

Welcome!



St. Anthony Park Accessory Dwelling Unit (ADU) Informational Meeting March 16, 2015

• Who is hosting this meeting?

The **SAP ADU Task Force**, nine community members appointed in September 2014 by the Land Use Committee of the St. Anthony Park Community Council.

Task Force Members: Phil Carlson, Suzanne Garfield, Karen Hovland, Nancy Plagens, John Seltz, Glen Skovholt, Jim Stout, Mark Thieroff, and Claudia Wielgorecki

• What is the purpose of the ADU Task Force?

To recommend to the Land Use Committee whether ADUs are **appropriate** for St. Anthony Park.



• What is an Accessory Dwelling Unit (ADU)?

An ADU is a second dwelling or housing unit that would be allowed as an **accessory use** to a single family home. An ADU might be internal (within), attached to, or detached (separate) from the original house. ADUs are defined as “accessory” (secondary, subordinate) to the principal use of the structure as a single family home, and usually are required to be smaller than the original house. The owner typically must live in one of the units. This makes an ADU different from a duplex, where both units could be rented.



• What is the purpose of tonight's meeting?

To **share information** and **gather input** from the community on issues associated with ADUs.

• What is the format for this meeting?

The Task Force will share a short presentation of information on ADUs. Topics are posted around the room as stations for participants to review and share their **comments and ideas**. Please write comments on *post-it notes* and on *comment sheets* provided. The Task Force will review all comments.



• How is the information arranged in this presentation?

There is background on **Zoning** generally and in St. Paul and then information on ADU issues, divided generally into **Reasons** and **Concerns**.

Reasons that communities elsewhere have looked into or allowed ADUs:

- Reducing urban sprawl
- Allowing senior citizens to stay in their homes
- Providing affordable housing
- Reducing energy consumption, carbon footprint

Concerns communities have about the impact of ADUs:

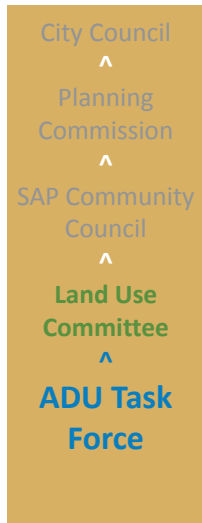
- Parking
- Property values
- Design issues (numerous)

• How will decisions be made on ADUs in St. Anthony Park?

No decisions will be made tonight.

This meeting is to share and gather information only. The Task Force will make a recommendation later this year to the **Land Use Committee**. Another community meeting will be held to get input on that recommendation.

The Land Use Committee may then take the issue to the **St. Anthony Park Community Council**, who may report to the **St. Paul Planning Commission**, who may make a recommendation to the **St. Paul City Council**. The City Council has final authority to amend the zoning code to allow ADUs.



• Zoning Background

• Origins of Zoning

- In the Middle Ages millions died from the **Plague** due to squalid living conditions in cities.
- During the **Industrial Revolution** people lived on or near smokestack industries, and got sick and died in large numbers.
- We came to realize that how we arranged our cities mattered; it was a **life and death** issue.
- We fought the Revolutionary War to throw off monarchy and create a democracy under a **system of laws**.
- The Bill of Rights and U.S. Constitution enshrine key freedoms and protect **property rights**:
 - No one can be deprived of **life, liberty, or property** without **due process** of law.
 - All are guaranteed **equal protection** under the law. This applies to property as well.
 - Private property cannot be **taken** for a public purpose without just compensation. This means regulations (**zoning**) that restrict use of the land must follow Constitutional principles.



• A quick history of zoning in SAP

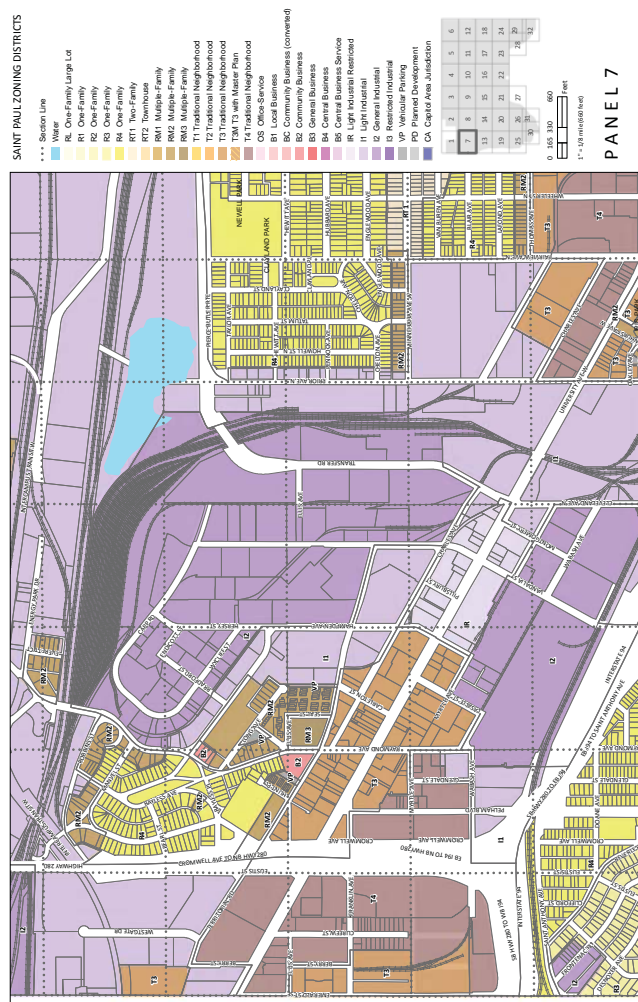
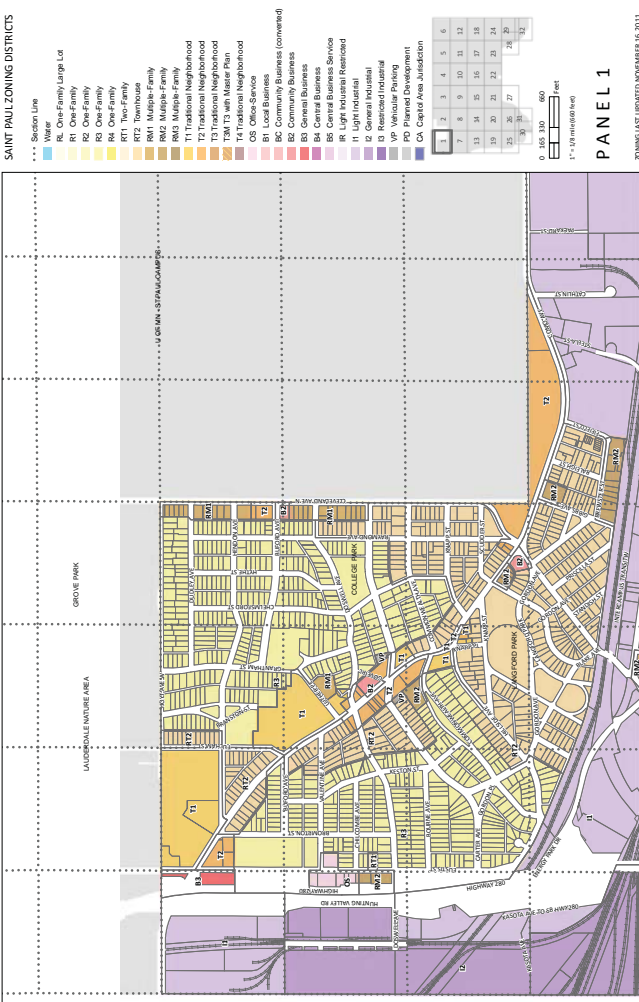
- Pre-1922: No restrictions (no zoning anywhere in U.S.)
- 1922: St. Paul enacts first zoning ordinance. Duplexes generally permitted.
- 1975: Major revision to zoning ordinance. Existing duplexes grandfathered in.
- 2000s: Changes to allow more mixed uses (“traditional neighborhood” zoning)

• Current residential zoning categories

- R** – single-family residential (R1, R2, R3, R4)
- RT** – two-family residential (RT1, RT2)
- RM** – multi-family residential (RM1, RM2, RM3)

• Current residential zoning in SAP

- North St. Anthony Park – primarily **R3** and **RT2**
- South St. Anthony Park – primarily **R4** and **RM2**



• Regulating accessory structures

Residential properties in St. Anthony Park already allowed to have accessory buildings. Examples include garages, sheds, gazebos, etc. Accessory buildings cannot be lived in, however. Permitting ADUs would not require a change to the zoning *classification* of a property, but an ordinance change to allow *accessory buildings* that can be *lived in*.



• Experiences elsewhere

- Cities around the country have started to allow ADUs.
- Portland in 2000.
- Locally, Roseville, Bloomington and Shoreview have allowed them for a number of years.
- Minneapolis enacted ordinance at the end of 2014. Comprehensive information at accessorydwellings.org

• Minneapolis ordinance

- City-wide; attached, internal, detached.
- Owner occupied; deed restriction.
- Staff review for zoning compliance
- 300-800 sq. ft. (1,000 for detached)
- Max height (detached) 20 feet or ht. of principal structure
- Matching exterior for attached
- No new street-facing entrances for internal/attached
- As of March 12, 2015: 12 internals and 4 detached.



• **Green Line Proposal**

- Properties ½ mile from Green Line (all of South SAP)
- Attached, internal, external
- Owner occupied; deed restriction
- Minimum lot size: 5,000 ft.
- 300-800 square feet
- 25 feet max height
- No additional parking required
- As of March 12, 2015: District council staff meeting to occur soon, to be followed by Planning Commission consideration



• **Reducing Carbon Footprint**

• **Issue: Will ADUs improve the carbon footprint of residents of Saint Anthony Park?**

One of the claimed benefits of changing zoning regulations to allow Accessory Dwelling Units is an improved carbon footprint. This claim appears to be true, but ADUs are not the only way to improve our carbon footprint, and the actual number of ADUs built will likely depend on the “friendliness” of the ordinance, i.e., how easy is it to get city approval for an ADU.



• **Introduction**

The Carbon Trust defines **carbon footprint** as the total sets of greenhouse gas emissions caused by an organization, event, product or person. The major sources of greenhouse gas emissions related to housing and urban residential design are energy used by homes, transportation and the type and amount of building materials used in construction. EPA estimates show that about 1/3 of carbon equivalent emissions come from electricity and space heating in residential and commercial establishments. About another 1/3 of emissions come from the transportation sector. Urban development patterns that reduce space heating demand, electrical usage, and promote energy efficient transit can reduce per capita carbon consumption.



• **Carbon footprint & home construction**

An often referenced study was performed in 2010 for the Oregon DEQ by two environmental groups and the state homebuilders association. The study looked at the life cycle carbon emissions from both the construction and the operation of dwellings. There are **five key findings**.

• **Oregon DEQ Study Findings**

- 1) For *Climate Change Impact*, the **use** of the home contributes about 86% of the total impact due to energy use (space and water heating, electricity consumption); materials production contributes 14%.
- 2) Total **energy use** during the home’s lifetime is the dominant contributor to most environmental impacts.
- 3) Across all categories, the environmental impact of the *Extrasmall Home (1,149 sqft)* are reduced between 20% and 40% that of the *Medium Standard Home (2,262 sqft)*, suggesting that **home size** is among the most important determinants of environmental impact.
- 4) Depending on their design, **multifamily** homes are shown to be capable of providing benefit (10-15% reduction in impact) in comparison to equally sized single family homes.
- 5) Among the report’s conclusions: “If “larger” homes are still desired, one could consider designing an **Accessory Dwelling Unit (ADU)** directly into the new home. Providing flexibility and adaptability for different family configurations over time can provide more density of people within the home, thereby reducing the overall impacts of the home on a per person basis.”

• **Transportation & carbon footprint**

The above discussion of carbon footprint would hold for ADUs located anywhere. However there is also a **transportation benefit** from allowing more density in urban as opposed to suburban areas. Urban areas such as St. Anthony Park offer relatively good mass transit access and shorter drive times than do suburban areas.



One study that correlates location with carbon footprint was completed in 2009 by Glaeser and Kahn. They concluded:

“holding population and income constant, the spatial distribution of the population is also an important determinant of greenhouse gas production. If the urban population lived at higher population density levels closer to city centers in regions of the country with warmer winters and cooler summers in areas whose electric utilities used less coal for producing power, then household greenhouse gas production would be lower.”



As a side note, they estimated that a suburban Minneapolis/St. Paul resident emits 5,314 more pounds of CO2 per year from transportation than an urban resident.

• **Conclusion on carbon footprint**

Smaller dwellings, located in denser urban areas would likely reduce our overall carbon footprint. ADUs are one way to move in this direction. More multifamily development and reduced energy use in transportation, home heating, and electricity would be other ways.

A final note

The devil is in the details. Many locales have adopted ordinances that have gone largely unused due to the expense and complication of developing an ADU to their specification. Below is a link to a survey by Sightline.org of ADU ordinances that includes a “friendliness” score. Portland, Seattle and Vancouver are relatively “friendly” and have seen at least some ADU development. Other cities with more restrictive ordinances have seen little development.



1. [A Life Cycle Approach to Prioritizing Methods of Preventing Waste from the Residential Construction Sector in the State of Oregon](#). Prepared for DEQ by Quantis, EarthAdvantage, and Oregon Home Builders Association. September 29, 2010.
2. The greenness of cities: Carbon dioxide emissions and urban development. Edward L. Glaeser, Matthew E. Kahn. Journal of Urban Economics, December 2009.
3. [Comparison of ADU ordinances by Sightline.org](#). 2013
4. [Tiny homes: Improving carbon footprint and the American lifestyle on a large scale](#). T Carlin 2014

• **Affordable Housing**

For housing to be affordable the **total cost** to the family should be no more than 30% of family income.

When communities plan for development of affordable housing they often are trying to target those with extremely low, very low, low and moderate incomes.

Median Family Income (MFI) is used as the base to determine these categories.



The **MFI** for St Paul in 2012 was **\$48,235**

Average individual per capita income is **\$25,072**

A rent **affordability** example:

- An individual earning \$20,400 per year (\$10.00 per hour net income)
- 30% of income = \$6,420
- Affordable housing cost = \$530 per month

Landlords need to include cost of development, return on investment, property taxes, maintenance of property, and cost of utilities to determine rent.

There are several affordable housing projects being developed along the Green Line, including a new one to be developed by Project For Pride In Living.



Question: If ADU’s are allowed in North St. Anthony Park, will they increase the stock of affordable housing?

• ADUs, Urban Sprawl & Density

• Urban Sprawl

Urban sprawl is well-documented in the Twin Cities area and elsewhere. There are many reasons for this phenomenon. Larger suburban lots provide more open space and privacy than similarly priced lots in the city. Better schools and proximity to jobs can be other reasons for families to choose the suburbs over the cities to live.



A downside of urban sprawl is the cost to the environment. Large housing developments are often sited on previous farmland and can negatively impact wetlands and other open spaces. Daily commuting with its attendant traffic congestion and air pollution is also harmful to the environment. Urban sprawl is also expensive. The cost per resident of utilities, sewers, roads and their maintenance is high compared to that in the cities. Other high costs include fire departments and law enforcement.



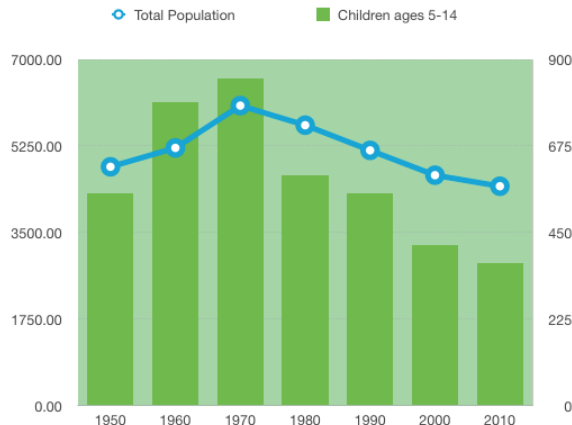
• Population Trends in North SAP

The population of North St. Anthony Park (NSAP) has dropped steadily from a high of about 6100 in 1970 to about 4400 based on the 2009-13 census¹. That's a 23% drop since 1970. The number of school-aged children aged 5-14 has dropped 51% over that time period.

Not surprisingly, the number of housing units has varied less (1929 units in 1970; 1908 units in 2010) because of little available space for further development.



Population and Number of Children in North St. Anthony Park, 1950-2010



Population in the larger District 12 (NSAP and South St. Anthony Park) has actually increased 13% since 1990 but the number of school-aged children is still lower². The City of St. Paul has seen about 3% population increase⁴ since 2000. The resulting lower population density and fewer people per housing unit for NSAP could in part be due to city folks moving to the suburbs. Another recent study³ determined that of an estimated 4.2 million retirees who moved into a new home in the past year, nearly a third chose to move into a bigger home and nearly 20% moved into a home of the same size.

For these and other reasons, there is a need to reduce urban sprawl. This could happen if enough people moved back to the cities from the suburbs. Some of these people might choose to live in an ADU, in which case the population density would increase in proportion to the number of ADUs. Current residents who choose to "age in place" in an ADU would have no effect on the population density.

1. U.S. Census tract 301, http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?_afpt=table
2. 2008-2012 American Community Survey
3. Surprise! Retirees "upsized housing". Article by Jackie Crosby Star Tribune Monday, March 2, 2015. <http://www.city-data.com>
4. <http://www.city-data.com>

• ADU Off-Street Parking Requirements

• Comments to SAP Community Council on ADUs (33 tabulated)

Several residents expressed concern about increased parking congestion if ADUs are permitted.

• Current off-street parking requirement in Saint Paul:

Minimum off-street parking requirement for one and two family dwelling units is 1.5 spaces/unit.

• Green Line Corridor Proposal (City draft)

Must meet current off-street parking requirements for single family dwellings. No additional off-street parking required for ADU.



• Minneapolis ADU Parking Code:

Properties must continue to contain a minimum of one (1) off-street parking space per dwelling unit, but they are not required to provide an additional space for an ADU.



• Portland, Oregon

No additional off-street parking is required for an ADU. In Portland, since ADUs are rare and dispersed, they have had negligible impact on parking conditions citywide. (744 ADUs; 226,440 single family residences.) www.accessorydwellings.org

Questions:

1. Should additional off-street parking spaces be required for an ADU?
2. For the areas in SAP where a parking permit is required to park beyond 1-2 hours, should an additional on-street parking permit be provided for an ADU resident?



• Property Values and ADUs

The usual way that property values are determined in St. Anthony Park (SAP) and elsewhere is by comparison with the recent sales of very similar properties in the area. This is called the Sales Comparison Approach¹. As there are no properties with ADUs in SAP, appraisals with newly added ADUs could be difficult.



Another method is the income approach which would treat the ADU as rental property producing income. Because ADUs may be rented to family members at reduced rates this may not yield accurate results.

How will such an addition affect appraised value and thus the taxes you pay? In lieu of comparable sales, the additional square footage of an ADU will likely add to appraised value. One study¹ of 14 rented ADUs in Portland, Oregon, shows an increase of 25-34% to each property's appraised value. Most of these were detached ADUs. Recent comparisons with other areas may not be representative of the longer term because of housing market volatility.

Construction costs for ADUs are widely variable and depend on many factors. Architectural planning, utilities, entryways and permits in addition to materials and labor add to the total investment. New kitchens and bathrooms are a major component. Total costs² can range from around \$50,000 for attached ADUs to more than \$100,000 for detached ADUs.

• Property values could increase due to:

- Proximity to local shopping and public transportation
- Proximity to the St. Paul Campus
- Benefits of an income-producing ADU



• In the longer term, property values and that of neighbors could decrease due to:

- Loss of green space in the case of detached ADUs
- Loss of privacy
- More vehicles and increased congestion

1. Brown, M.J. and Watkins, T., 2012: Appraisal Journal, Sept. 22, 2012. Also <http://accessorydwellings.org/2011/12/21/appraising-properties-with-adus-using-the-income-approach>
2. <http://blog.newavenuehomes.com/index.php/2013/12/13/what-does-it-cost-to-build-an-accessory-dwelling>

• Reasons ADUs May Benefit Senior Citizens

• Reviewing studies from cities around the United States, common themes emerged about ADUs and their possible benefit to Senior Citizens.

1. Provide rental income from an ADU or from the main house
2. Allow for sharing costs of taxes, fuel, maintenance, and utilities
3. Contribute to companionship and sense of security by having family nearby
4. Allow older people to remain in their homes longer
5. Contribute to sense of privacy and independence

ADUs can be designed to help senior citizens with limited mobility. The ADU concept, with family members living nearby, may help senior citizens obtain health care and/or other needed services.



- Sources:
- U.S. Department of Housing and Urban Development: www.huduser.org
 - Massachusetts Smart Growth Toolkit: www.mass.gov/envir
 - City of Santa Cruz ADU Development Program: www.ci.santa-cruz.ca.us
 - Philadelphia Corporation for Aging: www.pca.org
 - Community Innovation in Berkeley: www.berkeley.edu
 - ADUs in Golden, Colorado: www.cityofgolden.net
 - Senior housing in Westchester County: www.landuse.law.pace.edu

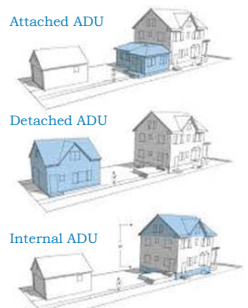
• ADU Design Issues

• A Starting Point for Discussion

ADU design issues are complex. The comment sheet lists a number of design factors that communities face in deciding whether ADUs are appropriate. The issues are taken from a number of sources. They are a starting point for discussion and an opportunity to add your views.

• Comparison to St. Paul Code

Some communities advocate very restrictive policies that result in very few ADUs ever being built, others are less restrictive. To better understand the complexity of allowing ADUs, current St. Paul zoning code standards relative to ADU issues design issues are included. There are currently no policies in effect in St. Paul regarding ADUs, except for carriage houses. So there is an "open book" regarding the ADU question in St. Paul.



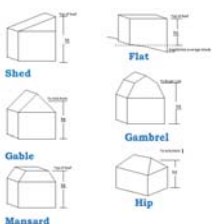
Graphic credit: Star Tribune/Local, posted by Eric Roper November 11, 2014

• Comment Sheet

Leave the comment sheet on the table.

Or mail by April 16 to:

Claudia Wielgorecki
2188 Hendon Ave
St. Paul MN 55108



St. Paul Code Building Height Measurement

- Sources:
- Saint Paul Municipal Code: https://www.municode.com/library/mn/st_paul/codes/code_of_ordinance
 - Minneapolis Information: <http://www.ci.minneapolis.mn.us/eped/projects/adu/>
 - Green Line Corridor: www.stpaul.gov/DocumentCenter/View/16684
 - www.stpaul.gov/DocumentCenter/View/16685
 - General Accessory Dwelling Information: <http://accessorydwellings.org/>
 - Restrictions and Requirements for ADUs in Cascadian Cities: <http://daily.sightline.org/2013/03/15/adus-and-dents>

Example: Stephen Williams, Portland



- Stand-alone detached unit
- 673 sq. ft.
- Built: 2012
- Designer & Builder: Rainbow Valley
- Total Cost: \$125,000

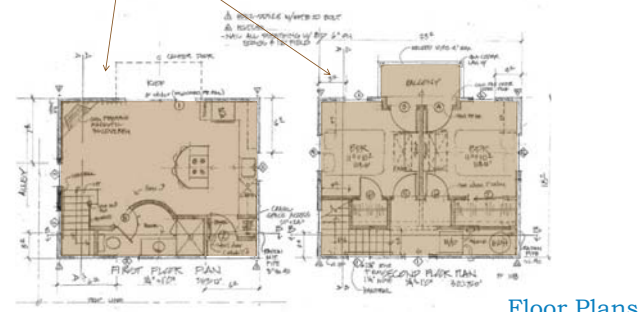
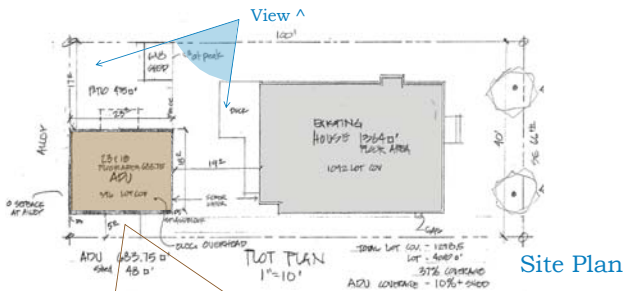


Photo and floor plan: Stephen Williams via linamenardaccessorydwelling.org

Floor Plans

Example: Stephanie & Sam Dyer, Portland



- Stand-alone detached unit
- 342 sq. ft.
- Built: 2012
- Designer: Stephanie Dyer Interior + Product Design
- Builder: Harding Construction
- Total Cost: \$110,000

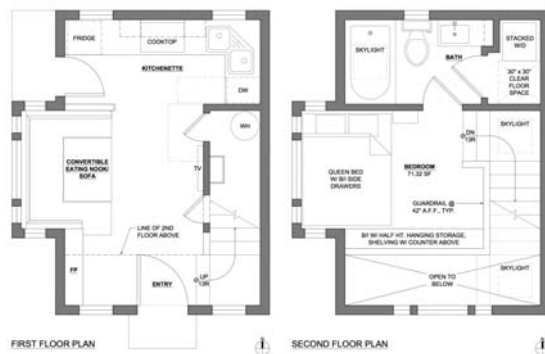


Photo and floor plan: Stephanie & Sam Dyer via linamenardaccessorydwelling.org

Floor Plans

Example: Clark & Chen, Portland



- Internal – daylight walk-out basement unit
- 700 sq. ft.
- Basement converted: 2007
- Designer-Builder: Blake Clark
- Total Cost: \$30,000 (materials, permits, fees; not including owner's sweat equity)



Floor Plan

Photo and floor plan: Clark & Chen via linamenardaccessorydwelling.org

ADU Design Issues

General ADU Issue	Potential ADU Design Standards	What do you think?
Types allowed	Allow internal ADUs? Allow attached ADUs? Allow detached ADUs?	
Number permitted	Allow only one ADU per lot?	
Type of zoning	Limit to single-family zoning areas?	
Size of lot	5,000 square-foot lot is a typical minimum lot size	
Minimum floor area	300 square feet is a common minimum area	
Entrances	Can an internal or attached ADU add an additional entrance to the primary structure facing the public street? Can a detached ADU have an entrance facing the public street?	
Stairways	Should stairways leading to ADUs be enclosed?	
Balconies	Should balconies be allowed to face a neighbor's side yard?	
Rooftop decks	Should rooftop decks be allowed?	
Maximum floor area	Communities vary widely in the maximum floor area for an ADU. Decisions are based on a number of factors. 800 to 1,000 sq. ft. are often cited as maximums. In St. Paul an accessory structure currently is limited to 1,000 sq. ft.	

General ADU Issue	Potential ADU Design Standards	What do you think?
Maximum floor area	Communities vary widely in the maximum floor area for an ADU. Decisions are based on a number of factors. 800 to 1,000 sq. ft. are often cited as maximums. In St. Paul an accessory structure currently is limited to 1,000 sq. ft.	
	What should be the maximum floor area for an internal ADU? Less than the ground floor area of the primary structure? Less than 40% of the floor area of the entire primary structure?	
	What should be the maximum floor area for an attached ADU?	
Number of floors	Limit to one floor?	
Attached ADU issues Current St. Paul Code	Less than 6 feet from building is considered attached for zoning code purposes The principal and attached accessory buildings together may not cover more than 35 % of the entire lot. <i>Minimum side yard setback:</i> R-3: 6 feet, RT2: 9 feet <i>Minimum rear yard setback:</i> R3 and RT2: 25 feet	
Exterior materials	Should the exterior materials of a attached ADU match the principal structure? Should the exterior materials of a detached ADU match those of the principal structure, if the ADU is freestanding?	

General ADU Issue	Potential ADU Design Standards	What do you think?
	Should the exterior materials of a detached ADU match the principal structure, if the ADU is attached to a garage?	
Maximum height	Should there be a maximum height for an attached ADU? 25 feet? 25 feet or 80 percent of the principal structure, whichever is less? Other?	
Detached ADU issues Current St. Paul Code	Accessory buildings may occupy up to 35% of the rear yard Accessory buildings are limited to rear yards. Rear yards which adjoin alleys may include half the area of the alley to calculate the area of the rear yard. Minimum rear yard setback: 1 foot from alley right-of-way, or 3 feet if no alley Minimum side yard setback: 3 feet if no alley On one-family zoning lots, a maximum of three accessory building are allowed, the combined total square footage of those buildings cannot be greater than 1,000 sq. ft. For example, under the above limits, a freestanding detached ADU could be limited by the following maximum floor area calculation: 1,000 sq ft minus 308 sq ft single garage (14' x 22') = 692 sq ft 1,000 sq ft minus 440 sq ft double garage (20' x 22') = 560 sq ft 1,000 sq ft minus 660 sq ft triple garage (30' x 22') = 340 sq ft	

General ADU Issue	Potential ADU Design Standards	What do you think?
	The maximum floor area of an ADU above a garage is harder to calculate because only the footprint of the garage is counted under current code. See accessory building height illustrations	
Maximum floor area	Should habitable upper story floor space in an existing garage be counted in the 1000 square foot limit? (Currently just the foot print of the garage is counted.) Should there be a maximum floor area for a detached ADU in addition to the 1,000 square foot total accessory building limit? 800 sq. ft., 950 sq. ft., other?	
Distance from the principal structure	Some communities have also set a minimum distance between the detached ADU and the principal structure. 6-foot minimum in current St. Paul code? 20 feet as some other communities have done?	
Roof pitch	Should the roof pitch of a detached ADU match the principal structure?	
Windows	Should the windows of a detached ADU match the proportions of the principal structure?	
Height ratios	Should an existing garage be allowed to convert its second story space to an ADU if the principal structure is only one story?	
Maximum Height	20 feet or height of the principal structure, whichever is less 25 feet or 80 % of the principal structure, whichever is less Other?	
Other issues or comments		

Ask questions, make suggestions



Discuss with your neighbors



Please make comments on post-its

Fill out comment sheets



Thank You!



Look for more information on the next steps in the ADU process on the SAPCC website:

<http://www.sapcc.org/>

Or email questions to:

info@sapcc.org