ZONING COMMITTEE STAFF REPORT

1. **FILE NAME:** IAF 2400 University LLC

FILE # 15-136-832

2. APPLICANT: IAF 2400 University LLC

HEARING DATE: August 27, 2015

- 3. TYPE OF APPLICATION: Conditional Use Permit
- 4. LOCATION: 2400 University Ave W.
- 5. PIN & LEGAL DESCRIPTION: 292923340064, Auditors Subdivision No 4 Sely 50 Ft Of Nwly 150 Ft Of Nely 120 Ft Of Lot 30 And Ex Nwly 150 Ft And Ex Swly 56 Ft And Ex Sely 33 42/100 Ft Measured On Nely Lot L Of Nely 65 125/1000 Ft Measured Par With Nwly Lot L Lot 30

6. PLANNING DISTRICT: 12

PRESENT ZONING: T3

7. **ZONING CODE REFERENCE:** §66.331; §61.501

8. **STAFF REPORT DATE:** August 20, 2015

BY: Anton Jerve

9. **DATE RECEIVED:** July 7, 2015

60-DAY DEADLINE FOR ACTION: September 5, 2015

- A. **PURPOSE:** Conditional use permit for maximum building height of 75 feet
- B. PARCEL SIZE: 38,500 sq. ft.
- C. **EXISTING LAND USE:** Vacant commercial.
- D. SURROUNDING LAND USE:

North: Commercial (T3) East: Mixed Use (T3) South: Commercial (T4)

West: Multi-family Residential (T3)

- E. **ZONING CODE CITATION:** §66.331(g) provides for a maximum height of ninety (90) feet with a conditional permit in T2 districts; §61.501 lists general conditions that must be met by all conditional uses.
- F. HISTORY/DISCUSSION: The existing building at 2400 University/735 Raymond was constructed in 1928 as the General Motors Truck Company Building. More recently, the building hosted a theater, and an armored truck garage and maintenance facility. The building has been vacant for the last year. The structure is a contributing building in the locally-designated University-Raymond Commercial Historic District, which requires design approval by the Heritage Preservation Commission (HPC). The applicant's proposed building addition to the existing historic structure was denied by the HPC (HPC File #: 15-036). The decision was appealed to City Council (Council File #: AHPC 15-2). The City Council held a public hearing on August 5, 2015 and the hearing was held over to August 19. Prior to the City Council meeting, the applicant modified the design of the building, including increasing setbacks of the new construction along Raymond. The City Council voted unanimously to uphold the appeal and approve the revised plans on August 19, 2015. Council added conditions to its approval to restore an additional window on the Raymond Avenue frontage and to coordinate with HPC on final design details.
- G. **DISTRICT COUNCIL RECOMMENDATION:** The District 12 Council recommends support of this CUP application.

H. FINDINGS:

- 1. The applicant is proposing a 75-foot tall mixed-use project, Raymond Avenue Flats, which will rehabilitate an existing building and construct a five-story addition on its roof. The addition will contain 119 market-rate apartments. The existing building will contain over 11,000 square feet of commercial space along University and Raymond, as well as a parking garage to support the uses. The addition will be set back 77 feet from University, at least 12 feet from Raymond, and over 30 feet from the Chittenden and Eastman Building to the west.
- 2. §66.331(g) provides for "a maximum height of ninety (90) feet with a conditional permit." The 75-foot height of the project is appropriate at this location because it has been identified for higher

Zoning Committee Staff Report Zoning File # 15-136-832 Page 2 of 3

density by both the Comprehensive Plan and Raymond Station Area Plan. Furthermore, the area south of the site, across Myrtle Avenue, is zoned T4, which allows 75 foot tall buildings by-right.

- 3. §61.501 lists five standards that all conditional uses must satisfy:
 - (a) The extent, location and intensity of the use will be in substantial compliance with the Saint Paul Comprehensive Plan and any applicable subarea plans which were approved by the city council. This condition is met. The site of the proposed development is identified as a Mixed Use Corridor and Neighborhood Center in the Land Use Chapter of the Comprehensive Plan. The following Land Use Chapter policies support mixed-use development, such as the proposed project, in Mixed-Use Corridors and Neighborhood Centers:
 - 1.2 Permit high density residential development in Neighborhood Centers, Mixed-Use Corridors, the Central Corridor, and Downtown.
 - 1.14 Plan for growth in Neighborhood Centers.
 - 1.15 Promote Neighborhood Centers as compact, mixed-use communities that provide services and employment close to residences.
 - 1.19 Promote conditions that support those who live and work in Neighborhood Centers, including frequent transit service, vibrant business districts, a range of housing choices, and community amenities.
 - 1.23 Guide development along Mixed-Use Corridors.
 - 1.24 Support a mix of uses on Mixed-Use Corridors.
 - 1.25 Promote the development of more intensive housing on Mixed-Use Corridors where supported by zoning that permits mixed-use and multi-family residential development.

The following Housing Chapter policies from the Comprehensive Plan support the use:

- 1.2. Meet market demand for transit-oriented housing.
- 1.3. Revitalize the city by developing land-efficient housing.

The following Historic Preservation Chapter policy supports the use:

5.4 Invest in historic resources along transit corridors as part of a larger neighborhood revitalization and reinvestment strategy.

The following Raymond Station Area Plan policies support the use:

4.1.1 Built Form

New development should fit with its surroundings.

- a) New development along University Avenue should be 2 to 6 residential stories in height with transitions that respect the existing scale and character of the historic buildings along the street.
- e) Building design should incorporate materials and an architectural style that is distinguishable as contemporary, yet compatible with adjacent historic buildings through scale, rythym, [sic] color and materials, while meeting the University-Raymond Commercial Historic District Design Guidelines.

All new development should promote transparency and activity at street level.

- f) First floor commercial or retail uses should help to animate the street by incorporating large glass frontages that allow the activity within to be seen from the street and have at least one entrance that is oriented towards Raymond or University Avenue, access points to the station platforms, and/or key gathering places.
- g) Commercial or retail uses should be located in the first floor of all buildings within the Priority Active Frontage zones [...].
- (b) The use will provide adequate ingress and egress to minimize traffic congestion in the public streets. This condition is met. The use will provide ingress and egress at two existing curb

Zoning Committee Staff Report Zoning File # 15-136-832 Page 3 of 3

- cuts on Raymond Avenue. The curb cuts will access separate enclosed parking areas of 26 spaces and 33 spaces.
- (c) The use will not be detrimental to the existing character of the development in the immediate neighborhood or endanger the public health, safety and general welfare. This condition is met. The proposed mixed-use building is consistent with the long-range plans and zoning for the area and its uses are complementary with the immediate area, and will not endanger the public health, safety and general welfare.
- (d) The use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district. This condition is met. The uses proposed for the mixed-use building are allowed in the district, and will not impede the normal and orderly development and improvement of surrounding property for uses permitted in the district.
- (e) The use shall, in all other respects, conform to the applicable regulations of the district in which it is located. This condition is met. The proposed development conforms to all other regulations in the T3 zoning district.
- I. STAFF RECOMMENDATION: Based on the above findings, staff recommends approval of the Conditional Use Permit for maximum building height of 75 feet subject to the following additional condition:
 - 1. Final plans approved by the Zoning Administrator for this use shall be in substantial compliance with the plan submitted and approved as part of this application.

PAUL AALA

CONDITIONAL USE PERMIT APPLICATION

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

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Supporting Information:

IAF 2400 University LLC is proposing to redevelop the existing commercial/industrial building at 2400 University Avenue West into a mixed-use project ("Project") containing both residential and commercial components. This is a permitted use under the property's existing zoning classification, Traditional Neighborhood 3 (T-3).

The proposed redevelopment will meet all of the required T-3 district dimensional standards outlined in Section 66.331 of the St. Paul Zoning Code, but is seeking a conditional use permit to exceed the maximum allowable height for the redeveloped building. Under Section 66.331 of the St. Paul Zoning Code, the maximum allowable height for a mixed-use building is fifty five (55) feet. However, Section 66.331(g) specifically notes that "except in the river corridor overlay district and within light rail station areas between Lexington Parkway and Marion Street, a maximum height of ninety (90) feet may be permitted with a conditional use permit." The proposed redevelopment is not within the restricted areas outlined in Section 66.331(g) and is thus eligible for the increased maximum height. Additionally, the developers have sought and received the support of the St. Anthony Park Community Council, the local council for District 12, for the project and the conditional use permit.

The proposed redevelopment would top out at seventy five (75) feet, well below the maximum of ninety (90) feet allowable with a conditional use permit.

In further support of meeting the requirements for a conditional use permit, IAF 2400 University LLC submits the following:

 The extent, location and intensity of the use will be in substantial compliance with the Saint Paul Comprehensive Plan and any applicable subarea plans which were approved by the City Council.

The Project is designed to be compliant with both the City of Saint Paul Comprehensive Plan adopted on February 24, 2010 and the Raymond Avenue Station Area Plan adopted on October 22, 2008 by the City of Saint Paul. The Project is consistent with the Comprehensive Plan, and incorporates several of the principles outlined in the Land Use Plan (L-U) and Housing Plan (H) portions of the Comprehensive Plan.

The Project complies with the Land Use plan most obviously in its goal to target growth in unique neighborhoods by establishing density. L-U 1.50 directs the city to "[f]acilitate the redevelopment of commercial areas where existing buildings are no longer considered functional to accommodate viable retail and businesses", while L-U 1.52 encourages the City to "[p]rioritize the development of compact commercial areas accessible by pedestrians and transit users over commercial areas more readily accessed by automobile." The Project is consistent with both of these principles and several others in the Land Use plan, most notably L-U 1.29, the City's goal to "[i]mplement the Central Corridor Development Strategy and individual transit station area plans as the vision for development in the Central Corridor in connection with the construction of LRT."

The Project is also consistent with the Housing Plan, particularly in regards to H-1.1, which advocates for an "[i]ncrease [in] housing choices across the City to support economically diverse neighborhoods", plus H-1.2: "[m]eet market demand for transit-oriented housing" and H-1.3: "[r]evitalize the city by developing land-efficient housing."

2. The use will provide adequate ingress and egress to minimize traffic congestion in the public streets.

The Project has adopted several strategies to address potential traffic congestion issues. First and foremost, by locating this Project adjacent to the Raymond Avenue Green Line light rail station and stops for several University Avenue bus lines, the Project is encouraging both residents and visitors to utilize alternative means of transportation rather than relying solely on a personal vehicle. In addition to its transit-oriented location, the redevelopment will include the introduction of bicycle storage and maintenance stations as well as an HOURCAR hub in an effort to reduce the potential traffic impact of the increased site density.

The Project's design, which includes a residential building above the existing industrial space and parking garage, should also aid in reducing traffic impacts. By retaining the bulk of the industrial and parking garage space for parking, the Project will lessen the streetscape parking burden that introducing dozens of new residents to the surrounding neighborhood would traditionally cause. Furthermore, the entrances and exits to the two structured parking areas will be located off both Raymond Avenue and the south façade of the building, eliminating the potential for vehicle backups affecting the flow of traffic along heavily trafficked University Avenue.

3. The use will not be detrimental to the existing character of the development in the immediate neighborhood or endanger the public health, safety and general welfare.

There has been considerable new residential multifamily housing added to the immediate neighborhood in the past decade, including the neighboring C&E Lofts (owned by an affiliate of the applicant), as well as the Carleton Artist Lofts and neighboring Lyric building near University and Hampden. There have also been additional multifamily projects built (with more proposed) in the station area immediately to the west of the Raymond Avenue station area. Thus, the Project will fit with the current trend in the neighborhood toward greater density and additional multifamily housing units. The use is entirely compatible with the existing character of the immediate neighborhood and will not endanger public health, safety or general welfare.

4. The use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.

Rather than impeding the normal and orderly development and improvement of the surrounding property, the project will help to further demonstrate the continuing viability of this neighborhood and encourage previously reticent property owners to make a renewed investment in the area.

This stretch of University Avenue from the eastern edge of the University of Minnesota to Snelling Avenue and including portions of South Saint Anthony Park has seen the development (and redevelopment) of several apartment projects in recent years, most notably the C&E Lofts (owned by an affiliate of the applicant), the Carleton Lofts and the Lyric, just blocks east of the Project site. However, this area has yet to really experience the retail and commercial revitalization that has historically accompanied similar bursts of housing development throughout the City such as the current activity taking place in Lowertown. It is a real estate trope that "retail follows"

rooftops", and it is our belief that the addition of this Project and the residential "rooftops" that it constitutes will be a catalyst for continued commercial growth along this key transit corridor.

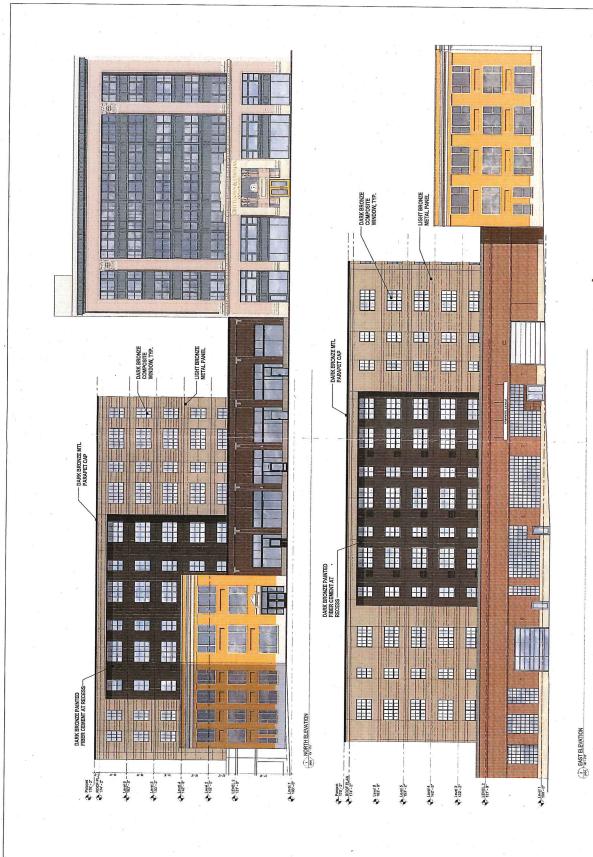
In the same way that the City has sought to promote residential density within the Green Line transit corridor by adopting the Station Area subarea plan as part of the City's Comprehensive Plan, City planning staff spearheaded the rezoning of a substantial portion of properties in close proximity to the Green Line, particularly near transit stations, to Traditional Neighborhood zoning districts. The Project was rezoned to T-3 around 2010 to provide greater flexibility in uses and to allow greater density in anticipation of the opening of the Green Line in 2014.

5. The use shall, in all other respects, conform to the applicable regulations of the district in which it is located.

Except for the Conditional Use Permit for the increased height that is the subject of this application, the use otherwise conforms to the applicable regulations of the T-3 zoning district in which the Project is located, including floor area ratio, setback, and parking requirements.

The Project is also located within the University-Raymond Commercial Historic District and thus is subject to design review by the St. Paul Heritage Preservation Commission (HPC). The applicant is preparing to submit an appeal of an adverse decision by the HPC to the City Council, which has the authority to overturn this decision. The applicant requests that the Planning Commission consider this CUP application while the HPC decision is under appeal with the City Council with the understanding that the applicant will withdraw the CUP application if the City Council does not decide the appeal in our favor.

For all of the reasons set forth above, IAF 2400 University LLC respectfully requests that the Planning Commission grant the requested Conditional Use Permit to increase the maximum height of the Project to seventy five (75) feet.



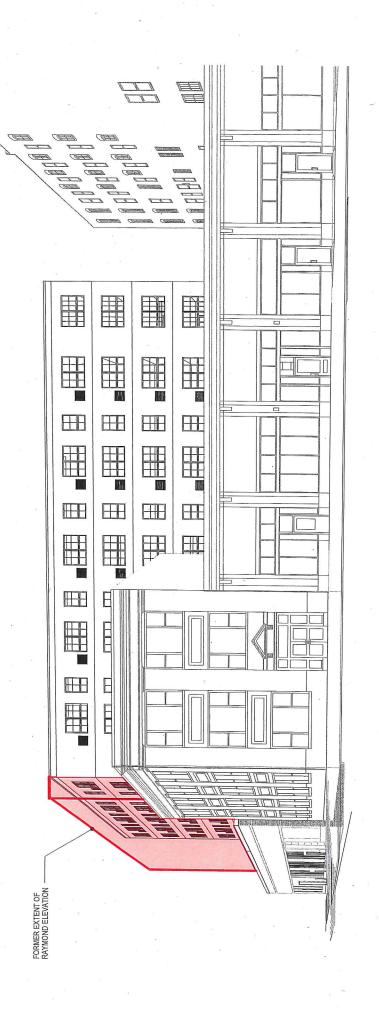
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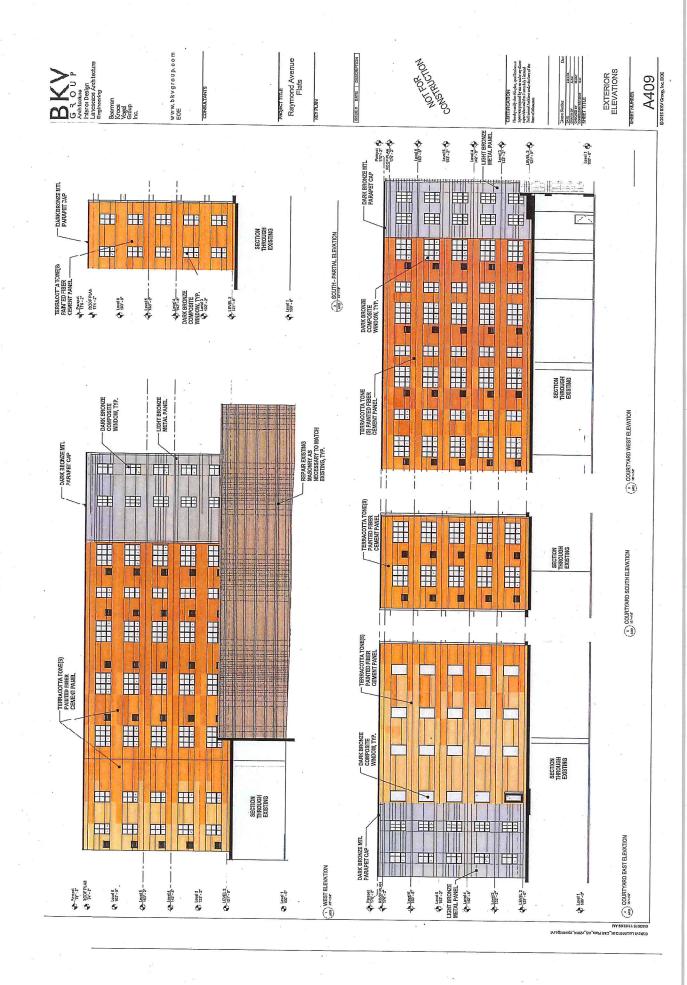
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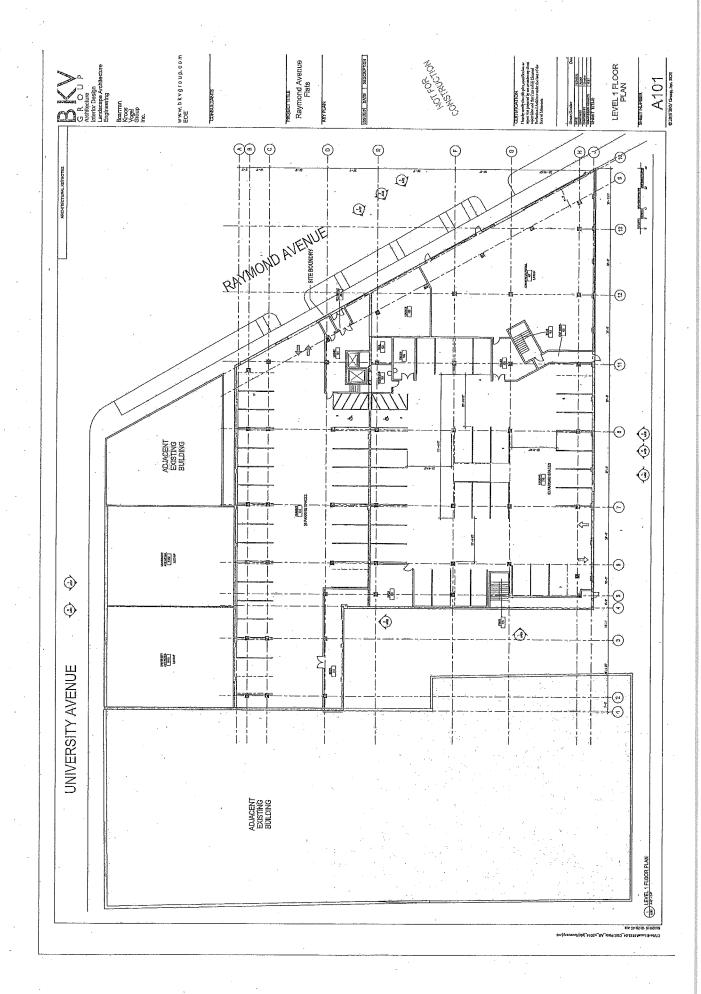
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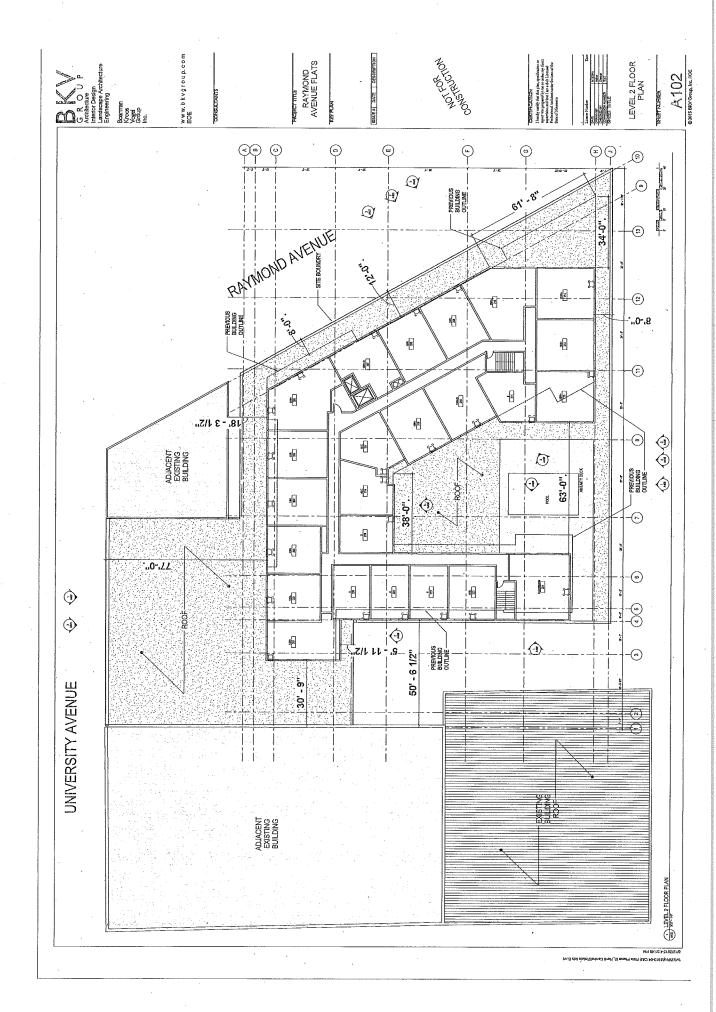
6/24/2015











Jerve, Anton (CI-StPaul)

From:

Sandy Jacobs <sandy@updatecompany.com>

Sent:

Monday, August 03, 2015 2:57 PM

To:

Jerve, Anton (CI-StPaul)

Cc:

Suyapa Miranda

Subject:

Conditional Use Permit for 2400 University Avenue

Follow Up Flag:

Follow up

Flag Status:

Flagged

Mr. Jerve,

I am a partner in Midtown Commons and Raymond Partners, owners of 2324 and 2334 University Avenue and 700 Raymond Avenue.

We support the project at 2400 University Avenue and ask that the Conditional Use Permit be granted.

Sandy Jacobs

Update Company LLC

2380 Wycliff St. # 200

St. Paul, MN 55114

Ph. (651)641-0208

Fax (651) 641-0028

Check out my blog! www.updatecompany.blogspot.com

Find Update Company LLC on Facebook for more news and information on our buildings.



August 5, 2015

Council President Russ Stark Saint Paul City Council 15 Kellogg Blvd W. 310-D Saint Paul, MN 55102

Council President Stark,

The Midway Chamber of Commerce would like to take this opportunity to express our strong support for Exeter Group LLC's proposed mixed-use redevelopment of a site at 2400 University Avenue in Saint Paul. More specifically, we ask that you take action to allow this important project to move forward.

We view this as a transformative, value-add opportunity that appropriately leverages the billions already invested in public infrastructure and re-zoning along the Green Line transit corridor. Allowing the project to move forward also sends an important message to developers and others interested in investing in the Midway area that our community is open to new ideas and opportunities.

The addition of 119 apartment units will add much desired transit-oriented housing density with modern, sustainable apartments atop the renovated street level commercial spaces. The developer's plan will improve the site's streetscapes and create a more pedestrian-friendly experience within a key transit zone. In addition to generating density, Exeter Group will preserve and update a functionally obsolete industrial building while respecting its location within the University-Raymond historic district.

In addition to its well designed plan, we strongly support the work the developer, Exeter Group LLC, has completed in the neighborhood that includes the successful historic rehabilitation of the adjacent Chittenden and Eastman Building into the award-winning, 104-unit C&E Lofts Apartments. They have strong connections to our community and their track record demonstrates Exeter will deliver a best-inclass product sensitive to both the market and the surrounding community.

This is an exciting time in our community and your work to approve this project will help continue the positive economic momentum in Saint Paul.

Thank you for your consideration.

Sincerely,

Midway Chamber of Commerce Board of Directors

cc: Members of the Saint Paul City Council

LANDSCAPE RESEARCH

Cultu a Retounce Management

Saint Paul City Council 15 W. Kelfogg Blvd. #310 St. Paul, MN 55102

August 3, 2015

RE: Raymond Avenue Flats Appeal

Dear Members of Saint Paul City Council,

I am unable to attend the City Council appeal hearing and submit this letter to be entered into the public record.

I was retained by Exeter Group LLC as the historic advisor for the proposed Raymond Avenue Flats project and participated in design consultation as well as the Heritage Preservation Commission hearing. As a principal at Landscape Research LLC, the majority of my consulting services include management of historic tax rehabilitation projects undergoing design review by local commissions, the State Historic Preservation Office and the National Park Service.

I believe the commission's denial of the project should be overturned for a number of reasons. Preservation commissions were created to guide alterations to historic properties and districts, not prevent change or freeze buildings in time. The General Motors Building (1928) is a one-story building designed as unheated garage space. Reuse has been difficult for the building with inordinate floor space (39,200 s.f.) on one level and limited windows and light, which is proven by the long-term vacancy. The proposed project is a thoughtful preservation solution for an obsolete building design.

The St. Paul Heritage Preservation Commission has already set the precedent for new construction in the historic district with the approval of the six-story Lyric apartment building, which replaced a one-story building on University Avenue. The Raymond Avenue Flats proposal preserves all elevations of the one-story historic building as well as views along University Avenue; the proposed five-story rear addition is generously set back 77 feet from the street face.

With the proposed addition, the property may lose it contributing status in the historic district, but the historic building will be retained and preserved. Additions to historic buildings in the Lowertown and Summit Avenue historic districts have also led to a change in individual contributing status, but have not damaged the overall historic status of these districts. In fact, the St. Anthony Falls Historic District in Minneapolis, significant for its milling history, has witnessed demolitions of grain elevators and significant alterations and additions to grain mills, but the historic status of the district has not been re-evaluated.

Sincerely,

Amy Lugas

Principal. Landscape Research LLC

St. Anthony Park Community Council/ District 12 890 Cromwell Avenue, Saint Paul, MN 55114 651/649-5992 TEL www.sapcc.org

RECEIVED AUG 04 2015 GITY CLERK

St. Anthony, Park

July 15, 2015

To whom it may concern:

On behalf of the St. Anthony Park Community Council (SAPCC), it is my pleasure to write a letter of support for Exeter Group LLC's proposed mixed-use project located at 2400 University Avenue in Saint Paul, 55108

On July 9, 2015 SAPCC Board of Directors passed a unanimous vote resolution in favor of Exeter Group LLC's development of 119 apartment units and the conditional use permit request to increase the permitted building height to 75 feet. This vote was based on a presentation from Exeter to SAPCC's Land Use committee on July 2^{nd} , 2015. Land Use moved to enthusiastically support Exeter's Raymond Avenue Flats project, including the conditional use permit as needed for the proposed 75 foot structure.

Please feel free to contact us with questions regarding our support for this project.

Onbehalf of the SAPCC, I thank you for your time consideration.

Sincerely,

Suyapa Miranda

Suyapa Miranda, Executive Director SAPCC: Saint Anthony Park Community Council



July 29, 2015

Council President Russ Stark City of Saint Paul 310-D City Hall 15 Kellogg Blvd. West Saint Paul, MN 55102

<u>VIA EMAIL</u>

Re: Mixed-Use Redevelopment at 2400 University Avenue

Dear Council President Stark:

As the State's largest local chamber and an advocate for expanding the tax base through private investment in high density transit-oriented development, the Saint Paul Area Chamber of Commerce (SPACC) writes to express its strong support for Exeter Group's proposed mixed-use redevelopment at 2400 University Avenue. This project will be a catalyst for the neighborhood that excellently leverages the billions already invested in public infrastructure and re-zoning along the Green Line transit corridor.

The addition of 119 modern sustainable apartment units will combine with renovated street level commercial spaces to create a 21st century high-density transit-oriented development. Exeter's plan will improve the site's streetscapes, creating a more pedestrian friendly experience within a key transit zone. Additionally, Exeter will preserve and update a functionally obsolete industrial building while respecting its heritage within the University-Raymond local historic district.

Exeter's stellar record as a developer demonstrates this project will be successful. Their recent work in the neighborhood, which includes the successful historic rehabilitation of the adjacent Chittenden and Eastman Building into the award-winning 104-unit C&E Lofts Apartments has been nothing short of exceptional. We believe Exeter's track record proves they will deliver a best-in-class product that is sensitive to both the market, historic character of the neighborhood, and the surrounding community. Simply put, this is exactly the kind of development for the Metro Green Line and we urge you to support this project.

Please feel free to contact me with any questions or comments. Thank you.

Sincerely,

Matt Kramer President

cc: Members of the City Council, city of Saint Paul



To whom it may concern:

I have recently been informed of a new project that has been proposed by Exeter Group for the building located at 2400 University Avenue/735 Raymond Avenue. The proposal includes new housing to be built on top of the vacant one-story commercial building. The existing one-story building would be retained and used for parking and commercial uses.

As owners, developers, and managers of commercial real estate, including buildings in the University Corridor such as 662 Cromwell, 652 Transfer Road, 801 Transfer Road and 2103 Myrtle, we would like to express our support of more density on the 2400 University Avenue/735 Raymond Avenue site. We are confident this addition will not only preserve the current image and ascetics of the building and neighborhood, but will also continue to utilize under-developed land in a way that will benefit the residents, businesses, and the tax base by intelligently leveraging the LRT with a Transit Orientated Development.

Sincerely,

Chad Commer

Chad Commers

Vice President

RPIMC

651-633-6312

ccommers@roseprop.com



FILE NAME: IAF 2400

Aerial

Subject Parcels

APPLICATION TYPE: CUP

FILE #: 15-136832 DATE: 7/7/2015

PLANNING DISTRICT: 12

ZONING PANEL: 7

Saint Paul Department of Planning and Economic Development and Ramsey County



