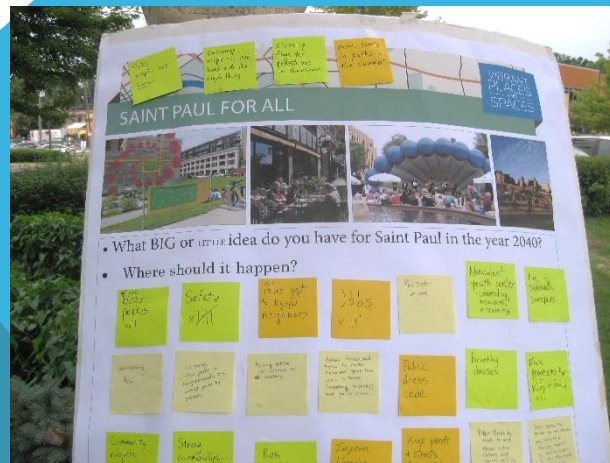
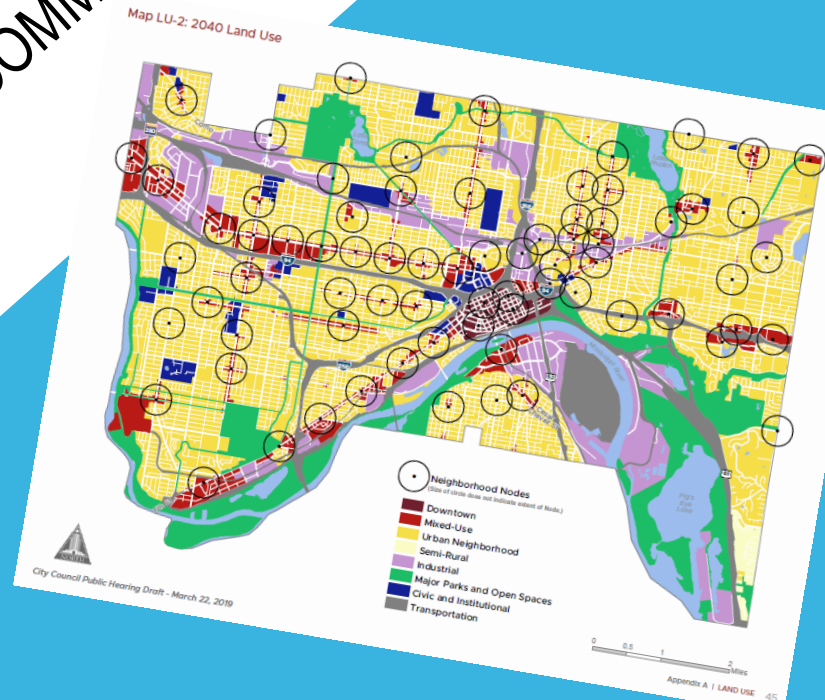


EQUITY WORK SESSION

SPECIAL MEETING OF THE ZONING COMMITTEE

AUGUST 1, 2019



TODAY'S OBJECTIVES

Via presentation:

1. Review the zoning-related equity priorities of the 5/3 retreat
2. Appreciate what's on our Planning Team work program list– work items underway in 2019 and proposed for the future that have some equity dimensions

Via conversation (and with above as inputs):

3. Begin to determine how the Zoning Committee/Commission can help put equity considerations into practical effect
 - a. Which key considerations or questions should staff have?
 - b. Recognize staff capacity constraints (we do not have staff resources to take on any more work items right now)
4. Consider questions sent by Committee members in advance, as they relate to equity




REMINDER ABOUT ROLE OF PLANNING COMMISSION

Article I, Sec. 2 of the Planning Commission bylaws:

POWERS AND DUTIES. The function of this commission shall be to carry out the provisions of Section 107.02 of the Saint Paul Administrative Code which reads in part as follows:

"Powers and duties. The commission shall serve as an **advisory body** to the mayor and city council on **municipal planning matters** as required by the municipal Planning and Development Act, Minnesota Statutes 462.351 and the Metropolitan Land Planning Act, Minnesota Statutes 473.858. It shall **review and comment upon comprehensive plan** recommendations, **studies and amendments** submitted by the office of the mayor through the planning coordinator and shall **recommend to the mayor initiation of such planning studies** as it deems necessary for the proper preparation of **comprehensive plan** or any portion thereof."



TYPES OF DECISIONS

Zoning Committee ↓

Zoning Committee, and Comprehensive
& Neighborhood Committee ↓

Final decisions, unless appealed	Quasi-Judicial Decisions (all decisions where the Planning Commission's decision is final unless appealed)	Legislative Decisions (includes all Planning Commission recommendations that go on to the Mayor & City Council for a final decision)	Recommendations to City Council
	Examples	Examples	
	Conditional Use Permits	Property rezonings	
	Non-Conforming Use Permits (all types)	Zoning text amendments	
	Variances	Comprehensive Plan amendments	
	Site Plan Reviews	Small Area Plans	
	Determinations of Similar Use	District Plans	
	Appeals of Administrative Decisions	Transportation-related recommendations	
		Heritage Preservation-related recommendations	
		All other recommendations not included in the column of quasi-judicial decisions	

2019 Planning Team Work Program**3/8/19**

^ = Item involves City Council action

Transportation/Public Systems

- Snelling-Midway (Allianz Field) Transportation Management Plan (TMP) and updates
- Gold Line BRT Engineering & finalize Station Area Planning (Met Transit & Washington Co lead)
- Riverview Transit Corridor Environmental Review and Station Area Planning (Ramsey Co lead)
- Arterial BRT Study Update (Metro Transit lead, City input)
- Rush Line Environmental Review and Station Area Planning (Ramsey Co lead)
- B Line Design Bus Service Improvement Plan (Metro Transit lead, City input)
- Metro Transit Service Improvement Plan (Metro Transit lead, every five years, City input)
- Electric mobility hub prototype development (Bloomberg Cities Climate Challenge grant)
- Pedestrian Plan^ - Planning Commission and City Council adoption (Public Works lead)
- Downtown multi-modal transportation study (recommended by East Metro Strong, possible lead of Metro Transit, Public Works/PED monitor, possible Bloomberg funding per CRO Stark)
- Capital City Bikeway – interim option design, implement, select consultants (Public Works lead)^
- River Balcony Master Plan - schematic design (Parks lead)

Neighborhood and Site/Redevelopment Planning

- Ford Site^ – Master Plan amendments, AUAR, plat approval, Design Standards, planning related to site preparations, affordable housing, infrastructure, stormwater, and sustainability
- Snelling-Midway (Allianz Field) Redevelopment – Certificate of Occupancy, AUAR mitigation, Master Plan implementation – e.g. adjacent redevelopment^, Community Fund Task Force^
- Cultural Destinations Areas and Neighborhood Nodes, planning & implementation
- Hillcrest Golf Course Redevelopment – initiate community process for Master Plan
- Rice-Larpeur Vision Plan implementation, including potentially zoning amendments^
- West Side Flats Site Plans and Master Plan greenway implementation
- East 7th Village Master Plan for housing (Cemstone site)
- Districts^ 2, 5, 7, 8, 9, 12, 15, 16 updates, and new District 17 Plan
- Downtown Sites Redevelopment (ongoing)
 - Seven Corners Gateway (development agreement approval^)
 - Ramsey West – site design, integration of River Balcony
 - Central Station Block review of responses to RFQ, input on site plan
 - RiverCentre ramp vertical development
- Sears Site redevelopment plan process (Capitol Area Architecture and Planning Board (CAAPB) as lead, City at master planning table, environmental review, site plan review TBD, and platting)
- Island Station – pre-development site planning and other approvals as necessary

Note: Required plats for, and/or grant funds received for, the above projects must be approved/accepted by City Council.

Comprehensive Planning

- Comprehensive Plan 2040^, including Mississippi River Critical Area Chapter - Planning Commission Review & City Council Adoption

Zoning Studies and Text Amendments

- Airport Zoning^ – Joint Airport Zoning Board (Holman & MSP)
- Sustainable Power (Wind & Solar) zoning text amendments (adopted at PC in Dec 2017)^
- Small Homes Zoning Study & related Chapter 66 zoning amendments^ (e.g. greater flexibility in residential districts; smaller minimum home widths, etc.)

- Chapter 63 - Citywide Parking Standards zoning text amendments^
- Chapter 63 (Regulations of General Applicability) zoning amendments^
- Chapter 66 - RM multifamily zoning districts standards study and zoning amendments^
- Chapter 68 Amendments^: Separating out the Critical Area Regulations (approvable by DNR) from Floodplain Regulations
- Stryker Avenue Zoning Study^
- Ward 3 Residential Design Standards^ - building articulation amendments
- Progress on Zoning studies regarding affordable housing requested by City Council ^, i.e. review and update of the definition of family; increased density in residential districts; and initiate inclusionary zoning study
- Initiate Zoning and Site Plan amendments^ to begin to implement Comprehensive Plan 2040
- Assorted zoning text amendments^ that meet Strategic Priority Decision-making: E.g.; "hotel" land use definition and standards; sandwich board signage zoning text amendments

Other Major Projects


- HUD Consolidated Plan 2020-2024^ (with PED Housing and Federal Grants Teams)
- Opportunity Zone Project Marketing (includes prospectus) (Research & GIS)
- NOAA property prioritization (Research & GIS)
- District Council Training Module about Planning, complementary to DSI Zoning Training (with District Council Coordinator)
- Community engagement on draft Climate Adaption and Resiliency Plan^ (Mayor's Office lead)
- Data management governance group (OTC, Research & GIS, HPC, Zoning, and PED Admin team)
- Market Watch Report (Research & GIS)
- Planning for equity (align with Engagement Framework, Equity Action Plan; develop indicators)
- Anti-Displacement Policy Network (with PED Housing Team)
- Rondo Land Bridge feasibility study input and Reimagining 94^ (environmental phase) – (project monitoring, with Mayor's Office)
- Zoning Guidebook – finalize
- ProjectDOX – implementation of site plan reviews

On-going

1. Zoning Cases^ (rezonings, zoning text amendments appeals of Planning Commission decisions)
2. Site plan review
3. Research & GIS Mapping (include PED Web map tool)
4. Environmental reviews (HUD-mandated and EAW reviews; process improvements)
5. District Council plan updates^ (Districts 2, 5, 7, 8, 9, 12, 15, 16), new District 17 plan
6. District planner liaison relationships
7. Urban Design Collaborative (former Saint Paul Design Center Management Team)
8. Implementation of Grand Round^ - Como Ave and Johnson Parkway (Public Works lead)
9. PED Development Grants Application team: Coordination of clean-up/development grant apps.
10. College zoning, including parking
11. Sustainability Team participation (Mayor's Office lead)
12. Capital Improvement Plan team participation (OFS lead)
13. Commercial Vitality Zones^ - Como Front Dale; Selby; Rice-Capitol (ED Team lead)
14. Planning Work Program Evaluation Outcomes (including Comprehensive Plan tracking)

***YOU RECEIVED THIS IN MARCH**

Planning Team Staffing Level (20 FTEs)

- City planners – 11.5 FTE (including director)
 - Research Analyst – 1.5 FTE
 - Planning Technician – 2.0 FTEs
 - HPC staff – 3.0 FTE
 - Admin. Assistants – 2.0 FTE
 - 1 Planning intern
- 

2019 ZONING STUDIES & TEXT AMENDMENTS – WHERE ARE WE?

■ Sustainable Power (Wind & Solar) Zoning text amendments (at City Council) **Adopted**

- Overnight shelter use in B4 Zoning study
- Stryker Ave Zoning Study
- “Hotel” land use definition study
- Ford design standards

Under review now


- Citywide Parking regulations
- RM Zoning Study
 - Other Chapter 66 updates – housing; use tables; etc.
- Support for Mayor’s Office’s tiny/affordable homes project
- Definition of “Family” study

Staff work started

- Initiate Inclusionary Zoning Study
- Ward 3 Building Articulation

Yet to start, but this year

ZONING STUDIES & TEXT AMENDMENTS – 2020 LIST

- Finalize Citywide Parking regulations amendments
 - Produce **Inclusionary Zoning** study (as part of 2018 City Council resolution 18-1204 regarding affordable housing)
 - Develop Chapter 68 Amendments to update the **Mississippi River Critical Area Ordinance** (*in advance of submitting to DNR for review in 2021*)
 - **Tangletown/Macalester Park study** (*as needed, items not addressed with the Ward 3 Design Standards Amendments*)
 - Initiate **Religious (accessory) uses** zoning study – must commence by Feb. 26, 2020
 - Initiate study of schools (and other institutional/assembly uses) in **industrial zones** study (City Council request)
 - Chapter 63 **Regulations of General Applicability** zoning text amendments
 - Zoning study of farmers markets and outdoor sales Conditional Use Permits
- 

PLANNING COMMISSION: 5/3 RETREAT, EQUITY PRIORITIES

28 policies and
17 implementation actions

Planning Commission

15 priority policies and
Implementation actions



Chapter	Equity-related	
	Policies	Implementation Items
Land Use	7	8
Housing	6	3
Transportation	5	1
Parks, Recreation and Open Space	4	3
Water Resources	2	0
Heritage Preservation	4	2
Mississippi River Corridor Critical Area	TBD	TBD
	28	17

MATRIX OF EQUITY PRIORITIES –

A FOCUS ON ZONING ITEMS

(handout)



WHICH ZONING WORK ITEMS RELATE TO EQUITY ?

UNDERWAY IN 2019

- Naturally-Occurring Affordable Housing (NOAH) work – *Rental Rehab Loan Program* - with Housing Team
- Inclusionary Zoning Study
- RM Residential Multifamily zoning study
- Definition of Family zoning study (with DSI)
- Parking regulations zoning study
- Residential analysis (per 2018 City Council resolution): 3-4plex opportunity analysis along Transit Corridors and within Neighborhood Nodes

PROPOSED TO ADVANCE EQUITY, 2040 COMP PLAN, & ON LIST:

- Update in the Zoning Code:
 - Intent and purpose statement
 - CUP standards review and update
 - Site Plan Review standards review and update (with DSI)
- Explore creation of qualitative equity guidelines, and/or encourage district councils to use equity scorecards
- Update the **District and Small Area Plan Guidelines** to reflect the 2040 Comp Plan – including equity-related policies
- Chapter 66 zoning text amendments in support of density
- Update Planning Commission's Duplex-Triplex Conversion Guidelines (with DSI)

Highlighted items have an upcoming slide with more detail

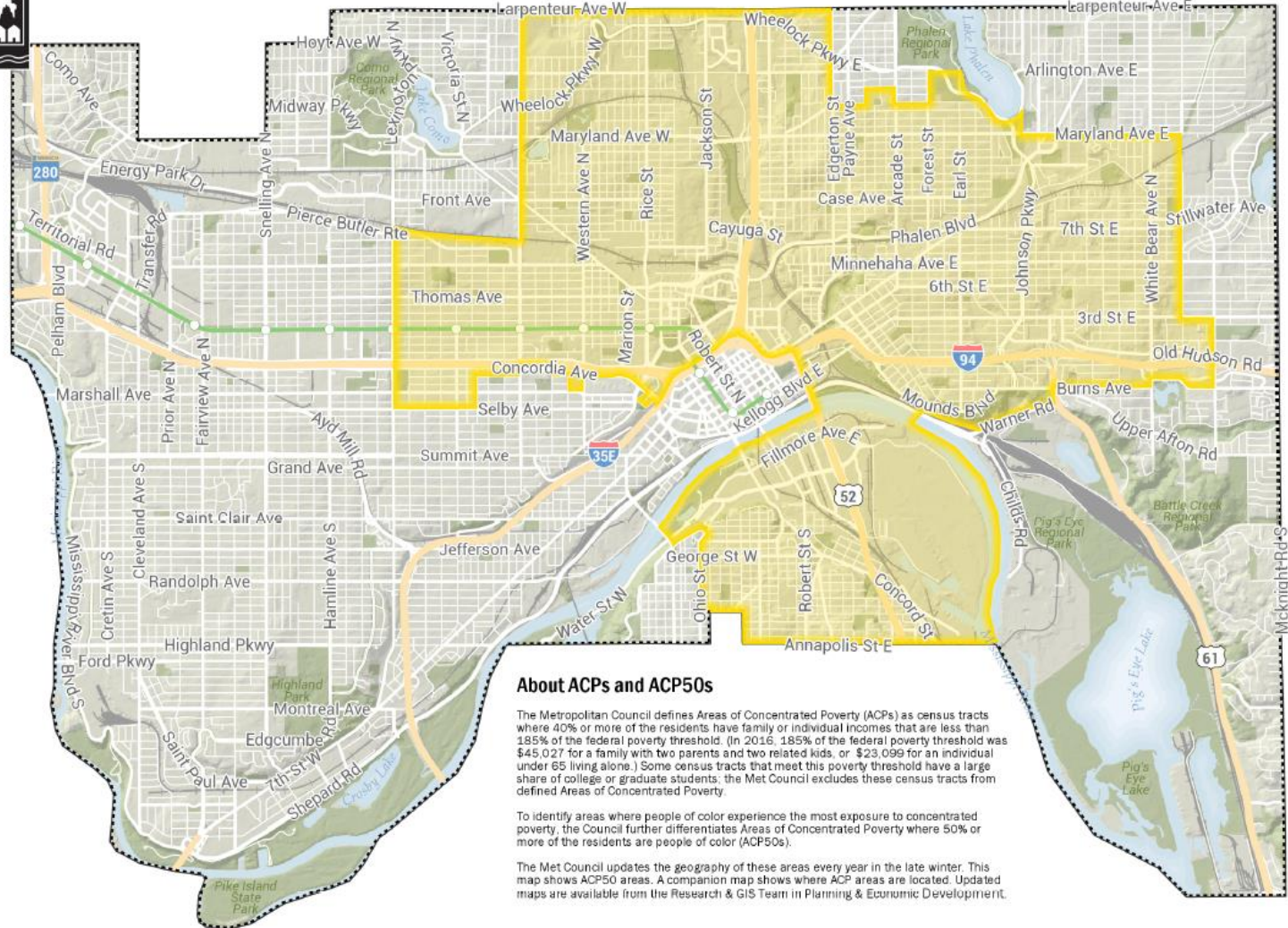
RENTAL REHAB LOAN PROGRAM:

CITYWIDE (CLASSIFIED C,D) AND AREAS OF CONCENTRATED POVERTY (A,B,C,D)



ACP50 Areas

April 8th, 2019 Interact with the data online at <https://bit.ly/2CYq3lB>



About ACPs and ACP50s

The Metropolitan Council defines Areas of Concentrated Poverty (ACPs) as census tracts where 40% or more of the residents have family or individual incomes that are less than 185% of the federal poverty threshold. (In 2016, 185% of the federal poverty threshold was \$45,027 for a family with two parents and two related kids, or \$23,099 for an individual under 65 living alone.) Some census tracts that meet this poverty threshold have a large share of college or graduate students; the Met Council excludes these census tracts from defined Areas of Concentrated Poverty.

To identify areas where people of color experience the most exposure to concentrated poverty, the Council further differentiates Areas of Concentrated Poverty where 50% or more of the residents are people of color (ACP50s).

The Met Council updates the geography of these areas every year in the late winter. This map shows ACP50 areas. A companion map shows where ACP areas are located. Updated maps are available from the Research & GIS Team in Planning & Economic Development.

UNDERWAY: INCLUSIONARY ZONING

Staff: Kady Dadlez, Emma Siegworth, Luis Pereira

“...impacts and advantages of a citywide and/or targeted inclusionary zoning policy.”

Inclusionary Housing Policy in the Twin Cities

Inclusionary housing, also known as inclusionary zoning, or IZ, is a policy that requires developers to build a percentage of housing units within market-rate developments that are affordable to low- and middle-income households. In recent years, mandatory inclusionary housing policies have been adopted by some metro area cities as one tool for increasing the supply of affordable housing units in their communities. This document offers a comparison of known existing policies for planners, policymakers, developers, and advocates who want to understand how different IZ policies have been structured to date.

For more information on inclusionary housing, visit our Expert Insights on Inclusionary Zoning workshop page at www.minneapolisfed.org/community/community-development-events/expert-insights-on-inclusionary-zoning.



POLICY FEATURE	CITY				
	BLOOMINGTON	EDINA	MINNEAPOLIS	RICHFIELD	ST. LOUIS PARK
Effective date (MOST RECENT)	September 2019	March 2019	January 2019—interim policy in effect, permanent policy expected to be up	October 2018	May 2019

OF NOTE

- Inclusionary housing programs are intended for a “hot” housing market, and are just one tool in the



An Analysis of a Density Bonus Program along University Ave Recommendations for St. Paul

Prepared by Joshua Abrams, December 2017

Summary

St. Paul is interested in exploring if a density bonus program has potential to produce affordable housing in the University Avenue Corridor. Many cities are interested in density bonus programs because they can be win-win solutions: affordable housing for the city and increased profit for a developer. However, it is often difficult to make these programs work.

In late 2016, St. Paul applied for and received a grant to do this work from the Minneapolis/St. Paul Regional Mixed Income Housing Feasibility Education and Action Project, sponsored by The Family Housing Fund and the Urban Land Institute Minnesota/Regional Council of Mayors (ULI MN/RCM)

**THE BIG PICTURE
PROJECT**
Aligning housing plans along
Central Corridor



Green Line Density Bonus Study: Final Report

March, 2015

UNDERWAY: RM RESIDENTIAL MULTIFAMILY STUDY

Staff: Bill Dermody

- To what extent do **current RM1-RM3 zoning district standards** limit residential housing opportunities?:
 - Minimum lot area per unit / Floor Area Ratio
 - Maximum lot coverage requirement (35%)
 - Parking requirements
 - Maximum height
 - Setback requirements
- How appropriate is it to apply Traditional Neighborhood (T) district design standards?
- **Impact on City's housing growth goals** – Staff ideas under consideration:
 - Reducing minimum lot area per unit by 200-300 s.f. per unit
 - Eliminating the 35% lot coverage maximum in RT and RM districts
 - Adding Traditional Neighborhood district design standards to 3+ unit buildings in RM2 (RM2 is the most commonly-occurring RM district in the city)
 - Eliminating parking requirement within $\frac{1}{4}$ mile of University Ave, as it is in T districts
 - Reducing min. parking requirement for 6+ unit buildings by 25% if buildings within $\frac{1}{2}$ mile of LRT, BRT, streetcar, or arterial BRT

UNDERWAY: DEFINITION OF FAMILY ZONING STUDY

Staff: Michael Wade


Current definition: §60.207

Family. One (1) or two (2) persons or parents, with their direct lineal descendants and adopted or legally cared for children (and including the domestic employees thereof) together with not more than two (2) persons not so related, living together in the whole or part of a dwelling comprising a single housekeeping unit. Every additional group of four (4) or fewer persons living in such housekeeping unit shall be considered a separate family for the purpose of this code.

This definition of “family” forbids (regardless of the size of the dwelling unit):

- blood relatives that cause the total to exceed four (not including the primary parents' lineal descendants);
- more than four unrelated residents;
- three or more unrelated persons joining the primary parents and their descendants.

PROPOSED: EXPLORE EQUITY GUIDELINES

- Separate from Zoning findings – qualitative questions, yes/no answers
 - “Guidelines” approach allows us to see what works
 - Possible qualitative guidelines examples (Y/N answers):
 1. Is the application located in an Area of Concentrated Poverty where 50% or more residents are people of color, indigenous and/or Latinx ethnicity?
 2. Does the application add net affordable housing (as defined by the 2040 Comp Plan) to the area?
 3. Does the application help retain or create family-sustaining jobs, compared to what was there before?
 4. Does the application involve other community benefits (e.g., energy and efficiency standards that impact residents relative to costs; location of project relative to transit and jobs, etc.)?
 - If an application meets all required zoning findings, not meeting “equity” guidelines cannot be the sole basis of a municipal planning decision (per CAO)
- 

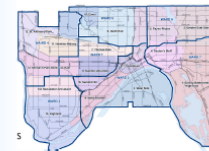
PROPOSED: DISTRICT AND SMALL AREA PLAN GUIDELINES

- Last updated in 2010 with 2030 Comp Plan (i.e., needs an update)
- Provides neighborhoods guidance on how to implement the Comp Plan with District Plan updates
- Plan Content – excerpt, emphasis added by staff:

*“District ... Plans may be done for general or specific purposes and are essential in **refining and implementing city development objectives and Comprehensive Plan priorities as they apply locally, based on local needs and opportunities**. At the outset of the planning process, PED staff will provide a list of key strategies from the Saint Paul Comprehensive Plan which **should be addressed, if applicable**, in all plans.*

E.g., identify locations, policies and action steps related to:


- Rezoning and density of redevelopment, TOD
- Mixed income & affordable housing
- Affordable housing preservation
- Industrial site assembly – family-sustaining jobs
- Multimodal investment
- Resiliency and sustainability
- Small business opportunities - SWMBEs
- Creative placemaking
- Active living and community health



District and Small Area Plan Guidelines

*First adopted - September 24, 1999
Previously Revised -August 8, 2001
Last Revised – September 24, 2010*

YOUR QUESTIONS

1. Which Zoning Committee decisions are most vulnerable to being made less well because we aren't taking equity issues into account?
 2. What areas of Zoning decision-making would benefit from better guidelines—both to document historic decisions and preserve institutional memory, and to guide new areas like equity?
 3. What equity dimensions do we think are most relevant — Economic fairness? Racial justice? Geographic distribution? Other?
 4. What are the **legal limits** on conditions imposed on decisions?
 1. X% of affordable housing? (I.e. **inclusionary zoning**)
 2. A minimum amount of commercial space in mixed use developments?
 3. If we are legally proscribed, what would we have to do to change that? Amend state law? Local law or regulations? Other?
 5. Do we need to think about a **significant City-wide rezoning** to adapt land use to market changes and new economics on jobs, etc.?
- 

YOUR QUESTIONS

6. How should we think about **transitional development**? (i.e. shorter-term uses when market conditions don't allow for a higher or better use)?

1. Moving from industrial to non-industrial uses, or vice versa?
2. Long-vacant properties, potentially not feasible for economically reuse?
3. Retrofitting historic properties to new uses?



CONVERSATION

Via conversation:

3. How can the Zoning Committee/Commission help put equity considerations into practical effect?
 - a. Which key considerations or questions should staff have?
 - b. Recognize staff capacity constraints (we do not have staff resources to take on any more work items right now)
4. Consider questions sent by Committee members in advance, as they relate to equity