

Greater Lowertown Master Plan Summary



Adopted by Saint Paul City Council
as an amendment to the
Comprehensive Plan April 18, 2012

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City in America

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The Purpose of This Plan

The purpose of this Plan is to lay out the community's vision for its future. The Plan provides predictability to the greater Lowertown area, which extends from Jackson Street to the Bruce Vento Nature Sanctuary and from the Mississippi River to the East 7th Street. Successful implementation of this plan will result in two legacies - the physical legacy of an urban village where people can choose to live, work, and create in a unique urban setting; and the social legacy of cooperation and partnerships that enable Lowertown to define its own destiny.



1. Introduction

Introduction

Lowertown is a treasure. It is an authentic urban neighborhood with a unique history. It is changing quickly.

The layers of history of Lowertown, evident in the streets and buildings throughout, and the river and bluffs surrounding, have provided a backdrop for a steady succession of people with the desire to call Lowertown their home. Over the past 100 years, immigrants, capitalists, merchants and artists have come to Lowertown to make their mark.

Capitalists such as James J. Hill made their fortunes in Lowertown during the turn of the 19th to 20th century as the area became a major center of manufacturing, wholesaling and distributing for the entire Upper Midwest. Lured by the promise of good jobs, thousands of immigrants passed through Lowertown. The Lower Landing (Lambert's Landing) and Union Depot welcomed thousands of immigrants to the Upper Midwest as they made their way up the Mississippi by boat and across Minnesota and Wisconsin by train.

Fortunes were made and lost in Lowertown. After the Depression, Lowertown was virtually neglected and left to its own. Buildings were abandoned, streets were empty. But in the 1970s, the City of Saint Paul and the McKnight Foundation decided to reinvest in Lowertown. They took a \$10 million risk in creating the Lowertown Redevelopment Corporation (LRC).

Over the next 30 years, Lowertown grew slowly, deliberately and incrementally. Over 3.5 million square feet of warehouse space was renovated; the Farmers' Market moved into Lowertown; the neighborhood was listed on the National Register of Historic Places and designated by the City as a Saint Paul Heritage Preservation Site; and Mears Park was rebuilt. By focusing on existing assets, Lowertown managed to avoid the ills that plagued so many urban areas during this time period: large scale demolition and urban renewal, undifferentiated architecture, chain stores and gentrification. Even during the most recent real estate boom, Lowertown remained "under the radar" when compared to other warehouse districts across the country. Lowertown protected and invested in its assets.

Today, Lowertown is a mixed-use, mixed-income community. Notably, Lowertown has a large population of artists who live and work in the

community. A major reason for the stability of the artist community has been the creation of the Lowertown Lofts Artist Co-op, and the renovations of the Tilsner and Northern Warehouse. Together, these buildings established a stable presence of artists in Lowertown — signaling to the development community that artists will always be a part of the evolution of Lowertown.

After the 30 years of hard work by the LRC and City of Saint Paul, slow and deliberate growth, and steady commitment from a pioneering set of residents, Lowertown has finally been discovered. Lowertown is no longer a secret.

Lowertown is on the brink of yet greater significant change. In recent years, new condominiums and restaurants have opened, attracting new residents and visitors. Within the next five years, Union Depot will be reborn as a 21st century multi-modal station. It will become a hub for Amtrak, Greyhound, Jefferson, commuter rail lines and the Central Corridor LRT. When the real estate market returns, Lowertown will emerge as a very desirable place to invest.

The Past and the Future

Quietly, Lowertown has emerged as a stellar example of how a community can grow slowly and organically - from the bottom up. In the early years of the LRC, Lowertown was a community of artists. They were the pioneers. By most accounts, the artists and their spirit of creativity and community still lie at the heart of what makes Lowertown unique today. But today, Lowertown is more than a community of artists. It is a diverse, vibrant community of residents who enjoy and appreciate the arts, creativity, sustainability, and their unique, historic built environment.

Lowertown residents have always been progressive and forward looking. The community carefully balances the stories and values of the past with innovative ideas for the future. The strength of Lowertown is partially rooted in the idea that you come to Lowertown to build upon what exists. You respect your surroundings and your context. You take raw space (and buildings and land) that has been neglected, you live in it, you work in it, and you turn it into something useful. You create another layer of history. In the same way the industrialists took raw materials and turned them into marketable products,

Lowertown residents took raw buildings and streets and turned them into a neighborhood.

Because artists are such a strong part of the community, it is a place where privacy, solitude and contemplation blend with collaboration and civic involvement. In Lowertown, you create both on your own and with others. There is a healthy respect for the individual creative process, but also an appreciation for the importance of collective action. In recent years, this spirit has helped cultivate the evolution of Lowertown from an “artist community” to a “creative community.” In doing so, Lowertown has become a significant economic engine of ideas and products for Saint Paul and the region.

Lowertown residents embody a spirit of respect and cooperation with each other and the built environment. This spirit was born by the early residents; it was critical as they supported each other in their individual and collective endeavors. The cooperative spirit was exemplified by the City of Saint Paul and LRC, which made its mission the nurturing of partnerships to create a healthy Lowertown. Notably, the LRC extended the vision of Lowertown to create partnerships with surrounding neighborhoods. In 1997, the LRC joined East Side community members to advocate for the Lower Phalen Creek project. This partnership was instrumental in creating the Bruce Vento Nature Sanctuary.

Strength and Fragility

After 150 years of changes, Lowertown is both strong and fragile. Decades of hard work and community building have resulted in a truly unique neighborhood. With over 3000 residents, approximately 600 artists and a variety of businesses, Lowertown is a national-model grassroots community, an example of what can happen when individuals come together to employ their creative and productive skills to build a neighborhood.

But Lowertown is as fragile as it is strong; and it is changing quickly. New public investments (LRT, Union Depot) have and will continue to bring changes to Lowertown at a pace never experienced. Suddenly, Lowertown

is not just a small corner of downtown inhabited by artists. It is a mixed community of many cultures, lifestyles and points of view. For Lowertown to weather the changes, existing and new residents must carry forth the values of neighborliness and tolerance while embracing change.

The Challenges Ahead

While there is some nervousness and concern in the community about Lowertown’s recent emergence and the changes ahead, most in Lowertown look to the future with promise.

However, the challenges ahead are significant.

- How can the community of artists solidify their identity and ensure their presence amid rising property values?
- How can the community welcome light rail transit, hundreds of new residents and new public venues without becoming simply a destination or entertainment district for others in the region?
- How can the community redefine its relationship to the river when the barriers that cut it off are seemingly impenetrable?
- How can the community maintain itself as it changes from a sleepy corner of downtown to the nexus of natural and transportation corridors?
- How can the community help ensure the longevity of the loved and cherished Farmers’ Market in the heart of Lowertown?
- How can the community continue to preserve and maintain the integrity of the historic district given pending and future development activities?
- How can the built environment of the neighborhood be more expressive and representative of the creativity, innovation, and diversity of people who inhabit it?
- And perhaps most importantly, how can a community take control of its future – be the primary stakeholder at the table and complete its vision of a self-reliant urban village?

The Study Area

To many in the Twin Cities, Lowertown is thought of as the few blocks around the Farmers' Market. The identity of Lowertown is closely linked to the Farmers' Market because it is a major regional attraction.

To others, Lowertown extends to Jackson Street, and includes Mears Park and the Union Depot. And to others, Lowertown extends across 7th Street into Wacouta Commons. Rarely has the identity or definition of Lowertown extended past the Lafayette Bridge.

For the purposes of this study, Lowertown extends from Jackson Street to the Bruce Vento Nature Sanctuary and from the river to East 7th Street. The "expanded" definition of Lowertown is significant because it recognizes Lowertown's emerging role to the region, city, and downtown. It is a centrally-located neighborhood in the river valley.

With the recent completion of Bruce Vento Nature Sanctuary and the regional efforts to connect trails, the east side of Lowertown becomes a critical focus. It is no longer the "back" of Lowertown. It offers promise for connection and amenities.

Similarly, Lowertown extends to the river. The elevated rail structure separates Lowertown from the river. However, with the recent initiatives to engage the river on a regional scale, there is new promise for connection and amenities.

The study area extends north to include 7th Street. Previous plans for Lowertown have extended beyond 7th Street to include Wacouta Commons. This Plan extends to East 7th Street and works to connect Lowertown to Wacouta Commons similar to how the Plan connects Lowertown to the Bruce Vento Nature Sanctuary. East 7th Street has changed dramatically over the past few decades, transforming from a Main Street in the middle of downtown to a main thoroughfare that divides two downtown neighborhoods.



Beneath the Lafayette Bridge



Behind the Diamond Products Building



Farmers' Market



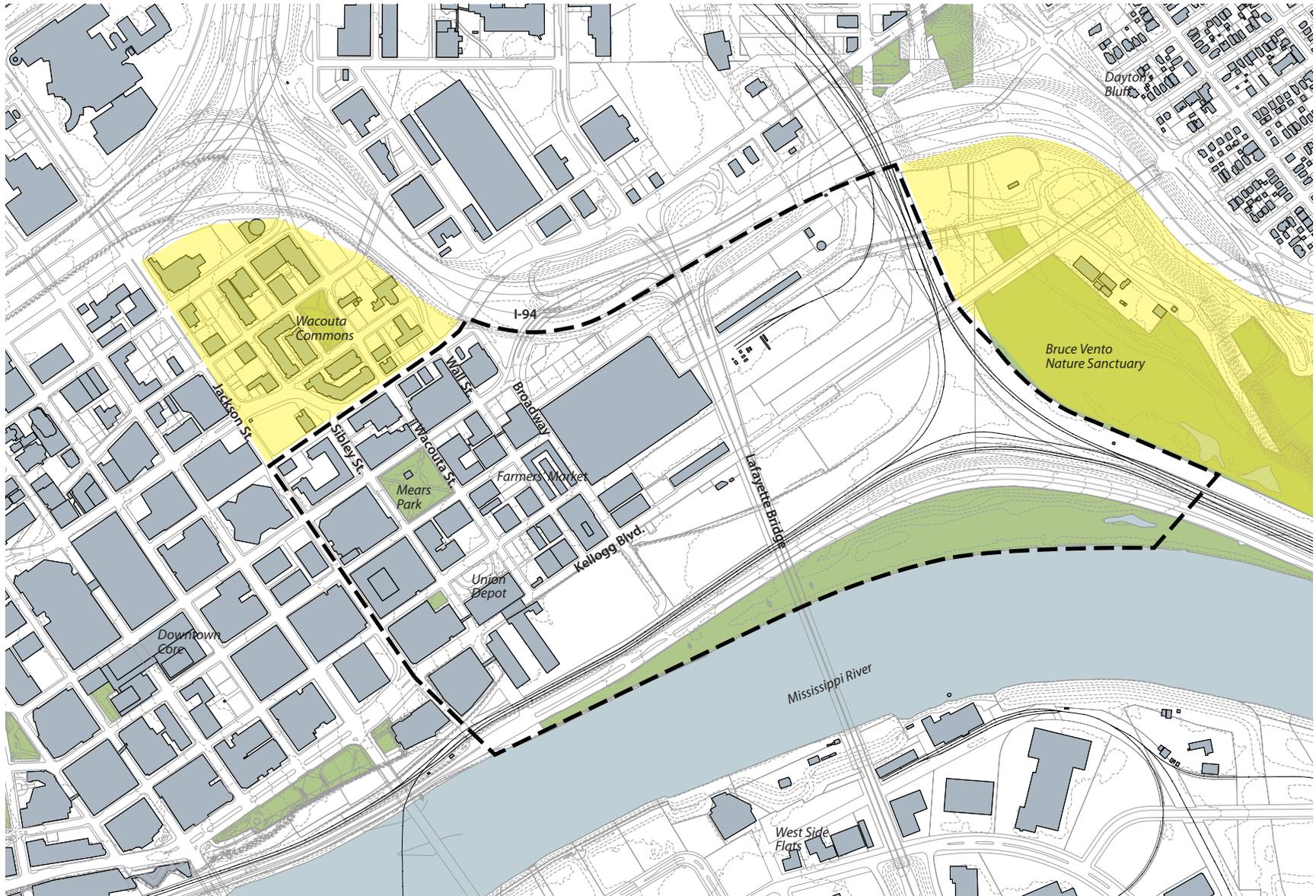
Bruce Vento Nature Sanctuary



Mears Park



Converted Warehouse Buildings



Greater Lowertown Master Plan Study Area and Connecting Neighborhoods (Shaded)

Local and Regional Context

Lowertown is located on the east edge of downtown Saint Paul, on the Mississippi River's north bank. Here, at the bend of the river, a reach extends north into Saint Paul's neighborhoods. Phalen Creek from the northwest and Trout Brook from the northeast join at this reach before flowing into the river.

Lowertown is relatively well-connected to the region. The river, freeways, arterials, transit routes and recreational trails give access to and from Lowertown, enabling area residents to move about the region with relative ease. Planned improvements in transit, in particular Central Corridor LRT and the re-opening of Union Depot, will further improve transit service to and from Lowertown.

Although Lowertown and downtown are different in character, the areas are seamlessly connected by the downtown street grid. The Mississippi River defines Lowertown's south edge, but is nearly inaccessible due to the presence of an elevated rail deck and the lack of street connections.

Parking lots, large industrial buildings and rail lands (Hoffman Junction) occupy the area east of Broadway, and provide no neighborhood amenity. The Bruce Vento Nature Sanctuary, an important amenity to both Lowertown and Dayton's Bluff residents, lies just beyond these parking lots.



Buildings: Lowertown's buildings create well-defined streets, parks and blocks.



Trails: Several existing (black) and planned (red) recreational trails converge at Lowertown.



Streets: The downtown street grid extends to Broadway and Kellogg, and freeways and arterials are located nearby.



Parks: Lowertown is bounded on two sides by large regional open space assets.

History of Lowertown

Lowertown derives its name from the “Lower Landing” site along the Mississippi River. Used by Native Americans and industrialists, immigrants and tourists, the Lower Landing provided a soft landing at the bend of the river, with gentle access to the uplands where there is a natural break in the river’s 80-foot high bluffs. With Saint Anthony Falls and rapids upriver, the Lower Landing was the “end of the line” for most river transportation.

Until the beginning of the railroad era in the 1880s, Lower Landing was the main source of supply and communication for Saint Paul. It also served as the arrival point for tens of thousands of immigrants entering Minnesota. On average, each steamboat carried several hundred passengers, and the number of steamboat arrivals grew from 256 in 1854 to 1068 in 1858.

Soon after the rail network was built, Lowertown grew into a major warehousing and distribution center serving the entire Midwest. Lowertown’s railroad, manufacturing and wholesale companies expressed their sense of pride and permanence in the structures they erected nearly a century ago, many of them designed by some of the nation’s most renowned architects.

After the Depression, Lowertown declined. The first project to focus attention on the revitalization potential of Lowertown was the renovation of the Merchant’s National Bank Building (now McColl Building) in the late 1960s. This was soon followed by the conversion of the Noyes Brothers and Cutler Building into a complex of offices, shops, and restaurants now known as Park Square Court. The City’s Housing and Redevelopment Authority (HRA) became involved in 1973 when Mears Park was redesigned by William Sanders and renamed after Norman B. Mears, a Saint Paul businessman who spurred Lowertown redevelopment. The HRA and City of Saint Paul have since encouraged renovation and development in Lowertown.

In April, 1978 the Lowertown Redevelopment Corporation was organized with the goal of creating “a place for people, a highly livable urban village in the midst of the city, which will bring new jobs, housing, commercial development, and year round activities to Lowertown and infuse the city with renewed vitality.” Enabled by an unprecedented \$10 million grant by the McKnight Foundation, the LRC assumed the role and responsibility of driving the revitalization of Lowertown.

Throughout the 1970s and 1980s, artists moved to Lowertown. Attracted by low rents, raw space and relative quiet, artists from around the region saw opportunity in Lowertown. Slowly and quietly, a new, risk-tolerant population began to bring life to the buildings and the streets of Lowertown.

Initiated by the Lowertown Redevelopment Corporation and supported fully by the City of Saint Paul, Lowertown was listed on the National Register of Historic Places in 1983. This gave the area protection under the National Historic Preservation Act of 1966. The next year, the City of Saint Paul designated the Lowertown Historic District as a Heritage Preservation Site.



Lowertown in 1959

Aided by these designations and the associated tax credits, Artspace, the LRC, the City and others partnered to renovate three buildings dedicated to the arts. The Lowertown Artists Lofts Cooperative, the Tilsner and the Northern Warehouse were renovated and became the anchors for the arts community.

Throughout the years, there has been a steady commitment to incrementally reinvest in the assets of Lowertown. Instead of demolishing and building new, Lowertown remained committed to a slow, deliberate and steady approach to redevelopment.

This approach allowed Lowertown to remain a relatively quiet neighborhood on the edge of downtown. Such an approach was particularly supportive of the artist community, as it respected the financial and environmental needs of working artists.

In 1982, the Saint Paul Farmers' Market moved to Lowertown. An institution since the late 1800s, the Farmers' Market was an anomaly of sorts for Lowertown - it was a destination in the middle of a relatively quiet neighborhood. The market now draws 20,000 people each weekend in the summer.

Recently, a few new buildings have been added to the mix, attracting new residents paying market rate for condominiums. In addition, restaurants and other regional attractions have opened in Lowertown, continuing Lowertown's evolution.

Today, over 3.5 million square feet of warehouse space have been renovated. Mears Park has been redesigned and improved, and Union Depot is undergoing a major renovation to be restored as a train depot and transit hub. Lowertown is a model example of how the deliberate act of historic preservation can be a successful economic development tool. Without the economic assistance enabled by designating the area an historic district, buildings most likely would have been demolished and the unique sense of place that exists today would be lost. Preserving the unique qualities of Lowertown over the past 30 years enables Lowertown today to thrive as a desirable authentic urban neighborhood.

Arts and the Creative Community

Unlike many similar warehouse-artist neighborhoods across the country that transitioned quickly from an artist neighborhood to a gentrified neighborhood, Lowertown has held onto its working/living artists. Together, they have created a strong sense of community, independence, a spirit of cooperation and a mutual respect for each other and the arts. They are qualities that remain today and are adopted by newcomers whether they are artists or not.

Today, Lowertown has approximately 600 working artists. Due in part to the small studios and compact urban environment, most of the artists practice in the traditional media arts (painting, drawing, etc). However, the arts community has grown in recent years to include composers, the culinary arts, performers and other media.

The sheer number of artists has attracted related businesses and organizations to Lowertown. Today, Lowertown is home to several arts organizations and foundations. The Jerome Foundation, Springboard for the Arts, Zeitgeist, Public Art Saint Paul and State of Minnesota Arts Board add richness to the arts community.

In recent years, the identity of the Lowertown community has evolved to become less an "artist community" and more a "creative community." Designers, architects, musicians and programmers have come to Lowertown to work and live within the creative environment originally established by the pioneering artists. Many are attracted by inexpensive raw space, but they also are attracted by the potential to collaborate, exchange and integrate ideas across professions and disciplines. Collectively, this creative sector has begun to build a network of collaborations and self-employed entrepreneurs.

Lowertown – An Artist Neighborhood in the Creative Economy

Lowertown has the potential to be Saint Paul's engine of innovation producing the ideas, products, and culture of the new century. It is the kind of district prized by cities around the world trying to compete in the global creative economy – the city's most significant and dense cluster of artists, and creative individuals and enterprises.

An analysis of just over 300 business establishments within the 55101 ZIP code area (based on 2007 data) revealed that 15.11 percent of all establishments were considered creative businesses. This compares with a county and metro area average of half that percentage. This represents 47 firms, but does not include the self-employed or sole proprietor businesses. The number of artists in the neighborhood, most of whom are self-employed, is estimated to be approximately 600.

Creative Places Nurture Entrepreneurs

Since the 1990s, urban neighborhoods that are diverse and welcoming to newcomers, and that offer a lively mix of social and cultural activities, became important engines for economic development, community pride and livability. Scholars, planners and researchers alike cite the presence of cultural and social activities, receptivity and local aesthetics as key indicators of – and contributors to – economic vitality and residents' sense of connection to place.

The Artistic Dividend

Ann Markusen, an internationally-known Minnesota-based economist, has written extensively on the positive effects of creativity, which she calls the "artistic dividend." Her work focuses on the impact of a creative community on larger, established enterprises, as well as on start-ups. In addition to these impacts, she asserts that, as a growing part of the overall economy, "the arts and cultural sector is the nation's most under-rated economic engine, producing millions of well-paying jobs." In 2010, Markusen concluded that "creative places nurture entrepreneurs."

Lowertown has established itself as a welcoming and supportive place for working artists and for visitors. It has grown into a center of small creative cultural organizations as well as home to the Saint Paul Art Crawl and the Saint Paul Farmers' Market, marketplaces in which local producers have the opportunity to meet face-to-face with buyers. This welcoming character, with its rich fabric of cultural life, is critical to a city's capacity to be globally competitive and to attract and nurture creative talent.

Adjacent to Lowertown are many other cultural and natural assets. They include the Bruce Vento Nature Sanctuary to the east, and institutions such as the Ordway Center for the Performing Arts, Saint Paul Public Library, Minnesota Public Radio, Fitzgerald Theater and other resources to the west. To the south lies the lower landing of the Mississippi River, and to the north lie major medical complexes and State government.

Cities in every corner of the world are bending over backwards to attract and retain the kind of creative cluster and core of creative talent that Saint Paul has built in Lowertown over the past 30 years. Lowertown, as a hub of creative people and small arts organizations, is pivotal to the region's cultural vitality and economic success.

Lowertown Values

Lowertown residents and stakeholders value their community. Lowertown residents share three commonly held values: Arts, Sustainability and Historic Preservation.

The Arts and Creativity

For the past 30 years, Lowertown has cultivated a community through the businesses of artists, creators and innovators. Even before Lowertown's recent emergence, Lowertown was home to James J. Hill and other entrepreneurs whose innovations changed the country. Today, there are approximately 600 practicing artists in Lowertown. In addition, Lowertown is home to several arts organizations and foundations serving the arts community. Recently, Lowertown has attracted and produced several companies (technology, graphics, design, etc.) that rely on innovation and creativity as their stock and trade. Creativity and innovation are a part of Lowertown's past, and should be a part of its future.

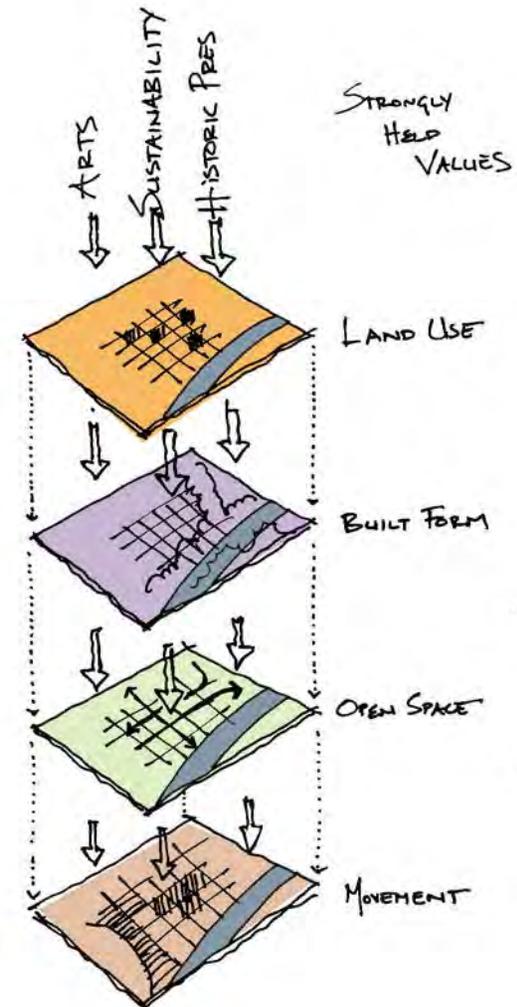
Sustainability

Lowertown residents pride themselves on creating a community and encouraging lifestyles that have low impacts on the environment. The community desires to create a complete urban village - a place where one can live and have most daily activities of life within walking or biking distance.

Historic Preservation

Many choose to live in Lowertown for its unique historic character. The older buildings and narrow streets allow residents to live within and side-by-side with the layers of history that create the on-going and constantly evolving story of Lowertown. Lowertown's historic resources define the physical character of the neighborhood, create a strong sense of place, enhance the quality of life of residents, and connect residents to each other and the city. Saint Paul has embraced preservation as an important tool for maintaining economic and social vitality. During the past 25 years, historic preservation has been used to transform Lowertown. The commitment to Lowertown by residents, the City and other organizations has led to increased investment and higher property values, and has made the neighborhood a better place to live, work and recreate. Through historic preservation, Lowertown and Saint Paul have remained attractive and vital to those who seek an urban lifestyle.

Lowertown residents recognize that historic preservation is a deliberate act - it does not happen by chance or default. Historic resources are an asset that need to be nurtured and protected. If not, they will be lost and never recovered. Historic resources are also an asset that can fuel economic development. Redeveloping buildings with sympathetic developers and tenants will further differentiate Lowertown from other communities.





2. Vision and Initiatives

Vision Statement

Lowertown is urban and lush.

Historic brick buildings are softened by shade trees, flowers, and parks. The neighborhood is alive with residents and visitors. Independent businesses, restaurants and galleries thrive.

The Farmers' Market, Union Depot, and artists' residences and studios enhance the vitality of Lowertown. Striking Mississippi River vistas, access to safe trails, and convenient public transit make Lowertown an inviting community, allowing residents and visitors alike to enjoy the neighborhood without the hassles and costs of a car.

Seven Initiatives of the Master Plan

The Plan is organized around six primary initiatives. Each is accompanied with a narrative followed by illustrations and photographs that further describe the specific physical recommendations associated with the Goals.

Initiatives

1. Complete the Village
2. Grow the Market
3. Advance the Arts
4. Connect to the River
5. Stitch the Seam
6. Preserve the District
7. Evolve the Task Force

Initiative #1: Complete the Village

- Maintain the eclectic residential character of Lowertown.
- Carefully and incrementally add new community supporting facilities, programs and activities to Lowertown.
- Aggressively pursue sustainability initiatives to develop Lowertown's self-reliance.



- ① Infill Development (in pink)
- ② Transit Connections
- ③ Trail Connections
- ④ Sustainability Initiatives
- ⑤ New Gathering Places
- ⑥ Renovated Buildings (in orange)

Initiative #2. Grow the Market

- Ensure the longevity of the Farmers' Market in the heart of Lowertown.
- Make the Farmers' Market site an amenity to the neighborhood throughout the week.



- 1 Indoor Market in the OMF
- 2 Plaza Street
- 3 Indoor/Outdoor Market
- 4 Passive Plaza and Gathering
(see following page)
- 5 Additional Overflow Market Vendors

Saint Paul Farmers' Market:
Long-term vision of a shared use block,
with a dedicated Market site and park

Potential Options for Long-Term Improvements



Minor improvements to the site will enhance the Market and provide an amenity to the neighborhood throughout the week and the year. Most of the site can remain intact while a few vendors would move to adjacent streets or into the front of the OMF building.

Initiative #3: Advance the Arts

- Make the arts integral, accessible and visible.
- Maintain the community as a place for artists to live and work.
- Encourage the creative skills of artists to be used to address a wide range of neighborhood issues.



Public art events



Art on unused objects



Functional art



Initiative #4: Connect to the River

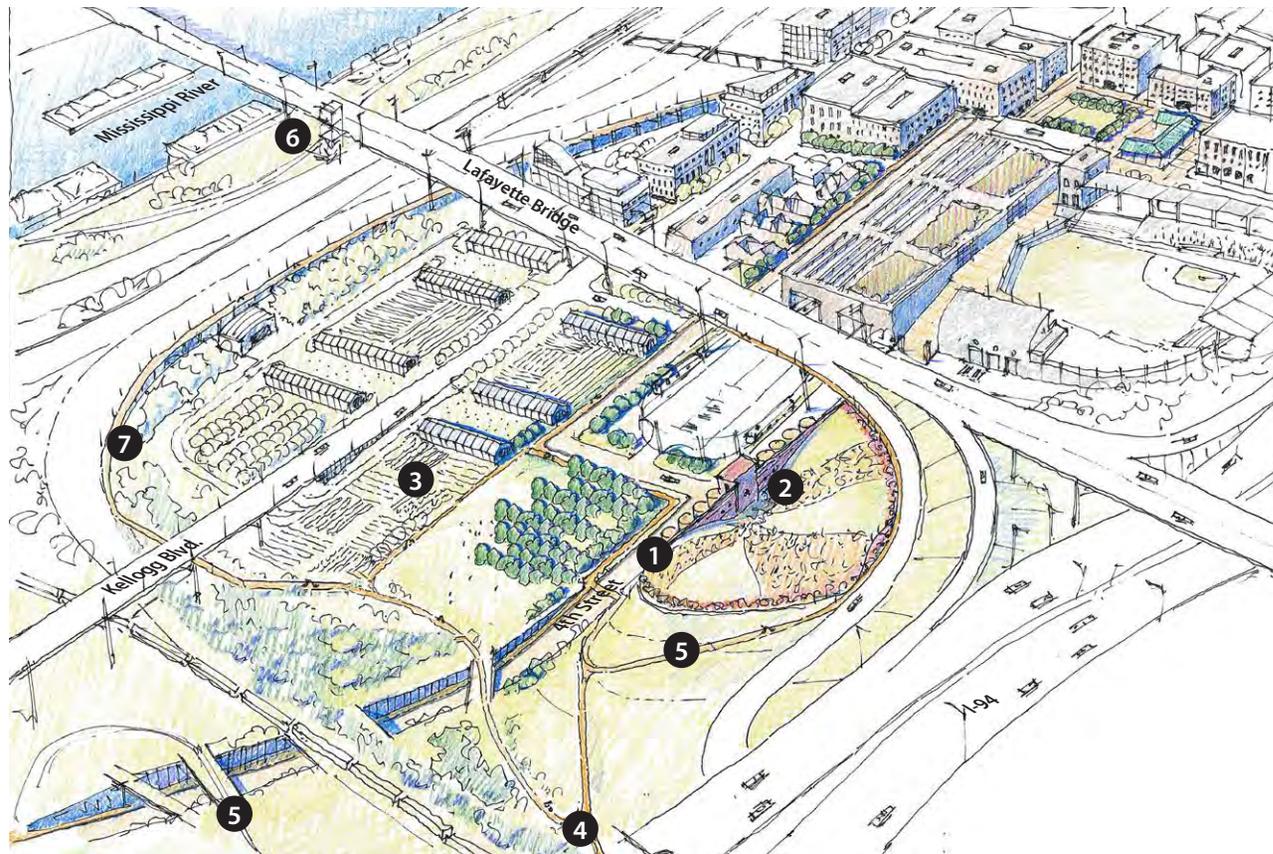
- Increase access to and views of the river.
- Maximize the river for its recreational, restorative and habitat value.



- 1 River Balcony
- 2 Development with views of the river
- 3 Improved riverfront park
- 4 Broadway connection
- 5 Bridge or Overlook
- 6 Vertical connections to river

Initiative #5: Stitch the Seam

- Create a front door to Lowertown, the Bruce Vento Nature Sanctuary and the East Side.
- Connect recreational trails to Lowertown and to the River.
- Aggressively pursue sustainability initiatives that increase Lowertown's self-reliance.

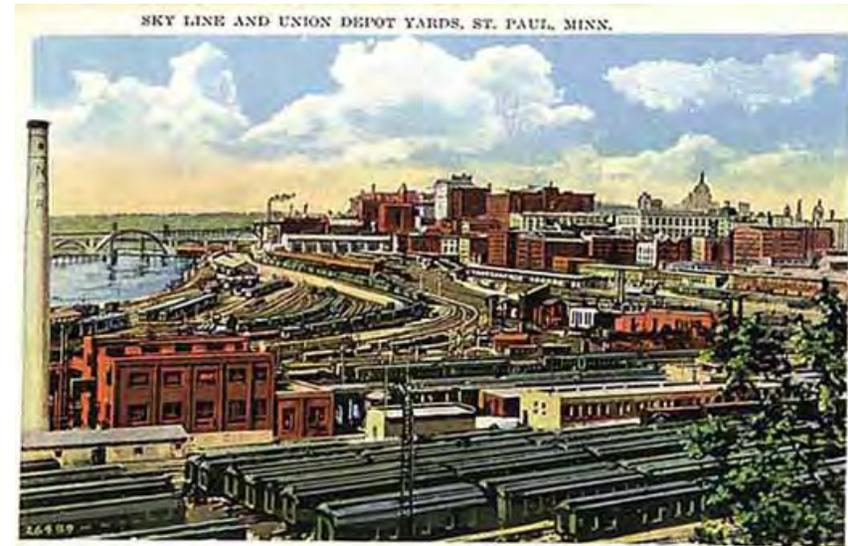


- 1 4th Street Trail connection
- 2 Stormwater Harvesting
- 3 Community / Urban Agriculture
- 4 Trout Brook Trail Connection
- 5 Lower Phalen Trail Connection
- 6 Marsupial bridge beneath Lafayette Bridge
- 7 Depot / River Balcony Trail Connection

Initiative #6: Preserve the District

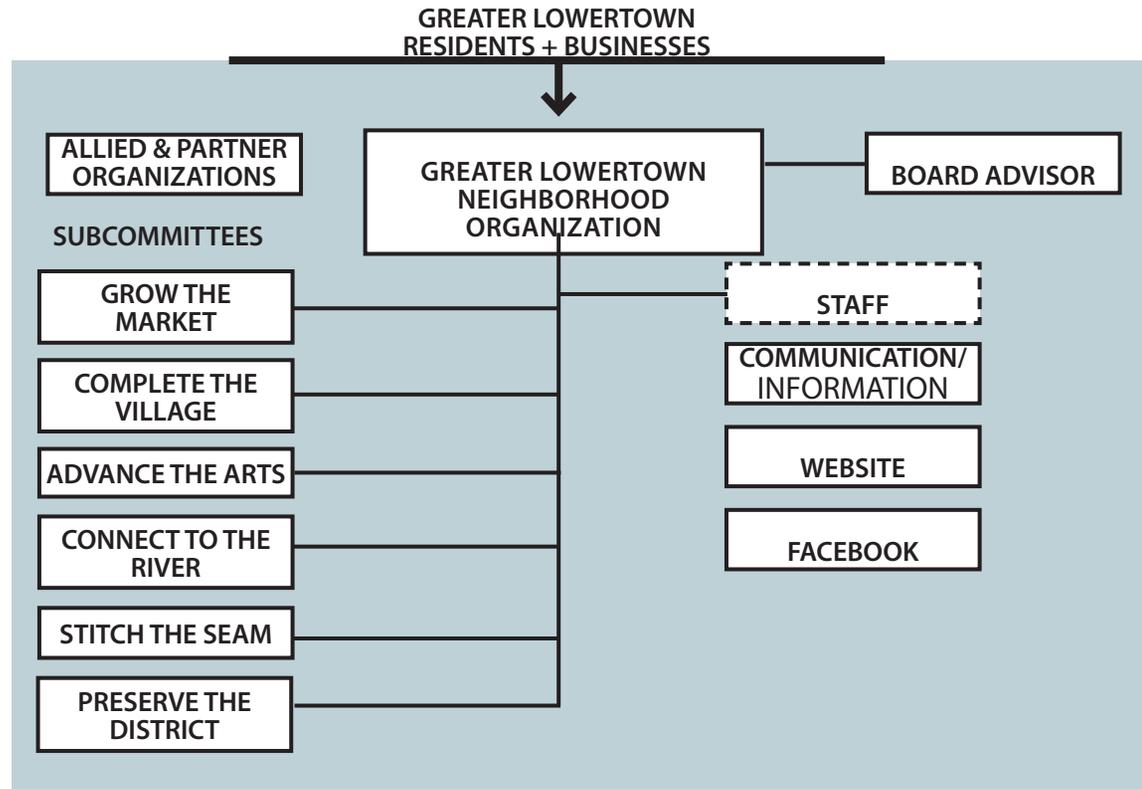
- Continue to recognize, preserve and celebrate the industrial warehouse character of Lowertown Historic District.
- Ensure that every new increment of development enhances the character and value of Lowertown as an historic district.

Preservation is a widely-held community value. The narrow streets and warehouse buildings are part of what makes Lowertown unique and loved. Lowertown residents recognize preservation does not occur by accident. It requires diligence and constant attention. Without it, one of the neighborhood's greatest assets will be lost. By protecting the historic character and fabric of a community, residents and visitors of Lowertown can connect with the people and events that underlie their past. This Plan also recognizes the need for on-going support and education about the District, particularly through stewardship of historic resources.



Initiative #7: Evolve the Task Force

This Master Plan was made possible through the volunteer efforts of the Master Plan Task Force and the generosity of the Lowertown Future Fund, the Saint Paul Foundation and the Central Corridor Funders Collaborative. The Task Force and funders recognize that implementation of this Plan will require a more organized and coordinated effort than volunteers can offer. Therefore, the Plan recommends organizational options charged with representing the neighborhood, nurturing partnerships and leading implementation in the Plan.



Possible Organizational Structure



3. Land Use and Urban Design

Summary

Primary Observations

- Lowertown is a downtown neighborhood with a mix of uses, although the retail sector is underdeveloped.
- Lowertown's eastern edge is in transition.
- Lowertown is becoming a regional draw.
- Lowertown is a transit-oriented village.
- The street grid in Lowertown has remained largely intact and is a character-defining feature of the Historic District.
- The land use pattern in Lowertown is major public spaces/parks (Mears Park, Farmers' Market) surrounded by buildings that enclose them.
- Part of Lowertown is located within the 100-year Mississippi River floodplain, and has experienced frequent flooding in the past.

Goals

- 3.1 Remain a sustainable urban neighborhood.
- 3.2 Be a dense, transit-oriented urban village.
- 3.3 Become fully connected to the East Side and the riverfront.
- 3.4 Welcome new investments that enhance and augment the unique qualities of Lowertown.
- 3.5 Maintain the historic character of the district and neighborhood.
- 3.6 Maintain and enhance Lowertown as a place for the creative community to live, work, produce, collaborate and share with each other and the region.

Objectives

- 3.1 Organize retail around clusters and anchors.
- 3.2 Manage parking to minimize its impacts and accommodate demand.
- 3.3 Utilize the land east of the Lafayette Bridge for uses beneficial to Lowertown and the East Side.

Summary

Strategies

3.1 Prioritize building rehabilitation and redevelopment of surface parking lots over building demolition.

3.2 Build three retail clusters: neighborhood services and retail on 7th Street, food and arts around the Farmers' Market, restaurants and entertainment around Mears Park and Union Depot.

3.3 Encourage redevelopment of vacant and underutilized properties surrounding Union Depot.

3.4 Designate a permanent home for the Farmers' Market and a year-round community amenity.

3.5 Extend Lowertown east of the Lafayette Bridge to connect with the East Side of Saint Paul and the Bruce Vento Nature Sanctuary.

3.6 Introduce urban agriculture, recreational uses and sustainability initiatives east of the Lafayette Bridge in "The Seam."

3.7 Create a parking plan for downtown and Lowertown that prioritizes full occupancy of existing parking spaces over construction of new parking.

3.8 Improve Kellogg Boulevard by developing a liner building on the north edge of the Union Depot rail deck.

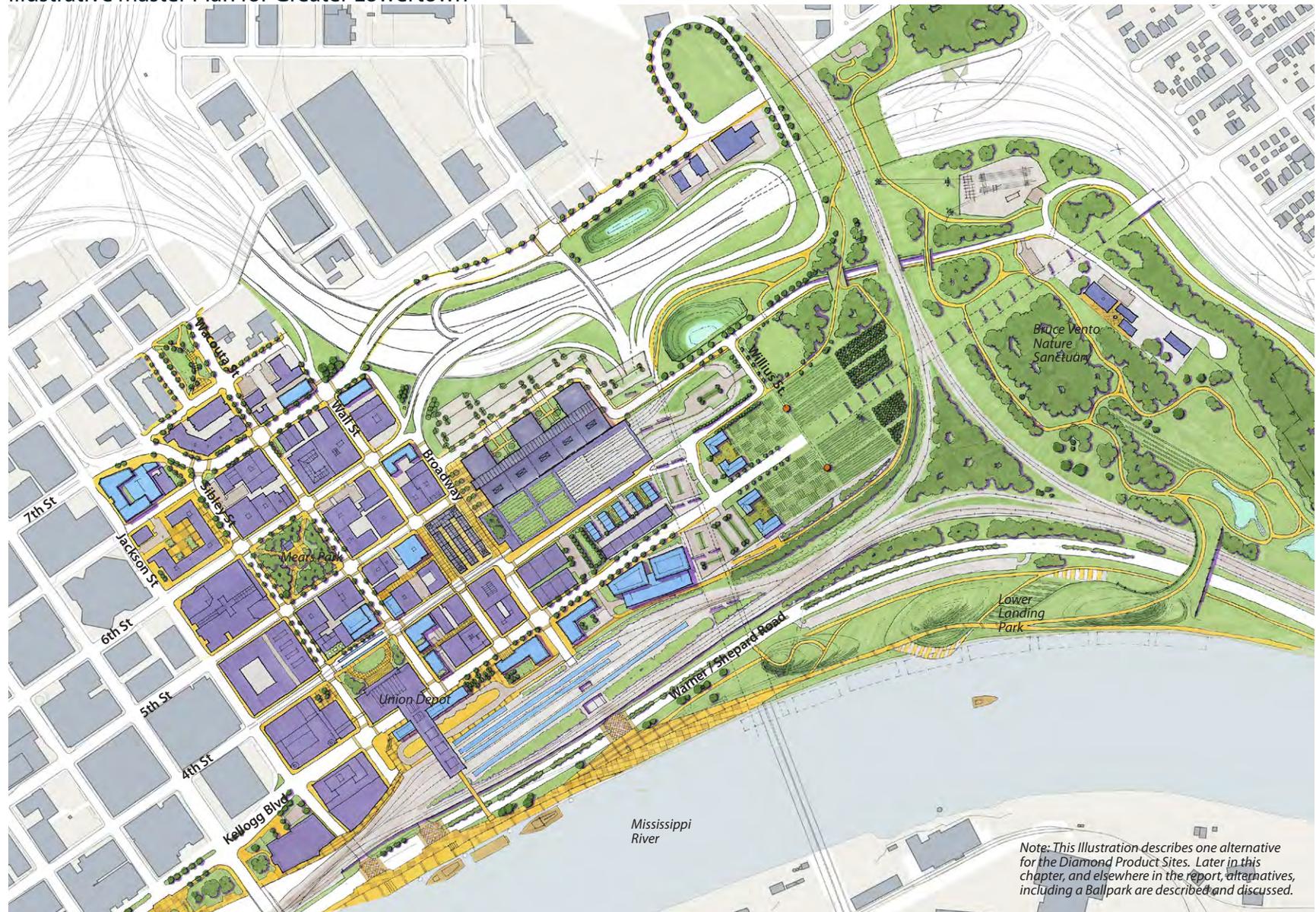
3.9 Develop more gathering spaces for the neighborhood.

3.10 Maintain and create affordable housing and studio space in Lowertown.

3.11 Attract additional arts investments such as galleries, museums, performance venues, schools, and academies.

3.12 Determine the appropriate flood prevention system for Lowertown so that existing and future development are protected from flooding.

Illustrative Master Plan for Greater Lowertown



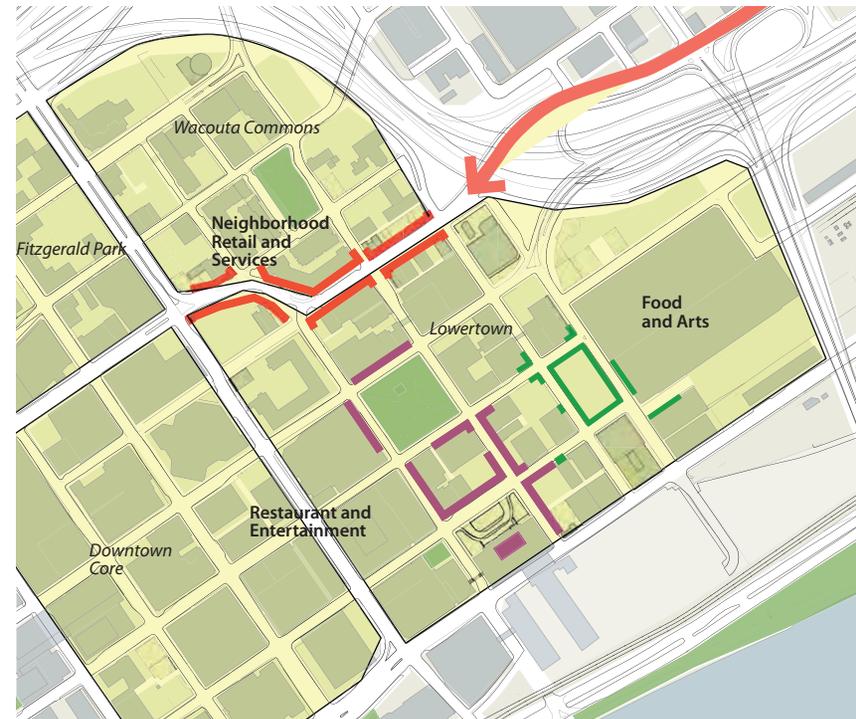
Strategies

3.1 Prioritize building rehabilitation and redevelopment of surface parking lots over building demolition.



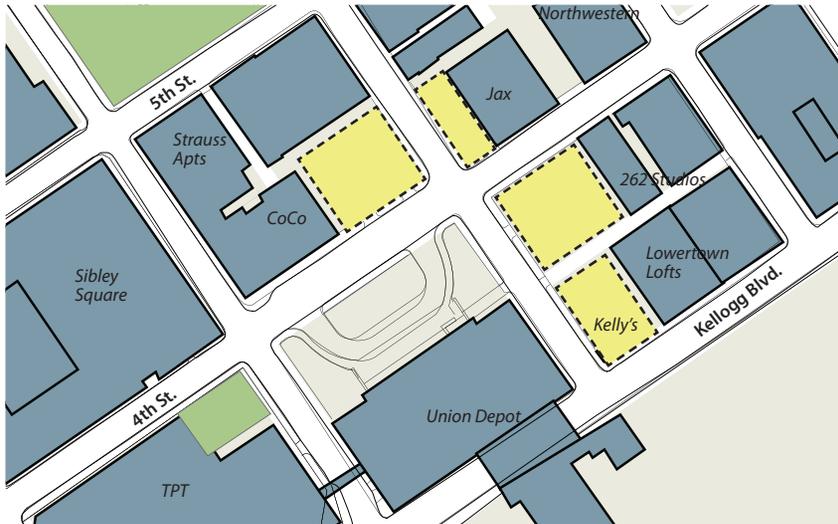
Potential Infill Buildings and Building Renovations

3.2 Create three distinct retail clusters: food and arts, neighborhood service and retail, and restaurants and entertainment.



Retail Cluster Strategy: Retail can be focused around existing and proposed urban rooms: Mears park, Union Depot and Farmers' Market. The Neighborhood Retail and Services cluster is located on 7th street - the zipper between two neighborhoods.

3.3 Encourage redevelopment of vacant and underutilized properties surrounding Union Depot.



Redevelopment Opportunities: Redevelopment of vacant parcels (yellow) surrounding the LRT Station will help enclose the space, create active edges and take full advantage of the transit investments.

3.4 Designate a permanent home for the Farmers' Market and a year-round community amenity.



Note: This illustration describes one alternative for the Diamond Product Sites. Later in this chapter and elsewhere in the report, alternatives including a ballpark are described and discussed.

Illustrative Master Plan

Redevelopment Around Union Depot



	Existing	Potential	
A	2 story parking	Mixed-use	40 Units
B	Vacant lot/ surface parking	Mixed-use	16 Units
C	Vacant Lot/ surface parking	Mixed-use	40 Units
D	Pkg Lot/ bar	Mixed-use	24 Units
E	Drop Off Lane and Lawn	Setting for art installations, performances and food carts	



Activate the Room with temporary art, performances, food carts, installations and events.

Step 1. Preserve the Farmers' Market in the heart of Lowertown

In order to preserve the Market on its current site, the Plan recommends:

- Improvements to operations and to the site.
The Market needs a plan for future customer and vendor parking, establishment of a pick-up/drop-off zone, and a positive working relationship with the City so traffic flow is smooth and parking is secure.
- Legal and policy protections that preserve the site as if it were a City park.
The neighborhood and the Market should work with the City to legally protect the site from redevelopment that would displace the Market from the heart of Lowertown. With minimal capital investments on the site and a ten-year lease, displacement due to redevelopment is always a possibility.

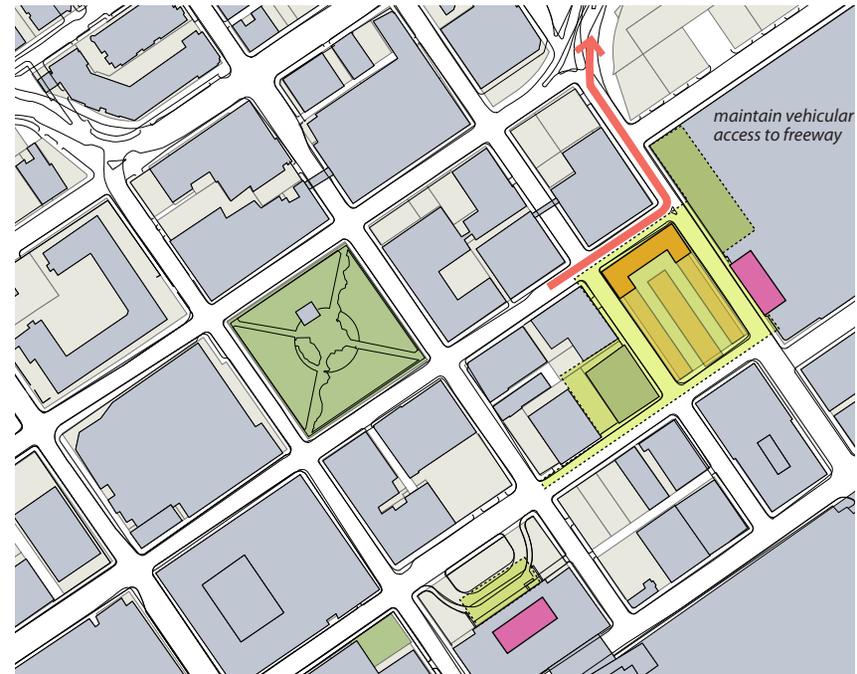
Step 2: Accommodate near-term growth in the Market

Several options exist for near- or medium-term growth, expansion and diversification of the Saint Paul Farmer's Market. If the Growers Association aspires to include new vendors, additional vendors surrounding streets and buildings will come into play. Options include:

- Locate a year-round indoor market or related vendors in the retail space of the OMF.
- Grow the Market along 4th Street, in alleys and along surrounding streets toward Union Depot.
- Add garage doors to selected sheds so the selling season can be extended.

Step 1: Accommodate Near-Term Market Growth and Expansion

- Off-Site Expansion: Street Market around the sheds and along 4th Street
- Options for Indoor Market
- Three-Season Sheds



Step 3: Reinvest in the site to improve the Market and to create a year round neighborhood amenity.

Minor improvements to the site will enhance the Market and provide an amenity to the neighborhood throughout the week and the year. Most of the site can remain intact while a few vendors would move to adjacent streets or to within the front of the OMF building.



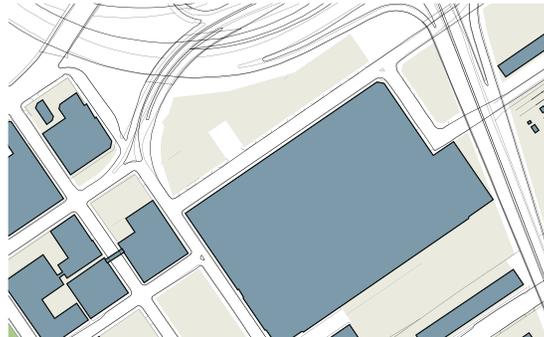
Potential Improvements to the Farmers Market Site:

Diamond Products Site

The Diamond Products site is the largest privately-owned property in Lowertown. Currently, the City of Saint Paul is working with the Saint Paul Saints to locate a regional ballpark facility on the northerly Diamond Products site.

The Plan offers three alternatives for redeveloping the Diamond Building/Site.

- Reuse the existing building (arts related and/or indoor recreation), subject to more detailed analysis of interior architectural and structural building features.
- Redevelop the site for a regional ballpark (with surface/tailgating parking most likely between the Lafayette Bridge and Bruce Vento Nature Sanctuary).
- Redevelopment with mixed-use buildings (arts-related).



Diamond Products Site: Existing Conditions



Existing Conditions



Diamond Products Site: Building Reuse



Diamond Products Site: Regional Ballpark



Diamond Products Site: Private Redevelopment

Prince Street Extension and Redevelopment Between the Lafayette Bridge and Broadway



Proposed Lowertown street extensions east of Broadway



Proposed new development east of Broadway

3.6 Introduce urban agriculture, recreational uses and sustainability initiatives east of the Lafayette Bridge in “The Seam.”



Community gardens closer to the neighborhood



Row crops on larger contiguous parcels

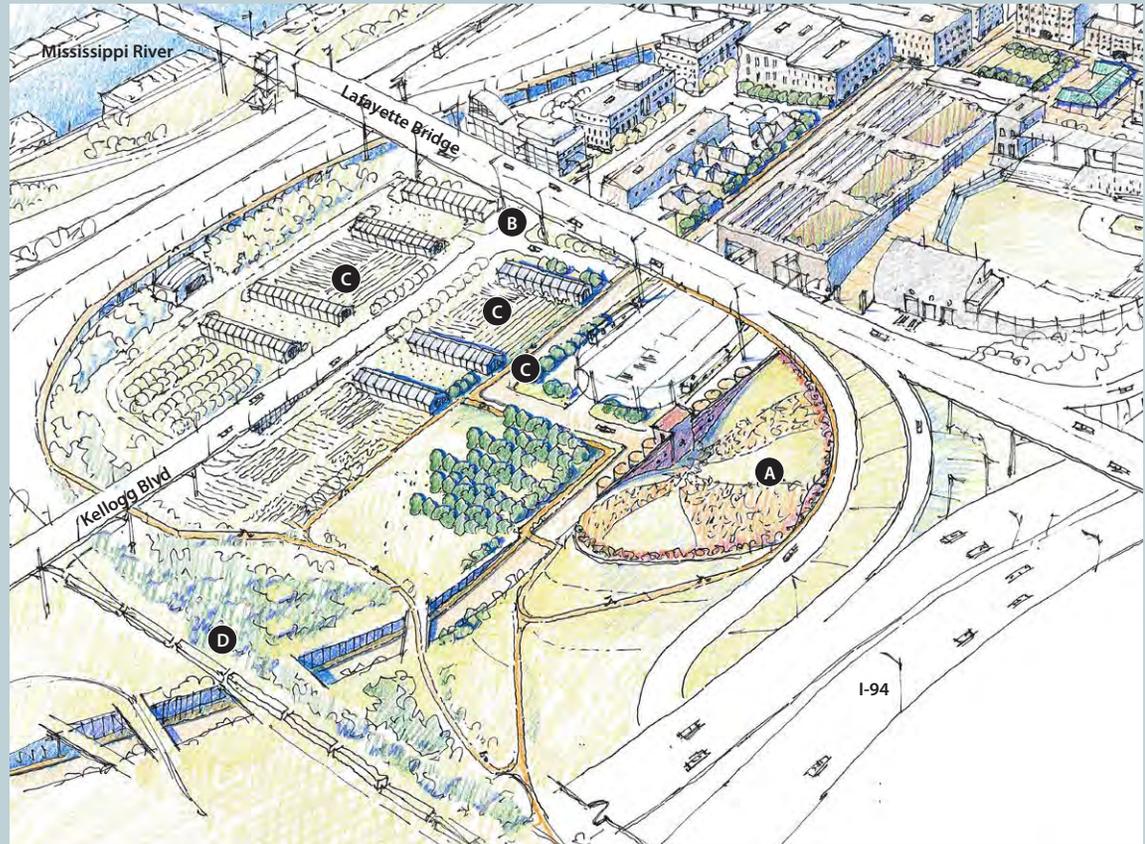


Greenhouses for year round production and educational programming

East of the Lafayette Bridge: Due in part to development restrictions, the east edge of Lowertown can become a valuable resource for urban and community agriculture, stormwater management and recreational connections. Detailed soil contamination studies will be required to determine the exact location and design of agricultural fields/gardens.



The Seam



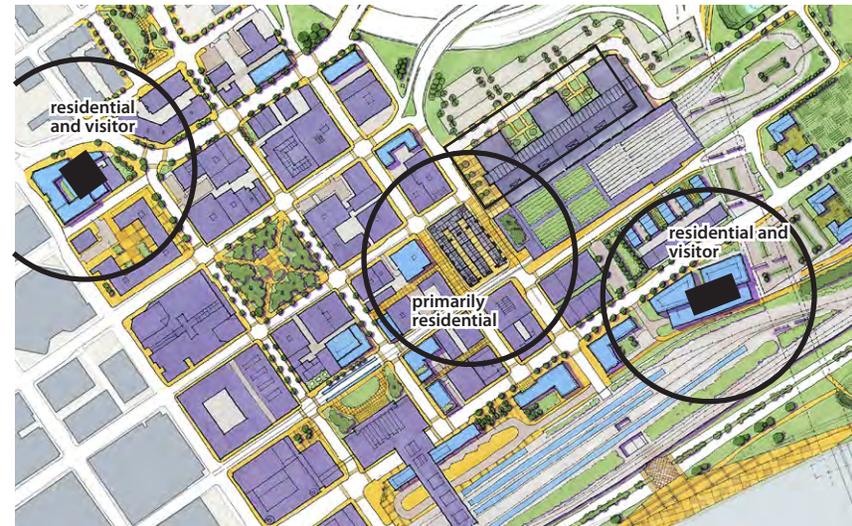
	Existing	Potential
A	Unused	Stormwater and grey water harvesting
B	Beneath Lafayette Bridge	Tailgating and public art
C	Vacant Lot/surface parking	Urban agriculture and recreation
D	Unused	Trail connections



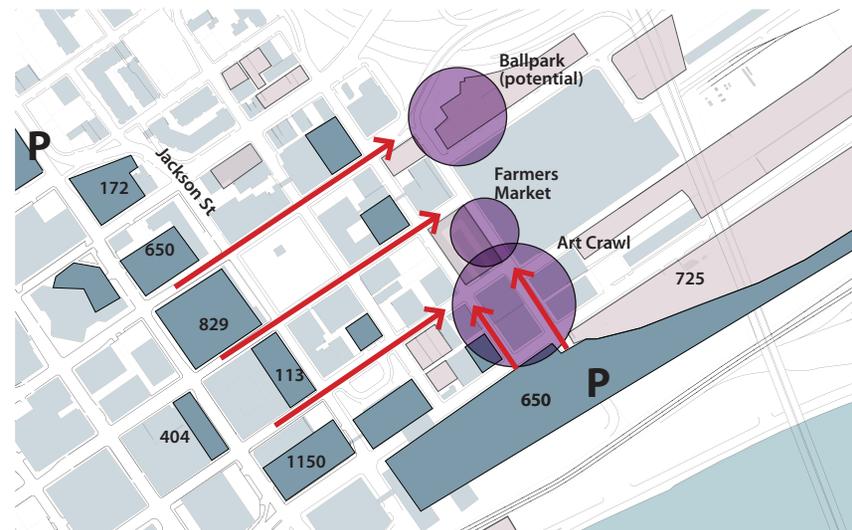
Proposed Cultural Center at Bruce Vento Sanctuary

3.7 Create a parking plan for downtown and Lowertown that prioritizes full occupancy of existing parking spaces over construction of new parking.

New buildings should continue to provide parking for tenants and residents either below or behind the buildings. Generally, the parking should be concealed within the building. In order to support active sidewalks and transit use, new development should create no more than one parking space per residential unit. The parking spaces should be managed as a pooled resource and leased to residents. By leasing - not selling - parking, residents can choose to have two cars or no cars. Furthermore, by leasing parking, the overall pool of parking can be shared across buildings and for general use in the neighborhood.



Potential new parking structures



Event Parking Strategy: Event parking should be directed to the edges of the neighborhood, not the center. Shuttles and a pedestrian friendly environment will improve the visitor experience note: Diamond Products Building should be considered for near term parking

3.8 Improve Kellogg Boulevard by developing a liner building on the north edge of the Union Depot rail deck.



Potential redevelopment south of Kellogg Blvd.

3.9 Develop more gathering spaces for the neighborhood.



Gathering Places



4. Arts, Culture and the Creative Economy

Summary

Primary Observations

- Lowertown has a large contingent of self-employed individuals, artists, small firms and non-profits engaged in the creative economy.
- The creative community is primarily engaged in art production and creative services, as opposed to presentation and marketing.
- Over 30 years of investment have been made in creating affordable live and work space for artists and creative enterprises.
- Lowertown's identity as an artist and creative community is not immediately evident in the physical environment and has not been asserted clearly.
- The vulnerability of the creative community to market forces in real estate on the one hand, and the community's need to attract a market for its products on the other, are in some ways in conflict.
- The artist community is well-networked but, at-large, not strongly organized or fully engaged in neighborhood activities, governance and other creative sector businesses.

Goals

- 4.1 Position and expand the Lowertown creative cluster as a significant contributor to the regional economy.
- 4.2 Maintain and expand live and work spaces, as well as gathering places, that are affordable for artists and attractive to the creative community.
- 4.3 Define and grow the identity of Lowertown as a vital community of creative and cultural production.
- 4.4 Foster a more diverse and complete mixed-income residential community that provides walkable access to daily needs and services.
- 4.5 Strengthen the network and quality of creative output of artists, arts producers, creative entrepreneurs and creative sector workers.

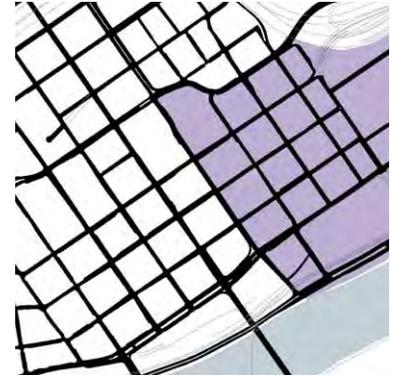
Objectives

- 4.1 Protect the affordability of residential artist buildings from escalation in the real estate market, and increase the number of affordable work spaces and gathering places suited to artists and creative entrepreneurs.
- 4.2 Advance an identity that serves to maintain the neighborhood as a creative sector cluster producing high-quality work.
- 4.3 Integrate public art, creative design and streetscaping, and other cultural activity in the public realm and built environment.
- 4.4 Build markets for artists and creative entrepreneurs, their skills and work product.
- 4.5 Create a neighborhood that is inclusive, culturally diverse and connected to other communities.
- 4.6 Develop artists and creative community members as leaders in Lowertown, the city and the region.
- 4.7 Identify opportunities for using Union Depot as a site for arts activities, arts marketplace or work spaces for artists.
- 4.8 Establish a strong and integral role for creative producers in district management and implementation of the Master Plan.

Summary

Strategies

- 4.1 Identify the most immediate opportunities for stabilizing artist live/work spaces and gathering places.
- 4.2 Prepare a comprehensive database to map the creative community (individuals, venues, activities) and develop economic data to measure the impact of the Lowertown creative cluster.
- 4.3 Inventory underutilized and vacant spaces and work with property owners, the artist community, the City and potential occupants to create appropriate arts-related uses.
- 4.4 Work with existing networks and organizations to strengthen the creative community, the creative cluster infrastructure, district identity, and participation of artists and creative entrepreneurs in leadership development activities.
- 4.5 Encourage policy makers to protect the creative sector workforce and work spaces, and steer developers to create appropriate spaces and support services using Community Benefits Agreements to protect and enhance creative sector jobs, spaces and programs.
- 4.6 Explore opportunities to grow educational spaces and opportunities for creative skills transfer.
- 4.7 Maintain state-of-the-art technology infrastructure needed for a competitive creative sector.
- 4.8 Explore the value of an Arts or Creative Overlay District in collaboration with historic preservation representatives.
- 4.9 Work with Union Depot managers to incorporate public art, public programs, retail marketing and other opportunities.
- 4.10 Seek out and develop appropriate venues and partnerships to enhance markets for locally-produced creative products.
- 4.11 Leverage the diverse range of people who come to Lowertown for the Farmers' Market, Art Crawl and other events – as well as those who travel through the Union Depot – to create a welcoming multi-cultural environment.
- 4.12 Identify appropriate spaces, partners and activities to expand networking and career development among artists and creative workers.



5. Transportation

Summary

Primary Observations

- Lowertown has an efficient urban grid that extends to the north (to Wacouta Commons) and west (to downtown), but not the south (riverfront) and east (toward Vento Sanctuary).
- Lowertown is well-served by two freeways: I-94 and 35W. The pedestrian environment is worse where the local streets interface with the highways.
- Lowertown is at a nexus of recreational trail connections. 85 miles of regional trails are connected through Lowertown.
- Transit in Lowertown is improving rapidly. With LRT and the renovation of Union Depot, Lowertown will soon be as well connected by transit as any place in the region.
- Surface parking has become the default use for several parcels.

Goals

- 5.1 Provide safe access and mobility for vehicles.
- 5.2 Prioritize safe, convenient, and inviting pedestrian, bicycle, and transit accessibility.
- 5.3 Be a multi-modal transportation hub centered on Union Depot.
- 5.4 Create a multi-modal transportation network that is well-connected to the region's transportation network.
- 5.5 Create a multi-modal transportation network that is internally integrated, providing the facilities needed for easy switching from mode to mode.

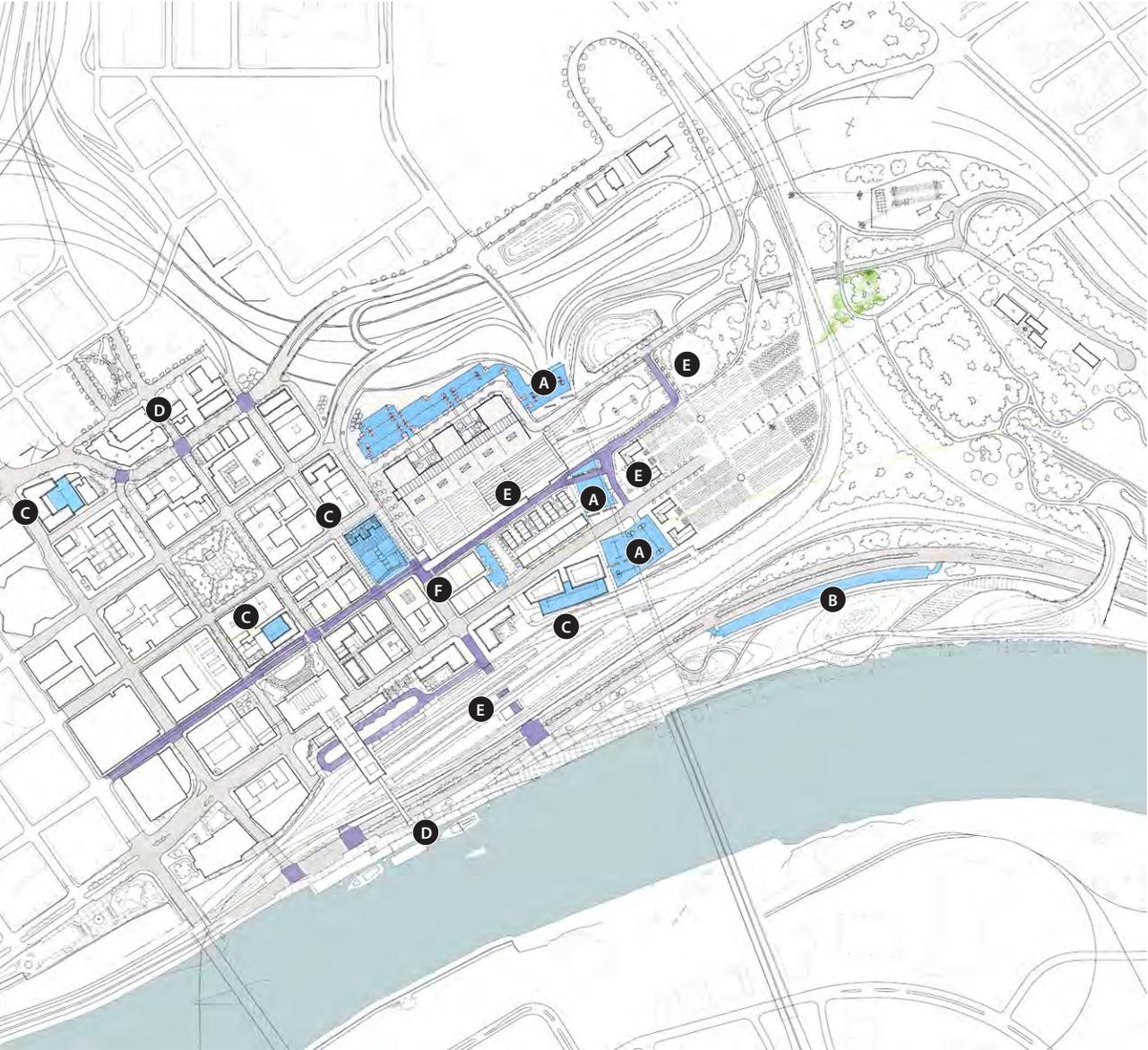
Objectives

- 5.1 Connect Lowertown to the Mississippi River and regional trails.
- 5.2 Shift mode split away from single-occupant vehicles.
- 5.3 Incrementally and selectively modify streets to be more pedestrian-friendly.
- 5.4 Expand Lowertown's open spaces with shared streets and plaza streets.
- 5.5 Prioritize full occupancy of existing parking garages before building new.

Strategies

- 5.1 Construct a complete and connected on-street bike network and preserve sufficient right-of-way for transit on 4th, 5th and 6th streets.
- 5.2 Connect Kellogg Mall to Bruce Vento Regional Trail (via the River Balcony and Union Depot).
- 5.3 Improve connections between Lowertown and the Bruce Vento Trail System.
- 5.4 Connect Bruce Vento Nature Sanctuary to the Sam Morgan Trail.
- 5.5 Provide bicycle storage facilities at all major attractions.
- 5.6 Connect Lowertown streets to the Lafayette Bridge vertically.
- 5.7 Design the streets surrounding parks and plazas as part of the adjacent open spaces.
- 5.8 Extend Broadway to Warner Road.
- 5.9 Create a street network east of the Lafayette Bridge that connects Lowertown to the East Side
- 5.10 Reconsider Downtown's / Lowertown's one-way circulation system.
- 5.11 Selectively reconstruct intersections on 7th Street to encourage pedestrian crossings.
- 5.12 Reconstruct select intersections of Warner Road to enable safe bicycle and pedestrian crossings.

Lowertown Movement and Access Plan



- A** Tailgate / Market parking
- B** Lower Landing parking
- C** Structured parking
- D** Improved Intersections
- E** New Streets
- F** New Trailhead

Strategies

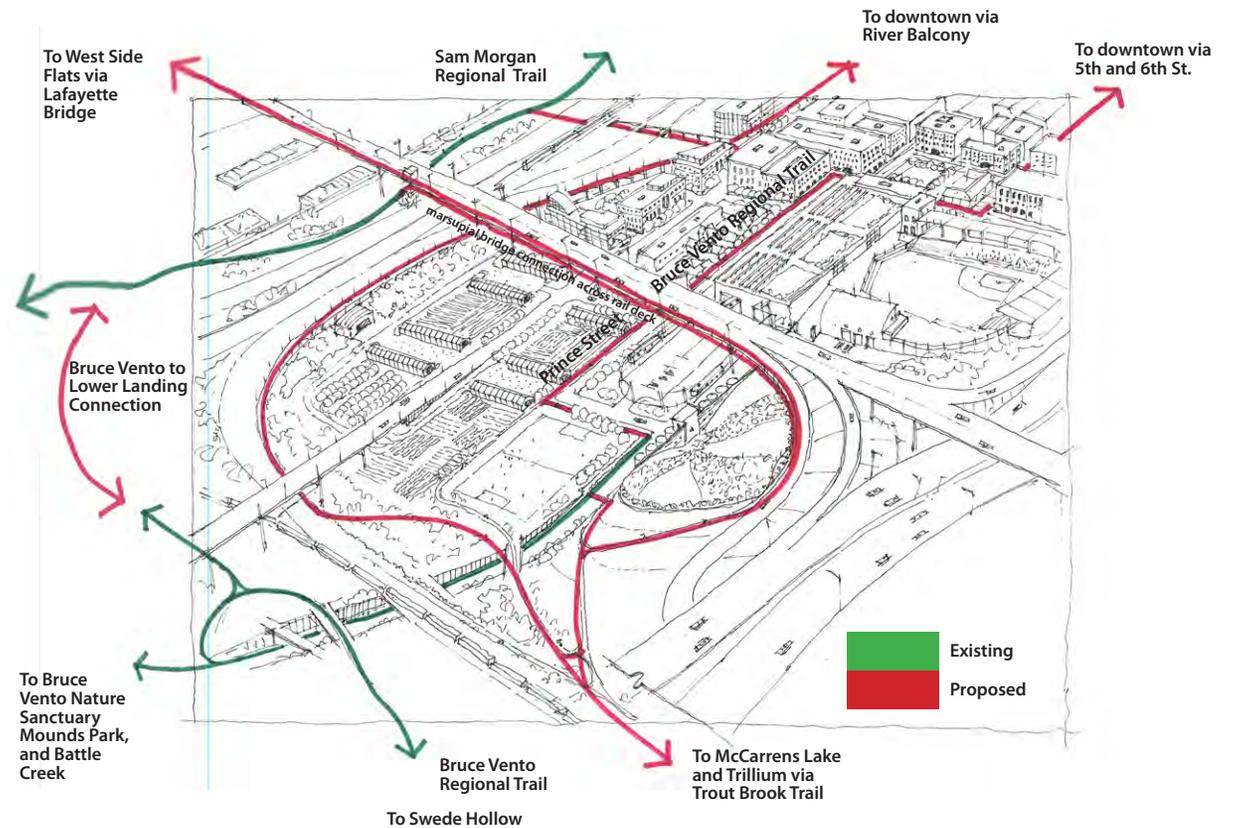
5.1 Construct a complete and connected on-street bicycle network and preserve sufficient right-of-way for transit on 4th, 5th and 6th Sstreets.

5.3 Improve the connection between Lowertown and the Bruce Vento Regional Trail system.

5.4 Connect Bruce Vento Nature Sanctuary to the Sam Morgan Trail.

5.5 Provide bicycle storage and bicycle sharing facilities at all major attractions.

5.6 Connect Lowertown streets to the Lafayette Bridge vertically.



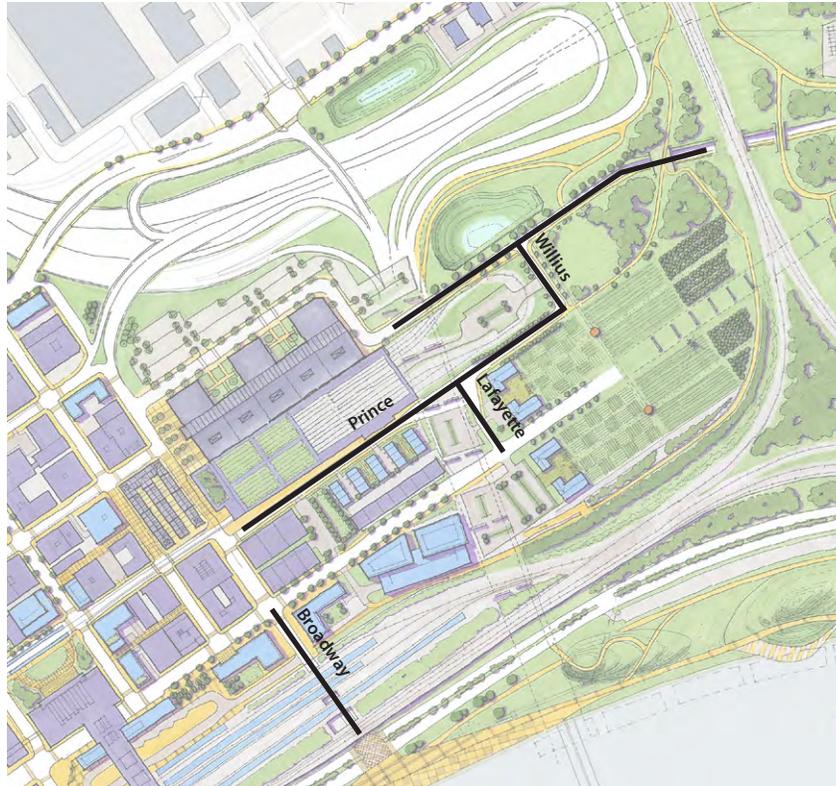
Proposed bicycle and trail network



Marsupial Bridge

5.8 Extend Broadway to Warner Road

5.9 Create a street network east of the Lafayette Bridge that connects Lowertown to the East Side.



Proposed New Street Network East of Broadway

5.11 Selectively reconstruct Intersections on 7th Street to encourage pedestrian crossings.



Recommended Changes at East 7th Street

5.12 Reconstruct select intersections of Warner Road to enable safe bicycle and pedestrian crossings



Recommended changes to Warner / Shepard Road



6. Parks and Open Space

Summary

Primary Observations

- Mears Park is a jewel, but it needs relief.
- The riverfront is an asset, but inaccessible.
- Growth in the neighborhood will require better connections to existing parks and open spaces.
- Recreational connections are incomplete; they can be completed east of the Lafayette Bridge.
- The Bruce Vento Nature Sanctuary offers unique access to nearby wilderness just a short walk from Lowertown, but it is difficult to find the trail that connects the two areas.
- The Lowertown population will grow in numbers and diversity; the neighborhood's open spaces should adapt to these changes.
- There is a lack of recreational opportunities for children and seniors.

Goals

- 6.1 Be lush and connected.
- 6.2 Be a neighborhood in a river valley.
- 6.3 Have a variety of ample outdoor spaces for residents and visitors to enjoy throughout the year.
- 6.4 Meet the diversity of needs for a growing Lowertown.
- 6.5 Maximize proximity to existing parks and open spaces.
- 6.6 Create indoor recreational opportunities.

Objectives

- 6.1 Increase access to existing parks.
- 6.2 Leverage new investments to create semi-public parks and gathering spaces.
- 6.3 Create opportunities for active recreation - both indoor and outdoor.
- 6.4 Consider streets and alleys as part of the open space system.
- 6.5 Leverage atriums and skyways and other semi-public spaces for indoor recreation and programming.
- 6.6 Complete the recreational network through Lowertown.

Strategies

- 6.1 Activate the lawn and former drop-off area in front of the Union Depot with temporary installations, art and programming.
- 6.2 Enhance the Farmers' Market site to become a greater neighborhood amenity.
- 6.3 Create the River Balcony connecting the Science Museum, Kellogg Mall and Union Depot to the Trout Brook Regional Trail.
- 6.4 Create Prince Street Park.
- 6.5 Locate additional recreation space east of the Lafayette Bridge.
- 6.6 Activate the Riverfront with a promenade, Lower Landing Park and programming per the Great River Passage Plan
- 6.7 Incrementally improve sidewalks to become part of the neighborhood's valued open space system.
- 6.8 Expand the use of temporary / seasonal cafes and plazas.
- 6.9 Create roof top gardens as part of the open space system.
- 6.10 Raise visibility and improve awareness that the Bruce Vento Regional Trail connects Lowertown to the Bruce Vento Nature Sanctuary, Swede Hollow Park, and other East Side recreational destinations.
- 6.11 Explore use of the Diamond Products building for indoor recreation.

Lowertown Open Space Plan



- A** Trail connections
- B** Lower Landing Park
- C** Signature pedestrian/bicycle bridge
- D** Farmers' Market Plaza
- E** Prince Street Park
- F** River Balcony

Strategies

6.1 Activate the lawn and former drop-off area in front of the Union Depot with temporary installations, art and programming.



The space in front of the Union Depot can be activated with displays and events such as the temporary decking shown in the image above, that can provide a flexible festive space. Art, food service and live performances will all add life to the space and allow the space to be preserved, celebrated and an amenity to the neighborhood. This rendering also illustrates the potential for new infill development to front on and define the street envelope with a variety of architectural languages that share the fundamental form and pattern found in the Lowertown Historic District

6.2 Enhance the Farmers' Market Site to become a greater neighborhood amenity.

- Activate the edges of the room.
- Redesign streets to become "convertible streets."
- Create a year-round amenity / gathering place that enhances the Market.
- Utilize the Market sheds year-round.

6.3 Create the River Balcony connecting the Science Museum, Kellogg Mall and Union Depot to the Trout Brook Regional Trail.



Proposed River Balcony

6.4 Create Prince Street Park.

The Prince Street Park will be approximately 1/3 acre - a neighborhood-scaled open space. The space should be programmed for children's play and social interaction among neighbors. The park should be designed and operated in partnership with the Tilsner and Northern Warehouse.



Prince Street Park

6.5 Locate additional recreation space east of the Lafayette Bridge.



6.6 Activate the Riverfront with a promenade, Lower Landing Park and programming per the Great River Passage Plan

- A** native gardens and water quality wetlands
- B** signature pedestrian bridge / gateway
- C** potential skate park
- D** potential dog park
- E** Lambert's Landing
- F** on-site full access parking
- G** landforms and overlooks
- H** Broadway / Lowertown access





7. Housing

Summary

Primary Observations

- There are approximately 2000 units in Lowertown, most in renovated buildings.
- The neighborhood is mixed with both rental and ownership, affordable and market-rate housing.
- The three arts-oriented buildings are national models.
- Affordability in Lowertown exists, but it is not guaranteed.

Goals

7.1 Maintain housing affordability for artists and members of the creative community.

7.2 Continue renovating buildings for housing.

7.3 Offer opportunities for new construction that is compatible with the historic character of the neighborhood.

7.4 Provide a range of housing types and prices.

7.5 Create housing choices that take advantage of the transit investments.

7.6 Create added and sustained value for resident owners in Lowertown.

7.7 Promote transit use and Transit Oriented Development as an affordable housing strategy.

7.8 Create housing opportunities that appeal to all segments of the creative community.

7.9 Recognize housing opportunities in relation to and on the Riverfront.

Objectives

7.1 Develop additional artist-oriented housing.

7.2 Diversify housing to attract new residents to the neighborhood.

7.3 Continue investing in the amenities (public space, community retail, etc) that sustain values for all residents.

Strategies

7.1 Provide a broad range of housing types, prices, choices and sizes to accommodate diverse residential needs.

7.2 Work to convert the vacant and under-utilized buildings into artist-owned live / work buildings.

7.3 Convert the bottom two floors of the Lowertown Lofts Cooperative to artist use.

7.4 Develop in-line and townhouse units along the south side of the new Prince Street extension.

7.5 Develop market-rate housing south of Kellogg.

Analysis

Primary Observations

- **There are approximately 2000 units in Lowertown, most in renovated buildings.**
- **The neighborhood is mixed with both rental and ownership, affordable and market-rate housing.**
- **The three arts-oriented buildings are national models.**
- **Affordability in Lowertown exists, but it is not guaranteed.**

Lowertown is a housing success with over 2000 units located within the general study area and more being added in 2011 (the Lofts at Farmers Market – 58 units). Since 2000, about 25 percent of the units delivered in downtown Saint Paul are located in the Lowertown area. Most of these units are rental; of the approximately 1,530 rental units, 1,142 are market-rate. Approximately 240 units are estimated to be affordable or have income-restrictions. Of the roughly 2000 units about 470 of these are owner-occupied. Overall vacancy rate (as of the 3rd Qtr of 2010) was about 8 percent. An estimated 147 units are considered artist-related or supportive housing.

Total units :	2010
Rental	1540 (77%)
Owner-occupied	470 (23%)
Market-rate rental	1142 (57% of total)
Affordable	240 (12% of total)
Artist units	147 (7% of total)

Demographically, Lowertown residents differ from Saint Paul in several categories:

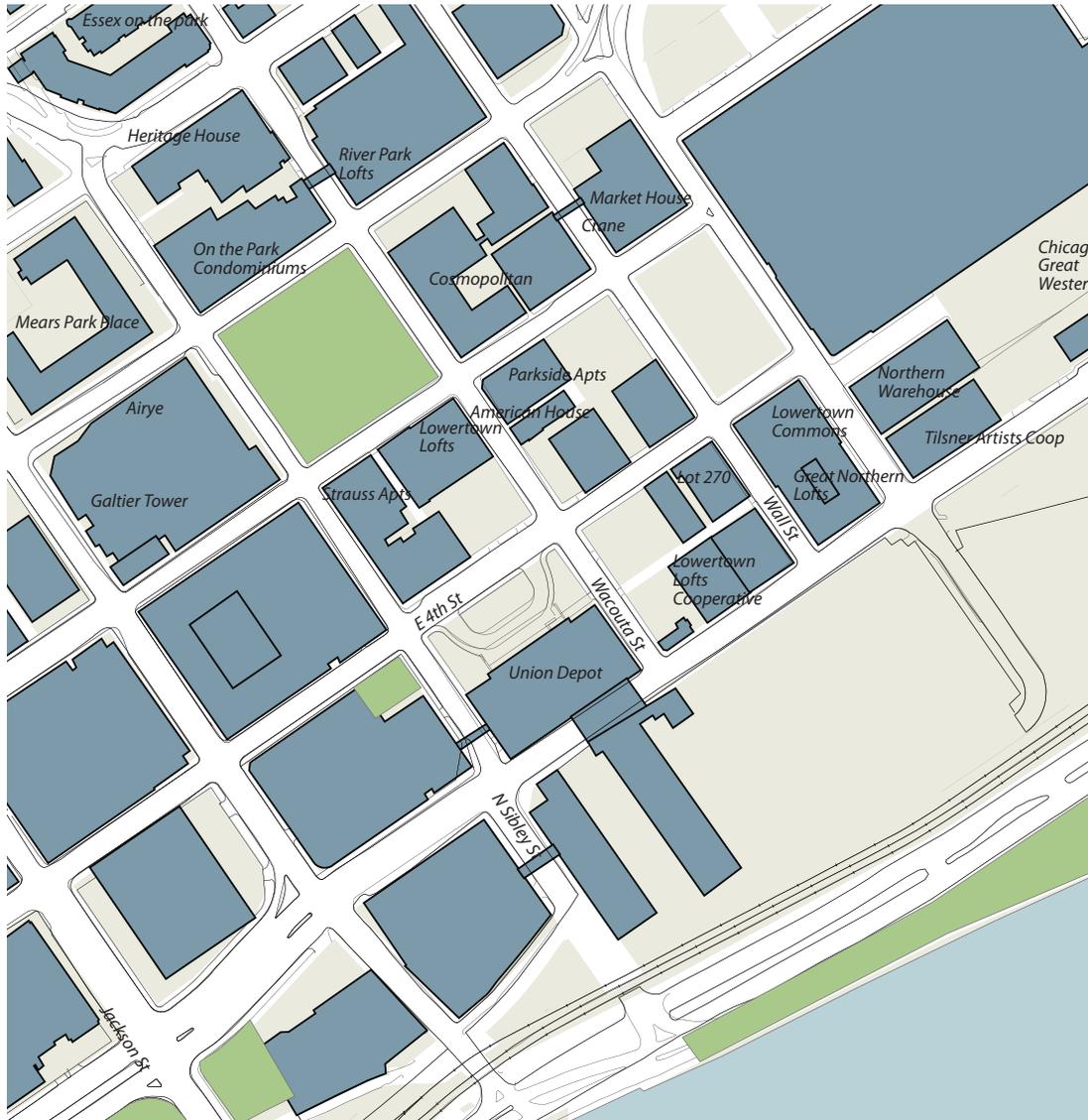
- Higher percent of new residents
- Higher percent of educated population (bachelor degree or higher)
- Higher income residents
- Higher percent of residents not married
- Higher percent of residents without school age children
- Higher proportion of females vs. males
- Higher percent using alternative form of transportation
- Significant percent of population that do not own a car

Reviewing the housing development pattern reveals a number of conditions and characteristics that may influence future investment and renovation/redevelopment. The graphic below illustrates existing residential buildings (dark gray); proposed new/infill buildings (light blue) and potential renovations (dark blue). In general housing units are located in proximity to two major areas of Lowertown, Mears Park and the Farmers Market.

Over 1000 units are located on or very near Mears Park; and almost 500 units are located around or near the Farmers Market. A portion of the Wacouta Commons area is shown as context; this well-formed green space provides a center to over 600 units.

The Downtown Saint Paul Station Area Plan identifies a number of potential infill development sites and existing buildings. Thus a third “center” for residential development is clearly emerging in the station area anchored by the Union Depot.

Housing Inventory (partial)



Airye	101	For Sale
River Park Lofts	120	For Sale
Market House	58	For Sale
Union Depot Lofts	33	For Sale
Essex on the Park	38	For Sale
Great Northern Lofts	53	For Sale
Lot 270	45	For Sale
On the Park Condominiums	16	For Sale
Chicago Great Western	8	For Sale
sub total		470
Galtier Towers	366	Market Rate For Rent
The Parkside	53	Market Rate For Rent
Lowertown Lofts	107	Market Rate For Rent
Cosmopolitan	255	Market Rate For Rent
Lowertown Commons	111	Market Rate For Rent
Mears Park Place	250	Market Rate For Rent
sub total		1142
Heritage House	58	Affordable Rental
American House	13	Affordable Rental
Strauss Apartments	49	Affordable Rental
Crane	70	Affordable Rental
Mears Park Place	50	Affordable Rental
sub total		240
Lowertown Lofts Cooperative	29	Artists Residential Ownership
Northern Warehouse Artists' Cooperative	52	Artists Residential Rental
Tilsner Artists' Cooperative	66	Artists Residential Rental
sub total		147
TOTAL		1999

Proposed New Housing



- Potential New Construction
- Potential Renovations
- Existing



8. Water, Energy and the Environment

Summary

Primary Observations

- Lowertown is a part of the Capitol Region Watershed District.
- Phalen Creek and Trout Brook Creek converge at the east end of Lowertown prior to entering the Mississippi River.
- The soils east of the Lafayette Bridge are contaminated; water that infiltrates these soils becomes contaminated.
- District Energy does not extend to all buildings in Lowertown and Wacouta Commons.
- Based on past uses, the soils between Broadway Street and the Lafayette Bridge are likely contaminated; the extent and cost of remediation may impact future use.

Goals

- 8.1 Reduce use of potable water.
- 8.2 Use grey water and stormwater as a resource for irrigation and within buildings, and as an amenity in open spaces.
- 8.3 Increase the use of clean and renewable energy sources.
- 8.4 Encourage all transportation options that reduce the use of fossil fuels.
- 8.5 Highlight and make visible the process of resource use, and waste production and management.

Objectives

- 8.1 Implement a grey water system for Lowertown.
- 8.2 Integrate stormwater management into the public realm and streetscape.
- 8.3 Integrate public art into stormwater solutions, energy generation and waste management.
- 8.4 Use open spaces, large flat roofs and other unused spaces for solar arrays and micro wind farms.

Strategies

- 8.1 Support the “Bring Water Back to Saint Paul” campaign by the Capitol Region Watershed District to restore surface water features and build better stewardship for area water ways (e.g., Trout Brook, Phalen Creek, etc.).
- 8.2 Harness water from the Lafayette Bridge and use as a resource for the neighborhood; coordinate efforts with Prince Street reconstruction.
- 8.3 Work with the Metropolitan Council to use grey water for washing LRT vehicles.
- 8.4 Engage the artist-in-residence at the Capitol Region Watershed District to create an amenity out of the Lafayette Bridge stormwater facility.
- 8.5 Extend the LRT infiltration trench in front of Union Depot to adjacent blocks.
- 8.6 Encourage new and existing developments to mitigate stormwater by utilizing green roofs and providing cisterns.
- 8.7 Extend District Energy throughout Lowertown and into Wacouta Commons.
- 8.8 Consider the use and application of alternative energy sources including low elevation domestic wind turbines.

Analysis

Primary Observations

- **Lowertown is a part of the Capitol Region Watershed District.**
- **Phalen Creek and Trout Brook Creek converge at the east end of Lowertown prior to entering the Mississippi River.**
- **The soils east of the Lafayette Bridge are contaminated; water that infiltrates these soils becomes contaminated.**
- **District Energy does not extend to all buildings in Lowertown and Wacouta Commons**

The history of Lowertown is very much a history of water – its use, its course and control. From the Mississippi River that was home and habitat for native peoples and later acted as the transportation and economic corridor, water has always and will always be a defining characteristic of the neighborhood. Historic water courses may not entirely exist today but the geographical and geophysical setting remains – a riverside confluence that exhibits the bluff and valley form but has been altered over time with more modern versions of infrastructure and progress. Lowertown sits on the river but in many ways does not always connect visually or physically.

Like water, energy is also closely tied to the river as a source of power generation at multiple points on the river. Today, Lowertown remains a model for a more sustainable, connected development pattern that relies on District Energy, reuse and renovation of existing historic building stock, and soon light rail transit that will connect residents to the State Capitol, University of Minnesota and downtown Minneapolis.

Environmentally, Lowertown has changed radically since the early days of Native American habitation, paddle boat landings and warehouse development. Creeks and wetlands have been moved, channeled or buried; heavy industry has had environmental impacts and some still remain; and rail has been in use for over a century and will continue in the foreseeable future. Using best practices and incremental reinvestment the Greater Lowertown area can be a model of sustainable living for decades to come.

Sustainability begins by asking the question “where?” Where do we live, work, shop, and play in relation to how near or far we are located to these basic daily functions of life? Lowertown residents have a higher percentage using alternative means of commuting including working at home (or studio or live/work unit), walking and utilizing public transportation. A significant percent (compared to the city as a whole) of the Lowertown population does not own an automobile. The combination of historic buildings being reused for housing and work, numbers of residents also working at home or in the district, efficient District Energy resources and the soon-to-be operational Central Corridor LRT make Lowertown one of the most sustainable neighborhoods in the city and metropolitan area. Of course, more can be done such as enhancing building performance standards, accommodating additional residential and live/work space, treating stormwater runoff and managing the “up-stream” implications of water use, and supporting local urban agriculture that results in local jobs and local food.

Another important initiative identified in the Partnership in Lowertown report (August 1981, Lowertown Redevelopment Corporation) is the potential of solar energy. At that point in time the LRC had received a grant from the National Endowment for the Arts and worked with the Solar Energy Research Institute to conduct solar energy assessments and analysis.

Goals

- Reduce use of potable water.
- Use grey water and stormwater as a resource for irrigation and within buildings, and as an amenity in open spaces.
- Increase the use of clean and renewable energy sources.
- Encourage all transportation options that reduce the use of fossil fuels.
- Highlight and make visible the process of resource use, and waste production and management.

Objectives

- Implement a grey water system for Lowertown.
- Integrate stormwater management into the public realm and streetscape.
- Integrate public art into stormwater solutions, energy generation and waste management.
- Use open spaces, large flat roofs and other unused spaces for solar arrays and micro wind farms.

Strategies

Support the “Bring Water Back to Saint Paul” campaign by the Capital Region Watershed District (CRWD) to restore surface water features and build better stewardship for area water ways (e.g., Trout Brook, Phalen Creek, Mears Creek, etc.) and the Lower Phalen Creek Project mission.

CRWD hopes to “Bring Water Back” to Saint Paul by crafting a vision for the watershed that includes the best of innovation and collaboration to treat stormwater as a resource instead of a waste product.

CRWD’s first watershed plan was adopted in 2000 to identify goals, policies, and action plans for fulfilling CRWD’s mission, “to protect, manage, and improve the water resources of the Capitol Region Watershed District.” The District is embarking on its second decade of work under a new plan that will continue the long-term work of protecting and improving the District’s waters. The 2010-20 Watershed Plan:

- Recognizes the challenges of water quality improvement in a highly urbanized watershed and recommends and prioritizes unique and creative approaches to watershed management;
- Recommends and prioritizes water quality and quantity improvement projects, based on CRWD modeling and monitoring results;
- Recommends and prioritizes District programs for improved watershed awareness;
- More effectively defines the respective roles and responsibilities between CRWD and the local units of government, other agencies, and other organizations; and
- Addresses emerging challenges posed by federal Clean Water Act requirements for impaired waters (those with quality too poor for their designated uses)

The Lower Phalen Creek Project is a nonprofit organization working to strengthen Saint Paul's East Side and Lowertown communities by developing and maximizing the value of local parks and trails, ecological and cultural resources and connections to the Mississippi River. Founded by Friends of Swede Hollow and catalyzed in 1997 by the engagement of the Lowertown Redevelopment Corporation, the Lower Phalen Creek Project is led by a community based Steering Committee and actively partners with the City of Saint Paul and others to:

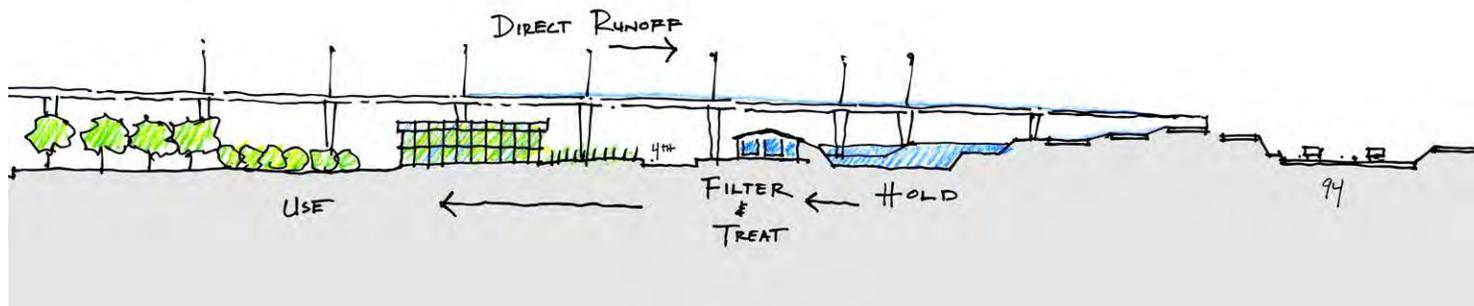
- Complete the redevelopment of the Bruce Vento Nature Sanctuary as an ecological, cultural and educational resource and key community asset;
- Establish and promote trail connections between the Sanctuary, the Lowertown/Downtown neighborhood and the Mississippi River; and
- Capture and filter stormwater through multiple strategies.

Harness water from the Lafayette Bridge and use as a resource for the neighborhood; coordinate efforts with Prince Street reconstruction.

Discussions with the Minnesota Department of Transportation, US Representative McCollum and local stakeholders provided interest and support for the potential to address stormwater runoff in a more sustainable and productive way. The idea is to capture the runoff from the north end of the Lafayette Bridge (and supporting infrastructure and other areas), treat the water to a level that is acceptable for irrigation and non-potable applications and then from a central set of reservoirs or connected cisterns use the grey water as an irrigation source for urban agriculture uses and/or for practical applications (like LRT car washing.)

Work with the Metropolitan Council to use grey water for washing LRT vehicles.

Metro Transit controls key buildings and parcels in the Greater Lowertown area. The Master Plan looks to partner with stakeholders like the Metropolitan Council and Metro Transit in order to move important strategies and initiatives forward. One initiative, explained above, suggests how locally “harvested” water resources can be applied in the Operations and Maintenance Facility, such as car washing and other operations





9. Historic Preservation

Summary

Primary Observations

- Much of Lowertown is within the National Register and local Lowertown Historic Districts, in which preservation, new construction and demolition are guided by the Secretary of the Interior's Standards for Rehabilitation and the adopted Lowertown Design Review Guidelines.
 - Lowertown's historic character is established by the architectural significance of the individual buildings, the collection of those buildings, and the established street grid and streetscape; they are fundamental to the neighborhood's physical identity.
 - The history of Lowertown is on-going, containing multiple layers across multiple eras. The National Register Nomination establishes the Period of Significance for the Lowertown Historic District as 1867-1929.
 - The historic resources of Lowertown are assets that have and can continue to fuel economic development.
 - Preservation, alteration, new construction and demolition are guided by the Secretary of Interior's Standards for Rehabilitation and the Lowertown Design Review Guidelines.
- Given recent Central Corridor and Union Depot projects, the Post Office and Union Depot train deck have been determined eligible for listing on the National Register of Historic Places.

Goals

- 9.1 Continue to value and support the National Register and local designation of the Lowertown Historic District.
- 9.2 Continue to preserve the historic character of the Historic District.
- 9.3 Continue telling the story of Lowertown's culture and history through investments in the built environment (streetscape and buildings).
- 9.4 Integrate expressions of Lowertown's contemporary cultures into the Historic District while maintaining its architectural and historical integrity.
- 9.5 Welcome and celebrate changes and investments in Lowertown by managing them within the strong historic fabric.

Objectives

- 9.1 Focus redevelopment on the stewardship of historic resources by seeking building uses that are compatible with the historic character of the buildings.
- 9.2 Promote the reuse of existing building stock as a green and sustainable practice.
- 9.3 Encourage the arts community and the historic preservation community to work together to develop an understanding of appropriate place-based, context-sensitive public art within the historic district.
- 9.4 Prioritize new construction on vacant or underutilized lots over additions on top of historic buildings.

Summary

Strategies

9.1 Apply the Secretary of Interior's Standards for Treatment of Historic Properties and the local Design Review Guidelines to all repair, alteration, new construction and demolition in the Historic District.

9.2 Work with the City's PED and HPC to revise and expand the Lowertown Historic District Design Review Guidelines. The Guidelines should better address new construction, signage, public art, streetscape and sustainability within the Lowertown Historic District.

9.3 Educate and engage the community, new residents and business owners of the significance of the Historic District and the applicable design review guidelines.

9.4 Explore listing the Post Office to the National Register and designating it a local Saint Paul Heritage Preservation Site.

9.5 Explore expanding the Union Depot National Register site to include the adjacent train deck, and designate it a local Saint Paul Heritage Preservation Site.

9.6 Prepare a Historic Structures Report for the Post Office building to explore adaptive reuse.

9.7 Conduct a study on historic streetscape and infrastructure to inform future open space and streetscape proposals.

9.8 Encourage the use of temporary and experimental "pop up" installations within the District as a way to activate buildings and spaces without disrupting the well-preserved assets.

9.9 Complete the Lowertown Historic District signage program.

9.10 Discourage the extension of the skyway system into and within the Lowertown Historic District.

Analysis

Primary Observations

- **Much of Lowertown is within the National Register and local Lowertown Historic Districts, in which preservation, new construction and demolition are guided by the Secretary of the Interior's Standards for Rehabilitation and the adopted Lowertown Design Review Guidelines.**
- **Lowertown's historic character is established by the architectural significance of the individual buildings, the collection of those buildings, and the established street grid and streetscape; they are fundamental to the neighborhood's physical identity.**
- **The history of Lowertown is on-going, containing multiple layers across multiple eras. The National Register Nomination establishes the Period of Significance for the Lowertown Historic District as 1867-1929.**
- **The historic resources of Lowertown are assets that have and can continue to fuel economic development.**
- **Preservation, alteration, new construction and demolition are guided by the Secretary of Interior's Standards for Rehabilitation and the Lowertown Design Review Guidelines.**
- **Given recent Central Corridor and Union Depot projects, the Post Office and Union Depot train deck have been determined eligible for listing on the National Register of Historic Places.**

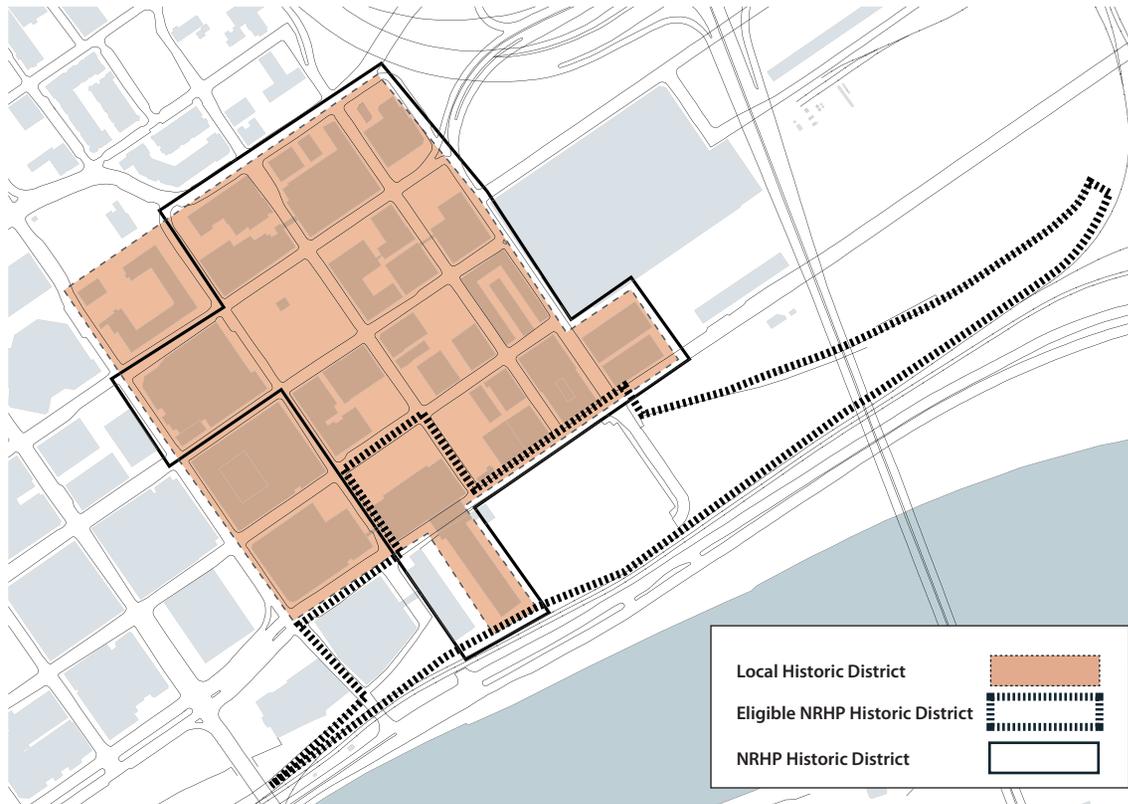
Lowertown residents recognize the economic value of being designated an Historic District as preservation is a widely-held community value. In 1983, the National Register Lowertown Historic District was created to help protect the historic resources by incentivizing investment in them. The process required the establishment of a Period of Significance and extensive documentation of buildings, spaces, and analysis of significance. The outcomes of both the National Register and local designations have been several adaptive reuse projects, rising property values, and the preservation/creation of a cherished place.

Lowertown is architecturally significant for its remarkably intact concentration of commercial buildings designed by the city's most prominent architects in styles ranging from the Italianate style of the early 1880's to the Beaux Arts of the early twentieth century. Lowertown is significant in the history of landscape architecture and city planning due to the dramatic street pattern and grade changes which were made in the 1870's. Lowertown's significance is also due to the fact that a park (Mears Park) encompassing an entire city block has been preserved since the 1880's in the midst of a large warehouse and industrial area with tightly clustered buildings.

Today, Lowertown's dense concentration of commercial buildings located on streets which form a grid-iron pattern that gradually slope down to the Mississippi River are part of what defines its character. Most of the buildings are four to six stories tall and faced in red or buff brick with stone accents. In general, pre-1900 buildings are under seven stories tall and had storefronts with storage or manufacturing space above. Many also have cast-iron storefronts which were manufactured locally. Post-1900 buildings were generally built for a single purpose such as freight storage or offices and were immense utilitarian structures with Classical Revival detailing. They were also taller than the Victorian structures and were built employing reinforced concrete and structural steel.

While much of Lowertown's success is rooted in its historic character, residents recognize that history is not a fixed object, or a singularly defined era in time. They recognize that history is ongoing; today's actions become tomorrow's history. They are committed equally to preserving historic resources and to exploring new innovations - and they want that evolution to be expressed in the physical environment.

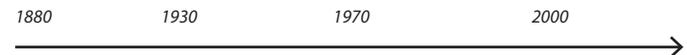
Since the designation in 1983, Lowertown has continued to write its history. Over the past several decades Lowertown has established itself as a model urban village with a strong arts producing community. The artist-owned and operated buildings (created in large part with assistance granted to it by the Historic Tax Credit legislation and Gap Financing through the LRC) have become national models for creating and protecting an arts producing community. It is the desire of the community to continue preserving the assets that make Lowertown unique while at the same time, to create a physical environment that is representative of who they are.



Historic Districts, Existing and Eligible

From Saint Paul's Comprehensive Plan:

- Preservation is a core community value.
- Historic preservation is a priority for the City of Saint Paul.
- Preservation is a critical component of neighborhood vitality, quality of life and sense of place.
- Preservation is key to making Saint Paul an economically, socially and physically sustainable city, through the rehabilitation and adaptive reuse of buildings as well as the broader protection and celebration of neighborhood character.
- Preservation is an essential tool to accomplish economic development.
- Historic resources are unique and irreplaceable, and should be treated accordingly.
- Preservation should be integrated with the broader city and neighborhood planning process and with other chapters of the Comprehensive Plan.



1st generation investments

Industrialists capitalists and merchants build Lowertown leaving a legacy of rail lines, buildings and streets

Lowertown declines

2nd generation investments

LRC is formed. Buildings are preserved and repurposed; urban pioneers move to Lowertown. The area is stabilized and slowly brought back to life by artists and other urban pioneers. National register and Local District established

3rd generation investments

New residents, new investments in transit, the arts, livability and sustainability leaving a legacy of a productive living / working/ collaborating arts district within a thriving urban neighborhood.

Goals

- 9.1 Continue to value and support the National Register and local designation of the Lowertown Historic District.
- 9.2 Continue to preserve the historic character of the Historic District.
- 9.3 Continue telling the story of Lowertown's culture and history through investments in the built environment (streetscape and buildings).
- 9.4 Integrate expressions of Lowertown's current and contemporary cultures into Lowertown's built environment.
- 9.5 Welcome and celebrate changes and investments in Lowertown by managing them within the strong historic fabric.

The Master Plan includes a number of important goals that are focused on Lowertown's historic story, character and environment. Paramount among these is the Historic District itself and how that unique character and setting are maintained and enhanced. And this should not be done not just by a single party but from the many voices and stakeholders that value Lowertown. This should include accommodating new investments, new public art work, and new policies that preserve the history while celebrating the future.

Objectives

- 9.1 Focus redevelopment on the stewardship of historic resources by seeking building uses that are compatible with the historic character of the buildings.
- 9.2 Promote the reuse of existing building stock as a green and sustainable practice.
- 9.3 Encourage the arts community and the historic preservation community to work together to develop an understanding of appropriate place-based, context-sensitive public art within the historic district.
- 9.4 Prioritize new construction on vacant or underutilized lots over additions on top of historic buildings.

A number of objectives respond to the broader nature of Lowertown as a role model for illustrating the power of geography and location as it relates to sustainability. Lowertown is already an established urban village exhibiting compact form, well connected public realm and mix of uses. With the addition of light rail, Lowertown will represent the most sustainable, transit-oriented village in the Twin Cities. To maintain the sustainable, cyber-village objectives will focus on compatible uses, reuse of existing building stock and celebrating the history and creativity of the place.

Strategies

9.1 Apply the Secretary of Interior’s Standards for Treatment of Historic Properties and the local Design Review Guidelines to all repair, alteration, new construction and demolition in the Historic District.

The guidelines reference the Secretary of Interior’s Standards; these should apply when rehabilitating buildings in the Historic District. Future projects may also incorporate additional involvement and review processes if historic tax credits are being sought or if there is federal funding. The same Standards will apply as well.

9.2 Work with the City’s PED and HPC to revise and expand the Lowertown Historic District Design Review Guidelines. The Guidelines should better address new construction, signage, public art, streetscape and sustainability within the Lowertown Historic District.

Most development is governed by the Lowertown Heritage Preservation District Guidelines for Design Review. As a part of a mitigation plan for the Central Corridor Light Rail Project, the City of Saint Paul and the Metropolitan Council are committed to updating these Guidelines. This Plan recommends the pending guidelines address a more comprehensive approach to building rehabilitations, signage, streetscape, infill construction and public art that would offer clarity and predictability for residents, property owners, developers and investors. Guidelines should be informed by the broad constituents throughout Lowertown.

9.3 Educate and engage the community, new residents and business owners of the significance of the Historic District and the applicable design review guidelines.

Building owners and residents change over time, while the District designation stays with the structures and spaces. This requires on-going and constant communication among organizations and individuals.

9.4 Explore listing the Post Office to the National Register and designating it a local Saint Paul Heritage Preservation Site.

9.5 Prepare a Historic Structures Report for the Post Office building to explore adaptive reuse.

The Post Office has been determined eligible for listing on the National Register, and several covenants for the building’s preservation are part of the sale of the site. The Post Office is a mostly vacant 750,000 SF building that will be a great challenge to redevelop. However, it is a valuable asset that plays an important role in Saint Paul’s history; preparing a Historic Structures Report will guide appropriate new uses. Listing the building on the National Register would render the building eligible for Historic Tax Credits and other grants and funding possibilities, such as the Legacy Amendment. Local designation would ensure preservation of the site for the long term.

9.6 Explore expanding the Union Depot National Register site to include the adjacent train deck, and designate it a local Saint Paul Heritage Preservation Site.

The Union Depot train deck was determined eligible for listing on the National Register during the Central Corridor Cultural Resources investigation. The current work by the Ramsey County Regional Rail Authority meets applicable preservation standards, and a National Register nomination will be completed. Listing the site as a Saint Paul Heritage Preservation Site would ensure preservation of this site for the long term.

9.7 Conduct a study on historic streetscape and infrastructure to inform future open space and streetscape proposals.

A context study to identify and inventory remaining historic features within Lowertown’s streetscape, along with a history of how Lowertown’s streetscape has progressed, should be completed. This study will inform future proposals and explore where historic features should be restored to provide greater interpretation and reinforce the District’s character. For example, the historic street lights were reconstructed during the 1980’s revitalization.



Post Office Building



Brick Alley

9.8 Encourage the use of temporary and experimental “pop up” installations within the District as a way to activate buildings and spaces without disrupting the well-preserved assets.

The Historic District is a well-preserved environment of buildings and streets. The current and future guidelines will reinforce the defining character of the District as they relate to the defined Period of Significance (turn of the 20th century). Temporary and “pop up” installations are a way to activate the District (public spaces and unused spaces) by infusing it with experimental and contemporary interventions. Temporary installations do not compromise the historic character of a District. Some recent examples of “pop up” urbanism include: public reading rooms, food carts, public piano and ping pong, temporary pools, and temporary sidewalks.

9.9 Complete the Lowertown Historic District signage program.

In 2003, the HPC and Public Works designed a unique logo, and fabricated and installed signage for all Saint Paul historic districts for half of the intersections. The signs increased awareness of all of Saint Paul’s Historic Districts while highlighting their uniqueness. The remaining intersections within the District should be identified with these signs to complete the program and define the boundaries.

9.10 Discourage the extension of the skyway system into and within the Lowertown Historic District.

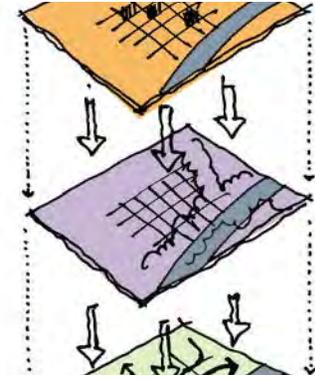
The construction of new skyways can often have negative impacts on historic building facades and reduce the vibrancy of pedestrian activity at the street level. Existing City policy is to limit the expansion of skyways to the high-density core of downtown, and prohibit expansion of skyways in the historic areas of Lowertown and Rice Park.



Temporary Park



Temporary Shops



10. Implementation

Implementation

The Master Plan represents a wide variety of ideas, visions, and recommendations. Some can be (and should be) acted on immediately; others will take years to realize. Implementation, in a general sense, is an on-going activity – various plans, policies and projects are always in some stage of completion. This chapter is focused on two key points:

- 1) Providing a level of priority and timing for the various strategies;
- 2) identifying responsible parties for each strategy.

Overall, the Master Plan represents a locally-driven, neighborhood-based effort. For the first time in Lowertown, a community-based process is listening to and acting on the preferences and expectations of the resident and business stakeholders. As such, it is critical that a well - organized body emerge from this effort to guide and shepard the goals, objectives and strategies of the Plan. The most immediate priority for implementation is to ‘Evolve the Task Force’ into a fully-functioning, non-profit neighborhood organization. This is a strategy that the Master Plan will depend on as the implementation process begins. It is a very exciting prospect and much work is to be done.

The over-arching priority is to ensure that an organizational model is considered and adopted that will seamlessly accommodate the transition from the Greater Lowertown Master Plan Task Force. A number of ideas for this organization may be appropriate. Whatever form it takes it should be community-based and representative of the Greater Lowertown stakeholders. And it should be closely aligned with the CapitolRiver Council (District 17). The new organization ideally would encompass the broader meaning of “Greater Lowertown” and include the residents and businesses north of 7th St (the Wacouta Commons area). A neighborhood association with non-profit status may be the best structure to address the next steps and provide the capacity needed to move the Master Plan forward.

At this time, the GLMP Task Force is exploring options for how to evolve as an organization. The Task Force is actively discussing and looking into options and models for the organization. It will definitely remain involved in the implementation of the Greater Lowertown Master Plan and will most likely evolve over multiple phases or steps.

Initially, the Task Force will operate in its present form - an independent community-based task force working with CapitolRiver Council and City representatives. The immediate focus will be to oversee a few top priority projects as defined in the Master Plan. In this form and capacity, the Task Force will be able to:

- prove its effectiveness and success to the Lowertown Community, CapitolRiver Council, City of Saint Paul and funders;
- support real, implementable projects that will help to evolve its organizational direction; and
- take the necessary time needed to explore organization models and review/ consider options to create an organizational structure that optimally serves the Greater Lowertown Community.

Goal

The goal of evolving the Task Force, in the immediate term, is to find shovel-ready or otherwise ready projects quickly to demonstrate Task Force successes. This will help the Task Force determine their strengths, gain funding and help to define their role all while benefiting the Lowertown Community.

Next Steps for the Task Force are to be determined. All possibilities are now being considered, but currently include:

- a non-profit 501 (c) (3), potentially as outlined in detail in the following pages
- a Main Street Organization to manage a Main Street Program. The Main Street Program is sponsored program of the National Trust for Historic Preservation. The program is a well tested strategy for revitalization, a powerful network of linked communities, and a national support program. (<http://www.preservationnation.org/main-street/about-main-street/>)
- a neighborhood organization that would be a project-oriented and not a policy-oriented initiative. Unlike the CRC which is the neighborhood association focusing on civic and community engagement, crime prevention, etc., a Greater Lowertown Neighborhood Association would.....

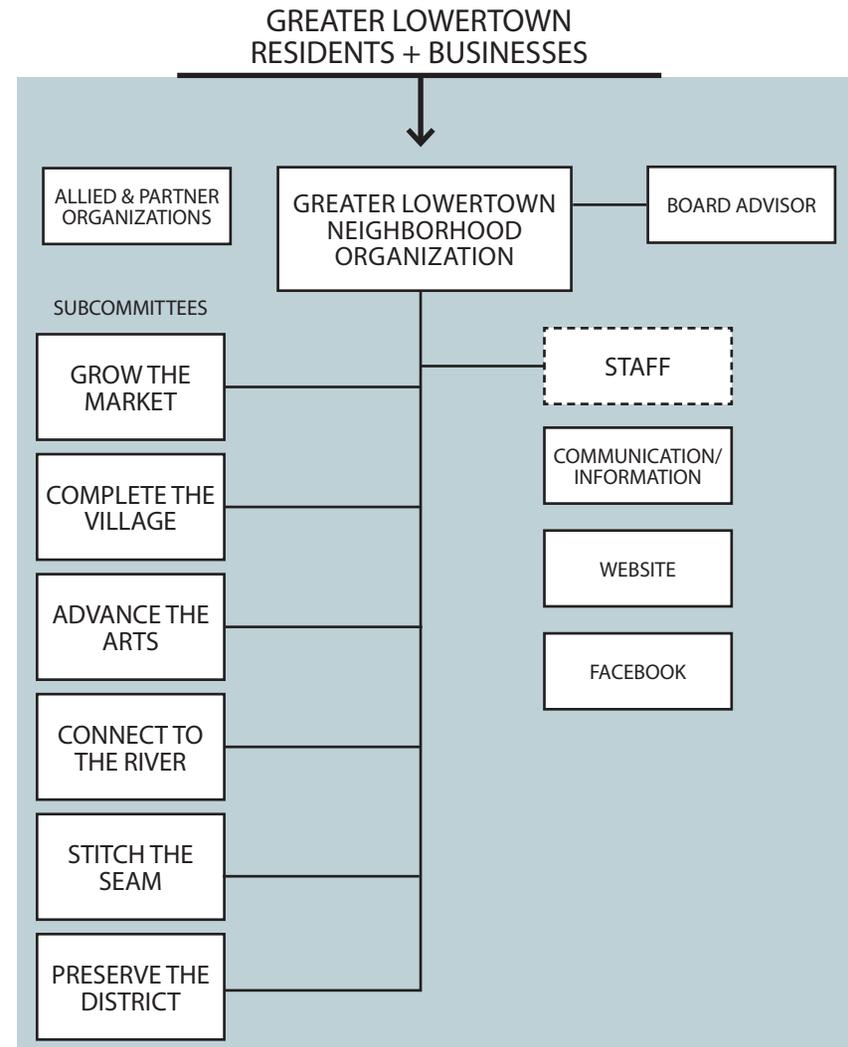
- an independent Task Force enlisting resources such as Neighborhood Development Corporations, etc.
- operate with the Capitol River Council as a special Task Force or work initiative
- or other unexplored organizational possibilities

In any case, an organization could identify a number of sub-committees that would specifically address the five goals of the Master Plan. Each sub-committee would be led by a committee chair. In addition, a sub-committee would need to be formed to address communication and information, and to continue and/or expand the website.

Once the task force is more formally organized and recognized, it can begin to consider personnel and funding needs, grant opportunities and partnerships with the many allied groups and organization of Greater Lowertown. A number of options and directions are available for managing and coordinating efforts including programs like the Minnesota Main Street, a business improvement district (BID), or partnering with allied organizations on specific initiatives or strategies.

The Implementation chapter is organized according to the topical chapters; the strategies are then categorized as policy, program or capital. Each strategy includes a listing of the responsible party or parties, and then coded by a general timeframe: on-going; immediate (0-1 year); short-term (1-3 years), mid-term (4-9 years) and long-term (10+ years).

Possible Organizational Structure



Land Use

	Strategies	Responsibility	Timeframe
Policy	<ul style="list-style-type: none"> • 3.1 Prioritize building renovations and redevelopment of surface parking lots over building demolition. 	PED, Private Owners	On-going
Policy	<ul style="list-style-type: none"> • 3.2 Build three retail clusters: Neighborhood services and retail on 7th Street, Food and Arts around the Farmers Market, restaurants and entertainment around Mears Park and the Depot. 	PED, Private Owners, GLNO, RC	Short-Mid term
Policy	<ul style="list-style-type: none"> • 3.3 Encourage redevelopment of vacant and underutilized properties surrounding Union Depot 	PED, HPC	On-going
Policy	<ul style="list-style-type: none"> • 3.4 Designate a permanent home for the Farmers' Market and a year-round community amenity. 	PED, PR, SPGA, GLNO	Short-term
Policy	<ul style="list-style-type: none"> • 3.5 Extend Lowertown east of the Lafayette Bridge to connect with the East Side of Saint Paul and the Bruce Vento Nature Sanctuary. 	PED, PR, CRWD, RC, MET, LPCP, MnDOT, Private Owners, D4	Short-term
Policy	<ul style="list-style-type: none"> • 3.6 Introduce urban agriculture, recreational uses and sustainability initiatives east of the Lafayette Bridge in "The Seam." 	PED, LPCP, DC, SPGA	Medium-term
Program	<ul style="list-style-type: none"> • 3.7 Create a parking plan for downtown and Lowertown that prioritizes full occupancy of existing parking spaces over construction of new parking. 	PED, CRC	Short-term
Program	<ul style="list-style-type: none"> • 3.8 Improve Kellogg Boulevard by developing a liner building on the north edge of the Union Depot rail deck. 		
Capital	<ul style="list-style-type: none"> • 3.9 Develop more gathering spaces for the neighborhood. 	PR, PW, GLNO, PED, DC	Short-term

Land Use (cont'd)

	Strategies	Responsibility	Timeframe
Program	<ul style="list-style-type: none"> • 3.10 Maintain and create affordable housing and studio space in Lowertown. 	HRA, PED, Developers	On-going
Policy	<ul style="list-style-type: none"> • 3.11 Attract additional arts investments such as galleries, museums, performance venues, schools, and academies. 	SA, PASP, GLNO	On-going
Capital	<ul style="list-style-type: none"> • 3.12 Determine the appropriate flood prevention system for Lowertown so that existing and future development are protected from flooding. 	PW	Short-term

Arts, Culture, and the Creative Economy

	Strategies	Responsibility	Timeframe
Policy	<ul style="list-style-type: none"> 4.1 Identify the most immediate opportunities for stabilizing artist live/work spaces and gathering places. 	GLNO, Private Owners, PED	Immediate
Program	<ul style="list-style-type: none"> 4.2 Prepare a comprehensive database and map the creative community (individuals, venues, activities). 	GLNO, SA, PASP, CRC	Immediate
Program	<ul style="list-style-type: none"> 4.3 Inventory underutilized spaces and work with property owners, artist community, the City, and potential occupants to create appropriate arts-related uses. 	GLNO, Private Owners, SA, PASP, Mayor's Office	Immediate
Program	<ul style="list-style-type: none"> 4.4 Work with existing networks and organizations to strengthen the creative community, the creative cluster infrastructure, and district identity. 	GLNO, PASP, SA, Mayor's Office	Immediate
Program	<ul style="list-style-type: none"> 4.5 Encourage policy makers to protect the creative sector workforce and work spaces, and steer developers to create appropriate spaces and support services using Community Benefits Agreements to protect and enhance creative sector jobs, spaces and programs. 	PED, CRC, GLNO, Mayor's Office	On-going
Program	<ul style="list-style-type: none"> 4.6 Explore opportunities to grow educational spaces / opportunities for creative skills transfer. 	PASP, SA, GLNO	Short-term
Capital	<ul style="list-style-type: none"> 4.7 Maintain state-of-the-art technology infrastructure needed for a competitive creative sector. 	GLNO, PED, PW	Short and medium term
Policy	<ul style="list-style-type: none"> 4.8 Explore the value of an Arts or Creative Overlay District. 	PED, HPC, GLNO, PASP, CRC	Short-term
Policy	<ul style="list-style-type: none"> 4.9 Work with Union Depot managers to incorporate public art, public programs, retail marketing and other opportunities. 	GLNO, HPC, RC	Short term

	Strategies	Responsibility	Timeframe
Program	<ul style="list-style-type: none"> • 4.10 Seek out and develop appropriate venues and partnerships to enhance markets for locally-produced creative products. 	GLNO, PASP, SA, Mayor's Office	Immediate
Policy	<ul style="list-style-type: none"> • 4.11 Leverage the diverse range of people who come to Lowertown for the Farmers' Market, Art Crawl and other events – as well as those who travel through the Union Depot – to create a welcoming multi-cultural environment. 	GLNO, D17, SA	Short term
Program	<ul style="list-style-type: none"> • 4.12 Identify appropriate spaces and partners to expand networking among artists and creative workers and opportunities for collaborations. 	PASP, TC, SA, GLNO	Short-term

Transportation

	Strategies	Responsibility	Timeframe
Capital	<ul style="list-style-type: none"> 5.1 Construct a complete and connected on-street bike network ; retain right-of-way for transit on 4th 5th and 6th St. 	PW	Mid-term
Capital	<ul style="list-style-type: none"> 5.2 Connect Kellogg Mall to Bruce Vento Regional Trail. 	PR, LPCP MC, PW, LPCP, CRC	Mid-Long term
Capital	<ul style="list-style-type: none"> 5.3 Improve connections between Lowertown and the Bruce Vento Trail System. 	PW	Short-term,
Capital	<ul style="list-style-type: none"> 5.4 Connect Bruce Vento Nature Sanctuary to the Sam Morgan Trail 	PW, PED, RCRRA, LPCP, PR	Mid-term
Capital	<ul style="list-style-type: none"> 5.5 Provide bicycle storage facilities at all major attractions. 	PW, PR	Short-Mid term
Capital	<ul style="list-style-type: none"> 5.6 Connect Lowertown Streets to the Lafayette Bridge vertically. 	PW, MnDOT	Mid-term
Capital	<ul style="list-style-type: none"> 5.7 Design the streets surrounding parks and plazas as part of the adjacent open spaces. 	PW, PR	Mid-Long term
Capital	<ul style="list-style-type: none"> 5.8 Extend Broadway to Warner Rd. 	PW, RC	Mid-term
Capital	<ul style="list-style-type: none"> 5.9 Create a street network east of the Lafayette Bridge that connects Lowertown to the East Side. 	PW, LPCP MnDOT, D4, DC, PED	Short-Mid term

Transportation (cont'd)

	Strategies	Responsibility	Timeframe
Policy	<ul style="list-style-type: none"> • 5.10 Reconsider the Downtown / Lowertown's one-way circulation system. 	PW, PED	Mid-term
Capital	<ul style="list-style-type: none"> • 5.11 Selectively reconstruct Intersections on 7th Street to encourage pedestrian crossings. 	PW, RC	Mid-term
Capital	<ul style="list-style-type: none"> • 5.12 Reconstruct select intersections on Warner Road to enable safe bicycle and pedestrian crossings. 	PW, RC	Mid-term

Parks, Recreation and Open Space

	Strategies	Responsibility	Timeframe
Program	• 6.1 Activate the lawn and former drop-off area in front of the Union Depot with temporary installations, art and programming.	PR, MC	Short-Mid term
Capital	• 6.2 Enhance the Farmers' Market site to become a greater neighborhood amenity.	GLNO, GASP, PED, PR	Mid-term
Capital	• 6.3 Create the River Balcony connecting the Science Museum, Kellogg Mall and Union Depot to the Trout Brook Regional Trail.	PW, RC, Private Owners	Mid-term
Capital	• 6.4 Create Prince Street Park.	PR, PW, Private Owners	Mid-term
Policy	• 6.5 Locate additional recreation space east of the Lafayette Bridge.	PR, LPCP	Short-Mid term
Capital	• 6.6 Activate the Riverfront with a promenade, Lower Landing Park and programming per the Great River Passage Plan	PR, DC	Short-term
Capital	• 6.7 Incrementally improve sidewalks to become part of the neighborhoods valued open space system.	PW, PR	Short-term
Program	• 6.8 Expand the use of temporary / seasonal cafes and plazas.	PW, PED, Building Owners	Immediate
Policy	• 6.9 Create roof top gardens as part of the open space system.	Building Owners	On going
Program	• 6.10 Raise visibility and improve awareness of the Bruce Vento Regional Trailhead in Lowertown and its connection to Bruce Vento Nature Sanctuary and, Swede Hollow Park, and other east side recreational destinations.	GLNO, D4, LPCP, PR	Immediate
Policy	• 6.11 Explore use of the Diamond Products Building for indoor recreation.	GLNO, PED	Short term

Housing

	Strategies	Responsibility	Timeframe
Policy	<ul style="list-style-type: none"> • 7.1 Provide a broad range of housing types, prices, choices and sizes to accommodate diverse residential needs. 	Private Market, Developers, PED	On-going
Policy	<ul style="list-style-type: none"> • 7.2 Work to convert the vacant and under utilized buildings into artist-owned live / work buildings. 	Private Market	Mid-term
Capital	<ul style="list-style-type: none"> • 7.3 Convert the bottom two floors of the Lowertown Lofts Cooperative to artist use. 	Private Market	Short-term
Capital	<ul style="list-style-type: none"> • 7.4 Develop in-line and townhouse units along the south side of the new Prince Street extension. 	Private Market	Mid-term
Capital	<ul style="list-style-type: none"> • 7.5 Develop market-rate housing south of Kellogg. 	Private Market, Developers RC,	Long-term

Water Resources

	Strategies	Responsibility	Timeframe
Policy	<ul style="list-style-type: none"> • 8.1 Support the “Bring Water Back to Saint Paul” campaign to restore surface water features and build better stewardship for area water ways (e.g., Trout Brook, Phalen Creek, Mears Creek, etc.). 	CRWD, LPCP, CRC, D4, DC, PED, DSI	Immediate
Capital	<ul style="list-style-type: none"> • 8.2 Harness water from the Lafayette Bridge and use as a resource for the neighborhood. Coordinate efforts with Prince Street reconstruction. 	MnDOT, LPCP, MC, PW, DSI	On-going
Policy	<ul style="list-style-type: none"> • 8.3 Work with Met Council to use greywater for washing LRT vehicles. 	MC, MET, LPCP, MnDOT, PW	Mid-term
Capital	<ul style="list-style-type: none"> • 8.4 Engage the artist in residence at the Capitol Region Watershed District to create an amenity out of the Lafayette Bridge stormwater facility. 	CRWD, PASP, LPCP	Short-term
Capital	<ul style="list-style-type: none"> • 8.5 Extend the LRT infiltration trench in front of Union Depot to adjacent blocks. 	MET, PED	Short term
Policy	<ul style="list-style-type: none"> • 8.6 Encourage new developments to mitigate stormwater by utilizing green roofs and providing cisterns. 	PED, GLNO	Mid-term
Capital	<ul style="list-style-type: none"> • 8.7 Extend District Energy throughout Lowertown and into Wacouta Commons. 	PED, GLNO	Mid-term
Policy	<ul style="list-style-type: none"> • 8.8 Consider the use and application of alternative energy sources including low elevation domestic wind turbines. 	PED	Short term

Historic Preservation

	Strategies	Responsibility	Timeframe
Policy	<ul style="list-style-type: none"> 9.1 Apply the Secretary of Interior's Standards for Treatment of Historic Properties, and the Design Review Guidelines to all repair, alteration, new construction and demolition in the Historic District. 	HPC, Private Owners, PED	On-going
Policy	<ul style="list-style-type: none"> 9.2 Work with the City's PED and HPC to prepare an update to the Lowertown Historic District Design Guidelines. The Guidelines should be informed by an HPC/Arts working committee and should address new construction, signage, and public art and streetscape, for the Lowertown Historic District. 	HPC, PED, Private Owners, GLNO	On-going
Program	<ul style="list-style-type: none"> 9.3 Educate and engage the community, new residents and business owners of the significance of the Historic District and the applicable design review guidelines. 	GLNO, PED, HPC, PASP, SA	Short-term
Policy	<ul style="list-style-type: none"> 9.4 Explore listing the Post Office to the National Register and designating it a local St. Paul Heritage Preservation Site. 	HPC, SHPO, CRC	On-going
Policy	<ul style="list-style-type: none"> 9.5 Explore expanding the Union Depot National Register site to include the adjacent train deck and designate it a local St. Paul Heritage Preservation Site. 	HPC, SHPO, RC, CRC	Short-term
Program	<ul style="list-style-type: none"> 9.6 Prepare a Historic Structures Report for the Post Office building to explore adaptive reuse. 	HPC, Building Owner	Short-term
Program	<ul style="list-style-type: none"> 9.7 Conduct a study on historic streetscape and infrastructure to inform future open space and streetscape proposals. 	HPC, PED, PW, PR	Mid-term
Policy	<ul style="list-style-type: none"> 9.8 Encourage the use of temporary and experimental "pop up" installations within the District as a way to activate buildings and spaces without disrupting the well-preserved assets 	GLNO, PED, Private Owners	On-going
Program	<ul style="list-style-type: none"> 9.9 Complete the Lowertown Historic District signage program. 	GLNO, CRC, PW	Short-term
Policy	<ul style="list-style-type: none"> 9.10 Discourage the extension of the skyway system into and within the Lowertown Historic District. 	HPC, PED, CRC	On-going

List of Organizations

Greater Lowertown Neighborhood Organization (**GLNO**)

City of Saint Paul

Mayor's Office

Public Works (**PW**)

Housing & Redevelopment Authority (**HRA**)

Parks & Recreation (**PR**)

Planning & Economic Development (**PED**)

Technology & Communications (**TC**)

Port Authority (**PA**)

Planning Commission (**PC**)

Heritage Preservation Commission (**HPC**)

Safety and Inspections (**DSI**)

Capitol Region Watershed District (**CRWD**)

Lower Phalen Creek Project (**LPCP**)

Public Art Saint Paul (**PASP**)

Saint Paul on the Mississippi Design Center (**DC**)

Springboard for the Arts (**SA**)

Minnesota Department of Transportation (**MnDOT**)

Metropolitan Council (**MC**)

MetroTransit (**MET**)

Ramsey County (**RC**)

Ramsey County Regional Rail Authority (**RCRRA**)

District Energy Saint Paul (**DESP**)

CapitolRiver Council - District 17 (**CRC**)

Dayton's Bluff - District 4 (**D4**)

Saint Paul Growers Association (**SPGA**)