetings over the last 18 months or so and after two community meetings, our recommendation (attached) was submitted to the Land Use Committee in October, 2016 and accepted at their January, 2016 meeting. Our unanimous recommendation was that both internal and attached ADUs were acceptable under certain conditions, but that detached ADUs were not acceptable under any condition. The City Planning Commission should know that our recommendation represented a compromise between two very polarized groups; those who wish all three types of ADUs and those who don't want them at all. It is my view that this compromise is in the best interests of the residents of St. Anthony Park and acceptable to most of them.

Secondly, the Jan. 25 letter of endorsement from the St. Anthony Park Community Council to the City Planning Commission does not accurately represent a major finding of our Task Force, namely that external ADUs are not suitable for St. Anthony Park. Instead, this finding is treated as a detail with no accounting of why that conclusion was reached. Furthermore, the statement in that letter that "There appears to be general, although not universal agreement that well designed ADU's could help ...." ignores the evidence that argues against ADUs, especially the detached ones.

Lastly, it is my understanding that the City Planning Commission at their next meeting will focus on a zoning code revision for the Green Line Transit Corridor. I was unable to attend your Feb. 5, 2016 hearing but I suspect that the public comments were on both sides. I would urge the Planning Commission to adopt a compromise position on ADUs and not allow external units. I believe this would be in the best interests of the community.

Thank you,

James H. Stout

February 8, 2016

**From:** [Carlson, Phil](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Accessory Dwelling Units in St. Paul  
**Date:** Monday, February 08, 2016 9:16:45 AM

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To the St. Paul Planning Commission,

I strongly support the proposal to amend the zoning code to allow accessory dwelling units (ADUs) in St. Paul along the Green Line. I have studied the issue for over a year as a neighborhood member of the ADU Task Force appointed by the Land Use Committee of the St. Anthony Park Community Council. In my professional life I am a planning consultant and have worked on zoning and urban design issues for over thirty years. My reasons for supporting ADUs are:

- 1) They can provide added density – important for walkability and economic vitality – with few of the impacts of larger multi-family projects;
- 2) They can provide for more affordable housing and fewer environmental impacts due to the smaller unit size allowed for ADUs – housing cost and environmental impacts are usually directly proportional to the size of the unit;
- 3) The new units would be located near the Green Line where residents can have easy access to transit, an important issue for many urban residents, further bolstering the transit system in which we have invested heavily;
- 4) They can provide a way for seniors to stay in or near their homes – aging in place – or to allow family or care-givers to move close to care for these seniors;

There has been robust discussion in our neighborhood about ADUs. Some support them, some strongly oppose them as a threat to neighborhood character. I understand the concerns but believe ADUs – if governed by strong, clear code standards such as those proposed – will not be a problem because:

- 1) The character of the neighborhood near the Green Line is changing quickly anyway and in ways that are appropriate for an urban neighborhood near a major transit line. Change is good there.
- 2) The requirements for owner occupancy and the limitation on family size create built-in protections against some of the negative consequences of rental housing;
- 3) In the predominately single-family portions of the neighborhood, I believe relatively few ADUs will be built because of the significant cost to remodel or build a new ADU, and therefore the impacts will not be large or fast;

I urge the Planning Commission and City Council to adopt the proposed code amendments.

Sincerely,

Phil Carlson  
1455 Chelmsford Street  
St. Paul MN 55108

**From:** [jrneely@comcast.net](mailto:jrneely@comcast.net)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** ADU - proposed code revision along the Green Line Transit Corridor  
**Date:** Saturday, February 06, 2016 9:50:07 AM

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Please consider the following thoughts on the ADU issue re the Green Line Transit Corridor -

City life is dense enough as is. People value their "space". ADU;s will reduce that both indoors, re breaking up a single dwelling unit, or outdoors, with an additional building - on a space coded for a single dwelling property. In short: "If it is broken, don't fix it."

At some point many ADU owners will become landlords with all the unintended consequences therein.

ADUs will reduce affordable single family homes sought by young home buyers with limited finances. They struggle enough as it is.

Research shows that multifamily dwellings deteriorate at a faster rate than single family dwellings. The same is probable for two dwellings squeezed on to a piece of land originated and coded for one dwelling. The reasons for the current code specifications have NOT changed. A transit system that will never be in the "black" is a sorry partial rational to change that code.

Government is NOT good at enforcement: from Bernie Madoff and our own Pedders, to virtually no enforcement of a significant non-paying Green Line ridership. I would venture that enforcement of any ADU modification would be at the bottom of St. Paul enforcement schedule - if at all.

Sincerely,

Jack Neely  
1446 Chelmsford St.  
St. Paul, Mn. 55108  
651-983-9606

**From:** [mrmcpenny@gmail.com](mailto:mrmcpenny@gmail.com) on behalf of [Penny Chally](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** ADU along the Green Line Transit Corridor  
**Date:** Monday, February 08, 2016 4:23:49 PM

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The subject of ADU's has been thoughtfully looked at by a group in St. Anthony Park and the community has meet to discuss this issue at length both before and after the community-led committee made its report. That report found that only internal ADU were reasonable.

In general, it has been thought that the reduction of green space around a single dwelling with an additional building as a dwelling, had more negatives than positives. From parking to shared sewers, from repairs of 1 spot to 2 places, the effect on neighbors property, costs, etc.

In short, I am opposed to the idea of the ADUs for a "fix-it" as well as are many of my neighbors.

Penny (Margaret) Chally  
2218 Hoyt Ave. W.  
St. Paul, MN 55108

**From:** [Mark Jordan](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** ADU consideration  
**Date:** Sunday, February 07, 2016 1:51:45 PM

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Helo Jamie,

I own a home in North St Anthony Park and support the adoption of ADUs with appropriate plan review and zoning modifications.

The overall economic benefits will far outweigh the concerns of those who resist inevitable change.

Thank you for your consideration,  
Mark Jordan

**From:** [Joy Albrecht](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** ADU Green line corridor  
**Date:** Monday, February 08, 2016 1:27:49 PM

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I am a lifetime resident of north St Anthony Park and attended an earlier meeting about the rezoning to allow ADUs. I would like to voice opposition to making that change. There is so much additional housing from new multiple unit buildings and those under construction or soon to be built that I think we should not also be increasing density in the residential neighborhoods. I'm concerned that the character of St Anthony Park (south and north) would be changed if many additional units were to be built under the proposed change in zoning. I can see occasional situations where a grandmothers apt would be nice, but to make it the general rule would encourage additional buildings on residential lots and reduce the single family nature of our area.

Joy Albrecht  
2200 Doswell  
St Paul, MN 55108

**From:** [Linda Foster](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** ADU Public Hearing  
**Date:** Monday, February 08, 2016 10:27:30 AM

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To the Comprehensive Planning Committee:

Thank you for listening to both sides of the ADU issue last Friday at the public hearing. This issue has become a divisive one in our neighborhood. Over a year ago, the original proponents in a neighborhood group did not allow for all sides to fairly discuss the issue before they went full speed ahead as if there were neighborhood consensus that ADUs were a good idea. There were then, and are now, many opponents in St. Anthony Park of both internal and external ADUs.

I am a dedicated resident of Saint Anthony Park, having lived here for over 35 years, having sent our children to the public schools, having worked in a business on Como Avenue, having served on neighborhood committees. I am involved in this issue because I have seen firsthand in Chicago where I grew up, the decline of neighborhoods when houses have been permanently partitioned to allow multiple living units. I think it's worth my efforts to try to keep St. Paul from having to deal with the problems that allowing ADUs can create.

The first generation of ADUs are usually not the problem. No one wants to prevent grandparents or adult sons or daughters from living in the family home. That is allowed now. What we don't want is to allow the structural dividing of homes that will be permanent and passed on to future owners.

Decades ago, neighbors in our area persuaded the city to change local zoning to NOT allow any more single family homes to be divided for rentals, observing that more and more homes were being used for student rentals. Since St. Anthony Park is adjacent to the University of Minnesota St. Paul campus, residents wanted to prevent situations that could easily lead to properties becoming student rooming houses, as had occurred in Dinkytown. Why would we now want to move backwards?

Proponents argue that ADUs create affordable housing. But they really only create housing for a very few. Presently, affordable multi-unit housing is being built in our area and more will be built in the future. Those will be real solutions for affordable housing.

Proponents also argue that ADUs are a good environmental choice but there is no proof of that.

Proponents say that ADUs would provide commuters for the Green Line. How many more commuters would ADUs really provide?

Proponents in St. Anthony Park have gotten together with neighborhood architects to have them draw up hypothetical external ADUs on various neighbors' lots. At least one of the drawings was on a lot, less than the proposed minimum lot sq. ft. requirement. There is no saying that the residents who agreed to the drawings of an ADU on their lot would actually build that, or any ADU. Why are we talking about amending zoning for what appears to be a few people who may or may not decide to build? An individual architecturally designed structure does not usually fit into the category of "affordable housing for all". It also appears that contractors and architects who are promoting these structures have a conflict of interest.

This issue is about an ordinance that would, in essence, override established zoning to benefit a few. I don't believe that is what good government is about. I believe ADUs would not only create many more problems for our neighborhood than they would solve, they would create new problems for city government.

Thank you again for your time in reviewing this issue.

Linda Foster  
1406 Chelmsford Street  
55108

**From:** [John Seppanen](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** ADU zoning ordinance - SUPPORT  
**Date:** Sunday, February 07, 2016 2:35:44 PM

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Dear Jamie,

I am writing this brief letter of support for the upcoming discussion and vote in regard to ADUs in St Paul. I am a resident of St Anthony Park and up until December have served 6 years on the Community Council & the council's Land Use Committee. I am also an registered architect. In this context I am well aware of many issues that surround this proposed zoning change and also in this context I would like to strongly express my support that the St Paul Planning Commission & City Council approve this proposed ADU ordinance.

Thanks you,

John Seppanen  
1518 Fulham Street  
St Paul

**From:** [Richard Phillips](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** ADUs in SAP  
**Date:** Monday, February 08, 2016 8:00:00 AM

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Dear Jamie Radel,

I write to express my opposition to changing zoning codes to allow additional dwelling units on lots in Saint Anthony Park. I chose to live here because of the relatively low density and green spaces. Allowing ADUs would significantly reduce the attractiveness of the area by reducing green and adding traffic, reducing the variety and amount of wildlife, and increasing parking problems. I find it hard not to believe that the push for ADUs is motivated by desire for rental income rather than for improved living conditions.

Sincerely,

Richard E. Phillips  
1498 Grantham Street

**From:** [Mark Thieroff](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** ADUs  
**Date:** Sunday, February 07, 2016 9:25:06 PM

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Jamie,

I am writing to express my support for the ADU proposal currently under consideration by the Planning Commission. ADUs are a reasonable means of adding some density to our developed neighborhoods, in a manner which can contribute towards cutting carbon emissions and increase housing options. I believe the addition of ADUs may also lead to increased transit ridership and also help our neighborhood businesses. Requiring owner occupancy of either the accessory or principal dwelling (which I also support) is an important and sufficient safeguard against potential abuses.

Thank you.

Mark Thieroff  
1438 Chelmsford St.

**From:** [Claudia Wielgorecki](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** ADU'S-Green Line Transit Corridor  
**Date:** Monday, February 08, 2016 2:30:28 PM

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Dear Jaime Radel

I am writing to express my concerns regarding the Proposed Zoning Code Revisions **along the Green Line Transit Corridor** discussed at the Planning Commission meeting on Feb. 5, 2016, since these decisions may eventually impact all of Saint Paul.

My husband, Tom Fisher (who is with the Metropolitan Design Center) and I have considered adding an internal ADU to our home. We live in a modestly sized 1928 home and the 800 square foot proposed maximum limit is about 60 feet to small for a nicely designed ADU I would suggest using a 900 square foot maximum or use wording similar to Minneapolis' ordinance for internal ADUs.

I also believe that the height of a detached ADU should not exceed the height of the principal structure. This is particularly important if an ADU is built above a garage and the principal structure is only one story.

I also hope that Saint Paul adds that the distance between a detached ADU and the habitable portion of the primary structure should be a minimum of twenty feet, again borrowing from Minneapolis code.

Claudia Wielgorecki  
2188 Hendon Ave  
Saint Paul

**From:** [T Wulling](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Allow accessory dwelling units  
**Date:** Sunday, February 07, 2016 3:29:24 PM

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Attn: Jamie Radel, Planner, City of St. Paul

This letter is in support of accessory dwelling units in St. Paul. I understand ADUs are being considered by the Planning Commission.

My neighborhood of St. Anthony Park has had a series of discussions over almost two years which drew many people enthusiastic about the idea of accessory dwelling units.

More options for down-sizing need to be available. ADUs would help people whose children have grown and moved to make the now-too-large house available for a younger family which would help keep the neighborhood thriving. The new family helps neighborhood businesses. Their presence adds children which keeps the neighborhood school viable.

I encourage the city to approve ADUs with the following characteristics:

Owner lives on the property.

The person(s) living in an ADU may be unrelated to the people living in the main unit. The city's existing definition of "family," if I understand it correctly, allows one set of related people plus up to two unrelated people. The related family could be in the main unit, for example, with one or two unrelated people in the ADU. So I think the city's current occupancy limits would work well as they are.

Limit of one ADU per lot.

ADU may be internal or attached.

I'm okay with allowing detached ADUs, but I don't see this as a requirement.

ADU size approximately in the range of 300 to 1000 square feet seems okay to me.

Prohibiting external stairs is okay with me, but I would not be strongly opposed to external stairs.

No additional off-street parking should be required.

No additional parking permits need be allowed.

The city's existing standards for site design and exterior should apply.

I hope the ADUs are approved city-wide. They will be an incremental benefit to neighborhoods.

Tim Wulling  
1495 Raymond Ave.  
St. Paul

**From:** [Barbara Swadburg](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** AUD St. Anthony Park  
**Date:** Sunday, February 07, 2016 10:01:45 PM

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Jamie,

There have been many meetings discussing the possibility of a radical change to the character of Saint Anthony Park. Many like minded , articulate and determined people have shepherded these meetings .

It is my opinion that the discussion at these meetings has not reflected a cross section of the majority opinion on this issue.

It has occurred to many that the a change in zoning along the Green Line Transit corridor would be necessary to ensure a adequate financial return to investors of the area.

That necessity need not be forced on all Park residents .

The current zoning was put in place , at the request of Park residents, to preserve the park like setting, it's green space and to clean up health and safety issues that plagued our neighborhood . Rentals owned by absentee landlords and unbelievably poor zoning enforcement by the city were the basis of our problems .

University students were housed in every imaginable space. Attics, garages and basements became income producing rental units.

The romantic notion of "Grammy Flats" is misplaced . The concept is a short sited way of turning our neighborhood into landlord heaven.

I am very interested in the maintenance of our green spaces ,our property values and the residential nature of our neighborhood .

I urge the city council to represent the majority on this issue and vote NO to this misguided issue .

Sincerely,

Barbara Swadburg  
1485 Grantham Street  
Saint Paul, MN 55108

Barbara Swadburg / Agent  
Mobile: 651-271-8919

[barb@lyndenrealty.com](mailto:barb@lyndenrealty.com)

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**From:** [Rachel Wiken](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Comments on ADU  
**Date:** Wednesday, January 06, 2016 11:56:37 AM

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Good Morning -

I am writing in support of the proposal for ADUs in the University Ave Neighborhood. I will not be able to attend the planning commission hearing on Friday morning.

FYI - Your email is wrong on the notice that went out via email to the listserv. It has an extra letter on the end. That might affect your replies.

One question / comment: How is square footage of lots calculated? The vast majority of residential lots in the area in question are 40 x 124 (or less), which is below the 5000 sq foot threshold. If going off deed measurements and not including any alley space, I would recommend the proposal be changed to 4800 sq foot lots. At the current threshold, this change in zoning would be basically pointless as almost none of the residents in the area could take advantage of this proposal.

Thanks

Rachel Wiken  
1350 Van Buren  
St Paul MN 55104

**From:** [Philip Broussard](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Letter of support for ADUs on Green Line and in St. Paul  
**Date:** Sunday, February 07, 2016 1:53:39 PM

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Jamie –

I'd like to express my support of the currently proposed ADU Ordinance for properties along the Green Line. I'd also like to extend this support to allowing ADUs in the rest of the city of St. Paul, once the Planning Department determines the best way to make that happen.

Judging from the relatively thoughtful, measured implementation of the ADU option in other communities, I believe it represents a small, but multi-faceted change with benefits larger than they may appear at first glance.

I'd also like to express my appreciation for your work and enthusiasm on this issue.

Thanks -

Philip Broussard

**Architron** . 2255 Doswell Avenue St. Paul, MN 55108 . 612.419.5634

**From:** [Stephen Mastey](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Letter of Support for ADU's  
**Date:** Monday, February 08, 2016 11:10:52 AM

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Good Morning Jamie,  
I am submitting this note as a letter for strong support of the ADU ordinance as a resident within ½ mile of University Avenue in South St. Anthony Park.

I would love to see a provision added to the draft ordinance that addressed tree preservation as a means to inform site design around this very important natural resource. I feel this is an important issue that deserves consideration as it pertains to this ordinance and all development work taking place on any project located within St. Paul.

Sincerely,

Stephen Mastey  
2350 Bayless Place  
St. Paul, MN 55114

Phone 651.646.1020  
Email [Stephen@landarcinc.com](mailto:Stephen@landarcinc.com)

**From:** [Steve Plagens](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Opposition to ADUs in St. Paul  
**Date:** Monday, February 08, 2016 4:31:36 PM

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Dear Jamie,

Our comments are in reference to the public meeting held last Friday morning regarding allowing Accessory Dwelling Units to be built in St. Paul.

My husband and I are very much opposed to this idea. We are long-time (34 years) residents of St. Anthony Park, one of the loveliest and most unique neighborhoods in St. Paul.

Our neighborhood already supports a considerable amount of rental housing, apartments, condominiums, and the like.

We do not need more density in what is already a closely packed community!

Please do not allow a vocal few to railroad through zoning changes that would have extremely negative impacts on our St. Paul communities for decades to come.

We are equally opposed to the Green Line proposal. It seems to us that many who live safely in far-flung suburbs are blithely making rules for those of us

who have chosen to live in the city that we should be packed in like sardines!

Thank you for considering our comments.

Sincerely,

Steve and Nancy Plagens  
34 Ludlow Avenue  
St. Paul, MN 55108

(651) 645-2958

**From:** [David P. Fan](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Proposed ADU plans in the vicinity of the Green Line  
**Date:** Saturday, February 06, 2016 3:12:38 PM

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2/6/2016

Dear City of St. Paul Planning Commission

I am writing about accessory dwelling units (ADUs) along the Green Line Transit Corridor in the City of Saint Paul.

I have been a resident in Saint Anthony Park since 1970. I strongly support the proposals made by the ADU Task Force established by the Land Use Committee of the District 12 Community Council.

In particular, I endorse the Task Force's recommendation that EXTERNAL ADUs not be allowed.

EXTERNAL ADUs are highly ENERGY INEFFICIENT. The reason is that all heat loss occurs at building surfaces. External ADUs will lead to great energy inefficiency because external ADUs, being small, will necessarily have inordinately large surface areas for the living volume enclosed. In our cold climate, it is especially important to minimize energy loss and hence to prohibit external ADUs.

Thank you for your attention.

David Fan  
2112 Hoyt Ave West  
Saint Paul, MN 55108

**From:** [Leslie Everett](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Planning Commission Comment on Green Line Corridor ADU proposal  
**Date:** Tuesday, February 02, 2016 11:03:32 PM

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Because of a work meeting I am unable to attend and testify at the Planning Commission on February 5 regarding the proposal to permit ADUs (Accessory Dwelling Units) in the Green Line Transit Corridor. My comments for the hearing are as follows:

I support the proposal to allow ADUs in the Green Line Transit Corridor and in other residential areas of St. Paul. Minneapolis and other cities have set an excellent precedent in permitting ADUs. Many houses in St. Paul were designed and built when the average family size was much larger than it is today. Consequently there are rooms that are heated and maintained but underutilized. That is especially the case when only a couple remains in the house. Converting a portion of a house to an ADU allows occupancy at the level for which the house was designed and restores some of the density to the neighborhood that was lost as families became smaller. It allows an older couple to age in place by providing close-by help and/or supplemental income to cover maintenance expenses on a large house. It is also much safer to have an ADU with a kitchen and bathroom built to code and inspected rather than the situation of a rented room with a hotplate.

Thanks for the opportunity to comment.

Leslie Everett

1988 Brewster St. Apt. 109

St. Paul, MN 55108

651-641-1880 hm

612-625-6751 wk

**From:** [Kathleen Kelso](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Cc:** [Thompson, Lucy \(CI-StPaul\)](#)  
**Subject:** Proposed amendments to zoning code for ADU  
**Date:** Sunday, February 07, 2016 4:45:10 PM  
**Attachments:** [2-7-16 ACOAmemo ADUs.doc](#)  
[ACOA bibliography.doc](#)  
[Public Policy Aging Report-2015-Lawler-30-3.pdf](#)

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Ms. Radel,

Please see the attached Memorandum for the Saint Paul Advisory Committee on Aging. At this date, it is largely a collection of our thoughts and discussion over the past 18 months rather than a deliberated discussion and approved document. The Committee meets on Wednesday, February 10 at which time we will review this memo. If there are any critical edits required, I will get back to you.

I would like to point out that in preparing this memo I consulted with a colleague, Diane Sprague (owner of Lifetime Home Project) who serves as a member of the Minneapolis Advisory Committee on Aging (they adopted our title, by the way). Diane and I have been engaged in conversations about housing, ADUs and home modification for many years with the primary emphasis on planning for our aging population and intergenerational living.

I also attach a bibliography that the Saint Paul ACOA is developing for use in this type of public discussion and two articles that we shared with Nancy Homans last summer regarding the "age friendly" approach to planning. We think that this approach, project by age-friendly project, is necessary but far too slow for system wide, systemic changes necessary to prepare for our aging neighborhoods. We must have both - public policies established through our Comprehensive Plan and projects that engage our neighborhoods to make these policies real and meaningful. If and when ADUs are constructed, I hope the district councils will be able to measure the changes and benefits for older adults in their communities by the acceptance of this alternative rather than being expected (or forced) to move from their homes.

We hope this is helpful. Thank you for your consideration.

Kathy  
Chair, Saint Paul Advisory Committee on Aging

February 7, 2016

To: Jamie Radel, Planning and Economic Development, City of Saint Paul  
Fr: Kathleen Kelso, Saint Paul Advisory Committee on Aging  
Re: Green Line Accessory Dwelling Unit Zoning Text Amendment

The Saint Paul Advisory Committee on Aging (ACOA) supports the proposed amendments to the zoning code that would permit accessory dwelling units in the R1 – RM2 and T1 – T3 zoning districts. We support regulations that establish standards and conditions, including conditions related to lot location, minimum lot size, number of accessory units, unit occupancy, unit characteristics, access and entrances, parking, and ownership.

The Saint Paul Advisory Committee on Aging seeks opportunities for community-wide discussions about the future of affordable and life-cycle housing in the metropolitan region. We look forward to thoughtful and intentional strategies to advance the stated policy priority of the Metro Council in Thrive 2040: *Create housing options that give people in all life stages and of all economic means viable choices for safe, stable and affordable homes.*

**We are all aging.** Affordable and life-cycle housing as it relates to aging is not just about “boomers” but whole neighborhoods. As we age, the demographic shift will drive housing demand. Housing that is built or modified for aging households sends a message to people of all ages: Saint Paul supports neighbors as we age in our communities.

We consider this public discussion on ADUs and proposed amendments to the zoning code as the beginning of a city wide public discussion about “aging in community” and what that means – socially, culturally and economically.

The accelerating teardown phenomenon affecting the two metro central cities clearly reflects the increasing premium on living in urban locations where a wide range of amenities are available to people of all ages. Both Minneapolis and St. Paul are essentially "built out," thus ADUs offer a definite option for increasing housing stock.

ADUs provide a number of benefits for residents of both the primary and accessory units:

- Accessory units intended as rental housing are a source of additional income for primary unit owners, and would provide one or more additional sets of security "eyes" on a primary unit and adjacent properties. This would serve as a means to assist an older adult(s) to reside in his/her home safely.
- ADUs could house paid caregivers providing support for/assistance to residents in the primary unit who have various health/mobility limitations.
- ACOA strongly supports intergenerational living as a way to encourage and sustain aging in one's own community. There has been clear, definite growth in family "intergenerational" living in the U.S. in the past decade, and ADUs would readily

promote those opportunities. These arrangements may involve rental payments, but may more commonly involve housing at no or little charge for family members.

- Owners of a primary unit might choose to continue living there while family members (or others) move into the accessory unit. Or younger family members could move into the primary unit when the property owners relocate to the accessory unit. This option can be particularly important when the primary unit has accessibility problems for the owners, and the accessory unit can incorporate universal design features.
- Increasingly, groups of older adults, couples and/or singles, are discussing and seeking to contract for purchase, to modify or to design and build a custom home in residential areas. With an ADU, if the primary unit doesn't have adequate layout and/or accessibility for all involved, one or more in the group could live in the primary unit and the others in the accessory unit. This arrangement could facilitate care and support if/as health/medical conditions of certain members in a group change over time. These arrangements may involve various members renting from owners of the primary unit or living rent-free, or perhaps all parties have an ownership share.

The ACOA encourages public conversations and public policy debates such as this one to acknowledge that people of all ages are at all times aging and that life-needs are constantly changing. We hope that neighbors will recognize the value of older adults in their neighborhoods by enabling all neighbors to live there and age in their community as long as it is possible.

The ACOA uses the term *aging in community* intentionally and often to reframe our way of thinking about aging. We encourage public discussion that shifts the focus from the dwelling place toward *relationships* that create the *social and community support* necessary for people of all ages to thrive in their communities.

The *Aging in Community* concept "...encourages a proactive strategy to create supportive neighborhoods and networks. Thus, the well-being and quality of life for elders at home becomes a measure of the success of the community" ([Thomas, 2014](#)). *Aging in Community* is the viable alternative to institutionalization; it is a way of life that at its heart recognizes that aging is the reality for all of us, and that whether it's the youngest among us, Millennials or Boomers, everyone is acknowledged and treated as a valuable resource in their community.

With the right set of policies for housing, including enforceable regulations for ADUs, older adults aging **in** community would be allowed to remain as integral members of that community.

Saint Paul Advisory Committee on Aging  
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- shows promise in beginning thinking of comprehensive plan support, matching some of our categories and providing language.

[Moving Beyond Place: Aging in Community by William H. Thomas and Janice Blanchard](#)

This has a good section on the qualities of aging in community.

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## Age-Friendly Communities: Go Big or Go Home

Kathryn Lawler\*

Atlanta Regional Commission, Aging and Health Resources, Georgia

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Manuscript received September 30, 2014; accepted October 21, 2014.

**Decision Editor:** Robert B. Hudson, PhD

**Key words:** Age-friendly, Transportation, Housing, Economic development, Supportive services

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The age-friendly community movement has done a tremendous job raising awareness about the need to prepare for a changing population. A decade ago it was hard to find a planner, a local official, or social service provider who knew how to plan and build for an aging society. Today major institutions and associations have incorporated livable communities for older adults into their work plans and organizational goals. Workshops on the aging of the population fill rooms at the annual meetings of organizations like the National League of Cities and the American Planning Association. Foundations and the federal, state, and local governments have invested resources into projects that have initiated changes in housing and zoning policies, transportation services, health and wellness, and community engagement programs. In many places across the country, a variety of professionals including those in the aging network are using the growing older adult population to drive service and infrastructure improvements. The connection between the quality of the physical environment and successful aging has grown stronger and clearer within a wide range of professional disciplines.

This is great and laudable progress but as the work is currently positioned, it is not likely to sufficiently engage the gears that will transform American neighborhoods and communities into places where people of all ages and abilities can live. The age-friendly community movement is both incredibly broad in its scope yet entirely too unambitious in its strategy and execution to address the demographic imperative at the scale it demands. If communities in the United States are going to become places where people of all ages and all abilities can live in time for either of the

largest and most analyzed populations—the Boomers and the Millennials—then the pace of change has to accelerate. Rather than creating more pilots, the work must now take on specific, critical issues. While we may not have a complete picture of all the policy and financing levers that can reposition major systems currently working against older adults toward the investments and services they need, it is well past time to act boldly on the ones we know well. Now the work must fully integrate into the daily, weekly, and yearly decisions about what gets built, where and with what money, what services are available and how they are funded, and the options available to move people from point A to point B and how they get paid for.

As a next stage in its development and in an effort to get to scale, the age-friendly community movement should narrow its scope, quantify its results and expand its ambitions beyond pilot programs to the larger policy and finance levers that could put communities across the United States firmly on the path to becoming places for people of all ages.

### Defining the Problem

The age-friendly community movement is necessary because communities were and continue to be built without integrating the needs of people of all ages and abilities into decision making. If longevity and increasing longevity were anywhere in the planning and financing of American communities after World War II, transportation investments could not have been so heavily biased toward the single occupancy vehicle, single use zoning with uniform and

exclusionary housing types would have been rejected, and a health care system in which long-term care is largely unavailable to anyone, but those who are the poorest, sickest, and willing to live institutions would have been overturned. But longevity was nowhere on the agenda when decisions about these fundamental elements of communities were designed, funded, and built. Science, medicine, and public health were busy throughout the twentieth century making it possible for people to live much longer than ever before, yet cities and counties developed without the choices needed to support an aging population and certainly not the aging of the largest cohort to be born on the planet.

Given that this is the context in which any age-friendly community effort operates, age-friendly must be defined not as a new program or a new trend in service delivery but as a fundamental rethinking of how we live together. It must be the force behind a before and after—things used to be done one way, but now millions are likely to live well into their 80s, their 90s, and beyond. Housing, transportation, health care, and supportive service delivery must now be done differently.

Age-friendly community is also not a new way to get more funds to older adult services and programs. Instead, it must drive significant and fundamental change in the way infrastructure is financed. Advocates have consistently articulated the case for additional financial resources to meet the growing needs of the aging population with more success some years than others. While this resource gap continues to grow wider as more and more people turn 60, a lack of resources is no longer the only issue. The problem is that we age in a world financed for the young.

The definition of the problem matters. It sets the stage for the scope and scale of the work. If the problem age-friendly community work is designed to solve is redefined as a transformation in the way communities are designed, built, and paid for, then there is a considerable argument to be made in favor of narrowing the scope and more ambitiously addressing the larger systems that make it so hard to age in America today.

### **Narrowing Scope and Strategy to Get to Scale**

Current work under the age-friendly umbrella ranges from local community gardens to new zoning policies, walking clubs to accessibility ordinances, volunteer driver programs to home repair services to cross walks, curb cuts and bike lanes, health education, socialization, and exercise programs. The World Health Organization (WHO, 2007) has built a comprehensive framework that includes outdoor spaces and buildings, transportation, housing, social participation, respect and inclusion, civic participation and employment, communication and information, and community and health

services. Other frameworks and toolkits offer similar and just as comprehensive approaches to taking action in local communities. While it is clear that it takes a considerable amount of both services and infrastructure to make a community work for changing bodies and changing minds, there is so much on the age-friendly “to-do” list, it is often easier to describe what does not need to be done than what does.

With so many issues to tackle, local age-friendly work must span many different sectors and reach out to many different professionals. This complex and multifaceted framework can be difficult to message effectively. Whether inside a local government or an aging program, the work is often positioned as an initiative on its own. Yet to be successful, it must interface with just about every system that supports community life. Considering just the WHO framework, age-friendly staff or volunteers must learn the transportation system, community design and public works, public health, aging and supportive services, housing finance, supportive and affordable housing policies, employer policies and trends, hospitals, and health care. It is the rare place and the rare partnership that fully execute an agenda with all these parts, priorities, and objectives. It is happening but not at the scale it needs to or could. In many places, the extraordinary breadth of the age-friendly agenda stalls out at small programs or projects; it paralyzes staff and partners into short-term activities rather than large-scale systems change.

With such a diverse agenda and limited resources spread across a wide subject and often geographic area, impact is hard to measure. If age-friendly work is going to attract the long-term investment of the time, attention and resources it will take to make communities places older adults can live, it must create measurable impact. Older adults need transportation options, they need more walkable environments, they need affordable housing choices, exercise classes, and places to gather and socialize, but there is not enough evidence to prove that when these things are available, older adults access them, receive measurable benefit, and/or that any of the changes achieve cost savings. Without the ability to measure impact, it is not likely that this work will receive consistent funding and support.

It is easy to understand why the agenda is broad and it will be difficult to take things off the age-friendly to-do list, but narrowing the scope is essential if the goals and objectives are going to be achieved. Recognizing what the work can and cannot accomplish and tackling the systems that are making communities unfriendly to older adults could catapult the work to scale.

### **Pulling Levers to Go Big**

Instead of or perhaps in addition to the multidimensional frameworks that currently organize age-friendly work, it

is time to narrow the focus of the work and concentrate not on all things needed to become age-friendly but the strategic opportunities currently available. It is time to pull “big levers” that if successful could greatly facilitate age-friendly work. Consider just a few of the following.

### Transportation Finance

Largely the same since the federal government started investing in roads, the transportation finance system in the United States is being rethought. The gasoline tax can no longer support the maintenance and infrastructure needed to support a twenty-first-century population or a twenty-first-century economy. The National Highway Trust Fund requires regular infusions from the general fund to avoid bankruptcy. While Congress has been reluctant to tackle the comprehensive reform most experts agree is needed, they have introduced performance measures and are actively considering new funding opportunities. They have extended the current transportation bill, kicking reauthorization down the road to a more politically expedient time but ensuring that the dialogue will continue. How transportation is funded and what types of projects and programs get funded will continue to be one of the more significant policy debates of the coming years at both the state and federal levels. Right now there is very little to prevent those decisions from being made once again ignoring the realities of longevity. In many of these debates and as new reforms or financing structures are banded about, human service transportation struggles to even get to the table. No matter what transportation innovation an age-friendly program is able to launch at the local level, it will not be the long-term, sustainable systems change that can address transportation needs at the scale the coming older adult population demands.

Age-friendly communities, specifically the transportation options older adults need to move around their communities, could be dramatically impacted either positively or negatively by the future directions of transportation finance policy. There are many organizations and partnerships aligned to advocate for options to the car. Age-friendly work has a great opportunity to engage, lend data, support, and expertise to ensure that as this lever is pulled, the needs of all will be addressed throughout the coming decades.

### Housing Finance

This country is rapidly rethinking its housing system including the roles that government and the private sectors play. The Federal Housing Administration was created in 1934 in the National Housing Act and quickly made a relatively

new idea—the 30-year mortgage—accessible to a large number of Americans pulling out of the Great Depression. As we slowly recover from the Great Recession, housing finance, housing subsidy, and the roles and practices of just about every actor in the market are being rethought, retooled, and reregulated. Housing and more specifically affordable housing with appropriate supports is one of the most critical issues facing older adults attempting to age in the community. It is not an issue that can be solved at the local level. To create enough affordable housing with supportive services, much bigger federal and state levers need to be pulled.

The recent *Bipartisan Housing Commission (2013)* led by Secretary Henry Cisneros, former Senators George Mitchell, Mel Martinez, and Christopher “Kit” Bond published a report summarizing the research they completed on the future of the nation’s housing system. They shared a range of ideas organized into five central recommendations. The fifth focused exclusively on the impact of the growing older adult population on the housing market. They considered ways to support an aging population that wants to remain in the community including reinvigorating markets for financial products that allow older adults to safely access the equity in their homes while they remain in place, increasing the availability of affordable rental housing, better coordination between health services and housing supports, and the integration of aging-in-place concerns across a range of federal programs.

The age-friendly community movement should be actively engaged with these recommendations and other efforts to rethink housing policy and finance at this critical time. Older adults need good quality places, and good places are inherently local. But they are the products of larger fiscal regulations and federal and state subsidies. As the U.S. housing market is re-created postrecession, the new policies and regulations are likely to set the stage for the next 30, 40, or even 50 years. They could cover not only the remainder of the baby boomer’s life span but also the millennials entry into old age. Age-friendly communities could either be facilitated by the decisions made regarding housing policy in the coming months and years or thwarted. This is one of the “big levers” that must be engaged and quickly.

### Economic Development

Communities across the country want to ensure that they and those who come after them can thrive. The ability to attract jobs, maintain good schools, and provide a high quality of life is central to the well-being of a community and the health of their economy. While there are clearly very specific local economic development strategies that are highly dependent on the state and region in which a

community resides, strategies have historically hinged on attracting and retaining the young. If the age-friendly community movement is going to successfully advocate for the creation of communities that accommodate people of all ages and abilities, it must find a way to integrate older adults into the economic development strategy of cities, counties, and states. These strategies far more than the efforts of one initiative or one program govern the short- and long-term investments of both governments and the private sector. These strategies inform what gets built where, who is served, what businesses are attracted, and sometimes what philanthropic dollars are invested.

Aging is not something that can be avoided. The tremendous demographic shift that is upon the United States and much of the globe involves not only the growth of the older adult population but also a profound change in the ratio of the young to the old. Communities across the country will have to change and adapt their economic development strategies to reflect these demographics, and age-friendly community advocates with the right analysis, messages, and strategies could be very effective in steering these plans toward healthy, walkable, livable communities that can accommodate all. But like the previous suggestions, it will require a more strategic and focused approach than is currently the practice.

### Go Big or Go Home?

“Do not let the perfect be the enemy of the good.” While true in many other contexts, the threat to the age-friendly movement is more accurately described as “do not let

the perfect, the idealized vision of an aging community become the enemy of the necessary and the now.” There are too many large, significant policy issues in play as the country emerges from the Great Recession that will fundamentally alter the core elements of community life. How these issues are addressed, who is included, and who is left out will form the basis for how we live together throughout the twenty-first century. The movement has enough experience and has generated enough awareness to now narrow its focus if only temporarily and ambitiously tackle these much larger issues. If it does not, if it leaves the necessary and core levers that have the potential to swing development, infrastructure, and service investment unaddressed, then we will have refined our ideas about the perfect, all inclusive and ideal age-friendly community through pilots and programs. But once again longevity will not be at the table as twenty-first-century communities emerge.

It is probably not accurate to phrase the choice as “Go Big or Go Home.” But it might be accurate to say it is time the movement “Go Big,” so current and future older adults can “Stay Home.”

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**From:** [Robert Herman](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** proposed zoning changes along Green Line Transit  
**Date:** Sunday, February 07, 2016 4:32:26 PM

---

Planning and Zoning Committee, City of St. Paul

As a resident of Saint Anthony Park, I would like to express my concerns about the proposed zoning changes along the Green Line Corridor that would make Accessory Dwelling Units possible, discussed at the Planning Commission meeting of February 5, 2016.

I'm aware that the District 12 Council recently sent you a letter of support for ADUs. I feel their letter does not give an accurate description of the neighborhood's reaction to the proposed zoning changes that would allow ADUs. When the draft ordinance was presented to the Land Use Committee of District 12 for possible approval, the proposal proved to be very divisive. Because of this, a Task Force was set up to consider whether ADUs are appropriate for Saint Anthony Park. When the letter of support sent to you by the District 12 Council states that "several community members expressed their opposition to the draft ordinance," it is a gross misrepresentation of the opposition numbers and the intense feelings this issue has generated. The community at large continues to be in strong disagreement about the appropriateness of ADUs in Saint Anthony Park.

I see no compelling reasons to allow ADUs along the Green Line and in Saint Anthony Park. Multiple new rental properties, at least one of which includes affordable housing, have sprung up along University Avenue and the Green Line. This should increase the vitality of the business district around University and Raymond Avenue. There are two new housing options proposed along Como Avenue in central Saint Anthony Park, one building with rental units (already under construction) and a senior co-op on land recently sold by Luther Seminary. The Prospect North group proposes a vast development, to include housing and businesses, that would be west of Highway 280, an area which includes Saint Anthony Park and Minneapolis. It is obvious that these types of development would much better address the issues of density and affordable housing rather than a limited number of ADUs plopped down wherever individual owners can afford to build them. It would be sensible for the city to direct its efforts to the larger vision and a greater impact.

If current zoning is changed and ADUs are approved, can the city assure us that there will be very strong guidelines that are readily enforceable, both in the initial construction but also in the future, to ensure adherence to the rules? My fear is that ADUs will result in more problems than the city can adequately deal with and this will result in unexpected and undesired consequences.

Considering all of the above, my family and I DO NOT support changing zoning laws to allow Accessory Dwelling Units along the Green Line Corridor and in Saint Anthony Park.

Robert K. Herman  
2195 Hendon Avenue  
St. Paul, MN 55108

**From:** [Kathleen Kelso](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** additional articles  
**Date:** Monday, February 08, 2016 6:19:12 AM  
**Attachments:** [jchs-housing\\_americas\\_older\\_adults\\_2014-1.pdf](#)  
[BPC-Housing-Health-Senior-Population.pdf](#)  
[Longevity-Economy-Generating-New-Growth-AARP.pdf](#)

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Jamie,

The attached documents may be of interest or provide background and additional resources. The quote below is on page 10 of the Bipartisan Policy Center Health and Housing Task Force:

In a 2010 AARP survey of individuals aged 45 and above, 73 percent of respondents strongly agreed with the statement, "What I'd really like to do is stay in my current residence for as long as possible," while 13 percent said they somewhat agreed with the statement. Likewise, 67 percent of respondents strongly agreed with the statement, "What I'd really like to do is remain in my local community for as long as possible," while roughly 18 percent said they somewhat agreed with the statement.<sup>32</sup>

The strong preference to grow older in one's own home and community stems from a desire among many seniors to remain close to family and friends and maintain the social connections that have enriched their lives. They appreciate the familiarity of their own homes as well as that of the local shopping center, the community library, and their place of worship.

Although we haven't had the time as yet to compare the cost savings and benefits, as well as risks, when staying in one's home and community as a person ages, I suspect this information is available. I think it is safe to say that the sheer volume of people aging in the next 15 years requires us to consider all options for affordable housing, modifications to existing housing stock, and new dwellings designed by and for communities.

Kathy

Saint Paul, ACOA

NOTE:

Staff received three attachments:  
\*America's Growing Senior Population  
\*Housing America's Older Adults  
\*The Longevity Economy

These are available upon request.

**From:** [edward albre](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Proposed Zoning Code Revisions along the Green Line Transit Corridor  
**Date:** Monday, February 08, 2016 12:56:32 PM

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Dear City of St. Paul Planning Commission

I am writing in opposition to allowing ADU in the neighborhood know as St. Anthony Park. My wife and I moved to and purchased a house in this neighborhood in part due to close knit community and single family homes. This gave both of us a feeling of security for our children. Having stable neighbors that know us, our children, and are invested bettering our neighborhood is what makes this community. My concerns extend to the increase in population density bringing more traffic, parking problem, noise pollution, and decreased community. All the apartments and rentals that I've lived in have left me with the feelings of animosity and distrust. With all the new apartment buildings and condos being built along the green line corridor, rushing ahead with ADUs is unnecessary and detrimental to community that I now call Home. I fear for the days when things become congested as they are in UpTown.

Thank you for giving us a chance to have our voices heard.

Edward

**From:** [Karen Hovland](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Proposed Zoning Code Revisions for Green Line Transit Corridor  
**Date:** Sunday, February 07, 2016 5:11:42 PM

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Dear Members of Planning Commission:

I am a resident of St Anthony Park and recently served as a member of our neighborhood Task Force which was created to address the appropriateness of Accessory Dwelling Units in our community. I am writing the Planning Commission to voice my objection to the proposed zoning code revisions for the Green Line transit corridor.

Allowing the development of ADU's in our community has been a very divisive issue. Many residents are in favor of allowing any type of ADU and many others are opposed to allowing any type of ADU. After many months of studying the issues and numerous meetings, our Task Force reached a compromise that would allow the development in internal ADU's but would disallow the development of any type of detached ADU.

I feel this is a compromise that most could live with.

We have recently experienced a tremendous increase in housing development along the Green Line and have a number of multi-family housing projects being developed in North St Anthony Park. I believe that the city proposal to allow ADU's along the Green Line is unnecessary and could change the character of one of St Paul's loved neighborhoods. I urge you to reconsider your proposed zoning change.

Thank you for your consideration.

Karen Hovland  
1476 Chelmsford Street  
St Paul, MN 55108

**From:** [Keith Hovland](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Proposed Zoning Code Text Revisions discussed at the Planning Commission meeting on Feb. 5, 2016.  
**Date:** Friday, February 05, 2016 9:12:36 PM  
**Attachments:** [ADU Concerns Feb 2016.docx](#)

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Jamie Radel  
City of St. Paul Planning Commission

I am writing to express my opposition to the Proposed Zoning Code Revisions along the Green Line Transit Corridor discussed at the Planning Commission meeting on Feb. 5, 2016.

My reasons for opposing the Proposed Zoning Code Revisions are described in the attached document "Accessory Dwelling Unit Issues and Concerns February 2016".

Thank you,

Keith Hovland  
1476 Chelmsford St.  
St.Paul, MN 55108

# **Accessory Dwelling Unit Issues and Concerns February 2016**

**Senior housing, density and affordable housing are issues that need to be addressed. However, there are a number of concerns about what could happen if the proposed zoning ordinances are adopted to change the current single family zoning to multi-family zoning so that Accessory Dwelling Units (ADUs) can be built one half mile on either side of the Green Line Transit Corridor in St. Paul.**

## **Concerns and Issues Related to ADUs are Outlined Below:**

- **Affordable Housing for Seniors**
  1. When you look at the cost of construction (\$250 per sq. ft.) vs. multi-family, are “ADUs really affordable housing?”
  2. Are free-standing dwellings more efficient than apartments or condos located near the commercial center and public transportation?
  3. Once the family member is gone, will the ADU continue to be senior housing? Most likely, it will simply become rental property and the property will no longer meet the requirements for “Affordable housing” since the landlord is going to charge “market rate rents” to recover the cost of construction as well as the costs of property taxes, ongoing maintenance and other costs.
  4. Isn't the construction of an ADU simply a “back door” method for creating rental property once the family member has passed away?
  
- **Carbon Footprint**
  1. Will the construction of ADUs really reduce the carbon footprint?
  2. Wouldn't multi-family construction do more to reduce the carbon footprint?
  
- **Public Safety**
  1. After the first Certification of Occupancy will there be periodic inspections of ADUs for fire safety and other occupancy issues?
  2. Will the crime rate be impacted by reduced “Sight lines” to observe activities in the neighborhood?
  
- **Enforcement**
  1. What protections do neighbors have if/when undesirable things begin to happen at the ADU next door?
  2. If ADUs are approved, how can we ensure that strong guidelines and regulations will be enforced as time passes and individual units change hands?
  
- **Financial**
  1. Will ADUs result in increased tax assessments for neighboring homeowners?
  2. Will the additions of ADUs result in property values that are no longer affordable for young families?
  
- **Landlord Issues**
  1. Once the family member in the ADU is gone, the homeowner becomes a landlord dealing with rental property issues which may include abiding by fair housing laws that prevent

renting to only the “perfect tenant”, renters failing to pay rent, eviction notices, property damage, unlawful detainers, and going to small claims court in an attempt to recover “out of pocket” expenses.

- **Environmental Issues**

1. The construction of ADUs likely will result in cutting down a number of mature trees (irreplaceable in our lifetimes), the loss of open spaces and the likely deterioration of the desirability of the neighborhood.
2. As new structures are added on existing properties, it is likely that the shade from the structure will impact the ability of the neighbors to grow vegetables and plants that require sun.
3. Adding ADUs without adding more parking means more people with more cars and an increased lack of accessible parking (especially during snow emergencies).

- **Zoning**

1. If the current ordinances related to single-family housing are modified to allow ADUs, these changes will be in place for a very long time.
2. The change to allow construction of an ADU in the backyard will also allow houses to be converted into duplexes.
3. If a 3-bedroom home is converted into a duplex, likely one of the bedrooms will be converted into the second kitchen. The net result is that a 3 bedroom home that may have appealed to a young family has now become two 1-bedroom living units with much less appeal to a young family.

- **Long Term vs. Short Term View**

1. The long-term implications for the community as a whole should be a priority. Do the potential benefits for a few outweigh the potential long-term, negative consequences when the neighborhood is changed in such a way that “there is no going back?”

**In summary, a change to the current ordinances related to single family housing to allow ADUs could result in a number of unintended consequences that could change the unique character of the neighborhoods along the Green Line forever.**

**In view of all of the issues described above, where is the “Compelling case” to change current zoning to allow ADUs?**

**From:** [Cindy & Blaine Thrasher](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Proposed Zoning Code Text Revisions-Green Line  
**Date:** Saturday, February 06, 2016 8:20:25 PM

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Hello Jamie,

I am writing to express my concerns regarding the Proposed Zoning Code Revisions along the Green Line Transit Corridor as discussed at the Planning Commission meeting on February 5, 2016.

As a resident of North St. Anthony Park, I am opposed to a zoning change to allow ADUs to be built on single family lots in neighborhoods 1/2 mile north and south of the Green Line Light Rail.

Additional parking will be required in the neighborhood, loss of green space and a higher density of people will likely result in a change with the proposed ordinance. Additionally, it has the potential to increase the housing market to reflect more and more rentals which will lessen the value of neighboring homes.

People who want to stay in the community have other options with many of the existing and new apartment buildings in the community.

Thank you for your thoughtful consideration of the matter.

Sincerely,

Cindy Thrasher  
2111 Dudley Avenue  
St. Paul, MN 55108  
651.644.4794

**From:** [Eddie Owens](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** RE: Accessory Dwelling Units  
**Date:** Monday, February 08, 2016 10:47:15 AM

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Sure.  
Home  
Eddie Owens, 2125 Scudder Street, Saint Paul, MN 55108.

Business  
Turning Heads, 2230 Carter Ave, Saint Paul, MN 55108

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**From:** Radel, Jamie (CI-StPaul) [<mailto:jamiel.radel@ci.stpaul.mn.us>]  
**Sent:** Monday, February 08, 2016 10:34 AM  
**To:** Eddie Owens  
**Subject:** RE: Accessory Dwelling Units

Can you please include your address? I need that to include it in the public record.

Thanks,  
Jamie

---

**From:** Eddie Owens [<mailto:eddie@eddieowens.net>]  
**Sent:** Monday, February 08, 2016 10:32 AM  
**To:** Radel, Jamie (CI-StPaul)  
**Subject:** Accessory Dwelling Units

To Jamie Radel

Originally from Dublin Ireland, I have lived in Saint Paul for the last twenty years.  
Initially West Como and now Saint Anthony Park.  
In addition, I have run a small business at Como and Carter Avenues for the last five years.  
I travel to Europe yearly to visit family& friends. Within Dublin and other towns throughout England  
And Europe I see ADU's as a positive expansion assisting artisans and small businesses with  
additional income sources  
and an added customer resource. All adding to positive local relations and a neighborhood co-  
operative.

Yours

Eddie Owens

**From:** [Richard Phillips](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Re: ADUs St. Anthony Park  
**Date:** Monday, February 08, 2016 7:50:56 AM

---

My address is 1498 Grantham Street  
Elaine Phillips

On Sun, Feb 7, 2016 at 12:00 PM, Richard Phillips <[rep@umn.edu](mailto:rep@umn.edu)> wrote:  
1498 Grantham St. 55108

On Sat, Feb 6, 2016 at 1:21 PM, Radel, Jamie (CI-StPaul) <[jamie.radel@ci.stpaul.mn.us](mailto:jamie.radel@ci.stpaul.mn.us)> wrote:

I just happened to be in the office. Can you add your address to this?

Thanks!

**From:** Richard Phillips [mailto:[rep@umn.edu](mailto:rep@umn.edu)]  
**Sent:** Saturday, February 06, 2016 1:20 PM  
**To:** Radel, Jamie (CI-StPaul)  
**Subject:** ADUs St. Anthony Park

I am against ADUs in St. Anthony park area. I believe the reason so many people like to live in this area is that there is a little green space with the houses. There would be more noise and traffic with adding buildings to the lots. I have live here for 50 years and love the area. I believe in the 1970's there were more rental units and they were not kept up and a lot of effort went into changing the guidelines then. Please do not change the codes now. Elaine Philliips

**From:** [Roland Gertjejansen](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Rezoning for ADUs along the Green Line Corridor  
**Date:** Monday, February 08, 2016 3:59:28 PM

---

City of St. Paul Planning Commission:

I am opposed to ADUs being built along the Green Line Corridor and in St. Anthony Park.

Roland Gertjejansen  
2194 Hendon Avenue  
St. Paul, MN 55108

651-644-1847

**From:** [Sherman Eagles](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Supporting ADUs along the Green Line  
**Date:** Monday, February 08, 2016 6:20:33 AM

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To the St. Paul Planning Commission,

My name is Sherman Eagles and I have lived in South St. Anthony Park for 40 years in the area included in the proposed zoning change to allow ADUs. I would like to offer strong support for ADUs as proposed.

South St. Anthony Park is an area with diverse housing; from large apartment, condo and townhouse developments completed since 1970 to a mix of single family houses, duplexes and small apartments pre-dating the current zoning. This has resulted in a mix of students, recent immigrants, construction workers and professionals living in close proximity, a situation seen as very desirable.

There are two threats to this diversity that ADUs (although not a solution) could counter. The first is the purchase of large houses by investors who would rent them to groups of non-related adults, usually students. There are already a few of these in the neighborhood and more, if not well maintained, could have a negative impact on the small area of single family houses. The owner-occupied requirement in the current ADU proposal would prevent this for houses which added an ADU and provide long-term stability. The second threat to diversity is essentially the opposite, house values that increase too much to be affordable to young families or middle class workers. The ADU proposal could help with this problem as well, by providing a small amount of income from the home to help offset the cost.

The current mix of houses, duplexes and apartments in South St. Anthony Park has worked very well. I do not see ADUs as a threat to this area, but as a potential benefit. I ask that you support this proposal. Let's give it a try along the Green Line.

Sherman Eagles  
980 Hampden Avenue  
South St. Anthony Park

**From:** [Torstenson, Allan \(CI-StPaul\)](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** FW: Consideration of Accessory Dwelling Units  
**Date:** Tuesday, March 29, 2016 2:58:23 PM

---

**From:** Brad Engelmann [mailto:bradengelmann@gmail.com]  
**Sent:** Tuesday, January 19, 2016 2:51 PM  
**To:** Torstenson, Allan (CI-StPaul)  
**Subject:** Fwd: Consideration of Accessory Dwelling Units

Allan,

Please see the below message. I addressed it to Jamie but her email response says to direct it to you.

Thank you, Brad

----- Forwarded message -----

**From:** Brad Engelmann <[bradengelmann@gmail.com](mailto:bradengelmann@gmail.com)>  
**Date:** Tue, Jan 19, 2016 at 2:41 PM  
**Subject:** Consideration of Accessory Dwelling Units  
**To:** [jamie.radel@ci.stpaul.mn.us](mailto:jamie.radel@ci.stpaul.mn.us), [Anton.Jerve@ci.stpaul.mn.us](mailto:Anton.Jerve@ci.stpaul.mn.us)

Hello Jamie and Anton,

I live on Raymond Avenue in Saint Paul's planning district 12. I understand that the St Paul Planning Commission will soon be discussing accessory dwelling units in my area. I live in the southern portion of St Anthony Park, within the area designated as the transit corridor.

I want to bring to your attention the matter of recommendations issued by a group of our neighbors who worked a great deal on this subject. Our neighborhood convened a task force as part of the Saint Anthony Park Community Council. The task force studied the appropriateness of accessory dwelling units in St Anthony Park (the entire neighborhood).

I am supportive of accessory dwelling units in my area but only as described in the recommendations and conclusions of my neighborhood's ADU Task Force. I do not support the City's separate proposal for ADUs within the transit corridor. I hope this is not confusing. Again, I support you in allowing ADUs, but with the restrictions and guidelines suggested by my neighborhood's task force.

The group of neighbors who served on this task force are well qualified in areas of land use, zoning laws and regulations, and public policy. I imagine if you want to know more about the people who served, you could contact the Saint Anthony Park Community Council. They spent over a year researching and meeting on this issue, including two well-attended public meetings.

I appreciate your careful consideration of this matter.

Brad Engelmann  
895 Raymond Avenue

Jamie Radel, Planner  
City of Saint Paul  
(651) 266-6614  
[jamie.radel@ci.stpaul.mn.us](mailto:jamie.radel@ci.stpaul.mn.us)  
02-08-2016

RE: St. Paul ADU Ordinance and St. Anthony Park ADU Task Force Recommendations Commentary

Dear Ms. Radel,

I am very much in support for the ADU effort in general to provide positive urban growth. However, the guidelines being proposed to date fall short of those that currently exist in Minneapolis, and those needed to provide the most flexibility and chance of success on an urban scale in our neighborhood.

#### **In Support of Detached Units**

The St. Anthony Park ADU Task Force have a recommendation that contains the critical omission of allowing *detached* ADUs. That provision is meant to keep lots more "open", but may actually tend to have an opposite effect. In some cases, attaching an ADU to the main house may be the best solution, and can allow the house to be "fixed" to correct previous design deficiencies. In other situations, adding on to a well-scaled house may compromise that house's original scale and character, or cut off light and air not only to the house itself, but to the immediate neighbor because of the proximity of the dwellings.

Allowing ADUs to be detached brings down the scale of the primary building by moving that to the carriage house / garage. Anyone who has spent time in and around Crocus Hill, Cathedral Hill, and the Summit / Grand areas knows that the divided program of the buildings adds to a vitality and scale that makes those neighborhoods more vibrant livable in the alleys and side streets. The potential to transform garage buildings - often utilitarian builder boxes - into architecture that complements the house, is a chance not to be missed, and one that would be impossible under the current recommendations.

#### **Minimum Size.**

I find it somewhat amusing that there is MINIMUM square footage for the ADU units at all if there is a feeling that detached units might be too imposing on our back yards. Is 300 square feet the right number? I don't know. Could one be successful with an ADU of only 200 square feet? In my experience, yes. It may be counterproductive to establish a minimum size, and instead use guidelines already in place for clearances set by the building code to allow flexibility of designers to establish acceptable unit sizes through practice.

#### **Lot size.**

Similarly, a sub-5000 square foot lot may be "small", but still support a well-designed ADU if the primary building is of a small scale already. It may be that the FAR lot coverage can effectively provide flexibility for allowing ADUs on small lots.

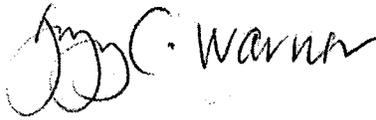
Alchemy Architects

**Building Height.**

Limiting flat roofs to a lower maximum heights than gable structures does not take into consideration the overall massing of the building. A flat roof of 300 square feet, 15' tall will seem much smaller than an 800 square foot gabled house with the same height (especially if one takes in the average height of that gable). To allow more flexibility, a zoning envelope that takes overall massing in account would be much more progressive.

Not long ago, there was a feeling that breweries and liquor licenses were potentially disruptive forces that would ruin the character of our cities. Now, we see that they are social and economic catalysts for change. I believe that at the very least St. Paul should not have a more restrictive ordinance than Minneapolis, and that we should start out on a path that affords us the most chance for success on a wide variety of situations.

Thank you for your work on this issue!

A handwritten signature in black ink, appearing to read "Geoffrey Warner". The signature is written in a cursive, flowing style with some loops and flourishes.

Geoffrey Warner, AIA  
Alchemy

**From:** [Linda Foster](#)  
**To:** [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** Green Line ADUs  
**Date:** Monday, February 08, 2016 4:24:20 PM

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To the St. Paul Planning Commission, Comprehensive Planning Committee:

Of the thirty-eight years I have lived in St. Paul, sixteen were spent riding the no. 5 bus every day to work at two large architectural offices downtown. Even before retiring as an architect, I have been involved with my neighborhood by volunteering on several development projects affecting the community, and now through serving on the District 12 Land Use Committee. Before moving to St. Paul, I had worked as an architect, as well as a planner in a regional planning office in another city. My work experience has given me an appreciation for and understanding of design, planning, building codes and zoning regulations, and a personal knowledge of public transportation.

I have read the committee's Green Line Study ADU follow up dated 12/11/2015. When the idea of ADUs was first introduced in St. Paul, before we could see the reality of how successful the Green Line would be in creating economic growth and new housing, perhaps the thinking was that adding a few new people here and there was better for creating density than doing nothing at all. Now we see there are hundreds of housing units under construction and in the planning stages, in the District 12 stretch of the Green Line alone. It seems that the ADU is an idea with no useful purpose in serving neighborhoods on the Green Line.

My belief is that two principal components of healthy, sustainable urban density (the physical component and the social component) cannot be addressed with an ADU ordinance. What attracts a large, diverse mix of people to transportation-oriented areas in a large metropolitan area? And what will make them want to stay there? A big part of the answer, I believe, is to build community. The potential for achieving that with a few single units built in the back yards of private homes seems unlikely. The appeal of the new urban vibe, for Millennials and seniors alike, is the opportunity to feel connected to a community: to the neighbors you meet on the elevator, in the coffee shop downstairs, walking out the front door together to catch the train downtown.

As I understand it, the concept of the ADU does not meet the intent of an accessory use as defined in Sec. 65.910 of the Zoning Code because both the principal use of the property and the accessory use, in this case,

are the same: a dwelling. Just as if you own two cars, one being smaller than the other and driven by another person, you would still own two cars; not one car and one accessory motor vehicle.

My hope is that zoning, existing and new, along the Green Line will encourage all of the positive elements of sensible, sustainable growth St. Paul can provide, to as many people as possible. I believe an ADU ordinance will not contribute to that goal.

Fred Foster  
1406 Chelmsford St.  
55108

**From:** [Drummond, Donna \(CI-StPaul\)](#)  
**To:** [Butler, Sonja \(CI-StPaul\)](#); [Radel, Jamie \(CI-StPaul\)](#)  
**Subject:** FW: Along Green Line Transit Corridor  
**Date:** Saturday, February 06, 2016 3:28:21 PM

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More testimony for ADUs.



**Donna M. Drummond**  
*Director of Planning*  
Planning & Economic Development  
25 W. 4th St., Suite 1400  
Saint Paul, MN 55102  
P: 651-266-6556  
[donna.drummond@ci.stpaul.mn.us](mailto:donna.drummond@ci.stpaul.mn.us)

The Most Livable  
City in America



Making Saint Paul the Most Livable City in America

**From:** John Sperbeck [mailto:[sperb001@umn.edu](mailto:sperb001@umn.edu)]  
**Sent:** Saturday, February 06, 2016 8:47 AM  
**To:** Drummond, Donna (CI-StPaul)  
**Subject:** Along Green Line Transit Corridor

Please send to Planning Commission. We are opposed to ADUs along the Green Line Transit Corridor. There is strong opposition in the St. Anthony Park community.

John and Judy Sperbeck  
1466 Grantham St

## **Attachment B: Distribution of Public Comments**



# Accessory Dwelling Unit Zoning Amendment

## Letters of Support/Opposition Origins

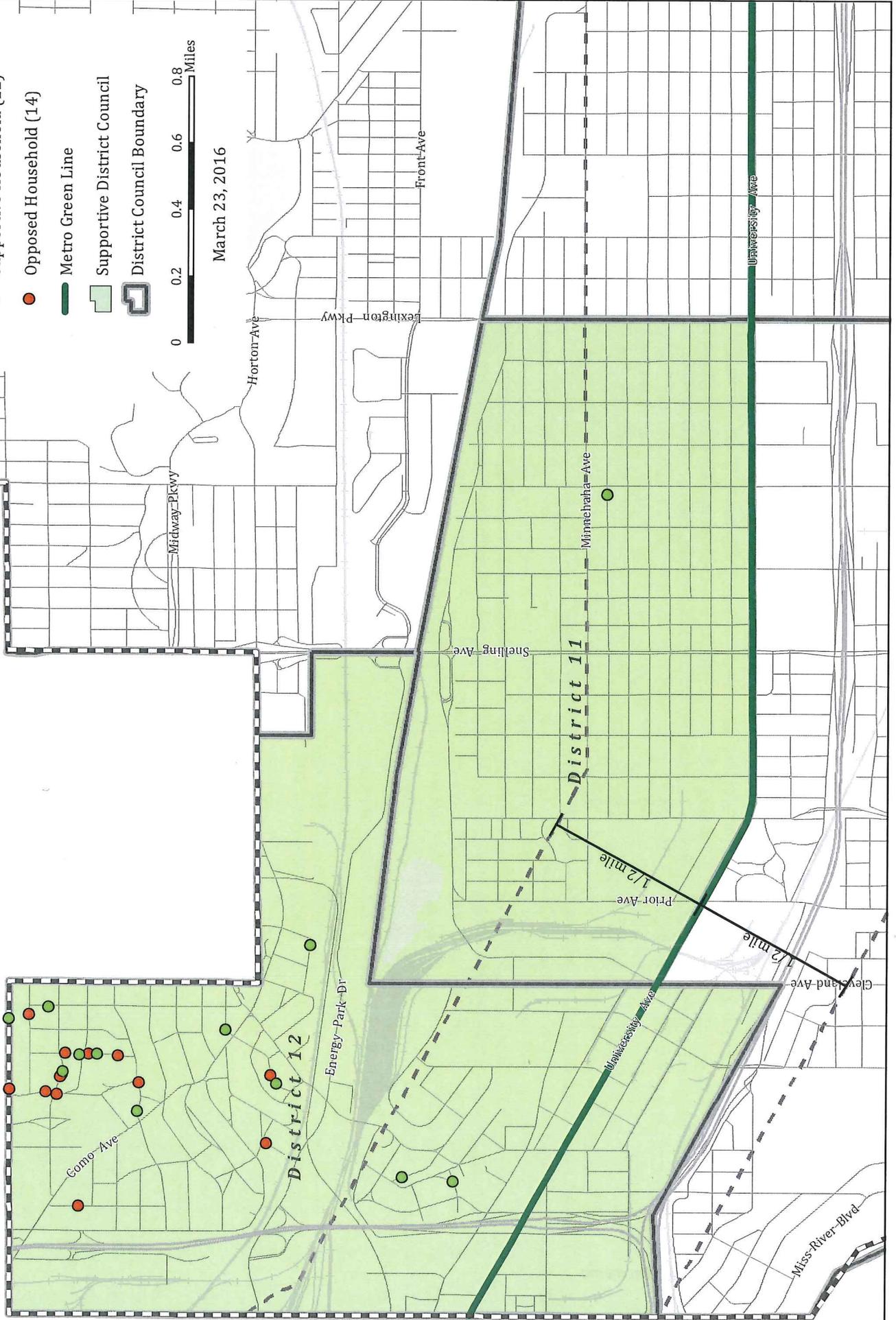
Map does not display letters of support from District 1, and a resident of neighboring Lauderdale directly to the north of District 12. No districts have expressed opposition at this time.



- Supportive Household (12)
- Opposed Household (14)
- Metro Green Line
- Supportive District Council
- District Council Boundary



March 23, 2016



## Attachment C: ADU Requirements Comparison Tables

City	Approval Process	Standards
Apple Valley	Conditional Use Permit in R-1 (By Right in PUDs)	<ul style="list-style-type: none"> <li>• R-1 or PUD</li> <li>• Minimum lot size 40,000 sq. ft.</li> <li>• Property owner may not be absent for more than 180 days a year</li> <li>• At least 300 sq. ft., not more than 40% of primary residence area, can petition for larger if still “clearly subordinate to principal dwelling”</li> <li>• Lot coverage shall not exceed 35%</li> <li>• Only within or attached to primary residence, not detached</li> <li>• Two off street parking spaces</li> <li>• Only 3 allowed per half mile radius</li> <li>• Entrance to ADU not on same side of building as primary entrance</li> </ul>
Burnsville	Not Permitted	“No cellar, basement, tent, trailer or accessory building shall at any time be used as an occupied dwelling.”
Bloomington	Permitted	<ul style="list-style-type: none"> <li>• R-1 or RS-1</li> <li>• Minimum site size 11,000 sq. ft.</li> <li>• Must have 4 off-street spaces, 2 of which in garage</li> <li>• Must be internal or attached, no detached</li> <li>• Must be constructed to allow conversion of ADU back to single-family residence in the future</li> <li>• At least 300 sq. ft., but less than 960. Floor area not to exceed 44% of principal unit</li> </ul>
Brooklyn Park	Not permitted	<ul style="list-style-type: none"> <li>• Ability to development two-family dwellings in R-4</li> </ul>
Chanhassen	Temporary/Need-based Variance	<ul style="list-style-type: none"> <li>• Temporary only</li> <li>• There is a demonstrated need based upon disability, age or financial hardship.</li> <li>• Shared utility services</li> </ul>
Coon Rapids	Not permitted	

City	Approval Process	Standards
Eagan	Permitted	<ul style="list-style-type: none"> <li>• R-1 (1)</li> <li>• Minimum site size 12,000 sq. ft.</li> <li>• Property owner must reside 185 days out of year</li> <li>• At least 300 sq. ft., not larger than 960 or 33% of primary residence footprint</li> <li>• Lot coverage must be ≤20% w/ ADU</li> <li>• Must be internal or attached, not detached</li> <li>• Max 2 persons 2 bedrooms</li> <li>• 4 off street parking spaces</li> <li>• Exterior entry for ADU on different side of house than primary entrance</li> </ul>
Eden Prairie	Not permitted	Allow property owners to rent out space in an existing principal structure, but cannot be fully closed off from the principal unit—must be accessible via a door (no full dividing wall).
Farmington	Conditional Use Permit	<ul style="list-style-type: none"> <li>• “A dwelling unit which is subordinate to a permitted principal one-family residence in terms of size, location and appearance and located on the same lot therewith.”</li> <li>• A-1, R-2, R-3,</li> <li>• Max 1,800 sq. ft.</li> <li>• 1 off street parking spot per dwelling unit</li> </ul>
Inver Grove Heights	Permitted	<ul style="list-style-type: none"> <li>• No minimum lot size for units within principle structure</li> <li>• Allows in detached structures, min lot size 1 acre, 250 sq. ft. min max of 1000 sq. ft.</li> <li>• 2 additional parking spaces off street in addition to one space that is required by all</li> </ul>
Lakeville	Not Permitted	“Except as may be expressly allowed by this title, no garage, tent, accessory building or motor home shall at any time be used as living quarters, temporarily or permanently. Tents, playhouses or similar structures may be used for play or recreational purposes.”
Long Lake	Conditional Use Permit	“A separate dwelling, requiring a conditional use permit, constructed on an undivided single family lot for the sole use by the occupants of the principal building, including their relatives and non-paying guests. All regular lot requirements of the zoning district shall be met by the ADU.”

City	Approval Process	Standards
Maple Grove	Not permitted	Allow for "living quarters" for property staff in RA.
Maplewood	Not permitted	
Minneapolis	Conditional Use Permit	<p><b>For all ADUs</b></p> <ul style="list-style-type: none"> <li>• Minimum GFA is 300 sq. ft.</li> <li>• Minimum width of side yard with a principal entrance facing the interior lot line is 15 ft. or 22 ft. with a driveway</li> <li>• Must occur with a permitted or conditional single- or two-family dwelling</li> <li>• No more than one ADU on zoning lot</li> <li>• Must not create a separate tax parcel</li> <li>• Balcony must not face an interior side yard</li> <li>• Rooftop deck are not allowed on ADU</li> <li>• Property owner must occupy one dwelling on the lot</li> </ul> <p><b>If ADU is within principal structure:</b></p> <ul style="list-style-type: none"> <li>• Cannot exceed 800 sq. ft. in GFA or in existing principal structure can be less than or equal to floor area of first floor</li> <li>• Must be on one level</li> <li>• Shall not result in an additional entrance facing the street</li> <li>• Stairway to ADU must be enclosed</li> </ul> <p><b>If ADU is attached to principal structure:</b></p> <ul style="list-style-type: none"> <li>• Cannot exceed 800 sq. ft. in GFA</li> <li>• Must be on one level</li> <li>• Shall not result in an additional entrance facing the street</li> <li>• Stairway to ADU must be enclosed</li> <li>• Exterior materials must match that of the principal structure</li> </ul> <p><b>If ADU is detached from principal structure:</b></p> <ul style="list-style-type: none"> <li>• Height of the accessory structure must be the lesser of 20 ft. or the height of the principal structure</li> <li>• Cannot exceed 1,000 sq. ft. in area</li> <li>• Interior side yard must be at least 3 ft.</li> <li>• Rear yard may be reduced to 3 ft.</li> <li>• ADU must be 20 ft. from principal structure</li> <li>• Exterior materials must be durable</li> <li>• At least 10% of the total area of the façade must have windows</li> <li>• Exterior stairway is allowed if the finishes</li> </ul>

City	Approval Process	Standards
Minnetonka	Conditional Use Permit for an Accessory Apartment	<p>match that of the accessory structure</p> <p>“Accessory Apartment” - a self-contained unit of housing located within the confines of an existing single family house and used as a separate housekeeping unit. The term shall also include instances in which one of the units lacks complete kitchen or bathroom facilities or in which there is internal physical access between the units or in which the units share common space or facilities, unless the persons residing in both portions of the building live as a single housekeeping unit.</p> <p>No external ADUs.</p>
Plymouth	Permitted in new subdivisions	<ul style="list-style-type: none"> <li>• Must be located over attached or detached garages</li> <li>• Must be built at same time of principal structure</li> <li>• No more than 1 ADU per lot</li> <li>• Owner occupancy required in either the ADU or primary unit</li> <li>• Rental license required for ADU</li> <li>• 2 off-street parking spaces required</li> <li>• ADU shall not exceed 1,000 sq. ft.</li> </ul>
Richfield	Permitted	<ul style="list-style-type: none"> <li>• New rental license</li> <li>• Minimum 300 sq. ft. maximum 800 sq. ft. or GFA of principal dwelling, whichever is less.</li> <li>• No additional entrances on side facing public street</li> <li>• Detached only as part of an approved accessory garage structure</li> <li>• Converted garage space must be replaced</li> <li>• 3 off-street parking spaces</li> </ul>
Roseville	Permitted	<ul style="list-style-type: none"> <li>• Permitted in only the LDR-1 (low density residential) district (<math>\geq 11,000</math> sq. ft.)</li> <li>• ADU has own address</li> <li>• Minimum 300 sq. ft., maximum 650 sq. ft. or 75% of principal dwelling whichever is smaller.</li> <li>• 1 bedroom maximum</li> <li>• 1 additional off street parking space</li> <li>• Detached needs own walk path to front door</li> <li>• Occupancy permit required, very stringent and requires notice of neighbors, expires upon transfer to new owner</li> </ul>
St. Louis Park	Not permitted	

<b>City</b>	<b>Approval Process</b>	<b>Standards</b>
St. Paul	Conditional Use Permit	<ul style="list-style-type: none"> <li>• Must have originally been built as a carriage house dwelling to house domestic employees</li> <li>• Applicant must obtain a petition signed by 2/3rds of property owners within 100 ft.</li> </ul>
Stillwater	Permitted	<ul style="list-style-type: none"> <li>• Lot size must be at least 10,000 sq. ft. (TR and RB districts) or 15,000 sq. ft. (CTR districts)</li> <li>• Minimum and max sizes of detached units, parking (always at least 4 off street), and entrance considerations vary by district</li> </ul>
White Bear Lake	Conditional Use Permit	<ul style="list-style-type: none"> <li>• Only internal, not above a garage, could be attached.</li> <li>• Min 200 sq. ft. for 1 occupant, 100 sq. ft. for each additional occupant</li> <li>• Max 880 sq. ft. or 40% of principal home</li> </ul>
Woodbury	Not Permitted	

## Attachment D: Proposed Zoning Text Revisions

Single underline or ~~strike throughs~~ are original amendments. Double underlines or ~~strike throughs~~ are revisions or additions to the draft ADU amendments.

### Chapter 61. Zoning Code – Administration and Enforcement

#### Sec. 61.302. - Application forms and fees.

...

- (c) *Fee for permits, approvals and accessory dwelling unit use subject to annual review condition.* A holder of a conditional use permit, nonconforming use permit or variance, which the planning commission, board of zoning appeals or city council, has approved subject to annual review, and owner of an accessory dwelling unit required to submit an annual affidavit, shall pay to the department of safety and inspections, at the time the zoning administrator provides notice of the annual review ~~to the permit holder~~, an annual review fee in the sum of sixty dollars (\$62.00).

### Chapter 65. Zoning Code – Land use Definitions and Development Standards

#### ARTICLE V. 63.500. ACCESSORY BUILDINGS

#### Sec. 63.501. Accessory buildings and uses.

....

- (e) In ~~any~~ RL – RM2 residential districts area, accessory buildings on a zoning lot with residential use shall not exceed fifteen (15) feet in height; provided, however, that accessory buildings with a flat or shed roof style shall not exceed twelve (12) feet in height. ~~Carriage house dwellings~~ The height of an accessory building containing a dwelling unit shall not exceed of twenty-five (25) feet or the height of the principal structure, whichever is less.

*Exception:* Accessory building heights shall not apply to property within designated heritage preservation sites and districts ~~nor to designated historic sites~~. In these cases appropriate building heights for accessory structures shall be determined through the design review process to ensure that heights are acceptable and in keeping with the scale and style of development on the property.

....

#### ARTICLE VII. 65.900. ACCESSORY USES

#### Sec. 65.913. Dwelling unit, accessory.

A secondary dwelling unit, subordinate to a principal one-family dwelling, within or attached to a one-family dwelling or in a detached accessory building on the same zoning lot.

Standards and conditions:

- (a) Lot location. The lot shall be located within one-half (1/2) mile of University Avenue between Emerald Street and Marion Street.
- (b) Minimum lot size. The lot shall be at least five thousand (5,000) square feet in area.

- (c) Number of accessory units. There shall be no more than one (1) accessory dwelling unit on a zoning lot.
- (d) Unit occupancy.
- (1) The total occupancy of the principal dwelling unit and accessory dwelling unit shall not exceed the definition of family in Section 60.207 allowed in a single housekeeping unit.
  - (2) The property owner of record shall occupy either the principal dwelling unit or the accessory dwelling unit as their permanent and principal residence. Using the form provided by the City, the property owner shall execute a Declaration of Land Use Restrictive Covenants and Owner's Warranties creating certain covenants running with the land for the purpose of enforcing the standards and conditions of this subsection and file the same with the County Recorder. The property owner must deliver an executed original of the Declaration, which shall display its date and document number of record, to the zoning administrator before any City building or zoning permits required for the accessory dwelling unit can be issued.
  - (3) The property owner shall file an annual affidavit with the zoning administrator verifying continued owner-occupancy of the property as their permanent and principal residence. A fee shall be collected in accordance with Sec. 61.302.
  - (4) At the request of the property owner and upon inspection finding the accessory dwelling unit has been removed, the zoning administrator shall record a release of any previously recorded covenant for that accessory dwelling unit. Any and all filing costs shall be the responsibility of the property owner.
- (e) Unit size. The floor area of the accessory unit shall be ~~a minimum of three hundred (300) square feet and~~ a maximum of eight hundred (800) square feet. If the accessory unit is located interior to the principal structure, the principal structure shall have a minimum floor area of one thousand (1,000) square feet and the accessory unit shall not exceed one-third (1/3) of the total floor area of the structure. For multi-story principal structures built prior to the enactment of this section, the maximum floor area of an accessory dwelling unit may be equal to that of the first floor, but shall be less than or equal to fifty (50) percent of the floor area of the structure.
- (f) Access and entrances.
- (1) A walkway shall be provided from an abutting public street to the primary entrance of the accessory dwelling unit.
  - (2) Upper floor units within the principal structure shall have interior stairway access to the primary entrance of the unit. Secondary stairways required for fire safety may be located on the exterior of the side or rear of the building, but shall not be allowed on the front of the building.
  - (3) Exterior stairways shall be built of durable materials that match the finish of the principal structure or accessory building to which they are attached. Raw or unfinished lumber shall not be permitted.
- (g) Parking. Provided that the minimum parking requirement for the principal one-family dwelling on the lot is met, no additional parking is required.
- (h) Ownership. The accessory dwelling unit shall not be sold separately from the principal dwelling unit, and may not be a separate tax parcel.

Secs. 65.9143 – 65.919. Reserved.

**Chapter 66. Zoning Code – Zoning District Uses, Density and Dimensional Standards**

ARTICLE II. 66.200. RESIDENTIAL DISTRICTS

**Table 66.221. Principal Uses in Residential Districts.**

Use	RL	R1-R4	RT1	RT2	RM1	RM2	RM3	Development Standards
<i>Accessory Uses</i>								
Accessory use	P	P	P	P	P	P	P	(d), (s)
<u>Dwelling unit, accessory</u>		<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>		<u>(d), (s)</u>
Accessory retail service and office						C	C	(s)

....

ARTICLE III. 66.300. TRADITIONAL NEIGHBORHOOD DISTRICTS

**Table 66.321. Principal Uses in Traditional Neighborhood Districts.**

Use	T1	T2	T3	T4	Development Standards
<i>Accessory Uses</i>					
Accessory use	P	P	P	P	(d), (s)
<u>Dwelling unit, accessory</u>	<u>P</u>	<u>P</u>	<u>P</u>		<u>(d), (s)</u>

**Attachment E: Examples of Accessory Dwelling Units**





*Planning Commission memo  
April 15, 2016*

## Attachment F: Draft Resolution

city of saint paul

planning commission resolution

file number \_\_\_\_\_

date \_\_\_\_\_

WHEREAS, accessory dwelling units are a tool that allows for additional density in established neighborhoods that provide the opportunity for affordable and life-cycle housing and can generate additional rental income for property owners; and

WHEREAS, Policy 2.17 of the Housing Chapter of the Comprehensive Plan calls for a zoning study to explore the use of accessory dwelling units in existing neighborhoods and Policy 2.3 in the Transportation Chapter calls for creative infill housing in transit corridors in order to increase transit-supportive densities; and

WHEREAS, the Saint Paul Zoning Code, found in chapters 60 through 69 of the Saint Paul Legislative Code, is established to provide housing choice and housing affordability, to implement the policies of the comprehensive plan, and to promote and to protect the public health, safety, morals, aesthetics, economic viability and general welfare of the community; and

WHEREAS, Section 61.801(a) of the Zoning Code calls for periodic review of said code to reflect current city policies and to bring the Zoning Code up-to-date; and

WHEREAS, the City Council called for further study of accessory dwelling units, density bonuses, and liner retail as a result of the Central Corridor Zoning Study ; and

WHEREAS, the Saint Paul Planning Commission held a duly noticed public hearing on February 5, 2016 regarding amendments to permit accessory dwelling units in the R1 – RM2 and T1 – T3 zoning districts within one-half mile of University Avenue and develop standards for this accessory use; and

WHEREAS, the Comprehensive Planning Committee of the Saint Paul Planning Commission, having reviewed the public hearing testimony and a memorandum containing analysis provided by staff, provided a recommendation for consideration by the Saint Paul Planning Commission; and

WHEREAS, the Saint Paul Planning Commission, having reviewed the public hearing testimony and the Comprehensive Planning Committee's recommendation, finds the proposed text amendments to be supported by the policies of the Comprehensive Plan;

NOW, THEREFORE, BE IT RESOLVED, by the Saint Paul Planning Commission, under the authority of the City's Legislative Code, that the following proposed amendments to the Legislative Code are recommended for approval by the Mayor and Council of the City of Saint Paul:

moved by \_\_\_\_\_

seconded by \_\_\_\_\_

in favor \_\_\_\_\_

against \_\_\_\_\_

## Chapter 61. Zoning Code – Administration and Enforcement

### Sec. 61.302. - Application forms and fees.

...

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<u>Dwelling unit, accessory</u>		<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>	<u>P</u>		<u>(d), (s)</u>
Accessory retail service and office						C	C	(s)

....

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