ZONING COMMITTEE STAFF REPORT

FILE NAME: 1883 Norfolk Rezoning

FILE #: 22-088-531

APPLICANT: PHS Norfolk Avenue LLC **HEARING DATE**: September 8, 2022

TYPE OF APPLICATION: Rezoning

LOCATION: 1883 Norfolk Ave, NW corner at Sue Street

PIN & LEGAL DESCRIPTION: 21-28-23-24-0132; E 78 feet of Lots 23-25, Block 7, Davern's

Burren Addition

PLANNING DISTRICT: 15 EXISTING ZONING: R3

ZONING CODE REFERENCE: § 61.801(b) **STAFF REPORT DATE**: September 1, 2022

DATE RECEIVED: August 24, 2022 **60-DAY DEADLINE FOR ACTION:** October 17, 2022

BY: Spencer Johnson

A. **PURPOSE:** Rezone from R3 one-family residential to RM2 medium-density multiple-family residential.

- B. **PARCEL SIZE:** The application applies to one parcel bounded by Sue Street to the east and Norfolk Avenue to the south. The site has approximately 130 ft. of frontage on Sue Street and 78 ft. of frontage on Norfolk Avenue for a total of 10,140 sq. ft.
- C. **EXISTING LAND USE:** Two-family dwelling.
- D. **SURROUNDING LAND USE:** North: two-family dwelling. East: one-family dwellings. South: Highway 5 on-ramp from Mississippi River Blvd. West: surface parking lot (12 spaces) and 141-unit multiple-family senior housing development (Highlands of St. Paul).
- E. **ZONING CODE CITATION:** § 61.801(b) provides for changes to the zoning of property initiated by the property owner.
- F. **HISTORY/DISCUSSION:** There are no previous zoning cases for the subject property. 1891 Norfolk Avenue and 1413 Sue Street were rezoned from R3 One-Family Residential to RM2 Multiple-Family Residential in 2018. There are a number of zoning cases for the senior housing development to the west, formerly known as St. Mary's Home, now known as Highlands of St. Paul.
- G. **DISTRICT COUNCIL RECOMMENDATION:** The Highland District Council (District 15) voted to support the project. See the letter attached to the staff report.

H. FINDINGS:

1. The property owner operates Highlands of St. Paul, a senior living community composed of three separate buildings connected by shared community spaces on the block bounded by Norfolk Avenue, Sue Street, Graham Avenue, and Prior Avenue. The continuum of care offered includes memory care, assisted living, and independent living. The applicant intends to demolish two duplexes on the block, one at 1413 Sue Street and one at 1883 Norfolk Avenue, to create a 72-unit multi-family housing development that requires RM2 medium-density multiple-family residential zoning. The lot at 1883 Norfolk is the one lot on the block currently zoned R3 one-family residential. The adjacent properties (1891 Norfolk Avenue and 1413 Sue Street) are zoned RM2 and are part of the project site. The assisted and senior living facilities on the block are also zoned RM2. The applicant has also applied for a conditional use permit for additional height, a front yard setback variance, and a floor area ratio (FAR) variance, which are detailed in a separate staff report.

Zoning Committee Staff Report Zoning File #22-088-531 Page 2 of 2

- 2. The proposed zoning is consistent with the way this area has developed. The proposed rezoning is consistent with the existing RM2 zoning district to the north and west and the existing 141-unit senior housing complex on the block, and would not result in spot zoning. 69% of the site and over 90% of the city block are currently zoned RM2, so the rezoning would complete the block with a consistent zoning district. The rezoning to RM2 is consistent with the intent and purpose of the Zoning Code, including Sec. 60.103(j), which calls for providing housing choice and housing affordability. Rezoning to RM2 will allow development of workforce housing on the site.
- 3. The proposed zoning is consistent with the Comprehensive Plan. The site of the proposed multi-family housing development is located within the Urban Neighborhood land use category as identified in the Future Land Use Map of the 2040 Comprehensive Plan. Urban Neighborhoods are primarily residential areas with a range of housing types. Urban Neighborhood is the largest land use area in Saint Paul. Policy LU-34 calls for medium-density housing that diversifies housing options, including townhouses, courtyard apartments and smaller multi-family developments, compatible with the general scale of Urban Neighborhoods. Policy LU-35 calls for multi-family housing along arterial and collector streets, and in employment centers to facilitate walking and leverage the use of public transportation. The Highland Park District 15 Plan, an addendum to the Comprehensive Plan, calls for an increase in the diversity of housing options so that people of all ages, cultures, ethnicities, and incomes have a place in the neighborhoods, including infill high-rise and mid-rise options that reflect the scale and diverse character of housing within Highland Park (see policies H1 and H2). The RM2 zoning district is designed for multiple-family residential and supportive, complementary uses. Its intent is to foster and support pedestrian- and transit-oriented residential development and provide for infill housing to meet a variety of housing needs.
- 4. The proposed zoning is compatible with surrounding uses. The proposed rezoning is compatible with surrounding residential uses, including the adjacent 141-unit senior housing complex, and the Highway 5 on-ramp to the south.
- I. **STAFF RECOMMENDATION:** Based on the above findings, staff recommends approval of the proposed rezoning from R3 one-family residential to RM2 medium-density multiple-family residential at 1883 Norfolk Avenue.

SAENT PAUL

REZONING APPLICATION

Department of Planning and Economic Development Zoning Section 1400 City Hall Annex, 25 West Fourth Street Saint Paul, MN 55102-1634 (651) 266-6583

Zoning Office Use Only	
File #	
Fee Paid \$	-
	-
Received By / Date	-
Tentative Hearing Date	_

1. 1.

(651) 266-6583			Tentative Hearing Date			
	Property Owner(s) PHS Norfolk Avenue, L	LC				
APPLICANT		_ _{City} St. Pau		State MN	_ _{Zip} 55116	
	Email sjagodzinski@seniorpartners.com	_ Phone 651.3				
	Contact Person (if different) Sam Jagodzinsl	ki	_ Email ^{sja}	agodzinski@sen	iorpartners.com	
	Address 2823 Hamline Avenue N	_ _{City} Rosevil	le	State MN	_{Zip} 55113	
	(Attach additional sheet if necessary to include all of the owners of at least 67% of the area of the property to be rezoned.)					
	Address/Location 1883 Norfolk Avenue					
ROPERTY NFO	PIN(s) & Legal Description 212823240132		*		****	
11-0	(Attach additional sheet if	necessary.)				
	,					
		Lot Area 0.23	3	Current Zonir	na R3	
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Matching the the same zon Graham, Sun 90% of the and local ar scattered the	re zoning of the neighboring 1413 Sue Stroning as 1920 Graham Avenue and 1903 ue, Norfolk, and the alley 69% of the lot is area is already zoned RM-2. The 2040 C rea to be developed as "Urban Neighborhoroughout. The property is being re-zoned nousing community, which would be of a s	eet and 1891 Norfolk Aven already RM2 omprehensiv ood", which ir with the idea	zoning di Norfolk / ue. Of thi . Of the ve e Plan ca ncludes n of consti	strict, for the p Avenue. this is area surro vhole block, alls for the en nulti-family h ructing a 72-	urpose of: s is also bunded by over ntire block housing -unit	
•	ee attached Shoot					
Attach addition	nal sheets if necessary. Attachments as required:	Site Plan	☐ Conse	nt Petition □	☐ Affidavit	
☐ If you are a r	religious institution you may have certain rights under RLUII	PA. Please check	this box if yo	u identify as a re	ligious institution	

Subscribed and sworn to before me

Notary Public

ANNINA M VERBEEK Notary Public Mirnesota My Commission Expires January 31, 2024 By: PHS Norfolk Avenue, LLL

Sam Jagob 2 why.

Title: Agent





RE-ZONING APPLICATION

Overview

PHS Norfolk Avenue, LLC in close partnership with Kimley-Horn for Civil Engineering, BKV Group for Architecture and Landscape Architecture applies for a re-zoning from R3 to RM2 for one parcel (1883 Norfolk Avenue | Parcel ID 21282340132) to match the rest of the block and site. The goal of this rezoning is to facilitate, a proposed 72-unit workforce apartment building on three neighboring parcels: 1413 Sue Street, 1883 Norfolk Avenue, and 1891 Norfolk Avenue (Parcel IDs: 212823240137, 212823240136, 212823240132, respectively) located in the Highland Park Neighborhood adjacent to the Highland Path Senior Housing Community. The idea behind this building is to serve folks making 60-80% of the Ramsey County area median income.

Mission

Senior Housing Partners is an affiliate of Roseville-based Presbyterian Homes and Services which seeks to enrich the lives and touch the hearts of older adults. In this day and age, in order to enrich the lives and touch the hearts of older adults, it is crucial to enrich the lives of hardworking staff. In the last handful of years, staff have reported that finding quality, safe, and attainable housing has become a major challenge. Senior Housing Partners seeks to construct workforce housing for Presbyterian Homes and Services employees and for the community at large that can fulfill this need and provide safe, convenient, and attainable housing options. Given the proximity to four existing communities in St. Paul (Highland Path, Lexington Landing, Carondelet Village, and Central Towers) plus the under construction Marvella development in Highland Bridge, which represent over 500 existing employees within the City of St. Paul, the site is ideally located to serve employees at all those sites.

We discussed the plans at length at both the May and June Community Development Committee meetings of the Highland District Council plus multiple resident meetings. At the May meeting, while many residents and committee members were generally supportive, Senior Housing Partners heard many voiced concerns, in particular, about traffic and parking. To address these concerns, PHGS Norfolk Avenue, LLC reduced the density proposed by 7 units and increased the structured parking by 5 spaces plus added the 8 unit surface parking lot for building residents as well (an over 40% increase parking) all in order to address these voiced concerns.





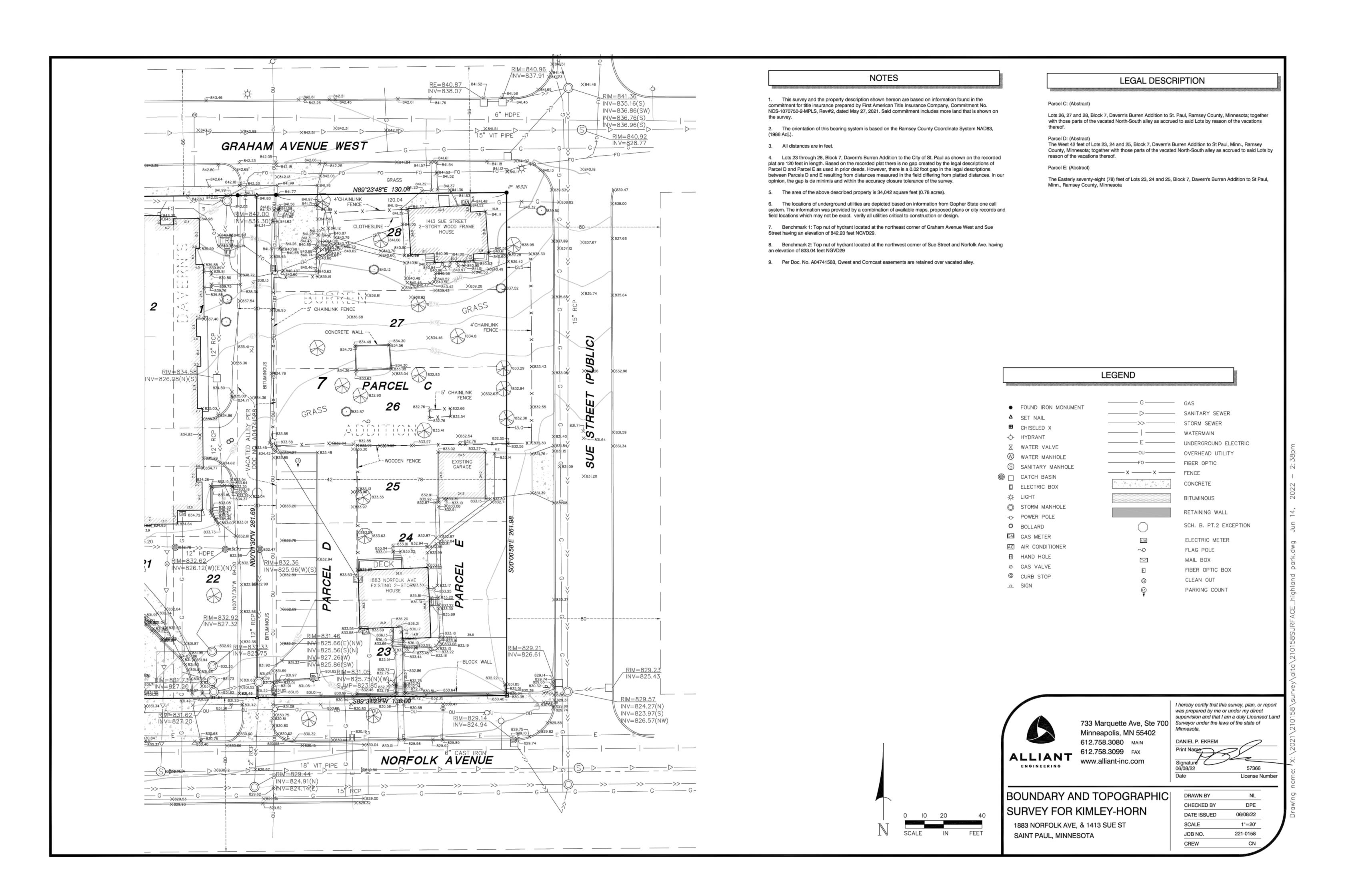
RE-ZONING APPLICATION

Re-Zoning

PHS Norfolk Avenue, LLC applies for a re-zoning from R-3 to RM-2 for one parcel (1883 Norfolk Avenue | Parcel ID 21282340132) to match the rest of the block and match the zoning of 1413 Sue Street and 1891 Norfolk Avenue. PHS Norfolk Avenue, LLC has designed the site plan to carefully follow the auspices of RM-2 zoning. We strongly believe that the building as proposed would exemplify the intent of the RM-2 zoning providing for "comprehensive development of multiple-family uses and a balance of population concentration near major thoroughfares, transit, and related facilities." Currently, 69% of the specific site and over 90% of the city block are already zoned RM-2, so the re-zoning would complete the block, so it all matches the same zoning. PHS Norfolk Avenue, LLC asks to re-zone the last R3 site on the block to match the zoning of its adjacent properties and create one contiguous RM-2 zoning district.



Rezoning Requested



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Landscape Architecture
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CONSULTANTS

Kimley» Horn

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PHONE: 651-645-4197
WWW.KIMLEY-HORN.COM

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Presbyterian Homes – Highland Housing

ISSUE # DATE DESCRIPTION
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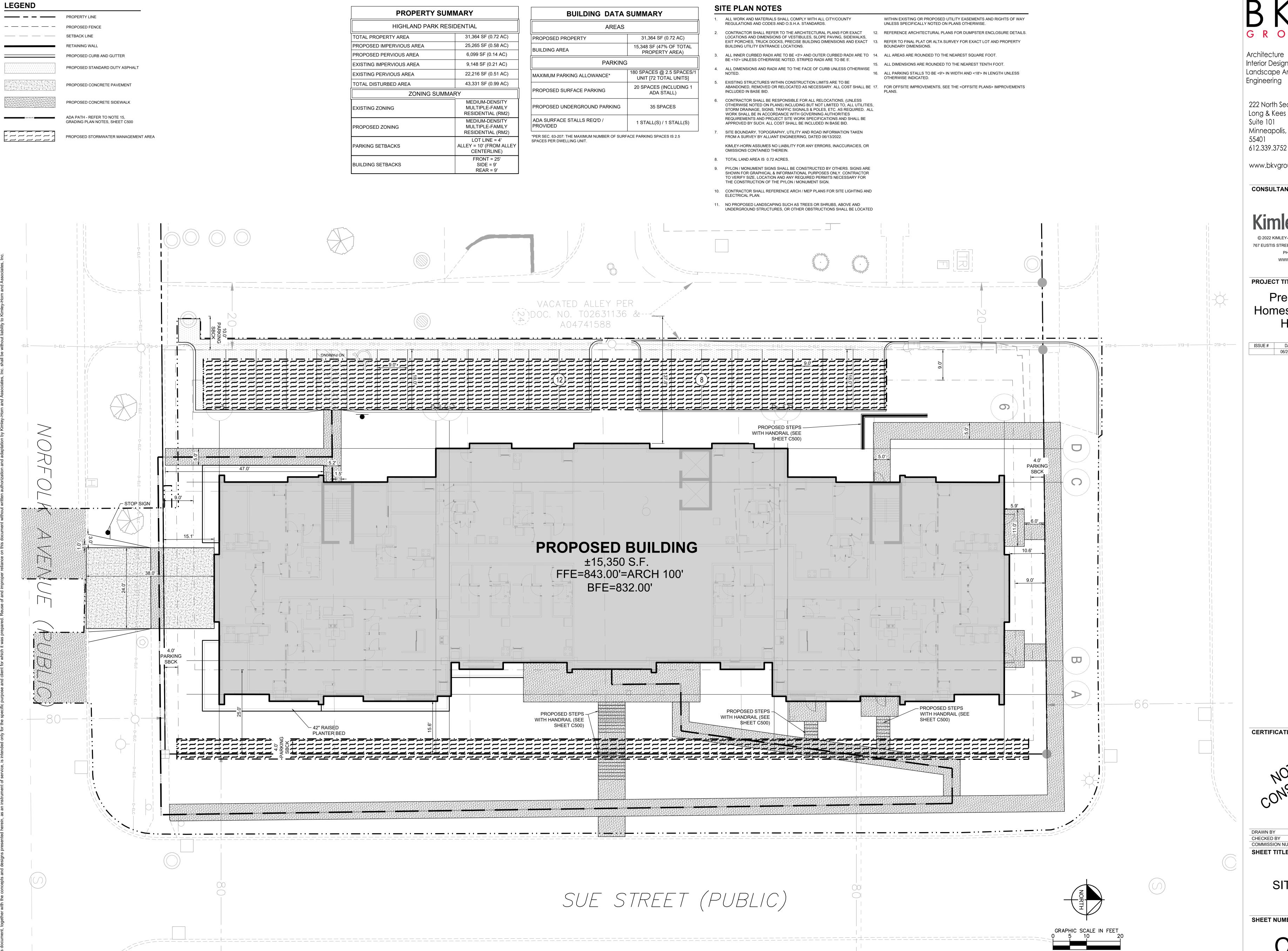
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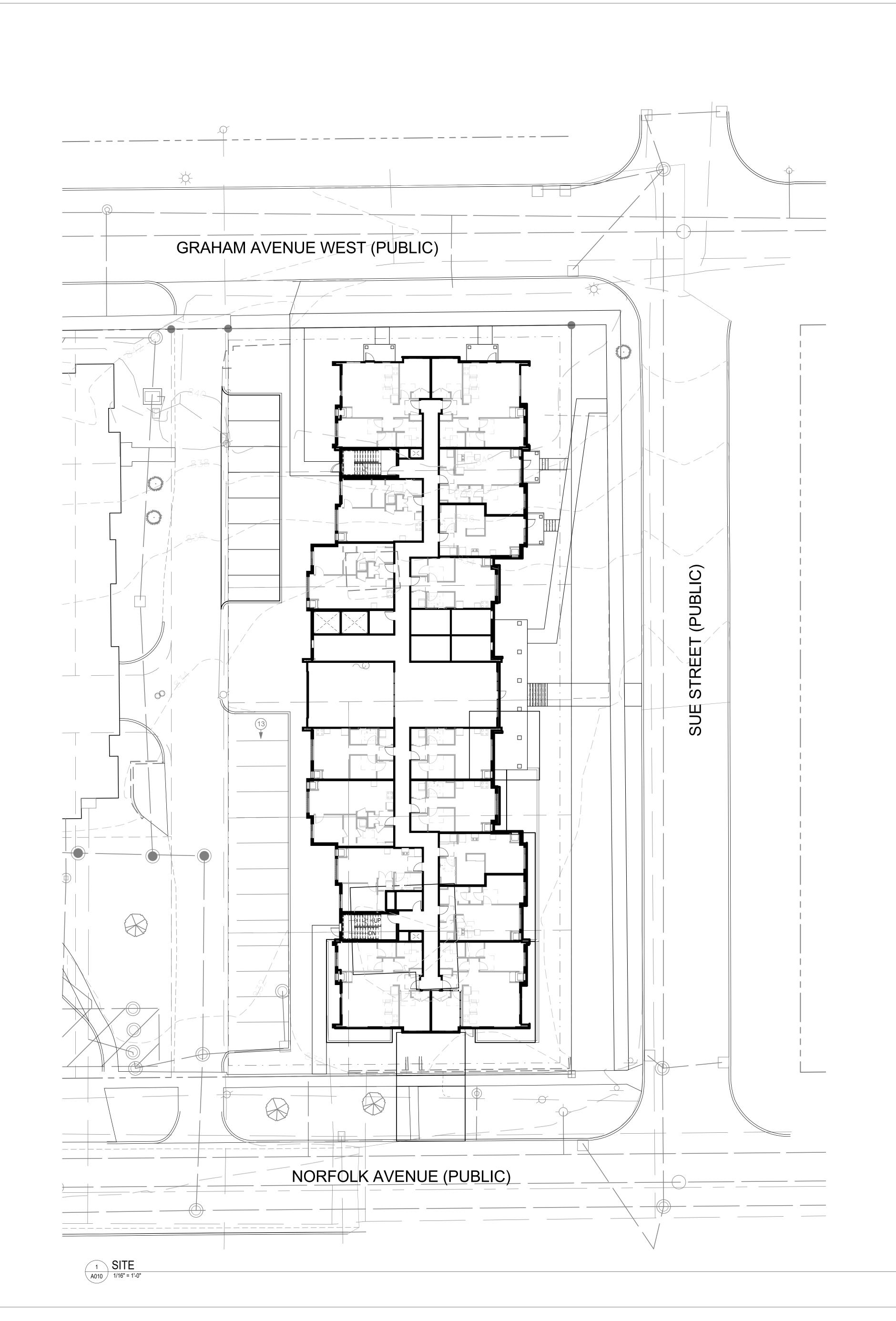
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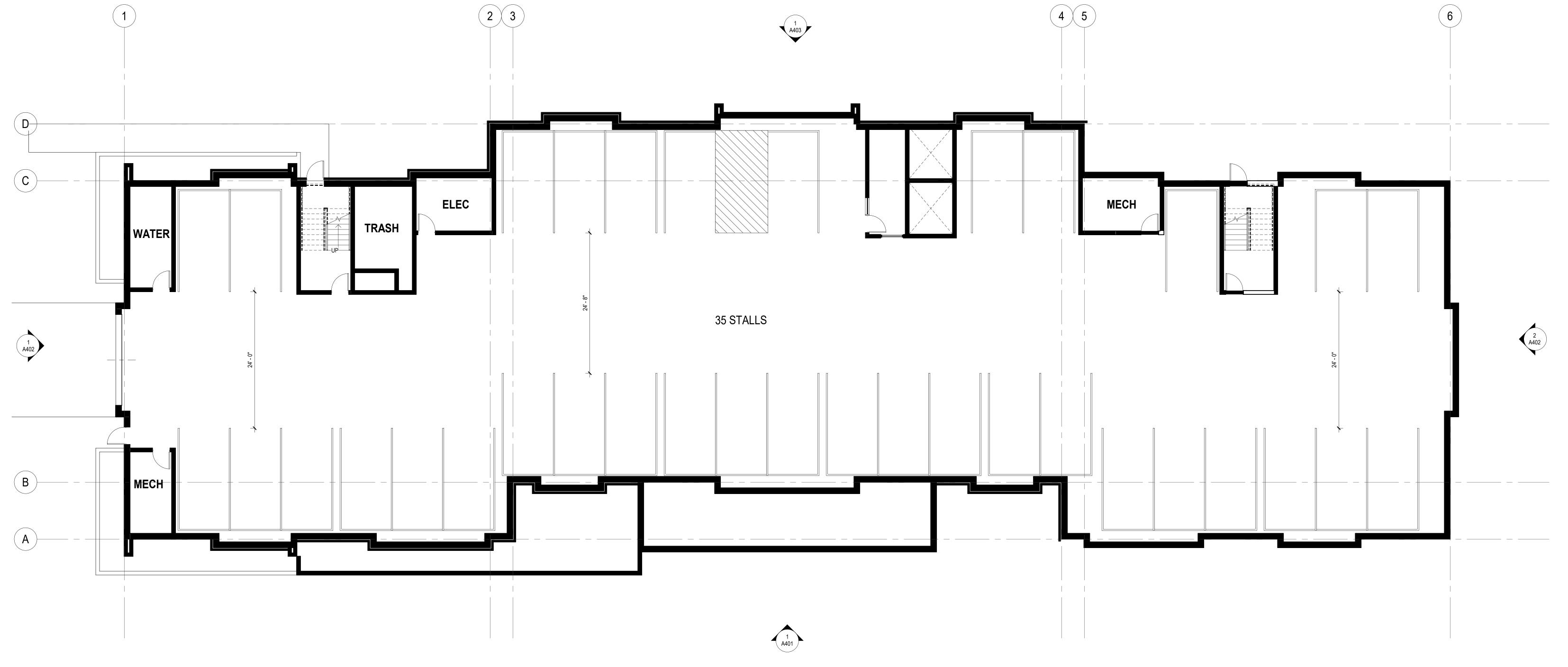
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1 LEVEL P1 - OVERALL FLOOR PLAN
1/8" = 1'-0"

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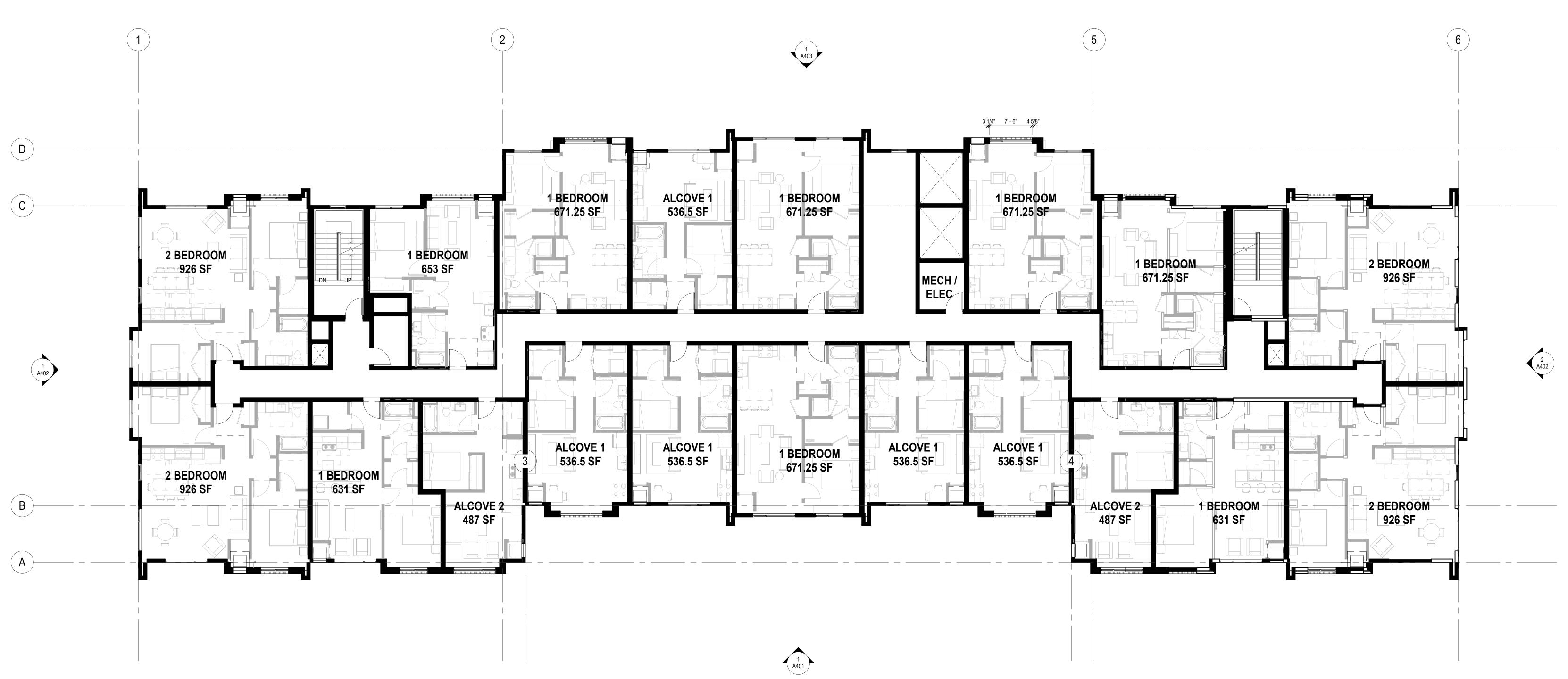
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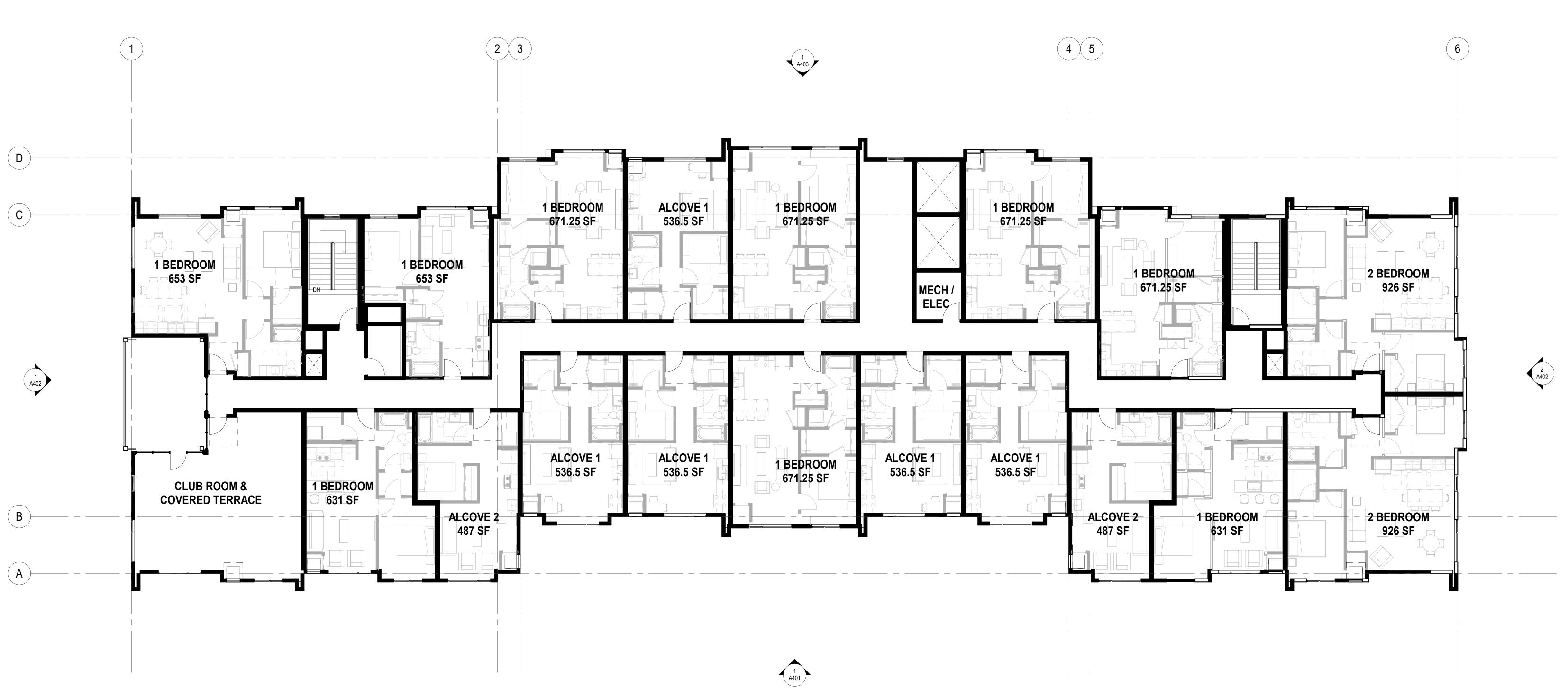
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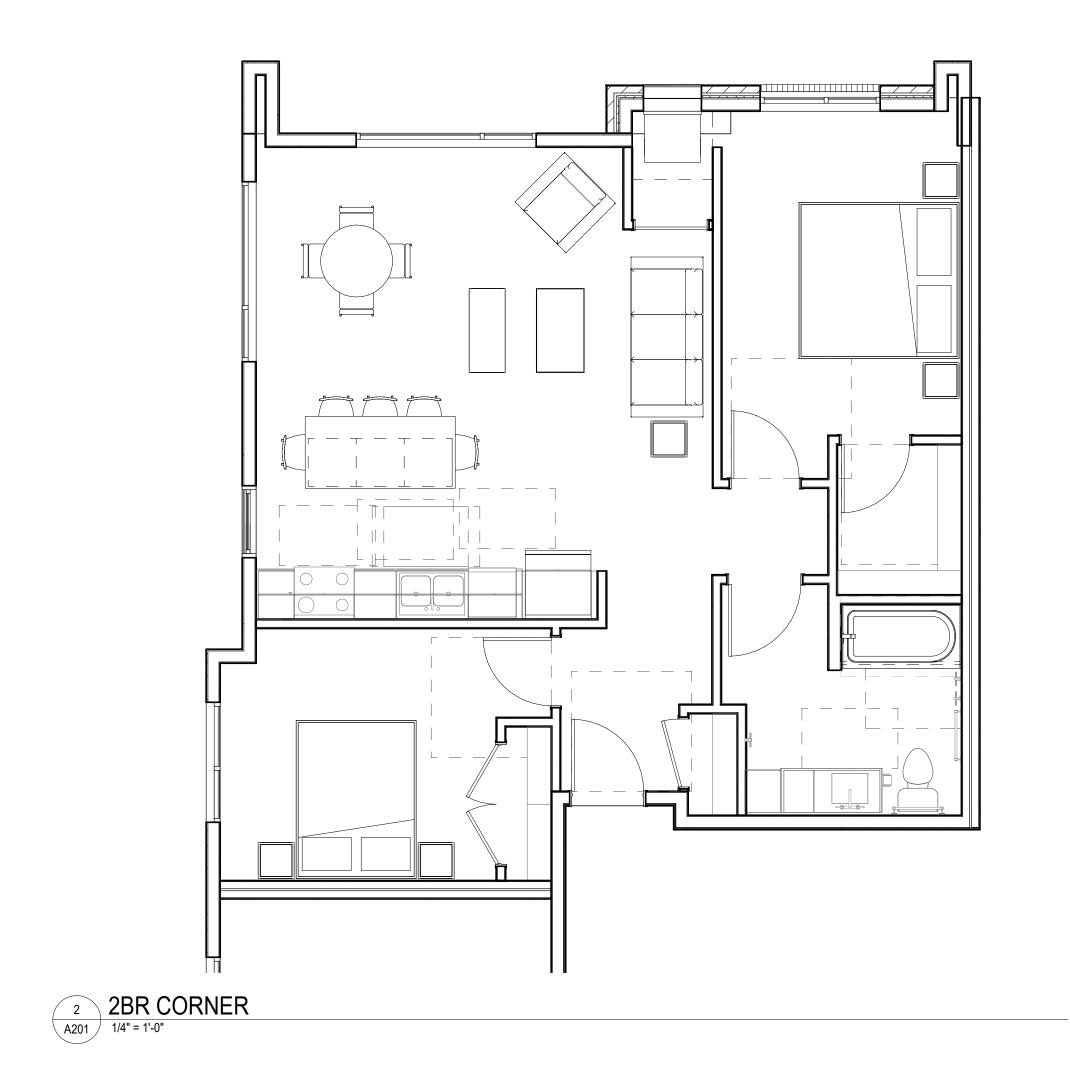
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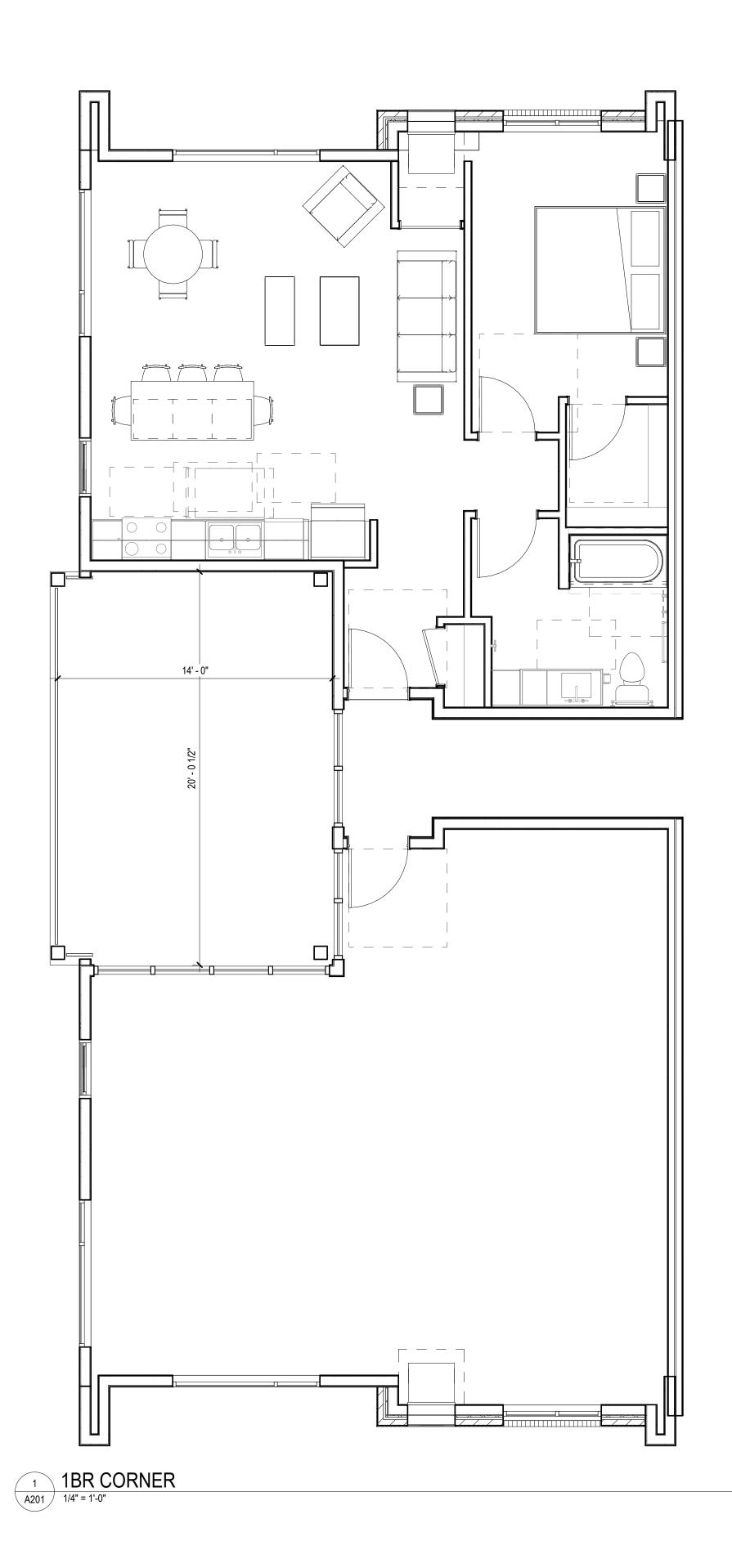
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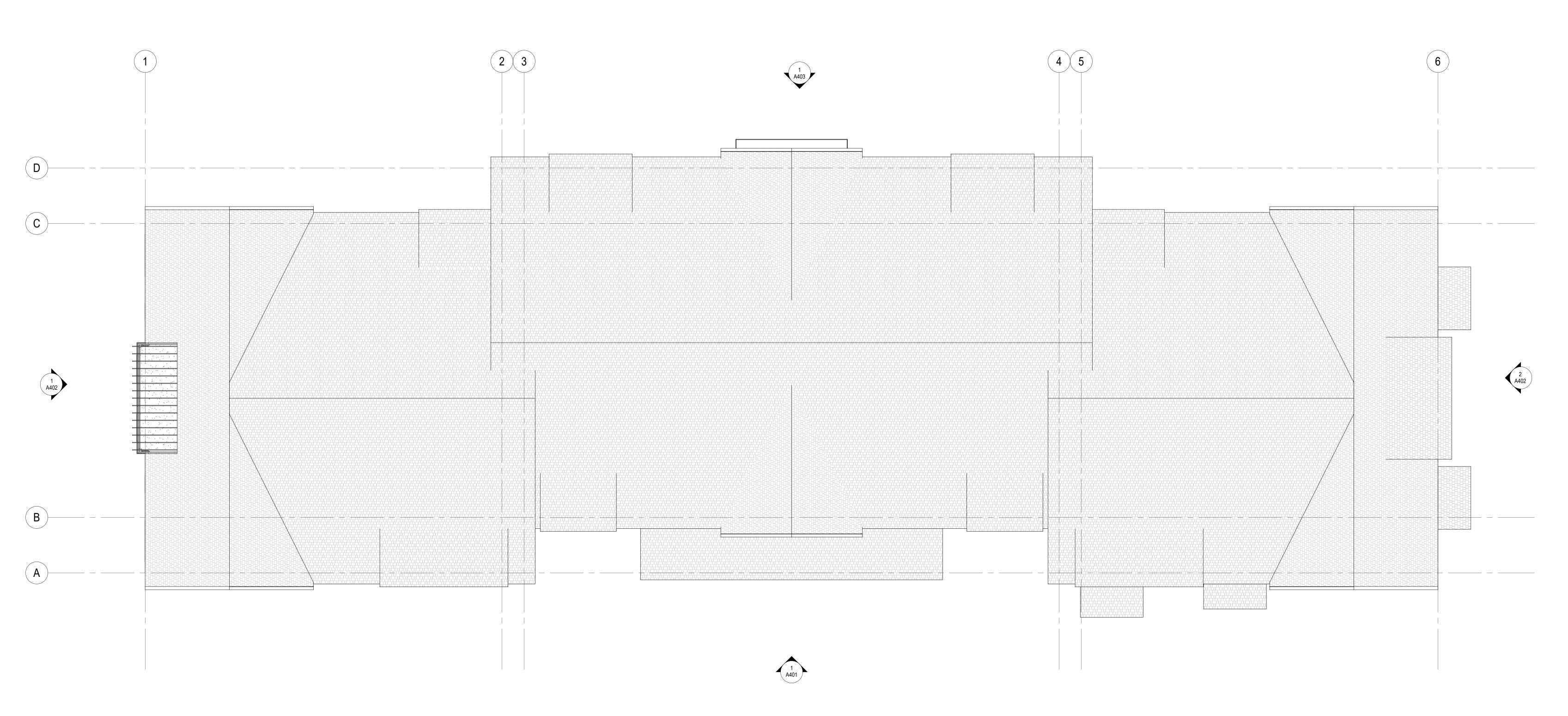
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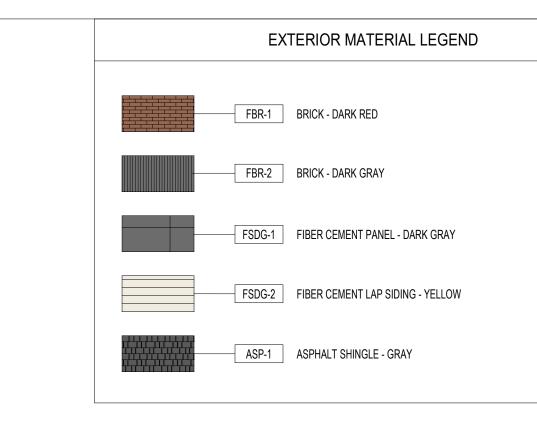
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JST BRG 142' - 0"

LEVEL 4 133' - 0"

LEVEL 3 122' - 4"

LEVEL 2 111' - 8"

LEVEL 1_

SOUTH ELEVATION
1/8" = 1'-0"



NORTH ELEVATION

1/8" = 1'-0"

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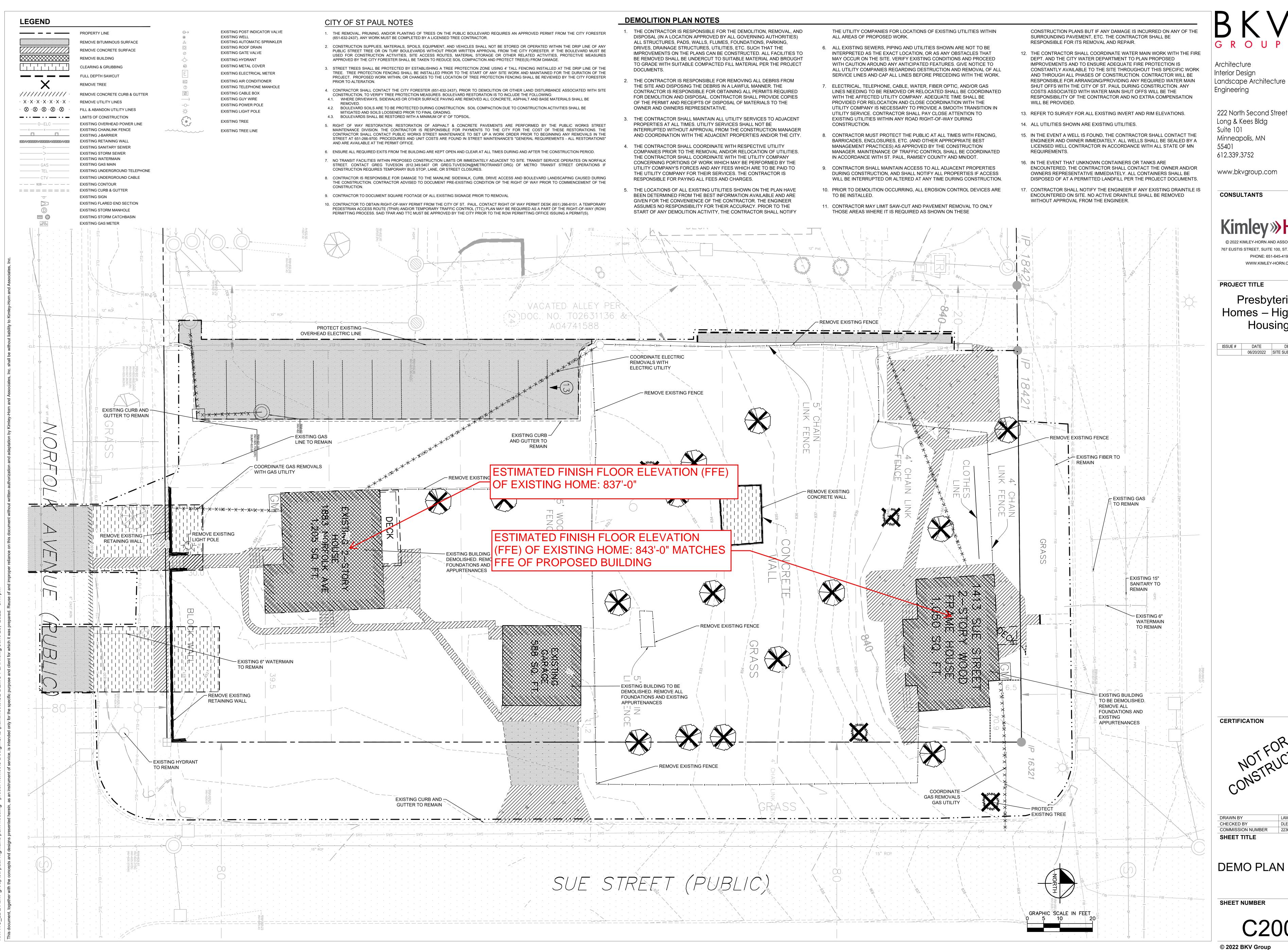
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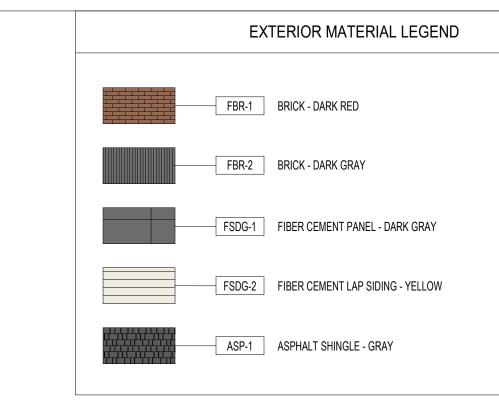
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1 EAST ELEVATION 1/8" = 1'-0"

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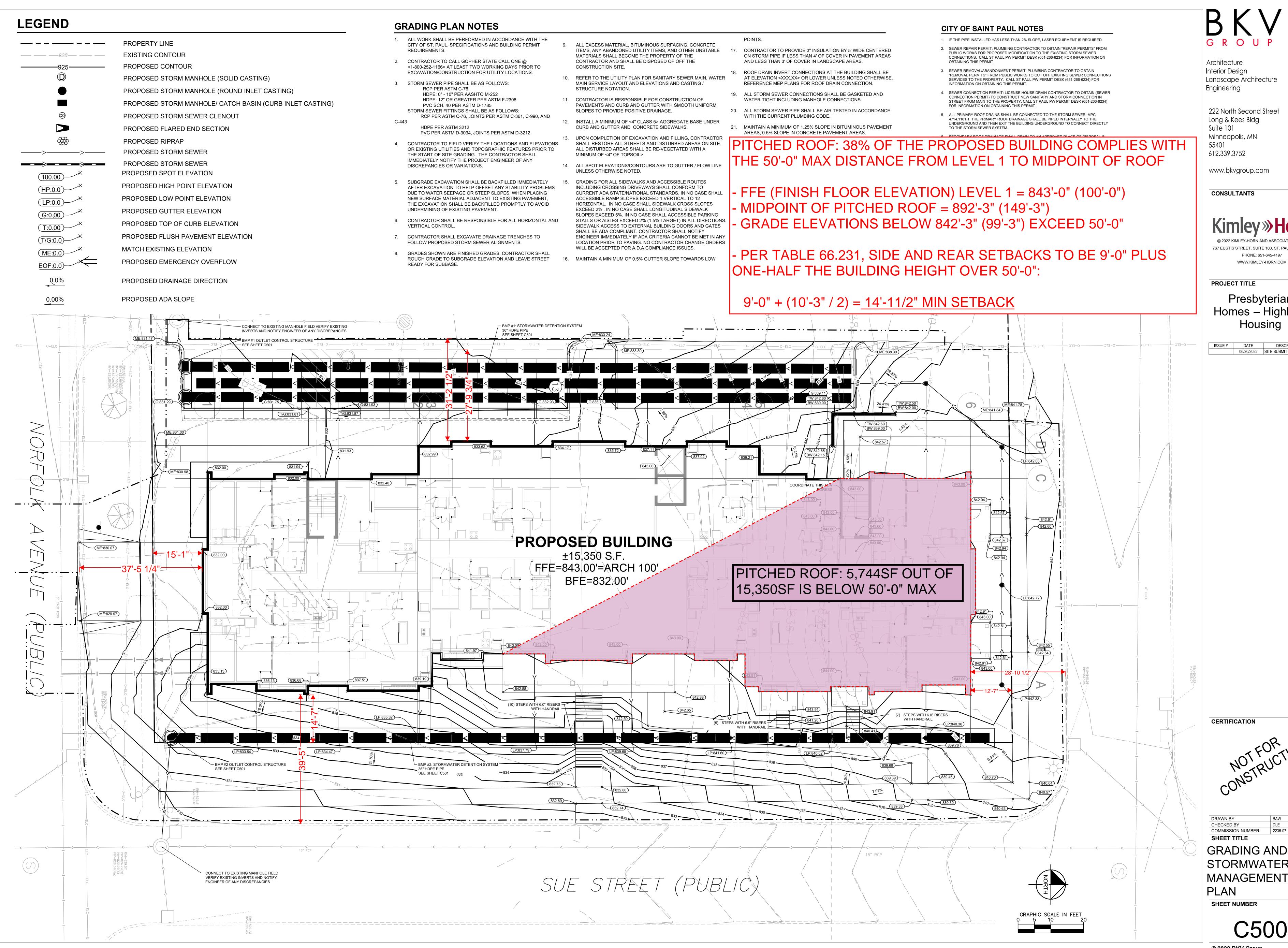
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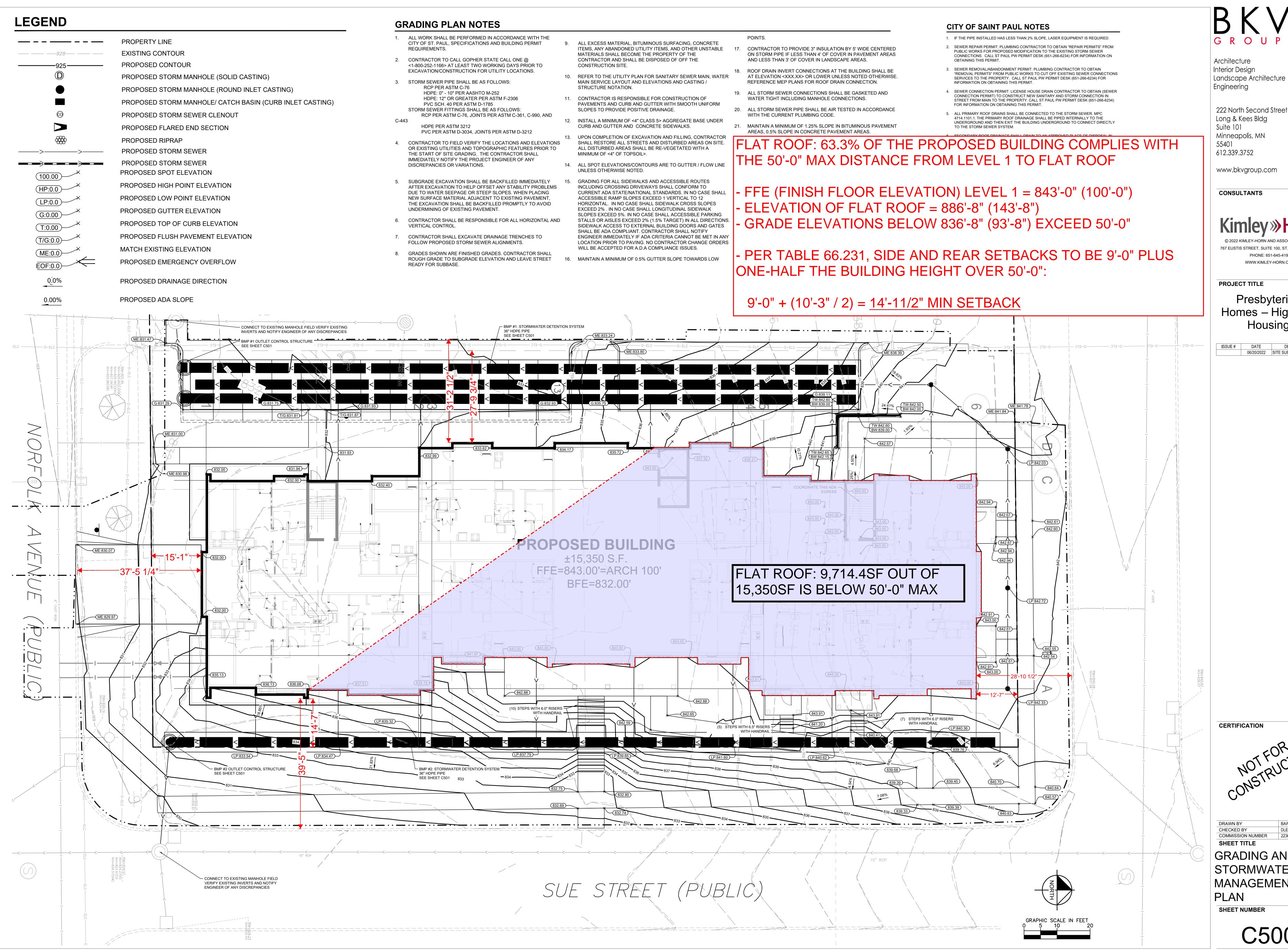
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GRADING AND STORMWATER MANAGEMENT

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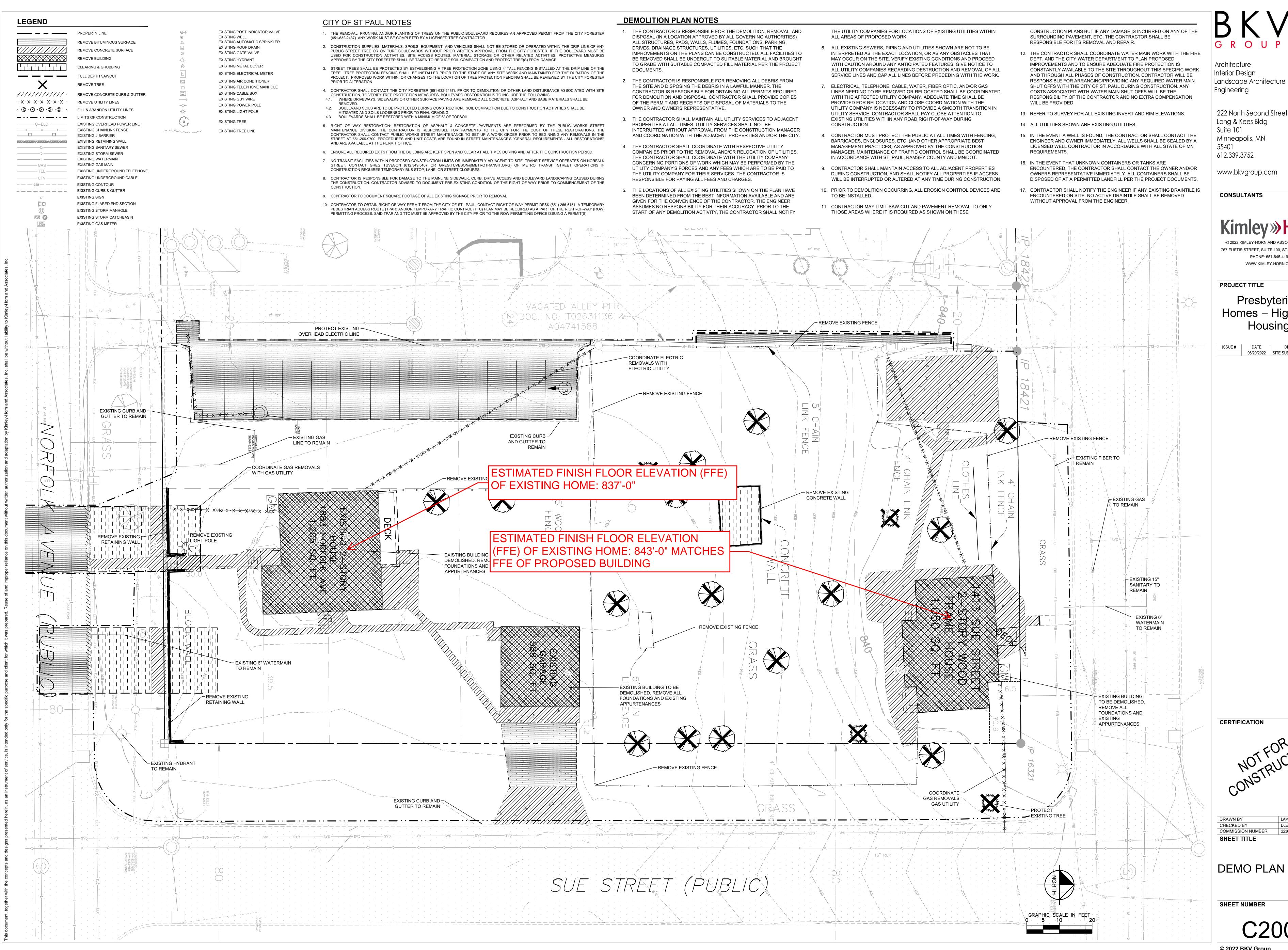
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GRADING AND STORMWATER MANAGEMENT

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Landscape Architecture

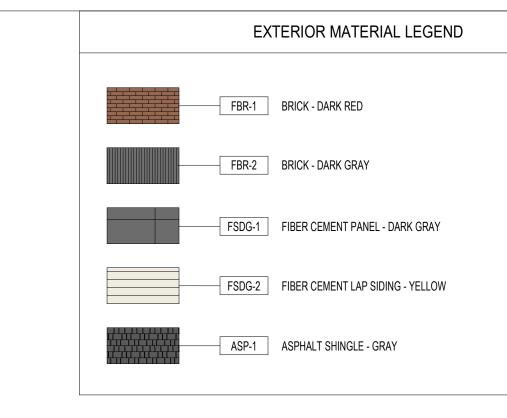
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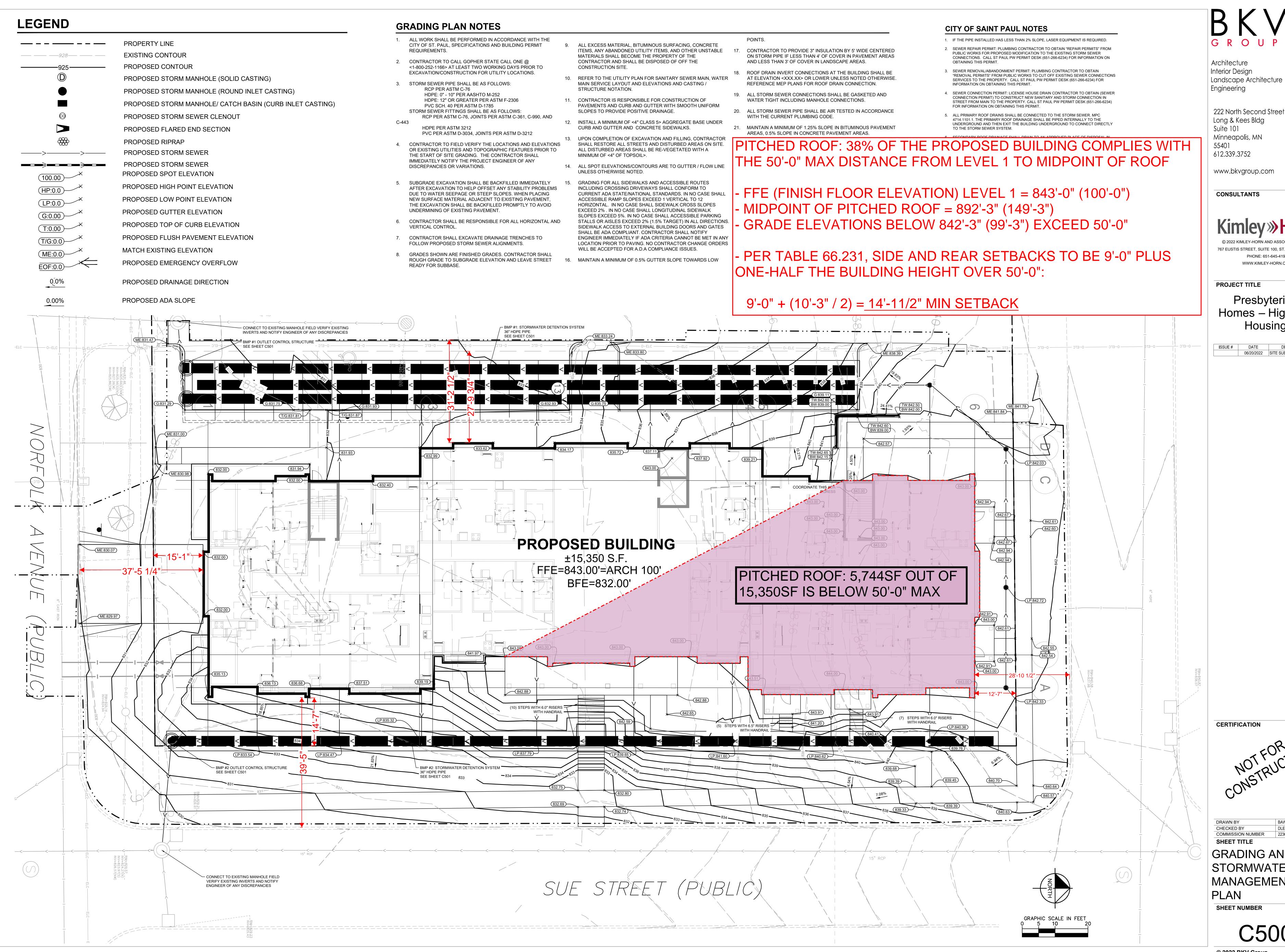
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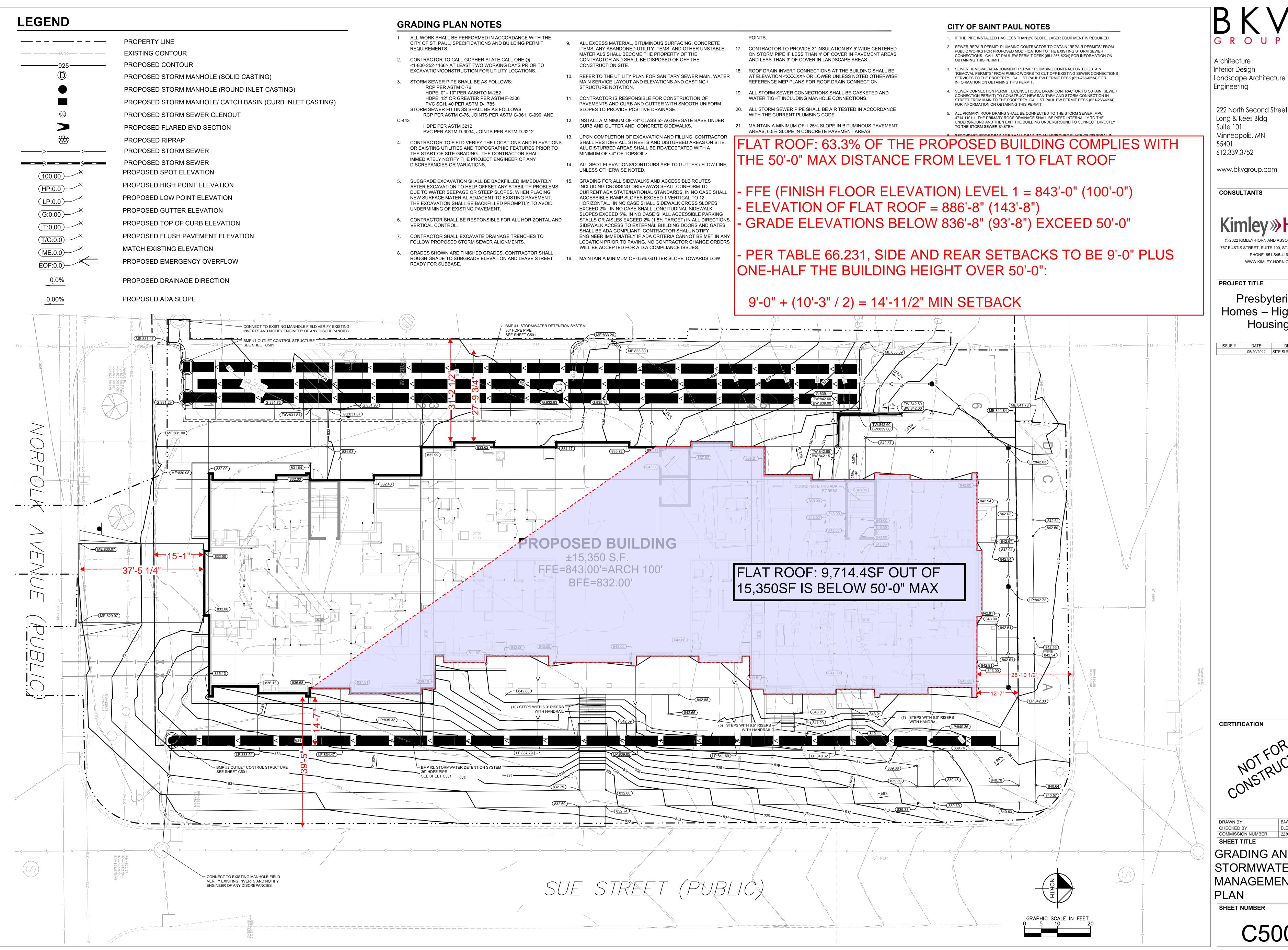
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GRADING AND STORMWATER MANAGEMENT

C500



1978 Ford Parkway • Saint Paul MN 55116 • 651.695.4005 • HighlandDistrictCouncil.org

HDC Resolution for Graham & Sue Workforce Housing

WHEREAS the applicant, Senior Housing Partners is requesting a Conditional Use Permit(CUP), two variances and a rezoning of the property on Sue Street, between Graham Ave and Norfolk Ave, from the City of St. Paul zoning code in order to build a multi-unit workforce housing building, with the following variances:

- 1) Re-Zone 1883 Norfolk Avenue to RM-2 from R-3.
- 2) Front Yard Setback Variance: 40 feet from building to curb, but the 80 foot right of way along Sue Street makes the setback 15 feet from property line. The zoning standard is 25 feet, they are asking for a variance of 10 feet due to the increased right of way.
- 3) Height Conditional Use Permit: 49'-4" tall building proposed, which fits the maximum of RM-2 zoning. With the slope on the site they are asking for a height conditional use permit because a portion of the building will be above 50 feet the way height is defined (taking the average of the slope).
- 4) Floor Area Ratio (FAR): They are currently at 2.248 floor area ratio. If only structured parking was provided, this would fit with the FAR allowed by RM-2 FAR of 2.25, extra surface parking for residents is provided to help minimize congestion, then the allowed FAR by zoning drops to 1.96. Thus, providing additional surface parking materially decreases allowable FAR and spurs the need to ask for a variance.

WHERAS the Community Development Committee (CDC) of the Highland District Council(HDC) met via Zoom and in-person with the applicant and neighbors on May 17, 2022 and June 21, 2022 to review and discuss the application; and

WHERAS there were 10-15 neighbors in attendance that expressed concerns about the density of the building around single family homes, lack of access to transit, a reduction in parking for what should be consistent with a building this size, and other concerns; and

WHEREAS the Highland District Council's CDC heard the neighbor's concerns and the committee members also weighed the need for workforce housing next to the current Presbyterian Homes Highland Path building, the lack of mid-range housing in the City and employees of Presbyterian Homes have a hard time affording housing, which makes it hard to thrive at work looking after the seniors they take care of; and

WHEREAS the other two parcels within the block 1413 Sue Street and 1891 Norfolk Avenue are already zoned RM-2. Of the proposed area: 69% is already zoned RM-2, and on the block 92% is already zoned RM-2; and

Resolution 2022 - 06D



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WHEREAS the front yard setback that is required does not take into account the 80 foot right away; and

WHEREAS this project is adjacent to Highland Path which is a building similar in height and the height variance for the project is caused by the elevation change; and

WHEREAS the FAR is not met due to the 8 surface parking spots that will remain, at the request of the neighbors to provide more parking for residents of the building; therefore

BE IT RESOLVED that the Highland District Council's Board of Directors, with 15 yes votes (1 member abstained), recommended that the Planning Commission support the rezoning, CUP and variances of the Senior Housing Partners project on Sue Street between Graham and Norfolk

- Re-Zone 1883 Norfolk Avenue to RM-2 from R-3
- Front Yard Setback Variance: 40 feet from building to curb, the 80 foot right of way along Sue Street makes the setback 15 feet from property line
- Height Conditional Use Permit to go up to 50'(If needed)
- Floor Area Ratio (FAR) variance from the allowed 1.96 floor area ratio, to a 2.248 floor area ratio.

BE IT FURTHER RESOLVED that the Highland District Council Board of Directors also recommends that Senior Housing Partners continue to communicate with the neighbors to minimize impacts during the project build.

Approved July 26, 2022

By the Highland District Council Board of Directors

From: <u>Christina Miller</u>

To: *CI-StPaul PED-ZoningCommitteeSecretary
Subject: HDC Workforce Housing Proposal
Date: Thursday, August 25, 2022 5:53:20 PM

Does this mean 72 apartments: how many bedrooms for each? How many people can live in each unit? 2-10?

2 bedroom apartments can mean 4-5 people in each unit = 288-360 additional people in the neighborhood.

Approximately 250 more cars??

How much more traffic in this quiet neighborhood?

How much more police presence is going to be needed to keep the crime down? And will there be more?

An increase in population means more noise, crime, and pollution.

An increase of 250-350 more people in the community will mean more congestion in the village along with the increased congestion that is going to happen when more residents move into the Highland Bridge.

More cars in the street mean more pot holes, more traffic means an increase in auto accidents happening: animals, elderly, and children hit by cars, and more distracted drivers.

Why does it have to be 72 units? Couldn't it be smaller? Like perhaps 30? Set the building back a ways from the sidewalk, make it more picturesque instead of so commercial. Make it more attractive instead of so industrial. More like the Senior housing buildings look.

Perhaps underground parking instead of street parking.

Really concerned about our elderly community members being targets for crime, along with an increase in auto and housing break ins.

Also, a multi unit low income building will reduce the value of our homes.

Highland Park will no longer feel like a small quiet community, it will feel like a large congested city riddled with crime and noise.

There is a shortage of elderly waiver units in memory care and long term care buildings. Hundreds and thousands of elderly people don't have enough money for long term care in nicer facilities like the ones here in Highland. Perhaps instead of a Workforce Housing unit it should be for elderly waiver residents so they can get the loving and respectful care they deserve.

From.

Christina Miller 1401 Prior Ave S St Paul, MN 55116

Zoning file number (22-088-531) Property address 1883 Norfolk Ave St Paul, MN 55116 From: <u>Dennis McCann</u>

To: *CI-StPaul PED-ZoningCommitteeSecretary

Subject: Proposed Multi-occupancy Apartment Project in Highland Park near Sue Street.

Date: Sunday, August 28, 2022 1:31:46 PM

Dennis McCann 1910 Munster Ave St. Paul, MN 55116

Dennisrussell2001@yahoo.com

1 (651) 440 6211

To: City of St Paul/Planning & Zoning PED-ZoningCommitteeSeretary@ci.stpaul.mn.us

Copy: Chris Tolbert – chris.tolbert@ci.Stpaul.mn.us

Tom Acker, 1853 Graham Ave, St. Paul, MN 55116

Dear Sir/Madam:

Subject: Proposed Multi-occupancy Apartment Project in Highland Park

I write regarding a multi occupancy apartment complex without parking scheduled for construction on the lots between Graham and Norfolk on the west side of Sue Street in the St. Paul Highland Park neighborhood. There has been opposition on the feasibility of this project and the negative impact it will have on the neighborhood, since presented before the neighborhood.

Before proceeding, what are or are there zoning ordinances for this area. If there are not any, what are the procedures to develop them?

For clarification, there is a Senior Living residence on Norfolk Street on the east side of Prior. Owners of this property claim that they need to provide parking for workers there, who now park in the street on Norfolk.

I see in the paper that Developers do not need to provide parking for multi-unit properties in areas north of Highland Park on Snelling. Does this extend to the Highland Path? If not, is there a provision to have a zoning ordinance to assure that there is sufficient off-street parking for residential properties in the Highland Park neighborhood.

Construction of the proposed multi-occupancy unit involves demolishing two older homes on the eastern side of the block next to Sue Street. This is to build a facility to provide parking for workers at Highland Path. However, the proposed project does not include parking. Not only will this new project not provide parking for the workers at Highland Path, because there will be more units than workers at Highland Path, it is assured that units will be rented to non-workers.

This new project not only will not meet main objective, but it will also increase the need for parking spaces on the streets all about the areas, exasperating an already difficult, untenable situation for private property owners about the area.

I outline objections to this project. Others have similar and additional comments.

<!--[if!supportLists]-->• <!--[endif]-->A major selling point presented by the Developer of the Highland Park complex is that it will provide parking for employees at the Highland Path senior care unit so they would not have to park on the street when at work. The downside of this is that the new development does not offer parking. Even if workers choose to live in this unit, they will still have to park on the street.

- There will be more occupants of the apartment complex than there are workers. The developer will rent out these apartments to tenants who will have to park on the street as there is no parking available in the complex.
- The cost of the units I suspect will be higher than what the workers at Highland Path can afford so the main occupants of the apartment complex will be others, who will need parking, which will be on the street. Unless the workers of the Highland Path senior facility are forced to live in these apartments, those who choose to not live in the units will Highland Path and still require parking, which will be on the street.

<!--[if !supportLists]-->• <!--[endif]-->Few of those working at Highland Path or those who are not employees yet renting units, will have more than one car. These will increase the number of vehicles parking spaces around the area.

<!--[if !supportLists]-->• <!--[endif]-->There is no public transportation within a convenient distance from the Highland Path meaning those who live in the new apartment will require a car for basic shopping requirements.

<!--[if!supportLists]-->• <!--[endif]-->The design for the back streets about this area were from an era when families only had a single car. The garages are only for a single car. When buying a second car, these cars go on the street for parking making the roads into narrow single lane roads. Increased parking for the new apartment complex will spill over congesting the back streets even more.

<!--[if !supportLists]-->• <!--[endif]-->As it is, there now is and will soon be more parking requirements than available. This will turn the area into a high-density neighborhood with a congested location, which will detract from what the owners of the properties originally purchased homes to live here.

What I note from the discussion concerning this project is tenants of Highland Path were not involved in the decision to construct this multi-occupancy unit. They voice concern about the removal of Green Space around their living areas and the congestion and noise associated with the project's construction and parking requirements.

I respectfully request that there be consideration for the neighbors of the Highland Park neighborhood and the impact this proposed multi-occupancy project will have on the neighborhood.

Respectfully submitted,

Dennis McCann

From: Matt Stack

To: *CI-StPaul PED-ZoningCommitteeSecretary

Date: Monday, August 8, 2022 9:49:00 AM

Hello,

I live right across the street (1877 Graham) from the proposed workforce housing project and I'm adamantly opposed. Adding an additional 150 people (more with resident visitors) to a half a block where traffic congestion on Graham and Norfolk is already an issue is not only problematic but dangerous. Ingress and egress from this location is limited to two streets. Not to mention when winter arrives that will make the streets (Norfolk, Graham and Sue) effectively one way due to no plowing and an excessive amount of vehicles. This is a family residential neighborhood and will be seriously hindered with Section 8 housing. (Yes it will be subsidized).

Thank you

From: Kelsey Irizarry

To: *CI-StPaul PED-ZoningCommitteeSecretary; Tolbert, Chris (CI-StPaul)

Subject: Presbyterian Homes

Date: Wednesday, August 31, 2022 9:03:35 PM

To Whom It May Concern,

My name is Kelsey Irizarry and I live at 1882 Wordsworth Ave in St. Paul. I am emailing in regards to the proposed development by Presbyterian Homes at 1883 Norfolk Ave (zoning number 22-088-531).

The proposed project has several concerns for me:

- 1. The proposed 35 parking spots is not enough parking to accommodate the 74 units. This will force residents of the new facility to park on the street of which there is already no additional room.
- 2. The increase in people and cars means more traffic on our side streets. We do not have sidewalks which forces current residents to walk in the street. Having more cars will pose a severe safety risk to all who are walking or biking. There are lots of children in the neighborhood I have an 8 and 6 year old myself who bike in the street as we walk our dog. More cars and traffic will make it impossible to walk safely within our neighborhood. Add a snowfall with a snow emergency and there will be no place to put everyone's cars. Furthermore, the Fire Department will not be able to get their Emergency vehicles through to the current Senior Living homes within that area because there will be too much traffic.
- 3. Presbyterian Homes claims that their occupants of the new development will utilize bikes as a form of transportation but that is highly unlikely during the winter. There are no close transit routes, or shopping within proximity which means residents of the new development will have cars to get around.
- 4. A 5 story building will stand out like a sore thumb in a small residential neighborhood.

Our neighborhood is a small, quaint, quiet community and we'd like to maintain that feeling. I understand that Presbyterian Homes owns the property and they *will* develop it. I am asking you to consider to deny the variance so that PH will have to develop a smaller building which would mean less people, traffic and safety issues. I would also be willing to propose a compromise with PH where there is underground parking with one underground parking spot per unit to alleviate congested streets. I'm asking you to show a little empathy and understanding of our concerns.

Thank you for your time and consideration.

Kelsey Irizarry Beautycounter Consultant Certified Google Educator (651) 208-0972





Graham Ave



· · · · · Norfolk Ave Norfolk Ln



Shepard Rd To Wb Hwys

Source: Esri, Maxar, Earthstar Geographics, and the GIS User Community

File #22-088-531 Aerial Map Application of PHS Norfolk Ave. LLC

Application Type: Rezone Application Date: August 18, 2022 Planning District: 15

Subject Parcel(s) Outlined in Blue

Subject Parcel(s) ParcelPoly



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