

**Saint Paul Planning Commission  
City Hall Conference Center  
15 Kellogg Boulevard West**

**Minutes June 29, 2018**

A meeting of the Planning Commission of the City of Saint Paul was held Friday, June 29, 2018, at 8:30 a.m. in the Conference Center of City Hall.

**Commissioners Present:** Mmes. DeJoy, Eckman, Lee, Reveal, Underwood; and Messrs. Edgerton, Khaled, Lindeke, Ochs, Perryman, Rangel Morales, Reich, Risberg and Vang.

**Commissioners Absent:** Mmes. \*Anderson, \*Mouacheupao, and Messrs. \*Baker, \*Fredson, Oliver and \*Wojchik.

**Absent:** \*Excused

**Also Present:** Lucy Thompson, Interim Planning Director; YaYa Diatta, Department of Safety and Inspections, Kady Dadlez, Tony Johnson and Sonja Butler, Department of Planning and Economic Development staff.

**I. Approval of minutes June 15, 2018.**

**MOTION:** *Commissioner Reich moved approval of the minutes of June 15, 2018. Commissioner Perryman seconded the motion. The motion carried unanimously on a voice vote.*

**II. Chair's Announcements**

Chair Reveal congratulated Commissioner Lindeke on his engagement. Also, she thanked Eric Larson for hosting the Commission on a tour of his Accessory Dwelling Unit in the Hamline-Midway area. She spoke with some of the neighbors, who said that they just love it.

**III. Planning Director's Announcements**

Lucy Thompson, Interim Planning Director, announced that several appeals of Planning Commission decisions were before the City Council on June 20<sup>th</sup> and June 27<sup>th</sup>. Scott Kramer's appeal of the Commission's denial at 241 George Street (Dearing Mansion) was granted with amended Conditional Use Permit conditions by the City Council. An appeal filed by David Burke on behalf of adjacent neighbors at 1381 Cleveland was denied unanimously by the City Council. The appeal filed by Neighbors for Responsible Development for the proposed project at Snelling and St. Clair that appeal was denied by the City Council. The Dunkin Donuts appeal was withdrawn before it went to City Council. In other news, Ford has announced that they will sell the site to Ryan Companies. Planning & Economic Development staff (and staff from all City departments) are gearing up to start meeting with Ryan. A priority will be evaluating proposed amendments to the *Ford Site Zoning and Public Realm Plan*. The Heritage

Preservation Commission has forwarded its recommendation to the City Council for designation of Fire House #10.

**IV. PUBLIC HEARING: West Marshall Avenue Zoning Study – Item from the Comprehensive and Neighborhood Planning Committee. (*Kady Dadlez, 651/266-6619*)**

Chair Reveal announced that the Saint Paul Planning Commission is holding a public hearing on the West Marshall Avenue Zoning Study. Notice of the public hearing was published in the Legal Ledger on Thursday, June 14, 2018, and was mailed to the city-wide Early Notification System list and other interested parties.

Kady Dadlez, PED staff, gave a brief presentation on the study recommendations. The study was initiated by the City Council in October 2017 as a result of increasing development pressure along Marshall Avenue. There is a development moratorium in place for a six-block stretch of Marshall Avenue. The study's primary recommendations are to maintain Marshall Avenue as an appropriate place for all types of housing, including apartments, and to introduce more traditional neighborhood zoning where appropriate to allow a mix of residential and commercial uses along the Avenue. Included in the Commissioners' packets were 15 letters or emails that had been received by the time the Commission packets were sent out. Staff has received another 50 or so since then.

Chair Reveal read the rules of procedure for the public hearing.

The following people spoke.

1. Joshua Donato, 1898 Marshall Avenue, St. Paul, MN 55104. He supports the plan with Union Park's minor revisions. Mr. Donato thinks it's a clever plan that artistically allows more density and housing for a growing city and the possibility of mixed use buildings but also preserves historic houses.

Commissioner Underwood asked if Mr. Donato was there on behalf of Union Park.

Mr. Donato said that he is not testifying on behalf of the district council. He is just there as a homeowner who supports the Union Park recommendations.

2. David Kvasnik, 2012 Selby Avenue, St. Paul, MN 55104. He is representing his dad, brothers, and himself. They own property at the southeast corner of Marshall and Cleveland and the southwest corner of Marshall and Cretin. Currently the properties are zoned T2; they would prefer T3 zoning. Their long-term intentions are to build a mixture of retail and 1, 2, and 3 bedrooms, but not student housing.

Chair Reveal asked if the T3 was included in the Union Park recommendations.

Mr. Kvasnik replied no, it was not. Union Park recommended T2. However, speaking with some developers, T2 would limit them to either micro units or student housing, because they would not be able to get tall enough. Mr. Kvasnik wants to develop their property with a mix of 1-, 2- and 3-bedroom units, and the height allowed by T3 would make it financially viable to do that.

3. Brandon Long, Executive Director of Union Park District Council, 1821 University Avenue, St. Paul, MN 55104. Mr. Long thanked Kady Dadlez for her excellent work and for listening to the community's considerable feedback. Generally, the proposed rezonings conform to numerous key provisions within the Union Park community plan: 1) supporting land uses that preserve Union Park as a connected, walkable, mixed use, sustainable neighborhood; 2) insuring that new development fits with the character and scale of adjacent neighborhoods; 3) supporting housing development; and 4) designing to promote pedestrian, bicycle and public transit activity. On June 27, 2018 the Union Park District Council board voted to endorse the May 18, 2018 zoning study recommendations with a handful of notable refinements. They are requesting that the Planning Commission approve the May 18<sup>th</sup> West Marshall Avenue Zoning Study as amended by the maps with full consideration of the substantial community input collected by Union Park District Council.

Chair Reveal noted that neither the Commission nor staff has had a chance to review the Union Park changes in detail. That will be done at the Committee meeting that will follow this to consider all of the testimony.

4. Eric Molho, 1888 Feronia Avenue, St. Paul, MN 55104. He spoke as one of three representatives for the Union Park District Council. He said his comments represent those of the district council and not his own personal views. He also thanked Ms. Dadlez for her great work and partnering with them on these efforts. One of the key areas of challenge that they face along West Marshall Avenue is student housing. Marshall Avenue is one of those areas in the city where it is a challenge to provide adequate student housing, particularly for the University of St. Thomas and students at other institutions. The district council is recommending a pause on one of the recommendations so that the city and the district council have an opportunity to look into preventing the direct conversion from a single-family home to a duplex and more student units. The fear of some neighbors is that, if we move quickly with rezoning, it might create an incentive and opportunity to convert those single-family homes into duplexes, which may make them more inviting for student housing. The challenge for the neighborhood and the City is to ensure that zoning does not have a detrimental impact and encourage additional student housing along West Marshall.

Commissioner Lindeke asked how much of the outreach and engagement done by the Union Park District Council was with students or renters.

Mr. Molho said that, when they conducted their large forums, they put flyers around the entire neighborhood, including at all rental properties. Union Park District Council also notified renters and homeowners via email. Some parts of the neighborhood were hard to reach, though, (not just students but also those people who live east of Snelling), so they do not claim that their engagement was comprehensive or that they heard from all of the diversity of voices in their neighborhood.

5. Dean Nelson, 2000 Marshall Avenue, St. Paul, MN 55104. He is a Union Park representative and co-chair of their Land Use Committee. He also thanked Ms. Dadlez for a great job. West Marshall is a medium-density residential corridor west of Snelling, and a mixed-use corridor east of Snelling. It already has a lot of housing density. Many former single-family homes have been discretely converted to student housing, multi-family, rental, sober housing

and other great adaptive uses. Mr. Nelson referenced the six revisions recommended by the Union Park District Council in its letter to the Planning Commission

6. Douglas Allchin, 2005 Carroll Avenue, St. Paul, MN 55104. He endorses the Union Park District Council's recommended revisions. He referenced the City's 2030 Comprehensive Plan's Land Use Table on page 47, which shows a modest reduction in residential units on residential corridors such as Marshall Avenue from 2010 to 2030. According to this Plan, no growth is needed or desired on the residential corridor of West Marshall, so everything should be rezoned to current land use.

Mr. Allchin said the number of residential land uses was projected to decline from 1,632 in 2010 to 1,523 in 2030. The Comprehensive Plan does not indicate any growth for residential corridors; the neighborhood recognizes the need for affordable housing and for population growth. He suggested growth occur through mixed-use structures at several major intersections. Everything should be limited to three stories, not RM2 or T3.

7. Pat McFaden, 1974 Marshall Avenue, St. Paul, MN 55104. Her property is one of two properties that are requesting an RT1 designation rather than RM1. RT1 would put her property into the same zoning classification as the other properties on that block. She is concerned about investors over time using single-family homes to house students, and major development proposals changing the character of the neighborhood. Zoning can affect these decisions. It troubles her to think that people, none of whom live in this community, can make a decision for this community, and that this old, established, family neighborhood could be sacrificed.
8. Ellen Anderson Manz, 1980 Marshall Avenue, St. Paul, MN. 55104. She adamantly opposes the City's plan to zone her property her next door neighbor's property to RM1. She respects and understands the need for high-density housing. However, her portion of Marshall and the surrounding neighborhood already have a significant number of high-density apartments and student housing. She currently deals with overcrowding, parkers that frequently block her driveway and littering. She respectfully requests that the City adopt the Union Park District Council proposal to zone 1980 and 1974 Marshall as RT1.
9. C. David Sill, 2111 Marshall Avenue, St. Paul, MN 55104. He has concerns about increased traffic and parking, but mainly he is here to support the Union Park District Council's proposed changes, particularly as they relate to keeping single-family zoning in place on his block. He is not against student housing, just student partying and student binge drinking that would exacerbate the problem to the point where he would probably have to move.
10. Charlotte Berres, 1919 Iglehart Avenue, St. Paul, MN 55104. Ms. Berres appreciates all the efforts that Ms. Dadlez has made to meet with the neighborhood affected by this new zoning. Quoting the Union Park Community Plan, she asks to make sure that the new Marshall Avenue rezoning "preserves the well-kept, traditional feel of the neighborhood" LU2. Under Housing H2, "preserve and improve the character and maintenance of Union Park's neighborhoods for the next 10 years and beyond" by encouraging "rehabilitation of existing housing stock." H2.2 Ms. Berres asks that Marshall Avenue between Fry and Cretin Avenue be maintained as the residential corridor it is under the City's 2030 Comprehensive Plan, with one commercial node at Cleveland that would be within a 20-minute walk for people in the area (a new neighborhood node as defined in the City's draft 2040

Comprehensive Plan). This residential corridor, an avenue of lovely homes, needs to be maintained and encouraged to balance all the building on Snelling Avenue and each end of Marshall. Beautiful neighborhoods with engaged citizens - both homeowners and renters - are St. Paul's greatest asset.

11. Dale Halladay 1936 Dayton Avenue, St. Paul, MN 55104. He and his wife moved to the neighborhood because of the character of the properties along Marshall and the people in the neighborhood. He believes the City's proposed May 18<sup>th</sup> rezoning, with minor modifications as proposed by the Union Park District Council, is a thoughtful plan, and he supports it. It meets the future needs of the neighborhood and the city, while maintaining the unique characteristics of the neighborhood. West Marshall is primarily a single-family residential street and has maintained its character for over 100 years, while changing with the times. Keeping West Marshall a unique and diverse residential street is the key to keeping Merriam Park and all of St. Paul a livable city.
12. Mark Morrow, 1984 Carroll Avenue, St. Paul, MN 55104. Mr. Morrow said Merriam Park is influenced by three key corridors: Marshall, I-94 and the Green Line. University Avenue acts like a wall separating Cub Foods, Walmart and Target from the residential area to the north. Marshall Avenue is a different kind of corridor. It goes through the heart of Merriam Park, and needs to connect to I-94 and University with a north-south route. One area that needs attention is the area from Snelling to Albert that is still industrial and that is the only industrial area along Marshall. The businesses there are not a best fit anymore. Four-tenths of a mile to Whole Foods, three-tenths of a mile to the stop on Snelling, three-tenths to the stop on Marshall. This is a walkable distance to area amenities. This is a chance to grow because that area would connect the community to the east with the community to the west, and also the community to the north that is being built around the new soccer stadium.
13. Julie Bolt, 315 Moore Street, St. Paul, MN 55104. She endorses the City's May 18<sup>th</sup> proposed recommendations as amended by the Union Park District Council. Ms. Bolt thanked her neighbors and Ms. Dadlez for their thoughtful work on this zoning project. It marries balanced reasonable density where it makes the most sense and preservation of strong existing neighborhoods with engaged citizens.
14. Scott VanWert, 1985 Marshall Avenue, St. Paul, MN 55104. He endorses the amended plan and supports rezoning the corner he lives on to RT1 rather than RM1. He elaborated on the outreach efforts of the Union Park District Council. He commented on the scale of development along the corridor. He supports T2 for certain areas along the Avenue. T3 zoning gets above the scale of existing development in terms of height. He encouraged thoughtfulness about where T3 may go along the Avenue, but supports T2 for now. Review and consideration of T3 zoning should occur when a project comes forward.
15. Shanna Sether-Clarkson, 1980 Iglehart Avenue, St. Paul, MN 55104. The City Council recognized the need to study West Marshall Avenue when it adopted its interim ordinance and initiated the zoning study in October. The interim ordinance includes language that says "while development interest is welcome, redevelopment that is not consistent with the goals and requirements of the City's Comprehensive Plan would not be in the best interest of the City. The Council further finds that the potential for incompatible and inconsistent redevelopment activity along this stretch of Marshall raises substantial questions relating to the ability of the City's present official controls to assure compliance with the City's

Comprehensive Plan”. She asks the City to affirm the detailed and thoughtful analysis by City staff, with the minor adjustments recommended by the Union Park District Council, to align the official controls with the City’s Comprehensive Plan.

16. Dean Cummings, 1910 Marshall Avenue, St. Paul, MN 55104. He endorses the Union Park District Council Plan. Through family growth in house and his neighbor’s house, they alone are increasing the density on his block.
17. Winston Kaehler, 1712 Palace Avenue, St. Paul, MN 55105. He supports the zoning plan that preserves this historic, growing and very vital neighborhood. The City owes it to the neighborhood to honor their wishes to have this proposed zoning plan adopted. This zoning plan seems to be a good long-term investment. He hopes the City will see fit to endorse it and invest in the future of Merriam Park and West Marshall Avenue.

**MOTION:** *Commissioner Risberg moved to close the public hearing, leave the record open for written testimony until 4:30 p.m. on Monday, July 2, 2018, and refer the matter back to the Comprehensive and Neighborhood Planning Committee for review and recommendation. The motion carried unanimously on a voice vote.*

#### V. Zoning Committee

**SITE PLAN REVIEW** – List of current applications. *(Tia Anderson, 651/266-9086)*

#### **NEW BUSINESS**

#18-069-134 Morning Star Redevelopment – Conditional use permit for building height up to 45 ft. and variance to allow alley maneuvering for 30 parking spaces. 739 Selby Avenue, NE corner at Grotto. *(Tony Johnson, 651/266-6620)*

**MOTION:** *Commissioner DeJoy moved the Zoning Committee’s recommendation to approve the conditional use permit and variance subject to an additional condition. The motion carried unanimously on a voice vote.*

#18-067-776 HRA Lyton Place Rezone – Rezone from RT1 Two-family residential to T2 Traditional neighborhood. 119 Lyton Place, NW corner at Hardenbergh Place. *(Jamie Radel, 651/266-6614)*

Commissioner Edgerton stated that, at the Zoning Committee meeting, Commissioner Ochs voted in opposition. H would like Commissioner Ochs to explain his vote.

Commissioner Ochs said that he is concerned about zoning creep moving T2 into an RT zone away from a primary street (Rice Street) and more into a residential area. He would have preferred to have parking stay on Rice Street rather than in a residential zone. He also believes that housing and residential developments should try to incorporate some kind of parking structure if they are large enough. Generally, he is opposed to placing parking in a residential zone.

**MOTION:** *Commissioner DeJoy moved the Zoning Committee’s recommendation to approve the rezoning. The motion carried 12-1 (Ochs) on a voice vote.*

#18-065-972 O’Gara’s Mixed Use Development – Rezone from RT1 Two-family residential and T2 Traditional neighborhood to T3 Traditional neighborhood. 164 Snelling Avenue north and 1551-1559 Hague Avenue, NE corner of Snelling and Hague. (*Kady Dadlez, 651/266-6619*)

Commissioner Ochs said that he voted to support the motion to rezone at the Zoning Committee meeting and that he did inquire about T3 zoning creeping from the mixed use corridor at Snelling and Selby, where it is appropriate, into the residential area along Hague Avenue east of Snelling. The idea of allowing more intensive uses in adjacent residential areas was his concern, but overall he supports the rezoning.

Commissioner Edgerton was not able to attend the public hearing and wanted to know about the discussion regarding traffic at the site. He assumes Committee members were convinced that traffic and safety would not be an issue.

Chair Reveal said that there was no testimony about additional congestion, and some testimony by neighbors saying the condition at the other corner where the Vintage is located was better than they expected. This property has a significant amount of parking associated with it. She was comfortable with that.

Commissioner DeJoy added that, during public testimony, the developer stated that they intend to deconstruct rather than demolish the three homes on Hague. This work will be performed by employees of a non-profit organization that provides jobs for previously-incarcerated individuals. Several letters of opposition were received, but overall the public hearing testimony was mostly in favor of the rezoning.

Commissioner Lindeke said that at the time the Vintage project across the street was approved, the Planning Commission and community stressed the importance of prioritizing pedestrian safety over relieving congestion. He hopes there is similar guidance for City staff during site plan review for the O’Gara’s project.

Chair Reveal noted that this is the same developer that did the Vintage, and they seem sensitive to the neighborhood in general and have done a lot of outreach. She added that she wanted to have Planning staff informally report back to the Planning Commission when the site plan is reviewed especially regarding any significant public safety issues.

**MOTION:** *Commissioner DeJoy moved the Zoning Committee’s recommendation to approve the rezoning. The motion carried unanimously on a voice vote.*

#18-066-193 O’Gara’s Mixed Use Development – Conditional use permit for a building height up to 62 feet. 164 Snelling Avenue North and 1551-1559 Hague Avenue, NE corner of Snelling and Hague. (*Kady Dadlez, 651/266-6619*)

Chair Reveal stated that they have not finalized the building design, pending site plan review. They are anticipating 59’-60’ now, but they wanted the ability to go up to 62’ for flexibility in negotiating what is needed during the site plan review process.

Commissioner Vang wanted to know what the maximum permitted height is.

Kady Dadlez, PED staff, said that, under the current zoning, they are permitted 55', but the request for the conditional use permit will allow them to go up to 62'. The plans go as high as 60'2", but they want that little bit of flexibility to allow for changes that might be needed per site plan review.

Commissioner Vang asked whether a shadow study had been done, as one was mentioned in the staff recommendation.

Ms. Dadlez said that the shadow study was done. It is included in the staff report packet.

**MOTION:** *Commissioner DeJoy moved the Zoning Committee's recommendation to approve the conditional use permit subject to additional conditions. The motion carried unanimously on a voice vote.*

Commissioner Edgerton announced the agenda at the next Zoning Committee meeting on Thursday, July 5, 2018.

#### **VI. Comprehensive and Neighborhood Planning Committee**

Zoning Code Chapter 64 Signs Text Amendments Study - Adopt resolution recommending approval of the proposed amendments and forward the study recommending zoning code amendments to the Mayor and City Council. (Kady Dadlez, 651-266-6619)

**MOTION:** *Commissioner Risberg moved to approve the resolution recommending that the zoning code text amendments be adopted by the Mayor and City Council. The motion carried unanimously on a voice vote.*

#### **VII. Transportation Committee**

Commissioner Lindeke announced that, at the last meeting, they discussed Pelham-St. Anthony Bikeway and some of the lessons that Public Works has learned. They also discussed the Ford Spur Study that was completed and a resolution approving support for it. The Monday, July 2, 2018 meeting has been canceled.

#### **VIII. Communications Committee**

No report.

#### **IX. Task Force/Liaison Reports**

Commissioner Ochs announced that he met with Walter Smith, Executive Director for ReConnect Rondo.

#### **X. Old Business**

None.

#### **XI. New Business**



None.

## **XII. Adjournment**

Meeting adjourned at 10:04 a.m.

Recorded and prepared by  
Sonja Butler, Planning Commission Secretary  
Planning and Economic Development Department,  
City of Saint Paul

Respectfully submitted,

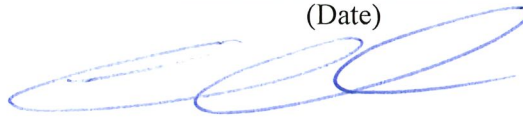


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Lucy Thompson  
Interim Planning Director

Approved July 27, 2018

(Date)



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Luis Rangel Morales  
Secretary of the Planning Commission

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