

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

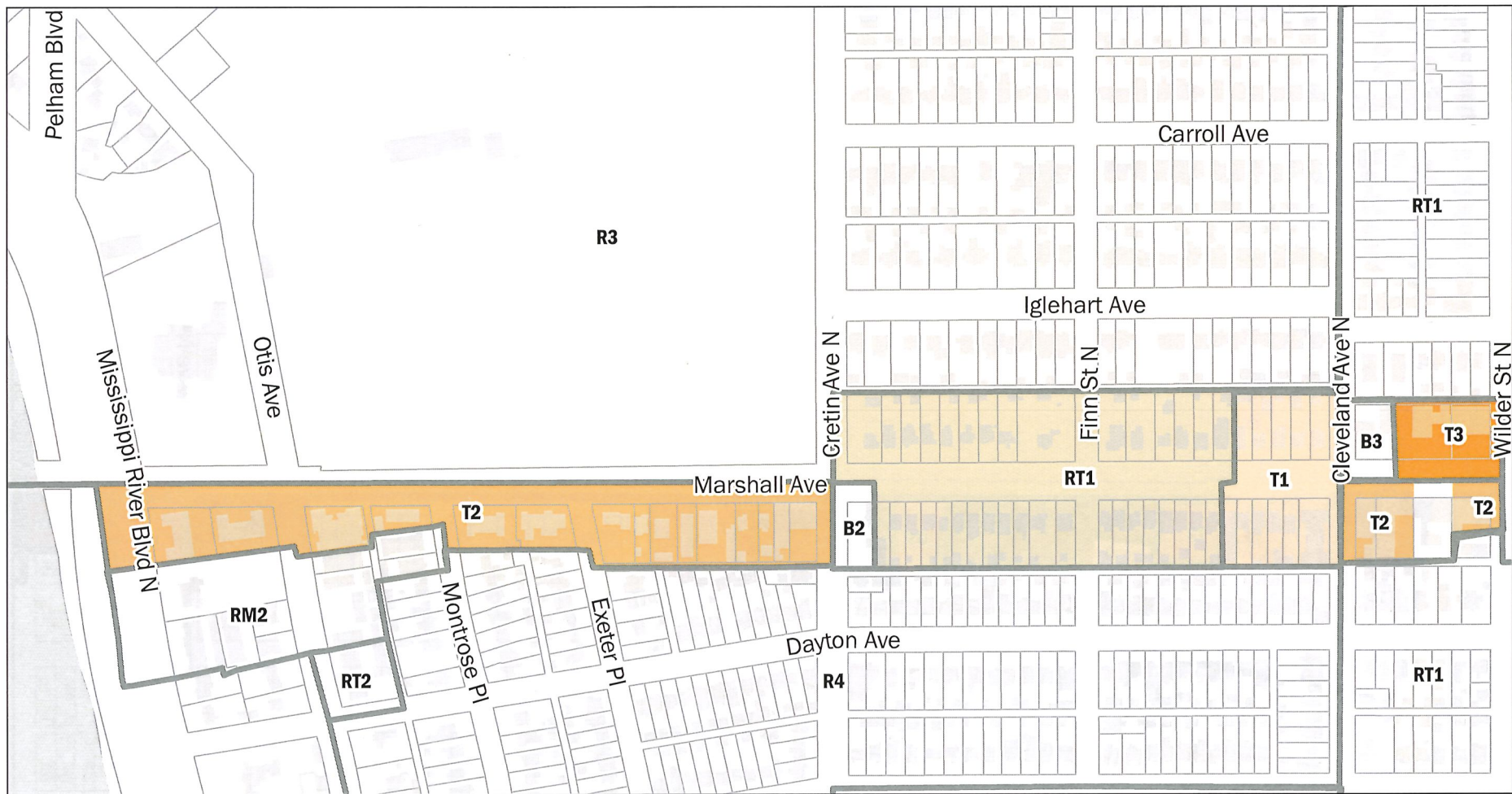
		RL One-Family Large Lot	RT1 Two-Family	T1 Traditional Neighborhood	OS Office-Service	IT Transitional Industrial	F1 River Residential	VP Vehicular Parking
		R1 One-Family	RT2 Townhouse	T2 Traditional Neighborhood	B1 Local Business	ITM IT with Master Plan	F2 Residential Low	PD Planned Development
		R2 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: River to Wilder - Existing Zoning MAP 1

0 0.025 0.05 0.1 0.15 0.2 Miles

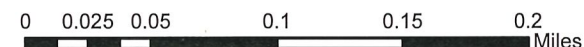




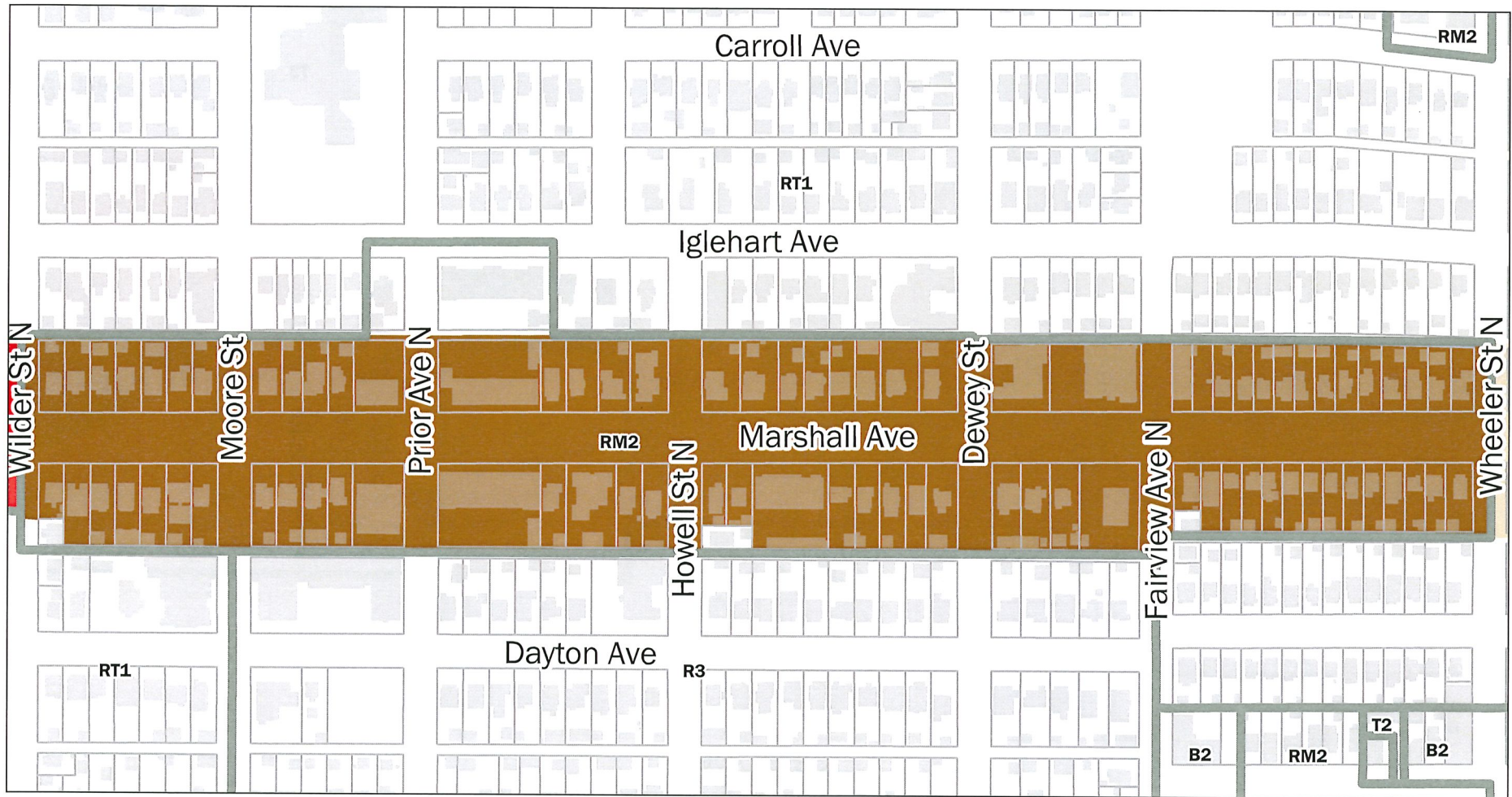
Zoning districts in study area are shaded in colors below; balance of zoning shown with white background.



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







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



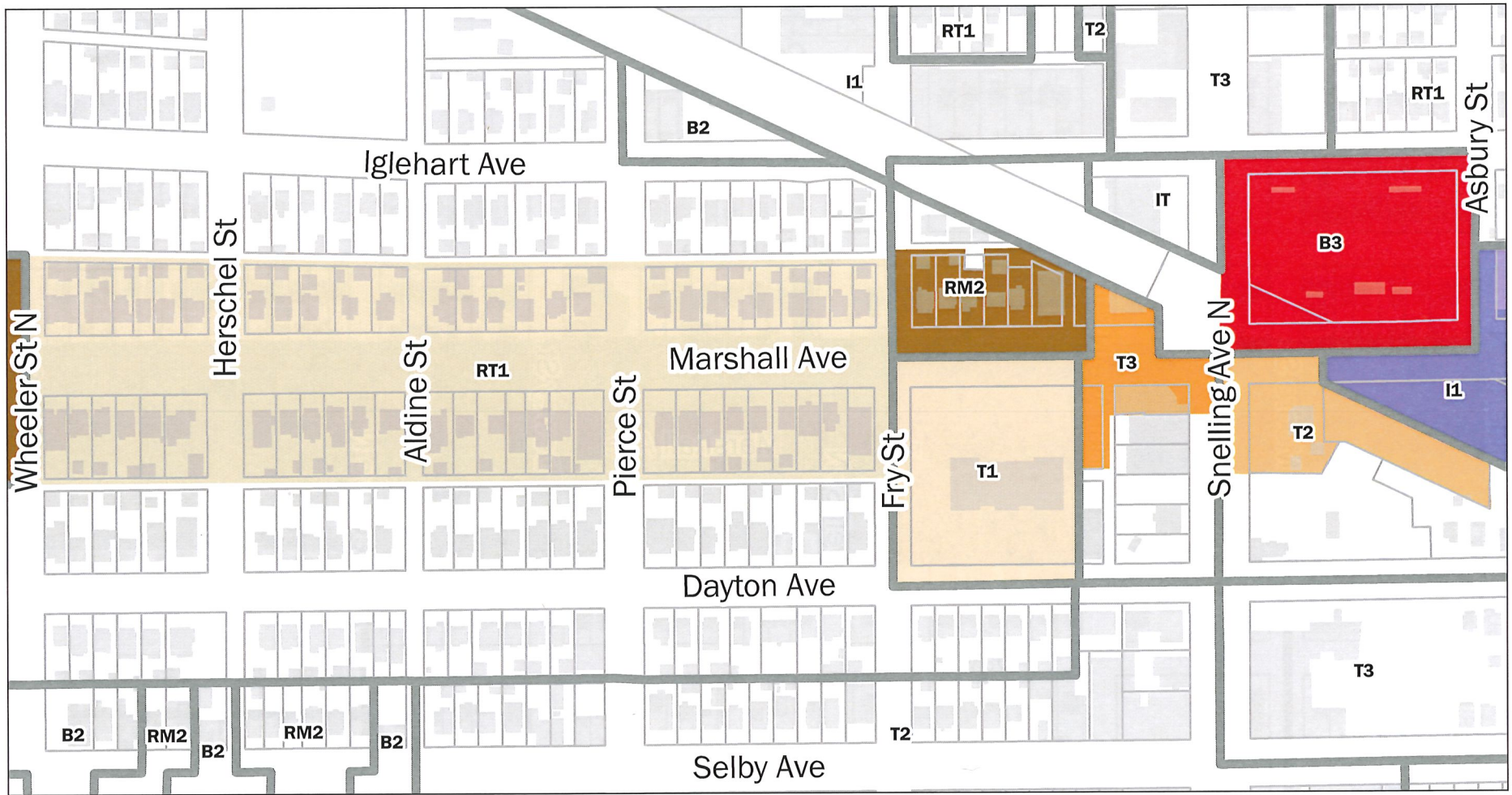
CA Capitol Area Jurisdiction



# Marshall Avenue: Wilder to Wheeler - Existing Zoning and Proposed Zoning Map 4







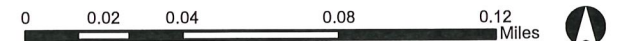
Zoning districts in study area are shaded in colors below; balance of zoning shown with white background.

 Zoning District Boundaries  Parcel Boundaries	RL One-Family Large Lot	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			

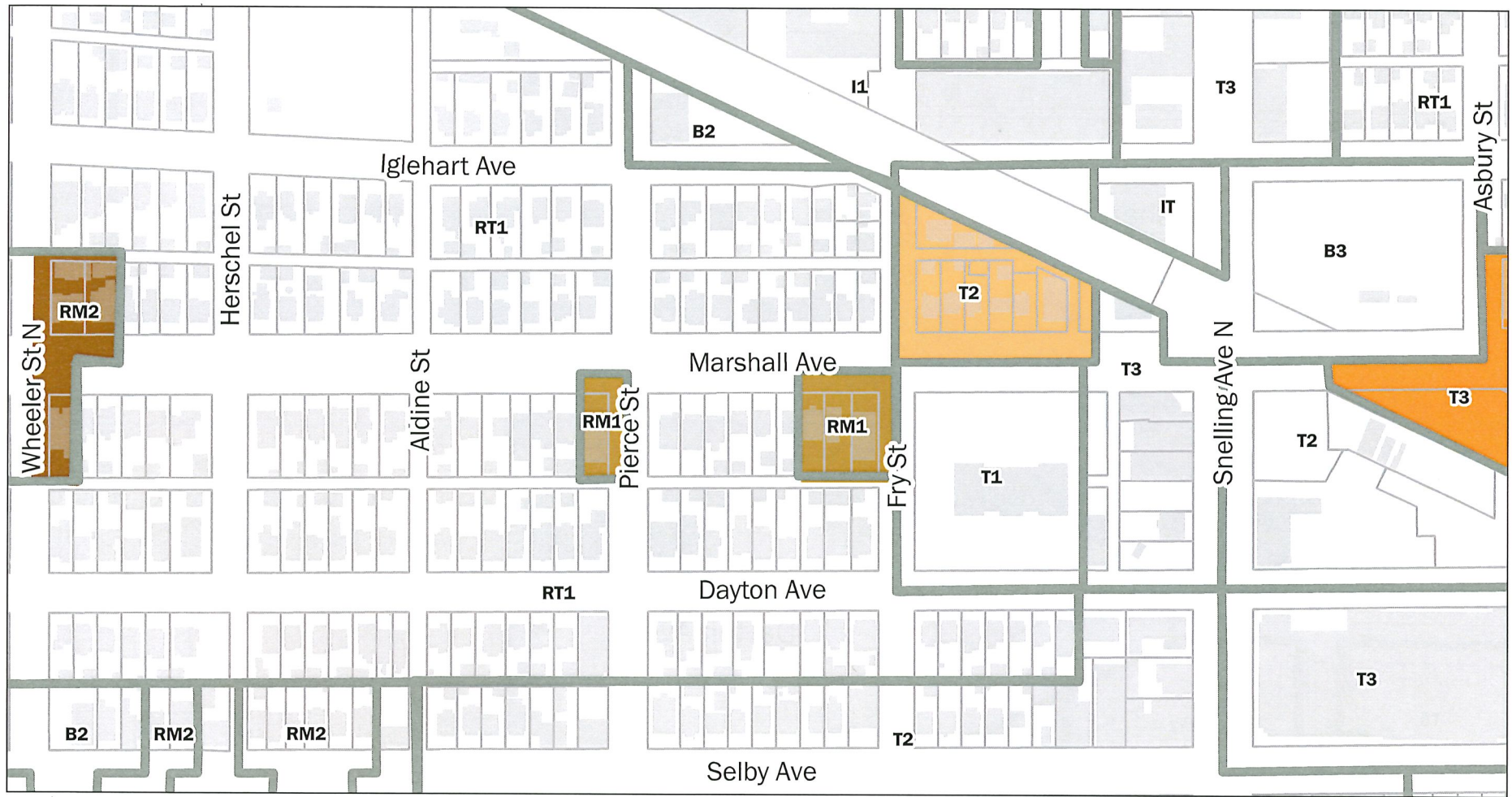


## Marshall Avenue: Wheeler to Asbury - Existing Zoning

### Map 5







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

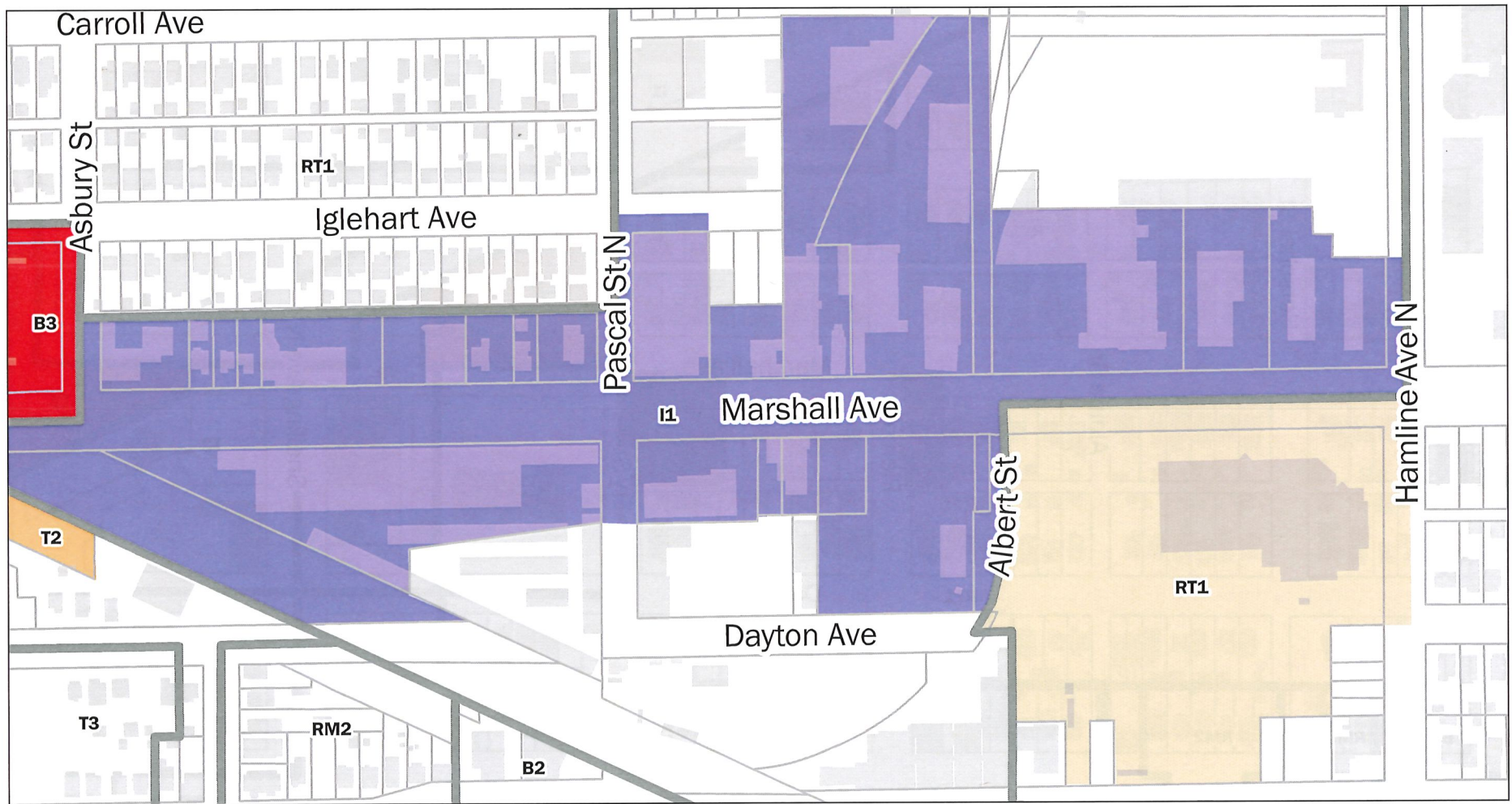


# Marshall Avenue: Wheeler to Asbury - Proposed Zoning Changes Map 6

0 0.02 0.04 0.08 0.12 Miles







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	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 8

0 0.025 0.05 0.1 0.15 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                |   |

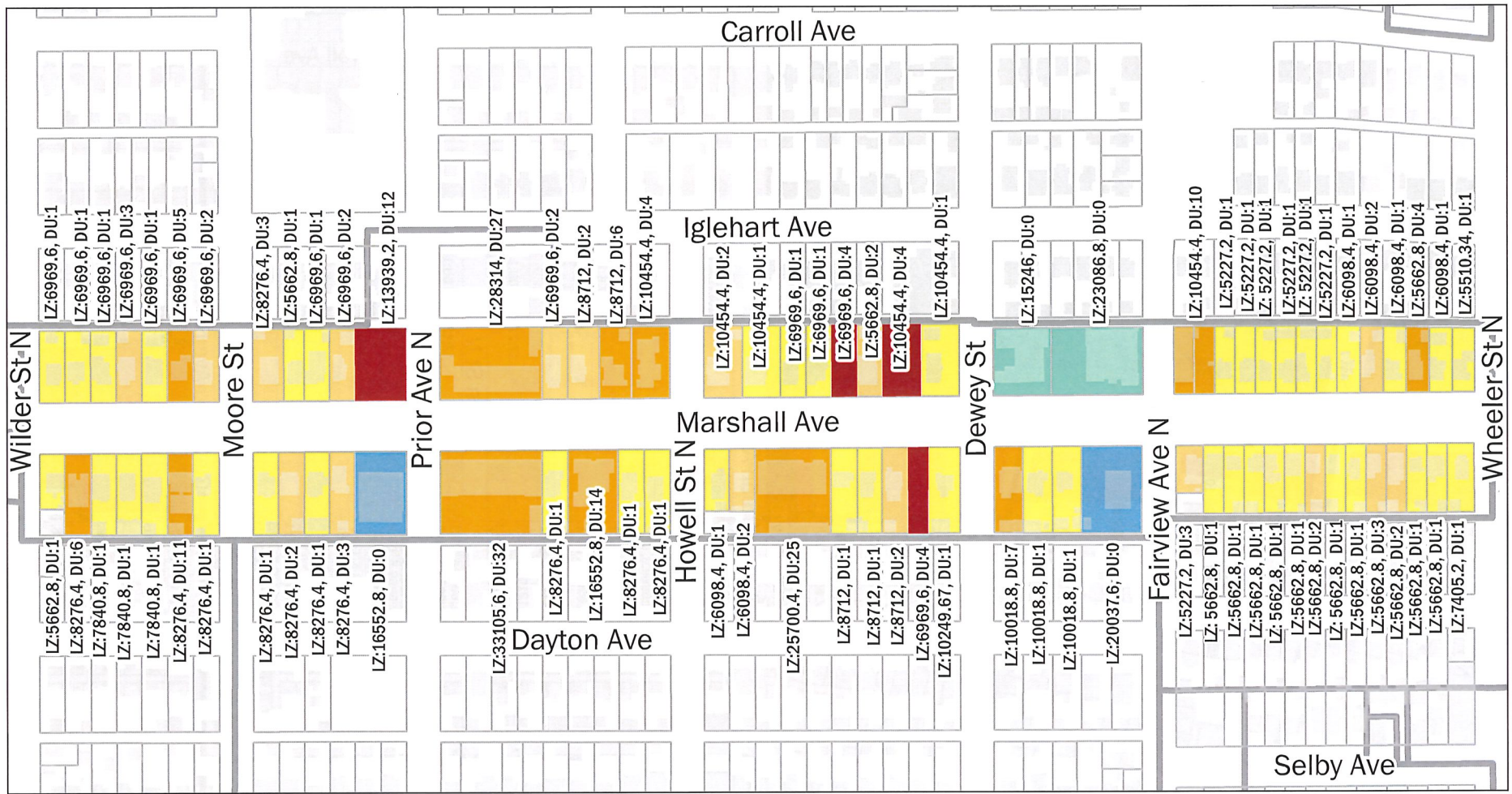


## Marshall Avenue: River to Wilder - Existing Land Use

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

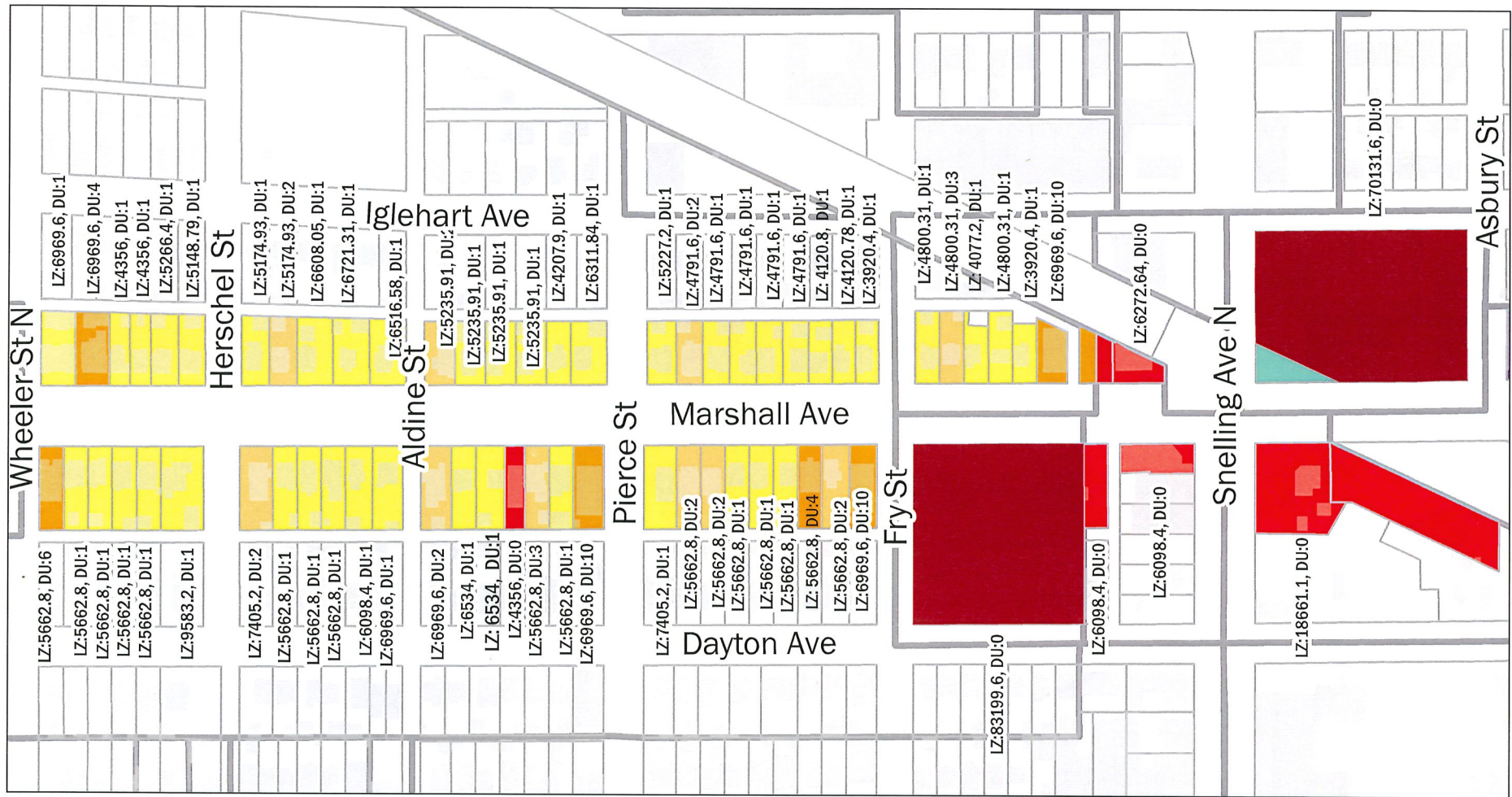
	Single Family Residential		Mixed Use/Multiple Uses
	2 to 3 Family Residential		Institutional
	Multifamily Residential		Golf Course
	Commercial		Miscellaneous
	Industrial		



# Marshall Avenue: Wilder to Wheeler - Existing Land Use

0 0.035 0.07 0.14 Miles









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



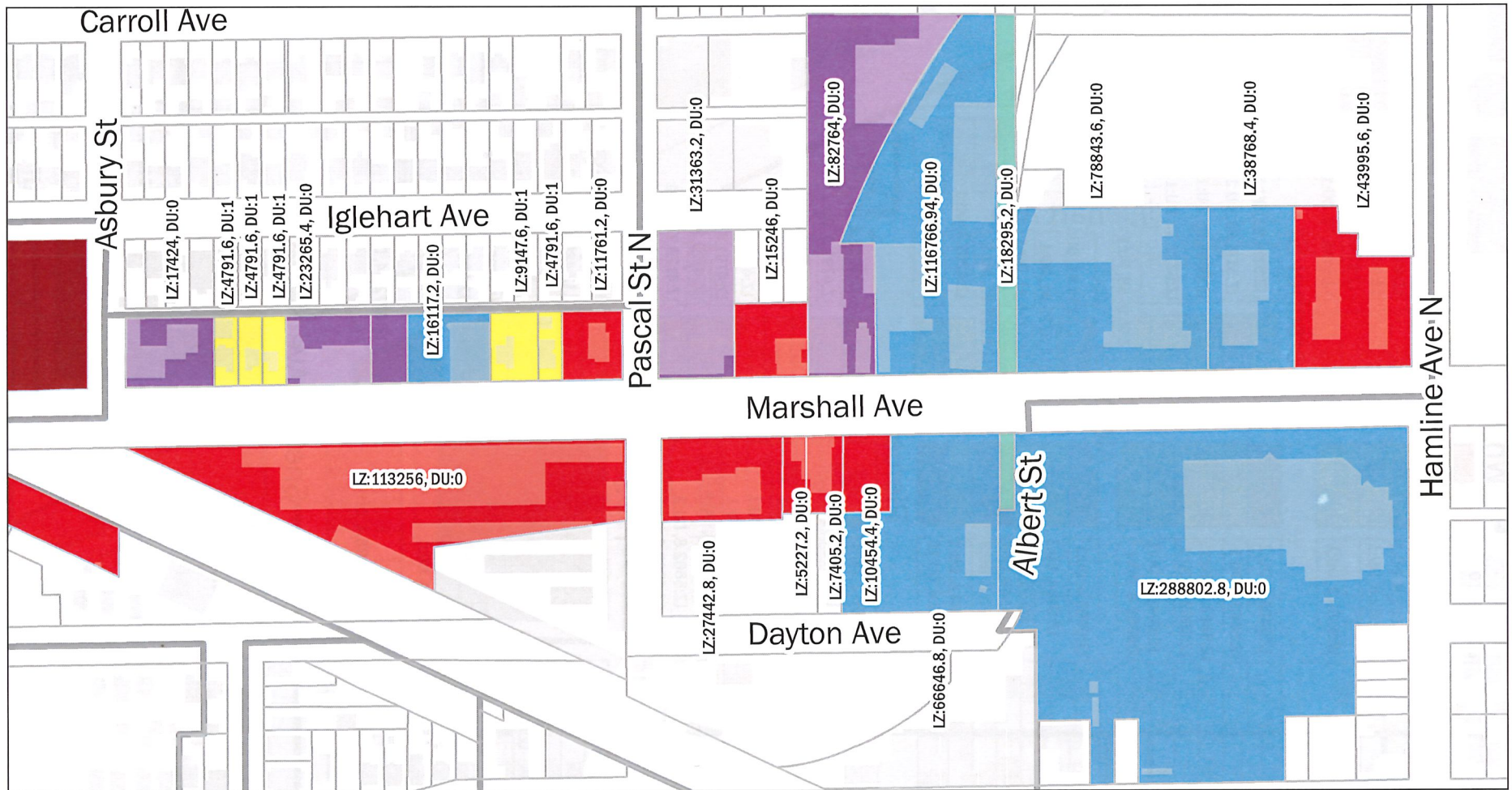
## Marshall Avenue: Wheeler to Asbury - Existing Land Use

### Land Use

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







 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                |   |

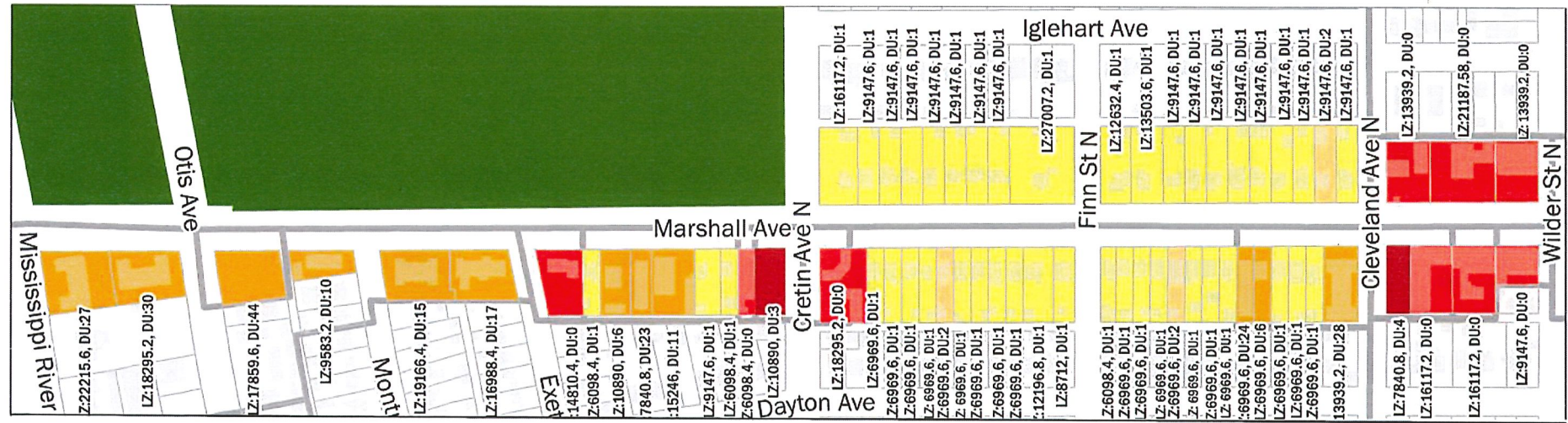


## Marshall Avenue: Asbury to Hamline - Existing Land Use

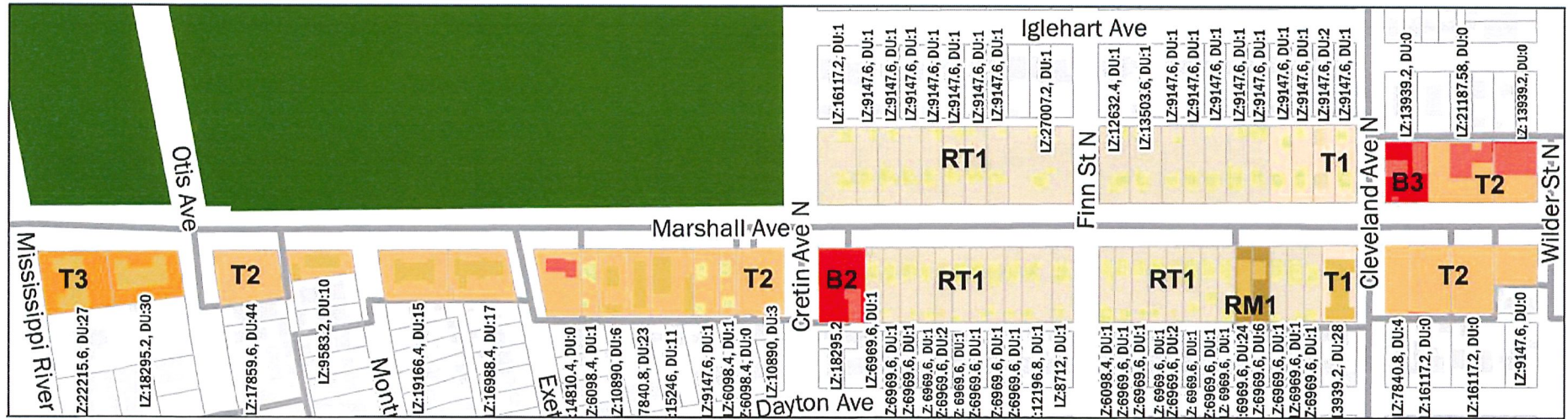
0 0.02 0.04 0.08 0.12 Miles





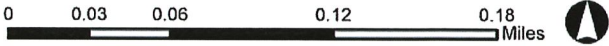


Existing Land Use

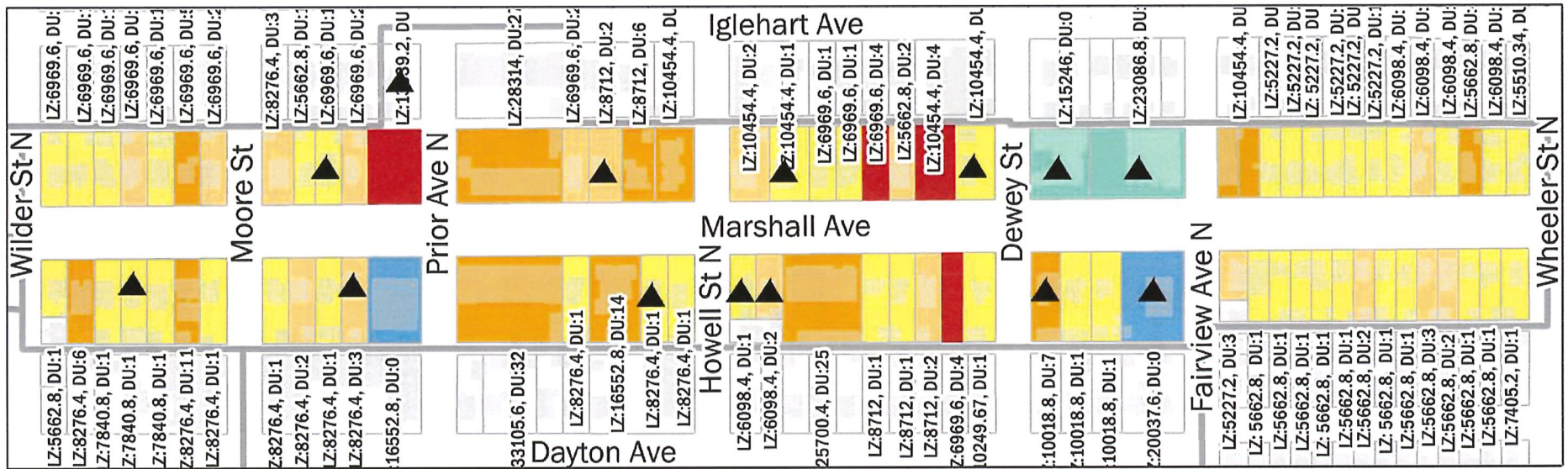


Proposed Zoning

# Marshall Avenue: River to Wilder

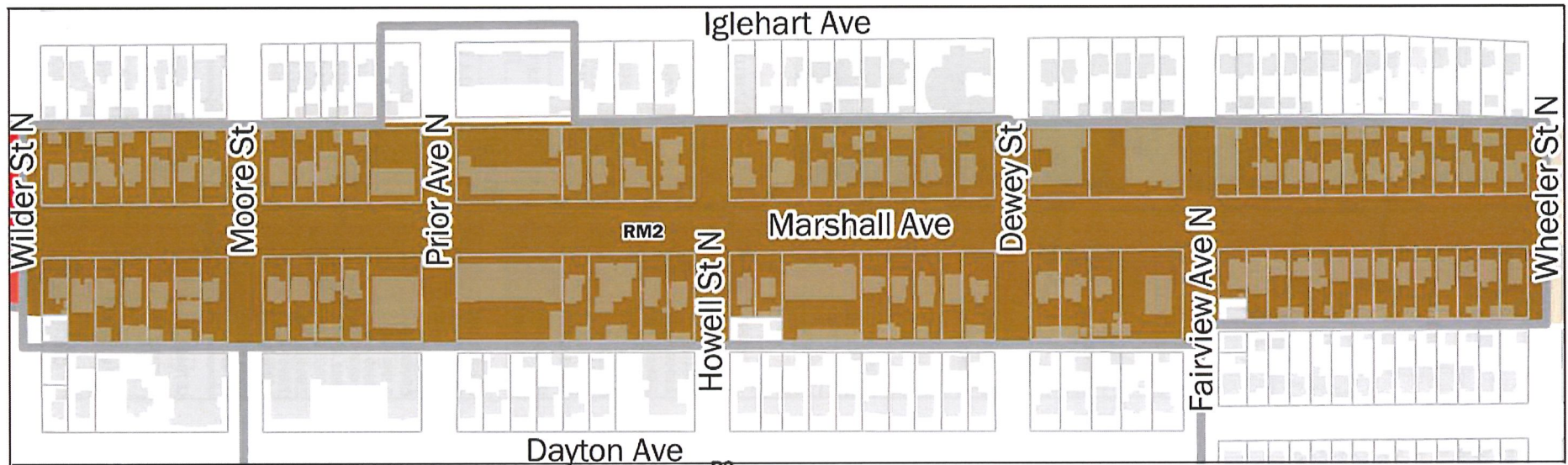






Existing Land Use

▲ Merriam Park Historic Resources Inventory



Existing Zoning

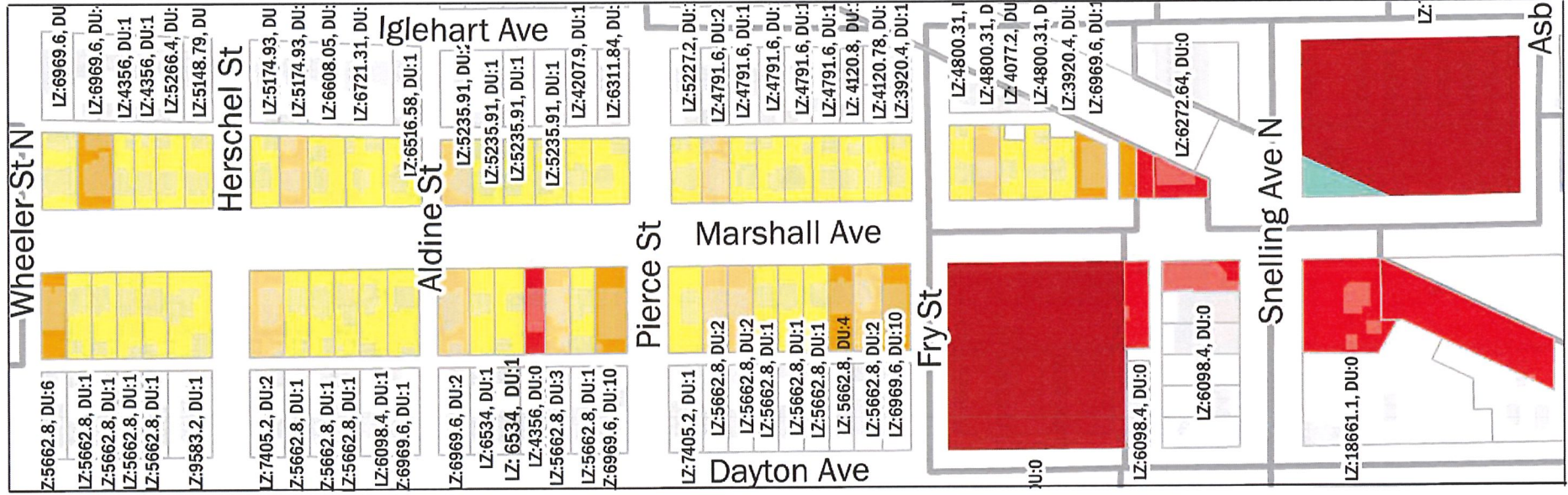
## Marshall Avenue: Wilder to Wheeler



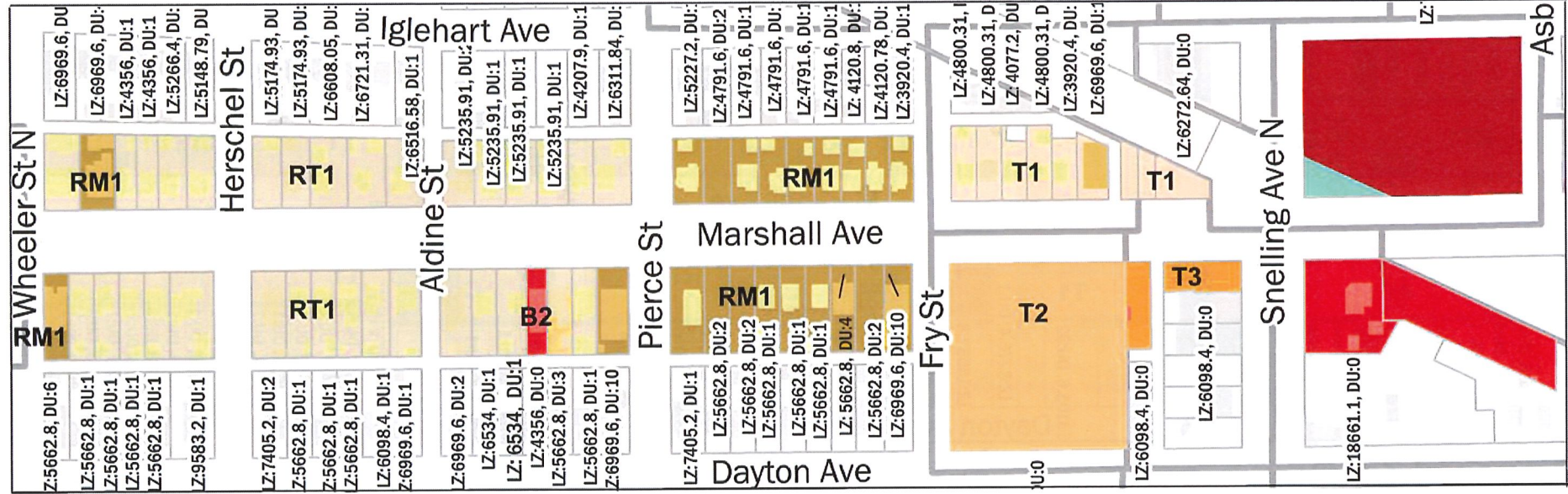






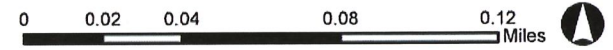


## Existing Land Use

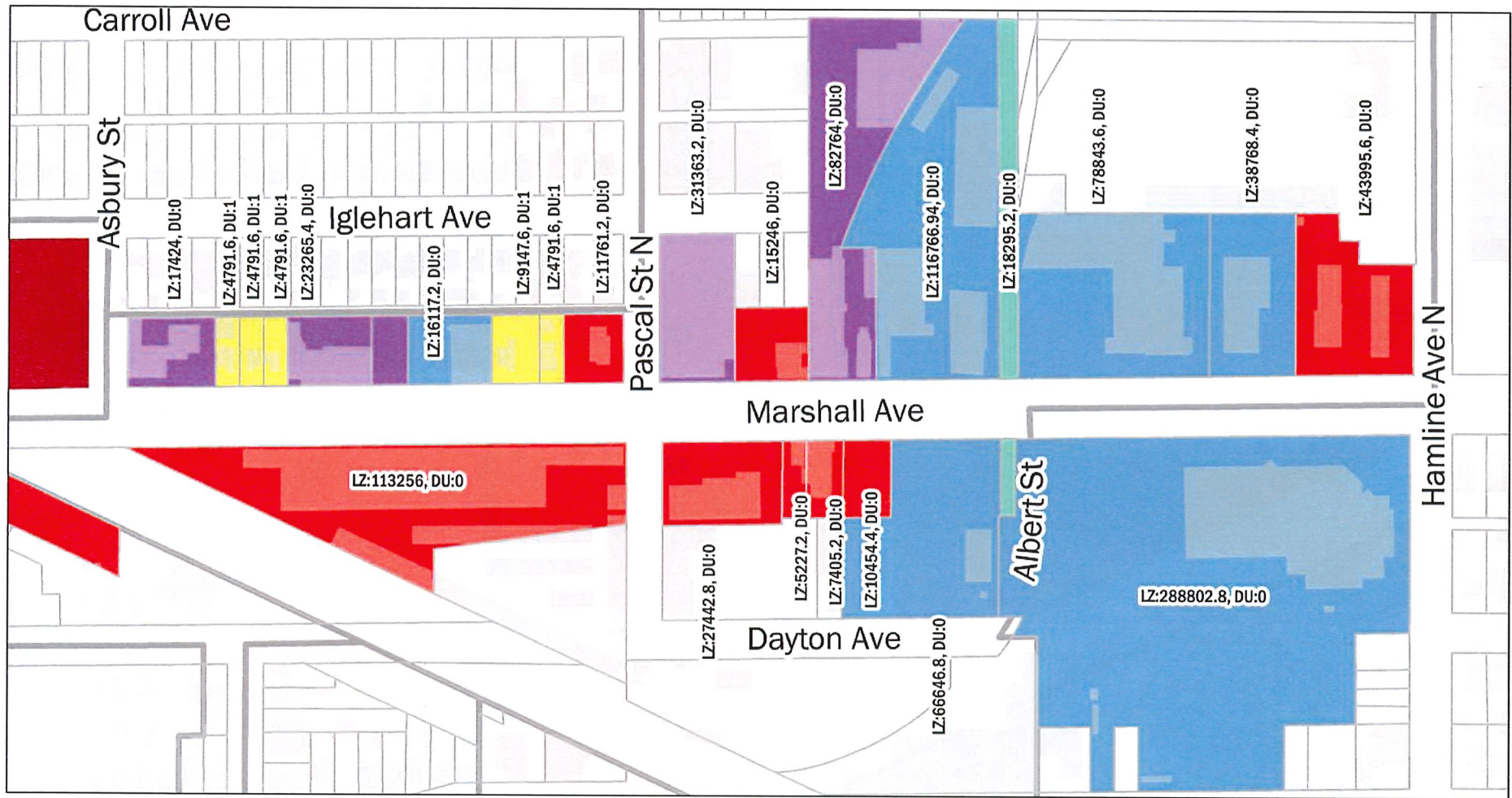


## Proposed Zoning

### Marshall Avenue: Wheeler to Asbury







Existing Land Use

## Marshall Avenue: Asbury to Hamline









# West Marshall Avenue Zoning Study

## What Should the New Marshall Avenue Zoning Promote?

- **Residential Corridor:** Balanced density and smart, pro-growth development consistent with a Residential Corridor, which promotes a residential streetscape:
  - Let's avoid a continuous 4- or 5-story apartment row like west Grand Avenue and in Dinkytown and Uptown in Minneapolis.
  - Prevent density "tipping point" and disinvestment by residents.
- **Consistent with the Union Park Community Plan and City's Comp Plan:** retain scale, streetscape, designated historic structures and established neighborhoods' look and feel (make Marshall welcoming for all).
- **Infill:** Identify corners and intersections with more transportation options, where higher density apartment buildings and more growth make more sense and may fit in better (new "residential nodes"):
  - For example, possibly Prior, Fairview, Fry, and Pascal.



# West Marshall Avenue Zoning Study

## What Should the New Marshall Avenue Zoning Promote?

- **Encourage Development at Nodes:** higher-density mixed-use T2 redevelopment at the Marshall/Cleveland commercial node, and T1 or T2 at Snelling and possibly Cretin intersections as secondary nodes.
- **Future Zoning/Current Use:** New fine-grained zoning schemes based in part on existing land use, NOT broad swath zoning:
  - Precise, surgical approach needed, similar to South Snelling Avenue Zoning Study.
  - **56% of West Marshall structures are currently single-family residences.**
- **Ease Conversion:** of some larger existing homes to duplexes and triplexes to create naturally occurring affordable housing ("NOAH") for new residents. This allows added density that protects the unique character of the neighborhood.



# West Marshall Avenue Zoning Study

## What Should the New Marshall Avenue Zoning Promote?

- **Student Housing:** Let's anticipate and create better existing and new student housing solutions:
  - Update Student Housing Overlay District to include larger apartments.
  - Total number of off-campus students in Overlay District now totals 2,164.
  - Marshall Avenue hosts at least 32 properties identified as student housing.
  - Oversize private off-campus dormitories may not be the right answer in the long-term.
- City Council did not enact the **Moratorium and Zoning Study** in 2017 for the purpose of increasing overall Marshall Avenue density nor to prevent down-zoning:
  - Instead, the Council requested updated zoning approaches to respond to neighbors' concerns regarding unlimited redevelopment and protecting certain at-risk neighborhoods and structures.





# Comprehensive Plans that Govern

## City & UPDC Shared Visions for West Marshall Avenue:

### ➡ 2030 Saint Paul Comprehensive Plan:

- ➡ Marshall Avenue is a **Residential Corridor**. Specifically guided for medium density, with a density goal of 4-30 dwelling units/acre along a Residential Corridor and adjacent commercial areas. Segments of street corridors that run through Established Neighborhoods, predominantly characterized by medium density residential uses. Portions of Residential Corridors could support additional housing.

### ➡ Coming soon...2040 Saint Paul Comprehensive Plan

### ➡ 2030 Union Park Community Plan (adopted 2016)





# Union Park Community Plan

District 13 Addendum Comprehensive November 16, 2016

## City & Neighborhood Visions for West Marshall:

- Support land uses that preserve Union Park as a connected, walkable, mixed-use, sustainable neighborhood with a **pedestrian-oriented, human-scale streetscape**.
- **Preserve the well-kept, traditional feel and scale of the neighborhoods.**
- Encourage vibrant **commercial development** that takes advantage of the increased **transit availability** in Union Park.
- Maintain and establish **zoning that preserves lower-density, single-family homes and duplexes outside of mixed-use corridors (such as Snelling).**



# Union Park Community Plan

District 13 Addendum Comprehensive November 16, 2016

## Key Vision Phrases for West Marshall:

- ***Connected, walkable, mixed-use, sustainable... pedestrian-oriented, human-scale streetscape.***
- ***Preserve and improve the character and maintenance of Union Park's neighborhoods for the next 10 years and beyond.***
- ***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.***





# Residential Zoning Options

- **RT1** Single-Family, Duplexes
- **RT2** Single-Family, Duplexes, Triplexes & Townhouses
- **RM1** Single-Family, Duplexes, Townhouses & up to **3-Story Apartments**
- **RM2\*** SF, Duplexes, Townhouses, & up to **4-Story Apartments with > more sf per unit, > design standards**
- **RM2** SF, Duplexes, Townhouses, & up to **5-Story Apartments**
- **R3** or **R4** Single-Family Zoning (exists today between Cleveland & Cretin)
- **T1** or **T2** only recommended for transportation “nodes”





# Recommended Residential Zoning

- Generally one step up from current land uses.
- **RT1** Single-Family, Duplexes.
- **RT2** Single-Family, Duplexes, Triplexes & Townhouses
- **Limited RM1** Above plus up to **3-Story Apartments**
- **No RM2\*** Above plus up to **4-Story Apartments, > more sf per unit, > some T2 design standards**
- **No Standard RM2** SF, Duplexes, Townhouses, & up to **5 Story Apartments, smallest sf minimums, weak design standards**

**\*RM2, note (k)**



# Key Differences between Multifamily Zoning Types

(none may exceed 35% Lot coverage)

	Zoning District	Lot Size		Height Maximum		Yard Setbacks		
		Minimum (per unit)				Minimum (feet)		
		Area (sf)	Width (feet)	Stories	Feet	Front	Side	Rear
	R3 one-family	6,000	50	3	30	25	6	25
1	RT1 two-family	3,000	25	3	40	25	9	25
2	RT2 townhouse	2,500	20	3	40	25	9	25
3	RM1 multiple-family	2,000	n/a	3	40	25	9	25
4	RM2* MF	1,500	n/a	4	40	25	9	25
5	RM2 multiple-family	1,500	n/a	5	50	25	9	25



# Key Differences between Multifamily Zoning Types

(per typical 100 x 140 ft, Marshall Ave double lot, before any bonus)

Zoning District	Max Units	Units/Acre	Stories	Max Ht ft	Front Setback ft
RT1 two-family	2	6	3	40	25
RT2 townhouse	4	12	3	40	25
RM1 multiple-family	7.5	22	3	40	25
RM2* MF	7.4-10	22-29	4	40	25
RM2 MF	10	29	5	50	25
T1	3.4-8.6	10-25	~3	35	10-25
T2	4-34	11-98	~3	35	10-25



# What is RM2\* (result of Grand Ave Zoning Study and an imperfect approach)

RM2\* = Notes to table 66.231 (k) , residential district dimensional standards:

(k) For property along Grand Avenue between Fairview Avenue and Cretin Avenue, between lines defined by the parallel alleys immediately north and south of Grand Avenue:

(1) Building height shall be limited to **four (4) stories and forty (40) feet**;

(2) The minimum lot size for units with three (3) bedrooms shall be one thousand seven hundred (1,700) **+13%** square feet per unit, and the minimum lot size for units with four (4) or more bedrooms shall be one thousand nine hundred (1,900) **+26%** square feet per unit; and

(3) The **T2 design standards** in section 66.343 shall apply.

- ➡ **Max 4 Stories and 40 ft**
- ➡ **13% fewer 3 Br units / parcel**
- ➡ **26% fewer 4 BR units / parcel**
- ➡ **T2 v. RM2 Design Standards**





**Despite T2 design standards, they look the same, except the one to the right is a story shorter!**

- Grand & Finn Student Apartments (5 stories, 20 units, 80+ residents), built in 2013 **Currently RM2 Zoning**
- Finn Alley Student Apartments, at right (4 stories, 14 units, 56+ residents), built in 2015 **Currently Modified RM2 Zoning with “enhanced” T2 design standards**





## **VIEW 2**

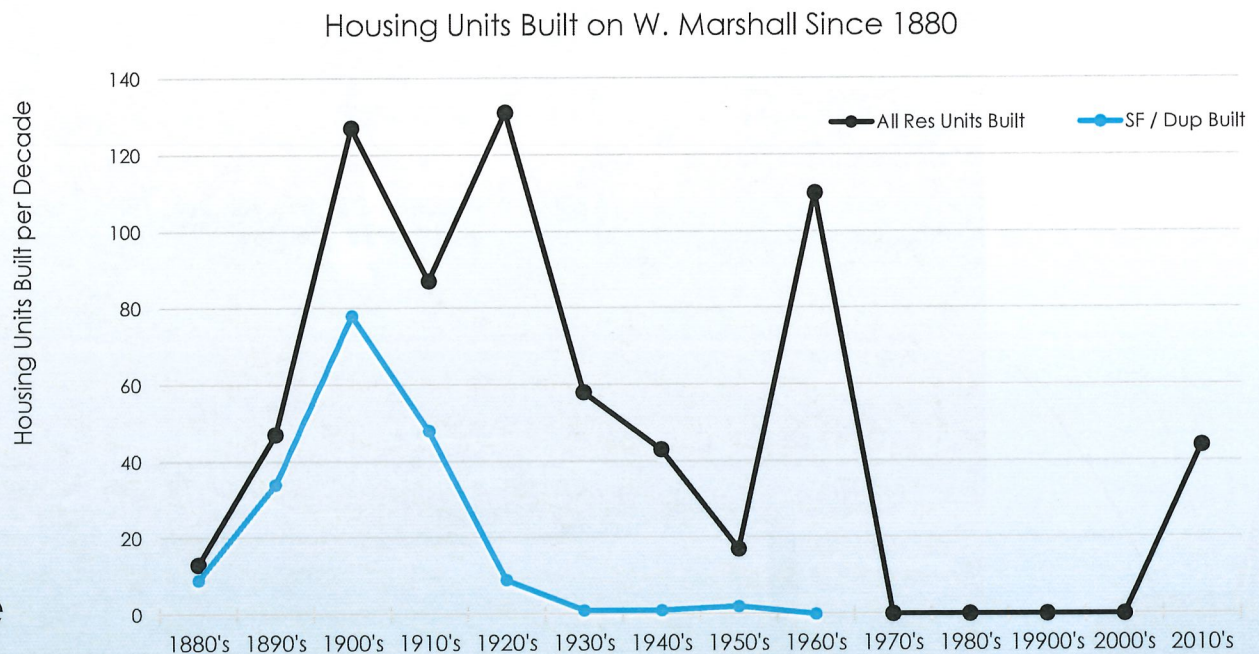
- Grand & Finn Student Apartments (5 stories, 20 units, 80+ residents), built in 2013 **Currently RM2 Zoning**
  - Finn Alley Student Apartments, at right (4 stories, 14 units, 56+ residents), built in 2015 **Currently Modified**
- West Grand Avenue RM2 Zoning with “enhanced” T2 design standards**



# West Marshall Evolution Since 1881

## Three MF Waves:

- 1900-1930
- 1960's
- 2013 a new wave has begun!
- Is zoning aligned?
- How to achieve smart growth while retaining historical character and residential scale?



Declining blue curve represents significant at risk "character"



# Typical West Marshall Apartments Today

RM-1 ~ Conforming

1990 Marshall (1925, west of Moore)



1630 Marshall (1929, at Fry Street)





RM-1  
60's  
Style







**Currently Permitted in RM2 Higher-Density Zoning on Marshall Avenue**

**Proposed Marshall & Moore Student Apartments**, to be built soon  
(5 stories, 16 units, 61+ student residents)





1973 & 1977 Marshall Avenue (both slated for demolition),  
each built in 1906, designed by notable architects

**Marshall & Moore Apartments Site**

**RM2 Higher-density Zoning**



# Learnings from the 2-year South Snelling Zoning Study

- Snelling Avenue is a much higher-density Mixed-Use Corridor, with a range of uses, more heavily commercial at north end.
- Zoning largely reflects underlying uses; existing uses drove much of the new zoning code.
- Quick transition to “Established Neighborhoods” away from Snelling, particularly on south end of study area.
- A-Line; currently higher frequency transit than on Marshall.
- New fine-grained zoning schemes developed based in a large part on existing land use, NOT broad swath zoning as proposed for Marshall; more precise, surgical approach.

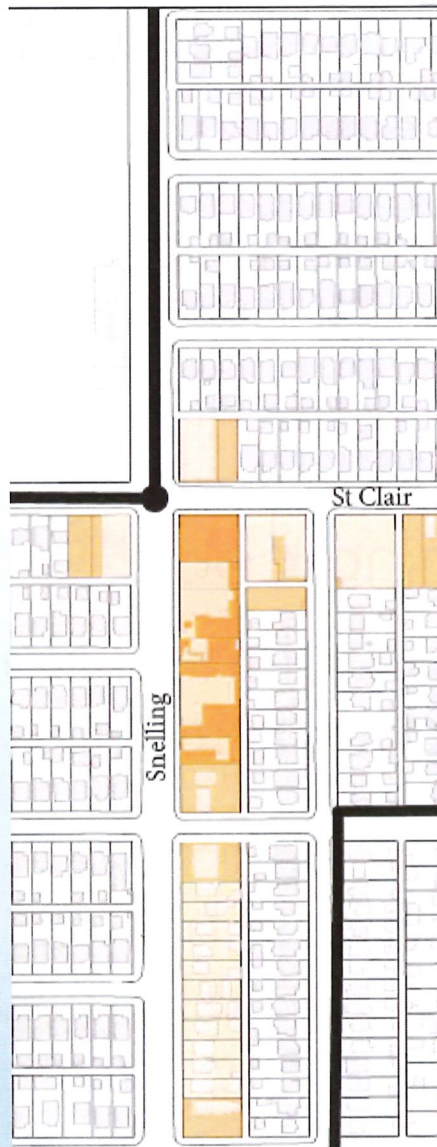


# Learnings from the 2-year Snelling Study

2017 South  
Snelling Zoning  
Study:

**Residential Areas  
not at or near  
nodes allowed to  
maintain single-  
family zoning.**

- Mixed-Use  
Corridor versus
- Residential  
Corridor  
(Marshall Ave.)



Broad  
white  
areas  
along  
Snelling  
retained  
R4 (single  
family  
zoning)







## **Vintage on Selby (at Snelling Avenue)**

5-story mixed-use building (236 residential units), built in 2015

**Currently T3 Traditional Neighborhood, Mixed-Use, High-density Zoning**



# ► Mixed-Use Zoning Options

**Best Resources for more housing units and commercial development via T1/T2 zoning:**

Moving East to West Along Study Area:

- Emerging Mixed-Use Industrial Zone between Hamline & Snelling, near the new soccer stadium.
- Snelling & Marshall Node
- Cleveland & Marshall Node
- Cretin to Mississippi River Blvd, south of Town & Country Club.



# Traditional Neighborhood Zoning Option

**T1 traditional neighborhood district** is intended to provide for compact, pedestrian-oriented mixed-use areas of limited size, with a variety of residential, office and service uses that primarily serve neighborhood needs."

It has been used in several small-scale neighborhood districts such as Como Avenue/Luther Seminary and along West 7th Street. It overlaps with the OS district in some respects.

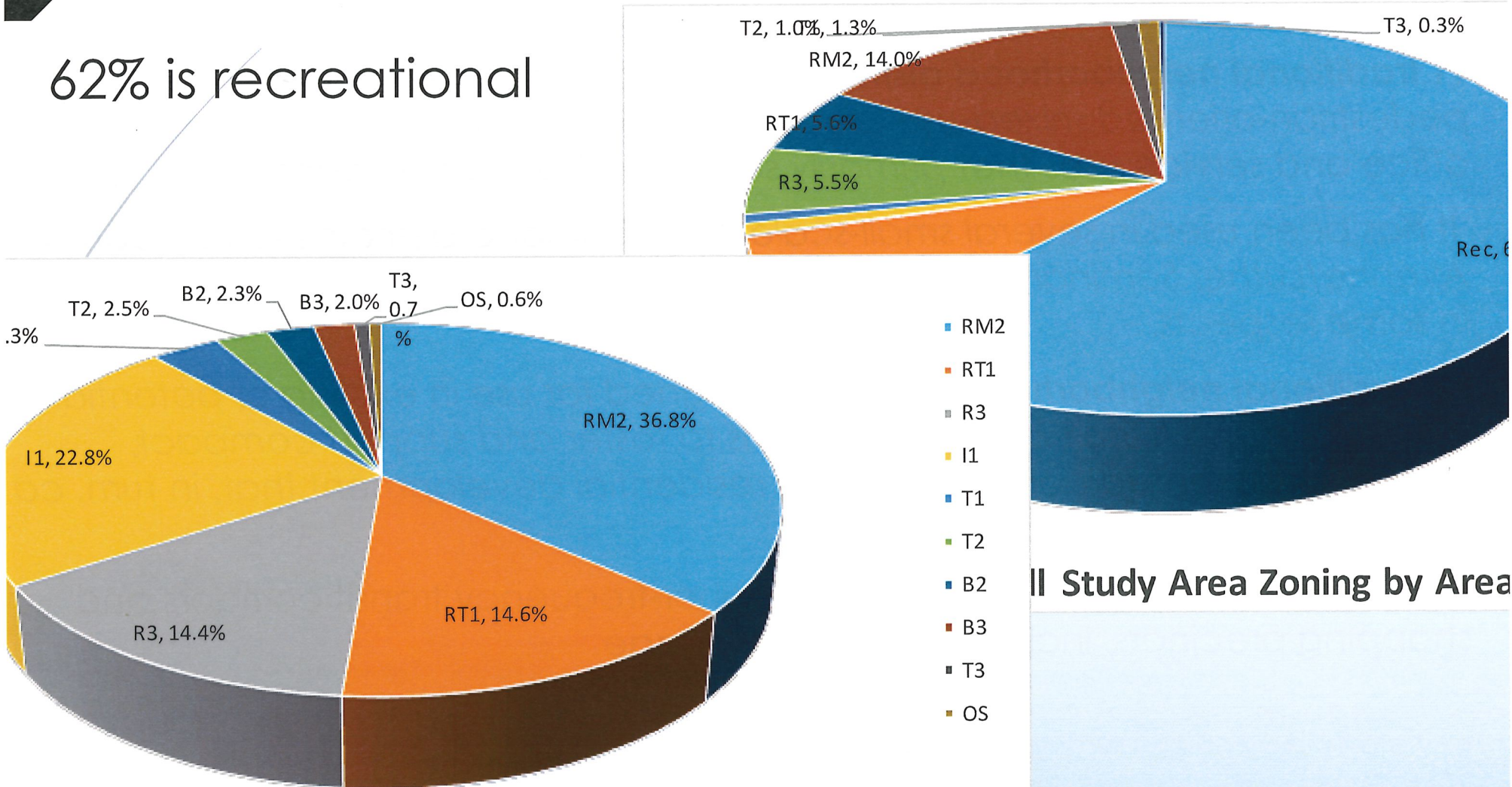
**T2 traditional neighborhood district** is designed for use in existing or potential pedestrian and transit nodes. Its intent is to foster and support compact, pedestrian-oriented commercial and residential development that, in turn, can support and increase transit usage."

T2 has been used quite widely along higher-frequency transit corridors and shopping precincts, including Highland Village.



# Current Zoning along West Marshall

62% is recreational



II Study Area Zoning by Area

Current Marshall Study Area non Rec Zoning by Area %