PLANNING COMMISSION STAFF REPORT

1. **FILE NAME:** Snelling-Midway Redevelopment Site – Master Plan **File #** 16-043-090
2. **APPLICANT:** Minnesota United FC and RK Midway **HEARING DATE:** June 10, 2016
3. **TYPE OF APPLICATION:** Master Plan
4. **LOCATION:** Snelling-Midway Redevelopment Site
5. **PLANNING DISTRICT:** District 13 (District 11 on the north side of University Avenue) **PRESENT ZONING:** T4
6. **ZONING CODE REFERENCE:** §66.315; §66.331; §66.342; §66.343; §66.344
7. **STAFF REPORT DATE:** ~~June 3,~~ July 1, 2016 **BY:** Kady Dadlez

A. **PURPOSE:** Request for master plan approval of the Snelling-Midway redevelopment site as a mixed use transit oriented urban village with outdoor sports stadium.

B. **PARCEL SIZE:** The redevelopment site is 34.4 acres in size.

C. **EXISTING LAND USE:** About 24 acres is occupied by an auto-oriented single story shopping center and associated surface parking. The balance of the site is currently vacant.

D. **SURROUNDING LAND USE:**

North: A variety of commercial uses along University Avenue in a T2 district and primarily single family residential uses in an R4 district, with some multi-family uses along Snelling Avenue in an RM2 district.

East: Big box retail uses in a T4 district.

South: Interstate I-94 and one and two family residential uses in an RT1 district along with a variety of commercial uses along Snelling Avenue in a B3 district.

West: A variety of commercial uses in T3 and T4 districts along Snelling and University Avenues and residential uses in an RM2 district.

E. **ZONING CODE CITATION:** §66.315 describes the intent of the T4 traditional neighborhood district; §66.331describes dimensional standards; §66.342 describes the parking requirements in T3 and T4 districts; §66.343 describes the traditional neighborhood district design standards; and §66.344 describes the traditional neighborhood district planning requirements.

F. **DISTRICT COUNCIL RECOMMENDATION:** The Union Park District Council passed a resolution stating that critical details about how the redevelopment of the site will impact neighbors and businesses are not yet clear and that no opportunities for future public engagement have been established. They added that they are committed to working with the city on mitigation of identified issues and to engaging the public in development of solutions. Identified issues include: traffic flow; pedestrian safety; bicycle access; encouraging transit use; noise and light; crime and public safety; construction impacts; non MLS use of stadium; need for community benefits agreement; transparency in Midway Center plans; use of local and minority businesses and workforce in the development; support for current businesses in transition; evaluation of economic impacts; and plan for eventual Minnesota departure. To that end, the Union Park District Council will develop a Midway Center Redevelopment Task Force to partner with the City of Saint Paul, RK Midway, and Minnesota United to serve as a conduit for community engagement, advocate for opportunities for neighbors to address issues, and to seek equitable positive solutions that strengthen the quality of life, business climate and livability of the neighborhood. See attached letter.

G. **HISTORY/DISCUSSION:** The Snelling-Midway redevelopment site is located midway between downtown Saint Paul and downtown Minneapolis. It is bounded on the west by Snelling Avenue, on the north by University Avenue, on the east by Pascal Street, and on the south by Interstate I-94 and St. Anthony Avenue. The site is sometimes referred to as the "super block". It is home to Midway Center, an auto-oriented shopping center on the southeast corner of Snelling and University Avenues, built in 1954. The site also encompasses the former site of the Twin Cities Rapid Transit Company street car barns where street cars were built, serviced, and stored. The street car barns were converted to serve buses in 1954 and were demolished in 2001. This portion of the site is sometimes referred to as the "bus barn" site.

The site is well served by transit with Green Line light rail trains and bus service along University Avenue and bus rapid transit (BRT) service along Snelling Avenue that is scheduled to begin mid-June. There is a light rail transit (LRT) station at the intersection of Snelling and University Avenues. Platforms serving east and westbound trains are located on the east and west sides of Snelling Avenue, respectively. The site is located in the Union Park neighborhood. Directly across University Avenue to the north is the Hamline-Midway neighborhood.

The 34.4 acre site has two property owners. The Metropolitan Council owns 9.8 acres at the southwest corner of the site known as the "bus barn" site. RK Midway owns the balance of the site, 24.6 acres, which is occupied by the shopping center and off-street parking. There is approximately 326,000 square feet of existing retail space with 1,700 parking spaces.

The property is zoned T4, traditional neighborhood district. The intent of the T4 district is to provide for high-density, transit-supportive, pedestrian-friendly mixed use development. It is particularly intended for use near transit stops along fixed rail corridors, where a greater reliance on transit makes high-density mixed use development possible and desirable. Section 66.344(b) of the Saint Paul Zoning Code provides for master planning in traditional neighborhood districts:

Master Plan - For a contiguous area of at least fifteen (15) acres in traditional neighborhood districts, a master plan may be provided for review and recommendation by the planning commission and approval by city council resolution. The master plan may be already in existence, or it may be prepared by city staff or by the applicant or developer. A traditional neighborhood area for which a master plan has been adopted by the city council shall be designated as a T1M, T2M, T3M, and/or T4M district.

The Metropolitan Council's 10 acre "bus barn" property at the Snelling-Midway site was announced in October, 2015, as the preferred location for a new Major League Soccer stadium by the Minnesota United FC. The balance of the superblock, bounded by I-94, Snelling and University Avenues, and Pascal Street, is owned by RK Midway and contains the Midway Shopping Center and several smaller commercial buildings. RK Midway indicated its intention to work with Minnesota United FC on a master plan for redevelopment of the entire superblock. S9Architecture from New York City was hired as the master plan designers and Populous from Kansas City was hired as the stadium architecture firm.

Last October the City solicited applications for a Snelling-Midway Community Advisory Committee (SMCAC). In November Mayor Coleman appointed 21 community members from a list of 210 applicants, plus representatives of Minnesota United, RK Midway, and the Metropolitan Council, to sit on the CAC. The purpose of the CAC was to advise City officials, staff, and the owners/developers and designers as they develop a master plan and stadium site plan for submission to the City.

The SMCAC held nine meetings from December 2015 to May 2016. SMCAC conversations included discussions of community needs and desires for the redevelopment. The SMCAC also heard presentations on the project plans, designs, and environmental review process and weighed in on what they saw and heard. This input was conveyed to the architects and planners for consideration and incorporation of ideas into the plans. The SMCAC also issued a final report, which is included in the attachments.

Community engagement also included four public open houses ~~(the last will be held June 7th)~~ where information was presented and attendees were invited to provide input at topic break-out tables with "dot-voting" and open-ended questions. ~~More than~~ Almost ~~3~~400 people attended these ~~first three~~ meetings. Traffic, parking, noise, light, building heights, building design, and residents and businesses being priced out of the neighborhood were some of the more frequent concerns expressed. A summary of input from these meetings and other background information is available at the project web page at www.stpaul.gov/midway.

According to the provisions of the agreements between the City, Minnesota United FC, and the Metropolitan Council, the Metropolitan Council will continue to own its 10 acre property and lease the property to the City. The City will in turn sublease the property to Minnesota United FC. Minnesota United will construct and pay for the stadium and convey ownership to the City.

Snelling-Midway Redevelopment Site Master Plan - RK Midway, Minnesota United FC, S9 Architecture and Populous have submitted a master plan for review by the City, dated April 18, 2016 (Revised May 24, 2016). The goal of the master plan is to create a new transit-oriented urban village surrounding a stadium that includes retail, office, residential, hotel, entertainment, and public open space uses. The master plan represents a vision of the type and amount of development the site could accommodate at full build-out based on what is allowed by existing zoning and the comprehensive plan. The master plan specifies where new public open spaces and streets will go and how the street rights of-way will be designed to serve pedestrian, bicycle and vehicle traffic. The master plan also determines uses, maximum density and scale. The exact density of the private development actually built on the site will be determined by what the master plan allows and what market forces make feasible.

The block development concepts illustrated in the master plan represent one of many possible development scenarios. The purpose is to illustrate how the principles and objectives for new development could be realized over time. They are not intended to be exactly prescriptive for evaluating future development proposals but are examples of how the vision, goals, and objectives of the master plan can be realized.

In addition to being consistent with the master plan, all future development on the site, including both –public facilities and private development must be consistent with T4 zoning. This zoning sets general uses, minimum densities, and scale in terms of building heights. Traditional neighborhood zoning districts also –include design standards related to: land use diversity; landscaping; entrance locations; door and window openings; materials and detailing; screening; parking location and design; and sidewalks.

All new private development must go through the site plan review process before it is built (in part, to make sure it is consistent with the master plan and zoning). The Planning Commission has the option to hold a public hearing to gather community input on any site plan and may choose to do so for future developments on the superblock. If plans do not meet requirements of T4 zoning or the master plan a variance of either the zoning requirements or a modification of the master plan would be needed. These processes require a public hearing and provide an opportunity for community input. The goal of the master plan is to achieve high quality development. The master plan provides a framework and mechanism that offers developers flexibility in how to achieve quality design but also provides enough protection to assure the master plan vision is achieved and not compromised.

Master Plan Design Principles – According to the submittal, the follow design principles guided the development of the master plan:

- **Transit oriented development – pedestrian first walkable neighborhood**
  -direct link to the Green Line train station and BRT stops
  -public open spaces for citizens of the Twin Cities
  -creation of new mixed use neighborhood
- **Amending the street grid and urban fabric**
  -creation of a new neighborhood district respective to surrounding existing neighborhoods
  -walkable block dimensions
- **Emphasis on public open spaces**
  -creation of open space network
  -connecting parks and bike paths
  -creation of new public open spaces for four season use
- **Mixed use with 24-7 active retail street fronts**
  -mix of 24/7 uses including stadium, office, retail, residential, entertainment, hotel, and open space
  -active retail street fronts on principal streets
  -day and night uses
  -mix of international, regional, and local programs
- **Sustainable storm water management with green infrastructure and sustainable landscape**
  -green infrastructure such as tree trenches, rain gardens, boulevard swales, and green roofs
  -sustainable landscape
  -permeable paving surface
  -irrigation cistern
  -grey water recycling station
  -water feature incorporating stormwater management system

H . **PUBLIC HEARING SUMMARY:**

Dr. William McGuire and Rick Birdoff, applicants, and stadium architect Bruce Miller addressed the commission and responded to questions raised in the staff report. Four people testified in support and four in opposition. Testimony in support expressed enthusiasm for the transformative nature of the proposed stadium and master plan vision. The enthusiasm was tempered by outstanding concerns related to parking, pedestrian safety and accessibility, gentrification, and the ability of the master plan to deliver on its vision in terms of mix of uses and intensity of development. Testimony in opposition expressed concerns about parking, traffic, construction disruption, and questioned the use of public funds for the project. It also included concern and frustration that the planning process was rushed and did not provide adequate public engagement or transparency and openness.

Twenty-nine written comments were received (four from individuals who also testified in person at the public hearing). Of the 29 written comments received, 17 were in support, 6 in opposition, and 6 providing comment but not expressing outright support or opposition. The nature of support and opposition in the written comments was similar those expressed in the comments at the public hearing. The written comments and a detailed summary of the oral testimony are attached to this staff report.

I. **FINDINGS:**

1. This finding discusses the master plan.

Planned land uses may include everything that is available in a vibrant city. Office space where people go to work, residential space where they live, retail space where they shop, open space where they gather and recreate, along with entertainment (cinema and bowling), hospitality, and hotel spaces. Open spaces will be designed to be accessible for all four seasons and used for neighborhood and citywide events. A major league soccer (MLS) stadium is planned for the southern-central portion of the site.

Master Plan: Planned Land Usage	
Open space	4.2 acres
Streets/sidewalks/bicycle lanes	8.3 acres
Stadium	7.9 acres
Surface parking	1.9 acres
Developable blocks	12.1 acres

The planned street and block pattern shown on the master plan breaks down the super block, amending the street grid and creating walkable blocks, similar to those found in the surrounding neighborhoods. The master plan calls for extending Shields Avenue eastward from Snelling Avenue through the site to Pascal Street. This new primary east-west street features separated bike lanes in each direction. The existing traffic signal at Spruce Tree Avenue will be relocated to Shields Avenue and a future signal at Pascal Street will be installed

when traffic conditions warrant it.

A second east-west street is created by extending existing Spruce Tree Avenue west of Snelling Avenue into the site through to Pascal Street; this will be a secondary street. Two new internal secondary north-south streets in the approximate location of existing Asbury and Simpson Streets to the north provide for site circulation. A third north-south street just east of the planned open space south of University Avenue is planned to provide access to the proposed single story shops immediately to the east. The internal secondary streets provide varied access to Snelling Avenue, University Avenue, St. Anthony Avenue, and Pascal Street and offer on-street parallel parking where appropriate

The perimeter street along the west side of the stadium provides access to University Avenue and features a cul-de-sac since access to St. Anthony Avenue is strictly regulated by the Minnesota Department of Transportation (MnDOT). The perimeter street along the east side of the stadium provides access to University Avenue and St. Anthony Avenue. The site plan identifies which streets or portions of streets are public and which are private. ~~(however it is unclear whether the access to St. Anthony Avenue is a through street for regular traffic or whether it is for emergency vehicle access only)~~. Curbless streets that allow for vehicle traffic but can also be closed and used exclusively for pedestrians are planned for the site. It is anticipated that some of the streets within the site could be closed to vehicles during events. ~~It is unclear at this point which streets or portions of streets are public and which are private. This needs to be determined.~~

The master plan calls for 15 foot side sidewalks (including boulevard area) along Snelling Avenue, Pascal Street, and along the new internal streets. The sidewalk along University Avenue should be 15 feet as well, though it is not referenced specifically in the master plan. According to the stadium site plan the sidewalk along St. Anthony Avenue parallels the street right of way as it moves from east to west and then adjusts slightly northward along the southern edge of the stadium and through the plaza to Snelling Avenue. ~~It is unclear what the master plan calls for along University Avenue and St. Anthony Avenue for sidewalk width.~~

All of the blocks in the master plan are programmed for first floor retail and service establishments. Other ground floor uses could include lobbies for office buildings, cinema, health club, and hotels. Office buildings are proposed along Snelling Avenue to create a corporate address and business boulevard. Residential uses are proposed for the northeast corner of the site. Hotels are proposed for the southeastern portion of the site. The master plan suggests a configuration of uses for the site. The actual configuration will be determined by the market forces. Building heights shown in the master plan represent what could be allowed under existing zoning; there are no specific developments, aside from the stadium, proposed at this time.

A large public open space along University Avenue north of the stadium is planned for activities that range from passive recreation to festivals, farmers markets, and food trucks. A smaller open space southwest of the stadium and a pedestrian plaza at the northwest corner of the site are also planned. The determination as to whether open space within the master plan boundary will be publicly owned or privately owned has not yet been made. Open space development, operation, and maintenance responsibilities ~~are yet to~~will be determined through an open space development and maintenance agreement. ~~It is unclear whether these spaces will be publicly or privately owned, who will make improvements to them, and who will maintain them.~~

Surface parking is planned for the southeast corner of the site at Pascal Street and St. Anthony Avenue. A level of subsurface parking is planned for each block to serve retail, service, and entertainment uses. Structured

parking sandwiched above first floor retail and service uses will serve the office, residential, and hotel uses above. On-street parking would be allowed on internal streets where appropriate.

Land Use Program~~:~~ ~~Maximum~~	**Maximum Allowed**
Office	1,000,000 square feet
Retail – cinema, bowling, fitness club	421,000 square feet
Residential	620 units
Hotel	400 rooms
Stadium	20,000 to 25,500 seats
Parking	4,~~68~~720 spaces

The master plan changes the public realm on the edge of the super block, transforming Snelling Avenue into a boulevard with wider sidewalks and street trees and calls for active ground floor uses such as shops, cafés, and office building lobbies at street level. It provides more pedestrian space and a buffer area along the travel way, the furniture zone, to make it feel more comfortable to walk along. The master plan identifies open space at the southwest corner of the site with landscaping and hard scape for gathering.

Anticipated development phasing - The stadium site is the first phase of development. This includes the stadium, the open space immediately north of the stadium, surface parking east of the stadium, a plaza west of the stadium, and temporary surface parking lot with 220 spaces west of the stadium along Snelling Avenue. The temporary parking lot is needed in the short term to serve the stadium until future structured parking that can be shared with other uses is built. It is anticipated that some of the future structured parking will be available for stadium visitors when event times do not conflict with peak demand time for building users.

Subsequent phasing is unknown at this time. It will be determined by market interest and demand. As stated in the Alternative Urban Areawide Review (AUAR) for the project, the northern portion of the project site will require an environmental investigation prior to redevelopment to identify contamination and prepare cleanup plans.

What is presented in the master plan is the anticipated program of land uses, this may change but the general underlying principles for development apply to any new development. The location of streets, sidewalks, and bicycle lanes, as well as treatment of parking and hierarchy of open spaces will remain regardless of the fluctuations in mix of land uses and density and heights of structures. The intent of the master plan is to guide development of the built form and public realm for the transit oriented mixed use urban village to achieve the vision of the master plan without being too prescriptive about placement of land uses or design and heights of buildings.

2. This finding discusses parking requirements in T4 traditional neighborhood districts in §66.342 and how the master plan meets them.

a. **Amount of parking:** No off-street parking for development is required because the property is located in a traditional neighborhood district that is within ¼ mile of University Avenue. The amount of parking provided will be up to the developer to determine based on the needs of the development and in consideration of the amount of transit available nearby.

b. **Surface parking may be located:**

(1) To the rear of the principal building or within the rear yard area of the parcel. ~~The master plan calls for the majority of off-street parking to be located underground or aboveground in mixed use structures.~~ On-street parking is planned where appropriate. There is one surface parking lot in the master plan. It is located at the southeast corner of the site in the side yard of the proposed stadium. No additional surface parking is shown. Staff believes it is reasonable to allow a modest amount of surface parking (20 spaces) on each development block for convenience and handicap purposes. An interim parking lot is proposed west of the stadium to serve the stadium on event days only until such time as other development with associated parking is built that can be shared with the stadium. This parking lot is not part of the master plan; the site is planned for office, retail, and structured parking uses. The interim parking lot should be temporary and removed after a reasonable amount of time. In addition, minimal improvements to the lot should be allowed to discourage significant investment and justification for longer term use. Approval of this parking lot would best be handled through an interim use permit. A five year time limit is recommended.
~~An interim parking lot that is not part of the master plan is proposed at the southwestern portion of the site to serve the stadium on event days only until such time as other development with associated parking is built~~

~~that can be shared with the stadium. An interim use permit is needed for this parking lot since it is considered to be temporary and does not meet the T district standards.~~

(2) In an interior side yard if rear parking is impractical or insufficient. Surface parking areas and entrance drives accessory to a principal building or use may occupy no more than sixty (60) feet of the total lot frontage. As noted above, the surface parking lot southeast of the proposed stadium is located in the easterly side yard of the stadium, not an interior side yard. In addition, the parking lot occupies more than 60 feet of the total lot frontage. Therefore a variance of this requirement is needed for the parking lot.

(3) On a separate lot, in compliance with section 63.304, provided that surface parking is not permitted as the principal use of a lot unless it is shared among multiple businesses or uses. This requirement does not apply in this case.

(4) If a variance of this parking placement requirement is necessary to allow parking in front of a building because of special needs and site constraints, there should be a good pedestrian connection between the sidewalk and building entrance, and the area should be well landscaped. This requirement does not apply since surface parking is not planned in front of a building.

3. This finding discusses the T4 dimensional standards, Section 66.331, and how the master plan intends to meet them. The traditional neighborhood district dimensional standards address density, building height, and yard setback requirements.

Density - The T4 zoning district has a minimum floor area ratio of 1.0 for lots over 25,000 square feet in light rail station areas. Floor area ratio (FAR) is the total floor area of all buildings or structures on a zoning lot divided by the area of said lot. FAR is a measurement of development density. Higher FARs equate to more dense development of a parcel.

The FARs calculated for the development blocks shown in the master plan range from 4.1 to 5.2 (refer to the Snelling-Midway FAR calculations figure and Floor Area Ratios Examples of Existing Properties Along University Avenue in Appendix A of the SMCAC report). The density shown in the master plan indicates what could be built. The exact density of development actually built will be determined by what market forces make feasible.

The comprehensive plan calls for higher density development to support transit use. It also promotes principles of traditional urban form in the design of new commercial buildings. Staff recommends the planning commission encourage greater density for the Snelling-Midway redevelopment site by requiring a FAR greater than 1.0 for development within the master plan boundary with the exception of the stadium and single story "Shops in the Green" which are part of the master plan and exceptions to the FAR requirement.. ~~The FAR of the proposed stadium is yet to be determined. Staff is considering requiring a minimum FAR greater than 1.0.~~ It is important to consider requiring a FAR greater than the 1.0 given the public investment in infrastructure at the redevelopment site, the site's transit oriented development potential, and the catalytic potential of the stadium, and a FAR of 2.0 should be considered. The FARs of recent developments along the Green Line and throughout the City vary, according to the list below.

- Western Bank (St. Albans/University) - 0.40 FAR
- United Family Medicine (7th/Randolph) - 0.53 FAR
- Trader Joe's site (Randolph/Lexington) - 0.60 FAR
- Frogtown Square (Dale/University) - 1.00 FAR
- League of MN Cities (Rice/University) - 1.00 FAR
- Grand Cambridge Apartments (Grand/Cambridge) - 1.50 FAR
- Oxford Hill (Grand/Oxford) - 2.40 FAR
- Lyric (Hampden/University) - 2.60 FAR
- Emerald Gardens (Franklin/Emerald) - 2.80 FAR
- CVS (Snelling/University) - 0.33 FAR
- 2700 University (University/Emerald) - 4.20 FAR
- 2323 Charles (Charles/Carleton) - 2.49 FAR (proposed)
- 2300 Territorial (Territorial/Hampden) - 2.20 FAR (proposed)
- Habitat for Humanity (Prior/University) - 1.10 FAR
- Prior Crossing (Prior/University) - 1.25 FAR
- Episcopal Homes (Fairview/University) - 4.10 FAR
- Hamline Station (Hamline/University) - 2.17 FAR
- Brownstone (Victoria/University) - 2.12 FAR (proposed)
- Goodwill store - (Griggs/University) - 1.17 FAR
- 411 Lexington -Wilder Site, by Michaels Group - 2.05 (proposed)
- Western U - new construction addition - 1.42 FAR
- The Vintage (Selby/Snelling) - 5.00 FAR

Building Height- Minimum building height in the T4 zone is 25 feet and the maximum building height is 75 feet. Height of structures may exceed the maximum if set back from the side or rear setback lines a distance

equal to additional height. Additional height may also be permitted with a conditional use permit (CUP). In that case structures must be stepped back one foot from all setback lines for every 2 ½ feet of height over 75 feet. A shadow study may be required for a conditional use permit application to help determine the impact of the additional height.

Most of the structures shown in the master plan exceed 75 feet in height. Therefore, it is likely that most future development will require setbacks or conditional use permits to achieve the proposed building heights. ~~Based on the submitted site plan it appears that t~~The proposed stadium meets the height requirements and will not need a CUP.

Yard Setback – For multifamily uses in T4 zones the minimum front yard setback is 10 feet; the maximum is 25 feet. No specific plans have been submitted for residential uses at this time. For nonresidential or mixed use developments in T4 zones the minimum setback requirement is 0 feet and the maximum setback is 10 feet. However, for properties fronting on University Avenue a minimum 4 foot front yard setback is required. The 4 foot setback must be either landscaped or paved. If paved (preferred), the property owner may provide a permanent easement to the City to provide additional sidewalk space. An additional 6 feet may be added to provide an outdoor activity zone, pedestrian seating or amenities, resulting in a building setback of 10 feet. No side or rear yards are required along the interior lot lines except as otherwise specified in the building code; provided, that if walls of structures facing such interior lot lines contain windows or other openings, yards of not less than 6 feet shall be provided. The stadium does not require a setback variance. ~~It is yet to be determined whether variances will be required for the stadium.~~

4. **This finding discusses the traditional neighborhood district design standards in §66.343 and how the master plan meets them.** §66.343(a) states, site plans and other development proposals within traditional neighborhood districts shall be consistent with the applicable design standards unless the applicant can demonstrate that there are circumstances unique to the property that make compliance impractical or unreasonable. In cases where more specific design standards or guidelines have been developed as part of city-council approved master plans, small area plans, or other city-approved plans for specific sites, these shall take precedence.

(1) *Land use diversity.* In general, it is desirable for each block to include some diversity in housing type, building type, and mix of land uses. ~~The master plan includes a diversity of land uses.~~ The master plan vision calls for a mix of uses and a maximum amount of development for each. What is actually built will be determined by market forces and interest. Staff recommends, at a minimum, the mix and amount of uses in the table below. This would establish the minimums to ensure a true mix of uses are developed on the entire superblock site.

Land Use Program	Maximum Allowed	Minimum Required	Percentage of Maximum
Office	1,000,000	250,000 sq.	25%

	sq. ft.	ft.	
Retail – includes cinema, bowling, fitness club	421,100 sq. ft.	168,440 sq. ft.	40%
Residential	620 units	248 units	40%

A lower percentage of office use is recommended because new office space has historically been difficult to develop, particularly outside of the downtown area. There must be sufficient demand by a large enough office tenant to economically justify constructing a new office building.

(2) *Transitions to lower-density neighborhoods.* Transitions in density or intensity shall be managed through careful attention to building height, scale, massing and solar exposure. The site is surrounded by commercial uses and major thoroughfares; transitions to lower-density neighborhoods will be managed through attention to building height, scale, massing, and solar exposure.

(3) *Block length.* Block faces in mixed use areas shall typically not exceed four hundred (400) feet. Block faces in residential areas shall typically follow the pattern of neighboring blocks, but shall not exceed six hundred sixty (660) feet, the length of the standard Saint Paul block. This standard may be modified to ensure compliance with the city's adopted comprehensive plan and development or project plans for sub-areas of the city. The proposed block lengths along Snelling Avenue, University Avenue, and Pascal Street are consistent with the block lengths to the north and west ~~but scaled plans with dimensions have not yet been provided~~. The two blocks along St. Anthony Avenue are approximately 825 feet and 450 feet. The larger block lengths are needed due to MnDOT's limitations on vehicle access to St. Anthony Avenue. This unique circumstance makes compliance with this standard impractical and unreasonable. The master plan design standard is more specific than the traditional neighborhood district design standard and shall take precedence. ~~A variance from this standard is required as part of the stadium site plan review and approval.~~

(4) *Compatible rehabilitation and reuse.* Remodeling, additions or other alterations to existing traditional buildings shall be done in a manner that is compatible with the original scale, massing, detailing and materials of the original building. Original materials shall be retained and preserved to the extent possible. No rehabilitation or reuse of buildings is planned.

(5) ***Use established building facade lines.*** **New buildings shall relate to the established building facade line on the block where they are located. On most nonresidential or mixed use blocks, this is the inside edge of the sidewalk. For corner buildings, each facade that fronts a public street shall maintain the established building facade line. Portions of the facade may be set back a greater distance to emphasize entries or create outdoor seating and gathering areas.** All new development is planned for the site. As development occurs, the established façade lines will be used to guide subsequent development.

(6) ***Buildings anchor the corner.*** **New buildings on corner lots shall be oriented to the corner and both public streets. On corner lots at light rail transit station platforms, no portion of a structure shall be permitted in the triangular area of the lot included within fifteen (15) feet of the corner along each lot line.** The master plan calls for buildings at the Snelling and University and Pascal and University to anchor the corners with larger corner setbacks.

(7) ***Front yard landscaping.*** **Front yard areas located between the principal building and the street shall be landscaped, except on University Avenue where the first four (4) feet may be paved similar to the public sidewalk. Other hard surfaced front yard areas should include amenities such as benches, tables, and planters.** The master plan calls for front yard planting. ~~but no preliminary landscaping plan has been submitted.~~ The stadium project meets this standard. Future development must meet this standard.

(8) ***Building facade continuity.*** **New buildings along commercial and mixed-use streets shall provide a continuous facade along the street. Where breaks occur, the street edge shall be continued through the use of fencing, low walls and/or landscaping.** The building façade continuity standard must be met for future development.

(9) ***Building facade articulation.*** **The bottom twenty-five (25) feet of buildings shall include elements that relate to the human scale. These should include doors and windows, texture, projections, awnings and canopies, ornament, etc.** The building façade articulation standard for future development must be met. Aside from the stadium, building design details are not yet available.

(10) ***Building height - treatment of 1-story buildings.*** **New buildings of two (2) or more stories are encouraged. One-story buildings shall be designed to convey an impression of greater height in relation to the street. This can be achieved through the use of pitched roofs with dormers or gables facing the street, a higher parapet, and/or the use of an intermediate cornice line to separate the ground floor and the upper level.** Except for the "shops in the green" no single story buildings are proposed in the master plan and are strongly discouraged. If they are proposed, they shall be designed to convey an impression of greater height in relation to the street.

(11) ***Definition of residential entries.*** **Porches, steps, pent roofs, roof overhangs, hooded front doors or similar architectural elements shall be used to define all primary residential entrances.** Future development must meet the definition of residential entries standard. Aside from the stadium, no building design details are available. While the master plan calls for retail and service uses on the first floor of every building, staff recommends that residential buildings be allowed without retail on the first floor provided first floor units

have exterior entrances along the street. This ensures that there will be activity and interest on the first floor of every building, yet provides flexibility in case there is not sufficient market demand to develop retail on the first floor of every building.

(12) ***Entrance location.*** **There shall be a primary pedestrian building entrance on all arterial or collector streets. At a corner location where both streets are arterial or collector streets, this standard may be satisfied with a single entrance at the corner. In multi-tenant buildings, any ground floor use with street frontage shall have an entrance facing the street.** For all new buildings within the master plan boundary there should be a primary pedestrian building entrance on all streets, not just along arterial and collector streets.

Aside from the stadium, no building design details are available.

(13) ***Door and window openings - minimum and character.***

a. For new commercial and civic buildings, windows and doors or openings shall comprise at least fifty (50) percent of the length and at least thirty (30) percent of the area of the ground floor along arterial and collector street facades. For all new commercial and civic buildings within the master plan boundary windows and door openings should comprise at least 50 percent of the length and at least 30 percent of the area of the ground floor along arterial, collector, and/or local street facades.

b. Windows shall be designed with punched and recessed openings, in order to create a strong rhythm of light and shadow. ~~There is not sufficient detail to determine if this requirement is met for the stadium.~~ This traditional neighborhood district design guideline relates to achieving the traditional urban form. The proposed stadium is a unique structure in an urban setting in terms of its mass, height, fenestration, materials, and detailing. The uniqueness of the stadium structure makes compliance with this standard impractical and unreasonable. The master plan is more specific than the traditional neighborhood district design guidelines and shall take ~~Future~~precedence. Future development must meet this standard.

c. Glass on windows and doors shall be clear or slightly tinted, and allow views into and out of the interior. ~~There is not sufficient detail to determine if this requirement is met for the stadium.~~ This traditional neighborhood district design guideline relates to achieving the traditional urban form. The proposed stadium is a unique structure in an urban setting in terms of its mass, height, fenestration, materials, and detailing. The uniqueness of the stadium structure makes compliance with this standard impractical and unreasonable. The master plan is more specific than the traditional neighborhood district design guidelines and shall take precedence. Future development must meet this standard.

d. Window shape, size and patterns shall emphasize the intended organization of the facade and the definition of the building. ~~There is not sufficient detail to determine if this requirement is met for the stadium.~~ This traditional neighborhood district design guideline relates to achieving the traditional urban form. The proposed stadium is a unique structure in an urban setting in terms of its mass, height, fenestration,

materials, and detailing. The uniqueness of the stadium structure makes compliance with this standard impractical and unreasonable. The master plan is more specific than the traditional neighborhood district design guidelines and shall take precedence. Future development must meet this standard.

(14) *Materials and detailing.*

a. Residential buildings of more than six (6) units and nonresidential or mixed use buildings shall be constructed of high-quality materials such as brick, stone, textured cast stone, tinted masonry units, concrete, glass or metal. This traditional neighborhood district design guideline relates to achieving the traditional urban form. The proposed stadium is a unique structure in an urban setting in terms of its mass, height, fenestration, materials, and detailing. The uniqueness of the stadium structure makes compliance with this standard impractical and unreasonable. The master plan is more specific than the traditional neighborhood district design guidelines and shall take precedence. ~~There is not sufficient detail to determine if this requirement is met for the stadium.~~ Future development must meet this standard.

The following materials are generally not acceptable:

- Unadorned plain or painted concrete block;
- Tilt-up concrete panels;
- Synthetic stucco products;
- Reflective glass; and
- Vinyl, fiberglass, asphalt or fiberboard siding.

b. All building facades visible from a public street or walkway shall employ materials and design features similar to those of the front facade. This requirement is met for the stadium. Future development must meet this standard.

(15) *Screening of equipment and service areas.* If an outdoor storage, service or loading area is visible from adjacent residential uses or a public street or walkway, it shall be screened by a decorative fence, wall or screen of plant material at least six (6) feet in height. Fences and walls shall be architecturally compatible with the primary structure. ~~. There is not sufficient detail to determine if this requirement is met for the stadium.~~ The stadium project meets this ~~Screening~~requirement. Screening of equipment and service area requirements for future development must be met. Aside from the stadium, no building design details are available.

(16) *Interconnected street and alley network.* The existing street and alley network shall be preserved and extended as part of any new development. If the street network has been interrupted, it shall be restored whenever possible. Cul-de-sac streets are discouraged; crescent-shaped or courtyard street arrangements may be used when street connections are impractical. The master plan restores the street network. A cul-de-sac street is planned along the west side of the stadium since MnDOT will not allow access on St. Anthony Avenue and limits access to Snelling as well. The cul-de-sac is needed to provide emergency vehicle access and site circulation.

(17) ***On-street parking.*** **Streets shall generally have parking on both sides to buffer pedestrians, calm traffic and supplement off-street parking unless the space is needed to accommodate traffic volume, emergency vehicles, transit or deliveries. Parking bump-ins are permitted in special cases (such as adjacent to large development sites) in conjunction with a redevelopment project that has at least three-hundred (300) feet of street frontage.** On street parking requirements for future development must be met.

(18) ***Parking location and design.***

a. Off-street parking shall be provided within a principal structure, underground, or to the rear of buildings to the greatest extent possible. Limited side yard parking may be appropriate. Entrance drives and garage doors for underground or structured parking may face the street, except adjacent to light rail transit platforms, but shall be designed for pedestrian convenience and safety. Except for the proposed surface parking lot in the side yard of the stadium at the southeast corner of the site, this requirement will be met at full build out. As development proceeds, existing surface parking will be removed to make way for structures and parking will be provided underground or within structures. The master plan calls for one level of parking underground and additional parking on floors two and above. The master plan should offer flexibility and allow structured parking to be located all underground (in addition to being split below and above retail). Structured parking should be designed with level parking floors and adequate floor to ceiling clearance height to allow the space to be converted to finished floor area if parking is no longer needed in the future. No freestanding ramps should be allowed unless they are wrapped with active first floor uses along all street frontages.

b. Surface parking shall not be located within thirty (30) feet of a corner. Buildings shall be located to emphasize and "anchor" the corner whenever possible. The master plan calls for a surface parking lot at the southeast corner of the redevelopment site just east of the stadium. This lot is within 30 feet of the corner of Pascal Street and Pascal Lane. The master plan design standards are more specific than the traditional neighborhood design district design standard and shall take precedence. ~~The master plan likely does not meet this standard. The planned parking lot at the southeast corner of the site is likely located less than 30 feet from the corner of Pascal Street and Pascal Lane. Scaled plans need to be submitted to determine this. A variance from this standard will likely be required as part of the stadium site plan review and approval.~~

c. Vehicular entrances to structured parking shall be minimized so that they do not dominate the street frontage of the building. Possible techniques include recessing the entry; extending portions of the structure over the entry; using screening and landscaping to soften the appearance of the entry; using the smallest curb cut and driveway possible; and subordinating the vehicular entrance to the pedestrian entrance in terms of size, prominence in the streetscape location, and design emphasis. Future development must meet this standard. Aside from the stadium, no building design details are available.

d. New above-grade parking structures fronting on arterial and collector streets shall be lined with active commercial/retail uses at street level with direct access to the sidewalk. The master plan calls for active commercial/retail uses at street level with direct access to the sidewalk. The master plan does not propose any free-standing parking structures. No freestanding ramps should be allowed unless they are wrapped with active first floor uses along all street frontages.

e. Upper levels of new parking structures shall be designed with exterior wall treatments, detailing, fenestration and materials that screen the view of vehicles and relate to existing adjacent buildings. The master plan calls for structured parking on floors above the first floor retail to serve the office, residential, hotel and cinema uses above. Future development must meet this standard.

(19) *Residential garage location.* Attached residential garages shall be recessed at least ten (10) feet behind the front facade of the building. Detached residential garages shall be located in the side or rear yard, recessed at least twenty-five (25) feet behind the front facade of the building. When an alley is present, garages shall be located in the rear yard and accessed through the alley. Individual residential unit garage entrances shall be off alleys or interior courtyards. No residential development is proposed where this requirement would apply.

(20) *Parking lot lighting.* Pedestrian-scale lighting shall be provided within parking areas. Light standards shall be no more than twenty-five (25) feet in height in parking lots and sixteen (16) feet in height along interior sidewalks and walkways, and have a downcast glow. The stadium project meets this requirement. Parking lot lighting requirements for future development must be met. ~~There is not yet sufficient detail to determine if this requirement will be met for the stadium site plan.~~

(21) *Entrance location for transit access.* New and existing retail, office and multifamily housing shall coordinate with the transit agency in locating bus stops and related improvements. Building entrances shall

be located to provide easy access to bus stops and shelters. The entrance location for transit access standards for future development must be met.

(22) *Street trees.* Street trees in the street right-of-way, as prescribed by the city forester and section 69.600 of the subdivision regulations, and other landscape improvements shall be provided along all streets at regular intervals to help define the street edge, buffer pedestrians from vehicles, and provide shade. Trees shall be located in a planting strip at least five (5) feet wide between the curb and sidewalk, or in a planter or planting structure of a design acceptable to the city. The stadium project meets this standard. Street trees standard must be met for future development. ~~There is not sufficient information to determine whether this standard is met for the stadium project.~~

(23) *Sidewalks.* Streets shall be designed with sidewalks on both sides except where they abut a park or other open space. Sidewalk width shall be at least five (5) feet, and six (6) feet or more in areas of high pedestrian activity. The T4 district is defined as an area of high pedestrian activity. The master plan calls for sidewalks around the perimeter of the site, except on St. Anthony Avenue, and within the site along new streets. The master plan calls for sidewalks along Snelling Avenue and Pascal Street, as well as sidewalks internal to the site, to be 15 wide. Staff recommends that there be a sidewalk along the north side of St. Anthony Avenue from Pascal Street to Snelling Avenue. MnDOT staff has also recommended there be a sidewalk in this location.

In addition to the traditional neighborhood district design guidelines in the Zoning Code discussed above, the master plan should be supplemented with additional design guidelines that address in more detail areas such as bicycle facilities, landscaping, street furnishings/lighting/wayfinding, building placement, heights, massing, form and facades, energy efficiency, parking, stormwater management, utilities, and public art. A list of additional guidelines is proposed for inclusion in the master plan and attached to this report. These give the City more leverage to require a high-quality development. This is especially important if blocks are sold off for development to a developer who has not been involved in the master planning process and may not be as committed to achieving the high aspirations of the master plan. These are standard, widely accepted design principles used to develop very clear guidance to designers of community expectations for future projects. In particular, staff recommends that developers meet, and make every effort to exceed, the City's requirements for bicycle parking (one space per every 20 motor vehicle parking spaces) especially since it is anticipated that many hundreds of event goers will, and are encouraged to, arrive by bicycle. The stadium site plan identifies parking space for 420 bicycles.
~~The design team is asked to provide more detail in these areas.~~

5. This finding discusses §66.344(b) of the Zoning Code that identifies what the master plan may include, and what the master plan as submitted includes.

(1) Location maps of suitable scale showing the boundaries and dimensions of the site within the context of the community and adjacent parcels, including:

a. Locations of any streets; railroads; significant natural, geographic or topographic features; and other major features within five hundred (500) feet of the site. The maps in the AUAR provide this information.

b. Existing parks, open space, major institutions, and concentrations of commercial use within one-half mile of the site. The AUAR provides this information.

(2) A site inventory and analysis to identify site resources and constraints, including floodplain, wetlands, poorly drained soils, soils with bedrock near surface, utility easements, slopes greater than twelve (12) percent, and areas of possible soil contamination. The AUAR provides this information.

(3) Plan graphics, including but not limited to the following:

a. Topographic contours at five-foot intervals. The AUAR provides this information.

b. Layout of blocks. The Master plan provides this information.

c. Circulation system, indicating existing and proposed streets or rights-of-way, transit stops, bike routes, sidewalks and other walkways. The Master plan provides this information.

d. Street classification system, designating streets by function within the site. The master plan provides this information. ~~street cross-sections for Snelling Avenue, Pascal Street, and the new internal primary and secondary streets. No street cross-sections are provided for University or St. Anthony Avenues.~~

e. Block-level analysis, designating blocks or portions of blocks as "mixed residential," "mixed use," "edge," "transition," or other (see section 66.345 Traditional neighborhood district master plan elements) and identifying primary building types on each block. Blocks may be designated for a range of traditional neighborhood elements and building types. Undesignated blocks would allow the full range of uses and building types. The master plan provides this information. The block level analysis provided in the master plan was completed for the AUAR analysis and represents the maximum amount of development that would be allowed. Actual mix of uses and intensity of development will likely vary from what is shown in the master plan.

f. Open space plan, including areas to be set aside as public or private open space and their preliminary design treatment. The master plan provides for open space. ~~but does not provide~~ A preliminary design treatment will be ~~submitted~~specified as part of the open space development and maintenance agreement.

g. Preliminary landscape plan, indicating street trees and landscape treatment of streets and public spaces. The plan illustrating the master plan concepts ~~only~~ shows trees and green spaces. ~~but does not provide a~~ A preliminary landscape plan will be submitted. ~~The site plan submitted for the stadium provides some information on tree trenches, but more detail is needed.~~

(4) Plan graphics may include examples of building elevations for each building type; an indication of building scale, height, massing, parking location and relationship to the street; visual analysis of impact on critical views and vistas; and examples of streetscape and other public improvements, including light fixtures, screening walls and fences, benches and other street furniture. The master plan provides a rendering of the proposed site indicating building scale, height, massing, parking location and relationship to the street. Sketches of commercial development along Snelling Avenue and residential development along University Avenue and Pascal Street give an idea of building height, type, and scale. Precedent images of streetscape and other public improvements are included in the master plan ~~will be submitted. but no d~~Details ~~is provided~~ regarding fixtures, screening walls and fences, benches or other street furniture will be submitted.

(5) A preliminary stormwater plan, identifying any wetlands or floodplain, and preliminary locations of structures and methods to be used in managing stormwater and surface water on the site. Integration of stormwater treatment into the landscape and site design is encouraged, as is the use of natural methods such as ponds, wetlands or swales. The master plan identifies sustainable stormwater management as one of five core design principles for the 34.4 acre site. The master plan envisions application of green infrastructure practices, irrigation cisterns, grey water recycling stations, and water features incorporating stormwater management systems. The master plan open space areas labeled "Midway Square" and "Victory Plaza" are the primary areas identified to store runoff from the stadium and future development on the remainder of the 34.4 acre site.

The master plan incorporates guidance and recommendations from the City's Strategic Stormwater Solutions for Transit Oriented Development Study (2013), part of Metropolitan Council's Corridors of Opportunity initiative. This study explored implementing shared, stacked green infrastructure (SSGI) to help achieve redevelopment goals including density, sustainability and vibrant spaces. The SSGI approach treats stormwater runoff from multiple parcels with shared practices that utilize landscape features or natural processes to provide environmental, social and economic benefits.

In addition, the master plan is consistent with and reflects ideas generated from a stormwater workshop involving the Snelling-Midway Technical Advisory Committee (TAC) and stakeholders. That workshop and resulting outcomes served as the basis for a comprehensive stormwater management plan (SWMP) for the 34.4 acre site prepared by the city, in accordance with the Development Agreement. The city's comprehensive SWMP identifies a central system to provide stormwater management and rainwater reuse for all development sites including the stadium. Rain gardens and stormwater planters in boulevards are~~were~~ envisioned to provide visibility and increased vibrancy in addition to tree trenches in highly pedestrian areas. Substantially all stormwater would be routed north to a connection at University, with a small amount discharging southeast to a Mn~~/~~DOT system.

~~The submitted stormwater plan (sheet C3-1) includes schematic stormwater design for the Phase 1. No design provisions are included for future redevelopment sites. Partial design provisions are included for some future roads but not all.~~

~~The schematic stormwater design submitted (sheet C3.1) includes a range of practices scattered throughout the site with all treatment provided below paved surfaces. It proposes multiple tree trenches, two rainwater cisterns, and two storage systems below surface parking. One of the storage tanks is proposed to be located beneath the interim parking lot. This infrastructure encumbers the development pad and would need to be removed and relocated to allow for future development of the site, as called for in the master plan. The approach shown on the schematic stormwater design requires five connections; three for Phase 1 and two for future development. Details for conveyance and site discharge only serves the stadium. Treatment concepts shown for new north-south roads adjacent to the Great Lawn proposed for Phase 1 do not have clear details for conveyance and site discharge. . The stadium plan also does not allow for visible natural stormwater features or amenities, or water feature as supported by the TAC and public input, something that can help~~

~~create a sense of place year-round and support redevelopment activities beyond pure stormwater management.~~

A comprehensive approach to stormwater management that would provide treatment and storage for the entire 34.4 acre redevelopment site may provide greater value from an economical perspective. Given the City's $3 million contribution towards the cost of stormwater infrastructure and management for the stadium site it is important to ensure that the public funds are used efficiently and effectively. The city's comprehensive SWMP was coordinated and vetted with the Applicant and RK Midway. The information was provided to the Team for evaluation and pricing. The Capitol Region Watershed District (CRWD), a direct partner in preparing the city's SWMP, was recently awarded~~applied for~~ a $200,000 grant to help pay for stormwater green infrastructure elements that go above and beyond local stormwater management requirements. In addition, the CRWD approved a contribution of $66,000 to these infrastructure elements.

Minnesota United is taking steps to resolve stormwater issues and supports continued work towards a comprehensive stormwater system for the superblock. In addition, Minnesota United will continue to discuss a potential water feature using harvested rainwater.

The Applicant developed a stormwater management plan narrative (dated June 24, 2016) which identifies three scenarios for stormwater management. The scenarios include a Base Plan designed for the Stadium site to meet the stormwater standards for opening day, a comprehensive stormwater management plan (CSMP), and a phased CSMP. The Base Plan original design to locate stormwater tanks below the interim parking lot west of the stadium has been changed. It no longer includes these tanks but does provide surface features adequate to control stormwater runoff.

The narrative acknowledges that a CSMP scenario would "eliminate the need for a majority of the Base Plan's separate treatment facilities." Current limitations noted for a CSMP scenario include land acquisition, easements, and environmental investigation. Other unresolved considerations identified in the narrative include long-term financing, operation and management of the CSMP, and how costs would be fairly distributed during ultimate development. This topic is currently being investigated by city staff as part of a national grant opportunity called City Accelerator.

City Accelerator is a special initiative of Living Cities, a national non-profit organization. Saint Paul was one of four cities selected to join the initiative that is designed to bring together cross-departmental city teams seeking to be at the cutting-edge of financing capital projects but have formidable obstacles to making their initiatives a reality.

Snelling-Midway is identified by the City within the grant scope as a high priority urban brownfield site targeted for shared "district" stormwater infrastructure as reflected in the CMSP scenario.

Through the City Accelerator Saint Paul is working to address stakeholder barriers for a CSMP scenario by investigating how to 1) develop a fair and equitable stormwater funding mechanism that addresses construction, operation and maintenance, and replacement costs; 2) define roles, responsibilities, and processes across City divisions and departments to successfully implement solutions, including addressing

long-term maintenance costs; and 3) expand internal capacity to improve funding and financing of other types of infrastructure projects at Snelling-Midway and other redevelopment sites in the City .

~~The schematic stormwater design submitted (sheet C3.1) does not adequately support the intent and vision of the master plan or the city's comprehensive SWMP. There is insuffient information to determine why sheet C3.1 is a superior alternative from a cost or function standpoint.~~

(6) Phasing plan, where applicable, including the phasing of open space and street improvements. The stadium portion of the master plan is scheduled to be developed first, with day-of-opening anticipated in spring of 2018. This first phase includes a portion of the street and open space improvements called for in the master plan. The stadium site plan provides greater detail. Market interest and forces will determine future phases of development for the remainder of the site. The shopping center owner stated that most of the vacant spaces in the center are consciously vacant in order not to encumber the property and allow for the greatest flexibility in future development. Lease terms with existing tenants vary and influence when development will be possible.

(7) Utilities plan, indicating existing conditions and proposed changes, as appropriate. This information is not provided in the master plan. This information is available for the stadium portion of development.

6. This finding addresses master plan consistency with the comprehensive plan.

Snelling Station Area Plan (SSAP)

- The site is identified as an area of change in the SSAP, an area where change is welcome and should be encouraged whether through gradual infill and/or intensification or comprehensive redevelopment, page 13.
- The site is located in the mobility enhancement area in the SSAP, an area where a higher level of pedestrian activity is anticipated and a high quality pedestrian environment is key. A minimum of 14 foot wide sidewalks should be established in the mobility enhancement area, page 19.
- The vision of the SSAP calls for a vibrant commercial center, both a city-wide destination and local needs hub, that successfully hosts and connects a multitude of uses. These could include corporate headquarters, retail stores, community services, local businesses, residential development, and cultural and entertainment destinations – all structured within a pattern of streets, blocks, and green gathering spaces that promote safer, more active streets and balanced options for movement and increased economic vitality, page 14.
- The SSAP notes that future retail will include a significant entertainment component, possibly at the bus barn site, page 12.

- The SSAP calls for a string of gathering places connected by an improved hierarchy of public streets and development blocks that could improve the accessibility and connectivity of these spaces to surrounding neighborhoods, page 19.
- The SSAP adds that a green open space might support development of a significant new employment center, research park, institutional campus, urban format retail center, hotel, or entertainment uses on this site, page 19.
- Public art should be integral to all future development and public realm projects within the station area; special efforts should be made to engage local artists, page 21.
- Put in place a framework for the gradual intensification and pedestrianization within the Midway shopping district over time so that it can become a contributor to the success of the LRT and the vitality of the corridor, page 25.
- The creation of a new system of streets and open spaces is proposed to support new intensification and redevelopment of this area and the goal of greater economic investment and vibrancy, page 26.
- The use of parking ramps or internal configurations will be key to freeing up existing large areas of surface parking for new developments, page 26.
- The bus barn site is a strategic parcel that could lend itself to a variety of uses including an expanded retail area, major corporate employment hub, hotel or conference facility, residential development and entertainment uses, page 26.
- The SSAP includes numerous policy directions for the built form, land use and development pattern, and circulation, parking and access on the site, pages 27-31. Policies address active uses at street level, building footprints and heights, setbacks, window and door openings, and parking.

The development concepts illustrated in the SSAP represent one of many possible development scenarios. Their purpose is to illustrate how the principles and objectives for new development could be realized over time. They are not intended to be prescriptive for evaluating future development proposals but are examples of how the vision, goals, and objectives of this plan can be realized.

Citywide Comprehensive Plan Chapters – In the Land Use Plan the redevelopment site is shown as a neighborhood center located along a mixed use corridor; the bus barn site is identified as an undeveloped opportunity site. Land use policies are identified below.

- 1.2 Permit high density residential development in neighborhood centers, mixed use corridors, the Central Corridor, and downtown.
- 1.12 Balance the following objectives for Neighborhood Centers through the density and scale of development: accommodating growth, supporting transit use and walking, providing a range of housing types, providing housing at densities that support transit, and providing open space and recreational opportunities.
- 1.14 Plan for growth in Neighborhood Centers.
- 1.15 Promote Neighborhood Centers as compact, mixed use communities that provide services and employment close to residences.

- 1.18 Provide connections for bicycles and pedestrians to community facilities (e.g., parks, recreation centers, libraries, etc.) and to activities that support the residential population; and to adjacent areas of the city (see bicycle and pedestrian policies in the Transportation Plan and the Parks and Recreation Plan).
- 1.19 Promote conditions that support those who live and work in Neighborhood Centers, including frequent transit service, vibrant business districts, a range of housing choices, and community amenities.
- 1.49 Continue to promote principles of traditional urban form in the design of new or renovated commercial buildings.
- 1.52 Prioritize the development of compact commercial areas accessible by pedestrians and transit users over commercial areas more readily accessed by automobile. Discourage new and expanded auto-oriented uses.
- 2.4 Focus the growth of employment centers in Downtown, the Central Corridor, industrial corridors, and on larger tracts of land, where there is infrastructure capacity and where redevelopment as employment centers, or as mixed use development that includes employment centers, could occur.
- 2.7 Develop opportunity sites consistent with the Saint Paul Comprehensive Plan with mixed-use development that incorporates employment centers (see Policy LU-1.54).
- 2.14 Promote the development of employment opportunities in the Central Corridor, consistent with the Central Corridor Development Strategy.

Transportation Plan policies are identified below.

- 2.8 Create incentives for development in which off-street parking is voluntarily reduced, structured, pervious, or heavily landscaped.
- 3.3 Strengthen pedestrian pathways between housing, transit, and neighborhood services.
- 4.8 When redevelopment opportunities become available, reinstate the traditional street grid pattern to increase neighborhood connectivity.

Parks and Recreation policies are identified below.

- 1.1 Ensure convenient and equitable access to parks and recreation facilities.
- 1.3 Provide functional, accessible, and secure bike racks at all parks and recreation centers.
- 2.2 Ensure attractive, functional, and engaging four-season public spaces.
- 2.10 Require that location and design of parks, open space, and trails be an integral part of large-scale redevelopment projects.
- 2.15 Encourage the integration of public art in the development and renovation of parks and recreation facilities.
- 3.2 Utilize stormwater as a sustainable resource when parks are constructed or redesigned.
- 6.1 Connect parks to new transportation investments, especially the Central Corridor LRT line.

In the Housing Plan the redevelopment site is shown as a neighborhood center and an opportunity area for potential new housing; the bus barn site is identified as an opportunity site. Housing policies are identified

below.

- 1.1 Increase housing choice across the city to support economically diverse neighborhoods.
- 1.2 Meet market demand for transit-oriented housing.
- 3.3 Provide affordable housing in new production projects.

Polices from the Water Resources Plan include:

- 1.9 Advocate for reduced lawn watering needs through the use of native plants, rain barrels, gray water for irrigation, drip irrigation systems, etc.
- 2.12 Reduce the negative impacts of rooftop runoff on water quality and water resources.
- 2.13 Continue to use site plan review as an opportunity to improve surface water management on proposed developments.
- 2.18 Encourage the use of native vegetation for appropriate land uses.
- 2.19 Promote tree planting and improved tree planting strategies to reduce runoff by increasing the survival rates and lifespans of trees.
- 2.23 Analyze the relationship between density and water quality as proposals for higher densities and taller buildings occur at particular locations.

J. ADDITIONAL ITEMS FOR PLANNING COMMISSION DISCUSSION

Community members, including those on the Snelling-Midway Community Advisory Committee, have articulated the desire to achieve additional goals related to the Snelling-Midway redevelopment. These are more related to the future functioning of the site than the built environment. These include:

- Residential development that is affordable to a range of incomes (see attached map of housing investments along the Green Line – what is the right mix?).
- Concerns that current residents and businesses along the corridor will be displaced by higher rents and property taxes persist.
- Business and employee retention and attraction including commercial spaces available for small and minority-owned businesses. See attached Snelling-Midway Jobs Workgroup Report
- A designated community liaison for both the stadium and the larger redevelopment.
- Local hiring (addressed in the stadium use and development agreements summary attached to the staff report).
- Public use of the stadium and affordable ticket prices (addressed in the stadium use and development agreements summary attached to the staff report).
- Ensure the Snelling-Midway urban village is a broadband ready community.

K~~H~~. **STAFF RECOMMENDATION:** Based on the above findings, staff recommends approval of the Snelling-Midway Redevelopment Site Master Plan, subject to the following conditions: ~~a staff recommendation on the master plan request is premature. The missing information identified below must be submitted to complete the master plan evaluation.~~

1. Require a minimum floor area ratio of 2.0 for new development within the master plan boundary. The stadium and single story buildings planned for the "Sshops in the Green" is part of the master plan and an exception to the FAR requirement.

2. Require a minimum of 250,000 square feet of office uses, 168,400 square feet of retail uses, and 248 residential units at maximum build out.

3. Require all new buildings within the master plan boundary to have a primary pedestrian building entrance on arterial, collector, and/or local streets. For all new commercial and civic buildings, require that window and door openings comprise at least 50 percent of the length and at least 30 percent of the area around the ground floor along arterial, collector, and/or local street facades.

4. Residential buildings should be allowed without retail on the first floor provided first floor residential units have exterior entrances along the street.

5. Surface parking should not exceed 20 spaces per development block, except for the surface lot at the southeast corner of the site. Allow structured parking to be located all underground (in addition to being split below and above retail). No free standing parking ramps should be allowed unless wrapped with first floor active uses on all street frontages. The interim parking lot west of the stadium should be removed within five years of establishment. Only minimal improvements to the lot should be allowed to discourage significant investment and justification for long term use.

6. The master plan design guidelines and stadium design proposal shall take precedence over the following traditional neighborhood design standards as provided §66.343(a): §66.343(3) block length; §66.343(13)b, c, and d window design, glass, shape, size, and pattern; §66.343(14)a, materials and detailing; and §66.343(18)b surface parking in proximity to a corner.

7. Include the additional design guidelines attached to this staff report.

8. Public realm - the street pattern, block layout, and park or open spaces should be as shown on the master plan. New public streets or removal of a public street segment, park or open space, or entire block shall be considered a major modification of the master plan and shall require amending the master plan.

9. An open space plan, including a preliminary design treatment for open space, should be included in the master plan when an open space agreement is negotiated in conjunction with meeting the City's parkland dedication requirements. The open space should be publicly accessible even if privately developed and maintained.

10. A preliminary landscape plan indicating street trees and landscape treatment of streets, public spaces should be provided in the master plan. 10. A preliminary stormwater plan identifying preliminary locations of structures and methods to be used in managing stormwater and surface water on the site should be provided in the master plan.

In addition to these recommendations for the master plan, staff recommends the Planning Commission make the following recommendations to the Mayor and City Council:

a) **Affordable housing.** Outside of downtown, all of the new construction housing units built or proposed along the Green Line east of Snelling Avenue have been affordable. The only market rate units that have been constructed are west of Snelling Avenue. It is important for the Snelling-Midway

development to demonstrate the success of market rate residential units in the Midway area, but also recognize the importance of including housing affordable to a mix of incomes. The Housing Chapter of the City's Comprehensive Plan states that for City/HRA-assisted new rental units, at least 30 percent will be affordable to households earning 60 percent of the AMI, of which at least one third will be affordable to households earning 50 percent of the AMI, and at least one third will be affordable to households earning 30 percent of the AMI. For City/HRA-assisted new ownership units, at least 20 percent will be affordable to households earning up to 80 percent of the AMI, and an additional 10 percent will be affordable to households at 60 percent of AMI. These are calculated on a citywide basis. City/HRA assisted ~~H~~housing developed at Snelling-Midway should strive to meet the City's affordability goals.

b) **Displacement.** The proposed urban village should be a place where all people can live, work, and play. It should have high quality architecture, well-designed public spaces, diverse housing opportunities, and a vibrant local economy. It should be a place that integrates a broad mix of people and cultures into a vibrant mixed use community. It should also be a model for economic, environmental, and social sustainability.

c) **Business and employee retention and attraction.** The Snelling-Midway Jobs Working Group final report is attached ~~(anticipate it will be done by Friday to include as an attachment)~~ and includes specific strategies designed to address this goal.

d) Community liaison. Minnesota United FC and the master developer should each designate a community liaison that can serve as a single point of contact for community members who have questions or concerns during and after construction~~. and after.~~

e) Broadband capability. Require that conduit be installed during construction of ~~underneath all~~ new public streets to ensure ~~make~~ the Snelling-Midway site is ready for installation of fiber optic cable.

~~Additional information needed:~~

~~1. Public and private roads and their features and dimensions must be clearly identified in the master plan. Detailed information on the location and widths of sidewalks and bicycle facilities must also be provided on the master plan.~~

~~2. An open space plan, including a preliminary design treatment for open space, must be provided. It is unclear whether this will be publicly or privately owned open space, who will make improvements to it and who will maintain it. This information must be provided in the master plan.~~

~~3. Not enough detail exists in the stadium site plan to determine whether the development meets density, height, and setback requirements and master plan standards. This information needs to be provided as part of the site plan submittal.~~

~~4. A preliminary landscape plan indicating street trees and landscape treatment of streets and public spaces must be provided.~~

~~5. A preliminary stormwater plan identifying preliminary locations of structures and methods to be used in managing stormwater and surface water on the site must be submitted.~~

~~6.~~1. ~~Master plan guidelines should be submitted addressing the areas of bicycle facilities; landscaping; street furnishings/lighting/wayfinding; building placement, heights, massing, form and facades; energy efficiency; parking; stormwater management; utilities; and public art.~~