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## MEMORANDUM

Date: July 25, 2018

To: Planning Commission

From: Comprehensive and Neighborhood Planning Committee

Re: **West Marshall Avenue Zoning Study**

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### BACKGROUND AND SUMMARY

The West Marshall Avenue Zoning Study was initiated by Saint Paul City Council resolution 17-1713 on October 18, 2017, attached, to identify an overall vision for the study area in response to increasing development interest. This interest is due in part to the area's location near the University of St. Thomas and Concordia University, demand for housing in general, and availability of transit service on Marshall and its proximity to the A Line on Snelling and the Green Line along University Avenue. The professional soccer stadium under construction in the neighborhood appears to be spurring development as well. The West Marshall Study area was identified as parcels with frontage along Marshall Avenue between Mississippi River Boulevard and Hamline Avenue.

In addition to initiating this zoning study the City Council also adopted an interim ordinance, sometimes referred to as a moratorium, for any land within the study area between Wilder and Wheeler avenues prohibiting the issuance or approval of zoning and building permits, plat approvals or lot splits, until the expiration of twelve months following the effective date of the interim ordinance or until an earlier time that the city council has taken action on the recommendations contained in the study. The desire for City Council action to occur on the study recommendations prior to the moratorium expiring means there is a short time line for completion of the study and community engagement about the study's recommendations.

The study's primary recommendations are two-fold. First, is to maintain Marshall as an appropriate place for a range of housing options including apartments. The intent is to accommodate some higher density housing yet preserve the neighborhood character. Second, is to adopt traditional neighborhood zoning along the avenue including at some commercial intersections and in the industrial area east of Snelling so future development takes on a more traditional urban form and allows for a mix of uses.

### Historic Survey

A survey of historic resources is currently underway that includes part of the zoning study area (see attached map). The survey area includes properties fronting on Marshall between Cleveland and Fairview. Completion of the historic survey is anticipated by fall 2018. Any recommended districts or designations of individual properties will be considered after completion of the survey. Adoption of historic districts or designation of properties can take up to four months to complete. This process would involve meetings with the neighborhood, Heritage Preservation Commission, and Planning Commission before submittal to the State Historic Preservation Office and final adoption by the City Council.

### Transit Service

Metro Transit operates Routes 21 and 53 along Marshall with stops about every other block between the Otis and Snelling where the routes turn north to University Avenue. Route 63 runs north-south along Cretin Avenue with a stop at Marshall. Route 87 runs north-south along Cleveland Avenue with a stop at Marshall. Route 134 runs north-south along Cleveland with a stop at Marshall. The A Line bus rapid transit (BRT) runs north-south along Snelling Avenue.

Metro Transit is beginning preliminary planning for BRT service on Route 21 with anticipated stations at Otis, Cretin, Cleveland, Fairview, and Fry. The anticipated timeline for BRT implementation is 2022 at the earliest. It is anticipated that some Route 21 service will continue to serve local stops along Marshall, but how frequently it would operate is yet to be determined.

### Citywide RM Zoning Study

Planning staff is considering zoning code amendments in a citywide RM Zoning Study to look at how multiple family zoning district regulations (RM1, RM2, RM3) might be amended to impose traditional neighborhood zoning design standards in all RM zones, among other recommendations. The purpose of possible amendments would be to intensify the potential use of RM zoned property and encourage development to be more pedestrian and transit-oriented.

## **COMMUNITY PROCESS AND CONCERNS**

Planning staff worked with the Union Park District Council early in the study process to engage residents, property owners, and other stakeholders. A community meeting to discuss the study was held in February 2018 to help interested parties understand the purpose of the study, the potential changes to zoning, and how the changes might shape future development in the study area. The meeting also provided a forum in which members of the community could identify areas of concern and provide other feedback on potential zoning changes. Concerns and comments voiced at meeting in February are summarized below.

### Density, Height, and Character

While there seemed to be general support, though not unanimous, for the type of medium density residential development allowed under the existing zoning, there was agreement that the height (five stories or 50 feet) and scale of development potentially allowed under existing RM2 zoning is not consistent with the character of surrounding development. Some reminded attendees that apartments are residential uses just as are single family homes. Many felt that the RM2 stretch between Wilder and Wheeler bridges the character of residential development on either side of it but that development of five stories is just too tall. No structures in this stretch are more than three stories. Most felt three stories allows for increased density and is appropriate but that four and five stories is just too tall to be in character with existing neighborhood development.

Residents felt the recently approved five-story apartment building at the northeast corner of Marshall and Moore, which took advantage of various bonuses to increase height and density, is an example of development not in character with existing development. Concern about the loss of homes to new development was also expressed, especially homes with historic value that add character to the neighborhood. Concern about the number of bedrooms per apartment unit also was expressed, suggesting a limit of two or three bedrooms but not four since that was more likely to be targeted to students. Support for Grand Avenue-style of mixed-use development with a more traditional urban form was voiced as was support for the multifamily buildings at East River Road that work well and are visually pleasing because of the way they blend in with the bluff. Attendees supported that type of development along Marshall and traditional neighborhood zoning in certain areas to allow a mix of residential and commercial uses.

There was a suggestion to consider higher density residential zoning for the residential stretch near Snelling currently zoned RT1, two-family, since it is closer to Snelling and the transit amenities offered with connection to A Line along Snelling Avenue and Green Line to the north at University Avenue.

#### Design Standards

Given that most were supportive of medium density multifamily uses but not development they felt was out of scale with existing structures, some suggested applying design standards including height limitations for new residential development. There was also interest in design standards for the commercial areas to make them architecturally and visually beautiful.

#### Cleveland Intersection

There was a suggestion to consider rezoning the northwest corner at Cleveland to a traditional neighborhood district to allow mixed-use development there. The lots are single family and duplex homes in an R3 single family zone and reportedly occupied by students. The east side of the intersection is commercially zoned and used and the southwest corner is zoned for multifamily use, RM2, and is occupied by apartment buildings and single family homes.

#### Student Housing

Many attendees felt that much of the development pressure in the neighborhood was caused by demand for housing for students due to an inadequate supply of housing on campus at the University of St. Thomas. They believe students should be on campus in housing designed for them and not in run down one and two-family homes throughout the neighborhood. Nor should students be in off campus apartment buildings like the one approved for the northeast corner of Marshall and Moore, which residents feel amounts to a dormitory, not an apartment building in the traditional sense.

#### Industrial Area East of Snelling

Many saw this as an opportunity area though no specifics were suggested.

#### Parking and Traffic Congestion

Greater density of commercial and residential development means more people and often more cars and demand for on-street parking. Attendees acknowledged that the reason to locate higher density uses along transit corridors is to lessen the need for cars and to support transit ridership. Some felt shared parking arrangements should be considered for commercial areas.

A second community meeting was held in April 2018 to present preliminary study recommendations and proposed zoning changes and to receive input and comments. The West Marshall Avenue Neighborhood Group responded with recommended zoning changes and created maps showing the changes. A third community meeting was held in June 2018 at which the Planning Commission's proposed zoning recommendations in the May 18, 2018 study memo were presented and discussed. Prior to the Planning Commission public hearing, notice of the hearing was mailed to all property owners within the study area and included information on proposed zoning changes.

The neighborhood group understands the city's need to increase density to provide more housing and supports increased density in some areas as well as a move toward traditional neighborhood zoning, especially west of Cretin, Cleveland to Wilder, at Prior and Fairview, and east of Snelling. They believe this balanced approach strives to preserve the scale, character and density of development along much of the avenue to retain the mix of housing options and the scale of existing development. In the Wilder to Wheeler stretch they propose adjustments to current zoning to reflect more closely existing land uses.

## APPLICABLE PLANS

The current Saint Paul Comprehensive Plan (comprehensive plan) adopted in 2010 is the guide for current and future land use and zoning decisions and its planning horizon is the year 2030. It includes the Union Park Community Plan, adopted in November 2016. An update to the comprehensive plan, required every ten years, is currently underway and anticipated to be adopted by the end of 2018. The draft update informs the analysis and recommendations in this study. The planning horizon for the update is the year 2040.

The Future Land Use Map in the current comprehensive plan identifies Marshall Avenue as a residential corridor from Mississippi River Boulevard to Fry Street, mixed-use corridor at the Snelling Avenue intersection, and industrial and institutional east of Snelling to Hamline Avenue. Residential corridors accommodate primarily residential uses at densities of 4 to 30 units per acre. The residential corridor designation can include single-family housing and still achieve the overall density range of 4 – 30 units per acre defined for this category. Mixed-use corridors are identified in the comprehensive plan along major thoroughfares that are (or could be) served by public transit. They generally accommodate a mix of residential commercial, institutional, and smaller scale industrial uses, along with open space, with residential development at densities of 30 to 150 units per acre. Established neighborhoods is the land use designation north and south of the study area and defined as predominately residential areas with a range of housing types. Single family houses and duplexes predominate, although there may be smaller scale multifamily housing scattered within these neighborhoods. It also includes scattered neighborhood-serving commercial, service, and institutional uses at the juncture of arterial and collector streets.

Strategy 1 of the Land Use Plan is to “target growth in unique neighborhoods”. The core goal of this strategy is higher density development. While the Land Use Plan states that substantial growth is not expected in all neighborhoods, the plan states that it does anticipate growth in residential and mixed-use corridors. Marshall Avenue is made up of both residential and mixed-use corridors and an industrially zoned area east of Snelling. The plan adds that these are areas of change where there will be compact mixed-use communities where housing, employment, amenities, and transit work together. The plan goes on to state that existing zoning standards, as well as new zoning standards and districts, will be used to support the prevailing character of established neighborhoods, and to allow higher density development in neighborhood centers, residential and mixed-use corridors, the central corridor, and downtown. Policy 1.9 states “encourage the development of medium density multi-family housing along residential corridors”.

Since Saint Paul is in the process of updating its comprehensive plan, including the land use plan and future land use map, these drafts were consulted during this study to assess how the vision for Marshall relates to proposed land use policies and designations. The draft comprehensive plan update replaces the residential corridor designation of Marshall Avenue west of Snelling with an urban neighborhood designation. A summary of existing and proposed land use categories in the study area along with proposed draft policies is attached. This includes background information on neighborhood nodes, a new designation that replaces neighborhood centers, in the draft land use plan. The mixed-use area at Snelling and the industrial and institutional designations east of Snelling remain in the update, though with adjusted boundaries and inclusion of some mixed-use in place of industrial uses.

The applicable neighborhood plan is the Union Park Community Plan. Key objectives and strategies related to this study are excerpted here:

- LU1. Support land uses that preserve Union Park as a connected, walkable, mixed-use, sustainable neighborhood with a pedestrian-oriented, human-scale streetscape.

- LU1.1 Maintain and establish zoning that encourages compact development in commercial areas and in mixed-use corridors; specifically, initiate and support zoning studies and adjustments, especially along Snelling Avenue and Marshall Avenue east of Snelling, to encourage more traditional neighborhood, mixed-use zoning where appropriate.
- LU2. Preserve the well-kept, traditional feel and scale of the neighborhood.
- LU2.1 Maintain and establish zoning that preserves lower density, single-family homes and duplexes outside of mixed-use corridors.
- LU2.2 Encourage the continued use and rehabilitation of existing structures, districts, and landscapes to preserve the historic character of residential and commercial districts.
- LU2.3 Ensure that new development fits within the character and scale of adjacent neighborhoods.
- LU3.2 Explore opportunities to increase density levels and promote new development along key corridors that support transit-oriented development, including along Snelling Avenue and Marshall Avenue between Snelling and Hamline Avenues, and on mixed-use transit routes, while maintaining the historic human scale of the neighborhood.
- H1. Preserve Union Park’s pedestrian-scale neighborhoods, while promoting a range of housing types and affordability to meet the needs of people at different life stages with different housing needs.
- H1.1 Support multi-unit mixed-use development in mixed-use corridors that can accommodate higher density levels, while minimizing impacts on adjacent lower density areas, and discourage multi-unit housing and retail uses that are incompatible with single-family residential areas.
- H1.2 Support efforts to develop a wide range of housing affordability levels, promoting more affordable housing along major transit routes including Snelling Bus Rapid Transit and the Green Line Light Rail line.
- H2.2 Encourage rehabilitation of existing housing stock.
- H1.3 Support housing development designed to promote pedestrian, bicycle, and public transit activity.
- H2. Preserve and improve the character and maintenance of Union Park’s neighborhoods for the next 10 years and beyond.
- H2.2 Encourage rehabilitation of existing housing stock.
- H2.2a New residential construction shall be consistent with the character of the surrounding homes, while minimizing impact on the neighborhood.
- H3. Recognize and accommodate student-housing needs while respecting the rights and concerns of all community stakeholders (students, families, colleges, landlords, businesses, etc.).
- HP1. Integrate historic significance into Union Park’s housing, environmental, land use, and economic development decision-making processes, supporting preservation over demolition.
- HP2. Identify, evaluate, designate, and preserve historic resources in the District.

## **EXISTING LAND USE AND ZONING**

This zoning study assesses current land use and zoning of property having frontage along Marshall Avenue from Mississippi River Boulevard to Hamline Avenue, a stretch of about two miles or 22 blocks. Marshall Avenue is identified as an A-Minor Arterial roadway in the City’s Comprehensive Plan. It primarily features one vehicle travel lane in each direction, striped bike lanes in each direction, parking on both sides of the street, and raised and landscaped or striped medians, except at turn lanes. The western end of the avenue near the river features two lanes in each direction for a couple of blocks. Signalized intersections are at Otis, Cretin, Cleveland, Prior, Fairview, Snelling, and Hamline. The average daily traffic from 2008 varies along the avenue with between 13,000 and 18,000 vehicles west of Snelling and 9,000 east of Snelling.

The current zoning in the study area generally reflects the existing underlying land uses along Marshall, see attached Existing Land Use Maps 1-4. The stretch between Wilder and Wheeler has many one and two-family homes amid multifamily uses in an RM2 multifamily zone. Likewise, the segment between Wheeler and Fry is primarily one and two-family homes in an RT1 two-family zone. Overall, 56 percent of parcels in the study area are single family residential uses, 12 percent are two to three-family, 13 percent are multifamily, 10 percent are commercial, 1 percent are industrial, 3 percent are mixed-use/multiple uses, and 3 percent are institutional uses.

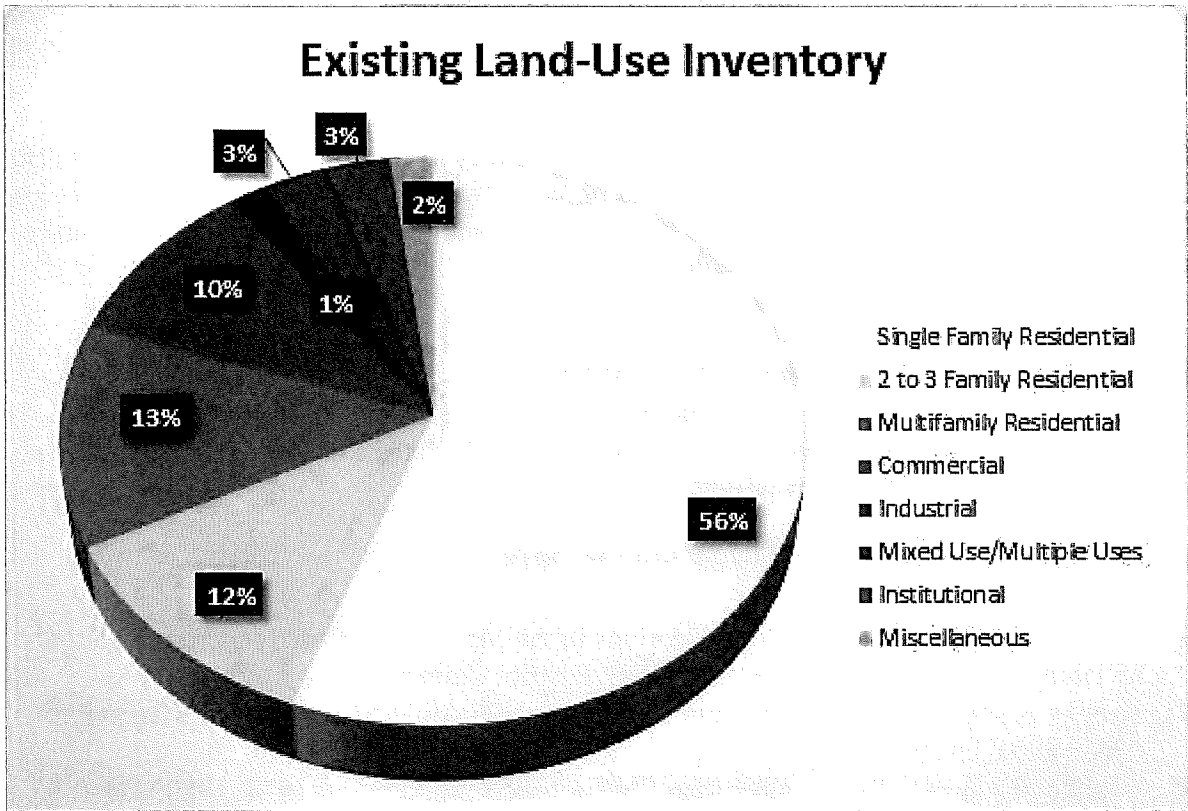
### Existing Land Use Inventory

Land Use Type	Number of Parcels	Percentage
Single Family Residential	141	56%
2 to 3 Family Residential	30	12%
Multifamily Residential	32	13%
Commercial (includes golf course)	25	10%
Industrial	4	1%
Mixed-Use/Multiple Uses	8	3%
Institutional	8	3%
Miscellaneous	5	2%

The majority of the study area west of Snelling is in residential use in a variety of single family, duplex, and multifamily zoning districts. Slightly more than half of the parcels are in single family use and an additional 25 percent are parcels with two or more dwelling units. There are several areas zoned RM2 that allow multifamily uses including a six block stretch from Wilder to Wheeler. There are several three-story apartment buildings in this stretch as well as single family homes, duplexes, and triplexes. While RM2 zoning permits higher density residential uses, many of the parcels are too small for redevelopment for multifamily uses without assembly of multiple parcels due to the 9,000 square foot minimum lot size requirement for three or more dwelling units. The six block stretch contains a number of larger homes, many designed by prominent architects at the turn of the last century. These homes could be lost to redevelopment if there is a willing seller. The historic resources survey underway will determine if there are any structures potentially eligible for local or National Register designation. The four block stretch of RT1 zoned property from Wheeler to Fry has several nonconforming apartment buildings but is mostly one and two-family homes. Many of the lots are less than 6,000 square feet, the minimum lot size required to establish duplexes.

The partially commercial corner at Cretin and the commercial block between Cleveland and Wilder offer a mix of retail, service, and auto uses in various zoning districts. A few of the commercial buildings on the south side of the avenue are two stories with commercial on the main level and residential uses above. The intersection at Snelling is a mix of residential, office, auto, retail, restaurant, and utility uses in various zoning districts. Many of the properties at this intersection were rezoned as part of the South Snelling Avenue Zoning Study in 2017.

The intersection at Snelling and property to the east to Hamline is primarily a mix of commercially and industrially zoned land with some areas designated as institutional and occupied by Concordia University campus and its facilities.



**GENERAL ZONING ANALYSIS**

The recommended zoning changes are primarily geared to allow increased intensity of residential development while maintaining the scale of the neighborhood. Recommended zoning changes regarding commercial properties is to move toward traditional neighborhood districts to allow a mix of residential and commercial uses and to achieve a more traditional urban form over time.

Traditional neighborhood zoning districts are intended to foster the growth and development of mixed-use, transit oriented development. In contrast to the higher-density residential and commercial zoning districts that largely segregate commercial and residential uses into different districts, traditional neighborhood zoning districts allow a range of both commercial and residential uses in the same district. Allowing a wider range of uses at key locations and intersections along the avenue will result in a future land use pattern that is more organic and market driven, and will allow commercial and residential development in areas that may only be one or the other under the current zoning.

Traditional neighborhood districts also differ from other zoning districts in that they include extensive design standards, and have provisions that push building mass towards the street. The traditional neighborhood district design standards regulate building features such as finish materials, window openings, the placement of doors, and the placement of parking. In reviewing new development in traditional neighborhood districts, there is a strong emphasis on ensuring that the design of new development helps contribute to a pedestrian friendly streetscape and corridor. Provisions in these zoning districts also take into account how new development interacts with lower density residential zoning districts, by having a maximum height of 25 ft. at property lines that abut these districts. Structures can exceed this height limit if stepped back from the property lines a distance equal to the additional height, or with a conditional use permit from the Planning Commission after notification of neighboring property owners and a public hearing.

Due to the traditional neighborhood design standards, some existing commercial structures will become nonconforming in terms of their design, orientation on lot, and placement of parking if the proposed zoning changes are adopted. The nonconforming status of the commercial

structures will not prohibit the reuse of buildings for conforming uses; nonconforming buildings may be expanded or altered, and lot improvements may be made, so long as they do not increase the nonconformity.

Under RM2 zoning the minimum lot size per dwelling unit is 1,500 square feet, and there is also a minimum lot size of 9,000 square feet for three or more dwelling units. T1 has a minimum lot size per dwelling unit of 1,700 square feet. In T2 and T3 zones, nonresidential and multifamily density is determined by floor area ratio (the total floor area of all buildings or structures on a zoning lot divided by the area the lot).

### **SUMMARY OF PUBLIC HEARING TESTIMONY**

The Planning Commission held a public hearing on June 29, 2018 to hear testimony on the recommendations in the West Marshall Avenue Zoning Study dated May 18, 2018. Below is a summary of the oral and written testimony.

#### **17 people spoke at the public hearing on June 29, 2018**

- 9 spoke in support of the recommendations in the May 18, 2018 study memo, with the revisions recommended by the Union Park District Council
- 1 spoke in support of T3 zoning rather than T2 zoning on the south side of Marshall at Cretin and Cleveland
- 3 spoke in support of RT1 rather than RM1 for their properties at 1974, 1980, and 1985 Marshall
- 1 spoke in regard to the challenges created by student housing and how rezoning from R3 and R4 to RT1 between Cretin and Cleveland may have a detrimental impact until the City's Student Housing Overlay District can be amended to prevent automatic conversion of registered single family student rentals to registered student duplexes.
- 1 spoke about the growth in density that has already occurred in the area
- 1 spoke about student housing and concern about increased traffic and parking
- Several spoke in support of the existing character and scale of development and preservation of historic resources
- 1 spoke about focusing increased density near intersections with transit

#### **78 written comments were received.**

**More than half of the written comments received, 42, specifically support the zoning recommendations in the May 18, 2018 study memo as revised by the Union Park District Council (UPDC).** What follows is a summary of these comments. Commenters note that the revised recommendations are a thoughtful approach that reflects a balanced plan based on broad community input. It provides for a range of housing options for all and considers the density, height, and scale of development in a neighborhood with historic homes. Increased density growth should be focused at key intersections along West Marshall Avenue that are well served by public transportation. The proposal with revisions supports growth in areas that can support it without losing unique neighborhood character. The proposed zoning recommendations permit more density where it makes sense and ensure that Marshall Avenue will remain diverse and welcoming to all who want to live there, students, young adults, families, and older adults alike. In keeping with the Union Park Community Plan, the zoning recommendations promote "a range of housing types and affordability to meet the needs of people at different life stages with different housing needs." The plan also takes advantage of Marshall Avenue's transit service and walkability, particularly at the intersections where mixed-use traditional neighborhood zoning is proposed. The zoning plan represents progressive city planning and puts in place parameters to keep west Marshall Avenue strong and vital. Saint Paul's neighborhoods and its engaged



citizenry are St. Paul's greatest assets. Massive development in one of the city's most beautiful and historic neighborhoods jeopardizes its long-term health and sustainability. Three-story height limit would keep the feel of the neighborhood and allow for some flexibility in terms of density and housing types. Five-story buildings are too tall and out of character with the existing neighborhood. Marshall Avenue is a two-lane residential corridor, not a four-lane mixed-use corridor like Snelling Avenue. The proposed plan strikes the right density balance to make Marshall sustainable and welcoming for all, including a range of affordability and housing options, without implementing broad swath zoning over several blocks, while at the same time maintaining the historic homes that beautify the street. The neighborhood is ready to grow in an organized, logical, and aesthetically positive way.

**The UPDC's revisions to the recommendations in the May 18, 2018 study memo that are referenced in many of the written comments refer to UPDC's own set of maps that are numbered 1 – 4 and were attached to the UPDC letter.** The maps are not attached to this study memo. The revisions proposed by the UPDC are described as follows:

**UPDC Map 1 River to Cretin:** Cleveland to Cretin should temporarily remain R3/R4 single-family zoning and not RT1 until the City's Student Housing Overlay District can be amended to prevent automatic conversion of registered single family student rentals to registered student duplexes.

**UPDC Map 2 - Wilder to Wheeler,** immediately east of Wilder: eliminate the proposed T1 designation and replace it with RT1 north of Marshall (2013 [likely deemed historic] and 2017 Marshall homes) and RM1 south of Marshall (2010 and 1016 Marshall and 226 Wilder). Wilder Street creates an adequate buffer/transition between the T2 mixed-use zoning proposed west of Wilder and residences east of Wilder; and a Marshall median currently spans Wilder, which prevents left turns generally required for viable mixed-use commercial uses.

**UPDC Map 2 Wilder to Wheeler,** Marshall and Moore intersection: residences in northwest and southeast corners should be RT1 zoning not the proposed RM1; proposed RM2 in northeast corner should be replaced with RM1 zoning consistent with the southwest corner apartments.

**UPDC Map 2 Wilder to Wheeler:** Expand T1 district density at Fairview to include 1806 and 1810 Marshall properties for more viable mixed-use intersection redevelopment opportunities.

**UPDC Map 3 - Wheeler to Asbury,** near Marshall and Peirce intersection: slightly scale back proposed RM1 zoning and instead retain existing RT1 for 1671, 1676, and 1677 Marshall homes.

**UPDC Map 4 Asbury to Hamline,** between Pascal and Albert, south side of Marshall: in light of proximity to the new soccer stadium, replace I1 Light Industrial for 1430 and 1440 Marshall with T3 mixed-use and replace I1 Light Industrial for 1400 Marshall with T1, consistent with the City's proposal for property immediately east of Albert Street.

**12 of the 78 written comments oppose downzoning along the avenue, many noting that there is a need for more housing in Saint Paul, especially along a major transit thoroughfare, and that this area is well suited for higher density development.** The area allows people to walk, bike, and take transit and this should be supported. More multi-family homes would help address the current housing crisis and make housing in Saint Paul more affordable. Increased density also supports transit and area businesses as well as housing for students. Larger more modern residential structures better accommodate today's lifestyles at increased densities. Downzoning creates an artificial ceiling on housing supply which drives up cost. Downzoning is not equitable or sustainable. Increased density is in the best interest of the city at large to address housing shortage and affordability concerns.

The **Saint Paul Port Authority** commented on its concern about the loss of industrial zoning to T3 zoning if the study recommendations are adopted.

For the first time, staff used an online app on the project webpage to gather comments about individual parcels in the study area. A total of 116 comments were received in this manner, though it should be noted that these comments came from just four individuals. The vast majority of comments relate specifically to the revisions to the study recommendations as recommended by the Union Park District Council.

## **ZONING RECOMMENDATIONS**

Existing land use, zoning, and recommended zoning changes are discussed below. The rezoning recommendations reflect input from the Comprehensive and Neighborhood Planning Committee and from the community, including individual property owners and the Union Park District Council. The discussion is organized around roughly one-half mile segments of Marshall Avenue from Mississippi River Boulevard to Hamline Avenue.

Preliminary recommendations were presented to the Comprehensive and Neighborhood Planning Committee on April 18, 2018. Feedback on these preliminary recommendations from area residents was received at a Union Park community meeting on April 23, 2018. The neighborhood feedback was presented to the Comprehensive and Neighborhood Planning Committee on May 2, 2018. The zoning recommendations were revised based on this input and released for public review on May 18, 2018. The recommendations that follow are based on written comments received during the public review period and at the public hearing on June 29, 2018. A discussion of comments received on the zoning recommendations during the public hearing precedes the formal committee recommendations for each segment in the study area.

### **Marshall Avenue - Mississippi River to Wilder (see Maps 1-3)**

This area from the river to Cleveland is characterized largely by residential uses that include single family homes in R3 on the north side and a mix of single family homes in R4 and apartment buildings in RM2 on the south side. The north side also includes Town & Country Club in an R3 single family zone. Existing uses in this stretch are consistent with the comprehensive plan residential corridor designation and provision for scattered neighborhood-serving commercial, service, and institutional uses in established neighborhoods. There are several commercial uses on the south side of the avenue including an office building in an OS zone, and at the Cretin intersection a mix of retail, restaurant, and gas and service station uses in T2 and B2 zones.

The stretch between Cleveland and Wilder is zoned entirely for commercial uses on both sides of the street. Uses include an auto convenience market, laundromat, tanning salon, retail, service, restaurant, bakery, salon, and ice cream shop as well as residential uses on the second floor of the building on the southeast corner. The north side is zoned B3 while the south side is a mix of T2 and B2 zones.

### **Public Hearing Comments, Committee Discussion, and Recommendations**

1. Suggested change by property owner: Rezone the five parcels at southwest corner at Cretin totaling 1.09 acres to T3 rather than T2. The property owner states that the parcels are all under single ownership and that they will eventually be developed with a multi-use building with one, two, and three bedroom apartment units along with street level retail to serve the neighborhood.

Committee recommendation: Rezone the parcels to T3 as suggested by the property owner. T3 zoning would be appropriate at this intersection, which is served by transit on both Marshall and Cretin avenues. It is a place where added density and increased height would work. Under existing zoning (RM2, T2, and B2) permitted building heights range from 30 to 50 feet. Under T3 zoning heights of 55 feet are permitted. The corner location and open space offered by the golf course to the north minimize shading impacts of a taller structure on surrounding residential uses. Because the parcels have been assembled under single ownership to allow for redevelopment of the site for a mixed-use

building, it is appropriate to rezone the parcels to facilitate redevelopment at the corner. This zoning study is about finding a balance of density along Marshall Avenue. Increased density at the Cretin intersection helps to compensate for the proposed reduction in permitted density between Wilder and Wheeler.

2. Suggested change from property owner: Rezone 2122 Marshall to RM2 or T2 instead of RT1 as proposed. This suggestion does not make sense from a zoning and land use perspective since the entire vicinity is one and two-family uses in R3 and R4 zones. Committee recommendation: Rezone to RT1 as recommended in the May 18, 2018 study memo.
3. Suggested change from property owner: Rezone 2063 Marshall from R3 to an RM zone or T3. The study memo recommends T1. The property owner correctly notes that the Marshall & Cleveland intersection is a planned neighborhood node in the draft 2040 comprehensive plan. Committee recommendation: Rezone to T1 as recommended in the May 18, 2018 study memo. T1 allows the existing uses and a mix of uses and would serve as a transition zone between B3 and the proposed T2 and T3 zones to the east and RT1 zone to the west.
4. Suggested changes from the Union Park District Council: **Map 1: River to Wilder,** Cleveland to Cretin should temporarily remain R3 and R4 single family zoning and not RT1 until the City's Student Housing Overlay District can be amended to prevent automatic conversion of registered single family student rentals to registered student duplexes. Committee recommendation: Rezone to RT1 as proposed in the May 18, 2018 study memo. Staff identified the number of properties proposed for RT1 zoning that could be converted to a duplex, given the amount of lot frontage and lot area required to do so, *and* be a registered student rental based on the required 150 foot separation from existing student rentals. The total number of properties is two. Only one of the parcels with one and two-family homes on the south side of the street has enough lot frontage, 50 feet, to be converted to a duplex. However, the lot is next door to an existing student rental so a new student rental would not be allowed there. All of the parcels on the north side of the street have adequate frontage and lot area to allow duplex conversions. However, only one new registered student housing unit could potentially be created if the properties were rezoned to RT1 given the 150 spacing requirement. In addition, one existing student housing unit could be converted to a duplex and a student unit added. See map of student housing attached to this memo. Given that the number of potential new registered student houses and expanded units is extremely low, two, and RT1 zoning allows for a modest increase in density in an area with large homes where it makes sense to allow conversion to a duplex to add affordable units to the housing supply, the committee recommends rezoning to RT1.

#### **Committee Recommendations:**

1. *Rezone* the south side of Marshall from the river to Cretin from a mix of RM2, T2, OS, and B2 to T2, traditional neighborhood, except that the five parcels at the southwest corner of the intersection at Cretin should be rezoned to T3 traditional neighborhood. These five parcels are under a single ownership and the owner has plans for a mixed-use development as discussed above in item #2. Existing uses are permitted in the T2 and T3 zoning districts, and it would allow for the possibility of mixed-use buildings and some commercial service and retail establishments to serve area residents. Traditional neighborhood design standards would help create a more traditional urban form when properties are redeveloped. The city has typically been rezoning OS parcels to T1 or T2 during zoning studies and it is appropriate to do so in this case.
2. *Maintain* the B2 zoning at the southeast corner at Cretin for the existing auto service station use. Given the location of existing gas pumps on site, traditional neighborhood

zoning and its design standards would make complying with the standards very difficult for future improvements to the auto service use. *Rezone* the parcel immediately east of the B2 parcel from R4 to B2. The property is occupied by the existing auto service station building that has been in place for many years. Rezoning the parcel to B2 will correct an error in the zoning map.

3. *Rezone* the R4 on the south side and most of the R3 on the north side between Cretin and Cleveland to RT1 to allow for the possibility of some duplexes, as discussed in item #6 above. This allows for preservation and use of existing housing stock to increase density and add affordable housing units. The stretch is along a transit route, near transit at Cretin and Cleveland, and in close proximity to the University of St. Thomas. Most of the existing parcels on the south side have about 40 feet of street frontage, the width required for a single family home; 50 feet of frontage is required for a duplex. Most of the lots on the north side have 50 feet of street frontage.

### **Neighborhood Node at Marshall and Cleveland**

The Marshall-Cleveland intersection is identified as a neighborhood node in the draft comprehensive plan update and is an area where mixed-use zoning categories may be more appropriate to achieve comprehensive plan goals than existing commercial and residential zoning that separate land uses. Existing commercial uses in the Cleveland-Wilder stretch are permitted uses and would also be allowed under T2 and T3 districts (though an auto convenience market would require a conditional use permit). Rezoning the properties on the south side of the street from B2 to a mix of T2 and T3 and on the north side from B3 to T2 offer the opportunity for a mix of residential and commercial uses and provide design standards for future development noted in the discussion under the General Zoning Analysis section of this study. Development on the south side of the street already has a traditional urban form with buildings at the property line, while development on the north side of the street has buildings setback with parking in front. Rezoning to a traditional neighborhood district would require future development to assume a traditional urban form.

### **Public Hearing Comments, Committee Discussion, and Recommendations**

1. Suggested change by staff based on a comment received: Add to the study area the small parcel at 225 Wilder Street that fronts on the west side of Wilder Street south of Marshall and rezone it to T2 to be consistent with the zoning of adjacent parcel to the north. This would put the zoning boundary at the alley line and makes sense from a zoning and land use perspective.  
Committee recommendation: Add the parcel at 225 Wilder Street to the study area and rezone it to T2.
2. Suggested change by property owner: Rezone the three parcels at the southeast corner at Cleveland totaling 0.92 acres to T3 rather than T2. The property owner states that the parcels are all under single ownership and that they will eventually be developed with a multi-use building with one, two, and three bedroom apartment units.  
Committee recommendation: Rezone the parcels to T3 as suggested by the property owner. T3 zoning would be appropriate at this intersection, which is served by transit on both Marshall and Cleveland avenues. It is a place where added density and increased height would work. Under existing zoning (T2 and B2) permitted building heights range from 30 to 35 feet. Under T3 zoning heights of 55 feet are permitted. The corner location with commercial uses to the north and east and large apartment building to the west make this an appropriate location for increased density. Because the parcels have been assembled under single ownership to allow for redevelopment of the site, it is appropriate to rezone the parcels to facilitate redevelopment at the corner. This zoning study is about finding a balance of density along Marshall Avenue. Increased density at

the Cleveland intersection helps to compensate for the proposed reduction in density between Wilder and Wheeler.

**Committee Recommendations:**

1. *Rezone* from R3 to T1 the five parcels at the northwest corner at Cleveland. Five parcels are proposed to be generally consistent with the stretch of T1 zoning proposed for the southwest corner. T1 would permit the existing residential uses and also permit intensification of uses at the neighborhood node. T1 traditional neighborhood zoning allows mixed-use development and has design standards that call for a traditional urban form for commercial buildings to create a street presence and hold the corner, similar to much of the development along Grand Avenue. The existing R3 single family zoning does not allow for greater density or a mix of uses and requires a large front yard setback.
2. *Rezone* from RM2 to T1 the six parcels at the southwest corner at Cleveland that includes a mix of apartment buildings, duplex, and single family homes for the reasons noted immediately above.
3. *Rezone* from B2 and T2 to T3 the three parcels at the southeast corner at Cleveland and the parcel at the southwest corner at Wilder from B2 to T2, as discussed in item #3 above. Existing development already has traditional urban form, which T2 and T3 zoning and accompanying design standards will require any future development to maintain. Existing uses are permitted under both existing commercial and proposed traditional neighborhood zones.
4. *Rezone* from B3 to T2 the north side between Cleveland and Wilder except the northeast corner at Cleveland where the auto convenience store is located. The traditional neighborhood design standards will require future development to assume the traditional urban form already present on the south side of the street.
5. *Amend* the study area to include the parcel at 225 Wilder Street and *rezone* it to T2 to be consistent with the zoning of adjacent parcel to the north. This would put the zoning boundary at the alley line and makes sense from a zoning and land use perspective.

**Marshall Avenue - Wilder to Wheeler (see Map 4-6)**

This segment in the center of the study area is subject to an interim ordinance, also referred to as a moratorium, prohibiting development for one year, until October 2018, or until completion of this study and City Council action on its recommendations. The existing land use and zoning in this stretch follow the land use designation in the comprehensive plan, residential corridor. The entire segment is zoned RM2, multiple-family, and is characterized by a mix of single family to medium density multiple-family residential uses. The RM2 zoning permits structures of up to 5 stories or 50 feet, taller than the scale and character of existing development. One and two-family residences and apartment buildings of up to three-stories make up the area in addition to institutional uses that include a church, parish gymnasium and auditorium building, and library. Charles Thompson Memorial Hall, a social club for the deaf, is located at the southwest corner at Fairview. This stretch of Marshall has been zoned to allow single family to apartment uses since 1922 (zoned "C" residence district from 1922 to adoption of the current zoning code in 1975). Marshall was a street car line for many years.

There are likely historically significant houses that we should work to preserve, and the historic survey currently underway will make recommendations on potential districts or individual historic designations. There are also houses that are not historically significant where replacing them with new development would be appropriate. The recommendations of the historic survey will not be available to inform specific zoning recommendations in this study since results of the survey will not be in hand until the fall 2018.

In January 2018 plans were approved to allow construction of a five story multifamily building at the northeast corner at Moore. The project involved demolition of two houses. While the development met the regulations and standards for the RM2 zoning district, and took advantage

of various bonuses to increase the height and density, many area residents believed the development was not consistent with development in the surrounding area due to its height, density, and number of future residents, and were also concerned that the building, with primarily four-bedroom apartments, would house mostly college students. There is a strong desire to preserve the character of the avenue with a mix of one, two, and three-family homes and apartment buildings of two and three stories.

The comprehensive plan supports new housing by increasing density in areas zoned for such uses. This allows dwelling units to be added to the housing stock to accommodate the city's growing population and to support transit use along transit corridors. At the same time, there is a desire to preserve the character of existing neighborhoods. The Union Park Community Plan acknowledges this by stating that the plan's goal is to find a balance to preserve desirable assets and neighborhood character while evolving to meet present and future needs, desiring to preserve peaceful, walkable, urban neighborhoods.

Ninety-five percent of the parcels along this portion of Marshall Avenue are residential: 55 percent of parcels are single family; 20 percent are two to three-family; and 20 percent are multifamily providing 175 dwelling units. Five percent of parcels are institutional or miscellaneous uses. A minimum lot size of 9,000 square feet is needed to establish three or more dwelling units in an RM2 district. There are three lots with one to two-family uses on the south side of the street with lot size over 9,000 square feet and three such lots on the north side of the street. There are several triplexes in this stretch, though none are on lots of 9,000 square feet or more.

The following recommendations spread the opportunity for increased density along the avenue and allow for a mix of uses at the signalized intersections at Prior and Fairview to accommodate anticipated growth. This is a reasonable and thoughtful approach to finding a balance to preserve desirable assets and neighborhood character while evolving to meet present and future needs, and desiring to preserve peaceful, walkable, urban neighborhoods.

### **Public Hearing Comments, Committee Discussion, and Recommendations**

1. Suggested change from property owner: Do not rezone 1991 Marshall from RM2 to RM1 as the study proposes. This is a five unit building and the property owner does not want it to be rezoned to RM1.

Committee recommendation: Rezone the property to RM1 as proposed in the May 18, 2018 study memo. A large apartment building is planned for the northeast corner and there are five and eleven unit buildings near the northwest and southwest corners. If increased density is to occur it would be most appropriate at the intersection. Since the zoning study is recommending a move from RM2 to RM1, the committee recommends the RM1 zoning for 1991 Marshall.

2. Suggested change from property owners: rezone 1974, 1980, and 1985 Marshall to RT1 rather than RM1 as proposed in the May 18, 2018 study memo.

Committee recommendation: Rezone to RM1 as recommended in the May 18, 2018 study memo. The zoning study recommends a move from RM2 to RM1 for all but one corner of this intersection. A large apartment building is planned for the northeast corner and there are five and eleven-unit buildings one lot in from the northwest and southwest corners. If increased density is to occur it would be appropriate at this intersection. The committee recommends RM1 zoning for three of the four corners at this intersection. While this is an appropriate place for a multi-family development to occur, the only way it can happen is if parcels are combined since none of the parcels on its own is large enough to allow more than two dwelling units. Thus, as long as there is no willing seller or owner, no change to the properties is likely to occur.

3. Suggested changes from the Union Park District Council: **UPDC Map 2 Wilder to Wheeler**, Immediately east of Wilder eliminate the proposed T1 designation and replace

it with RT1 north of Marshall (2013 [likely deemed historic] and 2017 Marshall homes) and RM1 south of Marshall (2010 and 2016 Marshall and 226 Wilder). Wilder Street creates an adequate buffer/transition between the T2 mixed-use zoning proposed west of Wilder and residences east of Wilder; and a Marshall median currently spans Wilder which prevents left turns generally required for viable mixed-use commercial uses. Committee recommendation: Rezone 2013 and 2017 Marshall to RT1, as suggested by the UPDC. Rezone 2010 and 2016 Marshall and 226 Wilder to RM1, as suggested by the UPDC. This is consistent with existing land use that includes a six-unit building near the southeast corner.

4. Suggested changes from the Union Park District Council: **UPDC Map 2 Wilder to Wheeler**, Marshall and Moore intersection: residences in northwest and southeast corners should be RT1 zoning not the proposed RM1; proposed RM2 in northeast corner should be replaced with RM1 zoning consistent with the southwest corner apartments. Committee recommendation: Maintain RM2 zoning for the northeast corner and rezone the remaining three corners to RM1 as proposed in the May 18, 2018 study memo. This intersection is an appropriate place for multi-family development. The zoning study recommends a move from RM2 to RM1 for three of the four corners of the intersection and RM2 for the fourth corner. Area residents are concerned about what could potentially be built under this zoning and the potential loss of existing housing. Since none of the parcels is large enough to allow more than two units, the only way multi-family development can happen is if parcels are combined. Thus, as long as there is no willing seller or owner, no change to the properties is likely to occur.
5. Suggested changes from the Union Park District Council: **UPDC Map 2 Wilder to Wheeler:** Expand T1 district density at Fairview to include 1806 and 1810 Marshall properties for more viable mixed-use development opportunities. Committee recommendation: Rezone 1806 and 1810 Marshall to T1 as suggested by the UPDC. This makes sense from a land use and zoning perspective.

**Committee recommendations:**

1. *Rezone* from RM2 to RT1 the five parcels at the northeast corner at Wilder and from RM2 to RM1 the two corner parcels at the southeast corner at Wilder. This allows for transition between commercial uses at the Wilder intersection and lower density residential uses to the east.
2. *Rezone* from RM2 to RM1 the two parcels at the northwest, southeast, and southwest corners at the intersection at Moore, as discussed in public hearing comments item #2 above.
3. *Maintain* RM2 zoning for the two parcels at the northeast corner at Moore. This is the site of the recently approved apartment building.
4. *Rezone* from RM2 to RT1 the three parcels on the south side of the street just east of the parcels referenced in recommendation #1, the parcels on the south side of Marshall just east of the two parcels at the southeast corner at Moore referenced in recommendation #2, and the two parcels on the north side of Marshall just east of the parcels at the northeast corner at Moore referenced in recommendation #3.
5. *Rezone* from RM2 to RM1 the parcels at the southwest and southeast corners at the intersection of Igelhart and Prior avenues. These parcels are part of the existing RM2 zoning district that runs along Marshall and are occupied by 12 and 27-unit apartment buildings, respectively. The Planning Commission amended the study area to include these parcels on May 18, 2018 in Resolution 18-35.
6. *Rezone* from RM2 to T1 all four corner parcels at the Prior intersection. These are occupied by apartment buildings and a church auditorium-gymnasium. Traditional neighborhood zoning would allow a mix of uses at this signalized intersection.

7. *Rezone* from RM2 to RM1 the four parcels on the north side of the street and the two parcels on the south side of the street immediately east of the recommendation in #6 above. There are a number of multi-unit apartment buildings in the recommended zoning district.
8. *Rezone* from RM2 to RT1 the two corner parcels at the southwest and southeast corners and the four parcels at the northeast corner at the Howell intersection. This zoning district has one and two-family dwellings.
9. *Rezone* from RM2 to RM1 the parcel immediately east of the two parcels on the south side of the street referenced in recommendation #8 above. This is a 25-unit apartment building.
10. *Rezone* from RM2 to RT2 the four parcels at the northwest corner and the five parcels at the southwest corner of the Dewey intersection and the three parcels at the southeast corner at Dewey.
11. *Rezone* from RM2 to T1 the two parcels on the north side of the street between Dewey and Fairview, the two parcels at the northeast corner at Fairview, the one parcel at the southwest corner, and the three parcels at the southeast corner at Fairview. These are primarily institutional uses at signalized intersection where a mix of uses is appropriate.
12. *Rezone* from RM2 to RT2 parcels on the north and south sides of the street between Fairview and Wheeler except for the parcels at the northeast and southeast corners at Fairview, as referenced in recommendation #11 above.
13. *Rezone* three parcels as follows: 1) *rezone* from RM2 to RM1 the parcel at 226 Wilder Street. This is a small parcel that fronts on Wilder Street south of Marshall; 2) *rezone* from RM2 to RT1 224 Howell Street. This is a small parcel that fronts on Howell Street south of Marshall; and 3) *rezone* from RM2 to T1 224 Fairview Avenue. This is a small parcel that fronts on Fairview south of Marshall. In the process of undertaking the zoning study planning staff identified these locations where it is reasonable to amend the study area to include parcels not identified by the City Council to ensure zoning districts are logical and appropriate. The study area was amended to include these parcels by the Planning Commission on May 18, 2018 in resolution 18-35.

### **Marshall Avenue - Wheeler to Asbury (see Maps 7-9)**

The existing land use and zoning in this stretch follow the land use designation in the comprehensive plan, residential corridor. The western portion of this segment of the study area is characterized mostly by low density residential uses in an RT1 zone. There is a mix of one and two-family homes and a few two-story apartment buildings with garden level apartments. While much of the segment is zoned to allow duplexes, many of the lot sizes are less than the 6,000 square feet minimum for a duplex and many are less than the 5,000 square feet minimum for a single family home. This means that many of the houses are nonconforming as to the size of the lot. The eastern stretch of this segment is focused at the Snelling intersection and includes a mix of uses including single family homes, an apartment building, office space, retail space, auto repair and auto body shop, billboards, railroad tracks and bridge over the avenue, and an electric transformer station. The intersection is within the proposed neighborhood node at Selby and Snelling that is in the draft land use map in the update to the comprehensive plan. The proximity of this segment to the A Line BRT along Snelling and easy connections to the Green Line at University Avenue makes this an ideal location for higher density residential development to support transit use.

### **Public Hearing Comments, Committee Discussion, and Recommendations**

1. Suggested changes from the Union Park District Council: UPDC Map 3 Wheeler to Asbury, Near Marshall and Peirce intersection: slightly scale back proposed RM1 zoning and instead retain existing RT1 for 1671, 1676, and 1677 Marshall homes.  
Committee recommendation: Rezone 1671, 1676, and 1677 Marshall to RT1 as suggested by the UPDC.



**Committee recommendations:**

1. *Rezone* from RT1 to RT2 the two northeast corner parcels and the three southeast corner parcels at the Wheeler intersection. This is a logical extension of the RT2 zoning district proposed to the west, permits the existing four and six-unit buildings, and allows potential for increased density at the corner.
2. *Rezone* from RT1 to RM1 the parcel at the southwest corner at Pierce and both sides of the street from Pierce to Fry. There are two existing ten-unit apartment buildings in this recommended zoning district. It is an ideal location for higher density residential development to support transit use along Marshall and Snelling.
3. *Rezone* from RM2 to T2 the block bounded by Marshall on the south, Fry on the west, and railroad right of way on the north, east to the north-south alley. This would be a transition between the RM1 multifamily residential to the west and the T3 mixed-use corridor to the east at Snelling.
4. *Rezone* from T1 to T2 the large parcel at the southeast corner at Fry. This would be a transition between the medium density residential uses allowed to the west and the T3 mixed-use corridor to the east at Snelling.
5. *Rezone* from RM2 to T3 the parcel on the north side of Marshall just east of the north-south alley abutting the existing T3 zoning district. This adds the parcel to the existing T3 zoning district with the alley as the divider between T2 and T2.
6. *Rezone* from B3 to IT the railroad right of way and the electric transformer site at the Snelling intersection. This is a more appropriate industrial zoning district that is intended to provide for uses that are compatible with nearby residential and traditional neighborhood districts.

**Marshall Avenue - Asbury to Hamline (see Maps 10-12)**

This portion of the study area is zoned industrial except for Concordia University's property on the south side between Albert and Hamline, which is zoned RT1. Uses between Asbury and Pascal include office space, painting contractor's shop, single family homes, retail space (currently vacant but planned for improvements in 2018), surface parking, taxi dispatching, maintenance and storage, and self-storage. The industrially zoned area on the north side of the street between Asbury and Pascal is a half-block deep and is adjacent to one and two-family residential uses to the north in an RT1 zone. There has been interest in residential and mixed-use development in the area. Uses east of Pascal Street include industrial, office, school, university (including ball fields, surface parking, and storage utility buildings), veterinarian clinic, auto sales including parts, and auto convenience market uses.

This stretch is guided for industrial and institutional uses in the current comprehensive plan. The draft update to the comprehensive plan guides this stretch for mixed-use from Snelling to Pascal, and industrial, mixed-use, and civic and institutional uses from Pascal to Hamline. Given the change between the current and proposed 2040 land use in this stretch it is appropriate to consider rezoning some of the property in this stretch as part of the this zoning study. This stretch is also in proximity to the new soccer stadium, the A Line, and Green Line and is ripe for redevelopment.

**Public Hearing Discussion Regarding Zoning Recommendations**

1. Port Authority comments: The Saint Paul Port Authority noted that its strategic plan calls for an explicit or implicit "no net loss" of industrial land policy. They question where the city will compensate for the loss of land for industrial job opportunities with low barriers to entry, and the loss of net positive tax base if market and neighborhood forces push towards a mixed-use outcome along Marshall east of Snelling. They add that property along Marshall Avenue has been analyzed for redevelopment potential and has been used as a potential pipeline site for industrial land inventory acquisition for redevelopment for several years. The Port Authority states that the approximate five acres in question could

accommodate a 75,000 square foot modern office/warehouse building, 114 family-supporting jobs and contribute around \$300,000 in annual property taxes.

While I1 light industrial zoning allows industrial uses, T3 allows a broad range of uses including limited production and processing. Therefore, T3 uses have the ability to create jobs and tax base. The current mini-storage warehouse operation on the south side of Marshall east of Snelling is not a very intensive use of land and does not generate many jobs.

Committee recommendation: Rezone the north side of Marshall to T3 as proposed in the May 18, 2018 study memo. It is a mix of residential and small commercial uses immediately south of one and two-family homes across the alley to the north. T3 makes sense from a land use and zoning perspective and is more compatible with the residential uses to the north. Maintain I1 zoning on the south side of the avenue as suggested by the Port Authority rather than rezoning it now to T3 in anticipation of market demand.

2. Suggested changes from the Union Park District Council: UPDC Map 4 Asbury to Hamline, Between Pascal and Albert, south side of Marshall: in light of proximity to the new soccer stadium, replace I1 Light Industrial for 1430 and 1440 Marshall with T3 mixed-use and replace I1 Light Industrial for 1400 Marshall with T1, consistent with the City's proposal for property immediately east of Albert Street.

Committee recommendation: Maintain I1 zoning for the parcels on the south side of Marshall, as suggested by the Port Authority. The decision not to recommend T3 zoning for this stretch of Marshall is a consideration in the committee's recommendation to recommend rezoning parcels at the intersections of Cretin and Cleveland to T3. The loss of density in the Wilder to Wheeler stretch is compensated for in other areas along the avenue.

**Committee recommendations:**

1. *Rezone* from I1 to T3 the north side of Marshall from Asbury to Pascal, except for the taxi business at the northwest corner at Pascal Street. Except for the taxi business, it appears that existing uses on the north side of the street would be permitted under T3 zoning. Rezoning the south side to T3 would make the existing self-storage business nonconforming.
2. *Rezone* the block bounded by Marshall, Hamline, Selby, and Albert from RT1 to T1. Almost all of the block is a single large parcel with frontage on Marshall. A few small parcels at the southwest and southeast corners of the block without frontage on Marshall have non-residential land use related to the rest of the block and were added to the study area so the zoning of the whole block can fit the use. While this block is zoned RT1 two-family residential, there is no residential land use on the block, it is surrounded on two and a half sides by I1 industrial zoning, and RT1 land use and dimensional standards are not a good fit.

**COMMITTEE RECOMMENDATION:** Adopt resolution recommending rezoning the properties in the study area of the West Marshall Avenue Zoning Study as discussed in the zoning study memo dated July 25, 2018 and amend the study area to include the parcel at 225 Wilder Street and recommend rezoning it to T2.



# City of Saint Paul

City Hall and Court  
House  
15 West Kellogg  
Boulevard  
Phone: 651-266-8560

## Signature Copy

Resolution: RES 17-1713

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**File Number: RES 17-1713**

Undertaking a zoning study of land use and land use classifications along Marshall Avenue between Mississippi River Boulevard and Hamline Avenue, and establishing interim zoning regulations pursuant to Minn. Stat. § 462.355, Subd. 4 pending Council action on the zoning study within the study area between Wilder and Wheeler.

WHEREAS, the area of Marshall Avenue between Mississippi River Boulevard on the West and Hamline Avenue on the East is presently experiencing increasing redevelopment interest. While redevelopment interest is welcome, redevelopment that is not consistent with the goals and requirements of the City's Comprehensive Plan would not be in the best interests of the City generally and this area of Marshall Avenue specifically; and

WHEREAS, the potential for incompatible or inconsistent redevelopment activity along this stretch of Marshall raises substantial questions relating to the ability of the City's present official controls to assure compliance with the City's Comprehensive Plans; and

WHEREAS, in light of these increasing redevelopment interests, the Council of the City of Saint Paul hereby requests the planning commission to undertake a zoning study of current land use and land use classifications of that area of Marshall described above which, hereinafter, shall be referred to as the "West Marshall Study Area" or "WMSA"; and

WHEREAS, the Council desires the scope of zoning study to be limited to the those parcels with frontage along Marshall; and

WHEREAS, the said study may lead to the adoption of amendments to the City's comprehensive municipal plan and to its official zoning controls within the West Marshall Study Area; and

WHEREAS, in light of the pending WMSA study, and for the purpose of identifying an overall vision for this pivotal area and the immediate need to preserve the status quo with respect to land use in order to protect the general health, welfare and safety of the public pending the conclusion of the said study, the Council of the City of Saint Paul desires to immediately temporarily prohibit development on any parcel of land or part thereof within that certain portion of the WMSA between Wilder and Wheeler until such time as the WMSA study has been completed and the Council of the City of Saint Paul has taken action on the recommendations contained therein:

NOW, THEREFORE, BE IT RESOLVED, that under separate ordinance adopted pursuant to Minn. Stat. § 462.355, Subd.(4)(a), the Council of the City of Saint Paul will temporarily prohibit for any parcel of land or part thereof within the WMSA between Wilder and Wheeler, the issuance or approval of zoning and building permits, plat approvals or lot splits, until the expiration of twelve months following the effective date of the interim ordinance or until such earlier time as the Council of the City of Saint Paul has taken action on the recommendations contained in the study; AND,

BE IT FURTHER RESOLVED, pending the effective date of the interim ordinance prohibiting any development inconsistent with the pending study and any amendments to the City's zoning code, from the effective date of this resolution following the public hearing required under Minn. Stat. §

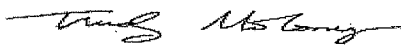
462.355, Subd.4 (c)(2), no zoning or building permits, plat approvals or lot splits may be issued or approved within the boundaries of the WMSA between Wilder and Wheeler, unless specifically exempted as provided under the interim ordinance noted above and until the expiration of twelve months from the effective date of this resolution or until such earlier time as the Council of the City of Saint Paul has taken action on the recommendations contained in the study. However, a proposal to provide residential dwellings, either single family or multi-family, that has been duly submitted to the City in proper form and with payment of any required fees not later than the close of business on the date of the public hearing required under Minn. Stat. § 462.355, Subd.4(c)(2) for this interim ordinance, and where it is further determined that the submitted proposal complies with the requirements, regulations, and performance standards of the zoning and building codes, may be exempt from the regulatory effect of this resolution pending the effective date of the interim ordinance enacted for the WMSA between Wilder and Wheeler. Applications for permits to construct, reconstruct, alter or repair an existing residential dwelling, or accessory structures, within the WMSA between Wilder and Wheeler, which will not result in an increase in the number of dwelling units, are also exempted from the regulatory effect of this resolution. Applications for permits to construct, reconstruct, alter or repair existing institutional or commercial uses are also exempted from the regulatory effect of this resolution.

At a meeting of the City Council on 10/18/2017, this Resolution was Passed.

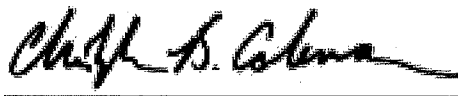
**Yea:** 6 Councilmember Bostrom, Councilmember Brendmoen, Councilmember Tolbert, City Council President Stark, Councilmember Noecker, and Councilmember Prince

**Nay:** 0

**Absent:** 1 Councilmember Thao

**Vote Attested by**   
**Council Secretary** Trudy Moloney

**Date** 10/18/2017

**Approved by the Mayor**   
Chris Coleman

**Date** 10/20/2017

**Current Comprehensive Plan: Land Use Categories within the West Marshall Avenue Study Area**

Residential Corridors (4-30 units/acre) Segments of street corridors that run through Established Neighborhoods; predominately characterized by medium density residential uses. Some portions of residential corridors could support additional housing. (From the Mississippi River east to Fry Street)

Established Neighborhoods (3-20 units/acre) Predominately residential areas with a range of housing types. Single family houses and duplexes predominate, although there may be smaller scale multifamily housing scattered within these neighborhoods. Also includes scattered neighborhood-serving commercial, service, and institutional uses at the juncture of arterial and collector streets. (North and south of property fronting on Marshall Avenue from the Mississippi River to Fry Street - not within the scope of the study area)

Mixed Use Corridors (30-150 units/acre) Primary thoroughfares through the city that are served by public transit (or could be in the future). Includes areas where two or more of the following uses are or could be located: residential, commercial, retail, office, small scale industry, institutional, and open space. Uses may be within a building or in buildings that are in close proximity. (From Fry to Asbury)

Industrial Primarily manufacturing and/or the processing of products; could include light or heavy industrial land uses, large warehouse facilities, and/or utilities. (From approximately Snelling to Albert)

Major Institutional Includes all colleges and universities and significant public and nonprofit uses. (From approximately Albert east to Hamline)

## **Draft Comprehensive Plan Update: Land Use Categories in the West Marshall Avenue Study Area**

### Mixed-Use (From approximately Fry east to Pascal, a bit east of Pascal, and at Hamline)

Mixed-Use areas are primarily along thoroughfares well-served by transit. The main distinguishing characteristic is a mix of land uses within the same building or in several buildings within walking distance of each other. Historically, these areas developed in easily-accessible locations and will continue to be the most dynamic areas of the city. These areas are vital for the on-going growth and economic development of the city by providing the highest densities outside of downtown. The following draft policies apply to the Mixed-Use land use category:

- **Policy LU-26.** Provide for land use change and rezoning of land adjacent to Mixed-Use areas to allow for redevelopment fronting arterial and collector streets.
- **Policy LU-27.** Support pedestrian-friendly streetscapes and visual interest through commercial building design.
- **Policy LU-28.** Ensure that building massing, height, scale and design gradually transition to those permitted in adjoining districts.

### Neighborhood Nodes (Marshall and Cleveland)

Neighborhood Nodes are compact, mixed-use areas that provide shops, services, neighborhood-scale civic and institutional uses, recreational facilities and employment close to residences. They may be neighborhood centers, transit station areas or urban villages, and have often developed adjacent to major intersections or at former street car stops. Neighborhood Nodes serve a neighborhood's daily needs, including access to food; reduce public infrastructure disparities; improve livability; and accommodate growth. The intent is for Neighborhood Nodes to be denser concentrations of development relative to the adjacent future land use categories. Neighborhood Nodes foster an equitable system of compact, mixed-use and commercial centers across the city to increase access to community services (such as health care) and businesses, and support pedestrian-oriented neighborhoods. Investment in Neighborhood Nodes will tap the economic, cultural and human assets of Saint Paul's diverse neighborhoods, and can foster micro-economies that celebrate those assets. The following draft policies apply to a range of land uses within the Neighborhood Nodes land use category:

- **Policy LU-29.** Focus growth at Neighborhood Nodes using the following principles:
  1. Increase density relative to underlying Future Land Use Map categories.
  2. Prioritize pedestrian-friendly urban design and infrastructure that emphasizes pedestrian safety.
  3. Cluster neighborhood amenities to create a vibrant critical mass.
  4. Improve access to jobs by prioritizing development with high job density.
- **Policy LU-30.** Invest in Neighborhood Nodes to achieve development that enables people to meet their daily needs within walking distance and improves equitable access to amenities, retail and services.
- **Policy LU-31.** Establish or enhance open space close to Neighborhood Nodes, such as public parks, publicly-accessible private open spaces and school playgrounds.
- **Policy LU-32.** Promote amenities that support those who live and work in Neighborhood Nodes, including frequent transit service, vibrant business districts, a range of housing choices, and neighborhood-scale civic and institutional uses such as schools, libraries and recreation facilities.

### Urban Neighborhood (Mississippi River east to Fry)

Urban Neighborhoods are primarily residential areas with a range of housing types. Single-family homes and duplexes are most common, although multi-family housing predominates along arterial and collector streets, particularly those with transit. Multi-family housing, schools, neighborhood parks, religious institutions and cemeteries may also be scattered throughout Urban Neighborhoods. Limited neighborhood-serving commercial may also be present, typically at intersections of arterial and/or collector streets. Urban Neighborhood is the largest land use area in Saint Paul. The following draft policies apply to the Urban Neighborhoods land use category:

- **Policy LU-33.** Encourage medium-density housing that diversifies housing options, such as townhouses, courtyard apartments and smaller multi-family developments, compatible with the general scale of Urban Neighborhoods.
- **Policy LU-34.** Provide for multi-family housing along arterial and collector streets to facilitate walking and leverage the use of public transportation.
- **Policy LU-35.** Promote neighborhood-serving commercial businesses within urban neighborhoods that are compatible with the character and scale of the existing residential development.
- **Policy LU-36.** Facilitate partnerships between public and private institutions for joint use of recreational fields, playgrounds and other community facilities and hubs to economically provide equitable access to services while minimizing reduction of tax base.
- **Policy LU-37.** Direct the location of new secondary schools and post-secondary educational institutions along transit routes and bicycle and pedestrian networks to provide options for students and staff, and decrease traffic congestion in adjacent neighborhoods.
- **Policy LU-38.** Direct the location of new elementary schools to locations with safe pedestrian and bicycling networks.

### Industrial (at Pascal)

Industrial land uses are a major source for employment in Saint Paul. They have traditionally been defined as manufacturing, processing, warehousing, transportation of goods and utilities. More contemporary uses, driven by technological advances, include medical tech and small-scale production. The intent is for this land use type to remain adaptable, relevant and supportive of well-paying jobs with low barriers to entry and a growing tax base. The following draft policies apply to the Industrial land use category:

- **Policy LU-41.** Identify and assemble industrial sites within close proximity to logistics networks, including river terminals, rail and other cargo/commodity shipping facilities.
- **Policy LU-42.** Support and encourage brownfield redevelopment that increases tax base, job creation and job retention.
- **Policy LU-43.** Retain and protect current industrial land from conversions to residential or institutional uses unless guided otherwise in a City of Saint Paul adopted plan.
- **Policy LU-44.** Preserve the long-term tax base by evaluating the impact of tax-generating industrial land, as well as compatibility with adjacent land uses and infrastructure.
- **Policy LU-45.** Consolidate surface parking in older industrial districts.

- **Policy LU-46.** Pursue partnerships to improve public open space access along the Mississippi River.
- **Policy LU-47.** Support efforts to convert former industrial buildings to complementary productive uses.
- **Policy LU-48.** Support efforts to combine small parcels in industrial zones in order to allow for uses requiring larger building footprints.
- **Policy LU-49.** Encourage investment in new employment uses, such as medical technology, maker space, and small-scale or custom production.

Civic and Institutional (From Albert east to Hamline south side of street and a bit on the north side)

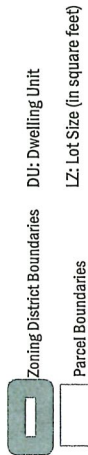
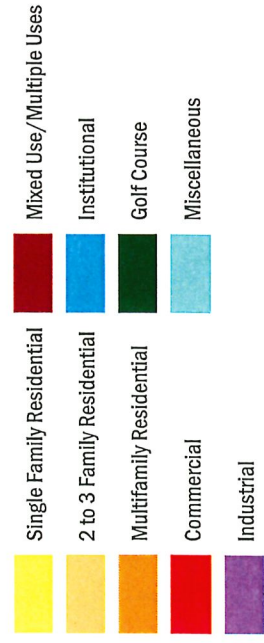
Civic and Institutional land use includes buildings and open space for major institutional campuses. As the host of the State Capitol and many high-quality educational institutions, Saint Paul has great riches in this land use category. It is important to cultivate conditions that allow these uses to thrive, connect to neighborhoods and feed into the local economy. The following draft policies apply to the Civic and Institutional land use category:

- **Policy LU-50.** Pursue partnerships with area colleges and universities that strengthen connections to the community and adjacent neighborhoods; and support workforce development, business creation and innovation, and retention of youth and young professionals.
- **Policy LU-51.** Ensure institutional campuses are compatible with their surrounding neighborhoods by managing parking demand and supply, maintaining institution-owned housing stock, minimizing traffic congestion, and providing for safe pedestrian and bicycle access.
- **Policy LU-52.** Encourage the redevelopment of surface parking lots within the Capitol Area into projects that contribute to the tax base and public realm.

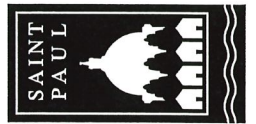


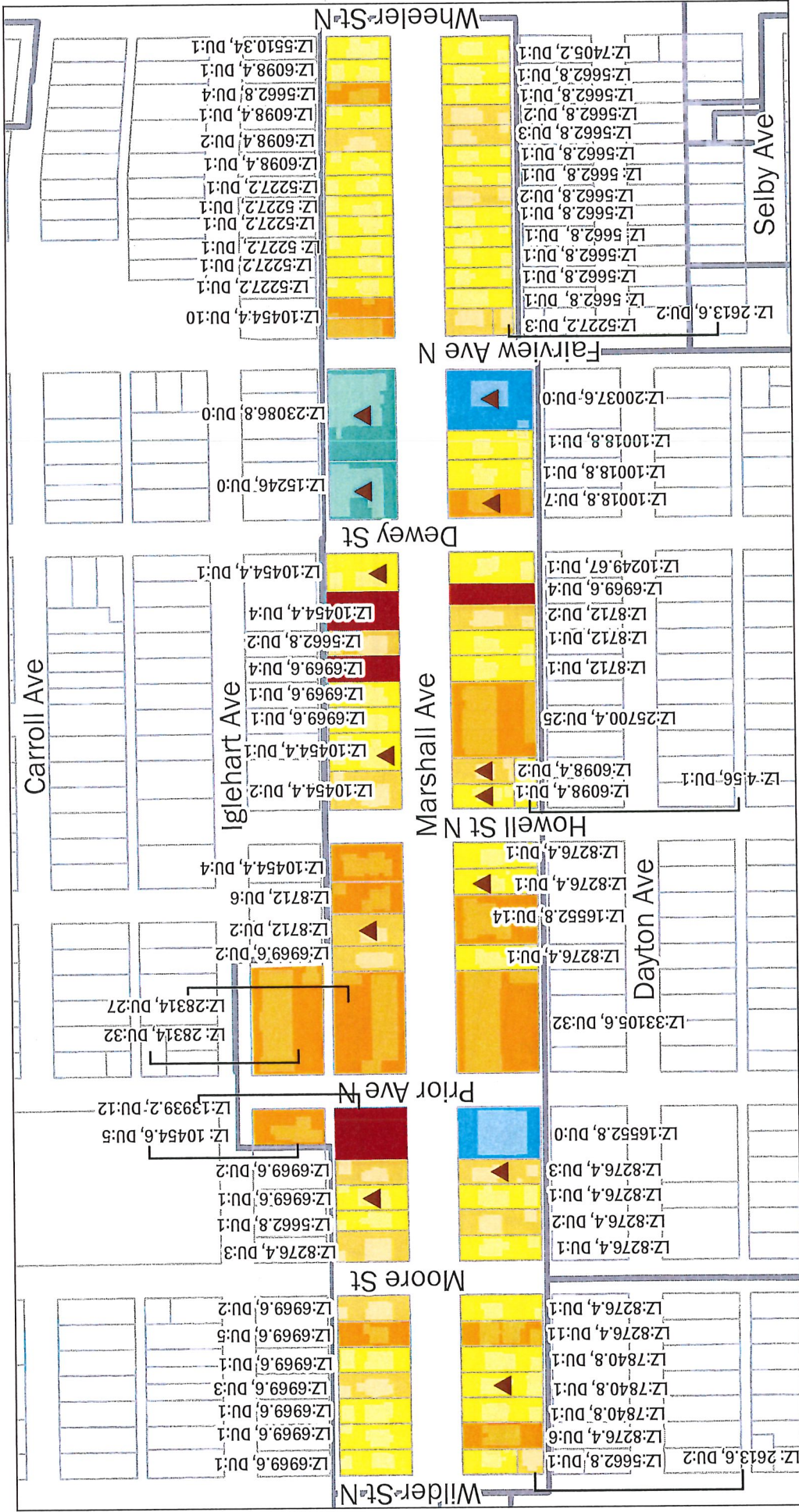


**Land Use**

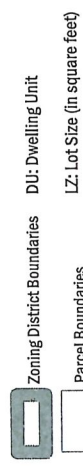
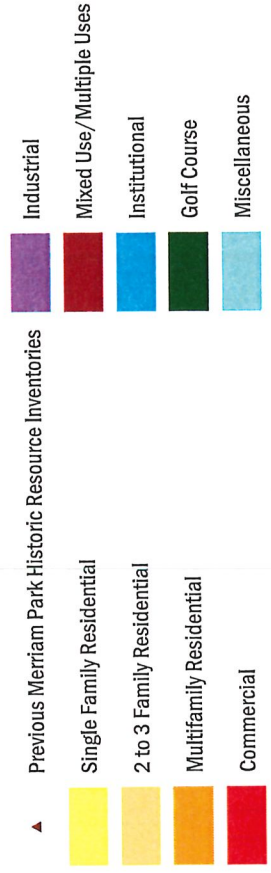


**Marshall Avenue: River to Wilder - Existing Land Use  
 Map 1**



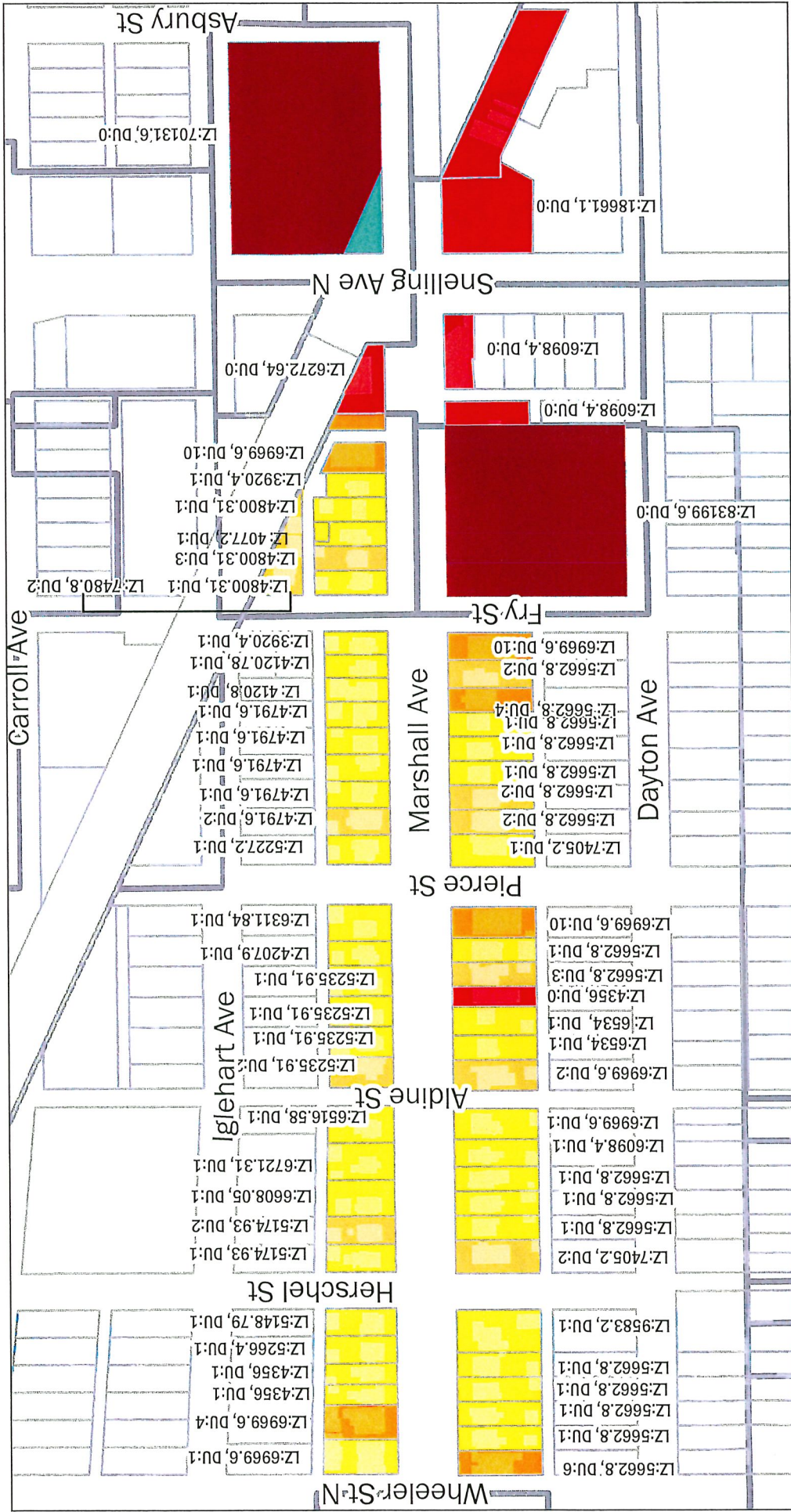


**Land Use**

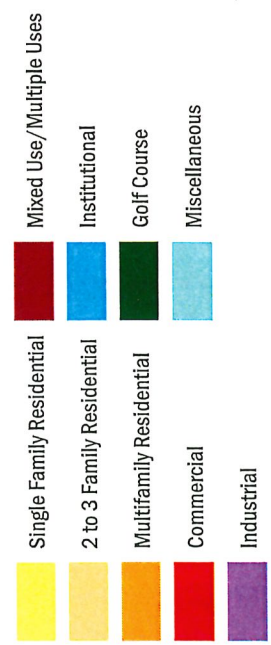


**Marshall Avenue: Wilder to Wheeler - Existing Land Use  
MAP 2**





**Land Use**

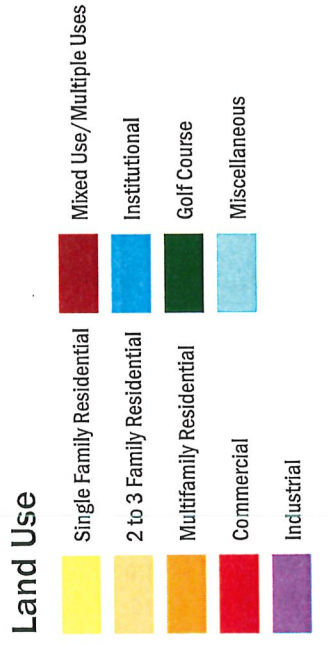
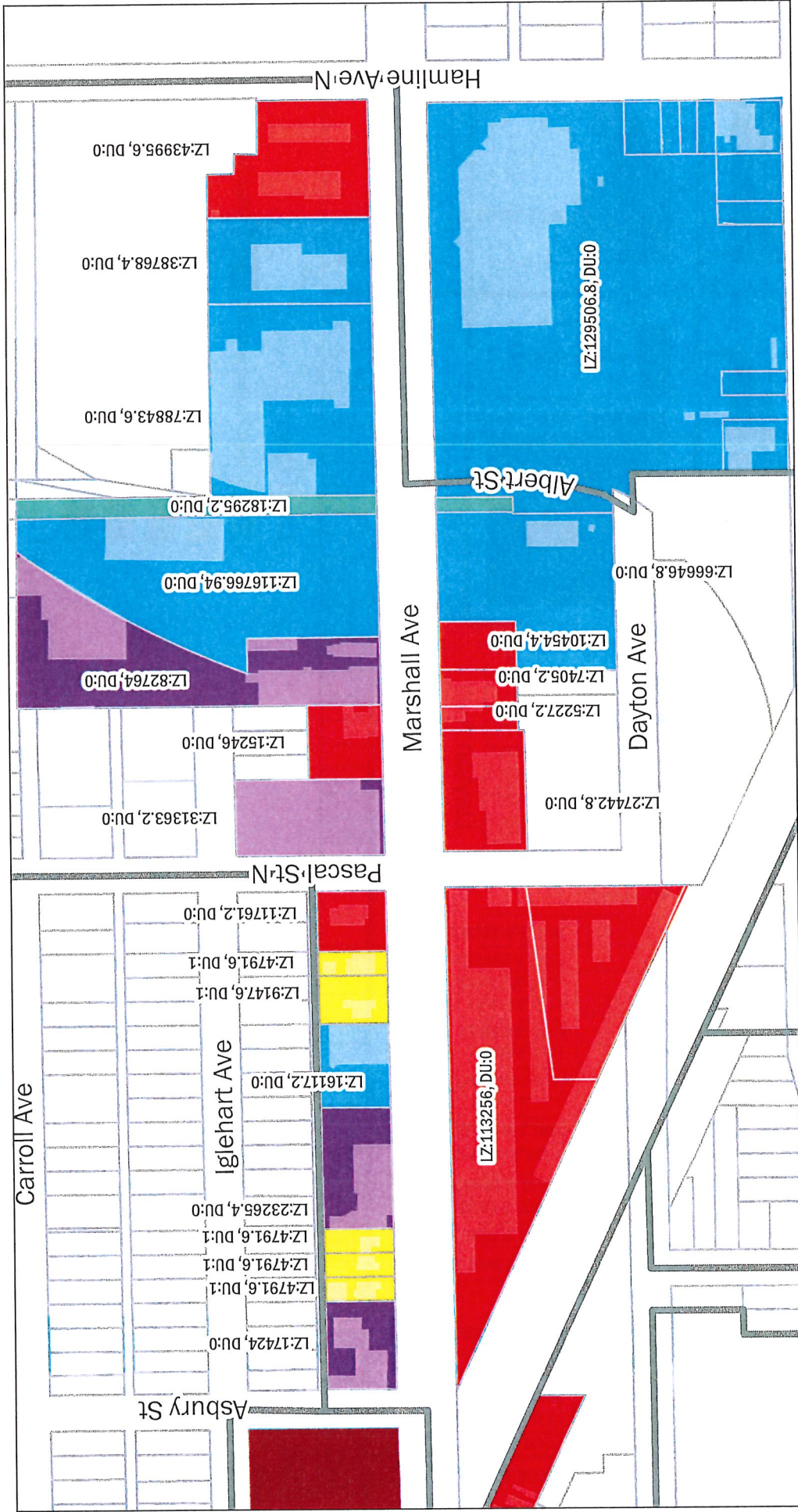


Zoning District Boundaries DU: Dwelling Unit  
 Parcel Boundaries LZ: Lot Size (in square feet)



**Marshall Avenue: Wheeler to Asbury - Existing Land Use  
 MAP 3**

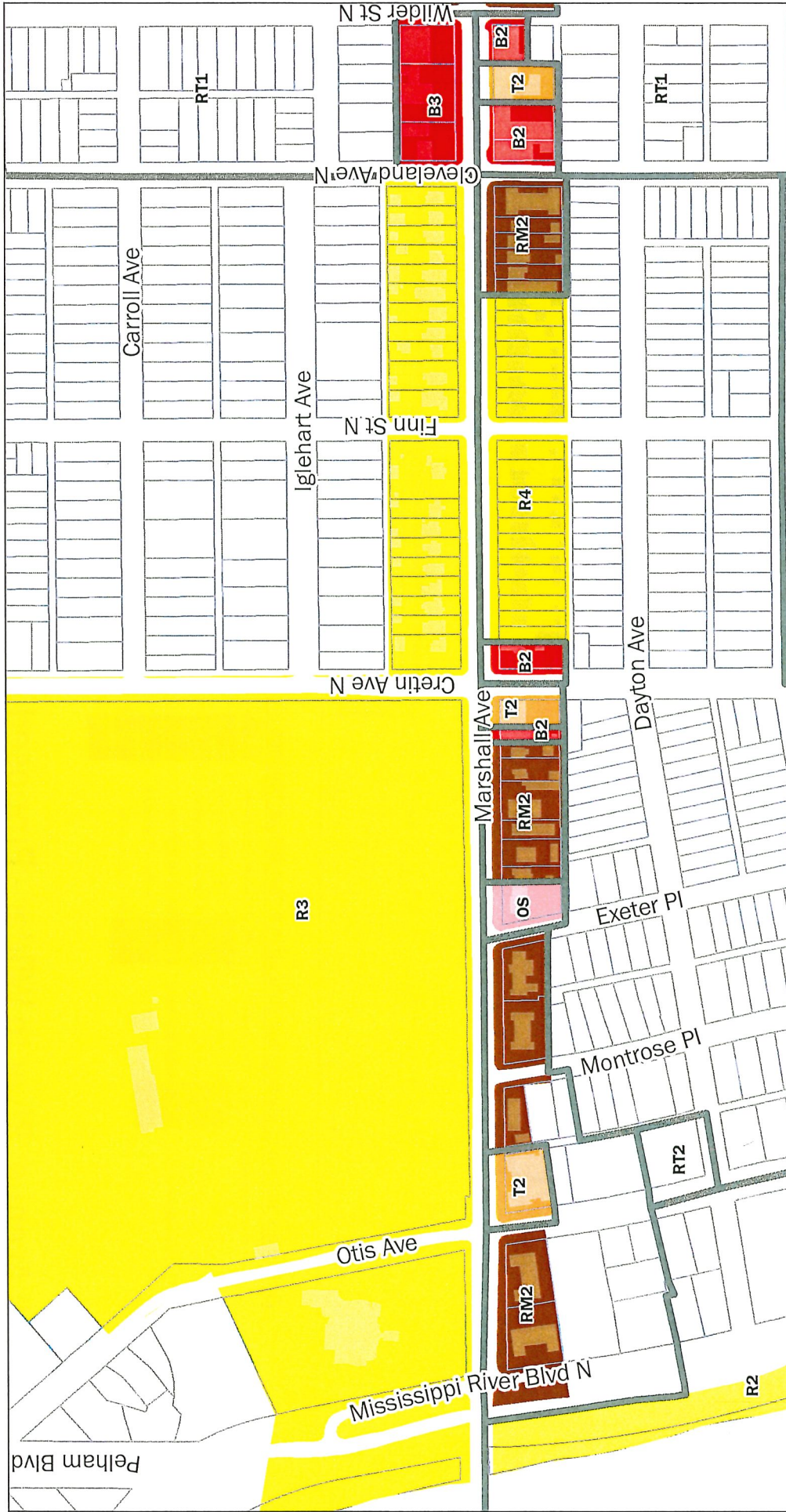




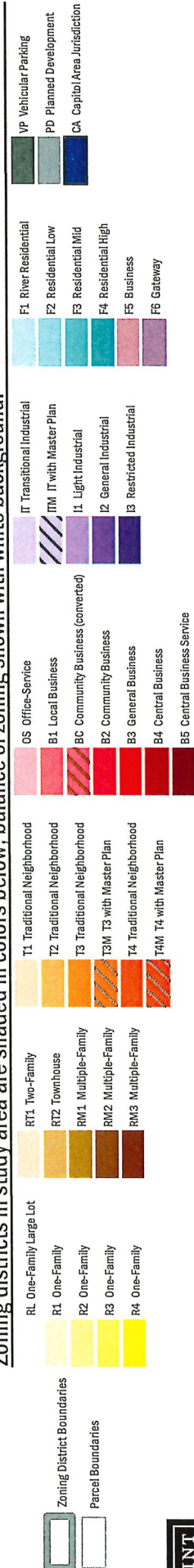
# Marshall Avenue: Asbury to Hamline - Existing Land Use

## Map 4





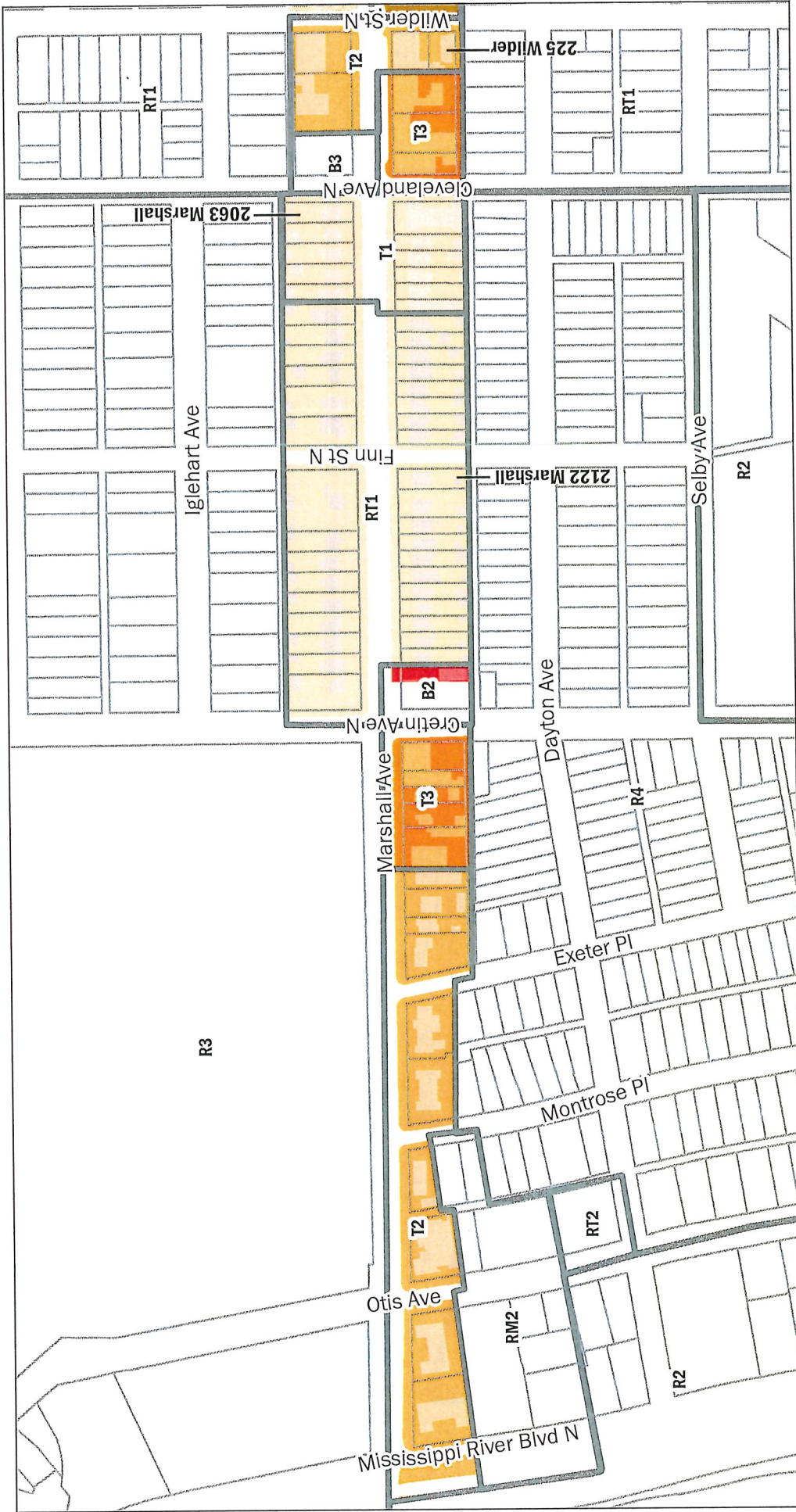
Zoning districts in study area are shaded in colors below; balance of zoning shown with white background.



# Marshall Avenue: River to Wilder - Existing Zoning

MAP 1





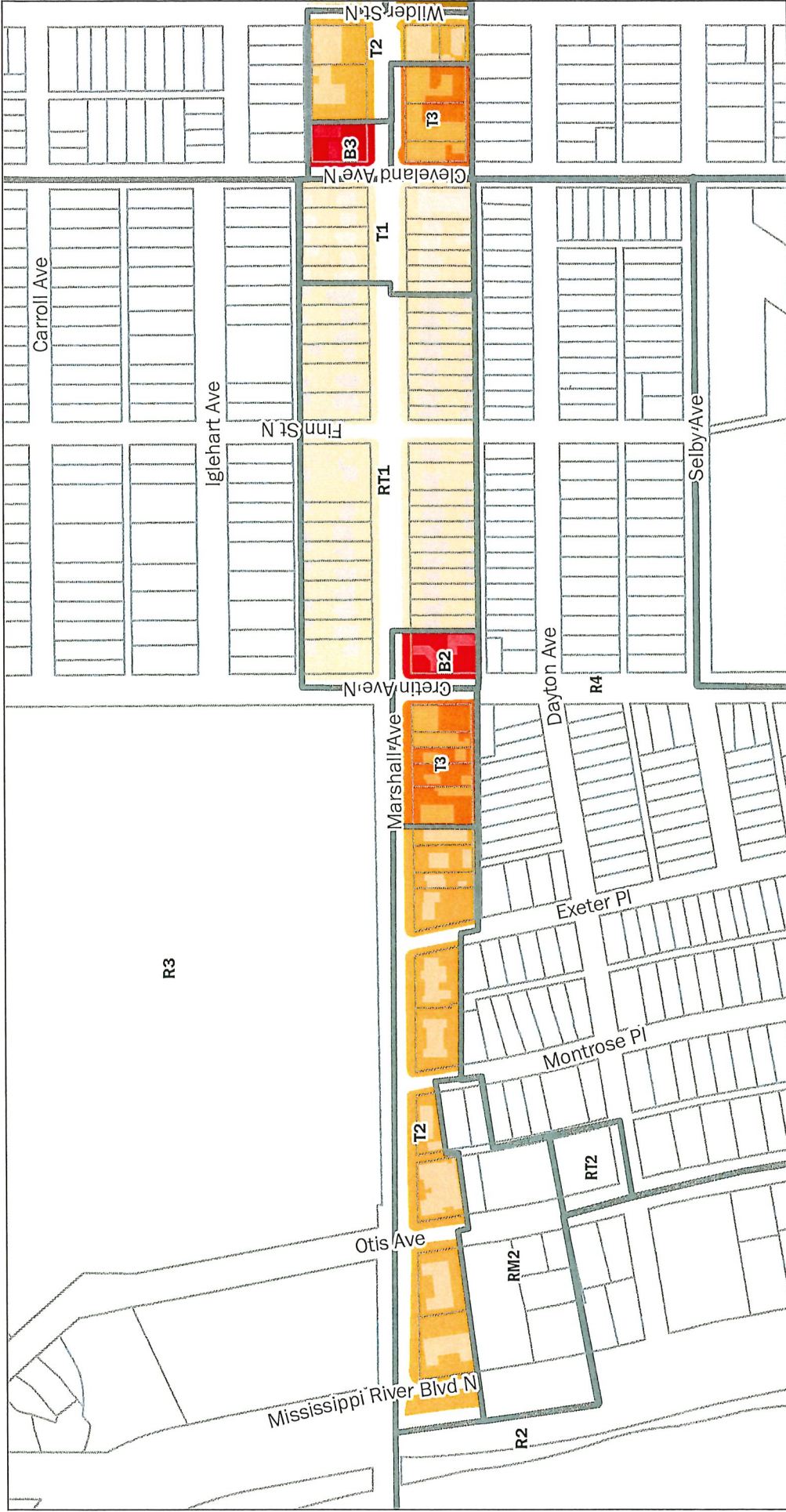
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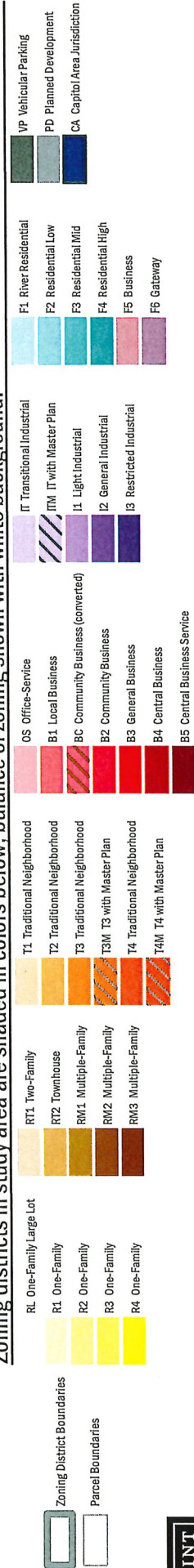
# Marshall Avenue: River to Wilder - Proposed Zoning Changes 7.25.18

## MAP 2





Zoning districts in study area are shaded in colors below; balance of zoning shown with white background.



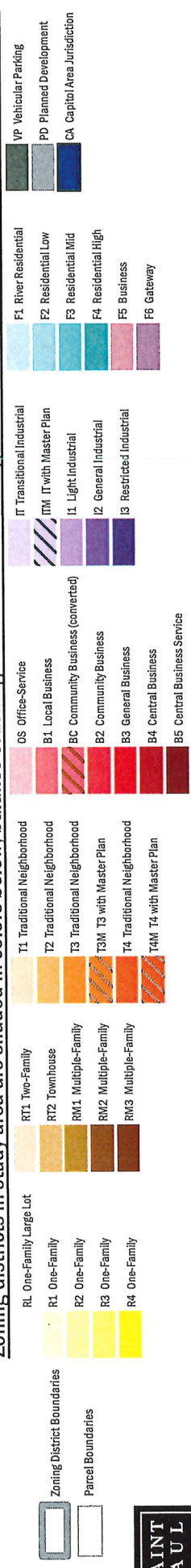
# Marshall Avenue: River to Wilder - After Zoning Changes 7.25.18

## MAP 3





Zoning districts in study area are shaded in colors below; balance of zoning shown with white background.

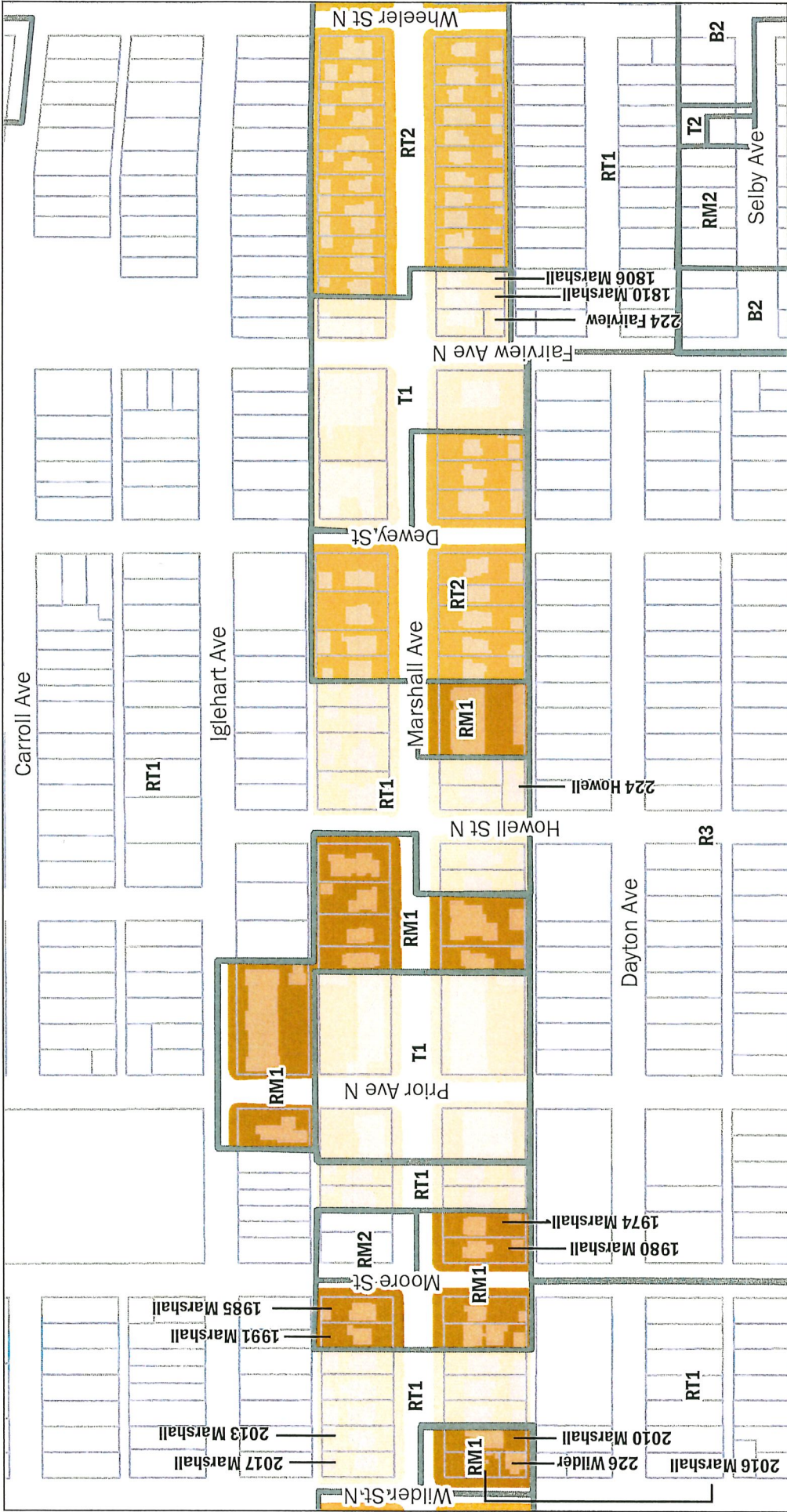


# Marshall Avenue: Wilder to Wheeler - Existing Zoning

## Map 4







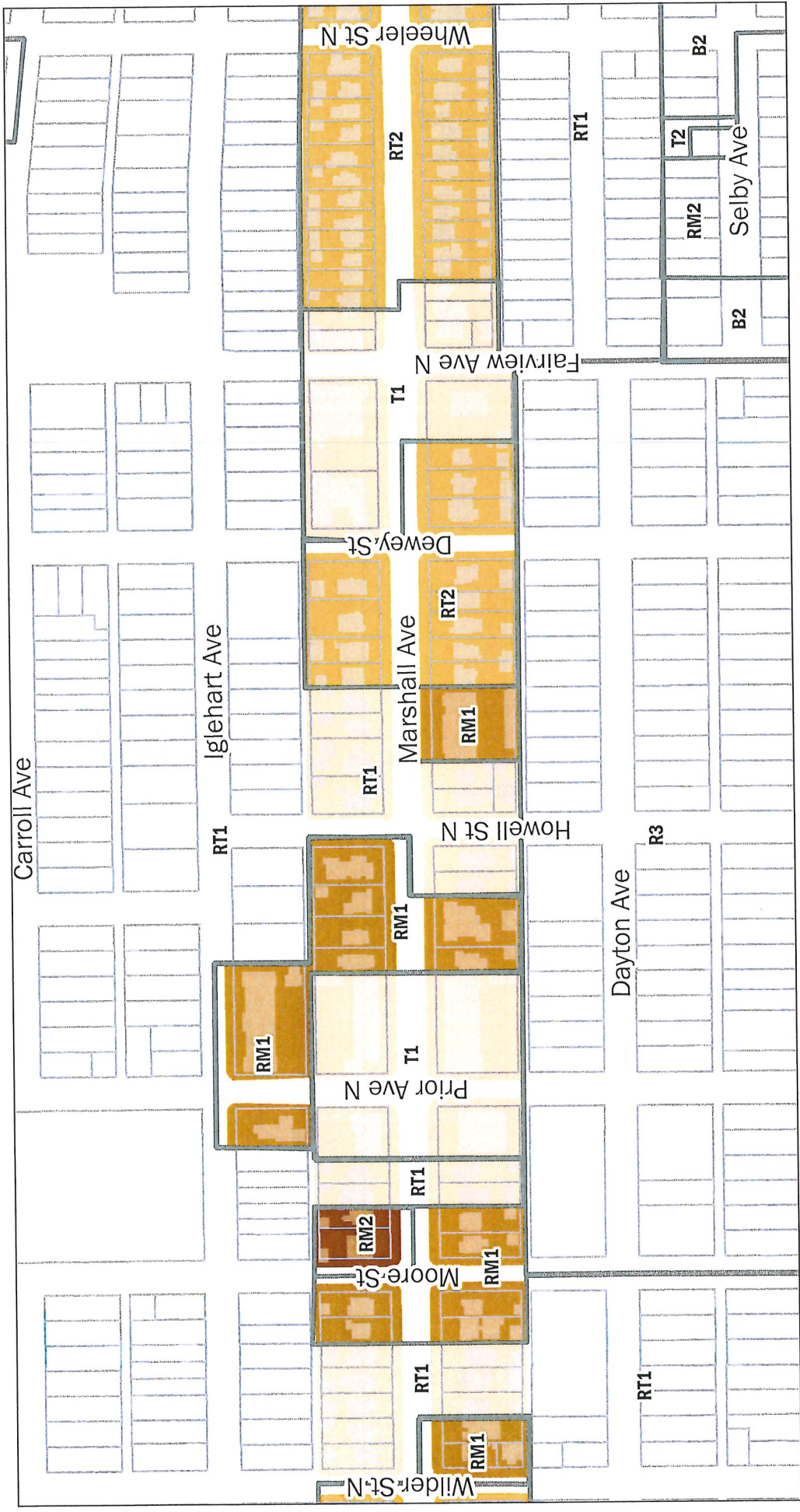
Zoning districts in study area are shaded in colors below; balance of zoning shown with white background.




# Marshall Avenue: Wilder to Wheeler - Proposed Zoning Changes 7.25.18

## MAP 5



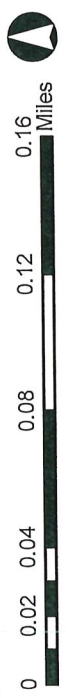


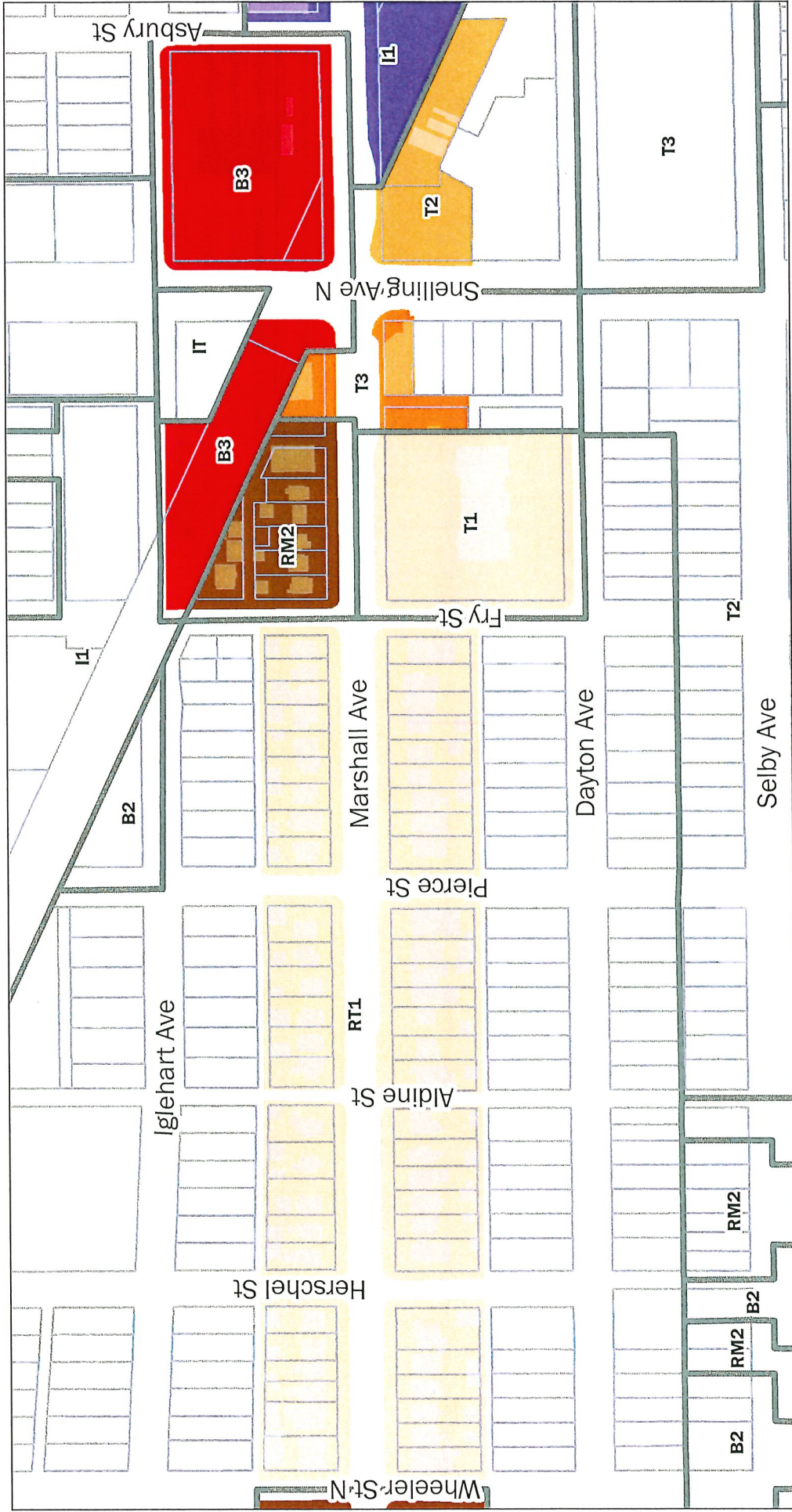
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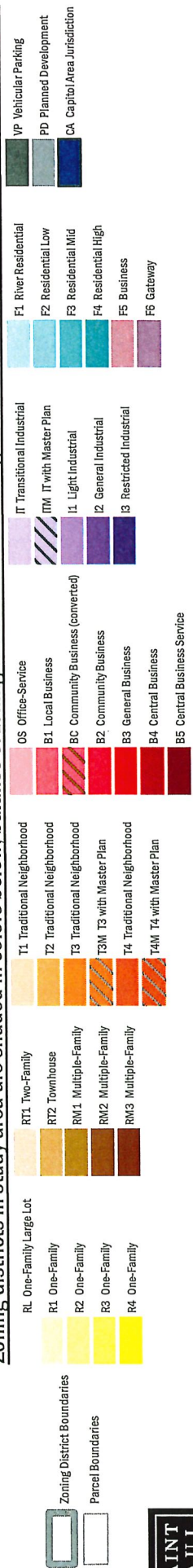
# Marshall Avenue: Wilder to Wheeler - After Zoning Changes 7.25.18

## MAP 6





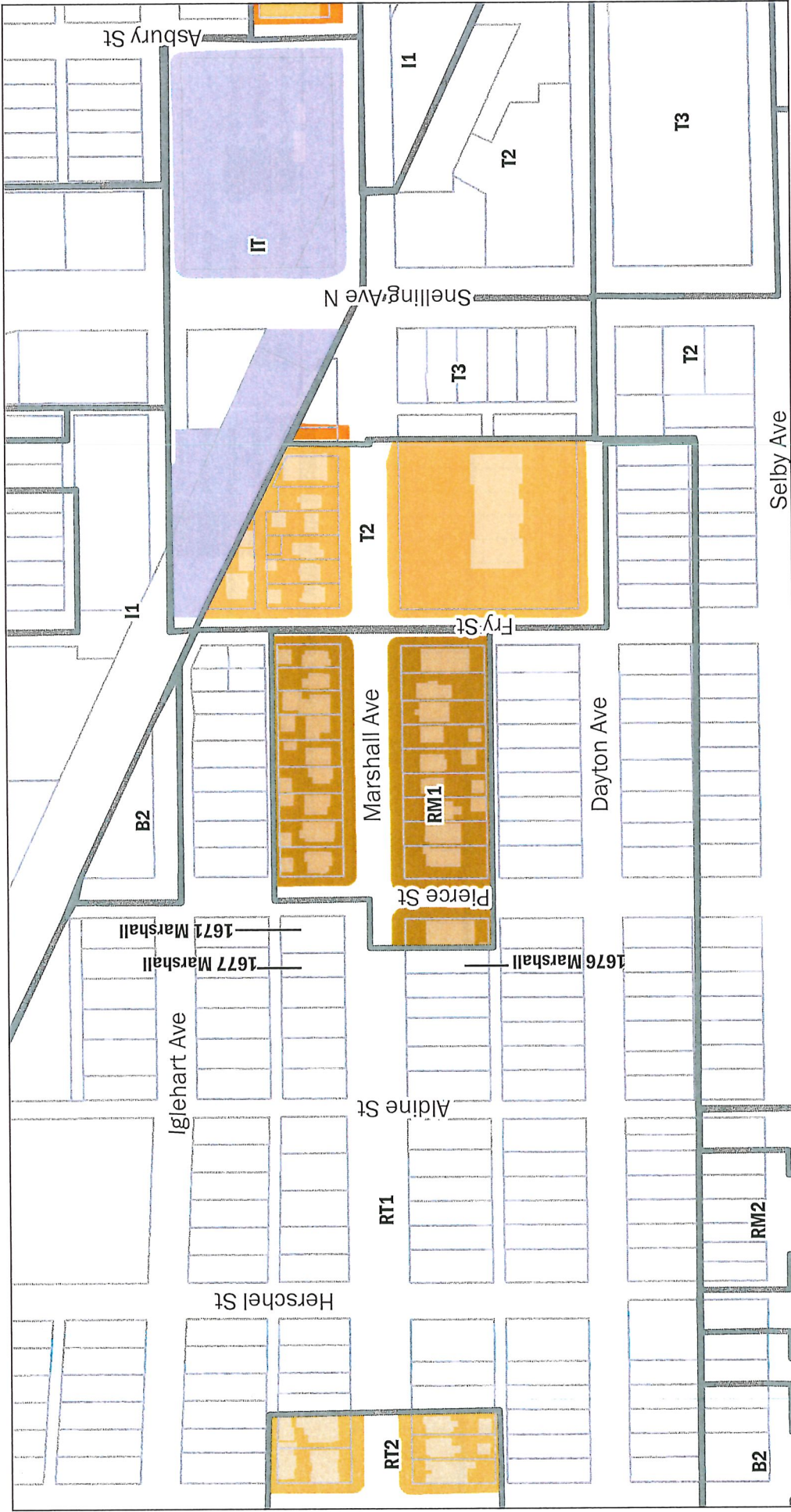
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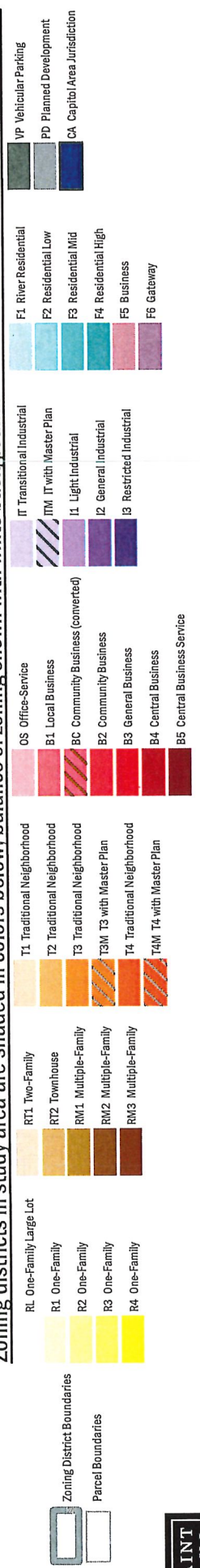
# Marshall Avenue: Wheeler to Asbury - Existing Zoning

## Map 7





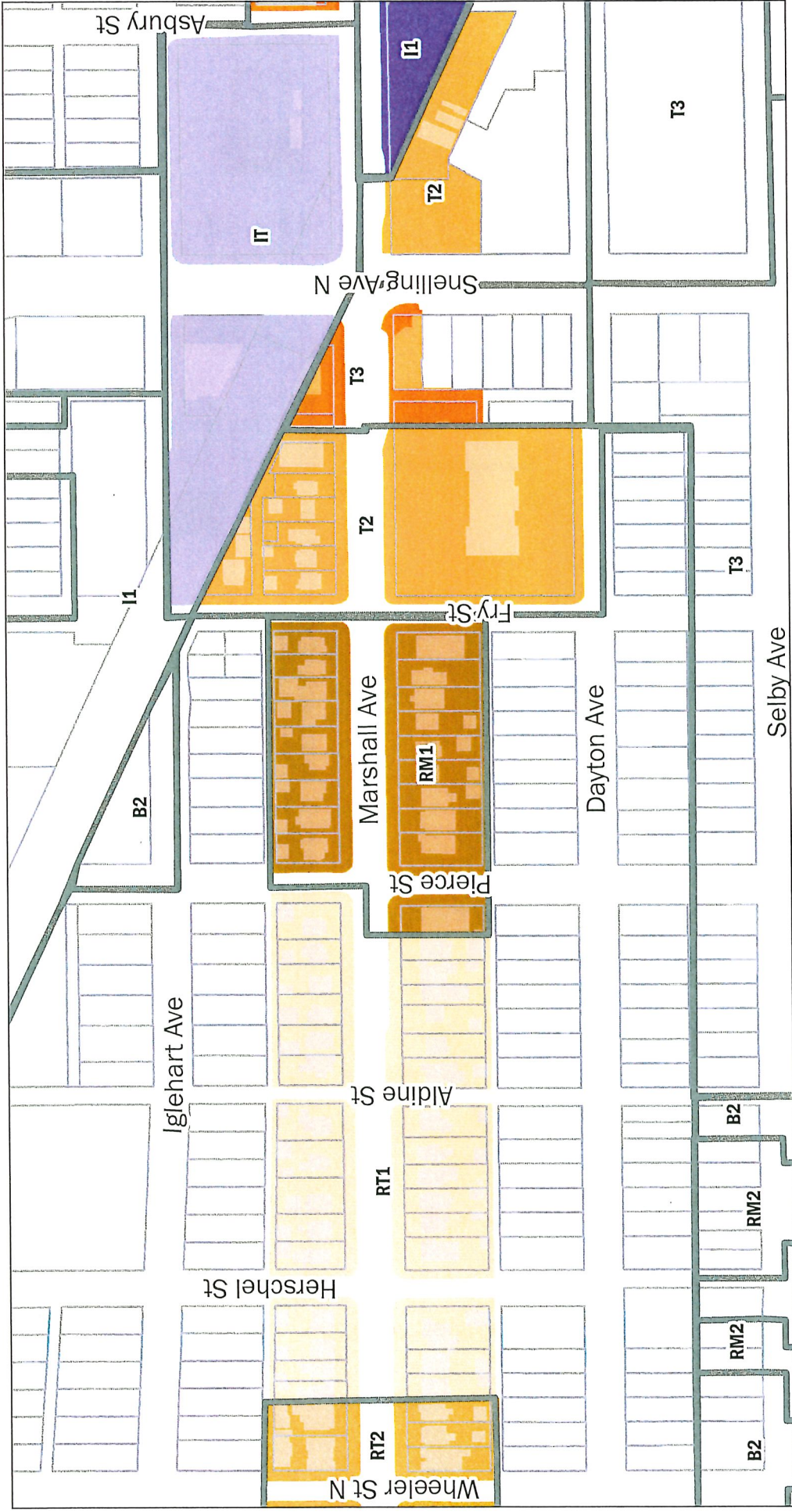
Zoning districts in study area are shaded in colors below; balance of zoning shown with white background.



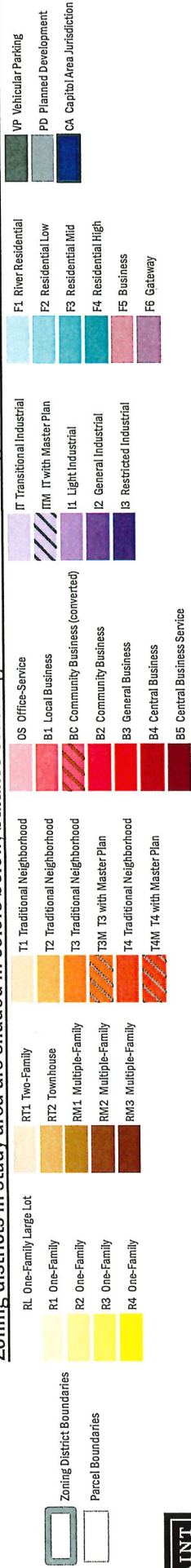
# Marshall Avenue: Wheeler to Asbury - Proposed Zoning Changes 7.25.18

## MAP 8





Zoning districts in study area are shaded in colors below; balance of zoning shown with white background.



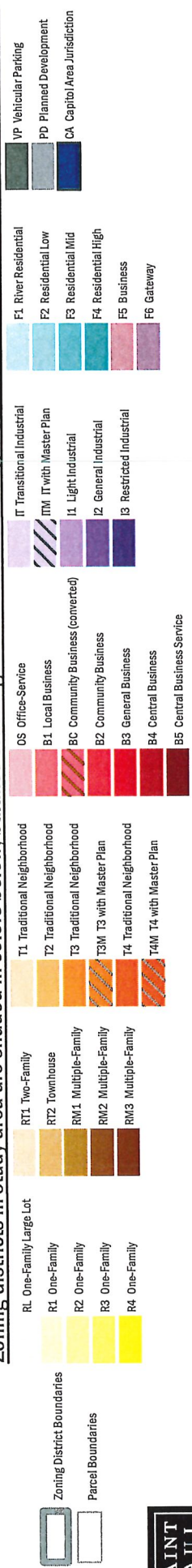
# Marshall Avenue: Wheeler to Asbury - After Zoning Changes 7.25.18

## MAP 9





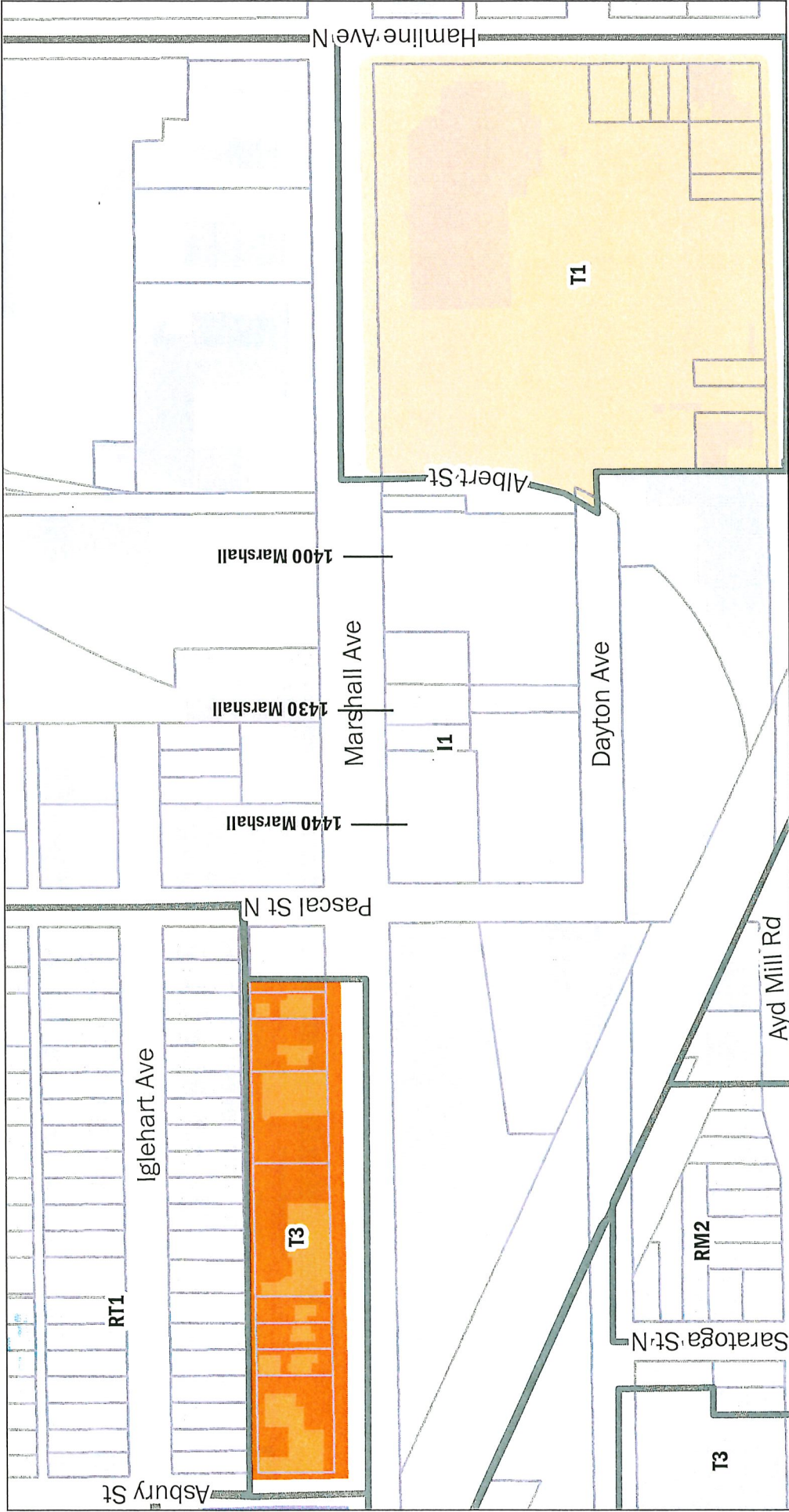
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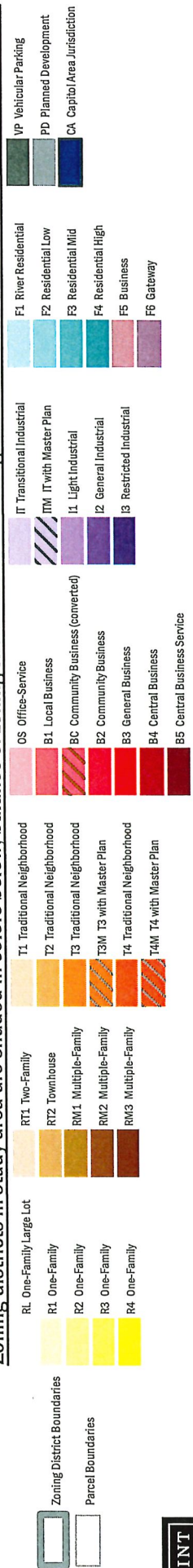
# Marshall Avenue: Asbury to Hamline - Existing Zoning

## Map 10





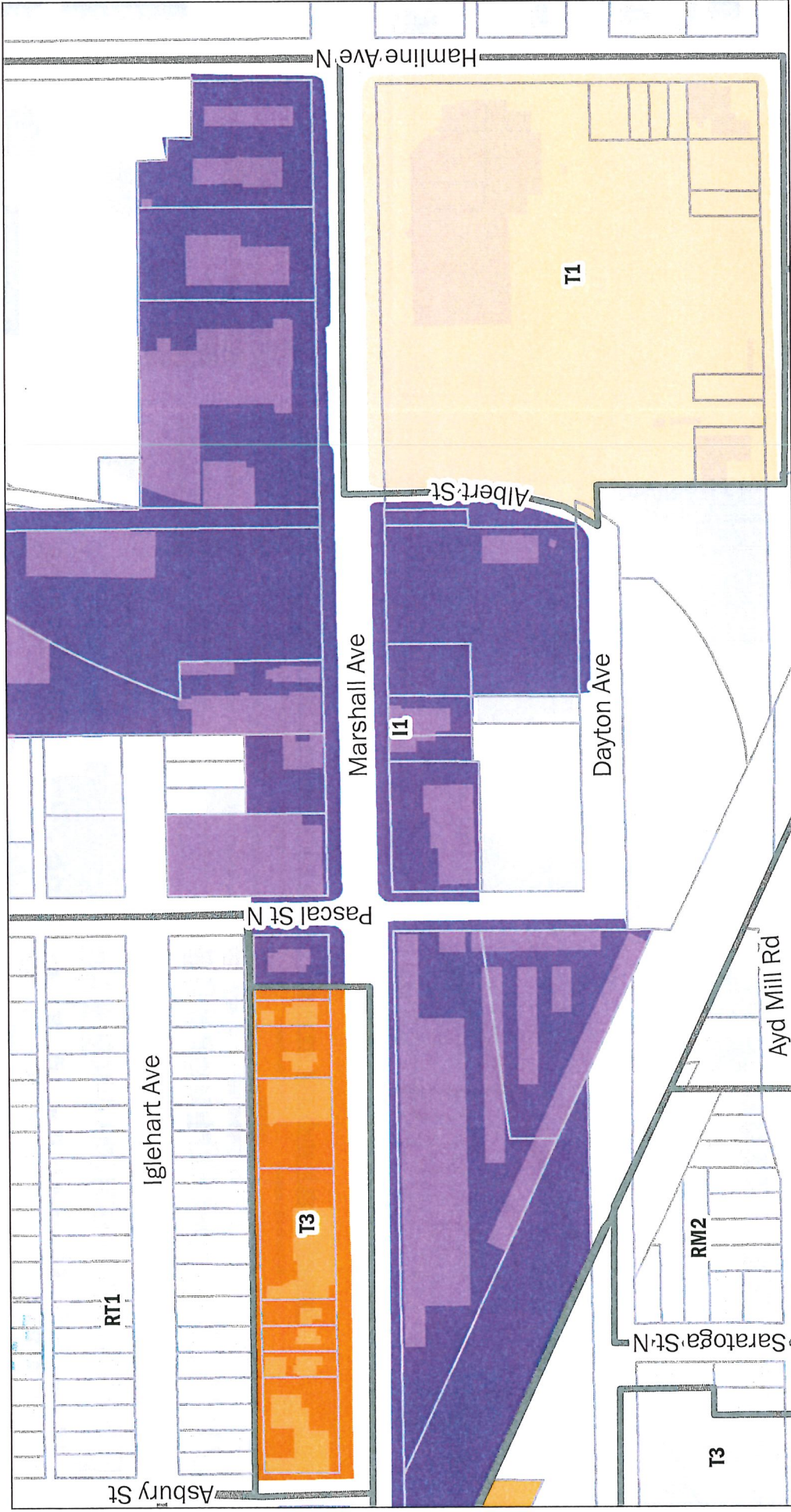
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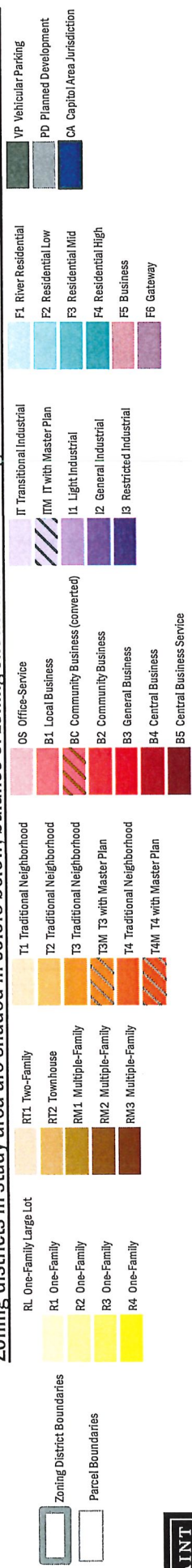
# Marshall Avenue: Asbury to Hamline - Proposed Zoning Changes 7.25.18

MAP 11





Zoning districts in study area are shaded in colors below; balance of zoning shown with white background.



# Marshall Avenue: Asbury to Hamline - After Zoning Changes 7.25.18

## MAP 12



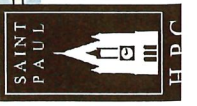




Potential Merriam Park Historic Resource Inventory Area  
▲ Previous Merriam Park Historic Resource Inventories

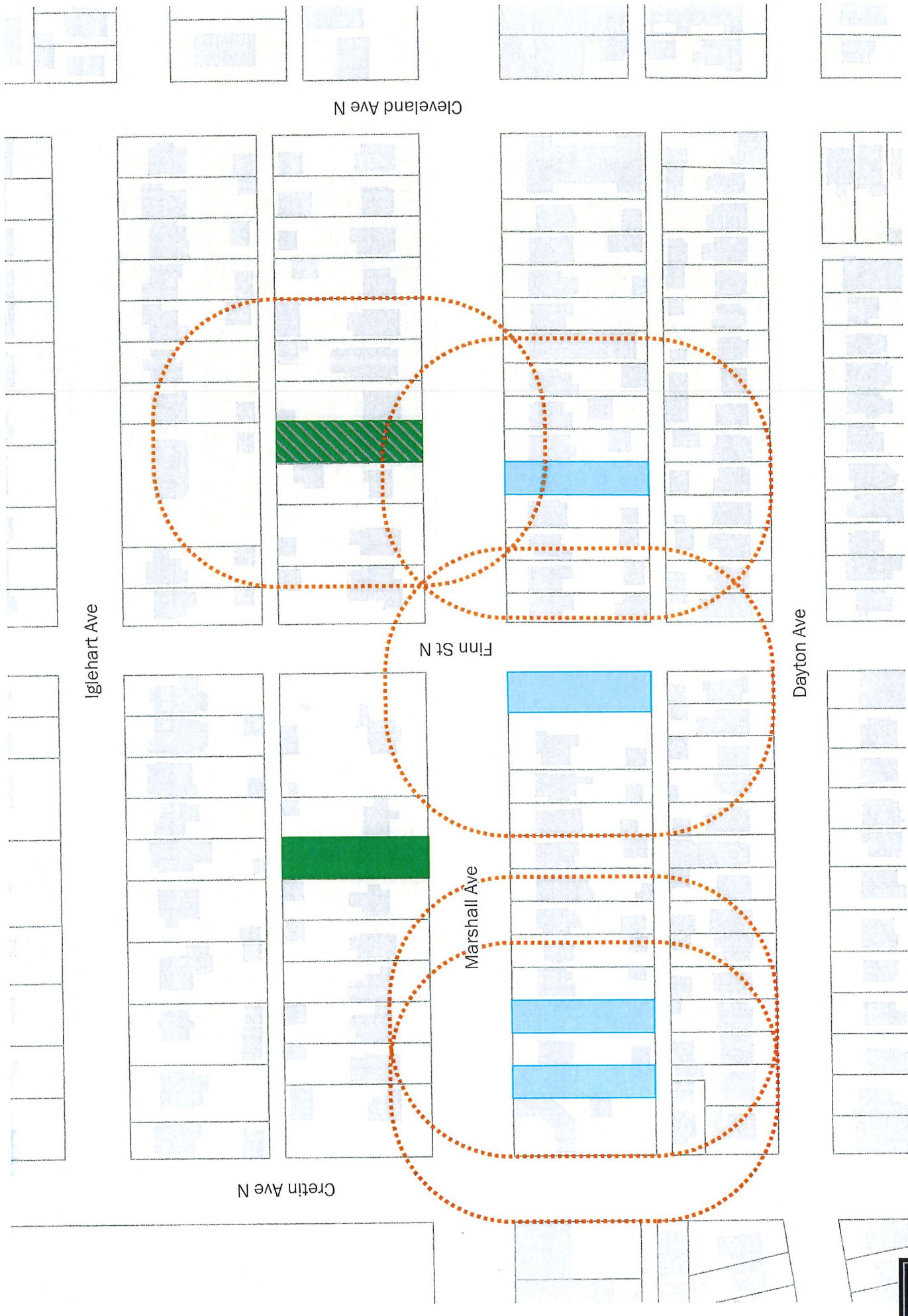
308 land parcels  
 77.9 parcelized acres  
 65 private inventories

**Potential Merriam Park  
 Historic Resource Survey Area**  
 February 26th 2018







0 0.05 0.1 0.2 Miles





# Marshall Avenue: Cretin to Cleveland

## Existing and Potential Student Housing

-  Potential new student housing
-  Existing student housing that can be converted to a duplex
-  Existing student housing that cannot be converted to a duplex
-  150 Feet Radius



city of saint paul  
planning commission resolution  
file number  
date

RECOMMENDATIONS ON WEST MARSHALL AVENUE ZONING STUDY

WHEREAS, pursuant to Sec. 61.801(b) of the Saint Paul Zoning Code, the Saint Paul City Council, with Resolution 17-1713, on October 18, 2017, initiated the West Marshall Avenue Zoning Study for property along Marshall Avenue from the Mississippi River to Hamline Avenue; and

WHEREAS, the Saint Paul Comprehensive Plan identifies West Marshall Avenue both as a 'Residential Corridor', described in the Comprehensive Plan as segments of street corridors that run through Established Neighborhoods and are predominantly characterized by medium density residential uses, and as a 'Mixed Use Corridor', described as an area along a primary thoroughfare that is well-served by transit and intended to accommodate the highest-density development outside of Downtown; and

WHEREAS, West Marshall Avenue's proximity to area colleges and universities and the new professional soccer stadium as well as its access to transit, including the A Line along Snelling Avenue that provides connections to the Green Line at University Avenue and future bus rapid transit service along Marshall are causing the area to experience increased interest and pressure for development; and

WHEREAS, Saint Paul Comprehensive Plan calls for higher density development and anticipates growth in residential corridors to provide for a growing population and encourages the development of medium density multi-family housing along residential corridors; and

WHEREAS, the Union Park Community Plan includes policies that support exploring opportunities to increase density levels and promote new development along key corridors that support transit-oriented development, including along Snelling Avenue and Marshall Avenue between Snelling and Hamline Avenues, and on mixed-use transit routes, while maintaining the historic human scale of the neighborhood, as well as policies to encourage the continued use and rehabilitation of existing structures, districts, and landscapes to preserve the historic character of residential and commercial districts and ensure that new development fits within the character and scale of adjacent neighborhoods; and

WHEREAS, the Saint Paul Planning Commission amended the study area on May 18, 2018 in Resolution 18-35 after identifying several locations where it is reasonable to amend the study

moved by  
seconded by \_\_\_\_\_  
in favor \_\_\_\_\_  
against \_\_\_\_\_

area to include parcels not identified by the City Council to ensure zoning districts are logical and appropriate and subsequently recommended an additional parcel, 225 Wilder Street, be added to the study area and rezoned according to the recommendations in the Zoning Study dated July 25, 2018; and

WHEREAS, the West Marshall Avenue Zoning Study finds that Marshall is and will continue to be an appropriate place for a range of housing options including apartments and that traditional neighborhood zoning allows for appropriate density of development along portions of West Marshall Avenue that can provide for pedestrian- and transit-friendly design in new development, and allows for flexibility in use of property; and

WHEREAS, on May 18, 2018 the Saint Paul Planning Commission released the draft West Marshall Avenue Zoning Study for public review, and set a public hearing date for June 29, 2018; and

WHEREAS, notice of the hearing was provided through the Early Notification System and mailed to the owners of all property in the study area on June 15, 2018; and

WHEREAS, pursuant to Minnesota Statutes § 462.355 and § 462.357, notice of the hearing was published in the Saint Paul Legal Ledger on June 14, 2018 and published in the Saint Paul Pioneer Press on June 11, June 18, and June 25, 2018; and

WHEREAS, on June 29, 2018, the Saint Paul Planning Commission held a public hearing on the West Marshall Avenue Zoning Study, and held the public record open for written comments through July 2, 2018; and

WHEREAS, the Saint Paul Planning Commission referred the Zoning Study and public testimony back to the Comprehensive and Neighborhood Planning Committee for review and consideration at its meeting on July 25, 2018; and

WHEREAS, the Comprehensive and Neighborhood Planning Committee forwarded its recommendations and rationale for amendments to the Saint Paul Zoning Code based on the Zoning Study in a memorandum to the Saint Paul Planning Commission dated July 25, 2018; and

WHEREAS, the Saint Paul Planning Commission finds that the goals of the Saint Paul Comprehensive Plan and the Union Park Community Plan are advanced by the zoning recommendations contained in the study;

NOW, THEREFORE, BE IT RESOLVED, that the Saint Paul Planning Commission amends the study area to include 225 Wilder Street; and

BE IT FURTHER RESOLVED, under the provisions of Minnesota Statutes § 462.357 and § 61.801 of the Legislative Code, that the Planning Commission hereby recommends to the Mayor and City Council the rezoning of certain properties as shown on the maps incorporated in the West Marshall Avenue Zoning Study dated July 25, 2018.