



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

*25 West Fourth Street  
Saint Paul, MN 55102*

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

Date: December 8, 2017  
To: Planning Commission  
From: Comprehensive & Neighborhood Planning Committee  
Re: Union Park Community Plan – Amendment

---

The Union Park Community Plan was recommended by the Planning Commission in September 2016 and adopted by the City Council in November 2016. The plan can be found here:  
<https://www.stpaul.gov/departments/planning-economic-development/planning/neighborhood-plans>

One of the land use strategies in the plan, LU1.4, called for Union Park District Council and Lexington Hamline Community Council to initiate a community process to determine priorities for the future of Selby Avenue from Ayd Mill Road to Lexington Parkway that evaluates appropriate uses and zoning districts. Strategy LU1.4 stemmed from another strategy in the draft plan that called for support of zoning studies and adjustments along Snelling Avenue and Marshall and Selby Avenues east of Snelling to encourage more traditional neighborhood, mixed use zoning where appropriate, strategy LU1.1. Land use strategy LU1.1 is in the adopted plan but only refers to Snelling and Marshall Avenues, not Selby Avenue.

The community process undertaken in spring 2017 to determine priorities for Selby Avenue that was called for in strategy LU1.4 resulted in an agreement of a strategy to replace LU1.4 in the Union Park Community Plan. The attached letter from the Union Park District Council conveys the language for the new strategy and provides information on the community process undertaken to develop it. At the request of the Comprehensive & Neighborhood Planning Committee at its meeting on November 28, 2017 the executive director of the Lexington Hamline Community Council submitted the attached letter that provides additional background information along with details on the community outreach done to get input on the plan amendment.

#### **Comprehensive & Neighborhood Planning Committee Recommendation**

The committee recommends amending the Union Park Community Plan by replacing the existing language, struck out below, with the proposed language, underlined below. The committee also recommends the Planning Commission release the amendment for public review and set a public hearing for January 26, 2018.

~~LU1.4 Union Park Community Council, in conjunction with Lexington Hamline Community Council, will initiate a community process to determine priorities for the future of Selby Avenue from Ayd Mill Road to Lexington Avenue that evaluates appropriate uses and zoning districts.~~

LU1.4 Smaller scale residential and smaller scale commercial uses are the most appropriate uses for the predominantly residential mixed-used corridor of Selby Avenue between Lexington Parkway and Ayd Mill Road. If new development should occur in this segment, it would preferably occur at existing commercially-zoned nodes.



UNION PARK DISTRICT COUNCIL  
161 Snelling Avenue North, Saint Paul, MN 55104  
651.645.6887 | info@unionparkdc.org | www.unionparkdc.org  
*An Affirmative Action, Equal Opportunity Employer*

June 8, 2017

Kady Dadlez  
Department of Planning and Economic Development  
City of Saint Paul  
25 West 4th Street  
St. Paul, MN 55102

Dear Kady:

At its regular meeting on June 7, 2017, the Union Park District Council Board approved the following addendum to the Union Park District Council ten-year district plan:

**The community process referenced in LU1.4 indicated that smaller scale residential and smaller scale commercial uses are the most appropriate uses for the predominantly residential mixed-used corridor of Selby Avenue between Lexington Parkway and Ayd Mill Road. If new development should occur in this segment, it would preferably occur at existing commercially-zoned nodes.**

This addendum was prepared and approved based upon survey data obtained from 58 residents of the Lexington-Hamline neighborhood of Union Park, 57% of which expressed a desire to keep current uses along Selby with no changes in zoning.

In evaluating the survey responses, the Lexington-Hamline Community Council found that residents strongly prefer maintaining the current zoning of Selby Avenue between Lexington Parkway and Ayd Mill Road as a residential street with business nodes limited to intersections. Residents expressed that increased development along Selby Avenue could negatively impact the character and livability of the neighborhood, in part because Selby Avenue was not designed to facilitate the higher traffic and parking requirements that development would require.

Thank you so much for your help throughout this process. Please let me know if there is anything else I need to do in order to have this addendum approved for our ten-year district plan.

Sincerely,

Julie Reiter, Executive Director  
Union Park District Council



---

December 5, 2017

To the Members of the City of Saint Paul's Planning Commission:

I was asked by City Planner Kady Dadlez to provide supplementary information regarding the proposed amendment to the Union Park Community Plan.

In brief, this amendment was produced through additional community engagement which was requested by city planners to address specific points regarding land use in Union Park.

In October of 2015, the Union Park District Council (UPDC) approved language for their Community Plan that called for increased density levels on Selby Avenue between Ayd Mill Road and Lexington Avenues (LU3.2) and to support zoning studies and adjustments along Selby Avenue east of Snelling to encourage more traditional neighborhood, mixed-use zoning where appropriate (LU1.1). The Lexington-Hamline neighborhood within Union Park contains the portion of Selby Avenue that was referenced by the Plan and residents were concerned that this language did not represent appropriate treatment for the predominately residential street. On Selby Avenue between Ayd Mill and Lexington Avenue, there are eighty single-family homes, sixteen duplexes, and eight lots with commercial use. Because there are stops for Metro Transit Bus Line 21, this is a transit route and was therefore identified in the UPDC Community Plan as a place for increased density.

After the Lexington-Hamline Community Council (LHCC) held a Town Hall Meeting on March 8, 2016 to discuss future development on Selby, Saint Paul City Planners Hillary Lovelace and Kady Dadlez directed UPDC and LHCC to conduct additional community engagement to inform provisions regarding Selby Avenue. The Planning and Economic Development Department staff of the City of Saint Paul did not think a small area plan nor a zoning study would be appropriate in this case. A provision was added to the Community Plan by UPDC which states "Union Park District Council, in conjunction with Lexington-Hamline Community Council, will initiate a community process to determine priorities for the future of Selby Avenue from Ayd Mill Road to Lexington Avenue that evaluates appropriate uses and zoning districts" (LU1.4). Other references to this location were removed from the draft plan to allow for engagement results to inform an addendum pertaining to these four blocks.

Staff from UPDC and LHCC met with City Planner Kady Dadlez in June 2016 to determine the community engagement process. Three opportunities were identified for collecting input via a paper survey: a table with information at the LHCC Ice Cream Social, a community input meeting regarding development along Selby, and door-to-door surveying along Selby Avenue and adjacent blocks. The results from the surveys collected can be viewed in the included spreadsheet. A total of 58 surveys were collected by UPDC and LHCC staff and volunteers. The LHCC board of directors submitted a conclusion statement to the UPDC board of directors. With guidance from PED staff, the UPDC staff gathered representatives from UPDC and LHCC to revise the conclusion to both accurately reflect the results of the findings and be in alignment with the City's Comprehensive Plan. The following statement was determined to replace LU1.4 in the UPDC Community Plan rather than serve as an addendum.

*Smaller scale residential and smaller scale commercial uses are the most appropriate uses for the predominantly residential mixed-use corridor of Selby Avenue between Lexington Parkway and Ayd Mill Road. If new development should occur in this segment, it would preferably occur at existing commercially-zoned nodes.*

Consistent with the City's Comprehensive Plan, the statement utilizes a targeted growth strategy for sustaining character in a single-family neighborhood.

*Target Growth in Unique Neighborhoods*

*This strategy focuses on sustaining the character of Saint Paul's existing single-family neighborhoods while providing for the growth of mixed-use communities. New development in Neighborhood Centers, Corridors, the Central Corridor, and Downtown is intended to create communities where housing, employment, shopping, and community amenities, supported by transit, work together to provide for the needs of the people who live and work in them (City of Saint Paul Comprehensive Plan, LU6)*

The statement is also consistent with the City's Comprehensive Plan regarding established neighborhoods.

*Substantial growth is not expected in all neighborhoods. Established Neighborhoods are residential areas of predominately single-family housing and adjacent neighborhood-serving commercial uses. These are areas of stability where the existing character will be essentially maintained (City of Saint Paul Comprehensive Plan, LU7).*

Finally, the statement reflects the City's Comprehensive Plan's preferences for smaller scale commercial uses in predominately residential mixed-use corridors.

*Support a mix of uses on Mixed-Use Corridors. Mixed-Use Corridors may be either predominately residential or predominately commercial. Predominately residential corridors will have smaller scale commercial uses, while predominately commercial corridors will have housing interspersed with commercial office uses and retail goods and services (City of Saint Paul Comprehensive Plan, LUI.24).*

I hope this summary is useful as background and support for the amended provision for the UPDC Community Plan that will clarify appropriate development for the next ten years.

Respectfully,



Amy Gundermann, Executive Director  
Lexington-Hamline Community Council

Consistent with the City of Saint Paul's Comprehensive Plan, the Union Park District Council Draft 10-Year Plan includes the goal of explore opportunities to increase density and promote new development along mixed-use transit routes, while maintaining the historic human scale of the neighborhood.



Due to the unique nature of Selby Avenue between Ayd Mill Road and Lexington Avenue (most of which is a bus route for Metro Transit #21), we are seeking your input to determine priorities for this area. **Please give us your feedback on the stretch of Selby between Ayd Mill Road and Lexington.** Consider livability, walkability, and community vitality, and feel free to address housing, retail, recreation, and transportation uses.



**1. What do you appreciate about that stretch of Selby Avenue currently?**

**2. What complaints do you have about that stretch of Selby Avenue?**

**3. What suggestions do you have that might improve Selby Avenue?**

*please continue on the back*

**4. Future development on Selby between Ayd Mill Road and Lexington Avenue should include: (please select all that apply)**

- Keeping the current uses with no change in zoning, so it remains largely a residential street with isolated business nodes at some intersections
- Rezoning current business lots to include higher levels of business uses (i.e. from B1 to B2 zoning)
- Rezoning single residential lots near current business nodes for business use, to increase the business presence along Selby
- Rezoning multiple adjacent lots for larger-scale business development
- Rezoning multiple adjacent lots for larger scale housing development

**5. Please rank your priorities for the future of Selby Avenue between Ayd Mill Road and Lexington: (1 is the highest priority, 4 is the lowest priority)**

\_\_\_\_\_ A prevalent residential presence

\_\_\_\_\_ Additional businesses at corner nodes

\_\_\_\_\_ Additional multi-unit housing

\_\_\_\_\_ Creation of a retail destination similar to Cathedral Hill or Selby at Snelling

**6. Is there anything else you would like to tell us about Selby Avenue?**

**7. Where do you live?**

- On Selby, between Ayd Mill Road and Lexington
- A block or less away from Selby, within Lex-Ham
- Two blocks away from Selby, within Lex-Ham
- Elsewhere in Lex-Ham
- Outside of Lex-Ham

***Thank you so much for your input!***

Question	Trends	Votes
<b>1 What do you appreciate about Selby Ave?</b>		
	Neighborhood	40
	Cleanliness	6
	Proximity	23
	People	6
	Improvements	2
<b>2 What complaints do you have about that stretch of Selby Avenue?</b>		
	None	3
	Traffic - too fast	28
	Parking restrictions	9
	General TLC	18
	Bus/Bike lanes	6
	Lack of affordable housing	1
	Garbage trucks	1
	Lack of Business Development	4
	Bad Business Development	5
<b>3 What suggestions do you have that might improve Selby Avenue?</b>		
	None	3
	Lower speed limit	8
	Affordable housing options	7
	Business Development	18
	Improved Parking	3
	More parks/gardens	9
	Bus shelters	7
	Road improvements	16
	Community events	3
	Move Pizza Luce	4
	No new apartments	1
<b>Future development on Selby between Ayd Mill Road and Lexington Avenue should include...</b>		
<b>4</b>	Keeping current uses.	39
	Rezoning business lots - higher level of business use	11
	Rezoning residential near for business	6
	Rezoning adjacent lots - large scale business	8
	Rezoning adjacent lots - large scale housing	5
<b>5 Priorities for future</b>	<b>Ranking</b>	<b>Votes</b>
Prevalant residential presence	1	41
	2	3
	3	10



		4	1
Additional businesses on corners		1	7
		2	21
		3	11
		4	3
Additional multi-unit housing		1	2
		2	11
		3	12
		4	21
Retail destination		1	6
		2	6
		3	10
		4	19
<b>6 Where do you live?</b>			
	On Selby		28
	Block or less away from Selby w/i LH		18
	Two blocks away, wi LH		3
	Elsewhere in LH		5
	Outside LH		1