

# District 15 Highland Park District Plan

**Prepared by Hubert H. Humphrey Institute Students**

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For the Highland District Council**

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# **Acknowledgements**

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## Executive Summary

The updated District 15 Plan provides a framework to strengthen Highland Park's place as one of the best places to live, work and recreate in the City of St. Paul. By stressing our values, which include quality of life, diversity of culture and pride in our community, the Plan fosters an environment that respects and enriches the mutually beneficial relationship between residential livability and commercial vitality. The Plan is driven by residents' vision for the future and by the existing conditions and issues in the District.

The Plan strives to 1) incorporate a mix of uses and a pedestrian-friendly street environment in commercial areas, 2) maintain high-quality housing stock through physical maintenance and community interaction that promotes pride and safety, 3) protect and expand access to the natural amenities including parks, trails and recreational facilities, 4) enhance environmental consciousness to reduce the negative impacts of humans on the environment and 5) encourage proactive planning for the Ford Plant site, while continuing to support the invaluable asset it provides.

The District 15 Comprehensive Plan Update was created through a public participation process and a thorough investigation of the issues that will affect Highland Park in the next ten to twenty years. This process included extensive brainstorming with the Highland District Council, the Council's Planning Task Force and Highland's Community Organizer, Gayle Summers. Residents and business-owners were also asked to give input on the Plan through interviews with key stakeholders, at the Highland District Council's 2005 Annual Meeting, and at a second public meeting in June 2005. In addition to public comment and brainstorming, the

consulting team conducted an analysis of the strengths, weakness, opportunities and threats in the District and a stakeholder analysis in an attempt to help synthesize the key ideas.

Specific goals, strategies and actions have been devised in order to fulfill both the broad vision for the District as well as the specific visions for several topic areas. The topic areas are: Commercial Districts, Housing, Urban Design, Transportation, Parks and Recreation, Environment, Public Safety and Education. The actions listed below are the most important and specific from a list shown in full in Chapter 3. Additionally, any planning lingo (for example, Traditional Neighborhood Zoning) is defined in other sections of this plan.

### Commercial Districts

*Vision: Development in commercial areas conforms to the elements of Traditional Neighborhood Zoning and reflects the unique scale and character of Highland Park as an urban neighborhood. Services contribute to neighborhood self-sufficiency while improving the District's position in the regional economy.*

There are three major commercial districts in Highland Park—the West 7<sup>th</sup> Street Area, Highland Village, and the Snelling-Randolph Commercial Area. Because they function differently and have different assets and issues, each commercial area is addressed separately.

### West 7<sup>th</sup> Street Area

*Vision: The West 7<sup>th</sup> Street Area is a series of interconnected, pedestrian-friendly, mixed-use urban villages that reflect the*

*scale and character of Highland Park as an urban neighborhood.*

The West 7<sup>th</sup> Street Area will see the most significant change of any area of the District in the next fifteen years. The City also recognized the potential for change and created the Shepard-Davern Plan (1999) to address the future of the area. The result of the Plan was the Shepard-Davern Overlay zoning district, which allows for mixed-use development and requires urban and architectural design features that enhance the pedestrian environment. The District is largely supportive of the Plan and the Overlay.

The following actions reflect the most important aspects of the Shepard-Davern Plan and the minor changes to the Plan and Overlay needed to fulfill the District's vision for West 7<sup>th</sup> Street:

- Modify two aspects of the Shepard-Davern Plan and Overlay:
  - Reduce the maximum allowed building height to five floors or fifty-five feet while continuing to enforce a forty-foot height limit in the Mississippi River Critical Area
  - Eliminate convention facilities and theaters as permitted uses
- Implement the Shepard-Davern Plan and enforce the zoning and design requirements of the Shepard-Davern Overlay given the above modifications
- Prioritize Capital Improvement Budget monies to build a new park near the existing Sibley Manor, as outlined in the Shepard-Davern Plan
- Provide funding for a new recreation center and a new library south of West 7<sup>th</sup> Street

- If Sibley Manor or other large market-rate or subsidized affordable housing complexes are redeveloped, ensure that an allocation of at least 30% of the new units provided on site are affordable to residents making below the St. Paul median income
- Make the following changes to the public street right-of-way to ensure an attractive and safe pedestrian environment:
  - Set a uniform speed limit of no more than 35 miles per hour along West 7<sup>th</sup> Street through Highland Park
  - Ensure that all realigned streets create a gridiron street pattern with short, urban-sized blocks
  - Provide on-street parking when possible
  - Install frequent street trees and other streetscaping
  - Require wide sidewalks throughout the area and replace existing gaps in the sidewalk network (Davern, Rankin, Madison, Alton and Springfield streets)
  - Install count-down pedestrian crossings at major intersections, including West 7<sup>th</sup> Street and Davern and add new crosswalks and signage at all intersections
  - Install a semaphore at the intersection of Shepard and Davern
  - Install a left-turn signal with the existing semaphore at the West 7<sup>th</sup> Street and Davern intersection

## Highland Village

*Vision: Highland Village is a pedestrian-friendly, mixed-use commercial area that reflects the wishes of Highland Park residents and business owners.*

Highland Village is an economically viable commercial area with a strong mix of commercial uses. In the future, the Village will have a more inviting pedestrian environment created through streetscaping and attractive mixed-use development with a healthy mix of jobs, housing and shopping.

The following actions should be taken to meet the District's goals for Highland Village:

- Rezone Highland Village to TN-2 to support mixed-use development and appropriate building design
- Explore the potential for a Parking Benefit District in Highland Village to address parking issues and generate revenue for street improvements
- Explore options for shared parking agreements and new parking facilities
- Encourage the City and the Highland Business Association to explore the possibility of a cooperative special assessment to fund future parking facilities
- Work with MetroTransit to maintain transit access to both Downtown St. Paul and Downtown Minneapolis.
- Promote businesses that serve local needs and enhance the Village's role as a regional commercial destination
- Maintain and improve existing streetscaping
- Maintain a close and healthy relationship with Ford Motor Company while planning for the future
- Have the City and the Highland District Council work cooperatively to undertake a 40-acre study of the Ford Plant site, including the adjacent railroad corridor

## Snelling-Randolph Commercial Area

*Vision: The Snelling-Randolph Commercial Area is pedestrian friendly and contains a stable mix of multi-family housing and small businesses.*

The Snelling-Randolph Commercial Area has a very stable mix of multi-family housing and small businesses. The District hopes to retain this mix, while encouraging more mixed-use development and a more pedestrian-friendly street environment.

The following actions should be taken to meet the District's goals for Snelling-Randolph:

- Consider rezoning the area to TN-2 to support mixed-use development and to provide design standards that limit the visual impacts of parking and maintain attractive building facades
- Reduce the speed limit on Snelling Avenue from 35 to a uniform 30 miles per hour
- Install bike lanes on Snelling and Randolph if possible

## Housing

*Vision: Highland Park provides a variety of single- and multi-family options that meet the housing needs for all stages of the life cycle and at all levels of affordability.*

The District values its single- and multi-family character and would like to maintain that character while providing more options for empty-nester households. In recent years, the value of single-family owner-occupied units has skyrocketed making buying a home difficult for young families. Thus, the District would like to see an increase in the number of affordable starter-homes. The District values the affordability of its

housing stock, so maintaining or increasing its supply of affordable units is important. Lastly, the District wishes to maintain the housing quality through early identification and repair of deteriorating housing stock.

The following actions are necessary to achieve these goals:

- Enforce building codes as stipulated in the City's Comprehensive Plan
- Utilize zoning mechanisms, such as TN zoning that allow for residential uses in the commercial areas, while limiting the expansion of commercial uses into residential neighborhoods
- Work with the City to identify and allocate available city-based rehabilitation funds
- Support the City of St. Paul in its effort to provide landlord training for management and maintenance of properties
- Ensure that any redevelopment of the St. Gregory's site—or any future redevelopment in residential areas—is compatible with the character of the surrounding neighborhood
- Promote and fund housing projects that have an emphasis on long-term affordability
- Promote public/private partnerships to preserve affordable housing
- If large affordable housing complexes are redeveloped, ensure that at least 30% of the new units provided on site are affordable
- Encourage mixed-income developments
- Encourage developments to offer both renter and owner options

## Urban Design

*Vision: Highland Park provides an attractive urban environment to live, work and play.*

Highland Park has desirable commercial and residential character, which are largely a result of high property maintenance, interesting architecture and the compatible scale of buildings. The District wants to use urban design to maintain its residential character, enhance its commercial character and protect its historically- and architecturally-significant buildings.

The following actions should be taken to meet the District's urban design goals:

- Implement architectural design standards to ensure that new residential construction is compatible with adjacent houses in scale, form and architectural design
- Implement design standards in commercial areas as outlined in the Commercial Districts section of this plan
- Enforce the City's updated sign code to limit billboards and ensure attractive signage
- Increase the number of street trees
- Oppose demolition or major alterations to historic buildings
- Encourage buried power lines

## Transportation

*Vision: Travel in and through Highland Park is safe and efficient for all modes including walking, bicycling, transit and driving.*

Highland Park benefits from its proximity to a substantial amount of major travel infrastructure. However, the automobile dominates travel in and through Highland and many intersections and corridors have safety problems created by excessive speeds and a lack of pedestrian safety. Transit and bicycle facilities should also be improved as consistent with the City of St. Paul's Comprehensive Plan.

The following actions are necessary to achieve these goals:

- The intersection of West 7<sup>th</sup>, Montreal and Lexington should be redesigned to increase pedestrian safety
- The intersection of St. Paul and Cleveland should be redesigned to increase pedestrian safety
- Use traffic calming design techniques—like those outlined in the City's Transportation Plan—to increase pedestrian and driver safety
- Identify opportunities for shared parking, especially around West 7<sup>th</sup> Street and in Highland Village
- Implement design standards for parking consistent with TN zoning in Highland Village and West 7<sup>th</sup> Street Area
- Enhance bicycle facilities in the District consistent with the City's Transportation Plan
- Increase the number of bus shelters along bus routes
- Provide route maps and schedules at all bus stops
- Protect the Mississippi River Road from transportation changes that would increase motor vehicle traffic
- Protect the District from transportation changes that will create new or larger arterial roads
- Prioritize resources for the reconstruction of the Edgecumbe-Hamline bridge

## Parks and Recreation

*Vision: Highland Park protects its natural resources, views, parks and recreational opportunities to ensure high quality of life.*

It is a priority in Highland Park to maintain safe and accessible parks, recreation facilities and programs for the health of all its residents. The Highland District has two recreational centers, Hillcrest and Homecroft. Hillcrest is fully operational, but Capital Improvement funds should be allocated for a badly needed expansion of Homecroft. The West 7<sup>th</sup> Street Area is of primary importance for an additional facility because new developments will bring additional residents to the area. Highland Park is defined by four landmark parks of significant size: Crosby Farm Park, Highland Park, Hidden Falls, and Highland National Golf Course. These distinctive parks serve the varied needs of the community and provide a strong sense of identity. It is a priority to protect these resources. The stretch of the Mississippi River that flows through Highland is part of a city and regional park system, a state designated Critical Area and the federally-designated Mississippi National River Recreation Area (MNRRA). As such, it is vital to maintain public access to its resources and beauty, and to prioritize its preservation. It is also important to the Highland community to maintain high-quality library services, and provide the most up-to-date technology. As need grows, a satellite library site in the West 7<sup>th</sup> Street Area should be considered.

The following actions will help the District meet its park and recreation goals:

- Prioritize resources for the expansion of services at Homecroft as a community recreational center and enlarge its meeting and play spaces

- Prioritize resources for park and recreational services and facilities in the West 7th Street Area including a park adjacent to Sibley Manor and a new recreation center to serve the large population of children
- Map available land in Highland to determine available and future green and open space opportunities for acquisition, conservation and public access to the Mississippi River
- Maximize connectivity between parks and open space through the use of bicycle and pedestrian trails in Highland and with adjacent districts
- Protect views and vistas to and from the Mississippi River while protecting environmentally sensitive areas
- With the exception of the Mississippi River Road, examine the possibilities for additional bike lanes in Highland as proposed in the St. Paul Parks and Recreation Plan
- Upgrade the historic Highland Golf Course Clubhouse as a multi-use facility that can be rented by the public for events
- Develop and maintain a strategic management plan to integrate the values and rules of Crosby Farm Park into the operations of the Watergate Marina
- Prioritize resources for a new library in the West 7<sup>th</sup> Street Area
- Prioritize resources for expansion of the Highland library
- Support opportunities for the public to comment on potential parks and recreation changes

## Environment

*Vision: Highland Park has environmentally-friendly practices, which promote sustainability, conservation and protection of*

*natural resources, and continuously engages in attempts to mitigate the negative impacts of human use on the environment.*

Highland Park offers many natural amenities to its residents and their preservation is a high priority. To effectively preserve these amenities, the District must reduce noise pollution and surface run-off—a problem that is compounded by a very high water table. Additionally, the District has a strong commitment to recycling and would like to increase education efforts about conservation of other energy sources, such as fuel and electricity.

The following actions are necessary to achieve these goals:

- Provide a variety of educational and community clean-up events
- Identify structures that have lead-based paint and lead pipes and mitigate their negative effects
- Identify areas of high stormwater run-off and alleviate its effects through the integration of best management practices into developments
- Develop creative funding strategies for upgrading infrastructure within the District
- Reestablish Saint Paul’s representation on the Metropolitan Airport Commission’s Noise Abatement Board
- Support city-wide energy conservation efforts such as the Neighborhood Energy Consortium and its “hOurCar” car-sharing program
- Maintain weekly recycling pick-up
- Incorporate promotion of “green” development practices into the neighborhood review process

- Plant only native species in natural areas while controlling exotic and invasive species
- Preserve and protect natural resources, like the Mississippi River, its floodplain and bluffs by restricting new development from extending past its current boundaries
- Enforce the 40-foot height limit within the Mississippi River Critical Area
- Develop strategies to identify and secure areas for future parks and open space

## Public Safety

*Vision: Highland Park enjoys a high level of safety due to community engagement, strong relationships with public safety departments and crime-preventive urban design features.*

Highland Park is one of the safer districts in St. Paul, and it enjoys lower crime rates in violent crimes and property crimes than the city as a whole. However, while violent crime has decreased over the past five years, property crimes have increased. It is important to the residents of the District to maintain their standing as a safe urban community with neighborhood crime prevention programs and continued police patrols. Highland also wants to improve the safety of its infrastructure by upgrading sidewalks, streets and lighting.

The following actions should be taken to help maintain a safe Highland Park:

- Continue to support the current Neighborhood Block program
- Fully utilize and advertise the Neighborhood Crime Watch program

- Educate property owners on crime prevention and security improvements in the home and commercial areas
- Increase police patrols—particularly at night—to prevent unlawful behavior
- Increase police presence in parks—particularly Crosby Farm Park and along the Mississippi River
- Upgrade deteriorating sidewalks
- As streets are redone in the District, add sidewalks and streetlight upgrades when needed

## Education

*Vision: Highland Park enjoys a high level of education due to a successful relationship between neighborhood, City and the education community.*

Highland Park has a sensational number of public and private education institutions. These institutions play a key role in Highland’s high quality of life. In order to maintain a strong education community, communication and collaboration must exist between the Highland District Council, the City of St. Paul and the education institutions.

The following actions should be taken to maintain a strong education community in Highland Park:

- Identify areas where the District Council and public and private schools can create successful collaborations to support expanded programs
- Encourage public participation in school decisions that will have a large impact on the surrounding neighborhood

# Chapter 1: Introduction

## Organization of the Plan

The Highland Park District Plan includes three chapters and an appendix:

**Chapter 1: Introduction** – Provides a description of the purpose of the plan, the necessity for updating the plan and a review of how the plan was developed.

**Chapter 2: Neighborhood Profile** – Provides a physical description of the neighborhood, an analysis of demographic trends, a brief history of the community and a summary of the existing land use and zoning.

**Chapter 3: Plan Elements** – Provides goals, strategies, actions and implementation for eight topic areas: Commercial Districts, Housing, Urban Design, Transportation, Parks and Recreation, Environment, Public Safety and Education.

**Appendix** – Includes an overview of the planning context of the District Plan, the planning process, an analysis of the Plan's stakeholders, an analysis of the District's Strengths, Weaknesses, Opportunities and Threats and a set of key demographic maps.

## The Purpose of the Plan

District 15, also known as Highland Park, is a strong, stable neighborhood with a well-maintained, diverse housing stock and an economic base of neighborhood and regional commercial districts and heavy and light industrial uses. This plan identifies public and private actions aimed at capitalizing on the neighborhood's many opportunities and assets to make

Highland Park an ideal place to live, work and recreate. After review by the St. Paul Planning Commission and approval by the City Council, this plan will provide a framework for planning in District 15.

## The Need to Update the 1979 District Plan

Highland Park faces a number of potential changes in the coming years. Highland Village will see an expanding mix of uses, West 7<sup>th</sup> Street will continue to develop into an important corridor between downtown St. Paul and the Airport and the population will continue to age. To encourage development and manage growth, Highland needs a timely and comprehensive document that accurately reflects the aspirations of residents and incorporates the most recent demographic changes affecting the area.

The previous plan was adopted in 1979. Simply because of its age, this plan cannot reflect the priorities of current Highland residents or address current demographic, social and economic trends. In addition to the obvious need of a new plan, the State of Minnesota requires municipalities to update their comprehensive plans at least every ten years. As such, the City of Saint Paul has asked each Planning District to submit an updated plan for incorporation into the City's Comprehensive Plan by December 2005.

The following are elements that the Board of the Highland District Council has asked be specifically addressed in the new comprehensive plan:

- Census data, including demographic trends for the neighborhood and their possible effect on other issues
- Housing data, including vacancy rates, values and redevelopment opportunities

- Specific focus on areas that have the potential for rapid change, including West 7<sup>th</sup> Street and the Ford Plant

## **How This Plan Was Developed**

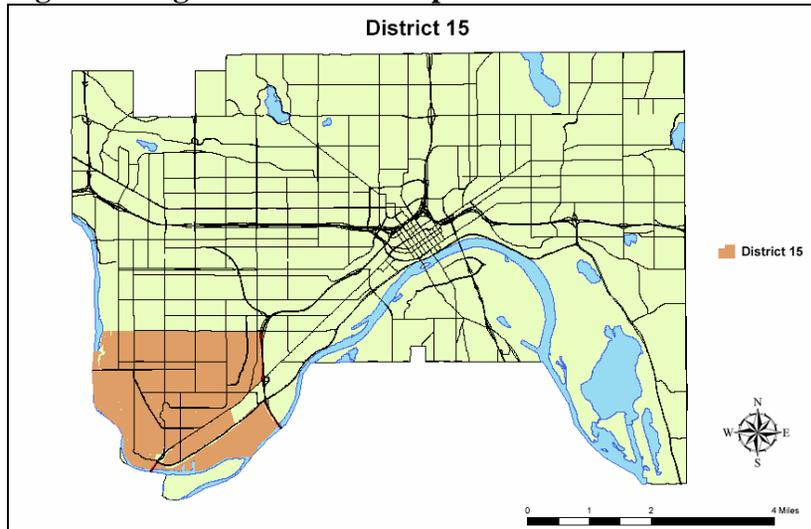
This plan could not have been completed without the volunteer efforts of many community members. A primary goal of the District Team was to incorporate as much community and stakeholder input into the planning process as possible. The Highland District Council created a Planning Task Force that served as the primary initiators of the process. The Task Force and Community Organizer Gayle Summers spent countless hours discussing the neighborhood's assets and issues, visions for the future and implementation steps. Additionally, key stakeholders were solicited for their opinion on specific areas that are likely to see significant change in the coming years. The District Council and Task Force also collaborated with graduate urban planning students from the University of Minnesota's Humphrey Institute of Public Affairs to finalize this document. An initial draft of the Plan was presented at the Highland District Council's 2005 Annual Meeting and the general public provided feedback after the meeting. These comments were generally supportive and often very profound, leading to new discussion and new actions. A second public meeting helped fine-tune the Plan before it was approved by the Highland District Council Board in September 2005. See the Planning Process section in the Appendix for more information on how this plan was developed.

## Chapter 2: Neighborhood Profile

### Location

District 15 or Highland Park is located in the southwestern corner of the city of St. Paul. It is one of seventeen planning districts designated by the city.

**Figure 1: Highland District Map**



Highland Park is located within the natural boundary of the Mississippi River to the west and the south, Interstate 35E to the east and Randolph Street to the north. The major north-south thoroughfares of Highland are Cretin, Cleveland, Fairview, Snelling and Lexington, and the main east-west streets include West 7<sup>th</sup> Street, Ford Parkway, Randolph and Montreal.

Highland Park is defined by several notable landmarks. It is bisected by a hill that divides the majority of the neighborhood

(on top of the hill) from the West 7<sup>th</sup> Street Area. Highland has three parks of significant size: Crosby Farm Park, Highland Park, and Highland National Golf Course. Additionally, a significant portion of the District is within the state-designated Mississippi River Critical Area and the nationally-designated Mississippi National River and Recreation Area. The Ford Plant—a 148-acre site on the western border of Highland—has also been a prominent feature of Highland’s landscape since it opened in 1925. On the northern edge of Highland, The College of St. Catherine has been a significant asset to the neighborhood since 1905, and currently enrolls 4,800 students annually.

The Highland neighborhood is bordered by the Macalester-Groveland Neighborhood to the north, the City of Mendota Heights across the 35E bridge to the south, a small area of the Summit Hill Neighborhood on the northeast, and Minneapolis to the west.

### History

The Mdewakaton Dakota people inhabited the area that is now known as Highland Park in the 1600s. The larger area we know as St. Paul was a crossroads for trading and hunting, as well as an occasional battleground. The fur trade, which reached this area with the arrival of European settlers, was followed by members of the Ojibwe tribe, and conflict with the Dakota ensued. The next significant change for the native people came when President Jefferson chose 155,500 acres at the confluence of the Mississippi and Minnesota Rivers to be the site for Fort Snelling. European immigrants flowed into St. Paul because of the safety Fort Snelling provided.

The new immigrants in the Highland District included Swiss, German, Irish and Eastern European Jews by the end of the 19th Century. The Germans initially congregated in the area known as West 7<sup>th</sup>. There was also a small population of African-Americans who had initially been brought as slaves to serve at Fort Snelling. The early Europeans farmed the land near the Mississippi, started businesses and built churches and synagogues.

Immigrants initially gave form to Highland, but the Ford Motor Company's construction of an assembly plant is the most significant factor in shaping the neighborhood as we know it today. Henry Ford announced his decision to build an assembly plant on the Mississippi in 1923, and it was strongly supported by the businessmen of St. Paul. The plant was able to use the River for power through the nearby lock and dam, but it was also necessary to build the Ford Bridge across the river to get workers to the new plant. Streetcar lines were extended to reach the Ford plant. With the new jobs, increased access and increased incomes in the area, lots were platted, homes built and infrastructure constructed. The landmark Highland Water Tower was also built in 1927 to serve the new residential districts.

The workers at Ford needed local businesses to serve them, and The Highland Shopping Center opened in 1939. At the time it was known as "the newest and most modern" business district in St. Paul. It was also called the Groceteria and contained the National Tea Company, a bakery, a dress shop, a deli and a variety store. This site is currently Highland Village.

Sibley Manor was built in 1950-52 along West 7<sup>th</sup> Street, and was the largest garden style apartment complex in the Twin

Cities when the 550 apartments were constructed. Sibley Manor has been owned by the same family since 1953, and now houses a wide array of immigrants in its affordable units. Much of the minority population in Highland lives at Sibley Manor, and most of the low-income housing in the district can be found there as well.

Since the 1950s, Highland Park has been known for its stability, well-maintained single-family housing stock, major institutions, large parks and active, long-term residents. A significant number of the original homeowners still reside in their same house—a testament to the quality and stability of the neighborhood.

## **Demographic Profile**

### **Overview**

According to the 2000 Census, District 15 had a population of 23,202—a one percent increase since 1990. Encompassing an area of approximately 6.57 square miles, the gross population density is 3,532 people per square mile. The multi-family areas around the commercial nodes are the most densely populated portions of the District with densities above 6,000 persons per square mile. *See Figure 2 in the Appendix for a map depicting the spatial distribution of population density.* The greatest percentage increase was in school-age children while the greatest percentage decrease was among elderly adults. Even though the District continues to be predominately Caucasian, there was an increase of racial diversity during the 1990s.

### **Age Profile**

In District 15, the number of preschoolers (age 0-4) decreased by two percent to 1,336 between 1990 and 2000. On the other

hand, there was a nine percent increase in school-age children (age 5-17). The highest concentrations of children are in the center of Highland where lots and houses are the largest. See Figure 3 in the Appendix for a map depicting the spatial distribution of children. In 2000, twenty-two percent of households in the District had children compared to twenty-nine percent at the City level. In addition, seventy-eight percent of children lived in married-couple families, nineteen percent in single-parent families, and three percent in other family arrangements (primarily with grandparents).

**Table 1: Age Profile**

Age Profile, District 15						
	District 15			City of St. Paul		
	2000 Count	Percent of Total Population	Percent Change 1990 - 2000	2000 Count	Percent of Total Population	Percent Change 1990 - 2000
Preschoolers (0-4)	1,336	5.76%	-2%	21,747	7.57%	-5%
School age (5-17)	3,076	13.26%	9%	56,080	19.53%	28%
Working-age adults (18-64)	14,524	62.60%	3%	179,677	62.57%	-7%
Elderly adults (65+)	4,266	18.39%	-11%	29,647	10.32%	-21%

Source: Census 2000 as compiled by Wilder Research Center

The number of working-age adults (age 18-64) increased by three percent to 14,524. The District seems to be more able to maintain its elderly population than the City as a whole. Elderly adults (age 65+) decreased by eleven percent to 4,266 compared to a twenty-one percent decrease in the City of St. Paul. Thirty-nine percent of the district's elderly adults live alone. See Figure 4 in the Appendix for a map depicting the spatial distribution of elderly.

### Racial Profile

Between 1990 and 2000, Caucasians were the only ethnic/racial group to see a decrease in population. In 2000, the Caucasian population was 20,333; thus, the share of the

population that is Caucasian decreased from ninety-three percent in 1990 to eighty-eight percent in 2000. On the other hand, the Black population increased from three percent to four percent of the population and Asians/Pacific Islanders also increased from three percent to four percent of the District's population. Latinos now make up the largest ethnic minority at nearly five percent of Highland's population. With the growing number of persons of color in the District, more areas are seeing an overall increase in minority concentration. With this said, the West 7<sup>th</sup> Street Area still remains the place with the highest minority concentration. See Figure 5 in the Appendix for a map depicting the spatial distribution of race.

**Table 2: Race and Ethnicity**

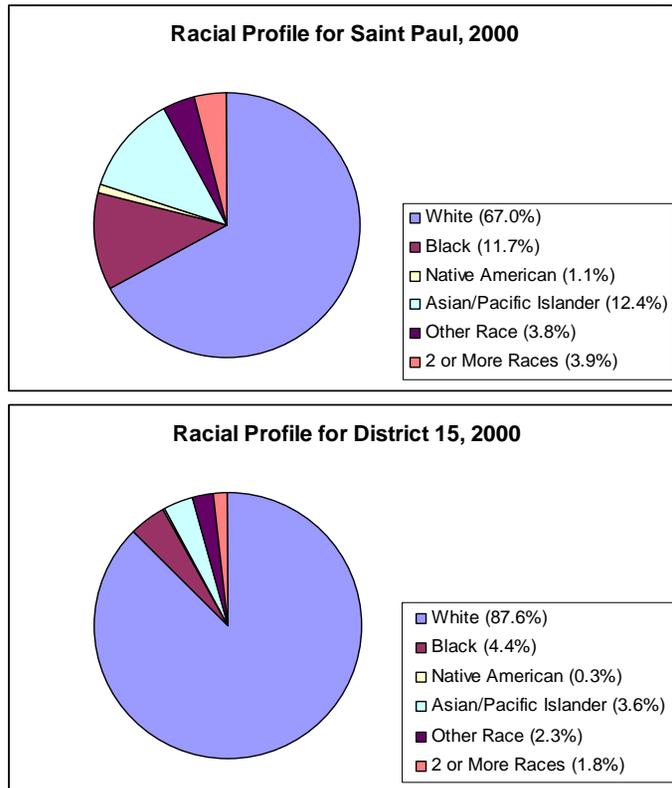
Race and Ethnicity, District 15		
	Number	Percent of Total Population
White	20,333	87.6%
Black or African American	1,020	4.4%
Native American	70	0.3%
Asian/Pacific Islander	831	3.6%
Other Race	526	2.3%
Two or More Races	422	1.8%
Hispanic	1,075	4.6%
<b>Total Population</b>	<b>23,202</b>	

Source: Census 2000 as compiled by Wilder Research Center

Among children attending public schools, the racial composition does not match that of the total population. About thirty-seven percent of children in public schools are children of color, while only fourteen percent of the district's population is of color. For every 100 public school students, 64 are Caucasian, 15 are Black, 10 are Asian, 10 are Hispanic, and about 1 is American Indian

Overall, the City of Saint Paul is more racially diverse than District 15 as indicated by Figures 6 and 7.

**Figures 6 and 7: Racial Profile—St. Paul and Highland**



Source: United States Census Bureau: US Department of Commerce, 2002. Summary File 1. Washington, D.C.: US Census Bureau.

### Income

The median family income was \$72,159. The median non-family income was \$36,869. The median household income in 2000 was \$56,365. The lowest income households are located

along Shepard Road. See Figure 8 in the Appendix for a map depicting the spatial distribution of income.

### Households

In 2000, there were 10,619 households in District 15: 5,385 were family households and 5,234 were non-family households. See Table 3. Among family households, fifty-one percent were two-person households, twenty-one percent were three-person households, and twenty-eight percent were in households of four or more. Among non-family households, eighty-three percent were one-person households and seventeen percent were in multi-person households. Given the high percentage of one-person households, there is an excellent opportunity to provide more housing options in the District.

**Table 3: Household Type**

Household Type, District 15 and St. Paul				
	District 15		City of St. Paul	
<b>Total Households</b>	10,619		112,109	
<b>Family Households</b>	5,385	50.7%	60,999	54.4%
Two-person	2,773	26.1%	24,037	21.4%
Three-person	1,125	10.6%	13,762	12.3%
Four+-person	1,486	14.0%	23,200	20.7%
<b>Non-Family</b>	5,234	49.3%	51,110	45.6%
One-person	4,323	40.7%	40,243	35.9%
Two+-person	911	8.6%	10,867	9.7%

Source: Census 2000 as compiled by Wilder Research Center

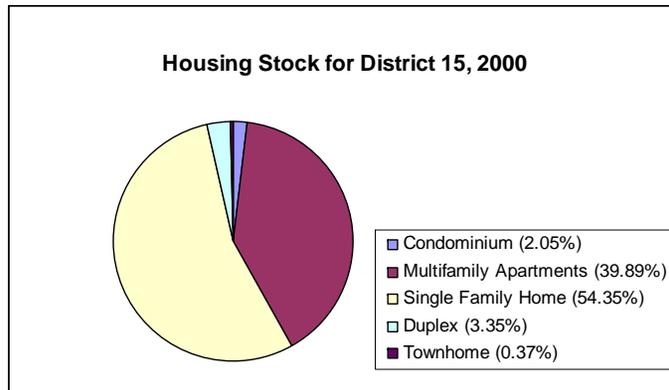
The average household size in District 15 was 2.08 persons in 2000, which is a decrease from 2.13 in 1990. The average family size in 2000 was 2.87 persons.

## Housing Stock

Between 1990 and 2000, there was an increase of 489 housing units, resulting in 10,619 occupied housing units in 2000. Of these occupied housing units, 4,689 were renter-occupied (44%) and 5,930 were owner-occupied (56%). The vacancy rate for all housing units was 2.5 percent in 2000, down from 4.8 percent in 1990. See Figures 9 and 10 in the Appendix for maps depicting the spatial distribution of owner-occupied housing units and renter-occupied housing units and their vacancy rates.

More specifically, fifty-four percent of housing units in Highland in 2000 were single-family units and forty percent were apartments. See Figure 11.

**Figure 11: Housing by Type**



Source: United States Census Bureau: US Department of Commerce. 2002. Summary File 3. Washington, D.C.: US Census Bureau.

Single-family home values have increased by an average of eighteen percent each year since 1999. In 2004, average sale price for homes in District 15 was \$340,440. See Figure 12.

**Figure 12: Average Sale Price**



Source: Regional MLS Data. 2005.

About seventy-nine percent of all households have lived in the same housing unit for two to nine years. As expected, this estimate was lower for renter households and higher for owner households. See Table 4.

**Table 4: Years in Residence**

Years in Residence, All Households		
Time Living in Same Housing Unit	District 15	City of St. Paul
Fewer than 2 years	18.1%	22.5%
Between 2 and 10 years	45.9%	46.4%
Between 10 and 20 years	16.2%	13.5%
Between 20 and 30 years	7.0%	7.4%
Longer than 30 years	12.7%	10.1%

Source: Census 2000 as compiled by Wilder Research Center

## Demographic Summary

Highland is slightly older, less diverse, and more stable than the rest of St. Paul. There are also a lot of single-person households trying to maintain some of the most expensive

properties in the City. The demographic data suggest that Highland has its fair share of Baby Boomers who may need additional empty nester housing in the near future.

## Land Use and Zoning Profile

### Land Use

Highland Park has a diverse mix of land uses. *See Figure 13 in the Appendix for the complete land use map.* The most predominant land use is residential; specifically, single-family residential. In addition to single-family residential, there is a smattering of duplex residential across the district, as well as, isolated concentrations of multi-family residential.

Parks and opens space is also a dominant land use, due to the fact that the Mississippi River borders District 15 on the west and south and that there is a municipal golf course. In addition, southeast of the golf course is a steep wooded area (along the bluffs) which has, for obvious reasons, remained undeveloped.

There are three main areas of commercial development. The first is the Highland Village area. The second is the West 7<sup>th</sup> Street Area. These two commercial areas represent the bulk of District 15's commercial areas. Lastly, there are commercial uses along Snelling north of Ford Parkway. This commercial area is not as dominant as the first two.

Highland has two areas of industrial land use. The Ford Plant, with its 2,000 employees, represents a huge portion of the west side of the District near the Mississippi River. The second area is on the southeastern corner of the District along the River. These two areas are connected by a railway corridor, which is also classified as industrial.

The District has many schools, religious institutions, and other institutions. The College of St. Catherine occupies the most land among this category. There are few vacant parcels scattered across District 15.

### Zoning

*Figure 14 in the Appendix shows the current zoning designations in District 15.* It is important to note that the majority of the West Seventh Street Area is part of a special overlay district called the Shepard-Davern Overlay District. Development in this district is not governed by the zoning regulations related to the zone indicated in Figure 14, but rather by the regulations related to the Overlay District (see <http://www.ci.stpaul.mn.us/code/lc067.html#sec67.302> for the specific regulations).

The City of St. Paul has a relatively new Traditional Neighborhood (TN) zoning classification. TN zoning encourages mixed-use development and provides a number of restrictions related to building placement and architecture and the location and design of parking. These restrictions should help create a more pedestrian-friendly environment. Currently, there are no areas in District 15 zoned TN although the Shepard-Davern Overlay District regulates growth in the West 7<sup>th</sup> Street Area in a similar way. The City of Saint Paul's website ([www.ci.stpaul.mn.us/code](http://www.ci.stpaul.mn.us/code)) includes all of the specifics on TN and all other zoning designations in the Zoning Code section (Chapters 60-69 of the Municipal Code). This plan advocates that several areas of Highland be rezoned to TN as noted in the Commercial Districts Plan Elements section on the West 7<sup>th</sup> Street Area, Highland Village, and Snelling-Randolph Commercial Node.

## Chapter 3: Plan Elements

This chapter overviews the District's visions, goals and implementation strategies and actions for eight focus areas: Commercial Districts (including the West 7<sup>th</sup> Street Area, Highland Village and Snelling-Randolph Commercial Area), Housing, Urban Design, Transportation, Parks and Recreation, Environment, Public Safety and Education. This section provides the heart of this plan.

### Broad Vision

The updated District 15 Plan provides a framework to strengthen Highland Park's place as one of the best places to live, work and recreate in St. Paul. By stressing our values, which include quality of life, diversity of culture and pride in our community, the Plan fosters an environment that respects and enriches the mutually beneficial relationship between residential livability and commercial vitality.

Highland will continue to welcome residents from a broad spectrum of age groups and income levels with new housing units that are high quality as well as affordable. Highland will also contain at least as many, if not more, affordable units than it does today in order to maintain valuable socioeconomic diversity and to serve the goal of social equity.

New development in commercial areas will incorporate a mixture of uses including residential and commercial on the same block, and in many cases, in the same building. This development shall also conform to the design guidelines set out in the Shepard-Davern plan in the case of West 7<sup>th</sup> Street and Traditional Neighborhood Zoning in the case of Highland Village. This development will be pedestrian-oriented, with buildings fronting on the sidewalks, on-street parking and

street design that increases safety for pedestrians and automobiles. These factors will create an atmosphere that encourages visitors to leave their cars and walk to their many destinations. Where appropriate, transit and bicycle improvements will also serve to increase accessibility and reduce parking demands.

Highland will maintain its desirable and high-quality housing stock. Design review and a careful mixing near the edge of commercial areas will help protect single-family home values. New multi-family housing mixed with commercial uses will help to meet the demand from a younger age group wishing to enter the home-buying or rental market as well as retirees who need access to transit and commercial services, but who do not wish to leave Highland.

Highland is blessed with an abundance of parkland and scenic river access and views. Primary among them are the City and Regional parks along the Mississippi River, which are within the state-designated Mississippi River Critical Area and the federally-designated Mississippi National River Recreation Area. These assets will be maintained and enhanced through proper conservation efforts including stormwater mitigation, green building practices and a general commitment to energy efficiency and the preservation of natural resources.

The Ford Plant continues to be an asset for Highland. The Plant provides a large number of jobs and has proven to be an excellent neighbor to Highland residents. The Highland District Council and the City of Saint Paul will keep an open channel of communication with Ford executives while planning for any changes that may arise.

## **Commercial Districts**

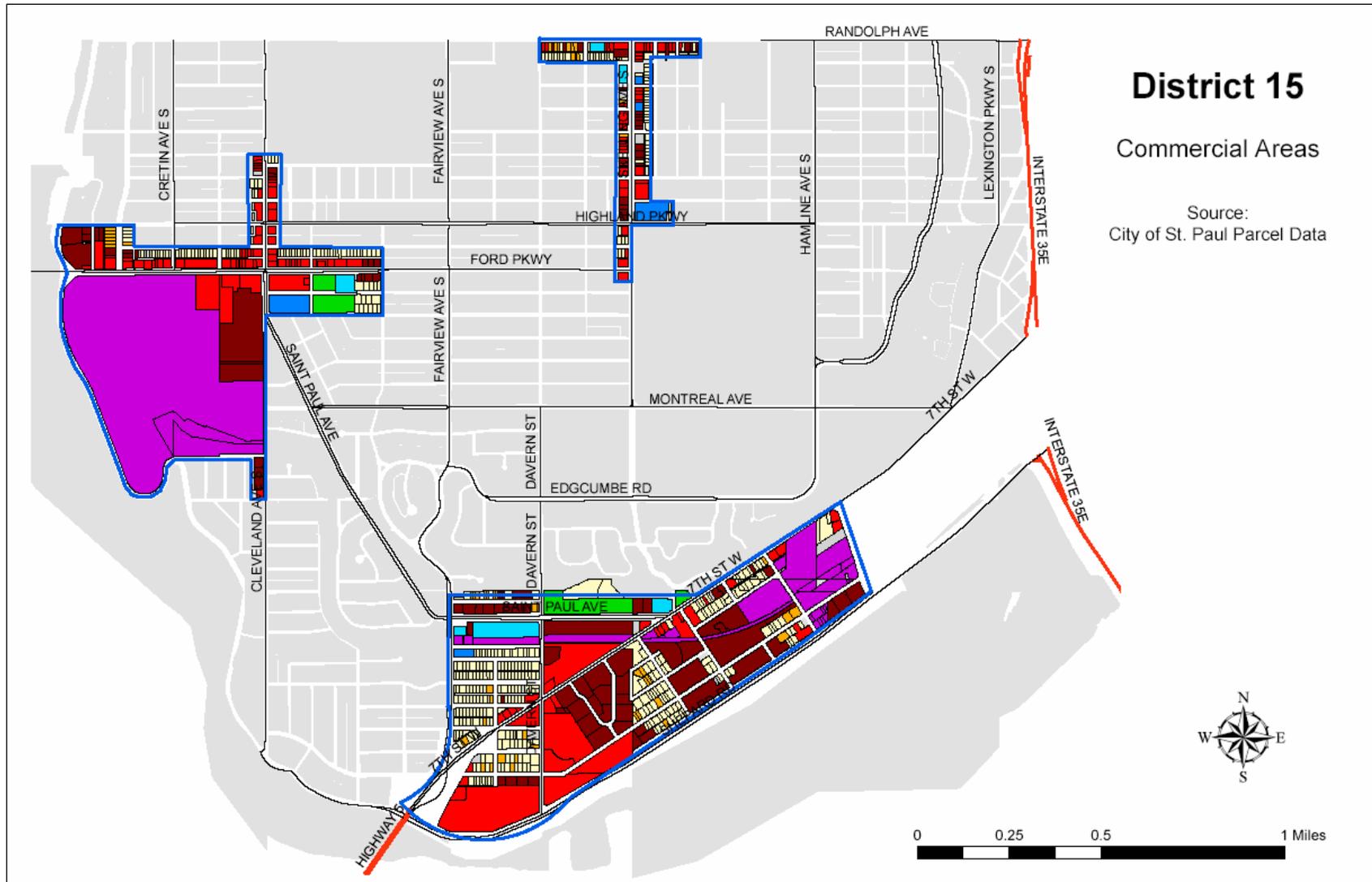
*Vision: Development in commercial areas conforms to the elements of Traditional Neighborhood Zoning and reflects the unique scale and character of Highland Park as an urban neighborhood. Services contribute to neighborhood self-sufficiency while improving the District's position in the regional economy.*

### **Background**

There are three main commercial districts in Highland Park: the West 7<sup>th</sup> Street Area, Highland Village and the Snelling-Randolph Area (see Figure 15). The Highland Village and Snelling-Randolph Area are historic streetcar-era commercial

districts that serve a valuable purpose in the local economy and will likely see only slight changes over the coming years. The West 7<sup>th</sup> Street Area is a developing commercial node that will likely see a significant amount of new development—both commercial and residential—in the next decade. By making improvements to Highland Village and Snelling Randolph and increasing the density and mix of uses in the West 7<sup>th</sup> Street Area, Highland Park can provide more convenient commercial use both for its residents and the surrounding region. Because they function differently and have different assets and issues, each commercial area is addressed in a separate section of this chapter.

Figure 15: Commercial Areas Map



## **West 7<sup>th</sup> Street Area**

*Vision: The West 7<sup>th</sup> Street Area is a series of interconnected, pedestrian-friendly, mixed-use urban villages that reflect the scale and character of Highland Park as an urban neighborhood.*

### **Background**

West 7<sup>th</sup> Street is a high-traffic, high-speed thoroughfare that bisects the area of District 15 between the Highland Bluffs and the Mississippi River (see Figure 16). The area currently contains mostly auto-oriented uses including a combination of airport-serving surface parking lots, strip malls, light industrial uses, apartments and detached single-family homes. The Mississippi River provides a beautiful natural border on two sides of the area and its floodplain provides the location for some of the most scenic public parks in St. Paul.

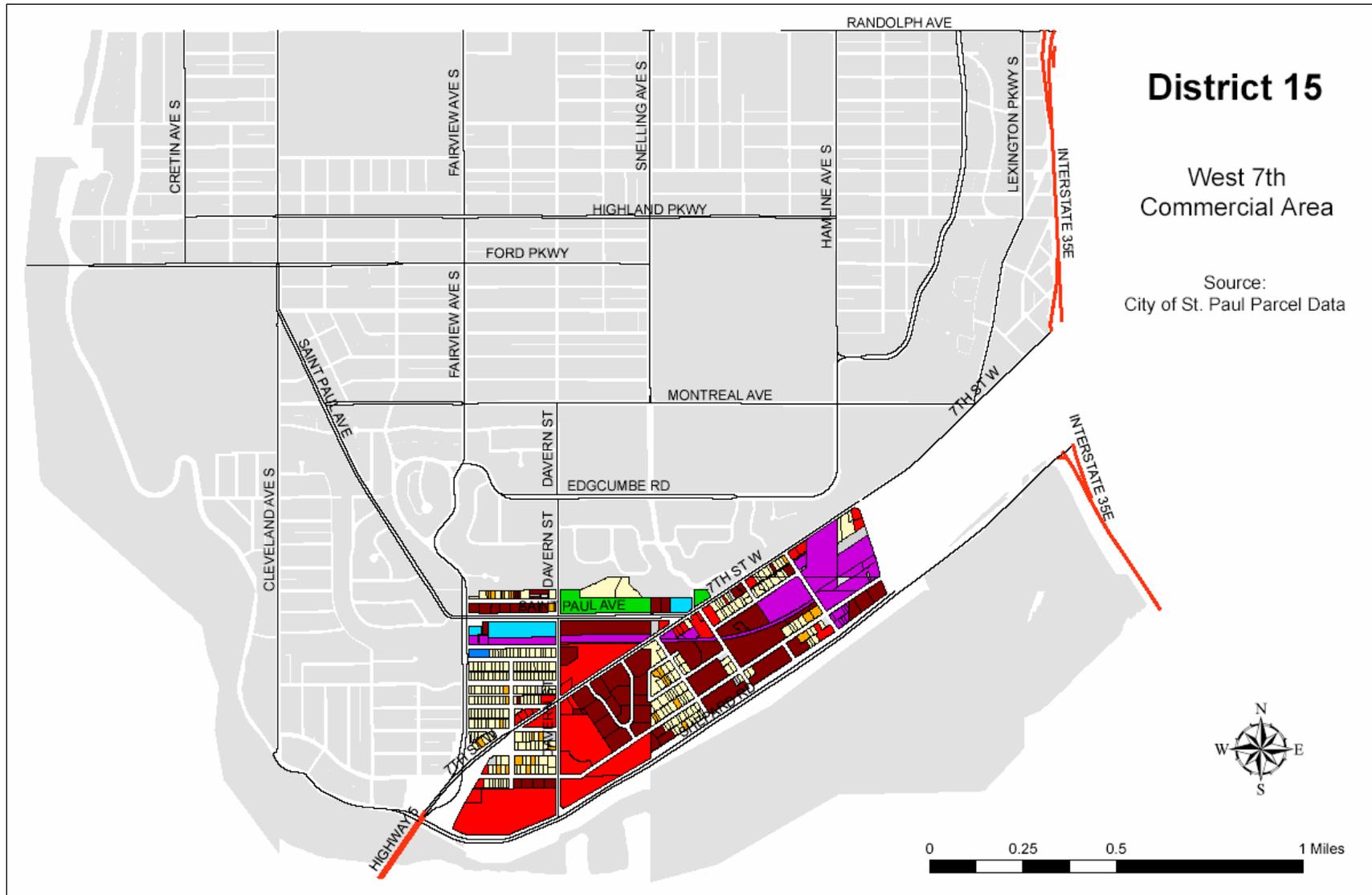
The West 7<sup>th</sup> Street Area has numerous natural, locational and social assets that provide a base for a bright future. The area includes the vast majority of Highland Park's affordable housing and contributes substantially to the neighborhood's ethnic and socio-economic diversity. The affordable housing units are found almost exclusively in Sibley Manor, a well-maintained and well-managed complex of 550 housing units in three-story apartment buildings. Sibley Manor provides an invaluable asset to Highland as a privately-operated source of affordable housing. For half a Century, Sibley Manor has been an entry points for immigrant families in St. Paul. Without Sibley Manor, Highland would be a much less diverse place. In addition to affordable housing and diversity, other assets in the area include: Crosby Farm Park and the Mississippi River, easy access to Downtown St. Paul and the Airport, the potential commercial visibility offered by West 7<sup>th</sup> Street, a substantial

amount of underdeveloped land (mainly in surface parking lots) that is ripe for redevelopment, good transit access on West 7<sup>th</sup> Street and a mix of commercial, industrial and residential land use.

In spite of this strong set of assets, the West 7<sup>th</sup> Street Area must address some current issues and potential concerns. Among the most worrisome issues are: high traffic speeds on West 7<sup>th</sup> Street, lack of a connection to the Mississippi River and a lack of a pedestrian-friendly street environment. The concerns are: development that is incompatible with the rest of Highland Park in scale or use, the risk of development overshadowing the natural environment along the Mississippi River and the possible future loss of Sibley Manor and the ethnic diversity and affordable housing it provides.

The West 7<sup>th</sup> Street Area will ideally become a place that capitalizes on its assets, effectively addresses its issues and minimizes the risk posed by external threats. The realization of this ideal will have to include an interconnected set of pedestrian-oriented and mixed-use urban villages. These urban villages replace most of the area's underutilized land with new 3-5 story mixed-use buildings with a combination of first-floor convenience retail and affordable and market rate housing for people throughout the life cycle. The vision may include some hotels, but should avoid tall buildings and large regional uses such as a theater complex that would disrupt the character of the neighborhood and would not meet a local need. The majority of the existing single-family homes and light industrial uses will stay to support a diverse housing stock and jobs. The street environment will support pedestrian and bicycle travel as well as transit and automotive travel. The area will be an attraction for the neighborhood and the entire City.

Figure 16: West 7<sup>th</sup> Street Area Map



In recent years, there have been two plans that address the future of the West 7<sup>th</sup> Street Area—the Shepard Davern Gateway Small Area Plan (1999) and the Fort Road Plan (soon to be completed). The vision presented in these two plans is fairly consistent with the vision that the District has for the area. The recommendations in this section should support these plans to create the ideal future land use in the West 7<sup>th</sup> Street Area. There is only one major difference between the Shepard Davern Gateway Small Area Plan and the District’s goals. The District wants the West 7<sup>th</sup> Street Area to be compatible with the surrounding neighborhood in scale and use. As such, it is inappropriate to have uses devoted to large-scale entertainment functions—such as a theater or a large convention center.

Most of the area is currently zoned B-2 with a Shepard-Davern Overlay District. The Overlay District permits multi-family housing, mixed-use development, hotels, conference facilities and all uses allowed in the B-2 zoning district (mostly low-impact commercial and institutional development). It does not allow auto-service uses, pawnshops or similar uses or freestanding restaurants. The height limit for the overlay is six stories or sixty-five feet. It has many design standards related to signage, landscaping, architecture and parking. The elements of the Overlay provide a good base for development in an urban village. In addition to the base zoning and overlay district, some of the area is within the Mississippi Critical Area. The height of new development in the Critical Area is limited to forty feet.

Redevelopment is underway on several of the surface parking lots in the area. The proposals all include some multi-family housing, which will have a significant amount of senior and

affordable housing. The proposals also include hotel, office and retail uses and are often achieved with vertical or horizontal mixed use. Redevelopment is off to a great start in the West 7<sup>th</sup> Street Area. This plan will help ensure that development continues in the same vein throughout the area.

## **Goals, Strategies and Actions**

**Goal 1: Create a street environment that is friendly to pedestrians, bicyclists and transit users.**

**Strategy 1: Make modifications to the public street right of way.**

### **Actions:**

- Use signage, short building setbacks and on-street parking to accent the transition from the high-speed Highway 5 west of the Mississippi River to the urban West 7<sup>th</sup> Street east of the River to encourage drivers to slow down as they enter St. Paul
- Set a uniform speed limit of no higher than 35 miles per hour along West 7<sup>th</sup> Street through Highland Park
- Ensure that all realigned streets create a gridiron street pattern with short, urban-sized blocks
- Provide on-street parking when possible to serve local business and to provide a pedestrian buffer to traffic
- Plant frequent street trees and other streetscaping to help reestablish boulevards in the area and to help reduce surface water runoff
- Require wide sidewalks throughout the area and replace existing gaps in the sidewalk network (Davern, Rankin, Madison, Alton and Springfield streets)

- Encourage ornamental sidewalk paving at key intersections
- Increase the number of bicycle lanes wherever feasible
- Make pedestrian/bicycle crossings safe and convenient by providing new crosswalks with clear striping and signage
- Install count-down pedestrian crossings at major intersections, including West 7<sup>th</sup> Street and Davern
- Install a semaphore at the intersection of Shepard and Davern
- Install a left-turn signal with the semaphore at the West 7<sup>th</sup> Street and Davern intersection

**Strategy 2: Require development with design features that promote a pedestrian- and bicycle-friendly environment.**

**Actions:**

- Enforce design requirements mandated by the Shepard-Davern Overlay District or rezone the area to TN-3<sup>1</sup>
- Limit street-side building setbacks to fewer than ten feet to help orient all new development to the street
- Maintain high architectural standards by requiring the design standards of TN zoning
- Encourage and provide zoning that allows for first-floor retail development
- Limit the visual impacts of off-street parking by placing it on the side or rear of buildings and

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<sup>1</sup> TN-3, Traditional Neighborhood Zone, is the most intensive of Saint Paul's TN zoning districts. It allows for mixed-use development and for building heights of up to fifty-five feet. For complete details see: <http://www.ci.stpaul.mn.us/code/lc066.html>

properly buffering it with fences, vegetation or berms

- Amend the zoning ordinance to offer a small reduction to the parking requirement for the provision of bike racks

**Strategy 3: Increase transit service and accessibility.**

**Actions:**

- Improve the visual attractiveness and comfort of bus shelters by installing heat lamps and offering creative designs
- Increase the number of bus shelters along all bus routes
- Increase the frequency of bus service, especially for routes connecting the area to Downtown St. Paul, Downtown Minneapolis, the Airport and Highland Village

**Goal 2: Create interconnected mixed-use urban villages.**

**Strategy 1: Regulate the private development sector.**

**Actions:**

- Enforce the Shepard-Davern Overlay District or rezone the area to TN-3 to ensure that developers have not only the flexibility to be creative, but also the regulations to guarantee high-quality design
- Encourage a mix of housing types, including affordable and empty-nester housing
- Encourage first-floor retail where appropriate, especially at intersections

**Strategy 2: Invest in the public realm.**

**Actions:**

- Connect development with tree-lined boulevards that encourage pedestrian activity

**Goal 3: Generate a unique sense of place.**

**Strategy 1: Utilize the area’s historical and natural assets.**

**Actions:**

- Resurrect West 7<sup>th</sup> Street as Historic Fort Road with uniform use of stone walls, landscaping, traditional lighting, interesting bus shelters, etc.
- Reconnect Shepard Road to the Mississippi River as a parkway extension of Mississippi River Blvd with extensive landscaping and pedestrian and bicycle trails
- Enhance and maintain the natural areas adjacent to the Mississippi River as a unique urban asset

**Goal 4: Increase park and recreation opportunities.**

**Strategy 1: Invest in new neighborhood parks and recreation.**

**Actions:**

- Prioritize funding for a neighborhood park on the east side of Sibley Manor or incorporate a neighborhood park in any redevelopment of the site
- Expand and remodel the facilities at Homecroft Recreation Center
- Provide funding for a new recreation center south of West 7<sup>th</sup> Street
- Invest in a new library to serve the increasing local population
- Provide more small recreational opportunities to complement the regional parks adjacent to the River
- Encourage urban public open spaces, including plazas, as community gathering points and environmental assets
- Provide a recreation focus (for example, a green lawn or plaza) at the center of urban villages

**Goal 5: Maintain the mixed cultural identity of the area.**

**Strategy 1: Promote affordable housing and a variety of cultural services.**

**Actions:**

- Require that at least twenty percent of the units in any development that receives government subsidy are affordable to residents making below the St. Paul median income
- If Sibley Manor or other large affordable housing complexes are redeveloped ensure that an allocation of at least 30% of the new units provided on site are affordable to residents making below the St. Paul median income
- Promote social service organizations that serve a diverse population in projects that receive city funding
- Foster healthy relationships between the District Council and the West Seventh Street Business Association

**Goal 6: Ensure that redevelopment is compatible with existing nearby development.**

**Strategy 1: Enforce zoning and design regulations.**

**Actions:**

- Limit the height of buildings to 40 feet within the Mississippi River Critical Area
- Limit the height of buildings to five stories or 55 feet
- Amend the Shepard-Davern Overlay District to restrict the development of entertainment businesses like movie theaters or convention facilities
- Require landscaping or screening on the rear of commercial properties that abut residential properties

## West 7th Street Area Implementation

**Goal 1: Create a street environment that is friendly to pedestrians, bicyclists and transit users.**

**Strategy 1: Make modifications to the public street right of way.**

Action	Priority	Time Frame	Implementer	Comments
Use signage, short building setbacks and on-street parking to accent the transition from the high-speed Highway 5 west of the Mississippi River to the urban West 7th Street east of the River	High	1-5 years	PW	
Set a uniform speed limit of no more than 35 mph along West 7th Street through Highland Park	High	Fewer than 3 years	PW	
Ensure that all realigned streets create a gridiron street pattern with short, urban-sized blocks	Low	Ongoing	PW PED	
Provide on-street parking when possible	Medium	Ongoing	PW	
Plant frequent street trees and other streetscaping	High	Ongoing	PED/Forestry/Businesses	
Require wide sidewalks throughout the area and replace existing deficiencies in the sidewalk network (Davern, Rankin, Madison, Alton and Springfield streets)	High	Ongoing/1-2 years	PED PW	
Encourage ornamental sidewalk paving at key intersections	Low	1-2 years	PW	
Increase the number of bicycle lanes wherever feasible	Medium	3-6 years	PED PW	
Make pedestrian/bicycle crossings safe and convenient by providing new crosswalks with clear striping and signage	High	1-3 years	PW	
Install count-down pedestrian crossings at major intersections, including West 7th Street and Davern	High	1 year	PW	
Install a semaphore at the intersection of Shepard and Davern	High	1 year	PW	
Install a left-turn signal with the semaphore at the West 7th Street and Davern intersection	High	1 year	PW	

## West 7th Street Area Implementation

**Goal 1: Create a street environment that is friendly to pedestrians, bicyclists and transit users.**

**Strategy 2: Require development with design features that promote a pedestrian- and bicycle-friendly environment.**

Action	Priority	Time Frame	Implementer	Comments
Enforce design requirements mandated by the Shepard-Davern Overlay District or rezone the area to TN-3	High	Ongoing	PED LIEP	
Limit street-side building setbacks to fewer than ten feet to help orient all new development to the street	High	Existing	PED LIEP	
Maintain high architectural standards by requiring the design standards of TN zoning	High	Ongoing	PED/Design Review Board/LIEP	
Encourage and provide zoning that allows for first-floor retail development	High	Existing	PED/HDC/LIEP	
Limit the visual impacts of off-street parking by placing it on the side or rear of buildings and properly buffering it with fences, vegetation or berms	High	1-2 years	PED LIEP	
Amend the zoning ordinance to offer a small reduction to the parking requirement for the location of bike racks	Low	2-4 years	PED LIEP	

**Strategy 3: Increase transit service and accessibility.**

Action	Priority	Time Frame	Implementer	Comments
Install heat lamps in bus shelters and encourage creative design of shelters	Medium	1-10 years	PW Metro Transit	
Increase the number of bus shelters along all bus routes	Medium	1-10 years	PW Metro Transit	
Increase the frequency of bus service, especially for routes connecting the area to Downtown St. Paul, Downtown Minneapolis, the Airport and Highland Village	Medium	2-10 years	Metro Transit	

## West 7th Street Area Implementation

### Goal 2: Create interconnected mixed-use urban villages.

#### Strategy 1: Regulate the private development sector.

Action	Priority	Time Frame	Implementer	Comments
Enforce the Shepard Davern Overlay District or rezone the area to TN-3	High	Ongoing	PED/LIEP	
Encourage a mix of housing types, including affordable and empty-nester housing	High	Ongoing	PED	
Encourage first-floor retail where appropriate, especially at intersections	High	Ongoing	PED/HDC	

#### Strategy 2: Invest in the public realm.

Action	Priority	Time Frame	Implementer	Comments
Connect development with tree-lined boulevards that encourage pedestrian activity	Medium	2-10 years	PW/PR/PED	

### Goal 3: Generate a unique sense of place.

#### Strategy 1: Utilize the area's historical and natural assets.

Action	Priority	Time Frame	Implementer	Comments
Resurrect West 7th Street as Historic Fort Road with uniform use of stone walls, landscaping, traditional lighting, interesting bus shelters, etc.	Medium	3-7 years	PW PED	
Reconnect Shepard Road to the Mississippi River as a parkway extension of Mississippi River Blvd with extensive landscaping and pedestrian and bicycle trails	Medium	4-8 years	PW PR	
Maintain the natural areas adjacent to the Mississippi River as a unique urban asset	High	Ongoing	PR	

## West 7th Street Area Implementation

### Goal 4: Increase park and recreation opportunities.

#### Strategy 1: Invest in new neighborhood parks

Action	Priority	Time Frame	Implementer	Comments
Prioritize funding for a neighborhood park on the east side of Sibley Manor or incorporate a neighborhood park in any redevelopment of the site	High	1-3 years	City CIB Board PR	
Expand and remodel the facilities at Homecroft Recreation Center	High	1-3 years	City/CIB Board/PR	
Provide funding for a new recreation center south of West 7th Street	Medium	3-5 years	City/CIB Board/PR	
Invest in a new library to serve the increasing local population	High	4-6 years	City PR	
Provide more small recreational opportunities to compliment the regional parks associated with the River	Low	1-5 years	PR	
Encourage urban public open spaces, like plazas, as community gathering points	Low	Ongoing	PR PEC	
Provide a recreation focus (for example, a green lawn or plaza) at the center of urban villages	Low	1-10 years	PED PR	

## West 7th Street Area Implementation

### Goal 5: Maintain the mixed cultural identity of the area.

#### Strategy 1: Promote affordable housing and a variety of cultural services.

Action	Priority	Time Frame	Implementer	Comments
Require at least twenty percent affordable units in any development that receives government subsidy	High	Ongoing	PED	
If Sibley Manor or other large affordable housing complexes are redeveloped ensure that an allocation of at least 30% of the new units provided on site are affordable to residents making below the St. Paul median income	High	Ongoing	PED	
Promote social service organizations that serve a diverse population in projects that receive city funding	Low	Ongoing	HDC	
Foster healthy relationships between the District Council and the West Seventh Street Business Association	Medium	Ongoing	HDC	

### Goal 6: Ensure that redevelopment is compatible with existing nearby development.

#### Strategy 1: Enforce zoning and design regulations.

Action	Priority	Time Frame	Implementer	Comments
Limit the height of buildings to 40 feet within the Mississippi River Critical Area	High	Ongoing	PED LIEP	
Amend the Shepar-Davern Overlay District to restrict the height of buildings to five stories or 55 feet	High	1 year	PED LIEP	
Amend the Shepar-Davern Overlay District to restrict the development of entertainment businesses like movie theaters or convention facilities	Medium	1 year	PED LIEP	
Require landscaping or screening on the backside of commercial properties that abut residential properties	High	1 year	PED LIEP	

Notes: License, Inspection and Environmental Protection (LIEP), Planning and Economic Development (PED), Public Works (PW), Parks and Rec (PR) and Highland District Council (HDC).

## Highland Village

*Vision: Highland Village is a pedestrian-friendly, mixed-use commercial area that reflects the wishes of Highland Park residents and business owners.*

### Background

Highland Village is a community-scale commercial district that stretches from the Ford Parkway Bridge on the west along Ford Parkway to Fairview Avenue on the east. Commercial land uses also extend along Cleveland Avenue for five blocks north and two blocks south of Ford Parkway (see Figure 7).

Highland Village has a mix of independently-owned neighborhood businesses and chain retail, banking and food service. The Village also includes two large residential developments, one near the intersection of Ford Parkway and Mississippi Boulevard and one at the intersection of Cleveland Avenue and St. Paul Avenue. The Ford Motor Company plant dominates the western end of the Village. The Ford Plant is the largest single tax payer in the City of Saint Paul and the jobs it provides are filled by many Highland residents as well as workers from throughout the metropolitan area. The plant is an important community asset, providing not only jobs, but also a sense of community identity. Ford is looked upon favorably by Highland residents, both because of the jobs it provides and its generosity to the community including sponsorship of events and the donation of a little league baseball field.

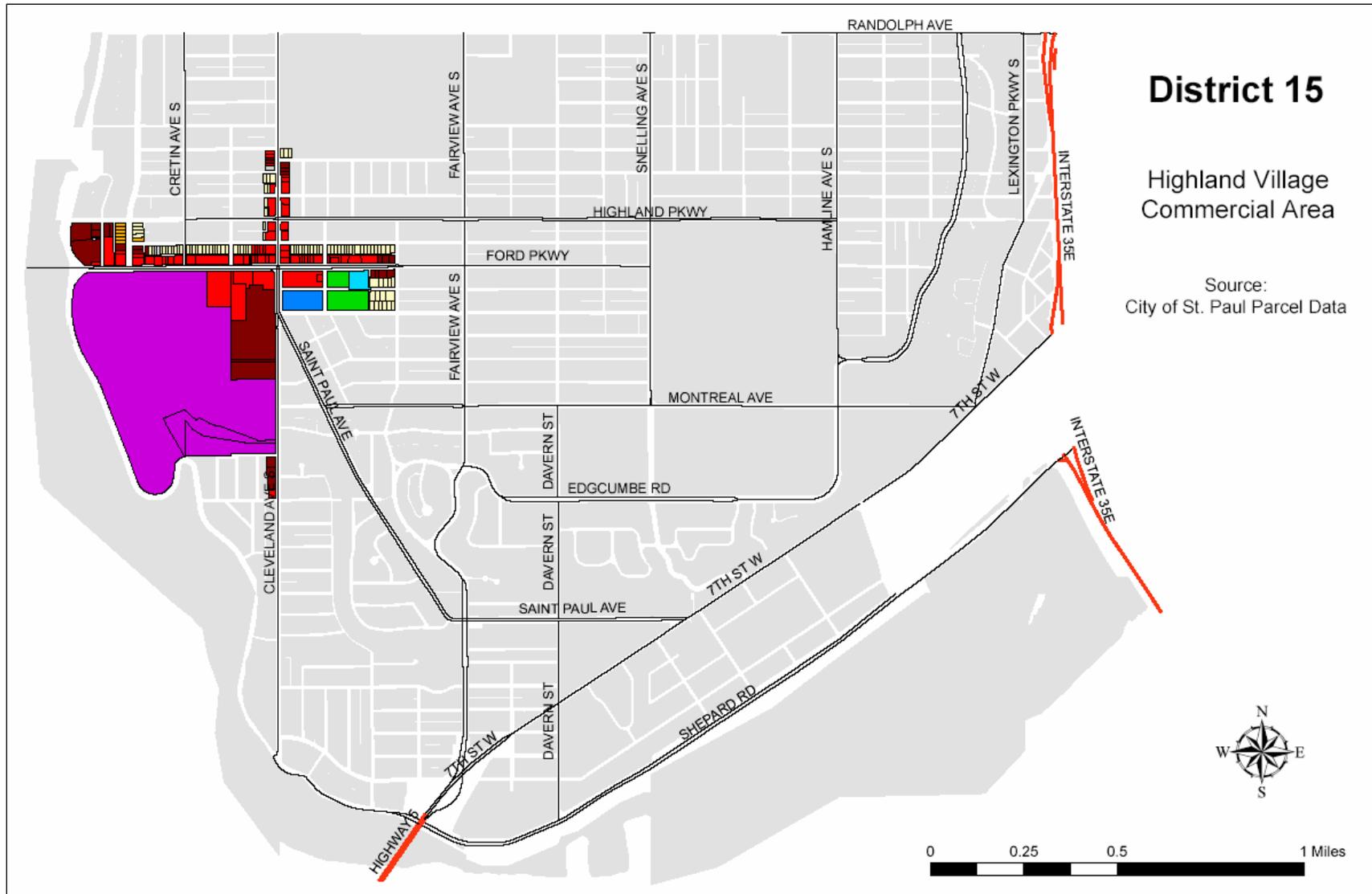
The businesses in Highland Village are primarily auto-oriented, and many have large parking areas located between the business and the street. While the residents of Highland want to be able to drive to these businesses, they also wish that the Village were a friendlier place for pedestrians. The Village

possesses a broad mix of businesses including a Lunds grocery store, health club, bars and restaurants, many banks and other small retail establishments. The Village provides a job center for many blue-collar workers and a limited number of white-collar workers. Highland Village also serves as a retail center for the residents meeting many of their daily needs.

In the vision laid out by Highland residents, the Village will be developed as a vibrant commercial district that contains a mix of uses. Apartments and/or condos will be developed above commercial buildings, reaching no higher than three stories. This development will lay the groundwork for a more pleasant and safe pedestrian atmosphere. The Village will continue to contain some industrial use, ideally the Ford Plant.

Future development in the Village will be consistent with the design standards of St. Paul's Traditional Neighborhood Zoning. Buildings will be oriented to the street and parking will be moved behind or to the side of buildings. Street landscaping and furniture will help to demarcate the pedestrian realm from that of the auto. Shops will cater to passersby with street-front doors and windows, and traffic will be calmed with road design and on-street parking to improve pedestrian safety. All of these measures, which increase the visual and physical accessibility, safety and connectivity of Highland Village, will encourage visitors of the Village to park their car once and walk to many destinations. These changes will help the Village remain local and accessible in character, while also increasing its desirability for shoppers from outside Highland, and for businesses that may wish to locate in a vibrant urban environment.

**Figure 7: Map of Highland Village**



## Goals, Strategies and Actions

### Goal 1: Improve the economic vitality of the Village.

**Strategy 1: Encourage businesses that serve local needs and continue to grow the Village as a regional commercial destination.**

**Actions:**

- Maintain a strong relationship with the Highland Business Association
- Support Highland Business Association efforts to market small businesses
- Create public/private collaborations for Village activities and festivals

### Goal 2: Develop at a scale that is consistent with pedestrian and auto access and that promotes a vibrant commercial and residential area.

**Strategy 1: Regulate the built environment.**

**Actions:**

- Rezone Highland Village to TN-2<sup>2</sup>
- Promote development along Ford Parkway and Cleveland that includes both residential and commercial uses

**Strategy 2: Maintain and improve existing streetscaping.**

- Support streetscaping assessments through a collaborative effort between the Highland Business Association and the City

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<sup>2</sup> TN-2, Traditional Neighborhood Zone allows for mixed-use development and for building heights of up to thirty-five feet. For complete details see: <http://www.ci.stpaul.mn.us/code/lc066.html>

### Goal 3: New development in the Village shall be guided by architectural and urban design standards that create an attractive environment and do not negatively impact the adjacent residential areas.

**Strategy 1: Encourage neighborhood input on design elements for new development in the Village.**

**Actions:**

- Support the continued use of the Highland District Council Community Development Committee
- New development shall be reviewed at a District Council meeting with public comment and questioning

### Goal 4: Improve access to existing parking capacity.

**Strategy 1: Encourage creative parking solutions.**

**Actions:**

- Work with the City and the Highland Business Association to assess the need and desire for a parking benefit district<sup>3</sup> in the future
- Allow and encourage shared parking agreements (consistent with TN-2 zoning), which reduce the overall need for parking, but help ensure an adequate supply of parking
- Encourage the construction of future parking facilities to help meet parking demand
- Encourage the City or the Highland Business Association to explore the possibility of a cooperative special assessment to fund future parking facilities

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<sup>3</sup> A parking benefit district is an area where a portion of public parking revenues is collected and distributed to *local* businesses to make improvements to streetscaping and building facades to help enhance the pedestrian environment.

- Encourage the City to be supportive of any efforts to fund future parking facilities through a cooperative special assessment

- Ensure that genuine public participation plays a central role in the planning process of the 40-acre study

**Strategy 2: Maintain transit access on Ford Parkway.**

**Actions:**

- Encourage MetroTransit to maintain service that connects Highland Village to downtown St. Paul and downtown Minneapolis

**Goal 5: Maintain a close and healthy relationship with Ford Motor Company while planning for the future.**

**Strategy 1: Maintain an open dialog between Ford Motor Company and the HDC.**

**Strategy 2: Initiate advanced planning and landscape design study to plan for the future.**

**Actions:**

- Contact the University of Minnesota's College of Architecture and Landscape Architecture to implement a studio design process<sup>4</sup> for the Ford site
- Have the City of St. Paul and the Highland District Council work cooperatively to undertake a 40-acre study of the site, including the adjacent railroad corridor that services the plant
- Ensure that the 40-acre study is a comprehensive plan that addresses all potential impacts of the site

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<sup>4</sup> The studio design process is a semester of visioning by a class of architecture students. The students are presented with an opportunity—in this case the Ford site—and are encouraged to present creative ways to approach the opportunity. This process typically produces a diverse array of ideas and would help generate discussion on the long-term future of the Ford site.

<b>Highland Village Implementation</b>				
<b>Goal 1: Improve the economic vitality of the Village.</b>				
<b>Strategy 1: Encourage businesses that serve local needs and continue to grow the Village as a regional commercial destination.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Maintain a strong relationship with the Highland Business Association	Medium	Ongoing	HDC	
Support business association efforts to market small businesses	High	2 years	HBA	
Create public/private collaborations for Village activities and festivals	Low	Ongoing	HBA HDC	
<b>Goal 2: Develop businesses at a scale that is consistent with pedestrian and auto access and that promotes a vibrant commercial and residential area.</b>				
<b>Strategy 1: Regulate the built environment.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Rezone Highland Village to TN-2	High	Within 5 years	PED/LIEP	
Promote development along Ford Parkway and Cleveland that includes both residential and commercial uses.	High	5 years	PED HDC	
<b>Strategy 4: Maintain and improve existing streetscaping.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Support streetscaping assessments through a collaborative effort between the Highland Business Association and the City	High	Ongoing	HBA PED	
<b>Goal 3: New development in the Village shall be guided by architectural and urban design standards that create an attractive environment and do not negatively impact the adjacent residential areas.</b>				
<b>Strategy 1: Encourage neighborhood input on design elements for new development in the Village.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Support the continued use of the Highland District Council Community Development Committee	High	Ongoing	HDC	
New development shall be reviewed at a District Council meeting with public comment and questioning	High	Ongoing	HDC	

## Highland Village Implementation

### Goal 4: Improve access to existing parking capacity.

#### Strategy 1: Encourage creative parking solutions.

Action	Priority	Time Frame	Implementer	Comments
Work with the City and the Highland Business Association to assess the need and desire for a parking benefit district in the future	Medium	3-5 years	HDC PED HBA	
Allow and encourage shared parking agreements (consistent with TN-2 zoning), which reduce the overall need for parking, but help ensure an adequate supply of parking	Medium	Ongoing	PED LIEP	
Encourage the construction of future parking facilities to help meet parking demand	Medium	3-15 years	HDC/PED/HBA	
Encourage the City or the Highland Business Association to explore the possibility of a cooperative special assessment to fund future parking facilities	Medium	1-2 years	HBA PED	
Encourage the City to be supportive of any efforts to fund future parking facilities through a cooperative special assessment	Medium	Ongoing	HDC	

#### Strategy 2: Maintain transit access on Ford Parkway.

Action	Priority	Time Frame	Implementer	Comments
Encourage MetroTransit to maintain service that connects Highland Village to downtown St. Paul and downtown Minneapolis	High	1 year	HDC City of Saint Paul	

### Goal 5: Maintain a close and healthy relationship with Ford Motor Company while planning for the future.

#### Strategy 1: Maintain an open dialogue between Ford Motor Company and the HDC.

Action	Priority	Time Frame	Implementer	Comments
Maintain an open dialogue between FMC and the HDC	High	Ongoing	HDC	

#### Strategy 2: Initiate advanced planning and landscape design study when necessary.

Contact College of Architecture and Landscape Architecture to implement a studio design process for the Ford site	High	1 year	HDC	
Have the City of St. Paul and the Highland District Council work cooperatively to undertake a 40-acre study of the site, including the adjacent railroad corridor that services the plant	High	Within 1 year	PED HDC	
Ensure that the 40-acre study is a comprehensive plan that addresses all potential impacts of the site	High	1-2 years	HDC PED	
Ensure that genuine public participation plays a central role in the planning process of the 40-acre study	High	1-2 years	HDC PED	

Notes: Highland Business Association (HBA), Planning and Economic Development (PED), License, Inspection and Environmental Protection (LIEP), Public Works (PW), and Highland District Council (HDC).

## **Snelling-Randolph Commercial Area**

*Vision: The Snelling-Randolph Commercial Area is pedestrian friendly and contains a stable mix of multi-family housing and small businesses.*

### **Background**

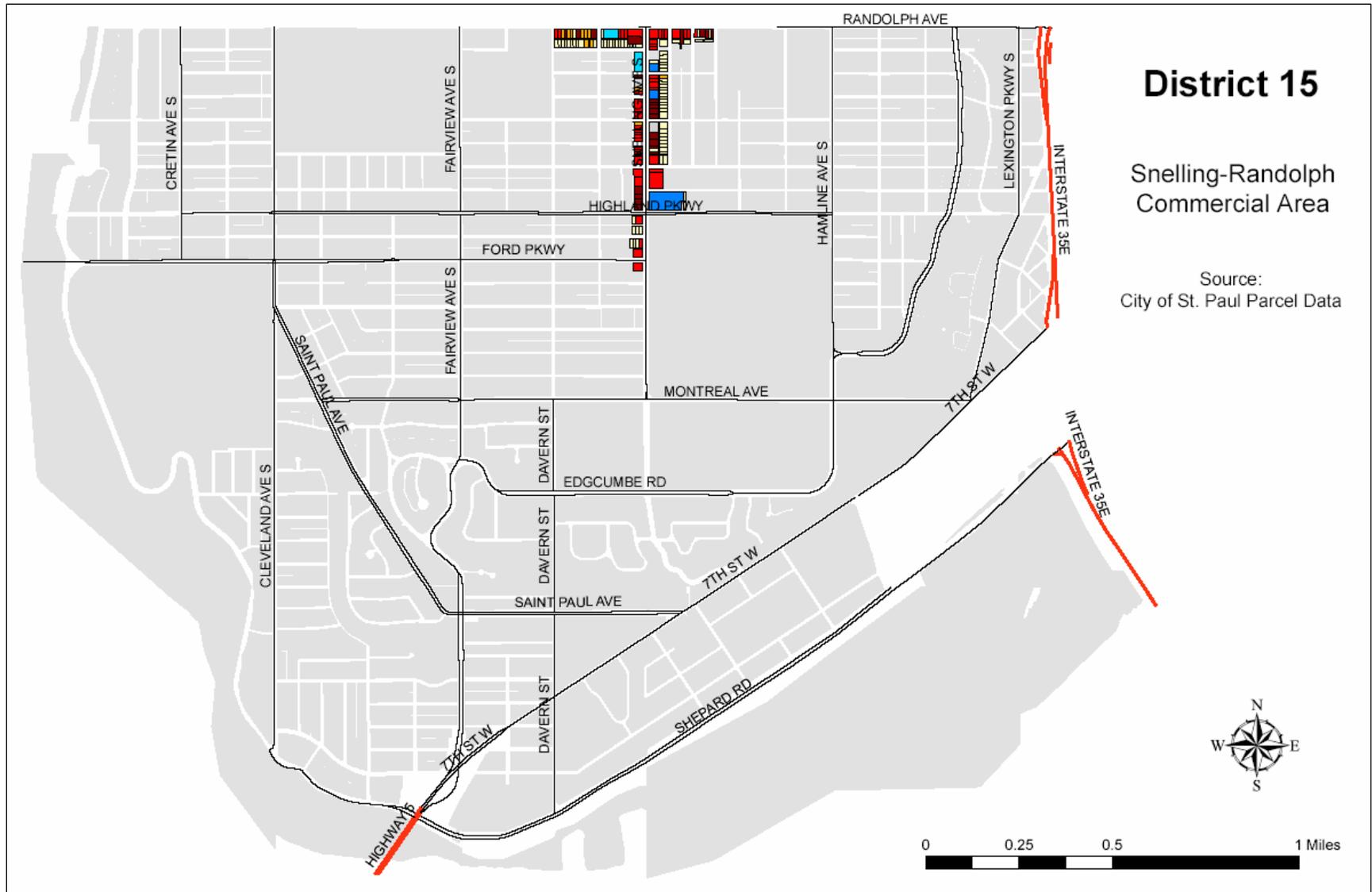
The intersection of Snelling Avenue and Randolph Avenue is the center of a commercial area that extends north and south on Snelling and east and west on Randolph (see Figure 18). Commercial development takes up the majority of the land use on Snelling between Randolph and Ford Parkway (more intensive commercial development lines Snelling Avenue north of Randolph in the Macalester-Groveland Neighborhood). Randolph has fewer commercial structures, but still has a smattering of small businesses for its entire length through Highland Park. Most of the businesses in this area are small, locally owned and serve the immediate neighborhood. The combination of bakeries, bars, drug stores, and other convenience retail meets an important local need. Many of the buildings were built before the automobile reached its dominance, so there are some parking problems, although they are not as severe as in the Highland Village. In recent years, several new condominium developments have replaced some small businesses on Snelling.

The major assets in this area are stable small businesses that provide convenience to the nearby residents. Additionally, Snelling is well served by transit lines and is still an attractive place for people to live. There are few issues or threats because there are relatively few vacancies or conflicts between businesses and nearby residents.

The ideal vision for Snelling-Randolph's future will not include major change because the area is very stable and

already provides important neighborhood retail services. Additional small-scale multi-family residential development in this area will have a positive effect on the remaining commercial properties without displacing the commercial presence on Snelling Avenue. Other redevelopment will include mixed-use buildings with a pedestrian focus.

Figure 18: Map of Snelling-Randolph Commercial Area



## **Goals, Strategies and Actions**

### **Goal 1: Maintain a diverse land-use pattern along Snelling and Randolph.**

#### **Strategy 1: Support residential and mixed-use development.**

##### **Actions:**

- Consider rezoning some portions of the area to TN-2 to promote a mixed-use environment with attractive urban design elements
- Work with District 14 to create a commercial focal point at the northwest corner of the Snelling-Randolph intersection.

### **Goal 2: Improve pedestrian, bicycle, transit and automobile access.**

#### **Strategy 1: Provide creative parking solutions.**

##### **Actions:**

- Encourage shared parking agreements
- Buffer parking from the street with landscaping and screening
- Locate parking on the side and rear sides of buildings

#### **Strategy 2: Improve the pedestrian and bicycling environment.**

##### **Actions:**

- Encourage pedestrian-friendly street elements such as short street-side setbacks, plentiful landscaping and first-floor retail development
- Install bike lanes on Snelling and Randolph if possible
- Reduce the speed limit on Snelling from 35 to a uniform 30 miles per hour throughout Highland

#### **Strategy 3: Increase transit service and access.**

##### **Actions:**

- Increase the number of bus shelters
- Encourage MetroTransit to increase the frequency of bus service for routes that serve Snelling Avenue

<b>Snelling-Randolph Commercial Area Implementation</b>				
<b>Goal 1: Maintain a diverse the land-use pattern along Snelling and Randolph.</b>				
<b>Strategy 1: Support residential and mixed-use development.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Consider rezoning some portions of the area to TN-2	High	1-3 years	PED	
Work with District 14 to create a commercial focal point at the northwest corner of the Snelling-Randolph intersection.	High	1 year	HDC PED District 14 Planning Council	
<b>Goal 2: Improve pedestrian, bicycle, transit and automobile access.</b>				
<b>Strategy 1: Provide creative parking solutions.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Encourage shared parking agreements	High	Ongoing	PED	
Buffer parking from the street with landscaping and screening	High	2 years	PED	
Locate parking on the side and rear sides of buildings	Medium	5 years	PED	
<b>Strategy 2: Improve the pedestrian and bicycling environment.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Encourage pedestrian-friendly street elements such as short street-side setbacks, engaging architecture, wide sidewalks, plentiful streetscaping, and first-floor retail development	High	Ongoing	PED HDC	
Install bike lanes on Snelling and Randolph if possible	Medium	2 years	PW	
Reduce the speed limit on Snelling from 35 to a uniform 30 miles per hour throughout Highland	High	1 year	PW	
<b>Strategy 3: Increase transit service and access.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Increase the number of bus shelters	Medium	5 years	PW	
Encourage MetroTransit to increase the frequency of bus service for routes that serve Snelling Avenue	Medium	2 years	City of St. Paul Metro Transit	
Notes: Highland District Council (HDC), Planning and Economic Development (PED) and Public Works (PW).				

## **Housing**

*Vision: Highland Park provides a variety of single- and multi-family options that meet the housing needs for all stages of the life cycle and at all levels of affordability.*

### **Background**

Although single-family homes dominate Highland Park's landscape, the District actually has a wide assortment of housing types. In fact, the diversity of Highland's housing stock is fairly comparable to the City of St. Paul as a whole—52.5% of the District's units are detached single-family homes, compared with 50.5% for the city as a whole. Similarly, a solid 56% of units in Highland are owner-occupied, which is nearly identical to the 55% rate for the City. Highland Park's diverse housing stock provides good opportunities for most people throughout their life cycle.

Highland values its single- and multi-family character and it is a goal of the District to maintain that character into the future. However, there is a concern among some residents that the housing stock does not adequately provide for two important groups—empty-nesters and first-time homebuyers. For example, empty-nester households who wish to move out of their single-family unit often find it difficult to stay in the District because of the lack of condominium and townhome options. As a consequence, their only options are to stay in a housing unit that is too big for them, or move to an area adjacent to Highland that offers them housing to fit their needs. The District would like to see more options for empty-nester households in order to maintain a stable residential community.

Highland Park also values its affordable housing stock. The District is home to Sibley Manor, which has long provided a privately-owned affordable option for many residents and

newcomers to the neighborhood. The District's affordable housing options promote a level of diversity that would otherwise not exist. For equity and diversity, a major goal of the District is to maintain or increase its supply of affordable units.

Although Sibley Manor and several other rental options provide affordability in the rental market, affordability is non-existent in Highland's homeowner market. Housing values have risen from a median of \$176,473 in 1999 to \$340,440 in 2004. The increase in housing values has put the option of purchasing a single-family home out of reach for many younger families looking to buy a starter-home. Thus, the District would like to see an increase in the number of affordable starter-homes.

As housing values indicate, Highland can boast some of the highest quality and best maintained housing in the City. The District wishes to maintain this quality through early identification and repair of deteriorating housing stock.

## **Goals, Strategies and Actions**

**Goal 1: Maintain a high quality of existing single- and multi-family housing units.**

**Strategy 1: Preserve character by applying desirable and sensible land use and urban design techniques and strategies.**

**Actions:**

- Enforce Building Codes as stipulated in the City's Comprehensive Plan
- Ensure that the zoning in commercial areas is flexible enough to allow for successful mixed-use development
- Limit the expansion of commercial uses into residential neighborhoods

**Strategy 2: Identify and rehabilitate deteriorating properties.**

**Actions:**

- Establish an identification and referral process for potential properties in need of rehabilitation
- Work with the City to identify and allocate available city-based rehabilitation funds

**Strategy 3: Improve management and maintenance of rental properties where appropriate.**

**Actions:**

- Identify rental properties where landlords are not properly managing their developments
- Offer landlord training for management and maintenance of properties

**Goal 2: Maintain the existing character of the neighborhood.**

**Strategy 1: Preserve density levels in non-commercial areas of District.**

**Actions:**

- Ensure that any redevelopment of the St. Gregory's site—or any future redevelopment in residential areas—is compatible with the character of the surrounding neighborhood

**Goal 3: Expand housing options for changing demographics including starter homes, empty-nester housing and additional affordable housing options.**

**Strategy 1: Identify current and future vacant lots and other redevelopment sites for housing.**

**Strategy 2: Preserve and increase the housing options in the District for people making below the St. Paul median income.**

**Actions:**

- Promote and fund housing projects that have an emphasis on long-term affordability
- Promote public/private partnerships to preserve affordable housing in the District; especially, the preservation of Sibley Manor
- If Sibley Manor or other large affordable housing complexes are redeveloped, ensure that at least 30% of the new units provided on site are affordable to residents making less than the St. Paul median income
- Encourage mixed-income developments
- Encourage developments to offer both renter and owner options

<b>Housing Implementation</b>				
<b>Goal 1: Maintain a high quality of existing single- and multi-family housing units.</b>				
<b>Strategy 1: Preserve character by applying desirable and sensible land use and urban design techniques and strategies.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Enforce Building Codes as stipulated in the City's Comprehensive Plan	High	Ongoing	NHPI LIEP	
Ensure that the zoning in commercial areas allows for mixed-use development	High	2 years	PED	
Limit expansion of commercial areas into residential neighborhoods	High	Ongoing	PED	
<b>Strategy 2: Identify and rehabilitate deteriorating properties.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Establish an identification and referral process for potential properties in need rehabilitation	Medium	Ongoing	HDC NHPI	
Work with the City to identify and allocate available city-based rehabilitation funds	Medium	Ongoing	NHPI	
<b>Strategy 3: Improve management and maintenance of rental properties where appropriate.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Identify rental properties where landlords are not properly managing their developments	Low	2 years	HDC NHPI	
Offer landlord training for management and maintenance of properties	Low	2 years	NHPI	
<b>Goal 2: Maintain the existing character of the neighborhood.</b>				
<b>Strategy 1: Preserve current density levels in non-commercial areas of the District.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Ensure that any redevelopment of the St. Gregory's site--or any future redevelopment in residential areas--is compatible with the character of the surrounding neighborhood	High	2-5 years	HDC PED	

## Housing Implementation

### Goal 3: Expand housing options for changing demographics including starter homes, empty-nester housing and additional affordable housing options.

#### Strategy 1: Identify current and future vacant lots and other redevelopment sites for housing.

Action	Priority	Time Frame	Implementer	Comments
Identify current and future vacant lots and other redevelopment sites for housing	Low	2 years	PED	

#### Strategy 2: Preserve and increase the housing options in the District for people making below the St. Paul median income.

Action	Priority	Time Frame	Implementer	Comments
Promote and fund housing projects that have an emphasis on long-term affordability	Medium	Ongoing	HDC PED	
Promote public/private partnerships to preserve affordable housing in the District; especially, the preservation of Sibley Manor	Medium	Ongoing	HDC PED	
If Sibley Manor or other large affordable housing complexes are redeveloped, ensure that at least 30% of the new units provided on site are affordable to residents making below the St. Paul median income	Medium	Ongoing	HDC PED	
Encourage mixed-income developments	Medium	Ongoing	HDC PED	
Encourage developments to offer both renter and owner options	Medium	Ongoing	HDC PED	

Notes: Neighborhood Housing and Property Improvement (NHPI), License, Inspection and Environmental Protection (LIEP), Planning and Economic Development (PED) and Highland District Council (HDC).

## Urban Design

*Vision: Highland Park provides an attractive urban environment to live, work and play.*

### Background

Highland Park has desirable residential and commercial character. This character is derived from the scale and architecture of buildings and the spatial organization of buildings, neighborhoods, and land uses. The neighborhood's character creates distinct shopping corridors, a variety of housing types, and a place that people want to live. However, in recent years, there has been some housing and residential reconstruction that surrounding residents feel does not fit with the character of the neighborhood. The District recognizes that change is inevitable and values reinvestments, but it also values its stability and its current diversity of land use, building types, and housing types.

Most of Highland Park “works” in part because there are appropriate transitions between residential and commercial uses, a lack of obtrusive signage and billboards, and generally buildings that fit into the surroundings. The District, however, is threatened by the potential for more big-box retail development and more oversized homes on small lots.

The ideal future character of Highland will include most of what has made it a successful neighborhood—commercial districts with small businesses that are oriented to the street and inviting to the eye and residential areas that have appropriately designed housing stock. This vision does not include big-box retail with too-large parking lots or oversized houses on very small lots. Architectural styling will be diverse but not

audacious, signs will be visible but not obtrusive, and parking will be available but not overly visible from the street.

## Goals, Strategies, and Actions

### Goal 1: Maintain the residential character of the District.

#### Strategy 1: Provide design standards for residential reconstruction.

##### Actions:

- Implement architectural design standards to ensure compatibility with adjacent houses in scale, form and architectural design

#### Strategy 2: Support reinvestment in the existing housing stock.

##### Actions:

- Promote home rehab programs

### Goal 2: Maintain the commercial character of the District.

#### Strategy 1: Regulate the size, location, and design of parking facilities.

##### Actions:

- Define the maximum amount of off-street parking as well as the minimum amount
- Require off-street parking areas to be located to the side or rear of buildings
- Require extensive landscaping or buffering between off-street parking areas and the street
- Take advantage of shared parking agreements wherever possible
- Maintain high-level architectural design standards for parking ramps

**Strategy 2: Regulate the scale, location and design of commercial buildings.**

**Actions:**

- Rezone most of the commercial areas in Highland to TN-2 or TN-3 to ensure that street-side setbacks are limited, buildings are oriented to the street and design standards are required

**Goal 3: Limit visually obtrusive signs and billboards.**

**Strategy 1: Enforce a strict sign code.**

**Actions:**

- Enforce the City’s updated sign code to limit billboards and ensure attractive signage

**Goal 4: Improve the natural elements of the urban environment.**

**Strategy 1: Increase streetscaping and street trees.**

**Actions:**

- Encourage streetscaping assessment programs in commercial districts
- Ensure that commercial streetscaping is well maintained
- Increase the number of street trees

- Work with the City to replace trees that are lost due to age, damage, disease, etc.

**Goal 5: Protect historic resources in the District.**

**Strategy 1: Identify and preserve historic resources.**

**Actions:**

- Create an inventory of architecturally significant and historic buildings in the District
- Encourage further designation of identified properties on state and national historic preservation registrars
- Expand the accessibility of historic resources where possible
- Oppose demolition or major alterations to historic buildings
- Preserve Highland Theater as historic resource

**Goal 6: Limit the visual impacts of infrastructure.**

**Strategy 1: Limit the visual impact of power lines.**

**Actions:**

- Encourage buried power lines in all new developments
- Bury existing power lines wherever possible

<b>Urban Design Implementation</b>				
<b>Goal 1: Maintain the residential character of the District.</b>				
<b>Strategy 1: Provide design standards for residential reconstruction.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Implement architectural design standards to ensure compatibility with adjacent houses in scale, form and architectural design	Medium	2 years	PED LIEP	
<b>Strategy 2: Support reinvestment in the existing housing stock.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Promote home rehab programs	Medium	2 years	HDC	
<b>Goal 2: Maintain the commercial character of the District.</b>				
<b>Strategy 1: Regulate the size, location, and design of parking facilities.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Define the maximum amount of off-street parking as well as the minimum amount	High	1 year	PED	
Require off-street parking areas to be located to the side or rear of buildings	High	Ongoing	PED	
Require extensive landscaping or buffering between off-street parking areas and the street	High	Ongoing	PED	
Take advantage of shared parking agreements wherever possible	High	Ongoing	PED	
Maintain high-level architectural standards for parking ramps	High	Ongoing	PED	
<b>Strategy 2: Regulate the scale, location and design of commercial buildings.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Rezone most of the commercial areas in Highland to TN-2 or TN-3 to ensure that street-side setbacks are limited, buildings are oriented to the street and design standards are required	High	1-2 years	PED	
<b>Goal 3: Limit visually obtrusive signs and billboards.</b>				
<b>Strategy 1: Enforce a strict sign code.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Enforce the City's updated sign code to limit billboards and ensure attractive signage	High	2-5 years	PED	

## Urban Design Implementation

### Goal 4: Improve the natural elements of the urban environment.

#### Strategy 1: Increase streetscaping and street trees.

Action	Priority	Time Frame	Implementer	Comments
Encourage streetscaping assessment programs in commercial districts	High	1-2 years	HDC Business Associations	
Ensure that commercial streetscaping is well maintained	High	Ongoing	HDC Business Associations	
Increase the number of street trees	Medium	2-5 years	PR/Forestry	
Work with the City to replace trees that are lost due to age, damage, disease, etc.	High	Ongoing	PR Forestry	

### Goal 5: Protect historic resources in the District.

#### Strategy 1: Identify and preserve historic resources.

Action	Priority	Time Frame	Implementer	Comments
Create an inventory of historic buildings in the District	Low	2 years	HDC	
Encourage further designation of identified properties on state and national historic preservation registrars	Low	Ongoing	HDC	
Expand the accessibility of historic resources where possible	Low	2-5 years	HDC City	
Oppose demolition or major alterations to historic buildings	High	Ongoing	HDC City/PED	
Preserve Highland Theater as historic resource	High	Ongoing	HDC HBA	

### Goal 6: Limit the visual impacts of infrastructure.

#### Strategy 1: Limit the visual impact of power lines.

Action	Priority	Time Frame	Implementer	Comments
Encourage buried power lines in all new developments	High	Ongoing	HDC	
Bury existing power lines wherever possible	High	Ongoing	PW	

Notes: Planning and Economic Development (PED), Parks and Rec (PR), Public Works (PW), Highland Business Association (HBA) and Highland District Council (HDC).

## Transportation

*Vision: Travel in and through Highland Park is safe and efficient for all modes including walking, bicycling, transit and driving.*

### Background

The auto traveler has adequate parking in most locations and close proximity to two major interstate highways—35-E and 494. Two major transit corridors serve the transit rider: West 7<sup>th</sup> Street and the Snelling/Ford Parkway corridor (see Figure 19). Bicyclists can find many on- and off-street paths, primarily through the picturesque Mississippi River Road, stretching into downtown Saint Paul and northwest into Minneapolis.

Highland is a fully developed urban neighborhood. Transportation in and through the District serves not only residents, but also travelers moving towards the many destinations in close proximity to Highland including two downtowns, the Airport, and the regional freeway system. This proximity is a boon for the neighborhood. It maintains a quaint, safe neighborhood feel while being extremely close to the major destinations of the Twin Cities. However, this proximity can also present problems.

The speed of through traffic on corridors including West 7<sup>th</sup> Street, Snelling Avenue, Cretin Avenue, Randolph Avenue and even the River Road can undermine the safety and desirability that the neighborhood wishes to maintain. Redevelopment along West 7<sup>th</sup> Street in particular could change the perception of the space as a traveler moves from the limited-access freeway (Highway 55 to the West) into the neighborhood street. Improvements could include pavement treatments, the visual narrowing of streets, including on-street parking,

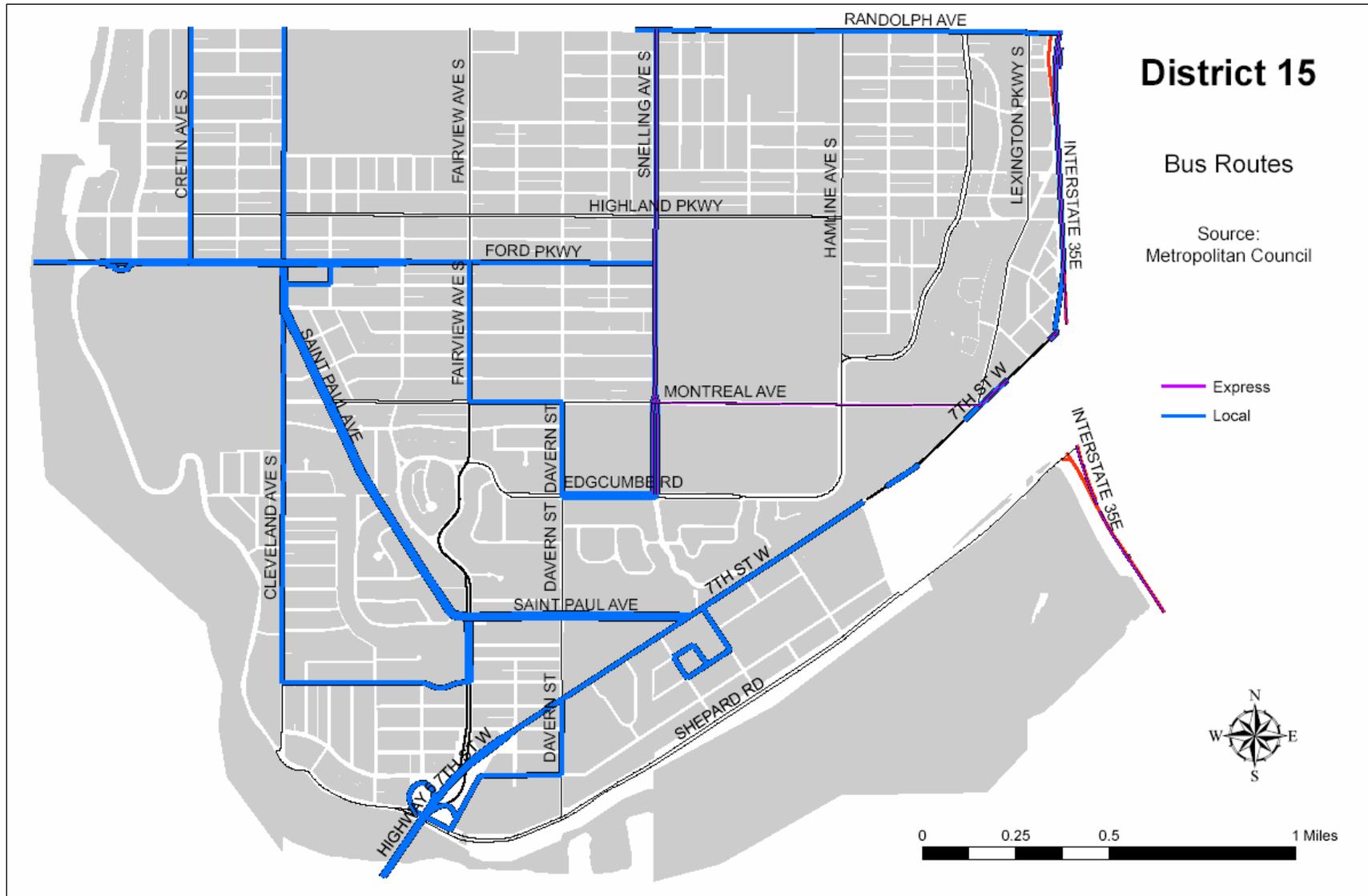
landscaping and building design, and standardized and well-enforced speed limits along all of West 7<sup>th</sup> Street into Downtown St. Paul.

Transit and bicycle improvements should be consistent with the Saint Paul Transportation Plan, with the important exception of new bicycle lanes along the Mississippi River Road. Additionally, well-designed and efficient transit improvements are necessary for vibrant, pedestrian-oriented commercial areas in Highland.

Highland Park must ensure that its street design promotes safety and efficiency for all forms of transportation including walking, bicycling and driving. In commercial areas in particular, the safety and comfort of the pedestrian must be considered primarily during any redevelopment efforts. Maintaining and enhancing the walkability of commercial areas is critical to keeping a character consistent with Highland's desire to have a human-scale residential neighborhood.

Road configuration and maintenance is also critical to a safe neighborhood transportation system. As such, several problem intersections—West 7<sup>th</sup> Street/Montreal/Lexington and St. Paul/Cleveland—should be redesigned to prevent further accidents. Improvements should also be made to the condition of alleys and the Edgecumbe/Hamline Bridge should be rebuilt.

Figure 19: Transportation Map



## **Goals, Strategies and Actions**

**Goal 1: Improve pedestrian safety throughout the District, with particular focus on West 7<sup>th</sup> Street crossings and Highland Village.**

**Strategy 1: Reduce automobile traffic speed in commercial districts and residential streets and alleys.**

**Actions:**

- In coordination with the City of St. Paul, identify areas of particularly high speeds and make appropriate adjustments
- Add on-street parking to West 7<sup>th</sup> Street if possible
- During street redevelopment, add transitional pavement treatments to help encourage drivers to slow down
- Enforce posted traffic speeds
- During periods of redevelopment, use traffic-calming street designs as outlined in the City's Transportation Plan to improve pedestrian safety and slow traffic speeds
- Redesign the Ford Bridge underpass to improve pedestrian and bicycle safety
- Protect the Mississippi River Road from transportation changes that would increase motor vehicle traffic or in anyway adversely impact the River Road's recreational value
- Protect the District from transportation changes that will create new or larger arterial roads, which increase traffic and divide the community

**Strategy 2: Redesign unsafe intersections to increase pedestrian safety.**

**Actions:**

- Redesign the Lexington/West 7<sup>th</sup>/Montreal intersection
- Redesign the intersection of St. Paul/Cleveland
- Install count-down pedestrian crossings at major intersections, including West 7<sup>th</sup> Street and Davern
- Install a semaphore at the intersection of Shepard and Davern
- Install a left-turn signal with the semaphore at the West 7<sup>th</sup> Street and Davern Intersection

**Goal 2: Create a “park once and walk” atmosphere in Highland Village and the West 7<sup>th</sup> Street area.**

**Strategy 1: Encourage better use of available parking.**

**Actions:**

- Identify lots or areas suitable for shared parking agreements
- Reduce requirements for off-street parking in coordination with increased walkability and transit accessibility as consistent with TN Zoning
- Encourage the use of parking ramps to alleviate parking problems

**Strategy 2: Use urban design methods to create a pedestrian-friendly environment.**

**Actions:**

- Implement design standards for parking and building design consistent with TN Zoning
- Plant street trees and shrubs where appropriate, with a particular focus on streets in commercial areas
- Ensure that all streets in Highland have a sidewalk on at least one side of the street
- Ensure that all streets have adequate lighting

**Goal 3: Improve bicycle facilities in the district.**

**Strategy 1: Incorporate new bicycle routes.**

**Actions:**

- With the exception of new lanes along Mississippi River Road, encourage the City to follow through on the construction of bicycle routes as outlined in the City of St. Paul Transportation and Parks and Recreation sections of the comprehensive plan

**Strategy 2: Add amenities that encourage ridership.**

**Actions:**

- Add bike racks in commercial districts and key recreation/destination areas
- Improve signage along bike routes and paths

**Goal 4: Expand transit access and service.**

**Strategy 1: Improve transit services.**

**Actions:**

- Encourage MetroTransit to follow through on the enhancement of transit service as identified in the Transportation Plan
- Develop more north-south transit options within the neighborhood

**Strategy 2: Improve transit access.**

**Actions:**

- Increase the number of bus shelters along all bus routes

- Add route maps and appropriate signage at bus stops

**Goal 5: Make facility upgrades where needed.**

**Actions:**

- Work with the City to improve and maintain all alley roadbeds in Highland
- Prioritize resources and work with the City to rebuild the Edgecumbe/Hamline Bridge
- Ensure that all streets in Highland have a well-maintained sidewalk on at least one side of the street

**Goal 6: Provide alternatives to automobile ownership.**

**Actions:**

- Support creative alternatives to automobile ownership, such as the Neighborhood Energy Consortium's "hOurCar" car-sharing program
- Encourage MetroTransit to expand bus routes and increase the frequency of bus service
- With the exception of new lanes along Mississippi River Road, encourage the City to construct new bicycle routes as outlined in the comprehensive plan
- Promote mixed-use and pedestrian-friendly development in Highland Village and the West 7th Street Area

<b>Transportation Implementation</b>				
<b>Goal 1: Increase pedestrian safety throughout the District, with particular focus on West 7th Street crossings and Highland Village.</b>				
<b>Strategy 1: Reduce automobile traffic speed in commercial districts and residential streets and alleys.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
In coordination with the City of St. Paul, identify areas of particularly high speeds	Medium	1 year	HDC PW	
Add on-street parking on West 7th Street if possible	Low	5-10 years	PED PW	
During street redevelopment, add transitional pavement treatments to help encourage drivers to slow down	Low	Ongoing	PW	
Encourage enforcement of traffic speed laws	High	Ongoing	Police Department	
During redevelopment, use traffic-calming street designs as outlined in the City's Transportation Plan to improve pedestrian safety and slow traffic speeds	High	Ongoing	PW	
Redesign the Ford Bridge underpass to improve pedestrian and bicycle safety	Medium	2 years	PW PED	
Protect the Mississippi River Blvd from transportation changes that would increase motor vehicle traffic or in anyway adversely impact the River Road's recreational value	High	Ongoing	PW PED PR	
Protect the District from transportation changes that will create new or larger arterial roads	High	Ongoing	PW	
<b>Strategy 2: Redesign unsafe intersections to increase pedestrian safety.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Redesign the Lexington/West 7th/Montreal intersection	High	2 years	PW	
Redesign the intersection of St. Paul/Cleveland	High	2 years	PW	
Install count-down pedestrian crossings at major intersections, including West 7th Street and	High	2 years	PW	
Install a semaphore at the intersection of Shepard and Davern	High	1 year	PW	
Install a left-turn signal with the semaphore at the West 7th Street and Davern Intersection	High	1 year	PW	

<b>Transportation Implementation</b>				
<b>Goal 2: Create a “park once and walk” atmosphere in Highland Village and the West 7th Street area.</b>				
<b>Strategy 1: Encourage better use of available parking.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Identify lots or areas suitable for shared parking agreements	Low	1 year	PED	
Reduce requirements for off-street parking in coordination with increased walkability and transit accessibility as consistent with TN Zoning	Low	Ongoing	PED	
Encourage the use of parking ramps to alleviate parking problems	Low	Ongoing	PED	
<b>Strategy 2: Use urban design methods to create a pedestrian-friendly environment.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Plant street trees and shrubs where appropriate, with a particular focus on streets in commercial areas	Medium	5 years	PR Forestry	
Implement design standards for parking and building design consistent with TN Zoning	High	Ongoing	PED	
Ensure that all streets have a sidewalk on at least one side	High	2 years	PW	
Ensure that all streets have adequate lighting	High	2 years	PW	
<b>Goal 3: Improve bicycle facilities in the district.</b>				
<b>Strategy 1: Incorporate new bicycle routes.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
With the exception of new lanes along Mississippi River Road, encourage the City to follow through on the construction of bicycle routes as outlined in the City of St. Paul Transportation and Parks and Recreation sections of the comprehensive plan	Medium	2 years	PW PR PED	
<b>Strategy 2: Add amenities that encourage ridership.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Add additional bike racks in commercial districts and key recreation/destination areas	Low	2 years	PW	
Improve signage along bike routes and paths	Medium	1-3 years	PR/PW	

<b>Transportation Implementation</b>				
<b>Goal 4: Expand transit access and service.</b>				
<b>Strategy 1: Improve transit services.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Encourage MetroTransit to follow through on the enhancement of transit service as identified in the Transportation Plan	Medium	5-10 years	HDC MetroTransit	
Develop more north-south transit options with the neighborhood	Medium	2-5 years	MetroTransit	
<b>Strategy 2: Improve transit access.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Increase the number of bus shelters	Low	2 years	City of Saint Paul	
Add route maps and appropriate signage at bus stops	Low	2 years	MetroTransit	
<b>Goal 5: Make facility upgrades where needed.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Work with the City to improve and maintain all alley roadbeds in Highland	Medium	2-5 years	PW	
Prioritize resources and work with the City to rebuild the Edgecumbe/Hamline Bridge	High	1-2 years	PW CIB Board	
Ensure that all streets in Highland have a well-maintained sidewalk on at least one side of the street	Medium	2-5 years	PW	
<b>Goal 6: Provide alternatives to automobile ownership.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Support creative alternatives to automobile ownership, such as the Neighborhood Energy Consortium's "hOurCar" car-sharing program	Low	Ongoing	HDC	
Encourage MetroTransit to expand bus routes and increase the frequency of bus service	Medium	Ongoing	HDC	
With the exception of new lanes along Mississippi River Road, encourage the City to construct new bicycle routes as outlined in the comprehensive plan	Medium	2 years	PW PR PED	
Promote mixed-use and pedestrian-friendly development in Highland Village and the West 7th Street Area	High	Ongoing	PED HDC	
Notes: Planning and Economic Development (PED), Public Works (PW), Parks and Rec (PR) and Highland District Council (HDC)				

## **Parks and Recreation**

*Vision: Highland Park protects its natural resources, views, parks and recreational opportunities to ensure high quality of life.*

### **Background**

Parks and Recreation contribute significantly to the health, quality of life and sense of community in Highland Park. They also serve to maintain continued neighborhood stability and vitality. The District is fortunate to have the scenic Mississippi River on its borders, and several notable parks as natural assets (see Figure 20). There are also a variety of recreational facilities and opportunities available to children and adults of the community year round. It is a priority in Highland to maintain safe and accessible parks and recreation facilities and programs for the health of all its residents.

The stretch of the Mississippi that flows through Highland is part of a city and regional park system, a state-designated critical area and the federally-designated Mississippi National River Recreation Area (MNRRA). As such, it is vital to maintain public access to its resources and beauty, and to prioritize its preservation. The Watergate Marina plays an important role in providing access to the River, but steps must be taken to ensure that the Marina continues to function without jeopardizing the natural environment of the area.

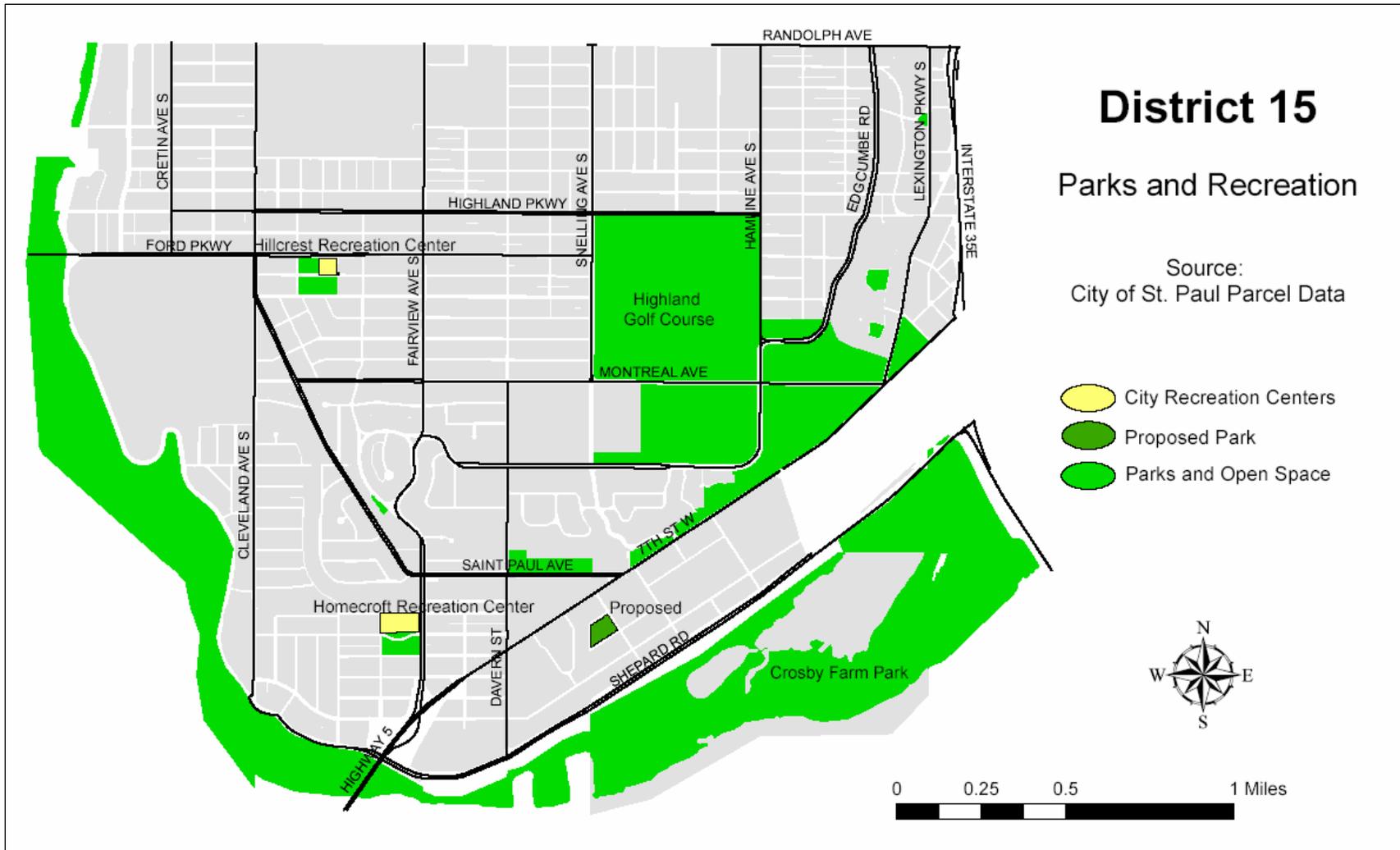
The Highland District has two recreational centers, Hillcrest and Homecroft. Hillcrest is fully operational, but Capital Improvement funds should be allocated for a badly needed expansion of Homecroft. These recreation centers are well-used and well-loved by residents, and as Highland's population grows it will need additional facilities. The West 7<sup>th</sup> Street

Area is of primary importance for an additional facility because the new developments there will bring additional residents to the area.

The Highland District is defined by four landmark parks of significant size: Crosby Farm Park, Highland Park, Hidden Falls, and Highland National Golf Course. These distinctive parks serve the varied needs of the community and provide a strong sense of identity. They draw a diverse group of visitors from the greater Twin Cities area as well. It is important to the residents of Highland to protect these resources.

Highland Library has been located in the Hillcrest Community Center since 1996. It serves more patrons than any other library in St. Paul with the exception of the downtown facility. It is important to the Highland community to maintain high quality library services, and provide the most up-to-date technology. As need grows, a satellite library site in the West 7<sup>th</sup> Street Area should be considered.

Figure 20: Parks and Recreation Map



## Goals, Strategies and Actions

**Goal 1: Maintain and expand recreational facilities to meet the needs of Highland residents.**

**Strategy 1: Accommodate the shift in demographics and growing population in Highland to promote health and access for all age and cultural groups with appropriate programming.**

**Actions:**

- Prioritize resources for the expansion of services at Homecroft as a full Community Recreational Center including enlarging its meeting and play spaces
- Prioritize resources for park and recreational services and facilities in the West 7th Street Area including a park adjacent to Sibley Manor and a new recreation center to serve the large population of children
- Create public/private collaborations to support best recreational programming as stated in the St. Paul Parks and Recreation Plan
- Fund additional hours of operation at Recreational Centers
- Develop creative funding strategies for future expansion with joint-use agreements with the City of St. Paul
- Support opportunities for the public to comment on potential park and recreation changes

**Strategy 2: Ensure access to outdoor recreation.**

**Actions:**

- Maintain sports fields and ice rinks
- Maintain continued community use of the Ford Little League Baseball Fields
- Maintain and support continued and future cooperative relationships with private institutions to

share open space (such as Talmud Torah and Cretin-Derham Hall)

- Support non-profit organizations that promote recreational opportunities for youth (such as Highland-Groveland Recreational Association and Circus Juventus)
- Identify areas suitable for a skate park
- Ensure safe pedestrian and bicycle access to parks

**Goal 2: Protect existing natural resources and park amenities.**

**Strategy 1: Preserve and utilize available resources throughout district for recreation.**

**Actions:**

- Map available land in Highland to determine available and future green and open space opportunities for acquisition, conservation and public access to the Mississippi River
- Maximize connectivity between parks and open space through the use of bicycle and pedestrian trails in Highland and with adjacent districts

**Strategy 2: Maximize the Mississippi River as an amenity.**

**Actions:**

- Protect views and vistas to and from the Mississippi River while protecting environmentally sensitive areas
- Set limits on building heights and setback encroachment in areas that would obstruct views and access to the river
- Improve pedestrian facilities along Mississippi River Road
- Protect and improve water quality in the Mississippi River

- With the exception of the River Road, examine the possibilities for additional bike lanes in Highland as proposed in the St. Paul Parks and Recreation Plan
- Identify and support opportunities to increase fair and equal public access to the River
- Allow only recreational uses that are compatible with the natural functions and values of the Mississippi River and its floodplain
- Develop educational programs about the natural and historical river

**Strategy 3: Preserve natural environment and habitat.**

**Actions:**

- Map sensitive natural areas to ensure preservation and protection for the future
- Improve management of natural resources
- Meet user needs for support facilities such as signage, drinking water, restrooms and bike racks
- Promote the natural values of the River corridor that support the presence and behaviors of wildlife throughout the year

**Strategy 4: Maintain current character of parks.**

**Actions:**

- Prohibit dog parks, ATV/OHV usage, off-road bicycles and other incompatible activities in natural areas
- Continue to follow the deer management plan
- Upgrade the historic Highland Golf Course Club House as a multi-use facility that can be rented by the public for events
- Work with City of St. Paul to develop a plan to maintain and manage McDonough Park<sup>5</sup>

- Encourage the re-introduction of native vegetation and discourage the planting of non-native species, especially in parks adjacent to the Mississippi River

**Strategy 5: Participate in the development and implementation of a framework for guiding the management and development of the Watergate Marina.**

**Actions:**

- Develop and maintain a strategic management plan to integrate the values and rules of Crosby Farm Park into the operations of the Marina
- Collaborate with the City of St. Paul Division of Parks and Recreation, the marina management company and the Highland District Council to implement, update and enforce the plan
- Identify strategies to leverage funding to implement the marina plan and protect and restore the natural resources of the park

**Goal 3: Expand library services in Highland.**

**Strategy 1: Maintain a high quality of library services to all Highland residents including Internet access, a diverse selection of books and a wide range of hours of operation.**

**Actions:**

- Prioritize funding for additional library services as demand increases
- Prioritize resources for a new library in the West 7<sup>th</sup> Street Area
- Prioritize resources for expansion of the Highland library

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<sup>5</sup> Located at the corner of St. Paul Avenue and Davern Street.

<b>Parks and Recreation Implementation</b>				
<b>Goal 1: Maintain and expand recreational facilities to meet the needs of Highland residents.</b>				
<b>Strategy 1: Accommodate the shift in demographics and the growing population in Highland to promote health and access for all ages and cultural groups with appropriate programming.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Prioritize resources for the expansion of services at Homecroft as a full Community Recreation Center including meeting area and play spaces	High	1 year	PR CIB Board	
Prioritize resources for park and recreational services and facilities in the West 7th Street Area including a park adjacent to Sibley Manor and a new recreation center to serve the large population of children	High	2 years	PR CIB Board	
Create public/private collaborations to support best recreational programming as stated in the St. Paul Parks and Recreational Plan	Medium	Ongoing	HDC	
Fund additional hours of operation at Rec Centers	Medium	0-3 years	PED	
Develop creative funding strategies for future expansion with joint-use agreements with the City of St. Paul	Low	0-3 years	PED	
Support opportunities for the public to comment on potential park and recreation changes	High	Ongoing	PR HDC	
<b>Strategy 2: Ensure access to outdoor recreation.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Maintain sports fields and ice rinks	High	Ongoing	PR	
Maintain and support continued and future cooperative relationships with private institutions to share open space (such as Talmud Torah and Cretin-Derham Hall)	Medium	Ongoing	HDC HGRA	
Maintain continued community use of the Ford Little League Baseball Fields	High	Ongoing	HDC	
Identify areas suitable for a skate park	Low	0-3 years	PR	
Support non-profit organizations that promote recreational opportunities for youth (such as Highland-Groveland Rec. Association)	Medium	Ongoing	HDC HGRA	
Ensure safe pedestrian and bicycle access to parks	High	Ongoing	PR Public Works	

<b>Parks and Recreation Implementation</b>				
<b>Goal 2: Protect existing natural resources and park amenities.</b>				
<b>Strategy 1: Preserve and utilize available resources throughout the district for recreation</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Map available land in Highland to determine available green and open space opportunities for acquisition and conservation	Medium	0-3 years	PR	
Maximize connectivity between parks and open space through the use of bicycle and pedestrian trails in Highland and with adjacent districts	Medium	0-3 years	PR	
<b>Strategy 2: Maximize the Mississippi River as an amenity.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Protect views and vistas to and from the Mississippi River while protecting environmentally sensitive areas	High	Ongoing	PR PED	
Set limits on building heights and setback encroachment in areas that would obstruct views and access to the river	High	Ongoing	PED LIEP	
Improve pedestrian facilities along Mississippi River Road	Medium	0-3 years	PR PW	
With the exception of the River Road, examine the possibilities for additional bike lanes in Highland as proposed in the St. Paul Parks and Recreation Plan	Low	3 years	PR PW	
Identify and support opportunities to increase fair and public access to the Mississippi	Medium	Ongoing	HDC	
Allow only recreational uses that are compatible with the natural functions and values of Mississippi River and its floodplain	High	Ongoing	DNR	
Develop educational programs about the natural and historical river	Medium	0-3 years	DNR	
Protect and improve water quality in the Mississippi River	High	Ongoing	DNR	

## Parks and Recreation Implementation

### Goal 2: Protect existing natural resources and park amenities.

#### Strategy 3: Preserve natural environment and habitat.

Action	Priority	Time Frame	Implementer	Comments
Map sensitive natural areas to ensure preservation and protection for the future	High	0-3 years	PR	
Improve management of natural resources	High	0-3 years	DNR	
Meet user needs for support facilities such as signage, drinking water, restrooms and bike racks	Medium	0-6 years	PW PR	
Promote the natural values of the River corridor that support the presence and behaviors of wildlife throughout the year	High	Ongoing	DNR	

#### Strategy 4: Maintain current character of parks.

Action	Priority	Time Frame	Implementer	Comments
Prohibit dog parks in natural areas	Medium	Ongoing	HDC	
Continue to follow deer management plan	Medium	Ongoing	DNR	
Prohibit incompatible activities in natural areas such as ATV/OHV and off-road vehicles	High	0-3 years	PR	
Upgrade the historic Highland Golf Course clubhouse as a multi-use facility that can be rented by the public for events	Low	0-3 years	PR	
Develop a plan to manage and maintain McDonough Park	High	0-3 years	PR	
Encourage the re-introduction of native vegetation and discourage the planting of non-native species, especially in parks adjacent to the Mississippi River	High	Ongoing	PR	

## Parks and Recreation Implementation

### Goal 2: Protect existing natural resources and park amenities.

#### Strategy 5: Participate in the development and implementation of a framework for guiding the management and development of Watergate Marina.

Action	Priority	Time Frame	Implementer	Comments
Develop and maintain a strategic management plan to integrate the values and rules of Crosby Farm Park into the operations of the marina	High	Immediate	HDC PR Marina Management Comp	
Collaborate with the City of St. Paul Division of Parks and Recreation, the marina management company and the Highland District Council to implement, update and enforce plan	High	Ongoing	PR HDC	
Identify strategies to leverage funding to implement the plan and protect and restore the natural resources of the park	Medium	0-3 years	HDC	

### Goal 3: Expand library services in Highland

#### Strategy 1. Maintain a high quality of library services to all Highland residents including internet access, a diverse selection of books and a wide range of hours of operation.

Action	Priority	Time Frame	Implementer	Comments
Prioritize funding for additional library services as demand increases with the growing population	Medium	0-3 years	HDC	
Prioritize resources for a new library in the West 7th Street area	Medium	0-3 years	CIB	
Prioritize resources for expansion of the Highland Library	High	0-3 years	CIB Board HDC	

Notes: Planning and Economic Development (PED), Parks and Rec (PR), Highland District Council (HDC) and Highland Groveland Recreation Association (HGRA).

## Environment

***Vision:** Highland Park has environmentally-friendly practices, which promote sustainability, conservation and protection of natural resources, and continuously engages in attempts to mitigate the negative impacts of human use on the environment.*

### Background

Highland Park offers many natural amenities to its residents. The Mississippi River corridor—a state and federally protected area—offers both recreational and aesthetic amenities that are hard to find in other areas in the Twin Cities. The bluffs adjacent to the River create stunning vistas and the riverside parks are some of the most natural and secluded in the Twin Cities. Preservation of the River corridor is a high priority for the District.

Highland must maintain and expand programs to help preserve the River and reduce other negative impacts on the environment. St. Paul’s weekly recycling pick-up offers a step in a more sustainable direction, but much more needs to be done to educate residents about conserving energy and reducing pollution. An issue of particular importance in Highland Park is surface water runoff due to the area’s unusually high water table. As redevelopment or renovation occurs, steps should be taken to reduce impervious surface or improve the potential of infiltration zones (through rain gardens, water retention ponds, etc.). With the proximity of the Minneapolis-St. Paul International Airport, noise pollution is also a concern.

Highland hopes to become a more eco-friendly neighborhood by better connecting its residents and businesses to the myriad

of environmental programs available in St. Paul. In addition to fully utilizing existing programs, the District encourages “green” building techniques, alternative energy sources, reducing automobile travel and preserving open space.

## Goals, Strategies and Actions

**Goal 1: Reduce environmental hazards and practices that pollute water resources.**

**Strategy 1: Reduce the amount of lead-based paint products and water pipes used in District’s housing and other structures.**

**Actions:**

- Identify structures in the District that are at risk for lead-based paint and lead pipes
- Create a program to help remove and replace identified lead pipes
- Mitigate the negative effects of lead-based paint through rehabilitation and repainting

**Strategy 2: Reduce the risks from other household-related chemicals.**

**Actions:**

- Educate residents about identifying and correctly disposing of hazardous materials such as paints, pesticides, batteries, etc.
- Promote community cleanup events that minimize illegal dumping, encourage reuse and correctly dispose of a variety of materials

**Strategy 3: Reduce runoff from impervious services.**

**Actions:**

- Educate residents on environmental issues through neighborhood-sponsored activities and programs

- Identify areas of increased stormwater runoff and help alleviate its effects
- Encourage the implementation of stormwater best management practices such as rain gardens and infiltration zones
- Integrate stormwater best management practices into every possible new development, renovation and redevelopment
- Collaborate with the City of St. Paul to develop creative funding strategies for upgrading infrastructure in the District

**Strategy 4: Reduce noise pollution and its negative impacts.**

**Actions:**

- Monitor the expansion of the Minneapolis-St. Paul International Airport and the effects of noise pollution in the District
- Encourage developers to implement cost-effective noise-reduction methods in cooperation with the Metropolitan Airport Commission
- Encourage Saint Paul representation on the Metropolitan Airport Commission Noise Board
- Educate residents on available noise-reduction methods
- Address noise pollution caused by commercial and household items such as leaf blowers, lawn mowers and snow blowers

**Goal 2: Promote conservation practices.**

**Strategy 1: Promote conservation of fuels and electricity.**

**Actions:**

- Encourage the use, expansion and access to transit options
- Encourage pedestrian-friendly areas in the District
- Encourage carpooling through support of programs such as Rideshare
- Support creative alternatives to automobile ownership, such as the Neighborhood Energy Consortium’s “hOurCar” car-sharing program
- Encourage bicycling
- Support city-wide efforts such as the Neighborhood Energy Consortium
- Educate residents about energy efficiency by offering community workshops
- Encourage residents to do energy audits
- Support programs and efforts of residents and businesses to explore alternative methods of energy usage and conservation

**Strategy 2: Expand recycling programs.**

**Actions:**

- Educate residents on the positive impacts of recycling
- Maintain weekly recycling pick-up
- Encourage businesses and households in District to utilize recycling programs
- Encourage the reduction in use of non-recyclable materials and products
- Encourage the use of recycled materials and products

**Strategy 3: Encourage sustainable technologies that conserve water and energy (“green” development) in future developments.**

**Actions:**

- Promote “green” development practices through the neighborhood review process

**Strategy 4: Encourage forestation and revegetation of public and private areas**

**Actions:**

- Replace trees that are lost due to disease, damage, etc.
- Encourage diverse plantings to mitigate the effects of disease
- Promote reforestation on boulevards and in median strips
- Educate residents about exotic and invasive species and making good choices for their landscaping
- Provide opportunities for residents to replace undesirable plantings with appropriate native and tolerant species
- Discourage clearcutting
- Plant only native species in natural areas
- Control exotic and invasive species

**Goal 3: Preserve and enhance environmental amenities in the District.**

**Strategy 1: Preserve the Mississippi River and its surrounding land.**

**Actions:**

- Restrict new development from extending past its current boundaries of Mississippi River Boulevard and Shepard Road
- Enforce the 40-foot building height limit in the Mississippi River Critical Area
- Preserve and protect natural resources and functions of the Mississippi River, its floodplain, and adjacent bluff

**Strategy 2: Expand the park system and provide more open space.**

**Actions:**

- Identify and secure areas for future parks
- Identify and secure areas to connect existing open spaces and parks
- Develop strategies to anticipate future opportunities to create new areas of open space and access to the Mississippi River such as along the railroad tracks from the Ford Plant

## Environment Implementation

### Goal 1: Reduce environmental hazards and practices that pollute water resources.

#### Strategy 1: Reduce the amount of lead-based paint products and water pipes used in District's housing and other structures.

Action	Priority	Time Frame	Implementer	Comments
Identify structures in the District that are at risk for lead-based paint and lead pipes	Medium	2-5 years	LIEP	
Create a program to help remove and replace identified lead pipes	Medium	2-5 years	LIEP	
Mitigate the negative effects of lead-based paint through rehabilitation and repainting	Medium	2-5 years	LIEP	

#### Strategy 2: Reduce the risks from other household-related chemicals.

Action	Priority	Time Frame	Implementer	Comments
Educate residents about identifying and correctly disposing of hazardous materials such as paints, pesticides, batteries, etc.	Medium	Ongoing	HDC	
Promote community cleanup events that minimize illegal dumping and encourage reuse	Medium	Ongoing	HDC	
Promote community cleanup events that educate residents on how to correctly dispose of materials	Medium	Ongoing	HDC	

#### Strategy 3: Reduce runoff from impervious services.

Action	Priority	Time Frame	Implementer	Comments
Educate residents on environmental issues through neighborhood-sponsored activities and programs	High	2-5 years	HDC	
Identify areas of increased stormwater runoff and help alleviate its effects	Medium	1-2 years	PED	
Encourage the implementation of stormwater best management practices such as rain gardens and infiltration zones	Medium	Ongoing	HDC	
Integrate stormwater best management practices into every possible new development, renovation and redevelopment	Medium	Ongoing	PED HDC	
Collaborate with the City of St. Paul to develop creative funding strategies for upgrading infrastructure in the District	Medium	Ongoing	PED	

<b>Environment Implementation</b>				
<b>Goal 1: Reduce environmental hazards and practices that pollute water resources.</b>				
<b>Strategy 4: Reduce noise pollution and its negative impacts.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Monitor the expansion of the Minneapolis-St. Paul International Airport and the effects of noise pollution in the District	High	2-5 years	PED	
Encourage developers to implement cost-effective noise-reduction methods in cooperation with the Metropolitan Airport Commission	High	Ongoing	PED MAC	
Encourage Saint Paul representation on the Metropolitan Airport Commission Noise Board	High	1 year	City Council Mayor	
Educate residents on available noise-reduction methods	Medium	Ongoing	HDC	
Address noise pollution caused by commercial and household items such as leaf blowers, lawn mowers and snow blowers	Low	Ongoing	HDC	
<b>Goal 2: Promote conservation practices.</b>				
<b>Strategy 1: Promote conservation of fuels and electricity.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Encourage the use, expansion and access to transit options	High	2-5 years	PED HDC	
Encourage pedestrian-friendly areas in the District	High	Ongoing	HDC	
Encourage carpooling through support of programs such as Rideshare	Low	Ongoing	HDC	
Support creative alternatives to automobile ownership, such as the Neighborhood Energy Consortium's "hOurCar" car-sharing program	Low	Ongoing	HDC	
Encourage bicycling	Medium	Ongoing	HDC	
Support city-wide efforts such as the Neighborhood Energy Consortium	Medium	2-5 years	HDC	
Educate residents about energy efficiency by offering community workshops	Low	Ongoing	HDC	
Encourage residents to do energy audits	Low	Ongoing	HDC	
Support programs and efforts of residents and businesses to explore alternative methods of energy usage and conservation	Low	Ongoing	HDC	

<b>Environment Implementation</b>				
<b>Goal 2: Promote conservation practices.</b>				
<b>Strategy 2: Expand recycling programs.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Educate residents on the positive impacts of recycling	Low	Ongoing	HDC	
Maintain weekly recycling pick-up	High	Ongoing	Public Works	
Encourage businesses and households in District to utilize recycling programs	Medium	Ongoing	HDC	
Encourage the reduction in use of non-recyclable materials and products	Medium	Ongoing	HDC	
Encourage the use of recycled materials and products	Medium	Ongoing	HDC	
<b>Strategy 3: Encourage sustainable technologies that conserve water and energy (“green” development) in future developments.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Promote “green” development practices through the neighborhood review process	Medium	Ongoing	HDC PED	
<b>Strategy 4: Encourage forestation and revegetation of public and private areas.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Replace trees that are lost due to disease, damage, etc.	High	Ongoing	PR Forestry	
Encourage diverse plantings to mitigate the effects of disease	Medium	Ongoing	HDC	
Promote reforestation on boulevards and in median strips	High	Ongoing	PR Forestry	
Educate residents about exotic and invasive species and making good choices for their landscaping	Low	2-5 years	HDC	
Provide opportunities for residents to replace undesirable plantings with appropriate native and tolerant species	Low	Ongoing	HDC	
Discourage clearcutting	Low	Ongoing	HDC/PED	
Plant only native species in natural areas	High	Ongoing	HDC/PED	
Control exotic and invasive species	High	Ongoing	HDC/LIEP	

<b>Environment Implementation</b>				
<b>Goal 3: Preserve and enhance environmental amenities in the District.</b>				
<b>Strategy 1: Preserve the Mississippi River and its surrounding land.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Restrict new development from extending past its current boundaries of Mississippi River Boulevard and Shepard Road	High	2-5 years	PED	
Enforce the 40-foot building height limit in the Mississippi River Critical Area	High	Ongoing	PED	
Preserve and protect natural resources and functions of the Mississippi River, its floodplain and adjacent bluff	High	Ongoing	PED LIEP	
<b>Strategy 2: Expand the park system and provide more open space.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Identify and secure areas for future parks	Medium	5-10 years	PED	
Identify and secure areas to connect existing open spaces and parks	Medium	5-10 years	PED	
Develop strategies to anticipate future opportunities to create new areas of open space and access to the Mississippi River	Medium	1-5 years	PED	
Notes: License, Inspection and Environmental Protection (LIEP), Planning and Economic Development (PED), and Highland District Council (HDC).				

## Public Safety

*Vision: Highland enjoys a high level of safety due to community engagement, strong relationships with public safety departments and crime-preventive urban design features.*

### Background

Highland is one of the safer districts in St. Paul (see Figure 21). It enjoys lower crime rates in violent crimes and property crimes than the city as a whole. However, while violent crime has decreased over the past five years, property crimes have increased. District 15's traditional neighborhood design reinforces safety by increasing the "eyes on the street," and the responsive police force aids in minimizing crime. Highland's physical, social and neighborhood networks aid in the continued safety of the district. It is important to the residents of the district to maintain their standing as a safe urban community.

### Goals, Strategies and Actions

#### Goal 1: Reduce crime throughout Highland.

**Strategy 1: Work with residents, property owners, and businesses to enhance safety.**

##### Actions:

- Continue to support the current Neighborhood Block program
- Fully utilize and advertise the Neighborhood Crime Watch program
- Educate property owners on crime prevention and security improvements in the home and commercial areas
- Encourage public safety departments to work proactively with the public
- Enforce building codes

- Encourage the City to use every available tool to deal with problem properties

#### Strategy 2: Advocate for a high level of police and fire services

##### Actions:

- Work collaboratively with police and fire departments on safety education programs
- Maintain close working relationships with police and fire department staff
- Increase police patrols particularly at night to prevent unlawful behavior
- Increase police presence in parks, particularly Crosby Farm Park and along the Mississippi River
- Determine if the fire department has enough of the proper equipment to handle all emergencies including water rescues, biohazards, terrorism and nuclear disasters

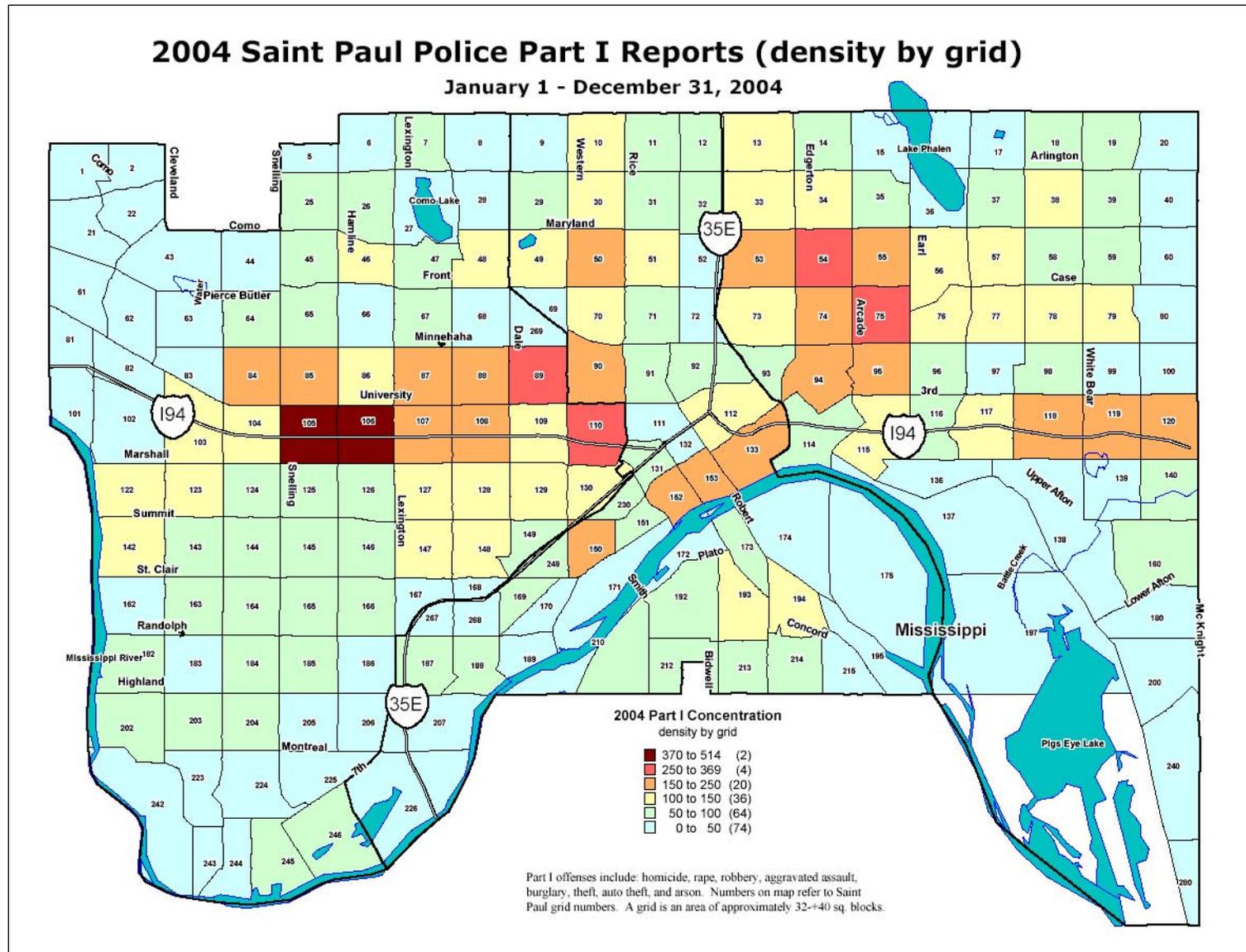
#### Goal 2: Promote pedestrian safety.

**Strategy 1: Make streets safer for pedestrians through good design and maintenance.**

##### Actions:

- Evaluate sidewalks to determine where they are deteriorating and unsafe
- Upgrade deteriorating sidewalks
- Encourage design that improves visibility with open sightlines and options for safe mobility in all new development
- As streets are redone in the District, add sidewalks and streetlight upgrades where needed

Figure 21: St. Paul Crime Map



Source: City of St. Paul. Available Online: [http://www.ci.stpaul.mn.us/depts/police/crimemap/04\\_pt1.pdf](http://www.ci.stpaul.mn.us/depts/police/crimemap/04_pt1.pdf)

<b>Public Safety Implementation</b>				
<b>Goal 1: Reduce crime throughout Highland.</b>				
<b>Strategy 1: Work with residents, property owners and businesses to enhance safety.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Continue to support the current Neighborhood Block Program	High	Ongoing	HDC PD	
Fully utilize and advertise the Neighborhood Crime Watch program	High	Ongoing	HDC	
Educate property owners on crime prevention and security improvements in the home and in commercial areas	Medium	0-3 years	HDC PD	
Encourage public safety departments to work proactively with the public	Medium	Ongoing	HDC	
Enforce building codes	High	Ongoing	LIEP	
Encourage the City to use every available tool to deal with problem properties	High	Ongoing	LIEP PD	
<b>Strategy 2: Advocate for a high level of police and fire services.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Work collaboratively with police and fire departments on safety education programs	Medium	Ongoing	PD FD	
Maintain close working relationships with police and fire department staff	High	Ongoing	HDC	
Increase police patrols particularly at night to prevent unlawful behavior	High	Ongoing	PD	
Increase police presence in parks, particularly Crosby Farm Park and along the Mississippi River	Medium	Ongoing	PD	
Determine if the fire department has enough proper equipment to handle all emergencies including water rescues, biohazards, terrorism, and nuclear disasters	High	0-3 years	FD	
<b>Goal 2: Promote pedestrian safety in District 15</b>				
<b>Strategy 1: Make streets safer for pedestrians through good design and maintenance.</b>				
<b>Action</b>	<b>Priority</b>	<b>Time Frame</b>	<b>Implementer</b>	<b>Comments</b>
Evaluate sidewalks to determine where they are deteriorating or unsafe	Medium	0-3 years	PW	
Encourage design that improves visibility with open sightlines and options for safe mobility in all new development	Medium	Ongoing	Design Review	
As street are redone in the District, add sidewalks and streetlights upgrades where needed	High	Ongoing	PW	
Notes: Police Department (PD), Fire Department (FD), Public Work (PW) and Highland District Council (HDC).				

## Education

*Vision: Highland Park enjoys a high level of education due to a successful relationship between neighborhood, City and the education community.*

### Background

Highland has a strong education community that includes numerous public and private schools that educate residents from preschool to the post-secondary level. The educational facilities are a huge asset to the District because they provide the opportunity for children to go to school in their neighborhood, help increase area diversity and provide the opportunity for numerous collaborative efforts between the neighborhood and schools. The District will maintain a strong tradition of education by expanding relationships with schools to ensure that both neighborhood and school continue to grow.

### Goals, Strategies and Actions

**Goal 1: Create, maintain and expand the relationship between community education needs and political leadership to ensure the high quality of education both in the public and private sectors.**

**Strategy 1: Develop, maintain and expand relationships between the District Council and all public and private schools, colleges and universities within Highland.**

#### **Actions:**

- Identify areas where the District Council and public and private schools can create successful collaborations to support expanded programs
- Encourage public participation in school decisions that will have a large impact on the surrounding neighborhood

- Facilitate, maintain and monitor neighborhood joint-use agreements with public and private schools for the use of open space, athletic fields and other facilities

## Education Implementation

**Goal 1: Create, maintain and expand the relationship between community education needs and political leadership to ensure the high quality of education both in the public and private sectors.**

**Strategy 1: Develop, maintain and expand relationships between the District Council and all public and private schools, colleges and universities within Highland.**

Action	Priority	Time Frame	Implementer	Comments
Identify areas where the District Council and public and private schools can create successful collaborations to support expanded programs	Low	Ongoing	HDC	
Encourage public participation in school decisions that will have a large impact on the surrounding neighborhood	High	Ongoing	HDC	
Facilitate, maintain and monitor neighborhood joint-use agreements with public and private schools for the use of open space, athletic fields and other facilities	High	Ongoing	HDC HGRA	

Notes: Highland District Council (HDC) and Highland Groveland Recreation Association (HGRA).

# Appendix

## Planning Context

There are a number of other plans that guide growth in Highland Park. The 1979 Highland District Plan, the St. Paul Comprehensive Plan, the Riverfront Plan and the Housing 5000 Plan have had a profound effect on this document. We have tried to maintain consistency with the existing plans or recommend minor changes in the existing plans to create regulation that the City and District can approve.

### The 1979 District Plan

District 15 adopted its current District Plan in the year 1979. Over twenty years has elapsed since it has been adopted, so its relevancy has severely diminished. It was necessary to update the priorities with respect to the District's current residents and the State of Minnesota also requires municipalities to update their comprehensive plans at least every ten years. Subsequently, the City of St. Paul has asked each Planning District to submit an updated district plan by December 2005 so that its elements can be incorporated into the City's Comprehensive Plan.

### Saint Paul's Comprehensive Plan

The Comprehensive Plan is the City's roadmap for the development of its neighborhoods and employment centers. The goals and objectives in the chapters of the Comprehensive Plan reflect three major themes - growth, quality of place and the well-being of its citizens. The Comprehensive Plan as of the year 2004 adoption includes the following city-wide chapters:

1. Summary and General Policy (1999)
2. Land Use Plan (1999)

3. Transportation Plan (1997)
4. Housing Plan (1999)
5. Parks and Recreation Plan (1997)
6. Library Services Plan (1996)
7. Water Conservation and Emergency Response Plan (1996)
8. Downtown Development Strategy (2003)
9. River Corridor Plan (2001)
10. Implementation (1999)

A stormwater management plan will be added in the future, after the management plans for all of the watershed districts within the City are complete, as required by law.

The City has an abundance of general policies that were adopted in its Comprehensive Plan. Those that influence District 15 include:

- Saint Paul will strengthen its identity by reinforcing its topography and natural environment
- Saint Paul will continue to protect its water resources in accordance with its water resources policy
- Conservation of water through protection and enhancement of quality and through efficiency improvement measures
- Application of urban village principles so that residents will have opportunities to live, work and shop in close proximity
- Continue and expand efforts to enhance the city's traditional neighborhood design
- Ensure availability of affordable housing
- Preserve and improve existing privately-owned rental housing units
- Meet new housing markets, especially empty-nesters

- Continue a commitment to the preservation of historically and architecturally significant buildings and neighborhoods
- Step up code enforcement matched with additional resources for repair and rehabilitation
- Improve management and maintenance of rental property.
- Support transportation choices
- Priority for neighborhood traffic control
- Attention to neighborhood character in the design of traffic and parking facilities
- Enhancement of pedestrian environments
- Promote transit, increased density, a mix of incomes through both rental and owner-occupied housing, and purchasing power along neighborhood corridors
- In corridor planning and development, close attention must be paid to environmental quality and Saint Paul must take advantage of opportunities to enhance and extend the open space network formed by the river corridor, bluffs, parks and parkways
- Use parks and open space to shape city character and build community

### **Saint Paul on the Mississippi Development Framework**

This plan was adopted in 1997 and is about the redefinition of Saint Paul's relationship with the River, a reconnection of the City and the River and recognition that the strength of the Capital City depends upon links between its healthy neighborhoods and vibrant core. Several principles were adopted to achieve this vision:

- Creation of new access to the riverbanks and bluff line
- Promotion of the vision of the Great River Park

- Conformance of policies and ordinances with the Mississippi National River and Recreation Area Management plan
- Restoration of greenway and natural habitat linkage
- Reconnection of neighborhoods to the river with natural landscaping and, where possible, restoration of surface water in tributary corridors
- Appropriate development of sites with river valley views and protection of views where appropriate
- Conformance of development with Mississippi River Corridor Critical Area regulations
- Continued development restriction, and acquisition where appropriate, for protection of bluffs
- Protection of views and vistas that offer connection with the natural environment, as well as views of appropriate landmark features of the built environment

### **Housing 5000 Production Plan**

The City of Saint Paul is committed to providing 5,000 new housing units over a four-year period starting in 2002. Through public/private partnerships this ambitious goal will produce \$1 billion of investment in local housing. The plan has several objectives:

- Provide 5,000 units of new housing during the next four years.
- Refocus our use of STAR funds for housing
- Create a Mixed Income Housing Fund to finance our housing activities
- Strengthen and expand the City's housing development partnership and make it more effective and efficient
- Maintain the City's "all-incomes" housing policy
- Maintain the City's "20% policy" for affordable housing

- Preserve existing, publicly supported affordable housing units
- Maintain our commitment to residential rehabilitation and maintenance of our aging housing stock

## **Planning Process**

### **Summary**

Highland District began the planning process for writing the District Plan in January 2004. The Highland District Council created a Task Force to deal specifically with creating goals for Highland’s future. The creation of this plan took place in several steps over a twenty-month period.

### **The Task Force**

The Task Force met more than a dozen times between January 2004 and September 2005 to discuss the issues of primary importance to District 15. These meetings were brainstorm sessions that focused on land use, economic development, public safety, transportation, parks and recreation, quality of life issues, business/commercial, and human services. The outcome of these meetings was a preliminary draft of the District Plan addressing the prominent issues in the District.

### **HHH Institute Consultants**

In January of 2005, four graduate students from the Humphrey Institute of Public Affairs (HHH) at the University of Minnesota were contracted to develop and organize the updated plan for Highland as part of their final capstone project. The graduate students met with the Highland District Council, the Planning Task Force, and many community members to get further input for the District Plan. They developed a stakeholder analysis to determine who was invested in the Highland District, and whom they should

contact about specific issues (see Page 78). After the students finished their work, the District Council hired one of the graduate students—Ethan Fawley—to finalize the Plan.

### **SWOT Analysis**

HHH graduate students met with the Highland District Council on February 3, 2005 to develop an analysis of the Strengths, Weaknesses, Opportunities and Threats (SWOT) in the District (see Page 81). The Highland District Council gave their input on the assets and issues for many topics and changes Highland will be addressing in the future. The HHH graduate students compiled this information and used it to create the Plan Elements listed in this plan.

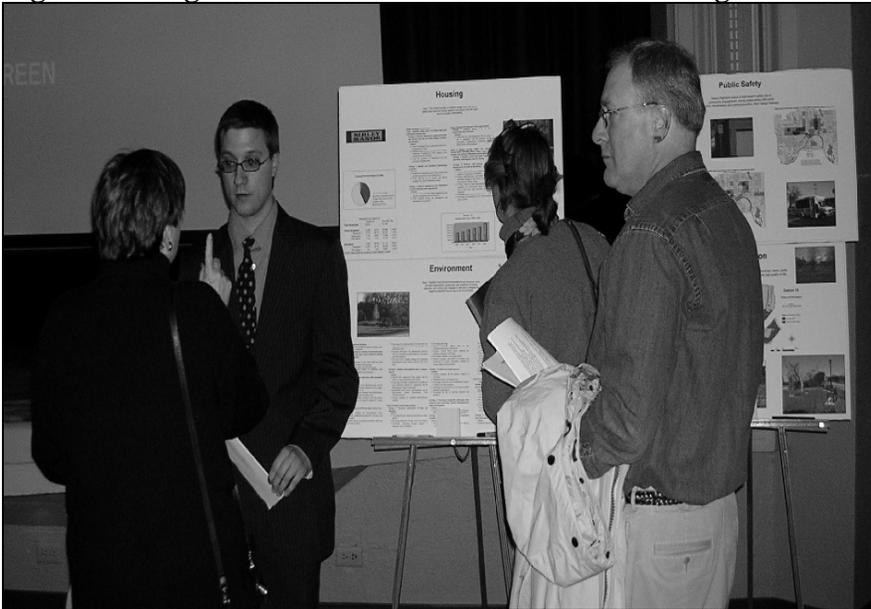
### **Goals and Values**

The next step was to prepare the SWOT analysis and use it to identify the goals and values in Highland. HHH graduate students met with the Planning Task Force on March 24, 2005 to meet this objective. With the assistance of the Task Force, the HHH team created the eight elements for the District Plan with the format of Goals, Strategies and Actions for Highland. The Task Force met again with the HHH team on April 21 to comment on and critique the draft.

### **Highland District Annual Meeting**

The draft District Plan was presented to the public at the Highland District Council’s annual meeting on April 26, 2005 at St. Catherine’s Jeanne D’Arc Auditorium. HHH students gave a PowerPoint presentation outlining the plan, and provided draft Plan Element sections for the community to read and respond to. The community members who attended the meeting were encouraged to give input and commentary on the draft.

**Figure 22: Highland District Council Annual Meeting**



Highland District Council's Annual Meeting, April 26, 2005

### **Highland District Public Meeting #2**

The Highland District Council held a second public meeting for input on the District Plan on June 23, 2005 at the Hillcrest Recreation Center. This meeting was an open forum where the public expressed their ideas about the Plan. Both sets of public meetings lead to positive feedback and significant changes to the final Plan.

### **Highland District Council Board Approval**

The Highland District Council Board voted unanimously to approve the District Plan at a special meeting on September 22, 2005.

## **Stakeholder Analysis**

The stakeholder analysis provides the opportunity to identify all groups that will be impacted by the updated District Plan. This analysis initiated discussion, stakeholder contacts and broader planning perspective.

Note: These are all of the people/organizations that may be significantly affected by the District 15 Plan. Internal stakeholders have a direct say in the outcome of the plan, while external stakeholders may be considered but do not have direct influence.

### **Internal Stakeholders**

- Planning Task Force
- Highland District Council
- Gayle Summers
- St. Paul Planning and Economic Development
- Active Residents
- St. Paul Planning Commission

### **External Stakeholders**

- Other Residents
- Property Owners
- Prospective/Potential Residents
- Cultural/Demographic Groups
  - Elderly
  - Kids
  - Caucasians
  - Immigrants
  - Other Minorities
- Business Associations
  - Highland Village
  - Snelling Randolph

- West 7<sup>th</sup> Street
- Other Small Businesses/Employers
- Ford Plant
- Potential Investors/Developers
- Area Employees
- Patrons of Area Businesses
- Archdioceses of St. Paul
- College of St. Catherine's

**External Stakeholders (cont.)**

- Private Schools
  - Cretin Durham Hall
  - Others
- Public Schools
  - Highland Park High School
  - Others
- Sibley Manor Owners
- Sibley Manor Residents
- Neighboring Districts/Cities
  - Macalester-Groveland
  - West Seventh
  - Summit Hill
  - Mendota Heights
  - South Minneapolis
- Religious Institutions
  - Jewish Community Center
  - Other
- Metro Transit
- City Council
- Park and Recreation Users
- Thru Traffic
- Railroads
- Groups Associated With The River

- Other St. Paul Departments
  - Parks and Recreation
  - Public Works
  - Other

A “power versus interest grid” is used to further evaluate the key underrepresented stakeholders in Highland District (see Figure 23). The grid shows the relationship between a stakeholder group’s ability to impact the District Plan (power) and the Plan’s relative impact on the group (interest). Stakeholders with high interest and high power are labeled as “players,” those with high interest and low power as “subjects,” those with low interest and high power as “context setters,” and those with low interest and low power as the “crowd.” This tool shows that underrepresented residents (particularly those in the West 7<sup>th</sup> Street Area) have the lowest “ratio” of power to interest. Other “subjects” include: property owners, local businesses that are not associated with local business associations, potential developers, area employees, and neighboring districts. Throughout the district planning process, efforts were made to empower the underrepresented groups by meeting with stakeholders and advocating from the unrepresented point of view.

**Figure 23: Power vs. Interest Grid**



## SWOT Analysis

An analysis of strengths, weaknesses, opportunities and threats provides a valuable base for future plans. This plan strives to maximize Highland's many strengths and capitalize on the opportunities, while addressing the weaknesses and threats.

### Strengths

1. Ford Plant
2. Park & Recreation amenities
  - Highland Golf Course
  - Riverfront
  - Crosby Farm Park
  - Highland Park
  - Wildlife in parks
  - Boulevard trees
  - Recreation centers
  - Bike routes
  - Marina
  - Soccer fields
  - Little league fields
  - Strong sports leagues
3. Educational facilities
  - Public schools
  - Other parochial schools
4. Commercial Districts
  - West 7th
  - Highland Village
  - Snelling-Randolph
  - Small businesses
5. Highland Theater

- Historical significance
  - Destination
6. Strong/diverse housing stock
  7. Self-sufficiency
  8. Sibley Manor
  9. Stability
    - Housing
    - Population
    - Institutions
  10. Transit
    - Bus routes
    - Proximity
  11. Gateway points
    - Ford Bridge
    - Highway 5 Bridge
  12. Business Associations
  13. Recycling program
  14. Libraries
  15. Historic structures
    - Water Tower
    - Highland Theater
    - Sally's House
    - Highland Clubhouse
    - Old Pool House
  16. Views
    - Historic Vistas
    - Riverfront
  17. Social
    - Residents
    - Churches & Synagogues
    - Social Service Agencies
    - St. Katherines
    - Sense of community

- Highland Fest
- Active Council

### Weaknesses

1. Lack of developable land
  - Park expansion
  - Lack of space for transit
2. Lack of off-street parking for commercial uses
  - Village
  - Snelling/Randolph
  - Institutions
3. Couple of inattentive landlords
  - Deterioration
  - No background checks
4. Lack of empty-nester housing
5. Lack of affordable housing
6. Lack of affordable starter homes
7. Lack of a pedestrian-friendly environment
  - Safety issues
  - Speeding
  - Design
  - West 7th specifically poor for pedestrians
8. Traffic
  - Truck traffic (Snelling, West 7th)
  - Commuter traffic
  - Train crossings
  - Speed
  - Traffic in the village

9. Park & Ride and rental car lots are undesirable
10. Commercial limitations
  - Not enough restaurants
  - Too few liquor licenses
  - Diversity of uses (clothing stores)
11. Lack of neighborhood parks
  - Shepard-Davern area
12. Lack of high quality facilities for Homecroft Recreation Center
13. Need for expansion of library services
  - New libraries
  - Better existing libraries
14. Housing for senior population
15. Lack of economic and cultural diversity
16. Some neighborhoods/areas/groups not represented on District Council

## Opportunities

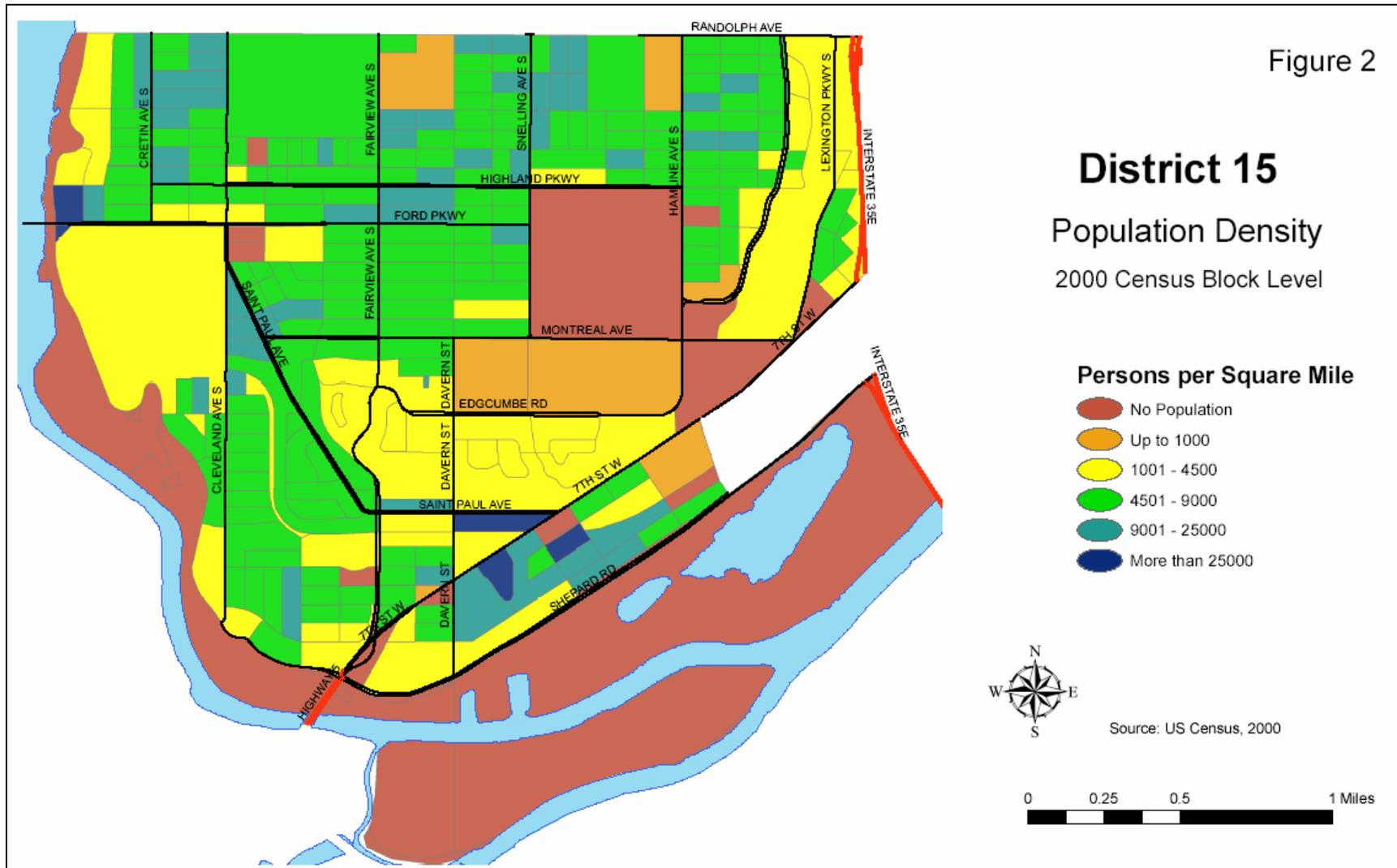
1. Ford Plant
2. Expanding Parks & Recreation
3. Potential for more use of parkland
4. Proximity to Airport
  - Access
  - Develop opportunities
5. Proximity to downtowns
6. Commercial Districts
7. Increasing home values
8. Redevelopment of Sibley Manor
9. Under-utilized transit service/routes
10. Underutilized parking lots near Shepard/Davern
11. TN zoning
  - Urban design
  - Mixed-use
12. Best practices
  - Storm-water management
  - Sustainable development
13. Historic Fort Road
14. Promote a diverse (economic) community
15. Retaining senior population
16. Enhancing public safety

## Threats

1. Lack of parks
2. Proximity to Airport
3. Undesirable commercial uses
4. Increasing home values
5. Parking is a restriction to further commercial development
6. Redevelopment of Sibley Manor
  - Loss of affordable manor
  - Loss of diversity
7. Increased traffic
8. Dutch Elm Disease
9. Viewsheds
  - New development
  - Height of buildings
10. Unsustainable development
11. Ford leaving Highland
  - Loss of funding for fields

# Demographic Maps

Figure 2



# District 15

Figure 3

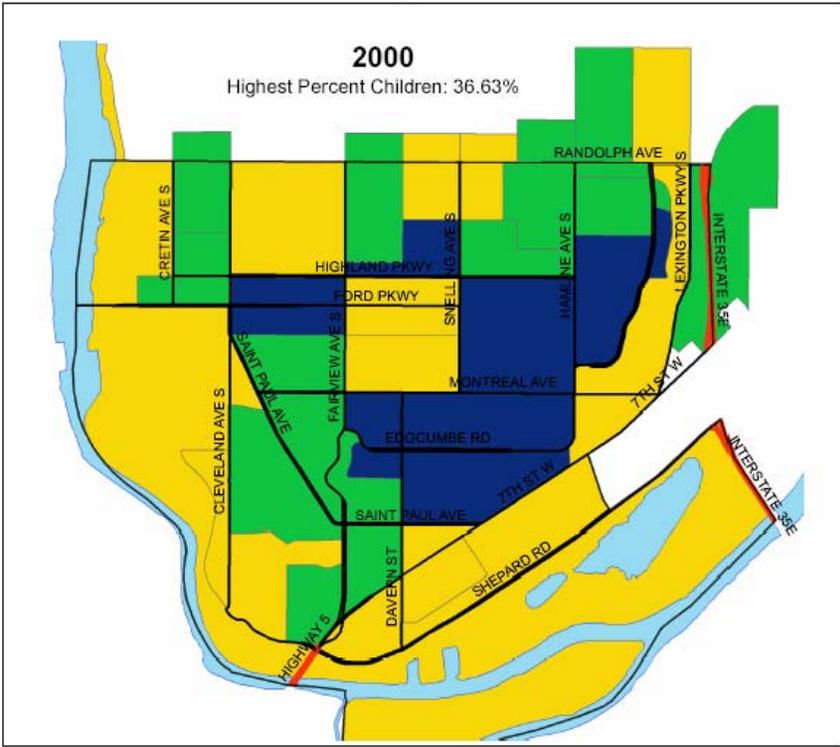
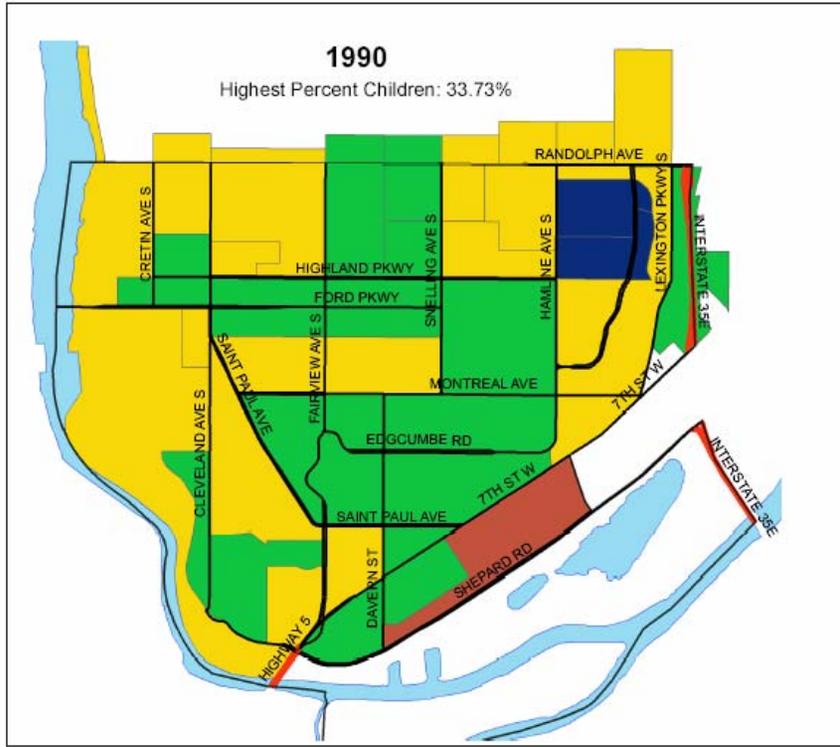
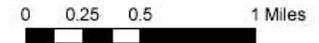
## Percent Children

- Up to 10.0
- Between 10.0 and 20.0
- Between 20.0 and 30.0
- More than 30.0

## Percent Children 18 yrs old or younger

### Block Group Data

Source: US Census, 1990; US Census, 2000



# District 15

Figure 4

- Percent Elderly**
- Up to 10.0
  - Between 10.0 and 20.0
  - Between 20.0 and 30.0
  - Between 30.0 and 40.0
  - More than 40.0

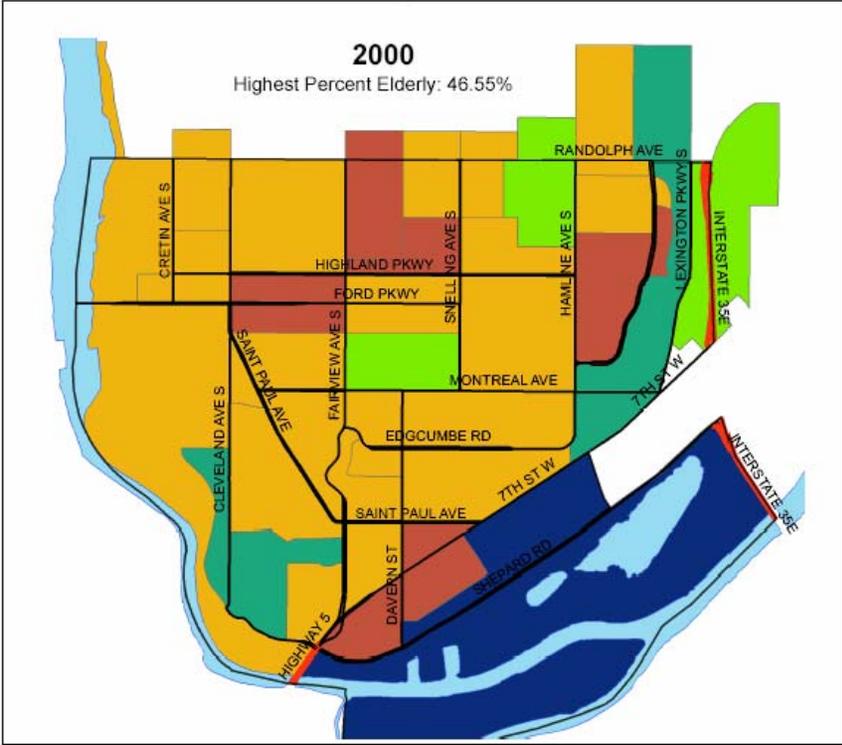
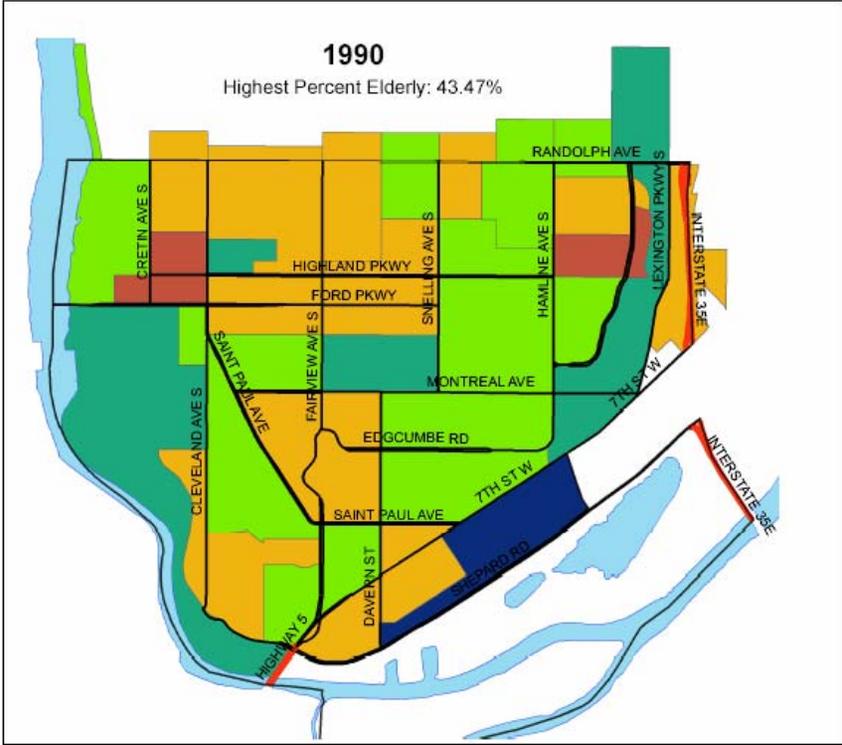
Percent Elderly  
65 yrs old or older

Block Group Data

Source: US Census, 1990; US Census, 2000



0 0.25 0.5 1 Miles



# District 15

## Percent White

Figure 5

- Percent White**
- Up to 70
  - Between 70 and 80
  - Between 80 and 90
  - Between 90 and 95
  - More than 95

**Block Group Data**

Source: US Census, 1990; US Census, 2000

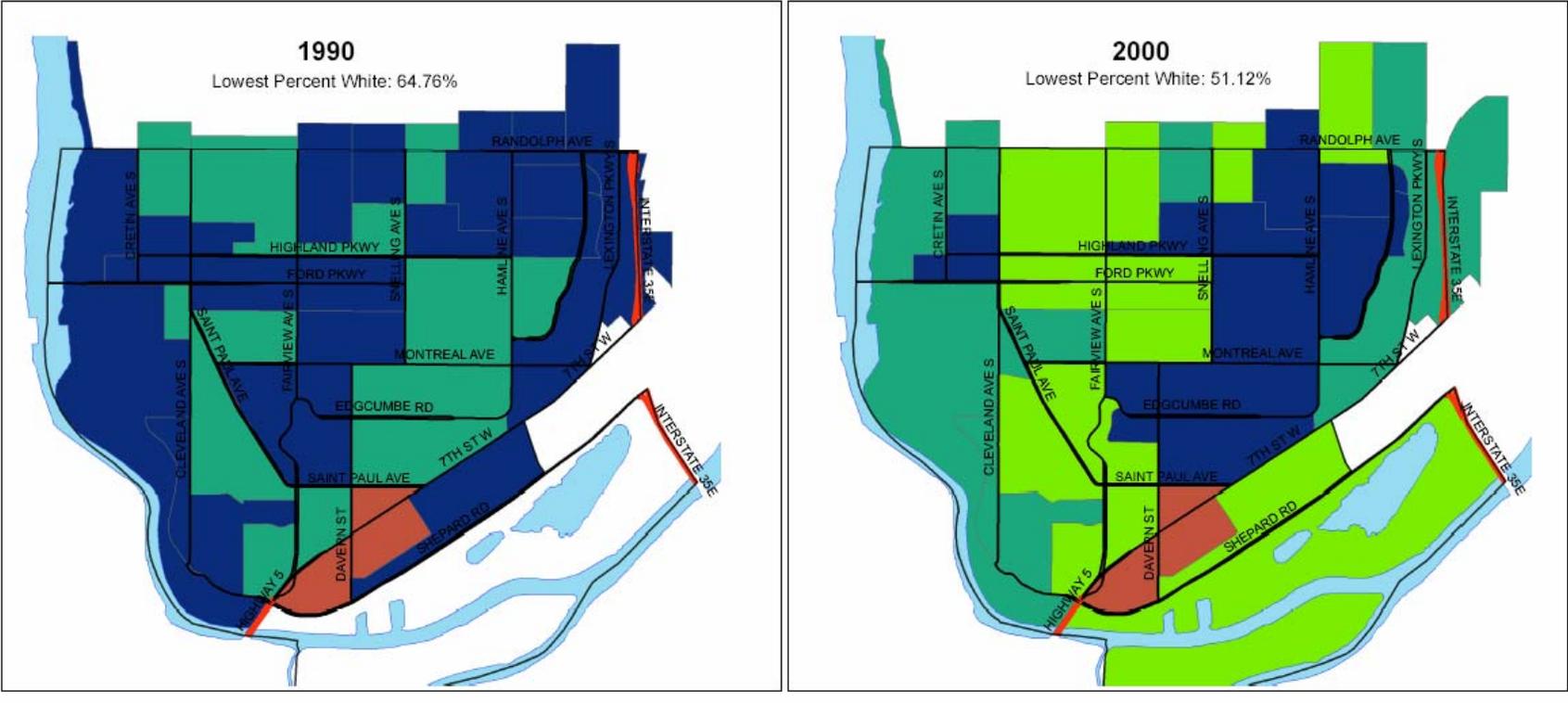
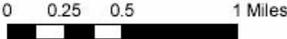


Figure 8

# District 15

## Median Household Income Based on MFI for a Family of Four

### Block Group Data

Source: US Census, 1990; US Census, 2000

#### Percent of 1990 MFI (Income Limit)

- Less than 30% of MFI (\$13,500)
- Between 30% and 50% of MFI (\$22,500)
- Between 50% and 80% of MFI (\$35,700)
- Between 80% of MFI and MFI (\$45,000)
- More than MFI (\$45,01+)

#### Percent of 2000 MFI (Income Limit)

- NONE Less than 30% of MFI (\$19,700)
- Between 30% and 50% of MFI (\$32,850)
- Between 50% and 80% of MFI (\$50,200)
- Between 80% of MFI and MFI (\$65,700)
- More than MFI (\$65,701+)

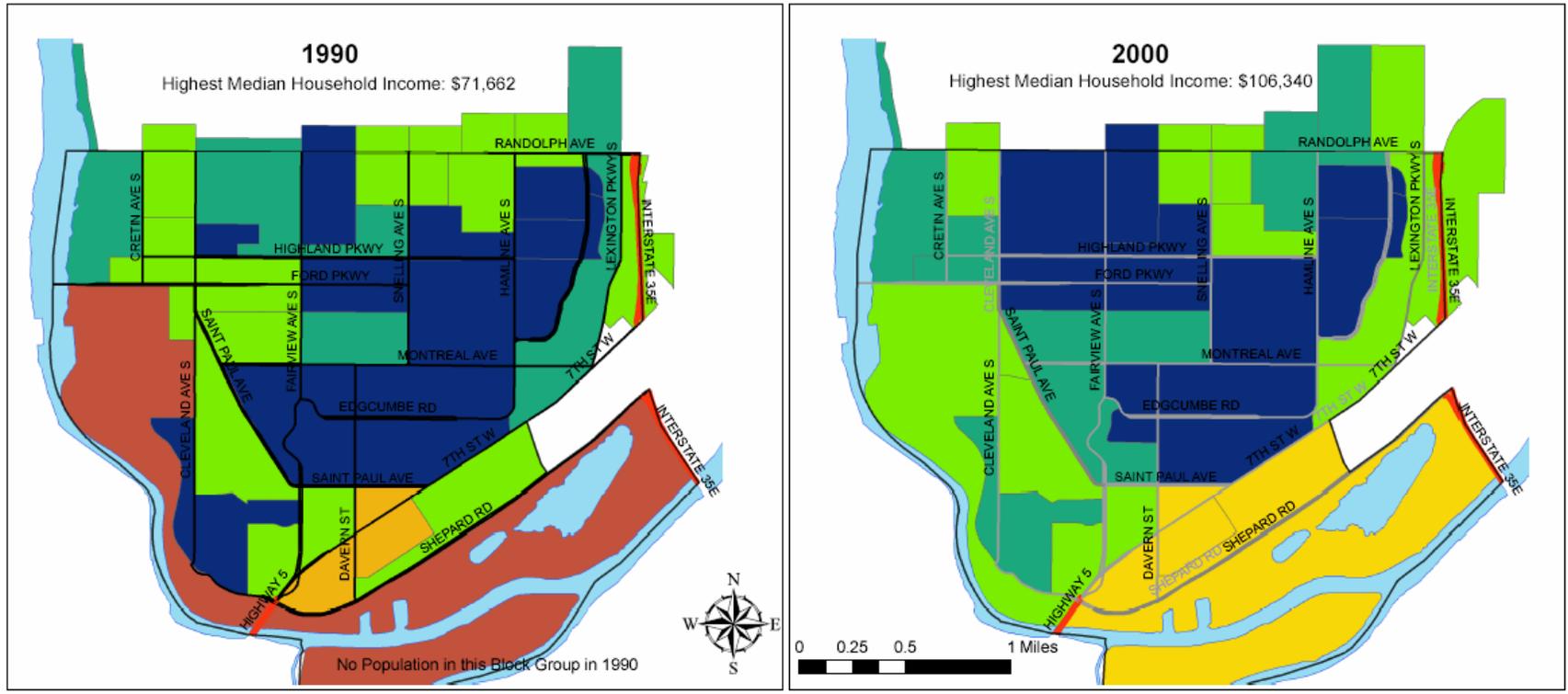


Figure 9

# District 15

2000

Percent Owner-Occupied Units  
and  
Median Value

Block Group Data

Source: US Census, 2000

### Percent Owner-Occupied Units

- Up to 20.00
- Between 20.01 and 40.00
- Between 40.01 and 60.00
- Between 60.01 and 80
- More than 80.01

0 0.25 0.5 1 Miles

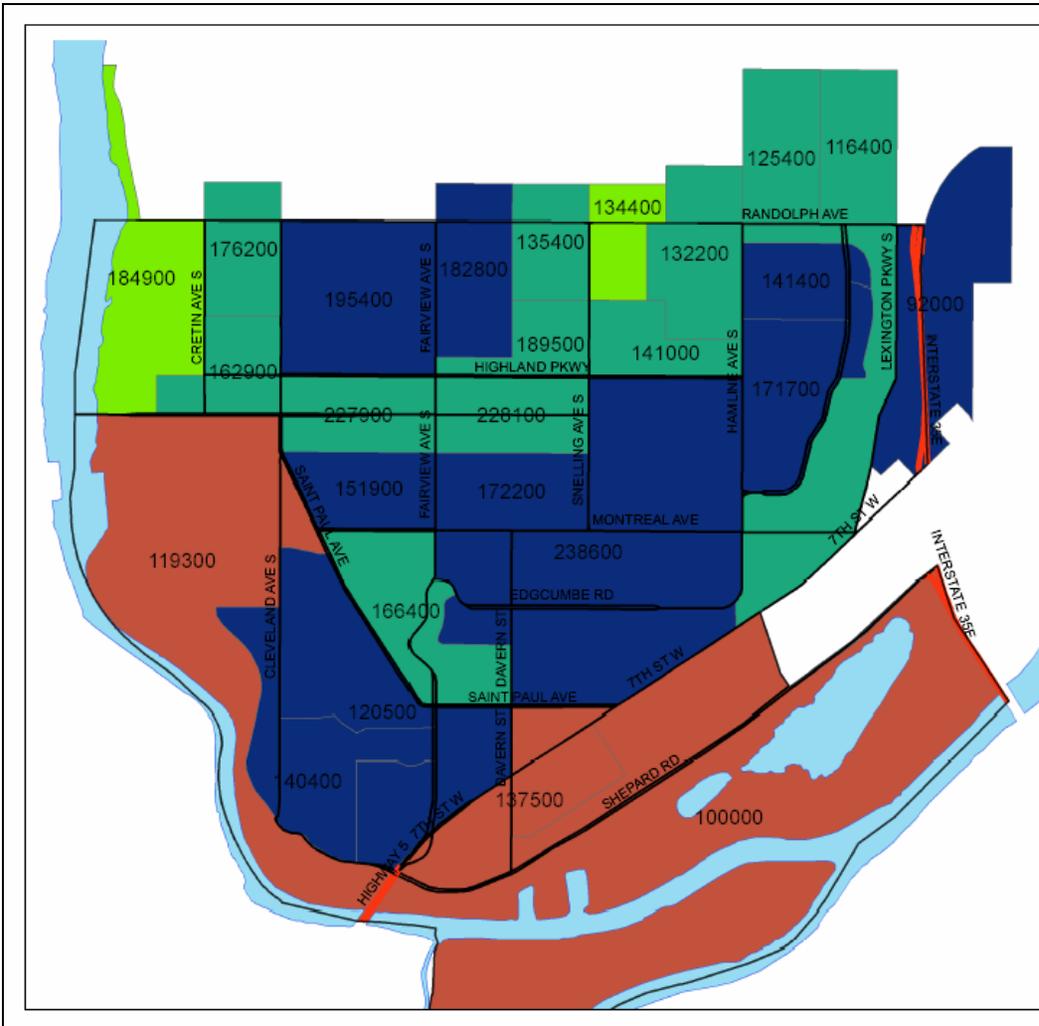


Figure 10

# District 15

2000

Percent Renter-Occupied Units  
and  
Median Gross Rent

Block Group Data

Source: US Census, 2000

### Percent Renter-Occupied Units

- Up to 20.00
- Between 20.01 and 40.00
- Between 40.01 and 60.00
- Between 60.01 and 80
- More than 80.01

0 0.25 0.5 1 Miles

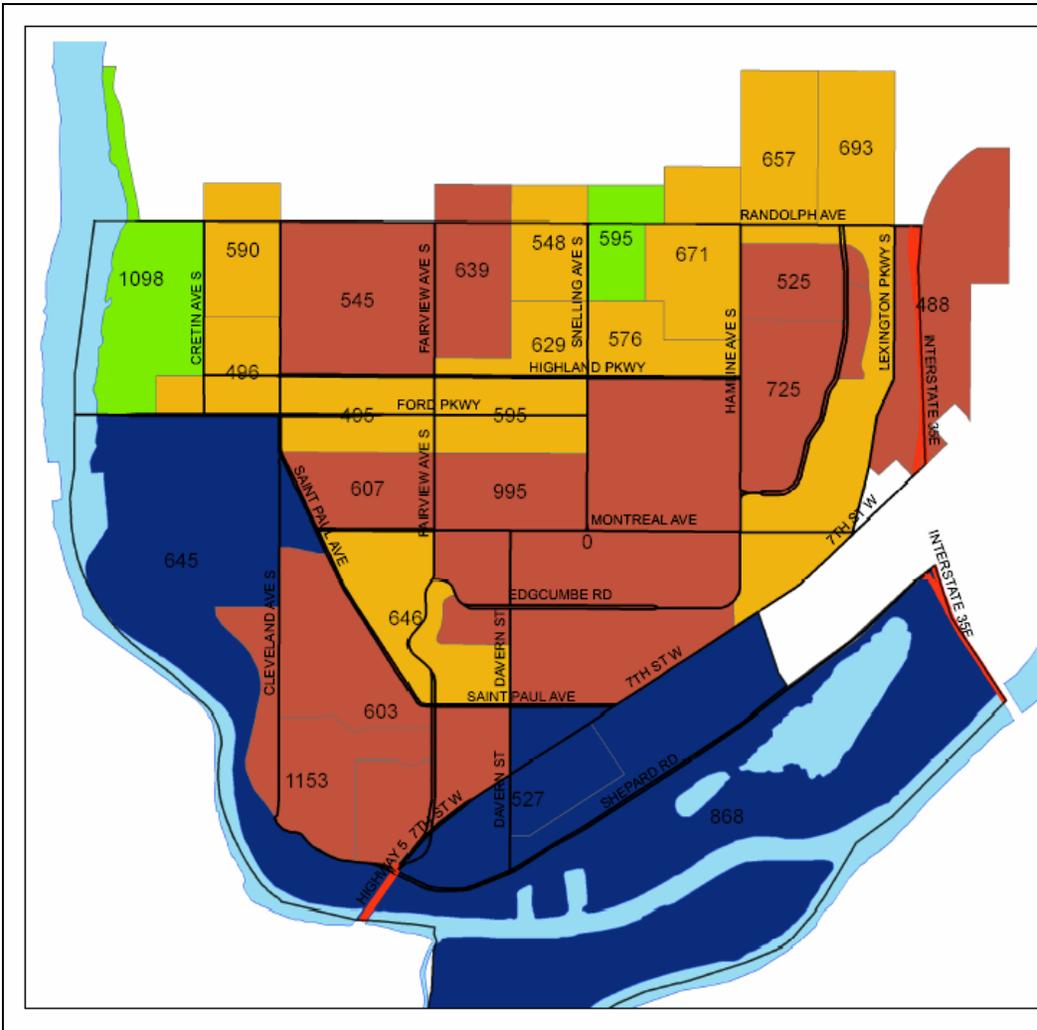


Figure 13  
**District 15**

Land Use

Source:  
City of St. Paul Parcel Data

-  Industrial
-  Residential Single Family
-  Residential Duplex
-  Residential Multi-family
-  Institution
-  Institution Religious
-  Institution Schools
-  Business/Commercial
-  Vacant
-  Parks and Open Space
-  Lake/River
-  Environmental Protection
-  Airport
-  Parking

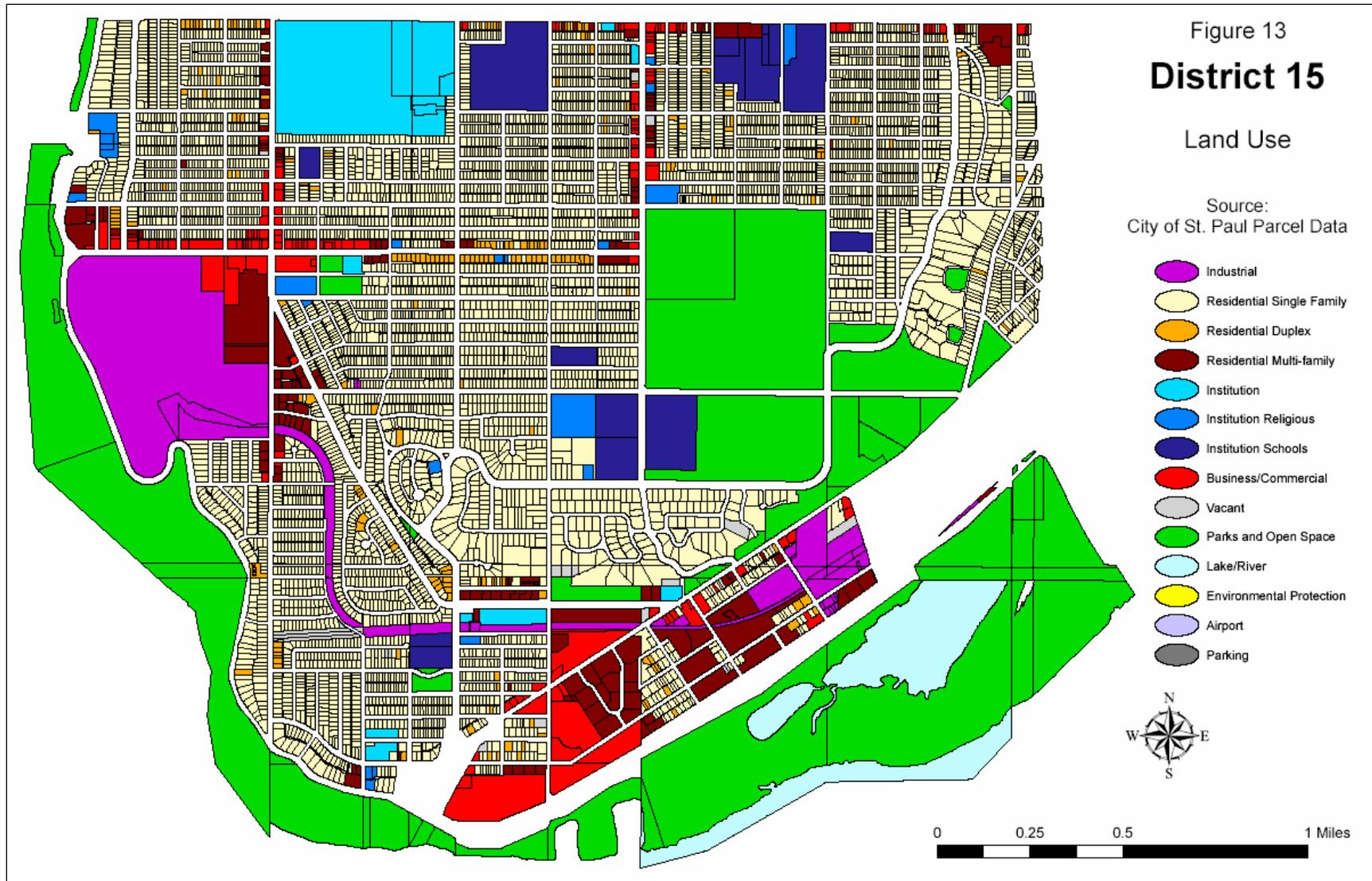
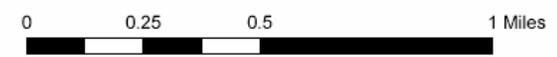


Figure 14  
**District 15**  
 Zoning

Source:  
 City of St. Paul Parcel Data

- R1 One-Family
- R2 One-Family
- R3 One-Family
- R4 One-Family
- RT1 Two-Family
- RT2 Townhouse
- RM1 Multiple-Family
- RM2 Multiple-Family
- RM3 Multiple-Family
- OS Office-Service
- B1 Local Business
- B2 Community Business
- B3 General Business
- I1 Light Industrial
- VP Vehicular Parking
- PD Planned Development
- CA Capitol Area Jurisdiction
- Water Features

