



Planning & Development Division
Planning & Economic Development Department

Room 160
 411 West First Street
 Duluth, Minnesota 55802



218-730-5580



planning@duluthmn.gov

File Number	PL 23-028	Contact	Kyle Deming	
Type	Amend Existing R-P Regulating Plan	Planning Commission Date		March 14, 2023
Deadline for Action	Application Date	February 7, 2023	60 Days	April 8, 2023
	Date Extension Letter Mailed	March 2, 2023	120 Days	June 7, 2023
Location of Subject		Between 52 nd and 53 rd Ave. W north of Wadena St. (Spirit Valley)		
Applicant	Center City Housing Corp.	Contact	Nancy Cashman	
Agent	Bill Burns/Terri Crossmon	Contact	Hanft Fride	
Legal Description		See Attached Map		
Site Visit Date		March 2, 2023	Sign Notice Date	February 28, 2023
Neighbor Letter Date		February 24, 2023	Number of Letters Sent	48

Proposal

Applicant is requesting to amend the existing Ramsey Village Regulating Plan to designate an area without a building type (shown as Menards's parking) and another area shown as neighborhood park to be Type VIII (Mixed Use Commercial and Residential Building), and to add Type VIII (Mixed Use Building) to the existing Type VI (4-plex) area at the northwest corner of Wadena St. and 52nd Ave. W.

Any amendment to the Regulating Plan that involves changes to land use, density, or height is required to follow the rezoning process and receive approval from City Council.

Staff Recommendation

Staff recommend that the Planning Commission recommend approval of the rezoning amendment to the City Council (via ordinance).

	Current Zoning	Existing Land Use	Future Land Use Map Designation
Subject	R-P	Residential	Urban Residential
North	MU-N	Commercial	General Mixed Use
South	R-P	Residential	Urban Residential
East	R-P/MU-B	Residential/Commercial	Urban Residential/General Mixed Use
West	R-P	Residential	Central Business Secondary

Summary of Code Requirements

- UDC Sec. 50-14.07.E: The establishment of an R-P district requires rezoning the property per Section 50-37.3 from a current zone district to R-P and the approval of an R-P plan per Section 50-37.11 that governs the uses, location, density, dimensional standards and character of the proposed project.
- UDC Sec. 50-14.7.I: All residential developments approved prior to November 19, 2010, as low-density planned

developments pursuant to Sections 50-36.1. through 50-36.3. of the previous zoning code shall be treated as approved R-P developments, and will be rezoned to the R-P district.

- UDC Sec. 50-14.7.J: Applications to amend an existing R-P plan shall follow the process described in Section 50-37.3 if they relate to uses, densities, or height. All other amendments shall follow the process in Section 50-37.11.
- UDC Sec. 50-37.3.C: The Planning Commission shall review the application, and Council shall approve the application or approve it with modifications, if it determines that the application: 1. Is consistent with the Comprehensive Land Use Plan; 2. Is reasonably related to the overall needs of the community, to existing land use, or to a plan for future land use; 3. Is required by public necessity, convenience, or general welfare, or good zoning practice; 4. Will not create material adverse impacts on nearby properties, or if material adverse impacts may be created they will be mitigated to the extent reasonably possible.

Comprehensive Plan Governing Principle and/or Policies and Current History (if applicable):

Governing Principles

- Governing Principle #1 – Reuse previously developed lands. This rezoning will facilitate the development of the property with mixed use building(s) where three dwellings were previously located.
- Governing Principle #5 – Promote reinvestment in neighborhoods. This rezoning will allow the landowner to develop needed housing.

Comprehensive Plan Policies and Strategies

- Housing Policy #1 – Increase density in and around the designated Core Investment Areas. This rezoning is in the Spirit Valley Core Investment Area and will allow for a modest increase in housing density over existing zoning.
 - Strategy #1 – Promote infill development with a mix of densities appropriate to the context of the surrounding neighborhood.
- Housing Policy #2 – Provide affordable, attainable housing opportunities.

Future Land Use

- Urban Residential: Greatest variety of building types, medium to high densities. Applicable to larger infill areas close to downtown, entertainment or activity centers, and waterfront residential areas. Connected or adjacent to parks and open space.

Related File: PL 23-029 Vacation of alleys

Recent History

The Ramsey Village Neighborhood Plan (a Traditional Neighborhood Design – TND zone) was approved by City Council in 2003. The associated Regulating Plan has had several zoning map amendments to allow additional building types including:

- PL 13-119 to allow Type VII, eight-unit apartment structures at the NE corner of Ramsey Street and North Central Avenue Alley,
- PL 16-087 to allow Type VIII, a mixed use residential and commercial structure at 5103 Ramsey Street,
- PL 17-058 to a Type VII, eight-unit multi-family near Ramsey and North 53rd and 54th Avenues West,
- PL 18-044 to allow a Type VII, eight-unit multi-family structure on the west side of N. 54th Ave. W. near Wadena St,
- PL 19-032, to allow a Type IV, a townhouse, near Ramsey Street and North 53rd Avenue West.
- PL 21-112, to allow Type VIII (Mixed Use Commercial and Residential) at 5019 Ramsey Street and Type IV (Townhome) at 411 North 50th Avenue West.
- PL 21-209, to allow construction of a 4-unit structure (Type VI Building) or an 8-unit structure (Type VII Building) rather than the allowed Type I, II, III, and IV Buildings on two sites between 53rd and 54th Ave. W. and Ramsey St. and Wadena St.

Review and Discussion Items:

Staff finds that:

1. Any proposed change to the R-P Regulating Plan that involves land use, density, or height needs to be approved by City Council through the process used for rezoning. The applicant is proposing a change in the building type (i.e. use and density) on their property.
2. Applicant seeks to amend the approved Regulating Plan in three ways. First, to designate Type VIII (Mixed Use Commercial and Residential Buildings) in an area that previously had no building type because it was shown as additional parking for the adjacent Menards store on the Master Plan map. Second, to designate Type VIII (Mixed Use Buildings) in an area that previously had no building type because the site was shown on the Master Plan map as being a neighborhood park with community building. And third, to add Type VIII (Mixed Use Buildings) to an area designated Type VI (4-plex) buildings at the northwest corner of Wadena St. and 52nd Ave. W.
3. The Minnesota Planning Act provides that zoning (an "official control") should implement the general objectives of the Comprehensive Plan, and appellate courts have issued decisions that zoning must comply with the Comprehensive Plan or be considered arbitrary and capricious. Good zoning practice requires that zone districts be consistent with the future land use category identified for the area and the generally applicable provisions of the adopted comprehensive plan. A residential planned development is an appropriate zone district for an urban residential future land use, and the dictates of the selected building types address conformity to the comprehensive plan.
4. The Ramsey Village Master Plan map shows Type VIII (Mixed Use Buildings) around a neighborhood park and this proposal is to expand Type VIII (Mixed Use Commercial and Residential) to encompass most of the platted block to form an area where larger format buildings and parking can be constructed. This is to meet a community need for affordable housing provided in a multi-story building with related services.
5. The proposed neighborhood park was an aspiration of the original Ramsey Village Neighborhood Plan, but the City Parks and Recreation Department "has no current plans to initiate any City-led improvements at this location."
6. The proposed rezoning expands north into an area shown on the Ramsey Village Master Plan map as parking for the adjacent Menards store. Since the Master Plan map was created, Menards redeveloped their site by relocating the front door to the southeast side of the building and creating more parking there. This leaves the area formerly shown as parking on the Master Plan map available for community housing needs and expanding the adjacent Type VIII (Mixed Use Commercial and Residential Building) is an appropriate transition from the lower intensity housing south of Wadena St. and the Menards store.
7. The proposed building type is not expected to result in site development that create material adverse impacts on nearby properties. This is because the development standards found in Article 4 of the UDC and the Regulating Plan can mitigate any potential impacts through building height limitations (3 stories), exterior lighting standards, trash and mechanical screening, and parking lot interior and buffer landscaping.
8. Comment from Jessica Peterson, Manager, Parks and Recreation concerning the park (see above). No additional comments were received.

Staff Recommendation:




Based on the above findings, staff recommends to Planning Commission that the proposed amendment to change the density and use of the R-P Regulating Plan be recommended for approval by City Council for the following reasons:

- 1) This proposal is consistent with the Comprehensive Land Use Plan Governing Principles and Policies.
- 2) The proposal amendment to the Regulating Plan District is consistent with the future land use category "Urban Residential."
- 3) Material adverse impacts on nearby properties are not anticipated or can be mitigated through implementation of UDC and Regulating Plan-specific development standards.



PL 23-028
UDC Map Amendment
Ramsey Village
Center City Housing Corp.

Area Map

Legend
 Zoning Boundaries
 Streams
 Other Stream (GPS)

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PL 23-028
UDC Map Amendment
Ramsey Village
Center City Housing Corp.

Future Land Use Map

Legend

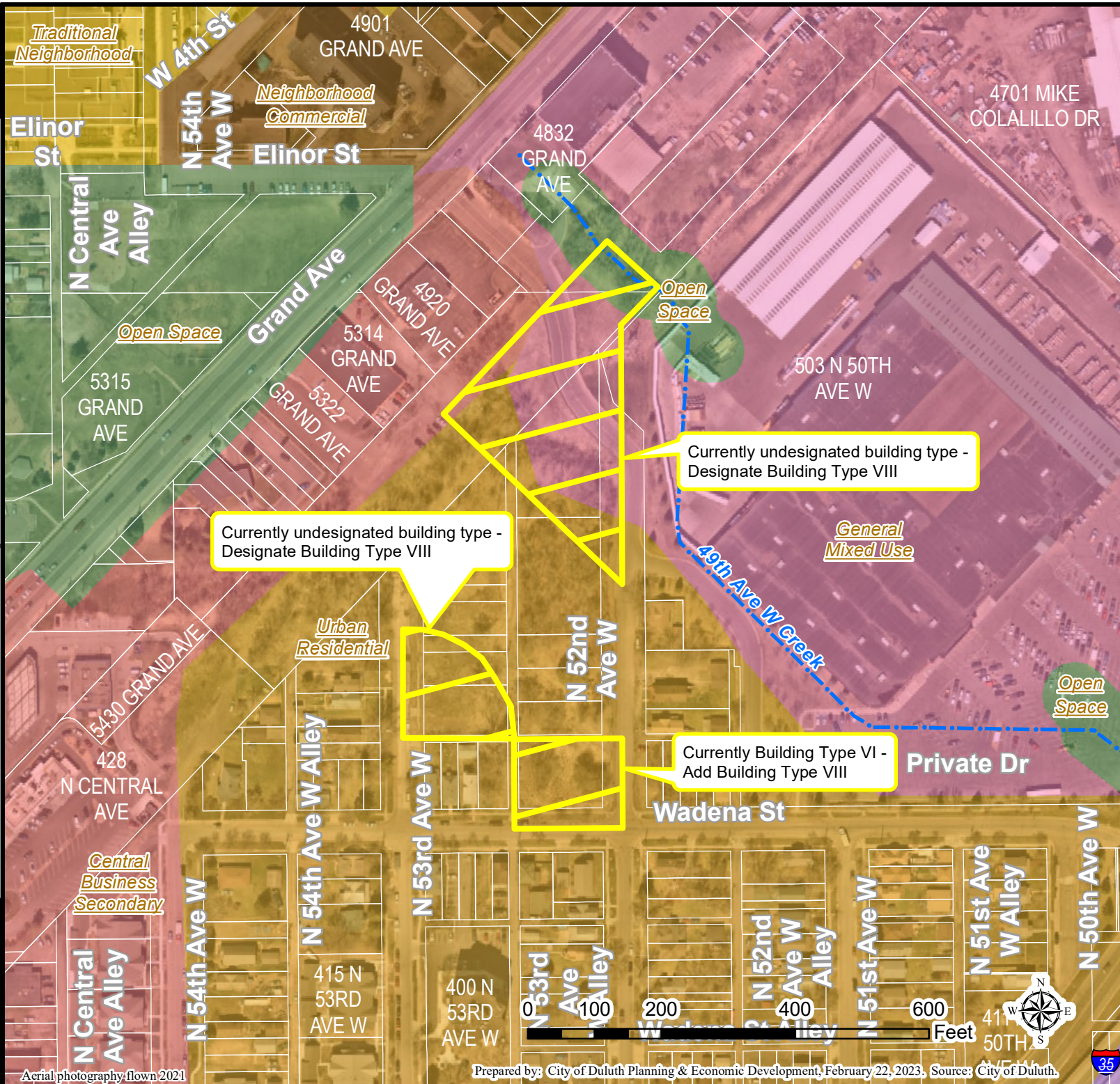
Streams

Other Stream (GPS)

Future Land Use

- Open Space
- Traditional Neighborhood
- Urban Residential
- Neighborhood Commercial
- Central Business Secondary
- General Mixed Use
- General Industrial

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Aerial photography: flown 2021

Prepared by: City of Duluth Planning & Economic Development, February 22, 2023. Source: City of Duluth.



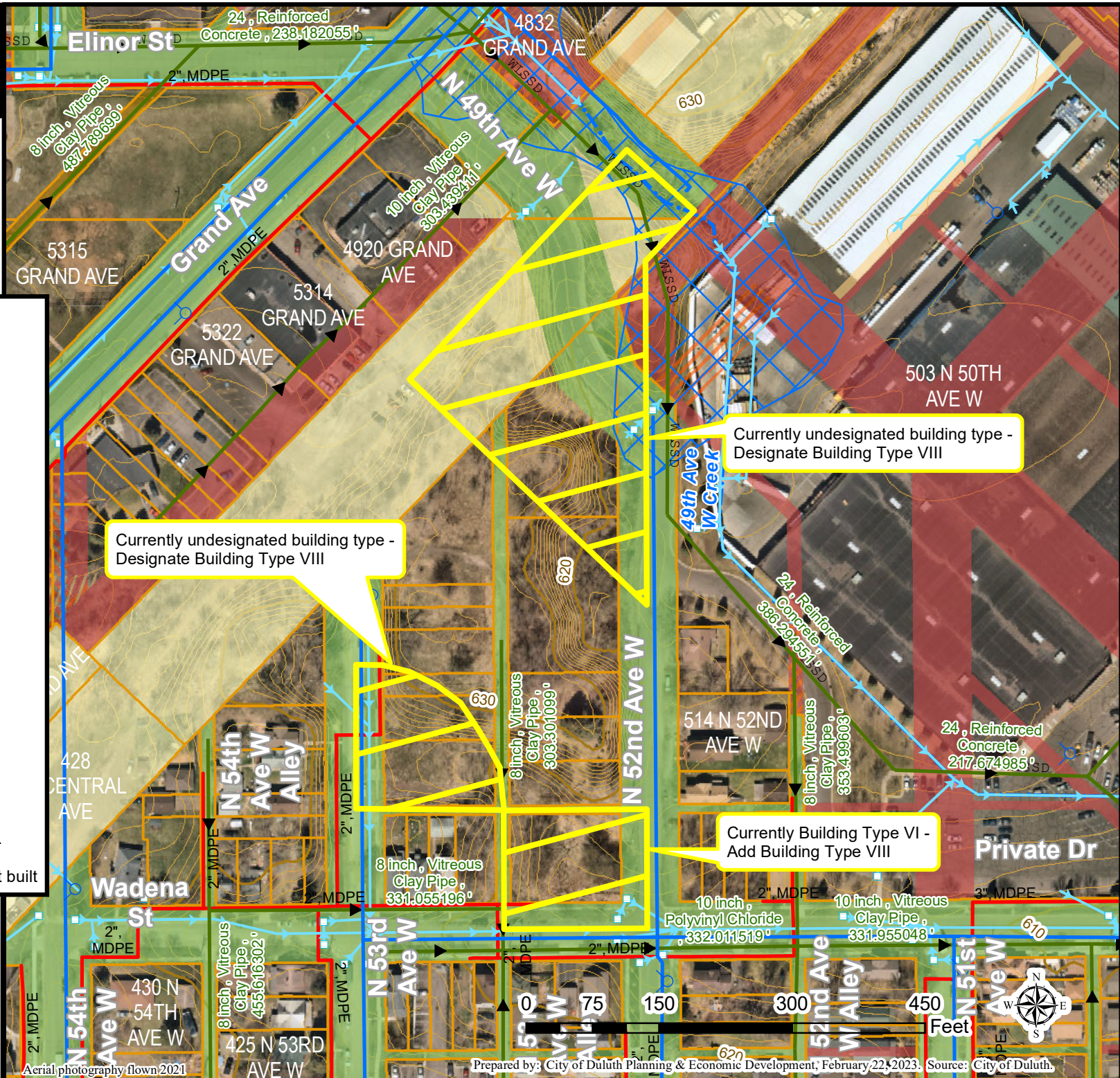
PL 23-028
UDC Map Amendment
Ramsey Village
Center City Housing Corp.

Site Map

Legend

- Streams**
 - Other Stream (GPS)
- Floodplain (UDC)**
 - Flood Way
- Parcels**
- Distribution Main**
 - Water Main
 - Hydrant
 - Gas Main
- Sanitary Sewer Mains**
 - City of Duluth
 - WLSSD; Private
- Storm Sewer Mains**
 - Storm Sewer Pipe
 - Storm Sewer Catch Basin
- Elevation**
 - 1 Ft contour
 - 10 Ft contour
 - Undefined ROW Status
- ROW Status**
 - Utility, Active
 - Railroad, Active
 - Access, Active - currently in use
 - Road, Active - currently in use
 - Utility, Vacated - via recorded doc.
 - Road, Vacated - vacated
 - Railroad, Inactive - Dedicated, not built

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MAR 24 2003

COUNCIL COPY

To City Council

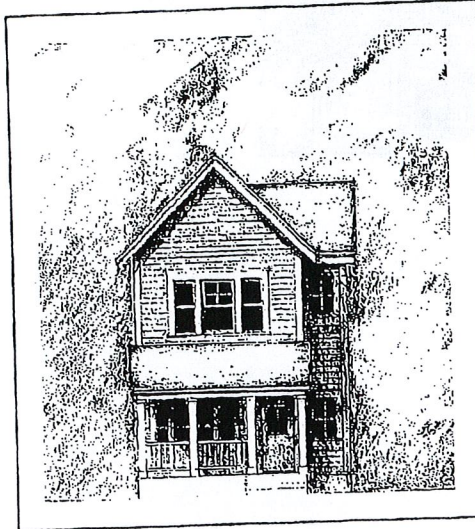
Pub. Doc. No.

Referred to

03-0324-15

RAMSEY VILLAGE
NEIGHBORHOOD

As amended
Ord. 9635 & 9753

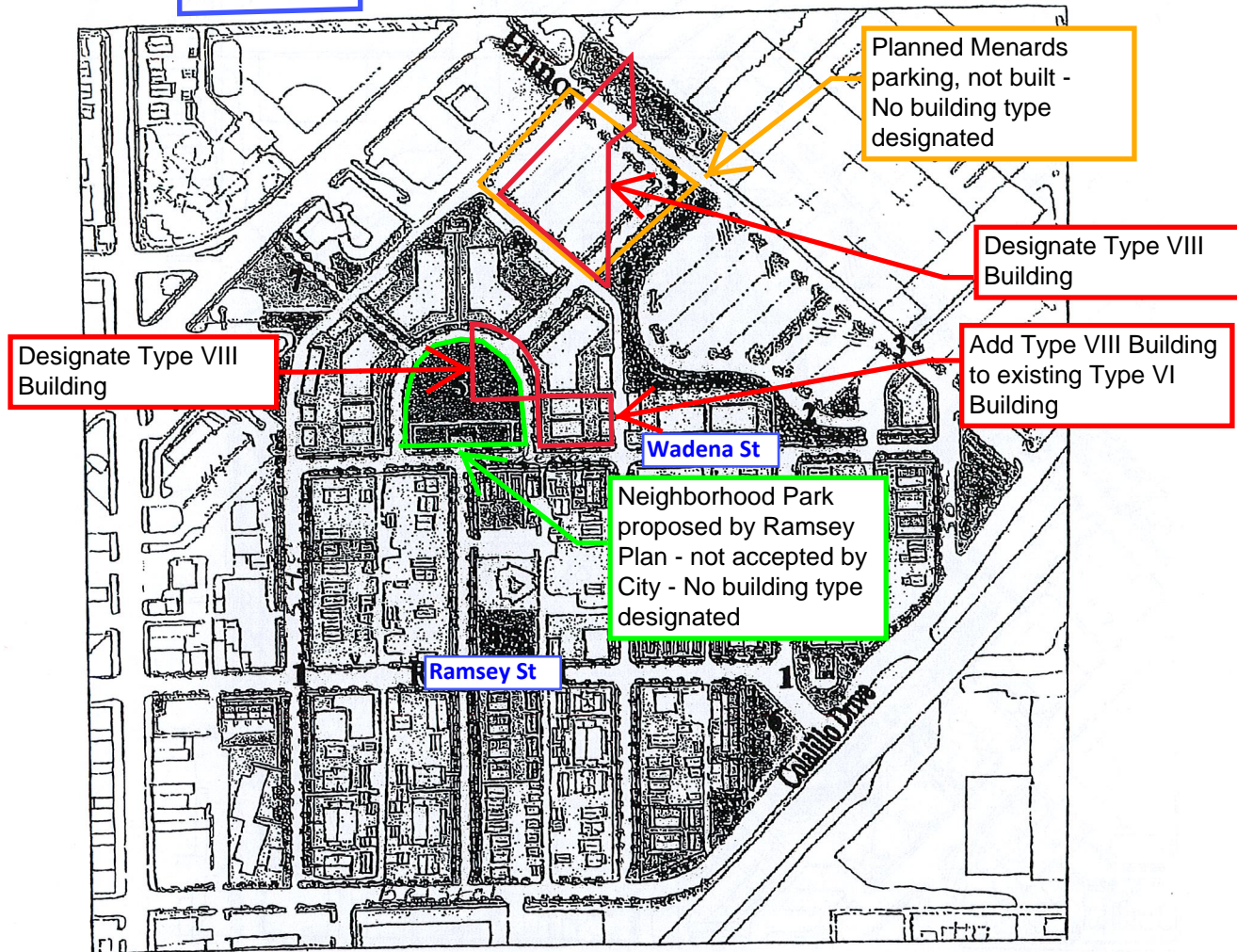


DOCUMENTS
of
IMPLEMENTATION

Prepared for
Spirit Valley Citizens Neighborhood
Development Association, Inc.

DULUTH, MINNESOTA
March 2003

Revised Master Plan Summary



1. Ramsey Street is proposed to be rebuilt as a more neighborhood scale, pedestrian-friendly street including welcoming signage at each end announcing arrival in the Ramsey Village. Larger scale residential or mixed used buildings facing Ramsey are planned for each entrance to create a sense of "arrival" into the residential neighborhood.
2. A grass covered berm, with significant shrub and tree plantings along with a decorative fence is necessary to buffer the residential area from Menard's facility. No entrances from the Menard parking lot will connect to the residential street of Wadena.
3. Elinor Street is suggested to be an entrance to the Menard facility from Grand Avenue and exit on to Colalillo Drive, with no access to Wadena Street.
4. The site on Ramsey Street alongside of Ramsey Manor is proposed to be a gentle use "pocket park" for all area residents.
5. A new neighborhood park terminates 53rd Avenue West North of Wadena Street, including a small community building.
6. Additional green space is realized along Colalillo Drive on the South side of Ramsey Street as redevelopment occurs in that area. Passive green space with trees and native plantings should be developed in the block at the SW corner of 51st Avenue West and Ramsey Street from the alley to Colalillo Drive.
7. A lighted, gravel walkway at least 15 feet wide is proposed from the new neighborhood park North of Wadena to Grand Avenue creating neighborhood access to the facilities and activities of Memorial Park.
8. Implementation of a variety of new housing units will occur on an incremental basis throughout the neighborhood.

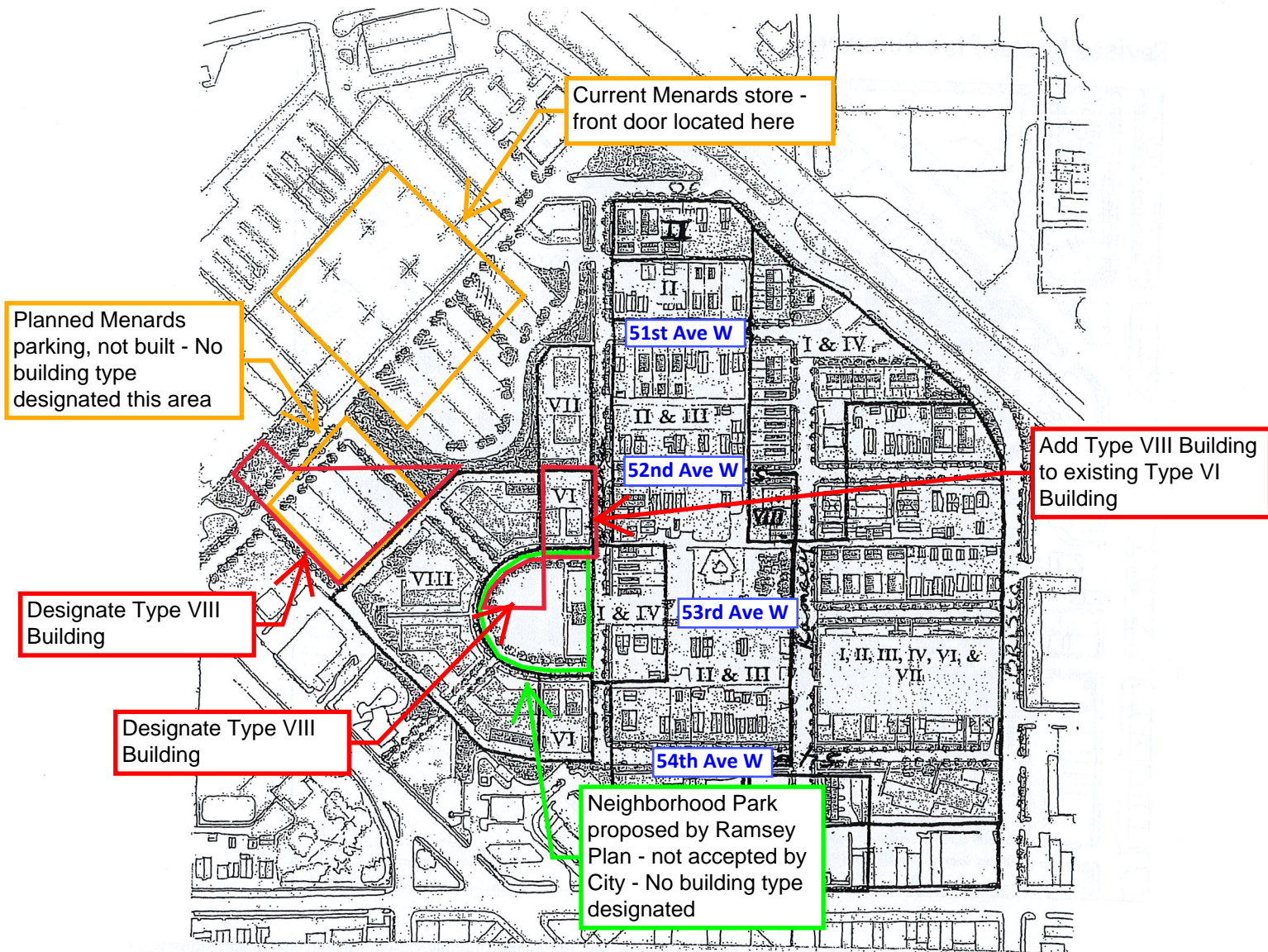
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To City Council NOV 24 2003

Pub. Doc. No. 03-1124-20

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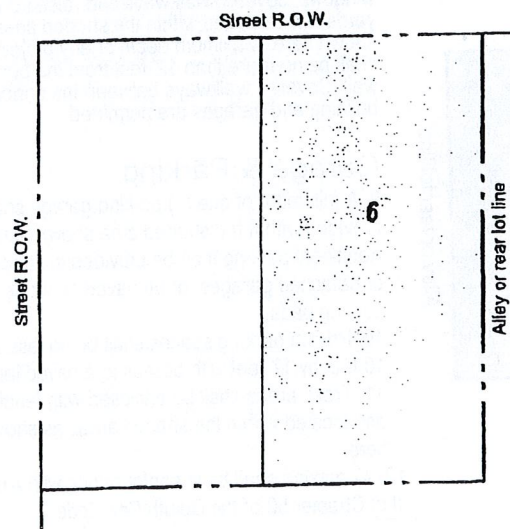
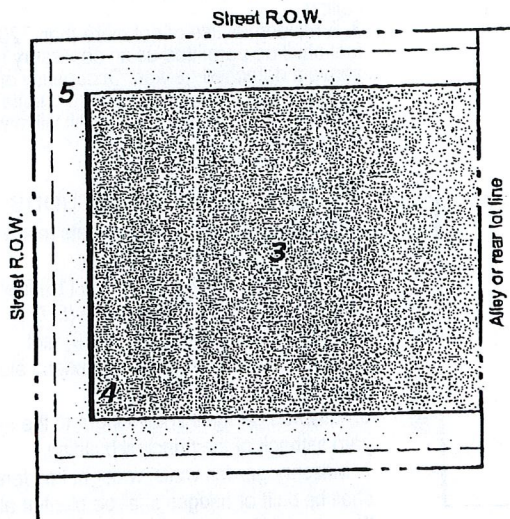
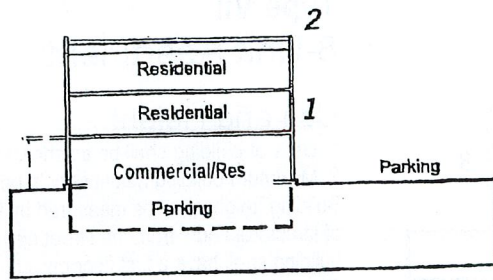
Regulating Plan



1. Reference applicable Urban Standards (shown in Roman Numerals above) for designated building types.
2. Maximum lot width South of Ramsey Street shall be sixty feet (60').
3. Maximum lot width North of Ramsey Street shall be fifty feet (50').
4. Building Type V - Accessory Unit - is allowed on all lots.
5. Residential units built North of Ramsey Street should front either
 - i. Wadena Street I built adjacent to Wadena or
 - ii. The new neighborhood park
6. "Main street" building types should be located at the SE and SW corner of 54th Avenue West and Ramsey Street
7. Passive green space with trees and native plantings should be developed in the block at the SW corner of 51st Avenue West and Ramsey Street from the alley to Colalillo Drive.

amended
109635
9753 II instead of IV

A-5 -10



Type VIII Mixed-Use Building

Use and Height

1. Only the main floor of the building may house retail or commercial uses.
2. Residential space may be located on any of the three stories.
3. The building shall have a first floor elevation not to exceed twelve (12) inches above grade; on-grade is preferred.
4. Maximum building height is three (3) stories.
5. Each building's first story shall not exceed fourteen (14) feet in height measured from floor to ceiling.
6. Garages may be attached to the rear of the principal building.
7. Enclosed garage parking spaces may also be accommodated under the building.

Placement & Projections

8. Maximum front setback—ten (10) feet. Buildings should be set within lots relative to the property lines as shown here.
9. Maximum corner setback—ten (10) feet.
10. Building facades shall face the adjacent street.
11. Rear setback—six (6) feet.
12. Balconies, stoops, open porches, bay windows, covered walkways and raised door yards are permitted within the shaded areas as shown here. Maximum depth of any projection shall be no more than ten (10) feet from the building wall; in no case shall encroachments extend beyond the property line. Covered walkways between the principal building and garages are permitted.

Garage & Parking

13. Private parking spaces shall be no less than 10 feet by 17 feet with access to a paved lane.
14. Trash areas shall be enclosed with fencing and located within the shaded areas as shown here.
15. All parking shall be in conformance with Article III of Chapter 50 of the Duluth City Code.