



## Legislation Details (With Text)

**File #:** RES PH 15- 123 **Version:** 3

**Type:** Resolution-Public Hearing **Status:** Passed  
**In control:** City Council  
**Final action:** 6/10/2015

**Title:** Adopting the West Side Flats Master Plan and Development Guidelines as an addendum to the Comprehensive Plan and as the master plan for the T3M and ITM districts. (Public hearing held May 6 and June 3)

**Sponsors:** Dave Thune

**Indexes:**

**Code sections:**

**Attachments:** 1. WSFMP December 2014, 2. NPC memo with Option A and B 2.19.15, 3. Written Testimony - PC Hearing, 4. WSFMP new maps 2-12-15, 5. PC resolution - WSF MasterPlanandDevelopmentGuidelines02-27-15, 6. pcapprovedminutes022715, 7. pcapprovedminutes013015, 8. Friends of the Mississippi West Side Flats Letter, 9. Port Auth comments re West Side Flats Plan, 10. Red Cross presentation re West Side Flats, 11. Geller letter re West Side Flats Master Plan, 12. SPACC letter supporting industrial land uses, 13. Port Authority Letter, 14. Port Authority Letter to Cecile Bedor Jan 2 2014, 15. Port Authority Letter to Cecile Bedor Feb 6 2014, 16. Port Authority Letter to Cecile Bedor Mar 17 2014, 17. WSCO PH letter, 18. Port letter submitted at PH, 19. West Side Master Plan draft amendments presented at PH

Date	Ver.	Action By	Action	Result
6/11/2015	3	Mayor's Office	Signed	
6/10/2015	3	City Council	Adopted As Amended	Pass
6/3/2015	3	City Council	Laid Over	Pass
5/6/2015	1	City Council	Continue Public Hearing	Pass

Adopting the West Side Flats Master Plan and Development Guidelines as an addendum to the Comprehensive Plan and as the master plan for the T3M and ITM districts. (Public hearing held May 6 and June 3)

WHEREAS, in November 2012, the Planning Commission initiated an update of the 2001 West Side Flats Master Plan and Development Guidelines, authorized the creation of a community task force to guide preparation of the plan update, and initiated a zoning study for a portion of the planning area; and

WHEREAS, the primary goals of the plan update were to: 1) review the urban design and land use directions in the 2001 Plan; 2) explore stormwater management opportunities in more detail, incorporating green infrastructure; 3) anticipate impacts of proposed development on the sanitary sewer system; and 4) expand the planning area east to Hwy. 52; and

WHEREAS, a community task force (CTF) was appointed in January 2013 and met from February 2013 through April 2014; and

WHEREAS, a project management team comprising City staff from Public Works, Parks and Recreation, Safety and Inspections, and PED; and the Executive Director of the Saint Paul Design Center was created to guide the work of the consultants throughout the planning process; and

WHEREAS, in April 2014, the draft Plan and proposed rezonings were completed by the CTF and forwarded to the West Side Community Organization (WSCO); and

WHEREAS, in August 2014, WSCO sent the draft Plan and proposed rezonings to the Planning Commission to begin the formal adoption process; and

WHEREAS, the Saint Paul Planning Commission held a public hearing on the draft West Side Flats Master Plan and Development Guidelines and proposed rezonings on January 30, 2015; and

WHEREAS, on February 27, 2015, the Planning Commission adopted Resolution #15-10, which recommends the City Council adopt, with several changes, the West Side Flats Master Plan and Development Guidelines as an addendum to the Saint Paul Comprehensive Plan and as the master plan for the T3M and ITM districts within the study area; and

WHEREAS, the Saint Paul City Council held a public hearing on the draft West Side Flats Master Plan and Development Guidelines and the Planning Commission's recommendations on May 6, 2015 and considered all public testimony; and

WHEREAS, on May 6, 2015, Councilmember Thune introduced additional proposed amendments to the West Side Flats Master Plan and Development Guidelines to better address the Plan's support for the retention and expansion of existing businesses; and

WHEREAS, these proposed amendments were released to the general community and the West Side Flats Master Plan Community Task Force; and

WHEREAS, the City Council continued the public hearing to June 3, 2015 to allow interested persons to address the City Council on the amendments introduced on May 6, 2015; and

WHEREAS, the City Council continued the public hearing on June 3, 2015 and considered all public testimony

NOW, THEREFORE, BE IT RESOLVED, after considering all public testimony, that the Saint Paul City Council hereby adopts the West Side Flats Master Plan and Development Guidelines, subject to review and approval by the Metropolitan Council, as an addendum to the Saint Paul Comprehensive Plan and as the master plan for the T3M and ITM districts within the study area, with the following changes based on recommendations made by the Planning Commission:

1. Remove the proposed street and park improvements for Phase IV from all base maps and the Illustrative Plan (page 64);
2. Remove the time frames noted after each implementation phase (pg. 107-108);
3. Replace the language under Implementation Phase IV on page 108 with the following bullets and add them to the Illustrative Plan on page 64:

~~· As redevelopment occurs, build a connected street network to integrate the employment district with the neighborhood west of Robert Street.~~

Increase job density.

Increase land use diversity, allowing for employees to live within walking distance of employment.

Plant trees along Eva and State Streets, and Fillmore Avenue

~~· As redevelopment opportunities arise, break down the scale of blocks to be more urban in scale, more pedestrian-friendly in character, and more appropriate to an employment district adjacent to the Mississippi River and a mixed-use transit village.~~

~~· Allow for a central green in the employment district.~~

Design streets to provide for all modes, including cars, bikes, pedestrians and transit; and

BE IT FURTHER RESOLVED, that the following changes proposed by Councilmember Thune, based upon

the testimony before the City Council during its May 6, 2015 public hearing, shall also be adopted and incorporated into West Side Flats Master Plan and Development Guidelines as indicated below Master Flats Plan, December 2014, be amended as follows:

1. Page 5, numbered bullet 7) - Build on existing strengths: Take best advantage of the West Side Flats' unique location, existing industrial business and jobs base, physical setting.....
2. Page 9, ¶1, Line 7: ...involvement of the residential and business community throughout the planning process. As a result of listening to the community.....
3. Page 15, numbered bulleted box 9), Line 3: ...district east of Robert Street to provide retain and grow high-paying job.....
4. Page 17, ¶3, Add new sentences to end: The existing commercial and industrial land uses are generally characterized by large surface parking lots and low lot coverages. Industrial businesses provide almost 5,000 high-paying, often unionized, jobs at more than 100 businesses in the Riverview and Riverview West Employment Centers. The tax base larger than other classes of property and the close-in job opportunities for area residents with or without a college education add significantly to the City's fiscal health and to the vibrancy of the West Side and the City.
5. Page 26, ¶3, Line 11 thru 13: a broader mix of land uses, retention and growth of jobs, higher development densities, and appropriate transitions between neighborhood and employment land uses. For the area east of Robert Street, this Plan recognizes the value of existing industrial businesses to provide high-paying employment opportunities, and supports their retention and improvement.
6. Page 26, first ¶ under MIXED-USE CORRIDORS, Lines 6 thru 8: Above street level, Wabasha Street is anticipated to have predominantly residential uses, while Robert Street is anticipated to be have predominantly residential uses facing the street on the west side of the street, and office/high technology uses facing the street on the east side of the street (above street level).
7. Page 28, under EMPLOYMENT CENTER
8. Delete entire section under Employment Center and replace with:  
Riverview Business Center, east of Robert Street, has significant growth potential for existing and new businesses. The goal for existing industrial businesses with well-paying jobs, high tax base, and related economic benefits is to retain and grow their operations. New living wage business opportunities will be identified over time, and may include sustainable creative enterprises/maker economy businesses on underutilized sites that complement the larger "powerhouse" industries. This area has significant growth potential. Reinvigorating the West Side's economy could also include attracting innovative, high technology companies that will value the proximity to an emerging urban village and the river corridor's natural amenities. The City and the Port Authority will continue to work to retain these valuable businesses that make up such a key part of the economic fabric of Saint Paul. The vision for the West Side Flats includes retaining the current industrial land uses and zoning, retaining and growing high-paying industrial jobs, and building closer relationships between these businesses and the neighborhood residents regarding employment, improving the look and feel of the area through tree planting, stormwater management, and other efforts that are important to these two fundamentally important parts of the West Side community.
9. Page 28, right hand column, under MAJOR PARKS AND OPEN SPACES  
Delete third bullet at top of right hand column and reference to Eva Street greenway.  
¶2, Lines 1 thru 4: While the Riverfront Esplanade is largely in place, the two proposed greenways along the freight line (west) and ~~Eva Street (east)~~ are is a concepts that will need to be explored further to address the relationship to an active rail line, ~~park/recreational needs of Employment Center~~, property acquisition, and the.....  
Page 31, LU7: Selected buildings may be adaptable for smaller artisanal, high-paying creative enterprises that promote entrepreneurship.....
10. Page 31, LU7: Selected buildings may be adaptable for smaller artisanal, high-paying and livable wage creative enterprises that promote entrepreneurship.....
11. Page 31, LU8: Title: Promote redevelopment of vacant and underutilized sites to benefit existing businesses, attract new businesses, and create an Employment Center ~~that is more urban in character.~~
12. Page 31, LU8, ¶1, Lines 3 thru 8: ~~Many existing businesses have large surface parking lots that are no longer needed and could be put to more productive uses. Redevelopment of large surface parking lots and other sites with development potential offer opportunities to grow businesses, and~~ add businesses, and

reduce the negative impacts of the predominance of parking lots existing today. Redevelopment should be consistent with the retention and expansion of existing businesses that provide livable wage and high-paying jobs, tax base, and other economic benefits.

13. Page 31, LU9, Delete the last sentence.

14. Page 31, LU10, Delete the last sentence.

15. Page 32, 2nd bullet: urban parks and open spaces, including the West Side Flats Greenway, ~~Eva Street Greenway and Park~~, and urban plazas:

16. Page 38, ¶1, Delete the last sentence (part of line 8, then 9 thru 11)

17. Page 38, ¶3, Lines 2 and 3: street grid within the West Side Flats, ~~both west and east~~ of Robert Street.

18. Page 38, Bullet #15: limited curb-cuts to maintain continuity along block faces and avoid interrupting pedestrian flows west of Robert Street

19. Page 41, second bullet, delete reference to Indiana Avenue, Fairfield Avenue, and Alabama Street. Under 2nd bullet, Lines 6 thru 8: Eva and State are planned to be ~~“green fingers”~~ green streets providing north and south connections for the greater West side community to the river.

20. Page 48, delete the 4th bullet in the left-hand column

Last ¶, add new sentence onto the end. Parks and open spaces land acquisitions should be accomplished by purchase from willing sellers when possible.

21. Page 49, remove Eva Street park from the map, as well as the grid streets (Indiana, Fairfield, & Eaton)

22. Page 50, POS1), delete the last sentence

23. Page 50, POS4), add to last sentence: public space- involving all stakeholders, including owners of private industrial land, in the solutions.

24. Page 52, ¶2, Line 7, add a new sentence: ....valuable urban land. There are also opportunities to work with industrial landowners to incorporate stormwater retention systems on private land thru innovative public-private partnerships. In addition to their core....

25. Page 54, under GREEN INFRASTRUCTURE STRATEGIES, add a new bullet: Public-private stormwater retention partnerships

26. Page 62, under PA4), Lines 3 thru 5: Bringing artists in early is a stimulus for other types of livable wage and high-paying developments, such as cafes, brewpubs, coffeehouses, and arts venues.

27. Page 65, ¶1, Line 8: West Side Flats Greenway, ~~Eva Street Park~~, and....

28. Page 66, remove Eva Street Park from the illustrative plan bird's eye perspective

29. Page 67, under STREETS, Line 6, add a new sentence: Intersection bump-outs and other streetscape amenities that limit truck radius turns from docks along State Street and Eva Streets are not recommended.

30. Page 76 - remove the intersection bump-outs from the illustration. Remove intersection bumpouts from the Design Features. Add to Design Features: Maintain adequate turning radius for truck traffic from all curb cuts and intersections.

31. Page 77 - Remove the intersection bump-outs from the illustration. Remove bumpouts, and streetscape furnishings from the Design Features. Add to Design Features: Maintain adequate turning radius for truck traffic from all curb cuts and intersections.

32. Page 78 - delete entire page 78 of street design criteria for the removed grid streets east of Robert

33. Page 81, under LANDSCAPING, 2) A minimum of two tree species should be planted per block face, or block face equivalent. Add a new numbered item: 10) Explore with private businesses opportunities to introduce trees into the industrial area.

34. Page 83, under SITE DEVELOPMENT, Line 2: residential, commercial, industrial, civic, and Employment Center uses,.....

35. Page 84, under LANDSCAPING,

2) Landscaped plazas, courtyards, ~~and gardens~~, and parking lots should be incorporated into site design.

4) Landscaping should be placed along exterior building walls to provide shade and cooling, including industrial buildings.

36. Page 84, under SERVICE, DELIVERY AND STORAGE AREAS

2). Landscaping and architectural screening should be used to minimize visual impacts of service, delivery and storage areas, and surface parking lots.

37. Page 86, #8), Line 2: A single, large, dominant building mass should be avoided in mixed-use and residential developments. Where large structures....

38. Page 90, #8), Line 3: and colors. ~~Even though these buildings store automobiles, they should appear...~~
39. Page 90, add a new numbered bullet: 13) Surface parking lots should incorporate trees in stormwater trenches or other innovative stormwater retention features.
40. Page 91, add a new numbered bullet: 14) The City should work with private businesses in the Employment Center to explore partnerships for stormwater retention and re-use.
41. Page 95, under RECOMMENDED AMENDMENTS TO CITY POLICIES AND REGULATIONS
- 3) Rezone the area east of Robert Street and north of Fillmore Ave from T3 to T3M, so that it is covered by the West Side Flats Master Plan. This rezoning will not create any nonconforming uses.
- 4) Rezone the parcels on the east side of Robert Street between Fillmore Avenue and Plato Boulevard to T3M ITM. Robert Street.....
- 5) Under bullet numbered 5) Rezone blocks between ~~Eaton Street (proposed new street east of Robert Street)~~, Plato Boulevard.....
- 5). Under bullet numbered 5) - Lines 6 thru 9 on Page 95 and Line 1 on Page 96. ....district. ~~The intent of the IT district is to provide areas for a mix of business types, including light industrial, office, and commercial that are compatible with nearby residential and traditional neighborhood districts, park, and parkways. The intent is to retain existing industrial businesses in a livable-wage, jobs-rich center for economic activity. This rezoning will not create any nonconforming uses.~~ The IT zoning district will enable a broader mix of businesses. in the area, and regulate future business development to be more compatible with the future urban village along the riverfront and to the west.
- Delete references to the grid street pattern and delete map depictions of Eaton, Fairfield and Indiana Streets to the east of Robert Street, and delete references to and delete map depictions of Eva Street Park on all maps, including the maps on Pages 8, 23, 27, 32, 37, 39, 43, 46, 49, 56 thru 59 (on Page 58, remove the B with a circle identifying the park), 61, 64, 66, 99, and A-31 thru A-33.
42. Page 100, under LAND USE & DEVELOPMENT
- 2) Evaluate the financial feasibility of City or Port Authority acquisition of vacant properties to assemble land for future master developer(s) and/or growing businesses.
43. Page 101, under STREET SYSTEM, bulleted number 3) As redevelopment occurs, design, acquire right-of-way for, and construct recommended new streets west of Robert Street.
44. Page 102, under PARKS & OPEN SPACES, bulleted numbers 3) and 5) delete both of these bullets
- 7) Prioritize dedication of funds for park development, rather than land, in the West Side Flats to finance land acquisition and construction of the West Side Flats Greenway in the mixed-use and residential zone.
45. Page 102, under GREEN INFRASTRUCTURE, bulleted number 1) .....along the linear greenways. Development of these greenways should involve participation from all stakeholders, including the abutting property owners.
46. Page 105, under FINANCING
- First bullet: Public ownership of land, and street rights-of-way, and public spaces
- 14th bullet: Business Improvement District (BID) for parking, streetscape, and wayfinding improvements with participation in development and operation of the BID from affected businesses.
- 15th bullet: Saint Paul Port Authority, e.g. offer energy saving retrofit assistance to existing businesses, energy financing programs, brownfield remediation
47. Page 108, under PHASE III
- Delete bullet #1.
- Delete bullet #3
48. Page 108, delete all of Phase IV (grid street east of Robert and Eva Street Park)
- Insert:
- Increase job density
- Increase land use diversity, allowing for employees to live within walking distance of employment
- Design streets to provide for all modes, including shipping and receiving trucks, cars, bikes, pedestrians and transit
- Plant trees along Eva and State Streets, and Fillmore Avenue
49. Page 108: Remove all references to years on the entire page.