

## ZONING COMMITTEE STAFF REPORT

1. **FILE NAME:** The Bridges **FILE #** 06-133-309
  2. **APPLICANT:** JLT Group, Inc. **HEARING DATE:** October 12, 2006
  3. **TYPE OF APPLICATION:** Rezoning
  4. **LOCATION:** Area bounded by Robert Street, Mississippi River, Hwy. 52 and Fillmore Avenue, except for the parcels east of State Street (and State Street extended to the river) and north of Alabama Street.
  5. **PIN & LEGAL DESCRIPTION:** See file.
  6. **PLANNING DISTRICT:** 3 **PRESENT ZONING:** TN3, I1, I2, RC4
  7. **ZONING CODE REFERENCE:** §61.801(b), 66.417, 66.420, 66.314, 66.320, 66.512, 66.513, 66.521
  8. **STAFF REPORT DATE:** September 18, 2006 **BY:** Lucy Thompson
  9. **DATE RECEIVED:** August 30, 2006 **60-DAY DEADLINE FOR ACTION:** October 29, 2006
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- A. **PURPOSE:** Application to rezone from TN3 (Traditional Neighborhood), I1 (Light Industrial) and I2 (General Industrial) to B5 (Central Business-Service)
- B. **PARCEL SIZE:** 1,166,000 square feet (26.76 acres). (This acreage includes River Park Plaza right-of-way, since it is bordered on each side by property proposed to be rezoned and owned by the applicant.)
- C. **EXISTING LAND USE:** Office, parking, foundry, mix of light industrial uses (including body shop/auto repair, electric company), levee
- D. **SURROUNDING LAND USE:**
  - North: Mississippi River; north of the river: Lower Landing, RR tracks, Central Business District
  - East: Light industrial, Hwy 52 (Lafayette Freeway) bridge
  - South: Riverview Industrial Park (office, light industrial)
  - West: US Bank operations center; vacant land (planned West Side Flats Urban Village)
- E. **ZONING CODE CITATION:** §61.801(b) provides for changes in zoning classification by application of the owners of 67% of the area proposed to be rezoned; Sec. 66.417 and Sec. 66.420 provide the intent and principal uses in the B5 district; Sec. 66.314 and 66.320 provide the intent and principal uses in the TN3 district; Sec. 66.512, 66.513 and 66.521 provide the intent and principal uses in the I1 and I2 districts.
- F. **HISTORY/DISCUSSION:** The I1 and I2 zoning within the area proposed for rezoning dates back several decades, reflecting the historic use of the riverfront for industrial purposes. Over time, the specific land uses on the I1 and I2 parcels have changed, but they are still used for general industrial purposes (not all of which are river-dependent).

The TN3 zoning has a more recent history, and is tied to the planned redevelopment of the West Side Flats (west of Robert Street and north of Plato Boulevard, not part of this rezoning application) as a mixed-use urban village. Following three years of visioning and planning for the West Side Flats, the City Council in **October 2000** created a new zoning district, OS2 General Office-Service, to provide for the development of compact, pedestrian-oriented urban villages with a diverse mix of higher-density commercial, residential, civic and recreational uses located within a quarter mile of high-frequency transit service. The area west of Robert Street was rezoned to OS2 to implement the *West Side Flats Development Strategy* and facilitate redevelopment of the West Side Flats as a mixed-use urban village.

In **March 2001**, the Planning Commission initiated the Downtown Riverfront 40-Acre Study to implement the *Mississippi River Corridor Plan*, the *Land Use Plan* and the *Saint Paul on the Mississippi Development Framework* by making zoning more consistent with City policy, and existing and proposed uses along the riverfront. This study looked at riverfront sites beyond the

West Side Flats, such as the parcels east of Robert Street and north of Fillmore Avenue (currently zoned TN3 and part of this rezoning application) and the Upper Landing. The area east of Robert Street was proposed for rezoning to OS2 to allow new higher-density, mixed-use (commercial and residential) development consistent with the existing office building and with the *Mississippi River Corridor Plan, Land Use Plan, Saint Paul on the Mississippi Development Framework* and planned West Side Flats Urban Village. In **July 2001**, the City Council approved rezoning of, among other sites, the parcels east of Robert Street and north of Fillmore Avenue owned by JLT Group, Inc. to OS2.

In **May 2004**, the Traditional Neighborhood districts (TN1-3) were created by the City Council, with TN3 replacing OS2. All parcels zoned OS2 were "converted" to TN3. This included the West Side Flats Urban Village (immediately west of the subject parcels), and the parcels east of Robert Street and north of Fillmore Avenue owned by JLT Group.

In **December 2004**, an Alternative Urban Areawide Review (AUAR) for the entire 75-acre Bridges of Saint Paul project (including more than the area proposed for rezoning) was completed. A mitigation plan was adopted in 2005 by the Saint Paul City Council to address and minimize adverse effects on the environment identified during the AUAR study process.

G. **DISTRICT COUNCIL RECOMMENDATION:** On September 21, 2006, the West Side Citizens Organization (District 3) adopted a resolution opposing the rezoning.

H. **FINDINGS:**

1. Project Proposal

The applicant wishes to rezone land currently zoned TN3, I1 and I2 to B5 to develop Phase I of the Bridges of Saint Paul project. The applicant submitted a master site plan for Phase 1 of the project along with the rezoning application to help explain the purpose of the rezoning. (The master site plan is not being considered for approval at this time, because the applicant does not have control of the entire site.) Phase 1 consists of 1031 housing units, 420,000 square feet of retail, 380,000 square feet of office (340,000 of which are existing), 250 hotel rooms, 4,100 structured parking spaces, and approximately 250 temporary surface parking spaces. The area proposed to be rezoned is slightly larger than Phase 1. Parking is provided on two levels underneath the entire Phase 1 project. Two private streets are proposed, running parallel to Fillmore Avenue and the river. Bridges Avenue is a pedestrian spine through the middle of the project; River Drive is a fire, service and loading lane running along the river above the current levee walkway. Four vehicular entry points bring traffic from Fillmore Avenue into the project at the below-grade parking level; one of the entries also allows access to the hotel via a drop-off circle above-grade. The proposed project is south of the levee. According to the applicant, the proposed floor area ratio (FAR) for Phase 1 is 2.09. The proposed heights including two levels of parking, range from 5-6 stories (93-97 feet) above-grade to 32 stories (386 feet) above-grade.

2. Existing Underlying Zoning and Land Use

The area proposed for rezoning to B5 is currently zoned TN3, I1 and I2. The TN3 parcels are used for offices and related surface parking. The I1 parcels are used for an auto repair/body shop and electrical contractor. The I2 parcels are used as a levee and foundry. The site itself is located on the river flats across from the bluffs of downtown, where the topography of the river valley changes from a steep river gorge upriver to a broad floodplain downriver.

3. Existing RC4 River Corridor Urban Diversified (Overlay) Zoning

The area proposed for rezoning is within the RC4 (Urban Diversified) Mississippi River Corridor Overlay District. The Mississippi River Corridor Overlay District regulates land use in the Mississippi River Critical Area (established in 1976 by Governor's Executive Order for 72 miles of river from Ramsey to Hastings) within Saint Paul. The purpose of the Overlay District is to protect the Mississippi River as a natural, biological, ecological, economic, historical, cultural

and scenic resource. The area proposed for rezoning is also part of the 54,000-acre Mississippi National River and Recreation Area. No change is requested to the RC4 overlay zoning.

4. Comparison of Existing Zoning with Proposed Uses

All of the proposed land uses in Phase 1 are permitted under existing (TN3, I1 and I2) zoning, with the exception of general retail uses and restaurants over 10,000 gross square feet, which are conditional uses in TN3. The applicant has not yet identified the proposed size of the individual commercial uses. RC4 zoning allows the same permitted and conditional uses as underlying zoning.

5. Comparison of Existing Zoning with Proposed FAR and Building Heights

The proposed FAR of 2.09 (Phase 1) is allowed under existing TN3 (maximum permitted FAR = 3.0) and I2 (maximum permitted FAR = 3.0) zoning, but not under existing I1 (maximum permitted FAR = 2.0) zoning. (The FAR of 2.09 is somewhat less than a typical downtown FAR, because the total land area for Bridges, Phase 1 includes private streets.) None of the proposed heights (93-386 feet) are allowed under existing zoning. The maximum height permitted in TN3 is 55 feet, 50 feet in I1, and in 75 feet in I2. In the proposed B5 district, height is regulated by maximum FAR only, which is 5.0. RC4 River Corridor Urban Diversified overlay zoning does not contain any height restrictions.

6. Impact of Building Heights on Holman Field Operations

As part of the AUAR, the Federal Aviation Administration determined that none of the proposed structures (in terms of height) would have "an adverse effect on the safe and efficient utilization of the navigable airspace by aircraft or on the operation of air navigation facilities." None of the structures was found to be a hazard to air navigation at Holman Field.

7. Intent of Proposed (B5 Central Business-Service District) Zoning

§66.417 of the Zoning Code states that the B5 Central Business-Service District "is intended to provide necessary services for the population area which is served by all of the previous business districts," and provides for "business uses which are needed in proximity to the Central Business District and require central location to permit serving of the entire city." It is used for areas around and adjacent to the Central Business District, including north of I-94 to University Avenue and southwest along Smith Avenue to Grand Avenue/Ramsey Street. B5 provides a transition in land use, scale and form between the core of the Central Business District and surrounding areas. The land uses and scale of development proposed by the applicant are generally compatible and consistent with a B5 zoning classification.

9. Consistency with the *Land Use Plan*

- a. B5 zoning for this site would be generally **consistent** with the *Land Use Plan* chapter of the Comprehensive Plan in the following ways:
  - It would support an increase in the number of jobs and housing units in the city and focus growth along a transit corridor (Robert Street). (Policy 3.3.1)
  - It would allow new housing construction to help meet the projected demand for 3,000 new housing units in linked urban villages around the downtown and on the West Side Flats by 2020, in a location that will sustain its residential value over time. (Policies 4.5.1, 5.3.2, 5.4.1, 5.4.4)
  - It would allow for a range of housing types and values. (Policies 5.3.1, 5.3.2)
  - It would encourage more housing and jobs to locate along high-service bus routes (Policy 5.5.2)
  - It would provide a mix of land uses. (Policy 6.2.2)

- b. B5 zoning would be **inconsistent** with the *Land Use Plan* in the following ways:
- On this site, the heights allowed under B5 zoning, and necessary to develop the proposed project, would negatively impact the topographic features of the city, especially the bluffs, by allowing buildings on the river flats that are taller than the bluffs, and by blocking views of and from the bluffs. (Policy 3.4.1)
  - On this site, the height and scale of buildings allowed in B5 would create a barrier between surrounding areas and the river, and negatively impact several of the views and vistas identified in the *Land Use Plan*. (Policy 7.8.1)
  - On this site, the height and scale of buildings allowed in B5 would stop, rather than extend, the influence of the river valley into the "Greater West Side" neighborhood. Buildings with a maximum FAR of 5.0 and no height limit would be detrimental to the sense of the river valley in this location and harm the neighborhood's connection to this topographically unique part of the river corridor. (Policy 7.2.3)
- c. The existing TN3 zoning better addresses several of these and other key policies in the *Land Use Plan*, because it requires adherence to a set of design standards (Table 66.343) that:
- ensure compatibility with the Ten Principles for City Development (most notably those dealing with urban ecology, connectivity and the public realm) and the land use themes of the *Saint Paul on the Mississippi Development Framework* (most notably connectivity, re-greening the river valley; connecting to nearby land uses; designing streets to accommodate transit, bikes and pedestrians as well as cars; designing buildings to meet the street and increase pedestrian activity on the sidewalks; and providing a continuous urban fabric to keep streets interesting for pedestrians). (Policies 3.5.1, 4.1.1)
  - promote the corridor's natural ecology, improve public access and recreational uses, and require a finer pattern of public streets than the current industrial park configuration. (Policies 6.2.1, 6.2.2, 6.2.3)

10. Consistency with the *Mississippi River Corridor Plan*

- a. The *Mississippi River Corridor Plan* is the only chapter of the Comprehensive Plan that must be reviewed and approved by the State. The Plan was approved by the Minnesota Department of Natural Resources in 2001. In general, B5 zoning for this site would be **inconsistent** with the *Mississippi River Corridor Plan* because the height and scale of buildings permitted under B5 zoning would not respond to the surrounding neighborhood context, topography or public realm; respect the urban ecology and topography of the Mississippi River Valley; or heighten the experience of the river corridor by preserving critical public views. Specifically, B5 zoning would be **inconsistent** with the *Mississippi River Corridor Plan* in the following ways:
- It would allow a scale of development that is less likely to be served by natural stormwater management techniques. (Policy 4.4.7)
  - On this site, it would allow building height and scale that would harm views of the river and negatively impact public views to the top of the High Bluff. (Policies 5.1.1, 7.2.1)
  - On this site, it would allow a scale, form and configuration of development that would harm the connection between the city and river. (Policy 6.4.1)
- b. The existing TN3 zoning has height limits and design standards that are generally consistent with the urban design policies and objectives in the *Mississippi River Corridor Plan*. Specifically, the TN3 design standards (Table 66.343):

- ensure development consistent with the site's location in the Lowlands, including an urban street grid that provides access to the river's edge, a fine-grained system of blocks and streets, and urban continuity through the integration of streets and blocks into existing traditional patterns; (Policy 7.1.1)
- encourage the project to be designed in a way that enhances physical and visual connections between the West Side neighborhood and the river's edge; (Policy 7.1.5)
- require street-level windows, active street-level uses and front doors facing the street. (Policy 7.2.5)

11. Consistency with the *Parks and Recreation Plan*

- a. B5 zoning would be **inconsistent** with the *Parks and Recreation Plan* in the following ways:
  - On this site, it would allow a height and scale of development that is not environmentally compatible with the river's history and the site's unique location, nor would it foster a park-like riverfront character. (Policy 9)
  - On this site, it would allow a height and scale of development that negatively impact significant river and downtown skyline views for the public, obstruct public access and views to the river, and are a barrier between the rest of the West Side and the esplanade trail along the top of the levee. (Policies 10.b., 10.c., 36, 38)
- b. The existing TN3 zoning better addresses several of these and other key policies in the *Parks and Recreation Plan*, because it requires:
  - that a certain percentage of the total zoning area be dedicated open space, accessible to and usable by the public. This is especially important because the scale of proposed development is likely to add significantly to the need for public open space and recreational facilities in this neighborhood. (Policy 5)
  - a master plan showing existing parks and open space within ½ mile of the site, an open space plan (including all areas to be set aside as public or private open space and their preliminary design treatment), a preliminary landscape plan (indicating street trees and landscape treatment of all streets and public spaces) and a preliminary stormwater plan (including how stormwater treatment is integrated with the landscape and site design). (Policies 5, 16)

12. Consistency with the *Transportation Plan*

B5 zoning would be **inconsistent** with the *Transportation Plan*, because it would allow a scale of development beyond the downtown core - the hub of the city's transit system and a major hub in the regional transit system - that would generate a significant number of vehicular trips for which transit and other non-car modes of travel are not a viable alternative. In spite of the fact that Robert Street is a transit corridor, the level of transit service planned for the site, along with the provision of 2200 free parking spaces in Phase 1, will encourage arrival by car and discourage the use of alternative modes of travel. (Policies 4, 52)

13. Planning Precedents for the Area Proposed for Rezoning

Redevelopment of the parcels along the riverfront on the West Side has consistently been envisioned not as an extension of downtown, and therefore not appropriately zoned B5. The Comprehensive Plan, *Saint Paul on the Mississippi Development Framework*, *West Side Community Plan*, *West Side Flats Master Plan*, *Harriet Island/District del Sol Concept Plan*, and WSCO's Principles of Riverfront Development (accessibility, connectedness, opportunity, quality) support redevelopment that reconnects the "Greater West Side" to the

Mississippi River, by extending the urban street and block pattern, and traditional neighborhood character of the historic West Side to the river. These documents support redevelopment of the West Side Flats and adjacent riverfront land as a higher-density, pedestrian- and transit-oriented mixed use urban village with a mix of housing types and sizes, a system of interconnected public streets connected to the existing street network, and a system of public open space amenities. The TN3 Traditional Neighborhood zoning district, which is what most of the subject site is currently zoned, permits this type of development and is an appropriate zone for this type of development in terms of land use, scale and urban form.

14. The Saint Paul Downtown Development Strategy

As a companion to the planning approach towards the West Side Flats mentioned above - that the West Side riverfront should be developed as an extension of the traditional, historic West Side neighborhood, not downtown - the Saint Paul *Downtown Development Strategy* does not support extension of downtown across the Mississippi River. The *Downtown Development Strategy* identifies several opportunities for investment in the existing downtown core to strengthen it as a center for arts, culture and entertainment; living, working and playing. It does not recommend that the boundaries of downtown be expanded to meet the expected demand for new development; rather, it assumes that new demand is met by redeveloping vacant and underutilized sites within the existing core.

**I. STAFF RECOMMENDATION:** Based on the above findings, staff recommends denial of the application to rezone a portion of the area bounded by Robert Street, Mississippi River, Hwy. 52 and Fillmore Avenue from TN3, I1 and I2 to B5.

## **COMPREHENSIVE PLAN POLICIES RELEVANT TO BRIDGES REZONING APPLICATION**

### **Land Use Plan**

**3.3.1** Saint Paul will support an increase in the number of jobs and housing units in the city, and will try to focus growth along transit corridors, thereby supporting the strategies of the Metropolitan Council's Regional Blueprint.

**3.4.1** The City will work to protect and enhance the topographic features of the city, such as the bluffs, ravines, hills, overlooks, ponds, and wetlands. The City will promote development that is consistent with enhancing the city's physical setting.

**3.5.1** As development opportunities arise and projects are designed, the City will refer to the Ten Principles for guidance and consistency over time.

**4.1.1** The City, together with many downtown partners, will promote the main land use themes of the *Saint Paul on the Mississippi Development Framework*:

- Re-greening of the downtown river valley (Great River Park concept)
- Bringing people to the riverbanks and bluff lines
- Connectivity, or complementarity, of each land use with others nearby
- Creating new mixed use urban villages to frame the office core
- Designing streets to accommodate transit, bikes, and pedestrians as well as cars
- Improving the public realm beginning with Wabasha Street
- Downtown parks as centers for development
- Designing buildings and promoting land uses to meet the street and increase pedestrian activity on the sidewalks
- Continuous urban fabric so that the streets are interesting for pedestrians

**4.5.1** The City's goal is to build 3,000 housing units in linked urban villages around the downtown and on the West Side flats by 2020 (see Figure F) and create live-work environments throughout the downtown. Preliminary planning should proceed for all potential urban village locations, recognizing that before construction starts priorities among the alternatives will need to be set both for public investment and for market absorption. (Note: A more detailed discussion of opportunities for new housing is found in Section 5.4.)

**5.3.1** Each of the seventeen planning districts in the city should have lifecycle housing, that is, a mixture of single-family houses, townhouses, condominiums, apartments, and seniors housing. People of all ages should be able to live conveniently in every part of the city.

**5.3.2** The City will support expansion of the range of housing values in each neighborhood, especially in low-income areas. As government housing programs shrink, it becomes even more essential to the whole city that every neighborhood find a self-sustaining niche in the real estate market.

Every neighborhood should provide for a sound economic housing investment.

**5.4.1** The City will promote building new housing to meet the growing market of empty nesters as the baby boom ages. There is a substantial growing demand for market rate townhouses, condominiums and apartments with high amenities. Figure K shows how the market for city living could grow in Saint Paul over the next twenty years.

**5.4.4** The City will use the following guidelines for sites for new housing:

- Sites close to amenities where residential value will be sustained over time should be developed with housing.
- Housing sites along major transportation corridors and near commercial centers should meet the market demand for townhouses, condominiums, and apartments.
- Prime sites for townhouses, condominiums, and apartments should be protected from other development that prevents their development as such.

**5.5.2** The City will encourage more housing and jobs to locate along high-service bus routes (15-minute headways during rush hours; 30-minute headways in the off-peak). This recommendation is discussed in more detail in Section 6.8 of this report.

**6.2.1** The City will maintain a high priority on appropriate management of the River Corridor and will support changes consistent with enhancement of the corridor's natural ecology within an urban segment of the river. Generalized land use and large sites with redevelopment potential are shown on Figure O.

**6.2.2** The City will continue to improve public access and recreational uses where possible throughout the corridor.

**6.2.3** The urban villages across the Robert and Wabasha bridges from downtown are envisioned to be mixtures of existing and new buildings and also mixtures of land uses—residential, office, and some retail and industrial. Some low-intensity land uses will be replaced by redevelopment. Urban village areas should have a finer pattern of streets than the current industrial park configuration.

**7.2.3** The City, together with other government units, should reconnect neighborhoods to the Mississippi River by completing the parkway and trail systems that provide access to the river valley and extend the influence of the river valley further into neighborhoods. (These systems are already planned in detail in the Parks and Recreation Plan.)

**7.8.1** The City supports the preservation of views and vistas. Major viewpoints or corridors are shown in Figure Y. They are further specified in the River Corridor Plan and in area plans.

### **Mississippi River Corridor Plan**

**4.4.7** The City supports using storm water management elements such as ponds and swales to unite development areas with the natural environment. Emphasize what these elements add to site development in terms of aesthetic benefits and cost-effective storm water management. Incorporate public use as a site amenity whenever possible in designing storm water management systems.



**5.1.1** New development in the floodplain or within 300 feet of the ordinary high water mark should have a relationship to the river, a need for a river location, and/or should enhance the river environment. (New development on the north side of the river between Chestnut Street and Lafayette Blvd. is exempted from this policy.) In addition, new development should not hinder implementation of existing Plans, and in all other respects should be consistent with the goals and policies of the Comprehensive Plan.

Criteria for approval of new development include:

- having an economic or operational need for a river location
- supporting the attractiveness of surrounding neighborhoods
- sustaining the economic vitality of riverfront improvements
- offering public access to and along the river
- maintaining views of the river
- cleaning up polluted areas on the site
- meeting or exceeding applicable natural resource policies in this Plan

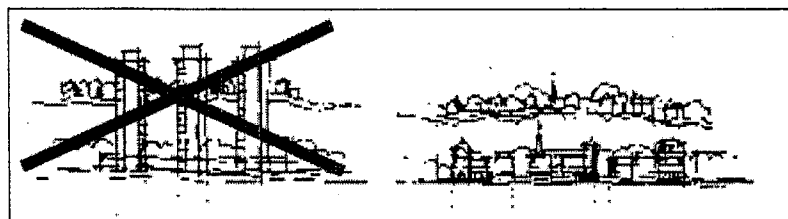
**6.4.1** In strategic river corridor locations adjacent to existing neighborhoods, the City supports redeveloping vacant and underused industrial land sites as new mixed-use urban village neighborhoods that help reconnect the city to the river.

**7.1.1** In the Lowlands, new urban villages (as defined in Objective 6.4) should establish an urban street grid that provides access to the river's edge. The City supports utilizing historic street patterns when re-creating street grids. If a historic grid does not exist, new urban villages should establish a fine-grained system of blocks and streets. When feasible, new development should also assure urban continuity by integrating all new street and block patterns into existing traditional patterns.

**7.1.5** Street design should accommodate all modes of movement (bicycles, pedestrians and cars). Streets and other public rights-of-way should provide physical and visual connections between river valley neighborhoods and the river's edge.

**7.2.1** In Lowland areas, new development should employ building envelopes that heighten the experience of the river corridor by preserving public views to the top of the High Bluff. Public views from the Uplands or Terrace to the water edge of the opposite side of the river should be maximized.

Figure Y  
New building scale  
should be sensitive  
to topography



**7.2.5** Building design should add vitality to the street and sidewalk by providing street-level windows and active street-level uses, semi-public spaces in front of buildings, and front doors facing the street.

## **Parks and Recreation Plan**

- Policy 5.** Take advantage of opportunities that arise from redevelopment activities to add to or enhance the city's open space and natural resources. Priority will be given to opportunities that do not add publicly-owned and developed parkland that will require additional public maintenance or operating expenses.
- Policy 9.** Encourage riverfront development that is environmentally compatible with its history and unique location and fosters a park-like riverfront character, including but not limited to opening the riverfront to more personal recreation activities like swimming, fishing, and canoeing.
- Policy 10.** Strengthen downtown and neighborhood connections to the River through:
- b.** Preservation and enhancement of significant river and downtown skyline views for the public wherever possible; and (Map, p.11)
  - c.** Limitations on building heights and setback encroachment in areas that would obstruct public access and views to the River.
- Policy 16.** Pursue opportunities and joint use partnerships to acquire or provide access to land for parks, open space, or recreation development according to the following criteria:
- a.** Priority will be given to areas that are under-served due to distance to existing parks, population density, or inadequate size and condition of existing nearby park(s);
  - b.** Land parcels must be of adequate size to accommodate proposed development;
  - c.** Availability and commitment of resources, public and/or private, to develop, operate, and maintain new park facilities;
  - d.** Gifts of suitable land will be accepted when resources, public and/or private, are identified to maintain the property; and
  - e.** Conformity with other applicable public policy.
- Policy 36.** Maintain public access to parks and recreation facilities, services, and programs through:
- a.** Establishment of a fee policy and review process that ensures fees and equipment charges do not create barriers to participation;
  - b.** Encourage the MCTO and other transit providers to improve coordination, convenience, and affordability of transit access to parks and recreation programs and facilities;
  - c.** Work with Public Works, the Police, district councils, schools and others to identify and promote "safe routes" to park facilities (see Objective 3, policy 8); and
  - d.** Provide directional signage for parks.
- Policy 38.** Ensure development adjacent to parks does not in any way create a barrier to public access, use, or enjoyment of a park facility.

## **Transportation Plan**

**Policy 4.** The City should guide land use development of the city in ways that reduce trips and promote use of alternative modes of travel.

**Policy 52.** The City should work to ensure targeting of public investment and economic development incentives around major transit destinations and significant transfer points, including LRT stations.

Saint Paul  
Zoning Maps

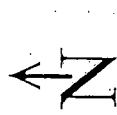
- Residential
- RL, R1-R4
- One-Family
- RT1
- Two-Family
- RT2
- Townhouse
- RM1-RM3
- Multiple-Family

- Traditional Neighborhood
- TN1-TN3
- (mixed use)

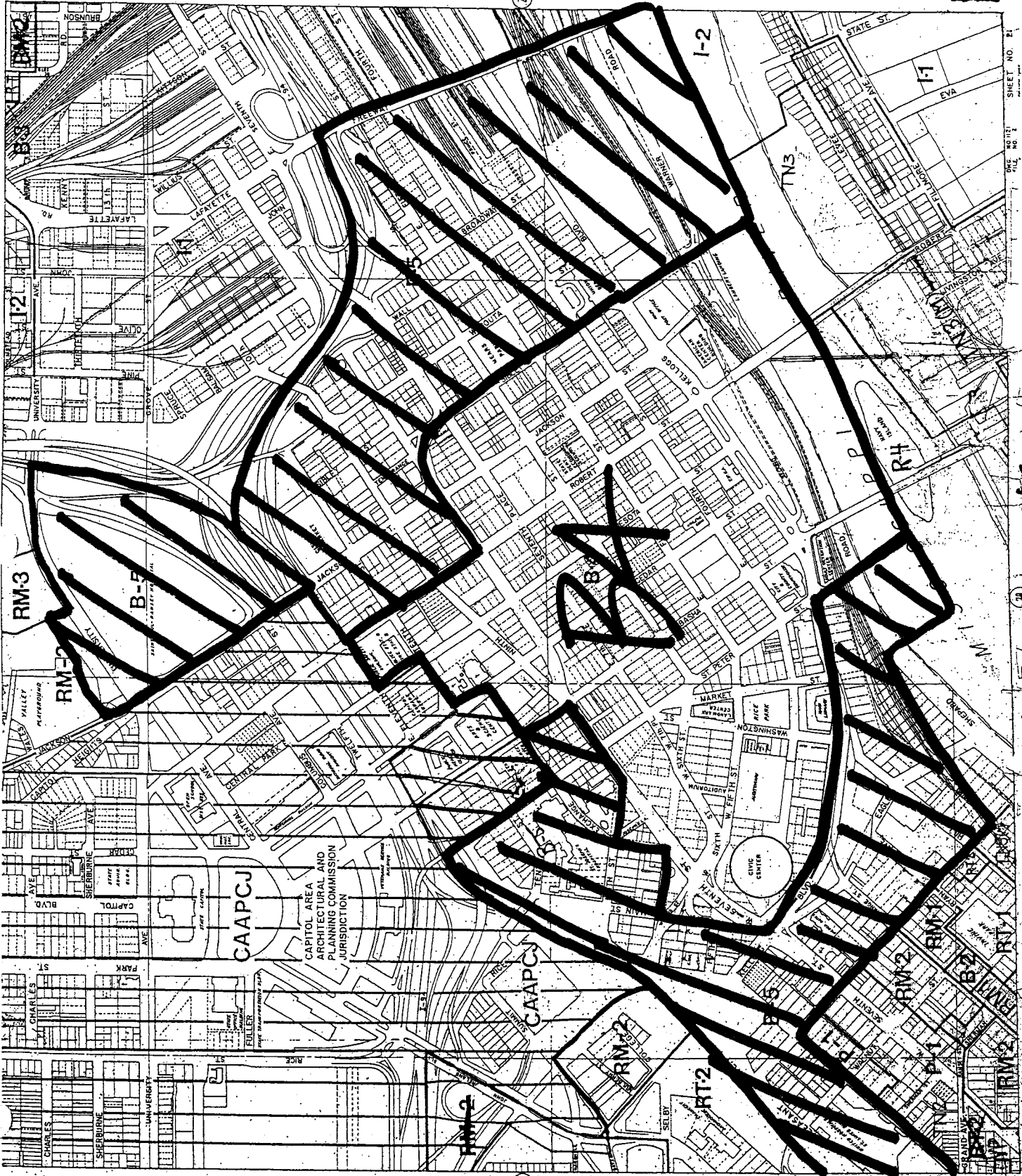
- Business
- OS
- Office-Service
- BC
- Community Business
- (Converted)
- B1-B3
- Business
- B4-B5
- Central Business

- Industrial
- IR, I1-I3
- Industrial

- Special
- VP (P-1)
- Parking
- PD
- Planned Development



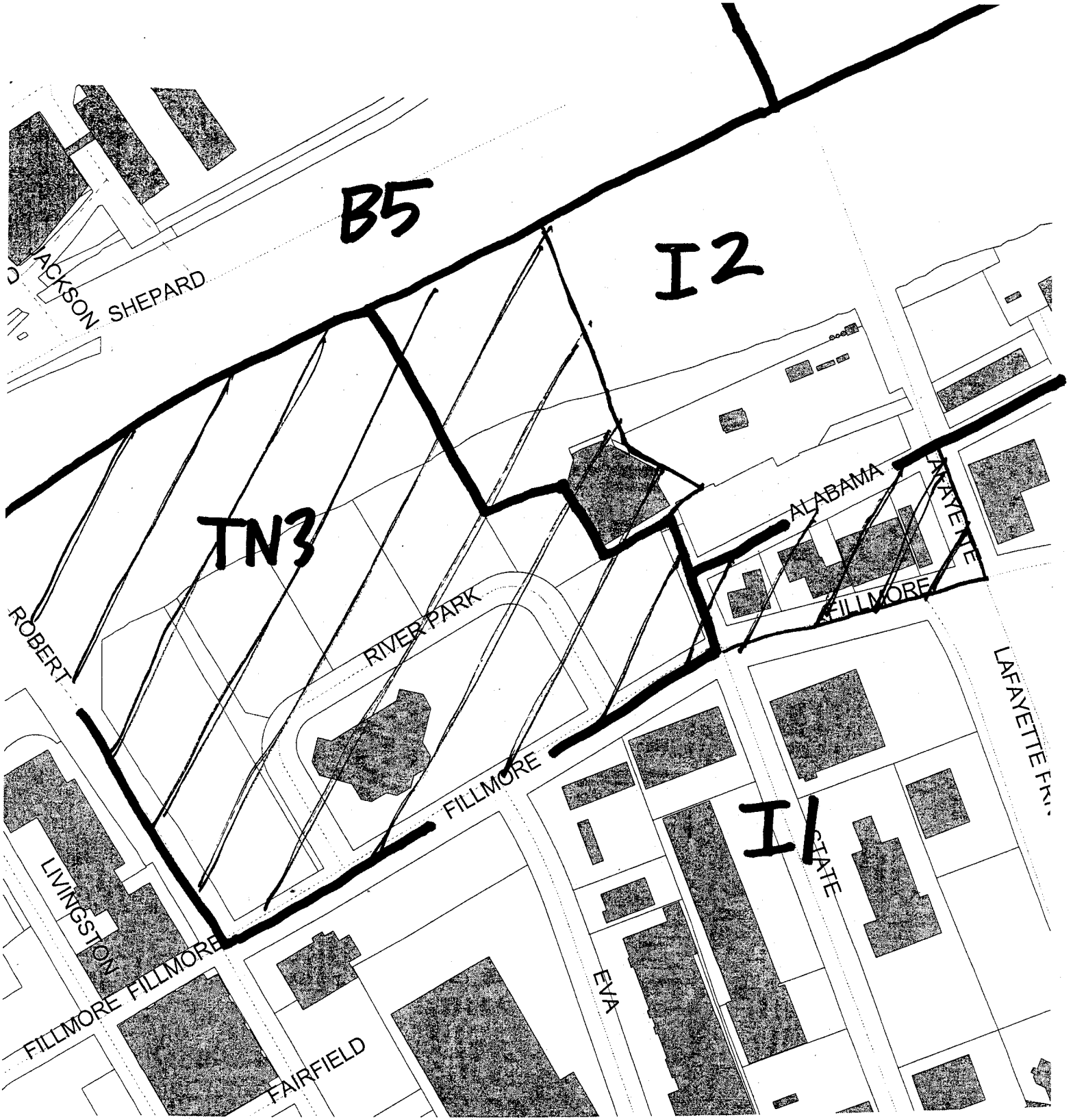
21



EXISTING BA & B5 ZONING

SHEET NO. 21

PRINTED AT THE SAINT PAUL CITY ENGINEERING DEPARTMENT



APPLICANT JLT Group  
 PURPOSE Re2 I1, I2, TN3 → B5  
 FILE # 06-133309 DATE 8-30-06  
 PLNG. DIST. 3 MAP # 21, 22

**LEGEND**  
 zoning district boundary  
 subject property

- one family
- two family
- multiple family
- commercial
- industrial
- vacant

SCALE 1" = 400'

