



CITY OF SAINT PAUL
Melvin Carter, Mayor

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

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

MEMORANDUM

TO: Saint Paul City Council
FROM: Saint Paul Planning Commission
CC: Michael Wade (City Planner), Kady Dadlez (Senior City Planner),
DATE: September 9, 2019
SUBJECT: Stryker Avenue 40 Acre Zoning Study

EXECUTIVE SUMMARY

This memorandum includes background information regarding the request for and initiation of the Stryker Avenue Zoning Study, a discussion of the existing conditions in the study area, a review of applicable plans including comprehensive and neighborhood plans, a review of community feedback and public comment, and zoning recommendations for the study area.

TABLE OF CONTENTS

- 1- Background
- 2- Existing conditions (with existing zoning and land use maps)
- 3- Applicable Plans
- 4- Reviewed External Documents
- 5- Community Engagement
- 6- Planning Commission Public Hearing
- 7- Zoning Study Recommendations

BACKGROUND

The West Side Community Organization (WSCO) formally requested that a zoning study be initiated on January 9, 2017. In their letter of request, attached in Appendix A, WSCO asked that the Saint Paul Department of Planning and Economic Development (PED) explore the possibility of rezoning commercial areas currently zoned as B2 Community Business or B3 General Business to a T2 Traditional Neighborhood and that rezoning reflect a desire for commercial revitalization, increased mixed-uses, as well as new residential options, especially for seniors.

One of WSCO's concerns was regarding vacant commercial properties and gaps in the corridor that limit mixed use redevelopment. An example of this is 617 Stryker Avenue, which has most recently been owned by the Housing and Redevelopment Authority (HRA) and used as a community garden. This

vacant parcel, at the corner of Stryker Avenue and Elizabeth Street, is an example of an opportunity site for redevelopment. On March 27, 2019, the HRA designated Neighborhood Development Alliance (NeDA) as tentative developer of the site, as well as four adjacent parcels (605 Stryker Avenue and 604, 610 and 612 Winslow Avenue).

While WSCO’s initial request for a zoning study focused on rezoning commercial properties between Winifred Street and Morton Street, it was determined that a broader and more comprehensive study of the area was necessary, in order to take into consideration the context of Stryker Avenue as a mixed use, transit corridor within the neighborhood and Stryker-George being designated as a Neighborhood Node in the most recent comprehensive plan. In order for PED staff to consider Traditional Neighborhood zoning designations for both residential (such as those currently zoned RM2 Multiple-Family) and commercial parcels along the avenue, a 40-acre zoning study was required, according to Minnesota Statute 462.357 Subd. 5. As such, the boundaries of the Stryker Avenue Study Area are Congress Street to the north, Hall Avenue to the east, Annapolis Street to the south and Winslow Avenue to the west.

In response to WSCO’s request, the Stryker Avenue Zoning Study was initiated by the Saint Paul Planning Commission on July 13, 2018. As seen in the Planning Commission resolution, attached in Appendix A, the zoning study seeks to explore rezoning options to support a mixed-use district, allow for a wider range of residential uses, and decrease vacancies by zoning for more flexible land-use, as supported by neighborhood and comprehensive plans for the area which support a range of land uses, expanding access to affordable housing, strengthening the commercial district and creating a pedestrian-oriented neighborhood with a mix of uses in an urban configuration.

EXISTING CONDITIONS

The Stryker Avenue corridor is a small, mixed-use district in Saint Paul’s West Side neighborhood. Stryker Avenue is one of three mixed-use corridors on the blufftop and currently contains a limited number of non-residential uses, including auto service shops, a laundromat, a storage facility, a bar, a seasonal ice-cream shop, small convenience stores and several vacant commercial properties.

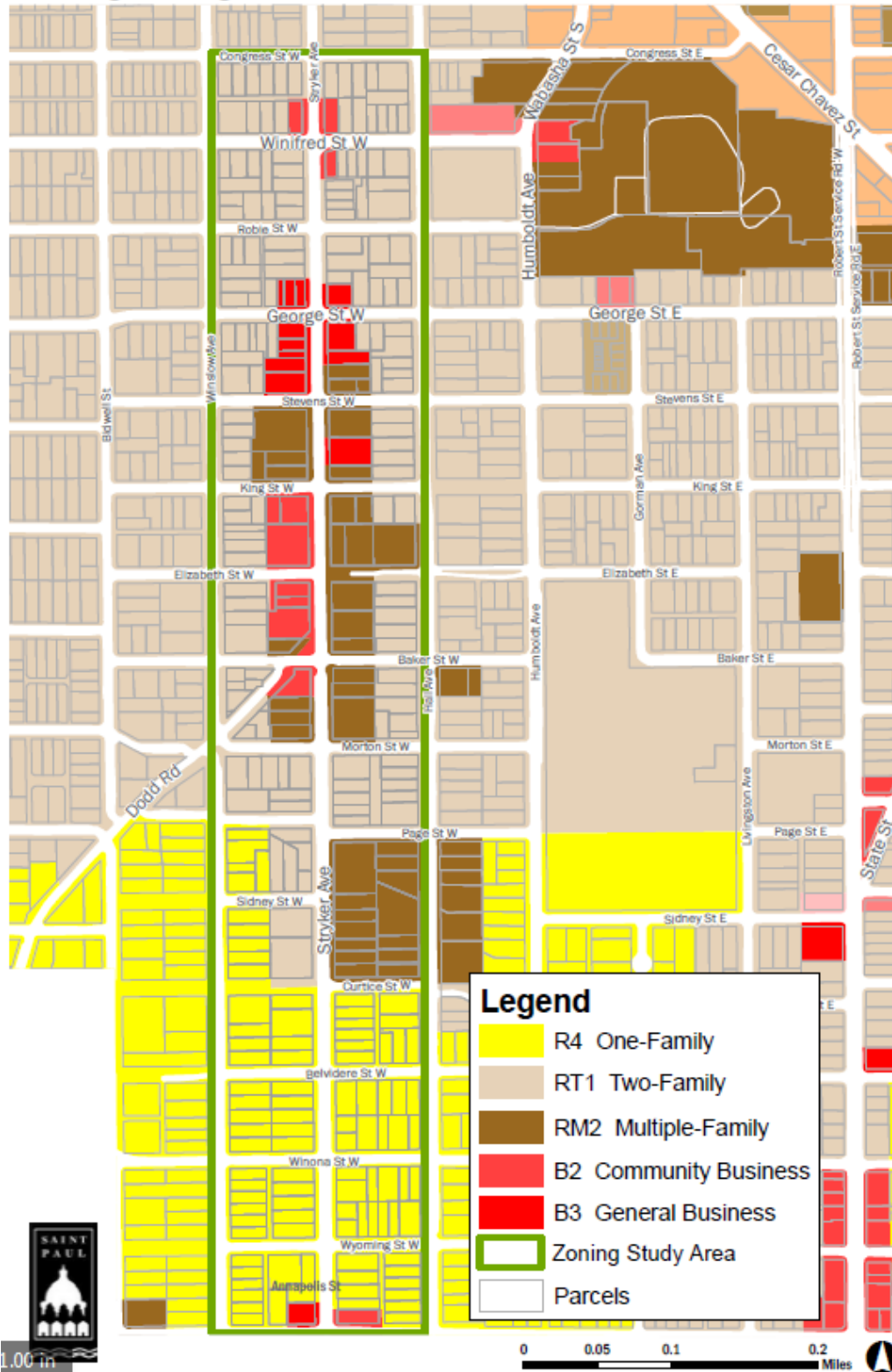
Existing Land Use and Zoning

This Zoning Study assesses land use and zoning within the boundaries of Congress Street to the north, Hall Avenue to the east, Annapolis Street to the south and Winslow Avenue to the west, an area of about 30 blocks (about a mile-long stretch of Stryker Avenue). Existing Land Use and Zoning maps and tables can be seen below.

Table 1: Existing Land Uses in the Zoning Study Area

Existing Land Use Type	Number of Parcels	Percentage
Single Family Detached	216	69.7%
Single Family Attached	52	16.8%
Multifamily	18	5.8%
Retail and Other Commercial	9	2.9%
Mixed-Use Residential	5	1.6%
Institutional	3	1.0%
Agricultural	1	.3%
Undeveloped	6	1.9%
Total	310	100%

Stryker Avenue Zoning Study: Existing Zoning



Stryker Avenue Zoning Study: Existing Land Use

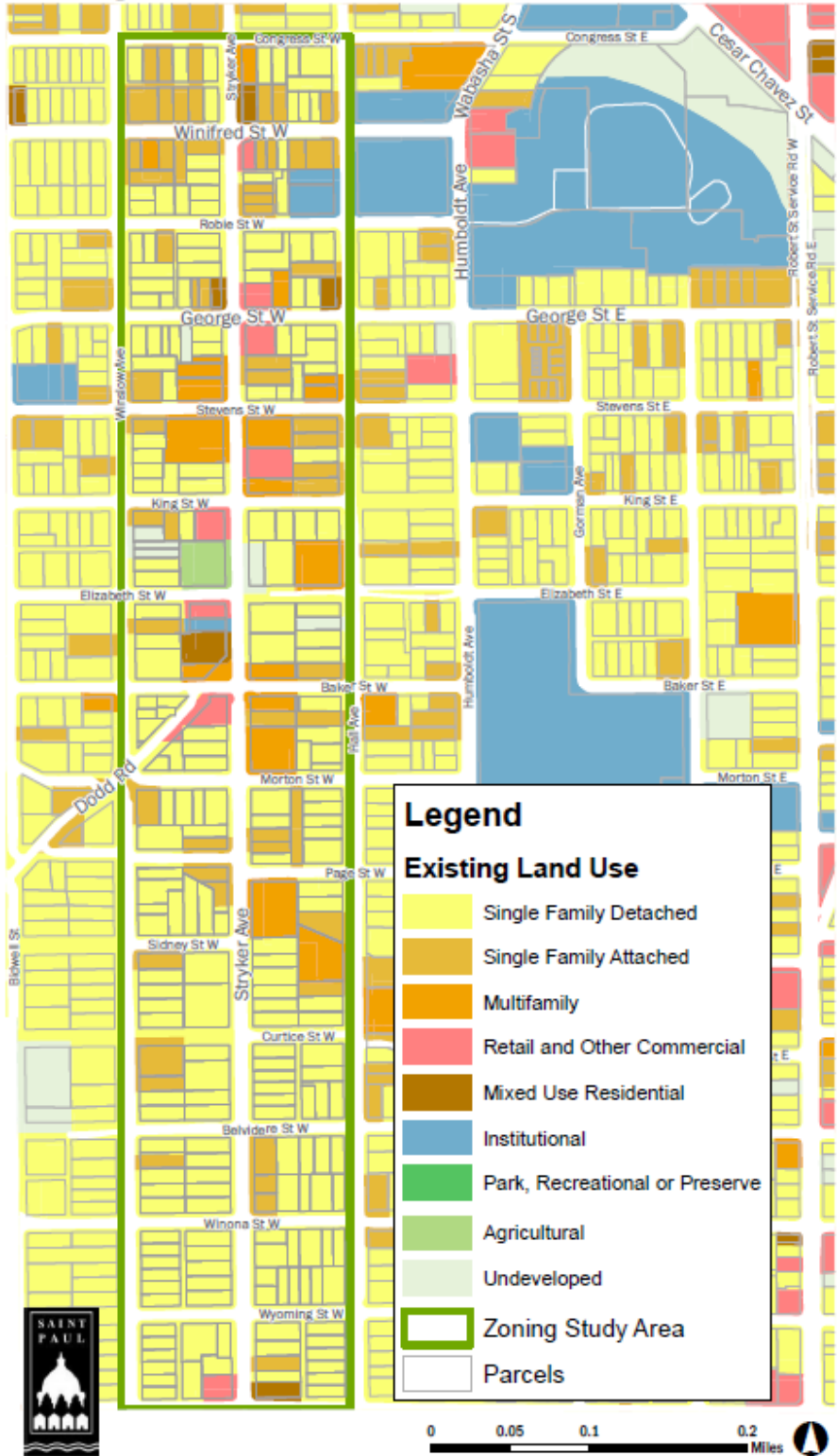


Table 2: Existing Zoning in the Zoning Study Area

Existing Zoning	Number of Parcels	Percentage
R4 One-family Residential	95	30%
RT1 Two-family Residential	156	50%
RM2 Medium-Density Multiple-Family Residential	39	12%
B2 Community Business	12	4%
B3 General Business	13	4%
Total	315	100%

As seen in the above Existing Land Use Map and Table 1, the majority of parcels within the study area are single-family residential use (69.7%), with a smaller amount of two-, three-, and four- family residential uses (16.8%) and multi-family residential uses (5.8%). The multi-family units exist mostly along Stryker and Hall avenues. As seen in the Existing Zoning Map and Table 2, residential zoning in the study area is currently designated R4 One-Family Residential (30%), RT1 Two-Family Residential (50%) and RM2 Medium-Density Multiple-Family Residential (12%). The southern portion of Stryker, from Curtice Street to Annapolis Street, contains a majority of single-family residential zoning (R4), while two- and multi-family residential zoning (RT1 and RM2) exists north of Curtice Street to Congress Street.

Retail/commercial and mixed-use residential parcels make up only 4.5% of total parcels in the Study Area, with most parcels occurring along Stryker Avenue between Morton Street and George Street, and smaller nodes at Winifred Street in the north and Annapolis Street in the south. Commercial zoning designations, B2 Community Business and B3 General Business, total 8% of parcels. There are a few office, industrial/utility, institutional and vacant parcels within the study area, making up about 5% of parcels.

Existing Housing Conditions

The tables below display the existing housing conditions on the West Side, in comparison to greater Saint Paul¹. As seen in Table 3, of the 5,689 housing units on the West Side, 53.2% are owner-occupied, 41.2% are renter occupied, and the remaining 5.6% are vacant. The West Side has slightly more owner-occupied housing units and slightly less renter-occupied housing units than greater Saint Paul.

Table 3: Housing Unit Breakdown on the Westside and in Saint Paul

	West Side		Saint Paul	
	Number of units	Percent of total	Number of units	Percent of total
Owner-occupied	3,024	53.2%	56,167	47.1%
Renter-occupied	2,344	41.2%	56,335	47.2%
Vacant	321	5.6%	6,776	5.7%
Total Housing Units	5,689	100%	119,278	100%

As seen in Table 4, of the total households on the West Side, 57.9% are family households and 42.1% are non-family. The West Side has slightly more family households and slightly less non-family households than greater Saint Paul. Additionally, the West Side has slightly more households with children and older adults than do households in greater Saint Paul.

¹ Housing data from Census and American Community Survey, obtained from MN Compass.

Table 4: Household Type on the Westside and in Saint Paul

	West Side		Saint Paul	
	Number of households	Percent of total	Number of households	Percent of total
Family households	3,107	57.9%	62,040	55.1%
Non-family households	2,261	42.1%	50,462	44.9%
Total households	5,368	100%	112,502	100%
Households with one or more children under 18 years	1,942	36.2%	35,431	31.5%
Households with one or more people 65 years and over	1,139	21.2%	21,919	19.5%

Lastly, Table 5 displays information about housing cost-burden and median rent for households on the West Side and in greater Saint Paul. Housing cost-burden is defined as families paying more than 30% of their income on housing. A total of 1,845 households on the West Side are cost burdened, 13.3% of which are owner households and 21.8% of which are renter households. While slightly more owner households are cost burdened on the West Side than in greater Saint Paul, slightly less renter households are cost burdened on the West Side than in greater Saint Paul, with median rents of \$815 on the West Side versus \$900 in greater Saint Paul.

Table 5: Cost-Burdened Households on the Westside and in Saint Paul

	West Side		Saint Paul	
	Number of households	Percent of total cost-burdened households	Number of households	Percent of total cost-burdened households
Cost-burdened owner households	700	13.3%	12,172	11.0%
Cost-burdened renter households	1,145	21.8%	27,692	25.1%
Non-cost-burdened owner- and renter-households	3,399	64.8%	70,515	63.9%
Total households for which cost burden is calculated	5,244	100%	110,379	100%
Median rent (2017)	\$815		\$901	

In addition to the existing housing conditions on the Westside, it is important to note that the Metropolitan Council projects that Saint Paul will grow by 30,000 residents (13,000 households) between 2020 and 2040. The City must accommodate for this growth in housing need. Furthermore, the Metropolitan Council has allocated a share of the projected regional affordable housing need which totals 1,973 units in Saint Paul. This projected growth and need for affordable housing is a consideration in the zoning study.

Existing Transportation and Transit Service

The Comprehensive Plan identifies Stryker Avenue as a collector roadway, a designated truck route and an urban bus route. Stryker Avenue features one vehicle travel lane in each direction, parking on both sides of the street, and one signalized intersection at George Street. The average daily traffic (ADT) varies along Stryker Avenue, with counts of 1,000 vehicles between Winifred and George in 2016, 4,100 vehicles between George and Dodd in 2012, and 2,250 vehicles between Dodd and Annapolis, the southern border of Saint Paul, in 2015.

Metro Transit operates Route 75, which runs from downtown Saint Paul to West Saint Paul via Stryker Avenue. Within the Zoning Study Area, Route 75 stops at Hall Avenue and along Stryker Avenue at George Street, Stevens Street, Elizabeth Street, Morton Street, Curtice Street, Winona Street and Annapolis Street. The daily average ridership for Route 75 is 2,645 (2018). Both boarding and alighting at transit stops along Stryker Avenue are minimal, none exceeding 100 people per average weekday. As seen in Table 6, total boardings and alightings have decreased since 2015.

Table 6: Route 75 and 62 Boarding and Alighting for 2015 and 2018*

Route 75 SB	Ons 2015	Offs 2015	Ons 2018	Offs 2018
George & Hall (303)	1.7	7.4	1.0	6.2
Stryker & George (304)	9.8	25.9	6.2	27.8
Stryker & Elizabeth (307)	3.6	15.0	3.5	10.6
Stryker & Morton (309)	9.7	30.0	8.2	22.0
Stryker & Curtice (312)	3.4	9.3	2.4	6.9
Stryker & Winona (314)	2.8	7.7	3.5	6.0
Stryker & Annapolis (316)	3.9	6.8	1.9	11.1
Total	35.0	102.1	26.6	90.7
Route 75 NB	Ons 2015	Offs 2015	Ons 2018	Offs 2018
George & Hall (284)	9.9	2.5	8.0	5.1
Stryker & Stevens (282)	22.5	13.1	14.0	6.7
Stryker & Elizabeth (280)	10.1	4.7	11.6	4.4
Stryker & Morton (278)	27.1	8.6	15.6	9.9
Stryker & Curtice (276)	6.3	3.4	4.4	3.3
Stryker & Winona (274)	6.6	6.2	3.0	9.8
Stryker & Annapolis (272)	10.7	6.2	9.8	4.4
Total	93.1	44.6	66.3	43.6
Route 62 SB	Ons 2015	Offs 2015	Ons 2018	Offs 2018
Winifred & Stryker (2624)	3	31.7	2.2	32
Route 62 NB	Ons 2015	Offs 2015	Ons 2018	Offs 2018
Winifred & Stryker (6334)	23.1	2	34.5	1.8

*Ridership data from Metro Transit, 10/31/18

Route 62, which runs from Shoreview through the West Side to West Saint Paul, runs east-west through the Zoning Study Area along Winifred Street with a stop on Stryker Avenue. The daily average ridership for route 62 is 673 (2018). As seen in Table 3, boardings and alightings have remained fairly consistent since 2015, with an increase in northbound boardings (49%, or 11 boardings).

Topography

The study area is located on the Mississippi River blufftop. This unique topography has influenced the way the built environment has developed over time and makes development challenging in certain areas. Steeply-sloped lots, such as those on the eastern side of Stryker Avenue between Elizabeth Street and Baker Street, make it difficult for commercial development to occur on both sides of the street. In other places, such as between Sidney Street and Winona Street in the southern portion of the corridor, residential developments are located on steep gradients well above street level. Similarly, portions of Hall Avenue and Winslow Avenue contain residential developments above the street level.

APPLICABLE PLANS

There are several plans that help to inform zoning recommendations, including the adopted *2030 Saint Paul Comprehensive Plan*, the *West Side Community Plan*, the *Stryker-George Precinct Plan*, the *Stryker-George: Plan for Action*, and the draft *2040 Comprehensive Plan*. Lastly, WSCO's Equitable Development Scorecard is used to evaluate and inform the zoning recommendations.

2030 Saint Paul Comprehensive Plan

The 2030 Saint Paul Comprehensive Plan is the City's guide for future land use and zoning decisions. The Comprehensive Plan includes the 2013 *West Side Community Plan* and the 2006 *Stryker George Precinct Plan*. The 2040 Comprehensive Plan, currently being prepared for adoption in 2019, also informs the analysis and recommendations in this study.

The adopted 2030 Future Land Use Map identifies Stryker Avenue as a Residential Corridor from Annapolis Street to Morton Street, as well as at Congress Street. Residential Corridors accommodate primarily residential uses at densities of 4-30 units per acre, with portions of the Residential Corridor that can support additional density. The Housing Chapter of this plan includes policies guiding residential development along Residential Corridors such as:

Policy 1.1 Increase housing choices across the city to support economically diverse neighborhoods.

Policy 1.2 Meet market demand for transit-oriented housing.

Policy 1.3 Revitalize the city by developing land-efficient housing.

Policy 2.18. Support the expansion of housing choices for seniors, particularly in neighborhoods that are underserved.

Policy 3.2 Support new housing opportunities for low-income households throughout the city.

The 2030 Future Land Use Map also identifies Stryker Avenue as a Mixed Use Corridor from Baker to Winifred Street. Mixed Use Corridors are primary thoroughfares served by public transit currently or in the future. These Corridors accommodate a mix of residential, commercial, retail, office, institutional,

small-scale industrial and open space uses. Mixed Use Corridors accommodate residential uses at densities of 30-150 units per acre.

The area surrounding Stryker Avenue is designated as an Established Neighborhood. Established Neighborhoods are predominantly residential areas with a range of housing types, with a density range of 3-20 units per acre. While single-family houses and duplexes predominate, there may be smaller-scale multifamily housing scattered within the area. Also included in these areas are scattered neighborhood-serving commercial, service, and institutional uses at the intersection of arterial and collector streets.

In addition to the previously listed land use designations, Land Use Policy 1.46 specifically states “encourage the expansion of compact commercial areas in Neighborhood Centers and Mixed-Use Corridors to further the objectives of both categories of neighborhoods.” This policy is justified by stating that “a variety of retail establishments located in close proximity to each other strengthens a commercial area and creates a synergy that benefits all businesses,” and that “this synergy has the potential to encourage business creation and expansion.” This policy highlights a development strategy for compact commercial development along Stryker Avenue that may strengthen existing and future businesses desired by the community.

Saint Paul 2040 Comprehensive Plan

Because Saint Paul is in the midst of updating the City-wide Land Use Plan and Future Land Use Map, the draft *2040 Comprehensive Plan* also informs this study in assessing how the vision for Stryker Avenue relates to proposed land use policies and designation.

The draft *2040 Comprehensive Plan* replaces the Residential and Mixed Use Corridors along Stryker Avenue with an Urban Neighborhood designation. Urban Neighborhoods are primarily residential areas with a range of housing types. Single-family homes and duplexes are more common, although multifamily housing predominates along arterial and collector streets, particularly those with transit. Multi-family housing, schools, neighborhood parks, religious institutions and cemeteries may also be scattered throughout Urban Neighborhoods. Limited neighborhood-servicing commercial may also be present, typically at intersections of arterial and/or collector streets.

Goal 7 of the Housing Chapter – “Strong neighborhoods that support lifelong housing needs” – presents policies associated with Urban Neighborhoods that guide development along this corridor. For example:

Policy H-46. Support the development of new housing, particularly in areas identified as Mixed Use, Urban Neighborhoods, and/or in areas with the highest existing or planned transit service, to meet market demand for living in walkable, transit-accessible, urban neighborhoods.

Policy H-47: Encourage high-quality urban design for residential development that is sensitive to context, but also allows for innovation and consideration of market needs.

Policy H-48. Expand permitted housing types in Urban Neighborhoods (as defined in the Land Use Chapter) to include duplexes, triplexes, town homes, small-scale multi-family and accessory dwelling units to allow for neighborhood-scale density increases, broadened housing choices and intergenerational living.

Policy H-55. Support housing for older people that is proximate to transit.

The *2040 Comprehensive Plan* also designates Stryker/George as a Neighborhood Node. Neighborhood Nodes are compact, mixed-use areas that provide shops, services, neighborhood-scale civic and institutional uses, recreational facilities and employment close to residences (within a 20 minute walk). Neighborhood Nodes are intended to serve a neighborhood's daily needs and be denser concentrations of development. The following policies apply to a range of land uses within the Neighborhood Nodes land use category:

Policy LU-29. Focus growth at Neighborhood Nodes using the following principles:

1. Increase density toward the center of the node and transition in scale to surrounding land uses.
2. Prioritize pedestrian-friendly urban design and infrastructure that emphasizes pedestrian safety.
3. Cluster neighborhood amenities to create a vibrant critical mass.
4. Improve access to jobs by prioritizing development with high job density.

Policy LU-30. Invest in Neighborhood Nodes to achieve development that enables people to meet their daily needs within walking distance and improves equitable access to amenities, retail and services.

Policy LU-31. Establish or enhance open space close to Neighborhood Nodes, such as public parks, publicly-accessible private open spaces, and school playgrounds.

Policy LU-32. Promote amenities that support those who live and work in Neighborhood Nodes, including frequent transit service, vibrant business districts, a range of housing choices, and neighborhood-scale civic and institutional uses such as schools, libraries and recreation facilities.

West Side Community Plan

Adopted by the City Council in 2013 the *West Side Community Plan*, sets a vision for the West Side neighborhood. Key objectives and strategies related to this study area are:

LU1. Support land use that balances the housing, commercial, industrial, ecological, agricultural and green space needs of the community.

LU3. Promote development that maintains the traditional urban form and respects the unique topography of the West Side.

- LU3.1 Prioritize the reuse and rehabilitation of existing structures over new construction whenever possible.
- LU3.2 Protect bluff and river views by limiting building heights and respecting the neighborhood context.

H1. Provide a range of housing options on the West Side.

- H1.1 Develop rental housing options appropriate to a commercial corridor, incorporating a variety of options accessible to all income levels.
- H1.2 Create mixed income housing opportunities per the Stryker George Precinct Plan
- H1.4 Increase the number of units affordable to people at 30-80% of AMI.

- H1.5 Develop additional senior housing options so elders can stay in this community when they can no longer stay in their home.

H2. Preserve and improve the existing housing stock.

- H2.1 Conduct an inventory and assessment of vacant residential housing.
- H2.2 Encourage rehabilitation over demolition
- H2.3 Expand grant and loan programs to address deferred maintenance issues.
- H2.4 Develop incentives to improve exterior aesthetics, including native landscaping.
- H2.5 Develop additional options for seniors so they continue to inhabit, maintain and improve their homes.

B2. Prioritize redevelopment at opportunity sites along commercial corridors.

Stryker George Precinct Plan

The *Stryker George Precinct Plan*, adopted by the City Council in 2006, is also applicable. Key objectives and strategies related to the study area are:

Promote the reuse and rehabilitation of vacant structures; design new buildings to fit in with their context.

1. Ensure that built form responds to the existing topography and low-rise structures.
2. Strategically direct infill development to relate to adjoining structures. At 617 Stryker Avenue, new construction should not exceed 30 feet in height and may consist of townhomes or flats with street-level retail use.
3. Site new buildings close to the street in an urban configuration.
4. Hide parking, either behind the building or underground.
5. Incorporate transit-oriented design.

Encourage the retention of as much of the building stock and land uses (except for surface parking) as possible; provide structured off-street parking to replace surface parking lots lost to redevelopment and to meet parking demands created by new construction.

1. Focus on rehabilitating vacant structures and finding viable new uses for them.
2. Replace the vacant lot at 617 Stryker Avenue with new residential and retail uses.

Create a more safe and pedestrian-friendly streetscape; incorporate Crime Prevention Through Environmental Design principles to foster a safe and vibrant community.

1. Install street furniture, such as benches and bus shelters, and pedestrian-scaled lighting.
2. Redesign neighborhood streets to calm traffic.
3. Ensure that new construction has “eyes on the street.”

REVIEWED EXTERNAL DOCUMENTS

Stryker-George: Plan for Action

In August 2016, the Center for Urban and Regional Affairs (CURA) at the University of Minnesota, prepared the *Stryker-George: Plan for Action* for WSCO. This plan is the result of a robust community outreach effort and outlines priorities for a revitalized Stryker Avenue corridor. Specific priorities that

emerged from the community outreach include: 1) higher-density housing; 2) pedestrian improvements; 3) increased public transit options; and 4) overall transitioning to a more identifiable mixed-use commercial corridor. The plan also suggests that improvements and higher-density development be focused on “priority nodes,” where commercial and pedestrian activity already exist, primarily at Stryker/George and Stryker/Elizabeth, and secondarily at Stryker/Winifred and Stryker Avenue between George Street and King Street.

Community outreach included one-on-one interviews with property owners, “dotmocracy” surveys at community events, door-to-door survey canvassing, and online surveys. Interviews with property owners revealed interest for higher-density housing along Stryker. “Dotmocracy” results revealed a desire for increased business activity and easier access to fresh and local food options, as well as other concerns about attracting/retaining businesses, vacant properties, and lagging commercial improvements. Lastly, survey results revealed a desire for commercial development, such as a grocery store or café, along Stryker Avenue, as well as a desire for increased safety and attractiveness along the Corridor.

Equitable Development Scorecard

The West Side Community Organization has developed an Equitable Development Scorecard (EDSC), which is informed by the neighborhood’s priorities, goals and values. The community will use the Scorecard to ensure that new developments truly benefit the neighborhood. The Scorecard contains six sections: community engagement, housing, environment, economic development, land use and transportation.

While the Scorecard is not necessarily intended to be used for a zoning study, this memo attempts to relate the Stryker Avenue Zoning Study (including Zoning Options 1 and 2) to the criteria in the EDSC in order to better understand how the zoning relates to the neighborhood’s priorities.

Community engagement: Many of the criteria listed in this category refer specifically to ‘developments’ and ‘developers,’ while others also relate to planning processes, including:

- Criteria: *Project was initiated by the community, or developers and planners partner with the community to develop their community engagement plan BEFORE the project starts.*
 - This is true of the Zoning Study, which was requested by WSCO. Additionally, significant amounts of engagement occurred as a part of CURA’s *Stryker-George: Plan for Action*, which was used to guide zoning recommendations.
- Criteria: *Throughout the project, developers and planners regularly use appropriate tools to ensure the project authentically engages community and responds to our priorities. Significant changes to the scope of the plan and/or project trigger more community engagement*
 - This is important for future engagement around the Zoning Study, especially in regards to the tools that planners choose to use for engagement.
- Criteria: *Community vision is established or reaffirmed by a group of residents that are reflective of the current demographics of the community. People with disabilities, indigenous people, people of color, low-income people, renters, people across multiple generations, etc., have decision-making authority.*
 - Planners, with the assistance of WSCO, should ensure that the community vision is

reflected in the proposed zoning through engagement with residents that reflect the diversity of the community.

- **Criteria:** *The plan and project include the community's goals, priorities, and criteria for growth and reinvestment.*
 - The Zoning Study reflects goals and priorities for the community, as stated in the *West Side Community Plan*. Stated goals and priorities include:
 - Supporting a land use balance;
 - Promoting development that maintains traditional urban form;
 - Providing a range of housing tenures and styles; and
 - Prioritizing redevelopment at opportunity sites along commercial corridors.
 - *Stryker-George Precinct Plan*. Stated objectives and strategies include:
 - Site new buildings close to the street in an urban configuration.
 - Hide parking, either behind the building or underground.
 - Incorporate transit-oriented design.
 - Replace the vacant lot at 617 Stryker Avenue with new residential and retail uses.

These goals and priorities are reflected in the proposed zoning options, given their allowance of greater residential density and increased mixed-commercial uses, along with an increased use of traditional neighborhood zoning.

- Engagement regarding the proposed zoning options will be reflected in the zoning recommendations.

Housing: While zoning does not affect the affordability of housing, or whether units will be rented or owned, zoning does affect the availability and location of different types of housing. Related criteria:

- **Criteria:** *Development supports a range of household types, life stages and sizes.*
 - The proposed zoning allows for greater housing density and a broader range of housing types (duplexes, triplexes, four-plexes, townhouses, and multifamily buildings) than the existing zoning currently allows.

Environment: While the proposed zoning designations do not affect many of the environmental criteria listed, it may affect the following:

- **Criteria:** *Development promotes or maintains access to green spaces across the West Side. Any green space disturbed by development is replaced or restored.*
 - Zoning changes may encourage development on 617 Stryker Avenue, a vacant property previously used as a community garden.
- **Criteria:** *The space is designed to make walking, biking, and the use of public transit simple and safe, and connected to the neighborhood.*
 - Traditional zoning districts encourage compact, pedestrian- and transit-oriented mixed-use areas.

Economic development: While the proposed zoning affects permitted commercial uses in the area, it does not directly affect the process of business development or investment, as referred to in the EDSC. However, allowing for more density and a more flexible, broader mix of uses could encourage

economic development.

Land Use: While the proposed zoning has the ability to affect land use in the study area, specifically allowing commercial land uses where only residential were allowed previously, the criteria listed are more related to economic development and urban design. Traditional zoning districts also have design standards that must be met.

Transportation: While zoning does not directly affect transportation infrastructure as criteria refer to, the expanded use of Traditional zoning districts encourages the development of compact, pedestrian- and transit-oriented mixed-use areas. The proposed zoning also allows for higher densities, which can feed transit ridership: Traditional zoning districts are premised on a density-land use- transit- inter-relationship.

COMMUNITY ENGAGEMENT

On March 19, 2019, Saint Paul Department of Planning and Economic Development staff hosted a community meeting at Humboldt High School. The intention of the meeting was to give an update on the progress of the zoning study and get community feedback on two initial zoning options (Appendix B). Both options allowed for greater range of residential options and increased mixed-commercial uses, while maintaining the overall character of a small, mixed use corridor in a residential neighborhood. The intent in both options was to allow a mix of residential and commercial uses and to achieve a more traditional urban form over time.

While the two options were similar, with a T2 Traditional Neighborhood District along Stryker Avenue from Winifred Street to Morton Street, one option also zoned the blocks along Hall Ave. and Winslow Ave. between Congress Street and Page Street as a T1 Traditional Neighborhood District, to allow for broader mixed-uses throughout the corridor. Both options retained B3 General Business zoning for the three auto-oriented uses along the corridor, and both options rezoned the R4 One Family to RT2 Townhouse south of Page St.

Throughout the community meeting, several concerns related to the rezoning were voiced, such as:

- Concerns about increases in residential density and the elimination of R4 One-Family zoning in the southern portion of the corridor. There was also concern about increases in rental units and units owned by corporate management companies and a desire for greater owner-occupancy in the area. Added density was preferred where there are current vacancies or problem properties.
- Desire for revitalization and commercial investment, and also a desire to maintain, but improve the character of the neighborhood. There was concern about expanding commercial uses and concern about mixed-use developments that remain vacant after construction.
- Concerns that the City needs to focus on problem properties in the neighborhood, before undertaking a zoning study. There was concern that vacant and problem properties, as well as crime, needs to be addressed in order to prevent more folks from leaving the neighborhood.

In addition to the concerns related to the rezoning, staff received feedback regarding the process of the study and communication regarding the zoning study, such as:

- Concerns about receiving only three days' notice about the meeting.
- The meeting room was difficult for people to find and there was limited space and seating.
- There was no sign-up sheet.
- The Study should have been available on the City's website prior to the meeting for people to review. The study should include footnotes to clarify terminology.
- WSCO should keep more, on-going communications regarding City and Planning efforts.
- Concerns that Councilmember Noecker was not present at the meeting.

On May 9, 2019, in partnership with WSCO, Saint Paul Planning and Economic Development staff hosted a second community meeting at Baker Center. The intention of the meeting was to give another update on the study, present the revised zoning option (Zoning Option 3 – see Appendix B) and get community feedback. Zoning Option 3 still accomplishes the primary recommendations for the study area including allowing for greater range of residential options and increased mixed-commercial uses, maintaining the overall character of a small, mixed use corridor in a residential neighborhood, and allowing for a mix of residential and commercial uses and to achieve a more traditional urban form over time.

Taking in to consideration the feedback that was received at the March 19th meeting, Zoning Option 3 differed from the first two options by reducing the amount of residential density allowable in the southern portion of the study area and confined the T2 zoning to areas currently zoned B2, B3 or RM2. These changes reflect community concerns regarding an increase in residential density, an elimination of R4 One-Family zoning in the southern portion of the corridor, and the expansion of commercial uses southward away from the Neighborhood Node at Stryker and George.

While many community concerns voiced during the meeting were unrelated to the specific zoning recommendations (e.g. about street improvements, protection of green- and gardening-space, code enforcement related to tobacco shops and signage, property taxes, parking, etc.), most of the presentation and discussion afterwards focused on functional and technical aspects of zoning. This included education about what zoning is, the relationship between zoning and the private market in development, design standards associated with Traditional Neighborhood zoning, and the types of housing options available through the zoning designations included in the existing and proposed zoning.

In addition to the broad educational background, several meeting practices encouraged a productive community conversation, including:

- Having both WSCO and Councilmember Noecker contextualize the genesis of the zoning study and answer relevant questions after the presentation
- Having multi-media educational materials that were graphically informative (handouts, powerpoint, zoning standard tables, etc.)
- Having WSCO co-facilitate the meeting using several facilitation techniques, such as:
 - A place to post topics that are brought up during the meeting, but that are not related to the meeting, to be addressed at a different time
 - Limiting the number of questions per person and amount of time per comment
 - Using 'Community Agreements' such as listening for understanding, honoring different communication styles, and owning your impact as much as your intent.

Zoning Option 3 was brought before the Planning Commission to review and release for public hearing.

PLANNING COMMISSION PUBLIC HEARING

On July 26, 2019, the Saint Paul Planning Commission held a public hearing at their regularly-held meeting. The Zoning Option 3 version of proposed zoning had been reviewed and released for the public to comment on for the record. Written comments from three West Side residents were received, one opposed and two in favor of the rezoning proposed in the released draft of this study. The West Side Community Organization also sent a letter to the Planning Commission in conditional support of the released rezoning recommendation (attached as Appendix C). In addition to one person who testified in-person in support of the rezoning recommendation, two representatives of WSCO spoke in person at the public hearing, reiterating their conditions.

WSCO's conditions were that, of the parcels in the study area:

- Excepting the parcels addressed 71 Annapolis Street W (PIN 072822440115) and 876 Stryker Avenue (PIN 072822440117) on the northwest and northeast corners of the intersection of Stryker Avenue and Annapolis Street, the parcels between Curtice Street W and Annapolis Street which were recommended by staff to be zoned RT1 Two-Family be zoned RT2 Townhouse; and that
- The parcels between Page Street W and Annapolis Street which were recommended by staff to be zoned R4 One-Family be zoned RT1 Two-Family.

The effect of WSCO's recommendation would be a higher allowance of housing and residential density in the southern half of the study area, maintaining higher density along Stryker Avenue and lower density along Hall Avenue and Winslow Avenue.

After review by City staff, it was determined that the public hearing rezoning recommendation would conform more closely with the City's 2030 Comprehensive Plan, the draft 2040 Comprehensive Plan, the West Side Community Plan, and the Planning Commission's Resolution with the changes recommended by WSCO. Community concerns voiced at the March 9, 2019 community meeting were factored into this addition. Homeowners in the south portion of the study area voiced concern over the possible removal of existing single-family structures and addition of significantly higher density developments. This concern is unwarranted: RT2 Townhouse, the most intense zone in WSCO's conditions, allows residential uses up to a maximum of a four-unit structure or up to six townhomes. Even these smaller housing structure types require considerable lot aggregation and combination in order to meet minimum lot dimensional regulations, lowering the instance and slowing the growth of this type of housing. Based on these mitigating factors and the need for housing across the City and in the West Side community, WSCO's recommendations have been incorporated into the proposed rezoning map as City staff's current rezoning proposal.

ZONING STUDY RECOMMENDATIONS

The current staff recommendation, shown below, includes T2 Traditional Neighborhood zoning along Stryker Avenue at Winifred Street and from George Street to Morton Street, where B2 Community Business, B3 General Business and RM2 Multiple-Family zoning currently exists. Traditional

Stryker Avenue Zoning Study

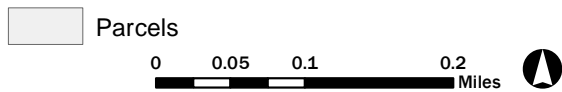
Proposed Zoning - August 2019



Zoning Districts

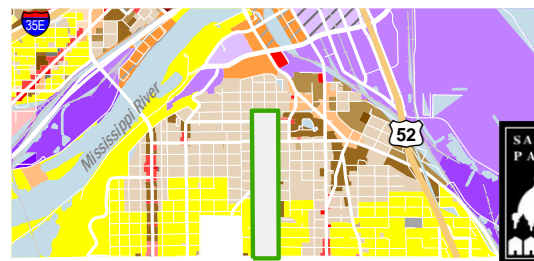
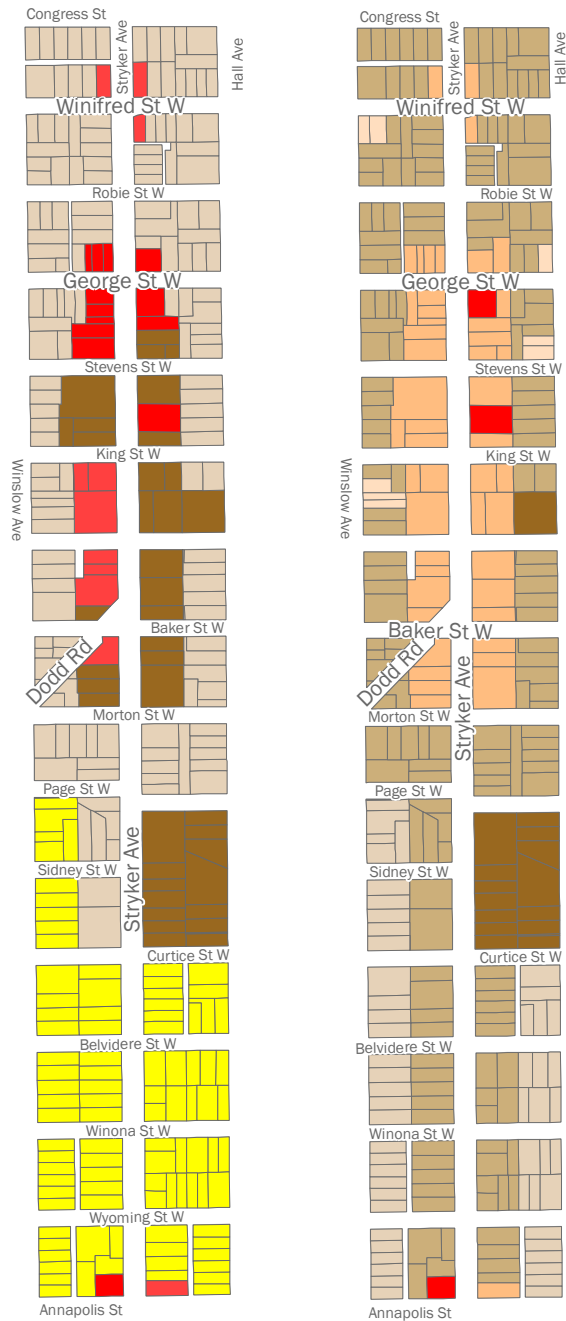
The zoning along this corridor currently consist of primarily RT1 Two-Family and R4 One-Family, with scattered RM2 Multiple-Family, B2 Community Business, and B3 General Business.

- R4 One-Family**
 R4 One-Family is an extremely low-intensity zoning district which allows primarily single-family homes, as well as neighborhood institutions such as libraries, religious institutions, and schools.
- RT1 Two-Family**
 RT1 is a low-density district that allows everything allowed in R4, as well as two-family homes (duplexes).
- RT2 Townhouse**
 RT2 is a low-intensity district that allows everything allowed in RT1, as well as three- and four-family structures and townhouses. Townhouses are dwelling units attached horizontally (not vertically). In RT2 Townhouse, no more than six townhouses may be built as a single building.
- RM2 Multiple-Family**
 RM2 is a medium-intensity district that allows everything allowed in RT2 as well as multi-family buildings and community residential buildings such as senior housing and emergency housing. RM2 has a basic height maximum of 50 feet.
- T1 Traditional Neighborhood**
 T1 Traditional Neighborhood is a flexible low-intensity district providing for a compact, pedestrian-oriented mix of residential, office, and service uses of limited size and neighborhood scope. Traditional Neighborhood districts carry more intense dimensional and site regulations.
- T2 Traditional Neighborhood**
 T2 Traditional Neighborhood is a medium-intensity district providing for a flexible, compact, pedestrian-oriented mix of residential and commercial uses along transit routes and nodes. Traditional Neighborhood districts carry more intense dimensional and site regulations.
- B2 Community Business**
 B2 Community Business is intended to serve a mid-sized consumer population that generate large volumes of vehicular and pedestrian traffic.
- B3 General Business**
 B3 General Business provides for diverse business types that generate large volumes of vehicular traffic and is intended for use along major traffic arteries.



Existing Zoning

Staff Recommendation



Study area

neighborhood districts are intended to foster development and growth of compact, pedestrian-oriented urban villages that encourage a compatible mix of commercial and residential uses within buildings, new development in proximity to transit and additional choices in housing.

The 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. It encourages, but does not require, a variety of uses and housing types, with careful attention to the amount and placement of parking and transitions to adjacent residential neighborhoods. A majority of the blocks along Winslow Avenue and Hall Avenue from Congress Street to Page Street are proposed to be rezoned to RT2 Townhouse. This zoning designation allows for a moderate increase in residential density with a diversity of allowable uses, including one-, two-, three-, and four-family dwellings, as well as townhomes (all of which are subject to dimensional requirements including minimum lot sizes, building heights and setbacks).

Additionally, 8 parcels are proposed to be rezoned to T1 Traditional Neighborhood. These parcels are either currently vacant, such as 610, 612 and 618 Winslow Avenue, currently contain a building that is mixed-use, such as 535 Hall Avenue, currently contain a building that would be appropriate for a mixed-use, such as 96 Winifred Street W. There is also one four-family dwelling located at 90 Winifred Street W. that would be rezoned as T1, to bring it closer to zoning conformance given its dimensional standards. T1 zoning would allow for flexibility of low-intensity mixed uses such as live-work units and offices.

The parcel at 615 Hall Avenue and the 14 parcels along Stryker and Hall Avenues between Page and Curtice Streets would retain their RM2 Multiple-Family zoning, as this zoning designation meets the recommendation for housing diversity by allowing for multifamily uses. The remaining blocks between Page Street and Annapolis Street include a proposed combination of RT1 Two-Family and RT2 Townhouse. RT1 zoning falls between R4 and RT2, allowing one-family dwellings and duplexes on parcels that meet dimensional minimums; anything larger than a duplex (triplexes, townhomes, etc.) are not allowed in RT1.

The three parcels that contain auto-oriented businesses along the corridor would retain their B3 General Business zoning so as to continue to allow the current land uses.

NOTE ON HEIGHT CHANGES

One topic of concern may be changes in maximum building heights allowable under the proposed zoning. In areas where parcels are rezoned from RM2 to T2, there would be a decrease in maximum building height from 50- to 35-feet. In areas where parcels are rezoned from RT1 or RT2 to T1 or T2, there would be an increase in maximum building height from 35- to 40-feet. The increases in building height challenge policies in neighborhood plans that suggest limiting building heights. The *West Side Community Plan* calls to “protect bluff and river views by limiting building heights and respecting the neighborhood’s context.” Buildings within the study area would not affect bluff and river views. *Stryker George Precinct Plan* states that “at 617 Stryker Avenue, new construction should not exceed 30 feet in height.” Despite the moderate increases in height (5 feet above the *Precinct Plan*), staff recommends T2 zoning because of the allowable uses, flexibility of uses, and design standards, all of which may encourage the type of development desired by the community, such as senior housing. Following the

same intent as the previous plans, this policy recommendation would supersede previous recommendations.

PLANNING COMMISSION RECOMMENDATION

The Committee recommends that the Planning Commission adopt a resolution recommending to the City Council the rezoning of the parcels in the Stryker Avenue Zoning Study area according to the proposed zoning map included herein.

APPENDICES

- APPENDIX A: Zoning Study Request letter from West Side Community Organization and Planning Commission resolution for the initiation of Stryker Ave. 40-acre Study
- APPENDIX B: Zoning Options 1, 2, and 3 (previous recommendations)
- APPENDIX C: West Side Community Organization's conditional letter of support for the study released by the Planning Commission

Appendix A: West Side Community Organization study-request letter; and Planning Commission study-initiation resolution



West Side Community Organization (District 3)
Baker Center | 209 Page Street West
Saint Paul, MN, 55107

January 9, 2017

TO: Saint Paul Planning Commission
FROM: West Side Community Organization Board of Directors
RE: Request for a zoning study of Stryker Avenue

Greetings Planning Commissioners,

We write to express our desire of a zoning study, and potential rezoning, of Stryker Avenue between Morton Street West and Winifred Street West on Saint Paul's West Side. This request is the result of a year-long collaboration between the West Side Community Organization, staff at the city's Department of Planning and Economic Development, and the Ward 2 office. Specifically, we would like staff to explore the possibility of rezoning commercial areas currently zoned as B2 Community Business or B3 General Business to a TN2 Traditional Neighborhood with designated boundaries.

Stryker Avenue is one of four commercial corridors in Saint Paul's West Side neighborhood. Currently, 45% of the commercial properties on Stryker Avenue between Morton Street and Winifred Street are vacant (5 properties totaling over 15,000 square feet). Further, there are many gaps in the commercial properties along the avenue due to residential properties and natural/environmental barriers. This limits mixed-use redevelopment of these sites, which is of interest to West Siders and identified as a priority in The West Side Community Plan (adopted as an addendum to Saint Paul's Comprehensive Plan in 2013).

WSCO surveyed over 100 residents who live near Stryker about their retail and service needs, transportation uses, and other ways to improve Stryker Avenue. Nearly all (over 90%) would like to see both commercial revitalization (new small businesses) as well as new residential options, especially for seniors. New development in this area will improve neighborhood safety, and could help to expand bus service for Metro Transit's 75 route.

We ask the Planning Commission to approve a zoning study of Stryker Avenue to take place in 2017, and make recommendations to better align the land use with community needs and plans.

city of saint paul
planning commission resolution
file number 18-55
date July 13, 2018

Initiation of Stryker Avenue 40-Acre Study

WHEREAS, Sec. 61.801(b) of the Zoning Code authorizes the Planning Commission to initiate an amendment to the Zoning Code as provided in Minnesota Statutes Sec. 462.357, Subd. 4;

WHEREAS, the West Side Community Organization submitted a letter to the Saint Paul Planning Commission, dated January 9, 2017, requesting a zoning study to explore rezoning portions of the Stryker Avenue Corridor to support a mixed-use district, allow for a wider range of residential uses, and decrease vacancies by zoning for more flexible land use; and

WHEREAS, the proposed boundaries of the study are Congress Street W, Hall Avenue, Annapolis Street and Winslow Avenue; and

WHEREAS, the *Stryker George Precinct Plan (2005)*, *2013 West Side Community Plan* and 2030 Comprehensive Plan all support a range of land uses, expanding access to affordable housing, strengthening the commercial district and creating a pedestrian-oriented neighborhoods with a mix of uses in an urban configuration in the Stryker Avenue study area.

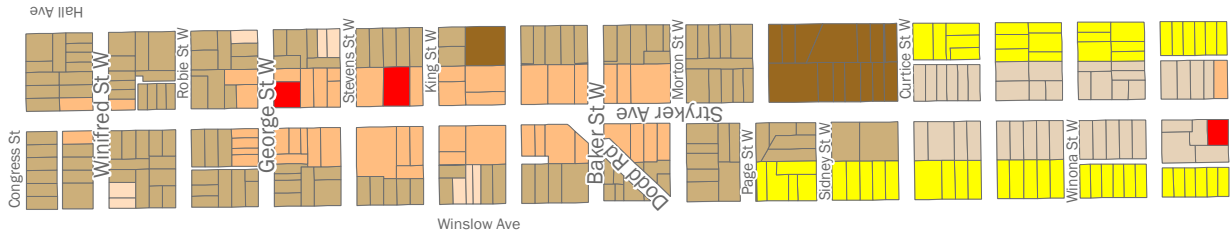
NOW, THEREFORE, BE IT RESOLVED, that the Saint Paul Planning Commission hereby initiates the Stryker Avenue Zoning Study for the area generally bounded by Congress Street W, Hall Avenue, Annapolis Street and Winslow Avenue to allow for mixed-use development on Stryker Avenue that is consistent with the Comprehensive Plan, the West Side Community Plan and the Stryker George Precinct Plan (see attached map).

moved by Risberg
seconded by _____
in favor Unanimous
against _____

Appendix B: Zoning Options 1, 2, and 3 (previous rezoning recommendations)



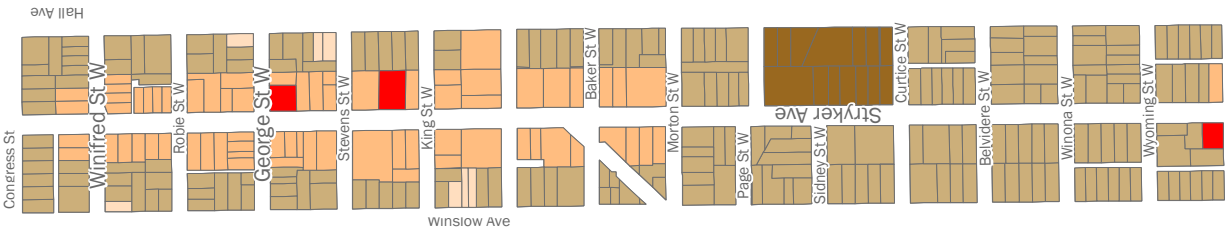
Zoning Option 3












Zoning Option 2



Zoning Option 1



Zoning Districts

-  **R4 One-Family**
R4 One-Family is an extremely low-intensity zoning district which allows primarily single-family homes, as well as neighborhood institutions such as libraries, religious institutions, and schools.
-  **RT1 Two-Family**
RT1 is a low-density district that allows everything allowed in R4, as well as two-family homes (duplexes).
-  **RT2 Townhouse**
RT2 is a low-intensity district that allows everything allowed in RT1, as well as three- and four-family structures and townhouse. Townhouses are dwelling units attached horizontally (not vertically). In RT2 Townhouse, no more than six townhouses may be built as a single building.
-  **RM2 Multiple-Family**
RM2 is a medium-intensity district that allows everything allowed in RT2, as well as multi-family buildings and community residential buildings such as senior housing and emergency housing. RM2 has a basic height maximum of 50 feet.
-  **T1 Traditional Neighborhood**
T1 Traditional Neighborhood is a flexible low-intensity district providing for a compact, pedestrian-oriented mix of residential, office, and service uses of limited size and neighborhood scope. Traditional Neighborhood districts carry more intense dimensional and site regulations.
-  **T2 Traditional Neighborhood**
T2 Traditional Neighborhood is a medium-intensity district providing for a flexible, compact, pedestrian-oriented mix of residential and commercial uses along transit routes and nodes. Traditional Neighborhood districts carry more intense dimensional and site regulations.
-  **B2 Community Business**
B2 Community Business is intended to serve a mid-sized consumer population that generate large volumes of vehicular and pedestrian traffic.
-  **B3 General Business**
B3 General Business provides for diverse business types that generate large volumes of vehicular traffic and is intended for use along major traffic arteries.
-  **Parcels**

Appendix C: West Side Community Organization's conditional letter of support for the study released by the Planning Commission



West Side Community Organization (District 3)
Baker Center | 209 Page Street West
Saint Paul, MN, 55107

July 19, 2019

To: St. Paul Zoning & Planning
From: West Side Community Organization
RE: Stryker Ave Re-Zoning
Committee Members:

WSCO board of directors met on May 28th, 2019, and after a time of discussion, weighing the information presented from City staff, and public outreach, the WSCO board decided to support and recommend adopting Zoning Option 3 **except** replacing parcels zoned R2 with RT1 and parcels zoned RT1 with RT2.

In January of 2017 WSCO formally requested that a zoning study be initiated for Stryker Ave on Saint Paul's West Side. Our primary intent in this request was to explore the possibility of rezoning the commercial areas currently zoned as B2, B3, or RM to a T2 traditional neighborhood allowing for commercial revitalization, increased mixed uses, as well as residential options.

WSCO has been working together on the question of how to bring additional vitality to Stryker for several years. This area has suffered devastating effects of vacant buildings and businesses closing their doors, and the general feeling in the neighborhood is that we need more community investments - and more interest from the businesses/developers that might want to work here. Stryker is a particularly interesting street because it's in the exact middle of the West Side and it has several commercial nodes that are now rather underutilized and could be much more.

Although our initial request was for the study of the commercial corridor, from Winifred street to Morton Street, one of the benefits of the initial recommendations from City planning staff was to include the RT2 zoning to the extension of Annapolis street. This initial recommendation was reconsidered after a first public meeting. However, as we look to future population growth and the current number of West Side residents who are housing cost burdened, we strongly believe the options of allowing RT2 zoning through the study area would allow for increased housing options. WSCO believes this aligns with the need in the City of St. Paul, and on the West Side directly, for increasing residential housing options in the future.

Respectfully,

Monica Bravo
Executive Director
West Side Community Organization