

# LAND USE



The numbered strategies, policies, figures, and pages in the citywide plans of the *Saint Paul Comprehensive Plan* all employ the following abbreviations as a prefix to distinguish among these elements of the other citywide plans:

- IN - introduction;
- LU - Land Use Plan;
- H - Housing Plan;
- HP - Historic Preservation Plan;
- PR - Parks and Recreation Plan;
- T - Transportation Plan;
- W - Water Resources Management Plan; and
- IM - Implementation.

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*Mind the Gap: Reducing Disparities to Improve Regional Competitiveness in the Twin Cities*, prepared by the Brookings Institution and funded by the Itasca Project (2005), charts the gap between the “haves” and “have-nots.” The report describes three types of gaps: race disparities, or differences among race and ethnic groups on socio-economic indicators; class disparities, or differences among income groups; and, place disparities, or differences between cities and suburbs, with uneven development that has led to concentrations of poverty in the regional core. The report also describes how the gaps are growing.

## Introduction

The Land Use Plan is a complex mechanism for creating a city that is economically strong, environmentally responsible, vibrant, and attractive. Its focus is on fundamental issues of where people will live and where they will work. In an older, core city, growth and continuing revitalization can happen only when existing communities change. The Land Use Plan also provides a framework for pursuing revitalization opportunities and responding to challenges facing the city.

The existing and future land use maps for Saint Paul display growth and development in the city and illustrate the areas of stability and areas of change the city can expect in the intervening years. Figure LU-A, Existing Land Use, depicts land use patterns based on 2005 data. The land use categories listed in the legend correspond to those used by the Metropolitan Council. Figure LU-B, Generalized 2030 Land Uses, shows how the City will provide for growth. The intent is to target future growth to Downtown, the Central Corridor, Mixed-Use Corridors and Neighborhood Centers, Residential Corridors, and Employment Districts. This growth, which will reflect historical growth patterns, will be consistent with policies in the *Saint Paul Comprehensive Plan* and with City adopted summaries of small area plans and other planning documents.

METROPOLITAN COUNCIL GROWTH TARGETS

	2000 (actual)	2010	2020	2030
<b>Population</b>	286,840	305,000	320,000	331,000
<b>Households</b>	112,109	120,000	127,000	133,000
<b>Employment</b>	184,589	196,600	210,000	220,600

Categories on the map of Generalized 2030 Land Uses are:

*Established Neighborhood.* This land use includes predominately residential areas with a range of housing types. Single-family houses and duplexes predominate these neighborhoods, although there may be smaller scale multi-family housing scattered within these neighborhoods. Established Neighborhood also includes scattered neighborhood-serving commercial, service and institutional uses at the juncture of arterial and collector streets.

*Residential Corridor.* This land use includes segments of street corridors that run through Established Neighborhoods that are predominately characterized by medium-density residential uses. Some portions of Residential Corridors could support additional housing.

*Mixed-Use Corridor.* This land use consists primary of thoroughfares through the city that are served by public transit (or could be in the future). Mixed-Use Corridors include areas where two or more of the following uses are or could be located: residential, commercial, retail, office, small scale industry, institutional, and open space uses. The uses in these corridors may be within a building or in buildings that are in close proximity to each other. Mixed-Use Corridors includes Neighborhood Centers, which are compact, mixed-use areas of higher

density housing, as well as shopping, community amenities, and employment centers. The Central Corridor, one specific Mixed-Use Corridor, is the major transit corridor connecting Saint Paul with the University of Minnesota and Downtown Minneapolis. Encompassing University Avenue, the Capitol Area, and Downtown Saint Paul, the Central Corridor has the greatest potential for future growth.

*Downtown.* This is the core of the city, encompassing District 17 and lying solely on the east bank of the Mississippi River. It includes a broad mix of uses, including government facilities, and both residential uses and commercial office uses at the highest densities in the city.

*Industrial.* This type of land use is primarily the location of manufacturing and/or processing of products. Industrial could include light or heavy industrial land uses, large warehouse facilities, and/or utilities.

*Transportation.* This use includes major highways and railroad corridors.

*Airport.* This use includes Saint Paul Airport at Holman Field.

*Major Institutional.* This uses includes all colleges and universities and significant public and non-profit uses.

*Major Parks and Open Space.* This land use includes major parks and recreation areas, as well as parkways.

*Water.* This land use encompasses permanently flooded open water, rivers and streams, including wetlands.

## KEY TRENDS

### **Increasing population and more diversity.**

Saint Paul's population grew by 5.5 percent during the 1990s, primarily because of an influx of immigrants. Between 1980 and 2006, the city's foreign-born population more than tripled, with the largest immigrant communities comprised of Hispanics, Somalis, and Hmong. Specifically, approximately 10 percent of residents in 1980 were people of color, whereas by 2006, approximately 40 percent were people of color.

### **Changing demographics and housing choices.**

The composition of households is changing markedly. While there are many large, extended families in immigrant communities who desire sizeable single-family houses, there are fewer two-parent households with children. Also, there are more couples without children, more singles of all age groups, and more empty nesters. These relative shifts in population are having profound impacts on the types and cost of housing that must be developed in the coming decade and beyond.

FIGURE LU-A. EXISTING LAND USES

**EXISTING LAND USE MAP CATEGORY DESCRIPTIONS**

The land use categories on this map correspond to land use categories used by the Metropolitan Council in the following ways:

**Low Density Residential** includes Single Family Detached and Single Family Attached, as well as Seasonal/Vacation, and Agricultural.

**Medium-High Density Residential** includes Multifamily and Mixed Use Residential.

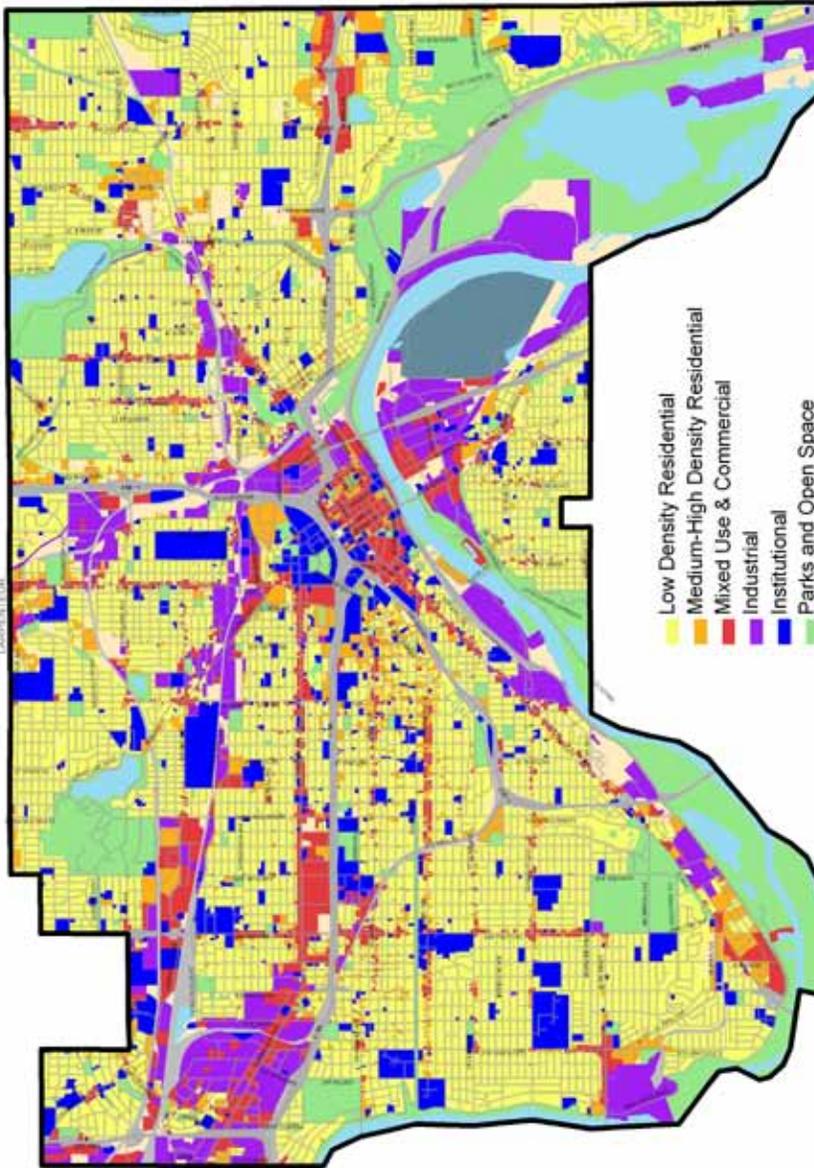
**Mixed Use & Commercial** includes Mixed Use Commercial, Retail and Other Commercial, and Office.

**Industrial** includes Industrial & Utility, and Mixed Use Industrial.

**Transportation** includes Major Highway and Railway.

**Parks and Open Space** includes Park, Recreational or Preserve, and Golf Course.

**Institutional** includes Institutional; **Airport** includes Airport; **Water** includes Water; and **Undeveloped** includes Undeveloped.



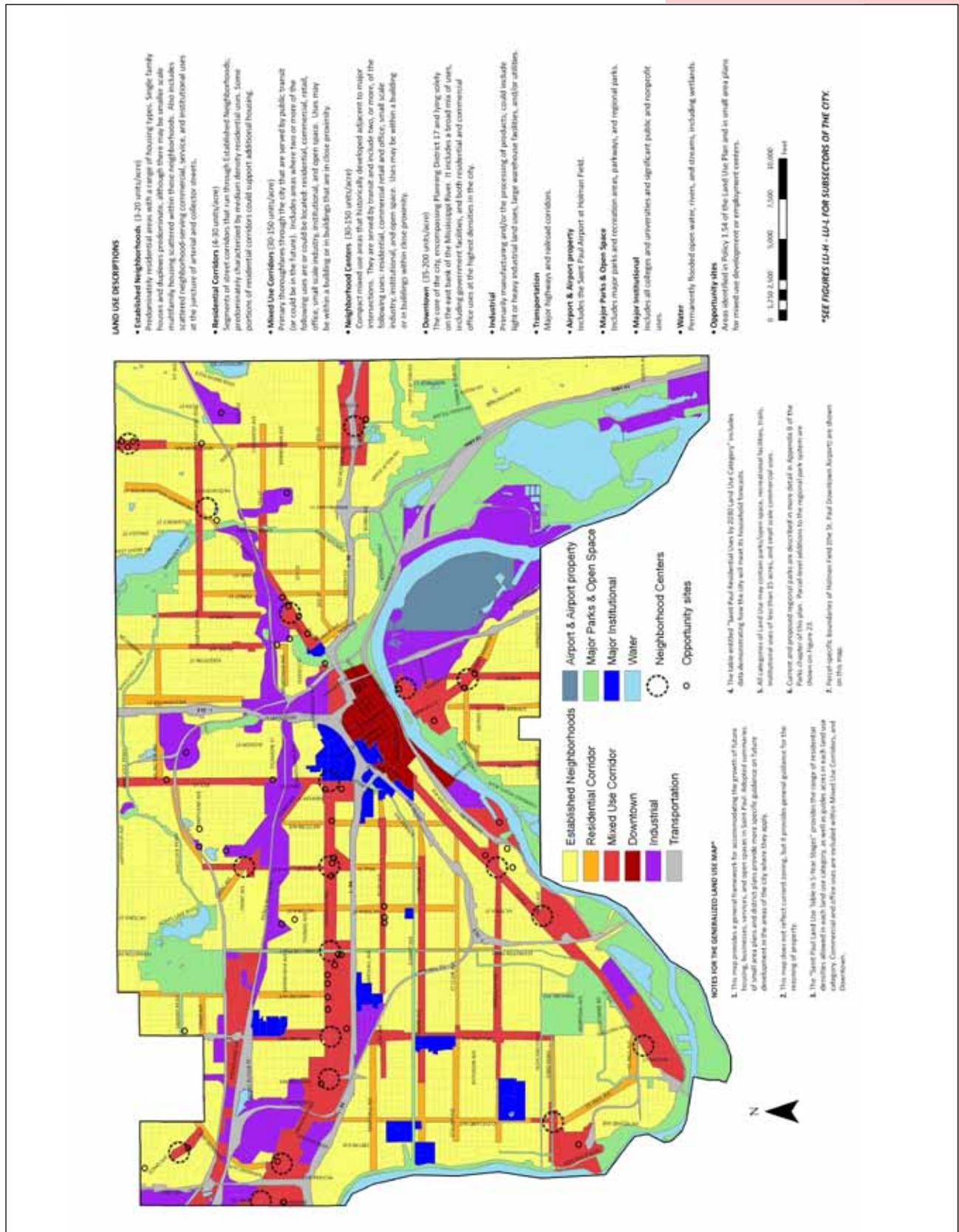
- Low Density Residential
- Medium-High Density Residential
- Mixed Use & Commercial
- Industrial
- Institutional
- Parks and Open Space
- Transportation
- Airport
- Water
- Undeveloped



0 2,650 5,300 10,600 Feet

Land Use	Acres
Low Density Residential	14,854
Medium-High Density Residential	1,711
Mixed Use & Commercial	2,283
Industrial	2,807
Institutional	2,480
Parks and Open Space	5,146
Transportation	2,115
Airport	541
Water	2,423
Undeveloped	1,570
<b>Total</b>	<b>35,931</b>

FIGURE LU-B. GENERALIZED 2030 FUTURE LAND USES



### **Widening disparities.**

While the metropolitan region has significant assets, ranking high in such factors as college attainment, median household income, home ownership, job growth, and a low poverty rate overall, minorities and the poor are not achieving at the same level or at the same rate as the majority population. These disparities affect the quality of life of individuals and undermine the region's economic stability.

### **Changing economy to a service sector focus.**

There is a loss of manufacturing firms and jobs as the production base in the United States economy continues to erode. At the same time, the numbers and types of service sector firms and jobs employing "knowledge base" people continues to grow.

### **Increasing need for an educated and skilled workforce.**

Labor markets are changing in ways that will result in a shortage of competent workers. Some residents, particularly new immigrants, lack the education and skills needed to fill the jobs that are competitive in the changing economy. In addition, the cost of an education, particularly a college education, is beyond the reach of many people who need it to secure employment. Others need and desire more education and newer skills, particularly people who have been laid off or who are attempting a career change.

### **Increasing mismatch between jobs and housing.**

Saint Paul residents must travel longer distances to get to entry-level jobs at suburban firms. They often must rely on public transportation, and the suburbs are not as well served by public transportation as the core cities. Moreover, the jobs most accessible to residents may not be a good match for the skills they have.

### **Rising energy costs and changing climate.**

The rising cost of energy is significantly altering choices in housing location, housing type, transportation modes, and travel behavior. This will impact development patterns, affecting the use of transit and the density of new development.

### **Evolving downtown.**

Downtown, long a center for business and government, has evolved in the last decade, becoming more vibrant as new housing and visitor attractions have been developed. This, combined with more riverfront development, enables Saint Paul to reinvent and redesign Downtown to meet the needs of the people who visit, work, and live in it. The momentum will be heightened when construction of light rail transit (LRT) along the Central Corridor is completed.

## **Decreasing funds for City services.**

The City needs to increase its tax base to pay for and maintain its infrastructure, including parks and recreation centers, libraries, snow removal, police protection, fire fighting, paramedics, sewers, water, and street maintenance. Funding from outside sources has declined significantly, while the cost of providing services and maintaining the City's infrastructure continues to rise. The City must find ways to become more self-sufficient, difficult for a fully built city with limits on its ability to expand the tax base.

## **STRATEGIES**

While strategies in the Land Use Plan are intended to shape the built environment – the buildings that compose Saint Paul's residential, employment, and shopping areas – they are influenced by forces beyond the control of City government. Changes in the economy affect business decisions, housing construction, and the variety and sophistication of retail shops that provide goods and services. The strategies are intended to capitalize on Saint Paul's historic use of its land and contemporaneous economic forces to create a city that is sustainable.

### **Target Growth in Unique Neighborhoods**

This strategy focuses on sustaining the character of Saint Paul's existing single-family neighborhoods while providing for the growth of mixed-use communities. New development in Neighborhood Centers, Corridors, the Central Corridor, and Downtown is intended to create communities where housing, employment, shopping, and community amenities, supported by transit, work together to provide for the needs of the people who live and work in them.

### **Provide Land for Jobs**

For Saint Paul to have a strong economy and to thrive, it must have businesses with living wage jobs. The strategy focuses on providing land for employment centers that capitalize on Saint Paul's historic strengths and emerging labor markets. An important element is reclaiming industrial land for new businesses that can provide living wage jobs.

### **Promote Aesthetics and Development Standards**

As Saint Paul continues to revitalize itself and to grow, it must be an attractive place to live, work, and visit. This strategy provides a framework for design and aesthetics that will engage people and help integrate the built environment into the community.



## Strategy 1: Target Growth in Unique Neighborhoods

This strategy establishes a framework for growth by directing new mixed-use development to areas of Saint Paul where housing, jobs, amenities, and transit can work synergistically, giving neighborhoods strength so they can more successfully serve the needs of the people who live and work in them.

Saint Paul has a long history of strong neighborhoods. They were shaped historically by changes in transportation and the economic situations of their residents, as David Lanegran and Judith Martin describe in their book, *Where We Live*. The city's first residential settlement, Lowertown, was established in 1835 near the Mississippi River, Downtown commerce, and jobs. As transportation improved and land values rose, people moved away from Downtown. The wealthy settled in the hilly areas and bluffs west and east of Downtown, while working class residents lived in the North End and off West Seventh Street and walked to their jobs. The streetcar system opened up additional areas, primarily in the western part of the city, to working-class residents and white collar workers of the emerging middle class. This trend was accelerated as people acquired automobiles. When freeways were constructed after World War II, neighborhoods, suburban in character, were developed. These development patterns produced a variety of communities that, while they look different from each other, function similarly and are the foundation for the continuing growth of Saint Paul.

The policies in Strategy LU-1 reinforce the strengths of Saint Paul's existing neighborhoods while, at the same time, build a structure for managing the 2030 growth targets established for the city by the Metropolitan Council. Compared to 2000 Census figures, the targets include an additional 44,160 people and 20,890 households, and another 36,000 jobs. .

Substantial growth is not expected in all neighborhoods. Established Neighborhoods are residential areas of predominately single-family housing and adjacent neighborhood-serving commercial uses. These are areas of stability where the existing character will be essentially maintained.

Growth is anticipated in other areas of the city, including Downtown, the Central Corridor, Residential and Mixed-Use Corridors, Neighborhood Centers, and Employment Districts. These are areas of change where there will be compact mixed-use communities where housing, employment, amenities, and transit work together.

### USING DENSITY TO ACHIEVE TARGETED GROWTH

The core goal of Strategy LU-1, as visualized in the land use maps and described in the subsequent policies, is higher density development. Higher density means that new residential, commercial, and industrial development will be at densities greater than currently found in the community (e.g., townhouses and medium-scale flats in neighborhoods now developed with duplexes or small apartment buildings, larger scale multi-family apartments and condominiums where there is now small scale housing, etc.).

Higher density development is not an objective to be sought solely for itself. Higher density development achieves several objectives that contribute

Policies in Strategy LU-2: Provide land for jobs, focus on Employment Districts, or areas of the city where jobs are concentrated. Figure LU-F depicts Employment Districts, a compilation of industrial districts, commercial districts in Downtown and along arterial streets, and land within the Central Corridor identified for employment uses.

to the goal of creating a vibrant, economically strong community that is environmentally sustainable (see Figure LU-C). These benefits accrue when higher density is used to create a community that is unique when compared to others in the same city or in other cities.

Policies in this strategy direct new, higher density development to Downtown, the Central Corridor, Neighborhood Centers, Residential and Mixed-Use Corridors, and Employment Districts. There will be infill development in Established Neighborhoods and modest amounts of townhouse and small scale multi-family development at the juncture of arterial and collector streets that traverse Established Neighborhoods.

Existing zoning standards, as well as new zoning standards and districts, will be used to support the prevailing character of Established Neighborhoods and to allow higher density development in Neighborhood Centers, Residential and Mixed-Use Corridors, the Central Corridor, and Downtown.

FIGURE LU-C. POTENTIAL BENEFITS OF HIGHER DENSITY DEVELOPMENT

**Potential benefits of higher density development**

Underlying the targeted growth strategy is the assumption that higher density development, well-designed and integrated into an existing community, will produce tangible benefits for residents, employers and employees, and the municipality in which it is located. This concept, while not a policy in the Land Use Plan, can be used by the City as it considers implementing policies in this plan.

The Urban Land Institute, in *Higher Density Development: Myth and Fact* (2005), describes the benefits of higher density development:

- Multi-family housing is attractive for demographic groups that comprise an increasingly larger part of the Saint Paul’s population—married couples without children, many of them empty nesters; single people, and other types of households. They are more likely to want to live in an urban community, close to shopping and community amenities and to their workplaces.
- Higher density development, with more residents and more business owners, broadens the city’s tax base.
- Infrastructure and public services are used more efficiently. The costs of both are lower because they are spread over more properties.
- Higher density development brings together concentrations of people, so public transit is more feasible by making frequent service needed and desirable.
- Higher density, transit-oriented development often means less traffic congestion because residents make fewer and shorter non-commuting automobile trips, as shopping and amenities are close to their homes.
- Higher density development supports and facilitates economic development because it attracts residents likely to work in emerging labor markets of the knowledge-based economy.

Higher density communities are better able to support commercial retail businesses. Between 1,500 and 2,500 residential units within walking distance of a shopping district are needed to sustain businesses selling basic commodities and services (Planning and Urban Design Standards, American Planning Association). In addition, a trade area population of at least 10,000 residents is needed to support a neighborhood commercial area with a traditional offering of goods and services, particularly in cities with high rates of automobile ownership (Cities in Full, Steve Belmont).

DENSITY CATEGORIES	RANGE OF DWELLING UNITS PER ACRE
LOW DENSITY RESIDENTIAL	UP TO 15
MEDIUM DENSITY RESIDENTIAL	15 TO 30
HIGH DENSITY RESIDENTIAL	MINIMUM OF 30

The range of densities permitted by the existing RM districts is 22 units to 54 units per acre. Several multi-family residential developments constructed in the previous decade far exceed those densities. Densities of individual projects ranged between 40 units per acre and 90 units per acre. Similar densities in future residential developments in Residential Corridors, Neighborhood Centers and Mixed-Use Corridors will go far in achieving the objective of compact, mixed-use development that supports transit. According to the Lincoln Institute of Land Policy, a minimum of 15 units per acre will support frequent bus service, while a minimum of 50 units per acre will support a walkable community and transit use.

**1.1 Guide the development of housing in Established Neighborhoods, commercial areas within Established Neighborhoods, and in Residential Corridors. \$**

This policy is intended to provide for the development of housing in Established Neighborhoods, Residential Corridors and adjacent commercial areas consistent with the prevailing character and overall density of these areas. The density goals are residential development of 3-20 dwelling units per acre in Established Neighborhoods and residential development of 4-30 dwelling units per acre in Residential Corridors and adjacent commercial areas.

**1.2 Permit high density residential development in Neighborhood Centers, Mixed-Use Corridors, the Central Corridor, and Downtown. \$**

Residential development in the Central Corridor is addressed on page LU-14. For Mixed-Use Corridors, the City should permit residential development of 30-150, including Neighborhood Centers within Mixed-Use Corridors. Residential development in Downtown should be permitted at a density of 35-200 dwelling units per acre.

**1.3 Study the RM multi-family districts and the TN districts to determine how they can accommodate more intense residential development. \$**

The study will focus on density and other development standards, including, but not limited to, height, setbacks, lot coverage, scale, and massing.

**1.4 Create new zoning districts to permit higher density residential and commercial development. \$**

The *Central Corridor Development Strategy* estimates the development potential in the Central Corridor (see page LU-14). A zoning study to determine zoning districts and development standards to implement the *Central Corridor Development Strategy* and the station area plans will serve as a guide for the creation of other zoning classifications and standards for areas in the city that warrant more intense development than now permitted by the *Saint Paul Zoning Code*.

**ESTABLISHED NEIGHBORHOODS**

Established Neighborhoods are characterized almost entirely by single-family houses and duplexes, as well as scattered small scale multi-family housing. Commercial areas at the intersections of arterial or collector streets provide goods and services for residents of the immediate neighborhood. There is medium density housing along Residential Corridors that run through Established Neighborhoods.

**1.5 Identify residential areas where single-family, duplex housing, and small multi-family housing predominate as Established Neighborhoods (see Figure LU-B). \$**

The City should maintain the character of Established Neighborhoods.

### 1.6 Explore the potential for accessory units in Established Neighborhoods. 🚶🏠

Accessory units provide an option for changing demographics, allowing the elderly to age in place while providing more affordable housing opportunities for singles and couples (see Policy H-2.17).

### 1.7 Permit neighborhood serving commercial businesses compatible with the character of Established Neighborhoods. 🚶🏠💰

This use should occur at the intersection of two streets, either arterials or collectors, located on a transit route and where commercial development currently exists. Retail businesses and smaller multi-family housing referenced in Policy LU-1.8 will be on at least three of the four corners of the intersection.

### 1.8 Encourage the development of townhouses and smaller multi-family developments, compatible with the character of Established Neighborhoods. 🚶🏠💰

These developments should occur at the intersections of two streets, either arterials or collectors, located on a transit route.

### 1.9 Encourage the development of medium density multi-family housing along Residential Corridors (see Figure LU-B). 🚶🏠💰

### 1.10 Devise and implement a neighborhood improvement and maintenance strategy. 🚶🏠💰

This neighborhood improvement and maintenance strategy, as with *Invest Saint Paul*, will focus primarily on low income neighborhoods (see Figure LU-D). It will be comprehensive in its approach and breadth, focusing on buildings and residents living in designated neighborhoods.

## NEIGHBORHOOD CENTERS

Growth in Neighborhood Centers allows for housing for changing demographic groups, jobs that capitalize on emerging labor markets, and commercial areas with goods and services. Neighborhood Centers use existing infrastructure and services efficiently and expand the city's tax base. Growth in Neighborhood Centers is achieved through development of a range of housing types at densities that support transit and promote walking. Neighborhood Centers have the following characteristics:

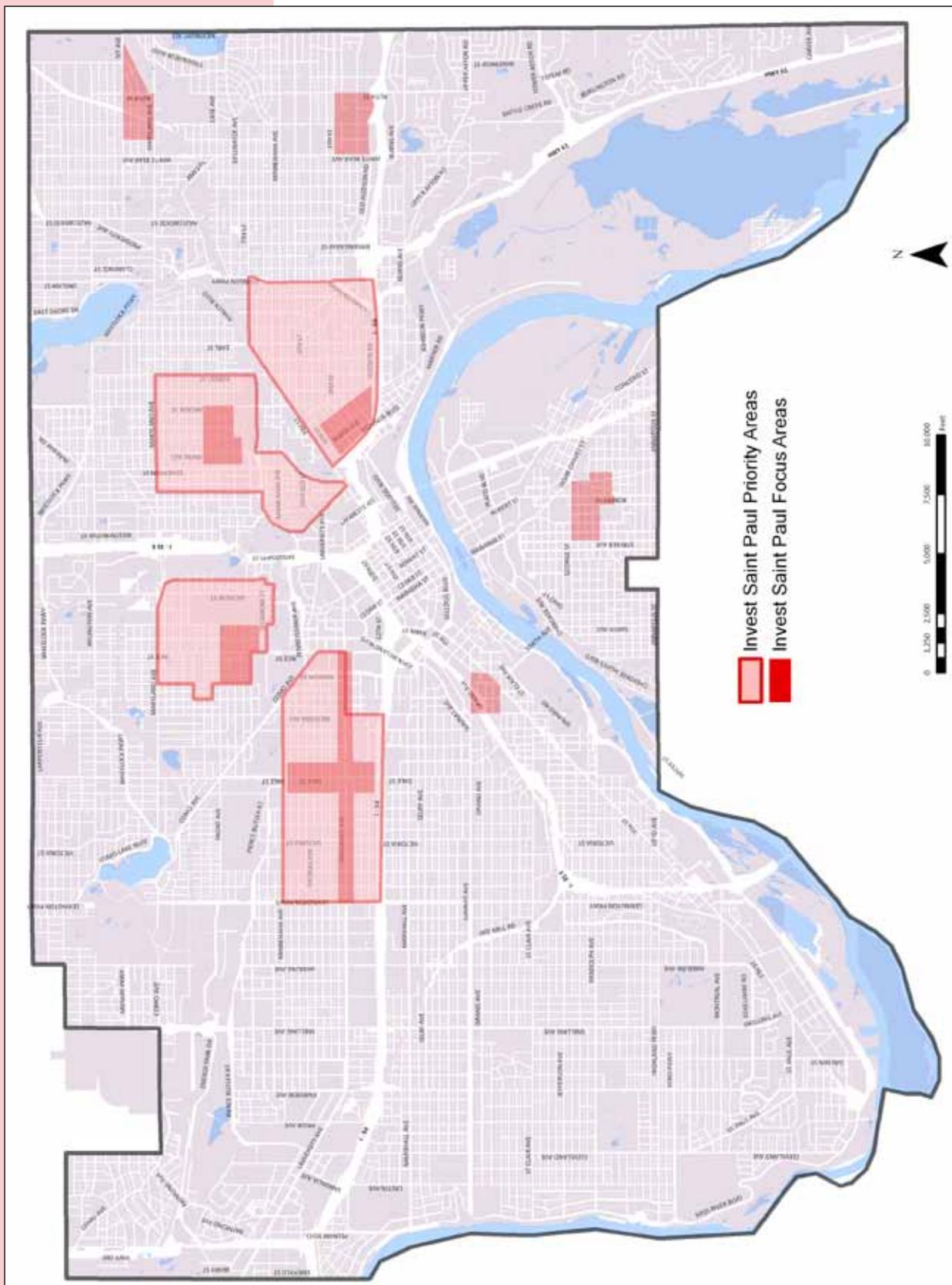
- Compact mixed-use areas with a range of housing types at high densities, as described in this plan, and at densities identified in zoning studies recommended by this plan;
- Commerce that provides goods and services for residents of the Neighborhood Centers, as well as those from Established Neighborhoods and elsewhere in the city;
- Located on or adjacent to primary travel routes through the city;
- Located on or adjacent to routes in the City's preferred transit network;
- Community facilities, such as parks and recreation centers, libraries, and the public realm;

*Invest Saint Paul*, approved by the Housing and Redevelopment Authority in 2007, addresses the impacts from the substantial numbers of vacant and foreclosed properties, primarily housing, on designated neighborhoods:

- Prioritization of vacant buildings for rehabilitation or demolition.
- Rehabilitation of houses, ranging from minor repairs to major improvements.
- Mortgage financing and/or incentives to reduce the number of completed, yet vacant, CDC-owned properties developed with city financing. Also, reduction of foreclosures by working with lenders on a variety of approaches.
- Strategic acquisition of vacant properties to stabilize deteriorating blocks. These properties will be rehabilitated, demolished and held for future development, or converted back to single-family use.
- Evaluation of vacant commercial buildings for functional and economic obsolescence.
- Major redevelopment projects, including commercial gateways, commercial sites or nodes, and mixed-use developments.

Priority areas, in the Dayton's Bluff, Payne-Phalen, the North End and Thomas Dale (Frogtown) neighborhoods (see Figure LU-D), are those where a concentration of overlapping issues affect both the housing stock and the lives of residents. The program has focused initially on target areas within the priority areas, where the issues can be addressed in a more manageable effort.

FIGURE LU-D. INVEST SAINT PAUL PRIORITIES AND TARGET AREAS



- Connections by bicycle and pedestrian facilities to adjacent areas and nearby amenities; and
- An arrangement of streets and blocks to ensure penetrability and a block size to encourage pedestrian movement, applicable to proposed Neighborhood Centers located on larger sites.

### 1.11 Designate areas as Neighborhood Centers. 🌿💰

Neighborhood Centers evolved as Saint Paul grew through the years. They all have an existing development pattern conducive to supporting a denser, mixed-use, pedestrian environment where commerce, employment, and amenities can be efficiently and effectively provided. Existing Neighborhood Centers are not all developed at the same level of intensity. Moreover, some existing Neighborhood Centers, such as Saint Anthony, are expected to have modest growth, while others, such as Highland Village, are expected to have greater growth (see figure LU-B).

Existing Neighborhood Centers:

- Como-Front-Dale;
- District del Sol;
- East Seventh-Arcade;
- Highland Village;
- Hillcrest;
- Phalen Village;
- Saint Anthony;
- Shepard-Davern; and
- SunRay-Suburban.

Proposed Neighborhood Centers:

- Schmidt Brewery area;
- Victoria Park; and
- West Side Flats.

### 1.12 Balance the following objectives for Neighborhood Centers through the density and scale of development: accommodating growth, supporting transit use and walking, providing a range of housing types, providing housing at densities that support transit, and providing open space and recreational opportunities. 🌿🚶🏃🏠💰

There can be gradations of density within individual Neighborhood Centers, with denser developments at the core and less dense developments at the periphery.

### 1.13 Establish boundaries for Neighborhood Centers that reflect existing development patterns and functional characteristics of the area. 🌿

The City should use these boundaries to guide development activity, monitor growth and other development conditions, and evaluate performance toward meeting objectives for services and community amenities.

### 1.14 Plan for growth in Neighborhood Centers. 🌿🚶🏃🏠💰

The City should recognize community circumstances and preferences as stated in City adopted summaries of small area plans and district plans, while still providing additional housing opportunities at densities that support transit and walking.



**1.15 Promote Neighborhood Centers as compact, mixed-use communities that provide services and employment close to residences.** 🚶🏻‍♂️🌿💰

Mixed-use development combines three or more uses (e.g., residential, retail, office, recreation, etc.) into an integrated, pedestrian oriented real estate project that is served by transit. Whether the components of the project are within a building or in buildings that are in close proximity to each other, they are functionally integrated so that use of space is maximized. Some of the benefits of mixed-use are activating urban areas during more hours of the day, increasing housing options, reducing auto dependence, and creating a sense of place.

**1.16 Permit residential development at densities contemplated in Policy 1.2.** 💰

**1.17 Promote a place, amenity, or activity that serves as a community focus and emphasizes the special identity of individual Neighborhood Centers.** 🚶🏻‍♂️

**1.18 Provide connections for bicycles and pedestrians to community facilities (e.g., parks, recreation centers, libraries, etc.) and to activities that support the residential population; and to adjacent areas of the city (see bicycle and pedestrian policies in the *Transportation Plan* and the *Parks and Recreation Plan*).** 🚶🏻‍♂️

**1.19 Promote conditions that support those who live and work in Neighborhood Centers, including frequent transit service, vibrant business districts, a range of housing choices, and community amenities.** 🚶🏻‍♂️

### MIXED-USE CORRIDORS

As with Neighborhood Centers, growth along Mixed-Use Corridors provides housing for changing demographic groups, jobs that capitalize on emerging labor markets, and commercial areas with goods and services for people who live and work along them. They use existing infrastructure and services efficiently and expand the city's tax base. Growth along Mixed-Use Corridors is achieved through development of housing and employment centers at a scale and intensity that support transit. Because of these similarities, many of the policies in the *Land Use Plan* for Neighborhood Centers and Mixed-Use Corridors are comparable. However, Mixed-Use Corridors differ from Neighborhood Centers in that they conform to the following characteristics:

- Arterial and collector streets;
- Primary thoroughfares into and through Neighborhood Centers, as well as connections between neighborhoods;
- A route in the City's preferred transit network;
- A mixture of residential and commercial uses. Predominately residential corridors will have smaller scale commercial uses, while predominately commercial corridors will have housing interspersed with office uses and retail; and
- Development at high densities to support transit.

**1.20 Designate as Mixed-Use Corridors those areas on Figure LU-B.** 🌿💰

Mixed-Use Corridors are arterial or collector streets with high volumes of vehicular traffic and frequent peak hour transit service. The existing

development pattern along Mixed-Use Corridors, where supported by zoning districts that permit more intense development, has the potential to support additional multi-family residential development and employment centers.

**1.21 Balance the following objectives for Mixed-Use Corridors through the density and scale of development: accommodating growth, supporting transit use and walking, providing a range of housing types, and providing housing at densities that support transit.** 🚶🚲💰

**1.22 Establish boundaries for Mixed-Use Corridors to guide development activity, monitor growth and other development conditions, and evaluate performance toward meeting objectives for providing services.** 🚲

**1.23 Guide development along Mixed-Use Corridors.** 🚶🚲💰

The City should recognize community circumstances and preferences as stated in City adopted summaries of small area plans and district plans, while still providing additional housing opportunities at densities that support transit.

**1.24 Support a mix of uses on Mixed-Use Corridors.** 🚲💰

Mixed-Use Corridors may be either predominately residential or predominately commercial. Predominately residential corridors will have smaller scale commercial uses, while predominately commercial corridors will have housing interspersed with commercial office uses and retail goods and services.

**1.25 Promote the development of more intensive housing on Mixed-Use Corridors where supported by zoning that permits mixed-use and multi-family residential development.** 🚲💰

**1.26 Permit residential development at densities contemplated in Policy 1.2.** 💰

**1.27 Provide connections by bicycle and pedestrian facilities to adjacent areas.** 🚶🚲

**1.28 Promote conditions that support those who live and work along Mixed-Use Corridors, including frequent transit service, vibrant business districts, and a range of housing choices.** 🚶🚲

## CENTRAL CORRIDOR

The Central Corridor is Saint Paul's major transit corridor, connecting Saint Paul with the University of Minnesota and Downtown Minneapolis. Within the city, the Central Corridor encompasses University Avenue, the Capitol Area and Downtown Saint Paul (see Appendix LU-A, Figure LU-M) The *Central Corridor Development Strategy* estimates the development potential within the Area of Change as:

- Rental residential units: 9,100 – 11,250;
- Ownership residential units: 2,175 – 3,450;

The *Central Corridor Development Strategy*, adopted by the City Council in 2007, describes the vision and a set of strategies for how the Central Corridor should grow and change in response to the investment in LRT. The six principles in the strategy, guiding the preparation of plans for each of the transit station areas, are:

- Reposition Saint Paul in the region.
- Benefit and strengthen the diverse community along the Central Corridor.
- Link and foster economic activity.
- Improve people's mobility throughout their community.
- Improve the image and quality of life along the Central Corridor.
- Collaborate from design to operation.

Transit station areas identified in the *Central Corridor Development Strategy* are at Capitol East, Dale, Fairview, Lexington, Rice, Snelling, Westgate, Union Depot, 10th Street, and 4th Street/Cedar. Future transit stations are planned at Hamline, Western, and Victoria.



- Office: 5,750,000 sq. ft.;
  - Commercial retail: 1,010,000 – 1,060,000 sq. ft.; and
  - Hotel rooms: 1,000.
- (There was no estimate on the change in industrial uses.)

**1.29 Implement the *Central Corridor Development Strategy* and individual transit station area plans as the vision for development in the Central Corridor in connection with the construction of LRT. 🚶🌿💰**

**DOWNTOWN**

Downtown encompasses District 17, which includes Downtown, the central business district, and the Capitol campus. Downtown Saint Paul lies solely on the east bank of the Mississippi River and Downtown is distinguished from the rest of Saint Paul by its intensity of development. It has a concentration of employment and housing, complemented by retail, entertainment, and community facilities.

The vision of Saint Paul as a complex urban center integrated with the Mississippi River is embodied in the *Saint Paul on the Mississippi Development Framework*. Exemplifying the concepts of New Urbanism, Downtown is characterized by mixed-use urban villages around the office core, anchored by a park or central green; culture, entertainment, and a regional park; the Capitol and government office buildings along the northern edge of Downtown; and access to regional transportation systems, including two interstate highways and transit.

The most important component necessary to achieve the vision in the *Saint Paul on the Mississippi Development Framework* and the policies in the *Saint Paul Downtown Development Strategy* is greater numbers of people working in, living in, and visiting Downtown. More people, both during the day and evening hours, will strengthen the existing Downtown population base. These people will be drawn in by a mix of residences, employment, and visitor attractions. A stronger Downtown population base will, in turn, support initiatives to widen the mix of uses, including new commercial retail.

**1.30 Implement the *Saint Paul Downtown Development Strategy*. 🚶🌿💰**

**1.31 Promote a broad mix of uses Downtown (e.g., commercial, office, government, housing, visitor attractions, etc.), so as to attract greater numbers of people to Downtown. 🚶🌿💰**

**1.32 Designate urban villages in Downtown Saint Paul, as identified in the *Saint Paul on the Mississippi Development Framework* (see Figure LU-E). 🚶🌿💰**

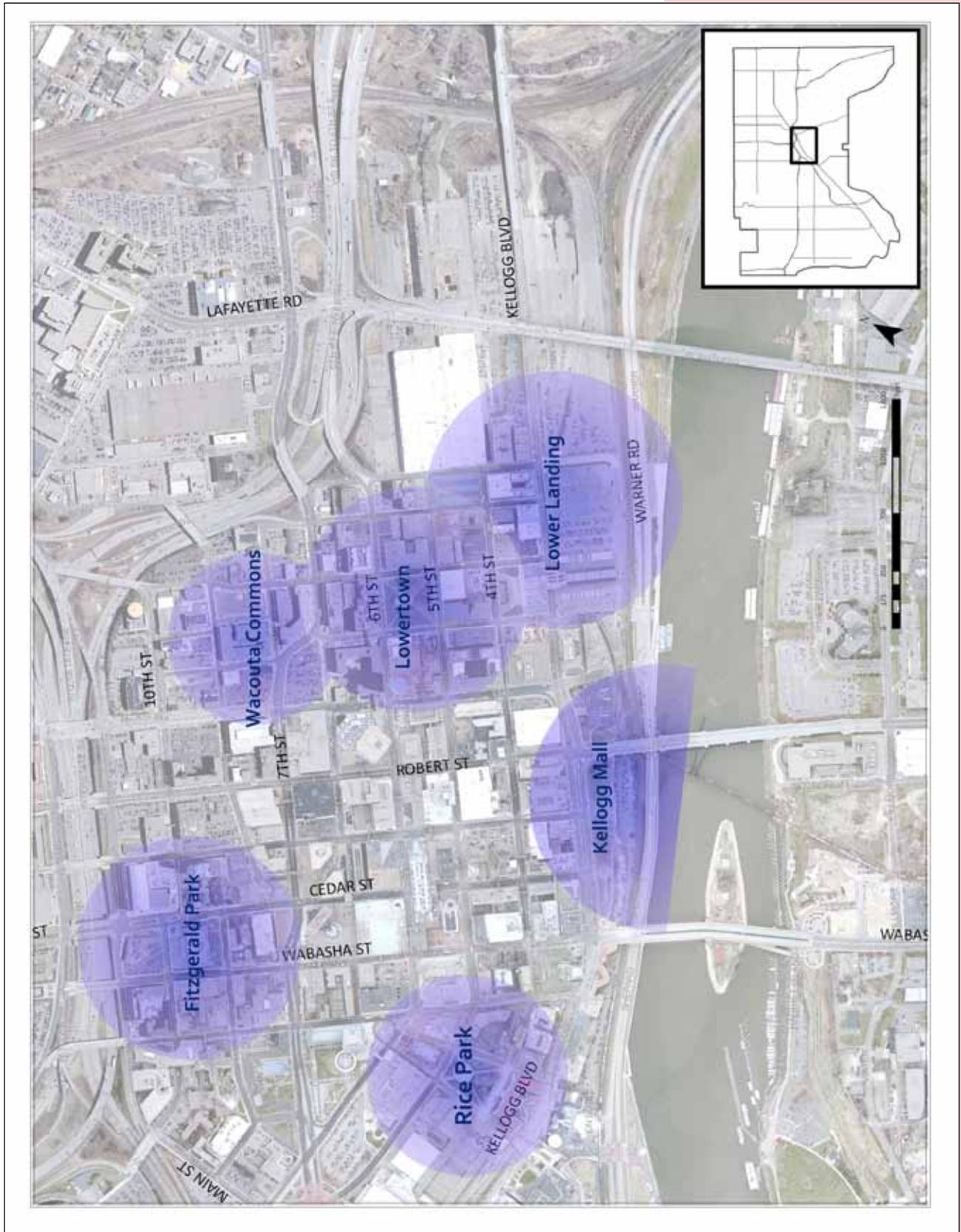
**Established urban villages**

- Fitzgerald Park;
- Lowertown;
- Rice Park; and
- Wacouta Commons.

The *Saint Paul Downtown Development Strategy*, adopted in 2003, builds on the template in the *Saint Paul on the Mississippi Development Framework* with policies that support the creation of a complex urban center. The themes in the *Strategy* are:

- A creative winter city for the 21st Century, where people can interact throughout the year.
- Building on Downtown's strengths and assets; specifically, an array of historic structures, green spaces and parks, proximity to the Mississippi River and cultural amenities.
- Livability, including cultivating features of Downtown that make it a desirable place to live.
- A balance of land use, mixing residential, employment and entertainment to create a vibrant Downtown.
- A connected, pedestrian-oriented downtown, enabling residents, employees and visitors to interact with Downtown places and activities.

FIGURE LU-E. URBAN VILLAGES



### Proposed urban villages

- Kellogg Mall; and
- Lower Landing.

Urban villages surrounding the office core, identified in the *Saint Paul on the Mississippi Development Framework*, are designed and developed to conform to New Urbanism principles of traditional neighborhood development. “Emerging” urban villages identified in the *Saint Paul on the Mississippi Development Framework* have since become “established.”

**1.33 Promote the growth and diversity of housing opportunities in Downtown’s urban villages at a level sufficiently high to increase the residential population so that a broad mix of commercial retail can be developed and sustained.** 🚶🏠💰

**1.34 Strengthen neighborhood connections to Downtown Saint Paul through development and improvements that support and complement Downtown businesses and urban villages.** 🚶🏠

Neighborhood connections include Seven Corners, Cathedral Hill, Lafayette Park, District del Sol, Dayton’s Bluff, and Railroad Island.

**1.35 Promote and add entertainment activities, cultural activities, and visitor accommodations to support them.** 🚶🏠

### MINNESOTA STATE CAPITOL AREA

The Capitol, designed by noted architect Cass Gilbert, rises on a promontory north of the Downtown office core. The Capitol, state office buildings, and adjacent commercial and residential neighborhoods (i.e., East Frogtown, Capitol Heights, the Sears block, and Fitzgerald Park) are within the jurisdiction of the Capitol Area Architectural and Planning Board (see Appendix LU-A, Figure LU-N). The Capitol Area is exempt from City zoning regulations. Though the Capitol Area is separated from Downtown Saint Paul by an interstate highway, it is an anchor for reinvestment in the surrounding areas. Construction of LRT through the Capitol Area will be a catalyst for revitalization. Capitol East is one of the transit station areas in the Central Corridor (see sidebar on page LU-14).

**1.36 Encourage the State of Minnesota to design new office buildings to connect functionally and aesthetically with adjacent streets and neighborhoods, affecting elements of site design, building design and orientation, landscape, and streetscape.** 🚶🌿💰

**1.37 Encourage the redevelopment of surface parking lots within the Capitol Area.** 🌿💰

Redevelopment would accomplish several objectives, including management of surface water, more productive use of the land, and creating connections between the Capitol Area and surrounding neighborhoods.

**1.38 Encourage the State of Minnesota to locate its departments and agencies within the City of Saint Paul, particularly within the Downtown office core.** 💰



**1.39 Encourage state office leasing on select sites in Downtown that help link the Capitol with Downtown or that intermix state and Downtown office buildings.** 🚶🏻 \$

## **EMPLOYMENT DISTRICTS**

Employment Districts (see Figure LU-F) include:

- I1, I2, and IR districts. A wide range of limited production and processing functions, as well as general industrial uses, are permitted;
- B4 and B5 districts in Downtown. The full range of commercial uses, with commercial office and health care the predominate employment activities, are permitted;
- B2, B3, and TN districts on arterial streets. The Saint Paul Zoning Code permits offices and limited production and processing in these districts. Arterials are particularly suited to firms producing small scale products which do not require heavy trucks for deliveries and shipping. Parcels on some arterial streets are sufficiently large, or can be enlarged, to accommodate these types of businesses; and
- Land within the Central Corridor identified for employment uses.

Policies for Employment Districts are included in Strategy LU-2: Provide Land for Jobs.

## **RESIDENTIAL DEVELOPMENT**

These policies address overarching issues described in the *Housing Plan*.

**1.40 Promote the development of housing that provides choices for people of all ages, including singles and young couples, families, empty-nesters, and seniors.** 🚶🏻

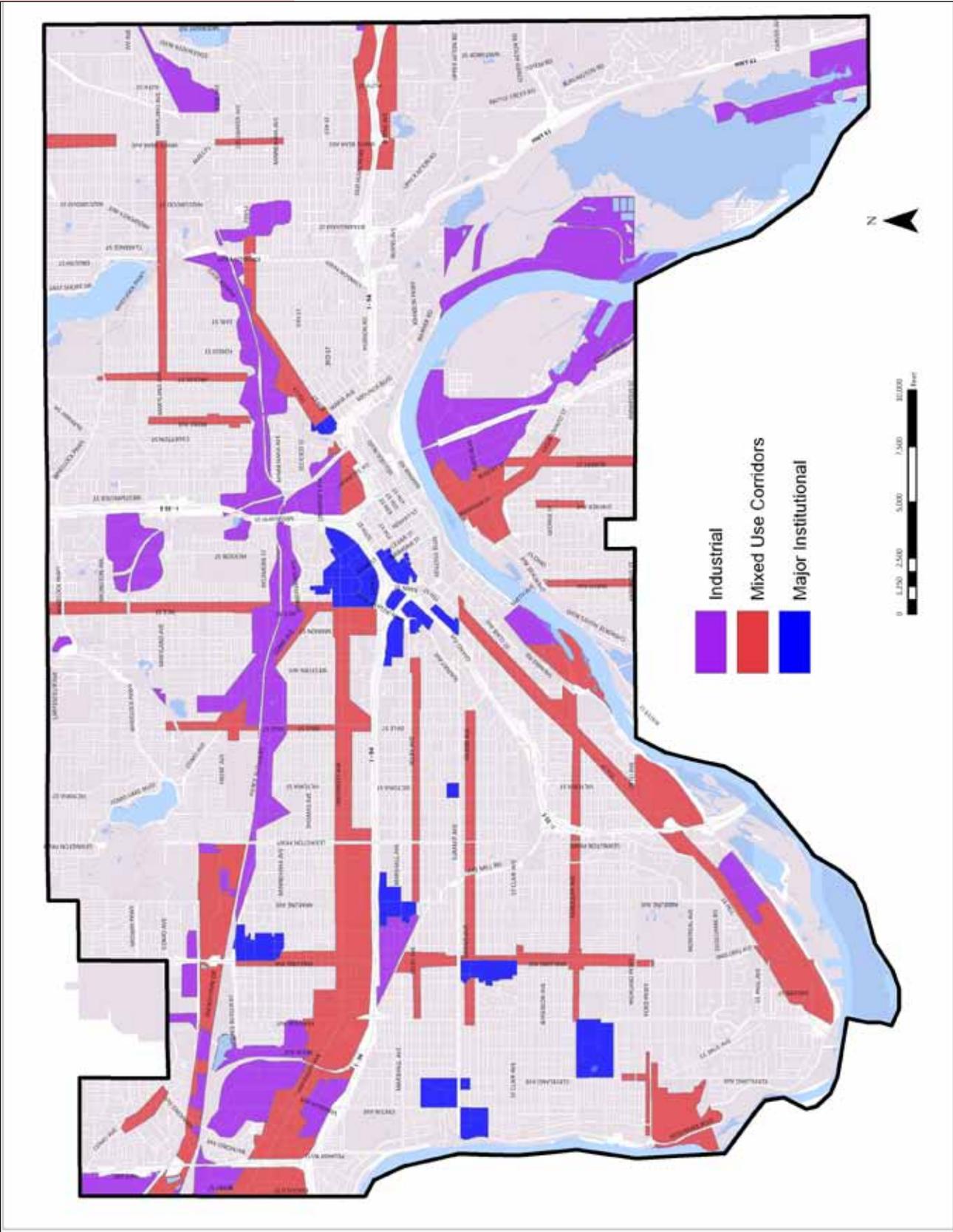
**1.41 Promote the development of a range of housing types and housing values in each of the 17 planning districts.** 🚶🏻

**1.42 Promote the development of housing in mixed-use neighborhoods that supports walking and the use of public transportation.** 🚶🏻

**1.43 Explore the use of planning and development tools to increase the production of housing, including, but not limited to, accessory units in existing neighborhoods, density bonuses for affordable units, and parking reductions.** \$

**1.44 Establish a working group of representatives from City departments that will meet periodically to review and analyze how those departments can facilitate the development process so the City can be competitive in securing projects that further its growth targets.** \$

FIGURE LU-F. EMPLOYMENT DISTRICTS



## COMMERCE

The City supports traditional urban form and scale in compact commercial areas while, at the same time, recognizes that some existing commercial areas attract regional patrons as well as local customers are more oriented to the automobile. An on-going evaluation of the effectiveness of both types of commercial areas to provide necessary and desirable goods and services is essential if they are to be an integral and productive part of Saint Paul's economy.

### **1.45 Maintain and enhance retail commercial areas throughout the city by promoting standards that make them vital and attractive: 🚶🏻 \$**

- Access to a broad range of goods and services;
- An anchor for surrounding residential neighborhoods;
- Safety for pedestrians; and
- Architectural elements that add interest at the street level.

### **1.46 Encourage the expansion of compact commercial areas in Neighborhood Centers and Mixed-Use Corridors to further the objectives of both categories of neighborhoods. \$**

A variety of retail establishments located in close proximity to each other strengthens a commercial area and creates a synergy that benefits all businesses. This synergy has the potential to encourage business creation and expansion.

### **1.47 Ensure that streets in compact commercial areas conform to the certain criteria: use of traditional urban building form, streetscape amenities, and traffic calming measures. 🚶🏻**

Traditional urban building form and streetscape amenities should reflect the function of the street and the type of development on it by identifying and promoting the street as the center of a shopping district, no matter how large or small. Streetscape amenities should enhance the visibility of the storefronts or other buildings in the commercial area (see Policy T-3.1). Implementing Policy LU-1.47 entails preparation of a study of the capital and maintenance costs of streetscape and landscaping improvements and how those costs will be borne.

### **1.48 Support compatible mixed-use within single buildings and in separate buildings in close proximity. 🚶🏻 🌳 \$**

### **1.49 Continue to promote principles of traditional urban form in the design of new or renovated commercial buildings. 🚶🏻**

### **1.50 Facilitate the redevelopment of commercial areas where existing buildings are no longer considered functional to accommodate viable retail and businesses. \$**

Many older commercial buildings are functionally obsolete and cannot be readily adapted to the requirements of modern commercial retail and office establishments. Programs to redevelop these properties or otherwise rehabilitate existing buildings have the potential to strengthen commercial areas in which they are located.

**1.51 Prepare a study of commercial zoning districts citywide to determine the amount of commercial zoning best able to provide goods and services for residents, employment districts, and visitors in various areas of the city, as well as the amount of commercial zoning best able to be integral parts of the city's economy; recommend changes to the zoning districts based on the study. \$**

Given market conditions during the first decade of the 21st Century, there is arguably more commercial zoning in some areas than can be materialized into successful retail shopping areas. In other areas, commercial districts may be smaller than market conditions can support. The intent of the study is to determine if the size of commercial districts should be reduced or enlarged to make them more economically viable.

**1.52 Prioritize the development of compact commercial areas accessible by pedestrians and transit users over commercial areas more readily accessed by automobile. Discourage new and expanded auto-oriented uses. 🚶🚲💰**

**1.53 Encourage changes to the design of existing auto-oriented commercial buildings and areas with elements of traditional urban form to minimize impacts on the pedestrian realm. 🚶**

## OPPORTUNITY SITES

**1.54 Identify opportunity sites for future development consistent with the *Saint Paul Comprehensive Plan*, either as mixed-use development or as employment centers, including, but not limited to (see Figure LU-B): 🚶🚲💰**

- Arlington/Jackson West;
- Bus barn site (Snelling/I-94);
- Case/Hazel warehouse site;
- Cemstone ;
- Diamond Products site;
- Ford site;
- Hamm Brewery;
- Harriet Island;
- Island Station;
- Loeb Lake;
- Minnehaha/Milton
- Schmidt Brewery area;
- Selby/Victoria(southeast corner);
- 3M site;
- Wilder Foundation site; and
- West Side Flats.

## EDUCATIONAL INSTITUTIONS

Saint Paul is fortunate to have a wealth of educational facilities. They bring a breadth of opportunities for Saint Paul and its residents as well as for those who work in the city. Moreover, education facilities often provide an identity for specific areas of the city.

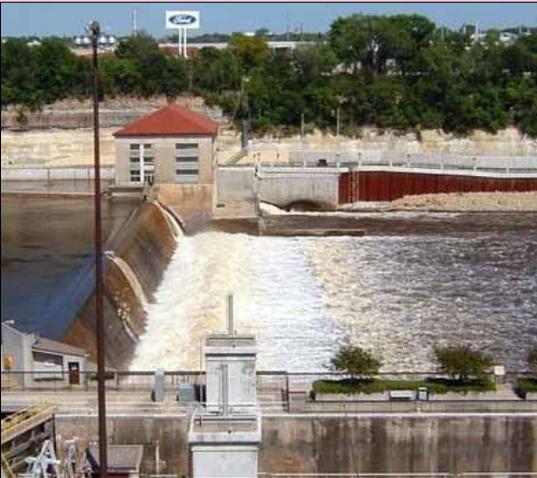
**1.55 Collaborate with public and private schools elementary and secondary schools in conjunction with construction or major remodeling. ✎**

**1.56 Collaborate with the Saint Paul Public Schools to determine criteria for reuse of school district buildings if they will no longer be used for educational purposes. ✎**

**1.57 Encourage communication between educational institutions and residents of the community when those institutions seek to expand or make significant changes to their campuses. ✎**

Colleges and universities are permitted uses in residential districts, and the *Saint Paul Zoning Code* includes standards for approval of a permit when an educational institution seeks to expand its campus boundary. It is in the best interests of the institution and the community if there is a dialogue between all parties to address potential conflict over a proposed expansion.

**1.58 Collaborate with school organizations to promote neighborhood improvement in conjunction with school construction or major remodeling. ✎**



## Strategy 2: Provide Land for Jobs

Cities can be the fulcrum for regional economic prosperity. When the assets of urban centers are utilized creatively and with energy, they are catalysts for investment in industries and, thus, jobs for residents.

Cities inherently have much to offer. For many decades they were centers for economic and political activity and for culture and education. They had quintessential neighborhoods where men and women who worked in the city lived and raised their families. Although much economic activity has shifted to the suburbs and to other countries, the basic elements that made cities successful for so long are still in place: mature physical infrastructure; universities and vocational training schools; institutions and cultural amenities, which provide ideas; and important economic centers, such as medical facilities and financial institutions.

During the past 20 years, Saint Paul pulled together an array of strategies and projects intended to address the loss of manufacturing jobs. The focus has been reclaiming vacant and underutilized industrial lands and making them productive once again. Elements central to this effort included brownfield cleanup, redevelopment, and workforce development.

Now, early in the 21st Century, factors are converging that compel Saint Paul and its partners to hone these strategies and to supplement them, so that revitalization can continue to provide for job-rich industries. Globalization of many industries has intensified. Technologies have become increasingly more sophisticated. The land likely to be developed with job-rich industries may often be found in smaller parcels throughout the city rather than in large swaths of land in railroad corridors. Changing demographics are producing shifts in the labor market. Immigration is giving Saint Paul a new pool of potential employees – energetic and hard working but sometimes lacking skills needed for jobs that are available – at the same time that baby boomers, though close to retirement age, are continuing to work, sometimes at part time jobs.

### DEVELOPMENT GUIDELINES

There are core guidelines that establish a foundation for the formation and maintenance of employment centers.

#### **2.1 Ensure the availability of sufficient quantities of land suitable for existing and new employment centers; prepare an inventory of properties zoned for industrial and commercial uses that have the potential for redevelopment as employment centers. \$**

An inventory of vacant and underutilized buildings and land currently zoned for industrial and commercial use will provide the City and its development partners with baseline information necessary to pursue a program to develop employment centers.

#### **2.2 Promote the redevelopment of outmoded and non-productive sites and buildings so they can sustain existing industries and attract emerging**

industries to Saint Paul; focus on issues that include, but are not limited to, energy efficiency, water conservation, and broadband capability. 🌱💰

**2.3 Attract industries that use best management practices regarding environmental issues (e.g., air and water quality, soil contamination, solid waste, sustainable construction practices, etc.) in their site development and operations. 🌱💰**

#### **JOB-RICH EMPLOYMENT CENTERS AT STRATEGIC LOCATIONS**

Saint Paul's employment districts historically have been located either in Downtown office buildings or within railroad corridors running through the city. Location, land availability, and transportation contributed to this pattern, which has continued with new employment centers developed since the late 1980s and early 1990s and is expected to continue into the future. The shift to an information-based economy, producing more service-sector employment and small-scale manufacturing, presents opportunities for redevelopment on all types of sites, including smaller sites and those on arterial streets (see Figure LU-F).

#### *CITYWIDE*

**2.4 Focus the growth of employment centers in Downtown, the Central Corridor, industrial corridors, and on larger tracts of land, where there is infrastructure capacity and where redevelopment as employment centers, or as mixed-use development that includes employment centers, could occur. 💰**

**2.5 Encourage the redevelopment of sites on arterial streets zoned for B2, B3, and TN2 uses as employment centers. To that end, facilitate redevelopment through a program of assembling parcels to create sites sufficiently large to accommodate smaller scale industrial and office uses. 💰**

**2.6 Prepare a zoning study to determine how alleys can be used to serve small-scale industrial firms and commercial office buildings when they abut residential neighborhoods; issues will include, but not be limited to access, curb cuts on adjacent streets, loading areas, and buffers for residential uses. 💰**

Large-scale truck delivery and shipping is often not a requirement for small-scale industrial firms and commercial office buildings.

**2.7 Develop opportunity sites consistent with the *Saint Paul Comprehensive Plan* with mixed-use development that incorporates employment centers (see Policy LU-1.54). 💰**

**2.8 Work with health care institutions to assess proposed development projects, including expansion of facilities beyond their existing campuses. 💰**

Downtown continues to evolve. It once filled the role of a classic urban city, with office buildings and a bustling retail area, and then experienced several years when office vacancies rose and the retail sector shrank. A multi-faceted revitalization that began in the early 1990s includes, in part, cultural and entertainment amenities and residential development. Still, Downtown remains an employment center that caters largely to distinct categories of users – state agencies, corporations housed in single-user buildings, and the health care industry. Small businesses, including retail stores catering largely to office employees, are found throughout Downtown. The Downtown employment base can be strengthened with the retention of these sectors and the addition of businesses that serve or depend on these core businesses.

## DOWNTOWN

### **2.9 Support the retention of the categories of employment that historically have strengthened the Downtown office market and produced a stable employment base. \$**

Downtown's central location maximizes access to a large employment base, which is attractive for businesses needing specialized labor.

### **2.10 Encourage the State of Minnesota, Ramsey County, the federal government, and other governmental agencies to locate in Downtown, whether in leased space or in owner-occupied buildings. A second priority is to locate in other city locations well-connected to Downtown. \$**

Government employment has long been a mainstay of Downtown Saint Paul. These agencies will benefit if they are located in close proximity to each other, taking advantage of office space available in multi-tenant buildings (see Policies LU-1.38 – LU-1.39.)

### **2.11 Cultivate the development of Class A office space in Downtown. \$**

Arguably the most successful segment of the Downtown office market is Class A space, particularly those buildings with relatively large floor plates owned and used by a single occupant. The average vacancy rate for Class A space in the decade between 1996 and 2006 was 10.8 percent, almost half of the average vacancy rate for Class B office space.

### **2.12 Collaborate with the City's partners to develop strategies to ensure that space in multiple-tenant buildings in Downtown is occupied. \$**

The collaboration should include the Greater Saint Paul Building Owners & Managers Association, Capital City Partnership, and the Saint Paul Area Chamber of Commerce. Most of the multiple-tenant buildings the collaboration will deal with are Class B office space.

### **2.13 Prepare a study of Class C office buildings to determine potential uses. \$**

The study will focus on how the buildings can be used to respond to issues raised and objectives outlined in the *Downtown Saint Paul Office Space Action Plan* (2006) and subsequent reports and will incorporate strategies included in the *City's Economic Development Strategy*; it will also focus on non-office uses, such as housing.

## CENTRAL CORRIDOR

### **2.14 Promote the development of employment opportunities in the Central Corridor, consistent with the *Central Corridor Development Strategy*. 🚶🌿💰**

Construction of LRT and the Central Corridor's strategic location in the region will enhance the potential for employment opportunities. The scale of investment anticipated in the Central Corridor will produce employment opportunities for residents and non-residents.

## CORRIDORS

### 2.15 Redevelop underutilized or vacant land in railroad corridors. 🌱💰

There has been significant redevelopment in the Phalen Corridor and the Great Northern Corridor in the last two decades. Ample acreage is available for light industry, commercial office development, and capitalization on the growth of freight rail.

### 2.16 Prepare a study of the West Midway industrial area outside the line of change as identified in the *Central Corridor Development Strategy* to determine how the industrial area may be best used to strengthen Saint Paul's industrial sector and employment base (see Figure LU-G). 🌱💰

The West Midway, one of Saint Paul's historic railroad corridors, is strategically located, with much of its current business activity closely tied to the railroad lines that run through it. Many existing businesses, though successful, do not employ large numbers of people. The study, in part, will focus on how the West Midway can evolve to capture "knowledge-based" business activity and to take advantage of the potential for a jobs/housing match because of its proximity to the Central Corridor.



## LAND ASSEMBLY

Light industrial and commercial office complexes often require significant parcels of land, or parcels reconfigured to meet the requirements of modern business. Much land that might otherwise be appropriate for redevelopment as employment centers is on relatively small or oddly shaped parcels. Creating parcels large enough for an employment complex will require land assembly. The Minnesota Legislature in 2006 significantly limited eminent domain as a tool for assembling parcels for redevelopment except for the construction of public facilities. Consequently, government must use other tools, specifically negotiation with property owners, to assemble sites and, if needed, to clean up contaminated land.

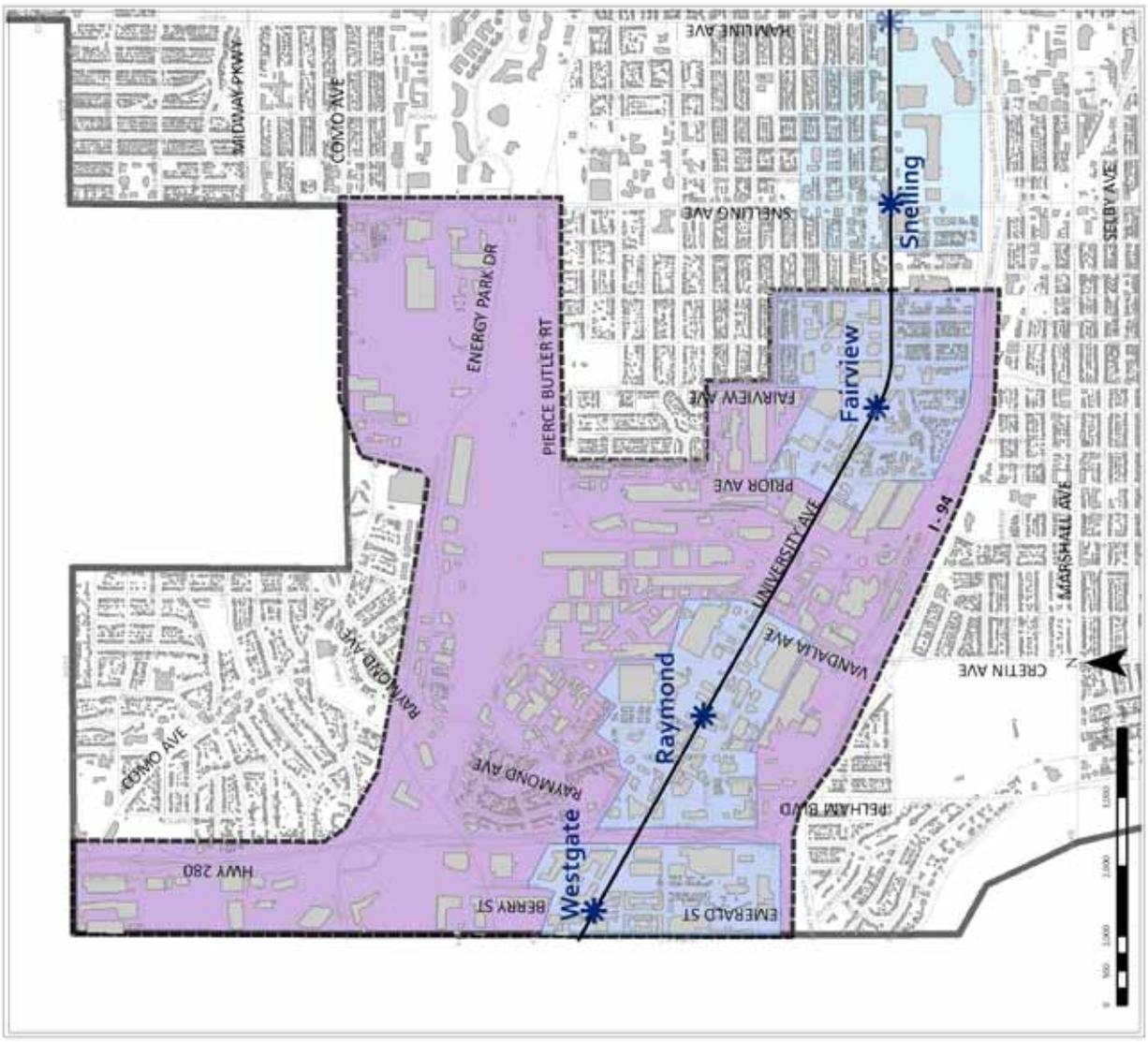
### 2.17 Utilize appropriate financial tools to assemble parcels to be redeveloped for industrial and intense commercial uses. 💰

### 2.18 Analyze the feasibility of using the City's land assembly bond program to acquire parcels for light industrial and business development as those parcels become available. 💰

Using the land assembly bond program depends on the strength of the market to support the sale of projects so the bonds can be repaid. The program should be used with this caveat in mind.

### 2.19 Seek a revision to state legislation that limits the use of eminent domain as a tool for redevelopment. 💰

FIGURE LU-G. WEST MIDWAY INDUSTRIAL AREA



- LRT Stations
- Future LRT Stations
- Proposed LRT Alignment
- Building footprints
- Station Area Plans
- West Midway Study Area

**2.20 Seek clarification from the Minnesota Legislature on the language of Minnesota Statutes 242 and 469 to improve the process of transferring tax forfeit properties between Ramsey County and the City and/or the Housing and Redevelopment Authority. §**

Currently the City and the Housing Redevelopment Authority have the right of first refusal on all tax forfeit properties either for public use or for redevelopment purposes. Changes in state legislation are needed to define more clearly the issues resulting from varying interpretations of the statutes that affect both the process and transfer issues; the objective is to streamline the process so it is more effective and efficient.

## **REGULATION**

The *Saint Paul Zoning Code* is both strategic and flexible in its approach to how land in industrial districts is used. It permits a wide variety of manufacturing and other industrial uses. Contrary to the stated intentions of industrial districts, many non-industrial uses are also permitted. Practically, industrial districts have been designed to accommodate businesses and facilities that might not be welcome in other areas of the city. There are concerns that industrial land will be developed with non-industrial uses, which often produce a higher rate of return on an investment than industrial uses. In response, many cities prohibit residential uses in industrial areas; others do not prohibit non-industrial uses but limit their size and number and require that they be subject to discretionary review. The policies in this section are intended to facilitate the stability of Saint Paul's industrial and employment base.

**2.21 Prepare regulations for conditional use review of specified uses (to be identified in a study of principal uses permitted in industrial districts) for the purposes of ensuring compatibility of non-industrial uses with the primary industrial function of the district and of protecting the employment base. §**

Some non-industrial uses are compatible with industrial uses, while other permitted uses may weaken the industrial character of the district and its employment base. The study is intended to determine how conditional use review for specified uses will be used to protect the industrial character of these districts. It will address the following issues:

- Maintenance of the city's industrial employment base;
- Benefits to existing and future industrial uses;
- Significant adverse impacts on nearby industrial uses; and
- Significant alterations to the overall industrial character of the area, based on the existing proportion of industrial and non-industrial uses and on the effects of incremental change.

**2.22 Revise the list of principal uses permitted in industrial districts to ensure compatibility with the primary industrial function of the district for the purpose of protecting the employment base. §**

The *Saint Paul Zoning Code* permits a wide range of non-industrial uses in industrial districts. Non-industrial uses undermine the viability of the industrial

Saint Paul's location as a transportation, manufacturing, and distribution center for the northwestern United States for more than 100 years, and the downsizing of many of these businesses, has left the city with a large amount of contaminated property. Since the 1980s approximately 1,000 acres of brownfields have been investigated, cleaned up, and redeveloped by the City and the Port Authority for light industrial, commercial, and residential uses. This effort has resulted in approximately 4,000 jobs at firms operating on redeveloped brownfields and a significant property tax base increase. Remediation and redevelopment of brownfields in Saint Paul is far from done. Local, state, and federal programs to remediate brownfields, developed during the last 20 years, have been effective but they are also complex and under-funded. Public financial and programmatic assistance is necessary to overcome the extra cost and perception problems associated with the remediation and reuse of brownfields.

sector and the city's employment base. The study will determine how the list of principal uses can be revised to strengthen the industrial sector.

### **2.23 Establish site plan review standards for the I1, I2, and I3 districts for the purposes of providing for the efficient use of land and enhancing the aesthetic quality of the district.**

TN development standards incorporated into the IR district enhance the appearance and functionality of an industrial development so the district is compatible with nearby commercial and residential areas. Efficient use of a parcel will yield greater numbers of jobs for each acre of development than inefficient use.

### **BROWNFIELDS REMEDIATION**

Brownfields are abandoned, idled, or under-utilized industrial and commercial properties. Brownfields should be remediated before they can be redeveloped because of actual or suspected environmental contamination. Industrial buildings and property, rail yards, petroleum tank farms, old dumps, dry cleaning establishments, printing establishments, and painting establishments, often become brownfields. Because of the cost of cleanup, many brownfields remain undeveloped. Redevelopment of a brownfields site is more expensive than development on uncontaminated property because of the investigation and cleanup obligation.

The social and economic vitality of a city, especially employment opportunities for its residents, is adversely affected if underdeveloped or vacant properties are not redeveloped, while the redevelopment of brownfields restores and enhances a city's employment and property tax base. An additional benefit of brownfields redevelopment is the reuse of existing infrastructure capacity.

### **2.24 Create a brownfields redevelopment group within the Department of Planning and Economic Development (PED).**

The brownfields redevelopment group will do the following: 

- a. Prepare an inventory of brownfields sites. To assemble the inventory, the brownfields redevelopment group will use information in databases assembled by the Minnesota Pollution Control Agency (PCA) and the United States Environmental Protection Agency (EPA), as well as Sanborn maps describing how buildings and sites were used historically;
- b. Prepare a brownfields redevelopment strategic plan that includes a comprehensive approach to remediation and redevelopment of brownfields; the strategic plan will include, but not be limited to, applications for funding from local, state, and federal agencies, as well as tools for redevelopment and remediation using cost effective means, particularly leveraging development financing by the private sector;
- c. Provide developers and property owners, particularly those not aware of financial and programmatic assistance available for brownfields redevelopment, with information about

state brownfields programs (e.g., voluntary environmental investigation and remediation programs, the preparation of Response Action Plans (RAP) needed for cleanup, loan programs, etc.); and

d. Assist developers with site acquisition, as appropriate.

**2.25 Develop a brownfields fund to use in connection with the investigation and remediation of contaminated properties identified for redevelopment. 🌿💰**

Investigation and remediation of brownfields involve extra costs not borne by other development activities. Brownfields Revolving Loan Fund Grants are available from the EPA for citywide brownfields projects. These grants can be used to investigate contaminated property where no redevelopment project has yet been identified, once an inventory of contaminated properties is completed. Establishment of a City fund will encourage, expedite, and simplify the investigation process necessary for brownfields remediation and redevelopment. The EPA's Technical Assistance to Brownfields program assists communities in preparing applications for grant funding.

**2.26 Seek funding for brownfields remediation from the tax base revitalization programs operated by the state Department of Employment and Economic Development (DEED) and the Metropolitan Council. 🌿💰**

Both programs provide funding for remediation on sites where a project has been identified. The objective for this funding is to recycle land so it is productive once again, specifically through the creation of jobs and enhancement of the tax base.

**2.27 Pursue the establishment of a state tax credit program; tax credits can be used to encourage landowners to clean up brownfields so land can be redeveloped. 💰**

Tax credits will provide an incentive for landowners to clean up sites and seek reimbursement for those costs. Reimbursement made in the year incurred, rather than capitalized over time, will facilitate a more expeditious cleanup of contaminated land.

**2.28 Study and implement ways in which the City's land use controls can be used to facilitate and stimulate brownfields redevelopment. 💰**

Redevelopment of brownfields is often complex. Simplifying and providing flexibility in connection with zoning and other regulatory requirements may facilitate brownfields redevelopment.

**2.29 Study state and federal brownfields assistance programs and comment on changes necessary for their improvement. 💰**

The Metropolitan Council, DEED, Ramsey County, and EPA have extensive brownfields remediation programs and funding for the investigation and remediation of brownfields. Changes are particularly needed in the amount of funding available for brownfields redevelopment.



**2.30 Support and work closely with DEED and the Metropolitan Council so their programs for brownfields remediation are efficient, effective, and utilized to the greatest extent possible. \$**

#### **ECONOMIC DEVELOPMENT**

The crux of economic development is jobs. City government, however, has limited ability to influence the economy directly and, consequently, must be strategic in what it does to encourage and support economic development. The City, with its partners, has prepared an economic development strategy with six broad initiatives (see Introduction). The strategy is a two-year document that will be continuously updated as implementation of its programs proceeds.

**2.31 Implement the City's *Economic Development Strategy* to focus resources effectively in a coordinated series of initiatives and programs intended to secure and retain industries and commerce, and the jobs both create. \$**

**2.32 Collaborate with the Port Authority on development related activities for industrial projects. \$**

## Strategy 3: Promote Aesthetics and Development Standards

The built environment encompasses more than bricks-and-mortar development. Benchmarks for how the built environment is developed are necessary to produce a city that is accessible and livable.

### URBAN DESIGN

Design to achieve a pedestrian-scaled urban environment has long been a foundation of Saint Paul planning and development. This concept was an integral component of the *Saint Paul on the Mississippi Development Framework* and was later incorporated into the 1999 *Land Use Plan of the Saint Paul Comprehensive Plan*. The City in 2004 codified general design standards used during site plan review and design standards applicable to Traditional Neighborhood districts. Adoption of the Traditional Neighborhood districts and general design standards for other districts represents a paradigm shift from a city in which the built environment is shaped by the automobile to one that increasingly utilizes transit and accommodates the pedestrian. As the city evolves, an attractive and vital urban form becomes increasingly important to advance objectives of pedestrian-scaled environment.

**3.1 Continue to utilize and improve the provisions and design standards for the Traditional Neighborhood (TN) districts and the citywide general design standards in Section 63.110 of the *Saint Paul Zoning Code* to achieve a high quality pedestrian-scaled urban environment; prepare a study of these sections of the *Saint Paul Zoning Code* and how they have been utilized since their adoption.**  

A study of the TN districts, including design standards, as well as the citywide general design standards, will focus on several issues, including, but not limited to, uses, Floor Area Ratio, parking lot location, signage, and the impact of LEED guidelines on TN projects.

**3.2 Prepare design standards that provide a transition between single-family houses and nearby taller buildings.**  

Issues that the design standards should address include, but are not limited to, height, mass, scale, and architectural context. Taller buildings might be located in Neighborhood Centers or Mixed-Use Corridors, at the edges where they abut single-family neighborhoods.

**3.3 Study the feasibility of using form-based codes to strengthen the *Saint Paul Zoning Code*.**  

Form-based codes are development regulations that shape the urban environment by addressing the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale of streets and blocks. Form-based codes are used to implement a city's vision for a compact, pedestrian-scale design of the urban environment. Form-based codes are prescriptive—they state what a city wants—rather than

proscriptive – what a city does not want – and do not focus on provisions typically found in conventional zoning codes, such as Floor Area Ratio, permitted land uses, setbacks, and lot coverage.

**3.4 Prepare citywide infill housing design standards so that infill housing fits within the context of existing neighborhoods and is compatible with the prevailing pattern of development.** 🚶🌿

The City Council has directed PED to study how new housing can be constructed and existing single-family houses can be renovated and remodeled to be compatible with the character of the surrounding neighborhood. The standards will establish a baseline for development on vacant infill lots.

**3.5 Collaborate with city-designated design centers citywide to further the integration of high quality design into city planning documents and development projects.** 🚶🌿

The City has worked with the Design Center of the Saint Paul Riverfront Corporation for several years. Planning for development in the Central Corridor anticipates the creation of a Design Review and Advisory Resource, which will be responsible for collaboration with property owners on preliminary redevelopment concepts and the review of development applications.

**3.6 Encourage improvement of safety through design, as outlined in *Design for Public Safety*.** 🚶

*Design for Public Safety* incorporates the principles of crime prevention through environmental design, to focus on strategies and techniques for the design of the physical environment, both of sites and buildings, which help reduce opportunities for crime (see Policy PR-1.7).

## DEVELOPMENT STANDARDS

The aesthetic elements of a development are as important as others, including, for example, density, height, and scale. The following policies address those issues.

**3.7 Work with developers during site plan review to utilize sections of the *Saint Paul Zoning Code* that make development compatible with the existing and planned character of a neighborhood or other area of the city, in particular those sections on landscaping and plant materials (63.115) and exterior lighting (63.116).** 🚶🌿

**3.8 Enhance the city's physical and aesthetic environment by preventing the indiscriminate removal or destruction of trees where practicable and by protecting large trees and exceptional trees that are historic, ecological, or aesthetic (see tree policies in the *Parks and Recreation Plan*).** 🚶🌿

### 3.9 Consider ground and surface water in the preparation of a site for development and in the design and construction of buildings. 🌿

The site and buildings should be appropriately designed to protect water resources and emphasize natural features such as water bodies. The intent of this policy is to integrate measures in the *Water Resources Management Plan* with the *Land Use Plan*.

### 3.10 Encourage the financing and construction of private unstructured open spaces, particularly open play areas, in new multi-family developments. 🚶🏻‍♂️

Common outdoor areas in multi-family developments outside of Downtown will fulfill two objectives: provide open space that can be used and enjoyed by residents of all ages and enhance the aesthetics of the development. Maintenance of common areas will be the responsibility of the development. These areas provide benefits to residents of one development similar to those provided to the entire community by amenities in the public realm.

### 3.11 Encourage the coordination of business signs to achieve greater consistency among business signs and signs of community interest and to reduce visual clutter. 💰

Coordinated signage will enhance the city's appearance and potentially make retail shopping districts safer by reducing the distractions for motorists. Coordinated signage will be the focus of a zoning study of existing sign regulations and sign districts.

## OPEN SPACE AND NATURAL FEATURES

Parks and open space are urban amenities and part of the public realm that shapes urban development.

### 3.12 Preserve and support parks and open space as part of the natural eco-system and as critical elements in the public realm. 🚶🏻‍♂️🌿

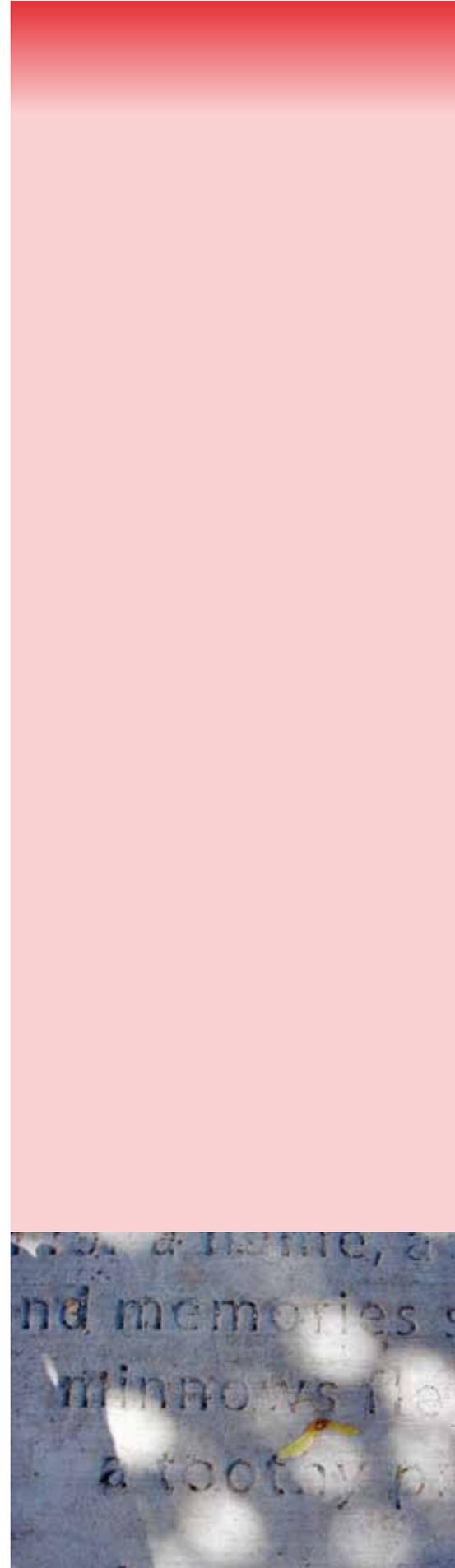
The *Parks and Recreation Plan* focuses on the City's system of parks and recreation centers. This policy defines the role of the parks system as integral to the sustenance of neighborhoods in Saint Paul.

### 3.13 Integrate City plans and developments with the Metro Greenways program operated by the state Department of Natural Resources (DNR), where applicable, to protect, restore, and manage natural areas connected by ecological corridors in the region. 🌿

Areas in Saint Paul identified by DNR for protection and restoration are Trout Brook and the Mississippi River shoreline.

## PUBLIC ART

Public art strengthens the public realm and enhances the city's identity. It promotes economic vitality and civic life. It advertises that Saint Paul is an attractive place to live, work, and visit.



**3.14 Include public art policies in small area plans and other planning documents.** 🚶

**3.15 Support the development of guidelines to incorporate public art in City-financed capital projects and larger redevelopment efforts to imbue these projects with a distinct sense of place; provide for their maintenance.** 🚶

Projects include infrastructure, buildings, and landscape and exclude projects that are below ground. The City should involve artists early in the planning and design of capital projects.

**3.16 Facilitate collaboration between artists and the community to identify opportunities for public art and to discuss civic issues that may inform the artist's work.** 🚶

#### IEWS AND VISUAL BEAUTY

Many features of the natural environment and the built environment enhance a sense of place as long as they remain prominently visible.

**3.17 Preserve significant public views through standards that regulate such impacts as height, bulk, scale, and view corridor (Figure LU- O).** 🚶

These standards should be included in the site plan review process.

**3.18 Support the protection and enhancement of the visibility of architectural landmarks.** 🚶

Examples of such landmarks are the Capitol, the Cathedral of St. Paul, the Highland Park Water Tower, and Landmark Center.

#### SOLAR ENERGY

The necessity to conserve on the use of fossil fuels and to take advantage of other energy sources has become, arguably, the defining issue during the 1990s and the first decade of the 21st Century.

**3.19 Promote access to sunlight for solar energy systems in new or rehabilitated residential, commercial, and industrial developments to the extent possible. Prepare a study on tools, techniques, and regulations to facilitate increased usage of solar energy systems, either as standalone systems or as supplements to conventional energy sources, including, but not limited to:** 🌿

- Orientation of buildings, lots, and streets to capture the maximum amount of sunlight;
- Building and site design, and the permissible levels of shading by structures and vegetation; and
- Determination of minimum degree of solar access protection needed to produce maximum amount of solar energy.



## Implementation

**Complete the following planning and zoning studies to implement the concepts and policies in this plan:**

- RM multi-family districts and the TN districts. Issues are density and other development standards (Policy LU-1.3);
- New zoning districts to permit higher density residential and commercial development in the Central Corridor and other areas of the city that warrant more intense development (Policy LU-1.4);
- Accessory units in Established Neighborhoods (Policy LU-1.6);
- Commercial zoning districts citywide. The issue is the amount of commercial zoning best able to provide goods and services and to be integral part of a vibrant economy (Policy LU-1.51);
- Alleys in commercial areas abutting residential areas. The issue is how alleys can serve small scale industrial firms and commercial office buildings when those uses abut residential neighborhoods (Policy LU-2. 6);
- Class C office buildings in Downtown (Policy LU-2.13);
- West Midway industrial area outside the Central Corridor line of change. The study will determine how the industrial area may be best used to strengthen Saint Paul's industrial sector and employment base (Policy LU-2.16);
- Conditional use permit for non-industrial uses in industrial districts. The issues are compatibility with the primary industrial function of the district and protection of the employment base (Policy LU-2.21);
- Principal uses permitted in industrial districts. The issue is land use categories that may negatively affect the availability of land for industrial activity or that may conflict with the character and function of industrial areas (Policy LU-2.22);
- Development standards for the I1, I2, and I3 districts (Policy LU-2.23);
- Land use controls to facilitate and stimulate brownfields redevelopment (Policy LU-2.28);
- Provisions and design standards in TN districts and the general design standards in Section 63.110 of the Saint Paul Zoning Code. The issue is pedestrian-scaled urban environment (Policy LU-3.1);
- Design standards to provide a transition between single-family houses and nearby taller buildings (Policy LU-3.2);
- Form-based codes (Policy LU-3.3);
- Design standards for infill housing (Policy LU-3.4); and
- Solar energy. Study of tools, techniques, and regulations to facilitate increased usage of solar energy systems (Policy LU-3.19).



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FIGURE LU-H. GENERALIZED 2030 LAND USES, NORTHEAST SECTOR

**LAND USE DESCRIPTIONS**

- **Established Neighborhoods** (3-20 units/acre)  
Predominantly residential areas with a range of housing types. Single family houses and duplexes predominate, although there may be smaller scale multifamily housing scattered within these neighborhoods. Also includes scattered neighborhood-serving commercial, service, and institutional uses at the juncture of arterial and collector streets.
- **Residential Corridors** (4-30 units/acre)  
Segments of street corridors that run through Established Neighborhoods, predominantly characterized by medium density residential uses. Some portions of residential corridors could support additional housing.
- **Mixed Use Corridors** (30-150 units/acre)  
Primary thoroughfares through the city that are served by public transit (or could be in the future). Includes areas where two or more of the following uses are or could be located: residential, commercial, retail, office, small scale industry, institutional, and open space. Uses may be within a building or in buildings that are in close proximity.
- **Neighborhood Centers** (30-150 units/acre)  
Compact mixed use areas that historically developed adjacent to major intersections. They are served by transit and include two, or more, of the following uses: residential, commercial retail and office, small scale industry, institutional, and open space. Uses may be within a building or in buildings within close proximity.
- **Downtown** (30-200 units/acre)  
The core of the city, encompassing Planning District 17 and lying solely on the east bank of the Mississippi River. It includes a broad mix of uses, including government facilities, and both residential and commercial office uses at the highest densities in the city.
- **Industrial**  
Primarily manufacturing and/or the processing of products, could include light or heavy industrial land uses, large warehouse facilities, and/or utilities.
- **Transportation**  
Major highways and railroad corridors.
- **Airport & Airport property**  
Includes the Saint Paul Airport at Holman Field.
- **Major Parks & Open Space**  
Includes major parks and recreation areas, pathways, and regional parks.
- **Major Institutional**  
Includes all colleges and universities and significant public and nonprofit uses.
- **Water**  
Permanently flooded open water, rivers, and streams, including wetlands.
- **Opportunity sites**  
Areas identified in Policy 1.53 of the Land Use Plan and in small area plans for mixed use development or employment centers.

SEE ADDITIONAL NOTES FOR THIS MAP ON FIG. LU-B.

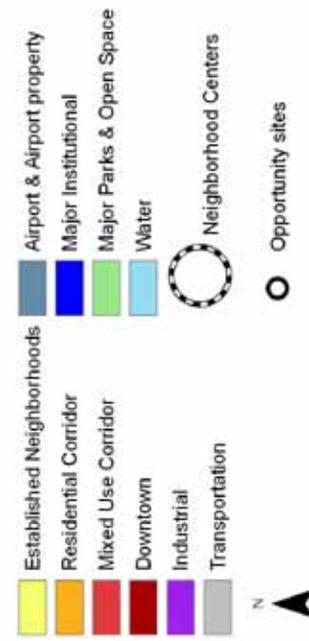
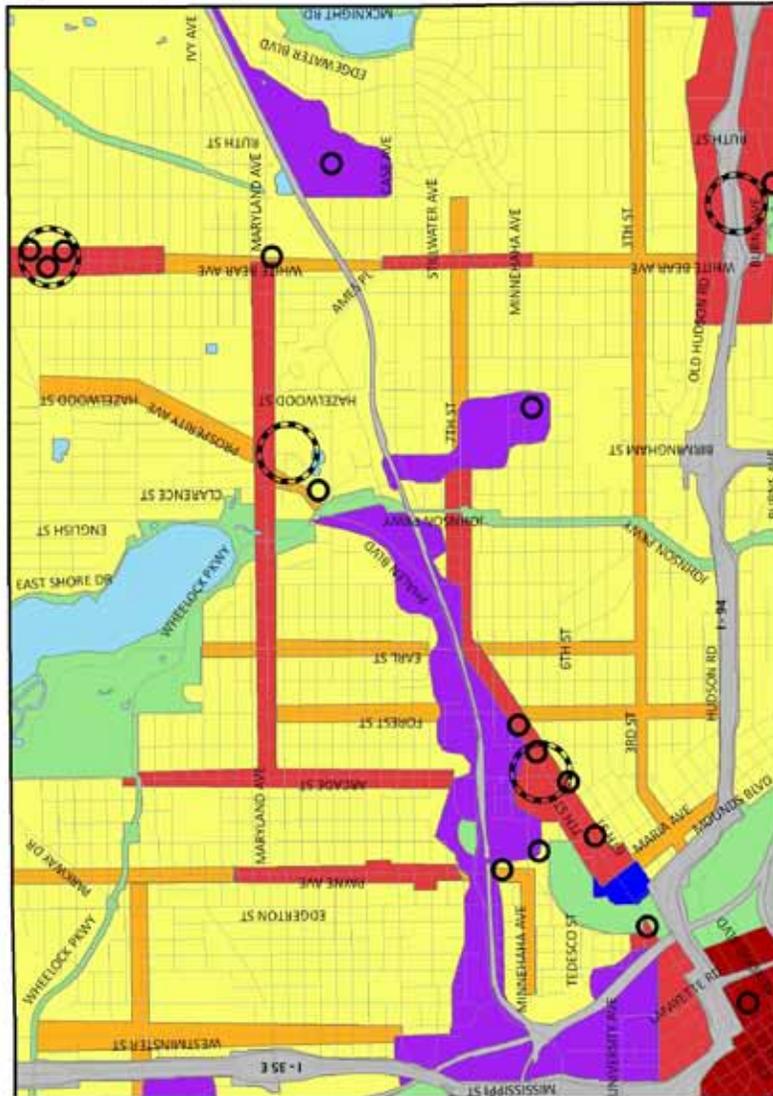


FIGURE LU-I. GENERALIZED 2030 LAND USES, SOUTHEAST SECTOR

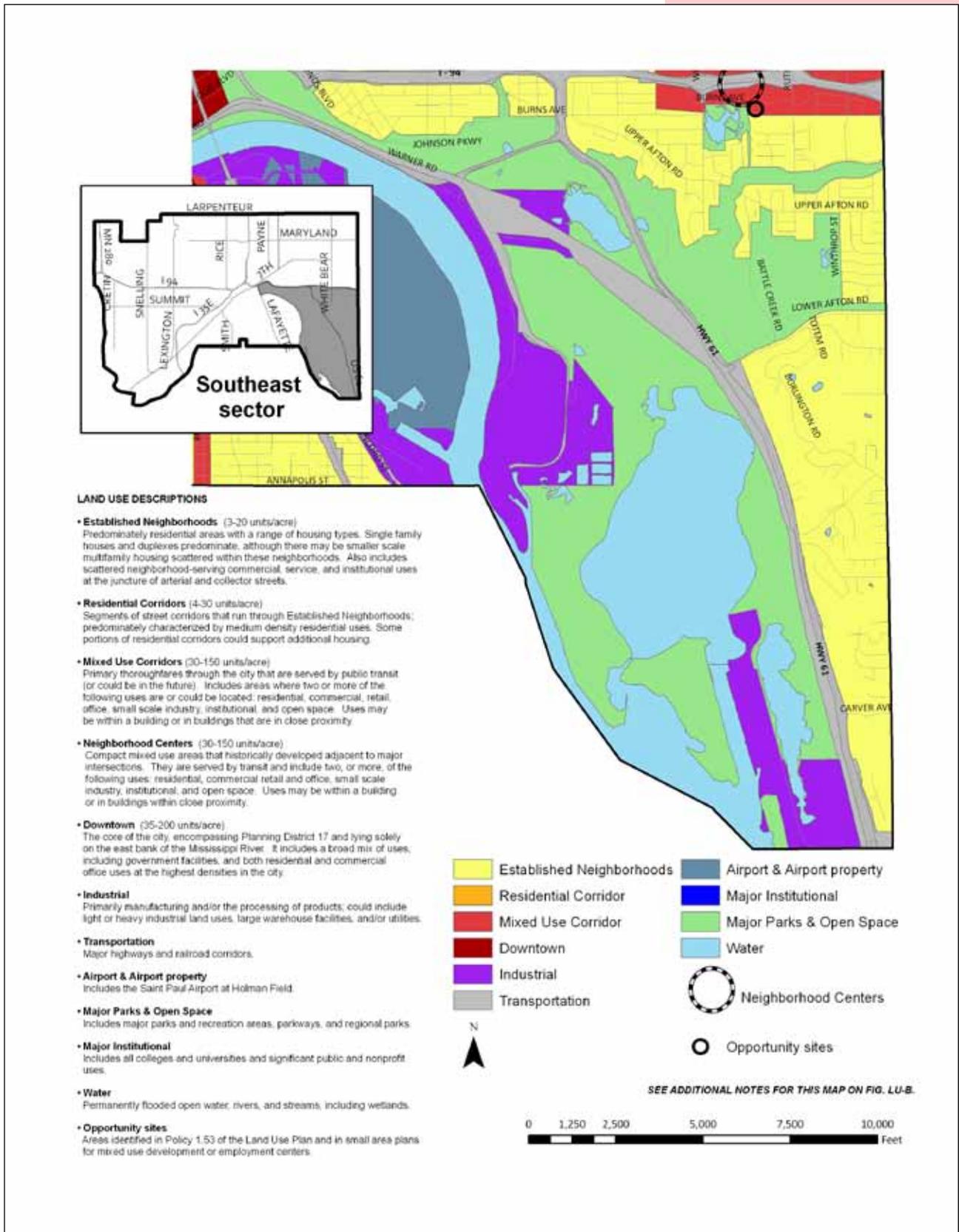


FIGURE LU-J. GENERALIZED 2030 LAND USES, DOWNTOWN AND WEST SIDE

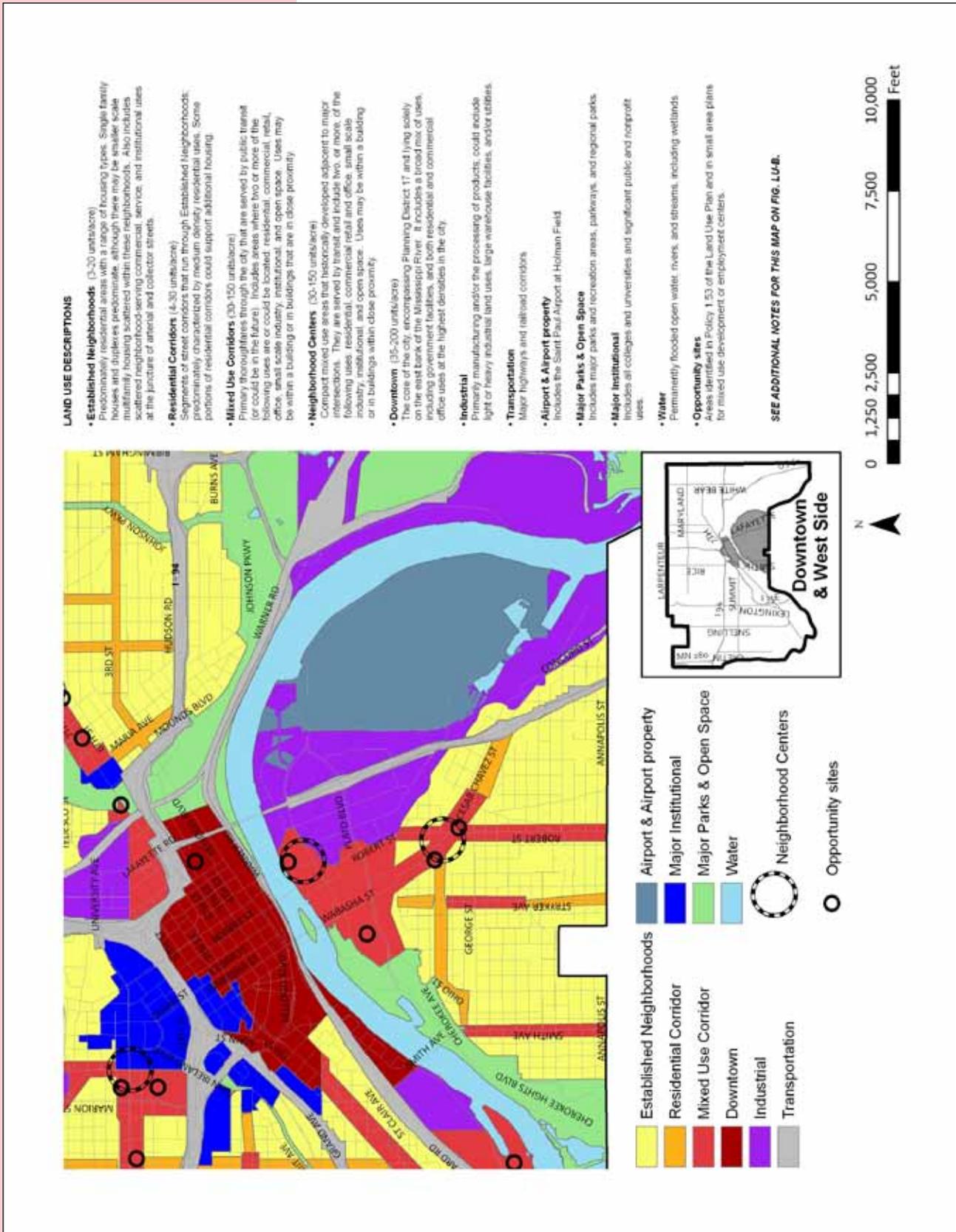


FIGURE LU-K. GENERALIZED 2030 LAND USES, SOUTHWEST SECTOR

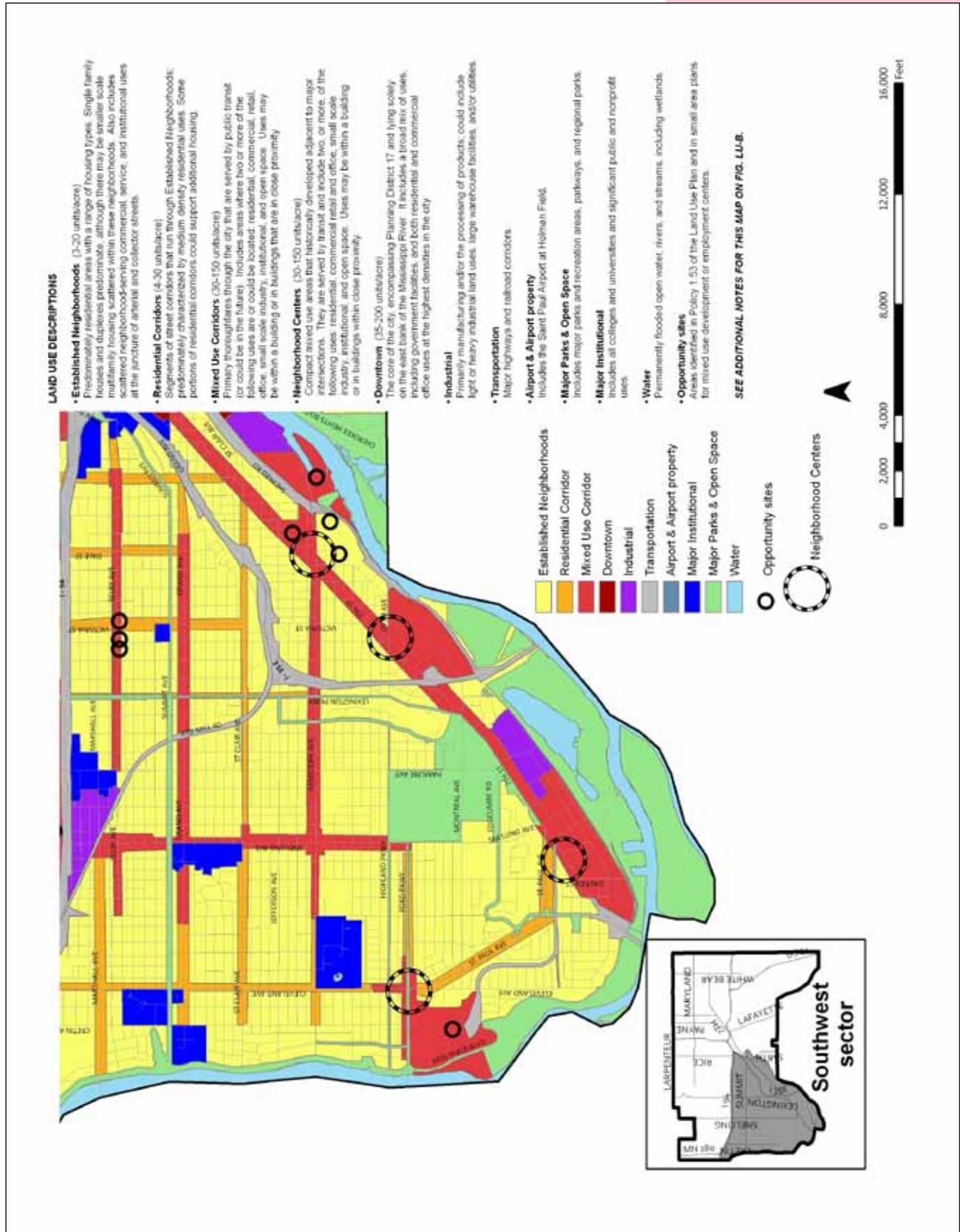


FIGURE LU-L. GENERALIZED 2030 LAND USES, NORTHWEST SECTOR

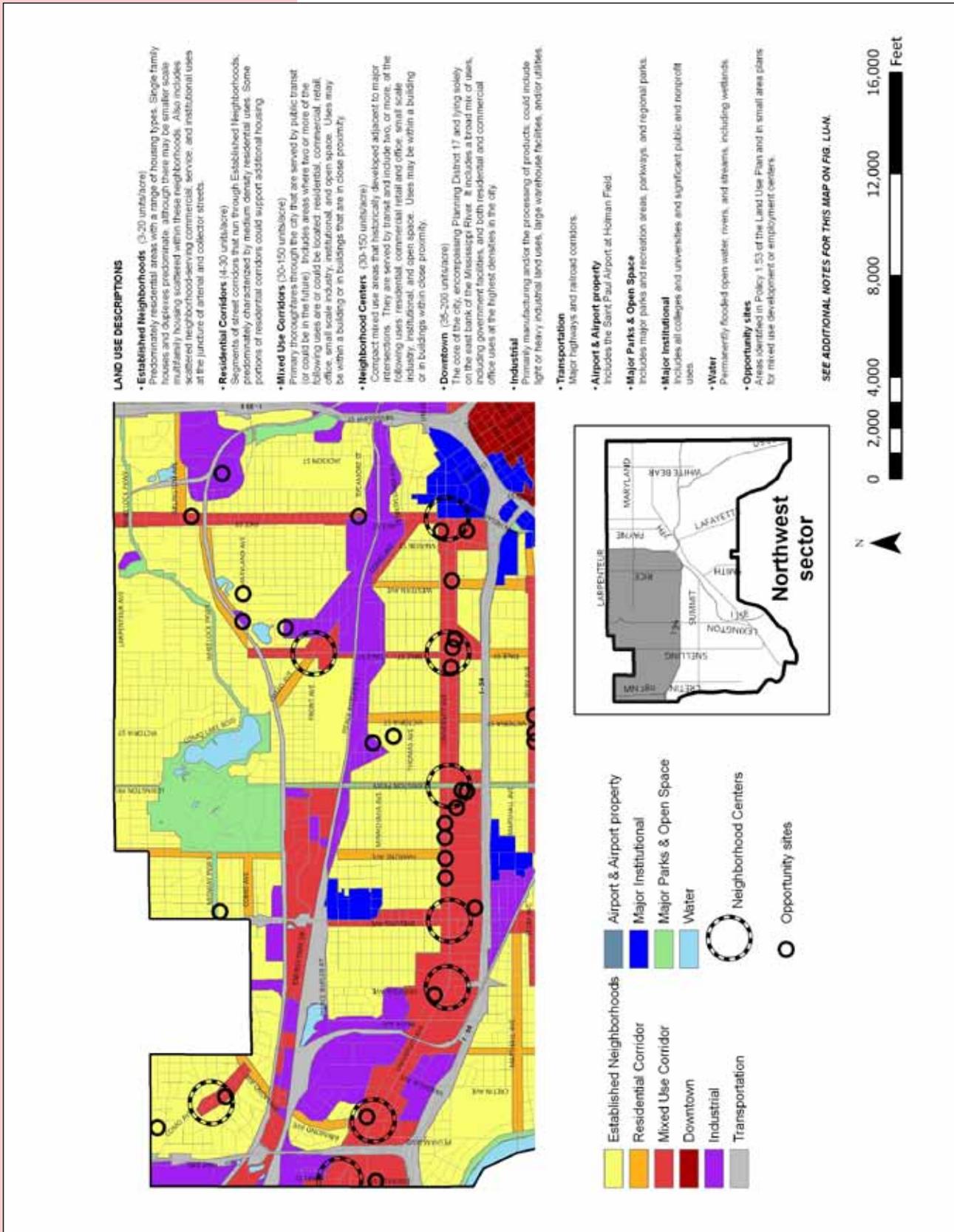


FIGURE LU-M. CENTRAL CORRIDOR

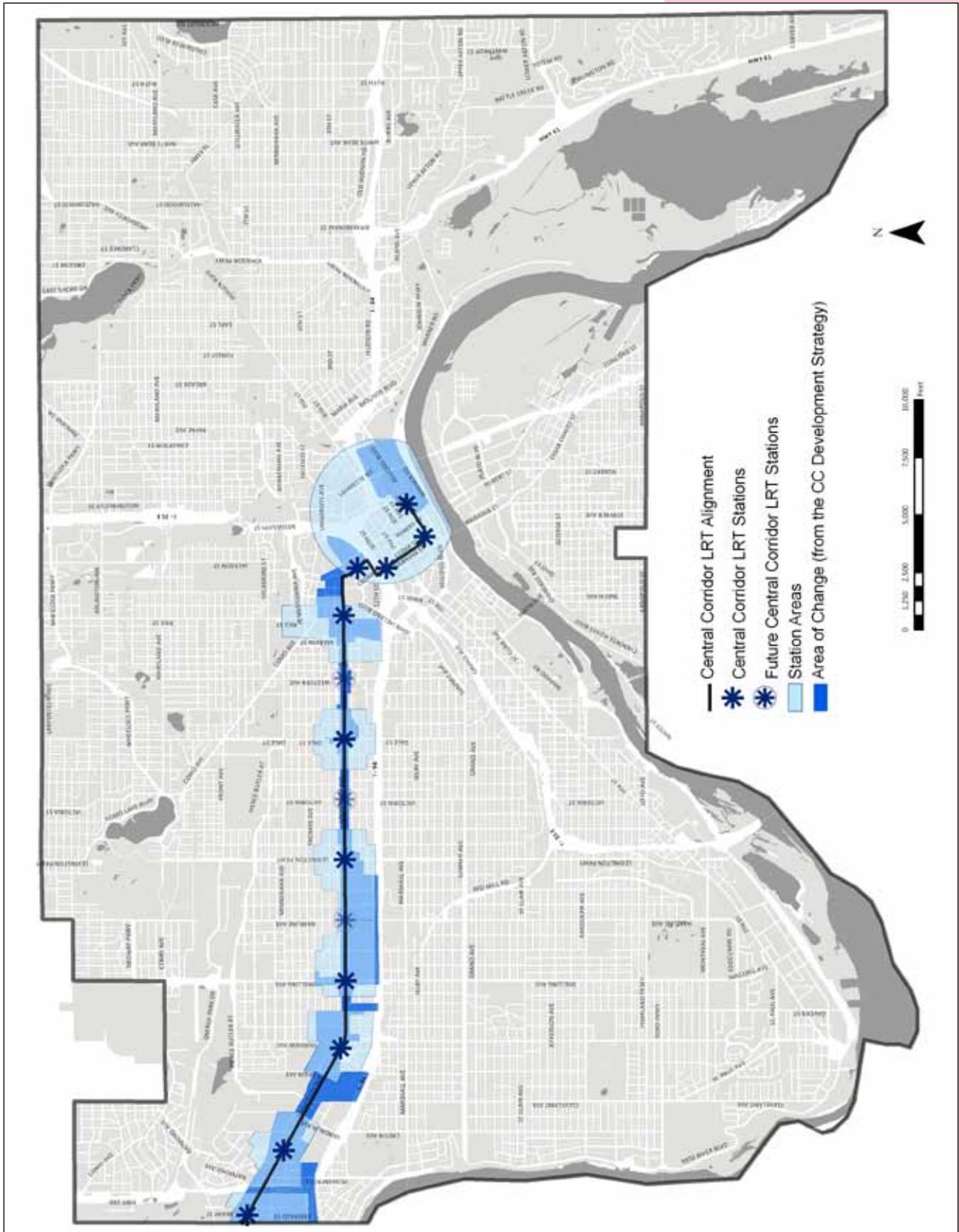


FIGURE LU-N. CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD

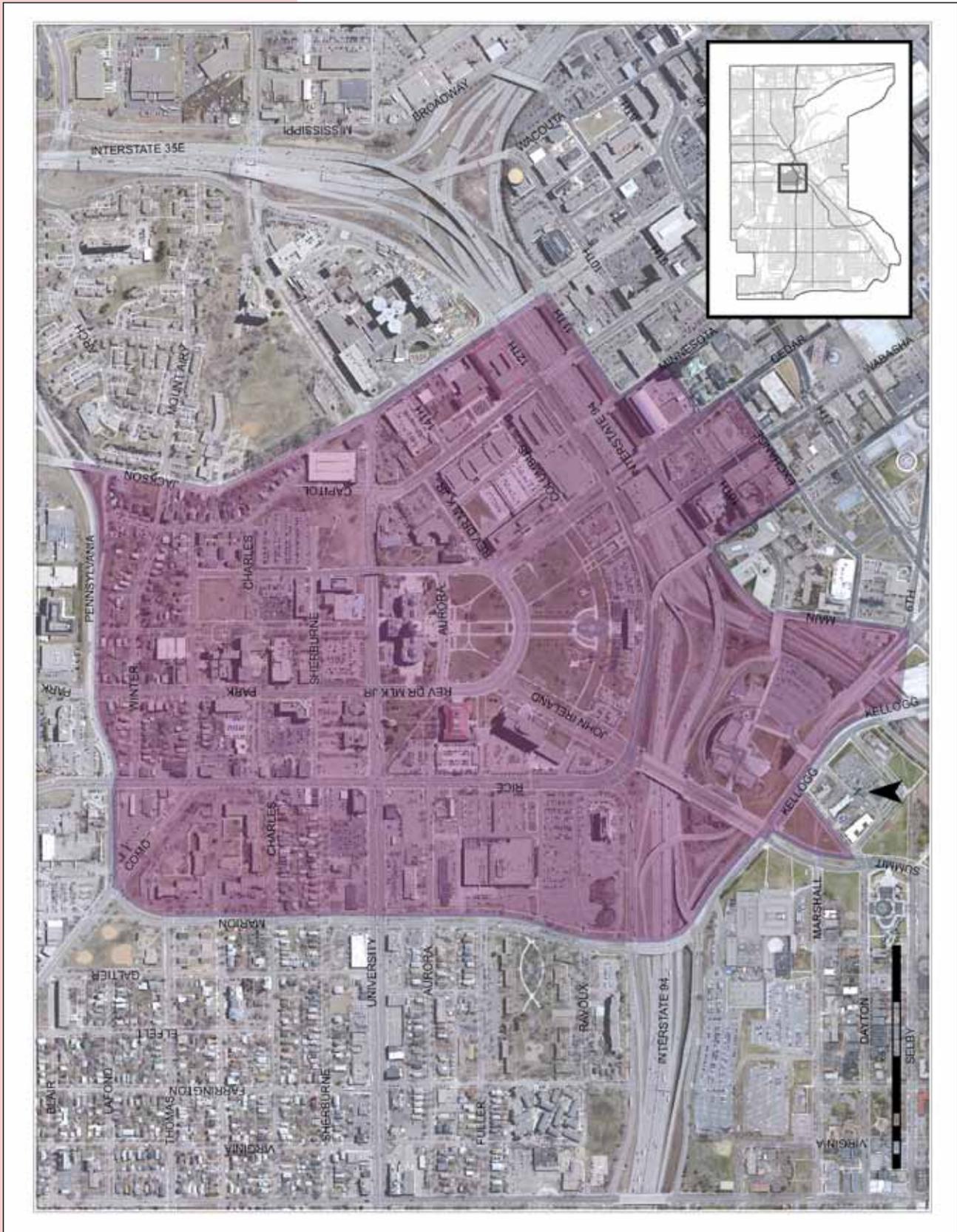
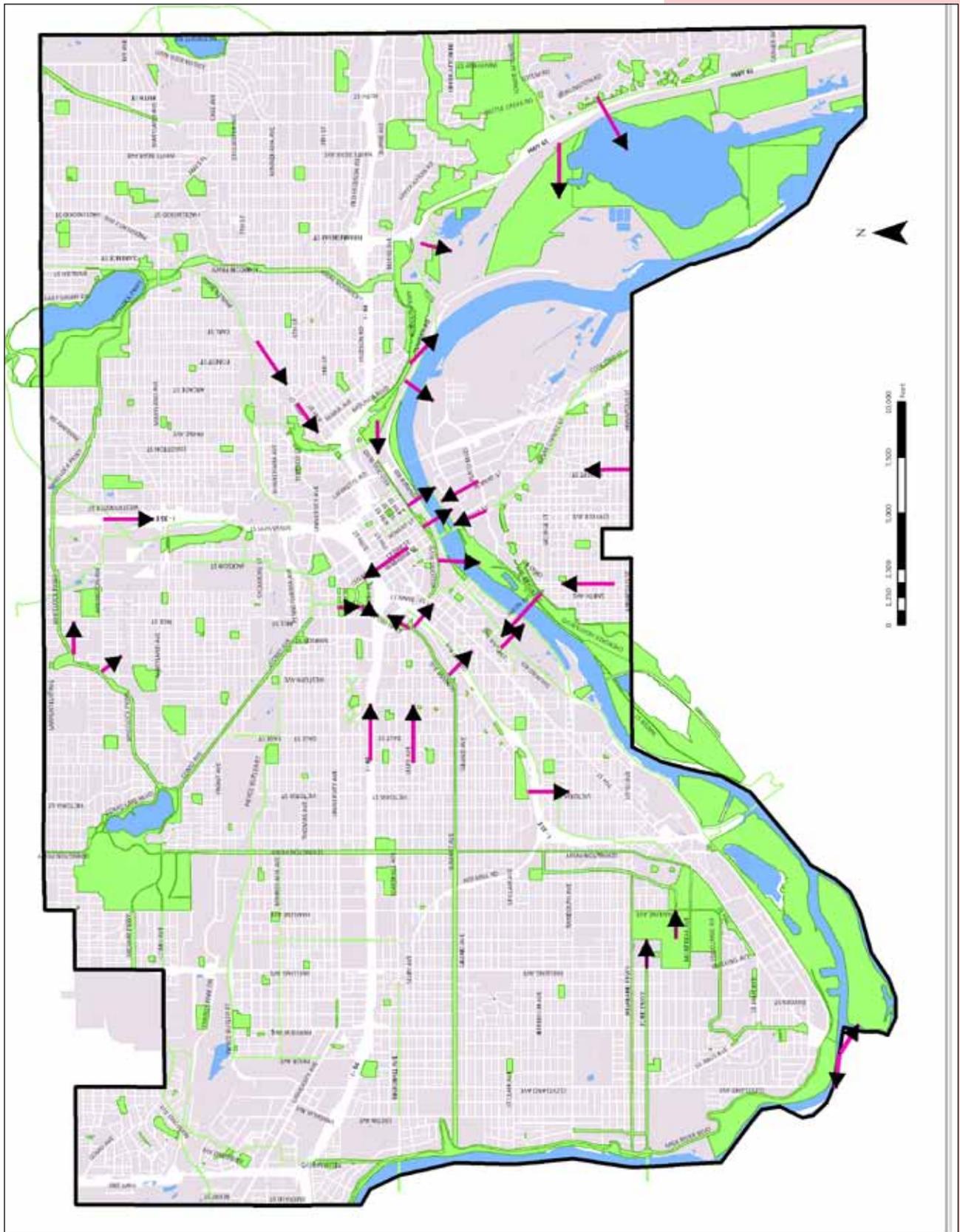


FIGURE LU-O. SIGNIFICANT PUBLIC VIEWS





**SAINT PAUL LAND USE TABLE IN 5-YEAR STAGES**

Existing and Planned Land Use Table (in acres)

Within Urban Service Area	Allowed Density Range		Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
	Minimum	Maximum							
<b>Residential Land Uses***</b>									
Established Neighborhood	3	20	17503	17467	17467	17465	17465	17465	-38
Residential Corridor	4	30	1638	1632	1615	1581	1552	1523	-115
Mixed Use Corridor (Include NCs)	30	150	1818	1898	2139	2621	3022	3423	1605
Downtown	35	200	283	285	292	305	315	326	43
<b>C/I Land Uses</b>	Est. Employees/Acre								
Commercial/Office*	48		2101	2183	2431	2925	3337	3749	1648
Industrial/Utility	18		3135	3127	3127	3127	3127	3127	-8
<b>Public/Semi Public Land Uses</b>									
Major Institutional**	67		630	631	634	640	645	650	20
Major Parks			3940	3990	3990	3992	3992	3992	52
Transportation			2500	2500	2500	2500	2500	2500	0
<b>Subtotal Sewered</b>									
	Minimum lot size	Maximum lot size	Existing (2000)	2010	2015	2020	2025	2030	Change 2000-2030
<b>Outside Urban Service Area</b>									
Rural Residential 2.5 acres or less									0
Rural Residential 2.5 -10 acres									0
Rural Residential 10-40 acres									0
Agricultural 40+ acres									0
<b>Subtotal Unsewered</b>									
<b>Undeveloped</b>									
Wetlands	--	--	0	0	0	0	0	0	0
Open Water, Rivers and Streams	--	--	3197	3197	3197	3197	3197	3197	0
<b>Total</b>			<b>36,703</b>					<b>36,703</b>	<b>0</b>

\*Commercial/Office includes the sum of the mixed use corridor and downtown categories. It is not double counted in the Total land area.

\*\*Major Institutional also represents a portion of projected job growth.

\*\*\*This table represents land use guiding and not total acres of actual (re-)development.

\*\*\*\*See "Saint Paul Residential Uses by 2030 Land Use Category" for actual predicted (re-)development in Saint Paul (ie. how it will meet its 2030 household forecast).

FIGURE LU-Q. SAINT PAUL RESIDENTIAL USES BY 2030 LAND USE CATEGORY

From Saint Paul Land Use Table in 5-Year Stages

Saint Paul Residential Uses by 2030 Land Use Category

Residential Land Uses	Min Density (units/acre)	Max Density (units/acre)	Total acres, 2030	Percent of land that is residential	Residential acres, 2030*	Gross acres, 2010-2030	Percent of residential acres projected to redevelop, 2010-2030	Net Residential acres to redevelop		Net new households, low buildout	Net new households, high buildout
								2010-2020 +	2020-2030 =		
Established Neighborhood	3	20	17,465	86%	15,020	-2.0	11.8%	-0.1	-0.2	-4	-1
Residential Corridor	4	30	1,523	76%	1,157	-109.0	10.1%	-4.2	-8.4	-251	-33
Mixed Use Corridor (include NCs)	30	150	3,423	72%	2,465	1,525.0	13.3%	48.7	146.0	4,381	21,905
Downtown	35	200	326	75%	245	41.0	10.0%	1.0	3.1	108	615
<b>Total</b>			<b>22,737</b>		<b>18,886</b>	<b>1,455.0</b>		<b>45.4</b>	<b>140.5</b>	<b>4,234</b>	<b>22,486</b>

\*NCs = Neighborhood Centers

\*Residential acres for Established Neighborhood include the Met. Council-defined categories of Single Family Detached, Single Family Attached, Multifamily, Mixed Use Residential and Undeveloped. Residential acres for the remaining 3 land uses includes those categories as well as Mixed Use Commercial, and Retail and Other Commercial. Downtown includes all of the previous categories as well as Office.

Households Forecast (by Metropolitan Council)

	2000	2010	2020	2030
Housing units (households)	112,109	120,000	127,000	133,000

17,912 households forecasted citywide from 2010-30

September 29, 2009

