



## Ford Site Zoning and Public Realm Master Plan

**DRAFT (5-4-2017)**  
For review by the  
**Saint Paul Planning Commission**

Adoption Date:



**Staff  
Presentation  
to Saint Paul  
Planning  
Commission**

**June 2, 2017**

# A Decade of Partnership



**THE MCKNIGHT FOUNDATION**



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**DISTRICT ENERGY**  
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# A Decade of Studies

## GENERAL PLANNING

- Ford Site Zoning Framework Study (2013)
- Ford Site Open Space Guidelines (2010)
- Vision, Goals and Five Redevelopment Scenarios (2007)

## TRANSPORTATION

- Ford Site Transportation Study (2016)

## REAL ESTATE, JOBS & BUSINESS

- Jobs Strategy Report (2016)
- Market Analysis for the Ford Site (2015)
- Green Manufacturing Potential for the Ford Site (2009)

## EXISTING CONDITIONS

- Historic Preservation eligibility studies (Ford)
- Geotechnical evaluation of the Ford tunnels (Ford)
- Environmental Assessment and Remediation (Ford)

## SUSTAINABILITY & STORMWATER MANAGEMENT

- Aquifer Thermal Energy Storage (ATES) Feasibility Study (2016)
- Integration of Rooftop Photovoltaic Systems in Saint Paul Ford Site's Redevelopment Plans (2016)
- Sustainable Stormwater Management Study (2016)
- Sustainable Ford Site Redevelopment – A LEED-ND Evaluation (2016)
- Saint Paul Ford Site Energy Study Report (2015)
- The Roadmap to Sustainability for the Saint Paul Ford Site (2011)
- Sustainable Stormwater Feasibility Report (2009)

# A Decade of Public Engagement

- Ford Task Force initiated Jan. 2007
- 45+ meetings with the public and task force
- 1,300+ different people have attended a meeting(s)
- 100+ articles in print, radio and television media
- 3,800+ subscribers to the Ford project news email list
- 80+ presentations to business, civic, non-profit groups
- 18 small group meetings in March – April 2017



# Key Principles

1. Mix of Uses and Activities
2. Housing Variety
3. Jobs and Tax Base
4. Energy and Sustainability
5. Transportation
6. Parks and Amenities





# FORD SITE

A 21<sup>st</sup> Century Community

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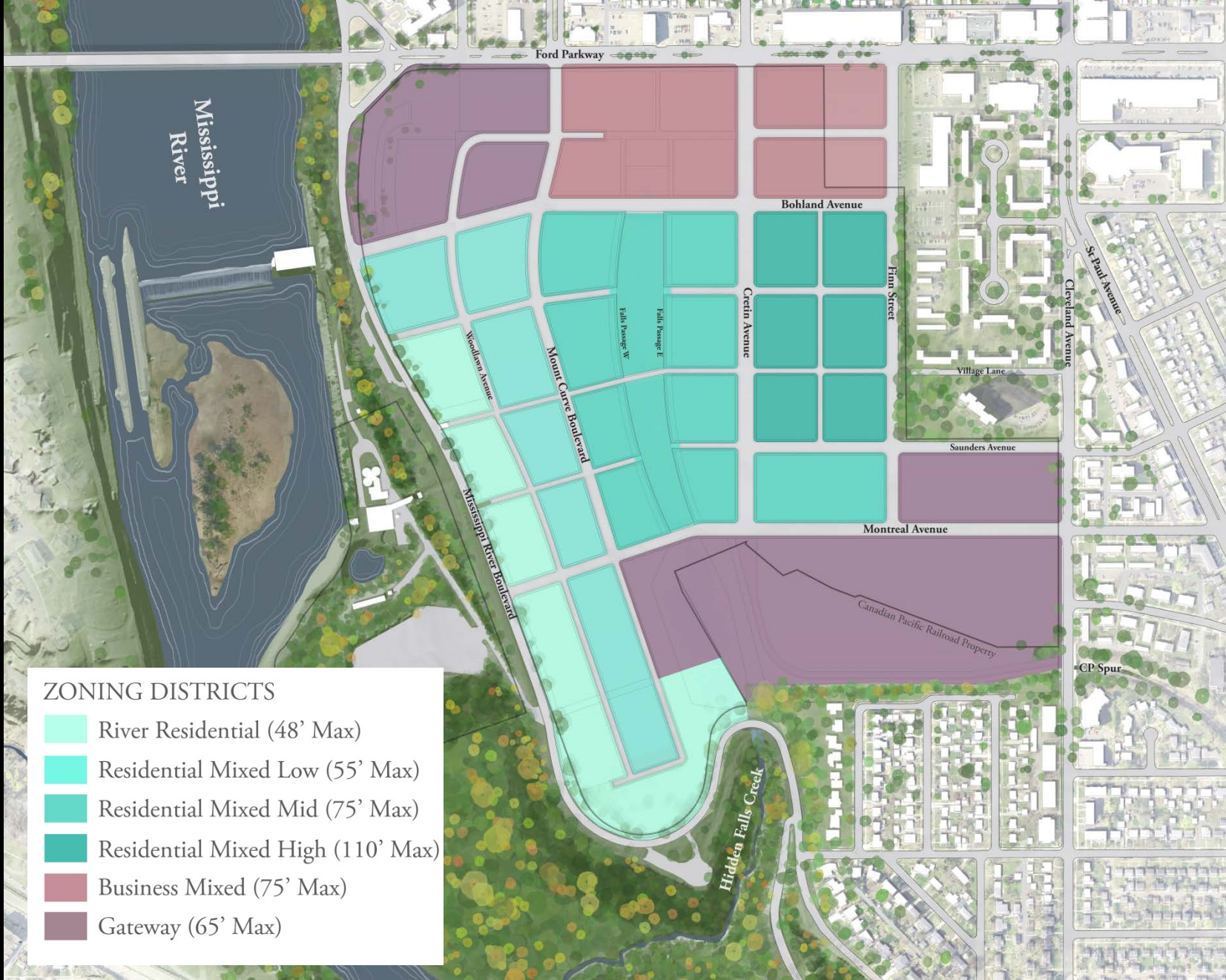
Adoption Date:



A decade of  
research, input  
and  
partnership to  
reach a **Draft**  
**Plan** to guide  
redevelopment  
of the Ford site

**PLAY FORD PLAN VIDEO**

# DRAFT Zoning



- ZONING DISTRICTS
- River Residential (48' Max)
  - Residential Mixed Low (55' Max)
  - Residential Mixed Mid (75' Max)
  - Residential Mixed High (110' Max)
  - Business Mixed (75' Max)
  - Gateway (65' Max)

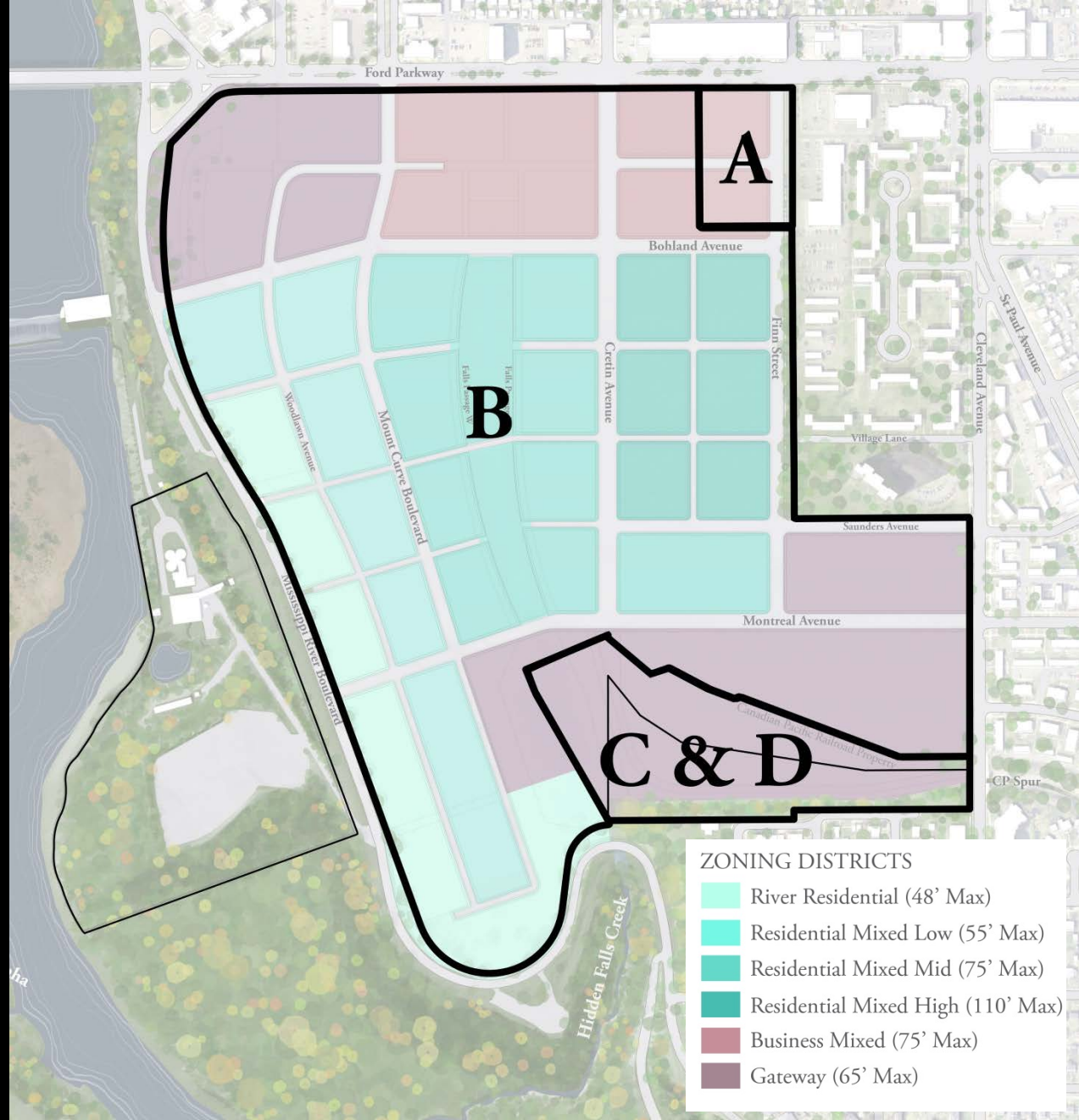


# Parcels for Rezoning

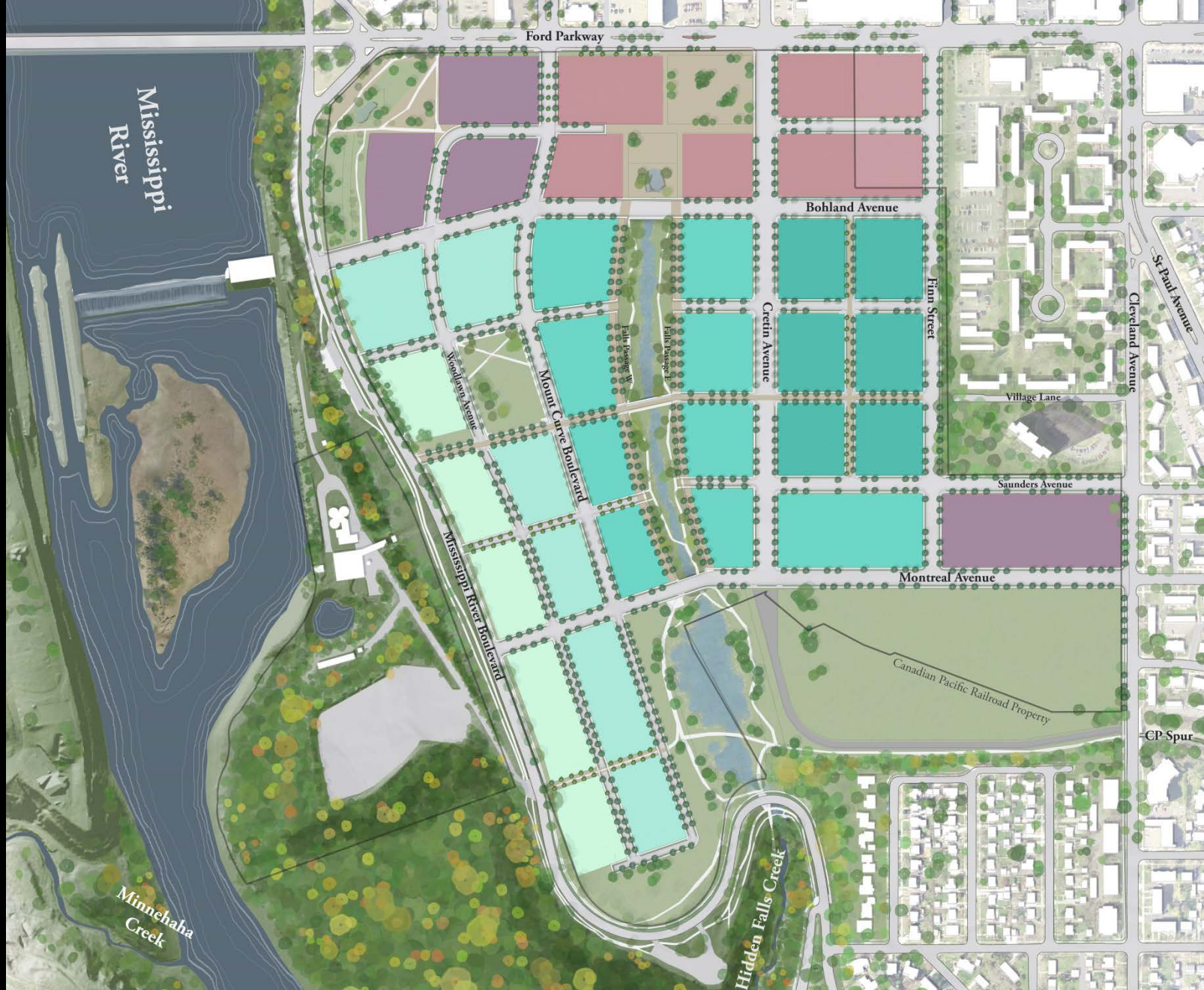
A. (3.76 acres) Burg & Wolfson Trustees

B. (122.4 acres) Ford Motor Company

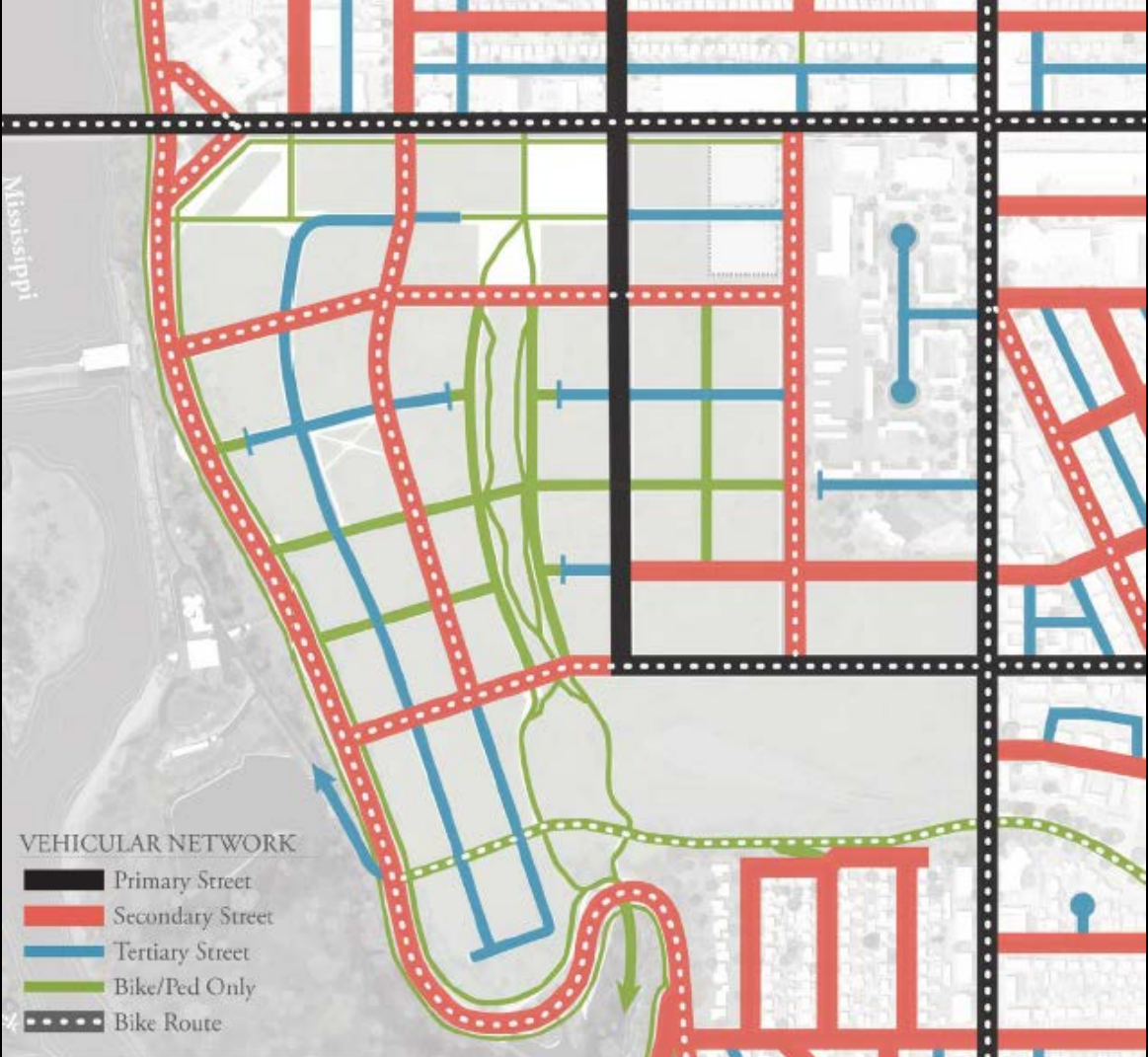
C. & D. (12.73 acres) Canadian Pacific Railway Company

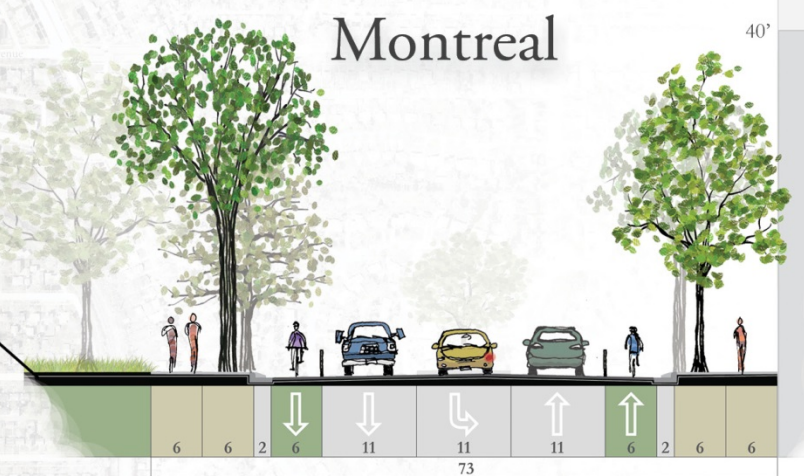
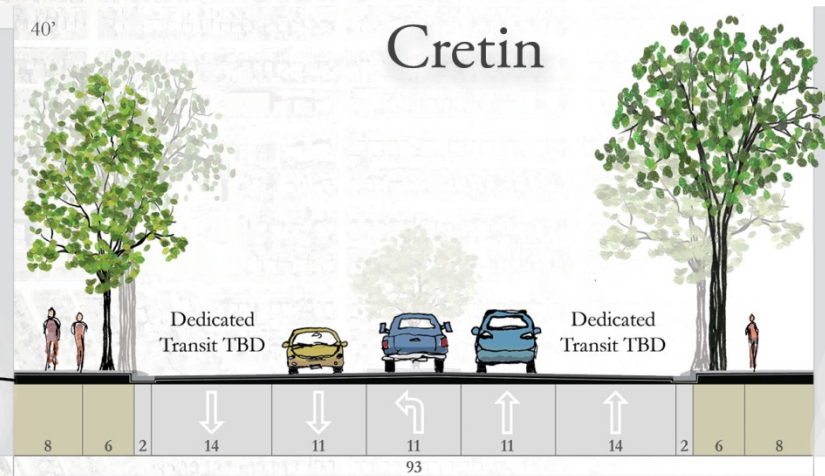
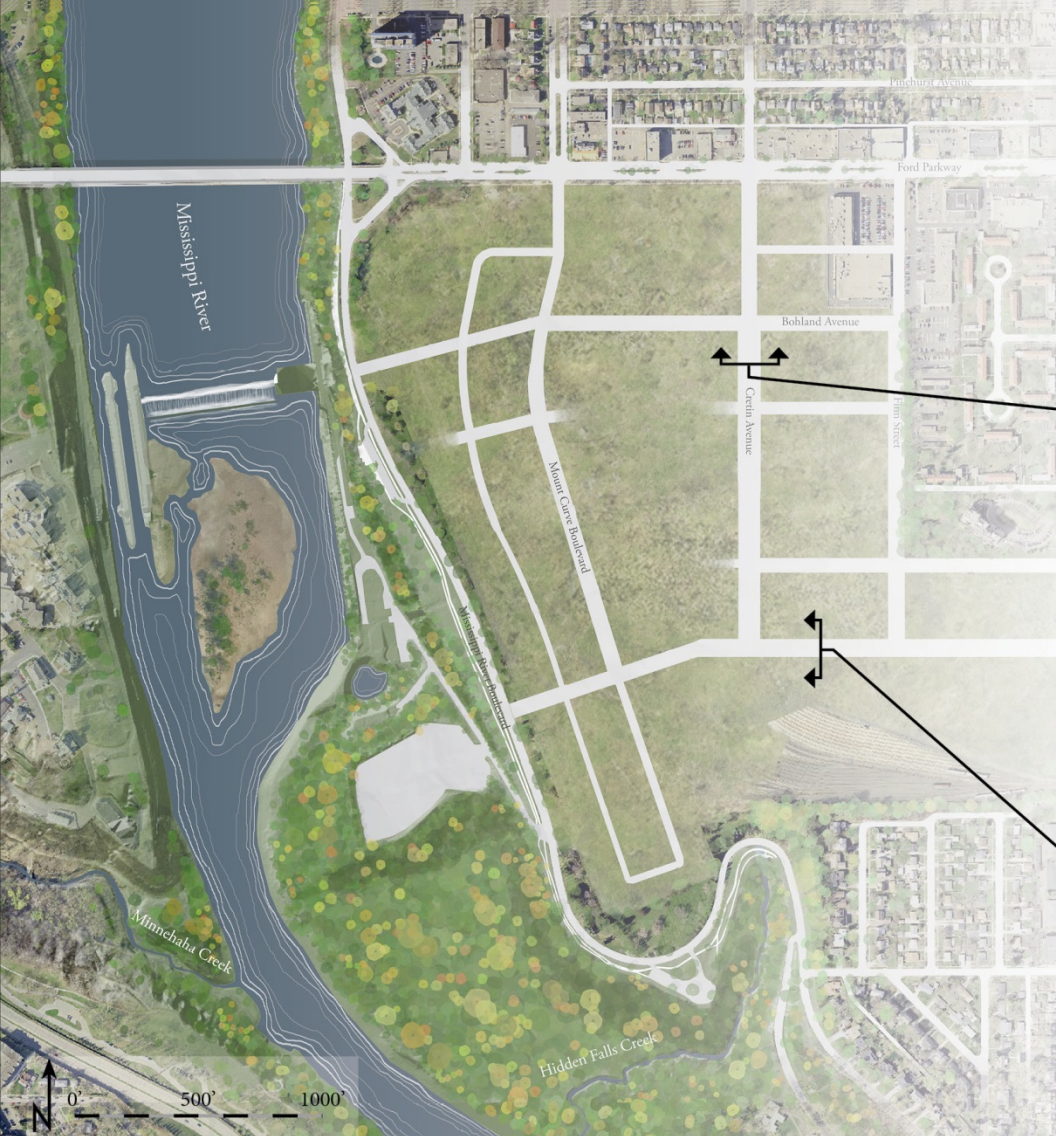


# DRAFT Zoning and Public Realm

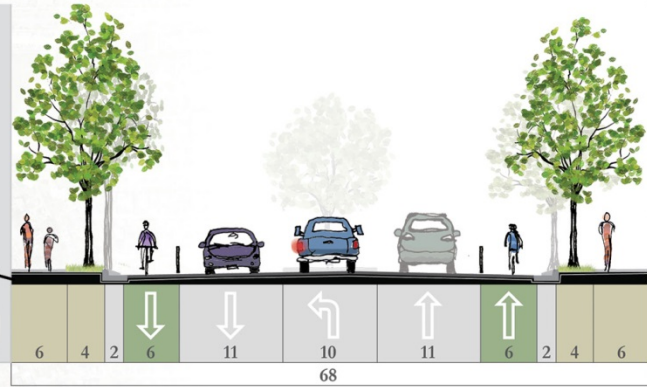


# Transportation Network



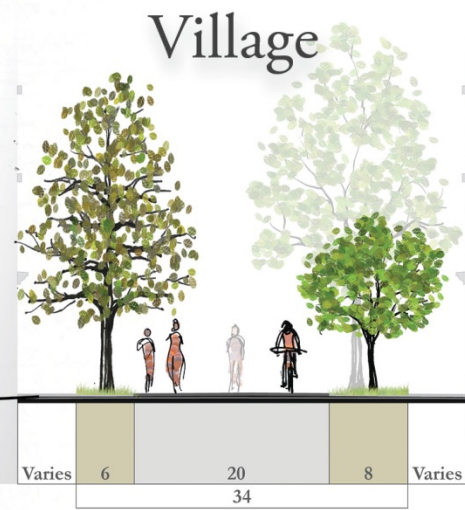


# Mount Curve Blvd



# Mississippi River Blvd





Hidden Falls Lane

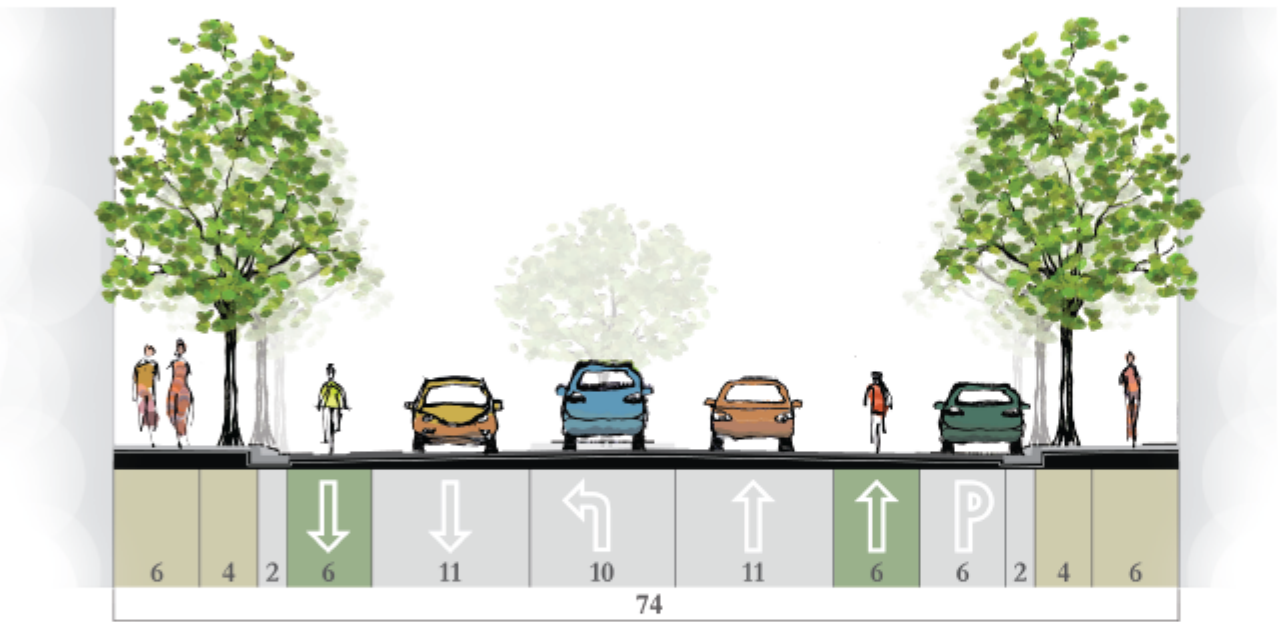


# Bohland Avenue

Bohland Avenue is one of the main east-west roadways on the site. It connects Mississippi River Boulevard in the west to Finn Street in the east. Street parking is allowed on one side of the street for access to the square, retail district, and stormwater feature. Separated bike lanes are included. A turn lane allows access to parking.



311: Any uses or zoning districts depicted



TOTAL RIGHT-OF WAY		74
CURB TO CURB DISTANCE		58
VEHICULAR	2-way (feet/lane)	11
	Median/turn lane (feet)	10
	Curb reaction distance per side (feet)	2
	<i>Total Vehicular ROW</i>	<i>36</i>
PARKING	1-sided parking (feet/lane)	6
	<i>Total Parking ROW</i>	<i>6</i>
BIKE	Separated - 1 per side (feet/lane)	6
	<i>Total Bike ROW</i>	<i>12</i>
PEDESTRIAN	Sidewalk (feet/side)	6
	Boulevard (feet/side)	4
	<i>Total Pedestrian ROW per side</i>	<i>10</i>

# Transportation Studies

	<b>Transportation Modeling Study</b>	<b>Detailed Transportation Study</b>
<i><b>When</b></i>	<b>2015/2016</b>	<b>2018/2019</b>
<i><b>Why</b></i>	<b>To inform Ford site zoning and public realm plan</b>	<b>To examine viability of proposed development</b>
<i><b>How</b></i>	<b>High level analysis - based on POTENTIAL transportation network and connections</b>	<b>Detailed Analysis - based on PROPOSED transportation network and connections</b>
<i><b>Where</b></i>	<b>Examines on-site, adjacent, and more distant impacts</b>	<b>Examines on-site, adjacent, and more distant impacts</b>
<i><b>Who</b></i>	<b>City pays for study</b>	<b>Developer pays for study</b>



Housing, jobs and recreation at the Ford site will bring new pedestrians, cyclists, and cars.

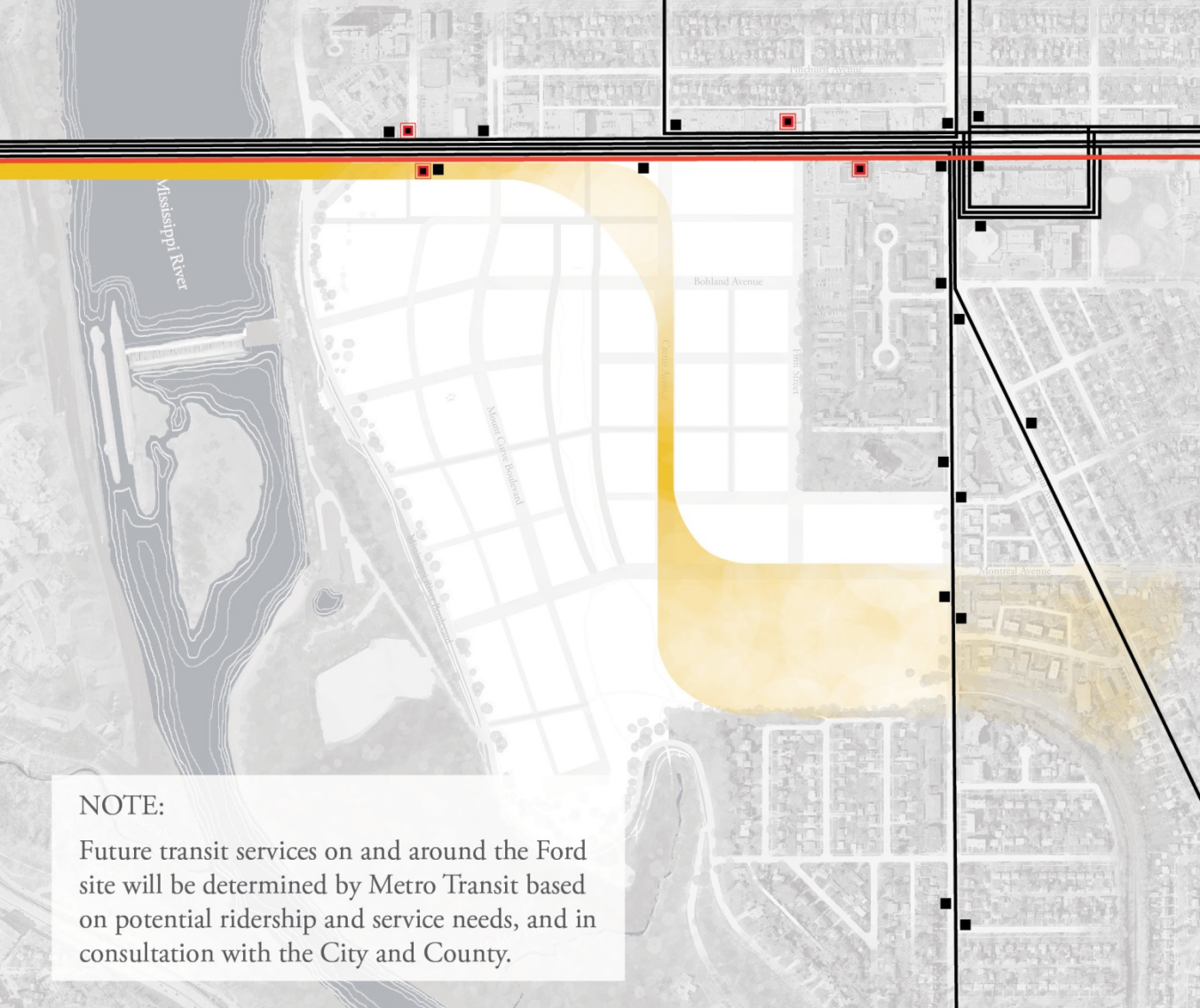
The transportation study found that these new trips can be accommodated on the site and on the roads in the area.





FUTURE BICYCLE FACILITIES

- Off-Street Path
- In-Street Separated Lane (1/side)
- Enhanced Shared Lane



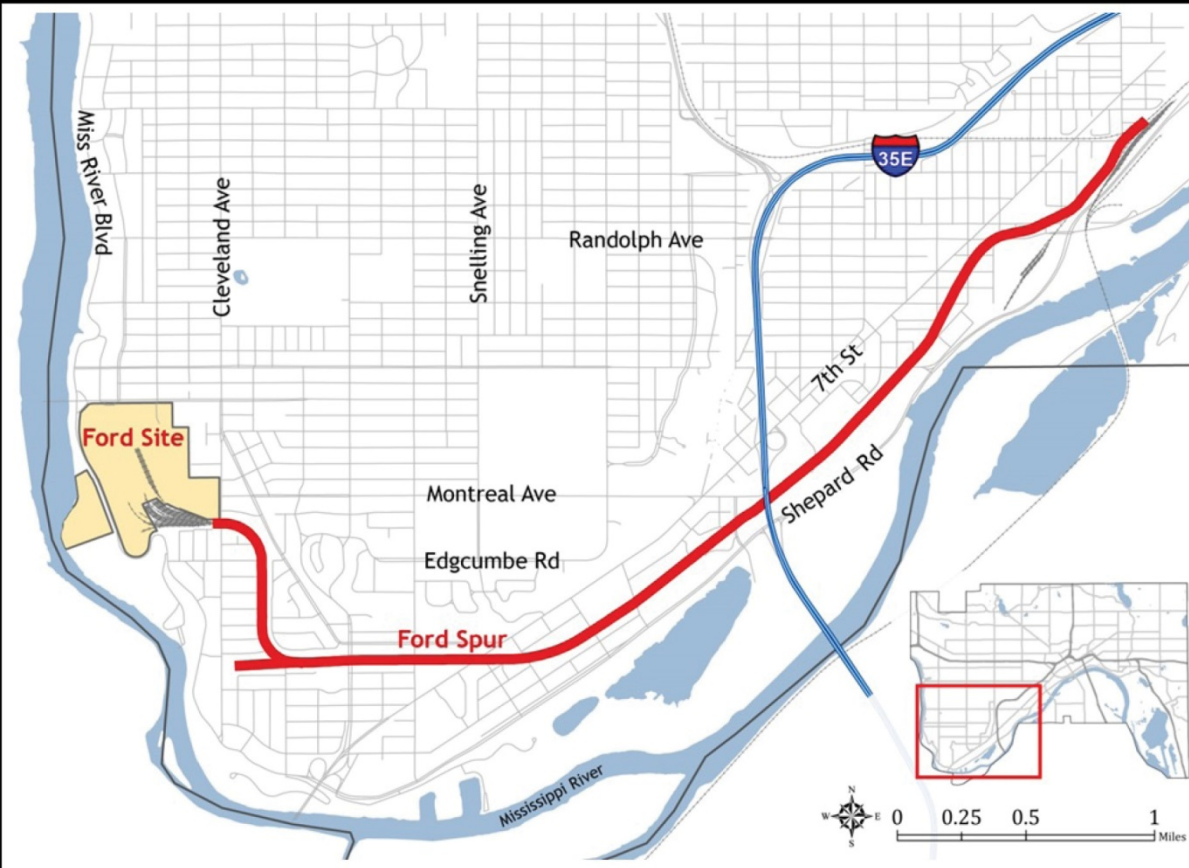
East Side River News

**NOTE:**  
 Future transit services on and around the Ford site will be determined by Metro Transit based on potential ridership and service needs, and in consultation with the City and County.

-  Local Bus
-  A Line BRT
-  Transit Stops
-  Enhanced Transit

## Complementary Studies:

- The spur as a public transportation corridor
- City's "Reimagine the Railway" study of bicycle and pedestrian options
- County's Riverview Corridor study of transit options
- Transit and bike-pedestrian trails could be co-located on the spur



Background

Context

Public Realm

Zoning & Guidelines

What's Next

# Parks and Open Space



# Parks and Open Space



## *Civic Square*

A civic square will serve as the focal point for community gathering throughout the day and year, for employees, residents, visitors and the Highland Community. The square will be located on the north end of the site near Ford Parkway, providing a link between the commerce and activity of Highland Village and the newly developed Ford site.



The public square will be lined with retail, service, residential and office uses, providing a critical mass of activity and people around the space. The square will be a pedestrian-only space, with vehicular access only for deliveries, cleaning, and emergency during restricted hours and from designated access points. Tenants choosing the office, residential and business frontages on the civic square, will be those that thrive in active, pedestrian environments, and seek a unique, place-based location that is rare to find in the region. All buildings lining the square will have vehicular access at the rear or in structured parking.



Potential elements for considered inclusion in the civic square are identified below. Particular emphasis will be placed on creating a flexible space that allows for a range of activities and community events throughout the year. The square is envisioned to be well lined with active commerce, particularly seasonal outdoor dining.

### **Potential Elements:**

Central art or water feature

Flex stage and gathering area for performances, markets, etc.

Public seating and tables for eating, games, other

Public/private dining spaces around edge

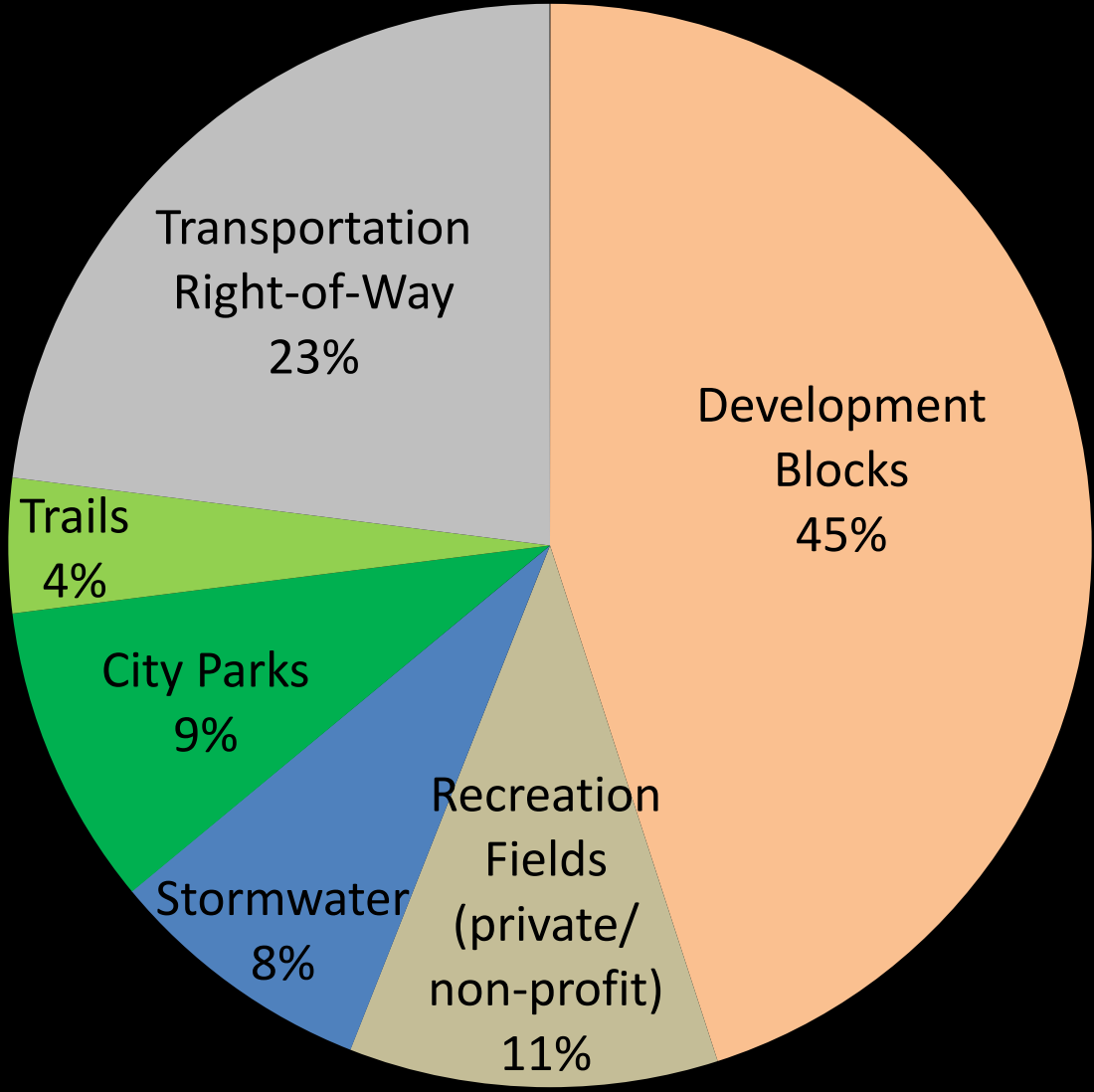
Seasonal design interest



# Stormwater Feature



# Land Use Mix



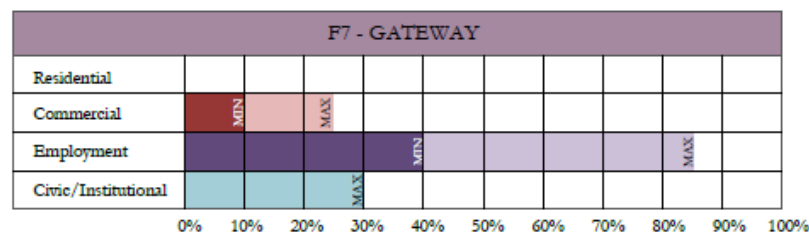
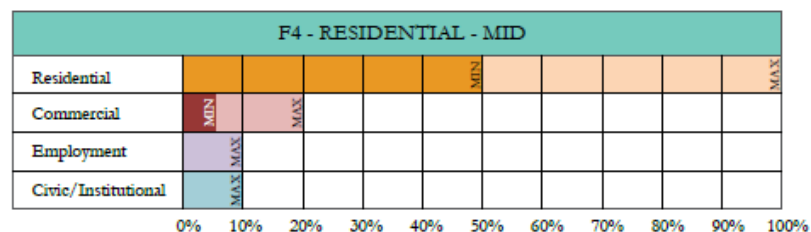
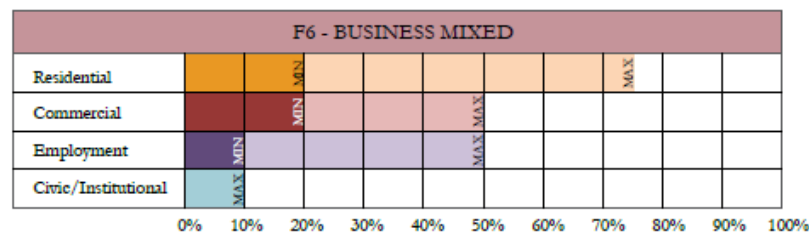
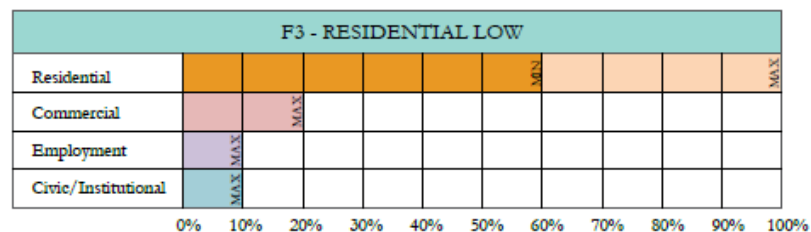
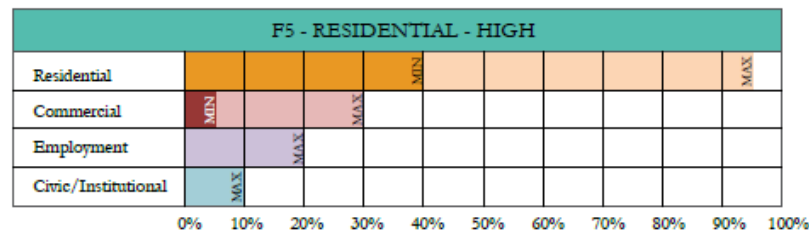
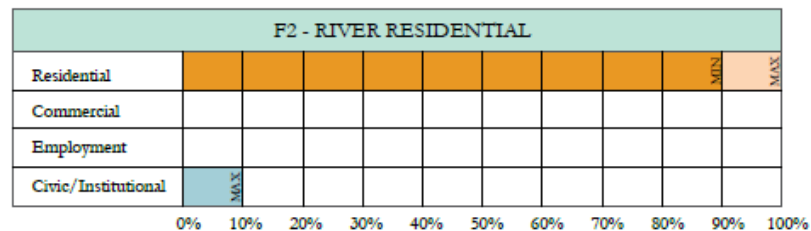


# DRAFT Development Range for Master Plan

Land Use	Minimum	Maximum
Housing	2,400 dwelling units	4,000 dwelling units
Retail & Service	150,000 sq ft GFA	300,000 sq ft GFA
Office & Employment	200,000 sq ft GFA	450,000 sq ft GFA
Civic & Institutional	50,000 sq ft GFA	150,000 sq ft GFA

## Required Mix of Uses

There is a difference between allowing and requiring a mix of uses within districts. Requiring a minimum and maximum mix of uses ensures visual, functional, and economic diversity within proximity. Each district on the Ford site shall include a mix of uses as identified below. The required range of land uses by type may range from no requirement to a base (minimum) requirement and a maximum requirement. The requirements should be used by the site master developer throughout site build out, to guide the selection of sub-developers and projects for each block.



# Building Types



1. Multi-Unit Home
2. Carriage House
3. Townhouse/Rowhouse
4. Multi-Family Low
5. Multi-Family Medium
6. Live/Work
7. Mixed Residential & Commercial
8. Civic & Institutional
9. Commercial & Employment
10. Parking Structure

# Building Type Standards



STANDARD	BUILDING TYPE									
	Multi-Unit Home	Carriage House	Townhouse / Rowhouse	Multi-Family, Low	Multi-Family, Medium	Live/Work	Mixed Residential & Commercial	Civic & Institutional	Commercial & Employment	Parking Structure
Units per Bldg	2-6	1-2	3-16	6 - 40	40 and over	2-8	n/a			
Building Width, maximum	60'		150'	200'	60' min, no max	150'	n/a	n/a	n/a	n/a
Lot Width, minimum	80'		30'	60'	n/a	30'	n/a			
Lot Coverage by Bldgs, maximum	30%		50%	70%			80%			
Lot Coverage for Open Space, minimum	50%		25%				20%			
Building Height	Determined by Zoning District	30' maximum	Determined by Zoning District							
Public Right-of-Way Setback	Min. = 10' (a) Max. = 40'	Min. = 10' Max. = 20'				Min. = 5' Max. = 20'	Min. = 5' Max. = 15'			
Interior Lot Line Setback	Min. = 10' (b) Max. = n/a					Min. = 6' (b) Max. = n/a				
Parking	Min. = 0.75 space per dwelling unit and Max. = 2.0 spaces per dwelling unit; Min. = 0.25 space per bedroom and Max. = 1.0 space per bedroom for congregate living.					Use combined standards for residential and non-residential uses		Min. = 1.0 space per 600 square feet gross floor area Max. = 1.0 space per 400 square feet gross floor area		
Accessory Structures	Up to 3 per lot		Up to 1 per dwelling unit	Up to 2 per structure	Up to 2 per structure	Up to 1 per dwelling unit	Up to 2 per structure	Up to 2 per structure	Up to 2 per structure	Up to 2 per structure

(a) Minimum setback along Mississippi River Boulevard is 30'

(b) No setback is required for building walls containing no windows or other openings when the wall meets the fire resistance standards of the Minnesota State Building Code and there is a Common Interest Community (CIC) or recorded maintenance easement that covers the affected properties.

# Building Type Example

## Multi-Unit Home

Dwelling units	2-6 units per building
Lot width, minimum	80 feet
Building width, maximum	60 feet
Lot coverage by buildings, maximum	30% (includes coverage by secondary building - Carriage House, and by other accessory buildings)
Lot coverage by open space, minimum	50%
Building height	Minimum 20 feet; maximum 48 feet
Setbacks	
Public Right-of-Way	Minimum 30 feet minimum from Mississippi River Boulevard and minimum 10 feet from other rights-of-way; maximum 40 feet
Interior Lot Line	10 feet minimum
Parking requirements	Minimum 0.75 spaces per dwelling unit; maximum 2.0 spaces per dwelling unit; except as noted in Chapter 4, Parking
Accessory buildings allowed	Up to 3 including the Carriage House building



**Definition:** The Multi-Unit Home building type is a small- to medium-sized building that consists of side-by-side or stacked dwelling units.

**Access:** Each unit will have a private interior entrance, but may share front and rear ingress/egress with other units. Building exteriors shall be accessed from the front street.

# Building Type Example



## Multi-Family, Medium

Dwelling units	40 or more
Lot width, minimum	n/a
Building width, maximum	n/a
Lot coverage by buildings, maximum	70%
Lot coverage by open space, minimum	25%
Building height	Determined by zoning district
Setbacks	
Public Right-of-Way	Minimum 10 feet; maximum 20 feet
Interior Lot Line	Minimum 6 feet, except as noted in Table 5.2, Building Type standards Summary Table, footnote (b).
Parking requirements	Minimum 0.75 spaces per dwelling unit; maximum 2.0 spaces per dwelling unit; except as noted in Chapter 4, Parking.
Accessory buildings allowed	Up to 2 per main (principal) building

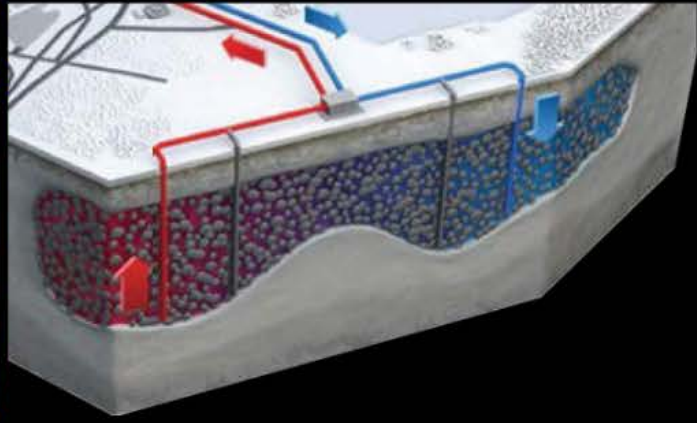


**Definition:** A medium to large building with multiple dwelling units, which may occupy a portion of a city block or a full city block. The building may include other uses, such as local office and commercial. The dwelling units may be of mixed sizes (number of bedrooms) and styles to encourage mixed-income development and to meet the needs of families of all sizes. This building type allows for different types of housing arrangements besides single family, such as senior housing or congregate living.



**Access:** Units typically share exterior access with one shared entry along the front facade. Ground level non-residential units may have individual access on front facades. Vehicular access shall be confined to side and rear streets.

# How Are the Ford Districts Different?



## Vegetation & Landscaping

**Purpose:** To maximize ecosystem restoration, preservation and stability to the greatest extent practical is critical to economic, social, biological, and aesthetic value and sustainability of the site. The flora and fauna on the site will provide aesthetic and health benefits for all inhabitants and visitors to the site.

The previous state of the site was largely developed with little vegetative and habitat layer. Reintroducing a strong system of plants will increase the site's value economically, socially and environmentally. Planting and vegetation across the site and in smaller areas should focus on visual interest through all seasons and be attractive to wildlife, especially birds and pollinators. The intent of these standards is to:

- Maximize biodiversity of the site and provide maximum possible contribution to local landscape ecology
- Reduce removal of significant existing vegetation
- Re-establish habitat and extensive vegetation on site with new plantings
- Create visual interest
- Provide wildlife habitat
- Maximize ecological services

The following standards are to be used in place of standards in Saint Paul Zoning Code Section 63.115.

### *Open Space Coverage*

Required open space coverage for lots is addressed in Chapter 5 Building Types. Open space is defined as areas covered by landscape materials, gardens, walkways, patios, recreation facilities, or play areas.



# General Standards Vegetation



## Lighting



**Purpose** - To reduce unnecessary lighting and light pollution, to minimize lighting impacts on surrounding properties and to minimize energy consumption for lighting purposes.

Table 4.6 Lighting Requirements by Zoning District

	F1 - River Residential	F2 - Residential Mixed Low	F3 - Residential Mixed Medium	F4 - Residential Mixed High	F5 - Business Mixed	F6 - Gateway
Ambient Light Level Goal	medium	low	low	medium	medium-high	medium-high
Lighting Standards, Maximum	Full cutoff lighting, controlled with dimmer, time switch or motion sensors	Full cutoff lighting, controlled with dimmer, time switch or motion sensors	Full cutoff lighting, some low wattage, non-full cutoff lighting, controlled with dimmers, time switch or motion sensors	Full cutoff lighting, some low wattage, non-full cutoff lighting, controlled with dimmers, time switch or motion sensors	Full cutoff lighting, some low wattage, non-full cutoff lighting, controlled with dimmers, time switch or motion sensors	Full cutoff lighting, some low wattage, non-full cutoff lighting, controlled with dimmers, time switch or motion sensors
Allowed Initial Lamp Lumens per square foot, Maximum	2.5 - 3.2 lumens per square foot	3.3 - 4.2 lumens per square foot	7.6 - 9.7 lumens per square foot	7.6 - 9.7 lumens per square foot	7.6 - 9.7 lumens per square foot	7.6 - 9.7 lumens per square foot
Lamp Allowance (Lumens), Maximum	17,000 lumens	24,000 lumens	44,000 lumens	44,000 lumens	44,000 lumens	44,000 lumens
Foot Candles at Property Line, Maximum	0.1 horizontal and vertical	0.1 horizontal and vertical	0.2 horizontal and vertical	0.2 horizontal and vertical	0.2 horizontal and vertical	0.2 horizontal and vertical
Required Shielding	Fully shielded luminaire with no uplight or better	Shielded luminaire with no uplight or better	Shielded luminaire with no uplight or better	Shielded luminaire with no uplight or better	Partially shielded luminaire with no uplight or better	Partially shielded luminaire with no uplight or better
Lighting Curfew for Non-Residential	10 pm or close of business, whichever is later	10 pm or close of business, whichever is later	10 pm or close of business, whichever is later	10 pm or close of business, whichever is later	10 pm or close of business, whichever is later	10 pm or close of business, whichever is later
Height of Light Fixture, Maximum	20 feet for freestanding fixture; height of building for attached fixture	20 feet for freestanding fixture; height of building for attached fixture	20 feet for freestanding fixture; height of building for attached fixture	20 feet for freestanding fixture; height of building for attached fixture	20 feet for freestanding fixture; height of building for attached fixture	20 feet for freestanding fixture; height of building for attached fixture

# General Standards

# Lighting





**Purpose:** to promote the safe, effective and efficient use of active solar energy systems installed to reduce the on-site consumption of fossil fuels or utility-supplied electric energy. The following solar energy standards support the installation of solar systems or the design of buildings to be solar ready for future installations.

# General Standards

## *Solar Access*

Solar access for adjacent lots and buildings must be preserved such that any building shall be no more than 50% shaded on December 22 of the year.

## *Permitted Accessory Use*

Active solar energy systems shall be allowed as an accessory use in all zoning classifications where structures of any sort are allowed, subject to certain requirements as set forth in Table 4.5 Solar Standards.

## *Solar Administration*

**Approved Solar Components:** Electric solar energy system components must have a UL listing and solar hot water systems must have an SRCC rating.

**Plan Approval Required:** All solar energy systems shall require administrative plan approval by the City of Saint Paul zoning administrator.



# Solar



### *Green Roofs*

**Functional Green Roof Area** shall be defined as area atop a roof surface on a building, open to the sky and air, which is surfaced with soil and living plant materials for the purpose of retaining rainwater and absorbing heat from sunlight. The depth of soil and planted material shall be at least two (2) inches to be considered Functional Green Roof Area.

### **Roof Design Exemptions for Functional Green Roof Area**

Functional Green Roof Areas shall be exempt from the rooftop design standards identified in “Pitch, Orientation, Materials and Reflectivity”.

### **Floor Area Exemptions for Functional Green Roof Area**

Functional Green Roof Areas that are to be accessed only for maintenance purposes and are not intended to be used by building occupants or others shall be exempt from the calculation of Gross Floor Area of a building.

### **Green Roof Areas as Open Space**

Where a rooftop surface above the third floor includes Functional Green Roof Area, adjacent open-air outdoor space intended for use by building occupants or other persons that does not meet the definition of Functional Green Roof Area, such as a patio or deck, is eligible to meet up to 50% of the open space requirements of the property/site, as measured in gross square feet of the usable adjacent space. All such usable outdoor space shall be set back at least ten (10) feet from all outer roof edges, and shall be located and oriented in relation to adjacent properties to minimize potential visual, noise and privacy impacts to abutting uses.



# General Standards

## Roofs

# General Standards – Car Parking

<b>Land Use</b>	<b>Minimum</b>	<b>Maximum</b>
Non-residential	1 space per 600 square feet GFA	1 space per 400 square feet GFA
Residential, dwellings	0.75 space per dwelling	2.0 spaces per dwelling
Residential, congregate living	0.25 space per bedroom	1.0 space per bedroom

# General Standards – Bicycle Parking

<b>Bicycle Parking Spaces</b>	<b>Required</b>
Residential, dwellings	1 space per dwelling
Residential, congregate living	1 space per bedroom
Educational	1 space per 5 students
Recreational	1 space per 300 square feet of surface area
Commercial, Office, Civic	1 space per 5,000 square feet GFA
Production and Processing	1 space per 15,000 square feet GFA

## 4.5 District Uses

Use	F1	F2	F3	F4	F5	F6	Definition (d) Standards (s)
<b>Residential Uses</b>							
<i>Dwellings</i>							
Two-family dwelling	P						(d)
Multiple-family dwelling	P	P	P	P	P		(d)
Carriage house dwelling	P	P					(d)
<i>Mixed Commercial-Residential Uses</i>							
Home occupation	P	P	P	P	P	P	(d), (s)
Live-work unit		P	P	P	P	P	(d), (s)
Mixed residential and commercial use		P	P	P	P	P	(d)
<i>Congregate Living</i>							
Adult care home		P	P	P	P	P	(d)
Community residential facility, licensed correctional							(d), (s)
Dormitory				P	P		(d), (s)
Emergency housing facility		C	C	C			(d), (s)
Foster home	P	P	P	P			(d)
Sharable housing		P	P	P	P		(d)
Shelter for battered persons	P/C	P/C	P/C	P/C	P/C		(d), (s)
Sober house	P/C	P/C	P/C	P/C	P/C		(d), (s)
Supportive housing facility	P/C	P	P	P	P		(d), (s)
<b>Civic and Institutional Uses</b>							
Club, fraternal organization, lodge hall		P	P	P	P		(d)
College, university, specialty school		P	P	P	P	P	(d)
Day care, primary and secondary school		P	P	P	P	P	(d), (s)
Public library, museum	P	P	P	P	P	P	
Public and private park, playground	P	P	P	P	P	P	
Recreation, noncommercial		P	P	P	P	P	(d)
Religious institution, place of worship		P	P	P	P	P	(d)

Uses allowed in the Ford site Zoning Districts are identified in this table. Most of these uses are identified in the citywide zoning code, while a few are unique to these districts. **Use types unique to these districts are defined in Appendix X.**

# District Uses

# Public Input and Key Issues

# Feedback on Concept Plan

## Transportation

- Questions about traffic impacts from the site.
- Existing conditions in area need to improve – like safe crossings.
- Do we disperse trips across many streets or protect some streets?
- Strong support to design site for walking, biking and transit.

## Land Use & Scale

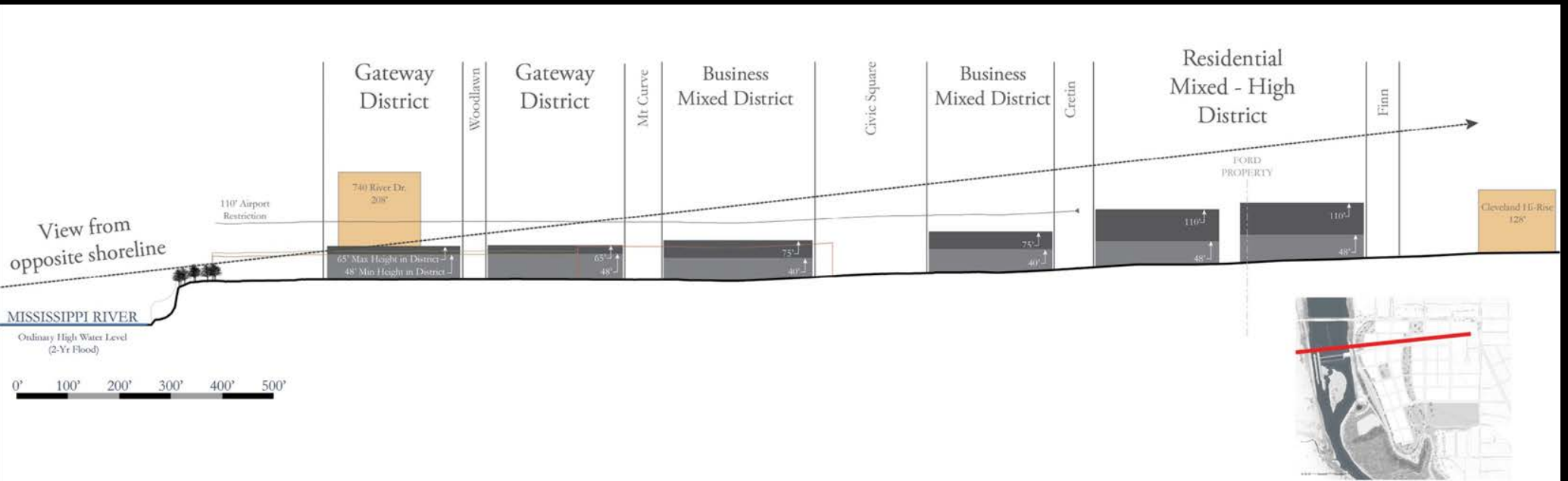
- Mix of residential, commercial and employment is good.
- The variety of housing options is good.
- Some want single-family homes on site.
- Proposed development – some say too dense and some say it's good.
- Range of building types and sizes is good – it's an urban village.

## Parks and Open Space

- Love the storm water feature.
- Love the parks. Can we have more?
- Focus on river connections and respect natural feel of the valley.
- Have trees and vegetation throughout the site.
- Let's have fields for multiple sports.



# Height and Scale



# Illustrative Build Out



Ford site  
in 2040?  
(No,  
just an  
example.)



Full  
build  
out to  
take 12-  
20 years



# Imagining the Future Site - 1



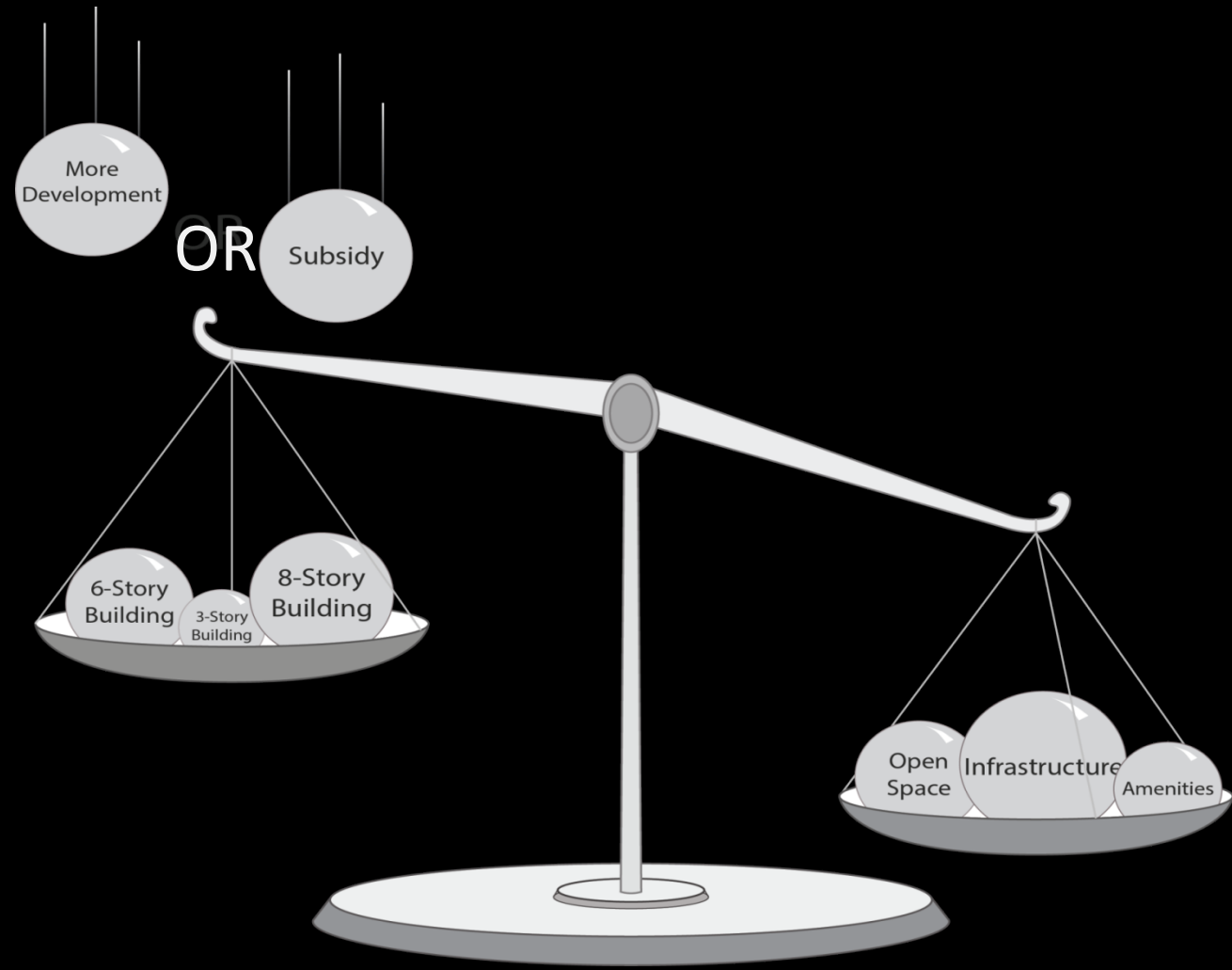
# Imagining the Future Site - 2



# Imagining the Future Site - 3



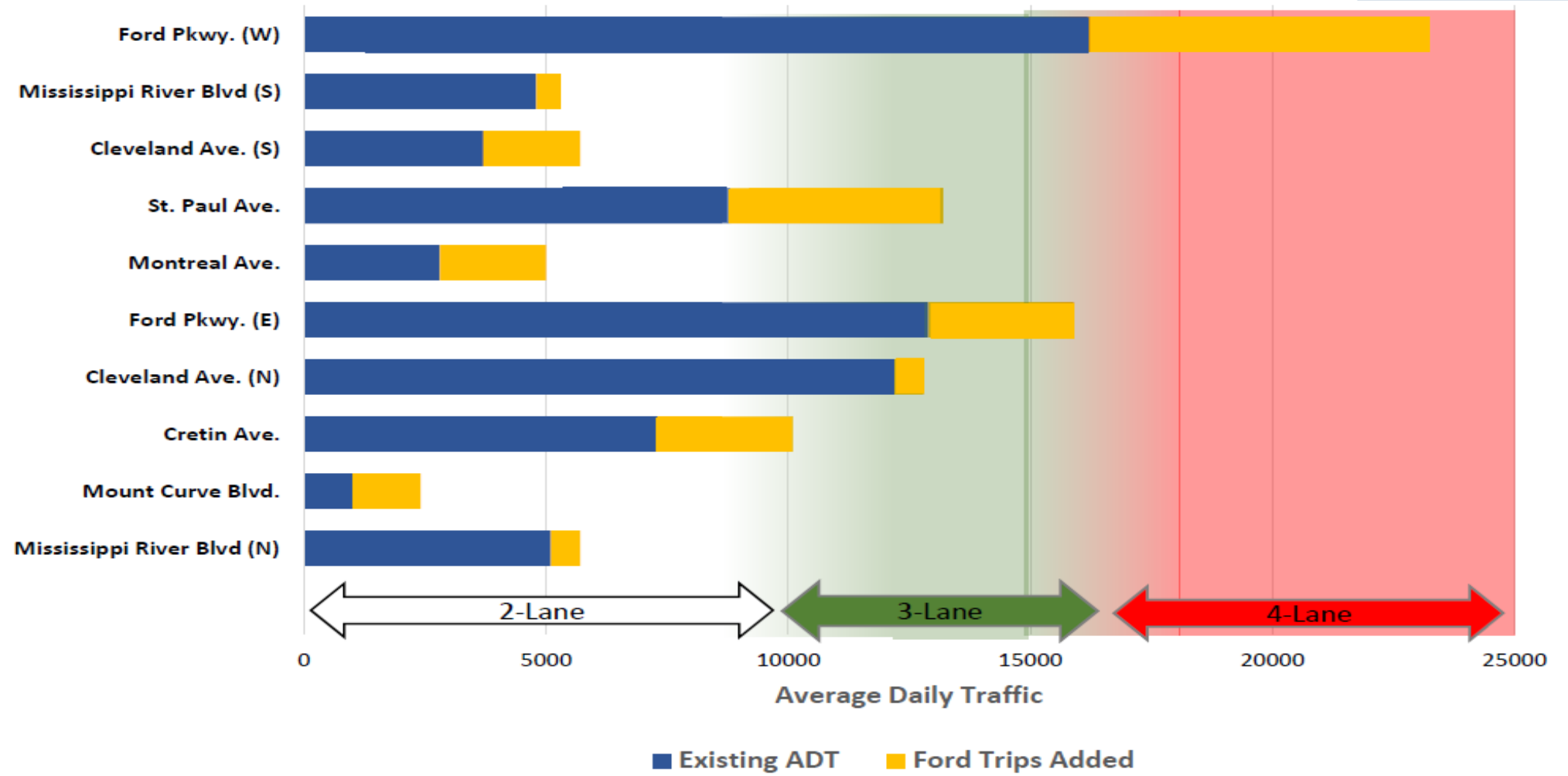
# The Economics of Development



# The Future of Traffic

**Average Daily Traffic (ADT) and General Lane Requirements**

**DRAFT**



# Urban Design to Reduce Driving



Six factors that affect the amount people drive:

1. Land use mix
2. Household density
3. Sidewalk coverage
4. Transit access
5. Intersection density
6. Managed parking

Of the above factors, “land use mix and household density had the largest impact on vehicle miles traveled”. – 2017 study for State of MA by Bill Holloway, State Smart Transportation Initiative



# Housing Mix



# Parks and Open Space



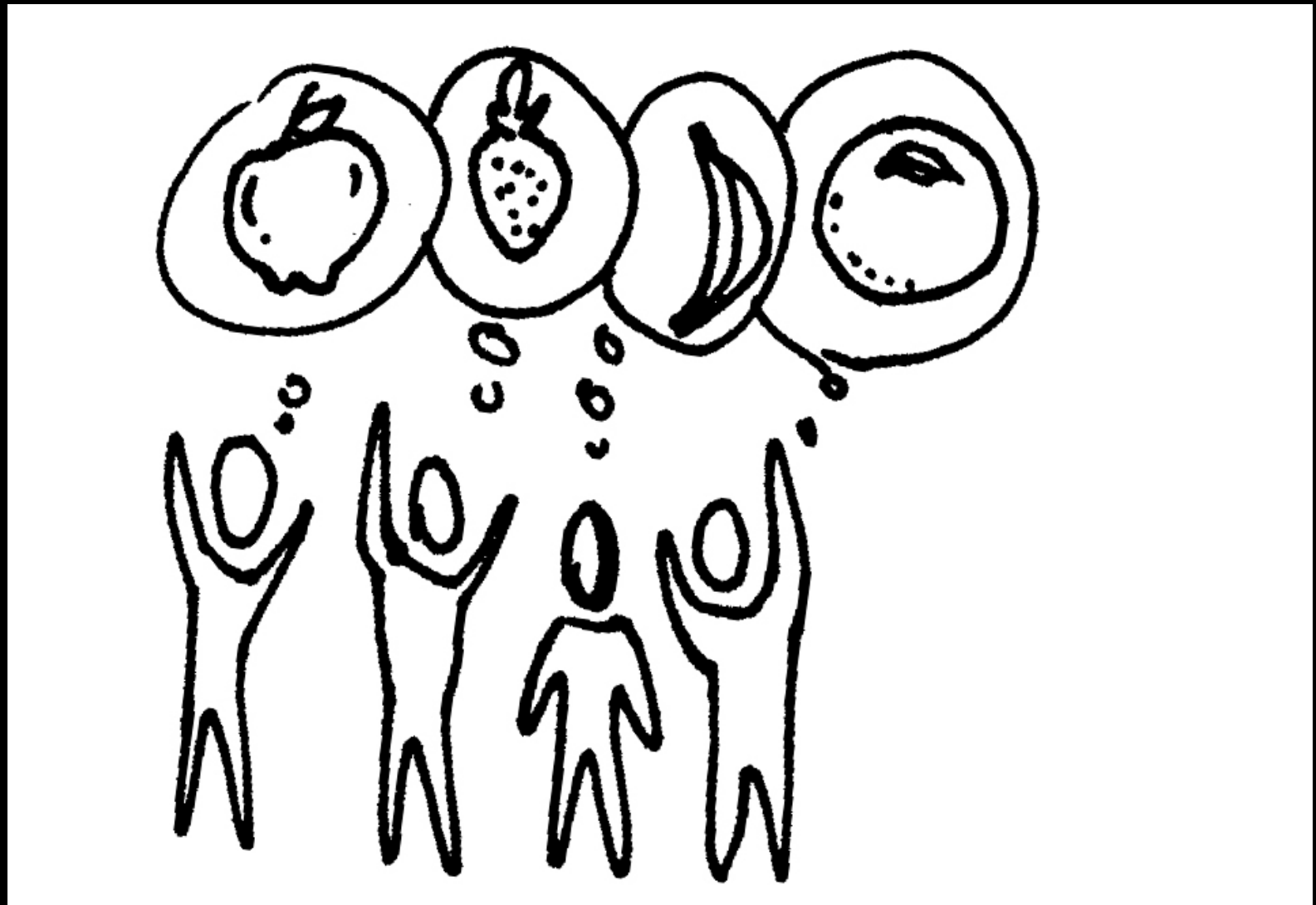
## Open Space Types



While the open space system is intended to feel continuous in everyday experience, there are three distinct categories of open space types. The first is the traditional city park, which is acquired through parkland dedication and would become part of the city's park system. The second is the stormwater spine, which may feel like a park, but technically serves a utility function. The third is a non-public recreation type to be neither owned nor operated by the city. It is included here to reflect the vision of the community to see a continuation of recreational fields on the site.

- OPEN SPACE TYPES**
- City Park
  - Stormwater Infrastructure
  - Non-Public Recreation

# The City is Listening



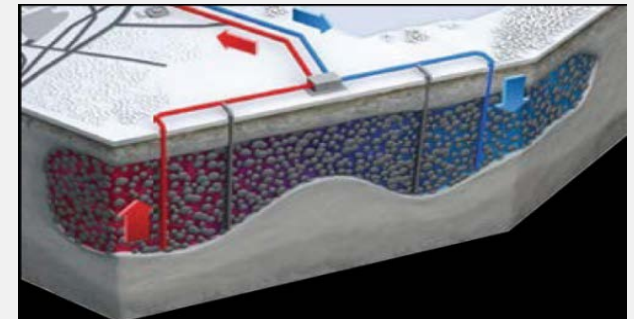
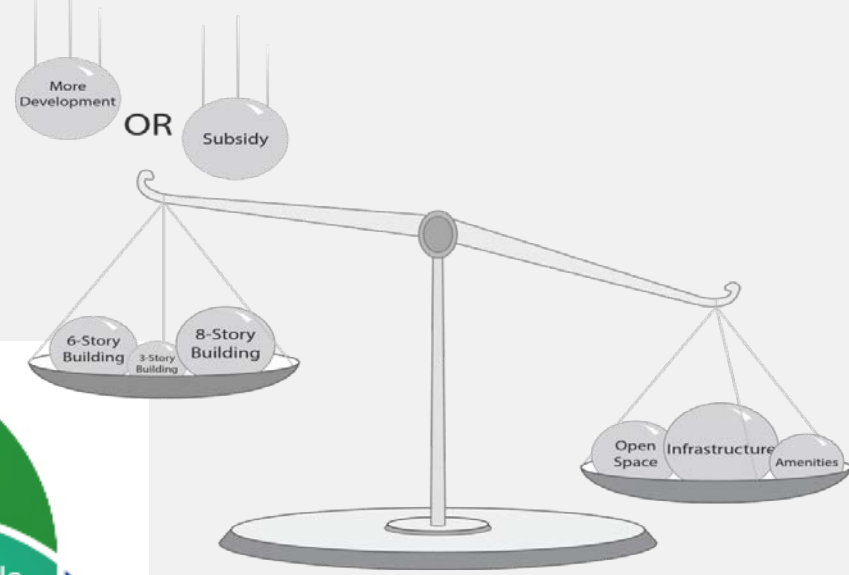
# Role of Sustainability



## What is Affordable Housing?



The government says housing is "affordable" if a family spends **no more than 30%** of their income to live there.



# Urban Density is Sustainable

“Urban sprawl or suburban sprawl describes the expansion of human populations away from central urban areas into low-density, monofunctional and usually car-dependent communities, in a process called suburbanization.” - Wikipedia

“In the United States and Canada, sprawl is among planners’ fundamental challenges. It encourages high energy use and dependence on automobiles, experts said.” - Scientific American May 2016

“Larger, denser cities are cleaner and more energy efficient than smaller cities, suburbs, and even small towns.”  
– The Atlantic, April 2012



# “Plan B” in Master Plan?



# Conclusion



# How to Provide Input



Planning Commission Public Hearing on June 30<sup>th</sup>

and/or

City Council Public Hearing in September (Date to be determined)

1. Submit official public testimony through the City's Ford web form at [stpaul.gov/FordComments](http://stpaul.gov/FordComments)
2. Send a letter or email to the Planning Commission or City Council, care of City staff
3. Attend the public hearing and provide spoken testimony
  - o Each of the above methods carries equal legal weight
  - o Please include your address and full name with your testimony, in order for it to be included in the official public record