District 1 Community Council

Community Plan

Recommended to the City Council by the Planning Commission on April 15, 2016

Prepared by the District 1 Community Council

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Introduction

Introduction

Purpose

The purpose of the District 1 Community Plan is to describe the vision of the residents, business community, and District 1 Community Council for the future of the area. This plan will support the implementation of the Saint Paul Comprehensive Plan at the community level and guide future development in ways that recognize the district's history while identifying how the district continues to change.

Study Area

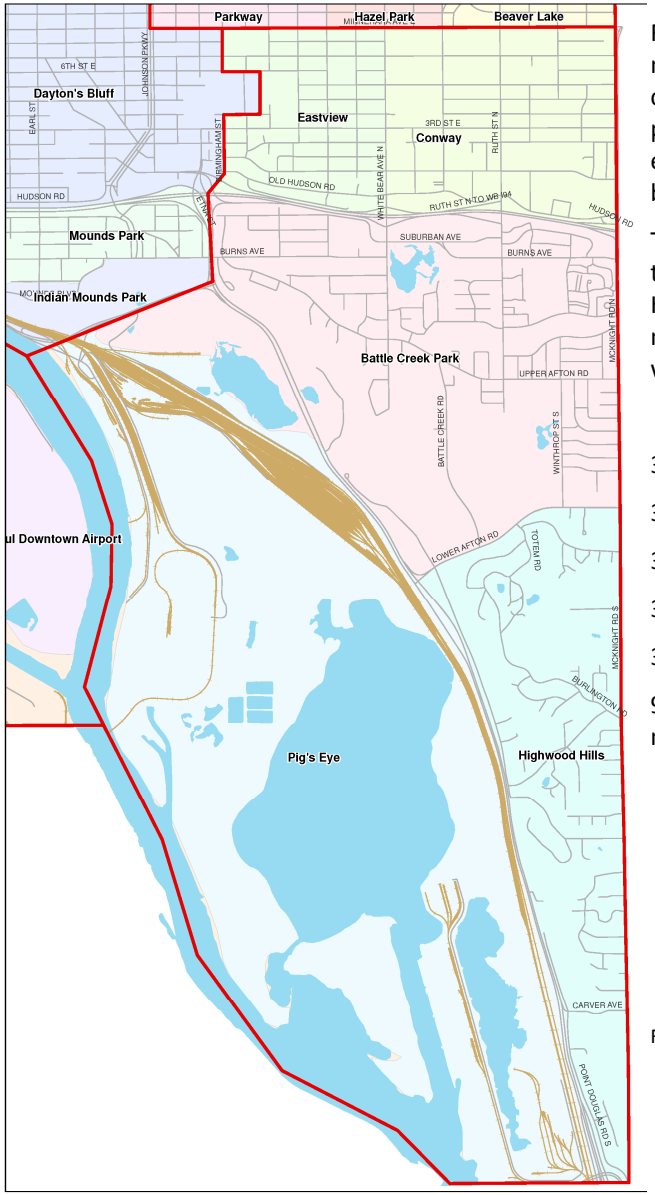


Figure I1 identifies the location of District 1 neighborhoods, while Figure I2 shows the census tracts used to gather data for this plan. It should be noted that Tract 346.02 extends slightly to the west of District 1's boundary.

The census tracts to do not exactly match the boundaries of District 1's neighborhoods. However, for the purposes of providing neighborhood-level comparisons, tracts were assigned to neighborhoods as follows:

346.02 Eastview

347.01 Conway

347.02 Conway

374.02 Battle Creek

374.03 Highwood

9800 Pig's Eye (uninhabited industrial and natural area)

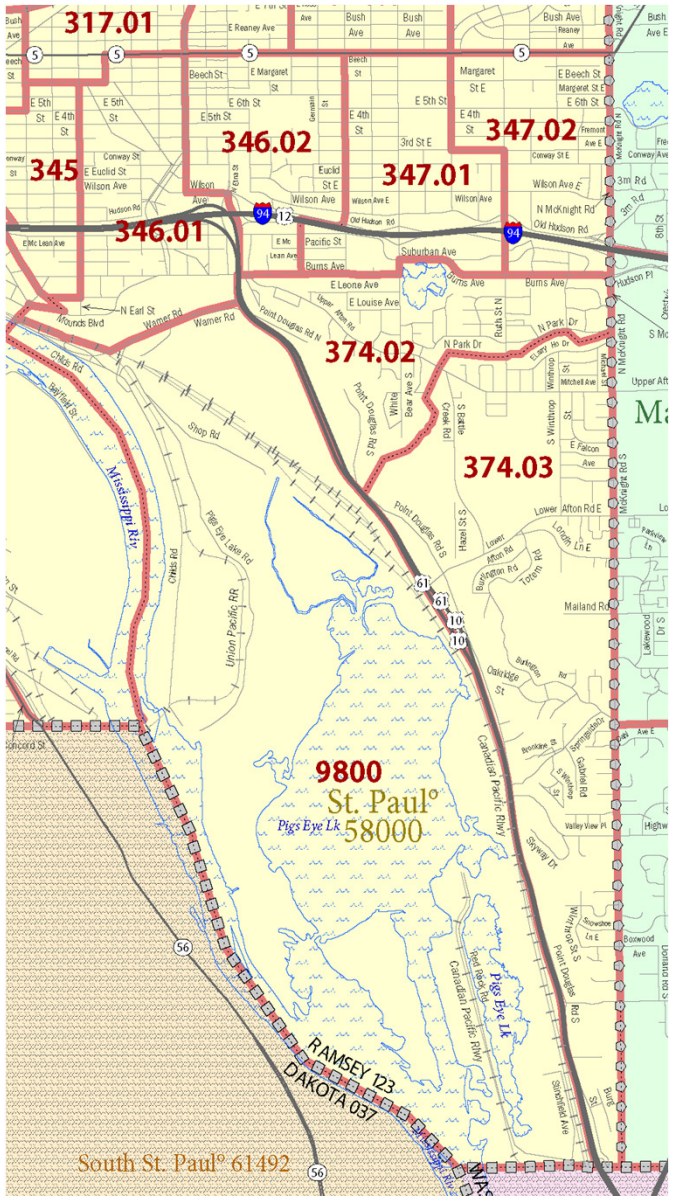


Figure I1 (left) : District 1 boundary and neighborhoods

Figure I2 (right): Census tract boundaries

Geography

District 1, located in the southeast corner of Saint Paul, is one of seventeen designated citizen participation districts in the city. It is bounded by Minnehaha Avenue on the north, McKnight Road on the east, city limits to the south, and Birmingham/Etna/Hwy 61 to Warner Road to the Mississippi River on the west. The District consists of four neighborhoods—Eastview, Conway, Battle Creek, and Highwood. Frequently, it has been misnamed and misrepresented in city and county documents as the Sun Ray-Battle Creek neighborhood or the Battle Creek-Highwood neighborhood. Both of these mis-designations ignore the multi-dimensional diversity of the area.

District 1 is geographically the largest planning district in the city of Saint Paul and is the fifth largest in terms of population. District 1 has a lower population density than the other districts primarily because it contains a large tract of industrial and natural land between Highway 61 and the Mississippi River known as Pig's Eye. This area is home to metal manufacturing and recycling facilities, railroads, and the Metropolitan Wastewater Treatment Plant as well as more than 1,000 acres of water and open space designated as part of the Mississippi National River and Recreation Area. This, as well as the district's topography, restricts development in some bluff areas along the river.

Also contributing to the district's low density is the relatively late history of its build-out compared to the rest of Saint Paul, which resulted in a suburban and even exurban pattern of development. However, the areas of low density belie the fact that there are portions of the district that have much higher population densities in the form of large multifamily housing complexes. These higher density areas are unevenly distributed across the district, in clusters along the freeway and near McKnight and Lower Afton Roads. There are few duplexes or small apartment complexes in the district. The former tend to be clustered as the result of creation by individual developers. North of I-94, the single family houses were built predominantly in the 1950s through the 1970s—1 and 1½ story homes, originally sold at modest prices. The lots become larger from west to east. South of I-94, the houses were built primarily from the late 1960s to the 1990s in a suburban, ranch-style model, or larger, more diverse styles, and sold at much higher prices. This stark contrast in housing density and affordability combined with a lack of mid-range options contributes to significant issues of social segregation.

Much of the newer portions of the district were built as if they were a bedroom community within the city limits at a time when automobile-oriented development was the norm. This model of planning is reflected in the distribution and type of business districts. Businesses are largely contained in a handful of strip malls and low-density commercial corridors with large parking lots. They are also dominated by franchises designed to draw customers off the freeway. As portions of the white, middle- and upper-middle class population moved out of the city and expanded into the eastern suburbs, and as larger, more attractive shopping centers have opened to accommodate this shift, the outmoded strip malls of District 1 have fallen into decline. The range of businesses that the current, increasingly diverse residents want and need is simply not present.

Geography

There is also a dramatic lack of social service and community-based organizations in the district. When the area was developed, most families were employed on or near the East Side. Many of these local jobs have since departed. As a result, most people do not work in the neighborhoods of the district, or even close by. The local churches, like churches everywhere, draw membership from the entire metro area. Of the four local recreation centers, only one remains a City-run enterprise. The City continues to move forward with a model for these centers that aims to attract people from the entire metro area. The district lacks the type of organizations that would naturally become the heart of a community.

Given the high number of vehicles per household, deficiencies in the road network, and distance to jobs and destinations, transportation costs for living in District 1 are higher than those of most areas of Saint Paul (MN Compass). Transit service is limited to a few lines across a large area, with limited frequency of service. Even walking to stores is a difficult task because the blocks are often twice as long in both the north-south and east-west directions. Interstate 94 divides the community; residents must therefore cross the freeway on bridges that are ill-equipped for pedestrian passage. It becomes a necessity that families own more than one vehicle, placing them at risk during economic downturns. Nearly all City investments in bicycle infrastructure have been on the western side of Saint Paul. This reliance on the automobile, as with the style of development, has negative repercussions on the social fabric of the area—chances to interact with neighbors or others who are living or working in the area during a walk, a bicycle ride, or bus ride are limited.

Demographics

Coupled with difficult topography and outmoded development patterns is an extremely rapid demographic change that has occurred since the 1990s. The percentage of the population that is white has dropped from over 90% in 1990 to 45% in 2012, with a 4-6% decrease in this population from 2010-2012 alone. This rate of decrease is significantly faster than that of the city as a whole.

The African American and African immigrant population increased from less than 5% to 22% over the same twenty-two year period, becoming the largest population of this community on the East Side of Saint Paul (Figure I3). The African immigrant population is concentrated in apartment complexes near Lower Afton and McKnight Roads, surrounded by areas that differ significantly in both ethnicity and income level. The African American population is concentrated in large apartment complexes along I-94.

The Asian American population increased from 2 to 17% of the population since 1990, at first settling mostly in the Eastview and Battle Creek neighborhoods, but now more evenly disbursed across the district. The Hispanic population increased from 3 to 11%, and is located predominantly in the Eastview and Conway neighborhoods.

The percentage of foreign born residents in each of the four neighborhoods is significant (Figure I4). Battle Creek has the lowest, at 17%, and Eastview has the highest, with 28% of its residents born outside of the United States. For the city of Saint Paul as a whole, 17% of residents are foreign born.

The district's total population has not changed as significantly as its demographics, growing 5.8% between 1990 and 2000 and 2.5% between 2000 and 2010 (Figure I6). The age breakdown within the district has stayed relatively stable since 1990 (Figure I7). However, preparations should be made as a large part of the district population to shifts into the 64 and older cohort in coming years (Figure I5).

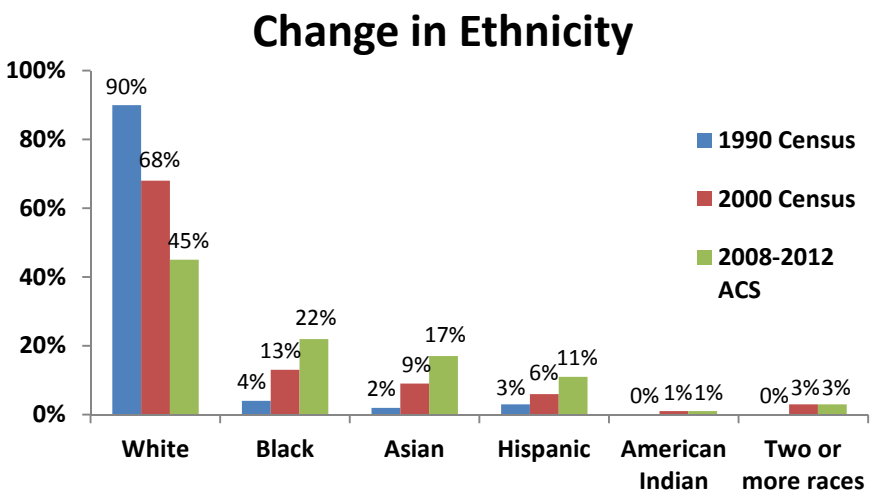


Figure I3: Change in ethnicity from 1990 to 2012 Source: US Census and ACS

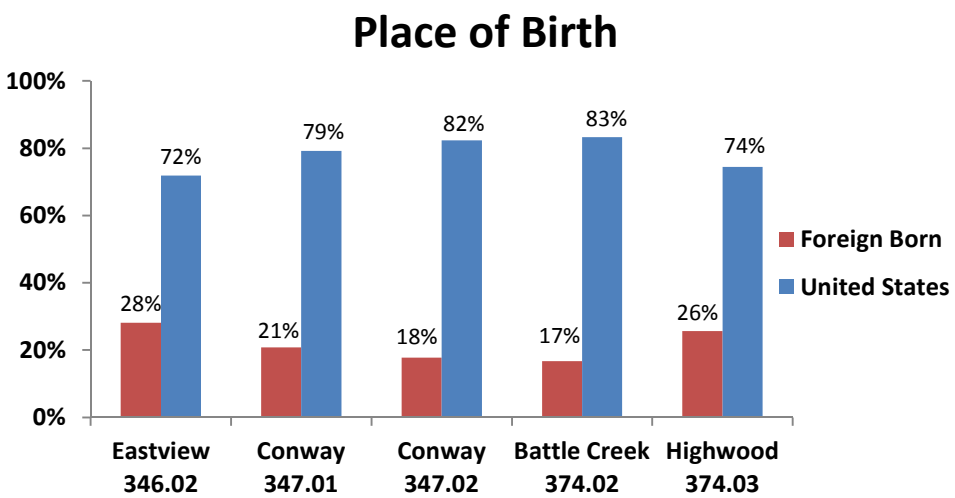


Figure I4: Percentage of foreign born residents by census tract Source: 2008-2012 ACS

Demographics

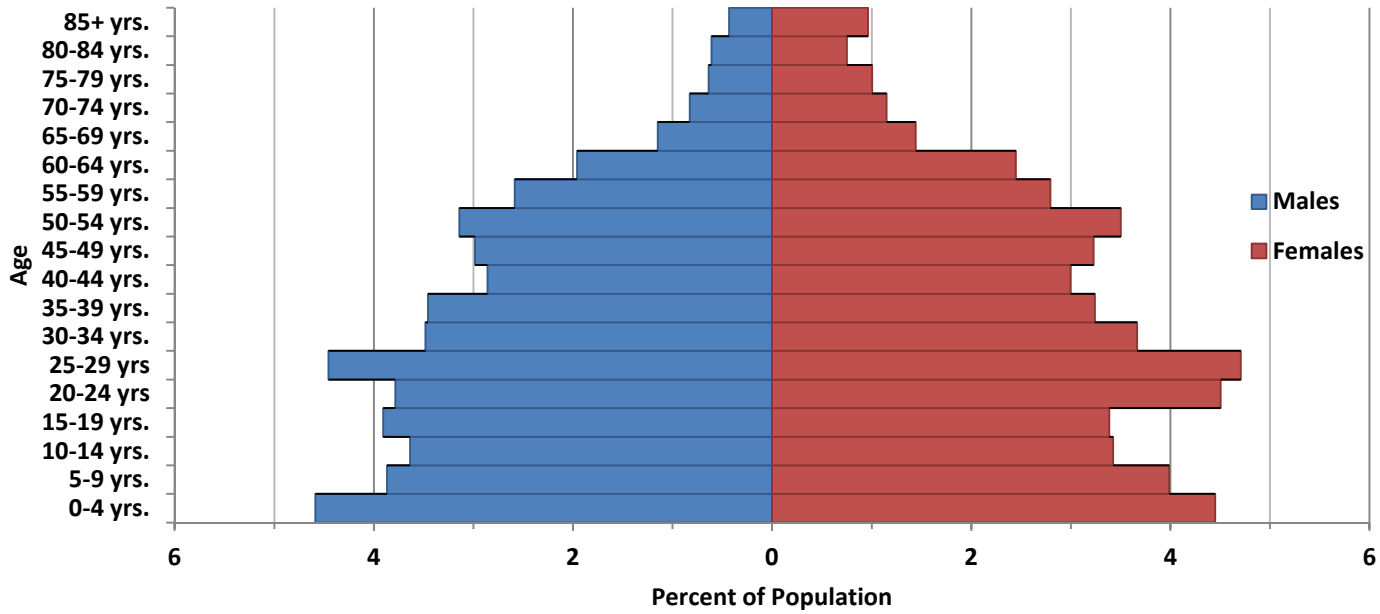


Figure I5: District 1 Age-Sex Distribution, 2010
Source: US Census

Total Population			
Year	1990	2000	2008-2012
Population	18,968	20,063	20,569
Change	-	5.8%	2.5%

Figure I6: District 1 total population and population growth
Source: US Census and ACS

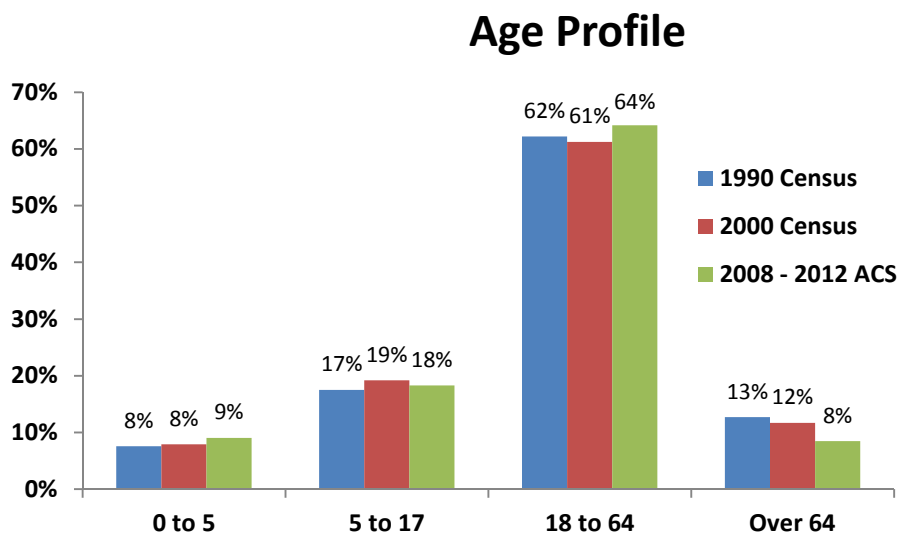


Figure I7: Age breakdown, 1990 to 2012
Source: US Census and ACS

Community Engagement Process

The District 1 Community Plan was created over several years using a variety of community engagement methods. The District 1 Community Council board and staff did not rely on community meetings alone for a means of stakeholder input. The Council conducted two surveys, each with a hardcopy and online component—one for the transportation section of the plan, and another that was more general. Each year, the Council holds a variety of community listening sessions, some focused on particular topics and others around particular neighborhoods. In addition, during the period of planning, the Council led a process for determining the private partner for one of the three recreation centers that the City was no longer going to be programming. The Council also participated in meetings regarding the potential reconfiguration of Ramsey County's Boys Totem Town.

The District 1 Community Council has held discussions with business leaders and developers interested in a variety of sites within the district and has partnered with other East Side district councils and block nurse programs to survey and reach out to residents regarding transportation issues. The Council has received assistance from the University of Minnesota's Center for Urban and Regional Affairs (CURA), the City of Saint Paul's Department of Planning and Economic Development, and the Wilder Foundation's Minnesota Compass program to find and map district data. Beyond these activities, and more significantly, the Council has engaged in one-on-one conversations with innumerable residents at its storefront office, at their homes, over the phone, via email, and through social media about what those residents see as concerns and potential for their neighborhoods. In many ways, this was an ethnographic approach to defining the character and goals of the community.

This multi-year process was followed by a compilation of the comments and of demographic data, assistance from a consultant to pull this information together and draft a plan, and a series of community meetings to seek responses to the Council's interpretation of the community's goals. This community input was used to fine-tune the draft prior to its submission to the City for approval.

It should be noted that the Transportation Chapter was written and submitted to the City for final approval in 2012 and has been reformatted and adjusted slightly to match the newer portions of this plan.

Land Use

Land Use

Land Use

District 1 is a geographically large area of 6,295 acres at the far southeastern edge of Saint Paul. It is a topographically diverse district, dominated by natural areas including parks and water bodies such as Pig's Eye Lake, Battle Creek Park, Highwood Bluffs, and the Mississippi River. Parks, recreation, and open space make up 35% of the district.

The district is home to a diverse mix of land uses, including industrial areas along the river and scattered throughout the district, a commercial concentration primarily along I-94, a few large institutional uses, and a wide variety of single family and multi-family residential neighborhoods that differ widely in their age and style of development.

As a result of these characteristics, District 1's land use policies must address a wide variety of land use and transportation related concerns in addition to issues of new development, infill development, and redevelopment in existing commercial and residential areas.

Several areas within the neighborhood have existing plans that are incorporated into this plan by reference. These include:

- Gold Line Station Area Plans (adopted October 7, 2015)
- White Bear Avenue Small Area Plan (adopted July 5, 2001)
- Highwood Development Policies (adopted July 12, 1990)

Special attention should be paid to the Sun Ray-Suburban area, which has been designated as an existing Neighborhood Center and Mixed-Use Corridor by the Saint Paul Comprehensive Plan and dedicated as an *Invest Saint Paul* Focus Area*. This area should be redeveloped as a predominantly commercial/mixed-use corridor that has housing interspersed with commercial office uses and retail goods and services (see figure LU1 on the next page).

*Invest Saint Paul is a program approved by the Housing and Redevelopment Authority in 2007 to address vacant and foreclosed properties in designated neighborhoods. This includes evaluation of vacant commercial buildings for functional and economic obsolescence, prioritization of vacant buildings for rehabilitation or demolition, and major redevelopment projects, including commercial gateways, commercial sites or nodes, and mixed-use developments.

Land Use

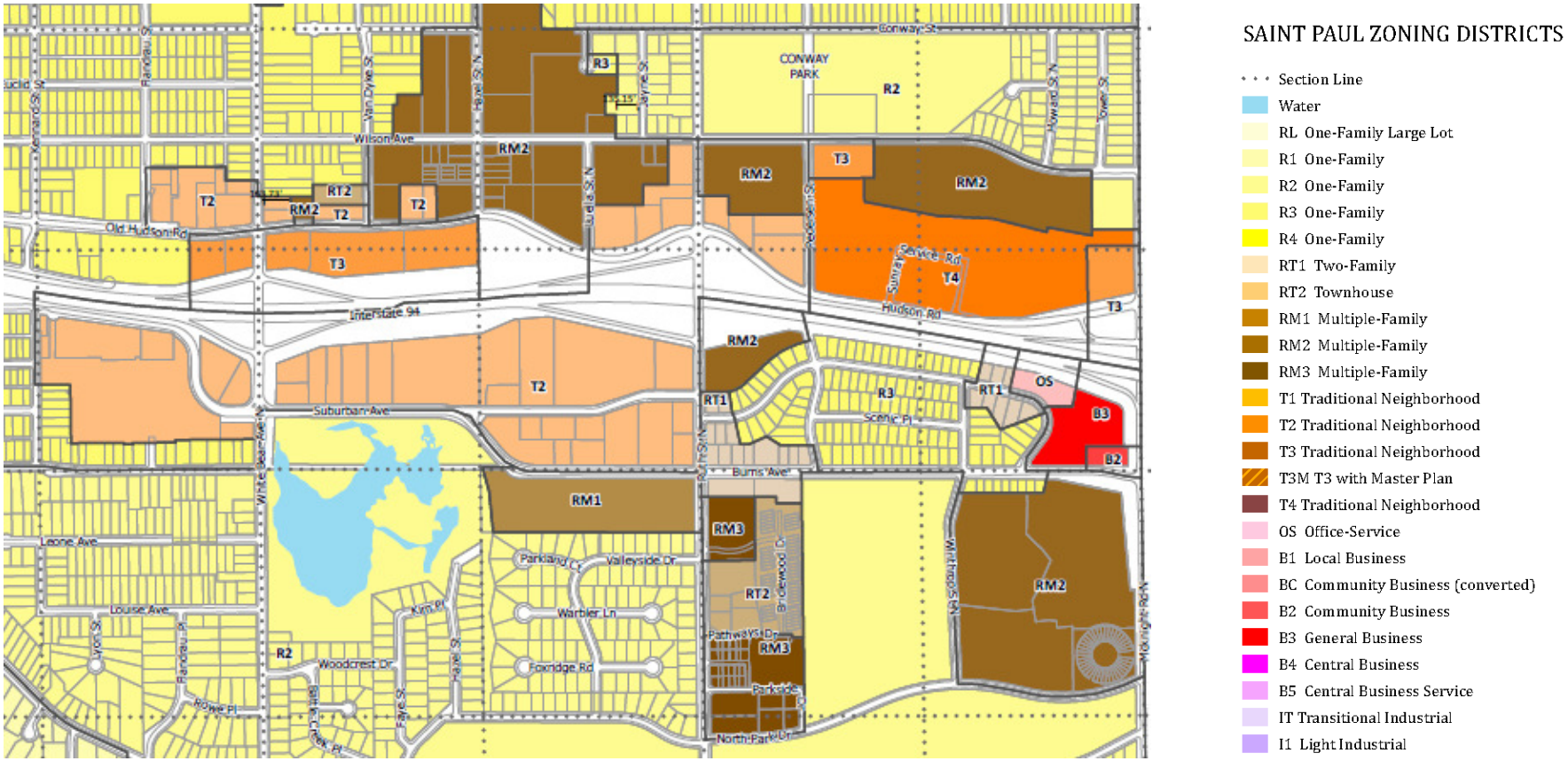


Figure LU1: Zoning at the Sun Ray – Suburban Avenue commercial area

Source: City of Saint Paul zoning map

The recent shift to Traditional Neighborhood zoning should promote redevelopment in this area that would allow for a mix of residential and commercial uses that would better meet the service and housing needs of community residents. Remaining B3 General Business zoning, which allows uses such as automobile repair shops and sales lots, car washes, pawn shops, alternative financial institutions, and most other types of commercial establishments, should be rezoned in the future. A list of specific parcels suggested for rezoning can be found in Appendix A.

Land Use

Industrial Uses

Industrial uses in District 1 are located west of Highway 61 and were developed in an era that was not concerned about the environmentally sensitive features of the Mississippi River and Pig's Eye natural area. Much of this area is comprised of the Hoffman Yards and Dunn Yards of the Burlington Northern Santa Fe (BNSF) and Canadian Pacific (CP) railroads. The railroads were first built along the river in the 1860s. Industrial development followed in the twentieth century. At the southern end of the district is the Red Rock River Terminal with a variety of uses, including a large steel plant and river-oriented industrial uses.

These uses contribute significantly to Saint Paul's tax base and provide over 350 jobs in District 1 (US Census Bureau). The railroads are anticipated to grow; these yards now experience 5 percent of the nation's daily train traffic and there is pressure to expand freight capacity nationally.

Major Issues:

- Conflict between industrial development and the nearby natural environment of the Mississippi, Pig's Eye, and residential neighborhood of Highwood
- Ongoing communication with the railroads over noise of horns, yard noise, and expansion of yard facilities

Land Use

Commercial Uses

The largest concentrations of commercial uses in District 1 are located on both sides of I-94 from Kennard Avenue east to McKnight Road, an area described in the City Land Use Plan as a Mixed Use Corridor with Neighborhood Centers at Sun Ray- Suburban and Sun Ray. These areas were planned to be visible from the freeway and are accessed from the White Bear Avenue, Ruth Street, and McKnight Avenue freeway exits. As a result, each of these areas was individually planned to make sure they had substantial amounts of parking and individual driveways, rendering safe access to them extremely difficult for pedestrians and bicyclists. Landscaping and other street amenities were not included at the time of development and have been difficult to integrate after the fact.

The Sun Ray Shopping Center was developed in the late 1950s, northeast of I-94 and Ruth Street. Now zoned T4 Traditional Neighborhood, it was originally developed as a community level shopping center and served eastern Saint Paul at a time when Woodbury and Oakdale had not yet been significantly developed.

Suburban Avenue, developed after Sun Ray, is anchored by the Target store at White Bear Avenue and the Byerly's just off Ruth Street. There are a variety of fast food restaurants and services in between, each accessed by its own driveway. The result is an area of piecemeal development and poor circulation that lacks commercial diversity.

The Shamrock Plaza strip mall at McKnight Road and Lower Afton Road is an important neighborhood center at the southern end of the district. Zoned B2 Community Business, it has neighborhood service stores, and more recently has attracted retail services that address the needs of the growing East African population in that vicinity.

Major Issues:

- Lack of street or enhanced pedestrian connectivity between commercial uses; desire for a more pedestrian-friendly environment throughout the district
- Lack of landscaping, traffic calming devices, and other street amenities in developments; no focus on urban design
- Lack of commercial diversity
- Outdated B2 and B3 business district zoning, allowing commercial activities that do not support Transit Oriented Development or the types of pedestrian and neighborhood services and amenities needed in the neighborhood
- Need for reinvestment and redevelopment of existing properties
- Need for increased density on underutilized parcels

Land Use

Gateway Corridor and Associated Land Use Issues

The plans for the Gateway Corridor (METRO Gold Line) to connect the East Metro with Downtown Saint Paul and Minneapolis along I-94 offer great potential for reinvestment in District 1. Although this project is still in the environmental analysis and review stage as of 2015, it is important for District 1 to articulate a vision of what types of reinvestment and new development are supported by the community, and to take advantage of this once-in-a-lifetime opportunity for reinvestment in the district.

LU1: Use the Gateway Corridor project as an opportunity to leverage transit-oriented , high-density, mixed-use development and improve connectivity of the existing transportation network.

LU1.1 Enforce and maximize the potential of Traditional Neighborhood zoning in the Gateway Corridor.

LU1.2 Support transit-oriented, high-density housing in the Gateway Corridor to build a population base in the corridor.

LU1.3 Support a mix of land uses that concentrates activity near transit stations.

LU1.4 Support major redevelopment and reutilization of the Sun Ray site incorporating both commercial and high-density residential uses, and including introduction of the traditional street grid.

LU1.5 Redevelop surface parking lots in the corridor and instead use on-street parking to buffer pedestrians from traffic and build structured parking with commercial uses on the ground floor.

Major Issues:

- Pedestrian access to the Gateway Corridor, both within developments and across I-94
- Better transit feeder systems to support access to the Gateway Corridor, including amenities for riders to be incorporated into site design
- Needed redevelopment of underdeveloped and outmoded commercial buildings, sites, and parking lots along the Gateway Corridor

LU1.6 Support a welcoming pedestrian realm in the corridor with street trees, wide sidewalks, encouraging sidewalk cafes and other active uses at the street-level, increased use of windows and doors on front facades, and signage scaled to the pedestrian level.

LU1.7 Support a mix of modes (walking, bicycling, transit use) in the corridor and integrate those modes with the transit line.

LU1.8 Study parking requirements in redeveloping areas, including removing minimum off-street parking requirements, implementing off-street parking maximums, permitting additional parking sharing, unbundling parking costs from rents, requiring and supporting bicycle parking, and expanding Transportation Demand Management requirements.

LU1.9 Preserve the present number of affordable housing units in the corridor, or proportionally replace them if they are lost, and add additional units as conditions warrant.

LU1.10 Support public art and other placemaking activities in the corridor.

Land Use

LU2: Diversify the district's housing stock.

LU2.1 Rezone and redevelop areas along the future Gateway Corridor at greater densities to accommodate a wide range of housing needs, including those of singles and young couples, families, empty-nesters, and seniors.

LU2.2 Identify key vacant or underutilized sites for new mixed-income housing that would provide residents with access to transit and would support walking and active lifestyle choices.

LU2.3 Encourage the development of medium density multi-family housing along areas identified as Residential Corridors in the Saint Paul Comprehensive Plan.

LU3: Use redevelopment opportunities to increase walkability within the district. This is achieved when residents live within a half-mile walk of stores, services, places of employment, and other destinations (Figure LU2).

LU3.1 Identify areas that are unfit for pedestrian travel despite being within a half-mile distance and support improvements in lighting, sidewalks, street trees, signage, and other safety features.

LU3.2 Permit neighborhood-serving businesses in Established Neighborhoods when compatible with the surrounding character.

LU3.3 Develop Neighborhood Centers as compact, mixed-use communities that provide services and employment close to residences and include frequent transit service, vibrant business districts, a range of housing choices, and community amenities.

LU3.4 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.

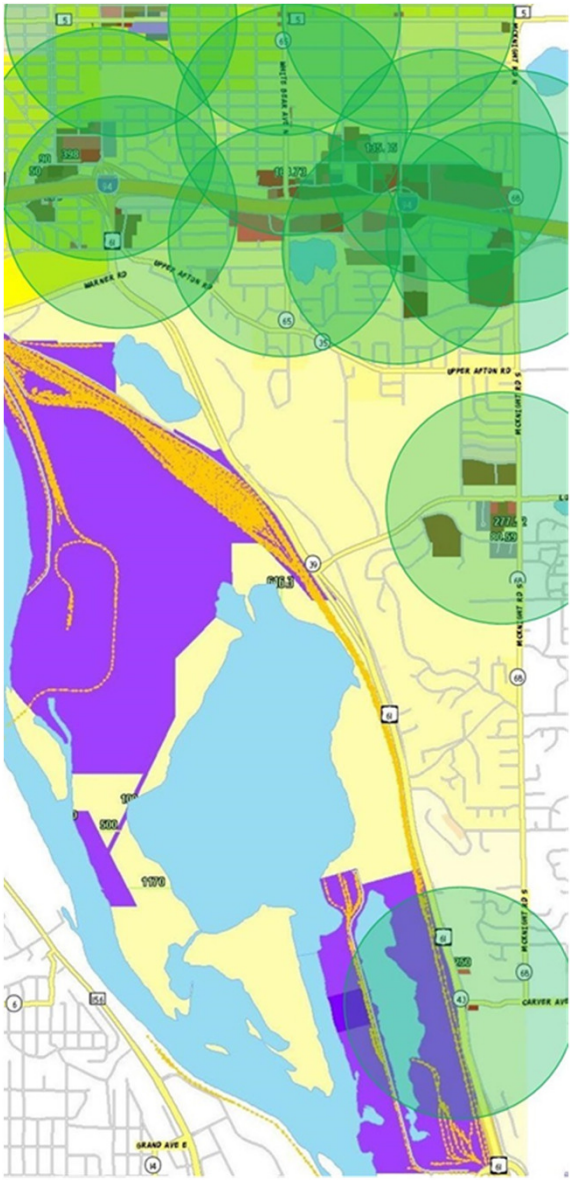


Figure LU2: Areas within ½ mile of a commercial parcel
Base map source: City of Saint Paul

LU4: Promote redevelopment of vacant and underutilized parcels in ways that benefit the community.

LU4.1 Ensure that the parkland dedication regulations are applied locally as new developments take place.

LU4.2 Plan for public spaces in new development projects.

LU4.3 Encourage the financing and construction of private unstructured open spaces, particularly open play areas, in new multi-family developments.

LU4.4 Should the current use of Boys Totem Town be discontinued, consider instituting a development moratorium for the site and establish a robust community planning process to determine current community values and priorities for the site.

LU4.5 Facilitate the redevelopment of commercial buildings that are not functionally capable of supporting new businesses in their present condition.

LU4.6 Collaborate with Saint Paul Public Schools to determine criteria for reuse of school district buildings if they will no longer be used for educational purposes.

LU4.7 Consider the location and design of parks, open space, and trails as an integral part of large-scale redevelopment projects.

LU5: Incorporate the principles of traditional urban form into the design of new and existing developments in order to create areas that are functional, attractive, and sustainable.

LU5.1 Uphold design standards as required by City Code.

LU5.2 Require design standards that create an environment conducive to foot and bicycle traffic.

LU5.3 Facilitate collaboration between local artists and the community to identify opportunities for public art in new capital projects and developments in the district, and to discuss civic issues that may inform the artist's work.

LU5.4 Ensure that streetscapes in compact commercial areas conform to certain criteria: use of traditional urban building form, pedestrian amenities, and traffic calming measures.

LU5.5 Encourage changes to the design of existing auto-oriented commercial buildings and areas with elements of traditional urban form to improve the pedestrian realm.

LU5.6 Promote sustainable construction practices in all new development and redevelopment, including LEED certification of buildings.

LU6: Consider establishing new, mixed-use corridors beyond the Gateway Corridor as future development and market conditions present such opportunities.

LU6.1 Support mixed-use corridors that balance the following objectives 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.

LU6.2 Promote the development of more intensive housing in these corridors to allow mixed uses and multifamily residential development.

LU6.3 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.

LU7: Support industrial uses within the district while working to manage impacts such as noise, external traffic, and environmental effects on nearby neighborhoods.

LU7.1 Develop quiet zones as a way to better manage rail yard noise.

LU7.2 Attract industries that use best management practices regarding environmental issues (air and water quality, soil contamination, solid waste, sustainable construction practices, etc.) in their site development and operations.

LU7.3 Apply design standards to industrial sites in the district to minimize impacts.

LU7.4 Support planting trees and native vegetation on boulevards and other public land in all industrial areas of the district. Boulevards should preserve or restore suitable soils to support the growth of trees and other vegetation, especially in industrial areas, or where construction has occurred.

LU7.5 Explore creating a River-Dependent Industrial zoning district or overlay district to require future uses of riverfront industrial parcels be those where access to and use of a surface water feature is an integral part of normal business operations.

LU8: Improve the built environment, both aesthetically and in terms of safety, including the development of pedestrian and transit-friendly projects.

LU8.1 Apply provisions and design standards for Traditional Neighborhood districts and citywide general design standards, with attention to Floor Area Ratio (FAR), parking lot location, signage, and uses.

LU8.2 Apply Crime Prevention Through Environmental Design (CPTED) concepts through review of developments and redevelopments and incorporate strategies that help reduce opportunities for crime.

LU8.3 Apply existing development standards and consider amending or creating development standards to address the following concerns:

- Compatibility with existing and adjacent development
- Preservation and protection of trees and other natural features
- Effects on ground and surface water
- Creation or conservation of open green space in new developments
- Coordination of signage in business areas
- Incorporation of public art and/or placemaking
- Preservation of significant viewsheds

LU8.4 Evaluate and enforce design standards that provide a transition between single-family houses and nearby taller buildings.

LU8.5 Fill in the street grid network and connect unconnected areas when major redevelopment occurs.

LU8.6 Provide connections for bicycles and pedestrians to community facilities (e.g. parks, recreation centers, libraries), to activities that support the residential population, and to adjacent areas of the city.

LU8.7 Establish and implement a neighborhood improvement and maintenance strategy which will rehabilitate dilapidated residential and commercial buildings, assist building owners with maintenance activities, and remove blighting elements from neighborhoods.

Land Use

LU9: Sustainably create and retain jobs in the district.

LU9.1 Promote the redevelopment of outmoded and non-productive sites and buildings so they can sustain existing industries and attract emerging industries to the district; focus on issues that include, but are not limited to, energy efficiency, water conservation, and broadband capability.

LU9.2 Encourage the redevelopment of sites on arterial streets zoned Business and Traditional Neighborhood for employment uses. In such locations, facilitate parcel assembly to create sites sufficiently large to accommodate smaller scale industrial and office uses.

LU9.3 Utilize appropriate financial tools to assemble parcels to be redeveloped for industrial and intense commercial uses.

Housing

Housing

Housing

The District 1 Community Plan acknowledges that housing is a basic and fundamental human need. The policies contained in this chapter attempt to balance the moral dimension of housing needs and affordability against the economic reality of housing needs that far exceed affordable housing resources. This plan seeks high-quality housing of diverse character and densities. This can be accomplished by encouraging maintenance and improvement of existing homes while embracing new development that combines residential and commercial uses. A healthy balance between owner-occupied and rental properties is also important to the district's vitality.

The majority of the district's residents live in single unit structures, which make up 62% of the housing stock. Almost all of these structures were built between 1940 and 1999 (See Figure H1). The median value of an owner-occupied housing unit in the district is $170,900, compared to $188,100 in Saint Paul, $218,600 in Ramsey County, and $236,100 in the Minneapolis – Saint Paul Metropolitan Statistical Area (Figure H3). Values in the Highwood neighborhood are the highest in the district, where the median housing value is $202,600, compared to $159,500 in the Conway neighborhood.

Apartments with four or more units account for 34% of the total housing units in the district. Multi-family housing tends to be concentrated in the Interstate 94 corridor. 42% of the district's housing units are within ¼ mile of the interstate (2010 US Census). The remaining portions of the district are overwhelmingly single-family houses.

The proportion of rented and owned units has stayed relatively constant since 1990; 57% are owner occupied and 43% are rental units (2008-2012 ACS). A characteristic of the rental community in large-scale buildings is the high rate of turnover among the resident population; 19% of District 1 residents lived elsewhere during the previous year and 63% moved into their home in the year 2000 or later (ACS 2008-2012).

With approximately 19% of District 1 residents living below the federal poverty line, up from 12% in the 2000 Census, there is a need to provide a reliable supply of affordable housing (2008-2012 ACS). Detailed information about the number and location of affordable housing units in the area can be found in the Saint Paul Comprehensive Plan.

In addition to the District 1 residents living in poverty, the number of cost-burdened households is also a growing concern. A household is considered cost-burdened when 30% or more of its monthly income is dedicated to housing costs. As shown in Figure H2, the number of cost-burdened households for both owner-occupied and rental units has increased substantially over the last decade, up by 12% and 7% respectively. The District 1 Community Plan, however, encourages the City to factor transportation costs into this calculation of cost-burdened households.

Housing

Housing preferences and needs are changing generationally. As the Baby Boom generation retires, there will be an increasing need for elder care services and an increased need for housing maintenance services, especially for those who choose to age in place. The Millennial generation, the district's largest generation representing approximately one third of its population, is showing a national shift away from a desire for home ownership, and to a lesser degree, automobile ownership. This will require additional housing near transit lines and in places of entertainment activities. This will also contract the pool of potential buyers of single-family houses as older generations, the three generations that collectively contain half of District 1's population, proceed to sell their homes.

The physical condition of the housing stock also needs to be preserved; protection against damage from age, weather, and other environmental factors should be considered. Additionally, houses need to be brought up to modern energy standards and weatherized to mitigate increased cooling and heating costs from a changing climate.

Housing is a fundamental component of survival, and housing security is a necessary condition for economic vitality and mobility. Housing issues can ripple out to all other facets of a person's life. A dedicated focus needs to be placed on understanding the current trends in housing and what challenges will have to be addressed in the future.

Major Issues:

- High turnover of residents
- Increasing number of cost-burdened households, especially when transportation costs are factored in
- Availability of affordable housing units
- Physical condition of the housing stock

Housing

Year Built				
	District 1		Saint Paul	
2000 or later	402	5%	7,153	6%
1970-1999	3,252	40%	22,972	19%
1940-1969	3,879	47%	36,260	30%
1939 or earlier	653	8%	54,268	45%

Figure H1: Year housing units were built in District 1 and Saint Paul
Source: 2008-2012 ACS

Cost-burdened Households		
	2000	**2008-2012**
Cost-burdened owner households	15%	27%
Cost-burdened renter households	48%	55%

Figure H2: Percentage of cost-burdened households
Source: 2000 US Census and 2008-2012 ACS

Note: Transportation costs are not factored into the cost-burden calculation

Median Housing Value	
Eastview 346.02	$ 162,200
Conway 347.01	$ 159,500
Conway 347.02	$ 159,800
Battle Creek 374.02	$ 170,400
Highwood 374.03	$ 202,600
District 1 Average	**$ 170,900**
Saint Paul	$ 188,100
Ramsey County	$ 218,600
Metro Area	$ 236,100

Figure H3: Median housing values for District 1 neighborhoods and region
Source: 2008-2012 ACS

Housing

H1: Maintain and improve the existing housing stock.

H1.1 Provide funding assistance to homeowners for housing maintenance, repairs, and remodeling.

H1.2 Target home remodeling programs that have a broad community impact and/or public health benefits (e.g. exterior repairs, lead window replacement, lead water line replacement, etc.).

H1.3 Foster relationships between rental property owners and the neighborhood to improve the condition and aesthetic of properties.

H1.4 Coordinate code enforcement with housing rehabilitation loans or other housing rehab assistance, including non-City programs, to improve the energy-efficiency of homes.

H1.5 Improve energy efficiency and water conservation within the existing housing stock.

H1.6 Create a centralized location for all housing rehabilitation-related resources, such as a webpage with links to organizations that provide rehab assistance or services.

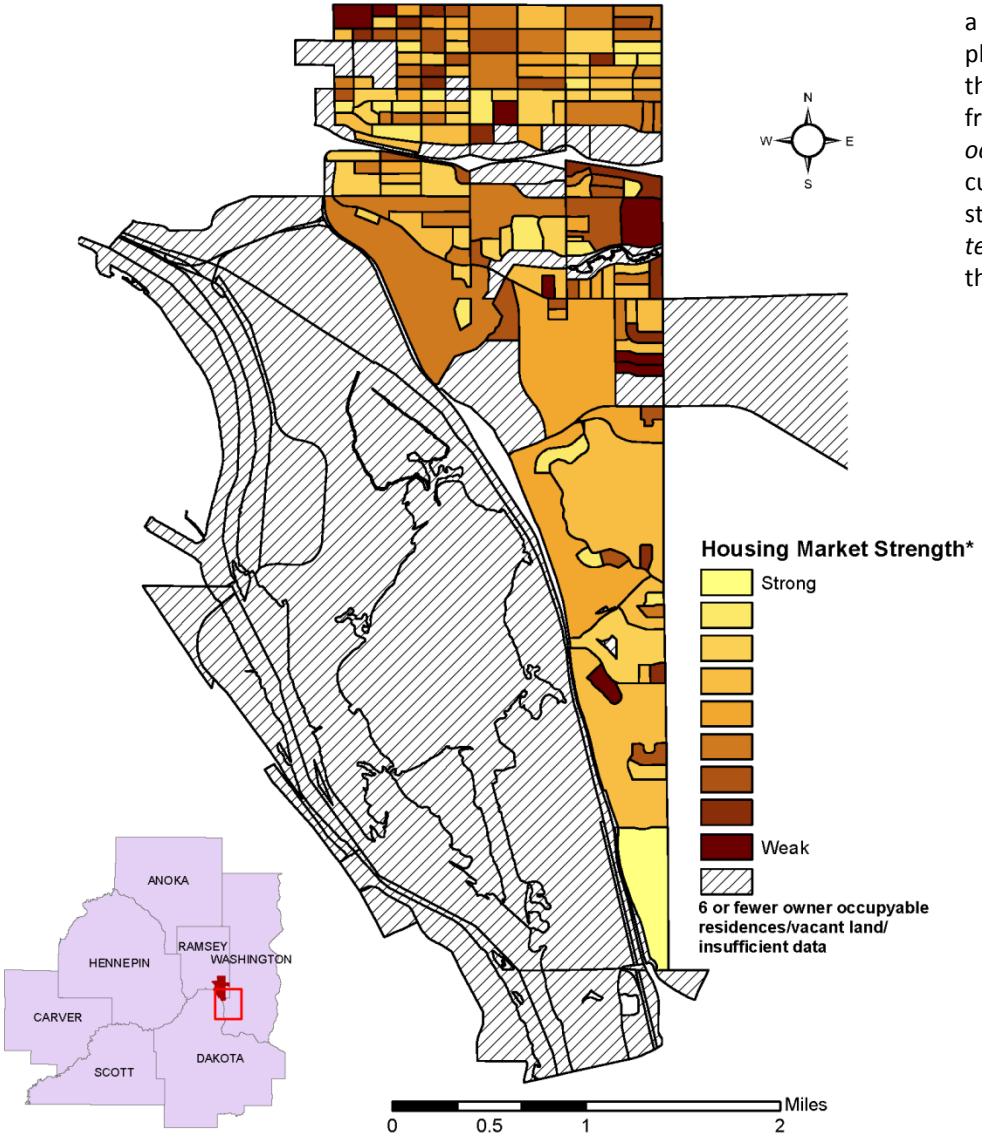
H2: Target areas of the housing market identified as “weak” by the CURA study (see figure H4 on the following page) for City and neighborhood development corporation support.

H2.1 Perform an inventory of housing conditions and update it periodically.

H2.2 Realistically weigh the market viability, maintenance needs, and neighborhood context of houses before providing public rehabilitation funds to them.

Housing

Figure H4: Housing Market Index for District 1



Housing market index is calculated using the formula: (Value Retention + Owner Occupancy - Physical Condition - Long Term Vacancy)

The Housing Market Index (HMI) examines the housing market through a combination of four variables: value retention, owner occupancy, physical condition, and long-term vacancy. *Value retention* calculates the change in estimated market value of the homes on a given block from December 31, 2006, through December 31, 2012. *Owner occupancy* looks at the percentage of homes on a block that are currently occupied by owners. *Physical condition* assesses the current structural integrity/quality of the homes on a given block. And *long-term vacancy* determines the percentage of homes on a given block that are vacant for eight months or longer.

Source: Folwell Center of Urban Initiatives, University of Minnesota's Center for Urban and Regional Affairs , and the Carl Eloise Pohlad Family Foundation

Housing

H3: Maintain the residential character of District 1 by supporting a mix of neighborhoods, housing types, income levels, and opportunities for residence in the district for all ages and housing needs.

H3.1 Maintain a balance between multi-family and single-family developments in the neighborhood.

H3.2 Investigate local and national programs that assist in the provision of affordable rental opportunities.

H3.3 Support infill development that respects the character of the neighborhood; for example, new construction on vacant lots in single-family neighborhoods should respect the density and housing characteristics of the surrounding area.

H3.4 Develop land-efficient housing.

H3.5 Increase housing choices across the district to support sustainable, economically diverse neighborhoods.

H3.6 Explore the potential for accessory dwelling units in all single-family residential zoning districts, including what impacts this would have on both the zoning districts and the community.

H3.7 Support the expansion of housing choices for seniors, particularly in neighborhoods that are underserved.

H3.8 Support new housing opportunities for low-income households throughout the district.

H3.9 Meet market demand for transit-oriented housing.

H3.10 Support the preservation of publicly-assisted and private affordable housing.

H3.11 Continue to recognize the unique characteristics of the Highwood neighborhood and support the regulations in the Highwood Development Policies related to slopes, setbacks, tree preservation, etc.

H3.12 Encourage larger housing developments to contain a mix of affordable and market-rate units.

H4: Recognize how changing demographics affect housing needs.

H4.1 Promote cultural sensitivity in housing.

H4.2 Ensure fair housing.

Community Development

Community Development

Community Development

The construction of the Sun Ray shopping center in the mid-1950s and 3M's move to its corporate campus to Maplewood in 1962 were the impetus for much of the district's commercial development. The neighborhoods in the eastern portion of the district began to develop rapidly as Saint Paul grew, and new job opportunities were provided by 3M. This influx of residents brought significant retail development through the 1970s, establishing District 1 as the retail center of the East Metro. As new commercial development occurred in Oakdale and Woodbury in the last two decades, many District 1 retail businesses moved east with newer housing construction.

Because District 1's commercial centers developed primarily between 1950 and 1980, the street network and site layouts are heavily auto-oriented and difficult to reach by any other mode of transportation.

Along with access improvements, the diversity of uses needs to be increased. Commercial activity in District 1 is almost entirely retail, and heavily food related. The current high level of commercial vacancy in the district creates opportunities to attract non-retail commercial uses to the district without displacing existing businesses., and to diversify the types of retail.

Growth of commercial opportunities is vital to the prosperity of the district. It is the District 1 Community Plan's intent and vision that the district be a vibrant place that is welcoming to all. This plan looks for supportive actions that help attract locally-based businesses, high-paying jobs, and a variety of services that expand, enhance, and diversify the district's economic sector, and that support its increasingly diverse population.

Community Development

District 1 is home to approximately 4,112 jobs, filled by residents from within and outside of the district. Many of these jobs are located in one of the District's four main commercial hubs:

- Sun Ray Shopping Center
- Suburban Avenue – Target
- Old Hudson Road – White Bear Avenue
- Lower Afton Road and McKnight Road (Shamrock Plaza)

In addition to the concentrations of commercial development, the educational services sector is one of the district's largest employers. These jobs are concentrated in the Eastview neighborhood, home to Harding High School, but are also interspersed throughout the district. The area between Highway 61 and the Mississippi river, although uninhabited, also houses a substantial number (363) of jobs. Most of these are in the manufacturing, wholesale trade, and public administration industries. Figure CD1 shows the largest employment sectors and the number of people they employ in each neighborhood.

Top Employment Sectors by Census Tract	
Eastview 346.02	
Educational Services	273
Health Care and Social Assistance	183
Conway 347.01	
Retail Trade	372
Real Estate, Rental and Leasing	345
Conway 347.02	
Retail Trade	172
Accommodation and Food Services	140
Battle Creek 374.02	
Educational Services	101
Health Care and Social Assistance	57
Highwood 374.03	
Educational Services	223
Health Care and Social Assistance	161
Pig's Eye Industrial Area 9800	
Manufacturing	175
Public Administration	94

Figure CD1: Top employment sectors for each census tract
Source: OnTheMap

Community Development

CD1: Diversify businesses and employment opportunities.

CD1.1 Offer a greater variety of services and retailers by recruiting locally-owned, non-franchise businesses into the district.

CD1.2 Attract employers that will provide opportunities in high-paying employment sectors, as opposed to additional retail and food service jobs.

CD2: Analyze unmet needs of district residents, especially the communities of color.

CD2.1 Identify businesses that can be used as informal gathering spaces in order to promote opportunities for local democracy and community vitality.

CD2.2 Bring businesses to the area that serve the needs of the district's diverse populations.

CD3: Invest in resources and infrastructure through City, State, and Federal programs that help locally-owned businesses and entrepreneurs thrive and be competitive.

CD4: Identify, maintain, and expand existing community facilities as places that foster community cohesion and promote active lifestyles.

CD4.1 Offer a variety of activities at local recreation centers, specifically programs that are offered year-round and suitable for all ages.

CD4.2 Create partnerships with the School District, recreation centers, and non-profit agencies to offer continuing education, leadership, and career development programs.

CD4.3 Support the Sun Ray Library as a public gathering place and source of community enrichment by making residents aware of the library's available services, hours, and location.

CD4.4 Offer programs that provide free and reduced meals for children and families, particularly during the summer.

Community Development

CD5: Increase local involvement with all schools located in District 1.

CD5.1 Expand communication between Saint Paul Public Schools and residents to keep the latter informed of education opportunities.

CD5.2 Maintain and establish after-school programs for students in need and offer tutoring programs through schools and other nonprofit agencies.

CD6: Improve availability of health and social services provided in District 1.

CD6.1 Inform residents about the social and health services available to them within the district and in nearby areas.

CD6.2 Attract new health and social service providers, such as a full-service health clinic, to existing commercial nodes.

CD7: Increase the amount of healthy and local food available within the District.

CD7.1 Consider establishing new community gardens, especially in public spaces.

CD7.2 Explore improving and expanding ordinances promoting community gardens and urban agriculture. Examples include policies allowing gardens to be operated as an interim use on both publicly and privately owned vacant land, tax-forfeited property, and City rights-of-way.

Environmental & Recreational Resources

Environmental & Recreational Resources

The District 1 Community Plan supports efforts to minimize disturbances of the natural landscape, prevent pollution, reduce the carbon footprint of residents in the district, and preserve environmental resources. District 1 is situated along and at the base of the bluffs of the Mississippi River; its topography therefore poses special challenges relating to erosion and stormwater management.

District 1's natural resources are one of its most defining features. The vast woodlands, bluffs, wetlands, streams, lakes, and parkland continue to create a unique character to the area unrivaled in the rest of the city. With more than 1,000 acres of lakes and open land, District 1 has more green space than any other planning district. The natural areas throughout the district provide important wildlife habitat, including breeding areas for eagles, herons, and other species. The migratory flyway in the Mississippi River corridor sees half of all North American bird species passing through the area (MN Audubon Society).

These features provide ample opportunity for residents of the district, and those outside of the district, to recreate here. Activities range from hiking, to canoeing, to skiing, to bird watching, to bicycling, and beyond. It is essential to the character of District 1 to preserve its natural features for wildlife uses and ecological functions while providing better access to open spaces for recreational purposes.

Much of the recreational and park land in the district has a regional focus. There are two regional parks—Pig's Eye Regional Park and Battle Creek Regional Park—and other City- and County-administered parks. Nearly the entire river valley is part of the Mississippi National River and Recreational Area administered by the National Park Service. A series of regional and local trails connect these parks.

At the neighborhood level, there are a number of playgrounds, fields, tennis and basketball courts, and open spaces for recreation. Almost every resident of the district is within a half-mile of some type of park or recreational facility, but distances to actively programmed spaces are far greater.

Environmental & Recreational Resources

ENV1: Encourage best practices in stormwater management at public facilities and on private property.

ENV1.1 Identify opportunities for grants and workshops relating to rain gardens and native plantings available through the Ramsey-Washington Metro Watershed District, Blue Thumb Partners, and Rain Garden Network*.

ENV1.2 Promote stormwater education and volunteer opportunities such as Saint Paul's stenciling partnership with Friends of the Mississippi River**.

ENV1.3 Plan for stormwater management and reuse as part of public facility construction and design.

ENV2: Support steep slope stabilization efforts by responsible parties (the Ramsey County Parks Department, Ramsey Conservation District, the City, and residents).

ENV3: Encourage residents to responsibly dispose of their waste.

ENV3.1 Publicize City guidelines for recycling and composting, especially in public areas such as libraries, parks, and recreation centers.

ENV3.2 Monitor areas of the district where illegal dumping and disposal are prevalent; use mobile cameras to identify those responsible and enforce dumping ordinances.

ENV3.3 Promote the provision of recycling and compost bins at neighborhood and community events.

ENV3.4 Support efforts to improve and consolidate waste management service throughout the neighborhood and the city.

*Information on residential rain gardens:
http://www.stpaul.gov/DocumentCenter/View/79188

**Information on Saint Paul's storm water programs:
http://www.stpaul.gov/index.aspx?NID=2686

Environmental & Recreational Resources

ENV4: Encourage and promote energy conservation and renewable energy.

ENV4.1 Make furnace replacement or repairs and energy audits and weatherization projects available to all district residents , including low-income residents, and businesses.

ENV4.2 Ensure that developers and property owners are aware of studies, grants, loans, and other resources available from the City and other agencies for renewable energy and energy conservation.

ENV5: Monitor and vigorously enforce environmental quality standards for air, noise, and water quality in the district, especially the Pig's Eye area.

ENV5.1 Pursue grants or other resources to reduce urban pollutants currently impacting Battle Creek, Pine Creek, Ogden Creek, and Fish Creek.

ENV6: Support grassroots efforts to keep the district's environment clean and healthy.

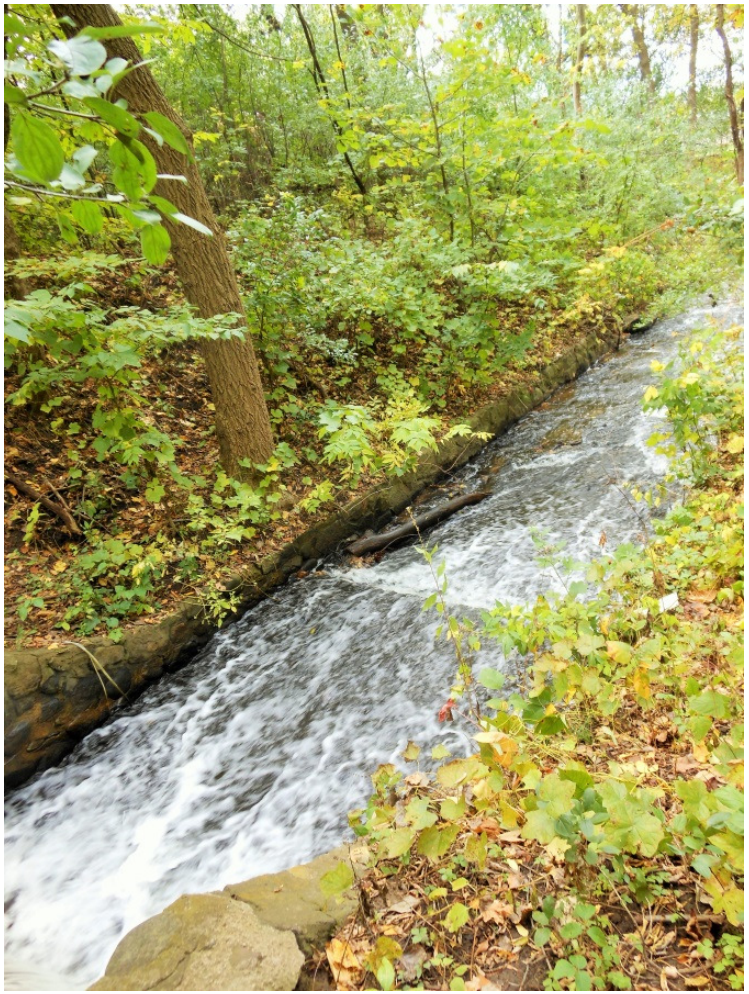
ENV6.1 Encourage participation in clean ups for community parks and green spaces.

ENV6.2 Provide information about how residents can help stop the spread of invasive species such as buckthorn and emerald ash borer, including supporting the removal of invasive species on private land and replacement with equivalent native vegetation.

ENV6.3 Enforce the tree preservation ordinance in the Highwood area and encourage planting of trees (especially native tree species) throughout the district as redevelopment occurs.

ENV6.4 Increase tree reforestation and promote the proper care and maintenance of trees to enhance the establishment, growth, and health of the urban forest.

ENV6.5 Encourage private landowners and developers to create and maintain publicly accessible open spaces or green infrastructure.



Environmental & Recreational Resources

ENV7: Encourage environmentally-responsible management of public lands and facilities.

ENV7.1 Closely monitor invasive species and quickly respond to threats to public lands.

ENV7.2 Develop comprehensive, consistent, citywide policies for managing deer, geese, and other animals that create livability issues for Saint Paul.

ENV7.3 Provide interpretive signage and information on all environmental demonstration, applied conservation, and significant management projects.

ENV8: Identify, maintain, and expand existing facilities as places that foster community cohesion and promote active life styles.

ENV8.1 Ensure convenient and equitable access to parks and recreation facilities.

ENV8.2 Offer a variety of activities at recreation centers that meet changing recreation needs; specifically programs that are offered year-round and suitable for all ages and cultures.

ENV8.3 Ensure that all public-private partnerships provide substantial benefits to the public.

ENV8.4 Ensure attractive, functional, and engaging four-season public spaces.

ENV8.5 Provide functional, accessible, and secure bicycle racks at all parks and recreation centers.

ENV8.6 Utilize special events as opportunities to encourage bicycling instead of driving.

ENV8.7 Connect parks to new transportation investments.

ENV8.8 Enhance transit access to regional parks, community parks, and active lifestyle centers.

ENV8.9 Develop and encourage pedestrian and bicycle access to parks and recreation facilities as well as improved bus services to such facilities.

ENV8.10 Build new off-road trails and upgrade existing off-road trails to make cycling and walking more convenient, safe, and pleasant and add facilities and amenities to improve the experience of using Saint Paul's trails.

ENV8.11 Design parks and facilities for appropriate community gathering or festival opportunities based on park location, size, and function.

ENV8.12 Evaluate the importance of food and explore the use of public/private partnerships for enhanced food experiences as a means to enliven parks and reinforce them as places of community gathering.

ENV8.13 Improve public safety in parks.

ENV8.14 Encourage the integration of public art in the development and renovation of parks and recreation facilities.

ENV8.15 Emphasize collaborative programs with Saint Paul Public Schools.

Environmental & Recreational Resources

ENV9: Support Chapter 6.4 of the Great River Passage Master Plan to provide better access to, and along, the Mississippi River for recreation.

ENV9.1 Construct crossings of Highway 61 and the railroad facilities near Lower Afton Road and near Henry Park to connect to the Pig's Eye natural area and riverfront.

ENV9.2 Extend the regional trail along the south side of Warner Road at Highway 61 and connect to the Battle Creek Regional Trail.

ENV9.3 Create canoe/kayak landings on Pig's Eye Lake.

ENV9.4 Build out a trail network in the Pig's Eye natural area.

ENV9.5 Construct a paved, off-street trail immediately adjacent to Point Douglas Road to improve safety and quality along the Mississippi River Trail (MRT).

ENV9.6 Construct a park access road to, and add trailhead parking at, the northern edge of Pig's Eye Lake.

ENV9.7 Install wayfinding signage at junctions of the MRT and crossings into the Pig's Eye natural area.

ENV9.8 Complete master plans for Fish Creek Park, Henry Park, Warner Road Bridge Park, and any other parks identified for improvements in the Great River Passage Master Plan.

ENV10: Ensure public facilities and recreational programming responds to changes in the community.

ENV10.1 Ensure staff represent and are prepared to work with a diverse public.

ENV10.2 Anticipate and respond to the cultural diversity of the population.

ENV10.3 Provide activities and programming for alternative, emerging recreation trends, particularly those that meet the recreational needs of youth.

ENV10.4 Involve all constituents (residents, park users, interest groups) in setting balanced priorities for planning, development, programming, maintenance, use of facilities, physical enhancement, or development of facilities and/or open spaces, and other park-related matters.

ENV10.5 Regularly gather customer and resident feedback on needs, satisfaction, and trends to improve athletic, educational, cultural, social, and contemplative experiences.

ENV10.6 Expand the use of mobile recreation to fill park or recreation service gaps, enhance events, and to provide unique recreation to neighborhood and community parks.

ENV10.7 Find ways to adapt winter recreation programming and facilities to respond creatively to climate change.

Historic Preservation & Community Character

Historic Preservation & Community Character

Historic preservation has not been an area extensively explored in District 1 and as such, has not been a significant component of community character. There are no local individual properties or historic districts in District 1 that have received designation from the Saint Paul City Council. Local historic designation is determined by the significance of properties (the importance of their character, architectural and engineering characteristics, location, and historical value) and the integrity of properties (meaning they have not been altered so much that they no longer convey their historic character). District 1, although largely built after 1960, has some much older areas, as well as individual properties built prior to that time, that could be considered for historic designation. Most notably, there is a scattering of houses remaining from Burlington Heights, platted in the 1880s along Point Douglas Road as an early day commuter suburb connected to Saint Paul by rail. There are several early farmhouses scattered through District 1, especially near the Red Rock settlement in modern-day Newport, that also date back to the district's township era.

Although there are older properties in the district, the specific requirements for significance and integrity must be considered. In some instances, properties that have been updated with new windows, siding and other improvements may no longer embody their historic character. In other cases, properties may not rise to the level of significance required under preservation guidelines. Property owners may individually pursue local or national historic designation or work with their neighbors on historic district designation and historic surveying of District 1. The District 1 Community Plan supports property owners who wish to pursue such efforts. However, with the lack of historic designations currently, the priority of the plan is to define community character by means other than traditional historic preservation.

Historic Preservation & Community Character

Although there are not any locally designated heritage preservation sites or districts in District 1, the area is not without history or a distinctive community character. District 1 residents have a strong understanding of their community, and its features are an integral part of why many people have chosen to live here. District 1 has important historic sites that are often overlooked because they are not related to buildings or residences, but to the district's topography and its location overlooking the Mississippi River.

One of the most prominent natural features in the district is Battle Creek, running from Battle Creek Lake in Maplewood through District 1. It runs into Battle Creek Park before emptying into Pig's Eye Lake and the Mississippi. Although the creek itself has been reworked for flood control purposes, its path through the bluff into Battle Creek Park at Highway 61 was used by war parties of the Ojibwe and Dakota repeatedly in the nineteenth century. It was also the site of an important battle between Dakota and Ojibwe in 1842, one of the last battles in this area of the state. The valley where the battle was fought is now part of the original portion of Battle Creek Park. The park was first developed in 1924 and has grown to include 1,840 acres (some in Maplewood), much of which is devoted to woodland, hiking trails, cross country skiing, and other activities.

Pig's Eye Lake, adjacent to the Mississippi River, was named for Pierre "Pig's Eye" Parrant, the one-eyed fur trapper and bootlegger who is credited with founding Saint Paul. Although a nature refuge has been established at the lake, there are constant pressures from nearby industry and railroads that threaten the ecological balance at Pig's Eye, as well as hamper efforts to recognize its important history.

District 1's topography is also a crucial element of the community. Most obvious are the bluffs overlooking the Mississippi, from the overlook near Burns Avenue and Highway 61, south to the city limits. The railroad that became the Chicago-Milwaukee-Saint Paul and Pacific was first built along the river in the 1860s, thus establishing an industrial character along this stretch of the river. As a result, the bluffs along Point Douglas Road and later Highway 61 never became fashionable for the city's wealthy residents. This enabled the bluffs north of Lower Afton Road to become part of Battle Creek Park, and the area to the south was less densely developed because it was steep and difficult to access. The Highwood Development Policies recognize the difficulty of traditional urban development in the area south of Lower Afton; some areas are not planned to ever be paved or served with City water and sewer services, and the District 1 Community Plan supports its preservation of the natural character of the bluffs.

The topography also led to distinctive transportation routes that define the community. Point Douglas Road was constructed early in the district's township era. Although only a portion of the road remains, it was the one of the original routes at the base of the Mississippi bluffs connecting Hastings to Saint Paul. Upper Afton and Lower Afton Roads were nineteenth century routes that took advantage of the topography for travelers moving east from Saint Paul. Hudson Road was the early-day route to Wisconsin, supplemented by Highway 12, and even later by I-94. By pre-dating most modern settlement of the area, these routes provide connections that existed before the development of the predominant grid street pattern that characterized later residential development.

Historic Preservation & Community Character

District 1 is comprised of four neighborhoods, each with its own character, which has made it challenging to come up with an inclusive name (other than "District 1") for the community. District 1 lies on the eastern boundary of Saint Paul, a boundary that is poorly recognized and uncelebrated by Saint Paul residents or their suburban neighbors. District 1 has long sought a better identification of Saint Paul's eastern boundary as a gateway to Saint Paul, and sought to identify that entry with a more distinctive bridge at Ruth Street that welcomes travelers from the eastern suburbs. The Ruth Street bridge is a major pedestrian way between the Suburban Avenue commercial area and the SunRay shopping area that provides an excellent view of the Saint Paul and Minneapolis skylines; unfortunately the narrow sidewalks and lack of amenities make it an unpleasant and somewhat unsafe walk for pedestrians. District 1 would like to take advantage of its location to provide an official gateway to Saint Paul from the east; enhancements of the Ruth Street bridge could provide a means to create a gateway as well as provide much needed pedestrian improvements that would connect these portions of the community with the shopping areas on either side of I-94. These issues are addressed in the Transportation Chapter.

CC1: Define District 1 as an eastern gateway to Saint Paul; use this concept to provide a brand for the district that will help define the area within Saint Paul and with neighboring communities.

CC1.1 Determine the character-defining features of each neighborhood that should be preserved; incorporate these features into area plans and master plans for new development.

CC1.2 Increase community awareness about the distinctive features and characteristics of District 1 neighborhoods.

Major Issues:

- Need to better recognize District 1 as the entrance (a gateway) to Saint Paul from the eastern suburbs
- Preserve neighborhood character, including topography, natural resources, development patterns, and diversity

CC1.3 Protect and enhance those neighborhood physical features that define an area's visual character and urban form.

CC1.4 Identify locations that can serve as informal or formal community gathering places and incorporate elements into those places that define that neighborhood.

CC2: Promote planning that respects and preserves the landscape, topography, and environmental resources in District 1.

CC2.1 Maintain street trees throughout the district and add them where possible to create green corridors in areas that lack such landscaping. Also, promote the protection of boulevards and soils to support tree growth and health.

CC2.2 Encourage developers to include landscaping, rain gardens, wetlands or other innovative environmental management tools to better conserve and filter runoff in commercial areas.

CC2.3 Support tree and slope preservation in Highwood.

CC2.4 Promote the natural and recreational features of the district to a citywide and regional audience.

Historic Preservation & Community Character

CC3: Promote the development of interesting and engaging architecture in both rehabilitation and new development.

CC3.1 Ensure that design, materials, placement, and orientation of rehabilitated buildings and new development relate to the scale and character of surroundings. Buildings should be sensitive to their relationship to adjacent properties, and sides facing a street should be architecturally treated as principal facades.

CC3.2 Entrances, retail frontages, and windows should face streets and public spaces to make them safe, comfortable and more accessible to pedestrians.

Educational Facilities
Public
Battle Creek Elementary
Eastern Heights Elementary
Highwood Hills Elementary
Nokomis Montessori School
Battle Creek Middle School
Harding High School
Other
Twin Cities Academy*
Boys Totem Town**
Private
Saint Pascal's (K-8)

Figure CC1: Educational facilities located within District 1

*This facility is under construction at the former Cemstone site
**This facility is under review as of 2015 and may be closed or merged and relocated to a location outside of the district.

CC4: Support and maintain institutions in District 1, including schools, religious facilities, community centers, and libraries, for the important role they play in community building and the services they provide.

CC4.1 Support appropriate usage and management of community centers.

CC4.2 Ensure that needed services for the community are continued and available for district residents.

CC4.3 Collaborate with Saint Paul Public Schools to determine criteria for reuse of school district buildings if they will no longer be used for educational purposes.

CC4.4 Continue to monitor and communicate with Ramsey County regarding the future of the Boys Totem Town facility in Highwood.

Historic Preservation & Community Character

CC5: Develop historic preservation partnerships.

CC5.1 Work with the Historic Preservation Commission to educate property owners regarding historic preservation and to develop strategies for encouraging property owners to consider historic significance when making improvements.

CC5.2 Develop partnerships with the Heritage Preservation Commission and preservation organizations to fund and promote preservation initiatives.

CC6: Promote historic preservation in District 1.

CC6.1 Support and/or implement an ongoing survey program to identify and evaluate all types of historic resources and historic contexts in District 1, including buildings, structures, objects, archaeological sites, districts, and landscapes.

CC6.2 Support the designation of historic resources, such as buildings, structures, objects, archaeological sites, historic districts, and landscapes as Saint Paul heritage preservation sites or historic districts.

CC6.3 Support programs, studies, and policies that serve to preserve the district's historical character.

CC6.4 Support citizen-led preservation activities in the neighborhood.

CC6.5 Promote the use of historic tax credits and develop strategies for economic development through historic preservation.

CC6.6 Promote development that respects the distinctive community character and unique topography of the Plan area's four neighborhoods: Eastview, Conway, Battle Creek, and Highwood.

CC6.7 Integrate Preservation Planning into the Broader Public Policy, Land Use Planning, and Decision-Making Processes.

CC6.8 Prioritize the retention of historic resources over demolition when evaluating planning and development projects that require or request City action, involvement, or funding.

CC6.9 Protect undesignated historic resources that are eligible or potentially eligible for local or national designation.

Transportation

Transportation

Transportation

The transportation network within the district is part of a regional system. What happens regionally with transportation affects the local area. This plan must consider those impacts and provide a framework for District 1 to ensure that the effects are positive for district residents.

Transportation is a vital mechanism that drives the economic well-being of both residents and businesses in the district. This plan recognizes the intimate ties between transportation and land use. This plan incorporates by reference previously approved land use plans, listed in Appendix C, and was created within the context of the Saint Paul Comprehensive Plan.

A healthy neighborhood is dependent on both a healthy business district and economic opportunities for residents, both of which are dependent on a strong and connected transportation system. A part of the economic impact of transportation is the funding for projects to build out those transportation systems. This plan recognizes that funding for all forms of transportation has been, and will likely continue to be, challenged by constraints on available public funding. Given this reality, public funding should be limited to transportation that is accessible to the broad general public. Public funds should not be used for private transportation facilities or publicly owned transportation facilities that have long-term exclusive leases for private use unless the funds are fully reimbursed through lease payments. Diversion of funds for private use diverts funding from much needed public facilities and creates an unfair competitive advantage among competing businesses. With this understanding, the District 1 Community Plan seeks opportunities to ensure that public funding finds its way to district neighborhoods so that its residents and businesses can participate in the economic development that arises from such projects with public benefit.

In addition to its economic implications, transportation has a strong environmental component; transportation is a way to create and maintain healthier natural and social settings in the district. This plan focuses on ways to increase the livability of district neighborhoods through developing a healthy transportation system. A healthy transportation system is one that embodies connectedness among and within all modes for moving about the area. This plan will attempt to balance specificity of projects with overall flexibility in order to accommodate a changing political and economic environment while meeting neighborhood needs.

Pedestrian Travel

Walking through a neighborhood provides abundant benefits to a community and its members. For the purpose of this plan, walking includes transportation by wheelchair or other assistive modes, and pedestrians include persons who use these modes for individual transportation. Having more feet on the street slows traffic, builds a sense of community, and deters crime. Walking for short trips saves money over driving and it promotes health.

While District 1 has numerous parks offering recreational walking opportunities, it has few concentrated business districts, all of which were designed originally to be accessed primarily via automobiles. Its residential character features areas of relatively low density, single-family homes or higher density, multi-family housing, often along extra-long blocks. As a result of this distinct combination of variables, the area is not ideally configured to encourage walking as a means to get from place to place.

The goal of this plan is to expand opportunities throughout the year for all residents in all portions of the district, regardless of age or physical ability, to choose walking: for their local trips; for recreational purposes; for accessing other modes of transportation, especially transit, for mid- to long-range trips; and to increase their health and economic well-being, as well as for creating a safer community.

Transportation

T1: Establish zoning and design standards throughout the district that creates a more pedestrian-friendly community.

T1.1 Study zoning in commercial areas to promote zoning and design standards that improve the pedestrian realm.

T1.2 Create a pedestrian plan for commercial areas in the district.

T1.3 Work with individual landowners to address design nonconformities that negatively impact the pedestrian realm and hinder walkability.

T1.4 Minimize and consolidate driveway curb cuts on commercial streets as opportunities arise.

T1.5 Support Transit-Oriented Development and pedestrian-scaled projects through zoning and design guidelines and as outlined in the Gold Line Station Area Plans and the White Bear Avenue Small Area Plan.

T2: Complete the sidewalk network; emphasizing accessibility and safety for all community members.

T2.1 Include sidewalk, lighting, and street tree upgrades as part of Saint Paul Street Vitality Program projects.

T2.2 Fund upgrades to sidewalks, lighting, and pedestrian trails and overpasses.

T2.3 Coordinate between public agencies (schools, recreation centers, the library) and community members on Safe Routes projects and to develop Complete Streets in accordance with MnDOT, City, and County standards throughout the district.

T2.4 Complete the trail network where it is the alternative to a sidewalk network.

T2.5 Consider establishing sidewalk improvement districts in areas with an underdeveloped sidewalk network.

T3: Repair sidewalks and educate residents and businesses to keep them clear of low-hanging or over-hanging vegetation, snow, and ice so that all users can safely access the sidewalks as well as the homes and businesses along them.

T3.1 Survey sidewalk conditions throughout the district.

T3.2 Maintain sidewalks, street crossings, and bikeways year round.

T3.3 Fund upgrades to sidewalks, lighting, bridges, and pedestrian overpasses.

T3.4 Distribute information about residents' responsibilities to keep sidewalks clear through a variety of outreach efforts; work with groups such as Saint Paul Smart Trips to make this information available.

Transportation

Figure T1 shows gaps in the sidewalk system for District 1. Please note that the Highwood Development Policies place restrictions on adding sidewalks in the southern part of the district. Areas lacking sidewalks are shown in yellow.

Figure T1: Sidewalk infrastructure
Source: Saint Paul PED

Transportation

T4: Ensure that all pedestrians can safely cross streets and access key destinations throughout the district and throughout the year.

T4.1 Establish marked crosswalks at the intersections of arterials and collectors and at intersections with a record of pedestrian collisions.

T4.2 Educate pedestrians and motorists about safety concerns where transportation modes overlap through various forms of media and through partnerships with schools and other organizations.

T4.3 Support traffic-calming efforts within neighborhoods, and work with schools, rec centers, and the library on Safe Routes programs.

T4.4 Engage with residents on an on-going basis to identify and address locations where safety of pedestrians is a concern.

T4.5 Work with developers on proposed projects to increase the pedestrian accessibility and orientation in business districts.

T4.6 Identify major pedestrian routes that are not served by local bus service and coordinate with Metro Transit to locate transit stops and lines along those routes.

T4.7 Coordinate with Ramsey County and other partners to install and maintain benches at key locations and appropriate intervals along major pedestrian routes.

T4.8 Replace the I-94 at Hazelwood Street pedestrian overpass with a wheelchair-accessible overpass at or near Kennard Street.

T4.9 Consider adding leading pedestrian intervals to signalized intersections.

T4.10 Ensure that public sidewalks are kept clear of obstructions, including snow, whether they maintained by private property owners, the city's Parks and Recreation Department, or other public agencies.

T5: Provide recreational walking opportunities for residents and visitors throughout the district.

T5.1: Complete park trails that access the riverfront throughout the district and to Pig's Eye Lake; river corridor and bluff trails, including trail systems in Highwood Preserve and Fish Creek; and connection of regional trails in the district to current and proposed regional trails outside of the district as shown in Appendix B.

T5.2 Maintain pedestrian paths through and around all parks, including during the winter months.

Areas with current pedestrian concerns:

- See Figure T1 for incomplete sidewalk system – includes south side of Burns Avenue between Ruth Street. and Suburban Avenue; Pederson Street between Conway Recreation Center and 5th Street; around Suburban Pond, especially along south side of Suburban Avenue
- Pedestrian crossings at Highway 61 and Burns Avenue; Ruth Street and Burns Avenue; McKnight Road and Burlington Road; Etna Street and 3rd Street; White Bear Avenue and I-94; Ruth Street and I-94; streets near Harding High School; 3rd Street and White Bear Avenue; White Bear Avenue and Minnehaha Avenue; McKnight Road and I-94/Old Hudson Road
- Bridges over I-94 at White Bear Avenue and Ruth Street
- Pedestrian overpass over I-94 at Hazelwood Street – this overpass is currently not wheelchair accessible
- Snow removal of public sidewalks around and within public areas such as Conway Park (Ruth Street)
- Parks, bluffs, and riverfront trails as shown by maps found in Appendix B

Transportation

Bicycling

Bicycling, like walking, provides abundant benefits to a community and its members. This plan recognize that bicyclists vary in terms of age, experience, comfort-level interacting with motor vehicles, and reasons for cycling. Because bicyclists move more slowly along the streets and because they tend to be more attentive to the environment through which they are moving, their presence in a neighborhood helps build a sense of community and deters crime. Their presence also tends to slow motor vehicle traffic. Bicycling for short and mid-range trips saves money compared to driving and promotes a healthy lifestyle.

The City of Saint Paul has long neglected the East Side when implementing bicycle facilities. District 1 has a minimal bicycle path/trail network relative to the rest of the city (Figure T2). Most of the existing bicycle trails are through the parks connecting to the Sam Morgan trail along the Mississippi River. When comparing the existing bicycle network against the planned bicycle network for District 1 (Figure T3), it is clear that a significant investment needs to be made in the district. District 1 is also not included in the Nice Ride program nor has it been a focus of Saint Paul Smart Trips, a non-profit funded by the Metropolitan Council to act as the City's Transportation Management Organization (TMO) that encourages non-motorized transportation.

The goal of this plan is to expand opportunities for all residents to choose bicycling for their local and mid-range trips as well as for recreational purposes, to connect bicycle lanes and trails to destinations within and beyond the district and also to regional commuter routes, to increase residents' health and economic well-being, and to create a safer community.

Transportation

T6: Provide access to bicycling as a transportation mode to all members of the community wishing to participate.

T6.1 Support Chapter 8.3 of the Saint Paul Bicycle Plan and partner with organizations like Nice Ride to expand access to bicycle share networks and programs like the Nice Ride Neighborhood Program.

T6.2 Work with partners who can provide free or low-cost bicycles to low-income residents.

T6.3 Work with potential business partners to bring a bicycle shop or bicycle library to the district.

T6.4 Remove snow from bicycle lanes, trails, and paths.

T7: Increase connectivity of bikeways within and beyond the boundaries of the district.

T7.1 Fully implement the District 1 portion of the Saint Paul Bicycle Plan.

T7.2 Develop and maintain a complete and connected bikeway system.

T7.3 Support Chapter 2.3 of the Saint Paul Bicycle Plan and fund bicycle facilities in the district and engage with all East Side district councils to identify needs for increased bicycle facilities across the East Side, including use of bicycle lanes, bicycle boulevards, and more innovative bicycle facilities such as cycle tracks.

T7.4 Support Chapter 8.2 of the Saint Paul Bicycle Plan and also work with Saint Paul Smart Trips and other organizations to develop bicycling maps of the district.

T7.5 Support Chapter 6.3 of the Saint Paul Bicycle Plan and replace the I-94 pedestrian overpass with one that is bicycle-accessible at or near Kennard Street.

T7.6 Identify key destinations for bicyclists and ensure access to them via safe bicycle routes (schools, library, business areas).

T7.7 Support Chapter 9.3 of the Saint Paul Bicycle Plan and use mill and overlay projects and the SPSVP process as opportunities to establish, connect and complete a system of bicycle lanes and paths through the district.

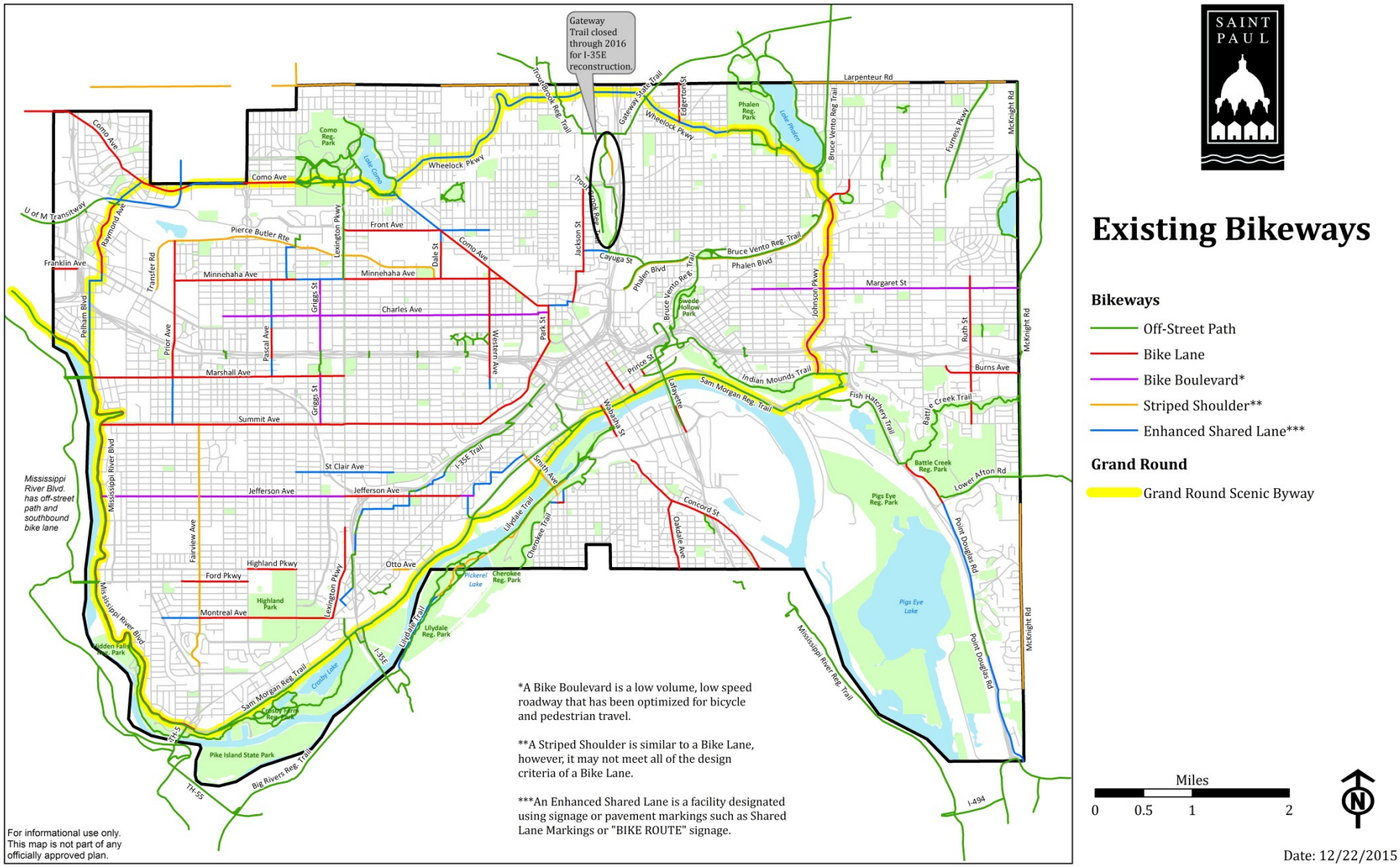
T7.8 Support Chapter 3.4 of the Saint Paul Bicycle Plan and implement a variety of bicycle facilities for east-west and north-south travel by bicyclists with different tolerances for interacting with motorized vehicles.

T7.9 Support Chapter 2.2 of the Saint Paul Bicycle Plan and provide bicycle facilities to connect to transit, such as at the Lower Afton park and ride, the Sun Ray transit center, and each Gold Line station.

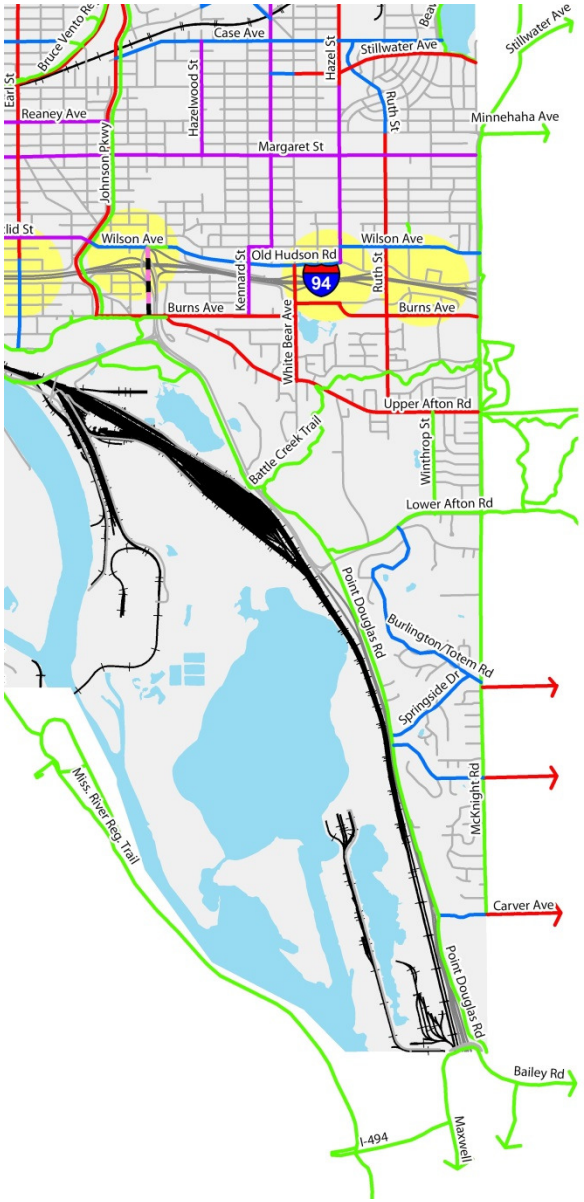
Transportation

Figure T2: Existing bicycle facilities in Saint Paul

Source: City of Saint Paul



Transportation



Facility Type

- Off-Street Path
- In-Street Separated Lane
- Bicycle Boulevard
- Enhanced Shared Lane
- Corridor for Additional Study
- Transit Station Connectons
- Freight Railroad

Facility Type Group Descriptions

Off-Street Path - These are typically shared-use bicycle and pedestrian trails.

In-Street Separated Lane - These are in-street facilities where exclusive space for bicycles is provided in the roadway such as bike lanes, buffered bike lanes, one-way cycle tracks, or two-way cycle tracks.

Bicycle Boulevard - These are low-volume, low-speed roadways that are optimized for bicycles and pedestrians. Through motor vehicle travel is discouraged.

Enhanced Shared Lane - A combination of pavement markings such as "sharrows" or signage is used to highlight the presence of bicycles on the roadway. The markings and signage encourage bicycles and motorists to share travel lanes on the roadway.

Figure T3: Proposed network of bicycle facilities in District 1

Source: City of Saint Paul

T8: Increase the number of bicycle facilities in the district.

T8.1 Support the establishment of an East Side coalition for bicycle planning to complete the bicycle route system across the East Side of Saint Paul.

T8.2 Fill gaps in the bikeway system.

T8.3 Bring bicycle sharing to the East Side and to the district.

T8.4 Encourage businesses and organizations to install bicycle racks.

T8.5 Support Chapter 7 of the Saint Paul Bicycle Plan and consider bicycle transportation and bicycle parking, and enforce bicycle parking requirements, in all new developments.

T9: Increase the safety of bicyclists in the district.

T9.1 Support Chapter 8.7 of the Saint Paul Bicycle Plan and educate residents about rules of the road as they apply to bicycles and their interactions with both pedestrians and motor vehicles.

T9.2 Address the design of major north-south connections for bicycle safety (McKnight Road, Ruth Street, White Bear Avenue).

T9.3 Improve bicycle crossings at the following locations: Highway 61 and Burns Avenue; trail crossing Fish Hatchery Road; Battle Creek Trail crossings of Upper Afton Road, Ruth Street, and McKnight Road; Margaret Street and White Bear Avenue; Margaret Street and McKnight Road; Wilson Avenue and Ruth Street; and Wilson Avenue and McKnight Road.

T9.4 Work with partners to provide safety equipment for all persons who cannot afford to purchase this equipment themselves.

T9.5 Keep bicycle lanes clear of snow and debris throughout the year.

T10: Provide recreational bicycling opportunities for residents and visitors.

T10.1 Include the district in the Grand Round bicycle tours by establishing an off-shoot route through the district from Johnson Parkway and the Sam Morgan Trail.

T10.2 Maintain bicycle paths through all parks, including during the winter months.

T10.3 Develop new off-street bicycle facilities along Point Douglas Road.

Areas needing bicycle infrastructure improvements:

- See Figure T2 and T3 for incomplete bikeways system – address safety issue of crossing under I-94 along McKnight Road; replace I-94 pedestrian overpass; complete the bikeways on Upper Afton Road, Burns Avenue, Margaret Street, and Wilson Ave
- Businesses and organizations where bicycle racks should be encouraged include churches, recreation centers, shopping centers, and libraries

Motorized Vehicular Access (Cars)

A large proportion of District 1 residents use motor vehicles as their primary means of transportation (84% according to 2010 Census). As a result, streets carry local traffic, and collectors and arterials (and I-94) also carry a share of regional traffic through the district. The District 1 Community Plan seeks that the City, County, and State ensure that the roadways in the district are not only well-maintained and safe, but that they also provide connections for district residents and for others to destinations within the district. At the same time, roadways need to provide efficient access to the regional transportation system and to destinations throughout the Metro area.

The intent and vision of this plan is to provide streets that offer safe, well-maintained vehicular connections for residents to their homes, to businesses and to recreational destinations in District 1, but also provide efficient access to the regional transportation system and to destinations throughout the Metro area. A subsidiary goal is to reduce the number of local trips by car that residents take. The strategies for other modes of transportation in this plan are the means to achieve this.

T11: Ensure that major transportation improvements along I-94 and Highway 61 serve district neighborhoods, not just commuter traffic through the area, and that these improvements are planned in a comprehensive way.

T11.1 Consider improving Old Hudson Road to create a more pedestrian-oriented street that will serve the new uses along it and prevent its use as a freeway frontage road. Old Hudson should be considered for changes as a Complete Street, including in conjunction with planning for the Gateway Corridor Project.

T11.2 Coordinate with MnDOT to make the southbound I-94 exit to McKnight Road safer; advocate for a better eastbound entrance to I-94 at McKnight (in Maplewood).

T11.3 Support the redesign and reconstruction of the I-94 interchange at Ruth Street to add in missing traffic movements and to provide safe facilities for bicyclists and pedestrians crossing over I-94 on Ruth Street.

T12: Ensure that District 1 has Complete Streets that safely accommodate vehicular traffic, bicycles, and pedestrians in accordance with MnDOT, City, and County standards.

T12.1 Provide input on the City's Complete Streets plan, propose District 1 streets as pilot projects, and work with the City's final design guide and action plan to improve District 1's transportation system.

T12.2 Work with MnDOT and Ramsey County to improve vehicular, pedestrian, and bicycle connections on McKnight Road.

T12.3 Improve access and traffic flow at Sun Ray; consider a better circulation system in conjunction with the development of an enhanced transit center on the site; and establish a traditional street grid with larger redevelopment of the site in the future.

T12.4 Minimize and consolidate curb cuts along Suburban, and any other commercial locations as redevelopment occurs.

T13: Provide better access and more aesthetic connections from I-94 ramps to neighborhoods.

T13.1 Examine traffic management at Old Hudson Road, Ruth Street and the freeway ramps on either side of the Ruth Street bridge, and similar locations on White Bear Avenue. Determine whether there are better ways to channel traffic and/or provide access to businesses on Old Hudson Road.

Transportation

T14: Improve the aesthetics of heavily traveled neighborhood streets such as White Bear Avenue, Ruth Street, Suburban Avenue, and McKnight Road.

T14.1 Use landscaping and other traffic-calming measures to better manage traffic and excessive speeds.

T14.2 Discourage widening streets except when needed to provide left turn lanes at major intersections.

T14.3 Install lantern-style lighting along heavily-travelled and commercial streets.

T14.4 Bury utility lines in commercial areas and along heavily-travelled streets.

T14.5 Improve aesthetics and create an entrance to the neighborhood at the White Bear Avenue and Ruth Street freeway exits; use these areas to bring drivers into neighborhood shopping areas as well as serve local traffic.

T14.6 Redesign and reconfigure the areas near the three nodes of Sun Ray, Suburban, and White Bear by introducing a traditional street grid; improving streetscapes in commercial areas, including providing 6-10 foot sidewalks in commercial areas; and better connecting residential areas to adjacent commercial areas.

T15: Reduce speeding along all streets and traffic noise along local residential streets.

T15.1 Apply alternative, low cost, and effective traffic calming techniques as neighborhoods desire in conjunction with SPSVP and other street improvement projects.

T15.2 Educate motorists about the laws, and substantially increase enforcement of speed limits and red light compliance in key locations identified by residents.

T16: Match parking capacity and need within the neighborhood business districts.

T16.1 Examine existing surface parking lots and prepare a parking utilization study to assess actual parking needs and to identify excess impervious surfaces.

T16.2 Promote shared use of parking at Sun Ray, along Suburban Avenue, and in other commercial areas to maximize land available to development.

Transit

Transit is an important means to connect residents to the broader metropolitan region, but it is also used for local trips within a large district. Transit is the primary transportation mode for many residents, including children, the elderly, and the disabled. A robust transit system enables residents to participate fully in the economic and civic life of their neighborhood and city. A transit system will also help to ensure that local business districts remain vital and that all residents have access to them.

The goal of this plan is to provide high quality transit service to residents, employers and employees of the district.

T17: Provide high quality transit services to, within, and from District 1 for residents and commuters.

T17.1 Support the Gateway Corridor in an alignment that includes a major station at Sun Ray and an alignment to the west that preserves residential neighborhoods. The Gateway Corridor is important in providing regional transportation connections for District 1 residents, but is also critically important to encouraging redevelopment and a strong economic center for the district.

T17.2 Provide a robust feeder system to both the Lower Afton commuter Park and Ride to reduce single occupancy vehicles from the neighborhood at the park and ride, and to the transit center at Sun Ray.

T17.3 Support the Red Rock Station Area Plan.

T17.4 Support and implement the Gold Line Station Area Plans.

T18: Improve and expand local transit service.

T18.1 Establish a robust feeder system to provide access to transit hubs, including Sun Ray, Lower Afton, and any other connections including LRT, BRT, express bus or local lines.

T18.2 Support the continuation of Metro Mobility to serve local residents and work with Metro Mobility to ensure that District 1 residents are aware of, and know how to use Metro Mobility services.

T18.3 Advocate for better service connecting to local and regional destinations for shopping and work, e.g., Downtown Saint Paul, Maplewood Mall, Woodbury, and Cottage Grove.

T18.4 Improve vehicular, pedestrian, and bicycle connections to the Sun Ray Transit Center. Such changes may require land use/zoning changes or acquiring property to open up access to this area.

T18.5 Improve cleanliness and policing at the Sun Ray Transit Center.

T18.6 Improve transit service between the Sun Ray Transit Center and other communities within Saint Paul and the East Metro, using a combination of local and regional transit options.

T18.7 Support higher density transit-oriented design in areas readily accessible to regional and local transit service. This may be particularly important in areas likely to undergo redevelopment near transit hubs and stations.

T18.8 Support mixed-use development in TOD areas, including additional residential uses in areas that are now devoted to commercial. Mixed-use development may provide a more balanced option than maintaining the large amount of commercially-zoned land in District 1 that may no longer be required by the marketplace.

T18.9 Explore the use of neighborhood circulators to serve gaps in community connectivity.

Transportation

Freight Traffic

Moving freight traffic within and through a district is a necessary part of a vibrant business community, but must be done in the most fuel-efficient manner with the least impact on neighborhoods and the environment. For the purposes of this document, freight traffic includes trucks, trains, and barge traffic.

District 1 has very limited retail/service business districts and most are focused primarily along I-94 and at nodes along the major north-south routes of McKnight Road and White Bear Avenue. In addition to these retail/service districts, the district is home to industrial areas along the Mississippi River. Major rail lines run parallel to the river in the southern part of the district with spurs into the industrial areas. The working river with its river barge traffic supports these industrial areas. These different modes of freight traffic present distinct opportunities and challenges to the district, which is otherwise predominantly residential in character.

The intent and vision of this plan is to ensure the success of businesses in the district by moving their goods to and from the commercial nodes via the transportation type, route, and zoning plan that provide the greatest fuel efficiencies, lowest pollution emissions, greatest year-round reliability, and least impact on the environment and district neighborhoods.

Transportation

T19: Reduce freight traffic in residential and recreational areas.

T19.1 Identify areas where freight traffic is encroaching on residential and recreational/park areas.

T19.2 Delineate truck routes with signage through the district.

T19.3 Encourage neighbors in block clubs and other local groups to voluntarily select a single trash hauler for their neighborhoods to minimize wear and tear on streets and reduce noise and pollution.

T20: Reduce noise from Canadian Pacific Rail and other rail operations along Highway 61.

T20.1 Work with local, state and federal politicians to modify operations that result in squealing brakes at the switching yard.

T20.2 Work with local, state and federal authorities on general noise reduction alternatives.

T21: Increase safety in the interactions of commercial traffic and other traffic, especially with pedestrians and bicyclists.

T21.1 Improve vehicular, pedestrian, and bicycle connections on McKnight Road and other truck routes.

T21.2 Improve traffic flow at the Sun Ray shopping center to minimize truck and pedestrian/bicycle conflicts.

T22: Reduce airport noise impacts.

T22.1 Support continued monitoring and abatement efforts of noise from the airport.

T22.2 Support District 1 representation on the Downtown Airport Advisory Council.

Locations with current commercial traffic concerns:

- Sun Ray Shopping Center, Suburban Avenue, and the White Bear Avenue business nodes
- Minnehaha Avenue and Hazelwood Street
- Highway 61 and I-94
- Canadian Pacific Rail switching yard and rail tracks, including capacity concerns
- The riverfront, including Pig's Eye and Little Pig's Eye Lakes, and park lands currently not easily accessible to the public

Appendices

Appendices

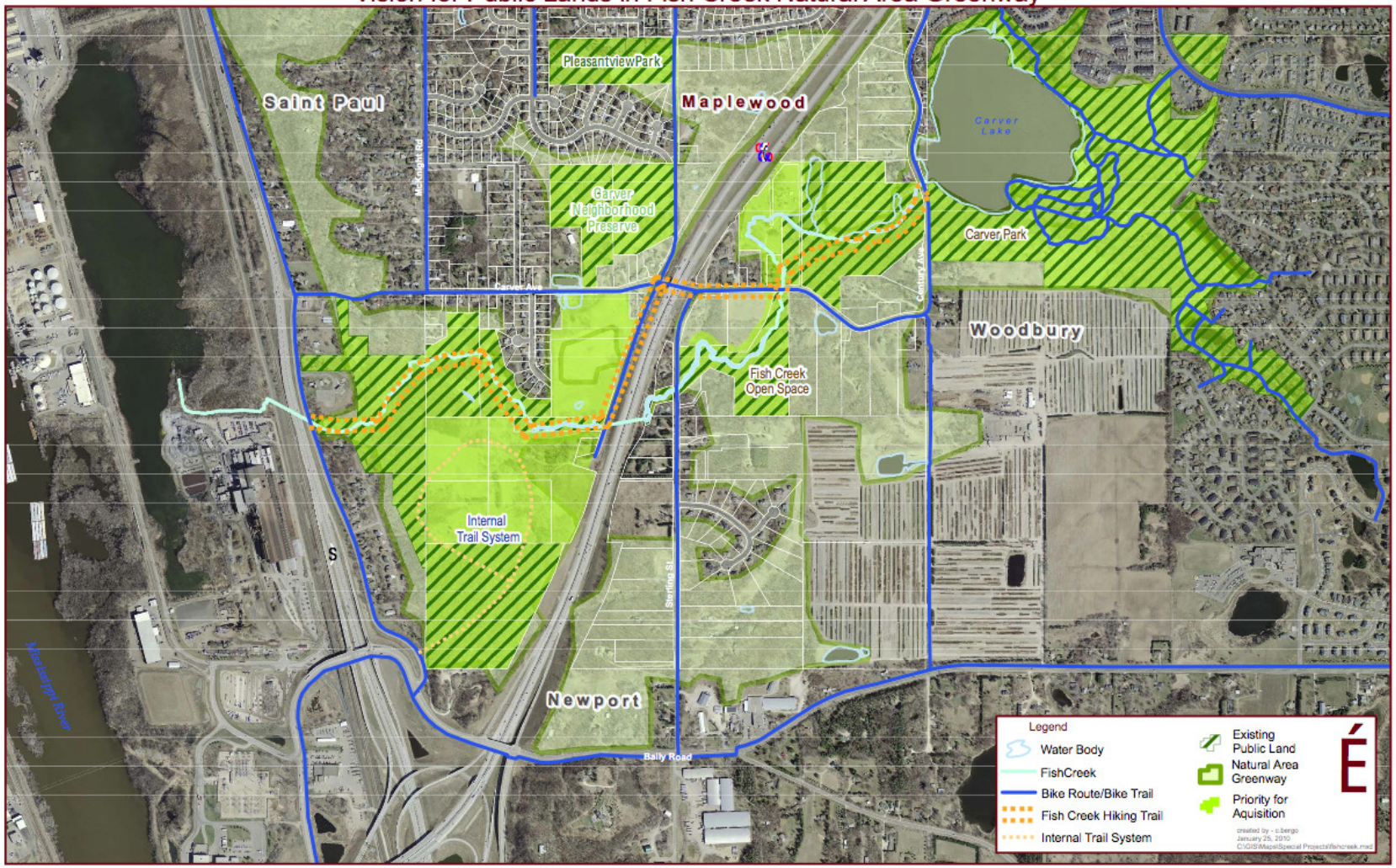
Appendix A

Address	Current Zoning	Proposed Zoning
1444 Minnehaha Ave E	B3	T2
1766-1786 Minnehaha Ave E	B2	T2
510-532 White Bear Ave N	B2	T2
1428 Pacific St	B3	B1
2181 Suburban Ave	OS	T2
2201 Burns Ave	B2, B3	T2
2204 Lower Afton Rd	B2	T2
275 McKnight Rd S	B2	T2
1328 Point Douglas Rd S	B3	B2
1061-1363 Red Rock Rd (odd side)	I2, I3	River Dependent Industrial
935-2229 Childs Rd (odd side)	I2	River Dependent Industrial

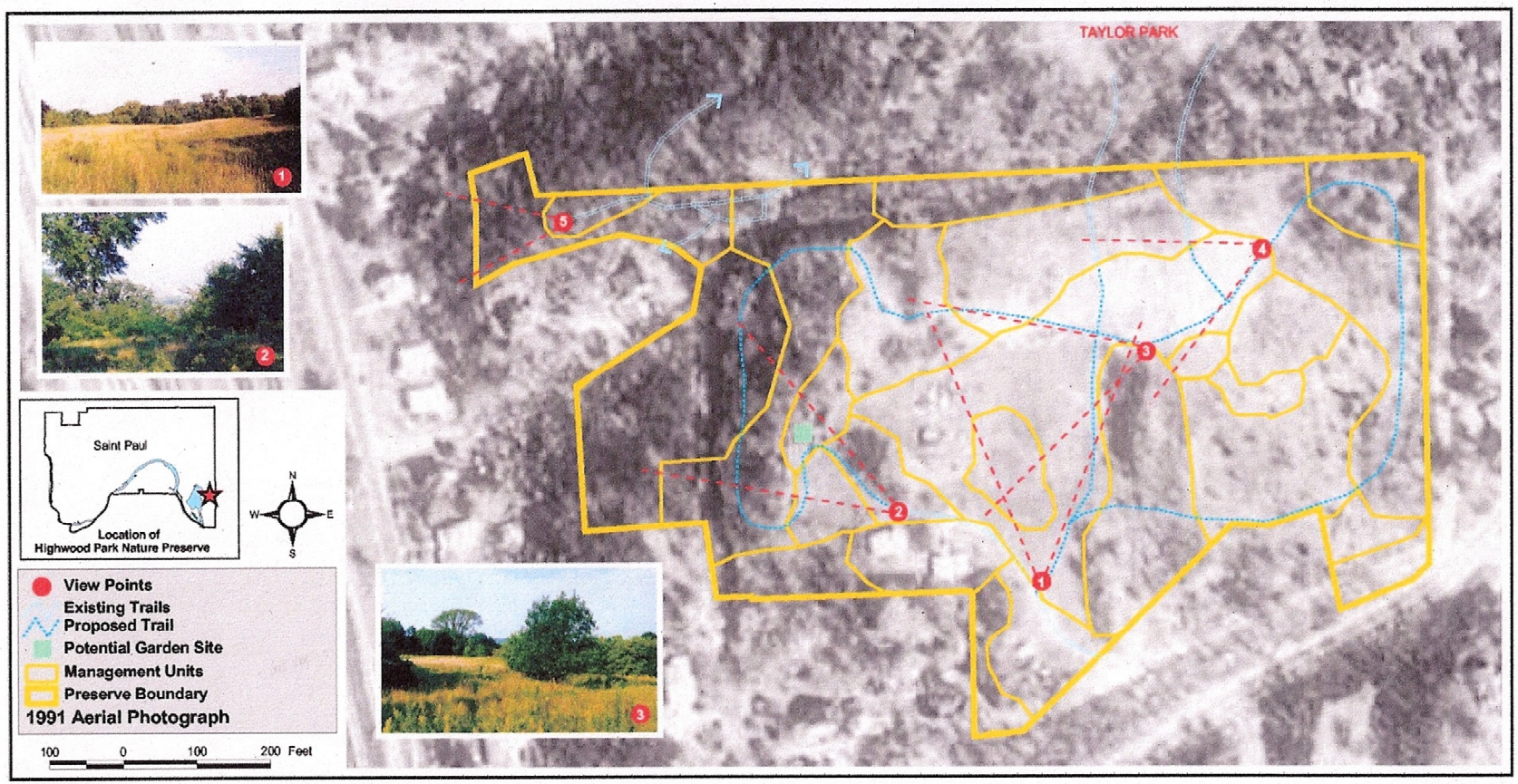
The District 1 Community Plan suggests that the parcels listed in this table be rezoned as shown.

Appendix B

Vision for Public Lands in Fish Creek Natural Area Greenway



Appendix B

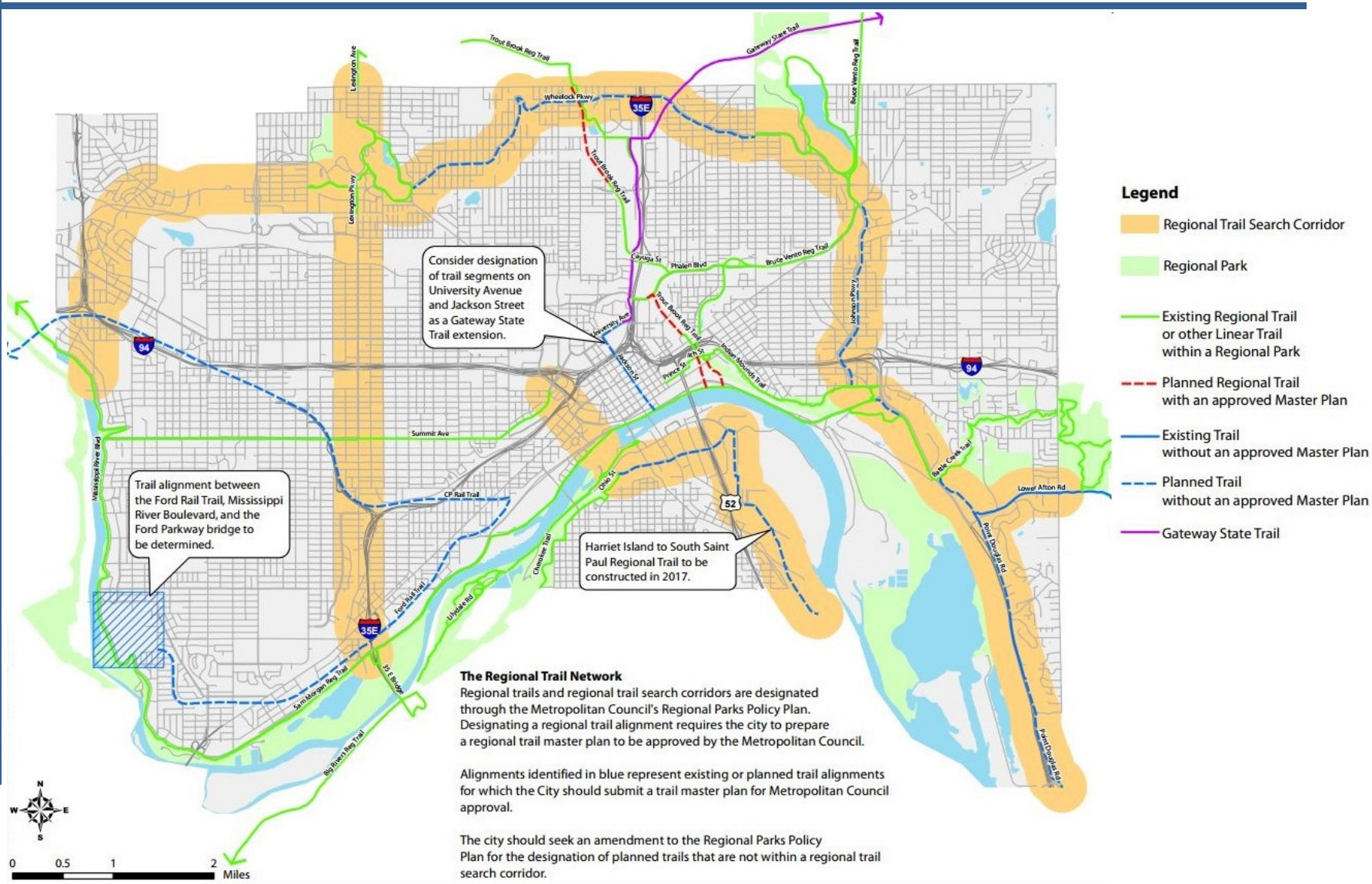


GREAT RIVER GREENING

Trails and Views
Highwood Park Nature Preserve
Saint Paul, Minnesota

June 29, 2001 (G:\Great River Greening\Projects\Big Rivers\Sites\Central Region\Highwood Preserve\GIS\management plan.apr)

Appendix B

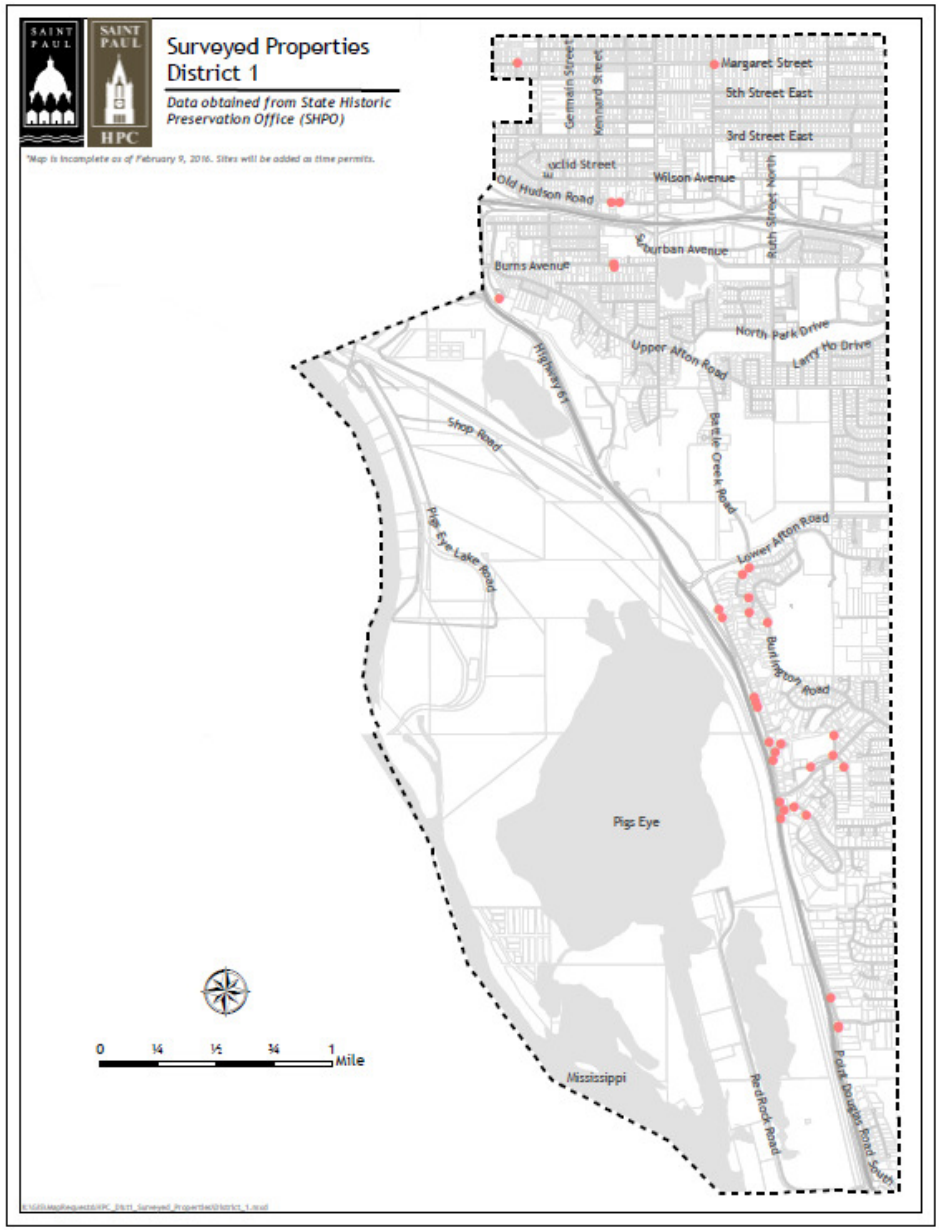

Legend
Regional Trail Search Corridor
Regional Park
Existing Regional Trail or other Linear Trail within a Regional Park
Planned Regional Trail with an approved Master Plan
Existing Trail without an approved Master Plan
Planned Trail without an approved Master Plan
Gateway State Trail
Consider designation of trail segments on University Avenue and Jackson Street as a Gateway State Trail extension.
Trail alignment between the Ford Rail Trail, Mississippi River Boulevard, and the Ford Parkway bridge to be determined.
Harriet Island to South Saint Paul Regional Trail to be constructed in 2017.
The Regional Trail Network
Regional trails and regional trail search corridors are designated through the Metropolitan Council's Regional Parks Policy Plan. Designating a regional trail alignment requires the city to prepare a regional trail master plan to be approved by the Metropolitan Council.
Alignments identified in blue represent existing or planned trail alignments for which the City should submit a trail master plan for Metropolitan Council approval.
The city should seek an amendment to the Regional Parks Policy Plan for the designation of planned trails that are not within a regional trail search corridor.
0 0.5 1 2 Miles

Appendix C

Parks and other plans whose transportation components are incorporated into this plan by reference:

- City of Saint Paul Bicycle Plan
- Saint Paul Comprehensive Plan – Parks and Recreation Chapter
- Saint Paul Parks System Plan
- Grand Round Master Plan
- Great River Passage Master Plan
- Indian Mounds Regional Park Master Plan

Appendix D


Surveyed Properties
District 1
Data obtained from State Historic Preservation Office (SHPO)
*Map is incomplete as of February 9, 2016. Sites will be added as time permits.
SAINT PAUL
HPC
Margaret Street
5th Street East
3rd Street East
Germain Street
Kennard Street
Wilson Avenue
Old Hudson Road
Burns Avenue
Suburban Avenue
North Park Drive
Larry No Drive
Upper Afton Road
Highway 61
Shop Road
Battle Creek Road
Pig Eye Lake Road
Lower Afton Road
Burlington Road
Pigs Eye
Mississippi
Red Rock Road
Point Douglas Road South
0
¼
½
¾
1
Mile

Appendix E

Completed Historic Context Studies applicable to District 1:

- Residential Real Estate Development: 1880-1950 (2001)