



FORD SITE

A 21st Century Community

Ford Site Zoning and
Public Realm Master Plan

DRAFT (7/21/2017)
For review by the
Saint Paul Planning Commission

Adoption Date:



**Saint Paul
Planning
Commission**

July 28, 2017

Ford Zoning and Master Plan

Consider recommendation on the Ford Site Zoning Study and Public Realm Master Plan, which involves three related actions:

1. Amending the Saint Paul Code of Ordinances to establish six new 'Ford' zoning districts under Article IX, 60.900, Ford Districts;
2. Rezoning four parcels owned by three property owners in the zoning study area to one or more of the six new zoning districts; and
3. Adopting the Ford Site Zoning and Public Realm Master Plan

Article IX. 66.900. Ford Districts

ARTICLE IX. 66.900. FORD DISTRICTS

Division 1. 66.910. Ford District Intent

Sec. 66.911. General intent, F Ford districts.

The Ford districts are designed specifically for the Ford site for use with the *Ford Site Redevelopment and Zoning Master Plan*, which provides additional standards for specific building types and standards to address sustainability objectives. The *Ford Site Redevelopment and Zoning Master Plan* was adopted, and can be amended, by City Council resolution after a public hearing and planning commission review and recommendation. The Ford districts are intended to provide for a desired mix of residential, civic and commercial uses across the site, and a mix of housing styles, types and sizes to accommodate households of varying sizes, ages and incomes.

Sec. 66.912. Intent, F1 river residential district.

The F1 river residential district provides for high quality, large home structures with two to six dwelling units each and rear carriage house dwellings with an additional one to two dwelling units in a combined garage structure. The district is characterized by deep setbacks from Mississippi River Boulevard, consistent with the historic form of homes along the parkway.

Sec. 66.913. Intent, F2 residential mixed low district.

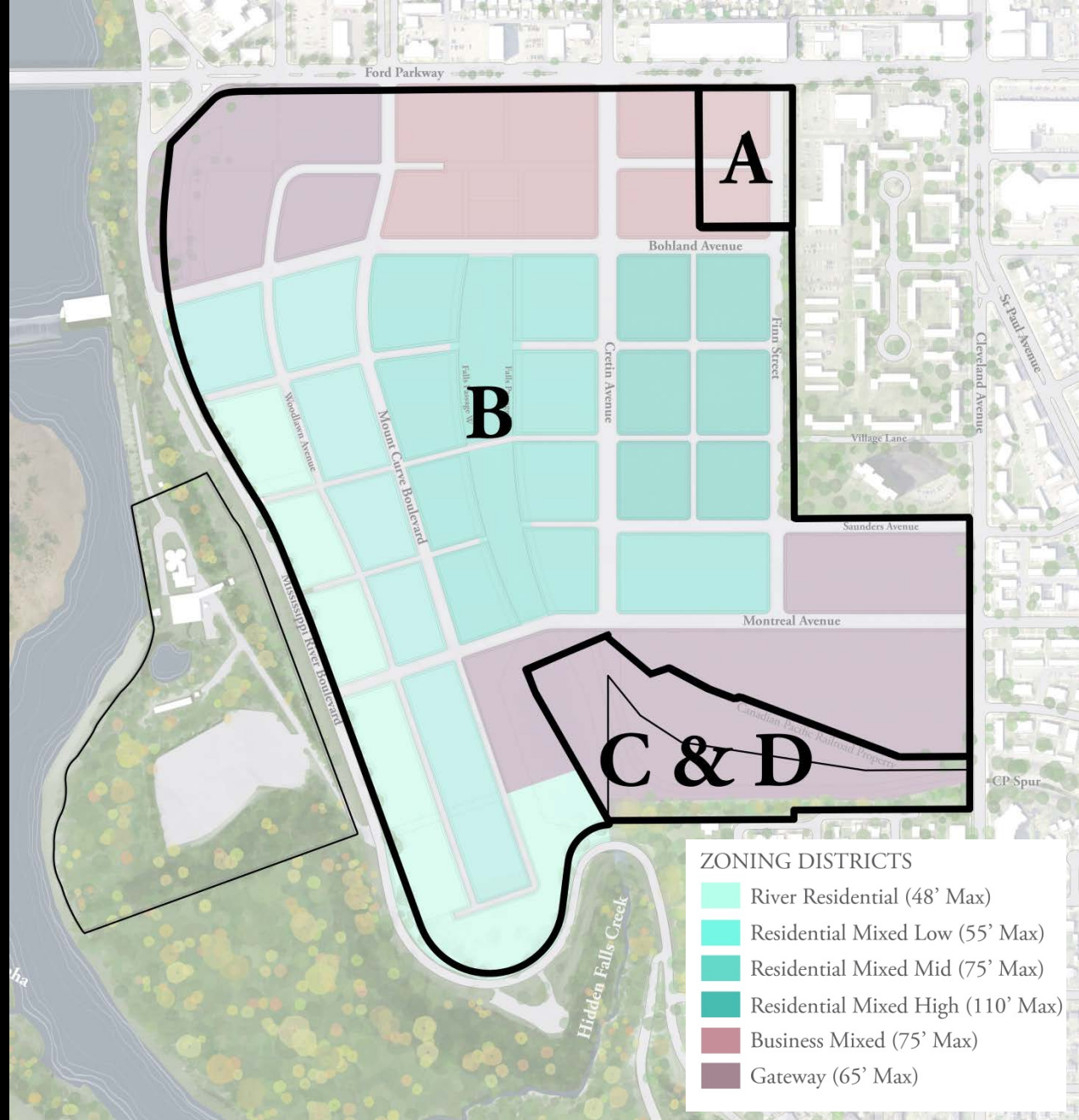
The F2 residential mixed-use low-rise district provides for compact, pedestrian-oriented residential with at least seventy (70) percent of the development acres dedicated for townhouse use. The district provides for some low-scale multi-family structures, live-work units, and limited neighborhood serving retail, office, civic and institutional uses.

Parcels for Rezoning

A. (3.76 acres) Burg & Wolfson Trustees

B. (122.4 acres) Ford Motor Company

C. & D. (12.73 acres) Canadian Pacific Railway Company



ZONING DISTRICTS	
Light Green	River Residential (48' Max)
Light Teal	Residential Mixed Low (55' Max)
Medium Teal	Residential Mixed Mid (75' Max)
Dark Teal	Residential Mixed High (110' Max)
Light Purple	Business Mixed (75' Max)
Dark Purple	Gateway (65' Max)

Parcels for Rezoning

B. (122.4 acres)

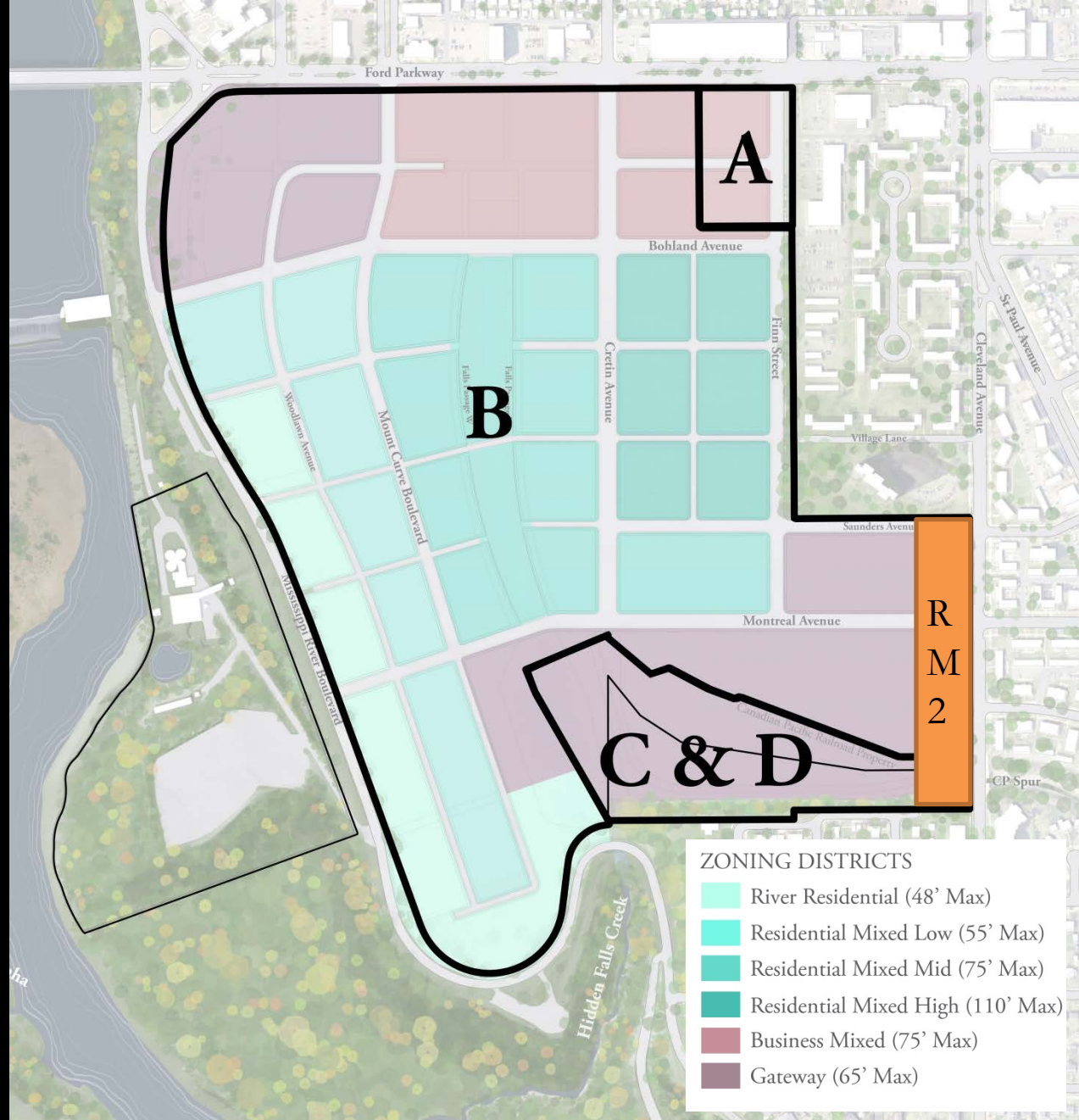
Ford Motor Company

C. & D. (12.73 acres)

Canadian Pacific Railway

Company

NOTE: Current Zoning of these parcels is both I1 and RM2



PUBLIC COMMENTS



Table of Contents

This document contains all comments received by the Saint Paul Planning Commission regarding the *Ford Site Zoning and Master Plan Draft*. This includes written comments from individuals, testimony from the public hearing, as well as letters and petitions received from various institutions, organizations, and community groups .

Written comments from individuals were collected via email, postal mail, and through an online form. They are presented in chronological order, with no preference given to method of submission. If a person had submitted multiple comments, these were grouped together by the earliest comment received. In addition, it is noted if a person had also spoken at the public hearing on June 30th, 2017.

Comments from the public hearing are not represented verbatim in this document. Rather, city staff recorded the person's name and address and took notes on their testimony. Full audio from the public hearing is available at stpaul.gov/fordmeetings.

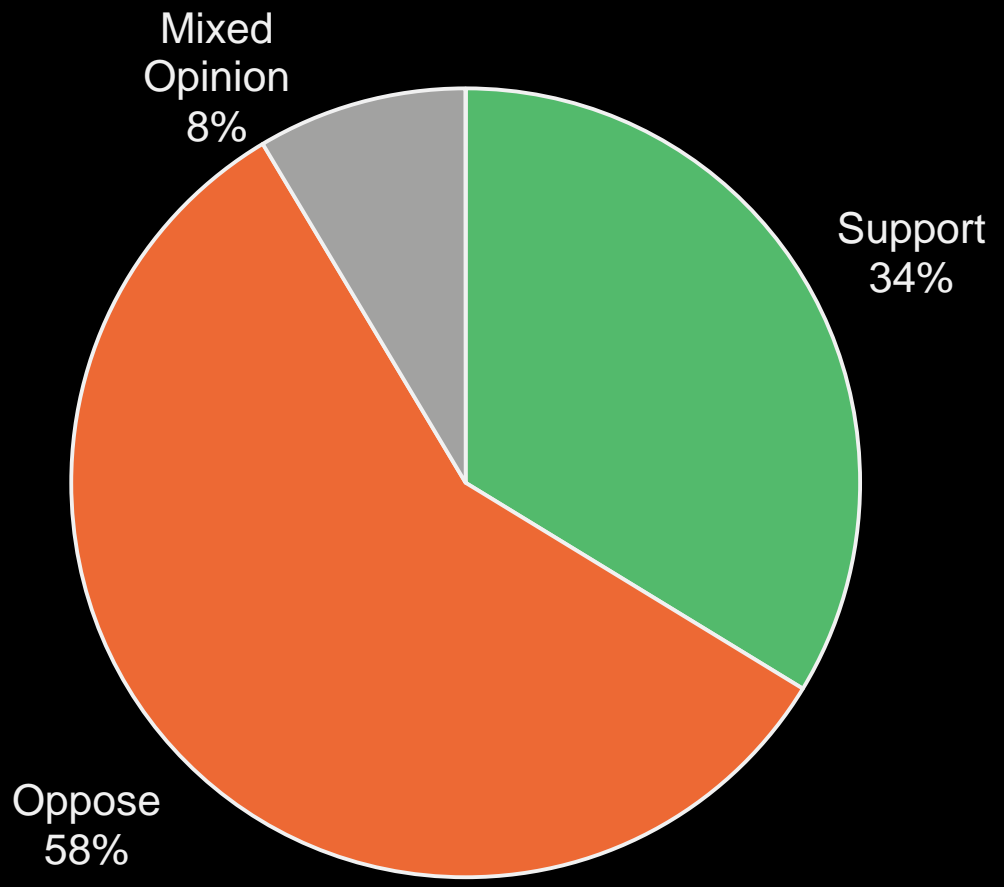
Individual Comments: 5/19/17-7/3/17

Statistical Analysis	3	Highland District Council Resolution	287
Written Comments	5	Highland Village Apartments Letter	288
Additional Written Feedback	235	Metropolitan Council Letter	289
Notes from the Public Hearing	258	National Parks Service: Mississippi National River and Recreation Area Letter	291
Capitol Region Watershed District Letter	267	Neighbors for a Livable Saint Paul Petition	296
Saint Paul Area Chamber of Commerce Letter.....	268	St. Paul Smart Trips & Transit for Livable Communities	345
East Metro Strong Letter	269	Sustain Ward 3 Petition	346
Ford Site Planning Taskforce Memo	271	Appendix: Supplemental Materials sent to HDC	363
Contrary Members' Opinion	278		
Friends of the Mississippi River Letter	281		
Highland Ball Letter.....	286		

Public Hearing Comments



	# of Comments	% of Comments
Support	118	34%
Oppose	205	58%
Mixed Opinion	29	8%

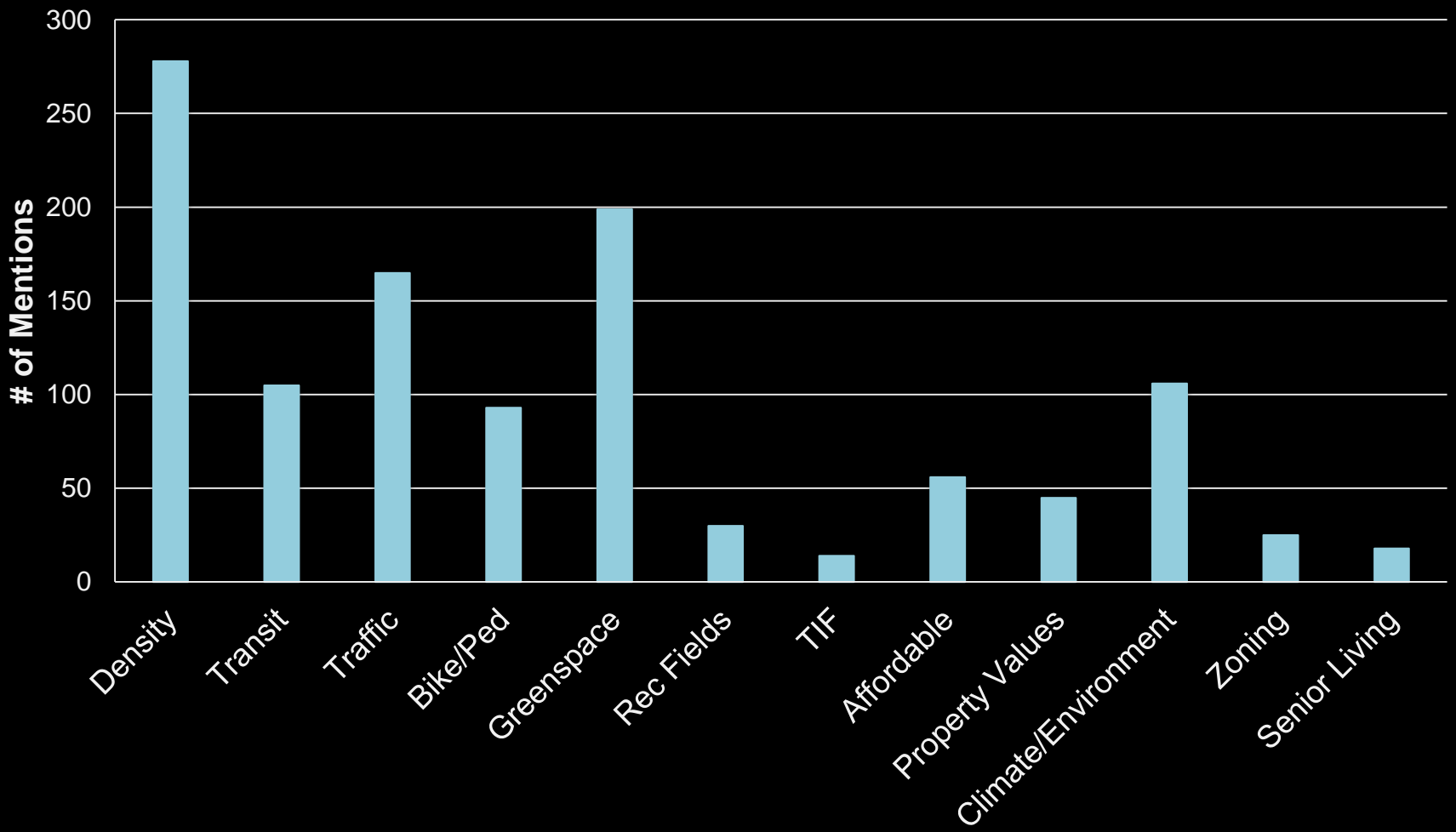


■ Support ■ Oppose ■ Mixed Opinion

Public Hearing Comments



Common Themes from the Public Comments



PROCESS AND CONCERNS



Hearing Comments for PC

5/19 – Official start of comment period

6/30 – Planning Commission Public Hearing

7/3 - Official close of comment period

7/6 - Comprehensive Planning Committee (CPC) receives email with public comments

7/10 - City staff notified that public comments appear to be missing from posted record on website. After investigating matter and consulting with multiple staff, the additional comments are found in a special Outlook email box. The comments are quickly organized and sent to CPC in an email.

7/11 – CPC meets to discuss the plans; staff updates committee on final count of “support” and “oppose” based on additional comments; committee discusses Draft plan and makes recommendation to full Planning Commission (PC) to approve the draft plans

7/13 – Additional comments sent to full PC and posted to website

7/14 – PC receives hard copy of additional comments (prior to this they received the comments via email, as well)

Unique Commenters through the Highland District Council

Pages 365 through 387 contain comments that were submitted to the Highland District Council (HDC) by community members who did not otherwise submit a Public Comment for the Planning Commission public hearing during the comment period of May 19th and July 3rd. The comments sent to HDC and not directly to the City of Saint Paul as part of the formal public hearing comment process, are not recorded in the Planning Commission public hearing record, but have been shared with the Planning Commission as part of the HDC input.

There were 133 comments submitted to HDC and 37 of these people also commented for the Planning Commission public hearing. The remaining 96 comments sent only to the HDC included 25 comments in opposition to the plan and 71 comments in support, as shown below.

	HDC + Public Record	HDC Only	Total
Support	13	71	84
Oppose	24	25	49
Total	37	96	

In the following pages are the comments submitted to Highland District Council in advance of its June 1st vote on the Draft Ford Plan. These comments are organized in the following pages into two sections. First, we have comments in opposition to the *Ford Site Zoning and Public Realm Master Plan*, and secondly, those that support it. Names of commenters are highlighted.

Unique Commenters through the Highland District Council

Pages 365 through 387 contain comments that were submitted to the Highland District Council (HDC) by community members who did not otherwise submit a Public Comment for the Planning Commission public hearing during the comment period of May 19th and July 3rd. The comments sent to HDC and not directly to the City of Saint Paul as part of the formal public hearing comment process, are not recorded in the Planning Commission public hearing record, but have been shared with the Planning Commission as part of the HDC input.

Ford Plan Memo

Dear Planning Commissioners,

It has come to my attention that I missed an important update in the Ford Plan memo sent from CPC/NPC to you in consideration of the item at Planning Commission this Friday.

On page 3, the following sentences should read:

“ This memo responds to key themes articulated in the comments, including but not limited to:
· A mix of opinions on the level of development density and heights proposed for the site, with more commenting against than in favor.”

The sentence had read “...with more commenting in favor than against...”, but this changed based on a last batch of comments received by the committee before it met. The memo language should have been updated to reflect the last batch of comments, which shifted the comments from leaning favorably to leaning negatively on the topic. My sincere apologies for missing this text revision.

Merritt

COMMENT THEMES

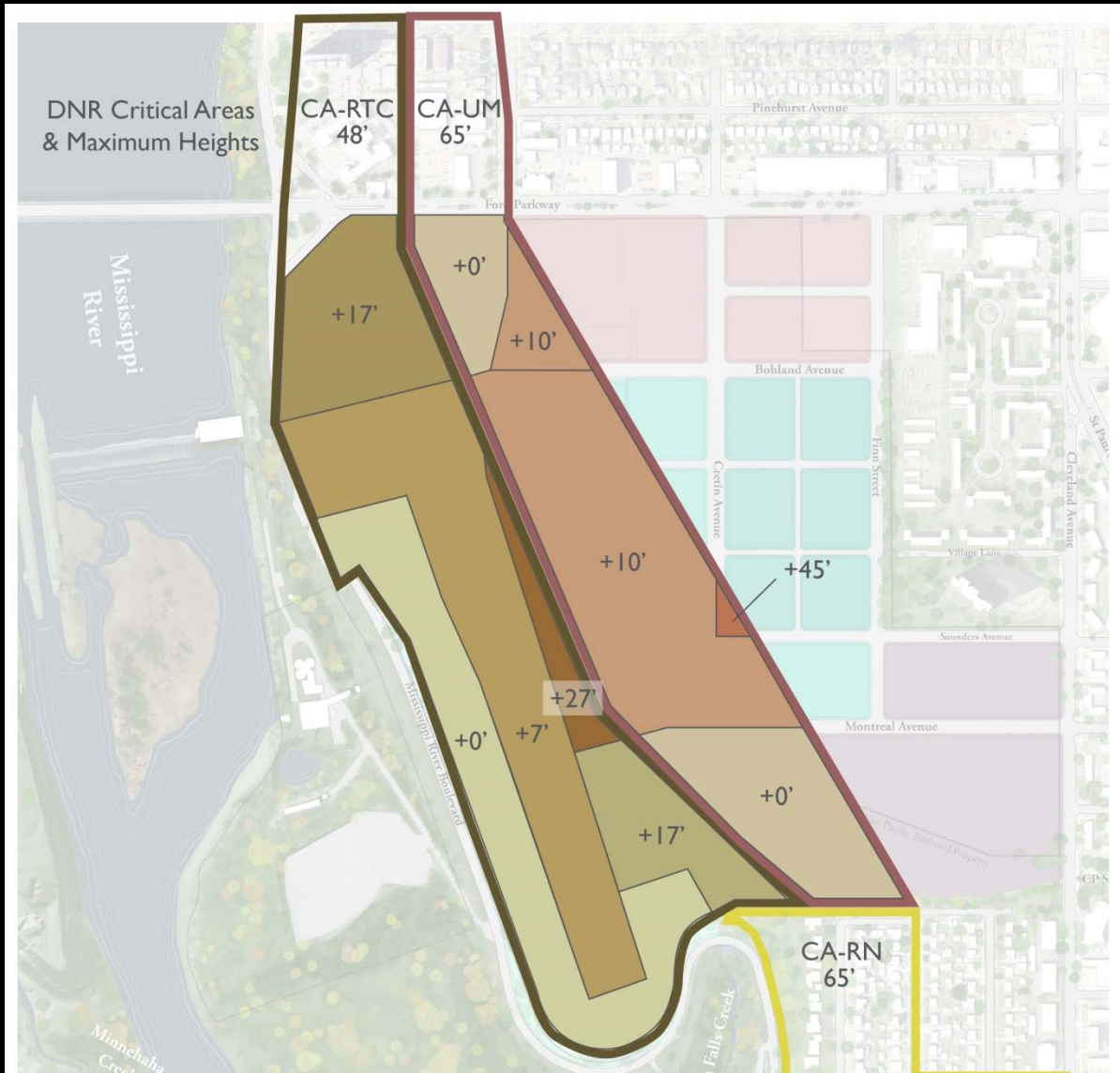
Key Themes: Height

Height

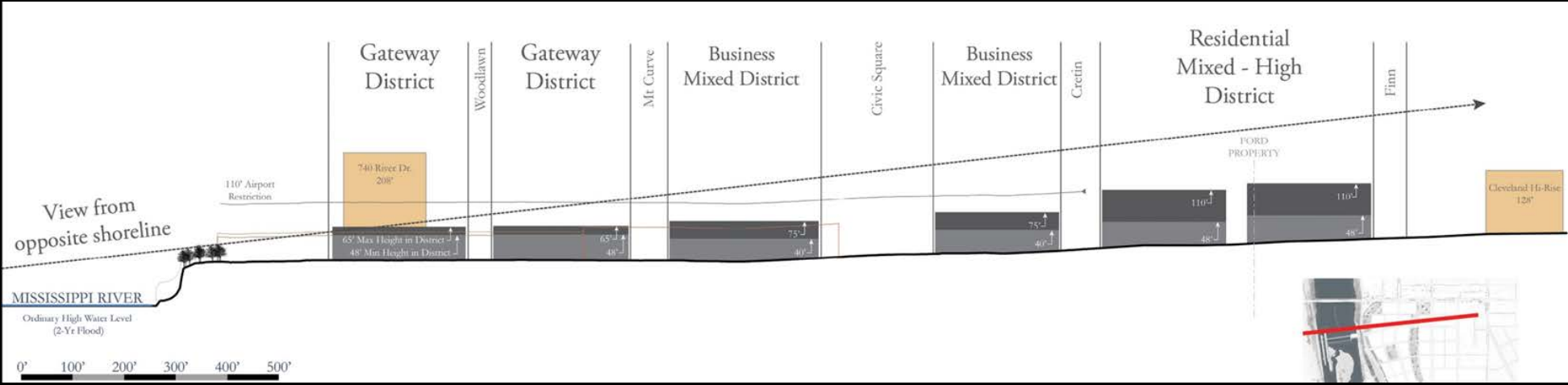
- Mix of opinions on the level of development density and heights proposed for the site
- Many people concerned about height of the Residential Mixed – High district, proposed for up to 110 feet
- Some concern about the 2 blocks closest to the river than would allow up to 55 and 65 feet, which is above Critical Area standards



Height and Scale



Height and Scale



Height and Scale



Rendering of potential heights & scale in Residential – High district

Key Themes: Scale/Density

Many people are concerned about negative impacts from buildings that are too big and too much development

- Out of character with the area
- Taking away the neighborhood feel; be impersonal
- Bad design / architecture
- Will degrade quality of life for all in Highland

Many people are okay with the shift in scale and density for the Ford site

- Existing blocks and development can stay the same
- Ford site will offer variety and interest that's more urban feeling
- Larger buildings can be attractive

Key Themes: Number of People

Many people are concerned about negative impacts from too many people

- Too many cars
- Overcrowding
- Crime
- Poor health

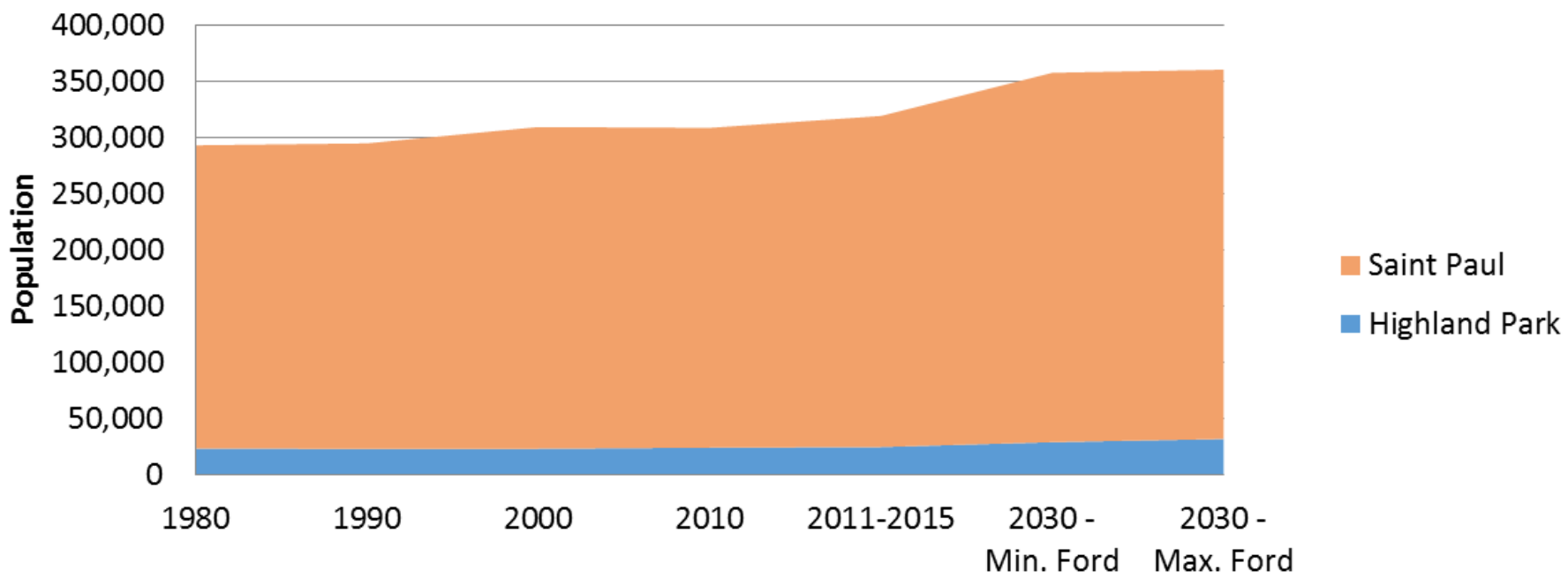
Many people anticipate positive impacts from additional residents and visitors

- More businesses in the area to serve the people
- More active/vibrant area
- Improved transit and other services
- A more inclusive community

Key Themes: Number of People



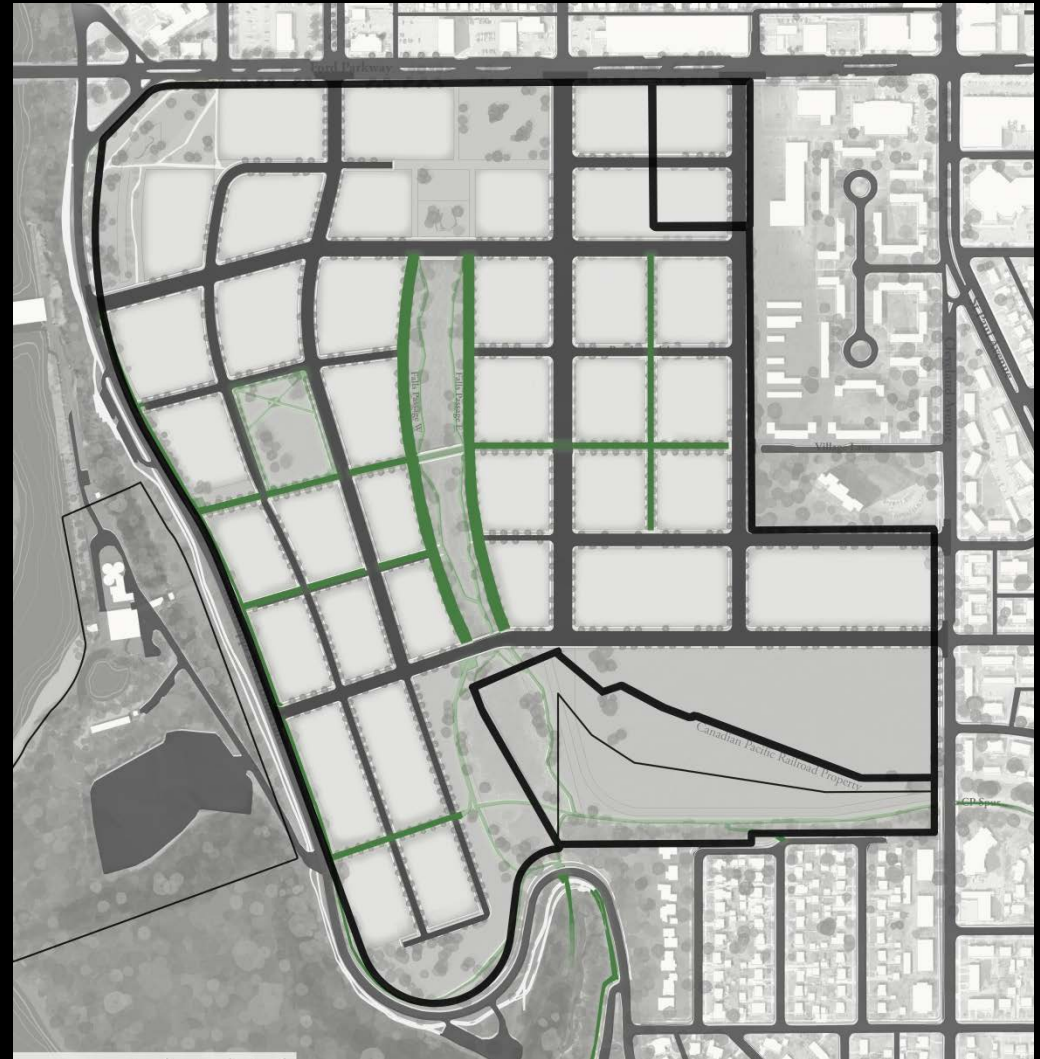
**Highland as % of Saint Paul Population
past and projected with Ford development**



	<i>1980</i>	<i>1990</i>	<i>2000</i>	<i>2010</i>	<i>2011-2015</i>	<i>2030 Min. Ford</i>	<i>2030 Max. Ford</i>
Highland as % of City	8.7%	8.5%	8.1%	8.4%	8.4%	8.8%	9.7%

Key Themes: Traffic

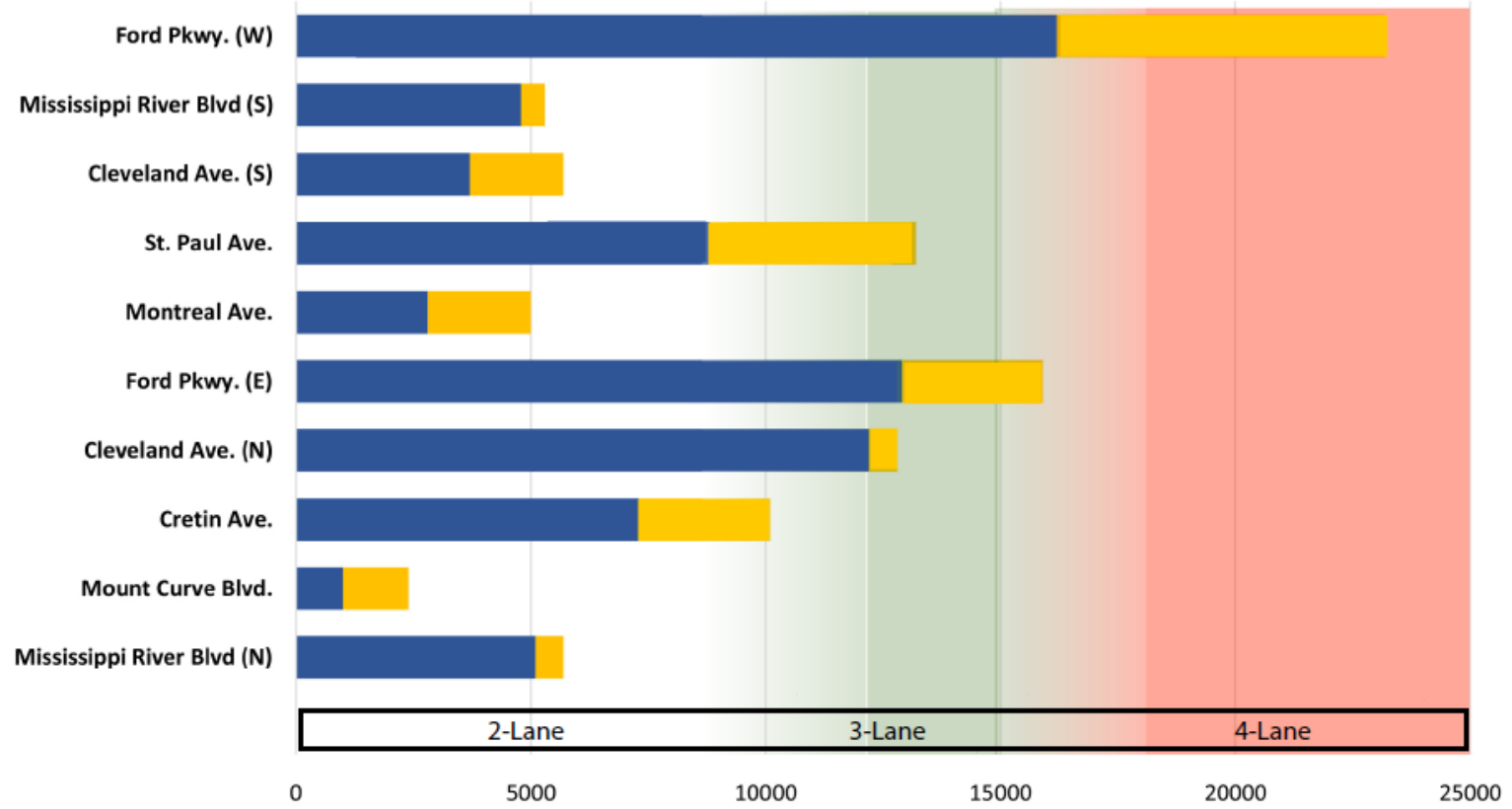
A mix of opinions about whether future traffic generated by the Ford site will be manageable or overwhelming in the area. People strongly support good infrastructure for walking, biking and transit.



Potential Traffic – Max Buildout 2035

Average Daily Traffic (ADT) and General Lane Requirements

DRAFT



■ Existing ADT ■ Ford Trips Added

Housing, jobs and recreation at the Ford site will bring new pedestrians, cyclists, and cars.

The transportation study found that these new trips can be accommodated on the site and on the roads in the area.



Key Themes: Affordable Housing

A number of comments from individuals and organizations focused on the need and desire for affordable housing at the future site.

Ford Site Affordability Goals:

The Ford Master Plan recommends the following affordability goals for the site:

- 10% of housing units will be affordable to households earning 60% of Area Median Income (AMI).
- 10% of housing units will be affordable to households earning 50% of Area Median Income (AMI).

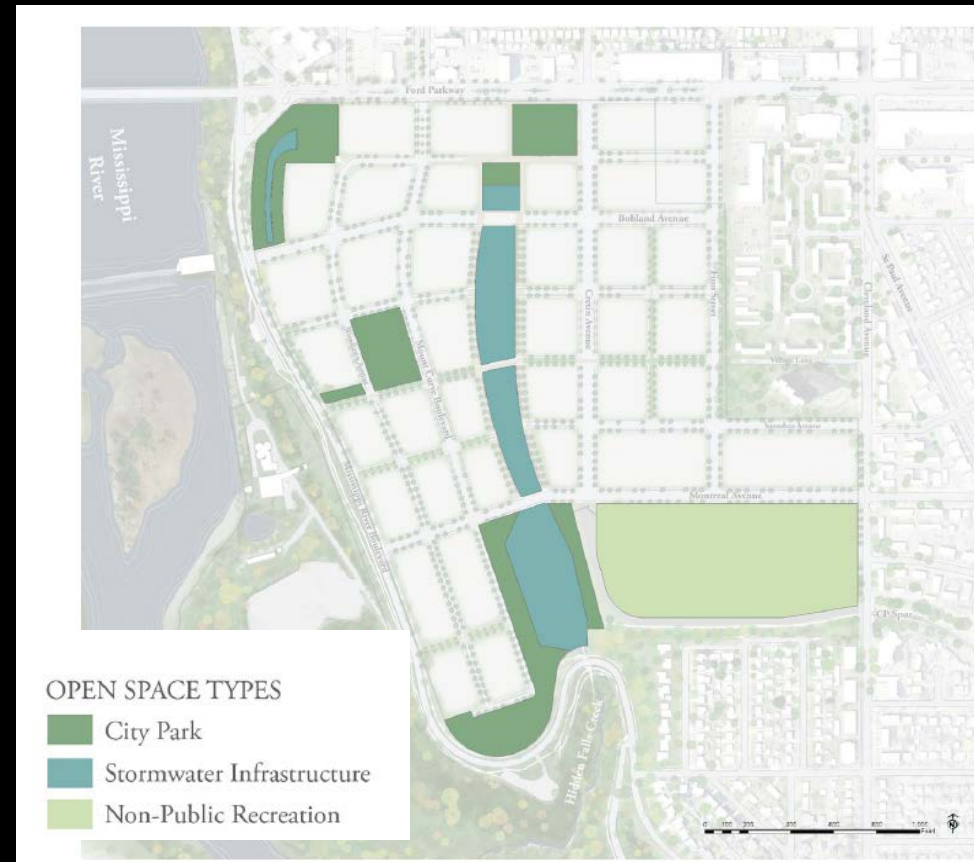
Affordability goals will apply to the site in aggregate and should consist of a mix of rental and ownership units.

Key Themes: Parks & Open Space

Many comments highlighted the value of parks and open space at the future site and the desire to have even more than proposed.

Current Open Space Mix

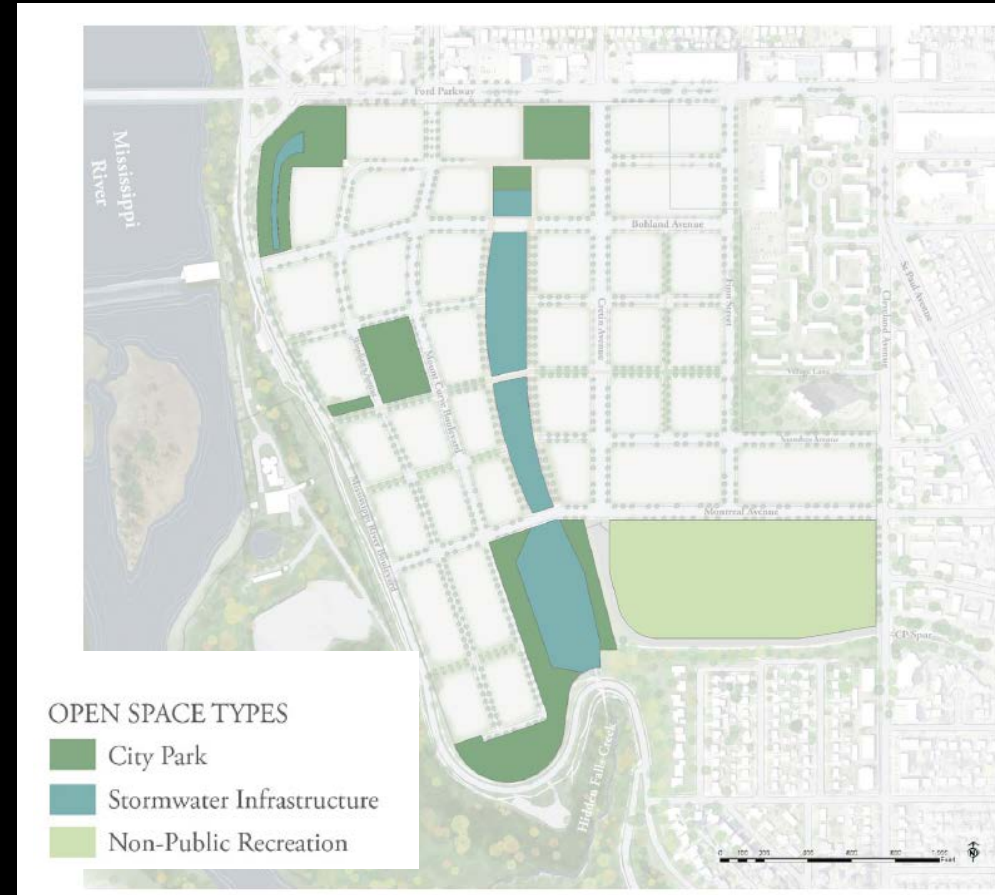
- City Parks 9%
- Water feature 8%
- Trails 4%
- Non-public recreation fields 11%



Key Themes: Parks & Open Space

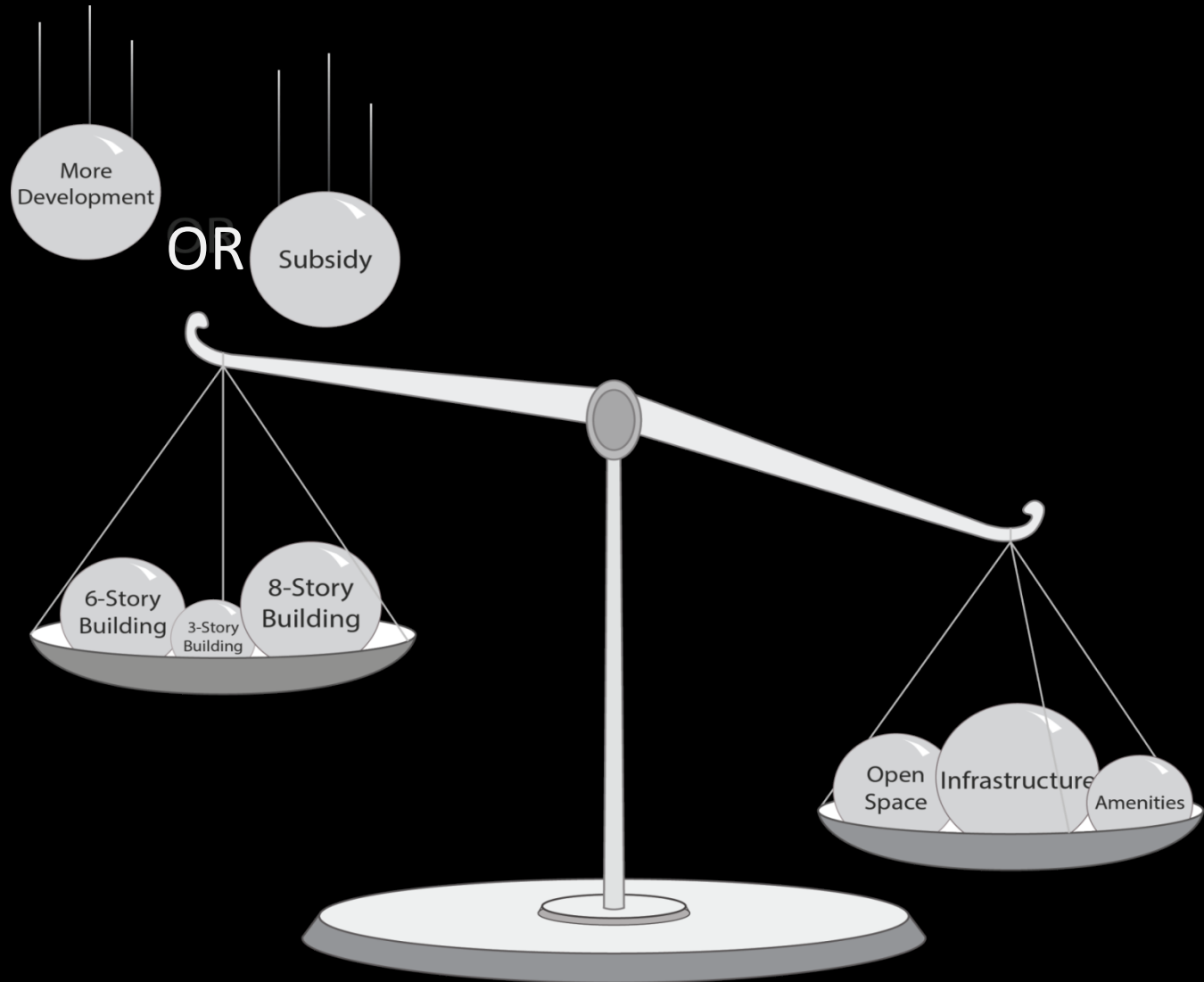
Specific Comments:

- Remove depiction of recreation fields from map, until acquisition plan identified
- Identify recreation fields for Little League play
- Identify recreation fields for multi-sport use, like soccer
- Add southwest open space to Hidden Falls bluff top
- Shift neighborhood park to Residential – High district



Key Themes: Finance & Profit

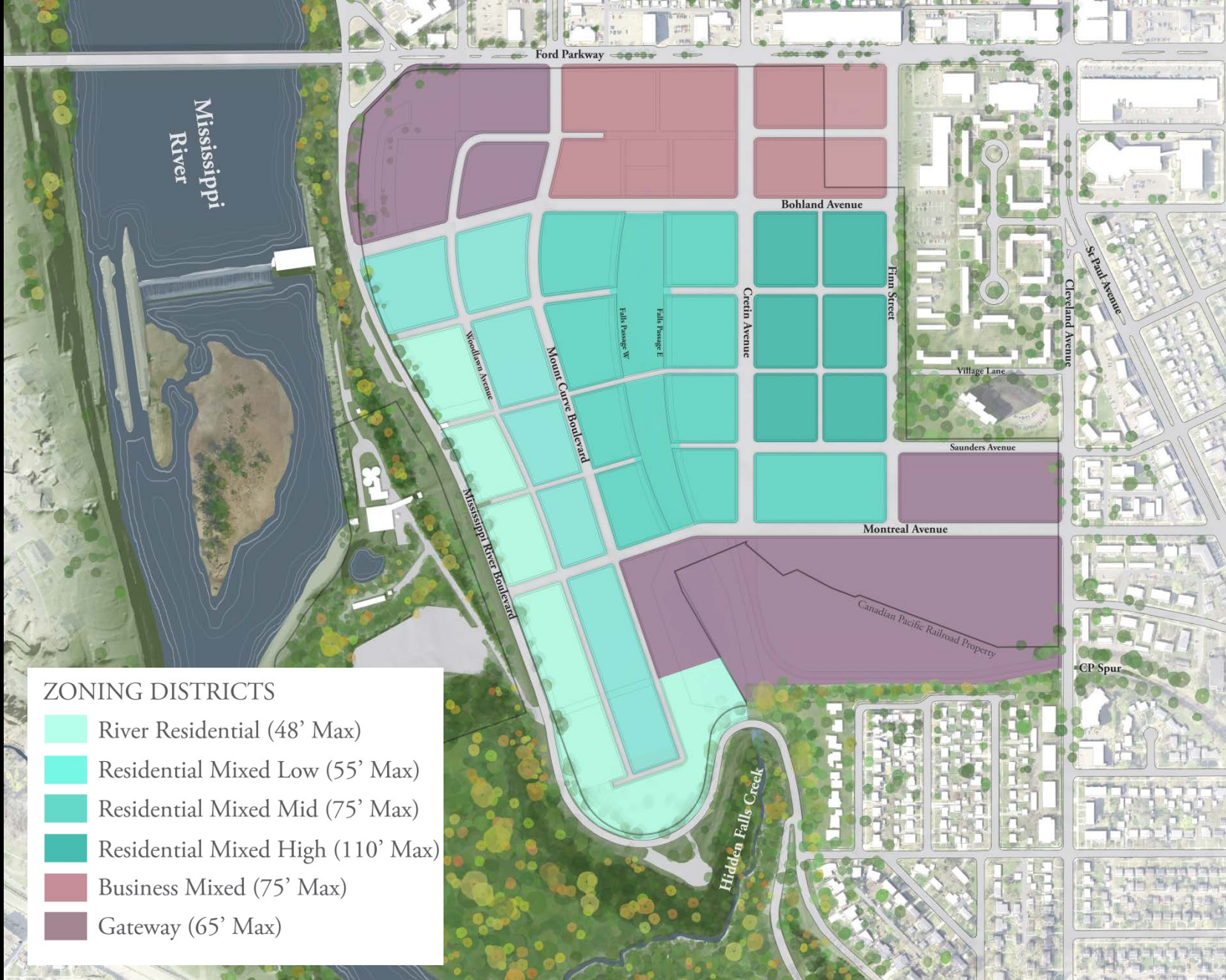
Some people expressed concern that the land owner, developer and the city will make too much money from the proposed plan, while others said it will support a needed increase in the city's tax base.



Comprehensive Planning Committee Recommendations

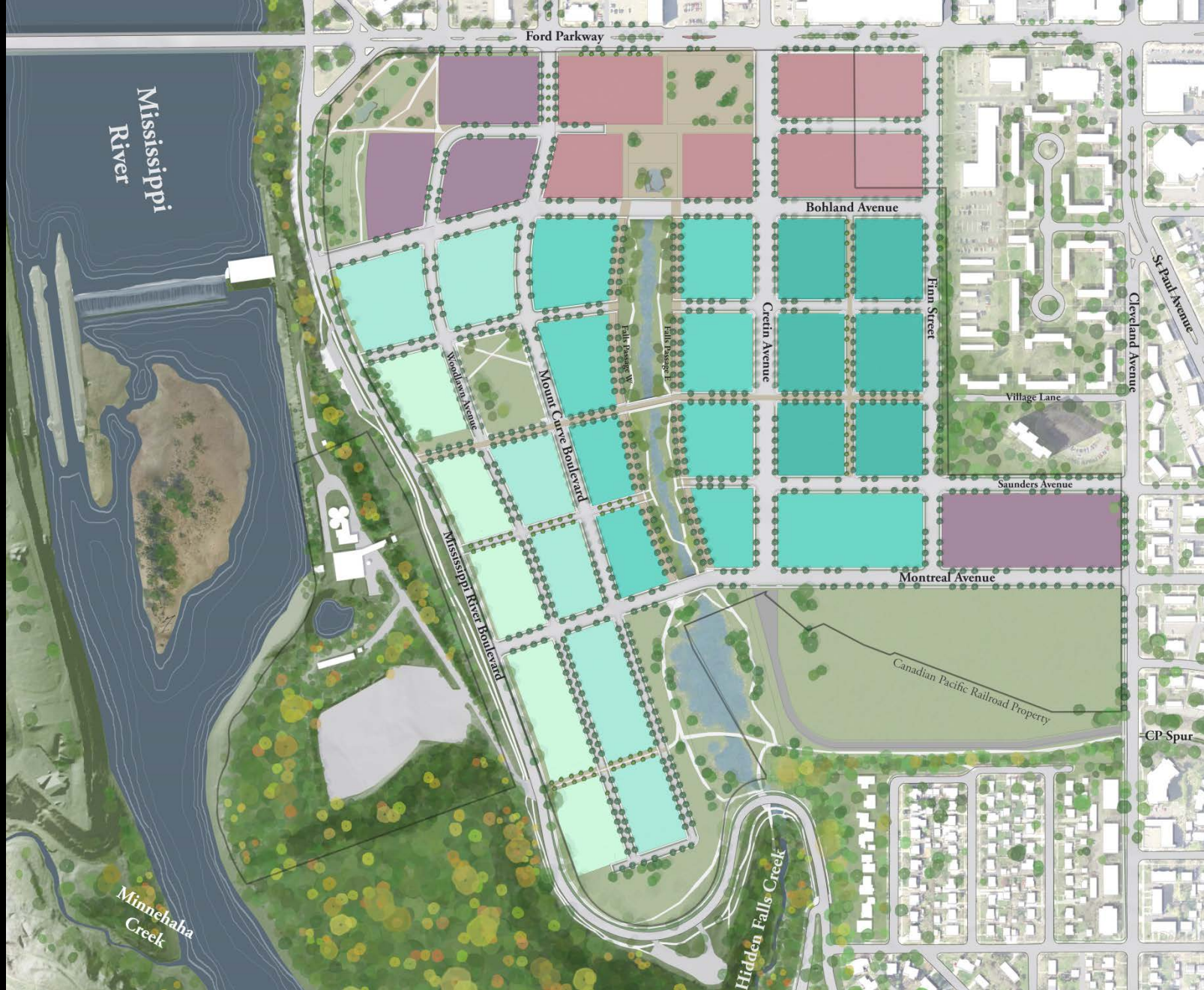


DRAFT Zoning



- ZONING DISTRICTS
- River Residential (48' Max)
 - Residential Mixed Low (55' Max)
 - Residential Mixed Mid (75' Max)
 - Residential Mixed High (110' Max)
 - Business Mixed (75' Max)
 - Gateway (65' Max)

DRAFT Zoning and Public Realm



Committee Recommendation

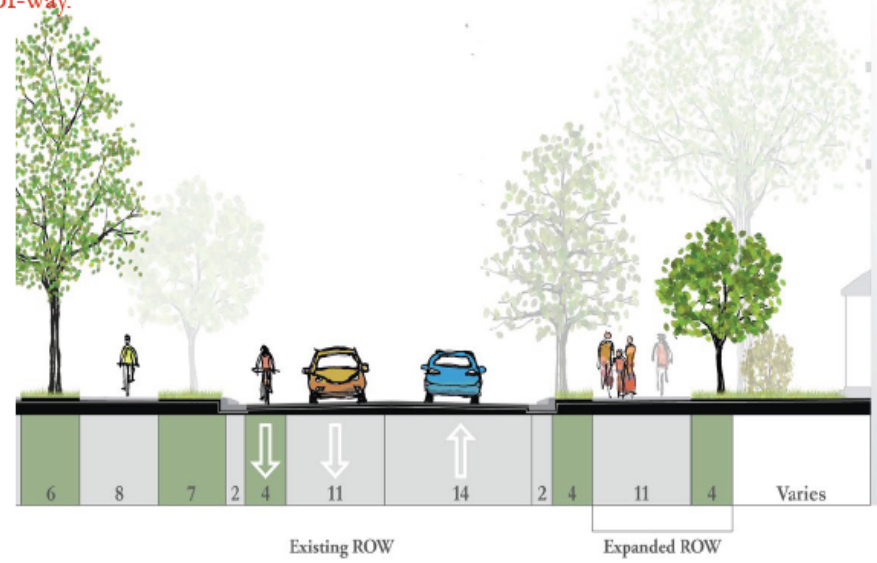
Adopt the Ford Site Zoning and Public Realm Master Plan and associated Amendments to Zoning Code Article IX. 66.900 FORD DISTRICTS, establishing the new districts, and apply the Ford districts zoning to the four subject parcels, with two suggested refinements to the Master Plan:

1. MRB Realignment
2. Depiction of Recreational Fields

MRB Realignment -- Identify support for potential realignment of Mississippi River Boulevard at the south edge of the site, by softening the S curve and shifting the roadway north a bit, if opportunity arises to add bluff top park space to Hidden Falls Regional Park.

Mississippi River Boulevard Trail

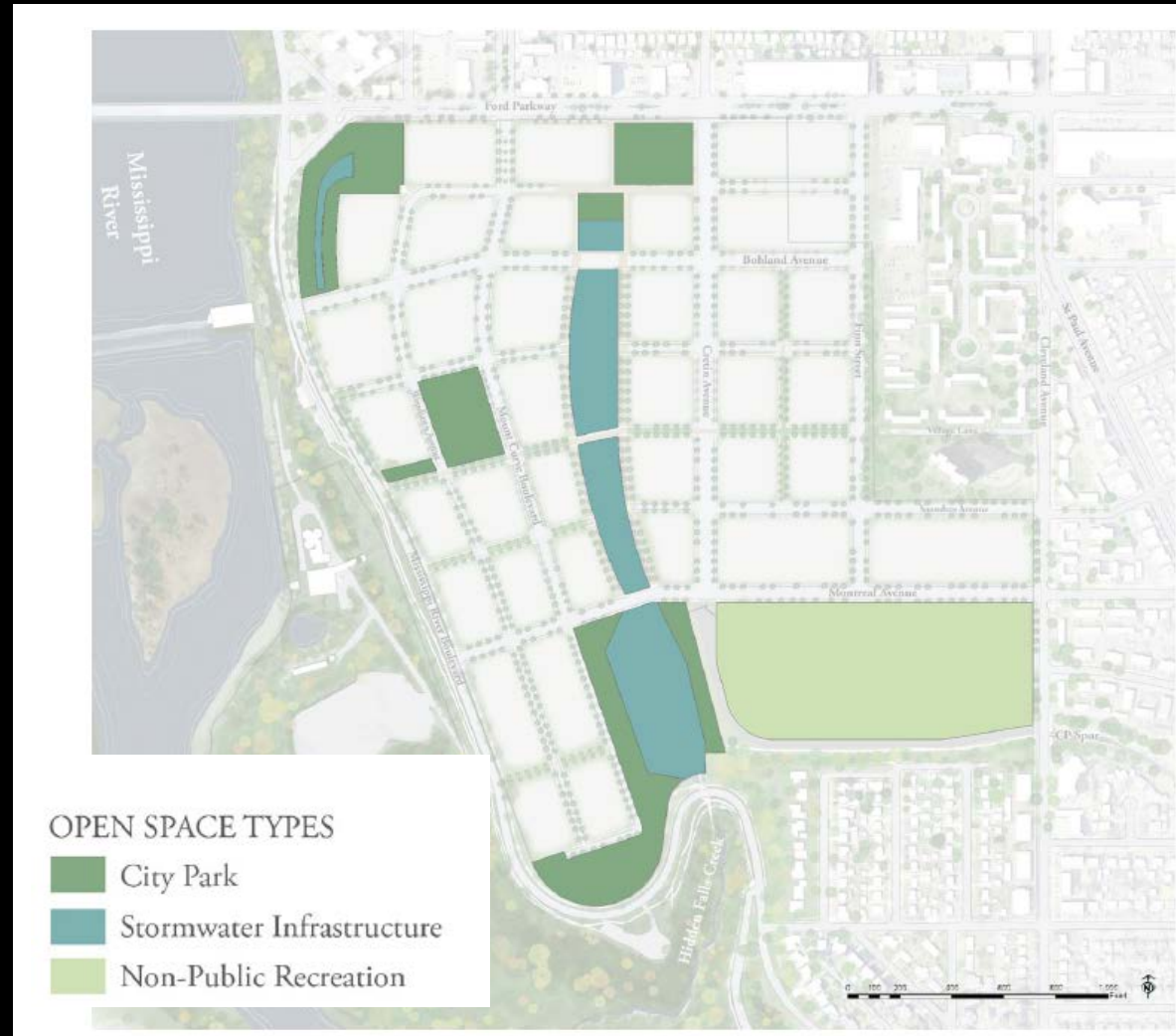
A multi-use trail on the east side of Mississippi River Boulevard would allow safer and more enjoyable use of the Boulevard by giving people the option to move on that side. This plan does not propose extending the trail further south than a Hidden Falls connection. This plan shows the current alignment of Mississippi River Boulevard remaining as-is. However, in the event that a possibility to expand Hidden Falls Regional Park at the blufftop emerges, realignment of Mississippi River Boulevard at the southern end of the site should be considered to accommodate the park boundary change. , nor does it make recommendations for altering the existing Mississippi River Boulevard right-of-way.



EXPANDED RIGHT-OF WAY		15
BIKE	Combined Path	11
PEDESTRIAN		
BOULEVARD		4

Committee Recommendation

Depiction of Recreational Fields -- Clarify that the area shown on the plan as “non-public recreation” is the future desired use for the land in that area of the site, but is not part of the site’s future city parkland secured through City Parkland Dedication nor is it future infrastructure such as the land for stormwater management.



Staff Notes and Suggestions



Staff Notes and Suggestions

In consideration of public hearing comments and discussion at the July 11th Comprehensive and Neighborhood Planning Committees, and after consultation with the City Attorney's Office, Planning staff recommend additional revisions for consideration by the full Planning Commission at its July 28 meeting. Main revision proposals from staff address:

1. Add standards for structured parking design
2. Introduce building width maximum for larger buildings
3. Reduce lot coverage maximum and increase open space coverage for larger buildings
4. Identify intent for broadband capability
5. Acknowledge need for future study of Ford Parkway right-of-way design
6. Remove depictions of non-public recreational fields from zoning and land use maps

1. Add standards for structured parking design

Rationale: ensure that building space for parking has level floors which can be cost-effectively converted to other uses in the future if the parking is no longer needed or moves elsewhere. This language was similarly applied to the Snelling-Midway Master Plan.

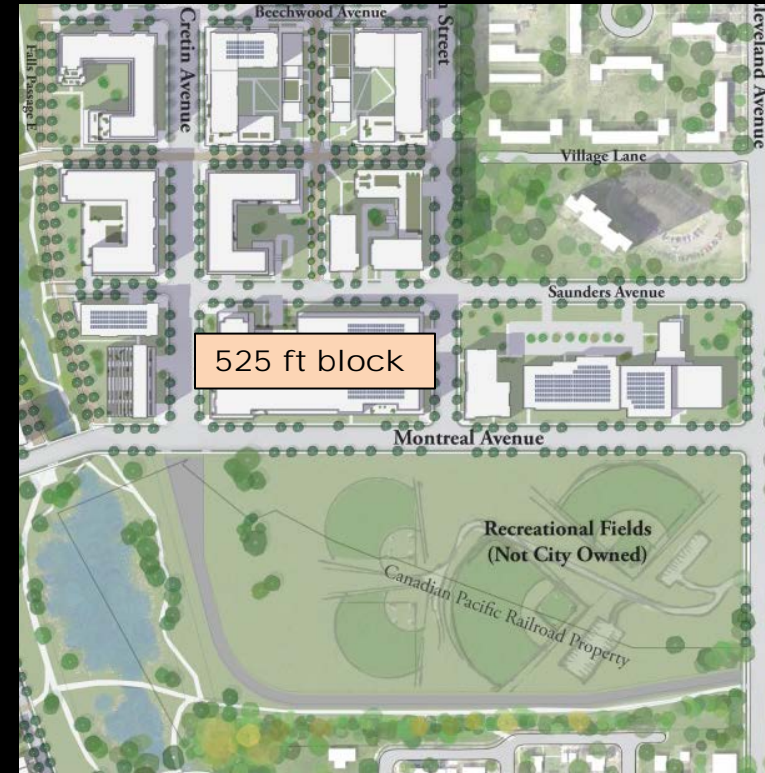


Staff Notes and Suggestions

2. Introduce building width maximum of 500 feet for “Mixed Residential & Commercial”, ‘Civic & Institutional’, ‘Commercial & Employment’ and ‘Parking Structure’ building types. Also add that maximum setback limit only has to apply to 60% of a building façade.

Rationale: to ensure that buildings of this type are consistently scaled to the site’s typical block size, even if built on longer blocks than typical to the site, such as in the southeast area

Rationale: allow buildings to have courtyards, corner cut outs or other variations in façade depth for design interest, amenity areas, or publicly visible open space.

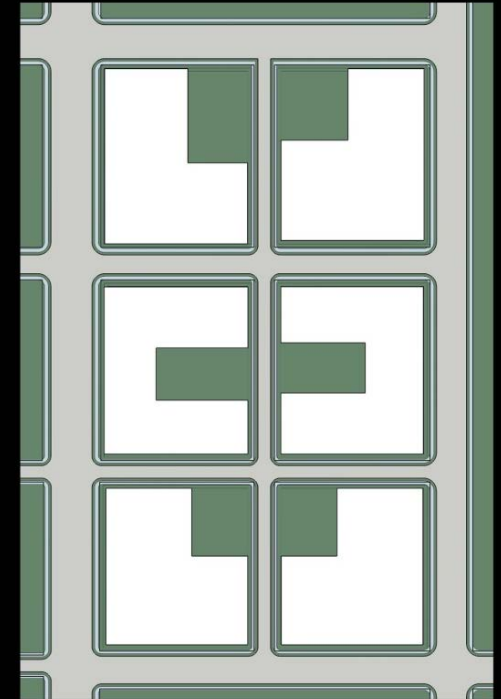


Staff Notes & Suggestions

3. Reduce lot coverage maximum and increase private open space coverage for larger buildings

Reduce lot coverage maximum from 80% to 70% and increase open space coverage from 20% to 25% for ‘Mixed Residential & Commercial’, ‘Civic & Institutional’, ‘Commercial & Employment’ and ‘Parking Structure’ types.

Rationale: to provide consistent lot coverage and open space standards for all larger building types for ease of future building and lot reuse from one building type to another and to increase open space across the site.



All lots above at
70% building
coverage

Staff Notes & Suggestions

Table 5.2 Building Type Standards Summary Table

STANDARD	BUILDING TYPE									
	Multi-Unit Home	Carriage House	Townhouse / Rowhouse	Multi-Family, Low	Multi-Family, Medium	Live/Work	Mixed Residential & Commercial	Civic & Institutional	Commercial & Employment	Parking Structure
Units per Bldg	2-6	1-2	3-16	6 - 40	40 and over	2-8	n/a			
Building Width, maximum	60'		150'	200'	60' min, no max	150'	n/a 500'			
Lot Width, minimum	80'		30'	60'	n/a	30'	n/a			
Lot Coverage by Bldgs, maximum	30%		50%	70%			80% 70%			
Lot Coverage for Open Space, minimum	50%		25%				20% 25%			
Building Height	Determined by Zoning District	30' maximum	Determined by Zoning District							
Public Right-of-Way Setback <i>(a),(b)</i>	Min. = 10' Max. = 40'	Min. = 10' Max. = 20'			Min. = 5' Max. = 20'		Min. = 5' Max. = 15'			
Interior Lot Line Setback <i>(c)</i>	Min. = 10' Max. = n/a	Min. = 6' Max. = n/a								
Parking	Min. = 0.75 space per dwelling unit and Max. = 2.0 spaces per dwelling unit; Min. = 0.25 space per bedroom and Max. = 1.0 space per bedroom for congregate living.					Use combined standards for residential and non-residential uses		Min. = 1.0 space per 600 square feet gross floor area Max. = 1.0 space per 400 square feet gross floor area		
Accessory Structures	Up to 3 per lot		Up to 1 per dwelling unit	Up to 2 per structure	Up to 2 per structure	Up to 1 per dwelling unit	Up to 2 per structure	Up to 2 per structure	Up to 2 per structure	Up to 2 per structure

(a) Maximum building setback limit shall apply to at least 60% of the building façade along the right-of-way.
(b) Buildings shall be setback a minimum of thirty (30) feet from a lot line separating a lot from Mississippi River Boulevard.
(c) No setback is required for building walls containing no windows or other openings when the wall meets the fire resistance standards of the Minnesota State Building Code and there is a Common Interest Community (CIC) or recorded maintenance easement that covers the affected properties.

Staff Notes & Suggestions

4. Identify intent for broadband capability

Rationale: Such infrastructure will be important to the site for the reason noted in the text. A similar statement was included as a condition of approval for the Snelling-Midway Master Plan.



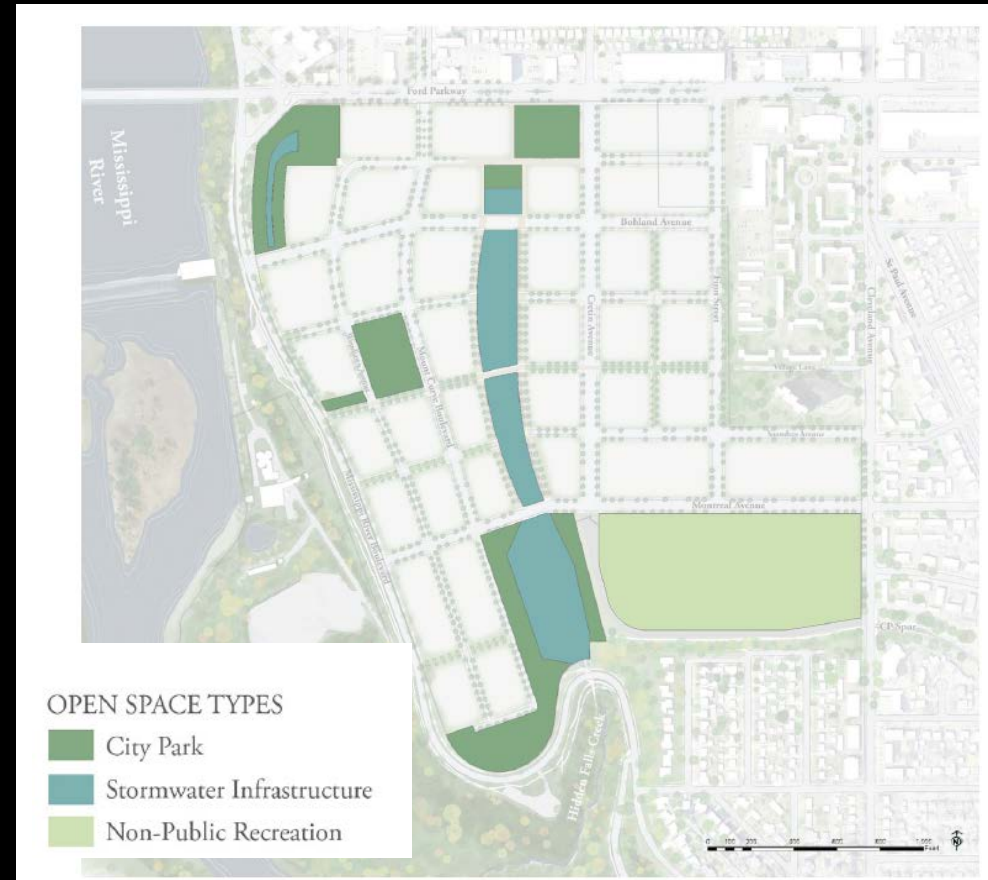
5. Acknowledge need for future study of Ford Parkway right-of-way design

Rationale: The City of Saint Paul Bicycle Plan identifies Ford Parkway on the north edge of the property as an enhanced shared lane that would connect to an in-street separated lane on the Ford Bridge. With a reconfigured right-of-way, there is an opportunity to extend separated lanes east of the bridge and improve connections to the north-south trail on Mississippi River Boulevard. The route of the Riverview corridor may also have implications on the design of the Ford Bridge and connections through and adjacent to the Ford Site.

Staff Notes & Suggestions

6. Remove depictions of non-public recreational fields from zoning and land use maps

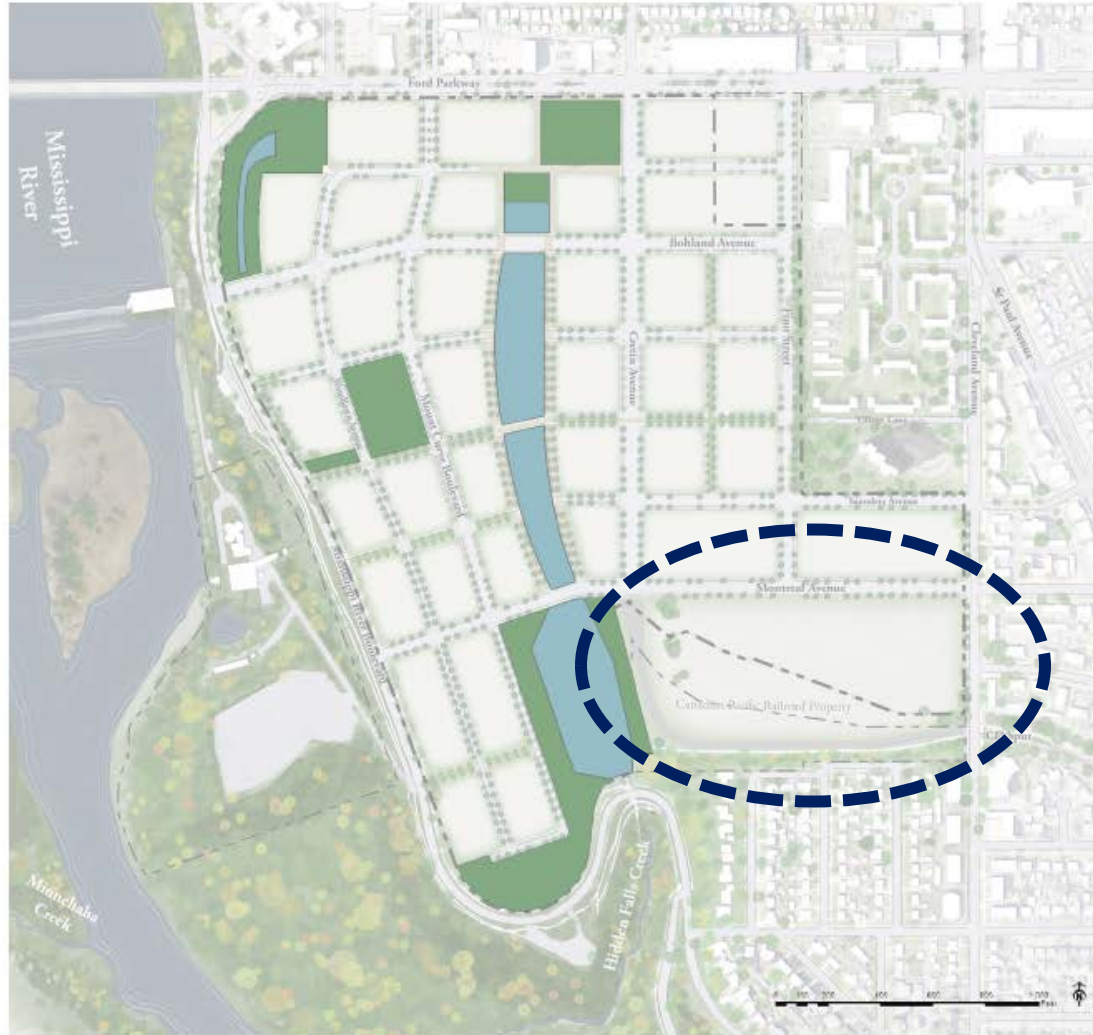
Rationale: The plan maps should not show a pre-supposed, specific land use designation for private land. A range of uses are allowed on private land within each zoning district and until a specific use is advanced through agreement or sale to a specified user, any allowed use under the zoning is a possibility for the land.



Current map in 7-21-17 Plan draft

Staff Notes & Suggestions

Open Space Types



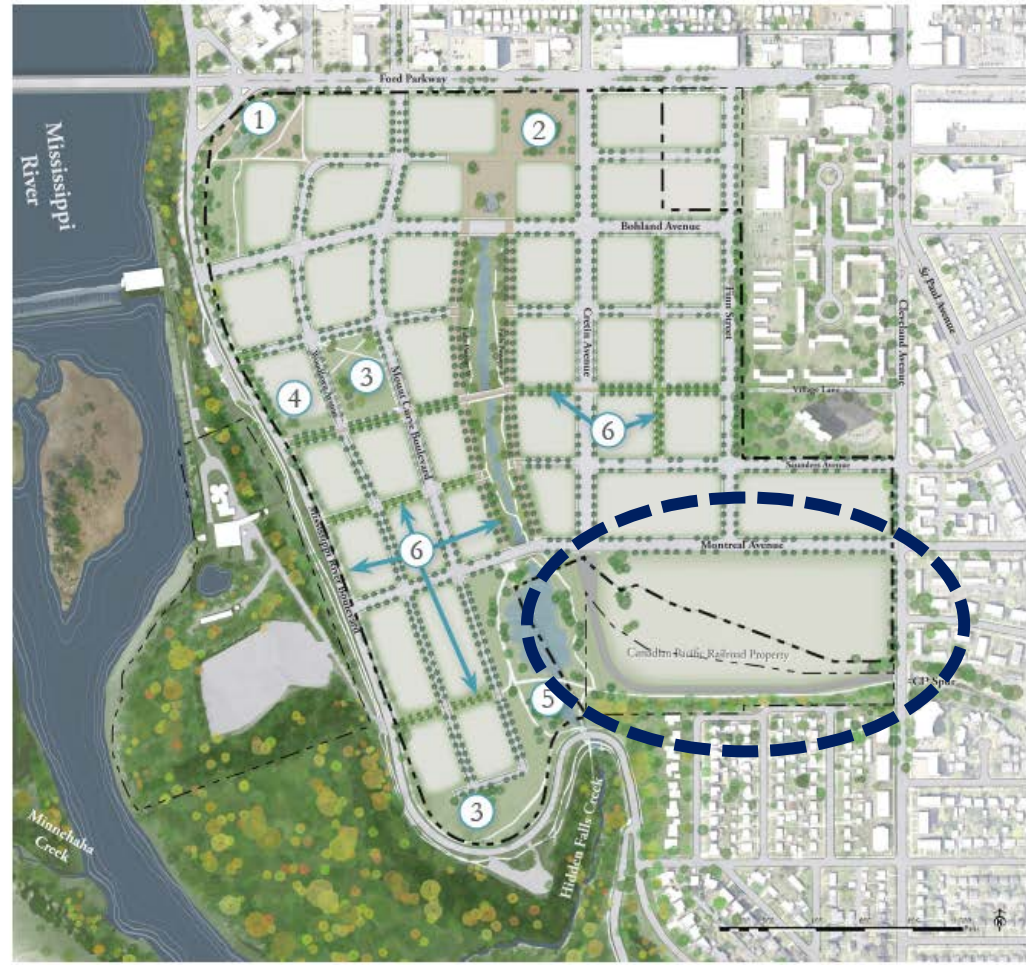
The open space system is intended to feel continuous in everyday experience. There are three distinct categories of open space types. The first is the traditional city park, which is acquired through parkland dedication and would become part of the city's park system. The second is the stormwater spine, which may feel like a park, but technically serves a utility function. A third category is a non-public recreation space, which is neither owned nor operated by the city, but an allowed use in all zoning districts. *It is included here to reflect the vision of the community to see a continuation of recreational fields on the site.*

OPEN SPACE TYPES

- City Park
- Stormwater Infrastructure

ALTERNATIVE FOR DISCUSSION: RECREATIONAL FIELDS NOT SHOWN

Open Space System



PUBLIC OPEN SPACE

- ① Gateway Park
- ② Civic Square
- ③ Neighborhood Park
- ④ Pocket Park
- ⑤ Hidden Falls Headwaters Feature
- ⑥ Walking and Biking Paths

ALTERNATIVE FOR DISCUSSION: RECREATIONAL FIELDS NOT SHOWN

F1 River Residential District

The River Residential District provides for high quality, large home structures with two to six dwelling units each and rear carriage units with an additional one to two housing units in a combined garage structure. The district is characterized by deep setbacks from Mississippi River Boulevard, consistent with the historic form of residential homes along the corridor.

General Character	High quality design and residential form that mirrors look of Mississippi River Boulevard
Land Uses	Residential mix of multi-unit homes and carriage houses
Heights	
Minimum	20 feet
Maximum	48 feet
FAR	0.25 - 1.5



Staff Notes and Suggestions



Estimated Value & Cost based on Ford Site Development Density

Costs of Development



Staff Notes and Suggestions



Estimated Value & Cost based on Ford Site Development Density

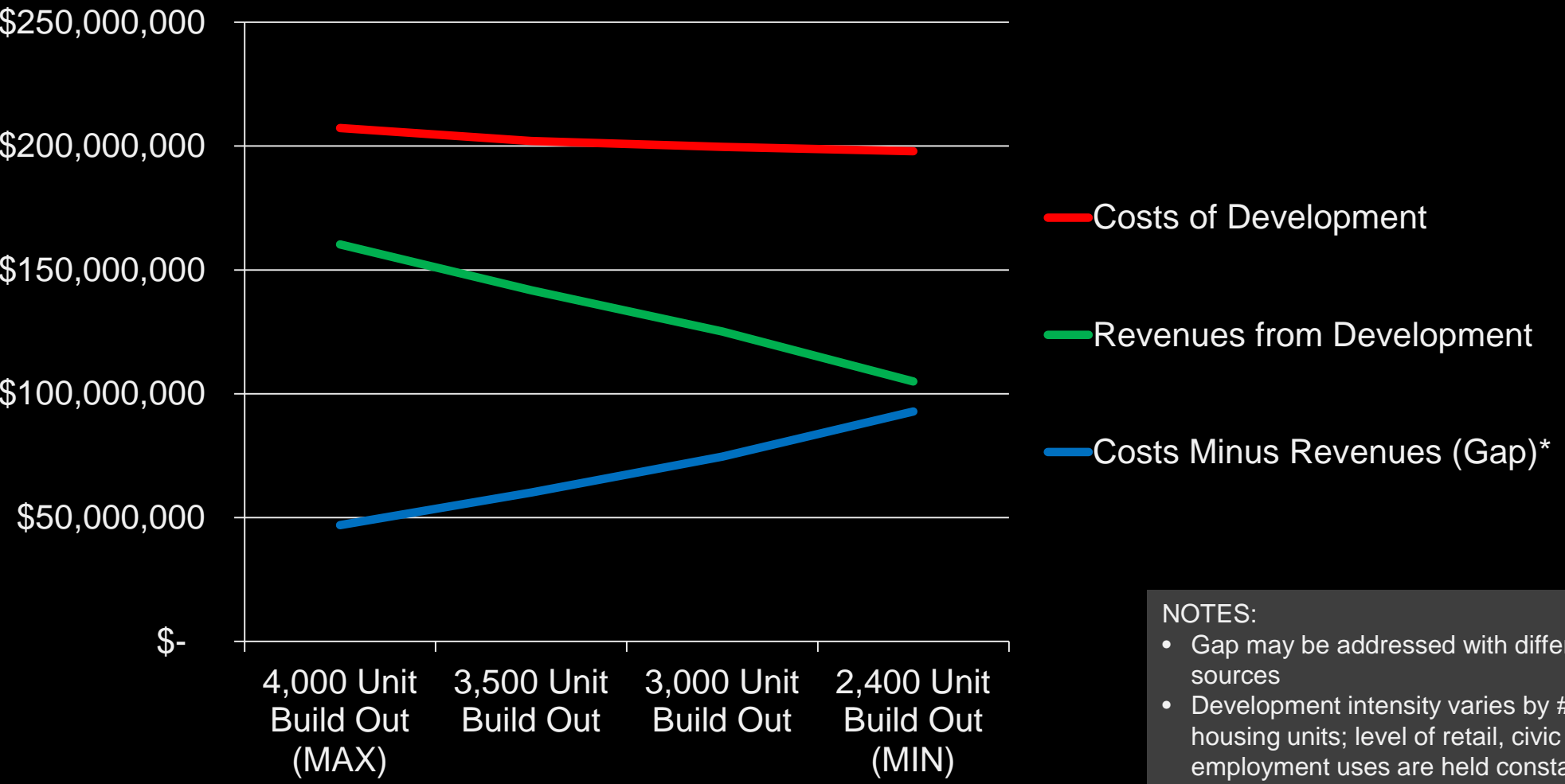
Revenues from Development



Staff Notes and Suggestions



Estimated Value & Cost based on Ford Site Development Density



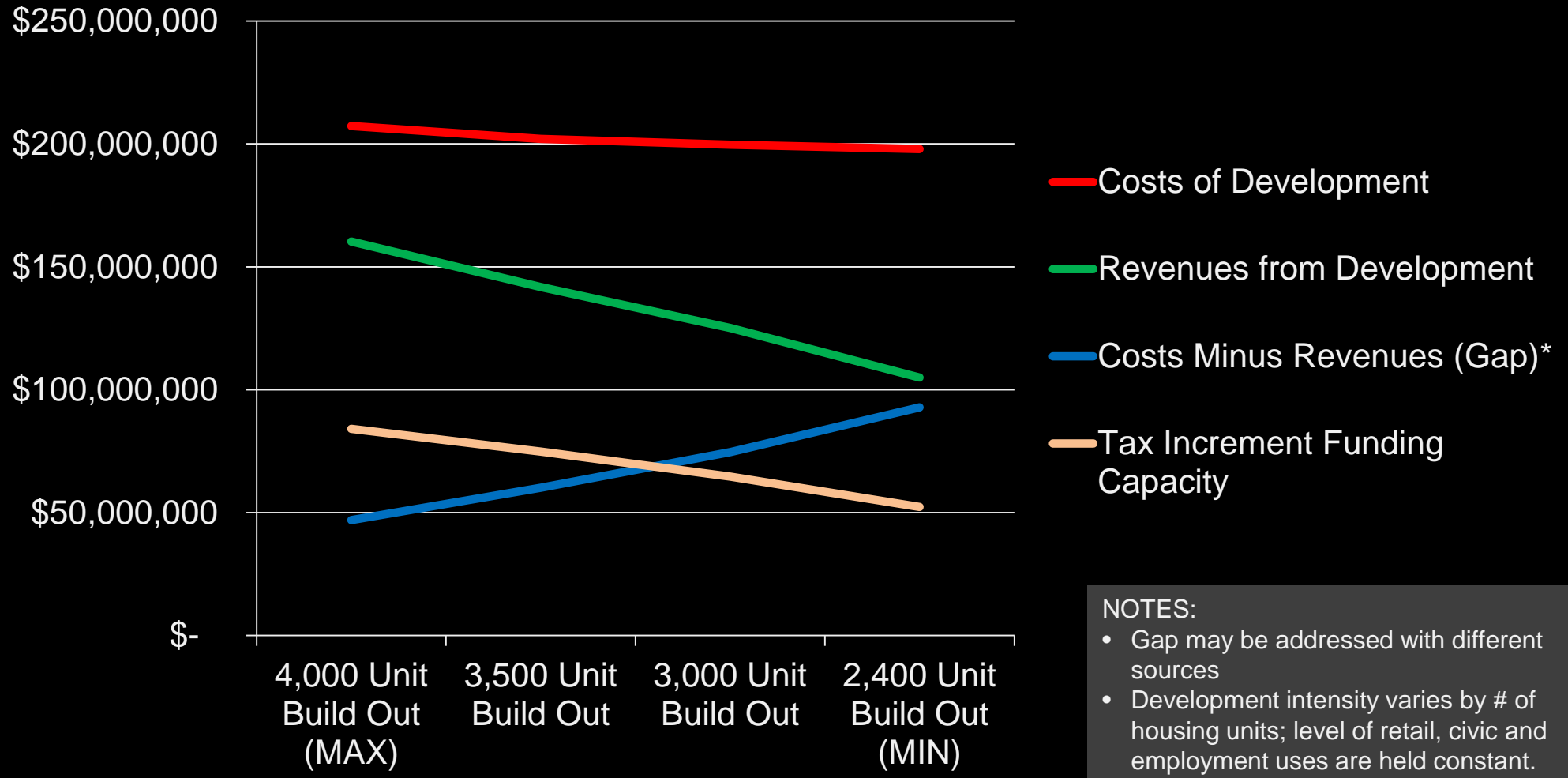
NOTES:

- Gap may be addressed with different sources
- Development intensity varies by # of housing units; level of retail, civic and employment uses are held constant.

Staff Notes and Suggestions



Estimated Value & Cost based on Ford Site Development Density



NOTES:

- Gap may be addressed with different sources
- Development intensity varies by # of housing units; level of retail, civic and employment uses are held constant.

Staff Notes and Suggestions



Estimated Value & Cost based on Ford Site Development Density



NOTES:

- Gap may be addressed with different sources
- Development intensity varies by # of housing units; level of retail, civic and employment uses are held constant.

Last Staff Suggestion



Planning Commission Discussion