

PLANNING COMMISSION STAFF REPORT

1. **APPLICANT:** Nate Pearson, Tegra Group Inc. **FILE #** 16-042321
 2. **TYPE OF APPLICATION:** Site Plan Review **HEARING DATE:** June 10, 2016
 3. **LOCATION:** Snelling-Midway Redevelopment Site (400 N. Snelling Ave *Temporary Address*)
 4. **PIN & LEGAL DESCRIPTION:** 34.29.23.32.0003 - Subj To Hwy 392 And With Esmts In Doc 1356037 And Ex N 697 38/100 Ft Of Part S Of University Ave The W 82o 35/100 Ft Of Part Of W 1/2 Of Sw 1/4 Nly Of St Anthony Ave And E Of Snelling Ave In Sec 34 TWN 29 Rn 23. 34.29.23.32.0008 - Midway Shopping Center Lot 5 Blk 1
 5. **PLANNING DISTRICT:** District 13 (District 11 north side of University Ave.) **PRESENT ZONING:** T4
 6. **ZONING CODE REFERENCE:** Sections 61.402(c), 66.331, 66.342 & 66.343
 7. **STAFF REPORT DATE:** June 30, 2016 **BY:** Lawrence Zangs
 8. **DATE RECEIVED:** June 1, 2016 **DEADLINE FOR ACTION:** September 29, 2016 (120 days)
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- A. **PURPOSE:** Planning Commission review of the site plan for a proposed 20,000 seat professional soccer stadium with expansion and standing room capacity to accommodate a maximum of 25,500 visitors and staff. This development is a first phase of what will eventually be a multi-phase redevelopment of the entire "super block" currently the site of former Metro Transit facilities and the Midway Shopping Center.
- B. **PARCEL SIZE:** The development site for the soccer stadium project is approximately 17 acres in size, including a temporary parking lot proposed west of the stadium. Site area for this development includes a vacant parcel (9.8 acres) owned by the Metropolitan Council (formerly the site of a Metro Transit bus garage) and an additional adjacent parcel (approximate 7 acres) north and east of the Met Council parcel which is owned by RK Midway LLC (owners of the Midway Shopping Center).
[see site plan]
- C. **EXISTING LAND USE:** The soccer stadium development site is part of the larger 34.4 acre Snelling-Midway Redevelopment Site, that includes the Midway Shopping Center and a vacant parcel formerly used as the Metro Transit bus facility (demolished in 2001). The shopping center is a mixed commercial use and occupies the northern portion of the property. The vacant site of the former Metro Transit facility occupies most of the southern portion of the Snelling Midway site, with the exception of an approximately five-acre surface parking lot, immediately east of the Metro Transit property, owned by the shopping center owner (RK Midway). The subject property is bordered by two major arterial roads, Snelling Avenue on the west and University Avenue on the north. The southern side of the area is bordered by St. Anthony Ave. (a westbound frontage road to Interstate 94) and the eastern side is bordered by Pascal Street.

D. SURROUNDING LAND USE:

North: A variety of commercial uses along University Avenue(T2 north side, T4 south side).

East: Big box retail uses in a T4 district.

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

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

E. ZONING CODE CITATION:

- Findings for site plan review are listed in Sec. 61.402(c).
- Density and dimensional standards for T4 are found in Sec. 66.331.
- T4I requirements for parking are found in Sec. 66.342.
- Design standards for T4 are found in Sec. 66.343.

- F. PROJECT OVERVIEW:** The applicant is proposing a 20,000 seat Major League Soccer stadium which will be home to the Minnesota United MLS soccer team, along with new streets (including utilities), open green spaces, 190 permanent off-street surface parking spaces, and 220 additional off-street spaces on two surface lots, intended for temporary use as parking until the land is redeveloped. The stadium will have retail space associated with team merchandising. In addition to stadium food service, the stadium may include a craft brewer with taproom. The soccer stadium development site will occupy the southern half of the Snelling-Midway Redevelopment Site. This site is included in the Snelling-Midway Redevelopment Site Master Plan and will be redesignated T4M (Master Plan) upon approval of the master plan by the City Council.
(See attached plans.)

G. HISTORY.

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

H. DISTRICT COUNCIL RECOMMENDATION:

Union Park District Council has provided a statement (included in the packet) which outlines the neighborhood's questions regarding potential impact with the development of the stadium and future redevelopment of the Midway Shopping Center property. Union Park expressed their commitment to working with the City and engaging public discussion to find resolutions to the issues they have identified.

- I. **FINDINGS:** Section 61.401(c) of the Zoning Code says that in “order to approve the site plan, the planning commission shall consider and find that the site plan is consistent with” the findings listed below.

1. *The city's adopted comprehensive plan and development or project plans for sub-areas of the city.*

The proposed project is consistent with the Saint Paul Comprehensive Plan. The Snelling Station Area Plan (SSAP), part of the comprehensive plan, and the Land Use, Transportation, and Parks and Recreation chapters of the Saint Paul Comprehensive Plan were consulted to make this finding.

Snelling Station Area Plan (SSAP)

- The site is identified as an area of change in the SSAP, an area where change is welcome and should be encouraged whether through gradual infill and/or intensification or comprehensive redevelopment, page 13.
- The site is located in the mobility enhancement area in the SSAP, an area where a higher level of pedestrian activity is anticipated and a high quality pedestrian environment is key. A minimum of 14 foot wide sidewalks should be established in the mobility enhancement area, page 19.
- The vision of the SSAP calls for a vibrant commercial center, both a city-wide destination and local needs hub that successfully hosts and connects a multitude of uses. These could include corporate headquarters, retail stores, community services, local businesses, residential development, and cultural and entertainment destinations – all structured within a pattern of streets, blocks, and green gathering spaces that promote safer, more active streets and balanced options for movement and increased economic vitality, page 14.
- The SSAP notes that future retail will include a significant entertainment component, possibly at the bus barn site, page 12.
- The SSAP calls for a string of gathering places connected by an improved hierarchy of public streets and development blocks that could improve the accessibility and connectivity of these spaces to surrounding neighborhoods, page 19.
- The SSAP adds that a green open space might support development of a significant new employment center, research park, institutional campus, urban format retail center, hotel, or entertainment uses on this site, page 19.
- The bus barn site is a strategic parcel that could lend itself to a variety of uses including an expanded retail area, major corporate employment hub, hotel or conference facility, residential development and entertainment uses, page 26.

Citywide Comprehensive Plan Chapters – The Land Use chapter of the Comprehensive Plan identifies the redevelopment site as a neighborhood center located along a mixed use corridor; the bus barn site is identified as an undeveloped opportunity site. The Transportation chapter notes that when redevelopment opportunities become available, the traditional street grid pattern should be reinstated to increase neighborhood connectivity. The Parks and Recreation chapter calls for: 1) ensuring convenient and equitable access to parks and recreation facilities; 2) ensuring attractive, functional, and engaging four-season public spaces; 3) requiring that location and design of parks, open space, and trails be an integral part of large-scale redevelopment projects; and 4) utilizing storm water as a sustainable resource when parks are constructed or redesigned.

2. ***Applicable ordinances of the City of Saint Paul.***

- Sec. 66.343 Traditional neighborhood district design standards.
The stadium development's conformance with the design standards in the T4 zoning district are addressed in the Snelling – Midway Master Plan staff report.
- Sec. 66.342.(b)(3). Placement of parking(temporary parking lot on west side of stadium).
The current site plan shows a parking lot on the west side of the stadium. The future phases indicate this area will be developed for mixed-use office and retail buildings with one level of underground parking, with the rest of the parking on floors 2 and above. The proposed use of these parcels is intended for stadium event parking only and will not be used for off-street parking at other times. Staff encourages the development of the area west of the stadium for commercial office space and does not believe the long term use of this area for parking is appropriate. Consequently, staff is considering recommending that the parking be developed to a lesser standard than is required by City code; and stipulating a term limit as temporary use for parking, via an interim use permit. The City Council would need to approve the interim use permit. In any case the use of the area west of the stadium, as configured, does not meet T4 zoning for the same reasons as the eastern parking lot.
- Sec. 66.331(h) Maximum height of structures in the T4 district appears to be met.
The Stadium height is 71'2" and the "membrane roofing" slopes back at a slope of less than 1:1 so the proposed stadium height is less than the 75 ft. maximum allowed without a conditional use permit.

Off-Street Parking

- 63.207(b)(c)
The site is in a Traditional Neighborhood district located adjacent (within ¼ mile) of University Avenue. No parking is required for this development [63.207(b)]. The parking proposed includes 349 off-street spaces and 84 on-street spaces internal to the site. The parking provided does not exceed the minimum required by more than 40% [63.207(c) - a 20,000 seat stadium would require 5000 parking spaces at the rate of 1space per every 4 seats] so a conditional use permit is not required. Given the above analysis, off-street parking, access to the stadium and related traffic issues are being evaluated as part of the AUAR process.

Parkland Dedication

- Sec. 69.511 (a) (b)
§ 69.511(a) *Parkland dedication requirement* provides that for platting of land for residential, commercial, or industrial development the City may require dedication of a reasonable portion of the buildable land for public use for parks and open space needed as a result of the plat, to a maximum of 9% of the total acreage of new lots for new residential or mixed-use development and to a maximum of 4% of the total acreage of new lots for new commercial or industrial development. This will be done as part of the platting process for the Snelling-Midway Redevelopment site.

§ 69.511(b) *One-time basis of parkland dedication requirements* provides that "once parkland has been dedicated or conveyed to the City under this section to meet the needs for parkland created by the plat, there shall be no further parkland dedication requirement under Sec. 63.701 at the time of building permits."

Based on the draft master plan, 4% of the 7.9 acre stadium site itself is 0.32 acre and 9% of the other 14 acres of buildable land is 1.26 acres. Dedication of 1.6 acres of parkland as part of the platting process would be enough to provide for residential uses to potentially be part of development on all but the stadium block itself. It appears that the proposed Victory Plaza and Midway Square park areas, not including proposed street right-of-way, would be over 2 acres.

Drainage Dedication

- Sec. 69.504
§ 69.511(g)(2) Dedication of Land provides that land be reserved for storm water detention ponds in locations designated in the comprehensive plan or as designated by the director of public works such that their use will ... substantially reduce the costs of the storm water disposal system. The area shall be shown and marked on the plat.

The City's comprehensive storm water management plan (SWMP) for the 34.4 acre site identified a central system to provide storm water management and rainwater reuse for all development sites including the stadium.

The Applicant developed a storm water management plan narrative (dated June 24, 2016) which identifies three scenarios for storm water management. The scenarios include a Base Plan designed for the Stadium site to meet the storm water standards for opening day, a comprehensive storm water management plan (CSMP), and a phased CSMP. The narrative acknowledges that a CSMP scenario would "eliminate the need for a majority of the Base Plan's separate treatment facilities." Current limitations noted for a CSMP scenario include land acquisition, easements, and environmental investigation. Other unresolved considerations identified in the narrative include long-term financing, operation and management of the CSMP, and how costs would be fairly distributed during ultimate development. This topic is currently being investigated by City staff as part of a national grant opportunity called City Accelerator.

There is sufficient information to consider the Base Plan satisfactory as a design contingency while continuing to evaluate and pursue the feasibility of a CSMP or phased CSMP scenario consistent with the intent of this ordinance.

Need for Zoning Variances Identified

As plans have developed for this project, staff has identified the need for variance of the minimum floor area ratio (FAR) requirement for the stadium and a variance of the Traditional Neighborhood standards regarding location of a parking facility associated with the stadium use [see bullet items below]. A separate public hearing for the variances is required. Pursuant to Sec. 61.202, the Planning Commission may act as the Board of Zoning Appeals and grant variances from the regulations of the code related to site plan approval when considered by the planning commission. The commission shall grant the variances in accordance with the findings for variance per section 61.601. These variances have been tentatively scheduled for public hearing at the July 28th Zoning Committee meeting.

- Sec. 66.331(a) FAR (Floor Area Ratio) (Variance Required)
The architect for the project estimates the FAR for the stadium at 0.195 based on the total area of "enclosed" spaces on Main Concourse, Club and Suite levels at 108,570 SF and a site area of 12.76 acres or 555,850 SF. The FAR was calculated as 108,570sf / 555,850sf or 0.195. *A minimum FAR of 1.0 is required.*
- Sec. 66.342(b)(3) Placement of parking (Variance Required)
St. Paul Leg. Code Sec. 66.342(b)(3) states that, "Surface parking may be located: On a separate lot, in compliance with section 63.304, provided that surface parking is not permitted as the principal use of a lot unless it is shared among multiple businesses or uses." The applicant has indicated that the ultimate programming for this parking lot is not known, other than for use during stadium events. Since the parking is not shared with multiple uses, a variance must be obtained to allow the proposed location of the parking lot on a separate lot.

The required findings for a variance, pursuant to Sec. 61.601, are listed below. It appears that these findings could be met.

1. **The variance is in harmony with the general purposes and intent of the zoning code.**

The concept of FAR (floor area ratio) is a way of addressing the intensity of use for property. Applying the concept of FAR is not a useful measurement in the case of an open air stadium. By its nature, the stadium has limited enclosed area for calculation of FAR but is nonetheless a robust structure regarding massing and intensity of use which is the desired objective of the master plan for this area. The variance is in keeping with the general purpose and intent of the zoning code

The proposed parking lot is in the same T4 zoning district in which the stadium is located and within 300 feet (~80 feet away from stadium), pursuant to Leg. Code Sec. 63.304 and as such, complies with the first part of Sec. 66.343(b)(3). Providing off-street parking is a customary use associated with a stadium. The proposed parking located on the lot, adjacent to the stadium is in keeping with the general purpose and intent of the zoning code.

2. **The variance is consistent with the comprehensive plan.** The proposed stadium development and the subject parking lot are included in the Snelling-Midway Redevelopment Site Master Plan and are consistent with the comprehensive plan for this area.

3. **The applicant has established that there are practical difficulties in complying with the provision, that the property owner proposes to use the property in a reasonable manner not permitted by the provision. Economic considerations alone do not constitute practical difficulties.**

The minimum FAR requirement in the Traditional Neighborhood requirements relates to achieving the traditional urban form. The proposed stadium is a unique structure with a design purpose that presents practical difficulties in meeting urban design standards (i.e. FAR) on a unique large site adjacent to a freeway.

The master plan for the site includes the soccer stadium and also acknowledges the south east corner of the site at Pascal and St Anthony for off-street parking.

The proposed stadium development and off-street parking lot are reasonable uses of the property.

4. **The plight of the landowner is due to circumstances unique to the property not created by the landowner.**

The stadium, future mixed use developments, and introduction of public streets and open space anticipated with the master plan for the area, and the uniquely large site adjacent to a freeway, present unique challenges for the redevelopment of the site that are circumstance not created by the landowner.

5. **The variance will not permit any use that is not allowed in the zoning district where the affected land is located.**

The master plan for this area and proposed zoning amendment for outdoor stadiums, if approved, would permit a sports stadium on the subject property. An off-street parking facility at this site is a permitted use in the T4 zoning district where the property is located. The requested variances will not permit any use that is not allowed in the zoning district.

6. **The variance will not alter the essential character of the surrounding area.**

The site for the proposed stadium is part of a large regional commercial area adjacent to I-94 and Snelling and LRT transportation corridors.

The proposed parking lot is in a location that is currently a paved lot used for parking.

Redevelopment of this portion of the site for the stadium and accessory parking does not alter the essential character of the surrounding area.

3. ***Preservation of unique geologic, geographic or historically significant characteristics of the city and environmentally sensitive areas.***

The project site does not include any unique geologic, geographic or historically significant characteristics or environmentally sensitive areas.

4. ***Protection of adjacent and neighboring properties through reasonable provision for such matters as surface water drainage, sound and sight buffers, preservation of views, light and air, and those aspects of design which may have substantial effects on neighboring land uses.***

The site is well served by utilities so access to adequate water, sewer, and power service should be met. There is further discussion on the location of public infrastructure, within the site, that is ongoing with the preliminary plat review for the stadium site. The location and siting of the stadium would not appear to present any particular impacts to views, light and air for the neighboring land uses. The Alternative Urban Areawide Review (AUAR) prepared for the redevelopment site states that calculated sound levels from the stadium are not expected to exceed the City's daytime noise level standard. During the nighttime hours, the sound system may exceed the allowable sound level limit, depending upon how long an event extends beyond 10:00 pm. The AUAR identifies mitigation measures to address the potential to exceed City noise level limits including scheduling sporting events so that regulation play is completed by 10:00 pm, or obtaining a sound level variance.

5. ***The arrangement of buildings, uses and facilities of the proposed development in order to assure abutting property and/or its occupants will not be unreasonably affected.***

The potential for impacts to abutting properties related to transportation of game day transportation is being evaluated as part of the environmental review process (AUAR). The draft AUAR and mitigation plan suggest strategies for management of game day transportation to get the majority of attendees to and from the stadium within an hour before and after games and to minimize impacts to the transportation network, including vehicular traffic, transit, and other modes. The draft AUAR and mitigation plan suggests formation of a transportation management committee—to include representatives from various public agencies, MN United FC, and the City of Saint Paul—to use the suggested strategies to develop detailed plans for managing game day transportation. This will include development of emergency response plans which are needed in conjunction with certifying the stadium for occupancy.

6. ***Creation of energy-conserving design through landscaping and location, orientation and elevation of structures.***

The proposed development is not obligated to meet the City's Sustainable Building Policy. The City has expressed a strong desire that the stadium comply with the Saint Paul Sustainable Building Policy and the applicant has expressed their interest in meeting, to the extent possible, the requirements set forth in the Policy. Additionally, the enclosed portion of the stadium structure will be required to meet energy code requirements of the MN State Building Code and the developer's designers have indicated they will incorporate energy- conservation in the stadium design.

7. ***Safety and convenience of both vehicular and pedestrian traffic both within the site and in relation to access streets, including traffic circulation features, the locations and design of entrances and exits and parking areas within the site.***

The site plan presents anticipated road ways for circulation within the site and access to the adjacent streets. City, county and local staff have found these to be generally acceptable and are working with the developer's designers to ensure that final plans will provide safe and convenient access for all users.

8. ***The satisfactory availability and capacity of storm and sanitary sewers, including solutions to any drainage problems in the area of the development.***

The City has adequate sanitary and storm sewer systems along with the necessary capacity to accommodate the proposed construction. The Sewer Utility does not anticipate any significant public sanitary sewer related issues that will affect the proposed construction.

9. ***Sufficient landscaping, fences, walls and parking necessary to meet the above objectives.***

A landscaping plan will need to be developed incorporating a design that meets the general landscaping requirements for parking facilities of Sec. 63.314 and the Traditional Neighborhood design standards of Sec. 66.343 governing landscaping for front yard, street trees, etc. The landscaping plan will need to include consideration for public art, compatibility with public use of space and surface storm water amenities.

10. ***Site accessibility in accordance with the provisions of the Americans with Disabilities Act (ADA), including parking spaces, passenger loading zones and accessible routes.***

The stadium building and all areas of the site where the public may travel will need to meet the accessibility requirement of MN State Building Code (which incorporate provision of the ADA). Accessibility requirements are mandated for both private and public spaces. Staff review of the construction level plans will be looked at for compliance with these requirements.

11. ***Provision for erosion and sediment control as specified in the Minnesota Pollution Control Agency's "Manual for Protecting Water Quality in Urban Areas."***

A Storm Water Pollution Prevention Plan (SWPPP) is required during construction. This document will need to be provided prior to final approval. The AUAR states to limit soil erosion, any construction plans will include measures that restrict and contain any soil erosion using a variety of methods including silt fencing, seeding, mulching, and limiting the exposure of open soils to wind and rain. Discharge of storm water will be managed in accordance with the City's National Pollutant Discharge Elimination System (NPDES) municipal separate storm sewer systems (MS4) Storm water Permit, and Storm water Pollution Prevention Plan (SWPPP) and Construction Site Storm water Permit to ensure that erosion is limited and that any runoff-receiving water bodies are protected.

Gravel is not an approved surface for parking lots. Sediment control from gravel surfaces is difficult and often creates nuisance conditions that degrade water quality. The surface parking lot proposed adjacent to Snelling and west of the Stadium will be temporary until the market can support appropriate transit-oriented development at that location. It is not clear what surface will be provided for parking at that location. Any potential supplemental applications for the temporary parking lot which propose gravel as an interim surface cover must include on-going provisions for erosion and sediment control including a written and funded street sweeping maintenance plan.

I. **STAFF RECOMMENDATION:**

Based on the findings above, the staff recommends approval of the site plan subject to the following conditions:

1. Approval by the Mayor and City Council of the Snelling-Midway master plan, stadium site plan, and zoning clarification amendment.
2. The applicant shall apply for and obtain approval of variances of the two provisions of the zoning code identified in the staff report. Since the variances were identified in the context of the site plan review the Planning Commission, acting as the Board of Zoning Appeals, will need to conduct a separate public hearing to consider the variance requests.
3. The developer shall obtain City Council approval of an interim use permit to allow a temporary parking lot to be developed on the west side of the stadium fronting on Snelling Avenue.

4. General Site Plan Elements Needing Further Detail
 - a) Bicycle parking shall be provided, in accordance with Leg. Code 63.210 a minimum of one (1) secure bicycle parking space for every twenty (20) motor vehicle parking spaces. The developer's designers have indicated the site plan shows bike parking locations that will accommodate 420 bicycle parking spaces.
 - b) The developer's designers shall work with the City in formulating their design of the plaza north of the stadium and the pedestrian walk on the south side of the stadium along St. Anthony Avenue, between Pascal and Snelling.
 - c) Pedestrian-scale lighting shall be provided within parking areas. Light standards shall be no more than twenty-five (25) feet in height in parking lots and sixteen (16) feet in height along interior sidewalks and walkways, and have a downcast glow.
5. Public Works Transportation Planning and R.O.W.
 - a) Complete design for the location and type of infrastructure elements within the proposed public rights-of-way (e.g. lane configuration, appropriately sized pedestrian walks, bike, vehicle travel and parking lanes, lighting, street trees, etc.).
Note: Once the site plan is approved, public improvements shall be constructed under an Ordinance Permit issued by Public Works. Plans for an Ordinance Permit need to be at higher level of detail and would include details such as pavement thickness, pavement specs, etc.
 - b) Provide updated plat coinciding with final alignments for the public rights-of-way planned for the site.
 - c) Continue discussion with City, County and State transportation agencies in finalizing the design for site access to local, county and state roads adjacent to the site. Obtain all necessary permits and approvals.
 - d) The developer will need to provide a game/event day Traffic Management Plan more specific to the stadium site than the information contained in the Transportation Plan of the AUAR.
 - e) Provide plans for pedestrian and bike circulation access. Plans should include design approach for transit access and associated pedestrian queueing for LRT and buses on game days.
 - f) Since the stadium will be online prior to other site development taking place, continue to work with the City with respect to identifying motorized and non-motorized traffic impacts specific to the soccer stadium.
6. Public Works Sewers
 - a) Detailed plan & profile design of the proposed sanitary and storm sewer construction will need to be reviewed and approved by the Sewer Utility.
 - b) The Sewer Utility is aware of the ongoing efforts of having a comprehensive storm water management plan for the entire site. When the detailed plan & profile design for the storm sewer construction, along with the chosen storm water management plan become available, they will need to be reviewed by the Sewer Utility.
 - c) Developer to submit geotechnical and environmental investigation reports.
 - d) The design for the publicly-owned storm sewers within the development shall be for the 10-year storm event, 24-hr duration.
 - e) Site elements proposed to be maintained by Public Works will require the development and submittal of an Operations and Maintenance Manual from the Developer identifying activities and frequency. Further agreements may also be necessary.
7. Water Utility

Develop plans for the water service needs for this development and obtain all necessary reviews, approvals and permits from the Saint Paul Regional Water Utility.

8. Parkland Dedication

At least 1.6 acres of the site be dedicated for parkland as condition of final plat approval.

9. Water Resource

- a) The project will be affecting more than one acre. No land disturbance activity for the project is allowed until state and watershed storm water permits are obtained and provided to the Department of Safety and Inspections.
- b) If gravel is used as surface cover for the interim use parking, the parking operator/owner shall provide the Department of Safety and Inspections a written street sweeping maintenance plan for implementation as an on-going provision for erosion and sediment control.
- c) Engineering design towards a Comprehensive Storm Water Management Plan (CSMP) scenario must progress concurrent with engineering design for a Base Plan scenario in order to support timely infrastructure implementation for the CSMP possibility.
- d) Rainwater harvesting of the entire stadium roof must be explored and more details on the sources, uses and treatment approach for rainwater reuse (Base Plan and CSMP) must be reviewed with the Department of Safety and Inspections prior to City Council action.

10. City Forestry

- a) Street trees shall be incorporated into the design for the public streets within this site. The landscape designer for this project shall consult with the City Forester, regarding species, size and location of the trees to be placed in the boulevards. The planting of trees on the public boulevard require a permit from the City Forester.
- b) Parking lots not designated as temporary shall meet internal landscaping standards and include tree planting to meet parking lot design standards. This would apply to the parking lot located at the southeast corner of the site as the parking lots to the west of the stadium would be temporary in nature until future development occurs. One tree for every five parking stalls is required as well as internal landscaping equal to 15% of the parking lot area.
- c) Trees shall be provided along the east/west street serving the southeast parking lot.

Additional comments will follow as more details are provided.\

11. Building Code Requirements

- a) This proposal will require a building permit to proceed. The building permit is issued only after plans have been approved by City staff. Architectural, mechanical plans are required to be submitted under the general building permit application. In addition to the building permit, separate permits are required for any plumbing, electrical, mechanical work and elevator installation and any sprinkler modifications. These permits must be obtained and the work performed by City licensed contractors in each of the respective trades.
- b) Two sets of complete construction documents (including floor plans and any structural or mechanical ventilation plans) must be submitted with the building permit application to the plan review group in DSI.
 - I. The construction documents must include architectural and any structural plans signed and stamped by design professionals, registered in the State of Minnesota, in the each of the respective disciplines. Architect shall provide code analysis.
 - II. Mechanical ventilation, plumbing and electrical plans will need to be prepared by design professionals, registered with the State of Minnesota, in each of the respective disciplines.

- c) Additional comments from the Building Official and Fire Engineer. in plans submitted with stadium:
- Identify occupant use on the field to account for total exiting requirements out of the site.
 - Need civils showing design for unobstructed exit path to the public way.
 - The building permit will not be issued until all signoffs are received. Include energy calculation in construction documents with building permit application.

12. Fire Prevention

Fire Department vehicle access shall extend to within 150 feet of every portion of the exterior of the building. Access shall occur on public right of way or private drives on the same parcel as the building. Access shall have 20 feet of clear width and 13.5 feet of clear height.

13. SAC, or Service Availability Charge

The propose project will need a SAC determination before a building permit can be issued. The applicant much submit a copy of the plans to the Metropolitan Council Environmental Services (MCES) for a SAC determination. If MCES determines that a SAC fee is owed, the City will collect that payment under the building permit fee.

Attachments

Plans and Drawings

Stormwater Narrative

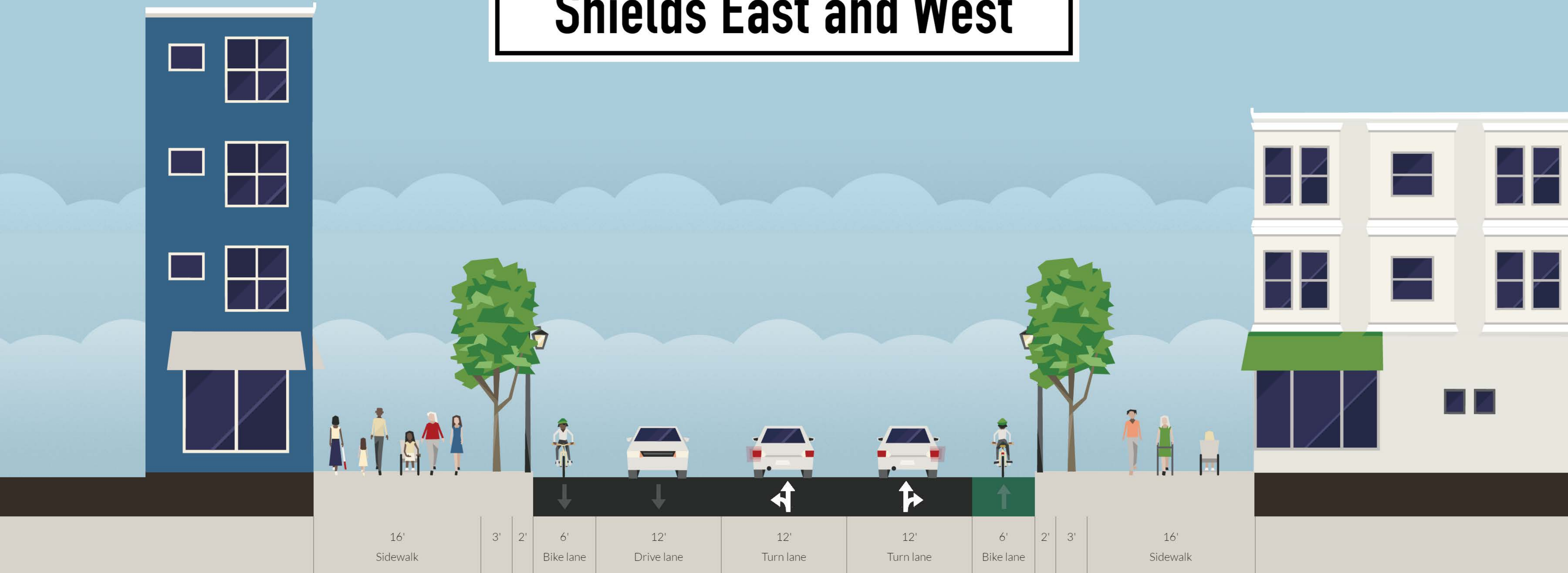
Central Avenue – East of Stadium (remix)



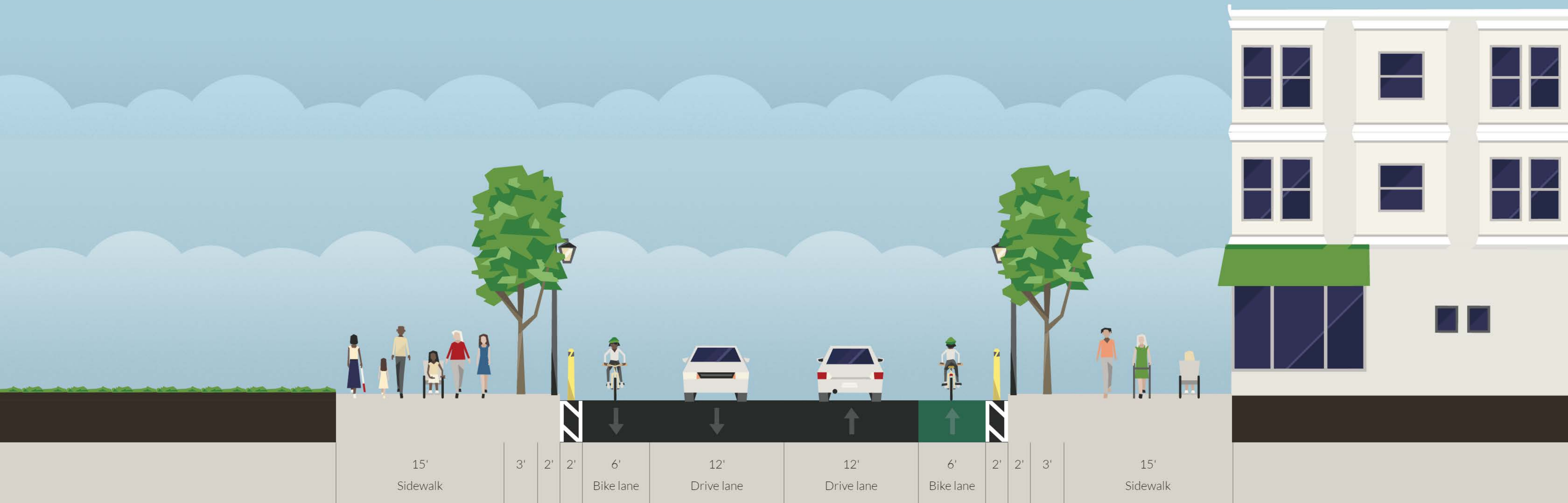
Central Avenue – West of Stadium



Shields East and West



Shields North of Stadium



Minnesota United Soccer Stadium

Saint Paul, Minnesota
Loucks Project No. 16028.0A

Stormwater Management Plan

Introduction

The proposed Minnesota United (MNU) Soccer Stadium is located generally on the southern one-half of the superblock located in the northeast corner of Snelling Avenue and I-94. The existing super block is contained within four existing streets: Snelling Avenue on the West, University Avenue on the North, Pascal Street on the East, and St. Anthony Avenue on the South. The northern portion of the site is currently the RK Midway Shopping Center comprised of a strip mall, restaurant pads, and a liquor store. A majority of the southern portion of the site is owned by the Twin Cities Metropolitan Transit Area and was previously known as the "Bus Barn" site.

The proposed super block redevelopment has a phased Master Plan development that creates a grid street system with the stadium located in the middle portion of the southern one-half of the superblock. Surrounding the stadium on individual lots are a mixed use of commercial, residential, and retail uses. North of stadium are two large open green spaces. The Master Plan will be a phased plan and will construct a permanent parking lot on the east side of the stadium and two temporary parking lots west of the stadium until redevelopment of these lots occurs.

The Stormwater Management Plan (SMP) follows the phased Master Plan redevelopment. Except for the stadium, the development pattern for the super block needs to be flexible, allowing the market to drive any one of the lots to develop independent of the others. The SMP phased plan is also strictly tied to property ownership and existing leases contained in the RK Midway Shopping Center. The SMP cannot necessitate the removal of existing buildings and/or parking areas for a currently active shopping center with existing tenants until agreements between all the parties have been completed. Incorporating these realities of ownership, existing leases and an unknown pattern of development requires a SMP to be flexible in order to accommodate future scenarios. Therefore, three scenarios for a SMP have been identified. The three scenarios for the SMP are: the "Base Stormwater Management Plan," the "Comprehensive Stormwater Management Plan," and the "Phased Comprehensive Stormwater Plan"

The Base Stormwater Management Plan (Base Plan) is the SMP that can be built for the opening day of MNU, located on property that is controlled by the MNU, which is generally located south of the proposed Shields Avenue's northerly right of way. The Base Plan SMP meets the City and Capital Region Watershed District's (CRWD) stormwater runoff standards for water quality and water quantity for the stadium roof and field, public right of ways, plazas, and permeant parking areas. The temporary parking areas located west of the stadium will have sediment control measures, rain gardens, and surface water retention meeting the City of St. Paul's runoff rates. The Base Plan incorporates individual stormwater runoff treatment systems for runoff from roads and parking areas versus roofs, pitch (soccer field) and/or green spaces. In addition, the runoff from the north portion of stadium roof and the pitch will be collected in underground cisterns and reused for irrigation on vegetated areas within phase

one except the pitch. It is anticipated that future development parcels would provide their own stormwater treatment, on an individual site basis, which is the standard used by the City and Watershed on nearly all proposed developments. The Base Plan is not a Comprehensive Stormwater Plan for the 35 acre development, but will be designed and built to meet the SMP standards on MNU opening day. This Base Plan is the current design and anticipated stormwater management plan submitted to the City for approval on the project to begin construction in late summer or fall of 2016.

The Phased Comprehensive Stormwater Management Plan (Phased CSMP) is a modification to the Base Plan that installs an unused storm sewer piping system during the initial construction of the stadium which would allow the Base Plan infrastructure to redirect stormwater runoff, at a later time, into a future CMSP under the Great Lawn Area, as described in the paragraph below. The unused storm pipe will allow stormwater to be directed from the stadium, as well as future development lots, to a CSMP. The Phased CSMP would require the Great Lawn Area north of the stadium to be connected to the existing piping system in University Avenue along with requiring an easement for that storm piping system. The main difference between the Phased CSMP and the CSMP is that the Phased CSMP can happen in the future when development occurs and allows the Phase One construction to still meet city and watershed requirements in the interim. The Phased CSMP is a future alternative and allows adequate time to work on the funding and cost allocation for a CSMP, as described below, without jeopardizing the stadium project from being constructed.

The Comprehensive Stormwater Management Plan (CSMP) requires that the great lawn areas north of the stadium have been acquired, including the streets, along with the necessary public easements to access the existing storm water piping in University Avenue. An environmental investigation and Remediation Action Plan will need to be completed to understand the physical constraints that may or may not exist in these areas. The CSMP collects a majority of plazas, roofs, green spaces, and sidewalks (non-traffic areas) to underground chambers located under the great lawn areas. The stormwater chambers will be used for irrigation of the stadium green space, except the pitch as well as public and private green spaces in future developed lots. The CSMP would eliminate the need for a majority of the Base Plan's separate treatment facilities. Wes Saunders-Pearce, along with other City team members, is working on a City Accelerator program which evaluates various funding and financing measures for district stormwater infrastructure improvement costs, and how the long-term operation and management of the CMSP would be fair and equitably distributed between the public and private partnerships and consistent with the City's existing agreements with MNU, including the development agreements pursuant to which the stadium will be constructed.

The SMP's are restricted by the environmental conditions of the site. A Remediation Action Plan (RAP) has been prepared by Braun Intertec, and reviewed and approved by the MPCA. The RAP limits were identified as the property located south of the north right of way of proposed Shields Avenue. The RAP identified two areas of groundwater contamination within the RAP limits. The southeast corner of the site has contaminated perched groundwater at an elevation approximately three feet above the field elevation. A cut-off wall to contain the groundwater in that area is being designed by Braun Intertec and reviewed by the MPCA. The remainder of the site has groundwater contamination approximately ten feet below the field elevation. The MPCA has commented on restrictions of groundwater infiltration due to the site contaminations. The maps and comments are attached to this report.

Base Plan Methodology for Phase 1 Development

The stormwater calculations were made utilizing the stormwater-modeling program HydroCAD 10.00. Calculations were performed for the Atlas 14 24-hour 2-year, 10-year, and 100-year rainfall events of 2.82 inches, 4.22 inches, and 7.46 inches respectively. Soils information is assumed to be mostly D soils, based on soil boring information. Infiltration will be used to a limited degree based on MCPA approvals with filtration and other methods used to meet the remainder of the volume requirements.

The site is located within the Capital Region watershed district. The CRWD is requiring that the proposed discharge rates do not exceed the existing discharge rates for the site and volume reduction of 1.1" off the impervious or filtration of 2".

The City requires rate control (at a rate of 1.62 cfs/acre) and volume storage based on the site and impervious areas. The site will consist of both public and private areas, public areas are not held to the rate control.

Existing Conditions

The existing site is currently part of a retail area with multiple tenants and parking, leaving pavement and building covering most of the site. Another large section of the site is an old bus barn site with few structures but much contamination. The Phase one area which the stormwater treatment plan is being proposed for is mostly contained to the south half. The south half includes the "Bus Barn" and parking for the retail areas.

Phase one area has some existing storm sewer, mostly on the north end. The storm water is located in the RK Midway existing alleyway and parking lot to capture runoff within the and direct it to existing City storm sewer untreated. The remained of the site sheet drains directly to City storm sewer within the street.

Proposed Conditions

The proposed changes to the site consist of adding a soccer stadium with plazas, walkways and permanent and temporary parking lots. Public roads through the site will also be constructed.

The proposed modeled area consists of approximately 18.3 acres. Most of that area will be impervious surface in the form of buildings and streets except for the pitch. Many different stormwater treatment areas within the site are used to treat runoff to watershed standards. The field area within the stadium has a filtration section below it, sufficient enough to treat the runoff directed towards it.

Tree trenches located along the public streets will be used to treat runoff from the street and surrounding public promenade areas that drain to the street. Two large tree trenches within the east and west public promenades along the stadium take runoff from the adjacent roof of

the stadium. Limited promenade area drains to these trenches, as tree grates are the only access for sheet drain from the surface.

The runoff from the north section of the stadium roof is directed to an underground cistern. The filtered field water is also directed to an underground cistern. The cistern water will be used to irrigation green space and trees outside the stadium footprint.

The permanent parking area is proposed to have an underground sand filter to treat runoff. The temporary parking lots are designed with a pretreatment structure for sediment control and a raingarden with underdrain for more quality and rate control. The temporary systems are designed to meet City rate control and improve the quality of runoff.

The site contains contamination. The PCA allows for limited infiltration in approved areas only. Certain areas do not allow infiltration at all. The areas that have been approved for infiltration are modeled and designed with infiltration based on the D soils shown in soil borings. The City rate control of 1.64 cfs/acre is met for the parking lots, plazas and stadium areas. The public areas such as streets are not controlled to that rate but are treated in tree trenches and released at a slower rate.

Table 1.1 – Existing Condition – Rates and Volumes

Existing Conditions							
		2-YR Storm Event		10-YR Storm Event		100-YR Storm Event	
Subcatch	Area (Ac.)	Rate (CFS)	Volume (Ac-FT)	Rate (CFS)	Volume (Ac-FT)	Rate (CFS)	Volume (Ac-FT)
1S	4.49	9.87	0.65	17.21	1.134	31.06	2.304
2S	5.62	10.68	0.707	19.66	1.286	37.23	2.721
3S	3.43	10.13	0.709	15.61	1.106	25.51	2.03
4S	1.74	4.88	0.316	7.83	0.513	13.15	0.978
5S	3.01	9.09	0.649	13.86	0.999	22.47	1.811
TOTAL	18.29	44.65	3.031	74.17	5.038	129.42	9.844

Table 1.2 – Proposed Condition – Rates and Volumes

Proposed Conditions									
		2-YR Storm Event		10-YR Storm Event		6" Storm Event		100-YR Storm Event	
Subcatch	Area (Ac.)	Rate (CFS)	Volume (Ac-FT)	Rate (CFS)	Volume (Ac-FT)	Rate (CFS)	Volume (Ac-FT)	Rate (CFS)	Volume (Ac-FT)
2P	2.95	4.33	0.337	7.30	0.631	9.99	1.032	8.36	1.371
20P	2.95	0.00	0.000	0.00	0.000	0.15	0.870	0.50	2.337
3P	1.22	2.05	0.188	5.37	0.324	6.14	0.501	6.48	0.66
44P	1.26	3.73	0.243	5.39	0.388	5.64	0.574	5.72	0.727
40P	0.54	1.21	0.098	2.51	0.160	3.59	0.240	4.13	0.305
4P	2.11	6.09	0.401	7.31	0.644	7.61	0.955	7.74	1.210
400P	1.19	0.95	0.189	1.10	0.320	1.54	0.492	2.61	0.634
5P	2.05	0.95	0.371	2.24	0.604	3.23	0.904	8.43	1.151
6P	1.01	0.51	0.126	0.74	0.229	1.36	0.369	2.04	0.487
601P	0.60	1.11	0.079	1.97	0.142	2.37	0.226	2.14	0.296
7P	1.57	1.34	0.399	5.56	0.576	9.70	0.805	11.37	0.994
9P	0.84	2.26	0.146	3.69	0.240	5.42	0.363	5.89	0.464
10P	0.58	0.12	0.092	0.78	0.159	1.67	0.242	1.77	0.311
100P	1.92	1.24	0.380	2.63	0.602	3.09	0.884	3.20	1.116
401P	0.89	0.88	0.141	1.04	0.240	1.11	0.368	1.15	0.474
11P	0.76	0.00	0.000	0.00	0.000	0.09	0.059	0.57	0.151
12P	1.15	0.32	0.190	1.35	0.322	2.16	0.490	2.28	0.628
RC1	2.85	2.15	0.528	3.74	0.852	4.30	1.268	4.45	1.611
RC2	6.70	2.50	0.680	4.43	1.109	7.50	2.530	12.52	4.450
RC3	1.24	0.81	0.157	1.38	0.286	2.04	0.458	2.86	0.602
RC4	1.97	0.96	0.192	1.12	0.325	1.56	0.558	2.94	0.795
56R	4.62	7.58	0.691	10.79	1.130	12.18	1.753	12.85	2.310
64R	3.69	2.15	0.528	3.74	0.852	4.30	1.268	4.46	1.611
72R	9.494	3.92	0.868	9.31	1.434	13.59	3.032	18.64	5.098
Total Site	19.04	14.46	2.24	25.22	3.70	32.11	6.51	38.81	9.62

Table 1.3 – City Rate Numbers

Subcatch	Area (Ac.)	City Rate (CFS)	6" Storm Rate (CFS)
RC1	2.85	4.674	4.30
RC2	6.70	10.995	7.50
RC3	1.24	2.034	2.04
RC4	1.97	3.224	1.56

CRWD Volume Control

The Capital Region Watershed District has a volume requirement for reduction. The volume reduction is based on 1.1" storm event over the impervious surface area of the site. For the sites approximately 14.35 acres of impervious surface, that is a volume reduction of 57,288 cu.ft. Infiltration is used to the extent allowed on site by the PCA. The remained of volume is acquired through reuse and filtration with the appropriate value adjustments required by the watershed.

Base Plan Volumes

Infiltration: 3,600 cu.ft.

Irrigation Reuse: 26,851 cu.ft.

Tree Trench Filtration: 31,400 cu.ft.

Total Volume: 61,851 cu.ft.

Best Management Practices

Best management practices (BMP's) will be implemented during construction per the project Stormwater Pollution Prevention Plan (SWPPP). The final SWPPP will be prepared as part of the construction documents as required and updated as the development occurs. Proposed BMP's will minimize erosion and manage sedimentation as required by the National Pollution Discharge Elimination System (NPDES). During construction, erosion control measures will include dust control, silt fencing, inlet protection, a temporary rock construction entrance, and a concrete wash-out area. Permanent BMP's will include filtration systems, and surface paving of disturbed areas.

Conclusion

The proposed Stormwater Management Plan for the MLS Soccer Stadium site, initial phase is designed to meet City of Saint Paul and Capital Region Watershed Districts storm water requirements. The plan provides an improved solution for the conveyance of stormwater from this site by reducing peak runoff rates to below existing conditions and improving quality of runoff.

city of saint paul
planning commission resolution
file number _____
date _____

WHEREAS, Nate Pearson, Tegra Group, Inc., File#16-042321 has applied for a site plan review for a proposed 20,000 seat professional soccer stadium with expansion and standing room capacity to accommodate a maximum of 25,500 visitors and staff. This development is a first phase of what will eventually be a multi-phase redevelopment of the entire “super block” currently the site of former Metro Transit facilities and the Midway Shopping Center; and

WHEREAS the Planning Commission, on June 10, 2016, held a public hearing at which all persons present were given an opportunity to be heard pursuant to said application in accordance with the requirements of §61.303 of the Saint Paul Legislative Code; and

WHEREAS, the Saint Paul Planning Commission, based on the evidence presented to its Zoning Committee at the public hearing as substantially reflected in the minutes, made the following findings of fact that the site plan is consistent with:

1. *The City's adopted comprehensive plan and development or project plans for sub-areas of the city.*

The proposed project is consistent with the Saint Paul Comprehensive Plan. The Snelling Station Area Plan (SSAP), part of the comprehensive plan, and the Land Use, Transportation, and Parks and Recreation chapters of the Saint Paul Comprehensive Plan were consulted to make this finding.

Snelling Station Area Plan (SSAP)

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

moved by _____

seconded by _____

in favor _____

against _____

- The SSAP notes that future retail will include a significant entertainment component, possibly at the bus barn site, page 12.
- The SSAP calls for a string of gathering places connected by an improved hierarchy of public streets and development blocks that could improve the accessibility and connectivity of these spaces to surrounding neighborhoods, page 19.
- The SSAP adds that a green open space might support development of a significant new employment center, research park, institutional campus, urban format retail center, hotel, or entertainment uses on this site, page 19.
- The bus barn site is a strategic parcel that could lend itself to a variety of uses including an expanded retail area, major corporate employment hub, hotel or conference facility, residential development and entertainment uses, page 26.

Citywide Comprehensive Plan Chapters – The Land Use chapter of the Comprehensive Plan identifies the redevelopment site as a neighborhood center located along a mixed use corridor; the bus barn site is identified as an undeveloped opportunity site. The Transportation chapter notes that when redevelopment opportunities become available, the traditional street grid pattern should be reinstated to increase neighborhood connectivity. The Parks and Recreation chapter calls for: 1) ensuring convenient and equitable access to parks and recreation facilities; 2) ensuring attractive, functional, and engaging four-season public spaces; 3) requiring that location and design of parks, open space, and trails be an integral part of large-scale redevelopment projects; and 4) utilizing storm water as a sustainable resource when parks are constructed or redesigned.

2. ***Applicable ordinances of the City of Saint Paul.***

- Sec. 66.343 Traditional neighborhood district design standards.
The stadium development's conformance with the design standards in the T4 zoning district are addressed in the Snelling – Midway Master Plan staff report.
- Sec.66.342.(b)(3). Placement of parking(temporary parking lot on west side of stadium).
The current site plan shows a parking lot on the west side of the stadium. The future phases indicate this area will be developed for mixed-use office and retail buildings with one level of underground parking, with the rest of the parking on floors 2 and above. The proposed use of these parcels is intended for stadium event parking only and will not be used for off-street parking at other times. Staff encourages the development of the area west of the stadium for commercial office space and does not believe the long term use of this area for parking is appropriate. Consequently, staff is considering recommending that the parking be developed to a lesser standard than is required by City code; and stipulating a term limit as temporary use for parking, via an interim use permit. The City Council would need to approve the interim use permit. In any case the use of the area west of the stadium, as configured, does not meet T4 zoning for the same reasons as the eastern parking lot.
- Sec. 66.331(h) Maximum height of structures in the T4 district appears to be met.
The Stadium height is 71'2" and the "membrane roofing" slopes back at a slope of less than 1:1 so the proposed stadium height is less than the 75 ft. maximum allowed without a conditional use permit.

Off-Street Parking

- 63.207(b)(c)
The site is in a Traditional Neighborhood district located adjacent (within ¼ mile) of University Avenue. No parking is required for this development [63.207(b)]. The parking proposed includes 349 off-street spaces and 84 on-street spaces internal to the site. The parking

provided does not exceed the minimum required by more than 40% [63.207(c) - a 20,000 seat stadium would require 5000 parking spaces at the rate of 1space per every 4 seats] so a conditional use permit is not required. Given the above analysis, off-street parking, access to the stadium and related traffic issues are being evaluated as part of the AUAR process.

Parkland Dedication

- Sec. 69.511 (a) (b)

§ 69.511(a) *Parkland dedication requirement* provides that for platting of land for residential, commercial, or industrial development the City may require dedication of a reasonable portion of the buildable land for public use for parks and open space needed as a result of the plat, to a maximum of 9% of the total acreage of new lots for new residential or mixed-use development and to a maximum of 4% of the total acreage of new lots for new commercial or industrial development. This will be done as part of the platting process for the Snelling-Midway Redevelopment site.

§ 69.511(b) *One-time basis of parkland dedication requirements* provides that “once parkland has been dedicated or conveyed to the City under this section to meet the needs for parkland created by the plat, there shall be no further parkland dedication requirement under Sec. 63.701 at the time of building permits.”

Based on the draft master plan, 4% of the 7.9 acre stadium site itself is 0.32 acre and 9% of the other 14 acres of buildable land is 1.26 acres. Dedication of 1.6 acres of parkland as part of the platting process would be enough to provide for residential uses to potentially be part of development on all but the stadium block itself. It appears that the proposed Victory Plaza and Midway Square park areas, not including proposed street right-of-way, would be over 2 acres.

Drainage Dedication

- Sec. 69.504

§ 69.511(g)(2) Dedication of Land provides that land be reserved for storm water detention ponds in locations designated in the comprehensive plan or as designated by the director of public works such that their use will ... substantially reduce the costs of the storm water disposal system. The area shall be shown and marked on the plat.

The City’s comprehensive storm water management plan (SWMP) for the 34.4 acre site identified a central system to provide storm water management and rainwater reuse for all development sites including the stadium.

The Applicant developed a storm water management plan narrative (dated June 24, 2016) which identifies three scenarios for storm water management. The scenarios include a Base Plan designed for the Stadium site to meet the storm water standards for opening day, a comprehensive storm water management plan (CSMP), and a phased CSMP. The narrative acknowledges that a CSMP scenario would “eliminate the need for a majority of the Base Plan’s separate treatment facilities.” Current limitations noted for a CSMP scenario include land acquisition, easements, and environmental investigation. Other unresolved considerations identified in the narrative include long-term financing, operation and management of the CSMP, and how costs would be fairly distributed during ultimate development. This topic is currently being investigated by City staff as part of a national grant opportunity called City Accelerator.

There is sufficient information to consider the Base Plan satisfactory as a design contingency while continuing to evaluate and pursue the feasibility of a CSMP or phased CSMP scenario consistent with the intent of this ordinance.

Need for Zoning Variances Identified

As plans have developed for this project, staff has identified the need for variance of the minimum floor area ratio (FAR) requirement for the stadium and a variance of the Traditional Neighborhood standards regarding location of a parking facility associated with the stadium use [see bullet items below]. A separate public hearing for the variances is required. Pursuant to Sec. 61.202, the Planning Commission may act as the Board of Zoning Appeals and grant variances from the regulations of the code related to site plan approval when considered by the planning commission. The commission shall grant the variances in accordance with the findings for variance per section 61.601. These variances have been tentatively scheduled for public hearing at the July 28th Zoning Committee meeting.

- **Sec. 66.331(a) FAR (Floor Area Ratio) (Variance Required)**

The architect for the project estimates the FAR for the stadium at 0.195 based on the total area of “enclosed” spaces on Main Concourse, Club and Suite levels at 108,570 SF and a site area of 12.76 acres or 555,850 SF. The FAR was calculated as 108,570sf / 555,850sf or 0.195. *A minimum FAR of 1.0 is required.*

- **Sec. 66.342(b)(3) Placement of parking (Variance Required)**

St. Paul Leg. Code Sec. 66.342(b)(3) states that, “Surface parking may be located: On a separate lot, in compliance with section 63.304, provided that surface parking is not permitted as the principal use of a lot unless it is shared among multiple businesses or uses.” The applicant has indicated that the ultimate programming for this parking lot is not known, other than for use during stadium events. Since the parking is not shared with multiple uses, a variance must be obtained to allow the proposed location of the parking lot on a separate lot.

The required findings for a variance, pursuant to Sec. 61.601, are listed below. It appears that these findings could be met.

1. **The variance is in harmony with the general purposes and intent of the zoning code.**

The concept of FAR (floor area ratio) is a way of addressing the intensity of use for property. Applying the concept of FAR is not a useful measurement in the case of an open air stadium. By its nature, the stadium has limited enclosed area for calculation of FAR but is nonetheless a robust structure regarding massing and intensity of use which is the desired objective of the master plan for this area. The variance is in keeping with the general purpose and intent of the zoning code

The proposed parking lot is in the same T4 zoning district in which the stadium is located and within 300 feet (~80 feet away from stadium), pursuant to Leg. Code Sec. 63.304 and as such, complies with the first part of Sec. 66.343(b)(3). Providing off-street parking is a customary use associated with a stadium. The proposed parking located on the lot, adjacent to the stadium is in keeping with the general purpose and intent of the zoning code.

2. **The variance is consistent with the comprehensive plan.** The proposed stadium development and the subject parking lot are included in the Snelling-Midway Redevelopment Site Master Plan and are consistent with the comprehensive plan for this area.

3. **The applicant has established that there are practical difficulties in complying with the provision, that the property owner proposes to use the property in a reasonable**

manner not permitted by the provision. Economic considerations alone do not constitute practical difficulties.

The minimum FAR requirement in the Traditional Neighborhood requirements relates to achieving the traditional urban form. The proposed stadium is a unique structure with a design purpose that presents practical difficulties in meeting urban design standards (i.e. FAR) on a unique large site adjacent to a freeway.

The master plan for the site includes the soccer stadium and also acknowledges the south east corner of the site at Pascal and St Anthony for off-street parking.

The proposed stadium development and off-street parking lot are reasonable uses of the property.

4. The plight of the landowner is due to circumstances unique to the property not created by the landowner.

The stadium, future mixed use developments, and introduction of public streets and open space anticipated with the master plan for the area, and the uniquely large site adjacent to a freeway, present unique challenges for the redevelopment of the site that are circumstance not created by the landowner.

5. The variance will not permit any use that is not allowed in the zoning district where the affected land is located.

The master plan for this area and proposed zoning amendment for outdoor stadiums, if approved, would permit a sports stadium on the subject property. An off-street parking facility at this site is a permitted use in the T4 zoning district where the property is located. The requested variances will not permit any use that is not allowed in the zoning district.

6. The variance will not alter the essential character of the surrounding area.

The site for the proposed stadium is part of a large regional commercial area adjacent to I-94 and Snelling and LRT transportation corridors.

The proposed parking lot is in a location that is currently a paved lot used for parking.

Redevelopment of this portion of the site for the stadium and accessory parking does not alter the essential character of the surrounding area.

3. *Preservation of unique geologic, geographic or historically significant characteristics of the city and environmentally sensitive areas.*

The project site does not include any unique geologic, geographic or historically significant characteristics or environmentally sensitive areas.

4. *Protection of adjacent and neighboring properties through reasonable provision for such matters as surface water drainage, sound and sight buffers, preservation of views, light and air, and those aspects of design which may have substantial effects on neighboring land uses.*

The site is well serve by utilities so access to adequate water, sewer, and power service should be met. There is further discussion on the location of public infrastructure, within the site, that is ongoing with the preliminary plat review for the stadium site. The location and siting of the stadium would not appear to present any particular impacts to views, light and air for the neighboring land uses. The Alternative Urban Areawide Review (AUAR) prepared for the redevelopment site states that calculated sound levels from the stadium are not expected to exceed the City's daytime noise level standard. During the nighttime hours, the sound system may exceed the allowable sound

level limit, depending upon how long an event extends beyond 10:00 pm. The AUAR identifies mitigation measures to address the potential to exceed City noise level limits including scheduling sporting events so that regulation play is completed by 10:00 pm, or obtaining a sound level variance.

5. ***The arrangement of buildings, uses and facilities of the proposed development in order to assure abutting property and/or its occupants will not be unreasonably affected.***

The potential for impacts to abutting properties related to transportation of game day transportation is being evaluated as part of the environmental review process (AUAR). The draft AUAR and mitigation plan suggest strategies for management of game day transportation to get the majority of attendees to and from the stadium within an hour before and after games and to minimize impacts to the transportation network, including vehicular traffic, transit, and other modes. The draft AUAR and mitigation plan suggests formation of a transportation management committee—to include representatives from various public agencies, MN United FC, and the City of Saint Paul—to use the suggested strategies to develop detailed plans for managing game day transportation. This will include development of emergency response plans which are needed in conjunction with certifying the stadium for occupancy.

6. ***Creation of energy-conserving design through landscaping and location, orientation and elevation of structures.***

The proposed development is not obligated to meet the City's Sustainable Building Policy. The City has expressed a strong desire that the stadium comply with the Saint Paul Sustainable Building Policy and the applicant has expressed their interest in meeting, to the extent possible, the requirements set forth in the Policy. Additionally, the enclosed portion of the stadium structure will be required to meet energy code requirements of the MN State Building Code and the developer's designers have indicated they will incorporate energy- conservation in the stadium design.

7. ***Safety and convenience of both vehicular and pedestrian traffic both within the site and in relation to access streets, including traffic circulation features, the locations and design of entrances and exits and parking areas within the site.***

The site plan presents anticipated road ways for circulation within the site and access to the adjacent streets. City, county and local staff have found these to be generally acceptable and are working with the developer's designers to ensure that final plans will provide safe and convenient access for all users.

8. ***The satisfactory availability and capacity of storm and sanitary sewers, including solutions to any drainage problems in the area of the development.***

The City has adequate sanitary and storm sewer systems along with the necessary capacity to accommodate the proposed construction. The Sewer Utility does not anticipate any significant public sanitary sewer related issues that will affect the proposed construction.

9. ***Sufficient landscaping, fences, walls and parking necessary to meet the above objectives.***

A landscaping plan will need to be developed incorporating a design that meets the general landscaping requirements for parking facilities of Sec. 63.314 and the Traditional Neighborhood design standards of Sec. 66.343 governing landscaping for front yard, street trees, etc. The landscaping plan will need to include consideration for public art, compatibility with public use of space and surface storm water amenities.

10. ***Site accessibility in accordance with the provisions of the Americans with Disabilities Act (ADA), including parking spaces, passenger loading zones and accessible routes.***

The stadium building and all areas of the site where the public may travel will need to meet the

accessibility requirement of MN State Building Code (which incorporate provision of the ADA). Accessibility requirements are mandated for both private and public spaces. Staff review of the construction level plans will be looked at for compliance with these requirements.

11. *Provision for erosion and sediment control as specified in the Minnesota Pollution Control Agency's "Manual for Protecting Water Quality in Urban Areas."*

A Storm Water Pollution Prevention Plan (SWPPP) is required during construction. This document will need to be provided prior to final approval. The AUAR states to limit soil erosion, any construction plans will include measures that restrict and contain any soil erosion using a variety of methods including silt fencing, seeding, mulching, and limiting the exposure of open soils to wind and rain. Discharge of storm water will be managed in accordance with the City's National Pollutant Discharge Elimination System (NPDES) municipal separate storm sewer systems (MS4) Storm water Permit, and Storm water Pollution Prevention Plan (SWPPP) and Construction Site Storm water Permit to ensure that erosion is limited and that any runoff-receiving water bodies are protected.

Gravel is not an approved surface for parking lots. Sediment control from gravel surfaces is difficult and often creates nuisance conditions that degrade water quality. The surface parking lot proposed adjacent to Snelling and west of the Stadium will be temporary until the market can support appropriate transit-oriented development at that location. It is not clear what surface will be provided for parking at that location. Any potential supplemental applications for the temporary parking lot which propose gravel as an interim surface cover must include on-going provisions for erosion and sediment control including a written and funded street sweeping maintenance plan.

NOW, THEREFORE, BE IT RESOLVED, that the Planning Commission recommends that the Mayor and City Council approve the Snelling-Midway Redevelopment Site Plan within the redevelopment area, subject to the following conditions:

1. Approval by the Mayor and City Council of the Snelling-Midway master plan, stadium site plan, and zoning clarification amendment.
2. The applicant shall apply for and obtain approval of variances of the two provisions of the zoning code identified in the staff report. Since the variances were identified in the context of the site plan review the Planning Commission, acting as the Board of Zoning Appeals, will need to conduct a separate public hearing to consider the variance requests.
3. The developer shall obtain City Council approval of an interim use permit to allow a temporary parking lot to be developed on the west side of the stadium fronting on Snelling Avenue.
- 4. General Site Plan Elements Needing Further Detail:**
 - a) Bicycle parking shall be provided, in accordance with Leg. Code 63.210 a minimum of one (1) secure bicycle parking space for every twenty (20) motor vehicle parking spaces. The developer's designers have indicated the site plan shows bike parking locations that will accommodate 420 bicycle parking spaces.
 - b) The developer's designers shall work with the City in formulating their design of the plaza north of the stadium and the pedestrian walk on the south side of the stadium along St. Anthony Avenue, between Pascal and Snelling.

- c) Pedestrian-scale lighting shall be provided within parking areas. Light standards shall be no more than twenty-five (25) feet in height in parking lots and sixteen (16) feet in height along interior sidewalks and walkways, and have a downcast glow.

5. Public Works Transportation Planning and R.O.W.

- a) Complete design for the location and type of infrastructure elements within the proposed public rights-of-way (e.g. lane configuration, appropriately sized pedestrian walks, bike, vehicle travel and parking lanes, lighting, street trees, etc.). Note: Once the site plan is approved, public improvements shall be constructed under an Ordinance Permit issued by Public Works. Plans for an Ordinance Permit need to be at higher level of detail and would include details such as pavement thickness, pavement specs, etc.
- b) Provide updated plat coinciding with final alignments for the public rights-of-way planned for the site.
- c) Continue discussion with City, County and State transportation agencies in finalizing the design for site access to local, county and state roads adjacent to the site. Obtain all necessary permits and approvals.
- d) The developer will need to provide a game/event day Traffic Management Plan more specific to the stadium site than the information contained in the Transportation Plan of the AUAR.
- e) Provide plans for pedestrian and bike circulation access. Plans should include design approach for transit access and associated pedestrian queueing for LRT and buses on game days.
- f) Since the stadium will be online prior to other site development taking place, continue to work with the City with respect to identifying motorized and non-motorized traffic impacts specific to the soccer stadium.

6. Public Works Sewers

- a) Detailed plan & profile design of the proposed sanitary and storm sewer construction will need to be reviewed and approved by the Sewer Utility.
- b) The Sewer Utility is aware of the ongoing efforts of having a comprehensive storm water management plan for the entire site. When the detailed plan & profile design for the storm sewer construction, along with the chosen storm water management plan become available, they will need to be reviewed by the Sewer Utility.
- c) Developer to submit geotechnical and environmental investigation reports.
- d) The design for the publicly-owned storm sewers within the development shall be for the 10-year storm event, 24-hr duration.
- e) Site elements proposed to be maintained by Public Works will require the development and submittal of an Operations and Maintenance Manual from the Developer identifying activities and frequency. Further agreements may also be necessary.

7. Water Utility

Develop plans for the water service needs for this development and obtain all necessary reviews, approvals and permits from the Saint Paul Regional Water Utility.

8. Parkland Dedication

At least 1.6 acres of the site be dedicated for parkland as condition of final plat approval.

9. Water Resource

- a) The project will be affecting more than one acre. No land disturbance activity for the project is allowed until state and watershed storm water permits are obtained and provided to the Department of Safety and Inspections.
- b) If gravel is used as surface cover for the interim use parking, the parking operator/owner shall provide the Department of Safety and Inspections a written street sweeping maintenance plan for implementation as an on-going provision for erosion and sediment control.
- c) Engineering design towards a Comprehensive Storm Water Management Plan (CSMP) scenario must progress concurrent with engineering design for a Base Plan scenario in order to support timely infrastructure implementation for the CSMP possibility.
- d) Rainwater harvesting of the entire stadium roof must be explored and more details on the sources, uses and treatment approach for rainwater reuse (Base Plan and CSMP) must be reviewed with the Department of Safety and Inspections prior to City Council action.

10. City Forestry

- a) Street trees shall be incorporated into the design for the public streets within this site. The landscape designer for this project shall consult with the City Forester, regarding species, size and location of the trees to be placed in the boulevards. The planting of trees on the public boulevard require a permit from the City Forester.
- b) Parking lots not designated as temporary shall meet internal landscaping standards and include tree planting to meet parking lot design standards. This would apply to the parking lot located at the southeast corner of the site as the parking lots to the west of the stadium would be temporary in nature until future development occurs. One tree for every five parking stalls is required as well as internal landscaping equal to 15% of the parking lot area.
- c) Trees shall be provided along the east/west street serving the southeast parking lot.

11. Building Code Requirements

- a) This proposal will require a building permit to proceed. The building permit is issued only after plans have been approved by City staff. Architectural, mechanical plans are required to be submitted under the general building permit application. In addition to the building permit, separate permits are required for any plumbing, electrical, mechanical work and elevator installation and any sprinkler modifications. These permits must be obtained and the work performed by City licensed contractors in each of the respective trades.
- b) Two sets of complete construction documents (including floor plans and any structural or mechanical ventilation plans) must be submitted with the building permit application to the plan review group in DSI.

- i. The construction documents must include architectural and any structural plans signed and stamped by design professionals, registered in the State of Minnesota, in the each of the respective disciplines. Architect shall provide code analysis.
 - ii. Mechanical ventilation, plumbing and electrical plans will need to be prepared by design professionals, registered with the State of Minnesota, in each of the respective disciplines.
- c) Additional comments from the Building Official and Fire Engineer on plans submitted with stadium:
 - Identify occupant use on the field to account for total exiting requirements out of the site.
 - Need civils showing design for unobstructed exit path to the public way.
 - The building permit will not be issued until all signoffs are received. Include energy calculation in construction documents with building permit application.

12. Fire Prevention

Fire Department vehicle access shall extend to within 150 feet of every portion of the exterior of the building. Access shall occur on public right of way or private drives on the same parcel as the building. Access shall have 20 feet of clear width and 13.5 feet of clear height.

13. SAC, or Service Availability Charge

The propose project will need a SAC determination before a building permit can be issued. The applicant much submit a copy of the plans to the Metropolitan Council Environmental Services (MCES) for a SAC determination. If MCES determines that a SAC fee is owed, the City will collect that payment under the building permit fee.

St. Anthony Avenue