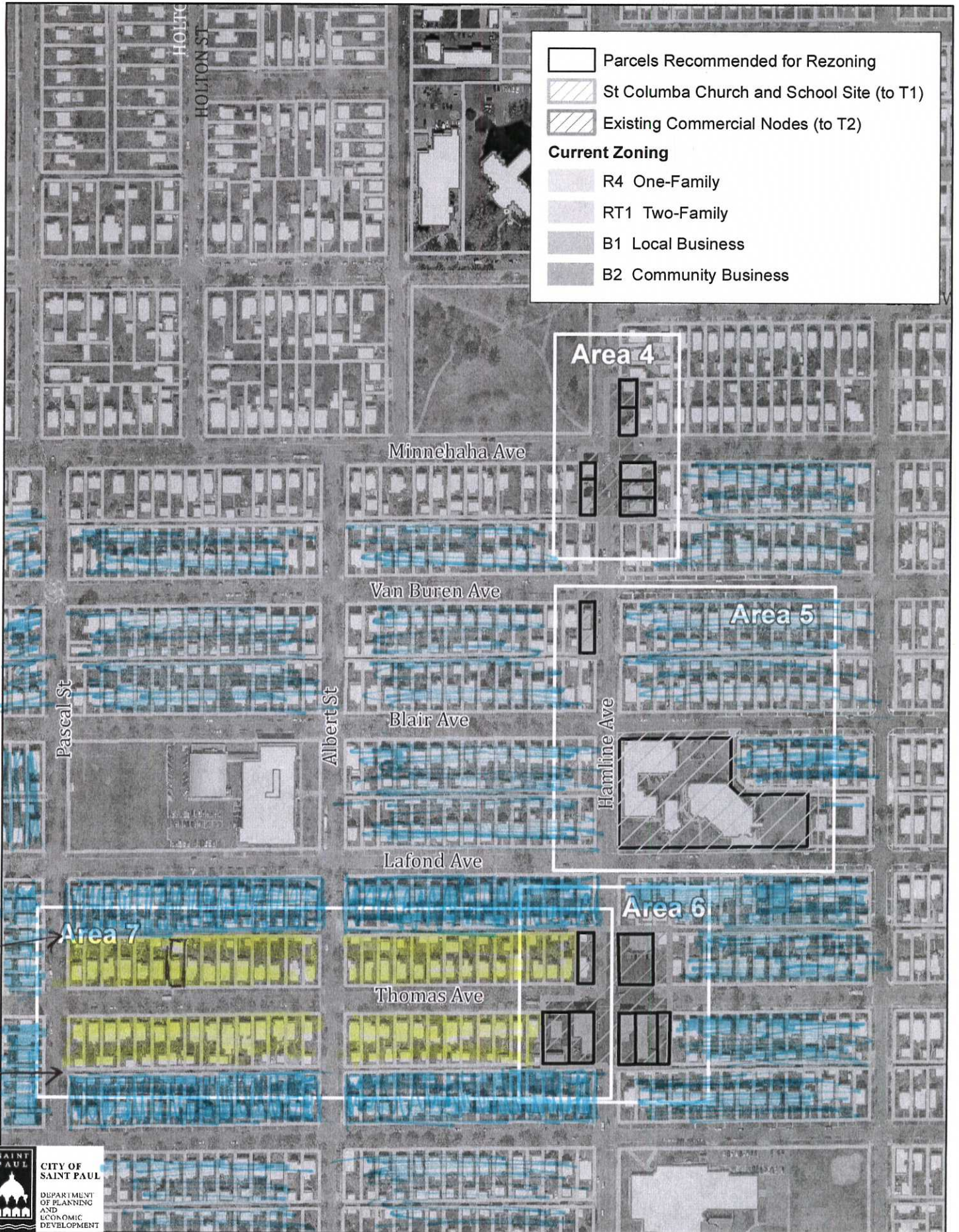


# Map 2: Recommended Zoning Changes - Hamline Avenue



#35

Benita Warns  
1440 Lafond Avenue  
St. Paul, MN 55104  
651-641-1037  
[warns@pclink.com](mailto:warns@pclink.com)

To the Members of the City Council:

I served on the Hamline Midway Coalition Board of Directors from 1995 through 2004, and on its Land Use Committee from 2004 through January 2007. During that time the community identified a concern about residential blocks with split zoning. Our specific concern was with blocks where zoning on one block face was R4 (single family) and on the other block face was RT-1 (duplex/townhome). These two zones are separated by the alley.

As a result of work of our Land Use Committee, and with community input, four block faces along Thomas Avenue between Pascal Street and Hamline Avenue were identified in the Hamline Midway Community Plan for rezoning from RT-1 to R4. This was based on several facts.

First, with the exception of a few commercial properties at the intersection of Hamline and Thomas, all the surrounding blocks are zoned R4.

Second, these four block faces have similar concentrations of duplexes to that of the surrounding blocks that are zoned R4, with the duplexes in R4 zones grandfathered to allow continued use as duplexes.

Third, some of the existing single family homes on these blocks are large enough to convert to duplexes, but for the lot size requirement of 6000 square feet – but they can be granted a variance.

Fourth, this portion of the Hamline Midway neighborhood was identified as an area for no change in the University Avenue Corridor studies, and subsequent studies related to rezoning for LRT.

In other portions of St. Paul, there are major issues with people who purchase homes, tear them down, and rebuild much larger structures that do not require variances. It would be particularly attractive to do this on a site that is already zoned to allow duplexes, and variances are not difficult to obtain. Duplex conversions are prohibited on properties zoned R4, which is why the neighborhood wanted to see these four block faces conform to the rest of the surrounding blocks.

In all, only 12 properties would become non-conforming duplexes and be grandfathered in. Most of those are concentrated in the two block faces between Albert Street and Hamline Avenue. None of these property owners would lose their right to maintaining a duplex, but making the change would prevent any other homes from future conversion. I know of no current plans by any property owner to attempt a duplex conversion, so getting this done now would not result in negative impacts to any current property owner.

I have been working on this issue since 2006. My understanding is that the only way a rezoning can take place without it costing a significant amount of money to the property owners is through this community planning process. I was unable to find the fee structure for a residential rezoning application on the City web site, but I understand it to be in the hundreds of dollars.

Please add this rezoning request to the current proposal. If this cannot be done for administrative reasons, please allow the property owners on each of these four block faces a 90-day window to submit petitions to request this rezoning at no fee, with 75% of property owners on each block face required for rezoning from RT1 to R4.

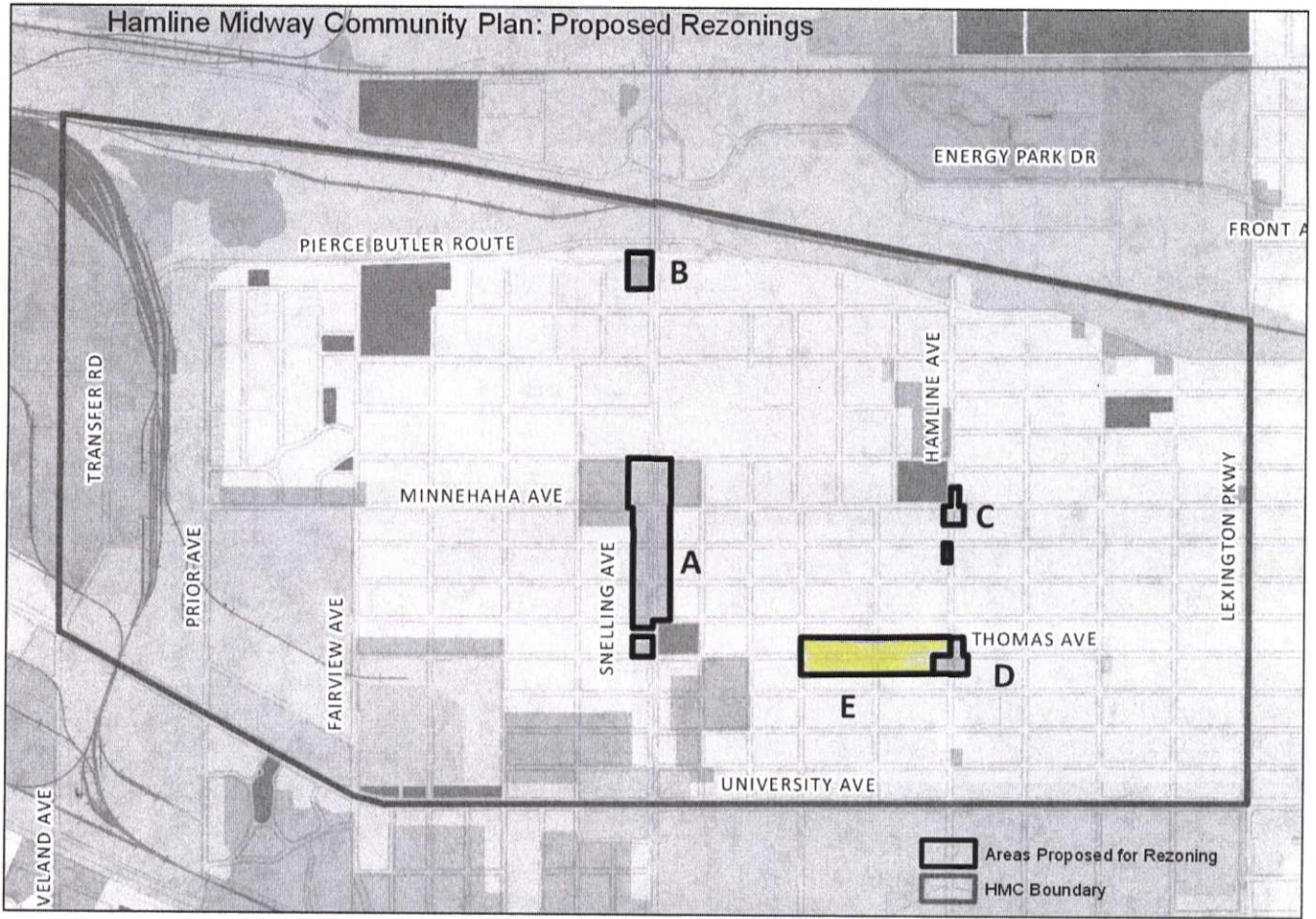
  
Benita Warns

**Appendix A: Current and Proposed Zoning**

**Name of Location**

Existing Land Use	Existing Zoning	Proposed Rezoning
A: Snelling Avenue, between Thomas and Englewood	B2	TN2
B: West side of Snelling Avenue at Pierce Butler Route	B3	TN2 or TN3
C: Hamline Avenue at Minnehaha and Van Buren	B1	T1
D: Intersection of Hamline Avenue and Thomas	B2, RT2	T2
E: Thomas Avenue between Hamline and Pascal	RT1	R4

Appendix A: Current and Proposed Zoning



Hamline Midway Community Plan

An Addendum to the Saint Paul Comprehensive Plan - page 16

AREA E



*Allen Turstinson  
How does this relate  
to Comp Plan and Zoning Code.*

## DUPLEX AND TRIPLEX CONVERSION GUIDELINES FOR ZONING CASES

Approved by the Zoning Committee June 1, 1992  
Approved by the Board of Zoning Appeals June 22, 1992  
Approved by the Planning Commission July 17, 1992

### I. DUPLEX CONVERSION GUIDELINES

#### Applications for variances in RT-1 or higher residential zones

1. For new construction, staff will follow the Zoning Code regulations. Duplexes can be built on lots of at least 6,000 square feet with a lot width or front footage of 50 feet. Smaller lots can be used for single family homes.
2. For proposed conversions of existing single-family homes to duplexes, staff will recommend denial unless the following guidelines are met:
  - A. Lot size of at least 5,000 square feet with a lot width or front footage of 40 feet.
  - B. Gross living area, after completion of duplex conversion, of at least 1,800 square feet for the two units.
  - C. Three off-street parking spaces (non-stacked) are preferred; two spaces are the required minimum. A site plan showing improved (durable, permanent, dustless surface) parking spaces must be provided.
  - D. All remodeling work for the duplex conversion is on the inside of the structure. Exceptions to this condition will be made if the applicant submits exterior elevation drawings which are approved as architecturally compatible by the Design staff of the Department of Planning and Economic Development. PED staff would simply approve or disapprove; they would not revise drawings or write any detailed comments.
  - E. The proposed duplex structure is located in a mixed density neighborhood, not a homogeneous single-family area or in an area where duplexes and triplexes are already concentrated to the point of congesting neighborhood streets.
  - F. A code compliance inspection has been conducted and the unit is found to be up to the housing code standards; or the property owner has agreed to make the necessary improvements to bring it to housing code compliance.
  - G. An economic feasibility analysis has been conducted for those cases where economic hardship is claimed as one reason for the variance request. Applicant should supply city staff with the necessary information.

Applications for nonconforming use permit, change in nonconforming use, and expansion of nonconforming use

3. For residential uses in residential districts, staff will recommend denial unless the following guidelines are met:
  - A. All required findings pertaining to nonconforming uses are met as outlined in the Zoning Code: nonconforming use permits - see Sec. 62.102(e)(11); expansion of nonconforming use - see Sec. 62.102(e)(12); and change in nonconforming use - see Sec. 62.102(e)(5)].
  - B. That guidelines A - G as outlined above in I.2. are met.

Applications to rezone to RT-1

4. Staff will recommend denial unless the following guidelines are met:
  - A. Lot size of at least 6,000 square feet with a lot width or front footage of 50 feet.
  - B. In the case of existing houses, a gross living area after completion of the conversion of at least 1,800 square feet for the two units.
  - C. In the case of existing houses, three off-street parking spaces (non-stacked) are preferred; two spaces are the required minimum. New duplexes are required to provide three off-street parking spaces. A site plan showing improved (durable, permanent, dustless surface) parking spaces must be provided.
  - D. The property is located in a mixed density neighborhood, not in a homogenous single-family area or in an area where duplexes and triplexes are already concentrated to the point of congesting neighborhood streets.
  - E. A code compliance inspection has been conducted prior to the Zoning Committee's decision and the unit is found to be up to the housing code standards or the property owner has agreed to make the necessary improvements to bring it to housing code compliance.
  - F. An economic feasibility analysis has been conducted for those cases where economic hardship is claimed as one reason for the rezoning request. Applicant should supply city staff with the necessary information.

Hamline Midway Coalition Land Use Committee  
Agenda for November 28, 2005  
7:00-8:30 p.m.

DUTIES

Chairing this meeting: Frank  
Taking notes: Mark

ITEMS OF BUSINESS

1. Action: Approve agenda and minutes of October mtg. Mark
2. Report: First community land use meeting (at Galtier School) Mark
3. Discussion of the proposed Transportation Committee Frank
4. Decision: Recommendation to change membership requirements Triesta
5. Discussion: Consult other Land Use Committees on comprehensive plan. Frank
6. Discussion: Small area plan for land use along Minnehaha and Thomas Benita
7. Public meeting Dec. 12: Agenda, responsibilities, preparations Triesta
8. Committee meeting Dec. 19: Agenda Frank
9. Decision: District councils "joint letter" to the mayor Benita
10. Updates on Local Projects:
  - BZ Auto Benita
  - Metro Auto use permit renewal Mark
  - Fasika outdoor seating Steve
  - Galtier School addition Unassigned
  - Duplex-triplex Triesta
  - Toua Xiong 892 Hamline Jesse
  - CVS variance granted for additional advertising sign Mark
  - Assisted living development at Pascal and Sherburne Steve
  - McQueen Equipment Michael Jon
11. Report: New local action items Michael Jon
12. Action: Adjournment Triesta

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Major developments pending in Hamline Midway Community:

1. Dickerman Park.
2. Snelling Avenue transportation and development plan
3. University and Lexington development
4. University and Snelling development
5. University Avenue corridor light rail plans



Hamline Midway Coalition Land Use Committee  
 Agenda for April 10, 2006  
 7:00-8:30 p.m.

DUTIES

Chairing this meeting: Frank  
 Taking notes: Jesse

ITEMS OF BUSINESS

	<u>LEAD</u> ~ <u>TIME</u>
1. <u>Welcome</u> new members and visitors to the meeting	Frank (1 min)
2. <u>Action:</u> Approve agenda and minutes of March mtg.	Jesse (4 min)
3. <u>Presentation:</u> Fred Macalus for 735 Snelling sandwich shop	Mark (20 min)
4. <u>Action:</u> Close nominations and elect a new committee chair	Frank (10 min)
▪ Nominations for Chair: Steve Wensmann	
▪ Nominations for Vice-Chair: Triesta Brown	
▪ Other nominations?	
5. <u>Discussion:</u> Possible zoning study along Minnehaha and Thomas	Benita (25 min)
▪ Review elements of zoning categories, esp. R4, RT1, RT2, TN	
▪ Review history of current zoning	
▪ Examine existing use	
▪ Review process for requesting a zoning study, and how the study would proceed.	
6. <u>Design Charrette</u> for north side of University Avenue	Linda, Mark,
▪ Invite Brian McMahon → business and residential boundaries?	Triesta, Richard (10 min) (15 min)
7. <u>Updates on Local Projects</u>	
▪ Toua Xiong 892 Hamline	Jesse
▪ Tuan's Auto and assisted living at Pascal and Sherburne	Steve
▪ Turf Club parking variance	Triesta
▪ Metro Auto	Mark
▪ Hamline University expansion plans and purchases	Steve
▪ Parking variance for the Super Target	Steve
▪ sub sandwich shop at 735 Snelling*	Mark
8. <u>Report:</u> New local action items	Linda (5 min)
▪ 1302 Hewitt. The owner is applying to the city for a subdivision (lotsplit) to create 2 single-family R4 residential parcels. "Building a single family home on vacant lot. Existing home will remain as is." This is an early notification from PED, with no hearing date set as of yet.	
▪ Burlington Northern's entry way from Pierce Butler. BN is considering a re-design of their entry way. So, now we (Jane and HMC staff) are wondering if the LUC and the Transportation Committee would like to have Public Works come out and talk about it at the April 24 Public Meeting? The issues include how many trees would be removed, safety with trucks turning into and out of the site, and the bike path.	
9. <u>Action:</u> Adjournment	Frank

Hamline Midway Coalition Land Use Committee  
Agenda for June 12, 2006  
7:00-8:30 p.m.

DUTIES

Chairing this meeting:           Stephen  
Taking notes:                     Jesse

ITEMS OF BUSINESS

- |  | <u>LEAD</u> ~ <u>TIME</u> |
|--|---------------------------|
| 1. <u>Welcome</u> members and visitors to the meeting                            | Stephen(7PM)              |
| 2. <u>Actions</u> :  |                           |
| • Approve agenda and minutes of May mtg.   | Jesse (7:01PM)            |
| • Recommendation to HMC Board of Directors to appoint new LUC members            | Stephen                   |
| 3. <u>Discussion</u> : Land Use Process  | Stephen (7:03PM)          |
| 4. <u>Discussion</u> : Land Use Comp Plan / Visioning                            | Stephen (7:08PM)          |
| • Working group  |                           |
| • Research assistant / student intern  |                           |
| 5. <u>Discussion</u> : Rezoning along Minnehaha and Thomas                       | Benita (7:18PM)           |
| ▪ Review elements of zoning categories, esp. R4, RT1, RT2, TN                    |                           |
| ▪ Review history of current zoning   |                           |
| ▪ Examine existing use   |                           |
| ▪ Review process for requesting a zoning study, and how the study would proceed. |                           |
| 6. <u>Discussion</u> : Rock-Tenn Update  | Stephen (7:30PM)          |
| 7. <u>Discussion</u> : 735 N. Snelling Update                                    | (7:40PM)                  |
| • Mosque variance  | Benita                    |
| • Restaurant   | Mark                      |
| 8. <u>Updates on Local Projects</u>  | (7:50PM)                  |
| ▪ Toua Xiong 892 Hamline   | Jesse                     |
| ▪ Tuan's Auto and assisted living at Pascal and Sherburne                        | Stephen                   |
| ▪ Turf Club parking variance   | Triesta                   |
| ▪ Metro Auto   | Mark                      |
| ▪ Hamline University expansion plans and purchases                               | Steve                     |
| ▪ Burlington Northern Working Group  | Benita                    |
| ▪ Target parking variance – appeal   | Stephen                   |
| 9. Report: New local action items  | Linda (8:15PM)            |
| ▪ Snelling Café beer and wine license application                                |                           |
| ▪ Hamline Plaza  |                           |
| 10. <u>Action</u> : Adjournment  | Stephen (8:30PM)          |



**CITY OF SAINT PAUL**  
*Christopher B. Coleman, Mayor*

*25 West Fourth Street  
Saint Paul, MN 55102*

*Telephone: 651-266-6700  
Facsimile: 651-228-3220*

**Date:** December 5, 2014  
**To:** Planning Commission  
**From:** Neighborhood Planning Committee  
**RE:** The District 11 Hamline Midway Mixed-Use Corridors 40-Acre Zoning Study

### **Background**

The Hamline Midway Zoning Study was initiated by Saint Paul Planning Commission Resolution 13-58 in December of 2013 (see attached). Per the authorizing resolution, the zoning study has looked at blocks with frontage on Snelling and Hamline Avenues between University Avenue and Pierce Butler Route, and at blocks with frontage on Thomas and Minnehaha Avenues between Hamline and Snelling.

The purpose of this update memorandum is to provide an overview of the zoning study process, lay out recommendations, and request that the zoning study and recommendations be sent on the full Planning Commission to release for comment and set a public hearing date.

### **Zoning Study Process**

As noted the, Planning Commission initiated the study in late 2013, based on a request from District 11, the Hamline Midway Coalition (HMC). At the same meeting, the Planning Commission released and set a public hearing date for the Hamline Midway Community Plan. That plan, which was adopted as an addendum to the Comprehensive Plan by the City Council in May 2014, was a summary document, developed by City staff from a longer plan originally written by D11/HMC board and committee members and volunteers. While the adopted plan includes relatively little discussion of the requested zoning study, more extensive discussion of zoning issues was found in the original plan document developed by D11/HMC. The study area, as described in the authorizing resolution, was identified based on the original D11/HMC document as well as City staff discussions with the D11/HMC staff and the Ward 4 office.

In September, letters were sent to owners of properties recommended here for rezoning and notifying them of the potential recommendation. Minimal responses were received.

In evaluating the current zoning and developing recommendations for changes to zoning in the study area, staff considered a number of factors. These included past, current and planned future land use, parcel size and configuration, building types, regulation of college campuses, planned transit improvements, and general market trends, as well as City plans for the area. For purposes of discussion, the study area has been broken into sets of subareas along Snelling and Hamline, as shown on Maps 1 and 2 (attached).

### **Findings: Snelling (Areas 1, 2, and 3)**

#### **Current Land Use, Zoning, and Building Types**

Snelling Avenue in the study area is currently characterized by a mix of commercial, residential and institutional uses, with one and two-story commercial buildings generally predominate. On most blocks, the parcels facing Snelling are about 120' deep, and are separated from single-family and duplex housing along the cross streets by a north-south oriented alley. The west side of Snelling is characterized by detached low-density residential structures between Edmunds and Pierce Butler Route on the north end of the study area (Area 1) and on the first block and a half going north from Thomas Avenue (Area 2). Everything north of Englewood Avenue on the east side of Snelling is part of the Hamline University Campus. On the west side, the block between Englewood and Hubbard is occupied by Hamline Elementary and the Hancock Recreation Center.

All parcels along Snelling in Area 1 are currently zoned RM2 multifamily, with the exception of the small motel (2 parcels) on the west side of Snelling at Pierce Butler Route, which is zoned B3 general business. Area 2 parcels along Snelling are all presently zoned B2 community business, except for the city park between Lafond and Thomas, which is currently zoned T2.

Minnehaha Avenue between Snelling and Asbury (Area 2, immediately east of Snelling) is lined by single family homes on the north side and the Hamline Library and the now-vacant Knox Presbyterian Church on the south. The library and church parcels are presently zoned R4 one-family residential.

Area 3 also includes the site of the former Samaritan Hospital site, which occupied a block bounded by Thomas Avenue on the north, Simpson Street on the east, Charles Avenue on the south, and Asbury Street on the west. Edmund Avenue is vacated between Asbury and Simpson, forming a superblock. It is presently zoned RM2 Multifamily. Samaritan Hospital itself occupied the southern portion of the superblock. Later, an accessory medical office building and parking ramp were built on the northern half of the block. At the time it was built, hospitals were allowed in residential districts. In the early 1990s, the former Samaritan Hospital was demolished and townhomes were constructed on the site. The medical office building and parking ramp became legally nonconforming primary uses. The office building continues to be use for that purpose. However, this use only generates demand for approximately 100 off-street parking spaces, while the ramp, built to serve the hospital as well, has 327 spaces. In April of 2014, the Planning Commission approved an establishment of nonconforming use permit for use of the parking ramp for vehicle storage. The portion of Area 3 between Snelling Avenue and the Samaritan Hospital site and Snelling Avenue is primarily a mix of multifamily and single family residential, and is zoned RM2. The parcels on fronting on Snelling in Area 3 were rezoned to T2 as part of the Central Corridor zoning study.

#### **Comprehensive Plan, District Plan, and Future Land Use**

The future land use map in the Land Use Chapter of the Comprehensive Plan identifies Snelling Avenue, including the entirety of all blocks on the east side of Snelling in the area, as a Mixed

Use Corridor (Areas 1, 2, and 3). The map identifies the intersection of University and Snelling (Area 3) as a Neighborhood Center. All of the land within Area 3 is also located within the station area planning boundary, as defined by the 2008 Snelling Station Area Plan. The Comprehensive Plan describes Mixed Use Corridors as being primary thoroughfares served by transit. Neighborhood Centers are described as compact mixed use areas located adjacent to major intersections and served by transit. Outside of Downtown, the Comprehensive Plan identifies Mixed Use Corridors and Neighborhood Centers as having the highest residential densities in the City. Strategies 1.12 and 1.21 of the of the Land Use Chapter call for balancing the density and scale of development to accommodate growth and provide housing at densities that support transit in, respectively, Neighborhood Centers and Mixed-use Corridors. Strategies 1.15 and 1.24, respectively, call for a mix of uses in these areas.

Land Use Strategies LU 1.1 and 1.2 of the Hamline Midway Community Plan call for zoning studies to evaluate the appropriateness of rezoning from business to traditional neighborhood designations throughout the district and along Snelling Avenue in particular. Strategy LU 1.3 calls for identifying redevelopment opportunities in the district. Strategies LU 2 and LU 5 call for pedestrian scale development and appropriate transitions between “disparate land uses”, respectively.

### Analysis and Recommendations

Recent and planned transit improvements were a key consideration of this zoning study. The Green Line LRT on University Avenue is now operational. In 2015, the planned opening of the A Line arterial BRT will provide improved service on Snelling and link it to the Blue Line, via Ford Parkway and, in Minneapolis, 46<sup>th</sup> Street. Also, in addition to BRT-related infrastructure, the Snelling Avenue Multi-modal Study (completed by MnDOT in early 2013) identified recommendations on better accommodating bikes and pedestrians within the corridor and improving safety and mobility, although time lines and funding for improvements aren't clear.

Arterial BRT will not only bring better service to Snelling, but also establish Snelling as a key north-south link and reaffirm Snelling and University as a key node in that system, drawing growth and investment to the node at University and the entire length of Snelling considered in this study.

Zoning along the Snelling Avenue corridor needs to accommodate growth and intensification of both residential and commercial uses, consistent with its designation as a Mixed-Use Corridor and with the investment that improved transit service should bring over time. The physical form of future development along the corridor should also enhance the multi-modal nature of the corridor through building design and site configuration. T2 Traditional Neighborhood zoning provides for development densities similar to those allowed under the current B2 Community Business, B3 General Business, and RM2 Multifamily Residential designations. It also provides for step downs in allowed height near lower density residential properties to soften transitions from these to more intense types of land uses. T2 Traditional Neighborhood is recommend for all parcels on the west side of Snelling within Areas 1 and 2 and on the east side of Snelling within Area 2, with the exception of Hamline Park between Thomas and Lafond, which is already T2 Traditional Neighborhood.

North of Englewood Avenue on the east side of Snelling are two large parcels owned by Hamline University (Area 1), which are currently zoned RT1 Two-Family Residential. These parcels are part of the Hamline University campus as defined the by conditional use permit (CUP) which regulates campus boundaries, uses, building heights, and parking for Hamline University. The conditional use permit allows for use within the campus boundary, such as classroom buildings, dormitories, offices, etc. that would not otherwise be allowed under the

base zoning. The campus boundaries may only be expanded with approval of the Planning Commission. The present base zoning and CUP are sufficient to allow continued development of and investment in the Hamline University campus. However, development standards for college and university campuses, codified in Chapter 65 of the zoning code and enacted through the CUP, require setbacks of 50 feet from all property lines, with additional setbacks for building heights above 50 feet. Such large setbacks are not appropriate along Snelling, nor do they reflect how the campus has been built out, including the recently constructed student center just north of Englewood, which required a CUP modification for reduced setback. No change to the present zoning is recommended. However, as an alternative, a change to a T1 base zoning could also be considered. This would remove the need for a CUP for most of the existing campus, and would apply T1 dimensional standards.

In Area 2, the Hamline Library and the former Knox Presbyterian Church are located along the south side of Minnehaha Avenue, just east of Snelling. Reuse of the church building is limited by the present R4 One-Family Residential zoning. A T2 Traditional Neighborhood designation would allow reuse of the building for a variety of commercial and residential uses, and is recommended. It is assumed that the Hamline Library will remain in operation and under the ownership of the City for the foreseeable future, and the inclusion of the library parcel in the rezoning to create a contiguous zoning district is recommended.

In Area 3, the parcels along Snelling, as well as several along Thomas Avenue, were, as noted, previously rezoned to T2 Traditional Neighborhood. Also as previously noted, the Samaritan Hospital site and the remainder of Area 3 between it and Snelling are within the defined station area planning boundary in the Snelling Station Plan, and are within a quarter mile (5 minute walk) of the Snelling Green Line LRT station. Rezoning of this entire area (as shown on Map 1) to T2 Traditional Neighborhood is recommended.

The portion of Area 3 generally west of Asbury (it includes one parcel on the east side of Asbury on the south side of Sherburne) is well within walking distance of the Snelling LRT station and should be considered part of the Neighborhood Center identified on the future land use map of the Comprehensive Plan. T2 Traditional Neighborhood zoning would be compatible with all existing uses, and would provide for flexibility in potential redevelopment as the level of transit service in the area continues to improve and land use in the station area generally intensifies as projected during planning for the Central Corridor. The office building on the former Samaritan Hospital site would become a conforming use under T2 zoning. Including the site in the proposed rezoning would also provide create a contiguous district and provide flexibility in potential future redevelopment of the site.

### **Findings: Hamline (Areas 4, 5, and 6)**

#### **Current Land Use, Zoning, and Building Types**

At the intersections of Hamline with Thomas (Area 6) and Minnehaha Avenues (Area 4), one- and two-story commercial uses (with second floor multi-family residential) occupy three of four corners, and are zoned B2 community business. At Minnehaha, Horton Park is located on the northwest corner and at Thomas a duplex, presently zoned RT1 two-family, occupies the northwest corner. The rest of Hamline within the study area is lined by single-family homes oriented to the cross streets, with two notable exceptions. At Van Buren (Area 4), Dreamland Arts, a small gallery and performance space, occupies a one-story commercial building facing Hamline; the building shares a lot with and is attached to a single family home that faces Van Buren, which is occupied by the owner/proprietor of Dreamland Arts. The parcel is currently zoned B1 local business. The former Saint Columba parish school occupies the entire eastern side of Hamline between Lafond and Blair (Area 5). The school building shares a large parcel

(approximately 2/3 of the block bounded by Hamline, Blair, Syndicate and Lafond) with the Church of Saint Columba, which is located to the east along Lafond. The church is still in active use. The parcel shares R4 one-family zoning with the surrounding properties.

#### Comprehensive Plan, District Plan, and Future Land Use

The future land use map in the Land Use Chapter of the Comprehensive Plan identifies Hamline Avenue (Areas 4, 5, and 6) as a Residential Corridor. Thomas Avenue (including portions in Area 3) and Minnehaha Avenue (portions in Area 1) are not identified as corridors, and are considered part of the surrounding Established Neighborhoods except where they intersect with Neighborhood Centers and identified corridors. Residential Corridors are described in the Comprehensive Plan as segments of streets that run through Established Neighborhoods and that are characterized predominantly by medium density residential uses. Established Neighborhoods are described in the Comprehensive Plan as being predominantly residential, with a variety of housing types and scattered, neighborhood serving commercial and service uses.

As noted previously, land use strategy LU 1.1 of the Hamline Midway Community Plan call for zoning studies to evaluate the appropriateness of rezoning from business to traditional neighborhood designations throughout the district. Strategy LU 1.3 calls for identifying redevelopment opportunities in the district. Strategies LU 2 and LU 5 call for pedestrian scale development and appropriate transitions between “disparate land uses”, respectively.

#### Analysis and Recommendations

Commercial uses are generally relatively limited along Residential Corridors and in Established Neighborhoods. Where commercial uses do exist, underlying zoning should support the continuance of uses—and establishment of new uses on existing commercial sites—that are generally compatible with the surrounding neighborhood and provide locally-consumer goods and services. Zoning should also reflect building scale and form and site design requirements consistent with the character of the surrounding neighborhoods.

Area 4 includes the existing commercial node at Minnehaha and Hamline, as well as the Dreamland Arts site at Hamline and Van Buren. The commercial node at Thomas is currently zoned B2 Community Business. The recommended rezoning to T2 Traditional Neighborhood would generally allow a similar range and intensity of uses, and apply similar dimensional and density standards. However, in the event of redevelopment, T2 zoning would require site and building design more consistent with traditional neighborhood storefront designs. It would also provide property owners with the flexibility in use of properties for which finding viable commercial uses can be difficult. A similar cluster of B2 zoned commercial properties exists in Area 6, at the intersection of Hamline and Thomas. For similar reasons, rezoning to T2 is recommended here as well. However, Area 6 also includes a duplex property, currently zoned RT1 Two-Family Residential. Rezoning to T2 would allow for continued residential use or the potential conversion of the space to a commercial use.

Dreamland Arts and the attached residential structure are currently zoned B1 Local Business. The business is generally regarded as a gallery for zoning purposes. However, it also functions as a very small scale theater. A theater would be allowed under the proposed T2 zoning, as would the attached residence. Although the change in zoning would technically allow a more potentially intense set of uses and more building mass on the site, the small size of the parcel is a practical limitation on the potential for uses of a type and scale that would be incompatible with surrounding uses.

As noted, Area 5 consists of the St. Columba church and former parish school. Under the present R4 One-Family Residential zoning, options for reuse of the vacant building are limited, even under the provisions for reuse of large structures in Chapter 65 of the zoning code. Under the proposed T1 Traditional Neighborhood zoning, the building could be put back into use as a school, converted to multifamily housing, or used for office space for community, non-profit, and service organizations. It should be noted that parking may not be sufficient for a multifamily use.

#### **REQUESTED ACTION**

1. Release the District 11 Hamline Midway Mixed-Use Corridors 40-Acre Zoning Study for public review and set a public hearing date of February 13, 2015.

NO CONSIDERATION FOR  
THOMAS AVENUE, EVEN  
THOUGH CALLED OUT IN  
COMMUNITY PLAN.



The portion of Area 3 generally west of Asbury (it includes one parcel on the east side of Asbury on the south side of Sherburne) is well within walking distance of the Snelling LRT station and should be considered part of the Neighborhood Center identified on the future land use map of the Comprehensive Plan. T2 Traditional Neighborhood zoning would be compatible with all existing uses, and would provide for flexibility in potential redevelopment as the level of transit service in the area continues to improve and land use in the station area generally intensifies as projected during planning for the Central Corridor. The office building on the former Samaritan Hospital site would become a conforming use under T2 zoning. Including the site in the proposed rezoning would also provide create a contiguous district and provide flexibility in potential future redevelopment of the site.

All recommended rezonings in Areas 1, 2, and 3 are shown on Map 1, attached.

### **Findings: Hamline (Areas 4, 5, 6 and 7)**

#### Current Land Use, Zoning, and Building Types

At the intersections of Hamline with Thomas (Area 6) and Minnehaha Avenues (Area 4), one- and two-story commercial uses (with second floor multi-family residential) occupy three of four corners, and are zoned B2 community business. At Minnehaha, Horton Park is located on the northwest corner and at Thomas a duplex, presently zoned RT1 two-family, occupies the northwest corner. The rest of Hamline within the study area is lined by single-family homes oriented to the cross streets, with two notable exceptions. At Van Buren (Area 4), Dreamland Arts, a small gallery and performance space, occupies a one-story commercial building facing Hamline; the building shares a lot with and is attached to a single family home that faces Van Buren, which is occupied by the owner/proprietor of Dreamland Arts. The parcel is currently zoned B1 local business. The former Saint Columba parish school occupies the entire eastern side of Hamline between Lafond and Blair (Area 5). The school building shares a large parcel (approximately 2/3 of the block bounded by Hamline, Blair, Syndicate and Lafond) with the Church of Saint Columba, which is located to the east along Lafond. The church is still in active use. The parcel shares R4 one-family zoning with the surrounding properties. Area 7, along Thomas Avenue, consists of 46 one-family homes and 12 duplexes on (with one exception) approximately 125' x 40' one-family lots and is presently zoned RT1 two-family.

#### Comprehensive Plan, District Plan, and Future Land Use

The future land use map in the Land Use Chapter of the Comprehensive Plan identifies Hamline Avenue (Areas 4, 5, and 6) as a Residential Corridor. Thomas Avenue (including portions in Areas 3 and 7) and Minnehaha Avenue (portions in Area 1) are not identified as corridors, and are considered part of the surrounding Established Neighborhoods except where they intersect with Neighborhood Centers and identified corridors. Residential Corridors are described in the Comprehensive Plan as segments of streets that run through Established Neighborhoods and that are characterized predominantly by medium density residential uses. Established Neighborhoods are described in the Comprehensive Plan as being predominantly residential, with a variety of housing types and scattered, neighborhood serving commercial and service uses.

As noted previously, land use strategy LU 1.1 of the Hamline Midway Community Plan call for zoning studies to evaluate the appropriateness of rezoning from business to traditional neighborhood designations throughout the district. Strategy LU 1.3 calls for identifying

redevelopment opportunities in the district. Strategies LU 2 and LU 5 call for pedestrian scale development and appropriate transitions between “disparate land uses”, respectively.

### Analysis and Recommendations

Commercial uses are generally relatively limited along Residential Corridors and in Established Neighborhoods. Where commercial uses do exist, underlying zoning should support the continuance of uses—and establishment of new uses on existing commercial sites—that are generally compatible with the surrounding neighborhood and provide locally-consumer goods and services. Zoning should also reflect building scale and form and site design requirements consistent with the character of the surrounding neighborhoods.

Area 4 includes the existing commercial node at Minnehaha and Hamline, as well as the Dreamland Arts site at Hamline and Van Buren. The commercial node at Thomas is currently zoned B2 Community Business. The recommended rezoning to T2 Traditional Neighborhood would generally allow a similar range and intensity of uses, and apply similar dimensional and density standards. However, in the event of redevelopment, T2 zoning would require site and building design more consistent with traditional neighborhood storefront designs. It would also provide property owners with the flexibility in use of properties for which finding viable commercial uses can be difficult. A similar cluster of B2 zoned commercial properties exists in Area 6, at the intersection of Hamline and Thomas. For similar reasons, rezoning to T2 is recommended here as well. However, Area 6 also includes a duplex property, currently zoned RT1 Two-Family Residential. Rezoning to T2 would allow for continued residential use or the potential conversion of the space to a commercial use.

Dreamland Arts and the attached residential structure are currently zoned B1 Local Business. The business is generally regarded as a gallery for zoning purposes. However, it also functions as a very small scale theater. A theater would be allowed under the proposed T2 zoning, as would the attached residence. Although the change in zoning would technically allow a more potentially intense set of uses and more building mass on the site, the small size of the parcel is a practical limitation on the potential for uses of a type and scale that would be incompatible with surrounding uses.

As noted, Area 5 consists of the St. Columba church and former parish school. Under the present R4 One-Family Residential zoning, options for reuse of the vacant building are limited, even under the provisions for reuse of large structures in Chapter 65 of the zoning code. Under the proposed T1 Traditional Neighborhood zoning, the building could be put back into use as a school, converted to multifamily housing, or used for office space for community, non-profit, and service organizations. It should be noted that parking may not be sufficient for a multifamily use.

The concentration of duplexes in Area 7 (12 out of 58 total residential structures) is similar to the concentration in surrounding R4-zoned areas. Changing the zoning of Area 7 to R4 as contemplated by the *Hamline Midway Community Plan* would bar future duplexes under all circumstances. However, with one exception, the residential lots in the area do not meet the minimum lot dimensions required for a duplex in the RT1 two-family zone (50’ wide and 6,000 sq. ft. in area), meaning new duplexes in the area would require more lot area. Any lot area variance on a standard 40’ lot is unlikely given the standards variances must meet, barring an unusual set of circumstances. Put another way, changing the zoning of Area 7 to R4 one-family

would provide very little marginal benefit in terms of preventing duplex conversions, the only potential benefit of the change. At the same time, changing the zoning to R4 would make the existing 12 duplexes nonconforming as to use. It would also constitute downzoning, something generally inconsistent with the Comprehensive Plan, which seeks to accommodate increased density, particularly in relative proximity (just over ¼ mile) to the Green Line LRT. No change to the zoning in Area 7 is recommended.

All recommended rezonings in Areas 4, 5, and 6 are shown on Map 2, attached.

### **RECOMMENDED ACTION**

Adoption by ordinance of the zoning changes recommended herein and shown on the attached Maps 1 and 2.

## ARTICLE II. - 66.200. RESIDENTIAL DISTRICTS

## Division 3. - 66.230. Residential District Density and Dimensional Standards

## Sec. 66.231. - Density and dimensional standards table.

Table 66.231, residential district dimensional standards, sets forth density and dimensional standards that are specific to residential districts. These standards are in addition to the provisions of chapter 63, regulations of general applicability.

Table 66.231. Residential District Dimensional Standards

Zoning District	Lot Size Minimum (per unit)		Height Maximum		Yard Setbacks Minimum (feet)		
	Area (sq. ft.)(b)	Width (feet)	Stories	Feet	Front	Side	Rear
RL one-family large lot	21,780(d)	80	3	30	30(g),(h)	10(h)	25(h)
R1 one-family	9,600(e)	80	3	30	30(g),(h)	10(h)	25(h)
R2 one-family	7,200	60	3	30	25(g),(h)	8(h)	25(h)
R3 one-family	6,000	50	3	30	25(g),(h)	6(h)	25(h)
R4 one-family	5,000	40	3	30	25(g),(h)	4(h)	25(h)
RT1 two-family	3,000(f)	25	3	40	25(g),(h)	9(h)	25(h)
RT2 townhouse	2,500(c),(f)	20	3	40	25(g),(h)	9(h),(i)	25(h)
RM1 multiple-family	2,000 (c),(f)	n/a	3	40	25(g),(h)	½ height (h),(i)	25(h),(i)
RM2 multiple-family	1,500(c),(f),(k)	n/a	5(k)	50(k)	25(g),(h)	½ height (h),(i),(k)	25(h),(i)
RM3 multiple-family	800(c)	n/a	no max.	no max.	(g),(h),(j)	(h),(i),(j)	(h),(i),(j)

n/a - not applicable

Notes to table 66.231, residential district dimensional standards:

- (a) R4 one-family district dimensional standards shall apply when one-family dwellings are erected in less restrictive residential districts. RT1 two-family district dimensional standards shall apply when two-family dwellings are erected in less restrictive residential districts. RM2 multiple-family district dimensional standards shall apply when multiple-family residential dwellings five (5) stories or less in height are constructed in an RM3 multiple-family district.
- (b) In calculating the area of a lot that adjoins a dedicated public alley, for the purpose of applying lot area and density requirements, one-half the width of such alley adjoining the lot shall be considered as part of the lot.
- (c) In calculating the area of a lot for the purpose of applying the minimum lot area per unit requirement, the lot area figure may be increased by three hundred (300) square feet for each parking space (up to two (2) parking spaces per unit) within a multiple-family structure or otherwise completely underground. Parking spaces within an above-ground parking structure, except for the top level, may also be used for this lot area bonus. The maximum number of units possible on a lot using this lot area bonus can be calculated using the formula  $X = L \div (A - 600)$ , where X = maximum units allowed, L = lot area in square feet, and A = required lot area per unit in square feet. A site plan showing parking layout and dimensions shall be required when applying for this lot area bonus. No multiple-family dwelling shall be built, nor shall any existing structure be converted to a multiple-family dwelling, on a lot that is less than nine thousand (9,000) square feet in area.
- (d) A larger lot may be required depending on how much square footage is actually needed to properly site and install an individual sewage treatment system.
- (e) Where over half of the lot has slopes of twelve (12) percent or greater, the minimum lot size shall be fifteen thousand (15,000) square feet. When determining lot size, the slope shall be that in existence prior to any grading or filling. Alterations shall not be allowed that will lower the slope from twelve (12) percent or greater to less than twelve (12) percent prior to the creation of new lots.
- (f) If townhouses are developed on parcels where only the land immediately beneath each dwelling unit constitutes an individually described lot and all other land required for yards, other open space, parking, and other necessary land as required by this code constitutes "common" properties, jointly owned by the owners of the described lots beneath each dwelling unit, the minimum size lot per unit shall be applied to the entire parcel.
- (g) Where at least fifty (50) percent of the front footage of any block is built up with principal structures, the minimum front yard setback for new structures shall be the average setback of the existing structures, or the normal setback requirement in the district plus half the amount the average setback is greater than the normal setback requirement, whichever is less. Existing structures set back twenty (20) percent more or less than the average shall be discounted from the formula.
- (h) For permitted and conditional principal uses allowed in residential districts other than residential uses, the front yard shall be equal to the front yard required for residential use and the side and rear yards shall be equal to one-half the height of the building but in no instance less than the minimum requirements of the district in which said use is located.
- (i) Side yards are required only for dwelling units on the ends of townhouse structures. When two (2) or more one-family, two-family, or townhouse structures are constructed on a single parcel,