



## LAND USE



# Introduction

The Land Use Chapter guides the overall physical layout and organization of Saint Paul. Policies set forth in this chapter promote development patterns that strengthen neighborhoods; improve walkability; increase access to housing, jobs, schools, parks and services; promote equitable access to neighborhood nodes; help to reduce carbon emissions; and accommodate growth by leveraging transit investments.

As Saint Paul has developed, land uses have changed in conjunction with transportation trends, and evolving zoning regulations and market forces. The land uses that have developed over time have a close relationship to natural forms and systems in Saint Paul, including the Mississippi River. The overall composition of these natural and built characteristics influences how people live, move and do business in Saint Paul (Figure LU-1).

This chapter provides guidance by land use type and is illustrated by the Future Land Use Map (Figure LU-2), which determines where the uses are to be located over the next 20 years. The land use types are described throughout the chapter, followed by policies per land use. Household and employment growth over the next two decades is focused in Downtown, Mixed-Use areas and Neighborhood Nodes, creating compact urban development in areas with a high level of services and amenities. Ongoing investment in housing choice in Urban Neighborhoods is also supported. Additional supporting materials for Land Use Chapter policies can be found in the appendices beginning of page 46.

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## The following goals guide the Land Use Chapter:

1. Economic and population growth focused around transit.
2. Neighborhood Nodes that support daily needs within walking distance.
3. Equitably-distributed community amenities, access to employment and housing choice.
4. Strong connections to the Mississippi River, parks and trails.
5. Infrastructure for all ages and abilities.
6. Efficient, adaptable and sustainable land use and development patterns and processes.
7. Quality full-time jobs and livable wages.
8. People-centered urban design.

## City-wide

City-wide land use policies cover a broad range of topics. Generally, the city-wide goals are to increase density and land use diversity at Neighborhood Nodes, focus investment along transit corridors and promote high-quality urban design. Mixed-use clusters anchor neighborhoods, provide convenient access to local services and employment, and promote vibrancy, which supports walking and reduces the amount of driving needed to satisfy daily needs. The following policies apply across the City regardless of land use category:

**Policy LU-1.** Encourage transit-supportive density and direct the majority of growth to areas with the highest existing or planned transit capacity.

**Policy LU-2.** Pursue redevelopment of Opportunity Sites (generally sites larger than one acre identified as having potential for redevelopment) as higher-density mixed-use development or employment centers with increased full-time living wage job intensity, and the appropriate location for community services that are completely absent in the surrounding area (Map LU-3).

**Policy LU-3.** Prioritize equitable public investments relative to areas of concentrated poverty as defined by the Metropolitan Council.

**Policy LU-4.** Invest in measures that minimize displacement in neighborhoods where the proximity to high-frequency transit has increased redevelopment pressure and/or housing costs.

**Policy LU-5.** Encourage flexible building design to ensure ongoing functionality and viability, and to respond to new market opportunities.

## Benefits of Transit-Oriented Development

Transit-Oriented Development (TOD) does not simply mean more condos and coffeeshops. Focusing growth along quality transit means job access, security and an affordable cost of living. When transit connects to schools and job centers, more training and employment opportunities open for all residents along the route. High-frequency transit increases reliability for both employees and employers, which increases job choice and longevity. Transit-oriented development also allows people to get more from their paycheck. The overall cost of housing plus transportation is less because households can get by with fewer or no cars, and are freed from the cost of buying, maintaining and insuring vehicles.

Benefits of TOD are described in the series *Promoting Opportunity through Equitable Transit-Oriented Development*, by Enterprise Community Partners, Inc., including:

- **Access to employment:** Not only are most jobs in the United States located close to transit, but proximity to transit decreased the time lower-paid job-seekers looked for work.
- **Decreased cost of living:** Those living in TOD areas save thousands of dollars annually, freeing up income for other necessities, such as food, healthcare and education.
- **Health and well-being:** Living in a TOD area promotes a more active lifestyle, with people walking to transit and other neighborhood amenities. These habits can lead to reduced risk of obesity, heart disease, diabetes and other diseases.
- **Efficient transportation networks:** Denser TOD areas have been shown to reduce the overall distances of car trips while increasing transit trips.
- **Economic development:** TOD supports a healthy, diverse economy by supplying employers with a reliable pool of employees. TOD is associated with “a 10-fold increase in tax revenue, one-third reduction in infrastructure cost and 10 percent reduction in service-delivery costs” over typical suburban development, all of which contribute to good municipal financial health.
- **Environmental protection:** By reducing dependence on private automobiles and concentrating daily destinations, TOD reduces greenhouse emissions from vehicles and reduces regional sprawl.

## The Urban Forest

Most people know that trees provide the oxygen we need to breathe, but did you know that trees also:

- Capture fine particles on leaf surfaces, reducing the circulation of airborne particulate matter
- Provide shade, reducing the impacts of daytime heat and production of ozone
- Reduce the urban heat island effect (the tendency for built-up urban areas to retain more heat)
- Increase stormwater absorption and groundwater recharge
- Reduce rates of crime and stress
- Increase property values
- Promote outdoor exercise
- Provide natural habitat
- Enhance the landscape
- Offer an effective strategy for climate adaptation

A comprehensive list of recommendations on how Saint Paul can maximize its tree canopy are contained in the *Emerald Ash Borer Health Impact Assessment Report*. Key recommendations include:

1. City of Saint Paul should identify neighborhoods with lower canopy cover and higher rates of vulnerable populations, and target these neighborhoods for new tree planting and increased assistance.
2. The City of Saint Paul Mayor's Office should declare the stability of the urban forest a City priority.
3. Saint Paul Forestry should develop and implement a five-year community forestry master plan with measurable goals.
4. Saint Paul Forestry and Saint Paul Chamber of Commerce should work together to provide incentives to businesses and property management companies to reduce heating and cooling costs.
5. Saint Paul Planning and Economic Development should incorporate urban forestry approaches into plans for climate resilience and/or disaster preparedness as a temperature buffering and flood management strategy.

**Policy LU-6.** Foster equitable and sustainable economic growth by:

1. facilitating business creation, attraction, retention and expansion;
2. supporting family-sustaining jobs and enhancing workers' skills to excel at those jobs;
3. growing Saint Paul's tax base in order to maintain and expand City services, amenities and infrastructure;
4. proactively directing new development to high-priority geographies, such as Neighborhood Nodes, ACP50 Areas and Opportunity Sites;
5. encouraging cultural and arts-based businesses and business districts, such as Little Mekong, Little Africa, Rondo and the Creative Enterprise Zone;
6. supporting business, real estate and financial models that keep more money locally, such as locally-owned businesses, local-prioritized employment, employee-owned businesses and commercial land trusts;
7. building and expanding neighborhood economic and cultural assets through the development of the local micro-economies of our Neighborhood Nodes;
8. enhancing vibrant downtown neighborhoods and connecting them to the Mississippi River;
9. developing programs and funding sources for site acquisition and parcel assembly; and
10. integrating Saint Paul's historic resources into neighborhood-based economic development strategies.

**Policy LU-7.** Use land use and zoning flexibility to respond to social, economic, technological, market and environmental changes, conditions and opportunities.



## Applying Metropolitan Council's Areas of Racially Concentrated Poverty to Saint Paul

The Metropolitan Council defines Areas of Concentrated Poverty (ACPs) as census tracts where 40% or more of the residents have family or individual incomes that are less than 185% of the federal poverty threshold. To identify areas where people of color experience the most exposure to concentrated poverty, the Met Council further differentiates Areas of Concentrated Poverty where 50% or more of the residents are people of color (ACP50s). The City of Saint Paul is using ACP50 geography as a lens to guide our approach to equitable development within the city. This approach may require investing within ACP50 areas in some cases, while investing outside them in other instances. In any case, equitable investment will require ongoing monitoring and evaluation to ensure success.

The Metropolitan Council's Thrive 2040 includes a "Statement on Equity" that lays out the Council's goals and action steps to achieve those goals. The Metropolitan Council will promote equity by:

- Using our influence and investments to build a more equitable region.

- Creating real choices in where we live, how we travel, and where we recreate for all residents, across race, ethnicity, economic means, and ability.
- Investing in a mix of housing affordability along the region's transit corridors.
- Engaging a full cross-section of the community in decision-making.

Examples of actions the Metropolitan Council will take that relate to the City's Land Use Chapter include:

- Work to mitigate Areas of Concentrated Poverty and Racially Concentrated Areas of Poverty by better connecting their residents to opportunity and catalyzing neighborhood revitalization.
- Work with communities to create more income-diverse neighborhoods, including strategically targeted subsidies to develop market-rate housing in areas that lack market-rate options.
- Use Livable Communities Act resources to catalyze private investment in Areas of Concentrated Poverty and Racially Concentrated Areas of Poverty.

- Conduct a regional inventory of industrial land that considers the location of industrial land relative to the potential workforce eager to access nearby higher wage job opportunities.
- Encourage preserving existing housing where rehabilitation is a cost-effective strategy to maintaining housing affordability.
- Invest in and encourage new affordable housing in higher-income areas of the region, particularly in areas that are well-connected to jobs, opportunity, and transit.
- Prioritize transportation investments that connect lower-income areas to job opportunities.
- Engage neighborhood residents in transit planning to understand how to most effectively use transit service and investments to promote access to opportunity.
- Promote transit-oriented development that ensures a mix of housing affordability in transit station areas.
- Collaborate and consult with members of the community, especially historically underrepresented populations. Work toward making decisions with people, not for people.

**Policy LU-8.** Ensure that zoning and infrastructure support environmentally and economically efficient, resilient land use development.

**Policy LU-9.** Promote high-quality urban design that supports pedestrian friendliness and a healthy environment, and enhances the public realm.

**Policy LU-10.** Activate streetscapes with active first-floor uses, street trees, public art, outdoor commercial uses and other uses that contribute to a vibrant street life.

**Policy LU-11.** Preserve significant publicly-accessible views through the regulation of structure placement, height, bulk and scale while accounting for other priorities (Figure LU-4).

**Policy LU-12.** Support airport safety by prioritizing compatible land uses and using FAA 7640 review to ensure that building heights do not unreasonably interfere with airspace operations close to Saint Paul Downtown Airport and Minneapolis-Saint Paul International Airport. Airport Safety Zones (Figure T-17) are subject to Airport Safety Zones are subject to land use regulations defined in Minnesota Rules Chapter 8800.2400, per state law. See also Policy T-18.

**Policy LU-13.** Support strategies, as context and technology allow, to improve off-street parking efficiency, such as shared parking agreements, district ramps, car sharing, electric vehicle charging and reduced parking overall.

**Policy LU-14.** Reduce the amount of land devoted to off-street parking in order to use land more efficiently, accommodate increases in density on valuable urban land, and promote the use of transit and other non-car mobility modes.

**Policy LU-15.** Ensure that stand-alone parking uses are limited, and that structured parking is mixed-use and/or convertible to other uses.

**Policy LU-16.** Encourage the equitable spatial distribution of community food assets, including urban farms, community gardens, food markets, healthy retail food options and food hubs.

**Policy LU-17.** Promote access to sunlight for solar energy systems while accounting for the development rights of adjacent properties (Map LU-6).

**Policy LU-18.** Support facilities outside public rights-of-way to support pedestrian and bicycling activity, such as sidewalk access to building entrances, adequate lighting, trails and bicycle parking/storage.

**Policy LU-19.** Prioritize measures to achieve a long-term increase in canopy coverage citywide, with general goals of 40% tree canopy coverage in all neighborhoods outside of downtown and 15% downtown.

**Policy LU-20.** Encourage private landowners to provide public access to privately-owned open spaces, and facilitate joint use of athletic fields and school playgrounds.

**Policy LU-21.** Identify, preserve, protect and, where possible, restore natural resources and habitat throughout the city with the following ordinances:

- Chapter 67. - Zoning Code—Overlay Districts
  - ARTICLE II. - 67.200. TP Tree Preservation Overlay District
  - ARTICLE V. - 67.500. HV Hillcrest Village Overlay District
- Chapter 68. - Zoning Code—River Corridor Overlay Districts
  - ARTICLE II. - 68.200. River Corridor Overlay Districts
- Chapter 69. - Zoning Code—Subdivision Regulations
  - ARTICLE IV. - Application for Subdivision
    - Sec. 69.406. - Review of divisions of land.
  - ARTICLE V. - General Requirements and Design Standards
    - Sec. 69.509. - Preservation of natural features and amenities.

## Downtown

Downtown is the mixed-use core of Saint Paul, encompassing all the B4 and B5 Zoning Districts and most of Planning District 17. It is the oldest developed part of the city, and currently and historically has had the greatest employment and housing density in Saint Paul. Downtown is intended to continue growing and diversifying while building on its great neighborhood, commercial and cultural assets, especially its location on the Mississippi River. Improved infrastructure will enliven vitality, and safely connect people within downtown and to adjacent neighborhoods. For more detailed guidance on the future of downtown, see the Downtown Development Strategy. The following policies apply to the Downtown land use category:

**Policy LU-22.** Continue to invest in Downtown and promote a broad mix of uses that attract greater numbers of people and employers to ensure Downtown's vitality as the civic, cultural and employment center of the East Metro.

**Policy LU-23.** Strengthen neighborhood connections to and within Downtown Saint Paul through development and improvements that support and complement Downtown businesses and urban villages.

**Policy LU-24.** Prioritize public and private investments in infrastructure that:

1. improve technology access to enhance conditions for a growing economy;
2. maintain and improve the public realm to encourage street-level pedestrian activity; and
3. support parks, green space and recreation.

**Policy LU-25.** Continue to strengthen Downtown as a residential neighborhood that provides services and amenities for people of all ages.



**Policy LU-26.** Support office and commercial development that takes advantage of Downtown's position as the office Center of the East Metro, that maximizes jobs, business and tax base growth; and meets the needs of a dynamic region.

## Mixed-Use

Mixed-Use areas are primarily along thoroughfares well-served by transit. The main distinguishing characteristic is a balance of jobs and housing within walking distance of one another. Historically, these areas developed in easily-accessible locations, and they will continue to be the most dynamic areas of Saint Paul. These areas are vital for the ongoing growth and economic development of the city by providing the highest densities outside of downtown. The following policies apply to the Mixed-Use land use category:

**Policy LU-27.** Provide for land use change and rezoning of land adjacent to Mixed-Use areas to allow for commercial redevelopment and/or expansion fronting arterial and collector streets.

**Policy LU-28.** Support pedestrian-friendly streetscapes and visual interest through commercial building design.

**Policy LU-29.** Ensure that building massing, height, scale and design transition to those permitted in adjoining districts.

## Neighborhood Nodes Policy Approach

The most frequent comments received from the community for the Land Use Chapter expressed a desire to have amenities within walking distance of home, such as neighborhood businesses and grocery stores, parks, playgrounds and open space, and libraries. This goal is related to equity in that amenities and basic public infrastructure are not evenly distributed throughout the city. Increasing the number of Neighborhood Nodes from those designated in the previous 2030 Comprehensive Plan is a direct policy response to this. Over time, public and private investment in new development that increases the mix of uses and pedestrian amenities in these Neighborhood Nodes will increase amenities city-wide.

Having amenities within walking distance of home throughout the city is consistent with the way Saint Paul was planned and developed generations ago. The city was organized into "Communities" (precursors to the current District Council system) and "Neighborhoods" in the mid-20th century. Guiding design principles for Communities were "to have a set of facilities which are designed, primarily, for service to children aged 12-17 and, secondly, for service to adults." The primary design principle for Neighborhoods (sub-sections of Communities) was that "young children aged 5-12, generally will be safe from traffic and other hazards." (*Plan for Public Education, Recreational and Cultural Facilities, City of Saint Paul, 1960*)

There is also an increasingly rich amount of research quantifying the positive benefits of this type of development pattern. Benefits include:

- improved health;
- increased walking;
- reduced vehicle miles traveled; and
- positive equity outcomes.

(*More Great Research Quantifying Smart Growth Benefits*, Todd Litman)

These benefits show the close relationship between land use and transportation, and illustrate how we can grow in a way that achieves the improvements people want to see in their communities. Neighborhood Nodes are linked to the streets that host them. Jan Gehl points out in his book *Cities for People*:

*"there is more life in urban neighborhoods when people move slowly. The goal of creating cities where more people are invited to walk and bike will bring more life to the streets and a greater wealth of experience because fast traffic will be converted into slower traffic" (p.71).*

Creating a land use mix and high-quality urban design that invites pedestrians to linger at Neighborhood Nodes will make the city more walkable.

## Neighborhood Node Locations

The Neighborhood Node designation is based on locations planned for higher-density, mixed-use development in adopted small area, neighborhood and master plans; community feedback on locations with market potential and neighborhood support; review of current zoning designations; analysis of current and future land use; and locations of existing or planned transit. Analysis included reviewing historic land use maps for persistent commercial nodes and mixed-uses; comparing amenities proximate to potential nodes; and identifying public anchors such as schools, parks and libraries. A final analysis ensured that, generally, there would be a Neighborhood Node within 20-minute (or less) walk of any residence in Saint Paul. This is based on the urban design concept of “20-minute cities,” where many daily services and amenities are within a 20-minute walk from the vast majority of residences. Neighborhood Nodes are designated in the following general locations, as identified in the 2040 Future Land Use Map:

- Arlington Hills/Maryland-Payne
- Baker-Smith
- Case-Arcade
- Como-Front-Dale
- Como-Snelling
- Dale Station Area
- District del Sol
- E. 7th Street-Arcade
- E. 7th Street-Payne
- Earl Station Area
- Etna Station Area
- Fairview Station Area
- Fitzgerald Park Urban Village
- Grand-Fairview
- Grand-Victoria
- Grand-W. 7th/Seven Corners
- Hamline Station Area
- Highland Village/Ford Site
- Hillcrest Golf Course
- Idaho-White Bear
- Larpenteur-Lexington
- Larpenteur-Vento Trail
- Lawson-Payne-Wells
- Lawson-Rice-Front
- Lexington Station Area
- Lexington-Front
- Lower Afton-McKnight
- Lowertown Urban Village
- Marshall-Cleveland
- Maryland-Arcade
- Maryland-Dale
- Minnehaha-Snelling
- Minnehaha-White Bear
- Montreal-W. 7th-Lexington
- Mounds Station Area
- Mount Airy-Jackson
- Payne-Phalen
- Payne-Tedesco
- Phalen Village
- Phalen-Arcade
- Phalen-Cayuga
- Phalen-Cook
- Phalen-Olive
- Randolph-Snelling
- Randolph-W. 7th/Schmidt
- Raymond Station Area
- Rice Park Urban Village
- Rice Station Area
- Selby-Dale
- Selby-Milton
- Selby-Snelling
- Selby-Western
- Shepard-Davern/Sibley Manor
- Snelling Station Area
- St. Anthony Park Village
- St. Clair-Cleveland
- St. Clair-Snelling
- St. Clair-W. 7th
- Stillwater-Iroquois
- Stryker-George
- Suburban-White Bear
- Sun Ray Station Area
- Victoria Park
- Victoria Station Area
- Wacouta Commons Urban Village
- West Side Flats
- Western Station Area
- Westgate Station Area
- Wheelock-Arcade
- Wheelock-Rice-Larpenteur
- White Bear Station Area
- White Bear-Maryland



## Neighborhood Nodes

Neighborhood Nodes are compact, mixed-use areas that provide shops, services, neighborhood-scale civic and institutional uses, recreational facilities and employment close to residences. They may be neighborhood centers, transit station areas or urban villages, and have often developed adjacent to major intersections or at former street car stops. Neighborhood Nodes serve a neighborhood's daily needs, including access to food; reduce public infrastructure disparities; improve livability; and accommodate growth. Neighborhood Nodes are denser concentrations of development relative to the adjacent future land use categories. Neighborhood Nodes foster an equitable system of compact, mixed-use and commercial centers across the city to increase access to community services (such as health care) and businesses, and support pedestrian-oriented neighborhoods. Investment in Neighborhood Nodes will tap the economic, cultural and human assets of Saint Paul's diverse neighborhoods, and can foster micro-economies that celebrate those assets. The following policies apply to a range of land uses within the Neighborhood Nodes land use category:

**Policy LU-30.** Focus growth at Neighborhood Nodes using the following principles:

1. Increase density toward the center of the node and transition in scale to surrounding land uses.
2. Prioritize pedestrian-friendly urban design and infrastructure that emphasizes pedestrian safety.
3. Cluster neighborhood amenities to create a vibrant critical mass.
4. Improve access to jobs by prioritizing development with high job density.

**Policy LU-31.** Invest in Neighborhood Nodes to achieve development that enables people to meet their daily needs within walking distance and improves equitable access to amenities, retail and services.

**Policy LU-32.** Establish or enhance open space close to Neighborhood Nodes, such as public parks, publicly-accessible private open spaces, and school playgrounds.

**Policy LU-33.** Promote amenities that support those who live and work in Neighborhood Nodes, including frequent transit service, vibrant business districts, a range of housing choices, and neighborhood-scale civic and institutional uses such as schools, libraries and recreation facilities.

## Urban Neighborhoods

Urban Neighborhoods are primarily residential areas with a range of housing types. Single-family homes and duplexes are most common, although multi-family housing predominates along arterial and collector streets, particularly those with transit. Multi-family housing, schools, neighborhood parks, religious institutions and cemeteries may also be scattered throughout Urban Neighborhoods. Limited neighborhood-serving commercial may also be present, typically at intersections of arterial and/or collector streets. Urban Neighborhood is the largest land use area in Saint Paul. The following policies apply to the Urban Neighborhoods land use category:

**Policy LU-34.** Provide for medium-density housing that diversifies housing options, such as townhouses, courtyard apartments and smaller multi-family developments, compatible with the general scale of Urban Neighborhoods.

**Policy LU-35.** Provide for multi-family housing along arterial and collector streets, and in employment centers to facilitate walking and leverage the use of public transportation.

**Policy LU-36.** Promote neighborhood-serving commercial businesses within Urban Neighborhoods that are compatible with the character and scale of the existing residential development.

**Policy LU-37.** Facilitate partnerships between public and private institutions for joint use of recreational fields, playgrounds and other community facilities and hubs to economically provide equitable access to services and leverage other public investment.

**Policy LU-38.** Direct the location of new secondary schools and post-secondary educational institutions along transit routes and bicycle and pedestrian networks to provide options for students and staff, and decrease traffic congestion in adjacent neighborhoods.

**Policy LU-39.** Direct the location of new elementary schools to locations with safe pedestrian and bicycling networks.

## Semi-Rural

Semi-Rural land is primarily large-lot, low-density residential, with more limited public infrastructure than elsewhere in the city. Development is limited by the river bluffs; preservation of green space, including the tree canopy, is emphasized. The Semi-Rural land use category is limited by geography, and is expected to remain static or even shrink over the next 20 years as properties are connected to public utilities and infrastructure. The following policies apply to the Semi-Rural land use category:

**Policy LU-40.** Maintain large-lot residential development with private utilities that preserves the natural ecosystem along the river bluffs.

**Policy LU-41.** Promote cluster development with public utilities to add density in a way that preserves the natural ecosystem along the river bluffs.

**Policy LU-42.** Promote context-sensitive infill development along arterial and collector streets, at densities similar to Urban Neighborhoods, while preserving the natural features of the area.

**Policy LU-43.** Expand the availability of public utilities, where feasible, to provide for voluntary connections to abutting properties.

## Industrial

Industrial land uses are a major source for employment in Saint Paul and are a significant net positive payer of property taxes, relative to the City services consumed. They have traditionally been defined as manufacturing, processing, warehousing, transportation of goods and utilities. More contemporary uses, driven by technological advances, include medical tech and limited production and processing. The intent is for this land use type to remain adaptable, relevant and supportive of well-paying jobs with low barriers to entry and a growing tax base. The following policies apply to the Industrial land use category:

**Policy LU-44.** Identify and assemble industrial sites within close proximity to logistics networks, including interstate freeways, river terminals, rail and other cargo/commodity shipping facilities.

**Policy LU-45.** Support and encourage development that maximizes tax base, job creation and/or job retention.

**Policy LU-46.** Retain and protect current industrial land from conversions to residential or institutional uses unless guided otherwise in a City of Saint Paul adopted plan.

**Policy LU-47.** Preserve the long-term tax base by evaluating the impact of tax-generating industrial land, as well as compatibility with adjacent land uses and infrastructure.

**Policy LU-48.** Minimize the amount of surface parking in industrial districts through a more efficient use of existing parking and development of shared parking.

**Policy LU-49.** Pursue partnerships to improve public open space access along the Mississippi River.

**Policy LU-50.** Support efforts to convert former industrial buildings to complementary production uses.

**Policy LU-51.** Support efforts to combine small parcels in industrial zones in order to allow for uses requiring larger building footprints.

**Policy LU-52.** Encourage investment in new employment uses, such as medical technology, maker space, and small-scale or custom production.

## Major Parks and Open Spaces

Major Parks and Open Space land use includes regional parks, City parks larger than 200 acres, City parks adjacent to the river and parkways. This land use designation helps to connect the city's neighborhoods and acts as its "lungs," contributing to environmental quality, and providing space for recreation and respite. The Parks, Recreation and Open Space Chapter guides the City's park system.



## Civic and Institutional

Civic and Institutional land use includes buildings and open space for major institutional campuses. As the host of the State Capitol and many high-quality educational institutions, Saint Paul has rich resources in this land use category. It is important to cultivate conditions that allow these uses to thrive, connect to neighborhoods and feed into the local economy. The following policies apply to the Civic and Institutional land use category:

**Policy LU-53.** Pursue partnerships with area colleges and universities that strengthen connections to the community and adjacent neighborhoods; and support workforce development, business creation and innovation, and retention of youth and young professionals.

**Policy LU-54.** Ensure institutional campuses are compatible with their surrounding neighborhoods by managing parking demand and supply, maintaining institution-owned housing stock, minimizing traffic congestion, and providing for safe pedestrian and bicycle access.

**Policy LU-55.** Encourage the redevelopment of surface parking lots within the Capitol Area into projects that contribute to the tax base and public realm.

## Transportation

Saint Paul is a city with a rich infrastructure of multi-modal transportation systems, such as streets, walking and biking pathways, transit networks and the Mississippi River. The Transportation land use category, however, includes only highways, railroads and the Saint Paul Downtown Airport. These uses are essential for interstate commerce and contribute to the local and regional and global economies. As such, it is important to provide for these uses while ensuring minimum negative external impacts to adjacent land uses. The following policies apply to the Transportation land use category:

**Policy LU-56.** Provide for transportation uses while ensuring minimum negative external impacts to adjacent land uses.

**Policy LU-57.** Protect intermodal operations and freight railways from encroachment of other land uses that conflict with their safe operation.

**Policy LU-58.** Ensure that industrial development needing access to freight infrastructure is appropriately located to serve its freight and other intermodal needs.

**Policy LU-59.** Protect and expand river shipping terminals to strengthen the role of Saint Paul as a logistics hub of the Upper Mississippi.

**Policy LU-60.** Use the least amount of land practicable for transportation and utilities uses in order to maximize land for urban development and environmental protection.

**Policy LU-61.** Lessen the negative impacts of interstate highways by supporting design interventions, such as “land bridges” and landscaping and liner buildings on new bridges, that improve connectivity, hide the road and/or reduce pollution.

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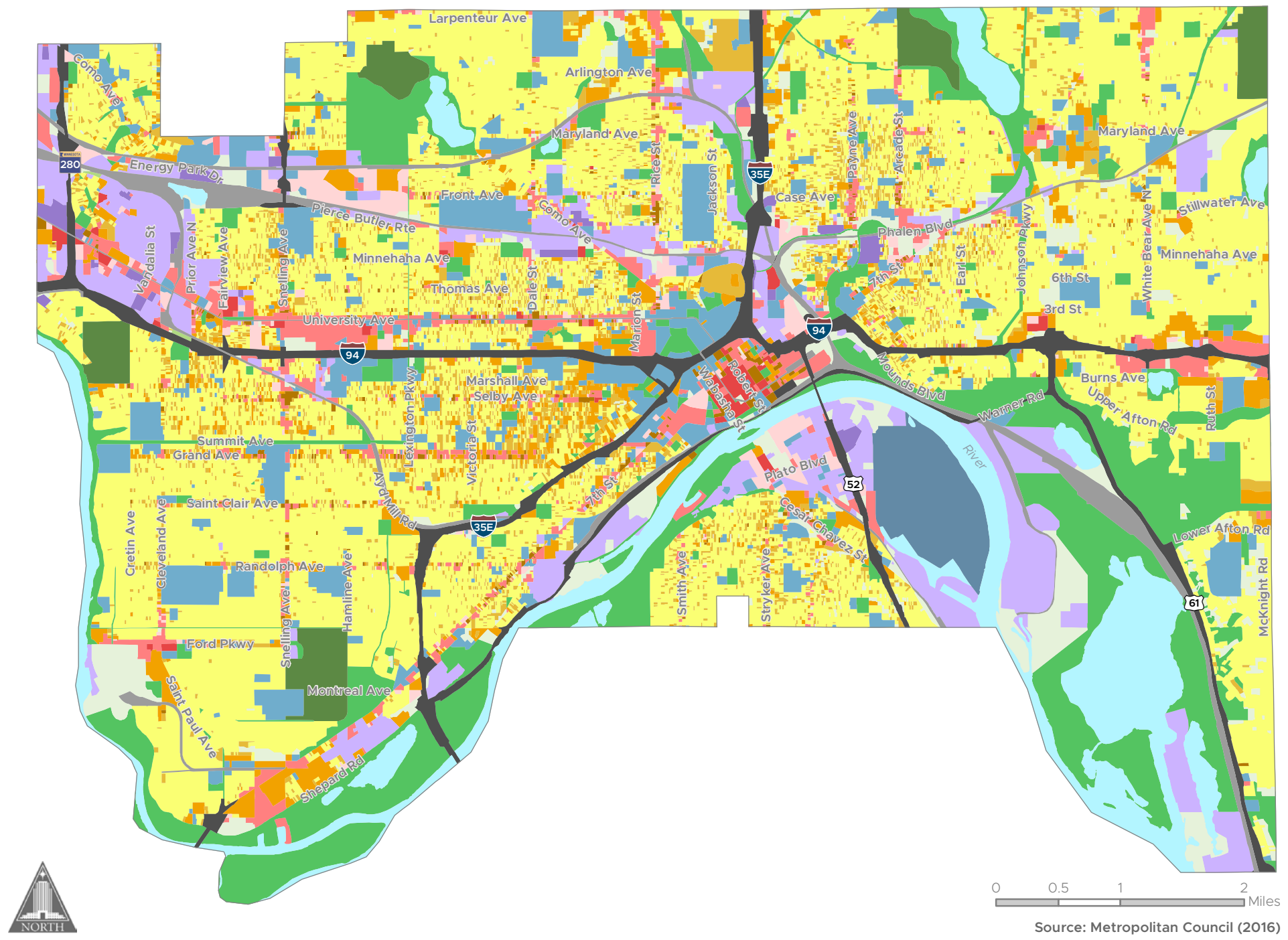
Figure LU-7: Summary of Policies Organized by Goal 70

Note: These appendices provide supporting content for land use-related policies and satisfy associated Metropolitan Council requirements..





Map LU-1: Current Land Use



## Abbreviated Land Use Descriptions from Chapter

General densities and land use mixes associated with each future land use can be found in Figure LU-3 and Figure LU-4.

### Neighborhood Nodes

Neighborhood Nodes are compact, mixed-use areas that provide shops, services, neighborhood-scale civic and institutional uses, recreational facilities and employment close to residences. They may be neighborhood centers, transit station areas or urban villages, and have often developed adjacent to major intersections or at former street car stops. Neighborhood Nodes serve a neighborhood's daily needs, including access to food; reduce public infrastructure disparities; improve livability; and accommodate growth.

### Downtown

Downtown is the highest-density mixed-use area of Saint Paul and a regional transportation hub, encompassing all the B4 and B5 Zoning Districts and most of Planning District 17.

### Mixed-Use

Mixed-Use areas are primarily along thoroughfares well-served by transit. The main distinguishing characteristic is a balance of jobs and housing within walking distance of one another.

### Urban Neighborhoods

Urban Neighborhoods are primarily residential areas with a range of housing types. Single-family homes and duplexes are most common, although multi-family housing predominates along arterial and collector streets, particularly those with transit. Multi-family housing, schools, neighborhood parks, religious institutions and cemeteries may also be scattered throughout Urban Neighborhoods. Limited neighborhood-serving commercial may also be present, typically at intersections of arterial and/or collector streets.

### Semi-Rural

Semi-Rural land is primarily large-lot, low-density residential, with more limited public infrastructure than elsewhere in the city. Development is limited by the river bluffs; preservation of green space, including the tree canopy, is emphasized.

### Industrial

Industrial land uses are a major source for employment in Saint Paul and are a significant net positive payer of property taxes, relative to the City services consumed. They have traditionally been defined as manufacturing, processing, warehousing, transportation of goods and utilities. More contemporary uses, driven by technological advances, include medical tech and limited production and processing.

### Major Parks and Open Spaces

Major Parks and Open Space land use includes regional parks, City parks larger than 200 acres, City parks adjacent to the river and parkways.

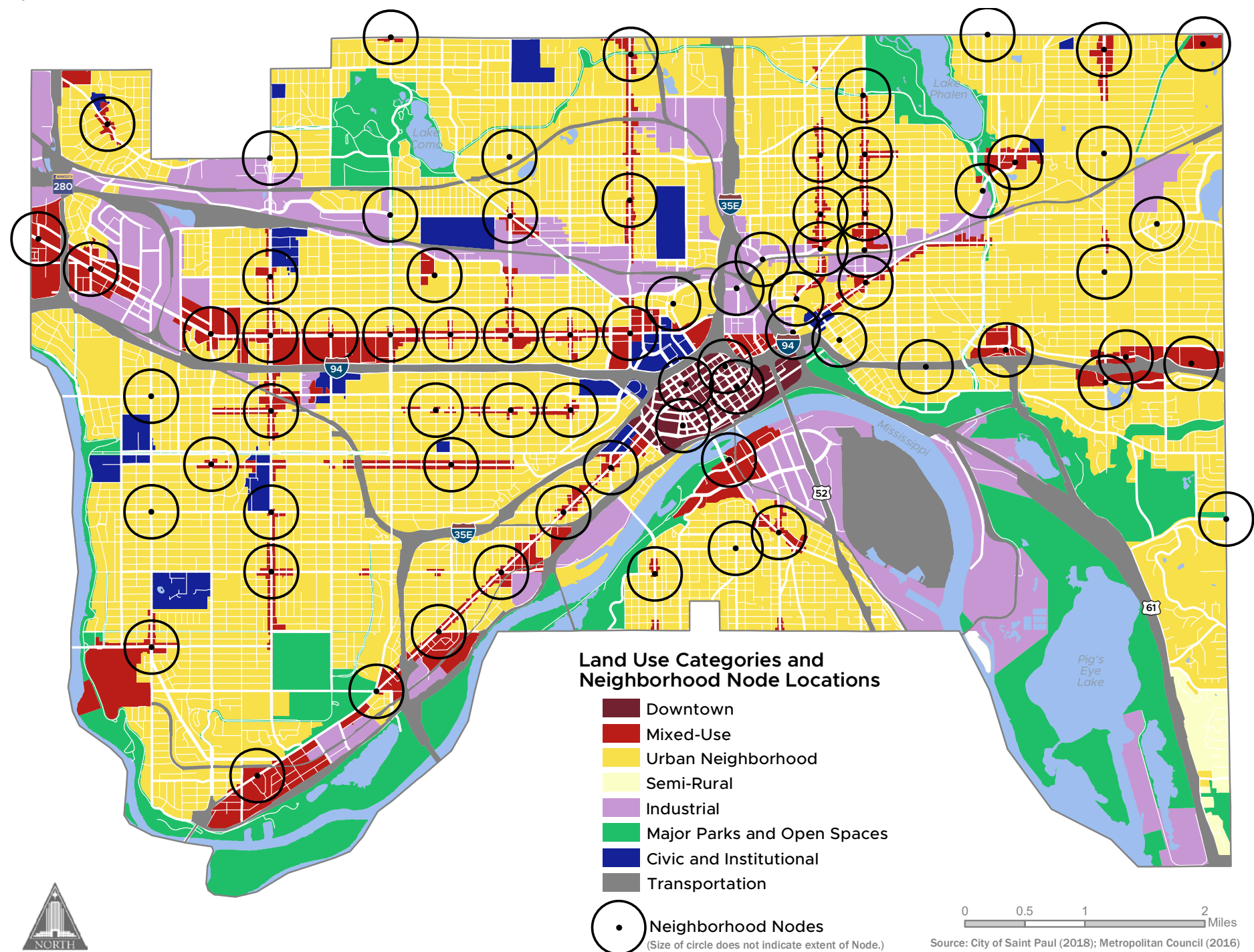
### Civic and Institutional

Civic and Institutional land use includes buildings and open space for major institutional campuses.

### Transportation

Saint Paul is a city with a rich infrastructure of multi-modal transportation systems. The Transportation land use category includes streets, walking and biking pathways, light rail and bus rapid transit routes, highways, railroads, the Mississippi River and the Saint Paul Downtown Airport.

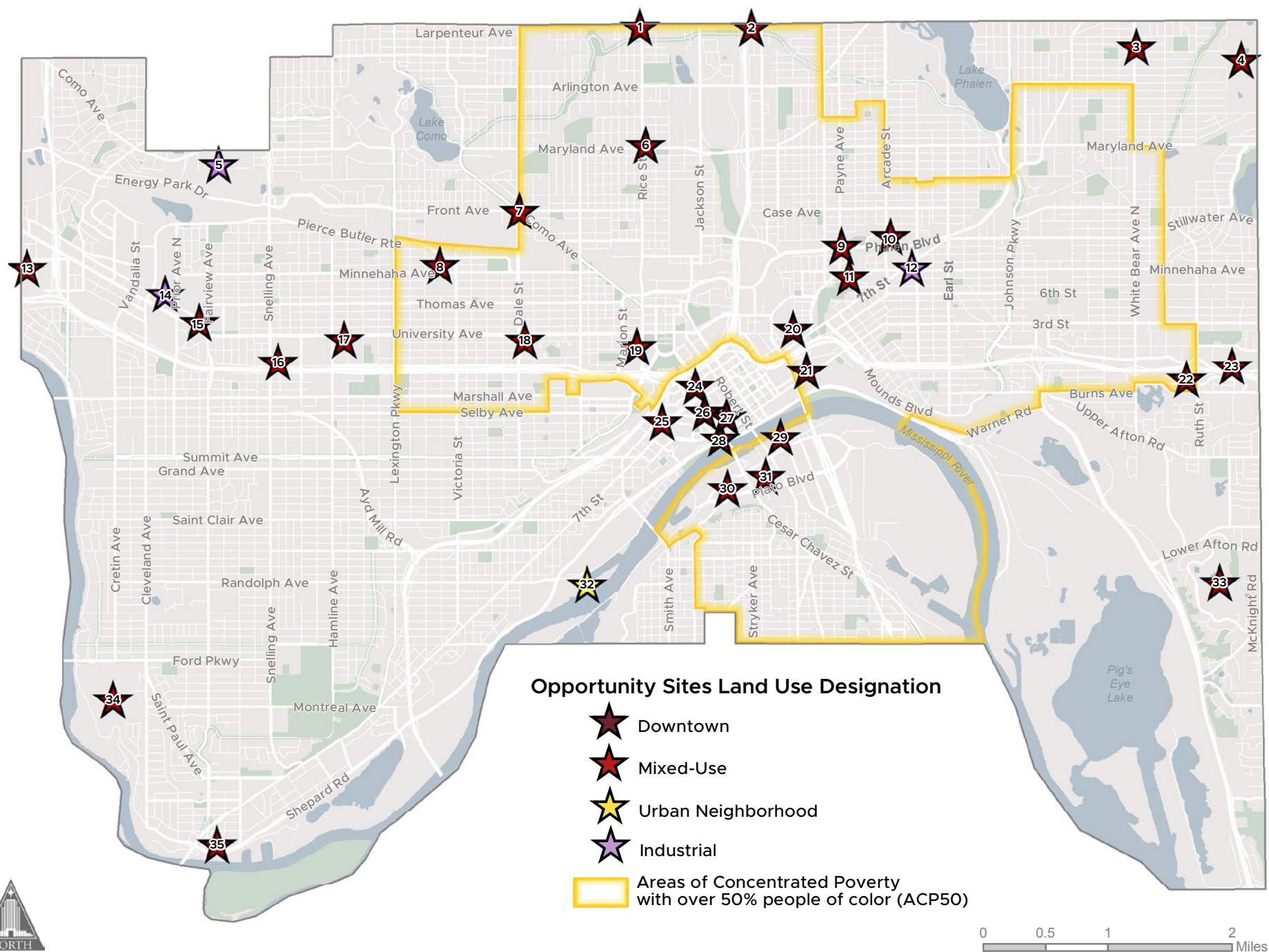
Map LU-2: 2040 Land Use



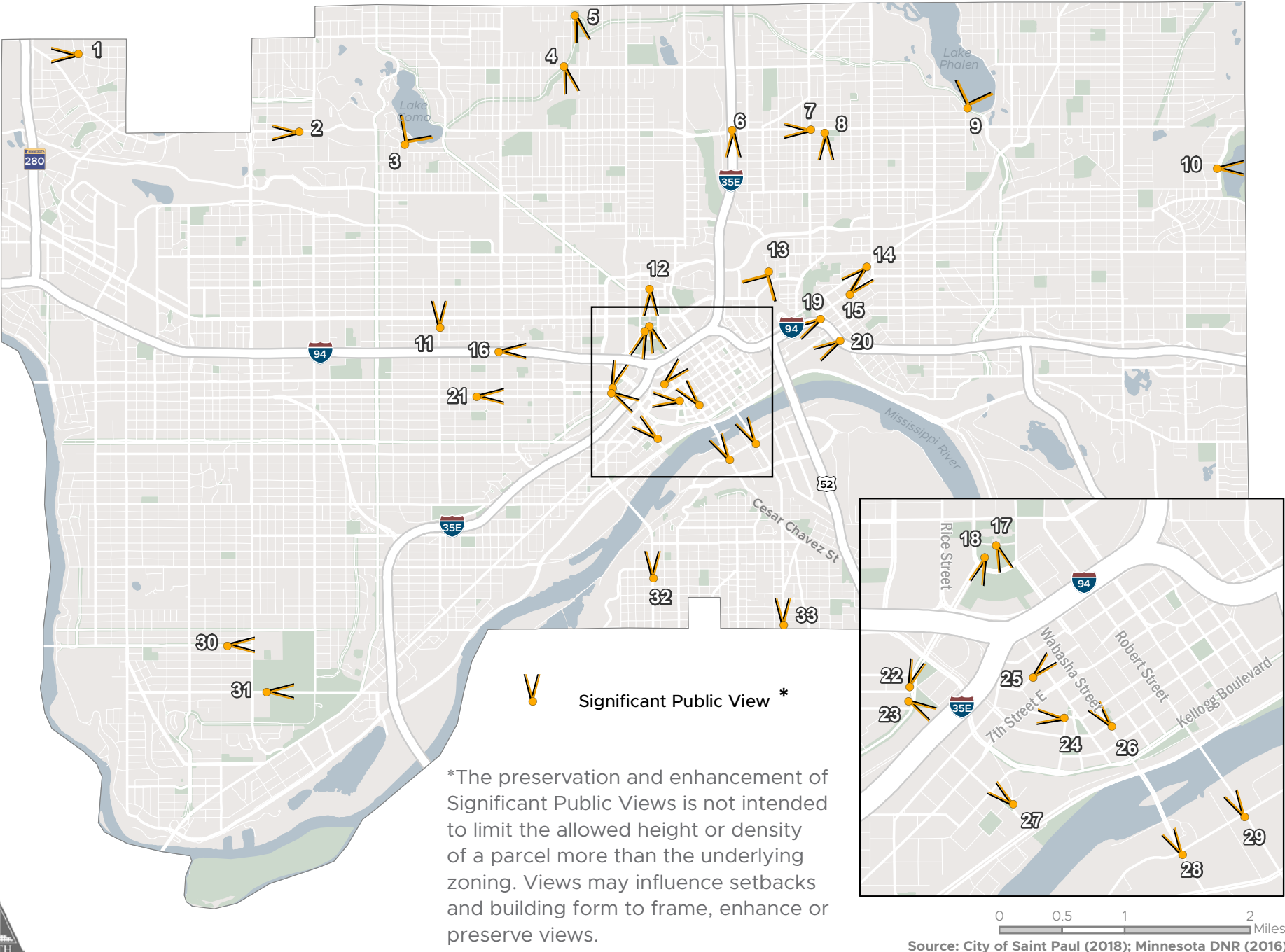
- |   |                                     |
|---|-------------------------------------|
| ★ 1, Rice-Larpenteur Site                   | ★ 19 - Sears Site                   |
| ★ 2, 35E-Wheelock                           | ★ 20 - 7th Street East              |
| ★ 3, Hillcrest Center - White Bear-Hoyt     | ★ 21 - Prince Street                |
| ★ 4, Hillcrest Golf Course                  | ★ 22 - Suburban                     |
| ★ 5, State Fair Parking                     | ★ 23 - Sunray Center                |
| ★ 6, Rice-Maryland                          | ★ 24 - McNally Smith School Site    |
| ★ 7, Como-Front-Dale                        | ★ 25 - Gateway Site                 |
| ★ 8 - Minnehaha Mall                        | ★ 26 - Wabasha Court                |
| ★ 9 - Payne-Phalen                          | ★ 27 - Central Station              |
| ★ 10 - Payne-Arcade Strip Mall              | ★ 28 - Ramsey-West Site             |
| ★ 11 - Hamms Brewery                        | ★ 29 - West Side Flats 1            |
| ★ 12 - Beacon Bluff Site 7th-Minnehaha      | ★ 30 - West Side Flats 2            |
| ★ 13 - Wayerhaueser Site                    | ★ 31 - West Side Flats 3            |
| ★ 14 - Amtrak Site                          | ★ 32 - Island Station               |
| ★ 15 - Goodwill Parking University-Fairview | ★ 33 - Boys Totem Town              |
| ★ 16 - Snelling-University Redevelopment    | ★ 34 - Ford Site                    |
| ★ 17 - Target Outlot                        | ★ 35 - Johnson Brothers - Riverbend |
| ★ 18 - Unidale Mall                         |                                     |



Map LU-3: Opportunity Sites



Map LU-4: Significant Public Views



### View 1: Hendon Avenue West



From Hendon Avenue, one of the highest points in St. Anthony Park, are views of the downtown Minneapolis skyline.

### View 2: Como Avenue West



Looking west on Como Avenue west of Como Park provides a view of the downtown Minneapolis skyline.

### View 3: Nagasaki Road at Lake Como



From Nagasaki Road there are several vistas of Lake Como and its far shore.



#### View 4: Wheelock Parkway Ridge



This section of Wheelock is on a ridge providing views of the city to the south. However, the wooded area is overgrown blocking views. It could use some selective trimming and removal of invasive species to open the landscape to people using the Grand Round.

#### View 5: Horseshoe Bend



Horseshoe Bend along Wheelock Parkway is a remnant of a landform marking the southern terminus of glaciers from the last ice age. This high point provides outstanding views to the east and south from Wheelock and the park at the top of the hill.

#### View 6: 35E South to Downtown



Coming into downtown from the north on 35E there is a prolonged view of the downtown skyline.



### View 7: Maryland Avenue West



There is a wonderful long westward view of the Minneapolis skyline rising over the neighborhood west of the intersection of Payne Avenue and Maryland Avenue.

### View 8: Payne Avenue South to River Valley



South of the intersection of Payne Avenue and Maryland Avenue there is a broad southward sweeping view of the Mississippi River Valley and the bluffs of the West Side. This view is very dramatic, particularly at certain times of the day and year. This change in topography and the view that comes with it really enhances the very special sense of place along a several-block stretch of Payne Avenue. This is a dramatic view for a city where so many places are characterized by their flatness in topography.

### View 9: Wheelock Parkway at Lake Phalen



On Johnson Parkway, facing north between Phalen Boulevard and Wheelock Parkway East/East Lakeshore Drive there is a very wide and wonderful view of Lake Phalen. This view along this stretch of parkway is one of the more dramatic ones in the city.

### View 10: Beaver Lake Park



This location from Edgewater Boulevard provides views overlooking Beaver Lake Park and the lake behind it.

### View 11: Victoria Street Station



The Saint Paul Fellowship Church is a handsome local landmark, immediately visible from the proposed station location. It was identified in the Victoria Station Area Plan as a key vista from the LRT station. New development at the NW corner of Victoria and University should be set back to protect and enhance views of the church steeple.

### View 12: North Capitol Street



A rarer Minnesota Capitol view from the north can be seen from North Capitol Street. Views from this street have been diminished over time from right of way vacations. This view is with the Capitol Area Architectural and Planning Board area.

View 13: Rivoli Street



The southern end of Rivoli Street provides one of the absolute best, yet least known, picture postcard views of the Saint Paul skyline. Ongoing work to define an overlook and/or green space here could ensure that this remarkably breathtaking view is preserved and available to the public for generations into the future.

View 14: East 7th Street



Longer views southeast to the downtown Saint Paul skyline are seen from the top of the hill on East 7th Street west of Margaret Street.

View 15: East 6th Street



Looking east on East 6th Street there is a great view of the façade of Sacred Heart Church where the street bends.



### View 16: I-94 West to Downtown



Coming into downtown from the west on I-94 there is a view of the downtown skyline.

### View 17: South from Capitol



This view was planned in 1903 by Cass Gilbert to be one of the main axial views from the Capitol (along with John Ireland Boulevard and Cedar Street). It is part of the longer view from Smith Avenue (across the High Bridge) to the Capitol, and was initially planned to terminate at Cleveland Circle. Unfortunately, in the 1950s, the Veterans Service Building was built north of what is now I-94, essentially obliterating the view beyond it.

### View 18: John Ireland Boulevard to Cathedral



This view was planned in 1903 by Cass Gilbert to be one of the main axial views from the Capitol (along with the corridor noted in View 17 and Cedar Street). This view is intact today and unobstructed, now framed by the Transportation Building.



View 19: I-94 West to Downtown



Coming westward on I-94 around the bend between Dayton's Bluff and Mounds Park there is a view of Lafayette Bridge, the ballpark in Lowertown and the downtown skyline. This is the first view of a major skyline in Minnesota for those travelling west along that interstate.

View 20: Mounds Boulevard to Downtown



Mounds Boulevard provides beautiful day and night views of the downtown skyline as it sits in the Mississippi River Valley year-round. The Mounds Station Area Plan calls for wider pedestrian and bike facilities to allow people to properly enjoy this unparalleled view of the city.

View 21: Selby Avenue to Downtown



Eastward views from Selby Avenue east of Chatsworth Street frame the tops of some downtown buildings, particularly the First Bank Building and its iconic illuminated, flashing "1." For this reason, night views can be more impressive than the daytime as well as those during the winter months when the trees are bare.

## View 22: John Ireland to Capitol



This view was planned in 1903 by Cass Gilbert to be one of the main axial views from the Capitol (along with the corridor noted in View 17 and Cedar Street). This view is intact today and unobstructed, now framed by the Transportation Building and Minnesota Historical Society.

## View 23: Cathedral to Downtown



From the Cathedral steps, the skyline is visible over open space on top of the historic Selby streetcar tunnel. Retaining this area as open space is critical to maintaining the view, and understanding the relationship between downtown and the Selby terrace.

## View 24: West 6th to Cathedral



This view up 6th Street is also identified in the Seven Corners Gateway Development Evaluation Tool as an important view to be preserved when the Cleveland Circle (Seven Corners Gateway) site is developed. The Seven Corners Gateway Development Evaluation Tool view corridor starts on the other side of the skyway, closer to W. 7th Street, but the impact of any development would essentially be the same. The skyway that originally connected the two St. Paul Companies office buildings was designed specifically to allow for views through it to the Cathedral. Because of the stature and lighting of the Cathedral, preservation of this view at night is also important.

### View 25: West Exchange Street



This view looking east from Wabasha to Cedar along Exchange Street terminates at Central Presbyterian Church, listed on the National Register of Historic Places and designated as a local heritage preservation site. Also contributing to the importance of the view are the scale of Exchange Street, the framing of the view by buildings in the block between Wabasha and Cedar streets, and the character of the street as defined by the lush tree canopy on both sides of Exchange Street.

### View 26: Cedar Avenue to Capitol



This view is the primary axial view established by Cass Gilbert in the 1880s in his plans for the State Capitol and Capitol Mall. Skyways should not be allowed to obstruct this view, and any new development along Cedar Street should be designed to frame the view. Land use, and building type, height and setback between Exchange Street and the Capitol are regulated by the Capitol Area Architectural and Planning Board. Because of the stature and lighting of the Capitol, preservation of this view at night is also important.

### View 27: Chestnut Avenue to Cathedral



Chestnut Avenue is a major gateway into downtown and W. 7th Street neighborhood from Shepard Road and the Mississippi River. Future development on the United/Children's Hospital campus at the base of the bluff at Smith Avenue should be designed to frame and/or enhance this view. Because of the stature and lighting of the Cathedral, preservation of this view at night is also important.



View 28: Wabasha Avenue



The view as one comes over the Wabasha Street bridge is of the downtown skyline and Mississippi River. The west side of Wabasha Street north of Fillmore Street is very likely to be developed in the next 20 years, so framing this view with the proper scale and height of buildings will be critical to maintaining and framing the view.

View 29: Robert Street



The view as one comes over the Robert Street bridge is of the downtown skyline and Mississippi River. The east side of Robert Street north of Fillmore Street is very likely to be developed in the next 20 years, so framing this view with the proper scale and height of buildings will be critical to maintain and framing the view.

View 30: Ford Parkway to Water Tower



As one climbs the hill moving westward on Ford Parkway the Water Tower comes into view. This is an important community landmark in one of the high points of the city. A historic building, it was designed by Cap Wigington, the first African-American municipal architect in the country.



### View 31: Montreal Avenue to River Valley



Eastward views from Montreal Avenue provide glimpses of the river valley below in the long view.

### View 32: Smith Avenue to Capitol



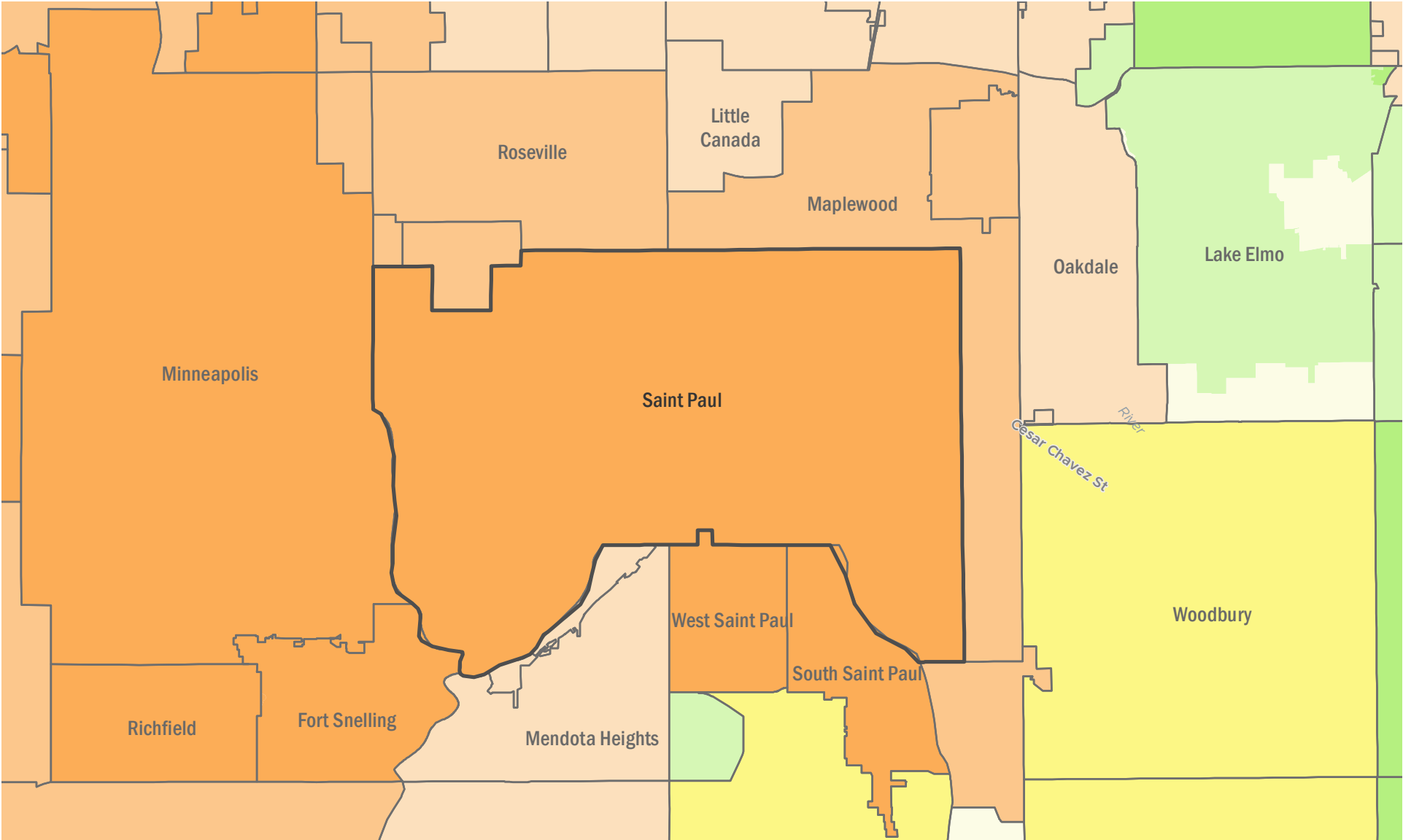
This is the long view identified by Cass Gilbert in his 1880s plans for the Capitol building. It is also noted for preservation in the Seven Corners Gateway Development Evaluation Tool. With so much distance between the view point and the Capitol, it is unlikely that anything built along the corridor would obstruct this critical Capitol view. Because of the stature and lighting of the Capitol, preservation of this view at night is also important.

### View 33: Robert Street to River Valley




Northward views from north of Annapolis Street along Robert Street glimpses of the river valley below in the long view.



Map LU-5: Thrive MSP 2040 Community Designation





*Thrive MSP 2040 Community Designation*

 City of Saint Paul Boundary

 Rural Residential  
 Diversified Rural

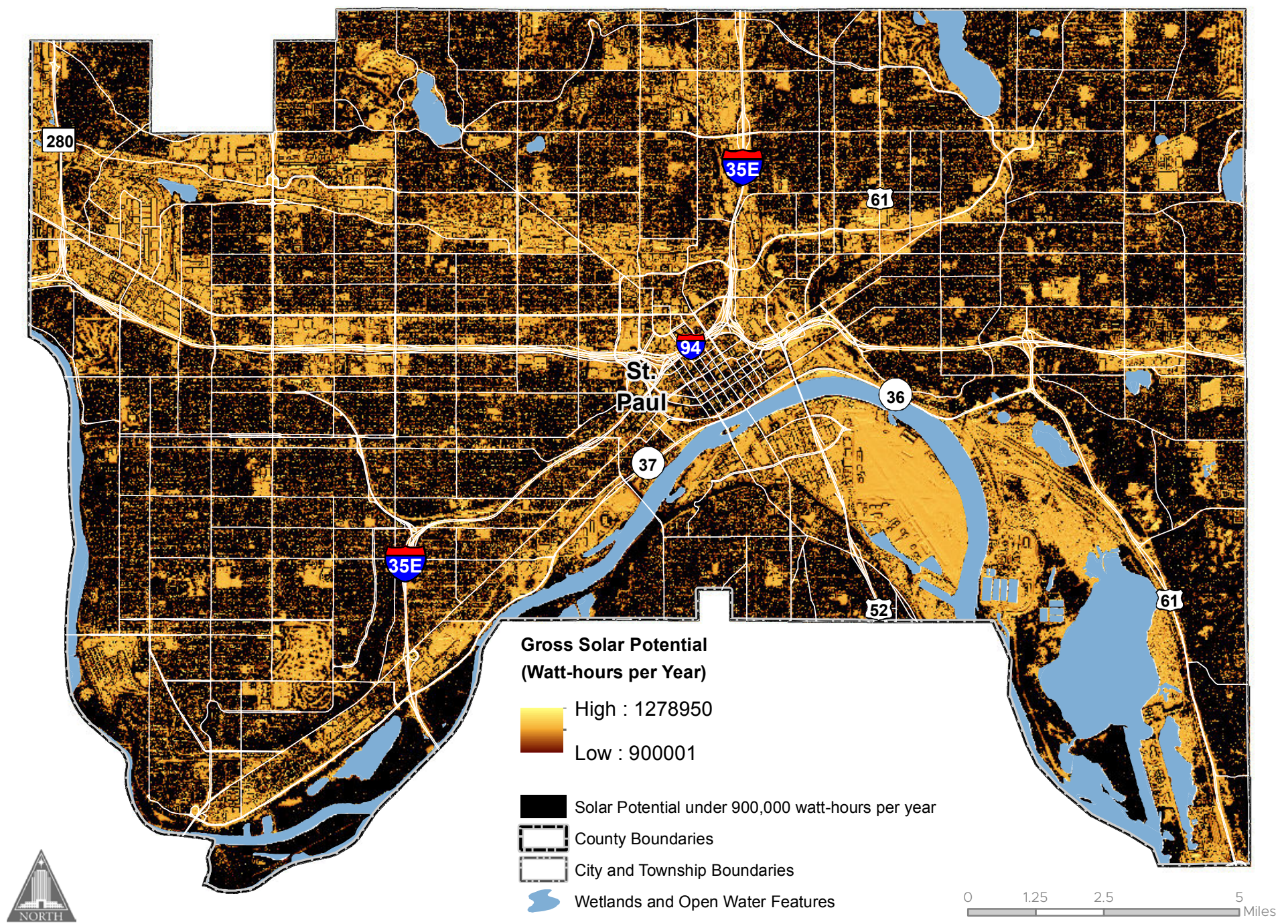
 Suburban Edge  
 Suburban

 Urban  
 Urban Center





Map LU-6: Gross Solar Collection Potential





## Gross and Rooftop Solar Resource Calculations

Gross Potential (Mwh/yr)	Rooftop Potential (Mwh/yr)	Gross Generation Potential (Mwh/yr)**	Rooftop Generation Potential (Mwh/yr)**
66,151,161	10,968,464	6,615,116	1,096,846

\*The gross solar potential and gross solar rooftop potential are expressed in megawatt hours per year (Mwh/yr), and these estimates are based on the solar map for your community. These values represent gross totals; in other words, they are not intended to demonstrate the amount of solar likely to develop within your community. Instead, the calculations estimate the total potential resource before removing areas unsuitable for solar development or factors related to solar energy efficiency.

The gross solar generation potential and the gross solar rooftop generation potential for your community are estimates of how much electricity could be generated using existing technology and assumptions on the efficiency of conversion. The conversion efficiency of 10% is based on benchmarking analyses for converting the Solar Suitability Map data to actual production, and solar industry standards used for site-level solar assessment.

\*\*In general, a conservative assumption for panel generation is to use 10% efficiency for conversion of total insolation into electric generation. These solar resource calculations provide an approximation of each community's solar resource. This baseline information can provide the opportunity for a more extensive, community-specific analysis of solar development potential for both solar gardens and rooftop or accessory use installations. For most communities, the rooftop generation potential is equivalent to between 30% and 60% of the community's total electric energy consumption. The rooftop generation potential does not consider ownership, financial barriers, or building-specific structural limitations.

Source: Metropolitan Council Local Planning Handbook - Solar Resource Calculation



## Appendix B: Tables Required by Metropolitan Council

Figure LU-1: Current Land Use Table (2016)

Land Use	Acres	Percent of Total
Agricultural	14	0.0%
Airport	531	1.5%
Golf Course	654	1.8%
Industrial and Utility	2,397	6.7%
Institutional	2,646	7.4%
Major Highway	1,322	3.7%
Major Railway	892	2.5%
Mixed Use Commercial	165	0.5%
Mixed Use Industrial	178	0.5%
Mixed Use Residential	222	0.6%
Multifamily	1,611	4.5%
Office	478	1.3%
Open Water	2,384	6.6%
Park, Recreational, or Preserve	4,588	12.8%
Retail and Other Commercial	1,383	3.9%
Single Family Attached	1,795	5.0%
Single Family Detached	13,067	36.4%
Undeveloped	1,555	4.3%
<b>Total</b>	<b>35,882</b>	

Figure LU-2: 2040 Land Use Table

Land Use	Acres	Percent of Total
Civic and Institutional	850	2.4%
Downtown	412	1.1%
Industrial	3,359	9.3%
Major Parks and Open Spaces	4,161	11.6%
Mixed-Use	2,746	7.6%
Semi-Rural	222	0.6%
Transportation	2,838	7.9%
Urban Neighborhood	18,773	52.2%
Water	2,577	7.2%
<b>Total</b>	<b>35,962</b>	

Figure LU-3: 2040 Employment Density and General Land Use Mix\*

Land Use Type	Employment Density (FAR)**	Commercial/Office/ Residential
Downtown	3.0-8.0	20%/50%/30%
Mixed-Use	0.3-6.0	30%/30%/40%
Urban Neighborhood	0.3-2.0	5%/5%/90%
Industrial	0.0-6.0	80%/15%/5%

\* Land use mix represents a generalized average for new development within the future land use type citywide. It is not a mandate or requirement for any individual development project.

\*\*FAR applies to only employment generating land uses. Minimum FAR includes existing employment uses, such as commercial parking and outdoor storage.

Figure LU-4: 2040 Residential Land Use Density Ranges\*

Land Use Type	Base Range	At Neighborhood Node
Downtown	50-300 units/acre	
Mixed-Use	20-75 units/acre	50-200 units/acre
Urban Neighborhood	7-30 units/acre	20-60 units/acre
Semi-Rural	2-15 units/acre	n/a
Citywide**	20 units/acre	

\*Density ranges represent a target for new development averaged across the generalized future land use type. Individual projects may be less than or exceed targeted goals.

\*\*Metropolitan Council's requirement for communities with the urban core designation. All of Saint Paul falls within this category.

Note: Saint Paul does not regulate maximum density by dwelling units per acre in most zoning districts today and intends to continue that practice. Density is most often regulated with floor-area-ratios.

Figure LU-5: Metropolitan Council's Regional Transit Density Targets\*

Distance from transit	Transit type	Min (units/acre)**	Target (units/acre)***
1/2 Mile	Fixed rail transitway	50	75-150
	Bus rapid transitway	25	40-75
1/4 Mile	Arterial bus rapid transit	15	20-60
	High-frequency transit	10	15-60

\*Average for new development in areas identified in a station area plan as appropriate for redevelopment.

\*\*Minimum represents an average goal for new development.

\*\*\*Individual projects may be less than or exceed targets.

Figure LU-6: General Housing Unit Development Estimates and Timeline Based on Opportunity Sites\*

2040 Land Use	Density Range	Percent Housing**	2019-2020		2021-2030		2031-2040		TOTAL	
			Acres	Development Estimates	Acres	Development Estimates	Acres	Development Estimates	Acres	Development Estimates
Downtown	50-300 units/acre	30%	1.9	29-171	6.1	92-549	0.0	0	8.0	120-720
Mixed-Use	50-200 units/acre	40%	37.4	749-2,992	193.6	3,872-15,488	194.5	3,890-15,560	425.5	8,510-34,040
Urban Neighborhood	20-60 units/acre	90%	0.7	13-38	75.1	1,352-4,055	134.2	2,416-7,247	209.9	3,780-11,340
TOTAL			40.1	789-3,201	274.8	5,315-20,092	328.7	6,306-22,807	643.5	12,410-46,100

\* The purpose of this table is to satisfy Metropolitan Council's requirements to illustrate development capacity for population growth estimates. The figures in this table are estimated based on many broad assumptions. Timing of redevelopment is a best guess based on current market dynamics and planning activities. Redevelopment sites included in the analysis were generally larger than one acre. Given the location and size of Opportunity Sites, density ranges are assumed to be in the "At Neighborhood Node" range identified in Figure LU-4. This information is likely to be less accurate over time as market conditions and redevelopment sites change. Some sites may have an approved master plan which guides development and will provides a more accurate development estimate. Industrial land use is not included in the table because it is not a location for substantial housing production.

\*\*From Figure LU-3

# Appendix C

Figure LU-7: Summary of Policies Organized by Goal

Goal	Policies
1. Economic and population growth focused around transit.	LU-1; LU-22; LU-35; LU-55
2. Neighborhood Nodes that support daily needs within walking distance.	LU-23; LU-30; LU-31; LU-32; LU-33
3. Equitably-distributed community amenities, access to employment and housing choice.	LU-3; LU-16; LU-19; LU-20; LU-34; LU-36; LU-37; LU-42
4. Strong connections to the Mississippi River, parks and trails.	LU-21; LU-40; LU-41; LU-49
5. Infrastructure for all ages and abilities.	LU-38; LU-39; LU-54
6. Equitable, adaptable and sustainable land use and development patterns and processes.	LU-5; LU-7; LU-8; LU-12; LU-13; LU-14; LU-15; LU-17; LU-27; LU-29; LU-43; LU-47; LU-48; LU-50; LU-51; LU-52; LU-56; LU-60; LU-61
7. Quality full-time jobs and livable wages.	LU-2; LU-6; LU-24; LU-26; LU-44; LU-45; LU-46; LU-53; LU-57; LU-58; LU-59
8. People-centered urban design.	LU-4; LU-9; LU-10; LU-11; LU-18; LU-25; LU-28