



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

*25 West Fourth Street  
Saint Paul, MN 55102*

*Telephone: 651-266-6565  
Facsimile: 651-266-6549*

**DATE:** April 22, 2016  
**TO:** Saint Paul Planning Commission  
**FROM:** Comprehensive Planning Committee  
**RE:** Snelling-Midway Site Redevelopment Review

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The Planning Commission will be reviewing several components related to the 35 acre Snelling-Midway redevelopment site, including:

- Master plan
- Soccer stadium site plan
- T4 & B5 zoning clarification amendment.

The purpose of this memo is to provide information on the planning process to date and a recommended schedule and process for Planning Commission review of these items over the next few months.

### **Background**

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 designer and Populous from Kansas City was hired as the stadium architecture firm.

### **Community Process**

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

The CAC has met 7 times and is scheduled to meet twice more in April and May to finalize its recommendations to the Planning Commission. In addition, feedback from the broader community has been solicited at 3 public open houses, where information was presented and attendees were invited to provide input at topic break-out tables. The same questions that have been asked at the open houses have also been asked on Open Saint Paul, the City's on-line public input opportunity. Between 400 and 500 people have provided input at the open houses or through Open Saint Paul. One additional public open house is planned for June 7<sup>th</sup> prior to the Planning Commission's public hearing on these items.

A separate Snelling-Midway Jobs Strategy Workgroup has been meeting since January and is focused on retention and attraction of jobs to the Snelling-Midway site. The workgroup includes various business organizations, workforce training providers, and building and construction trades groups.

The City has also begun an environmental review (Alternative Urban Areawide Review or AUAR) of the proposed stadium and master plan development. The purpose of the environmental review is to identify environmental impacts of the proposed development and develop a mitigation plan to prevent negative impacts. Environmental review does not make a decision on whether or not the development is approved but is intended to inform the review and approval process.

The project page at [www.stpaul.gov/midway](http://www.stpaul.gov/midway) has extensive information on the various elements of the project and process that is underway.

### **City Council Approvals to Date**

On March 2, 2016, the City Council held a public hearing and approved various agreements related to the soccer stadium project including a ground lease, and development, use, lease, environmental project management and funding agreements. The funding agreement approved \$16.1 million of City funds to be used for construction of public infrastructure around the stadium.

### **Planning Commission Review**

An overview and schedule of the public process to date and proposed schedule for Planning Commission review and City Council review and approval is attached. Staff is recommending that the master plan, stadium site plan, and zoning code amendment be handled together by the Comprehensive Planning Committee, with a public hearing on those items before the full Planning Commission on June 10<sup>th</sup>. Since site plans normally go through the Zoning Committee for review the City Attorney's Office has recommended that the Planning Commission approve a resolution that describes the process for review of this package of items. A draft resolution is attached for your review. The Comprehensive Planning Committee reviewed the draft master plan and site plan submittals and a draft zoning code amendment at its meeting on April 26th. The purpose of the zoning code amendment is to clarify that outdoor sports/entertainment are permitted uses in both the B5 (Central Business-Service) and T4 (Traditional Neighborhood) districts. The design/developer teams are scheduled to submit final information for the master plan and site plan by May 16, so there is time to develop a staff report and recommendation in preparation for the June 10<sup>th</sup> Planning Commission public hearing.

On the back of the public process overview is a brief summary of community hopes and concerns that have been identified to date.

### **Staff Recommendation for Planning Commission Action**

Staff recommends approval of the attached resolution and setting a public hearing date of June 10, 2016, on the master plan, stadium site plan, and zoning amendment.

city of saint paul  
planning commission resolution  
file number \_\_\_\_\_  
date \_\_\_\_\_

**Planning Commission Process for Snelling-Midway Site Redevelopment Review**

WHEREAS, a 10-acre site at the northeast corner of Snelling and St. Anthony and owned by the Metropolitan Council (“Council”) has been selected by the Minnesota United FC (“Team”) as its desired location for a major league soccer stadium (“Stadium Site”); and

WHEREAS, the City of Saint Paul (hereinafter “City”) has negotiated a land lease with the Council which will allow redevelopment of the Site as the location of a new Stadium; and

WHEREAS, in turn, the City entered into a Development Agreement and a Playing and Use Agreement with the Team whereby the Development Agreement allows the Team to construct a soccer stadium on the Stadium Site and the Playing and Use Agreement allows the Team to use the stadium to play its soccer games and otherwise use of the Stadium Site in the manner permitted under the said Agreements; and

WHEREAS, abutting the ten-acre Site to the north is a 25-acre parcel owned by RK Midway (“RKM”) which is presently used for a number of commercial uses commonly known as the Midway Shopping Center (“MSC Site”);

WHEREAS, RKM has also expressed a desire to redevelop the MSC Site; and

WHEREAS, the Team and RKM desire to integrate their redevelopment plans for the Stadium Site and the MSC Site in order to create a 35-acre mixed-use neighborhood bounded by Interstate-94, Snelling and University Avenues, and Pascal Street; and

WHEREAS, the City has determined that a duly adopted Master Plan for the entire 35-acre site will facilitate the development goals of the Team and RKM as well as the land use and planning goals of the City and, to that end, the City created the Snelling-Midway Community Advisory Committee (“SMCAC”) to provide feedback on the Master Plan for the entire 35-acre site as well as the Site Plan for the ten-acre Stadium Site; and

WHEREAS, in addition to the work of the SMCAC, additional input on the Master Plan and the Site Plan has been provided via three community “open houses” and through the City’s on-line public input platform; and

WHEREAS, shortly, the City anticipates that RKM will submit for review and approval a Master Plan for the 35-acre site and, likewise, the Team will submit for review and approval a Site Plan covering the Stadium Site; and

WHEREAS, the City’s Planning Commission will review the Team and RKM’s respective proposals and make recommendations on each to the Mayor and City Council; NOW,

THEREFORE, BE IT RESOLVED, per Planning Commission Resolution No. 04-67, ¶ 7, that the Planning Commission has determined that the full Planning Commission will review the Master Plan and the Site Plan at a public hearing on the same date; and,

BE IT FURTHER RESOLVED, that the Planning Commission, upon the conclusion of the said public hearing, will assign to its Comprehensive Planning Committee the task of reviewing the Master Plan and Site Plan in light of all the testimony received in response thereto and to subsequently return to the Commission with any recommendations regarding each for the Commission's consideration as final recommendations to the City Council regarding the Master Plan and the Site Plan; and

BE IT FINALLY RESOLVED, in recognition of the requirement under Leg. Code § 66.344(b) that all master plans be approved by the City Council, that the Planning Commission will specifically condition any approval of a Stadium Site Plan upon the City Council's final approval of a Master Plan for the 35-acre site such that the Commission's decision on the Stadium Site Plan cannot be considered as a final decision until such time as the City Council approves the Master Plan.

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

## **Outdoor Sports and Entertainment**

### **Zoning Code Clarification Amendment**

#### **Background**

Outdoor sports/entertainment uses are currently allowed under the Commercial Recreation, Entertainment and Lodging category in I1, I2, and I3 industrial districts, Table 66.521. Such uses are allowed conditionally in I1 and permitted in I2 and I3. There are other locations and zoning districts in the City where such uses would be appropriate, particularly near downtown and in T4 districts where unique transportation access and proximity to transit and fixed rail transit stations exist, locations that are particularly good for facilities intended to serve the entire city. Both T4 and B5 zoning districts provide for high density, transit-supportive mixed-use development where a greater reliance on transit makes high density mixed-use development possible and desirable. Outdoor sports and entertainment can complement and support other uses in these areas.

CHS Field in downtown Saint Paul is located on land owned by the Department of Parks and Recreation. Parkland is permitted in the B5 (Central Business-Service) district, with the stadium being an accessory use. The site of the proposed soccer stadium in the Snelling-Midway area is zoned T4 (Traditional Neighborhood). Parkland is also a permitted use in the T4 district, as it is in every zoning district in the Zoning Code. Similar to CHS Field, the soccer stadium will be owned by the City of Saint Paul. However, staff recommends that the Zoning Code be clarified to specifically state that outdoor sports and entertainment are permitted uses in both the B5 and T4 zoning districts.

The B5 district is used only in the perimeter of the downtown area. Outdoor sports/entertainment uses are appropriate in the perimeter of the central business district because this area is well-served by parking, transit and freeway access, and such uses complement other downtown uses. Outdoor entertainment already occurs as an accessory use in the B5 zoning district with music festivals at Mears Park, movies and concerts at CHS field, and miniature golf at the Science Museum of Minnesota. Similarly, miniature golf and outdoor video viewing is permitted at the Walker Sculpture Garden in Minneapolis. Therefore these types of uses should be permitted as principal uses in the B5 district. Given the similarities of the B5 and T4 zones in terms of providing for high density, transit-supportive development, it is reasonable to allow outdoor sports/entertainment uses in the T4 zoning district as well.

The T4 district allows indoor recreation under the Commercial Recreation, Entertainment and Lodging category in Table 66.321. When the T4 zone was created, the possibility of an outdoor sports facility or stadium was not contemplated, therefore it is absent from the table of permitted uses. The Snelling-Midway redevelopment site is an appropriate location for outdoor sports/entertainment due to its T4 zoning and because it is uniquely served by transportation access and proximity to transit and a fixed rail transit station. The redevelopment site is in immediate proximity to Interstate 94 (a principal arterial), the Snelling Avenue light rail transit station along the Green Line, the bus rapid transit A Line along Snelling Avenue, and the intersection of two A-Minor arterials, Snelling and University Avenues.

**Staff Recommendation**

Planning staff recommends a zoning code amendment to allow outdoor sports/entertainment as a permitted use in the B5 and T4 districts provided that in the T4 district the use meets the standard of being located in areas uniquely served by transportation access and proximity to a fixed rail transit station.

Sec. 65.645 ~~Reserved~~ Outdoor sports/entertainment

Development Standard in the T4 traditional neighborhood district:

The site shall be adjacent to a fixed rail transit station, a principal arterial, and at least two (2) A-Minor arterial streets.

Table 66.321 Principal Uses in Traditional Neighborhood Districts

Use	T1	T2	T3	T4	Definition (d) Standards (s)
Restaurant, outdoor		P	P	P	(s)
<i>Commercial Recreation, Entertainment and Lodging</i>					
Bed and breakfast residence	P	P	P	P	(d)
Hotel, inn		P	P	P	
Health/sports club		P	P	P	(d)
Indoor recreation		C	C	C	(d), (s)
<u>Outdoor sports/entertainment</u>				<u>P</u>	<u>(s)</u>
Reception hall/rental hall		C	C	C	
Theater, assembly hall		C/P	C/P		(s)

<i>Automobile Services</i>					
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Table 66.421 Principals Uses in Business Districts

Use	OS	B1	BC	B2	B3	B4	B5	Definition (d) Standards (s)
Restaurant, outdoor				P	P	P	P	(s)
<i>Commercial Recreation, Entertainment and Lodging</i>								
Bed and breakfast residence		P	P	P	P			(d), (s)
Bingo hall, auction hall				C	P	P	P	
Health/sports club				P	P	P	P	(d)
Hotel, inn, motel					P	P	P	
Indoor recreation				C	P	P	P	(d), (s)
<u>Outdoor sports/entertainment</u>							<u>P</u>	
Reception hall/rental hall				P	P	P	P	
Steam room/bathhouse facility			P	P	P	P	P	(d)

Theater, assembly hall, concert hall				P	P	P	P	
<i>Adult Entertainment</i>								



## **SNELLING-MIDWAY REDEVELOPMENT SITE\*- PUBLIC PROCESS OVERVIEW\*\***

\*35-acre site which includes the soccer stadium. Opportunities for input by the general public are highlighted in red.

\*\*Draft schedule – dates after mid-April are subject to change.

**October, 2015** – Minnesota United announces that it has selected the Snelling-Midway site as the proposed location for a new MLS (Major League Soccer) stadium.

**November 20, 2015** – Mayor Coleman announces his appointment of community members to the Snelling-Midway Community Advisory Committee (CAC). The purpose of the CAC is to provide input to City officials, staff, and the soccer stadium and master plan design teams as they prepare their formal applications for City approvals.

**November 30 - First Community Open House** – Presentation on the proposed Use & Development Agreements, proposed process (CAC, TAC, community meetings, PC Review, City Council approval), followed by break-out tables to get community input regarding a variety of topics.

**December 3** -CAC Meeting #1

**December 17** – CAC Meeting #2

**January 7, 2016** – CAC Meeting #3

**Mid-January** – Formation of Snelling-Midway Jobs Strategy Workgroup composed of community businesses, organizations and agencies involved in business retention and attraction. Workgroup is meeting January – April.

**January 26** – **Second Community Open House** – Review of precedents and principles from design teams, input to date, break out tables for community input.

**February 4** – CAC Meeting #5

**February 18** – CAC Meeting #6

**March 2** – **City Council Public Hearing** on Ground Lease & Development, Use, & Funding Agreements

**March 3** – CAC Meeting #7

**March 15** – **Third Community Open House** – review draft stadium site plan and master plan concepts, break out tables for community input.

**March 31**– CAC Meeting #8

**April 28** – CAC meeting #9

**April 29** - Planning Commission announces a public hearing for June 10.

**May 26** – CAC meeting #10

**May 30** - Publish notice of Draft AUAR (environmental review), the **30 day public comment period** begins.

**June 7**– **Fourth Community Open House** – provide information on site plan and master plan submittals and take public comments on draft AUAR.

**June 10** - **Planning Commission public hearing** on stadium site plan, master plan, and zoning amendment.

**July 8** – Planning Commission final recommendations on stadium site plan, master plan and zoning amendment.

**Late July** - Final approval by City of AUAR (identifying environmental impacts and mitigation plan).

**Early August** – **City Council public hearing** and final decisions on stadium site plan, master plan, and zoning amendment.

### **Summary of Community Input to Date – Major Themes**

## **Hopes**

- Create a unique destination for the neighborhood and region.
- Broaden the mix of uses (office, retail, residential and entertainment).
- Increase the density of development.
- Create an urban street and block pattern with high quality, walkable streetscapes.
- Promote buildings with active uses and transparency at the street level.
- Design to facilitate walking, biking and transit use.
- Develop high-quality public spaces that serve as community focal points.
- Facilitate weekday, evening and weekend activity during all four seasons.
- Provide high-quality jobs available to local residents.
- Connect to the broader neighborhood.
- Reflect the cultural and ethnic diversity of the area.
- Support businesses that serve neighborhood needs.
- Support residential development affordable to a range of incomes.

## **Concerns**

- Traffic congestion and potential for overflow parking in the surrounding neighborhood.
- Possible noise and light spillover from stadium.
- Concern about local businesses being forced to relocate or that they may not be able to afford new rents.
- Scale of development for new office space may be too high.
- New development won't fit into the existing neighborhood or reflect community character.
- Jobs availability to area residents.

*Prepared by City of Saint Paul Department of Planning & Economic Development staff, 04/05/16*



# SNELLING MIDWAY REDEVELOPMENT SITE MASTER PLAN

ST. PAUL, MN

MARCH 3, 2016

**RK MIDWAY**



**S9**ARCHITECTURE

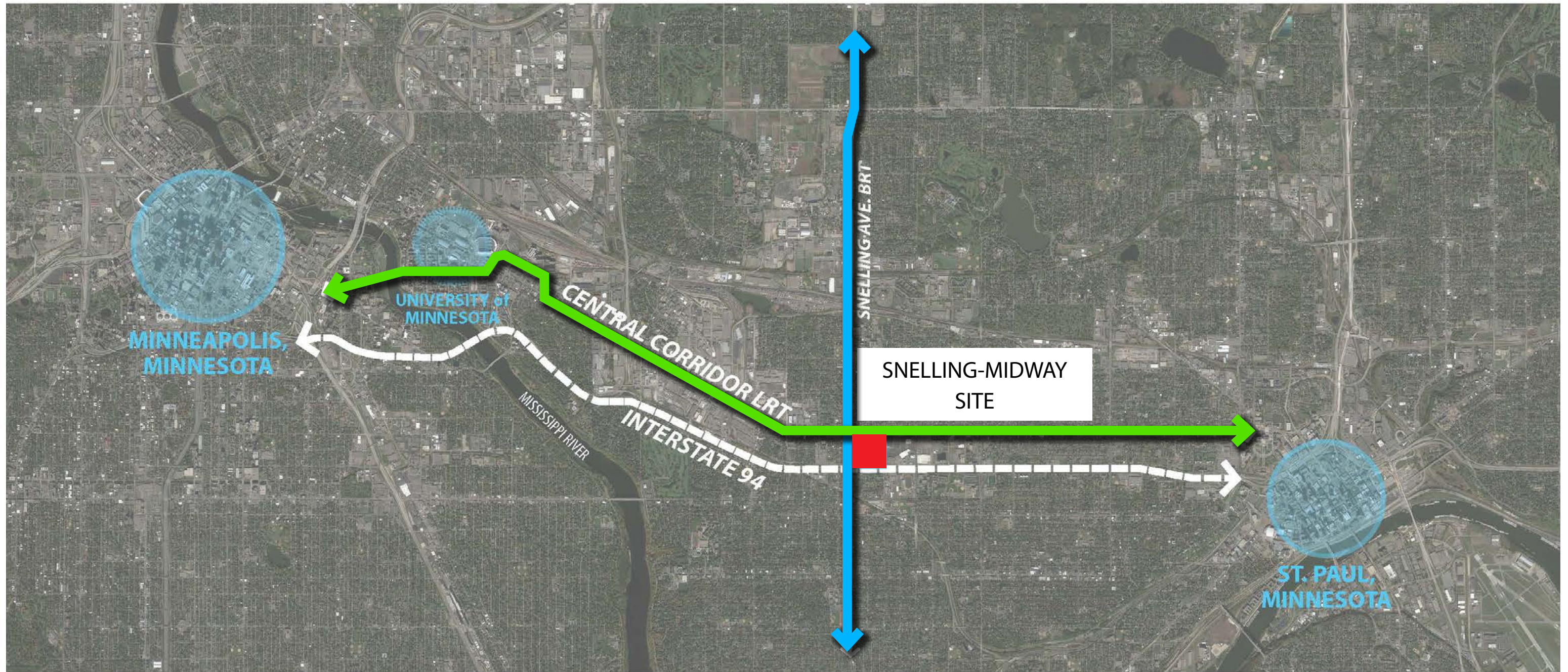
**POPULOUS**



NOTE: ACTUAL PHASING BOUNDRY IS TBD

# REGIONAL CONTEXT

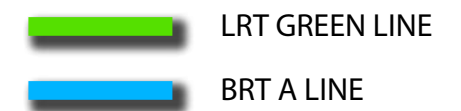
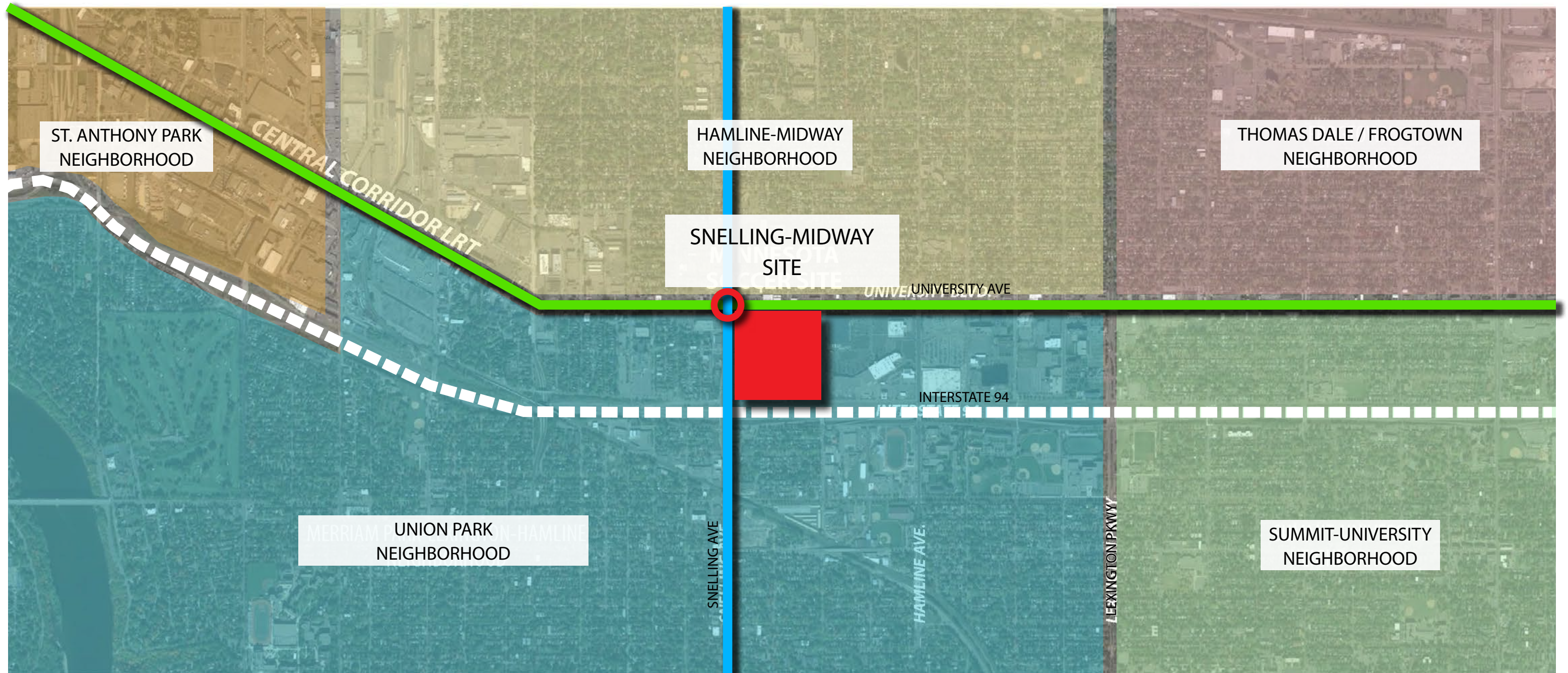


# TRANSPORTATION CORRIDORS

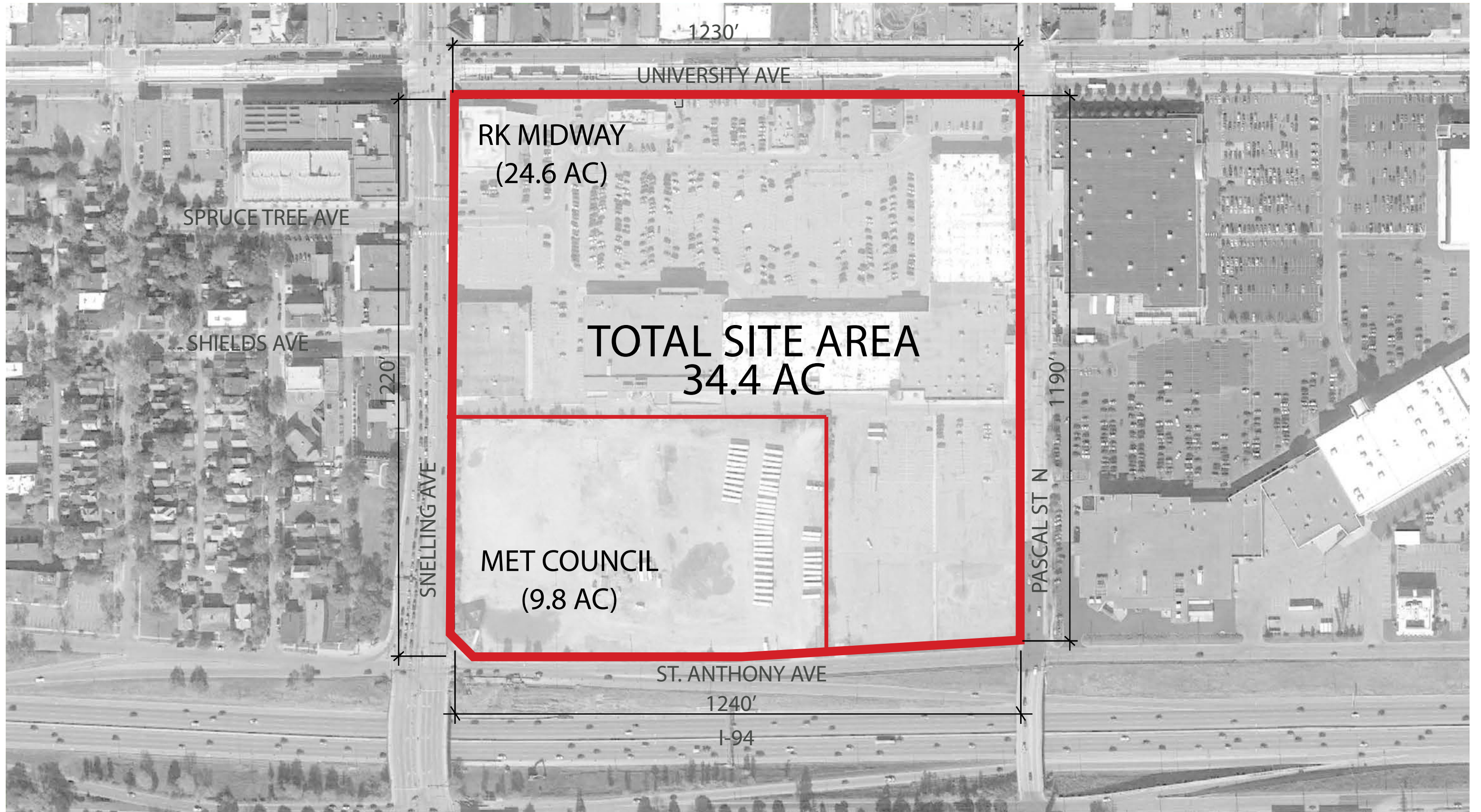


-  LRT GREEN LINE
-  BRT A LINE

# NEIGHBORHOOD CONTEXT



# SITE AREA

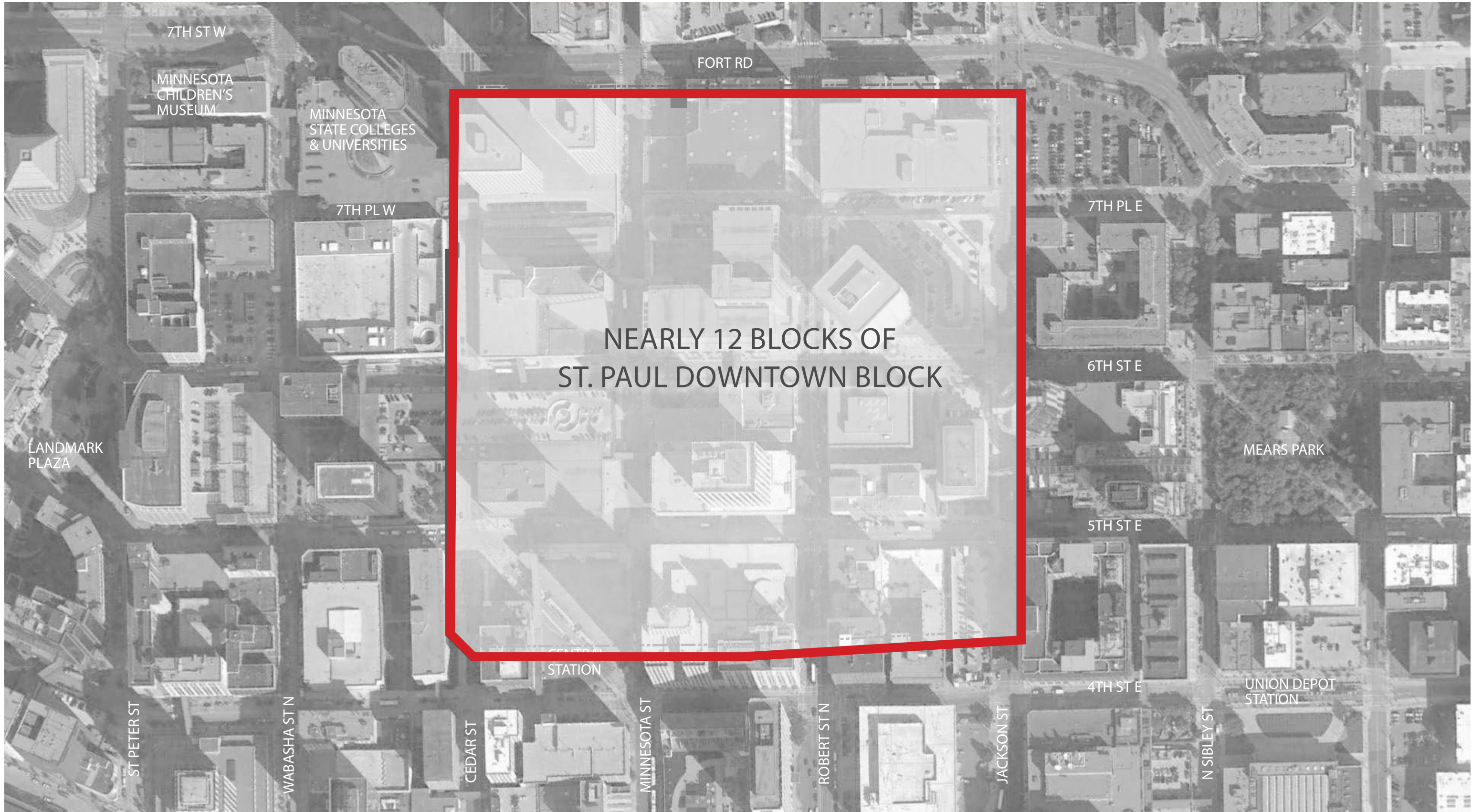


# EXISTING RETAIL & PARKING SPACES





# ST. PAUL DOWNTOWN BLOCKS OVERLAY



## 1. TOD - Pedestrian first (walkable neighborhood)

- Direct link to Green Line train stations and BRT stops
- Public open spaces for citizens of the Twin Cities
- Creation of new mixed use neighborhood

## 2. Amending the street grid and urban fabric

- Creation of a new neighborhood district respective to surrounding existing neighborhoods
- Walkable block dimensions

## 3. Emphasizing public open spaces

- Creation of open space network
- Connecting parks and bike paths
- Creation of new public open spaces for four season use

## 4. Mixed-use

- Mix of 24/7 uses including stadium, office, retail, residential, entertainment, hotel, and open space
- Active retail street fronts on principal streets
- Day and night uses
- Mix of international, regional, and local programs

## 5. Sustainable stormwater management

- Green infrastructure such as tree trenches, rain gardens, boulevard swales, and green roofs
- Sustainable landscape
- Permeable paving surface
- Irrigation cistern
- Grey water recycling station
- Water feature incorporating stormwater management system.

# MIXED-USE

OFFICE



RESIDENTIAL



RETAIL



OPEN SPACE



ENTERTAINMENT



HOTEL



# FOUR SEASONS PUBLIC SPACE

WINTER



SPRING



SUMMER



FALL



LA LIVE



LOS ANGELES, CA

OUTDOOR YOGA



BRYANT PARK, NY

ST. CATHERINE STREET



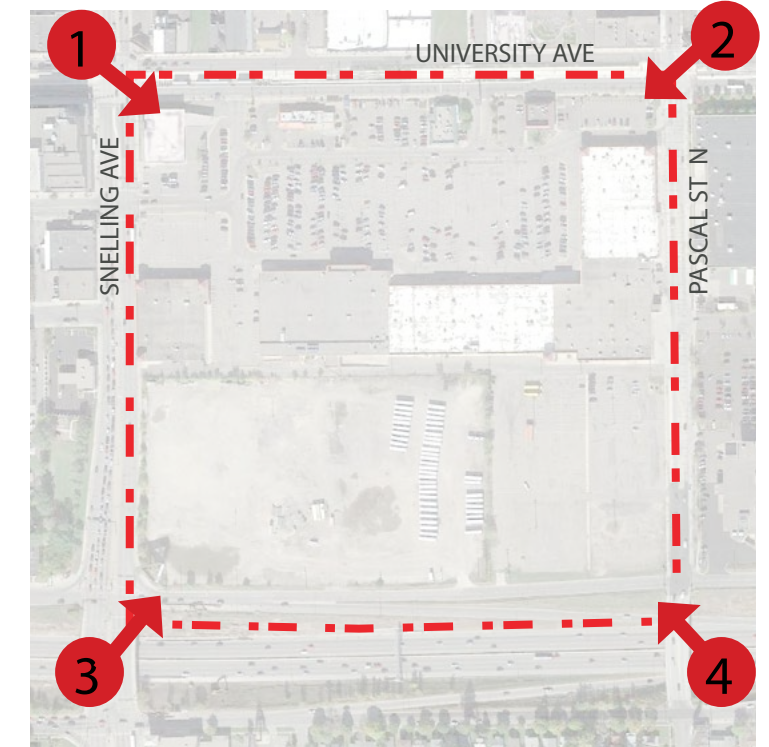
MONTRÉAL, CANADA

# EXISTING SITE CONDITIONS

NORTHWEST CORNER



NORTHEAST CORNER



SOUTHWEST CORNER



SOUTHEAST CORNER

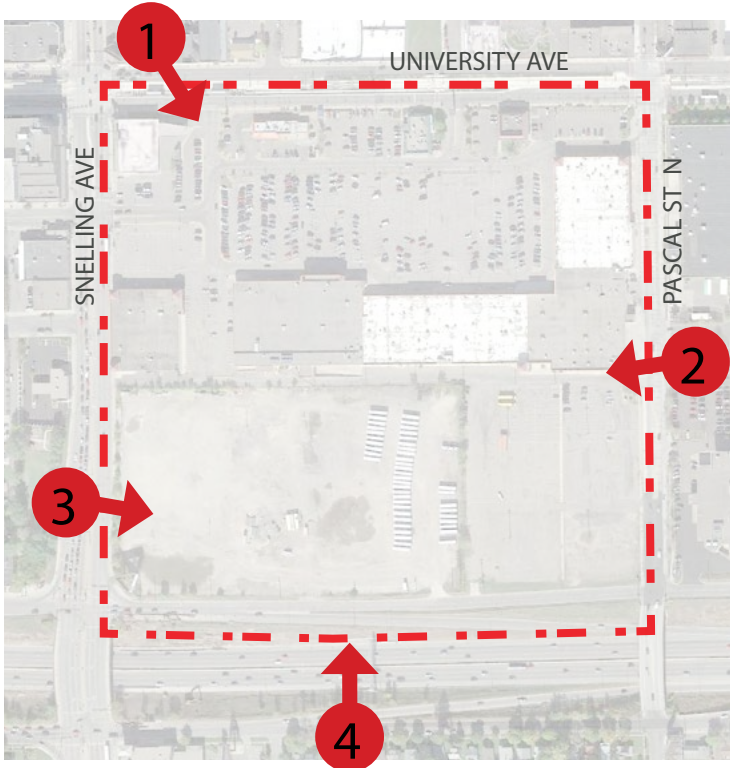


# EXISTING SITE CONDITIONS

UNIVERSITY AVENUE



PASCAL STREET



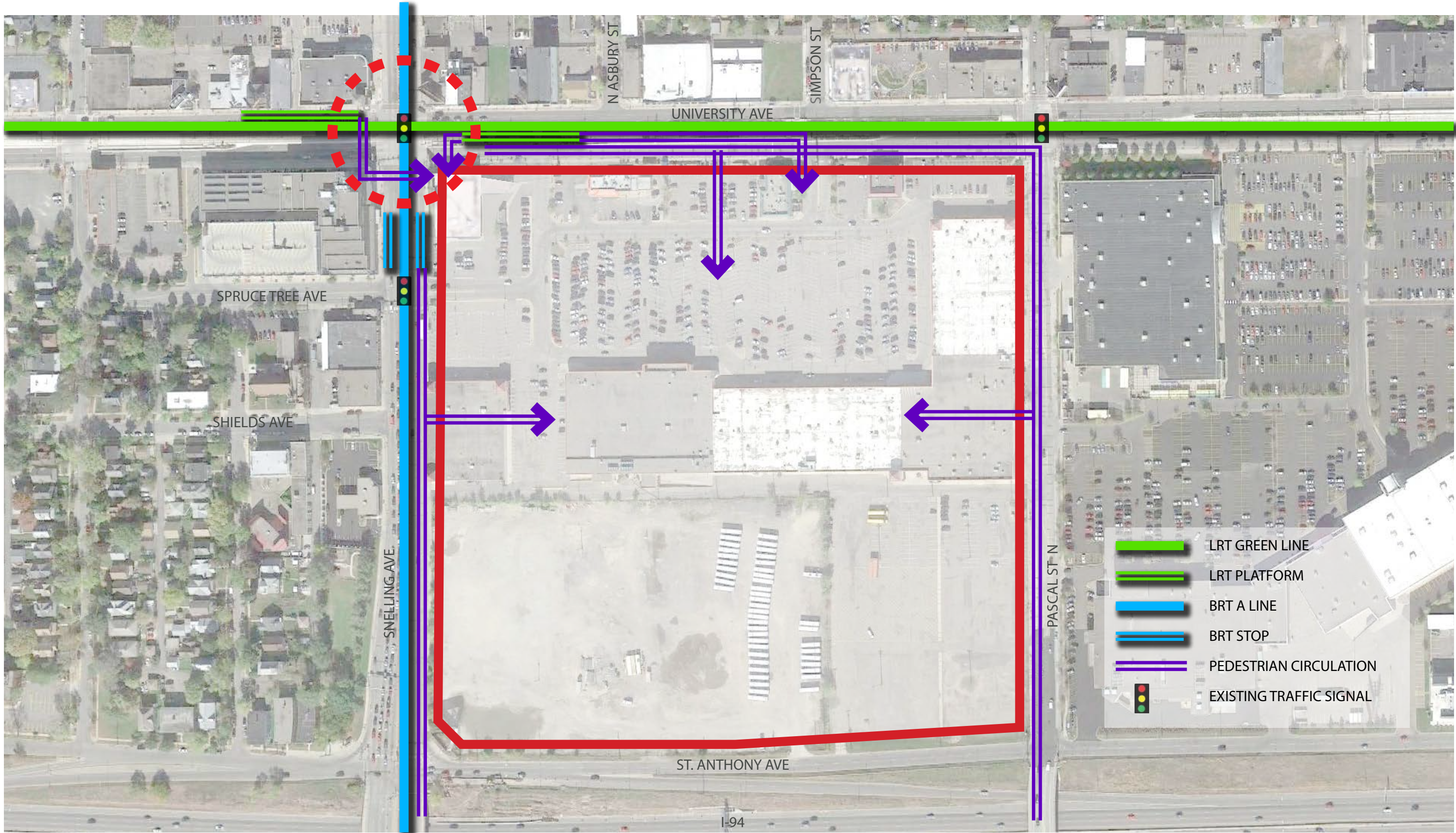
SNELLING AVENUE



I-94

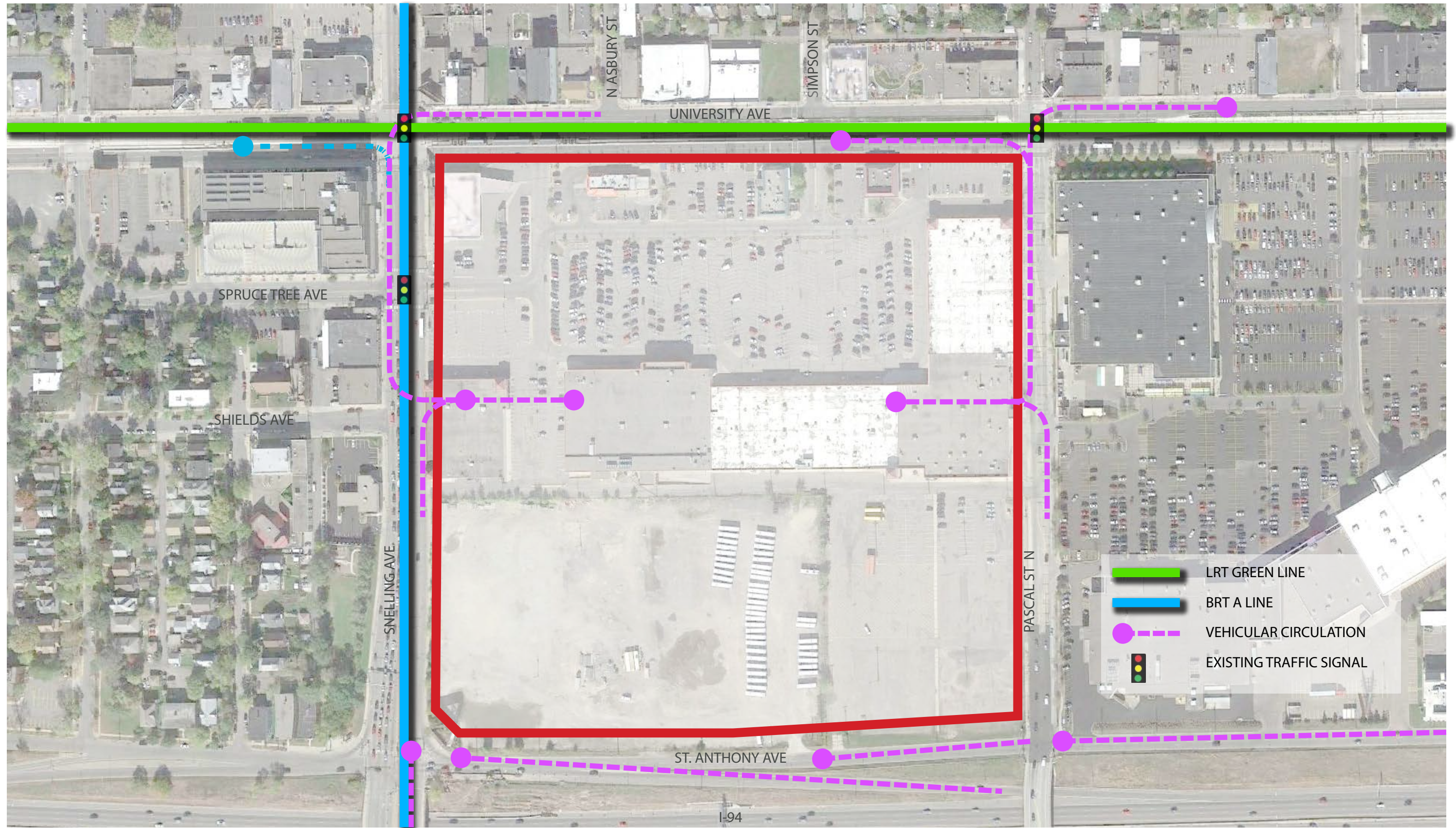


# PUBLIC TRANSIT & PEDESTRIAN ENTRIES

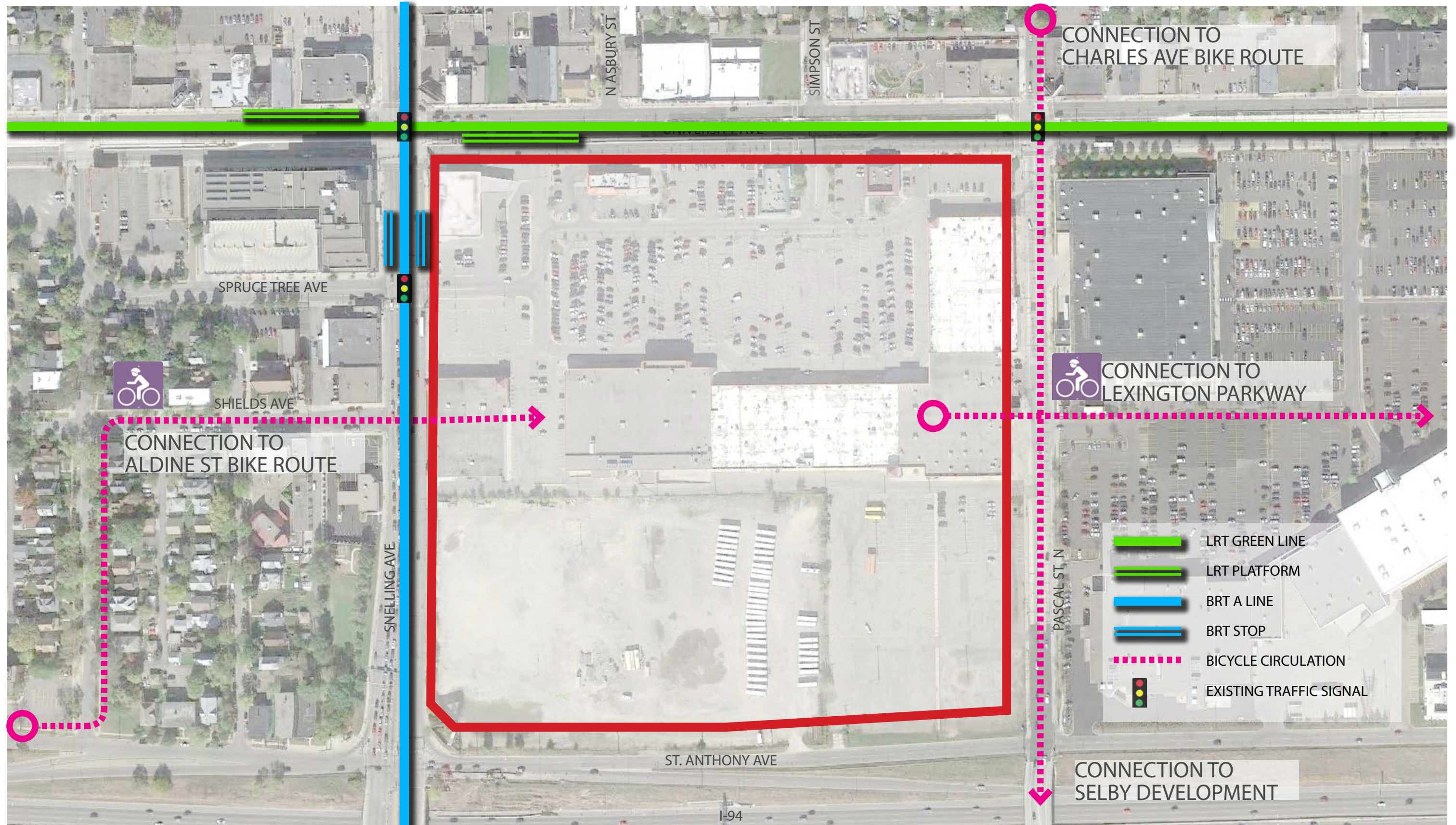




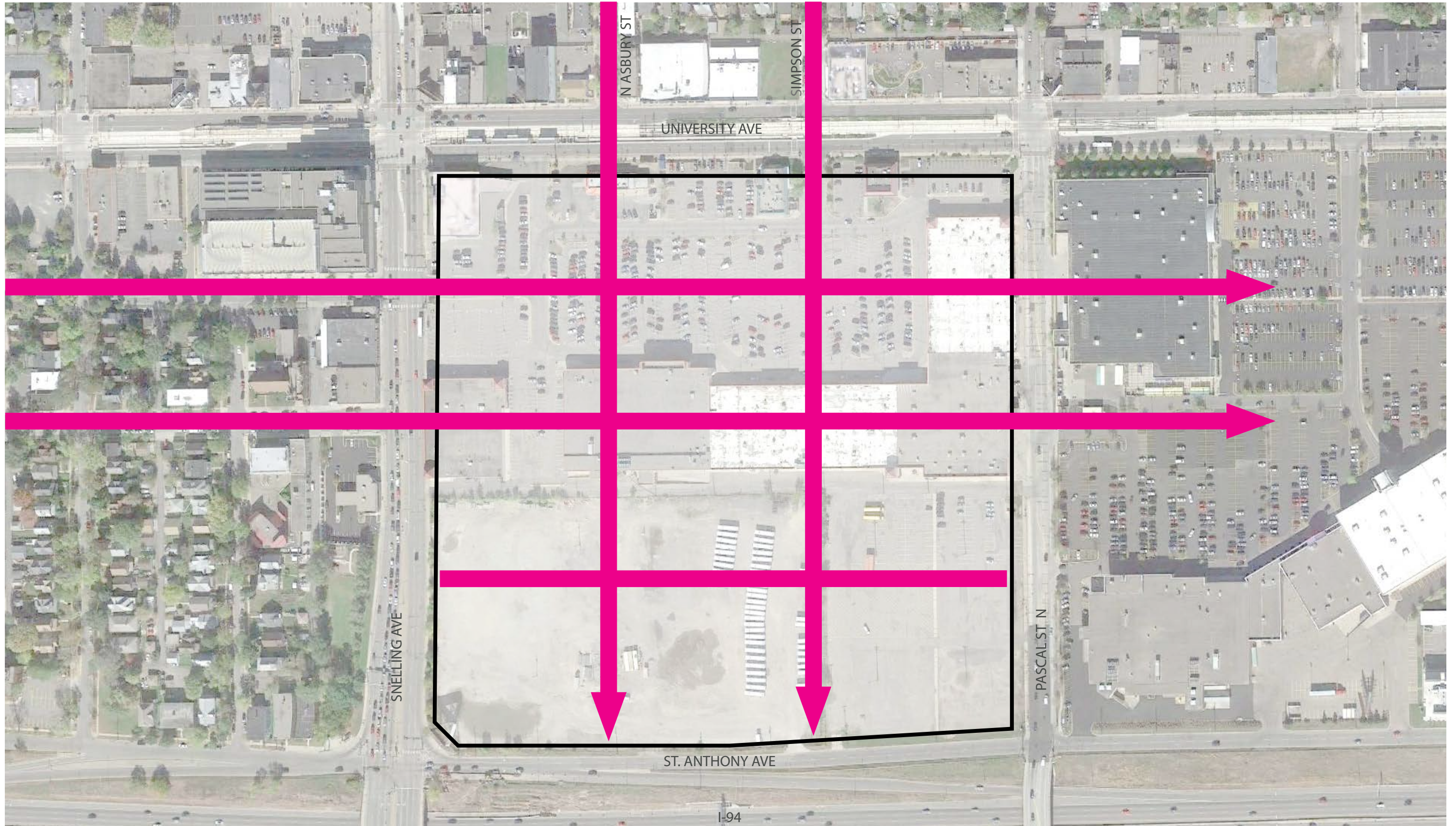
# PUBLIC TRANSIT & PRIMARY VEHICLE ACCESS ROUTES



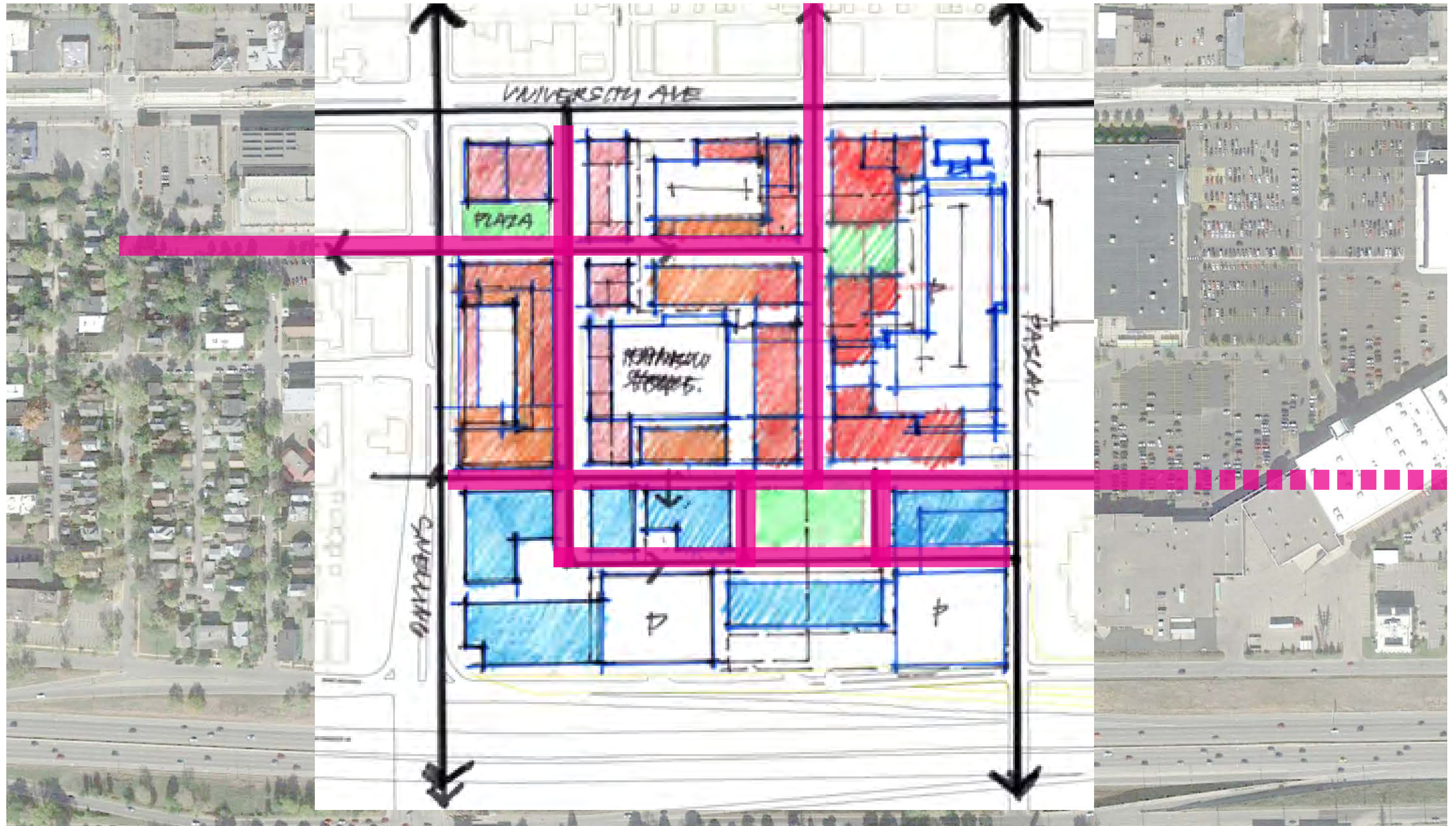
# BIKE ROUTES



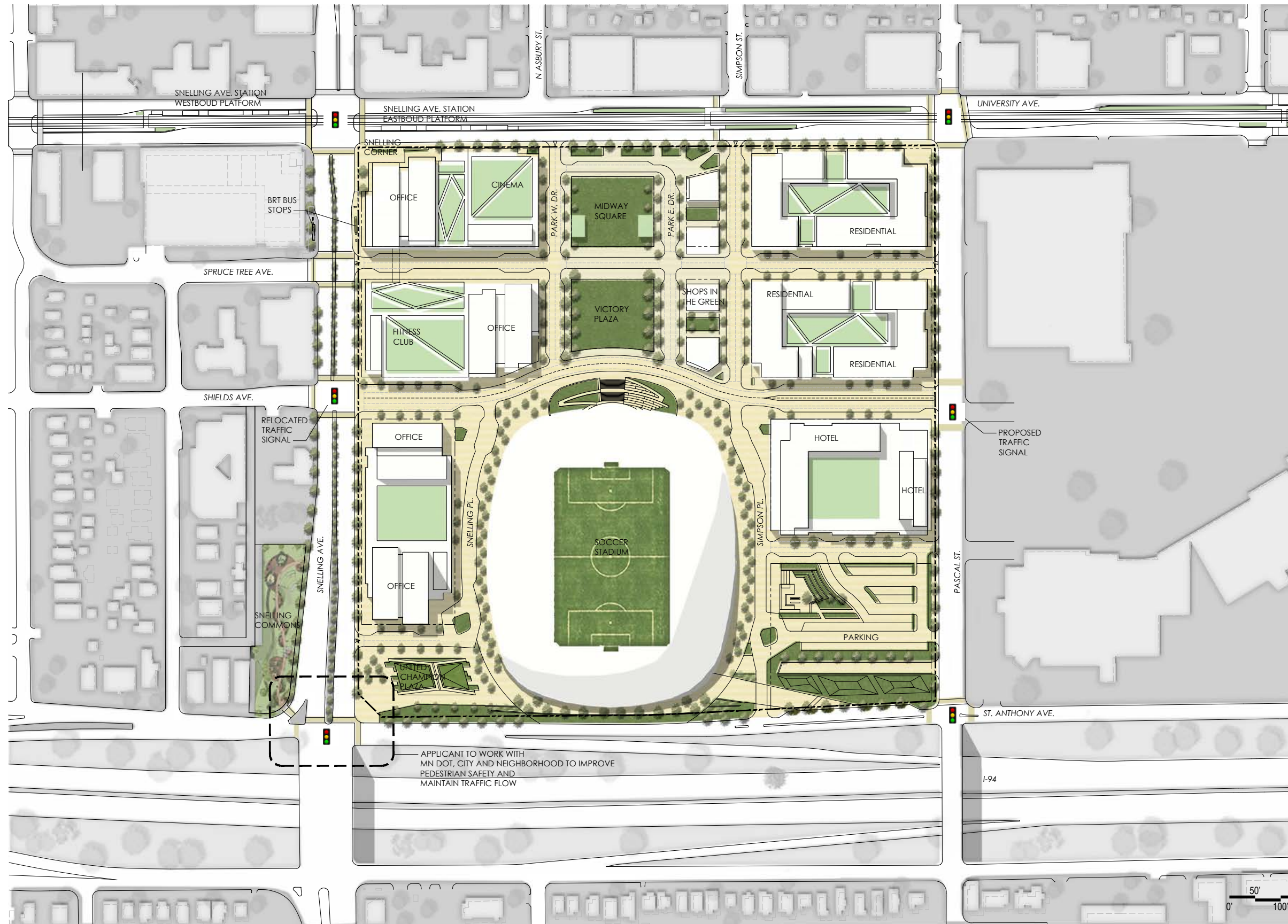
# MENDING THE STREET GRID (CONNECTING NEIGHBORHOODS)



# "SNELLING-MIDWAY SMARTSITE"



# SITE PLAN





# CURRENT SITE



# PROPOSED SITE



**RK MIDWAY**



**S9ARCHITECTURE**

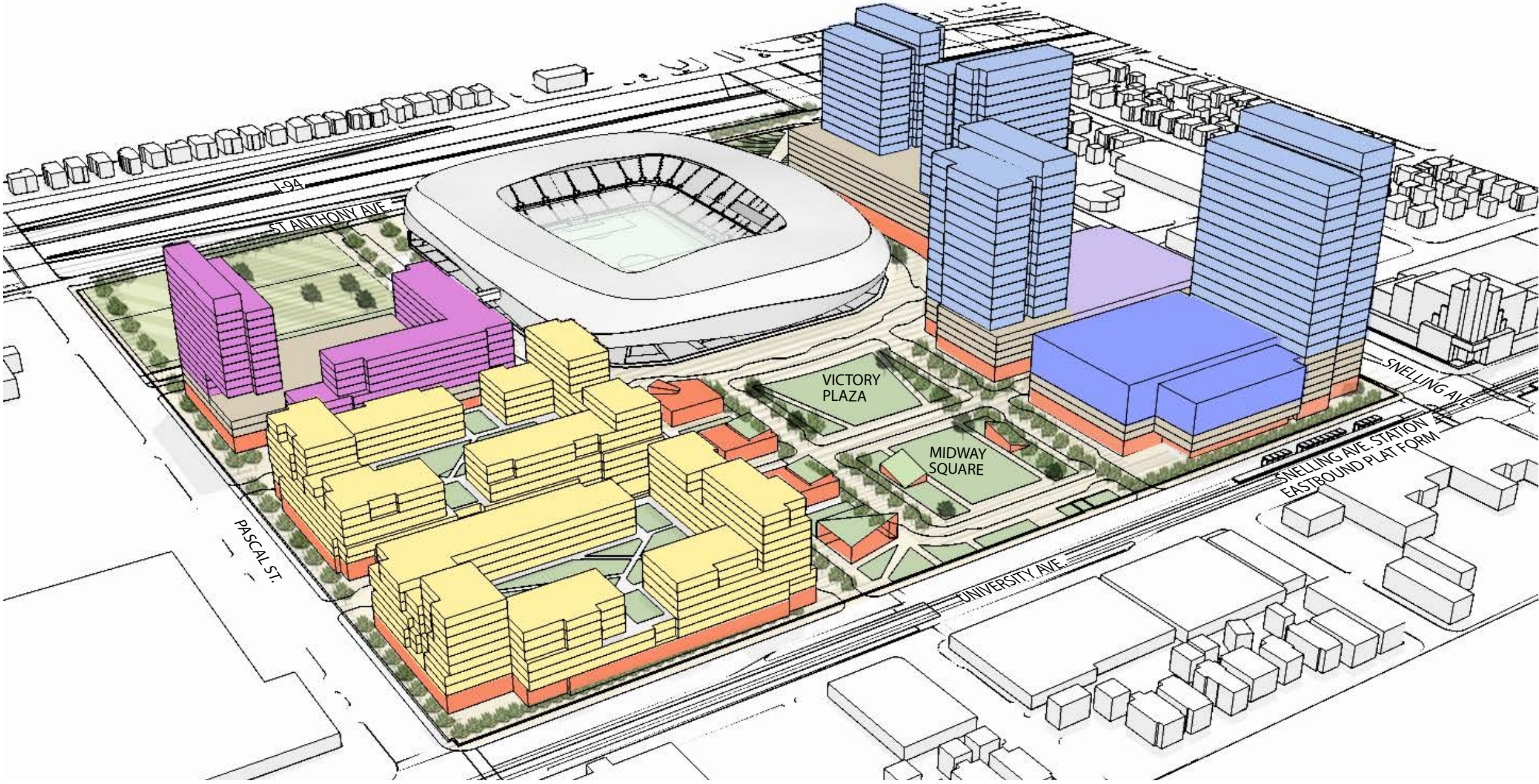
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MIDWAY, ST. PAUL, MN  
APRIL 18, 2016

THIS CONCEPTUAL STUDY IS FOR PLANNING PURPOSE ONLY. SITE SPECIFIC INFORMATION SUCH AS SURVEY, EXISTING CONDITIONS, ZONING REQUIREMENTS MUST BE VERIFIED.

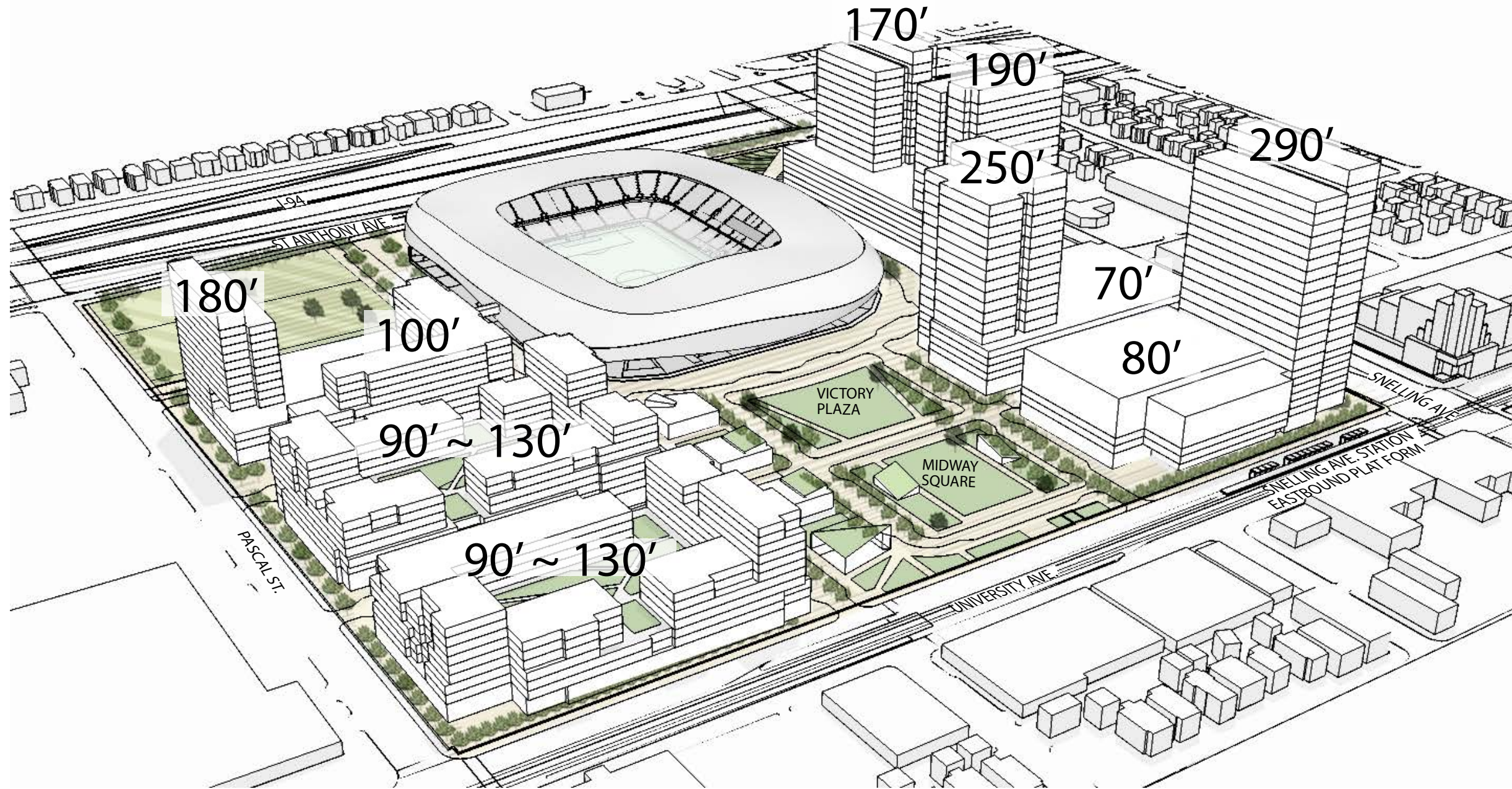


# PROGRAM DIAGRAM

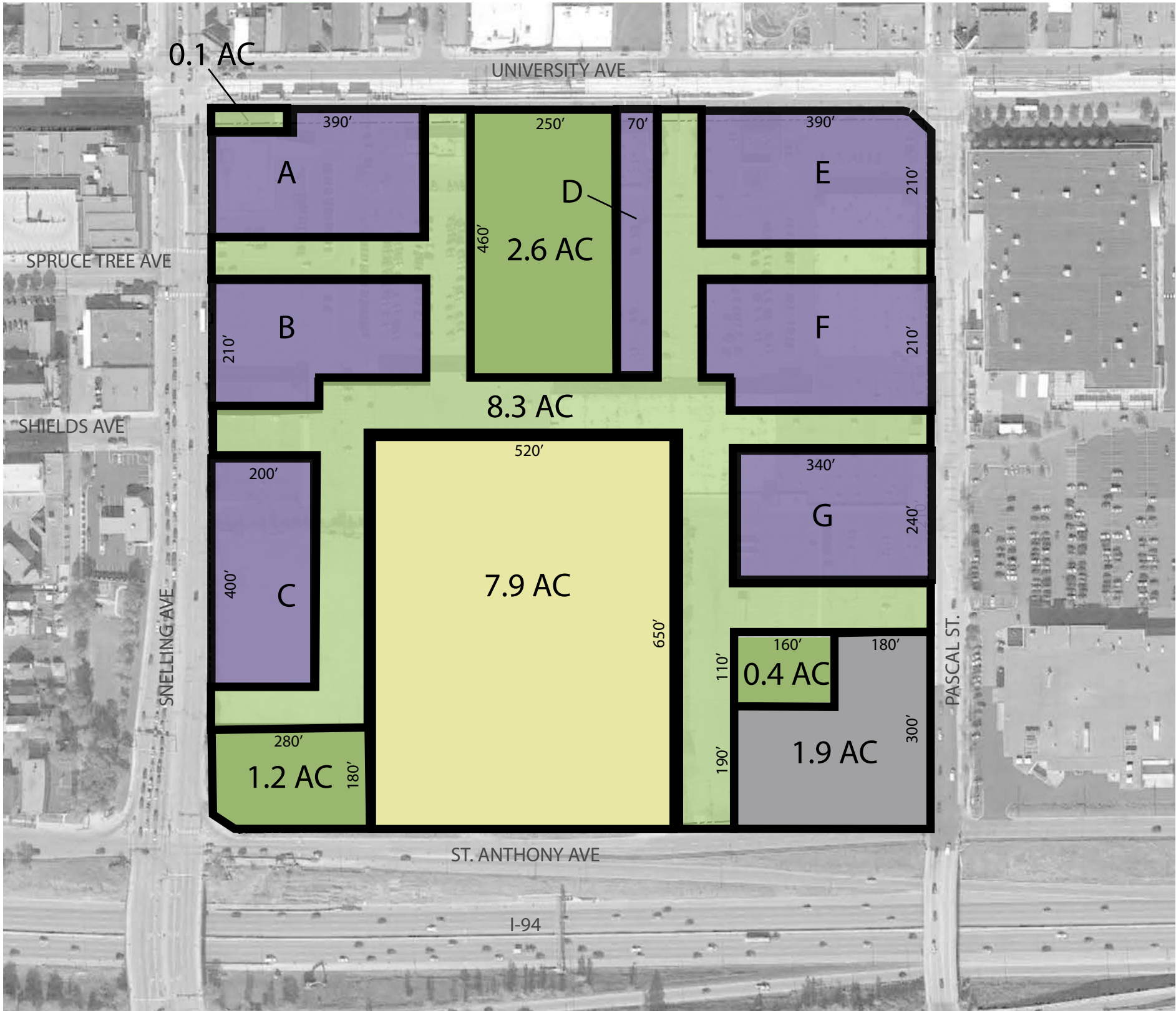


- OFFICE
- RETAIL
- RESIDENTIAL
- HOTEL
- CINEMA
- FITNESS
- SERVICE/PARKING

# BUILDING HEIGHT



# PROPOSED BLOCK PLAN



## PROPOSED LAND USAGE

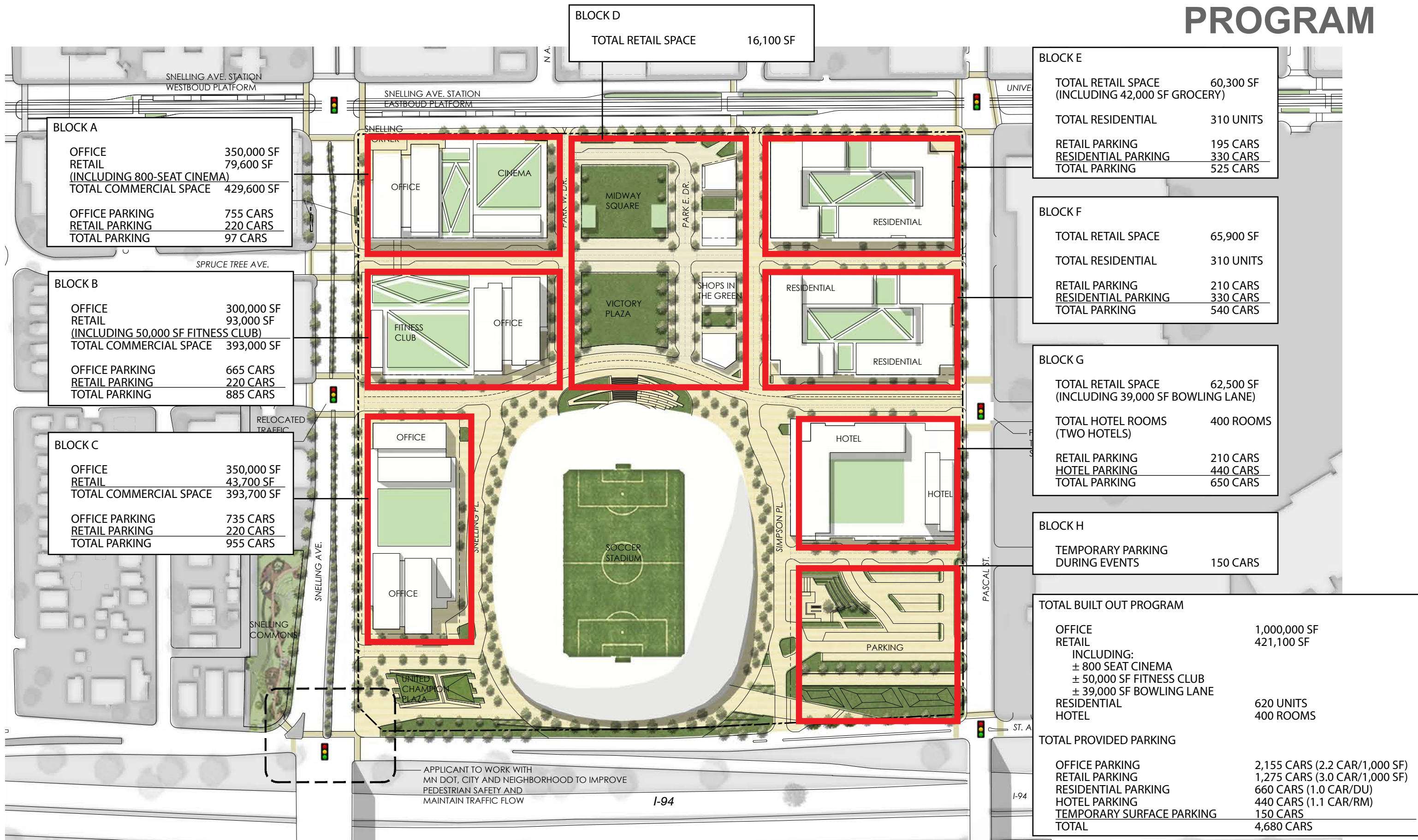
	OPEN SPACES	4.2 AC
	STREET	8.3 AC
	STADIUM	7.9 AC
	SURFACE PARKING	1.9 AC
<b>TOTAL PUBLIC REALM</b>		<b>22.3 AC (64.8%)</b>
	DEVELOPABLE BLOCKS:	12.1 AC (35.2%)

## CURRENT OWNERSHIP

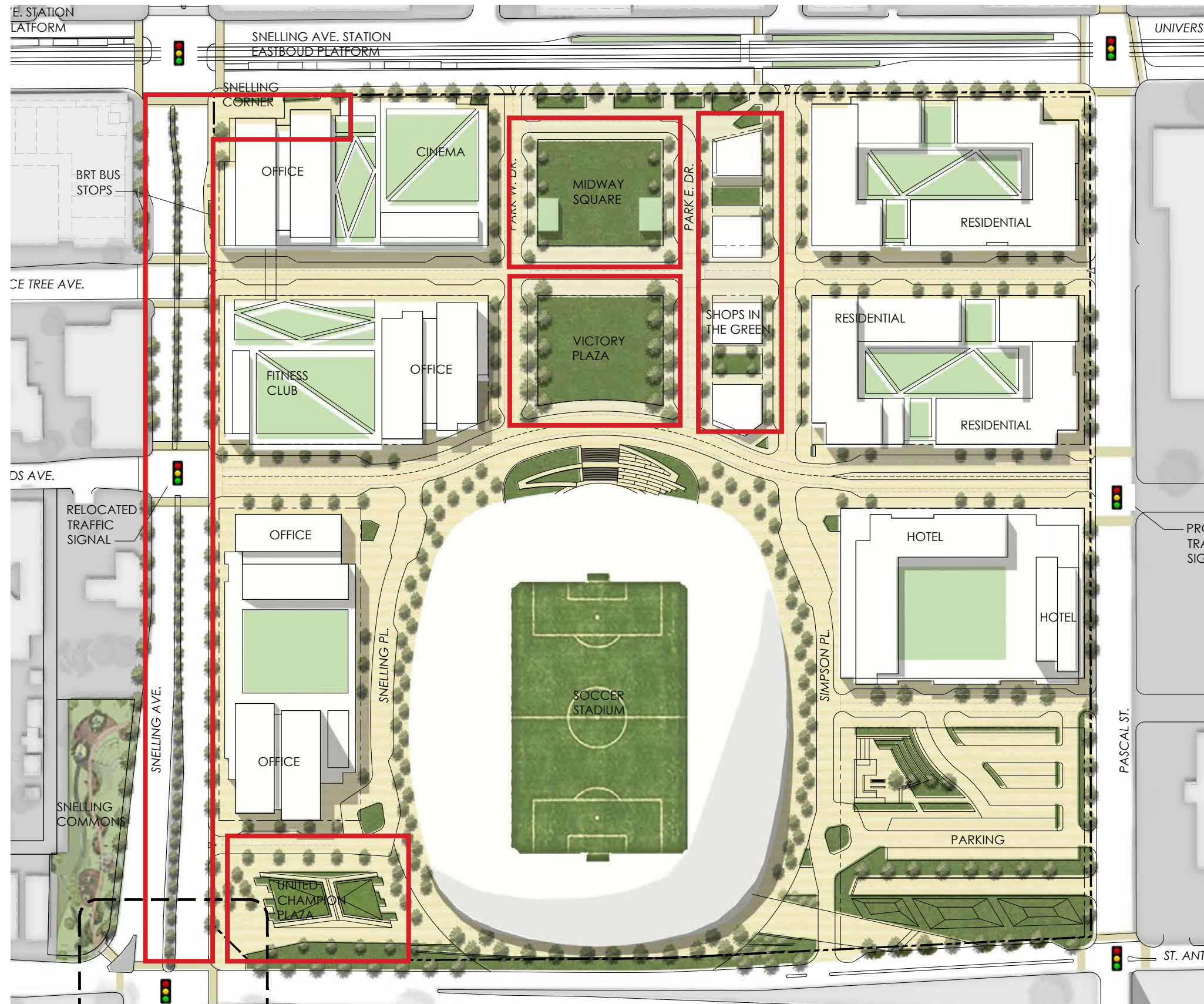
PRIVATE OWNERSHIP	24.6 AC
CITY LAND	9.8 AC

\*ALL AREAS ARE APPROXIMATE

# PROGRAM



# PUBLIC PLACES

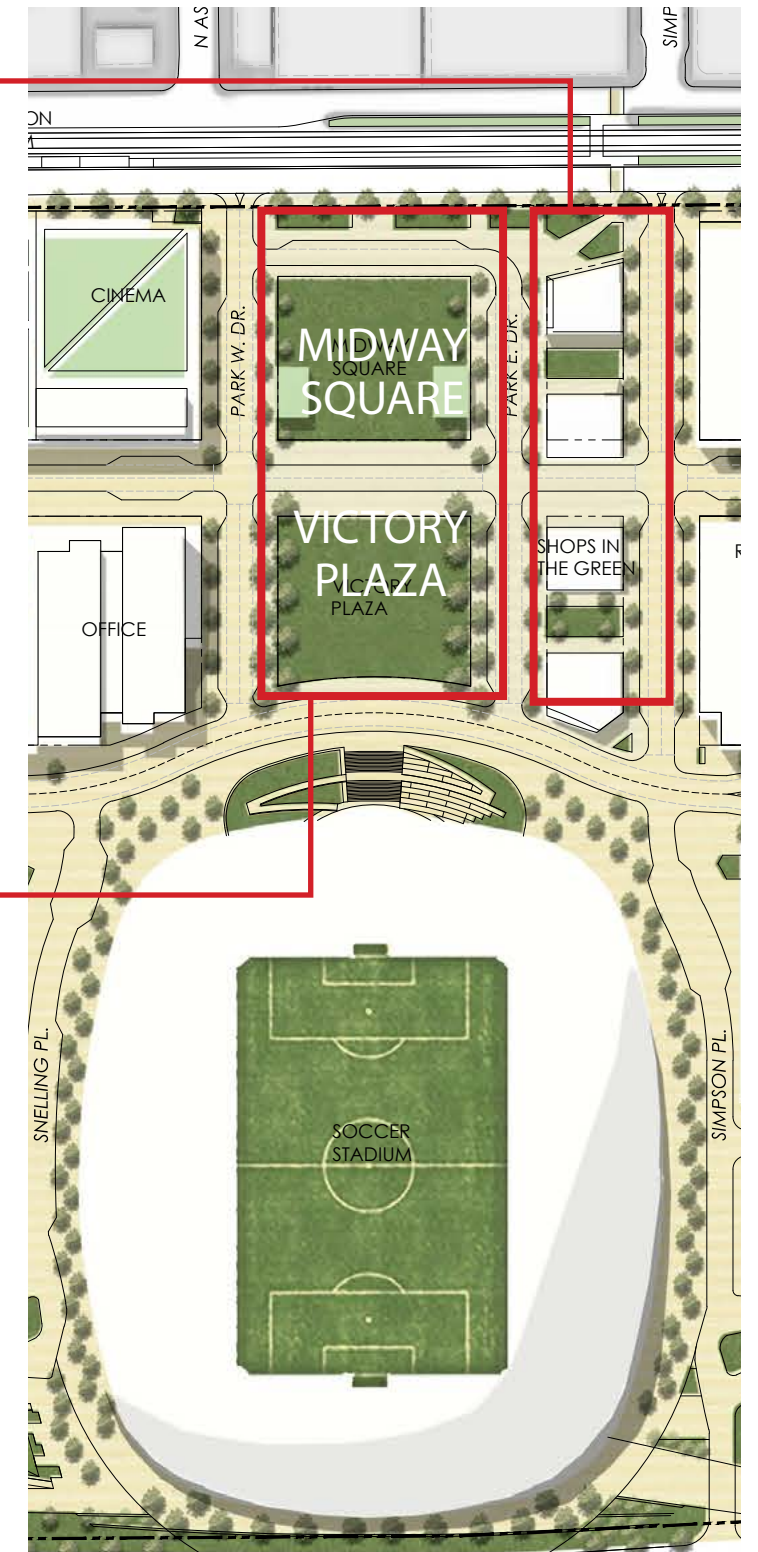


**OBJECTIVE:** CREATE A CIVIC SPACE THAT ENHANCES GAME DAY EXPERIENCE AND ADDS VITALITY TO THE VILLAGE DURING EVENTS AND NON-EVENT DAYS.

# MIDWAY SQUARE AND VICTORY PLAZA



SHOPS ON THE GREEN PRECEDENTS



MIDWAY SQUARE AND VICTORY PLAZA PRECEDENTS

# MIDWAY SQUARE AND VICTORY PLAZA



RK MIDWAY



S9ARCHITECTURE

POPULOUS

MIDWAY, ST. PAUL, MN  
APRIL 18, 2016

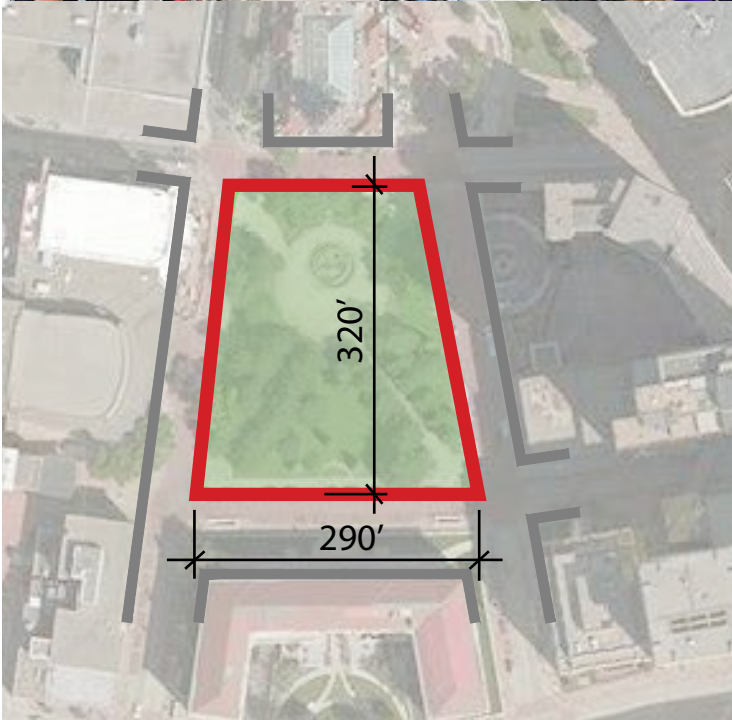
THIS CONCEPTUAL STUDY IS FOR PLANNING PURPOSE ONLY. SITE SPECIFIC INFORMATION SUCH AS SURVEY, EXISTING CONDITIONS, ZONING REQUIREMENTS MUST BE VERIFIED.

# SCALE COMPARISON

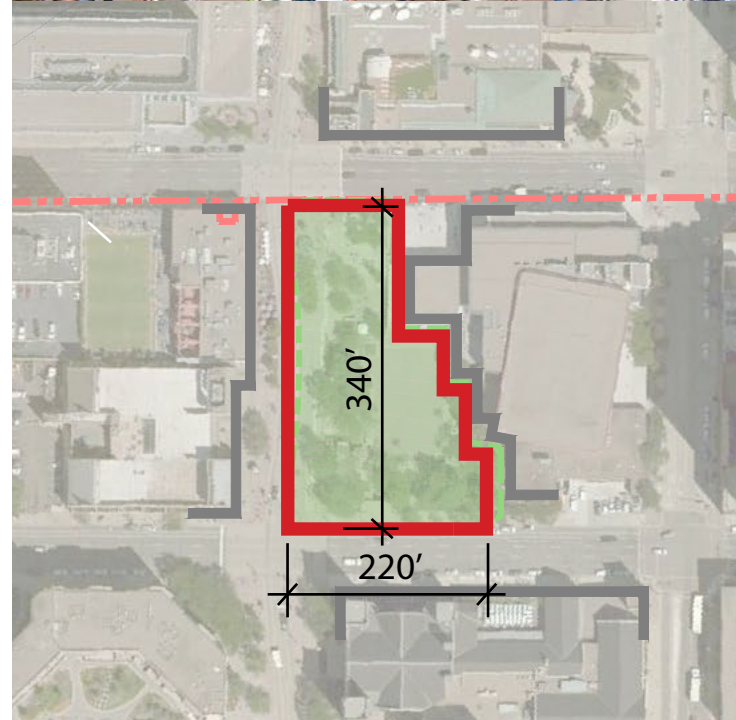


RICE PARK 1.8 AC  
 PEAVEY PLAZA 1.2 AC  
 MEARS PARK 2.1 AC

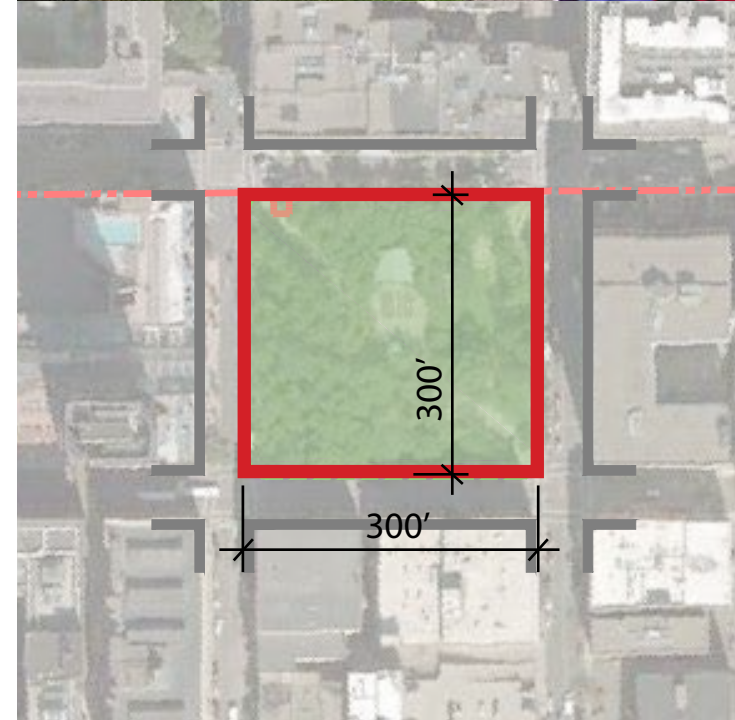
**MIDWAY 2.6 AC**  
**(INCLUDES 1.8 AC OF GREEN SPACE)**



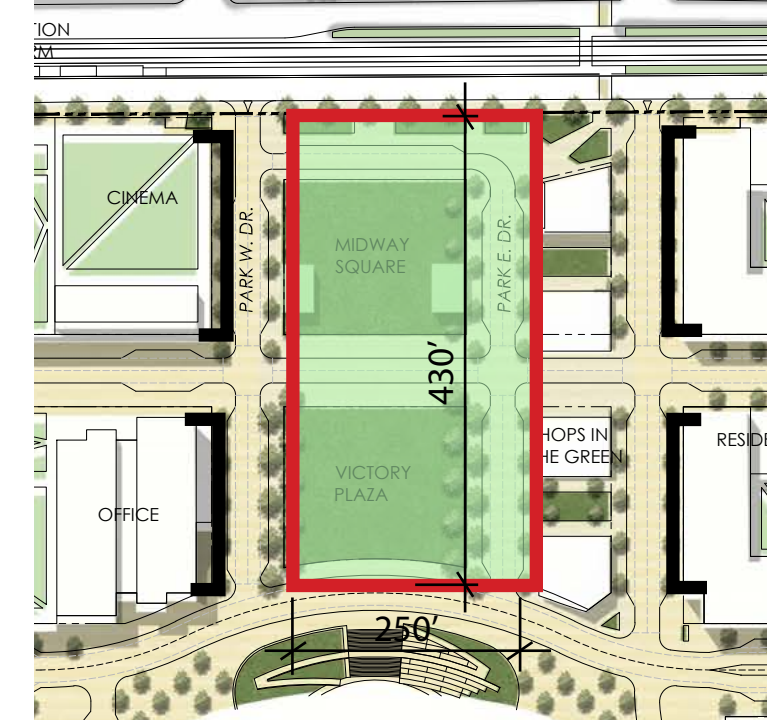
RICE PARK, ST. PAUL



PEAVEY PLAZA, MINNEAPOLIS



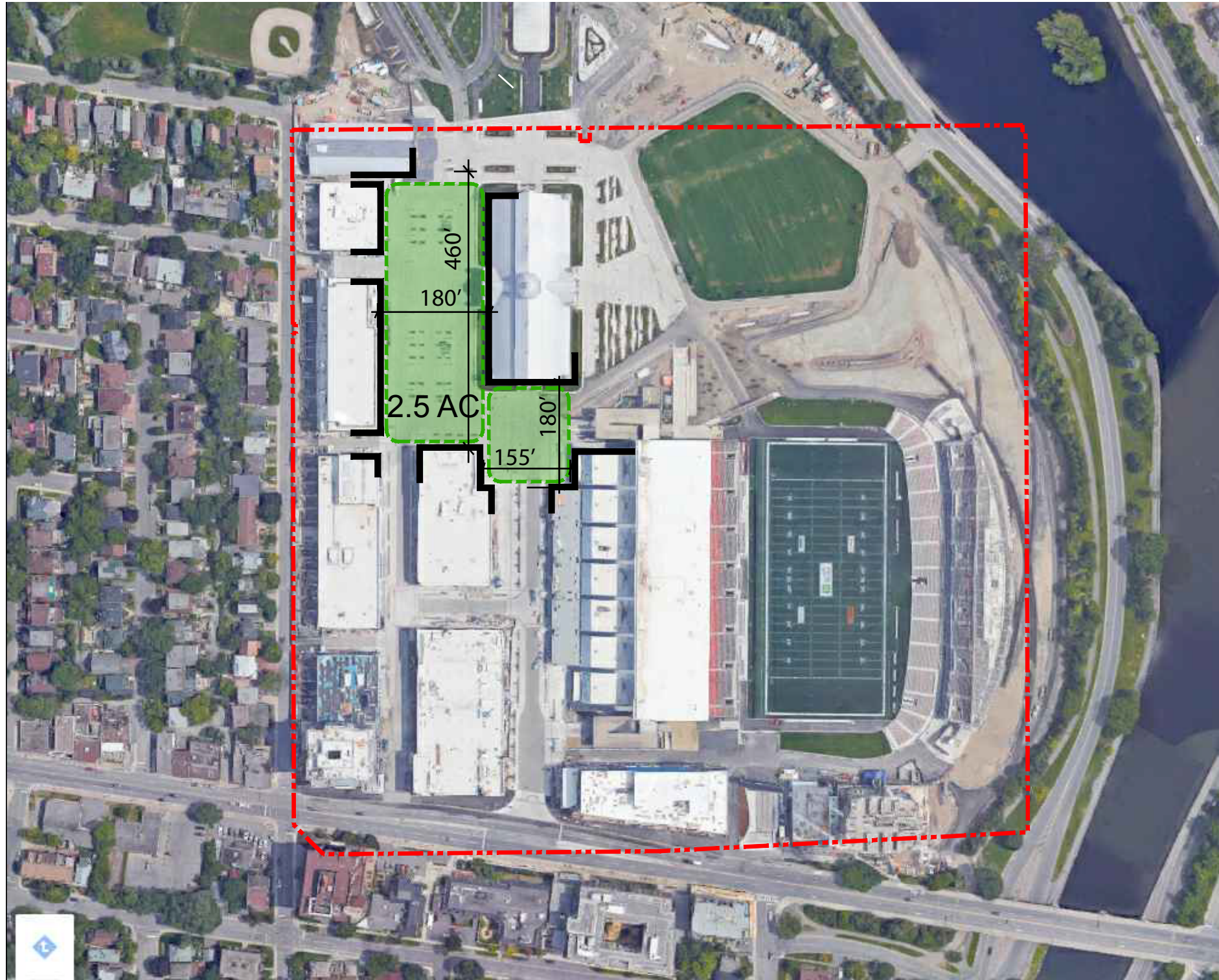
MEARS PARK, ST. PAUL



MIDWAY, ST. PAUL



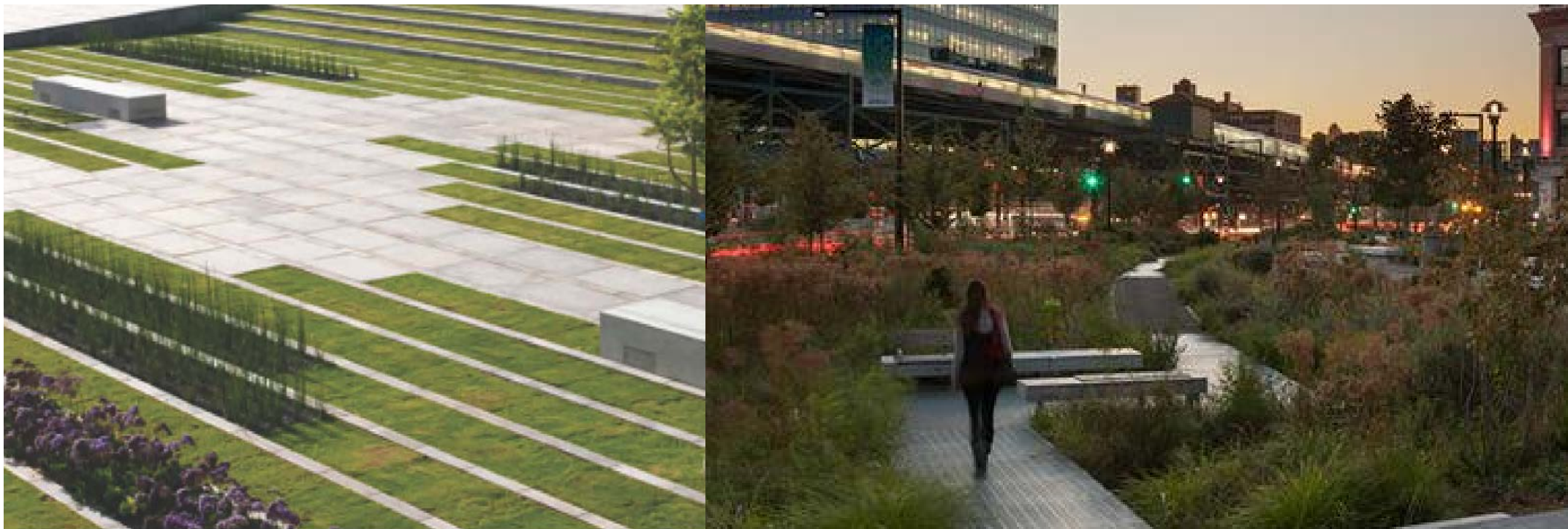
# PROJECT COMPARISON - LANSDOWNNE PARK, OTTAWA



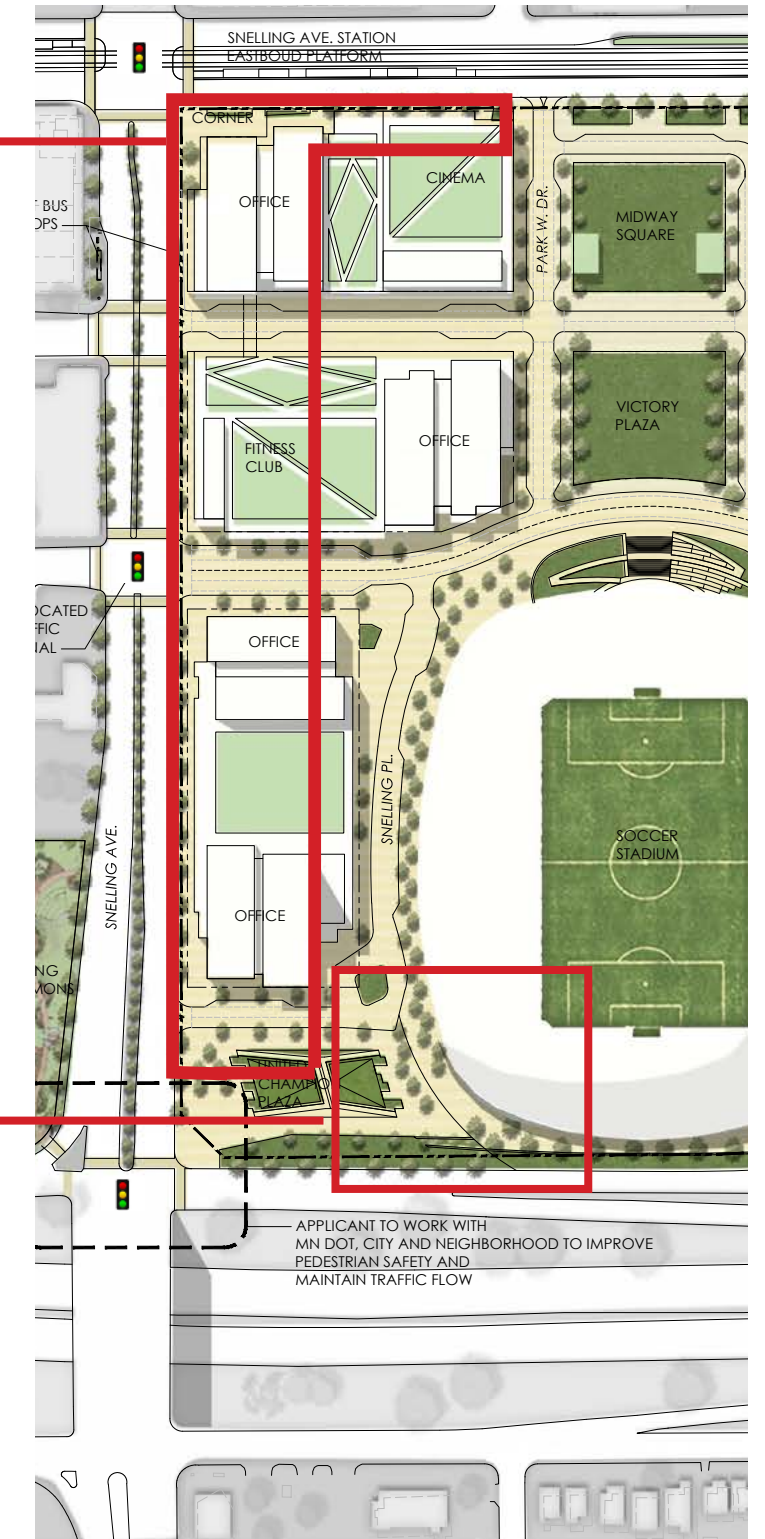
# THE BOULEVARD



THE BOULEVARD PRECEDENTS



UNITED CHAMPION PLAZA PRECEDENTS



# EXISTING: UNIVERSITY AVE



# NEW URBAN FABRIC: UNIVERSITY AVE



# EXISTING: SNELLING AVE



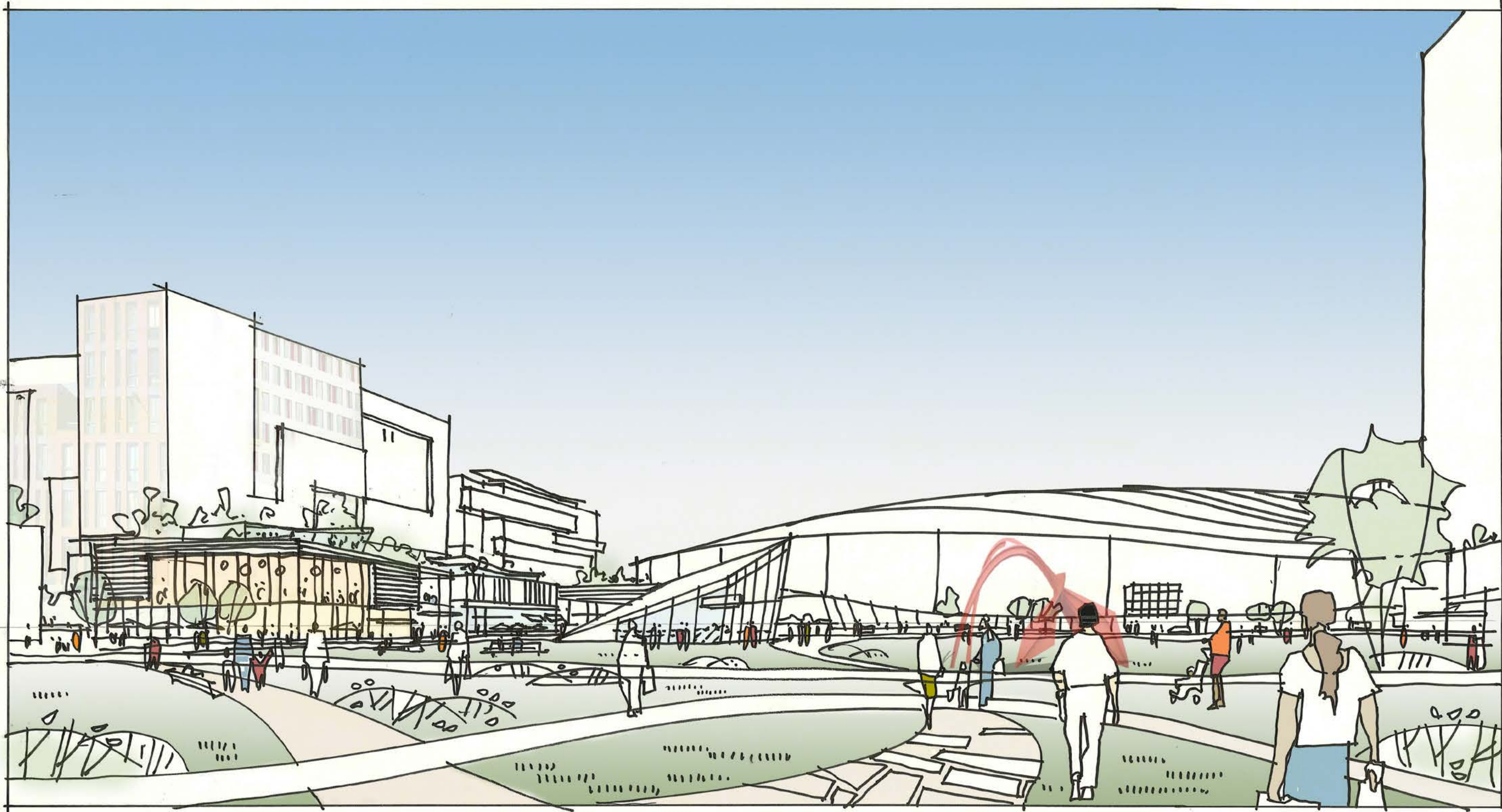
# NEW URBAN FABRIC: SNELLING AVE



# EXISTING: MIDWAY SQUARE



# NEW URBAN FABRIC: MIDWAY SQUARE

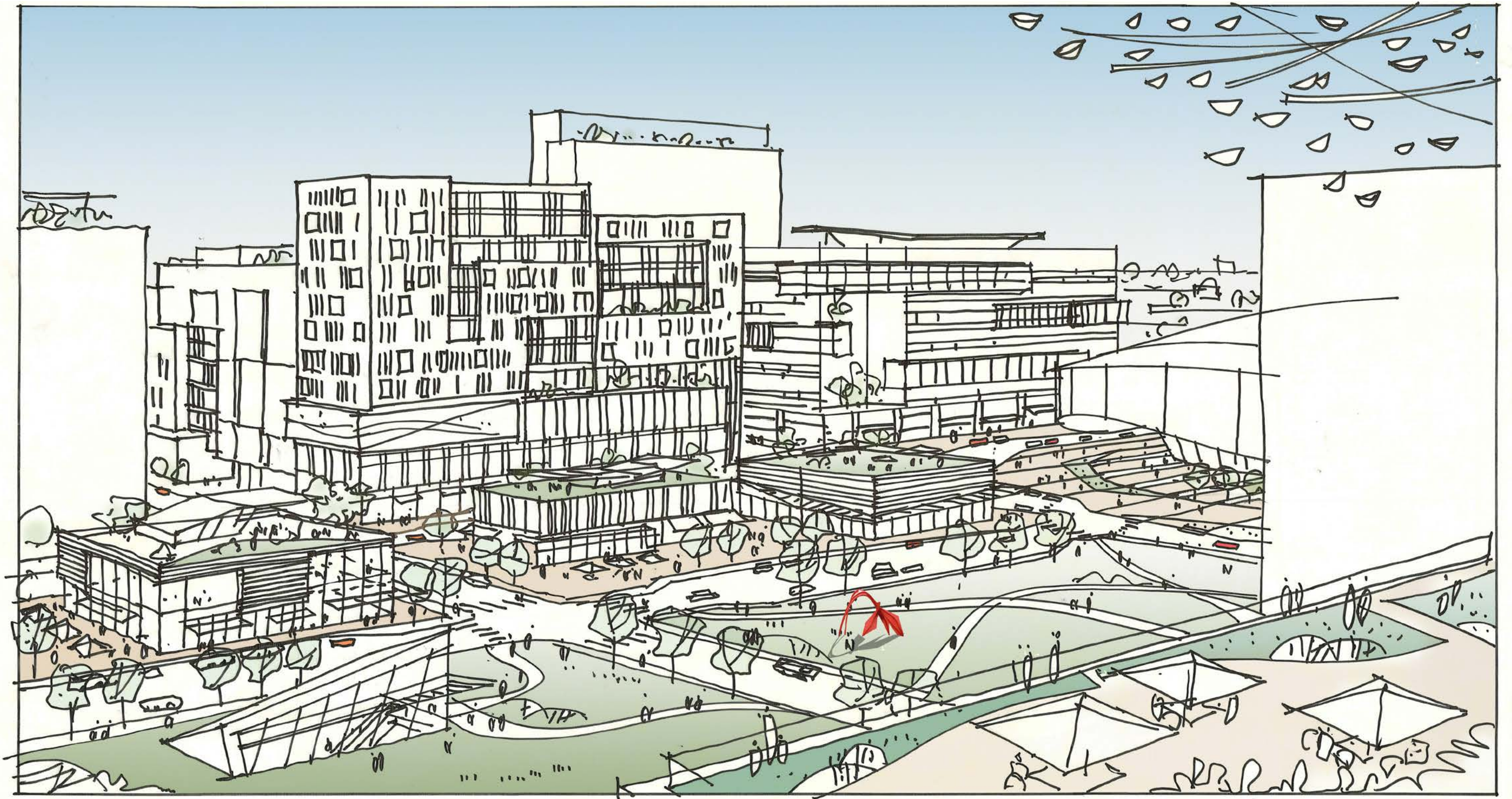




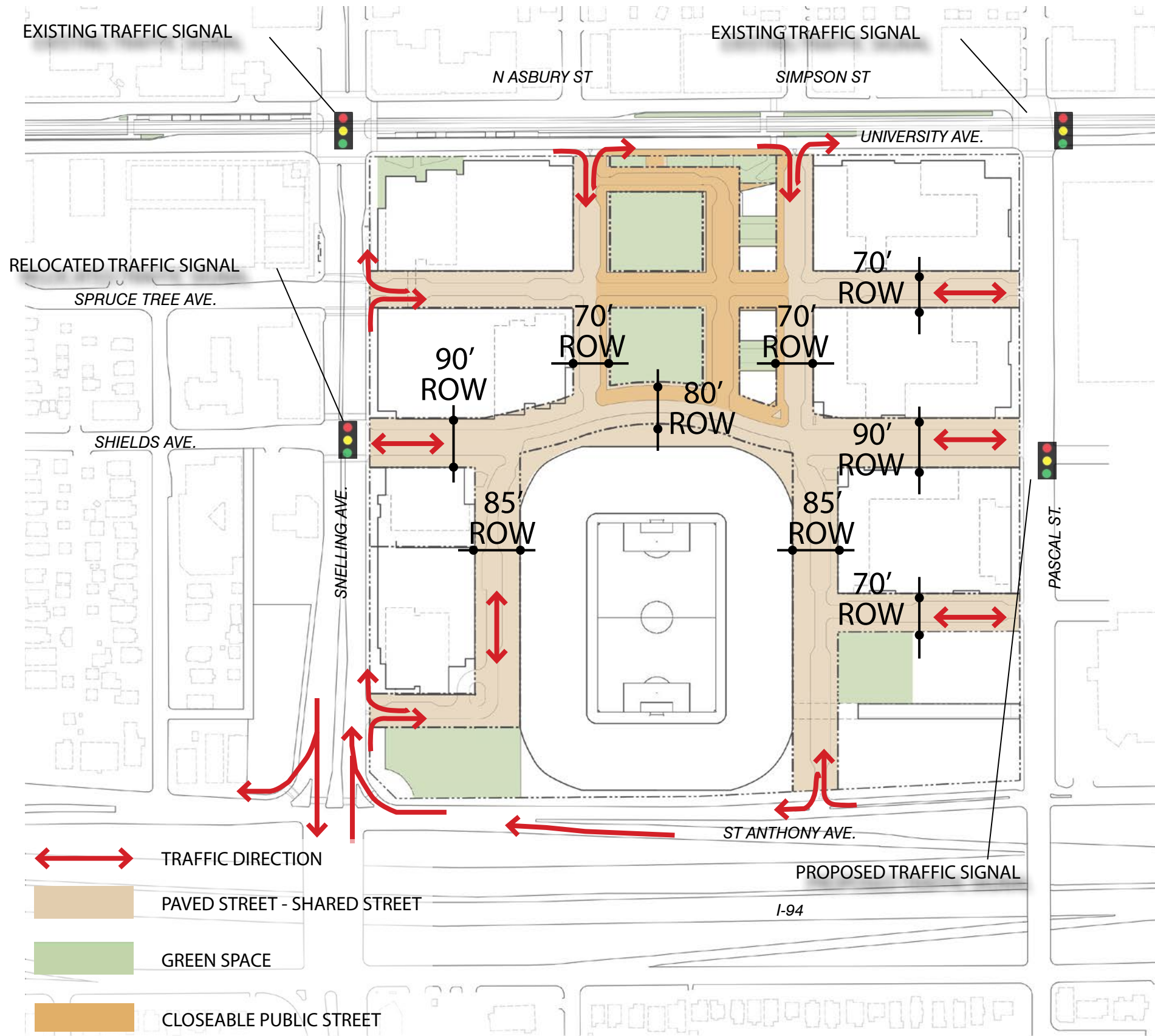
# EXISTING: VICTORY PLAZA



# NEW URBAN FABRIC: VICTORY PLAZA



# STREET GRID AND DIRECTIONS

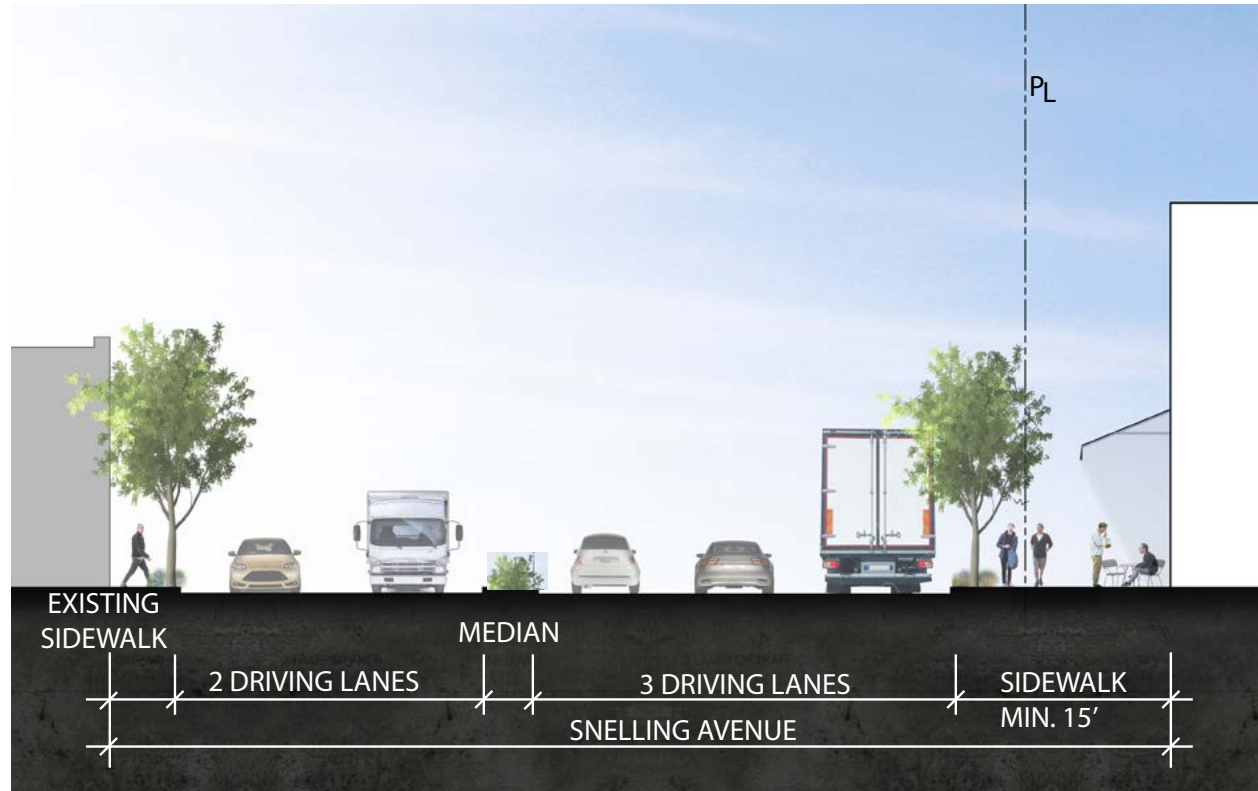


CURBLESS STREET - SHARED STREET

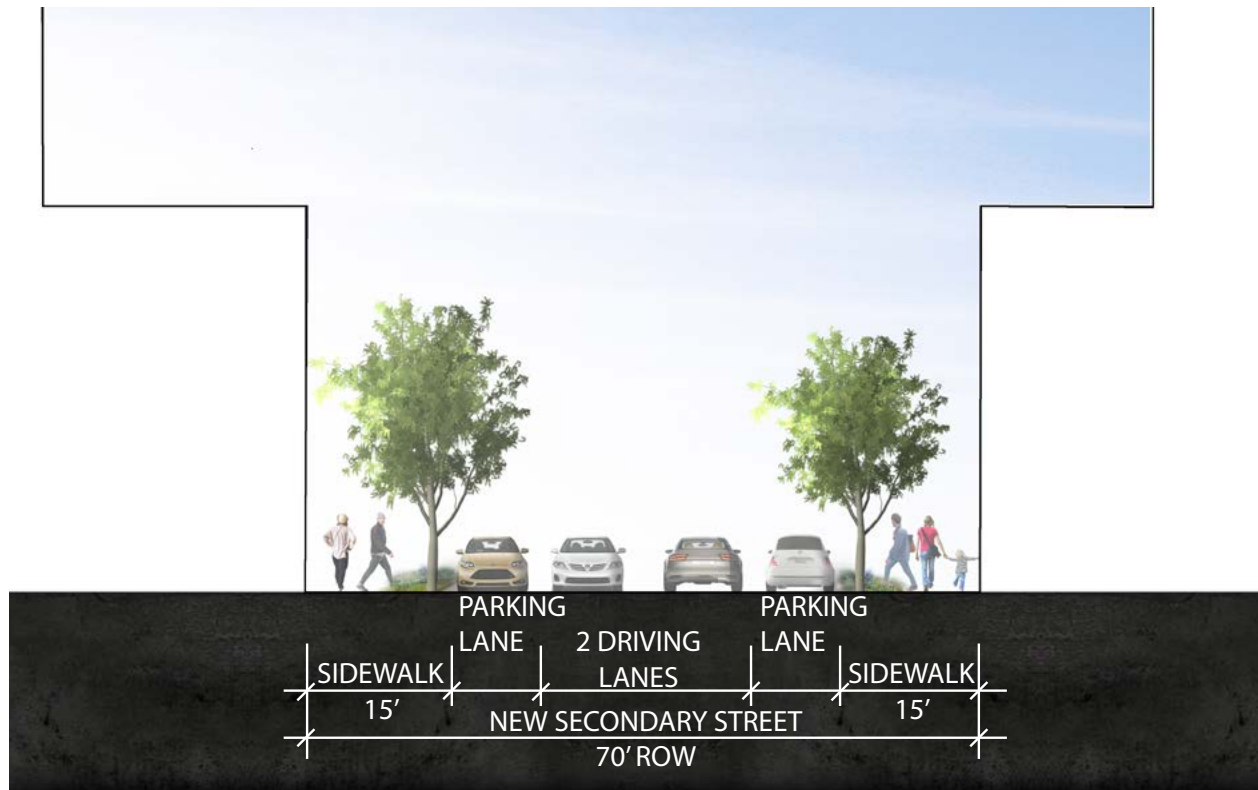
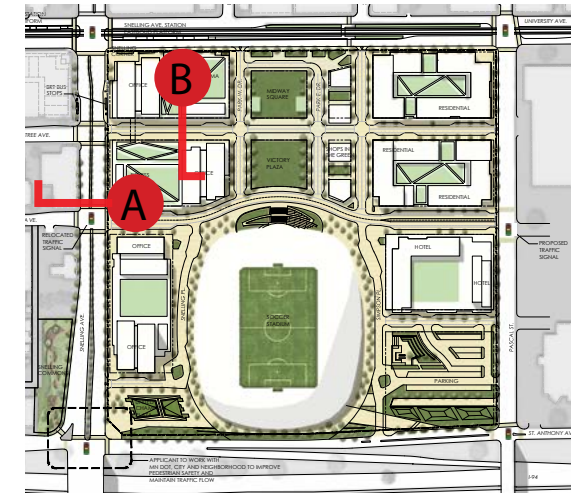


CLOSED PUBLIC STREET

# STREET SECTIONS



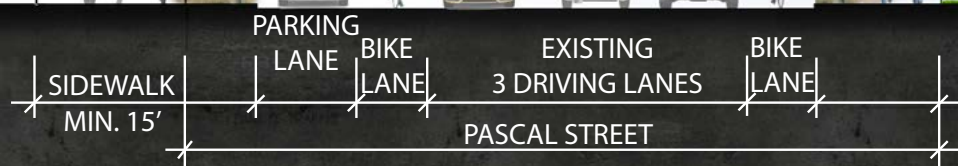
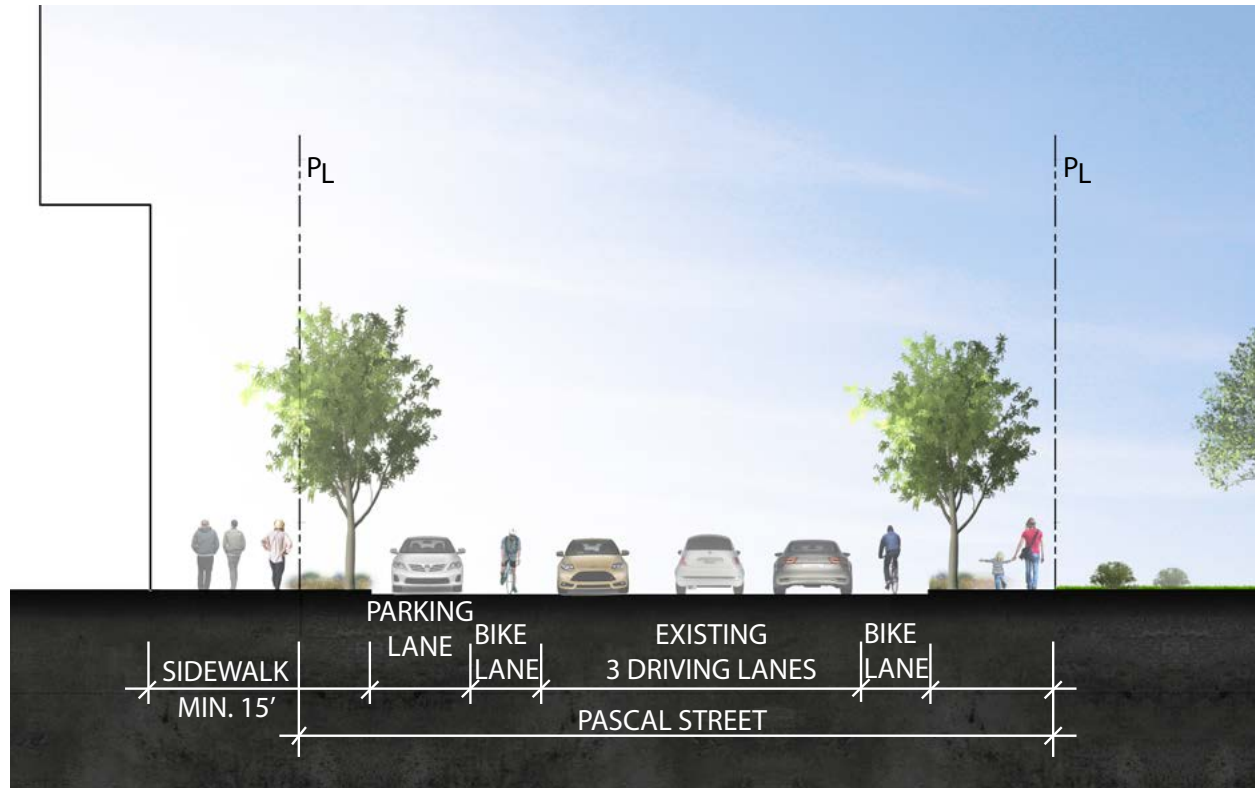
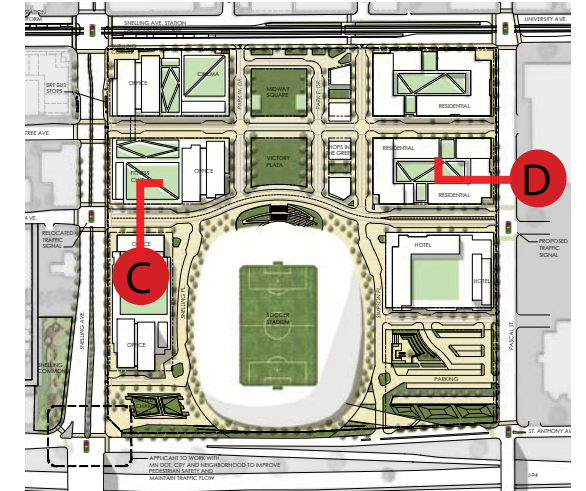
A



B



# STREET SECTIONS



D

# CURBLESS STREETS

DIRECTOR PARK



PORTLAND, OREGON

MARIAHILFER STRAÙE



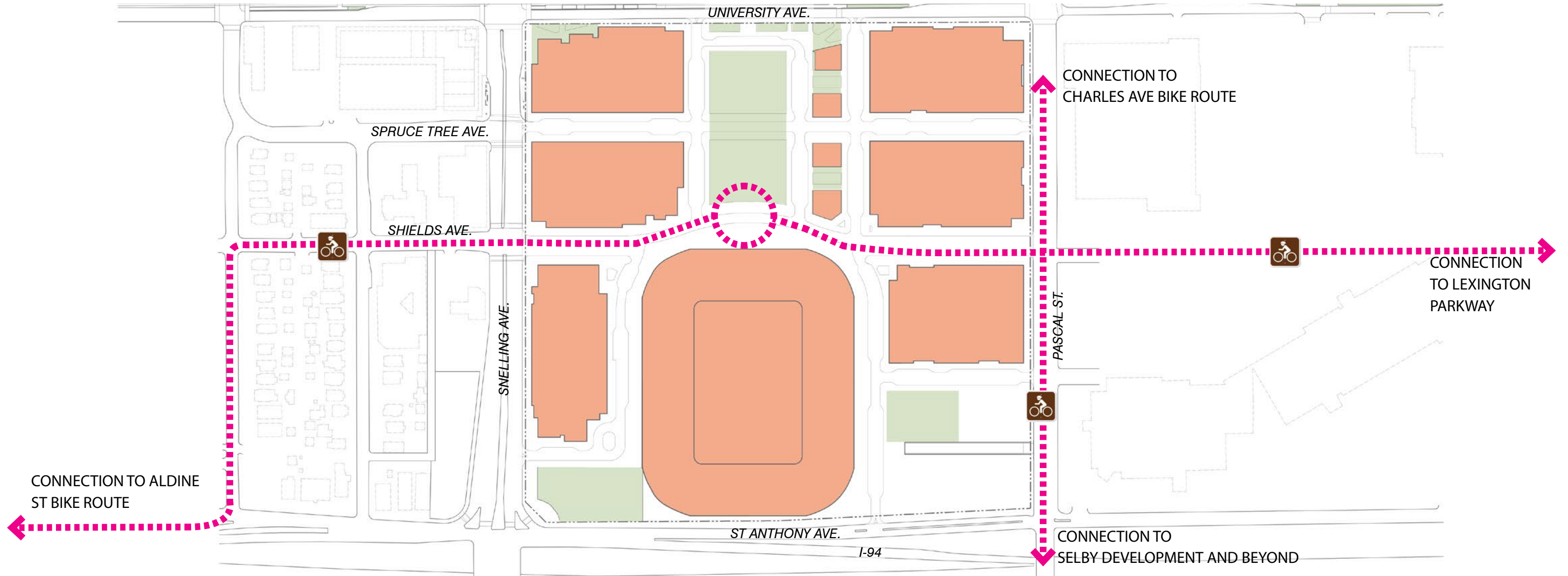
VIENNA, AUSTRIA

SCHADOWSTRASSE

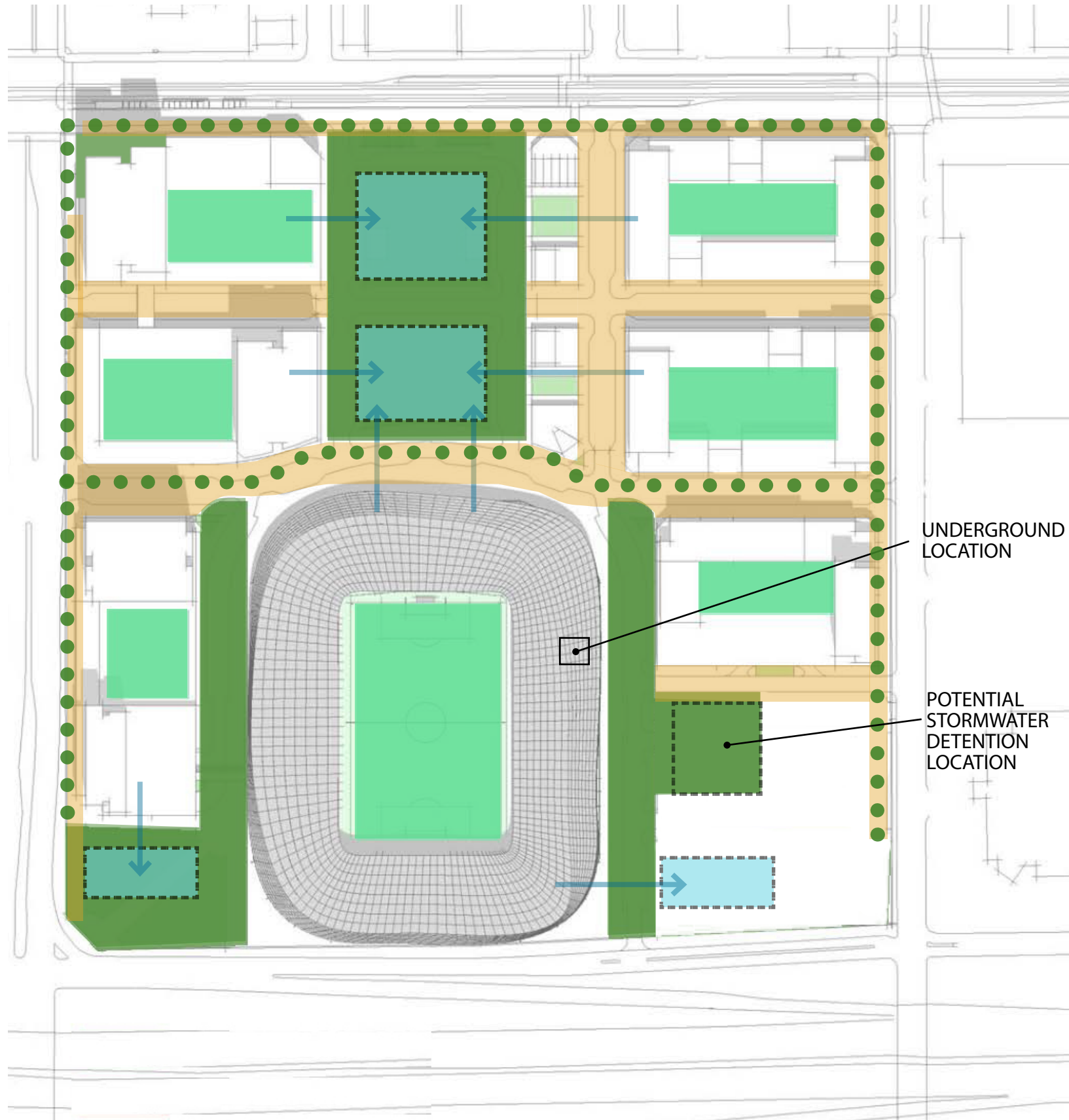


DUSSELDORF, GERMANY

# BIKE ROUTES

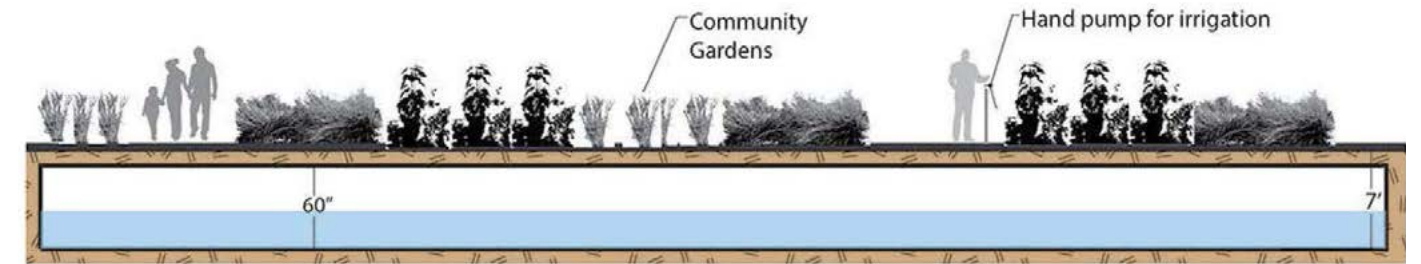


# LANDSCAPE: SUSTAINABILITY AND STORMWATER INITIATIVES



UNDERGROUND LOCATION

POTENTIAL STORMWATER DETENTION LOCATION



- PERVIOUS SURFACE/ PAVING/LANDSCAPE
- GREEN ROOF
- PERMEABLE PAVING SURFACE
- IRRIGATION CISTERN
- SIDEWALK LANDSCAPE/ RAIN GARDEN
- POTENTIAL CENTRALIZED GREY WATER RECYCLING STATION







**MINNESOTA  
UNITED FC**

**POPULOUS**

**RK MIDWAY**



**S9ARCHITECTURE**

**POPULOUS**

MIDWAY, ST. PAUL, MN  
APRIL 18, 2016

THIS CONCEPTUAL STUDY IS FOR PLANNING PURPOSE ONLY. SITE SPECIFIC INFORMATION SUCH AS SURVEY, EXISTING CONDITIONS, ZONING REQUIREMENTS MUST BE VERIFIED.



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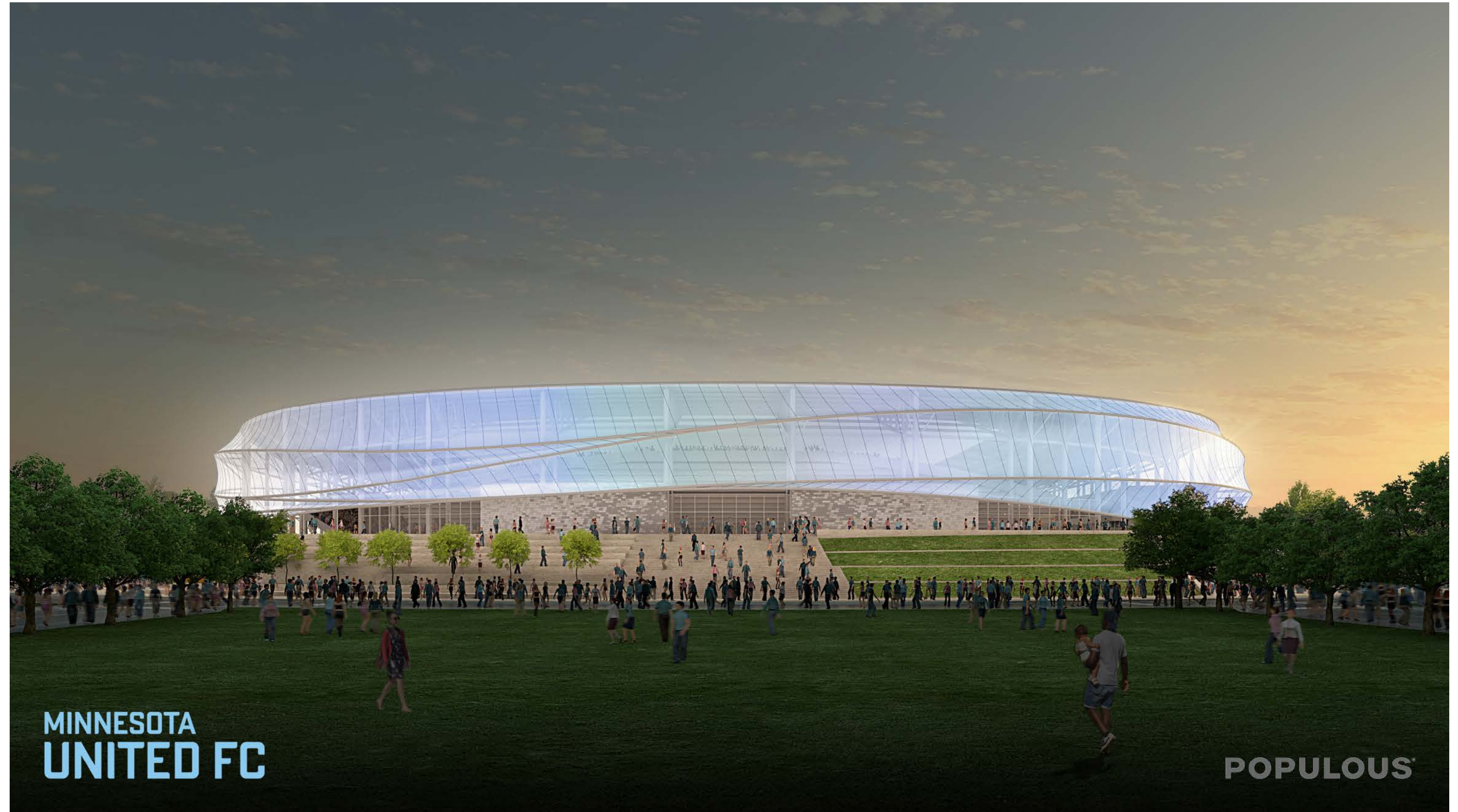


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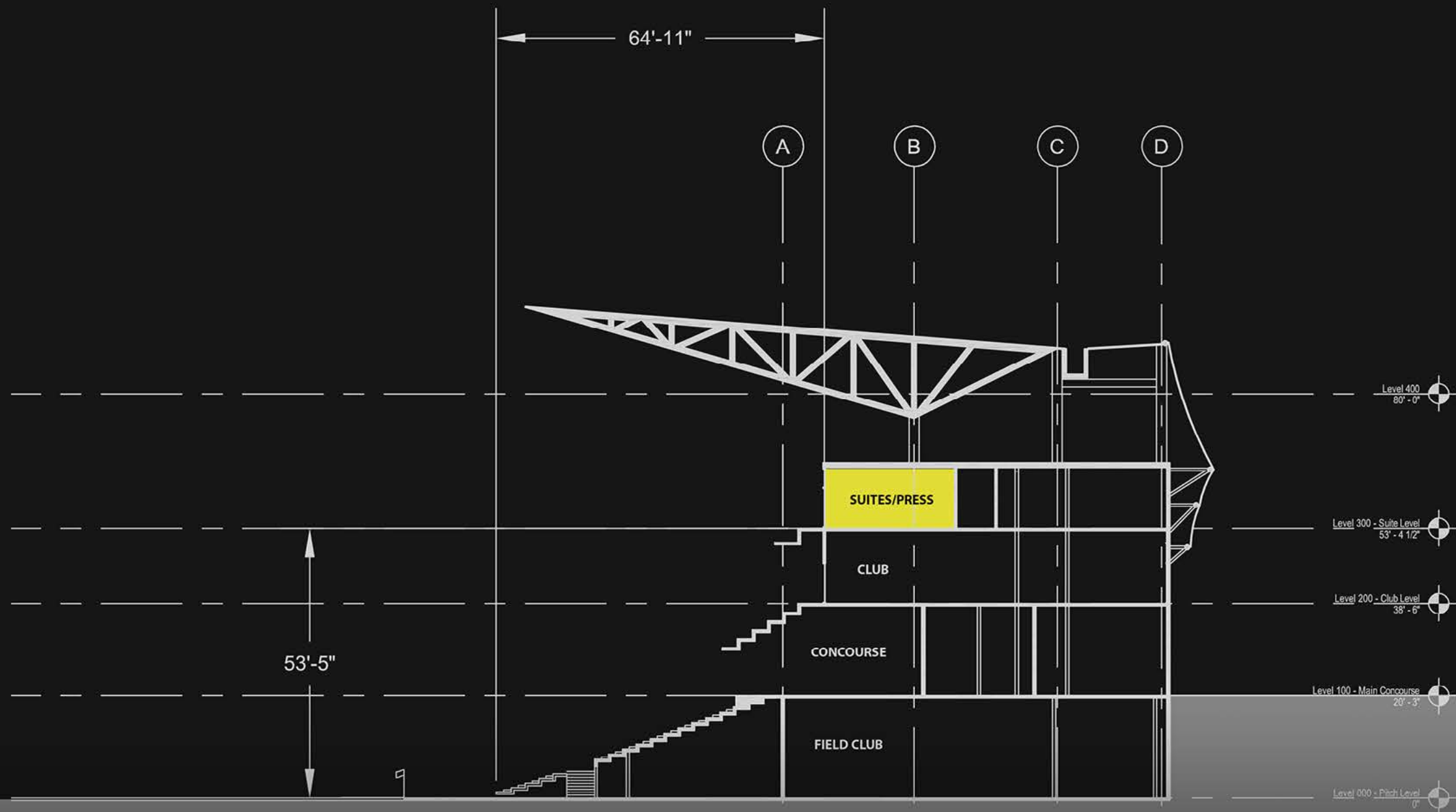
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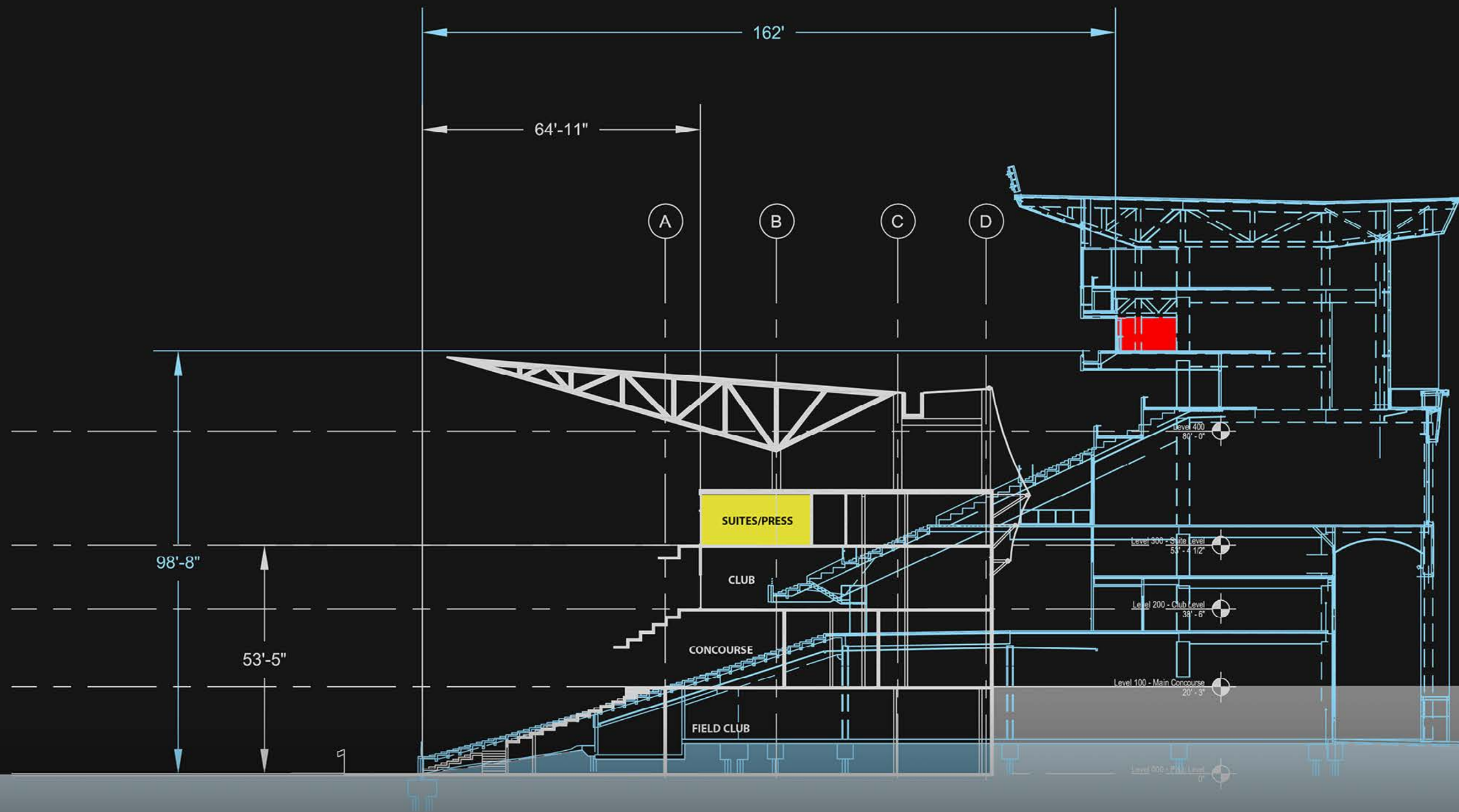
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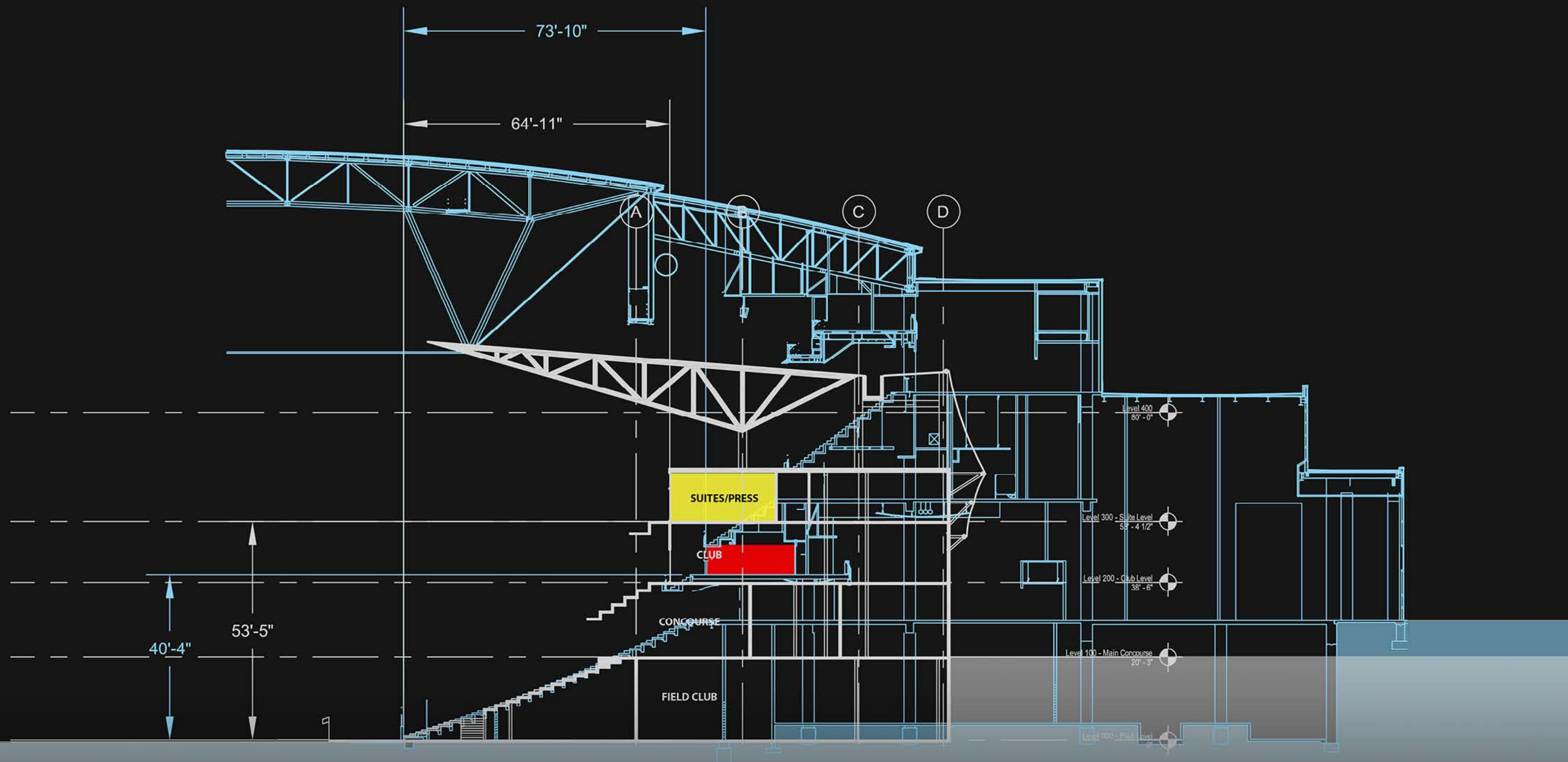
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# PROPOSED SITE



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