

ZONING COMMITTEE STAFF REPORT

FILE NAME: 1598 Carroll Rezoning

FILE #: 23-007-424

APPLICANT: 1598 Carroll LLC

HEARING DATE: February 9, 2023

TYPE OF APPLICATION: Rezoning

LOCATION: 1598 Carroll Avenue, southside between Fry Street and Snelling Avenue North

PIN & LEGAL DESCRIPTION: 33.29.23.44.0040; Lot 7, Block 5, College Park Addition

PLANNING DISTRICT: 13

EXISTING ZONING: T2

ZONING CODE REFERENCE: § 61.801(b)

STAFF REPORT DATE: February 2, 2023

BY: Kady Dadlez

DATE RECEIVED: January 18, 2023

60-DAY DEADLINE FOR ACTION: March 19, 2023

- A. **PURPOSE:** Rezone from T2 traditional neighborhood to I1 light industrial.
- B. **PARCEL SIZE:** The property has 40 feet of frontage on Carroll Avenue and is 122.25 feet in depth for a total lot area of 4,980 square feet.
- C. **EXISTING LAND USE:** The property is occupied by a vacant commercial building that was most recently used for a crematorium. The building has been vacant since August 2021.
- D. **SURROUNDING LAND USE:**
North: One and two-family homes in an RT1 district.
East: Commercial uses, including offices and gas station, in a T3 district.
South: Industrial manufacturing plant in an I1 district.
West: Surface parking lot in an I1 district and single family homes in an RT1 district.
- E. **ZONING CODE CITATION:** § 61.801(b) provides for changes to the zoning of property initiated by the property owner.
- F. **HISTORY/DISCUSSION:** There are no previous zoning cases concerning the property. The property was rezoned from B3 to T2 as part of the South Snelling zoning study in 2016. There are two previous zoning cases concerning the two properties immediately to the west, 1602 and 1606 Carroll Avenue, which are owned by the applicant. The first case is a request to rezone from RT1 to I1 to allow expansion of the Co-operative Plating facility at 1605 Iglehart that was approved in 1980. The second case is a request for seven variances to allow a warehouse and pollution treatment building for Co-operative Plating from 1982 that was withdrawn by the applicant. Related to the request to rezone 1598 Carroll Avenue, is an application to rezone property at 271 Snelling Avenue North, from IT to I1, where Co-operative Plating has its company offices.
- G. **DISTRICT COUNCIL RECOMMENDATION:** The Union Park District Council had not taken a position on the rezoning at the time the staff report was drafted.
- H. **FINDINGS:**
1. The applicant owns the property on Carroll Avenue and requests to rezone it from T2 to I1. The applicant operates Co-operative Plating, a manufacturing plant at 1605 Iglehart Avenue, which is in the I1 district immediately south of the subject property. Co-operative Plating has been operating at this location for more than 50 years and employs more than 115 people. They are planning a 7,700 square foot expansion of their existing 38,000 square foot manufacturing facility to improve efficiency and potentially

increase employment. In addition to the request to rezone property on Carroll Avenue to I1, the applicant submitted a separate application to rezone the property at 271 Snelling Avenue North, from IT to I1, where Co-operative Plating's company offices are located. Co-operative Plating has an existing 22-stall off-street parking lot for its employees in the I1 district immediately west of 1598 Carroll Avenue at 1602 and 1606 Carroll Avenue. The applicant intends to demolish the commercial building at 1598 Carroll Avenue, currently vacant and most recently used for a crematorium, to expand the employee parking lot by 11 stalls. The applicant states that the additional parking spaces are needed to replace the parking spaces that will be lost when the company's existing plant at 1605 Iglehart Avenue is expanded onto an area currently occupied by surface parking. This would result in replacing parking on a one for one basis, not an increase in parking overall. The company operates three shifts at the plant five days per week: first shift has 54 employees; second shift 22; and third shift 14.

2. The proposed zoning is consistent with the way this area has developed. The most recent use of the property was for a crematorium, a use first permitted in an I1 zoning district; the use was nonconforming in the existing T2 district. The properties immediately to the west are zoned I1 and used for employee parking for the manufacturing plant at 1605 Iglehart Avenue, also zoned I1. The plant has been in operation at that location for more than 50 years. The area immediately surrounding the property proposed for rezoning has changed little in the past 20+ years, though areas further north and south along Snelling Avenue have seen increases in residential density and development in anticipation of, and subsequent to, the A Line BRT on Snelling Avenue and the Green Line on University Avenue.

Per Zoning Code Sec. 63.303, off-street parking spaces must be in the same or less restrictive zoning district as the principal use, or within a more restrictive zoning district provided the principal use is also allowed in that zone. Accordingly, the subject property must have an industrial zoning classification to be able to be used for parking for employees of the manufacturing plant in an industrial zoning district. Plating is a use first permitted in an IT transitional industrial district. While an IT zoning classification would be sufficient to allow the property to be used for parking, the applicant is requesting rezoning to I1 to make the zoning classification on Carroll Avenue consistent with the zoning of its I1 properties to the west and south.

Sec. 66.512 of the Zoning Code states the I1 light industrial district is intended to accommodate wholesale, warehouse, and industrial operations whose external physical effects are restricted to the area of the district and in no manner affect surrounding districts in a detrimental way. The I1 district is intended to permit, along with other specified uses, the manufacturing, compounding, processing, packaging, assembly, or treatment of finished or semifinished products from previously prepared material.

3. The proposed zoning is consistent with the Comprehensive Plan. Goals of the land use plan include "Economic and population growth focused around transit", "Efficient, adaptable and sustainable land use and development patterns and processes", and "Quality full-time jobs and livable wages". Policy LU-6 calls for fostering equitable and sustainable economic growth by: 1) facilitating business creation, attraction, retention and expansion; 2) growing Saint Paul's tax base in order to maintain and expand City services, amenities and infrastructure; and 3) supporting business, real estate and financial models that keep more money locally, such as locally-owned businesses, local-prioritized employment, employee-owned businesses and commercial land trusts. Co-

operative Plating is an existing locally owned business seeking to remain in its location and expand.

The 2040 future land use map guides the property for mixed use. Mixed use areas are primarily along thoroughfares well served by transit. The main distinguishing characteristic is a balance of jobs and housing within walking distance of one another. This balance of jobs and housing already exists in the area. The property abuts an existing industrial land use to the west and south that has been in place for many years and that seeks to expand its facility and potentially its employment. The area also abuts railroad right of way and property guided for industrial use along the railroad and to the west. The industrial land use description in the land use plan states that the intent is for this land use type to remain adaptable, relevant and supportive of well-paying jobs with low barriers to entry and a growing tax base. Industrial Policy LU-45 calls for supporting and encouraging development that maximizes tax base, job creation and/or job retention. Industrial Policy LU-47 calls for preserving the long-term tax base by evaluating the impact of tax-generating industrial land, as well as compatibility with adjacent land uses and infrastructure. Industrial Policy LU-48 calls for minimizing the amount of surface parking in industrial districts through a more efficient use of existing parking and development of shared parking.

The future land use map is a long term vision that anticipates changes in land use over time as uses change. The future land use map is required to be specific and identify land use on a lot-by-lot basis so the Metropolitan Council can perform various analyses. Planning staff prefers a more nuanced approach to future land use planning, one that looks at future land use at a higher level, focusing on areas rather than specific lots, and where land use boundaries are vague and defined generally by area and not by property lines. The land use plan goal calling for efficient and adaptable land use supports existing land uses, which are consistent with the comprehensive plan, and minor changes and fluctuations in future land use. While the future land use plan calls for mixed use along and near Snelling Avenue, this vision is not intended to discourage or prevent minor changes or fluctuations in existing land use in the area, especially for uses that have been in place for many years, intend to remain in place, and expand modestly.

Union Park Community Plan Strategy LU4.3 calls for encouraging development in industrial areas that increases the number of job opportunities in Union Park.

4. The proposed zoning is compatible with surrounding uses including the uses in the I1 districts immediately to the west, where employee parking for Co-operative Plating is located, and south of the alley where Co-operative Plating's manufacturing plant is located. There is also an I1 district with industrial uses on the west side of Fry Street and an IT district abutting the railroad property to the south. The property on Carroll abuts an alley and a T3 district that fronts on Snelling Avenue and includes office, retail, and auto-related uses. Snelling Avenue carries 42,000 vehicles per day in this stretch. To the north and further to the west is an RT1 where are one and two-family homes are located.

- I. **STAFF RECOMMENDATION:** Based on findings 1 through 4, staff recommends approval of the request to rezone property at 1598 Carroll Avenue from T2 traditional neighborhood to I1 light industrial.

PD=13



REZONING APPLICATION

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

Zoning Office Use Only
File # 23-007-424
Fee Paid \$
Received By / Date
Tentative Hearing Date

APPLICANT

Property Owner(s) Keith Rosenblum - sole owner of 1598 Carroll Ave. LLC
Address 271 Snelling Ave. N City St.Paul State MN Zip 55104
Email keithr@cooplating.com Phone
Contact Person (if different) David Birkemeier Email dbirkemeier@cooplating.com
Address 271 Snelling Ave. N City St.Paul State MN Zip 55104
(Attach additional sheet if necessary to include all of the owners of at least 67% of the area of the property to be rezoned.)

PROPERTY INFO

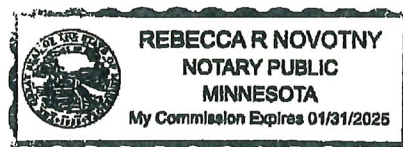
Address/Location 1598 Carroll Ave. St.Paul MN 55104
PIN(s) & Legal Description 33.29.23.44.0040 Office building LOT 7 BLOCK 5 OF COLLEGE PARK LOT 7 BLK 5
(Attach additional sheet if necessary.)
Lot Area 0040 Current Zoning T2

TO THE HONORABLE MAYOR AND CITY COUNCIL:
Pursuant to Saint Paul Zoning Code § 61.801 and Minnesota Statutes § 462.357, Keith Rosenblum - sole owner of 1598 Carroll Ave, LLC.
owner(s) of land proposed for rezoning, hereby petition(s) to rezone the above described property from a T2 zoning district to a I1 zoning district, for the purpose of:
Converting this property into parking spaces for Co-operative Plating Inc. employees necessary to support the expansion of our manufacturing facility at 1605 Iglehart Ave.(see attached summary description and site plan).
JAN 19 2023
Attach additional sheets if necessary. Attachments as required: [X] Site Plan [] Consent Petition [] Affidavit
[] If you are a religious institution you may have certain rights under RLUIPA. Please check this box if you identify as a religious institution.

Subscribed and sworn to before me

Date 01-19 2023

Rebecca Novotny
Notary Public



By: Keith Rosenblum
Fee owner of property
Title: Sole Owner - 1598 Carroll Ave. LLC



Your one-stop source for plating

JAN 19 2023

Dear Mr. Dubruiel,

As you know, Cooperative Plating has been operating at this same location for more than 50 years. We employ more than 115 employees and are proud to call St. Paul our home. In this respect we are planning to expand our pre-existing plant to run a more efficient operation and potentially increase employment. We are requesting zoning changes (per attached applications) for the properties located at 1598 Carroll Ave. and 271 Snelling Ave. N – all located in St. Paul, Minnesota 55104. The purpose of this request is twofold. The zoning change for 1598 Carroll Ave. to I1 from T2 allows us to convert this property into an employee parking lot, since our plant expansion on the South side of 1605 Iglehart will consume all of the employee parking spaces in the vacated portion of Iglehart Ave. The expanded parking lot will ensure that our employees have sufficient off-street parking so as to not take up street parking otherwise available to the public. We are essentially replacing parking on a one for one basis. The second zoning change request is necessary since our property at 271 Snelling Ave. N (our company office currently zoned as IT) should be zoned the same as 1605 Iglehart Ave. (our manufacturing plant). We are requesting that both properties be zoned as I1.

We have participated in several Union Park District Council meetings, over the past 10 months, to discuss our expansion plans and the required zoning changes. I've also personally talked with several property owners on Carroll Ave, and we believe that there is no objection by the neighbors. We plan to attend another Union Park District Council meeting in 2023 to review and answer any questions or concerns regarding our plant expansion plans. We also welcome any questions from the city.

I respectfully ask for your approval of the rezoning requests for 271 Snelling Ave. N and 1598 Carroll Ave. to the I1 designation.

We appreciate the partnership with the City of St. Paul, its staff, Ms. Dadlez, and yourself in moving this key project ahead.

Thank you for considering these rezoning requests and we look forward to taking the next step with the St. Paul City Council.

David Birkemeier 1/19/2023

President & CEO, Co-operative Plating Inc.



Top Quality, On Time

271 Snelling Avenue N. (Office)
1605 Iglehart Avenue (Plant)
St. Paul, MN 55104

CONFIDENTIAL

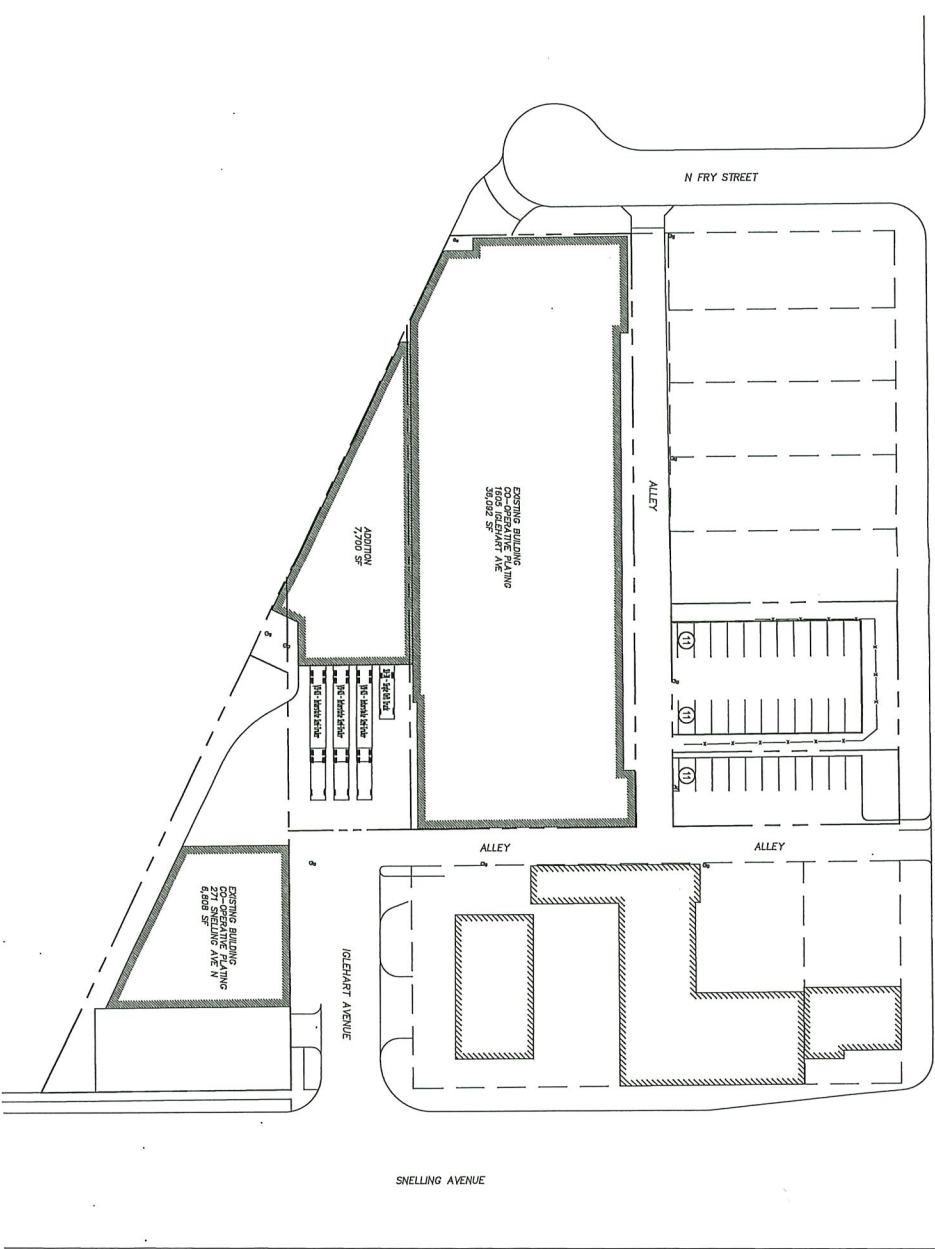
To whom it may concern,

Keith Rosenblum, of the Rosenblum Family Limited Partnership at 271 Snelling Ave. N St. Paul, MN 55104, has sole approval authority for zoning changes to the property.

Date: 1/19/2023

David Birkemeier *David Birkemeier*

President & CEO of Co-operative Plating Inc.



ARCHITECTS
 2074 CARROLL ST. STE A
 SAINT PAUL, MN 55104
 Phone: (612) 482-2331
 info@architects.com

PRELIMINARY
 NOT FOR
 CONSTRUCTION

**Co-operative
 Plating**

1609 Iglehart Avenue
 Saint Paul, MN 55104
 Co-operative Plating
 271 Snelling Avenue N
 Saint Paul, MN 55104

NO.	REVISIONS

Sheet Name:
 ARCHITECTURAL
 SITE
 PLAN
 Sheet No.:
AC101



2018 AVILLE, ST N, STE A
 SAINT PAUL, MN 55109
 PH: (612) 487-0281
 MN ARCHITECTS 1500

PRELIMINARY
 NOT FOR
 CONSTRUCTION

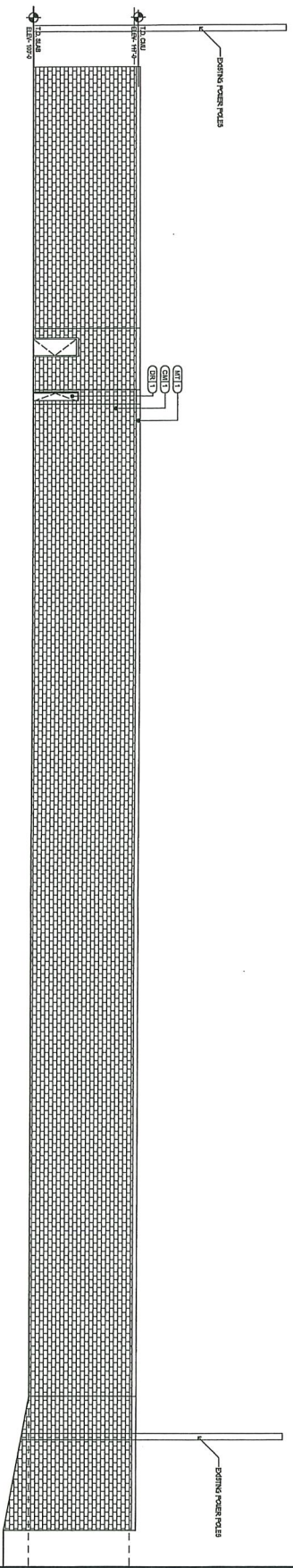
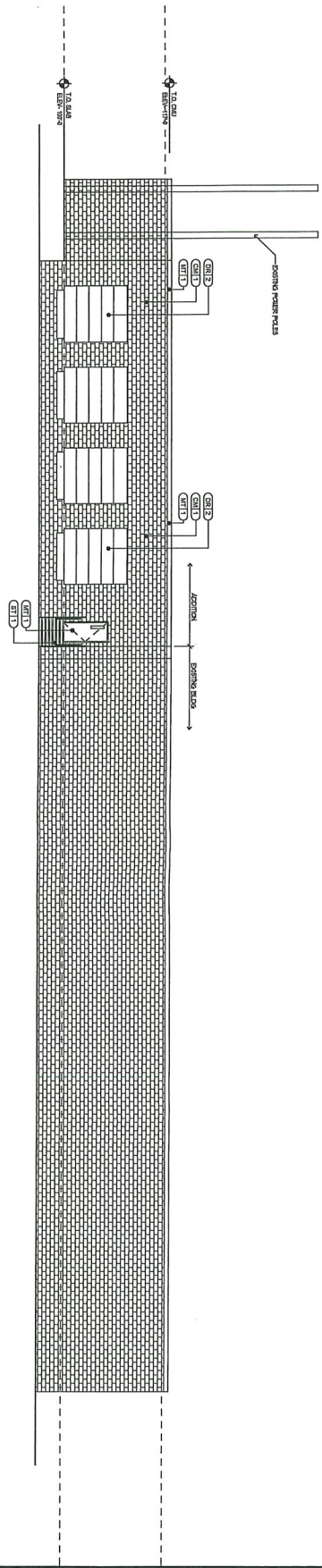
Co-operative Plating

1605 Iglehard Avenue
 Saint Paul, MN 55104
 Co-operative Plating
 271 Snelling Avenue N
 Saint Paul, MN 55104

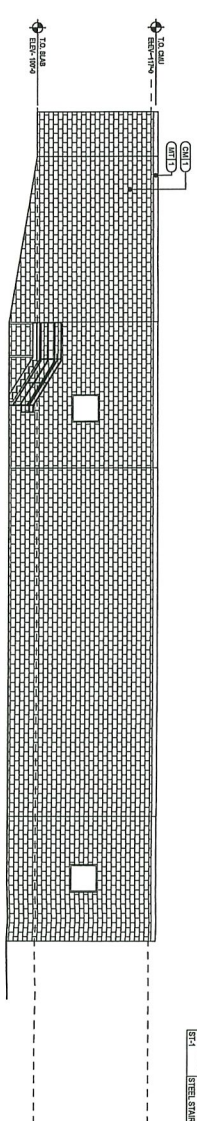
Drawn By: **SB**
 Date: **2021.05.3**
 Design: **SB**

EXTERIOR ELEVATIONS

A201



ID	MATERIAL	EXTENSION FINISH SCHEDULE #	FINISH	COLOR
001	CONCRETE MASONRY UNIT	1000	PAINT	MATCH EXISTING
002	INSULATED METAL ROOF	2000	PAINT	MATCH EXISTING
003	INSULATED METAL ROOF	2000	PAINT	MATCH EXISTING
004	PERFORATED METAL ROOFING	2000	PAINT	MATCH EXISTING
005	STEEL STUD	2000	PAINT	MATCH EXISTING



Photos for 1598 Carroll Avenue – Rezone from T2 to I1

1598 Carroll Avenue in a T2 district and abutting alley to the east



Parking lot west of 1598 Carroll Avenue zoned I1 and single family homes to the west in RT1



One and two-family homes north side of Carroll Avenue in RT1 district



Commercial uses along Snelling Avenue in T3 district



Co-operative Plating's manufacturing plant to the south in an I1 district and gas station car wash in T3



From: [Danette Lincoln](#)
To: [Dadlez, Kady \(CI-StPaul\)](#)
Cc: [Hamann, Doni](#)
Subject: Cooperative Plating
Date: Wednesday, February 1, 2023 12:36:17 PM

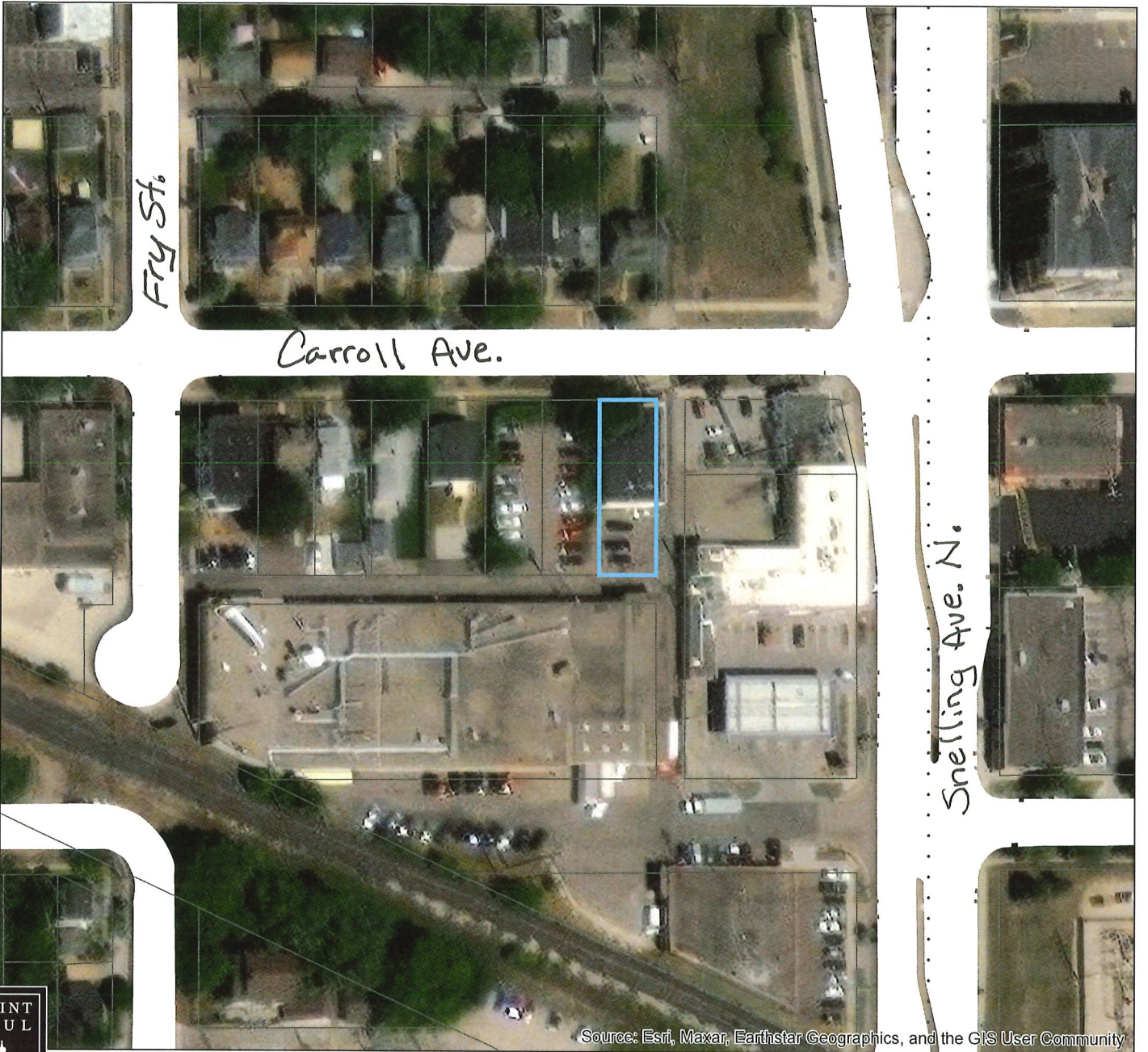
Think Before You Click: This email originated **outside** our organization.

Hello Kady,

Hope you are well. Received notification from Cooperative Plating about rezoning 1598 from T2 to light industrial. I know we have already discussed the reason for the request; however, I am very concerned about CP expanding onto Carroll with their plating process as we have no assurances that will not happen once they obtain I-1 zoning. Can a conditional zoning be offered instead of a permit zoning? Also, although I know you've mentioned that the parking lot should match the business in zoning for various reasons; however, after reviewing the zoning codes, T2 is already zoned for parking and if that is what the stated use is for by CP, the city cannot stop them from using the lot for such purchase regardless of a zoning match, correct?

Has CP offered any new plans for the parking area and are they still pursuing 1608 Carroll? I had a brief meeting with them a few months ago. They were pretty vague about their plans and admitted they had not submitted anything formally to the city. They were not willing to commit to the fact they would only use the combined lots for parking and not for plating expansion.

Thank you for your help.
Danette Lincoln
1607 Carroll



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



File #23-007-424 Aerial Map
Application of 1598 Carroll LLC

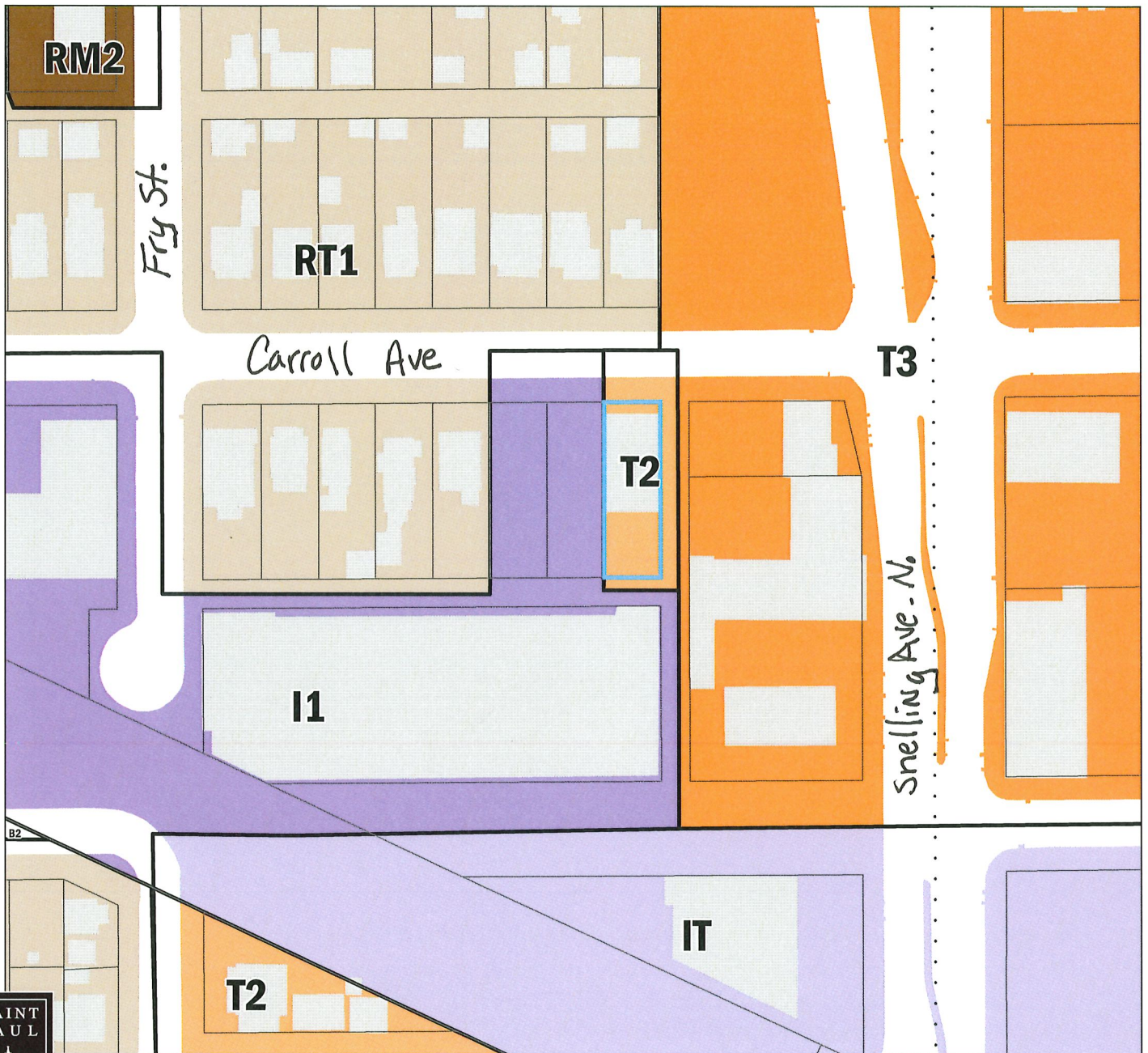
Application Type: Rezone
 Application Date: January 18, 2023
 Planning District: 13



Subject Parcel(s) Outlined in Blue

- Subject Parcel(s)
- ParcelPoly

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File #23-007-424 Zoning Map Application of 1598 Carroll LLC

Application Type: Rezone
Application Date: January 18, 2023
Planning District: 13



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Subject Parcel(s) Outlined in Blue

Subject Parcel(s)	RM2 Multiple-Family	BC Community Business (converted)	F1 River Residential
ParcelPoly	RM3 Multiple-Family	B2 Community Business	F2 Residential Low
RL One-Family Large Lot	T1 Traditional Neighborhood	B3 General Business	F3 Residential Mid
R1 One-Family	T2 Traditional Neighborhood	B4 Central Business	F4 Residential High
R2 One-Family	T3 Traditional Neighborhood	B5 Central Business Service	F5 Business
R3 One-Family	T3M T3 with Master Plan	IT Transitional Industrial	F6 Gateway
R4 One-Family	T4 Traditional Neighborhood	ITM IT with Master Plan	VP Vehicular Parking
RT1 Two-Family	T4M T4 with Master Plan	I1 Light Industrial	PD Planned Development
RT2 Townhouse	OS Office-Service	I2 General Industrial	CA Capitol Area Jurisdiction
RM1 Multiple-Family	B1 Local Business	I3 Restricted Industrial	



File #23-007-424 Existing Land Use
Application of 1598 Carroll LLC

Application Type: Rezone
 Application Date: January 18, 2023
 Planning District: 13



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Subject Parcel(s) Outlined in Blue

- | | | | |
|---------------------------|-----------------------------|--------------------------------|---------------|
| Subject Parcel(s) | Single Family Attached | Mixed Use Commercial and Other | Major Highway |
| ParcelPoly | Multifamily | Industrial and Utility | Railway |
| Farmstead | Office | Extractive | Airport |
| Seasonal/Vacation | Retail and Other Commercial | Institutional | Agricultural |
| Single Family Detached | Mixed Use Residential | Park, Recreational or Preserve | Undeveloped |
| Manufactured Housing Park | Mixed Use Industrial | Golf Course | Water |