

**Saint Paul Planning Commission
City Hall Conference Center
15 Kellogg Boulevard West**

Minutes July 8, 2016

A meeting of the Planning Commission of the City of Saint Paul was held Friday, July 8, 2016, at 8:30 a.m. in the Conference Center of City Hall.

Commissioners Present: Mmes. DeJoy, McMahon, Merrigan, Reveal, Thao, Underwood, Wencl; and Messrs. Edgerton, Gelgelu, Lindeke, Makarios, Nelson, Oliver, and Ward.

Commissioners Absent: Mmes. *Shively, *Wang, and Messrs. *Ochs, and Wickiser.

*Excused

Also Present: Donna Drummond, Planning Director; Jonathan Sage-Martinson, PED Department Director, Larry Zangs, DSI, Wes Saunders-Pearce, DSI, Mollie Scozzari, Allan Torstenson, Anton Jerve, Jake Reilly, Kady Dadlez, and Sonja Butler, Department of Planning and Economic Development staff.

I. Approval of minutes June 10, 2016.

Chair Wencl announced that the minutes are not available at this time. However they will be ready for approval at the next Planning Commission meeting.

II. Chair's Announcements

Chair Wencl announcement that she has appointed Melanie McMahon to be on the Zoning Committee to replace Julie Padilla who has resigned.

III. Planning Director's Announcements

Donna Drummond reported that the City Council acted on two items last Wednesday related to Planning Commission work, a study of short term rentals and Mississippi River Critical Area comments. The short term rental study looked at services such as AirBnB and whether there would be any regulations related to those. The study recommends developing recommended changes to zoning, licensing and taxation related to these uses. The recommended zoning changes will be developed by Planning staff and evaluated by the Planning Commission. The City Council also approved comments on the Critical Area Rule Making process. This was part of the official comment period before an administrative law judge regarding development of state rules for the Mississippi River Critical Area. The Planning Commission spent a lot of time developing detailed comments that informed the Dept. of Natural Resources (DNR) staff during the drafting process. Once formal rules are adopted by the state the DNR will develop a model ordinance for cities along the river to use as a starting point, and then we will be given the go ahead by DNR to start the City's code amendment process, including updating the Mississippi River Corridor Plan along with that.

IV. Zoning Committee

SITE PLAN REVIEW – List of current applications. *(Larry Zangs, 651/266-9082)*

Two items to come before the Site Plan Review Committee on Tuesday, July 12, 2016:

- Parklet – modification of existing parking lot for landscaping and amenities at 981 University Avenue West. SPR #16-051346
- City staff internal discussion continued from June 28th Site Plan Review process improvements.

NEW BUSINESS

#16-045-577 128 Café – Change of nonconforming use to allow intoxicating liquor on the menu (in addition to beer & wine allowed under the current nonconforming use permit) served only to accompany meals. 128 Cleveland Avenue North, NE corner at Laurel. *(Kady Dadlez, 651/266-6619)*

MOTION: *Commissioner Reveal moved the Zoning Committee’s recommendation to approve the change of nonconforming use subject to additional conditions. The motion carried unanimously on a voice vote.*

#16-047-372 Head House Parks Facility – Change of nonconforming use from a trail/interpretive center to a parks facility with broader use (including a mobile kitchen and use for events along with trail/interpretive center) 258 Mill Street south of the intersection of Mill Street and Walnut Street. *(Josh Williams, 651/266-6659)*

MOTION: *Commissioner Reveal moved the Zoning Committee’s recommendation to approve the change of nonconforming use subject to additional conditions. The motion carried unanimously on a voice vote.*

#16-047-663 Rebuilding Together – Reestablishment of nonconforming use for a duplex. 417 Clarence Street, SW corner at Wilson. *(Bill Dermody, 651/266-6617)*

MOTION: *Commissioner Reveal moved the Zoning Committee’s recommendation to approve the reestablishment of nonconforming use. The motion carried unanimously on a voice vote.*

#16-047-523 Pat Nseumen – Reestablishment of nonconforming use for a coffee shop. 805 Hudson Road, SE corner at Wilson. *(Bill Dermody, 651/266-6617)*

MOTION: *Commissioner Reveal moved the Zoning Committee’s recommendation to approve the reestablishment of nonconforming use subject to an additional condition. The motion carried unanimously on a voice vote.*

#16-047-815 Saint Paul Public Safety Training Facility – Conditional use permit to increase the surface parking maximum from 170 spaces to 204 parking spaces for a public safety

training facility. 600 Lafayette Road between Otsego Street and the railroad. (*Bill Dermody, 651/266-6617*)

MOTION: *Commissioner Revel moved the Zoning Committee's recommendation to approve the conditional use permit subject to an additional condition. The motion carried unanimously on a voice vote.*

Commissioner Nelson announced the item on the agenda at the next Zoning Committee meeting on Thursday, July 14, 2016.

V. Comprehensive Planning Committee

Snelling-Midway Redevelopment Site: Master Plan, Stadium Site Plan, and Zoning Clarification Amendment – Approve three resolutions recommending approval to the Mayor and City Council. (*Donna Drummond, 651/266-6556*)

Larry Zangs, Department of Safety and Inspections, went over the staff report for the soccer stadium site. He described the parking, green spaces, roads and access points proposed. He noted that the environmental review (AUAR) addresses issues related to parking for events. Specific site plan elements are still being fleshed out, including specific locations and numbers of bike parking spaces, design of the open spaces, lighting and street trees. As discussed in the master plan they are planning for infrastructure in the Snelling-Midway urban village to include provisions for broadband development.

Donna Drummond, Planning Director, added that the committee also discussed the fact that there are two variances needed for the site plan and they did not know that the variances were needed until the plans had further developed.

Mr. Zangs said as the plan developed two variances were identified related to minimum floor area ratio and a parking lot that is not shared with other uses. T4 zoning requires that parking lots developed as a stand-alone use on a separate parcel must be shared. The owner's representative is uncertain at this point as to what the program for this will be but that the lot will likely be shared in the future with adjacent commercial uses. Since these variances were not noticed in the previous June 10th hearing they will have to go through a separate hearing of their own, which is scheduled for the July 28, 2016 Zoning Committee meeting.

Commissioner Ward said we are looking at the parkland dedication just for the stadium site, but on the overall site plan it shows what is called Victoria Plaza and Midway Square. So will there be separate parkland dedication for green space that is supposed to be the Midway Square or how will that be handled?

Mr. Zangs said at this point the Victoria Plaza area is about 0.64 acres, which is sufficient to cover the parkland dedication requirements for this first phase of development. As the site gets developed the requirement for that additional acreage will be rolled into the future development that will be addressed at that time.

Commissioner Ward would like to be assured the additional green space shown on the master plan will be accomplished in the future. He also asked about bike parking locations and parking requirements generally.

Mr. Zangs replied that future site plans must be consistent with the master plan. He is confident that both the master plan and the market will result in sufficient parking being provided.

Chair Wencil announced that there are three resolutions that they will be voting on and each one will be voted on separately. She said the entire staff presentation will happen before they vote so that everyone has an understanding of the entire project.

Commissioner Reveal asked whether the green space at the bottom left is included in this phase of work.

Mr. Zangs said it is.

Commissioner Lindeke said that given the draft AUAR suggests that 2.5% of fans will be riding a bicycle to the game, doesn't that mean 500 bike racks? He wants to make sure bike parking is given equal attention to vehicle parking and noted that 5 or 10 bicycles can be put into one car spot. He said there are ambitious goals about trying to shift modes away from single occupancy vehicles so he would like to not have bike parking be the weakest link of that chain. Why aren't 500 bike parking spaces being required?

Mr. Zangs said that 420 came out of the AUAR mitigation strategy. He cannot speak to how that was derived.

Commissioner Lindeke said that it does not seem to be good enough.

Commissioner Merrigan said it is hard to tell on the site plan exactly how many spaces are being planned. They should be clear on exactly how many spaces are being required.

Mr. Zangs said that this is a developing design and what you are looking at now is generally the footprint of the layout for how this is going to develop. Staff has a comfort level with this, that it can meet all the requirements and that is why they are recommending approval of the site plan. As they move further into the design development on the plans all those things will be looked at.

Commissioner Nelson pointed out under item number 10, City Forestry, there is a requirement for 15% of the southeast parking lot to have landscaping and trees as part of it. That will knock out about 24 parking spaces in that southeast lot which would put it down to about 140 car parking spots.

Mr. Zangs said that staff knows there is a parking lot going there, and that meeting City code requirements will result in some loss of spaces there. The desire and objective with the code is to have a parking lot that does not look like a sea of asphalt, so there will be landscaping and that is a higher priority than more surface parking spaces

Commissioner Lindeke asked whether the interim parking west of the stadium will have any kind of time limit or sunset clause.

Commissioner Merrigan said that is addressed in the guidelines of the master plan but the recommendation from the staff is a 5-year sunset period on that.

Wes Saunders-Pearce, Water Resource Coordinator, Department of Safety and Inspections (DSI), then spoke about the stormwater aspects of the site plan and master plan. He said the original proposal for stormwater management was to include underground storage tanks to provide control for runoff under the temporary parking lots with the intention that those underground storage tanks would be abandoned and replaced with some new system at a future development time. The revised submittal acknowledges that that is not necessarily the best investment of infrastructure funds and they have revised their plans to still provide stormwater management for that interim parking lot area but have done it in a way that it is much more cost effective relying on grading and some rain garden features.

The site plan and master plan discuss a comprehensive stormwater management approach. The staff had requested a narrative to describe the stormwater management outlook for the site plan and the master plan and that was received. The narrative describes a comprehensive approach but indicates the site plan shows a base plan for just the stadium. That provides the risk management for the team to have a proposal that can be approved and move forward successfully for day one. This is being looked at as a design contingency because they need more time to explore a comprehensive management plan for the 35 acre area which would allow the stormwater from the site plan to ultimately drain north through some of the green spaces that are envisioned and connect to University Avenue. The base plan in the stadium site plan provides the ability for the project to move forward. There is an intermediate approach, a phased comprehensive stormwater management system where they can take the base plan and have a simple modification to it by installing additional piping at the time of construction that would allow at some future time to divert stormwater runoff to a future comprehensive system. The site plan before the Commission is to approve the base plan for the site and staff feels confident that it successfully meets the requirements but as things move forward they will continue to work with the team and its representatives to explore a comprehensive management system. That is one of the conditions in the resolution, to keep both moving forward on parallel paths.

At the Planning Commission meeting a few weeks ago there was a lot of discussion about a water feature, which is not something that is discussed deeply in the site or the master plan staff reports. However staff is very aware that that is a major point of discussion for the development and are continuing to work with the team to clarify what the opportunities and expectations are for a water feature. The water feature would be using the harvested rain water rather than domestic water and using that as an interactive feature to engage the public and demonstrate to the community sustainable design and the importance of water resources in the community. Staff has worked with the Capitol Region Watershed District to provide material to the team for their review to further that conversation. They will continue to explore that topic, but that is outside of the scope of the staff report and approval of the site plan and master plan at this time.

Commissioner Ward asked about the maintenance cost that goes with rain gardens. There will be ongoing maintenance costs and how will that be taken care of?

Mr. Saunders-Pearce noted that the development agreement between the City and team addresses the construction of stormwater facilities but there needs to be more discussion around maintenance.

Commissioner Ward said it sounds like the parking lot will be designed so it's sustainable to allow for surface water infiltration. Several different sites around the city that have these type of

parking facilities that are installed and again there are ongoing maintenance costs, so was that also something looked at as part of the infrastructure agreement with the team?

Mr. Saunders-Pearce said that the development agreement was negotiated between January and February and approved by council early in March, so that was before they had a very clear understanding of what was going to be proposed for infrastructure in terms of its form and its placement. Those were aspects that they were not specifically able to detail in the development agreement. The development agreement does contemplate ownership and maintenance and responsibility in that regard, the cost allocation by the city for infrastructure is a capital cost allocation and at this point in time it doesn't address long term operation and maintenance cost. They are aware based on other experiences in the city how that is played out successfully.

Kady Dadlez, PED staff went through the staff report for the master plan and talked about the things that have changed in the report based on the Comprehensive Planning Committee's discussions. Generally speaking the staff report on the master plan has 6 major findings: 1) master plan elements; 2) parking requirements in the T4 zoning district; 3) T4 dimensional standards (height, floor area ratio, and the setback requirements); 4) T4 Traditional Neighborhood District Design standards; 5) master planning process in 66.344 of the zoning code; and 6) consistency of the proposed redevelopment with the Saint Paul Comprehensive Plan.

Ms. Dadlez noted that the staff report was revised to add discussion of a number of items. These items also resulted in additional and/or revised conditions of the staff recommendation. These conditions are as follows:

- Allow a modest amount of surface parking (20 spaces) on each development block;
- Establish a time limit of five years for the interim parking lot west of the stadium;
- Require a FAR of 2.0;
- Note that the single story buildings planned for the "Shops in the Green" area are part of the master plan and an exception to the 2.0 FAR;
- Require a minimum amount of uses at build out (250,000 SF office, 168,440 SF retail, and 248 residential units);
- Allow residential buildings without retail on the first floor provided first floor units have exterior entrances along the street;
- Allow structured parking to be all underground (in addition to allowing it to be split between below and above first floor retail uses);
- Ensure structured parking is designed with level parking floors and adequate ceiling height to allow the space to be converted to finished floor area if the parking is no longer needed in the future;
- Prohibit freestanding parking ramps unless they are wrapped with active first floor uses along all street frontages; and
- Include the design guidelines in Appendix A as part of the master plan.

Ms. Dadlez reviewed the traditional neighborhood district design standards in 66.343 and noted that there are several instances where the master plan and/or stadium site plan proposal take precedence over the guidelines per 66.343(a). She added that these are discussed in detail in the staff report and noted them briefly as follows: 1) block length; 2) windows designed with punched and recessed openings; 3) clear or tinted glass on windows; 4) window shape, size, and pattern; 5) materials and detailing; and 6) surface parking in proximity to a corner.

Ms. Dadlez referenced the “Additional Items for Planning Commission Discussion” portion of the staff report that the Comprehensive Planning Committee recommended revisions to as follows:

- Expand upon the statement about affordable housing;
- Add statement about business and employee retention and attraction;
- Add a statement about the soccer team and RK Midway designating a community liaison as a single point of contact for neighborhood concerns;
- Add a statement about making the development broadband ready; and
- Add a statement about the soccer team and RK Midway establishing a community fund to address neighborhood quality of life issues.

Ms. Dadlez noted that the Comprehensive Planning Committee recommended a community fund be established to provide small grants to community organizations to address neighborhood livability issues such as litter and abandoned shopping carts. She added that it was recommended that the funds come from contributions from Minnesota United FC and RK Midway.

Commissioner Nelson referenced the email from RK Midway. He said it seems like they developed the master plan along with the soccer organization and that they are now back peddling in terms of maximum uses and things of that sort. He recalls seeing in excess of 4,000 parking spaces in the overall master plan and noted in the staff response to RK Midway’s comments that the shared parking situation with the offices was a significant part of the parking that would be potentially shared in the future with the soccer stadium. Now there are minimums and maximums, has there been an analyses between the differential on what the parking would be with those minimums and maximums and how many parking spaces may not be there if the minimums were all we saw in terms of development on this site and how might those different numbers impact the AUAR with regard to the overall development impact in the area.

Ms. Dadlez said that due to the site’s zoning and proximity to University Avenue and transit station the development does not require any off-street parking, though development will not happen without it.

Ms. Drummond added that they did do an analysis of how much parking would be needed by the stadium and what’s assumed in the AUAR and how much office space would be required and typically what is required for office space. What amount would be needed to ensure that there would be parking to share is how they came up with the 25%. If there was at least that amount of office space and parking provided at the typical ratios that are provided for office space that would be enough parking to share.

Commissioner Gelgelu asked for clarification about which resolution was before the commission for consideration today. He stated that there is one with and one without the language about the community fund.

Ms. Drummond said that a revised resolution was handed out today that has a red line addition from the Comprehensive Planning Committee meeting on Wednesday regarding the community fund. That is the resolution for the commission’s consideration today.

Commissioner McMahon asked about the community fund and whether there is a sense of what the level of contributions would be from the two parties as well as who is distributing the funds

and therefore determine what the neighborhood issues arising from stadium events and operations would be. Is it intended to be for businesses during construction or residents within a certain distance? What is the intent and purpose? Who decides where that money goes and how much money is involved?

Ms. Dadlez replied that the details of a community fund have not been determined. She said that the intent, based on Snelling-Midway Community Advisory Committee discussions, is a fund to help address neighborhood quality of life issues such as trash and abandoned shopping carts. These are existing problems in the neighborhood that are expected to continue with the redevelopment and the expected increased number of people in the area.

Commissioner Lindeke asked who is responsible for the cost of game day security and traffic management. He noted that at CHS Field these costs are the responsibility of the city.

Ms. Drummond said that it is expected that the team would pay for these costs. The CHS Field is a City parks facility leased to the Saints. There are other users and events held there. These are the differences.

Commissioner Lindeke suggested that these details be finalized before the master plan and site plan go to City Council.

Ms. Drummond agrees. As part of the AUAR there will be a mitigation plan which will spell out who is responsible for what.

Commissioner Reveal asked if the development agreement speaks to that or is that is not part of it.

Ms. Drummond replied that she is not sure if that was addressed in the development agreement, but the expectation is that the team would bare the cost of that extra security.

Commissioner Reveal suggested that it might be useful when we get to the point where events are imminent at the stadium, to have a specific plan to address security and traffic control. This should be available to the public (residents and business owners) and updated periodically.

Ms. Drummond said that the mitigation plan in the AUAR calls for an event management plan to be developed to work out these issues.

Commissioner Lindeke asked what the Snelling Commons are, located on the west side of Snelling Avenue at St. Anthony Avenue.

Ms. Dadlez said that Snelling Commons is a vacant parcel owned by MnDOT. It is not part of the master plan. There has been some interest on the part of Union Park District Council to develop it as park or open space.

Ms. Drummond added that it is an ongoing discussion. MnDOT has made it clear that they do not need it any longer and they are interested in disposing of it. Whether or not the City would acquire that or some other mechanism to transfer that out of MnDOT right-of-way and develop it is still to be determined.

Commissioner Makarios asked whether Snelling Commons might be used to meet the parkland dedication requirement.

Ms. Dadlez said that the master plan identifies two parks/green spaces north of the stadium as part of the public realm. Any change to that would require a major modification by the Planning Commission and City Council. She restated that Snelling Commons is not part of the master plan.

Ms. Drummond added that the analysis that they did resulted in 1.6 acres required for parkland dedication for the whole 35 acres. The green space shown on the master plan exceeds that so it will be covered.

Commissioner Lindeke said that his recollection of the draft AUAR transportation break down was 2.5% mode share of bicycling.

Ms. Drummond said that figure includes bicycling and walking.

Commissioner Lindeke said he would like to see bike parking laid out better on the site.

MOTION: Commissioner Merrigan moved on behalf of the Comprehensive Planning Committee to approve the three resolutions be adopted by the Mayor and City Council. The motion carried 13 with 1 abstention (Edgerton) on a voice vote.

VI. Transportation Committee

Street Design Manual and Complete Streets Action Plan – Approve resolution recommending manual and plan adoption to the Mayor and City Council. (*Anton Jerve, 651/266-6567*)

Commissioner Lindeke asked why the added action plan item number 10 was a medium-term goal instead of a short-term goal. He added that it seems one of the easiest things to do in that it's just a policy change and you simply talk to contractors beforehand to make it so they have to take steps to ensure access during those construction periods.

Anton Jerve, PED staff, said we would have to give contractors direction, but we also have to take the time to develop what the recommendation and best practices for Saint Paul would be. Given that this work has taken as long it has, and there are already other things in the work plan, medium term, meaning something that would take between one- two years to develop and roll out, is realistic.

Commissioner Lindeke said that he disagrees and he thinks that if you look at the other time lines, he would like to have it changed to short-term instead of medium-term now, before it goes to City Council because of the way that the work will be prioritized.

Mr. Jerve said if that is the goal of the commission they will work with it.

Commissioner DeJoy asked who it will impact if we make a change like that. How does it get implemented?

Mr. Jerve replied that the action plan will guide staff work on all of these issues implementing

complete streets, so it will be at the discretion of department directors to decide who's doing what and how that gets rolled out. This work will be carried out mostly by Public Works and with PED assistance and there are ongoing meetings with the department directors to figure out the details of exactly how this gets work rolled out. The important part at this stage is to confirm that these are the next steps for implementing Complete Streets and defining the time lines for each of these steps, then to let the staff and directors decide how that happens.

MOTION: *Commissioner Lindeke moved on behalf of the Transportation Committee to approve the resolution recommending that the Street Design Manual and Complete Streets Action Plan with action plan item 10 amended to be a short-term goal and be adopted by the Mayor and City Council. The motion carried unanimously on a voice vote.*

Commissioner Lindeke reported that the next Transportation Committee meeting on Monday, July 11, 2016 is cancelled.

VII. Neighborhood Planning Committee

Commissioner Oliver announced that they do not have any business for the commission today and the next Neighborhood Planning Committee meeting on Wednesday, July 13th is canceled.

VIII. Communications Committee

Commissioner Thao had no announcements.

IX. Task Force/Liaison Reports

No report.

Commissioner Ward had a comment for all the Commissioners, saying that what they do is very impactful to the citizens in the city, and each of them have strong opinions based on feedback that they've heard from neighbors, council members and people that they discuss Planning Commission business with. As an example, Commissioner Lindeke stood up for what he thought was best for the committee and the comments that he wanted inserted into the resolutions that they are approving. So let's not just rubber stamp anything, if we feel strongly about something then state it, speak up because every voice is welcome and it's important that we hear every voice.

X. Old Business

None.

XI. New Business

None.

XII. Adjournment

Meeting adjourned at 10:36 a.m.

Recorded and prepared by
Sonja Butler, Planning Commission Secretary
Planning and Economic Development Department,
City of Saint Paul

Respectfully submitted,

Approved _____
(Date)

Donna Drummond
Planning Director

Daniel Ward II
Secretary of the Planning Commission

Planning Team Files\planning commission\minutes\July 8, 2016