



**UNION PARK DISTRICT COUNCIL**

1821 University Avenue, Suite 308, Saint Paul, MN 55104  
651.645.6887 | [info@unionparkdc.org](mailto:info@unionparkdc.org) | [www.unionparkdc.org](http://www.unionparkdc.org)  
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June 28, 2018

Ms. Elizabeth (Betsy) Reveal  
Chair  
Saint Paul Planning Commission  
534 Superior Street  
Saint Paul, MN 55102  
[ecr@trios-llc.com](mailto:ecr@trios-llc.com)

Ms. Kady Dadlez  
Senior Planner  
Department of Planning & Economic Development  
City of Saint Paul  
1400 City Hall Annex, 25 West Fourth Street  
Saint Paul, MN 55102  
[Kady.Dadlez@ci.stpaul.mn.us](mailto:Kady.Dadlez@ci.stpaul.mn.us)

Re: West Marshall Avenue Zoning Study

Dear Mses. Reveal and Dadlez and Members of the Planning Commission:

On June 27, 2018, the Union Park District Council ("UPDC") Board voted to endorse implementation of the City's May 18, 2018, West Marshall Avenue ("WMA") Zoning Study recommendations completed by Kady Dadlez, with a handful of notable refinements approved by the UPDC Board. These are illustrated in the attached four maps and summarized below:

- **Map 1:** Cleveland to Cretin should temporarily remain R3/R4 single-family zoning and not RT1 until the City's Student Housing Overlay District can be amended to prevent automatic conversion of registered single-family student rentals to registered student duplexes.
- **Map 2,** immediately east of Wilder: eliminate the proposed T1 designation and replace it with RT1 north of Marshall (2013 [likely deemed historic] and 2017 Marshall homes) and RM1 south of Marshall (2010 and 2016 Marshall and 226 Wilder). Wilder Street creates an adequate buffer/transition between the T2 mixed-use zoning proposed west of Wilder and residences east of Wilder; and a Marshall median currently spans Wilder, which prevents left turns generally required for viable mixed-use commercial uses.
- **Map 2,** Marshall and Moore intersection: residences in northwest and southeast corners should be RT1 zoning not the proposed RM1; proposed RM2 in northeast corner should be replaced with RM1 zoning consistent with the southwest corner apartments.
- **Map 2:** Expand T1 district density at Fairview to include 1806 and 1810 Marshall properties for more viable mixed-use intersection redevelopment opportunities.
- **Map 3,** near Marshall and Pierce intersection: slightly scale back proposed RM1 zoning and instead retain existing RT1 for 1671, 1676, and 1677 Marshall homes.

- **Map 4**, between Pascal and Albert, south side of Marshall: in light of proximity to the new soccer stadium, replace I1 Light Industrial for 1430 and 1440 Marshall with T3 mixed-use and replace I1 Light Industrial for 1400 Marshall with T1, consistent with the City's proposal for property immediately east of Albert Street.

UPDC thanks Kady for her excellent work and for listening to the community's considerable feedback, as she crafted the WMA zoning recommendations. Comments from the community were sought in a variety of ways including at least four presentations by city staff to UPDC and the community, walking tours, notices in the *Villager* newspaper, myriad e-mails, comment cards and a large community forum (invitations hand delivered to all properties on Marshall, Iglehart and Dayton avenues west of Hamline Avenue to the Mississippi River).

The WMA Zoning Study recommendations generally conform to numerous key provisions of the Union Park Community Plan (2016) that apply to and support this UPDC decision. In this Community Plan, UPDC and the community have committed to:

- Support land uses that preserve Union Park as a connected, walkable, mixed-use, sustainable neighborhood with a pedestrian-oriented, human-scale streetscape (LU1).
- Preserve the well-kept, traditional feel and scale of the neighborhood (LU2).
- Maintain and establish zoning that preserves lower-density, single-family homes and duplexes outside of mixed-use corridors (*specifically Snelling Avenue and Marshall Avenue east of Snelling Avenue*) (LU2.1).
- Encourage the continued use and rehabilitation of existing structures, districts, and landscapes to preserve the historic character of residential and commercial districts (LU2.2/HP1/HP2/HP3).
- Ensure that new development fits within the character and scale of adjacent neighborhoods (LU2.3).
- Preserve Union Park's pedestrian-scale neighborhoods, while promoting a range of housing types and affordability to meet the needs of people at different life stages with different housing needs (H1).
- Support multi-unit mixed-use development in *mixed-use corridors* (*specifically, Marshall between Snelling and Hamline avenues*) that can accommodate higher density levels, while minimizing impacts on adjacent lower density areas, and discourage multi-unit housing and retail uses that are incompatible with single-family residential areas (H1.1).
- Support housing development designed to promote pedestrian, bicycle, and public transit activity (H1.3).
- Recognize and accommodate student-housing needs while respecting the rights and concerns of all community stakeholders (students, families, colleges, landlords, businesses, etc.) (H3).

UPDC acknowledges that the WMA Zoning Study recommendations are governed by the City's 2030 Comprehensive Plan, which defines Marshall Avenue west of Snelling Avenue as a Residential Corridor. Specifically, "This land use includes segments of street corridors that run through Established Neighborhoods that are predominately characterized by medium-density residential uses. Some portions of Residential Corridors could support additional housing";

medium density is defined as 4–30 dwelling units per acre. UPDC also recognizes that the Cleveland and Marshall Avenue intersection is labeled as a Neighborhood Node in the City's draft 2040 Comprehensive Plan. Even though the 2040 Plan will not be enacted until 2019, Kady's WMA zoning recommendations foreshadow this new Neighborhood Node by implementing Traditional Neighborhood mixed-use zoning at Cleveland and Marshall, which UPDC supports.

We request that the Planning Commission approve the City's May 18, 2018, WMA Zoning Study recommendations, as amended by UPDC's maps, with full consideration of the substantial community input collected by UPDC (incorporated into the attached maps), the Union Park Community Plan, and the City's 2030 Comprehensive Plan.

Please let me know if you have any questions.

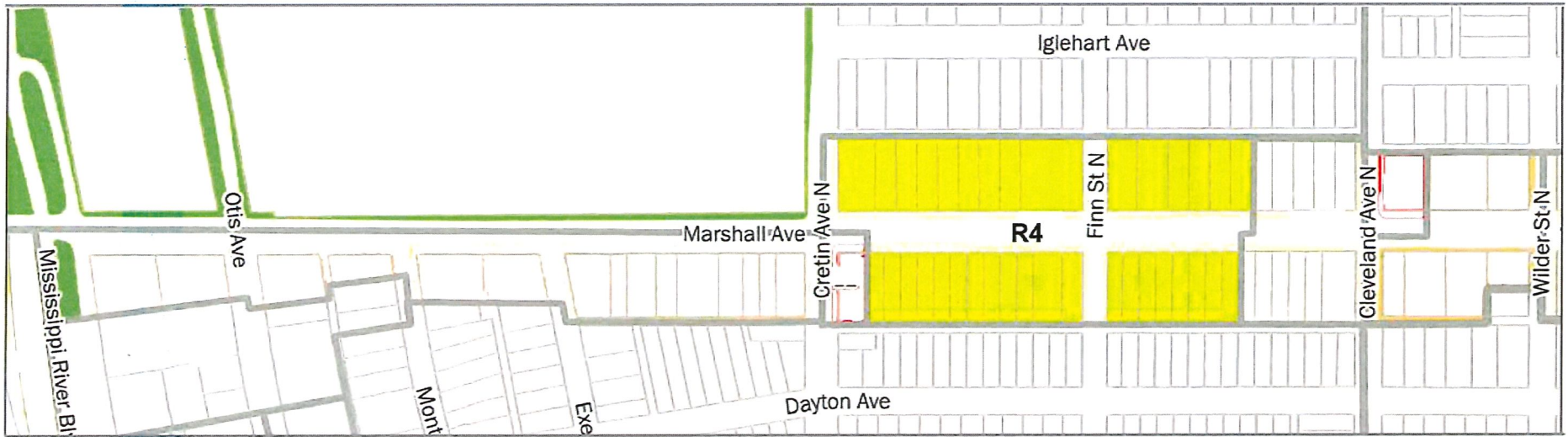
Thank you,



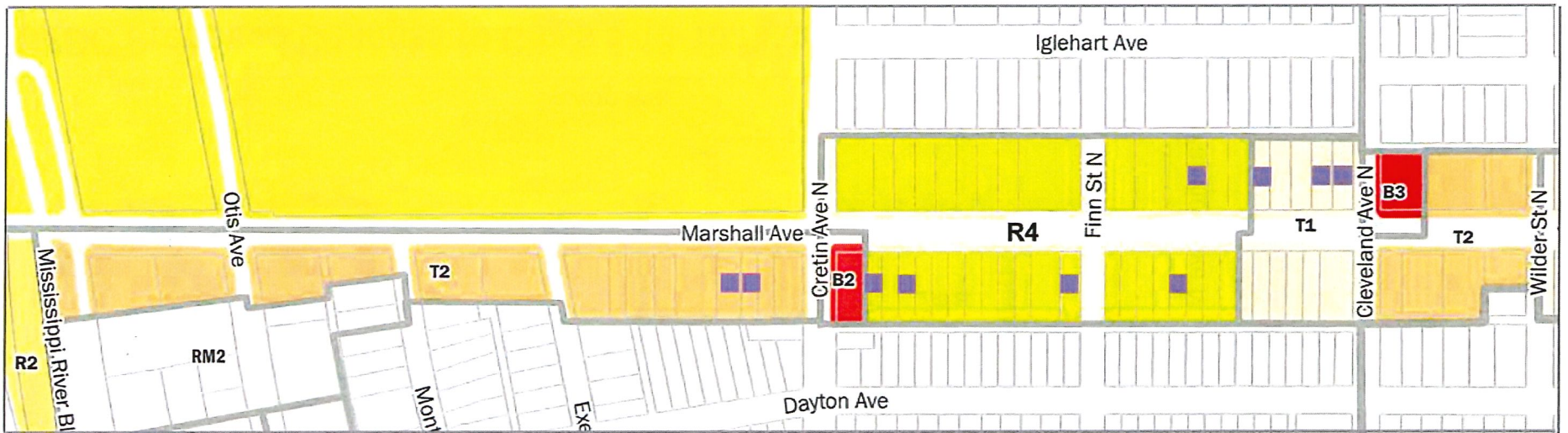
Dan Taylor  
President  
Union Park District Council  
Grid 7 Representative



Brandon Long  
Executive Director  
Union Park District Council



## UPDC Proposed Changes to City's 5-18-18 Plan

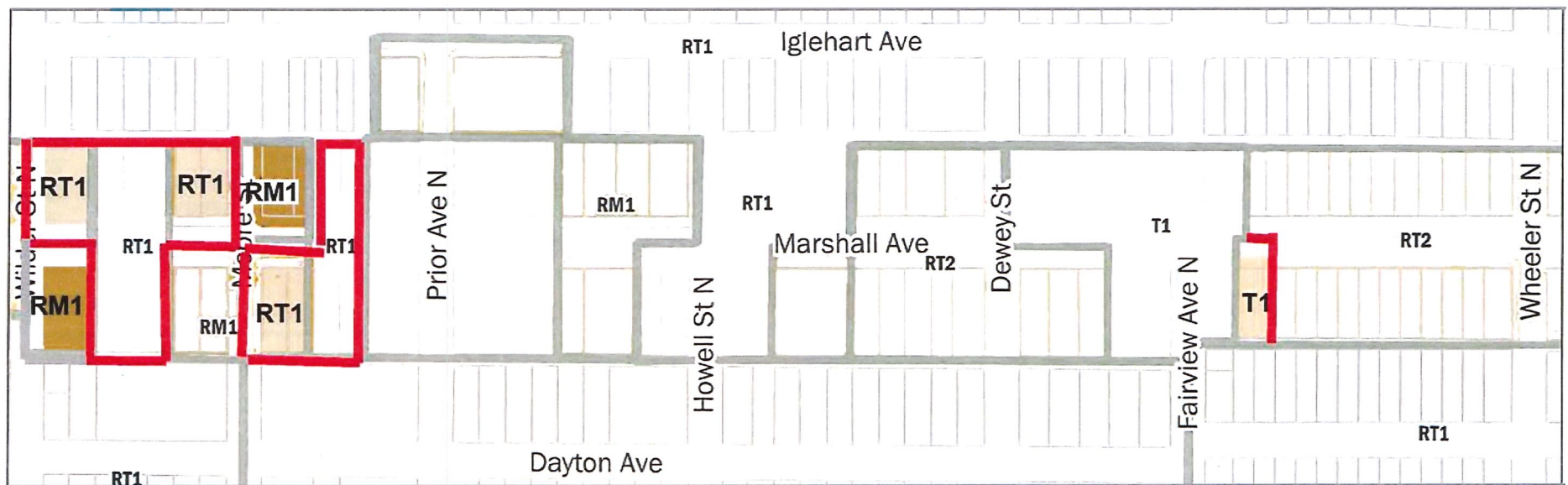


## UPDC Proposed Zoning After Changes

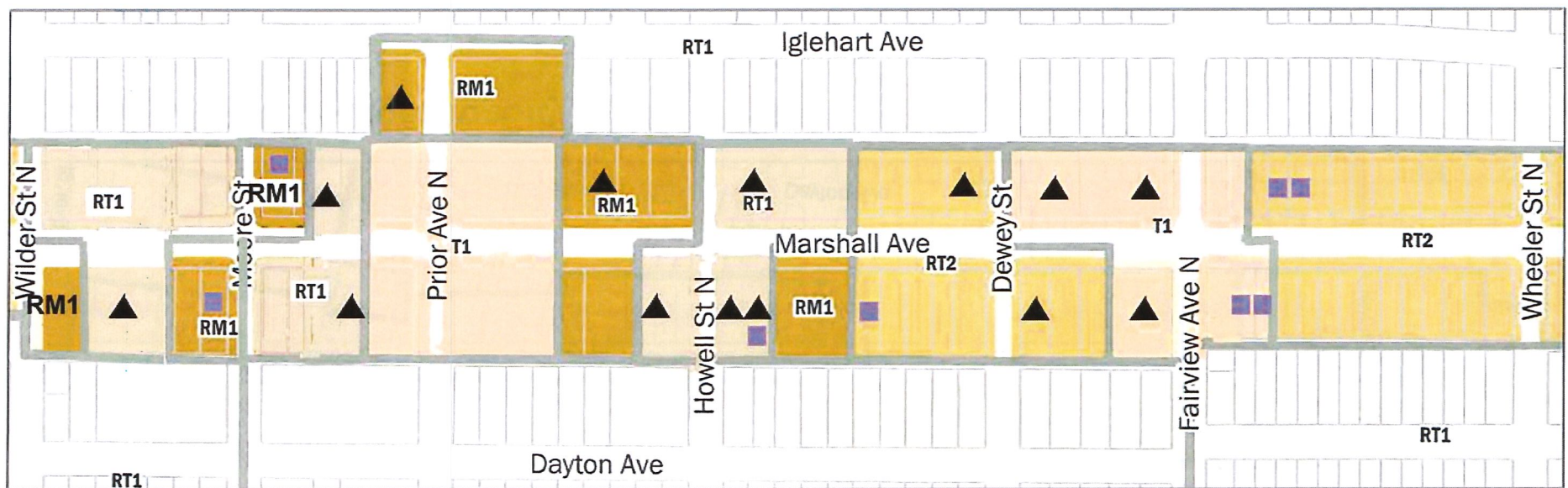
■ Registered Student Housing Rental

Marshall Avenue -- River to Cretin





## UPDC Proposed Changes to City's 5-18-18 Plan



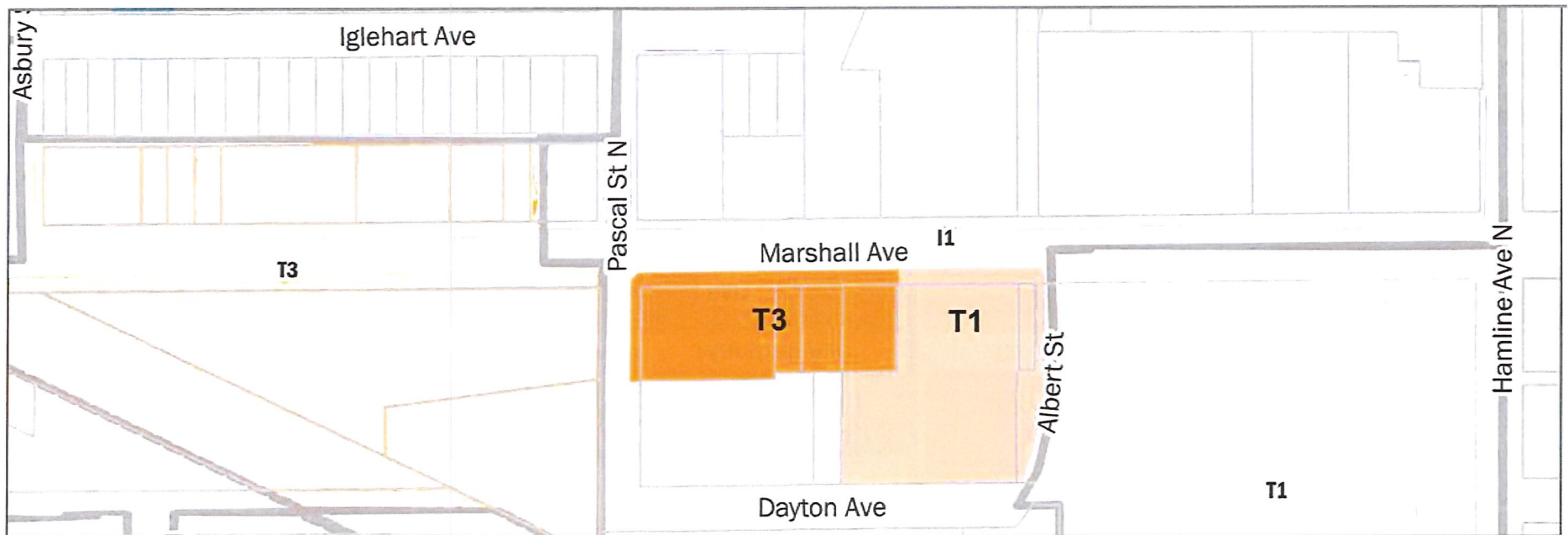
## UPDC Proposed Zoning After Changes

- ▲ Merriam Park Historic Resources Inventory
- Registered Student Housing Rental

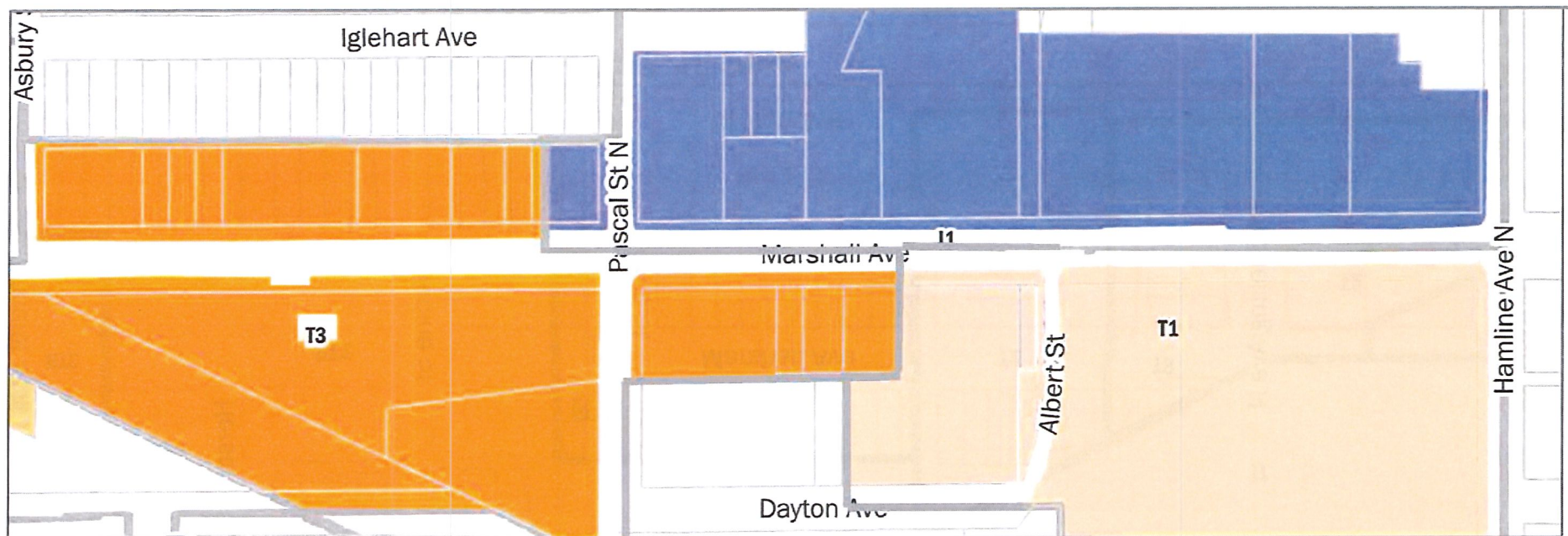
Marshall Avenue -- Wilder to Wheeler







## UPDC Proposed Changes to City's 5-18-18 Plan



## UPDC Proposed Zoning After Changes Marshall Avenue -- Ashbury to Hamline

6/28/2018

Dear Kady Dadlez and The Planning Commission,

My name is David Kvasnik and I represent Ted and Elaine Kvasnik, Howard Kvasnik and Peter Kvasnik. I want to voice our support for higher density in Saint Paul and specifically Merriam Park within the West Marshall Avenue Zoning Study area.

Over the past 30+ years my family has put together two parcels located at Cretin and Marshall and Cleveland and Marshall.

The Cretin and Marshall Parcel consists of 5 parcels totaling 1.09 acres. It is currently a mix of RM2, T2, and B2. We would like to eventually develop it and have been in preliminary conversations to build a larger multi use building. It is a very important hub corner in the area and it is a perfect location for higher density uses. I cannot emphasize enough that we would not be building dormitories. We have zero interest in providing large scale student housing. This corner serves the 21, 53, and 63 bus lines. It has also been identified as a BRT line for 2022. We would like to build a mix of one, two and three bedroom apartments to serve the needs of families and workers in the area. We also anticipate building a ground level of retail which would serve the neighborhood. We would like to see 2180, 2190, 2194, 2202, and 2210 Marshall zoned T-3 since all 5 parcels are contiguous and owned by the same entity. The location meets the parameters of having a larger footprint and ability to handle T-3 development.

The Cleveland and Marshall Parcel consists of 3 parcels totaling .92 acres. It is identified in the comprehensive plan as a node. It is currently a mix of T2 and B2. We would like to eventually develop it and have been in preliminary conversations to build a larger multi use building. It is a very important hub corner in the area and it is a perfect location for higher density uses. We would not be building dormitories. We have no interest in providing student housing. Rather, we would provide a mix of one, two and three bedroom apartments to families and workers. This corner serves the 21, 53, 87 and 134 bus lines and it is very busy. We would like to see the City zone 2034, 2044 and 2054 Marshall as T-3 since all 3 parcels are contiguous and owned by the same entity. The location meets the parameters of having a larger footprint and ability to handle T-3.

1991 Marshall is currently a 5 unit home zoned RM2. We do not want it to be rezoned to RM1.

2063 Marshall is currently R3. This is a Student Rental. The home next door is RM. We would like to see 2063 Marshall zoned RM at a minimum but would prefer T-3 since it is identified as a node in the comprehensive plan, it is the corner and the neighboring home is already RM. Being the corner is important because it should have an equal or larger zoning limit than the second house in. It does not make sense for the corner to have a lesser zoning limit than the second house in. This corner serves the 21, 53, 87 and 134 bus lines and it is very busy.

2122 Marshall is currently R4. It is a Registered Student Rental. It is a corner. It has a route 21 bus stop in front of it. It is next door to a Sisters of Carondelet home serving multiple people. We would like to have

it become RM2 or T-2. It should be zoned higher density than the home next to it and it should be allowed to have a 3+ unit multi-family use.

In conclusion, we are all very lucky to be able to live in an area that is bursting at the seams with more people every day. It is time to help new families and workers move into the area by making it easier to build large scale housing at our most important corners. Density is a must for Merriam Park and its survival but it has to be the right density. That means a density based on families and workers, not students. We have no interest in providing dormitories or student housing. We would prefer to be able to offer 1, 2, and 3 bedroom apartments to families, couples and working people who recognize the neighborhood as a fantastic place to raise a family and live like me and my wife and kids. I don't just own property here. I actually live on the 2000 block of Selby as well. Through proper zoning we could open the door to non-students at some of our most important corners and start to fill the neighborhood with families and workers rather than students and dorms. People like to mention a tipping point and an overabundance of students. We can reverse that through building more NON Student Housing. What if we zoned some of these corners to T-3 so that we could build properties that can compete with the profits and crowds made by student housing? Let's do it for future families and workers.

Thank you for taking the time to listen. I appreciate it very much.

Sincerely,

David Kvasnik

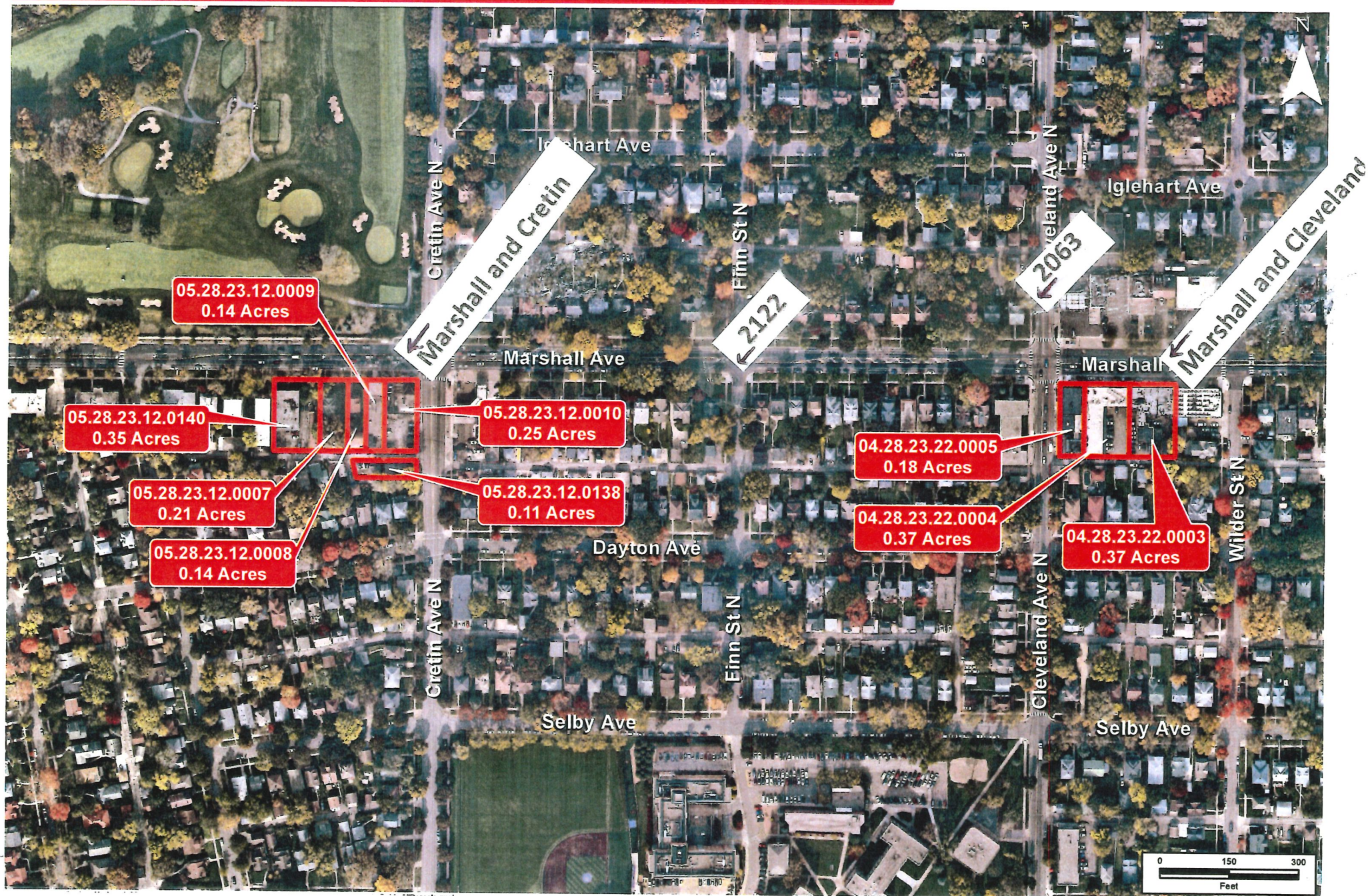
2012 Selby Ave.

St. Paul, MN 55104

651-329-3026



# Kvasnik St. Paul Properties



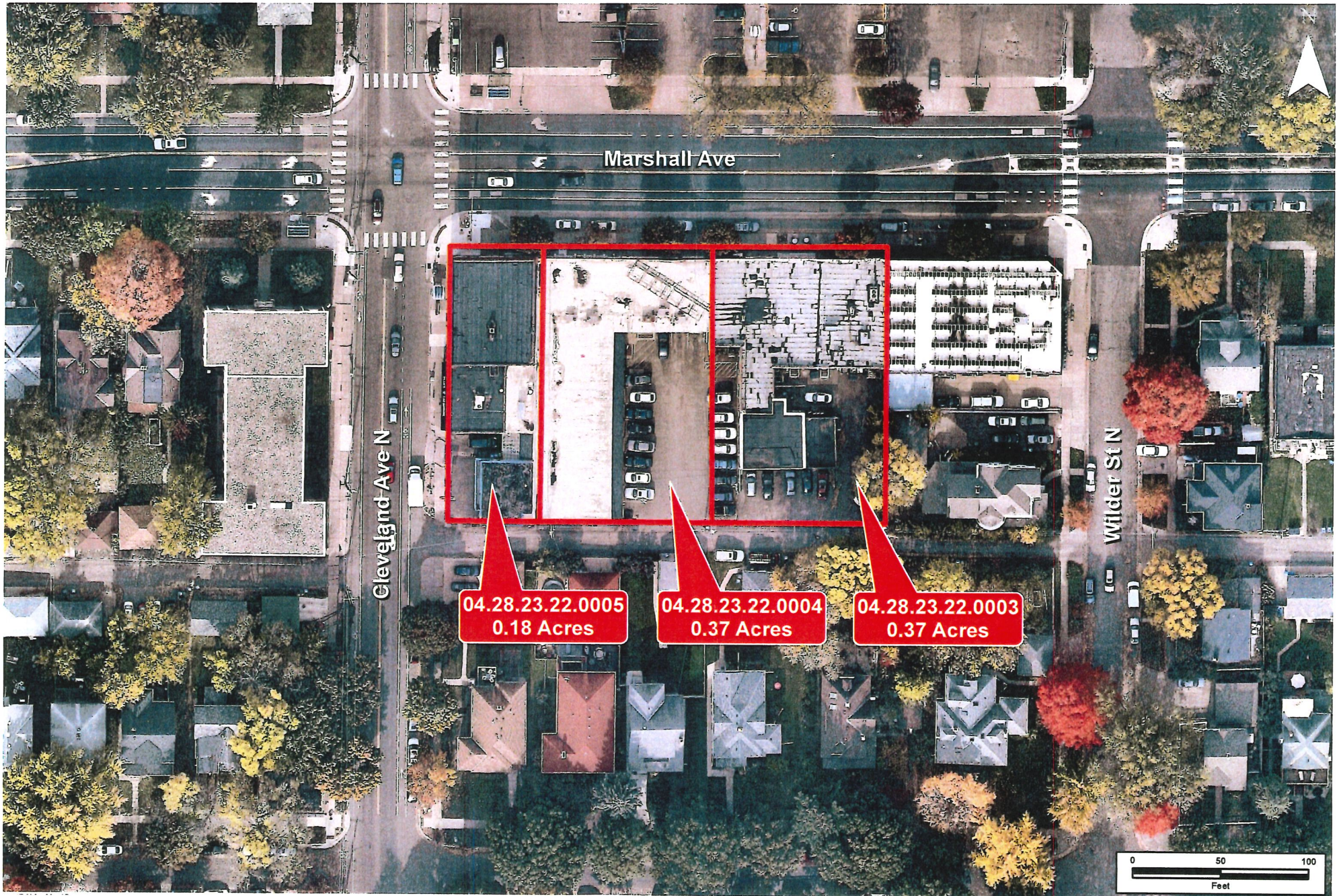


# Kvasnik St. Paul Properties

Marshall and Cretin Parcel









**A Sampling of Marshall Avenue  
Structures Located Within the  
Merriam Park Historic  
Resource Survey Area  
(Between Cleveland & Fairview Avenues)**

## Merriam Park HPC Survey Area

1824 Marshall Avenue (at Fairview), built in 1916

Charles Thompson Memorial Hall (Social Club for the Deaf)

Designer: Dr. Olof Hanson

*On the National Register of Historic Places*

Courtesy McGhie/Gallery ©

Original architectural rendering





## Merriam Park HPC Survey Area

1853 Marshall Avenue, built in 1896 for F. A. Bedell

Owners: Dr. Christopher Scorzelli & Erin Heitkamp

Architect: Louis F. Lockwood





## **Merriam Park HPC Survey Area**

**1840 Marshall Avenue, built in 1902 for Dr. F. L. Beckley**

**Architect: Louis F. Lockwood**





## Merriam Park HPC Survey Area

1846 Marshall Avenue, built in 1904 for C. W. Turner

Architect: J. Walter Stevens

Original Cost: \$8,000 (a substantial sum in 1904)

Circa 1910

Courtesy Minnesota Historical Society ©





## **Merriam Park HPC Survey Area**

**1893 Marshall Avenue, built in 1891 for W. D. Madigan**

**Owners: Brian & Lisa Zinnel**

**Architect: Allen Stem (designed Grand Central Station in Manhattan)**





## **Merriam Park HPC Survey Area**

**1894 & 1898 Marshall Avenue, both built in 1901 by Gust A. Anderson**  
**Owners: Simmons and Donato-Hashmi Families**





## **Merriam Park HPC Survey Area**

**1899 Marshall Avenue, built in 1897 for George C. Waller**

**Owner: Transition Homes (Sober House)**

**Architect: Louis F. Lockwood**





## **Merriam Park HPC Survey Area**

**1910 Marshall Avenue, built in 1889 for P. L. Therien**

**Owners: Dean & Laura Cummings**

**Architects: Diedrik Omeyer & Martin Thori**





## **Merriam Park HPC Survey Area**

**1926 Marshall Avenue, built in 1901 for George Phipps**

**Owners: Terrance & Meline Juarez**

**Architect: Louis F. Lockwood**





## **Merriam Park HPC Survey Area**

**1969 Marshall Avenue, built in 1889 by current owner's family**

**Owner: Mary Anderson**

**Architect: J. Walter Stevens**





## **Merriam Park HPC Survey Area**

**1980 Marshall Avenue, built in 1904 for George H. Lawes**

**Owners: John & Ellen Anderson-Manz**

**Architect: Louis F. Lockwood**





## **Merriam Park HPC Survey Area**

**1990 Marshall Avenue**

2.5-story historic apartment building, built in 1924





## **Merriam Park HPC Survey Area**

**1995 Marshall Avenue, built in 1910 for F. L. Hall**

**Owners: Richard & Melissa Smyth**





## **Merriam Park HPC Survey Area**

**2000 Marshall Avenue, built in 1910 for Den E. & Cornelius A. Lane**

**Owner: Dean M. Nelson**

**Architect: Mark Fitzpatrick**





## **Merriam Park HPC Survey Area**

**2006 Marshall Avenue, built in 1913 for George W. Oakes**

**Owners: Stefan Plambeck & Sharon Arad**

**Architect: Thomas G. Holyoke (partner of Cass Gilbert, designed MN Capitol)**





## **Merriam Park HPC Survey Area**

**2005 Marshall Avenue, built in 1905 for J. P. Adamson**

**Owners: Dan & Anne Weston**

**Architect: Louis F. Lockwood**





## **Merriam Park HPC Survey Area**

**2013 Marshall Avenue, built in 1902 for O. P. Shephardson**

**Owner: Jay F. Riggs**





## Merriam Park HPC Survey

1977 Marshall Avenue, built in 1906 for Albert A. Fry

**(to be demolished for Marshall & Moore Student Apartments)**

**Architect: Charles W. Buechner** (worked for Clarence H. Johnston; notable 1908 commissions include three used today on University Avenue: Specialty Building at Raymond, Carleton Place Lofts, and fire station at St. Albans Street)





## Merriam Park HPC Survey Area

1973 Marshall Avenue, built in 1906 for Harry Metcalfe  
(to be demolished for Marshall & Moore Student Apartments)

