



CITY OF SAINT PAUL
Melvin Carter, Mayor

25 West Fourth Street, Ste. 1400
Saint Paul, MN 55102

Telephone: 651-266-6700
Facsimile: 651-266-6549

MEMORANDUM

Date: May 18, 2018

To: Saint Paul Planning Commission

From: Comprehensive and Neighborhood Planning Committee

Re: **West Marshall Avenue Zoning Study**

BACKGROUND AND SUMMARY

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

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

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

Historic Survey

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

Commission, and Planning Commission before submittal to the State Historic Preservation Office and final adoption by the City Council.

Transit Service

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

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

Citywide RM Zoning Study

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

COMMUNITY PROCESS AND CONCERNS

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

Density, Height, and Character

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

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

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

Design Standards

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

Cleveland Intersection

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

Student Housing

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

Industrial Area East of Snelling

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

Parking and Traffic Congestion

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

A second community meeting was held on April 23, 2018 to present preliminary study recommendations and proposed zoning changes and to receive input and comments. The West Marshall Avenue Neighborhood Group recommended zoning changes and created maps showing the changes. The group's recommendations and maps are attached at the end of this study memo.

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

APPLICABLE PLANS

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

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

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

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

- LU1. Support land uses that preserve Union Park as a connected, walkable, mixed-use, sustainable neighborhood with a pedestrian-oriented, human-scale streetscape.
- LU1.1 Maintain and establish zoning that encourages compact development in commercial areas and in mixed-use corridors; specifically, initiate and support zoning studies and adjustments, especially along Snelling Avenue and Marshall Avenue east of Snelling, to encourage more traditional neighborhood, mixed-use zoning where appropriate.
- LU2. Preserve the well-kept, traditional feel and scale of the neighborhood.
- LU2.1 Maintain and establish zoning that preserves lower density, single-family homes and duplexes outside of mixed-use corridors.
- LU2.2 Encourage the continued use and rehabilitation of existing structures, districts, and landscapes to preserve the historic character of residential and commercial districts.
- LU2.3 Ensure that new development fits within the character and scale of adjacent neighborhoods.

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

EXISTING LAND USE AND ZONING

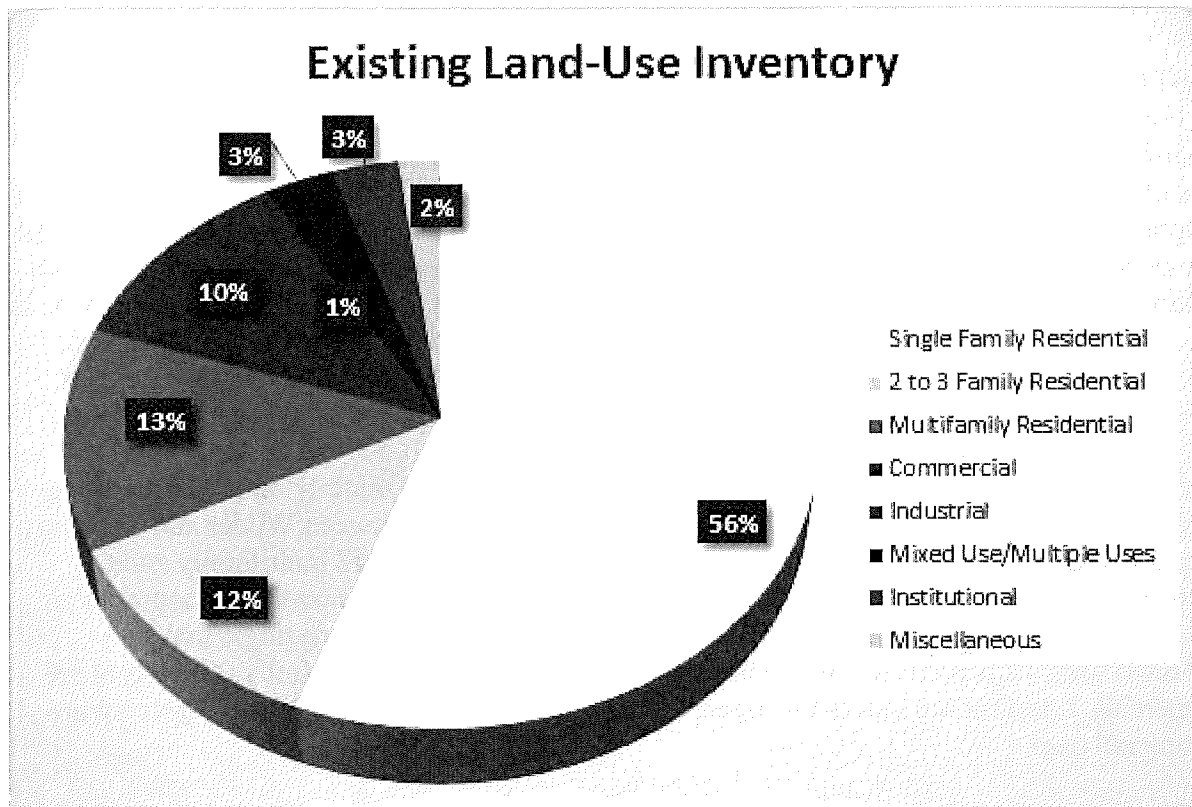
This zoning study assesses current land use and zoning of property having frontage along Marshall Avenue from Mississippi River Boulevard to Hamline Avenue, a stretch of about two miles or 22 blocks. Marshall Avenue is identified as an A-Minor Arterial roadway in the City’s Comprehensive Plan. It primarily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

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

Existing Land Use Inventory

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

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



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

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

GENERAL ZONING ANALYSIS

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

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

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

Due to the traditional neighborhood design standards, some existing commercial structures will become nonconforming in terms of their design, orientation on lot, and placement of parking if the proposed zoning changes are adopted. The nonconforming status of the commercial structures will not prohibit the reuse of buildings for conforming uses; nonconforming buildings may be expanded or altered, and lot improvements may be made, so long as they do not increase the nonconformity.

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

ZONING RECOMMENDATIONS

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

Preliminary recommendations were presented to the Comprehensive and Neighborhood Planning Committee on April 18, 2018. Feedback on the recommendations from area residents was received at a Union Park community meeting on April 23, 2018. This feedback was presented to the Comprehensive and Neighborhood Planning Committee on May 2, 2018.

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

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

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

Committee recommendation:

1. *Rezone* the south side of Marshall from the river to Cretin from a mix of RM2, T2, OS, and B2 to all T2, traditional neighborhood. Existing uses are permitted in the T2 district, and it would allow for the possibility of mixed use buildings and some commercial service and retail establishments to serve area residents. T2 design standards would help create a more traditional urban form when properties are redeveloped. The city has typically been rezoning OS parcels to T1 or T2 during zoning studies and it is appropriate to do so in this case.
2. *Maintain* the B2 zoning at the southeast corner at Cretin for the existing auto service station use. Given the location of existing gas pumps on site, traditional neighborhood zoning and its design standards would make complying with the standards very difficult for future improvements to the auto service use.
3. *Rezone* the R4 on the south side and most of the R3 on the north side between Cretin and Cleveland to RT1 to allow for the possibility of some duplexes. This allows for preservation and use of existing housing stock to increase density and add affordable housing units. The stretch is along a transit route, near transit at Cretin and Cleveland, and in close proximity to the University of St. Thomas. Most of the existing parcels on the south side have about 40 feet of street frontage, the width required for a single family home; 50 feet of frontage is required for a duplex. Most of the lots on the north side have 50 feet of street frontage.

Neighborhood Node at Marshall and Cleveland

The Marshall-Cleveland intersection is identified as a neighborhood node in the draft comprehensive plan update and is an area where mixed-use zoning categories may be more appropriate to achieve comprehensive plan goals than existing commercial and

residential zoning that separate land uses. Existing commercial uses in the Cleveland-Wilder stretch are permitted uses and would also be allowed under T2 and T3 districts (though an auto convenience market would require a conditional use permit). Rezoning the properties on the south side of the street from B2 to T2 and on the north side from B3 to T2 offer the opportunity for a mix of residential and commercial uses and provide design standards for future development noted in the discussion under the General Zoning Analysis section of this study. Development on the south side of the street already has a traditional urban form with buildings at the property line, while development on the north side of the street has buildings setback with parking in front. Rezoning to a traditional neighborhood district would require future development to assume a traditional urban form.

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

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

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

There are likely historically significant houses that we should work to preserve, and the historic survey currently underway will make recommendations on potential districts or individual historic designations. There are also houses that are not historically significant where replacing them with new development would be appropriate. The recommendations of the historic survey

will not be available to inform specific zoning recommendations in this study since results of the survey will not be in hand until the fall 2018.

In January 2018 plans were approved to allow construction of a five story multifamily building at the northeast corner at Moore. The project involved demolition of two houses. While the development met the regulations and standards for the RM2 zoning district, and took advantage of various bonuses to increase the height and density, many area residents believed the development was not in keeping with development in the surrounding area due to its height, density, and number of future residents, and were also concerned that the building, with primarily four-bedroom apartments, would house mostly college students. There is a strong desire to preserve the character of the avenue with a mix of one, two, and three-family homes and apartment buildings of two and three stories.

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

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

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

Committee recommendation:

1. *Rezone* from RM2 to T1 the two corner parcels at the northeast and southeast corners of the intersection at Wilder. This allows for transition between commercial uses at the Wilder intersection and residential uses to the east.
2. *Rezone* from RM2 to RT1 the three parcels on the north and south sides of the street immediately east of the parcels referenced in recommendation #1 above.
3. *Rezone* from RM2 to RM1 the two parcels at the northwest, southeast, and southwest corners at the intersection at Moore.
4. *Maintain* RM2 zoning for the two parcels at the northeast corner at Moore. This is the site of the recently approved apartment building.
5. *Rezone* from RM2 RT1 the two parcels on the north and south sides of the street just east of the parcels referenced in recommendation #3 and #4 above.
6. *Amend* the study area to include the parcels at the southwest and southeast corners at the intersection of Igelhart and Prior avenues. These parcels are part of the existing RM2 zoning district that runs along Marshall and are occupied by 12 and 27-unit apartment

buildings, respectively. The committee recommends amending the study area to include these parcels and to *rezone* them from RM2 to RM1.

7. *Rezone* from RM2 to T1 all four corner parcels at the Prior intersection. These are occupied by apartment buildings and a church auditorium-gymnasium. Traditional neighborhood zoning allows a mix of uses at this signalized intersection.
8. *Rezone* from RM2 to RM1 the four parcels on the north side of the street and the two parcels on the south side of the street immediately east of the recommendation in #7 above. There are a number of multi-unit apartment buildings in the recommended zoning district.
9. *Rezone* from RM2 to RT1 the two corner parcels at the southwest and southeast corners and the four parcels at the northeast corner at the Howell intersection. This zoning district has one and two-family dwellings.
10. *Rezone* from RM2 to RM1 the parcel immediately east of the two parcels on the south side of the street referenced in recommendation #9 above. This is a 25-unit apartment building.
11. *Rezone* from RM2 to RT2 the four parcels at the northwest corner and the five parcels at the southwest corner of the Dewey intersection and the three parcels at the southeast corner at Dewey.
12. *Rezone* from RM2 to T1 the two parcels on the north side of the street between Dewey and Fairview, the two parcels at the northeast corner at Fairview, the one parcel at the southwest corner, and the one parcel at the southeast corner at Fairview. These are primarily institutional uses at signalized intersection where a mix of uses is appropriate.
13. *Rezone* from RM2 to RT2 parcels on the north and south sides of the street between Fairview and Wheeler except for the parcels at the northeast and southeast corners referenced in recommendation #12 above.
14. *Amend* the study area to include the following three additional parcels, and *rezone* them as follows: 1) *rezone* from RM2 to T1 the parcel fronting on Wilder Street that is immediately south of the parcel located at the southeast corner of Marshall and Wilder; 2) *rezone* from RM2 to RT1 the parcel fronting on Howell Street that is immediately south of the two parcels located at the southeast corner of Marshall and Howell; and 3) *rezone* from RM2 to T1 the parcel fronting on Fairview Avenue that is immediately south of the parcel located at the southeast corner of Marshall and Fairview. In the process of undertaking the zoning study planning staff identified these locations where it is reasonable to amend the study area to include parcels not identified by the City Council to ensure zoning districts are logical and appropriate.

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

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

Committee recommendation:

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

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

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

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

Committee recommendation:

1. *Rezone* from I1 to T3 the stretch on the north and south sides of Marshall from approximately Asbury to Pascal, except for the taxi business at the northwest corner at Pascal Street. Except for the taxi business, it appears that existing uses on the north side of the street would be permitted under T3 zoning. Rezoning the south side to T3 would make the existing self-storage business nonconforming, but this property may have higher value with T3 zoning. The committee recommends that the Planning Commission

amend the study boundary to include the triangularly shaped parcel on the west side of Pascal Street located at the northwest corner of Pascal and Dayton, which is part of the self-storage business, and rezone it from I1 to T3 as well.

2. *Rezone* the block bounded by Marshall, Hamline, Selby, and Albert from RT1 to T1. Almost all of the block is a single large parcel with frontage on Marshall. A few small parcels at the southwest and southeast corners of the block without frontage on Marshall have non-residential land use related to the rest of the block and should be added to the study area so the zoning of the whole block can fit the use. While this block is zoned RT1 two-family residential, there is no residential land use on the block, it is surrounded on two and a half sides by I1 industrial zoning, and RT1 land use and dimensional standards are not a good fit. The committee recommends the Planning Commission *amend* the study boundary to include these nine parcels.

COMMITTEE RECOMMENDATION: Release the West Marshall Avenue Zoning Study for review and set a public hearing date for June 29, 2018. The committee also recommends the Planning Commission adopt the resolution amending the study area to include parcels discussed in the study that do not front on Marshall Avenue. There is a map of these parcels attached to the resolution for reference.



City of Saint Paul

Signature Copy

Resolution: RES 17-1713

City Hall and Court
House

15 West Kellogg
Boulevard

Phone: 651-266-8560

File Number: RES 17-1713

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

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

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

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

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

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

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

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

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

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

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

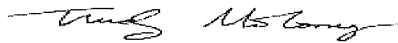
Yea: 6 Councilmember Bostrom, Councilmember Brendmoen, Councilmember Tolbert, City Council President Stark, Councilmember Noecker, and Councilmember Prince

Nay: 0

Absent: 1 Councilmember Thao

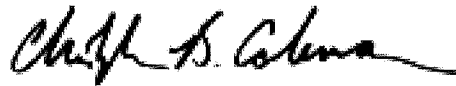
Vote Attested by _____

Council Secretary Trudy Moloney



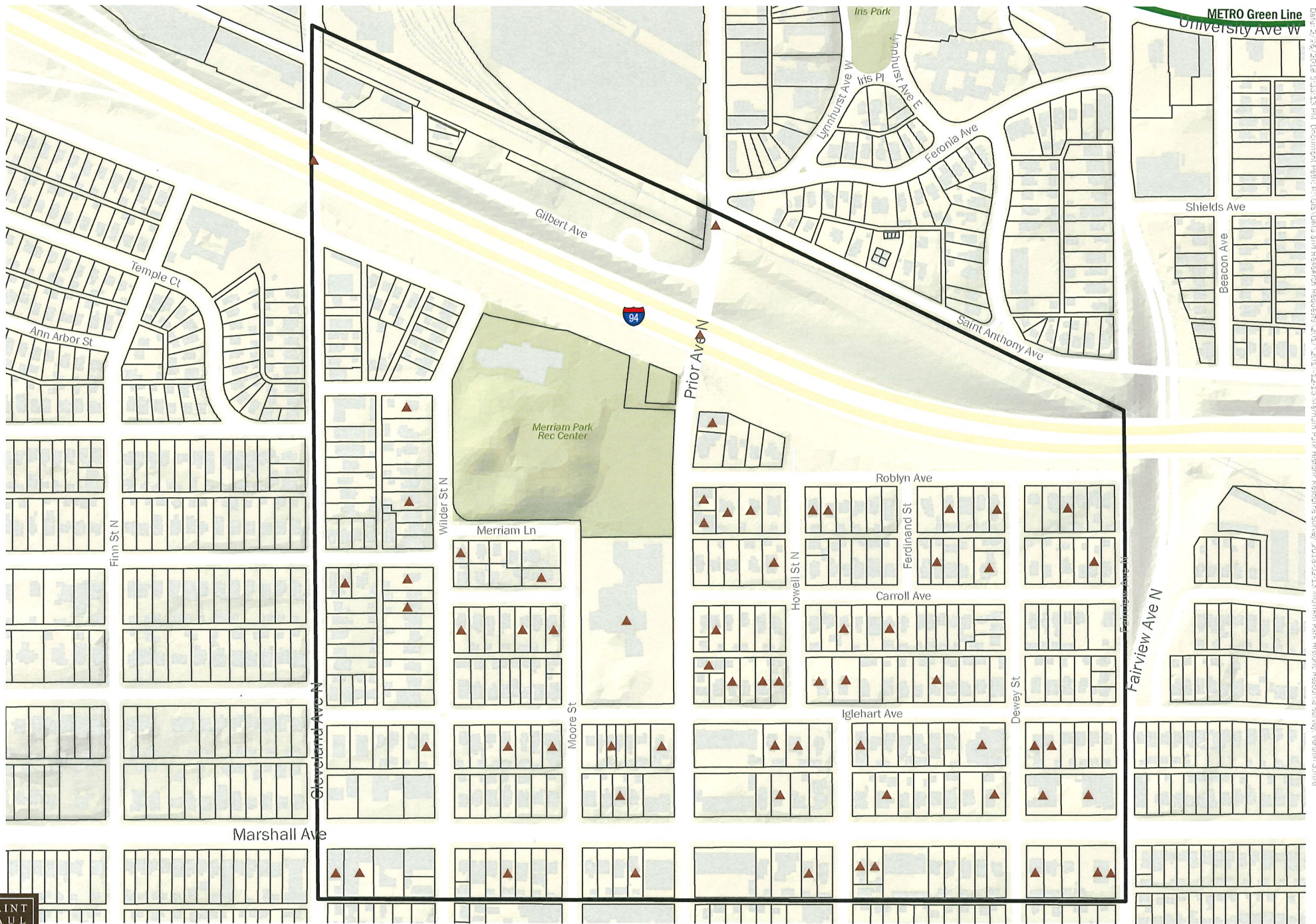
Date 10/18/2017

Approved by the Mayor _____



Chris Coleman

Date 10/20/2017



Drawn 2/26/2018 5:33:13 PM. Document Path: K:\GIS Data and Research\Resurveys_2007_2017_2018_Merriam Park Historic Resource Survey_2018-02-18_Merriam Park Historic Resource Survey_Verion 3.mxd



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

308 land parcels
77.9 parcelized acres
65 previous inventories

 Potential Merriam Park Historic Resource Inventory Area

 Previous Merriam Park Historic Resource Inventories

0 0.05 0.1 0.2 Miles





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

Land Use

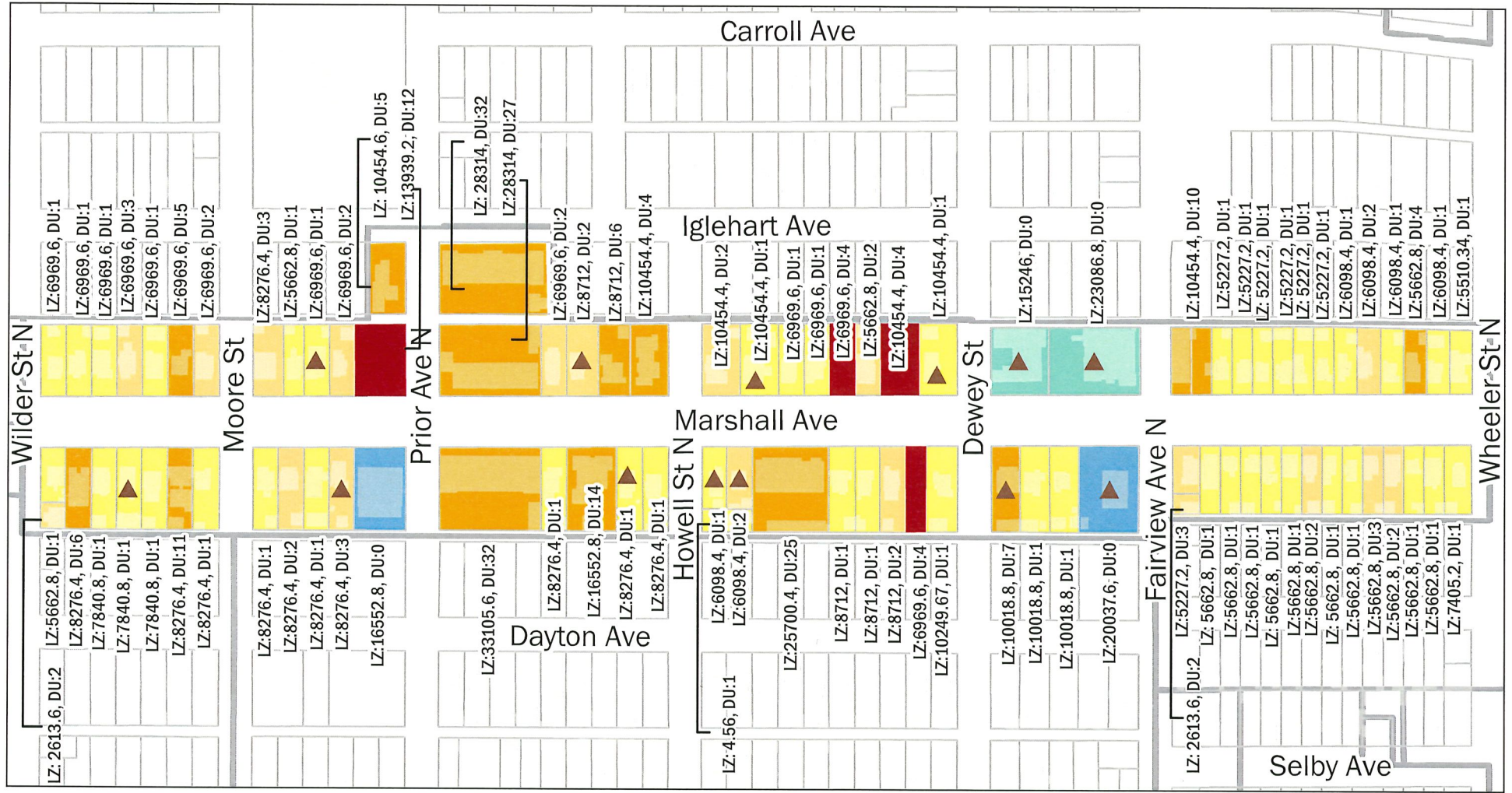
- | | |
|---|---|
|  Single Family Residential |  Mixed Use/Multiple Uses |
|  2 to 3 Family Residential |  Institutional |
|  Multifamily Residential |  Golf Course |
|  Commercial |  Miscellaneous |
|  Industrial | |



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

0 0.03 0.06 0.12 0.18 Miles





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

Land Use

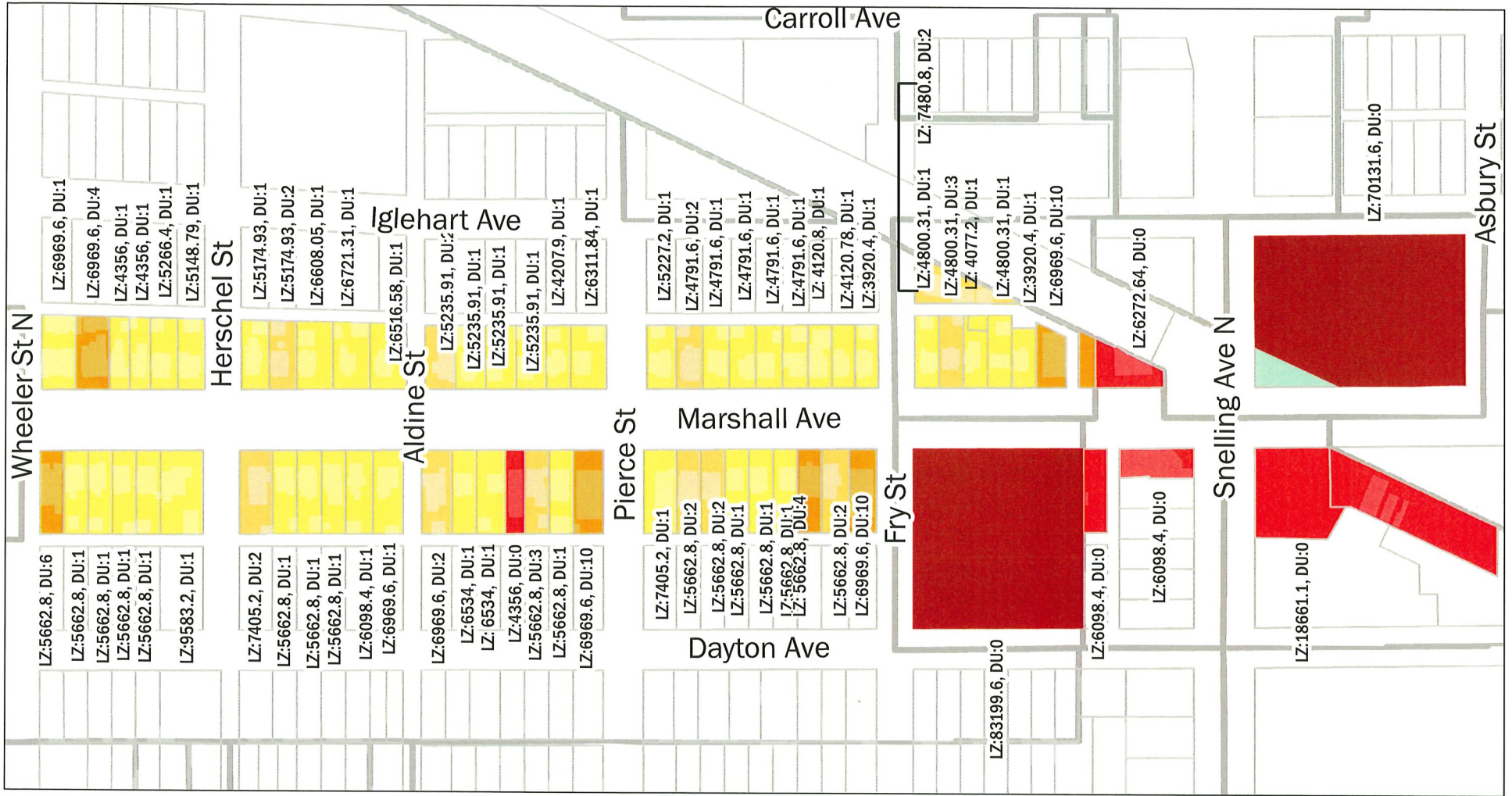
- | | |
|---|---|
|  Previous Merriam Park Historic Resource Inventories |  Industrial |
|  Single Family Residential |  Mixed Use/Multiple Uses |
|  2 to 3 Family Residential |  Institutional |
|  Multifamily Residential |  Golf Course |
|  Commercial |  Miscellaneous |




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

0 0.035 0.07 0.14
 Miles





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

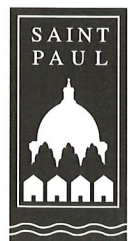
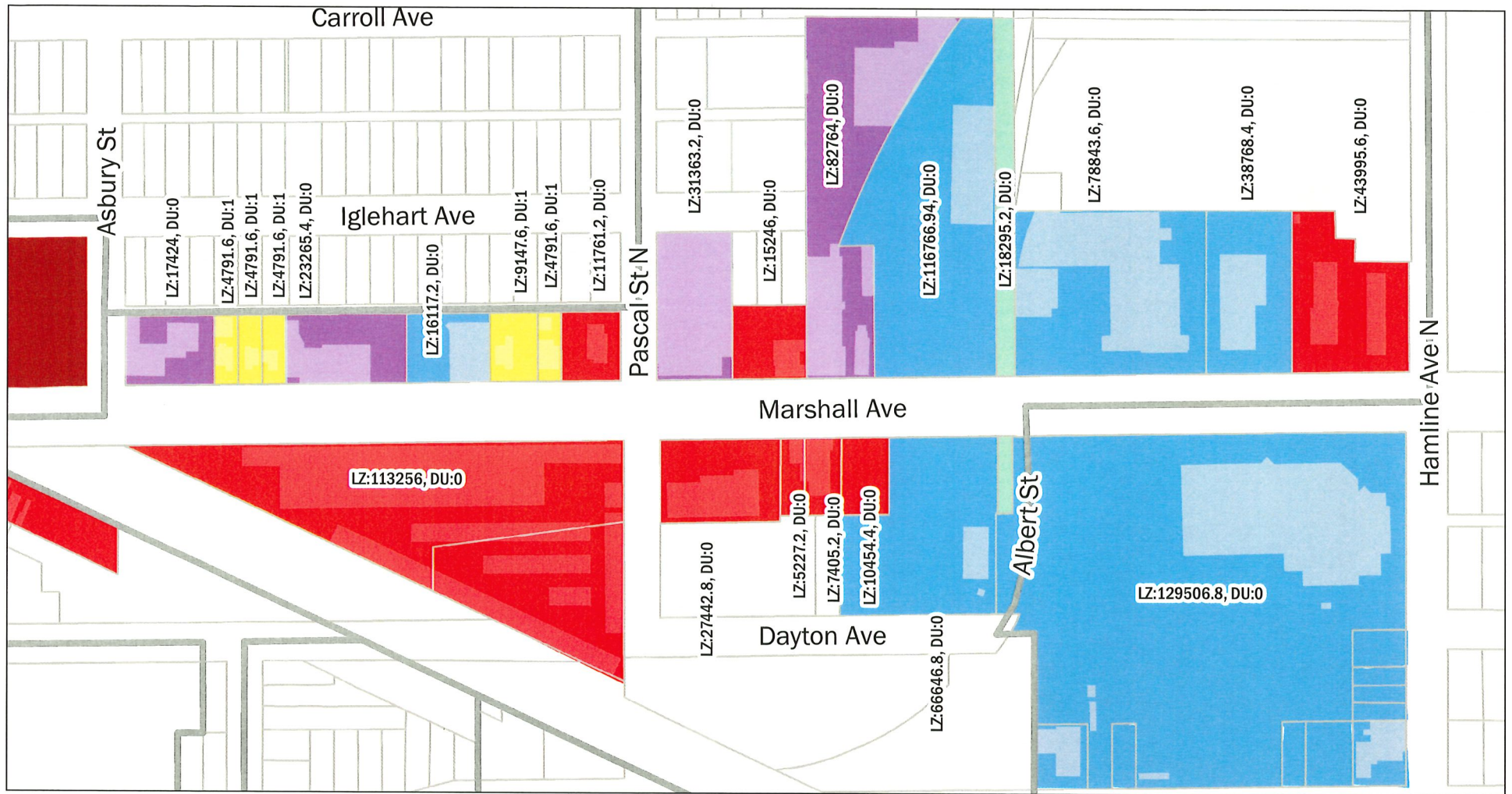


Marshall Avenue: Wheeler to Asbury - Existing Land Use MAP 3

Land Use

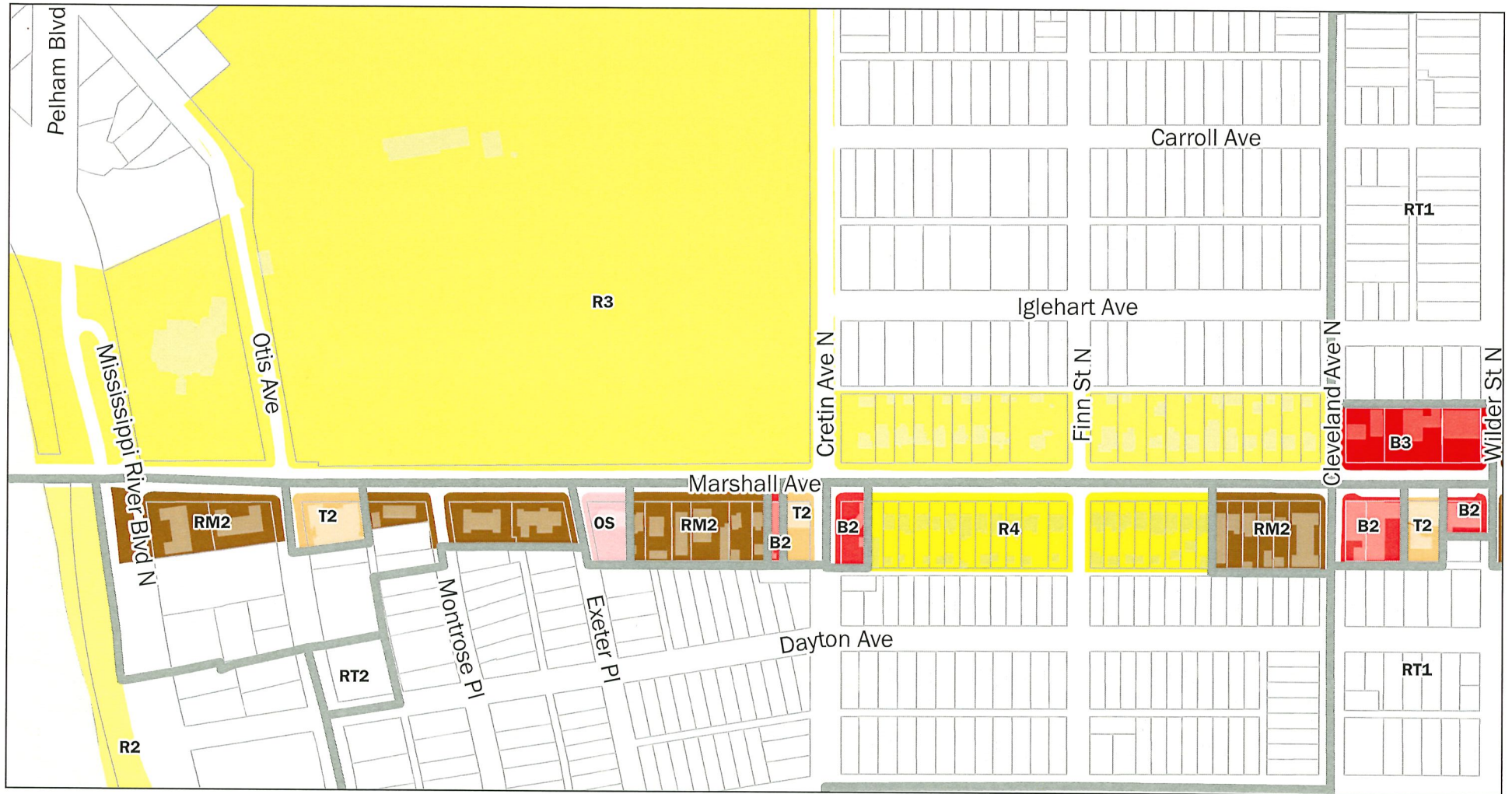
	Single Family Residential		Mixed Use/Multiple Uses
	2 to 3 Family Residential		Institutional
	Multifamily Residential		Golf Course
	Commercial		Miscellaneous
	Industrial		





Marshall Avenue: Asbury to Hamline - Existing Land Use Map 4





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



Zoning District Boundaries
Parcel Boundaries

RL One-Family Large Lot
R1 One-Family
R2 One-Family
R3 One-Family
R4 One-Family

RT1 Two-Family
RT2 Townhouse
RM1 Multiple-Family
RM2 Multiple-Family
RM3 Multiple-Family

T1 Traditional Neighborhood
T2 Traditional Neighborhood
T3 Traditional Neighborhood
T3M T3 with Master Plan
T4 Traditional Neighborhood
T4M T4 with Master Plan

OS Office-Service
B1 Local Business
BC Community Business (converted)
B2 Community Business
B3 General Business
B4 Central Business
B5 Central Business Service

IT Transitional Industrial
ITM IT with Master Plan
I1 Light Industrial
I2 General Industrial
I3 Restricted Industrial

F1 River Residential
F2 Residential Low
F3 Residential Mid
F4 Residential High
F5 Business
F6 Gateway

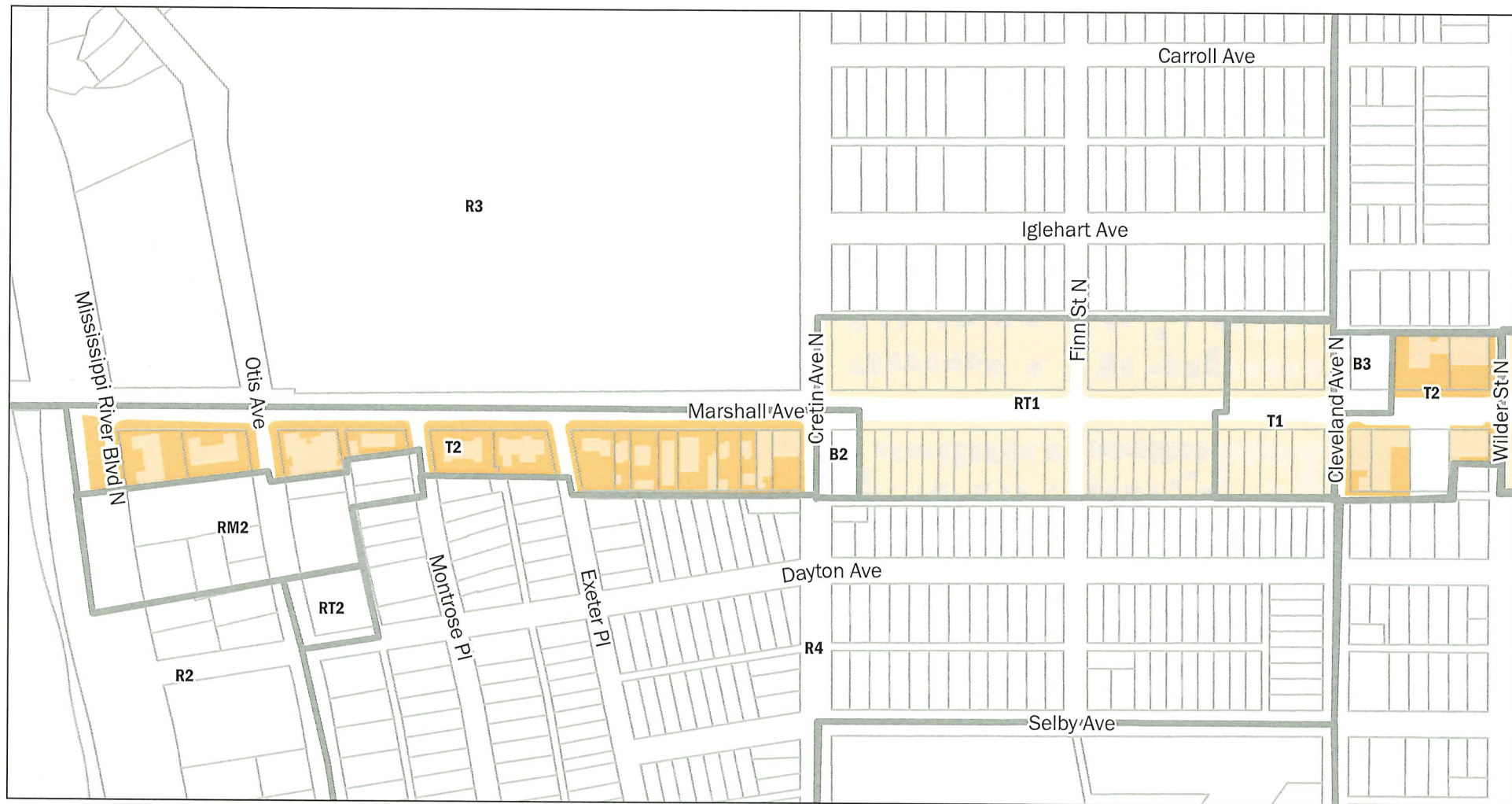
VP Vehicular Parking
PD Planned Development
CA Capitol Area Jurisdiction



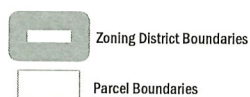
Marshall Avenue: River to Wilder - Existing Zoning MAP 1

0 0.025 0.05 0.1 0.15 0.2 Miles





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



RL One-Family Large Lot
R1 One-Family
R2 One-Family
R3 One-Family
R4 One-Family

RT1 Two-Family
RT2 Townhouse
RM1 Multiple-Family
RM2 Multiple-Family
RM3 Multiple-Family

T1 Traditional Neighborhood
T2 Traditional Neighborhood
T3 Traditional Neighborhood
T3M T3 with Master Plan
T4 Traditional Neighborhood
T4M T4 with Master Plan

OS Office-Service
B1 Local Business
BC Community Business (converted)
B2 Community Business
B3 General Business
B4 Central Business
B5 Central Business Service

IT Transitional Industrial
ITM IT with Master Plan
I1 Light Industrial
I2 General Industrial
I3 Restricted Industrial

F1 River Residential
F2 Residential Low
F3 Residential Mid
F4 Residential High
F5 Business
F6 Gateway

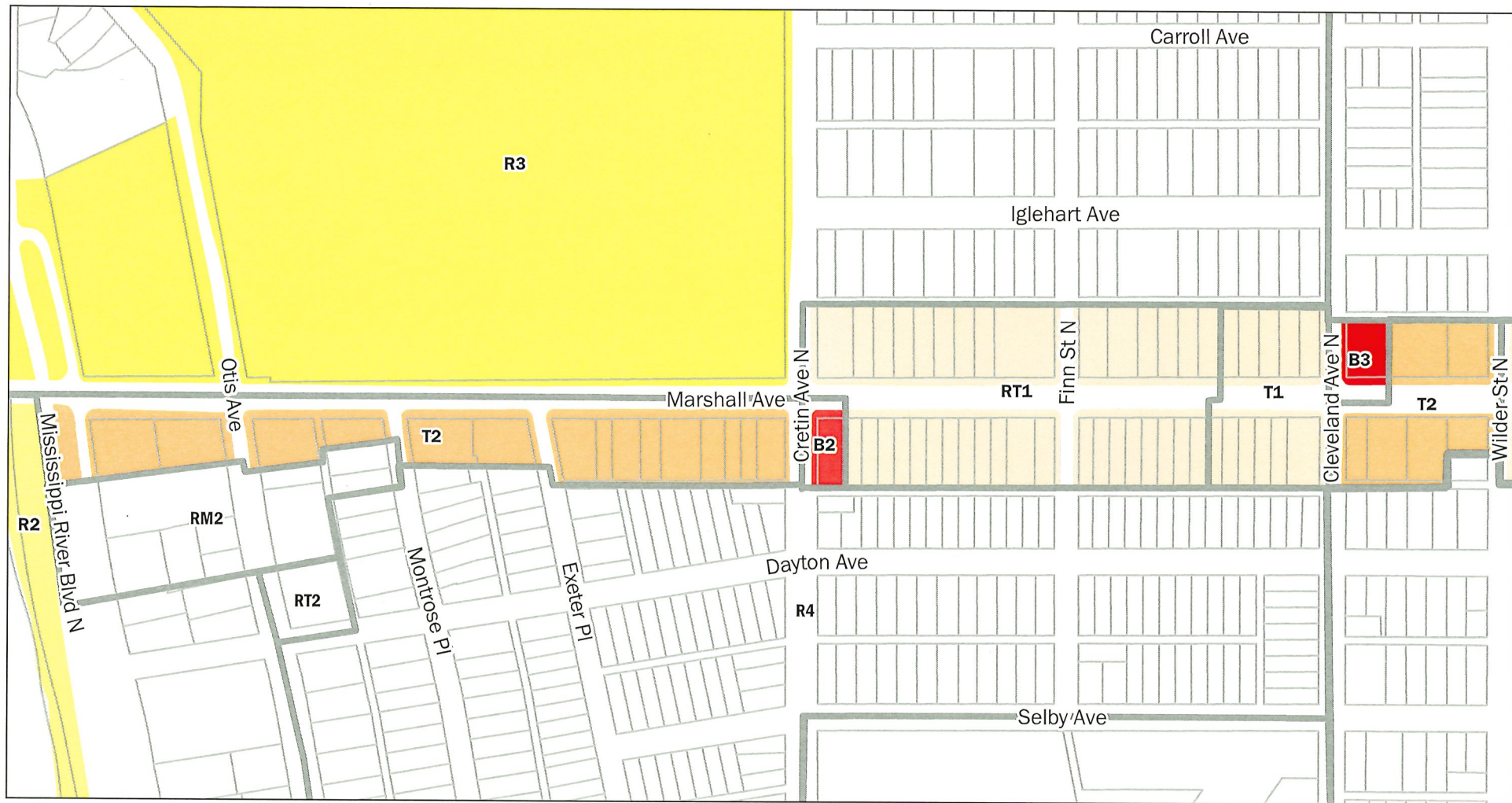
VP Vehicular Parking
PD Planned Development
CA Capitol Area Jurisdiction



Marshall Avenue: River to Wilder - Proposed Zoning Changes 5.18.18 MAP 2

0 0.025 0.05 0.1 0.15 0.2 Miles





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



RL One-Family Large Lot
R1 One-Family
R2 One-Family
R3 One-Family
R4 One-Family

RT1 Two-Family
RT2 Townhouse
RM1 Multiple-Family
RM2 Multiple-Family
RM3 Multiple-Family

T1 Traditional Neighborhood
T2 Traditional Neighborhood
T3 Traditional Neighborhood
T3M T3 with Master Plan
T4 Traditional Neighborhood
T4M T4 with Master Plan

OS Office-Service
B1 Local Business
BC Community Business (converted)
B2 Community Business
B3 General Business
B4 Central Business
B5 Central Business Service

IT Transitional Industrial
ITM IT with Master Plan
I1 Light Industrial
I2 General Industrial
I3 Restricted Industrial

F1 River Residential
F2 Residential Low
F3 Residential Mid
F4 Residential High
F5 Business
F6 Gateway

VP Vehicular Parking
PD Planned Development
CA Capitol Area Jurisdiction

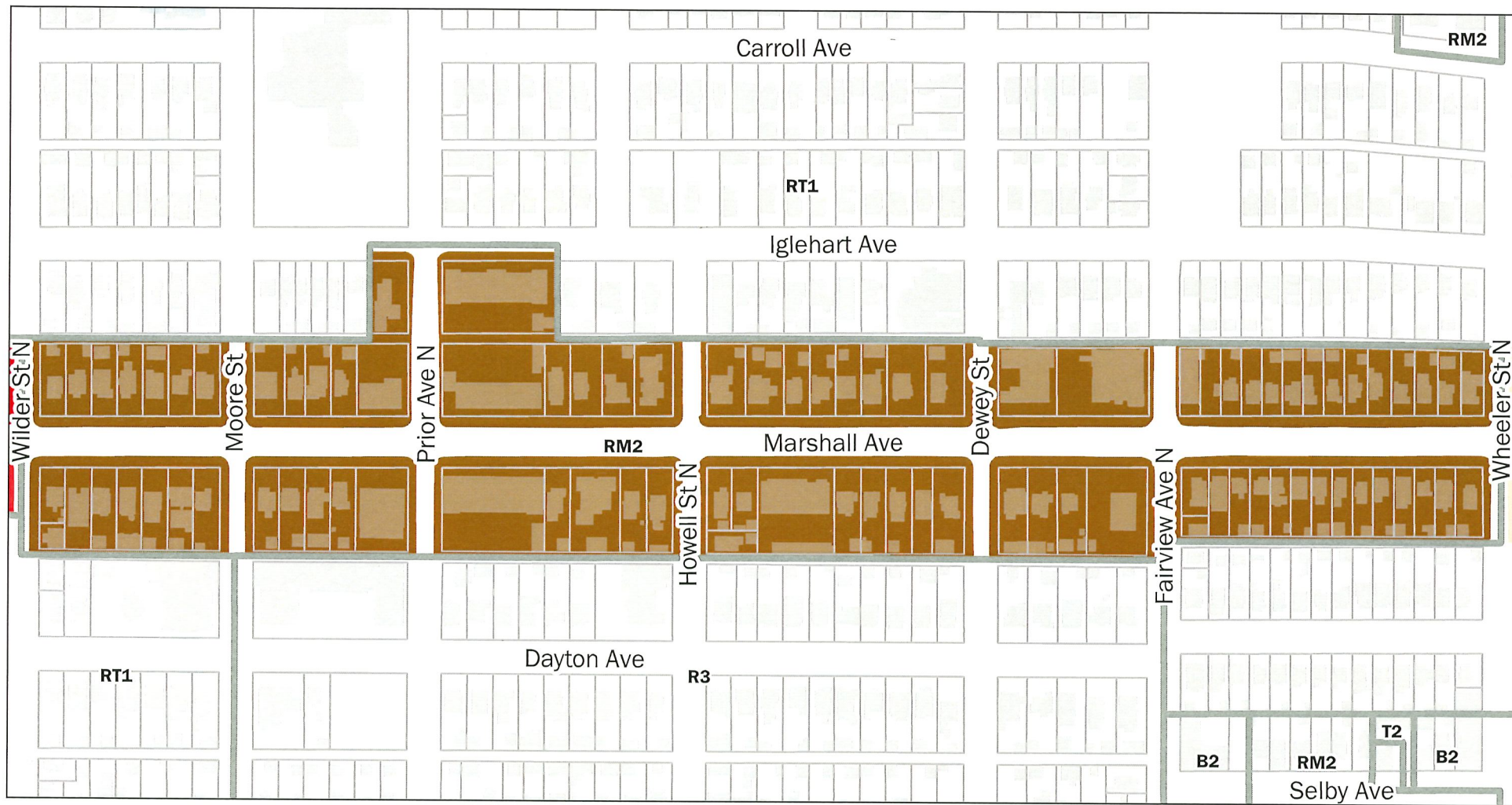


Marshall Avenue: River to Wilder - After Zoning Changes 5.18.18

MAP 3

0 0.025 0.05 0.1 0.15 0.2 Miles





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



RL One-Family Large Lot
R1 One-Family
R2 One-Family
R3 One-Family
R4 One-Family

RT1 Two-Family
RT2 Townhouse
RM1 Multiple-Family
RM2 Multiple-Family
RM3 Multiple-Family

T1 Traditional Neighborhood
T2 Traditional Neighborhood
T3 Traditional Neighborhood
T3M T3 with Master Plan
T4 Traditional Neighborhood
T4M T4 with Master Plan

OS Office-Service
B1 Local Business
BC Community Business (converted)
B2 Community Business
B3 General Business
B4 Central Business
B5 Central Business Service

IT Transitional Industrial
ITM IT with Master Plan
I1 Light Industrial
I2 General Industrial
I3 Restricted Industrial

F1 River Residential
F2 Residential Low
F3 Residential Mid
F4 Residential High
F5 Business
F6 Gateway

VP Vehicular Parking
PD Planned Development
CA Capitol Area Jurisdiction

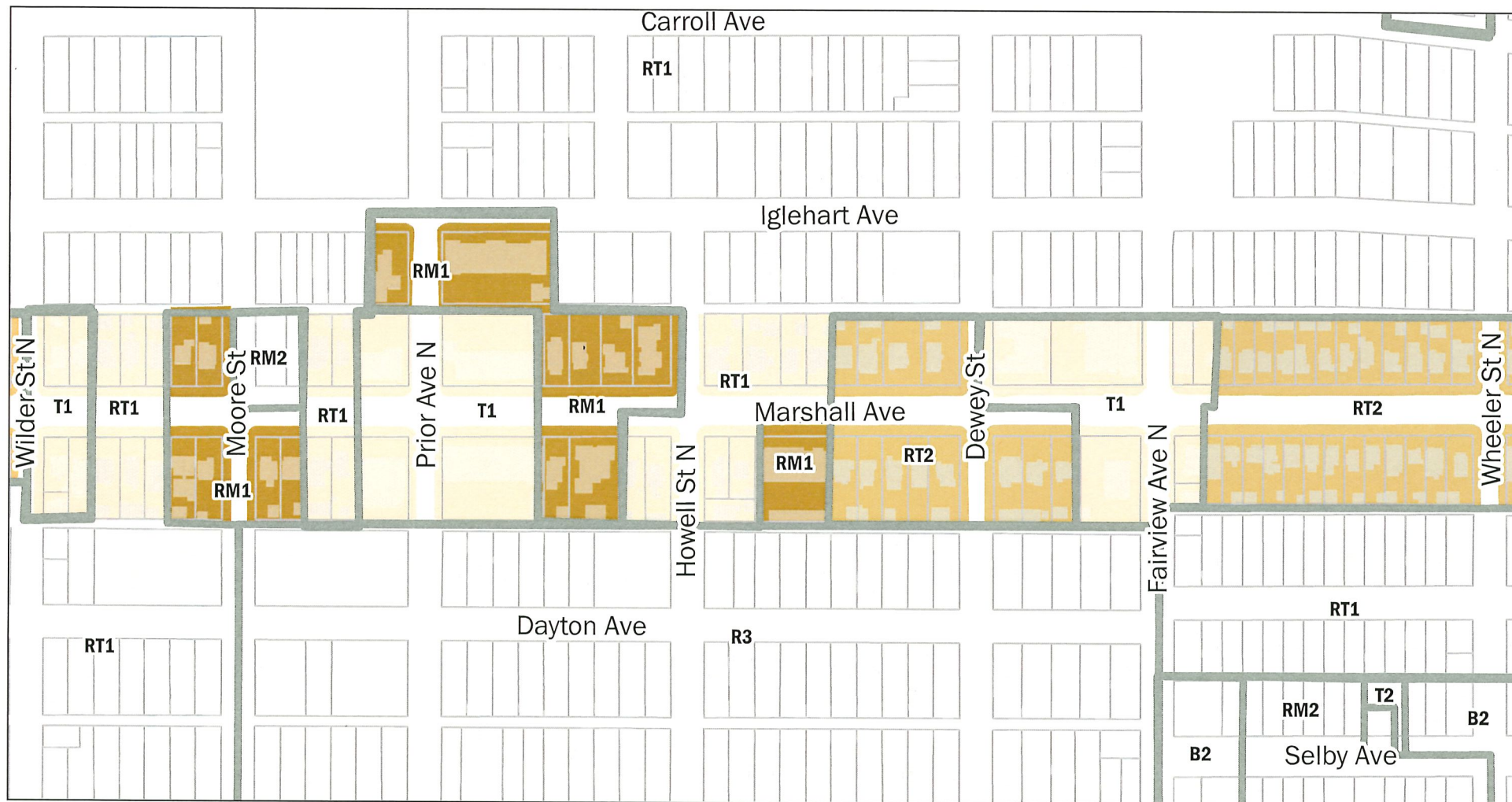


Marshall Avenue: Wilder to Wheeler - Existing Zoning

Map 4

0 0.025 0.05 0.1 0.15 Miles





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



RL One-Family Large Lot
R1 One-Family
R2 One-Family
R3 One-Family
R4 One-Family

RT1 Two-Family
RT2 Townhouse
RM1 Multiple-Family
RM2 Multiple-Family
RM3 Multiple-Family

T1 Traditional Neighborhood
T2 Traditional Neighborhood
T3 Traditional Neighborhood
T3M T3 with Master Plan
T4 Traditional Neighborhood
T4M T4 with Master Plan

OS Office-Service
B1 Local Business
BC Community Business (converted)
B2 Community Business
B3 General Business
B4 Central Business
B5 Central Business Service

IT Transitional Industrial
ITM IT with Master Plan
I1 Light Industrial
I2 General Industrial
I3 Restricted Industrial

F1 River Residential
F2 Residential Low
F3 Residential Mid
F4 Residential High
F5 Business
F6 Gateway

VP Vehicular Parking
PD Planned Development
CA Capitol Area Jurisdiction

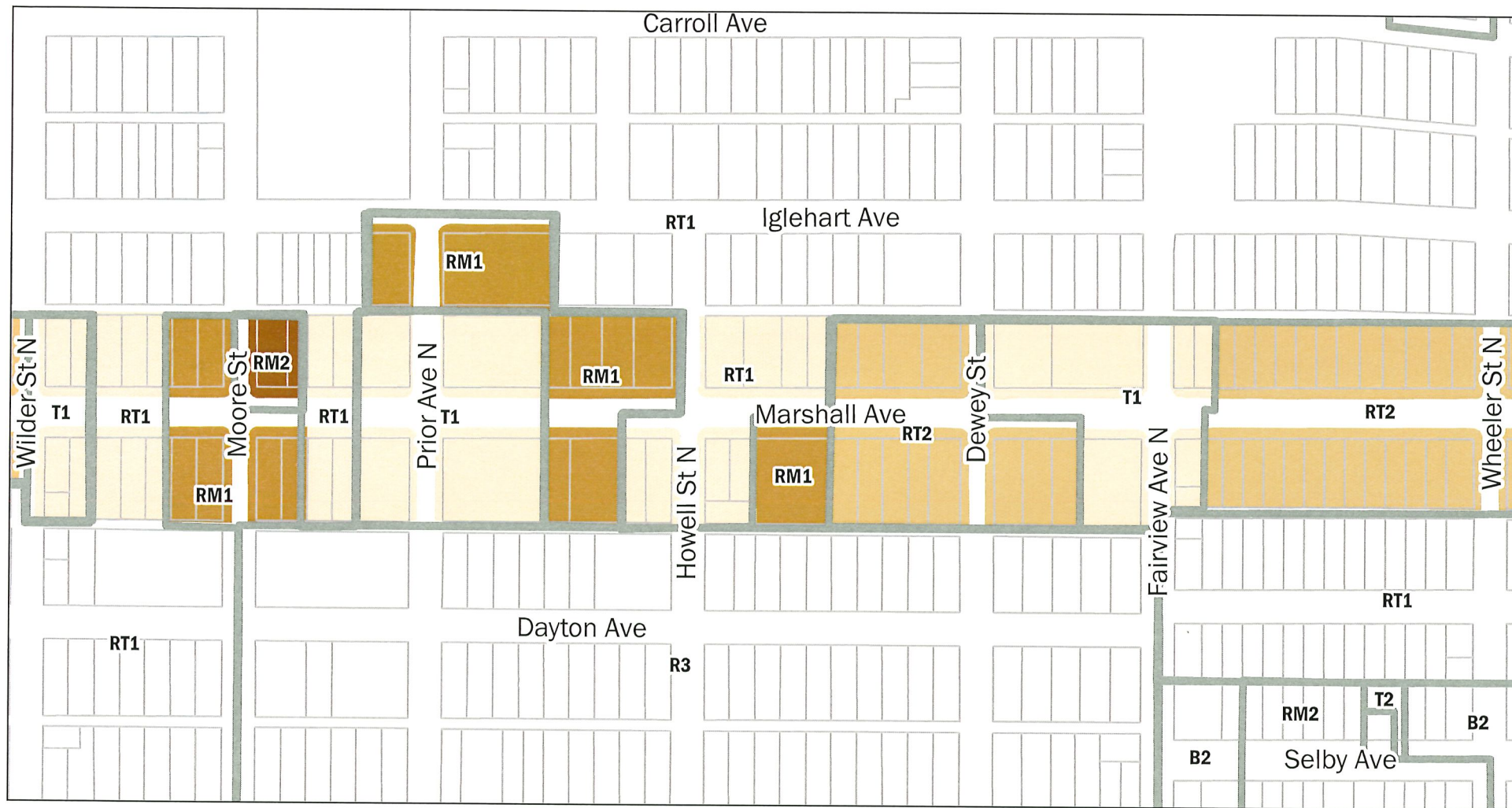


Marshall Avenue: Wilder to Wheeler - Proposed Zoning Changes 5.18.18

MAP 5

0 0.02 0.04 0.08 0.12 0.16 Miles





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



RL One-Family Large Lot
R1 One-Family
R2 One-Family
R3 One-Family
R4 One-Family

RT1 Two-Family
RT2 Townhouse
RM1 Multiple-Family
RM2 Multiple-Family
RM3 Multiple-Family

T1 Traditional Neighborhood
T2 Traditional Neighborhood
T3 Traditional Neighborhood
T3M T3 with Master Plan
T4 Traditional Neighborhood
T4M T4 with Master Plan

OS Office-Service
B1 Local Business
BC Community Business (converted)
B2 Community Business
B3 General Business
B4 Central Business
B5 Central Business Service

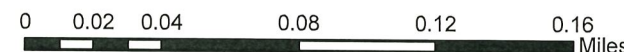
IT Transitional Industrial
ITM IT with Master Plan
I1 Light Industrial
I2 General Industrial
I3 Restricted Industrial

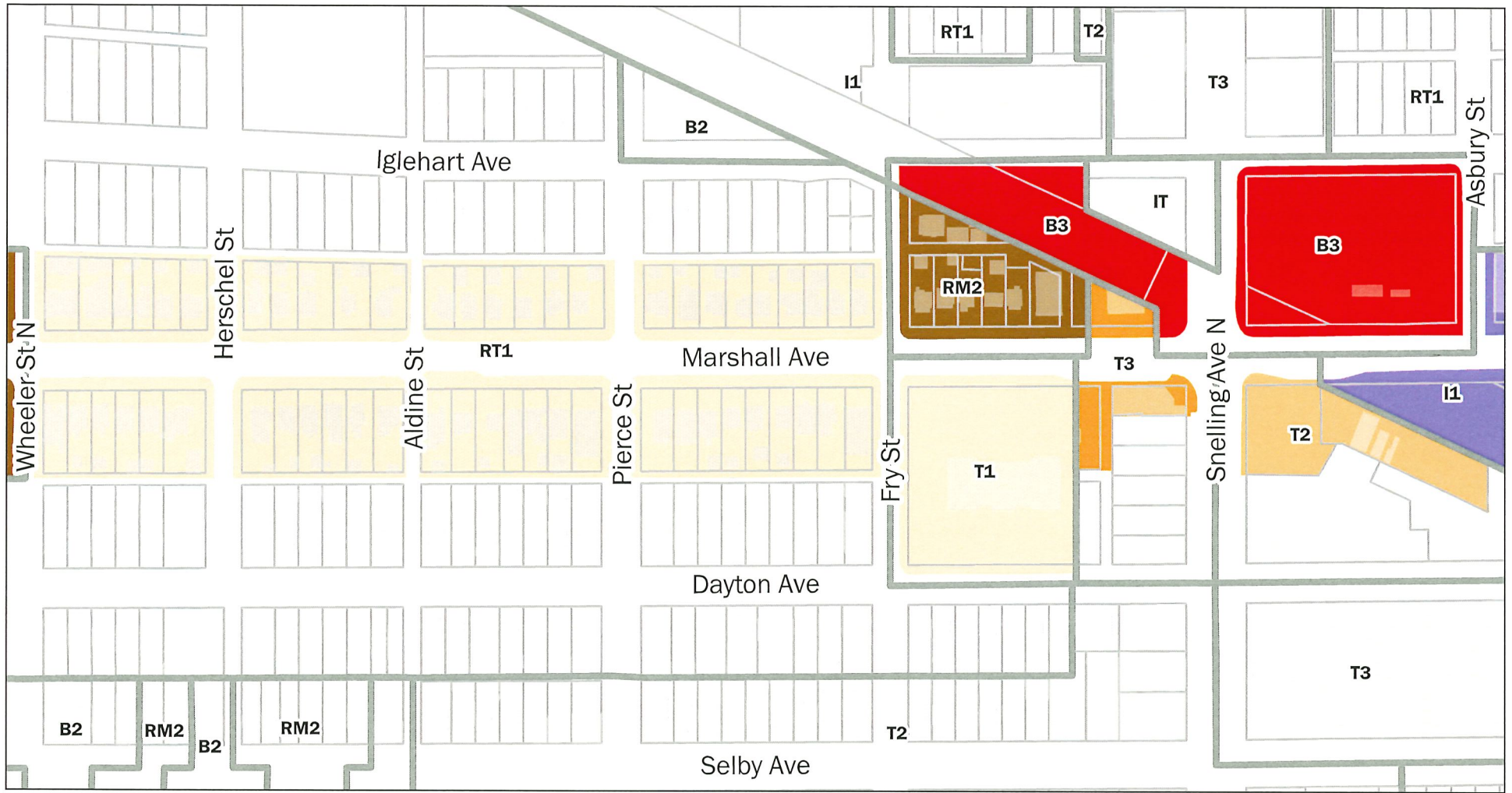
F1 River Residential
F2 Residential Low
F3 Residential Mid
F4 Residential High
F5 Business
F6 Gateway

VP Vehicular Parking
PD Planned Development
CA Capitol Area Jurisdiction



Marshall Avenue: Wilder to Wheeler - After Zoning Changes 5.18.18 MAP 6





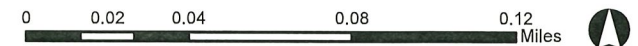
Zoning districts in study area are shaded in colors below; balance of zoning shown with white background.

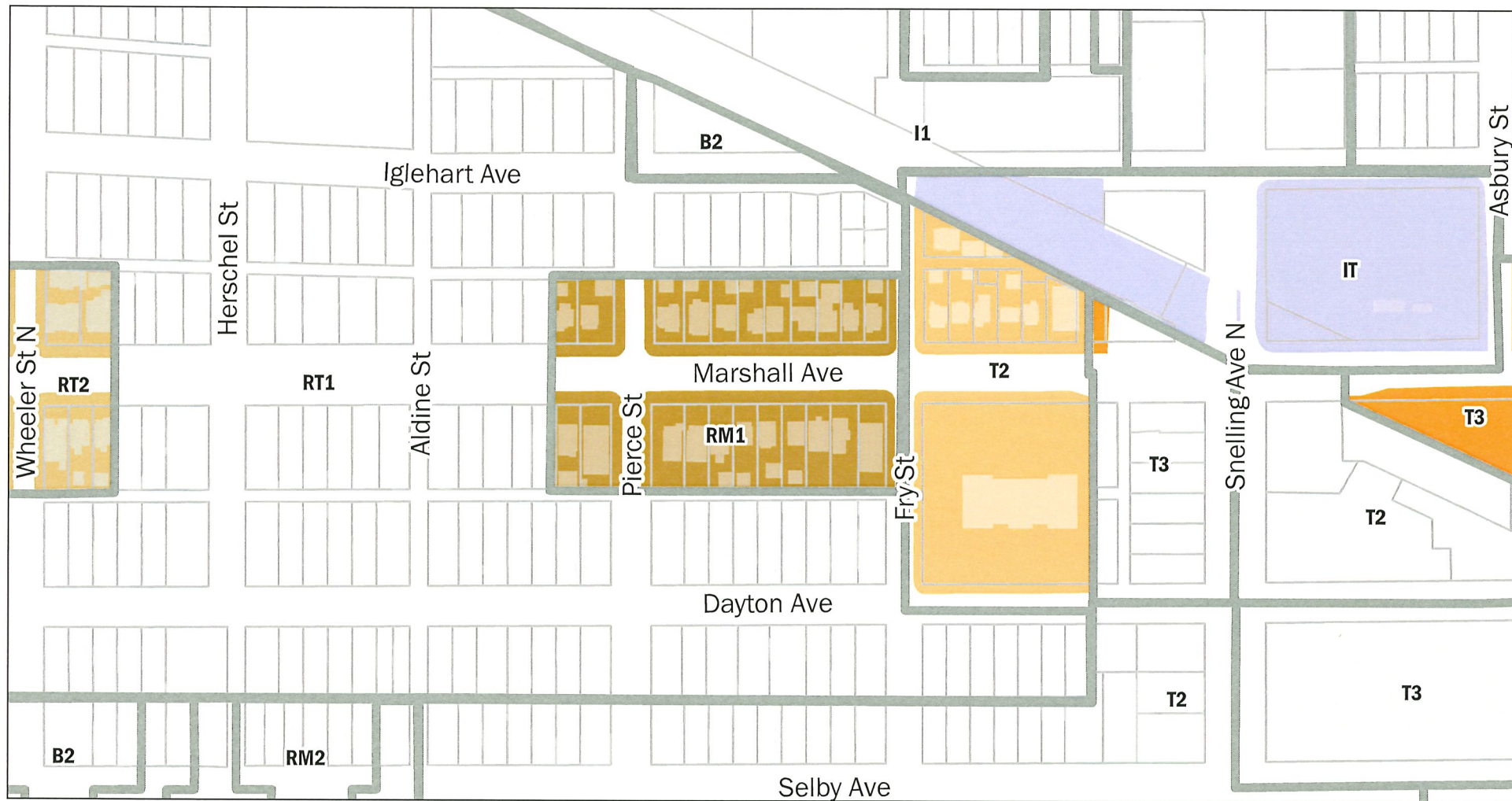


RL One-Family Large Lot	RT1 Two-Family	T1 Traditional Neighborhood	OS Office-Service	IT Transitional Industrial	F1 River Residential	VP Vehicular Parking
R1 One-Family	RT2 Townhouse	T2 Traditional Neighborhood	B1 Local Business	ITM IT with Master Plan	F2 Residential Low	PD Planned Development
R2 One-Family	RM1 Multiple-Family	T3 Traditional Neighborhood	BC Community Business (converted)	I1 Light Industrial	F3 Residential Mid	CA Capitol Area Jurisdiction
R3 One-Family	RM2 Multiple-Family	T3M T3 with Master Plan	B2 Community Business	I2 General Industrial	F4 Residential High	
R4 One-Family	RM3 Multiple-Family	T4 Traditional Neighborhood	B3 General Business	I3 Restricted Industrial	F5 Business	
		T4M T4 with Master Plan	B4 Central Business		F6 Gateway	
			B5 Central Business Service			



Marshall Avenue: Wheeler to Asbury - Existing Zoning Map 7





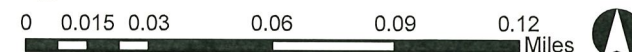
Zoning districts in study area are shaded in colors below; balance of zoning shown with white background.

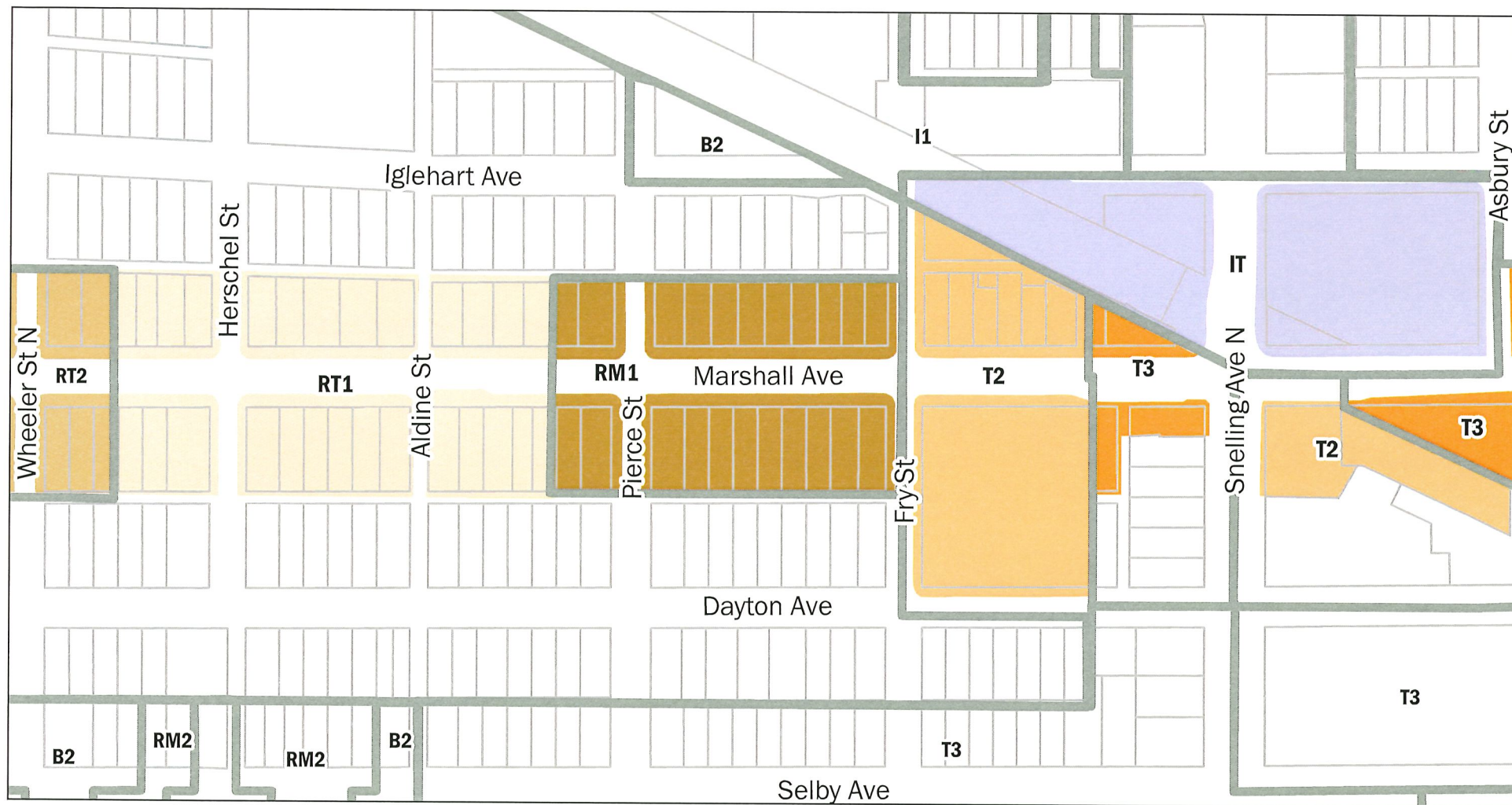


RL One-Family Large Lot	RT1 Two-Family	T1 Traditional Neighborhood	OS Office-Service	IT Transitional Industrial	F1 River Residential	VP Vehicular Parking
R1 One-Family	RT2 Townhouse	T2 Traditional Neighborhood	B1 Local Business	ITM IT with Master Plan	F2 Residential Low	PD Planned Development
R2 One-Family	RM1 Multiple-Family	T3 Traditional Neighborhood	BC Community Business (converted)	I1 Light Industrial	F3 Residential Mid	CA Capitol Area Jurisdiction
R3 One-Family	RM2 Multiple-Family	T3M T3 with Master Plan	B2 Community Business	I2 General Industrial	F4 Residential High	
R4 One-Family	RM3 Multiple-Family	T4 Traditional Neighborhood	B3 General Business	I3 Restricted Industrial	F5 Business	
		T4M T4 with Master Plan	B4 Central Business		F6 Gateway	
			B5 Central Business Service			



Marshall Avenue: Wheeler to Asbury - Proposed Zoning Changes 5.18.18 MAP 8





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



Zoning District Boundaries
Parcel Boundaries

RL One-Family Large Lot
R1 One-Family
R2 One-Family
R3 One-Family
R4 One-Family

RT1 Two-Family
RT2 Townhouse
RM1 Multiple-Family
RM2 Multiple-Family
RM3 Multiple-Family
RM4 Multiple-Family

T1 Traditional Neighborhood
T2 Traditional Neighborhood
T3 Traditional Neighborhood
T3M T3 with Master Plan
T4 Traditional Neighborhood
T4M T4 with Master Plan

OS Office-Service
B1 Local Business
BC Community Business (converted)
B2 Community Business
B3 General Business
B4 Central Business
B5 Central Business Service

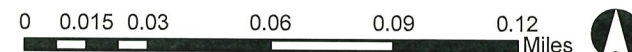
IT Transitional Industrial
ITM IT with Master Plan
I1 Light Industrial
I2 General Industrial
I3 Restricted Industrial

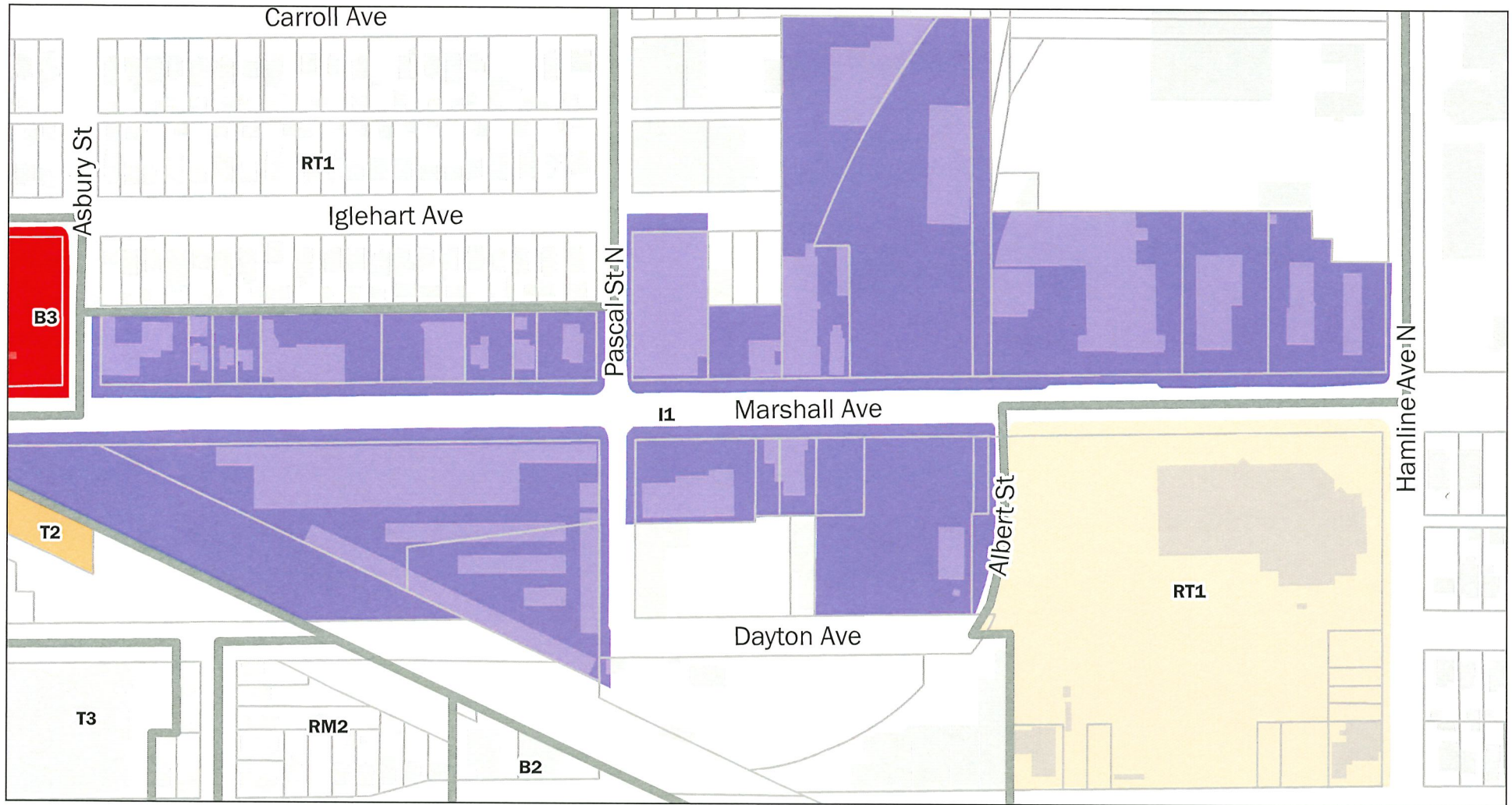
F1 River Residential
F2 Residential Low
F3 Residential Mid
F4 Residential High
F5 Business
F6 Gateway

VP Vehicular Parking
PD Planned Development
CA Capitol Area Jurisdiction



Marshall Avenue: Wheeler to Asbury - After Zoning Changes 5.18.18 MAP 9





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



RL One-Family Large Lot	RT1 Two-Family	T1 Traditional Neighborhood	OS Office-Service	IT Transitional Industrial	F1 River Residential	VP Vehicular Parking
R1 One-Family	RT2 Townhouse	T2 Traditional Neighborhood	B1 Local Business	ITM IT with Master Plan	F2 Residential Low	PD Planned Development
R2 One-Family	RM1 Multiple-Family	T3 Traditional Neighborhood	BC Community Business (converted)	I1 Light Industrial	F3 Residential Mid	CA Capitol Area Jurisdiction
R3 One-Family	RM2 Multiple-Family	T3M T3 with Master Plan	B2 Community Business	I2 General Industrial	F4 Residential High	
R4 One-Family	RM3 Multiple-Family	T4 Traditional Neighborhood	B3 General Business	I3 Restricted Industrial	F5 Business	
		T4M T4 with Master Plan	B4 Central Business		F6 Gateway	
			B5 Central Business Service			

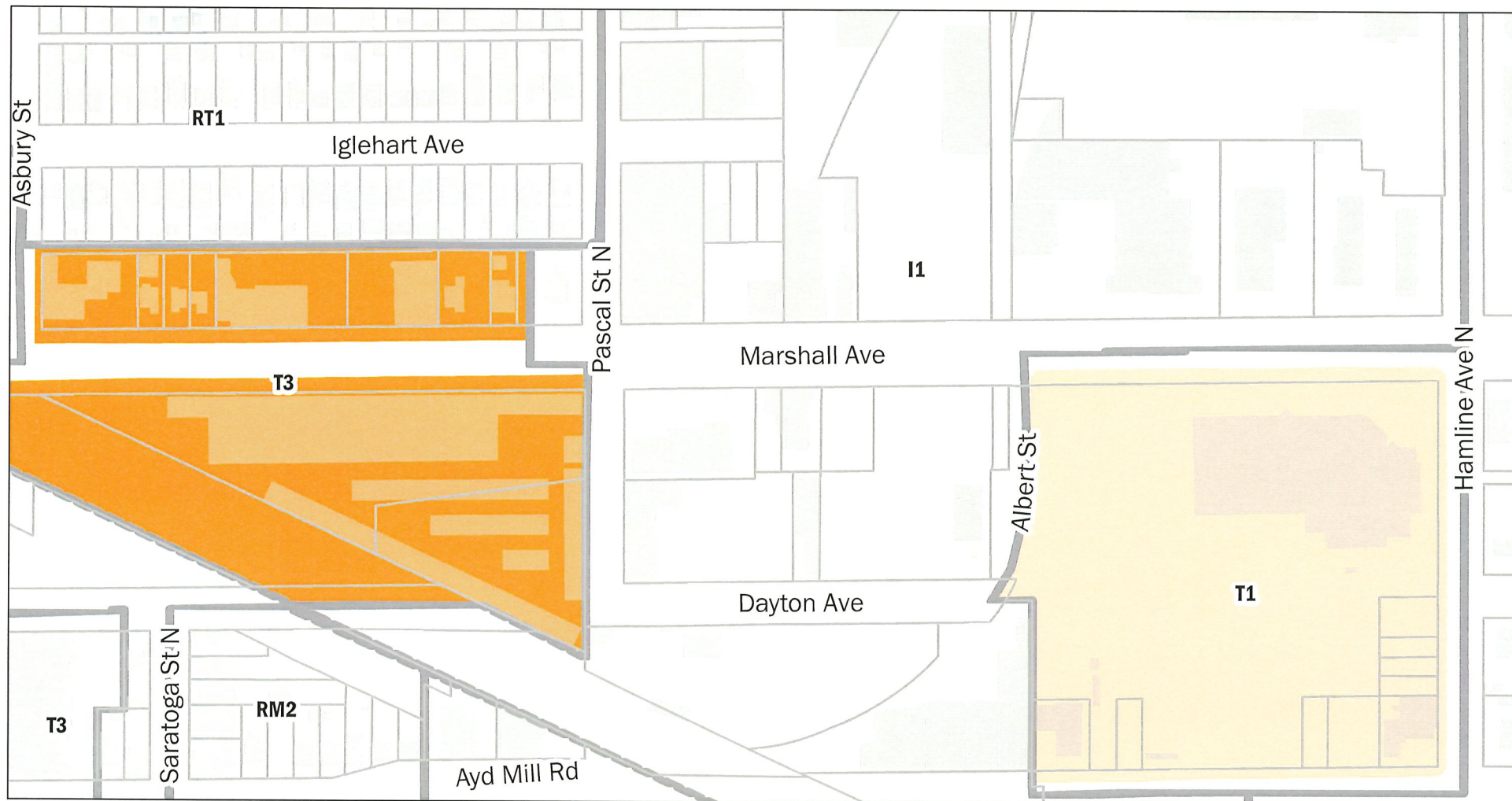


Marshall Avenue: Asbury to Hamline - Existing Zoning

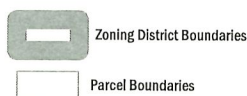
Map 10

0 0.025 0.05 0.1 0.15 Miles





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

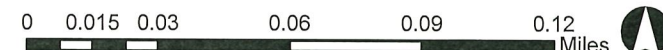


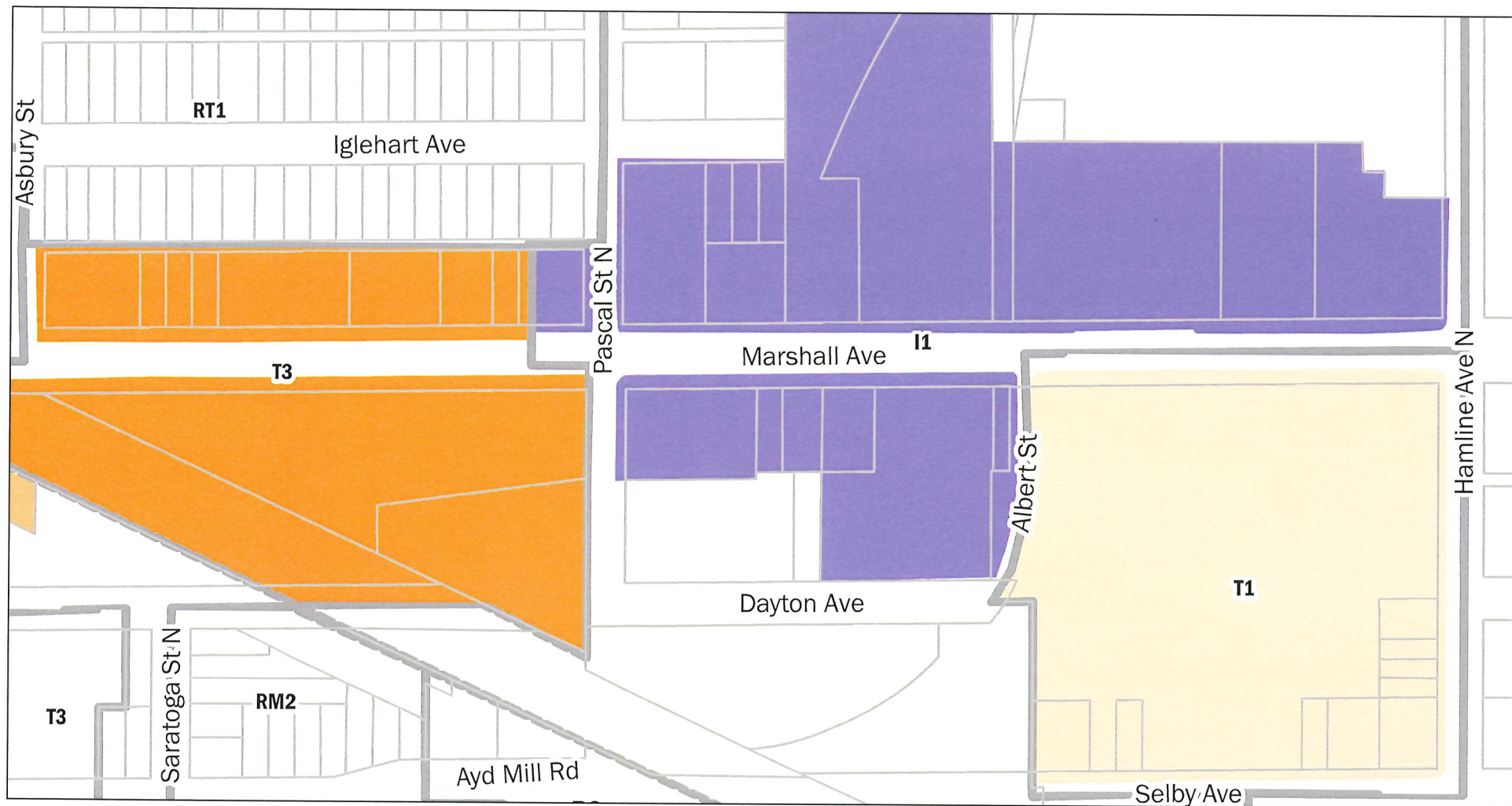
RL One-Family Large Lot	RT1 Two-Family	T1 Traditional Neighborhood	OS Office-Service	IT Transitional Industrial	F1 River Residential	VP Vehicular Parking
R1 One-Family	RT2 Townhouse	T2 Traditional Neighborhood	B1 Local Business	ITM IT with Master Plan	F2 Residential Low	PD Planned Development
R2 One-Family	RM1 Multiple-Family	T3 Traditional Neighborhood	BC Community Business (converted)	I1 Light Industrial	F3 Residential Mid	CA Capitol Area Jurisdiction
R3 One-Family	RM2 Multiple-Family	T3M T3 with Master Plan	B2 Community Business	I2 General Industrial	F4 Residential High	
R4 One-Family	RM3 Multiple-Family	T4 Traditional Neighborhood	B3 General Business	I3 Restricted Industrial	F5 Business	
		T4M T4 with Master Plan	B4 Central Business		F6 Gateway	
			B5 Central Business Service			



Marshall Avenue: Asbury to Hamline - Proposed Zoning Changes 5.18.18

MAP 11





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

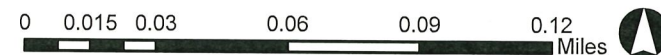


RL One-Family Large Lot	RT1 Two-Family	T1 Traditional Neighborhood	OS Office-Service	IT Transitional Industrial	F1 River Residential	VP Vehicular Parking
R1 One-Family	RT2 Townhouse	T2 Traditional Neighborhood	B1 Local Business	ITM IT with Master Plan	F2 Residential Low	PD Planned Development
R2 One-Family	RM1 Multiple-Family	T3 Traditional Neighborhood	BC Community Business (converted)	I1 Light Industrial	F3 Residential Mid	CA Capitol Area Jurisdiction
R3 One-Family	RM2 Multiple-Family	T3M T3 with Master Plan	B2 Community Business	I2 General Industrial	F4 Residential High	
R4 One-Family	RM3 Multiple-Family	T4 Traditional Neighborhood	B3 General Business	I3 Restricted Industrial	F5 Business	
		T4M T4 with Master Plan	B4 Central Business		F6 Gateway	
			B5 Central Business Service			



Marshall Avenue: Asbury to Hamline - After Zoning Changes 5.18.18

MAP 12



city of saint paul
planning commission resolution
file number
date

WHEREAS, the Saint Paul City Council initiated the West Marshall Avenue Zoning Study by RES 17-1713 on October 18, 2017; and

WHEREAS, the scope of the zoning study as identified in RES 17-1713 is limited to those parcels within the West Marshall Study Area, defined as parcels with frontage along Marshall Avenue between Mississippi River Boulevard and Hamline Avenue; and

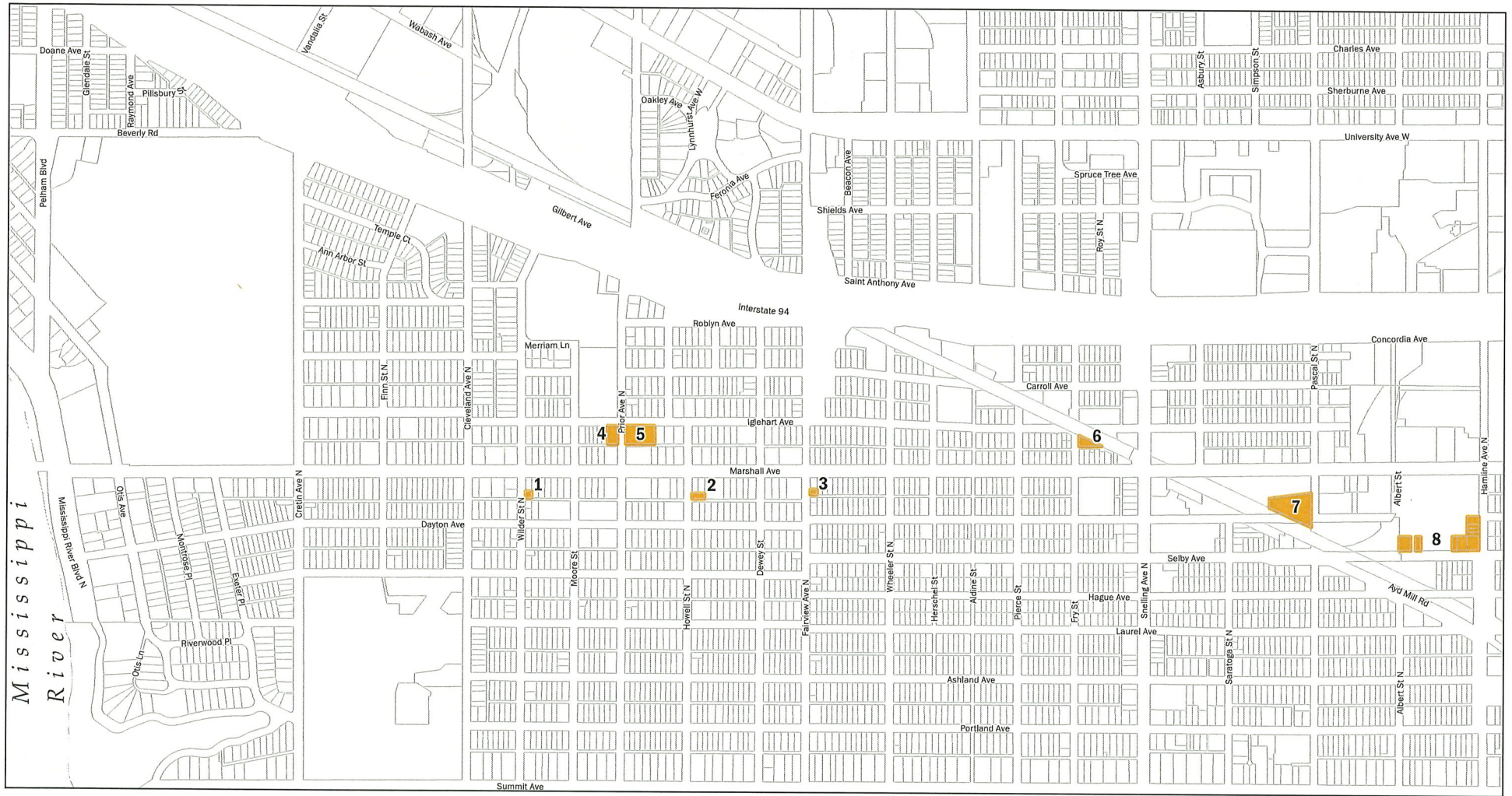
WHEREAS, in the process of undertaking the zoning study planning staff identified several locations where it is reasonable to amend the study area to include parcels not identified by the City Council to ensure zoning districts are logical and appropriate; and

WHEREAS, the Comprehensive and Neighborhood Planning Committee, at its meeting on May 2, 2018 reviewed proposed zoning changes and discussed amending the Marshall Avenue Study Area to include the following parcels to ensure zoning districts are logical and appropriate:

1. The parcel fronting on Wilder Street that is immediately south of the parcel located at the southeast corner of Marshall and Wilder
2. The parcel fronting on Howell Street that is immediately south of the two parcels located at the southeast corner of Marshall and Howell
3. The parcel fronting on Fairview Avenue that is immediately south of the parcel located at the southeast corner of Marshall and Fairview
4. The parcel fronting on Igelhart Avenue that is located at the southwest corner of Igelhart and Prior
5. The parcel fronting on Igelhart Avenue that is located at the southeast corner of Igelhart and Prior
6. The triangularly shaped parcel north of the alley and adjacent to the railroad right of way in the block at the northeast corner of Marshall and Fry
7. The triangularly shaped parcel on the west side of Pascal Street located at the northwest corner of Pascal and Dayton
8. The nine parcels in the block bounded by Marshall, Hamline, Selby, and Albert that front on Selby and Hamline

NOW, THEREFORE BE IT RESOLVED by the Saint Paul Planning Commission that the West Marshall Study Area is hereby amended to include the parcels identified in this resolution.

moved by _____
seconded by _____
in favor _____
against _____



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



Moratorium Area
Zoning District Boundaries
Parcel Boundaries

RL One-Family Large Lot
R1 One-Family
R2 One-Family
R3 One-Family
R4 One-Family

RT1 Two-Family
RT2 Townhouse
RM1 Multiple-Family
RM2 Multiple-Family
RM3 Multiple-Family

T1 Traditional Neighborhood
T2 Traditional Neighborhood
T3 Traditional Neighborhood
T3M T3 with Master Plan
T4 Traditional Neighborhood
T4M T4 with Master Plan

OS Office-Service
B1 Local Business
BC Community Business (converted)
B2 Community Business
B3 General Business
B4 Central Business
B5 Central Business Service

IT Transitional Industrial
ITM IT with Master Plan
I1 Light Industrial
I2 General Industrial
I3 Restricted Industrial

F1 River Residential
F2 Residential Low
F3 Residential Mid
F4 Residential High
F5 Business
F6 Gateway

VP Vehicular Parking
PD Planned Development
CA Capitol Area Jurisdiction



West Marshall Avenue Parcels Added to the Study Area

0 0.075 0.15 0.3 0.45 0.6 Miles



Union Park Neighborhood Group Recommendations & Maps

Marshall Avenue Neighborhood Group Follow-up (as of May 1, 2018):
Details and Policy Rationale for Revising the Zoning based on Saint Paul City
Council Resolution 17-1713

General Overview of City Authority:

- Saint Paul City Council Resolution 17-1713, which authorized the West Marshall Avenue Zoning Study, states that:

*While redevelopment interest is welcome, **redevelopment that is not consistent with the goals and requirements of the City's Comprehensive Plan would not be in the best interests of the City generally and this area of Marshall Avenue specifically.***

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

That is, existing west Marshall Avenue zoning controls were deemed inadequate in the face of increasing "redevelopment interest" and that tighter regulation was urgently needed to comply with the City's Comprehensive Plans. Accordingly, in mandating a special West Marshall Avenue zoning study (ahead of the regular scheduled review for the City's 2040 Comprehensive Plan), Res. 17-1713 prescribed that:

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

Our neighborhood group analysis has sought, first, to fulfill the City Council's mandate by finding current inconsistencies between the **City's 2030 Comprehensive Plan**, as expressed and qualified further in the **Union Park 2016 Community Plan**, and zoning policy along West Marshall Avenue (from the Mississippi River to Hamline Avenue) and, second, to identify appropriate remedies towards re-establishing consistency among these City and Union Park comprehensive plans.

- The City's Comprehensive Plan identifies West Marshall Avenue as a **Residential Corridor**, defined as:

"This land use includes segments of street corridors that run through Established Neighborhoods that are predominately characterized by medium-density residential uses. Some portions of Residential Corridors could support additional housing."

Medium density is defined as 4-30 dwelling units/acre. ***It is important to underscore***

that the City Plan identifies West Marshall as a two-lane Residential Corridor, not a 4-lane Mixed-Use Corridor like nearby Snelling Avenue.

- The Union Park 2016 Community Plan (formally approved and enacted by the City Council) identifies key basic objectives about residential areas and especially established neighborhoods, such as this West Marshall Avenue:

LU. 1. Support land uses that preserve Union Park as a ***connected, walkable, mixed-use, sustainable neighborhood with a pedestrian-oriented, human-scale streetscape.***

LU 2. Preserve the well-kept, **traditional feel and scale of the neighborhood.**

LU 2.1. Maintain and establish zoning that preserves lower-density, single-family homes and duplexes outside of mixed-use corridors.

LU2.2 Encourage the continued use and rehabilitation of existing structures, districts, and landscapes to preserve the historic character of residential and commercial districts.

LU2.3 Ensure that new development fits within the character and scale of adjacent neighborhoods.

H1. Preserve Union Park's pedestrian-scale neighborhoods, while **promoting a range of housing types and affordability** to meet the needs of people at different life stages with different housing needs.

H1.1 Support multi-unit mixed-use development in mixed-use corridors [such as Snelling Avenue] that can accommodate higher density levels, while minimizing impacts on adjacent lower density areas, and discourage multi-unit housing and retail uses that are incompatible with single-family residential areas.

H1.2 Support efforts to develop a wide range of housing affordability levels, promoting more affordable housing along major transit routes including Snelling Bus Rapid Transit and the Green Line Light Rail line.

H1.3 Support housing development designed to promote pedestrian, bicycle, and public transit activity.

H2. **Preserve and improve the character and maintenance of Union Park's neighborhoods for the next 10 years and beyond.**

H2.2 Encourage rehabilitation of existing housing stock.

H2.2a. New residential construction shall be **consistent with the character of the surrounding homes, while minimizing impact on the neighborhood.**

H3. Recognize and accommodate student-housing needs while respecting the rights and concerns of all community stakeholders (students, families, colleges,

landlords, businesses, etc.).

H3.5 Prioritize the **development of multi-unit student housing in mixed-use corridors [such as Snelling Avenue] over the expansion of single-family rental units in traditional neighborhoods.**

HP1. Integrate historic significance into Union Park's housing, environmental, land use, and economic development decision-making processes, supporting preservation over demolition.

HP2. Identify, evaluate, designate, and preserve historic resources in the District.

We note, in particular, the role of rehabilitating existing housing stock, such as the modification of large homes into duplex arrangements, which **promotes two aims simultaneously: affordability of housing and preservation of homes with historic character.** The common term among planning professionals is “naturally occurring affordable housing,” or *NOAH*.

- These maps **envision growth -- but growth from current land use**, not from some zoning classification, which may or may not characterize the current status of the properties or the neighborhood in general. For example, the area from Wilder to Wheeler is currently *zoned* as RM2 — 5-story multi-family residential (and it has been zoned RM2 for decades) — but the current *LAND USE* is a mixture of 2½-story single-family homes and 2–3-story apartment buildings. The city planner's recent analysis documents that 56% of West Marshall Avenue's structures are currently single family/homestead uses. The appropriate benchmark for envisioning and measuring growth in real, concrete terms is where we are now. This is why it is essential to compare any proposed “after” with current land use as the only relevant “before.” That said, there is indeed existing pressure from new developers to build higher-density 5-story buildings with dormitory-style apartments along west Marshall Avenue, primarily for students, as evidenced by the soon-to-be-constructed Marshall & Moore Apartments project (1973/1977 Marshall Avenue). This new building, in full compliance with current zoning, reflects a **sudden and dramatic increase in density — over six-fold — compared to the previous land use on the same property and compared to the adjacent properties on all sides.** New zoning code must anticipate how Marshall Avenue can accommodate and balance some higher-density multi-family housing without the destroying its primarily single-family character. .

- Again, these maps **envision growth — but “smart growth,” not “swath growth.”** They take into consideration the nature of the neighborhood, the surrounding properties, and character of the streetscape familiar to local residents of this residential corridor.

Mississippi River to Wilder

- The map presents **growth** along much of this segment — again, **measured against current land use, not current zoning**.

Property	Current Land Use	Rationale in Policy (relevant sections from St. Paul's 2030 Comprehensive Plan and Union Park 2016 Community Plan)	Neighborhood Group Recommendation
River Blvd. to Otis	3-story apartments	Promotes growth where it has minimal impact on neighbors. Introduces some commercial service opportunities at transportation crossroads (car, bike and pedestrian traffic at River Rd.); 4-lane roadway supports larger structures	RM2 to T3
@ Exeter	2-story(?) office	allows density facing Town & Country Club (less neighborhood to integrate into)	OS to T2
Exeter to Cretin	3-story apartments, single-family homes, and triplex	allows density facing Town & Country Club (less neighborhood to integrate into)	RM2 to T2
@ Cretin (SW corner)	business	H1, LU1.1, LU1.2, LU3.2 allows residence on upper levels	B2 to T2
Cretin to Cleveland	single-family homes and duplexes	H1, H1.5, H2.2, H2.4 (NOAH) allows increased density while maintaining existing housing stock and character of established neighborhood	R4 to RT1
Cretin to Cleveland	multi-family (on 2 adjacent lots, south-side mid-block)	LU2.1	RM2 to RM1
@ Cleveland	4 single-family homes and 1 duplex on NW corner	Neighborhood center. LU 1.1, LU1.2, LU2.2, LU2.3, LU3.2, H1.1	R4 to T1

@ Cleveland	apartments. on SW corner	Neighborhood center and node. LU1.2, LU2.2, LU2.3, LU3.2, H1.1 Residential dwelling unit square footage requirements discourage high-density dormitory-style housing that is inconsistent with neighborhood	RM2 to T1
Cleveland to Wilder	local businesses	Neighborhood center. LU1 allows business to move to street to enhance intimate character; moves parking to rear; allows residential use on upper floors; residential dwelling unit square footage requirements discourage high-density dormitory-style housing that is inconsistent with neighborhood	B2 to T2 B3 to T2

Wilder to Wheeler

- This segment already reflects **the Comprehensive Plan’s ideal of a Residential Corridor**—with its mix of housing types, from single-family homes, duplexes and triplexes, apartment buildings, and 4- and 6-plexes (H1.2). Given the density of churches and other institutions, such as a deaf community center (Charles Thompson Hall), a public library, and a childcare facility, it would be inappropriate to open this segment to unfettered, development. **Current zoning**, which allows 5-story buildings, such as high-density dormitory-style housing with 48 units/acre or up to 175 residents/acre, **is inconsistent with the City's Comprehensive Plan for growth on a Residential Corridor**. The Union Park Community Plan’s 2016 objectives explicitly call to “**preserve the well-kept, traditional feel and scale of the neighborhood**” (LU2) and “**preserve and improve the character and maintenance of Union Park’s neighborhoods for the next 10 years and beyond**” (H2). Current land use, not current zoning, is the benchmark for measuring the potential for growth. This stretch of Marshall Avenue (excluding Fairview to Wheeler) is currently part of broader Merriam Park historic resource survey being conducted by the City's Heritage Preservation Commission.

- As noted, however, one can find opportunities to entertain growth almost anywhere, and in this segment they occur at two neighborhood “**residential**” nodes — at **Prior and Fairview** (highlighted here in gold). Both have stoplights and

allow access across I-94 to the light rail, although there are no intersecting north-south bus lines. Here, we propose modest scale integration of 3-story apartments with businesses (**T1**) — imagine for example, a chiropractor, a florist, a bakery, a coffee shop, a barber or salon, or a local computer and tech-repair shop.

- Concentrating growth at nodes, rather than in long uninterrupted swaths — recall the dramatic comparison of current zoning to current land use— and exemplifies well what we call “**smart zoning, not swath zoning**.” Here, it allows the character of the residential neighborhoods north and south of Marshall to flow across the avenue, without being divided like a high-density I-94 corridor being run through Rondo (**LU1 objective on a “connected” neighborhood**). It is also a good example where growth—by upzoning from current use—may be consistent with downzoning from current (and inappropriate) existing *zoning*. This is precisely the aim of aligning inadequate controls with the City’s Comprehensive Plan in the face of unregulated over-development.

Property	Current Land Use	Rationale in Policy.	Recommendation
Wilder to Wheeler	single-family residential, including 13 properties identified in the historic resources survey (contrasts with RM2 zoning)	LU1, H1, H1.5, H2.2, H2.4, HP1 (NOAH) allows increased density while maintaining existing housing stock and character and connectivity of established neighborhood	RM2 to RT1
Wilder to Wheeler	multi-family 4-plexes and 6-plexes (2- and 3-story) (contrasts with 5-story RM2 zoning)	H1, H1.5, H2.2, H2.4 (NOAH) allows increased density while maintaining existing housing stock and character of established neighborhood Residential dwelling unit square footage requirements discourage high-density dormitory-style housing that is inconsistent with character of established neighborhood of 2.5 story homes and 3-story apartments	RM2 to RM1

@ Prior	multi-family (apts.)	<p>H1.1, H1.2 (access to I-94 & light rail), H1.3, LU1.2, LU1.3, LU2.3</p> <p>allows modest commercial services at a “neighborhood node,” while instituting design criteria to maintain character of the neighborhood</p> <p>Residential dwelling unit square footage requirements discourage high-density dormitory-style housing that is inconsistent with character of established neighborhood of 2.5 story homes and 3-story apts.</p>	RM2 to T1
Iglehart @ Prior (SW corner)	group home, identified in historic resource survey	HP2.3	RM2 to RT1
Iglehart @ Prior (SE corner)	multi-family (3-story apts.)	<p>HP1.</p> <p>maintain at current land use</p> <p>Residential dwelling unit square footage requirements discourage high-density dormitory-style housing that is inconsistent with character of established neighborhood of 2.5 story homes and 3-story apts.</p>	RM2 to RM1
@ Fairview	<p>multi-family apt. (NE corner) and duplex (SE corner)</p> <p><i>Note:</i> A commercial center already exists 1 block to south.</p>	<p>H1.1, H1.2 (access to I-94 & light rail), H1.3, LU1.2, LU1.3, LU2.3</p> <p>allows modest commercial services at a “neighborhood node,” while instituting design criteria to maintain character of the neighborhood</p> <p>Residential dwelling unit square footage requirements discourage high-density dormitory-style housing that is inconsistent with character of established neighborhood of 2.5 story homes and 3-story apts.</p>	RM2 to T1

Fairview to Wheeler	single-family residential, including 3 of the state's inventoried historic properties (contrasts with existing RM2 zoning)	H1, H1.5, H2.2, H2.4, HP1 (NOAH) allows increased density while maintaining existing housing stock and character of established neighborhood Residential dwelling unit square footage requirements discourage high-density dormitory-style housing that is inconsistent with character of established neighborhood of 2.5 story homes and 3-story apts.	RM2 to RM1
---------------------	--	---	------------

Wheeler to Snelling

- Like the section from Wilder to Wheeler, this segment of Marshall Avenue is currently a mix of single-family homes, duplexes and triplexes, 2–3-story apartment buildings, and 4- and 6-plexes—in keeping with the concept of a **Residential Corridor**. 7 buildings are identified as inventoried historic properties by the State Historic Preservation Office (Union Park 2016 Community Plan, Appendix 3, p. 23).
- Selby Avenue, two blocks to the south, was once the trolley line and is already **another major corridor**, hosting many multi-family residences and businesses, such as a bar, gardening store, hair salon, small deli, furniture stripper, antique stores, and restaurants.
- Once again, we return to the **baseline of current land use** to assess “**smart growth**” that extends organically from it. Current land use is primarily single-family homes and some duplexes and triplexes. Proposed growth is upzoning to 2-family homes (again, allowing NOAH).
- On the east end, the **Residential Corridor** could make way to a **gradual transition to the Mixed-Use Corridor** on Snelling, with a block of 3-story multi-family apartments and then a block of mixed-use buildings with traditional neighborhood design (T1 and T2), all possibly replacing existing single-family homes over time.

Property	Current Land Use	Rationale in Policy.	Recommendation
Wheeler to Pierce	single-family homes and duplexes, including 7 of the State's inventoried historic properties	LU1, H1, H1.5, H2.2, H2.4, HP1 (NOAH) allows increased density while maintaining existing housing stock and character and connectivity of established neighborhood	<i>maintain</i> RT1
Wheeler to Pierce (selected properties)	triplexes	match current land use Residential dwelling unit square footage requirements discourage high-density dormitory-style housing that is inconsistent with character of established neighborhood of 2.5 story homes and 3-story apts.	RT1 to RT2 (specific relevant properties)
Pierce to Fry	mixed single-family homes, duplexes and triplexes	residential transition to mixed-residential/commercial Residential dwelling unit square footage requirements discourage high-density dormitory-style housing that is inconsistent with character of established neighborhood of 2.5 story homes and 3-story apts.	RT1 to RM1
Fry to Snelling	single-family homes, 1 duplex and 1 multi-plex	LU1.1 mixed residential-commercial as transition to mixed-use corridor	RM2 to T1 RT1 to T2 B3 to T1

Snelling to Hamline

- This segment and the whole area around it, from the railroad tracks to I-94 **needs bold reimagining**, given the new construction of Midway Stadium, the light rail and highly likely demand for redevelopment in the area. It no longer makes sense to have such an industrial zone in a residential area. The City needs to guide redevelopment here, helping to shepherd existing industries to nearby sites on Pierce Butler (or the newly abandoned Amtrak station, for example), and envision a new residential community that might accommodate seniors, for example. This is to align zoning controls with the Union Park Community Plan: “Explore opportunities to increase density levels and promote new development along

key corridors that support transit-oriented development, including ... along Marshall Avenue between Snelling and Hamline Avenues” (LU1.1). This is the occasion to begin and promote this exploration.

Property	Current Land Use	Rationale in Policy	Recommendation
Snelling to Albert	mixed residential, business, light industrial, and institutional	LU1.1, with its emphasis on east of Snelling, H1, H1.2	I1 to T3
Albert to Hamline (N)	institutional	LU1.1, with its emphasis on east of Snelling, H1, H1.2	I1 to RM2
Albert to Hamline (S)	institutional	LU1.1, with its emphasis on east of Snelling, H1, H1.2	RT1 to T1

Review of the Consistency between the Neighborhood's Proposed Zoning and the City's Comprehensive Plan and Union Park District's Community Plan

LU. 1. Support land uses that preserve Union Park as a *connected, walkable, mixed-use, sustainable neighborhood with a pedestrian-oriented, human-scale streetscape*

> The proposed **focus of development at "neighborhood centers" and "residential nodes"** (rather than in broad uninterrupted "swaths") fosters connectivity of the neighborhoods north and south of Marshall, while still allowing the potential for growth along a Residential Corridor.

> The proposed **mix of housing types** supports both the core concept of a Residential Corridor while promoting a the human scale and walkability of the streetscape along a broadly structured 2-lane road..

LU 2. Preserve the well-kept, traditional feel and scale of the neighborhood.

> The proposed **focus on increasing density based on current land use (not current zoning)** helps preserve the scale and character of the neighborhood, while allowing for stepwise growth. In particular, a long segment hosting almost 3 dozen properties listed on St. Paul's Historic Resources Survey and the State's Historic Resource Inventory are not immediately susceptible to be dwarfed by a swath of 4- or 5-story buildings.

LU 2.1. Maintain and establish zoning that preserves lower-density, single-family homes and duplexes outside of mixed-use corridors.

As a **Residential Corridor, not a Mixed-Use Corridor**, the proposed changes accommodate the need for growth, while preserving a sampling of single-family homes and duplexes. particular,

LU2.2 Encourage the continued use and rehabilitation of existing structures, districts, and landscapes to preserve the historic character of residential and commercial districts.

The proposed designation of current single-family home land-use as RT1 zoning promotes the conversion of historic buildings to higher-density use. (This is also consistent with **Objective HP1** on promoting preservation of existing housing stock over demolition.)

LU2.3 Ensure that new development fits within the character and scale of adjacent neighborhoods.

The proposed **upzoning all along the avenue in stepwise fashion** balances the need for growth with the need for new developments to fit with the scale of existing neighborhoods.

Limiting multi-family structures to 3 stories with certain square-footage minimums (while also some introducing small scale commercial services) ensures that new growth will fit with the scale of the adjacent

neighborhoods.

H1. Preserve Union Park's pedestrian-scale neighborhoods, while promoting a range of housing types and affordability to meet the needs of people at different life stages with different housing needs.

The **proposed plan emphasizes a range of housing types**, from single-family (may adaptable to two-family), duplexes, triplexes, to apartments and apartments hosting commercial spaces. It also recognizes the danger that **inappropriate zoning, coupled with an economic context, will unduly promote housing types that are not affordable, and which focus only on students rather than seniors or families**. The proposed zoning **limits the location of 4- or 5-story buildings with inadequate square footage requirements** (expensive, high-density dormitory-style housing) **to areas that are newly developed, and do not disrupt established, largely single-family residential neighborhoods** (see also LU2 and H2).

H1.1 Support multi-unit mixed-use development in mixed-use corridors [such as Snelling Avenue] that can accommodate higher density levels, while minimizing impacts on adjacent lower density areas, and discourage multi-unit housing and retail uses that are incompatible with single-family residential areas.

Marshall Avenue is designated as a Residential Corridor, not a Mixed-Used Corridor. Still the **proposed zoning allows for increased density along the whole West Marshall Avenue corridor**, when measured against current land use. In addition, the proposal introduces **new opportunities for local community services** at Mississippi River Blvd., Prior Avenue, Fairview Avenue, all in isolated "nodes" that are compatible with the basic character of the neighborhood

H1.2 Support efforts to develop a wide range of housing affordability levels, promoting more affordable housing along major transit routes including Snelling Bus Rapid Transit and the Green Line Light Rail line.

See the important comments above on affordable housing, and on regulating **the potential for new development of dormitory-style housing to predominate or eclipse affordable housing** for the general population. The **proposed zoning takes into account access to the Green Line Light Rail** via Fairview and Pascal. It also **anticipates the introduction of a rapid bus transit**, by focusing residential and commercial development at Fairview, Prior, Cleveland, and Otis Avenues.

H1.3 Support housing development designed to promote pedestrian, bicycle, and public transit activity.

See comments on H1.2.

H2. Preserve and improve the character and maintenance of Union Park's neighborhoods for the next 10 years and beyond.

The **proposed zoning recognizes that allowing this section of West Marshall Avenue, which is currently 56% single-family residences to become open to a nearly continuous swath of 4- or 5-story multi-family buildings, severing the neighborhoods north and south, neither preserves nor improves the character of Union Park neighborhoods**. Indeed, such blind "swath zoning" promotes the degradation of the neighborhood, fostering less

homesteading, promoting disinvestment, and crossing a "tipping point" in neighborhood quality. The **proposed zoning adopts "smart growth" that focuses increased density and development at particular and appropriate "neighborhood centers" and "residential nodes"**.

H2.2 Encourage rehabilitation of existing housing stock.

The proposed zoning **recognizes that the potential for high-density 4- and 5-story multi-family residences with dormitory-style units** (3 - and 4-bedroom, with low square footage) **will readily foster the demolition of existign housin+g stock**, as exemplified by the current project at Marshall and Moore.

H2.2a. New residential construction shall be consistent with the character of the surrounding homes, while minimizing impact on the neighborhood.

In the interpretation here, **"character of the surrounding homes" is defined by actual land use and existing buildings**, not by a zoning code of what might be. **The proposal opens the way to growth, but stepwise growth that transforms the character of the neighborhood gradually**, not by increasing density two-fold or even six-fold at a time (as allowed by the current RM2 zoning). The Grand Avenue overlay (with Traditional Neighborhood design criteria) was intended to address matters of character, but in several instances has already proven ineffective in reaching its intended goal. This overlay is not an effective solution.

H3. Recognize and accommodate student-housing needs while respecting the rights and concerns of all community stakeholders (students, families, colleges, landlords, businesses, etc.).

The proposal aims to provide housing for all--seniors and students alike-- by regulating zoning that would encourage and reward high-profit, dormitory-style housing off any college campus. Housing should be available to all alike on a similar cost basis.

H3.5 Prioritize the development of multi-unit student housing in mixed-use corridors over the expansion of single-family rental units in traditional neighborhoods.

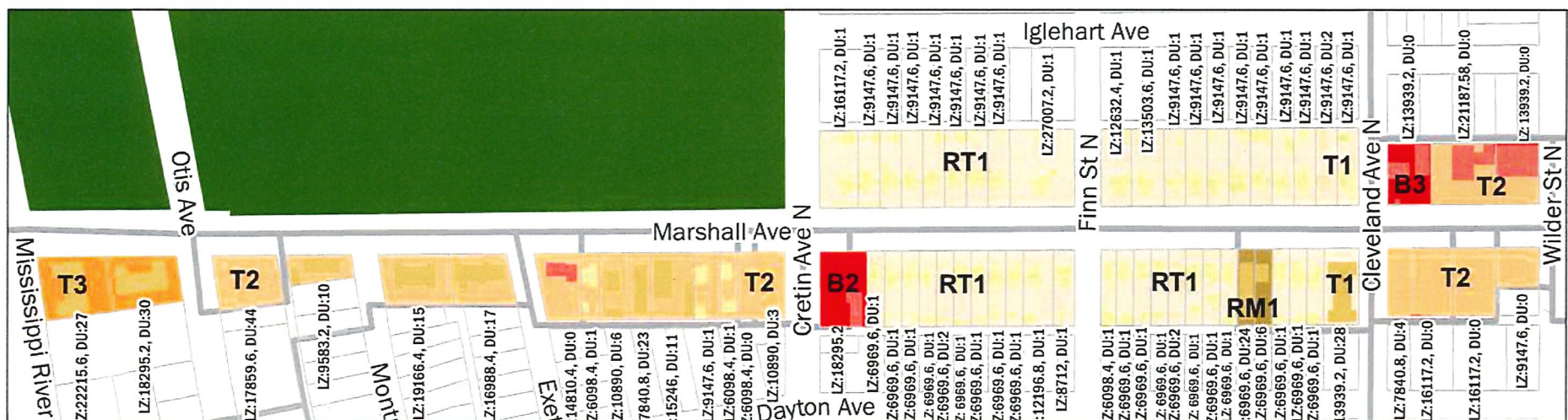
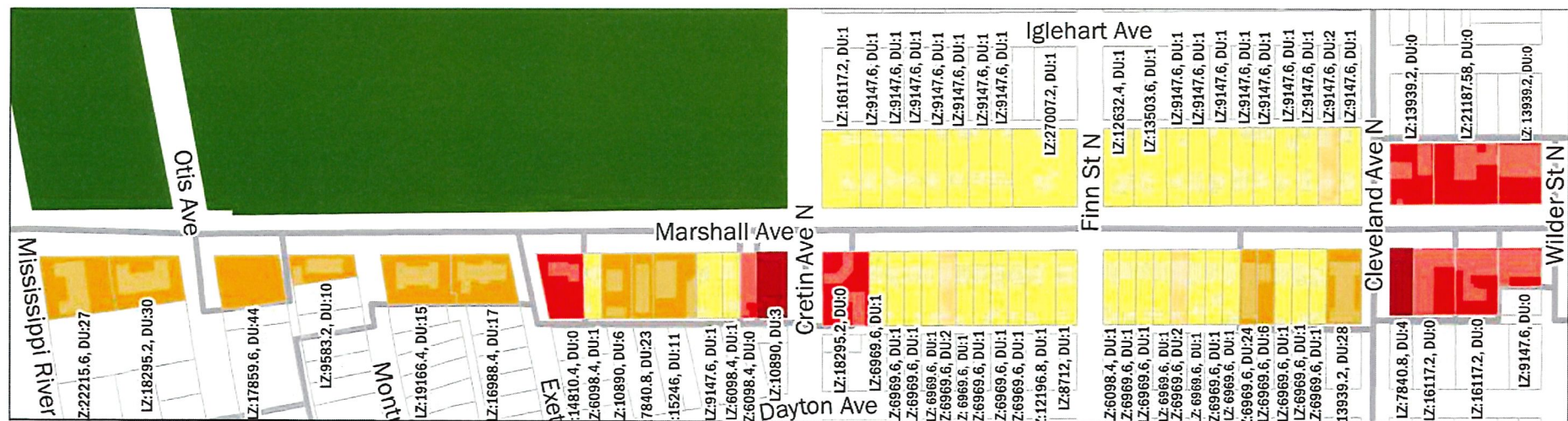
Marshall Avenue is a Residential Corridor, not a Mixed-Use Corridor, and hence is not a priority for student housing. Ironically, current zoning on Marshall Avenue allows for a large 6-block swath of 5-story buildings (RM2) that would allow density far in excess of any comparable 6-block segment on Snelling Avenue, formerly designated a Mixed-Use Corridor. **The current proposal remedies this inconsistency.**

HP1. Integrate historic significance into Union Park's housing, environmental, land use, and economic development decision-making processes, supporting preservation over demolition.

The proposed zoning accepts the City's Merriam Park Historic Resources Survey and the State's Historic Resources Inventory. It does not dwell on formal designations of historic districts, which have their own particularities for preserving historic properties. Rather, it **acknowledges the presence of a large housing stock with historical significance, including over 31 properties directly on West Marshall Avenue**. In supporting preservation over demolition, zoning should not promote redevelopment that leads to the razing of historic single-family homes, as there are other alternatives to promoting increases in residential density.

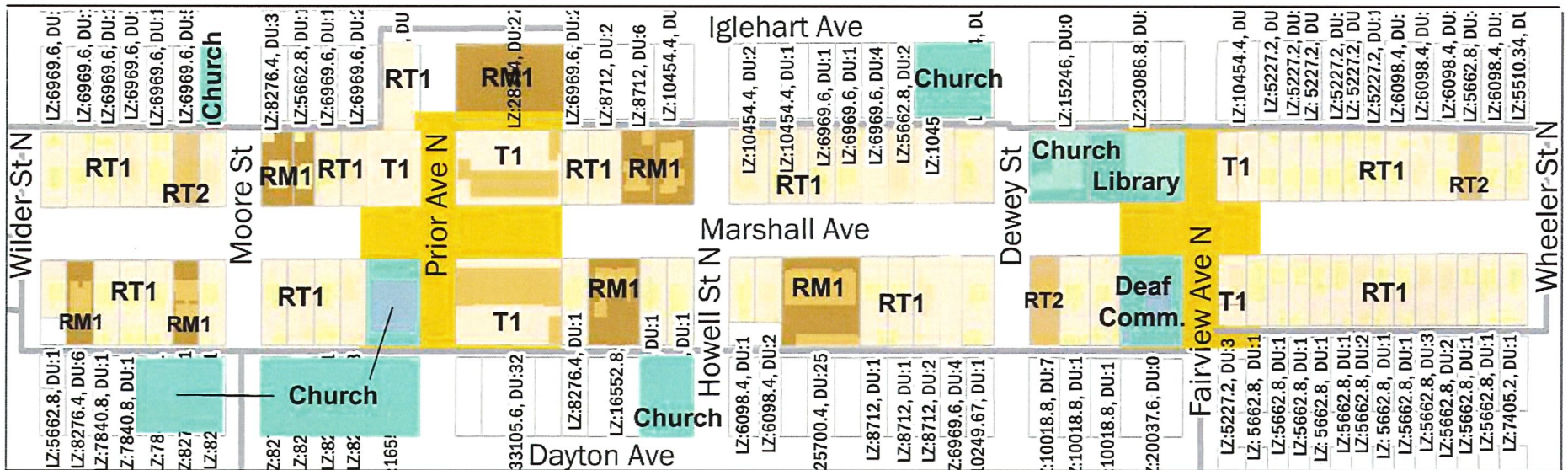
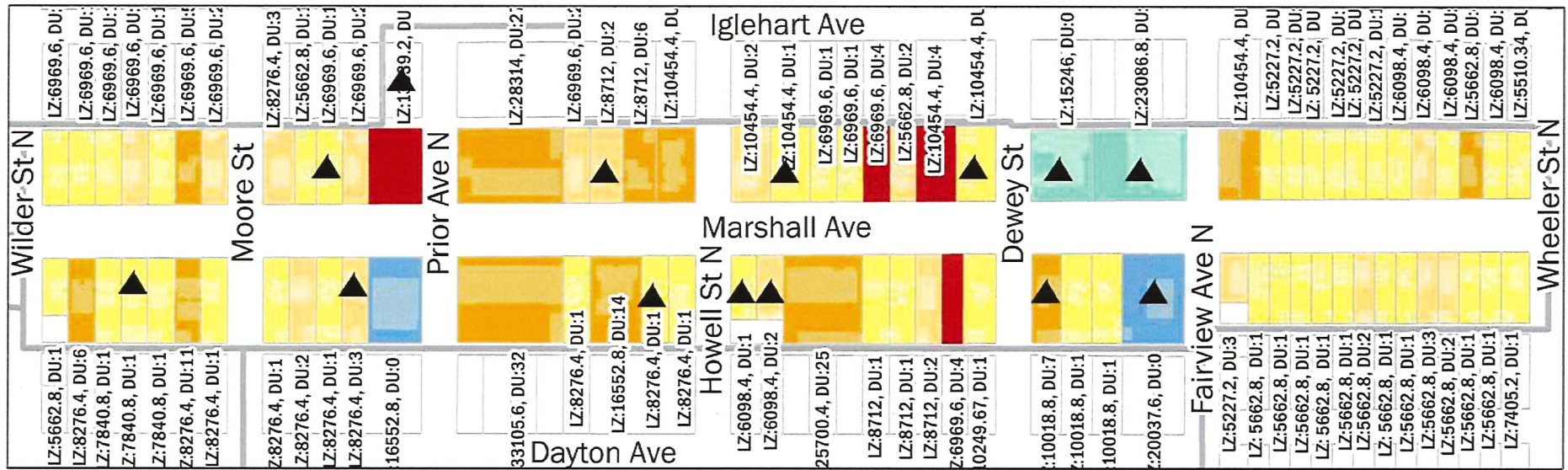
HP2. Identify, evaluate, designate, and preserve historic resources in the District.

This proposal acknowledges the parallel work on the possibility of establishing a historic district in Merriam Park, which overlaps the West Marshall Avenue corridor. It also using existing City and State surveys and inventories to acknowledge the historic character of dozens of properties along the Marshall Avenue corridor.



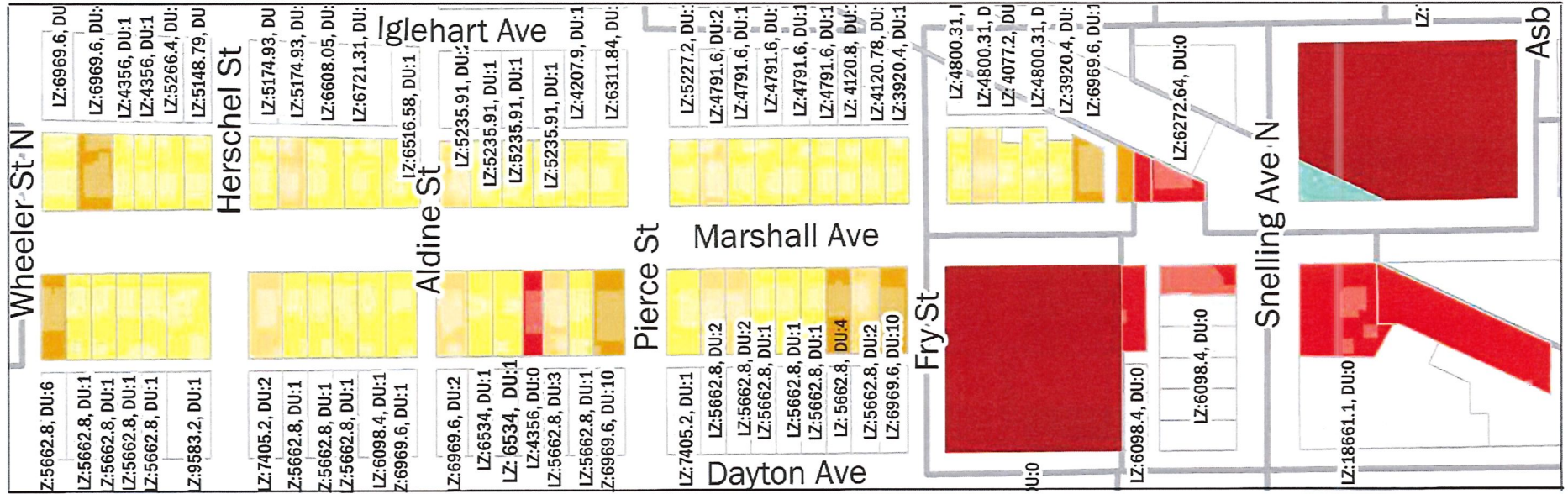
Marshall Avenue: River to Wilder



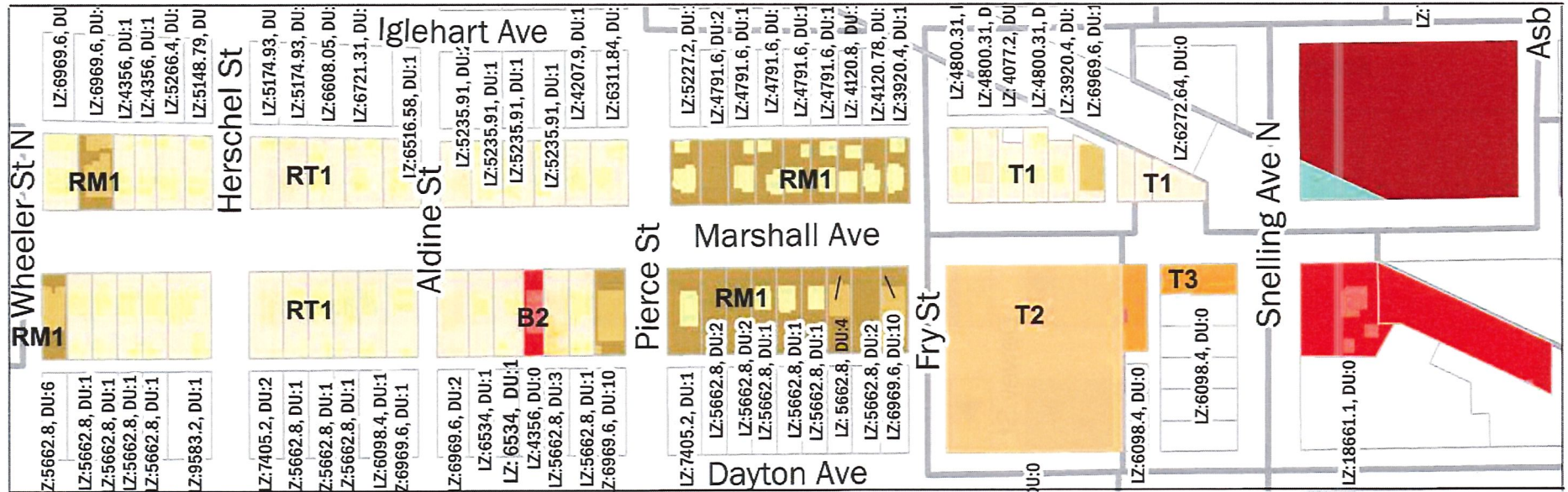


Marshall Avenue: Wilder to Wheeler



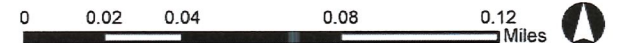


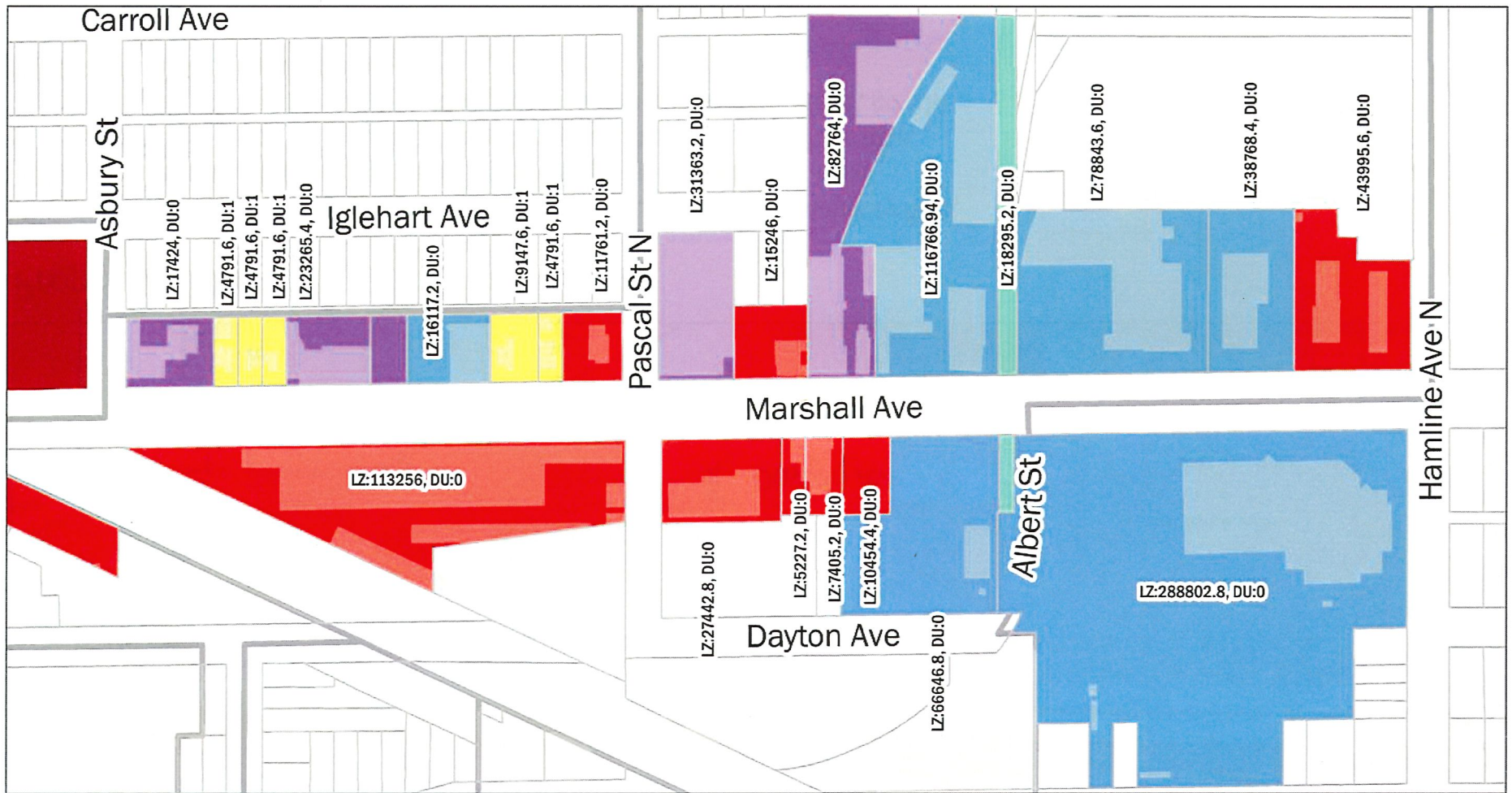
Existing Land Use



Proposed Zoning

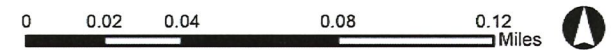
Marshall Avenue: Wheeler to Asbury

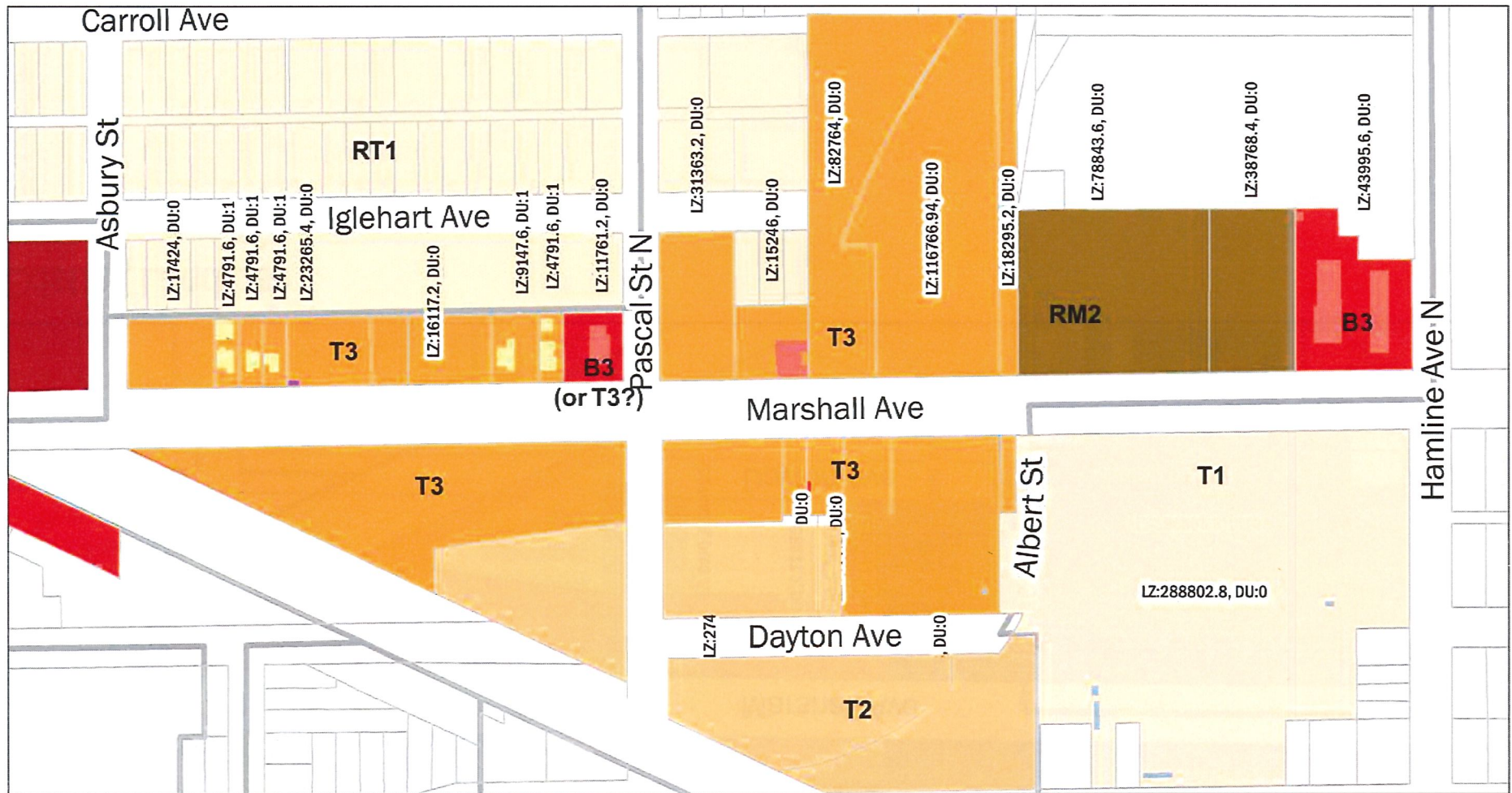




Existing Land Use

Marshall Avenue: Asbury to Hamline





Proposed Zoning*

*This proposal is undeveloped, but based on the 2016 Union Park Community Plan, calling for a focus on increasing residential density east of Snelling. It calls into question the role of an industrial neighborhood at this location at this time, and the possible role of the City in helping to transition this neighborhood, now in the shadow of Midway Stadium.

Marshall Avenue: Asbury to Hamline

