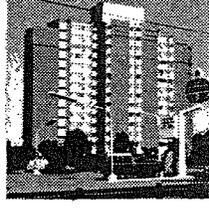
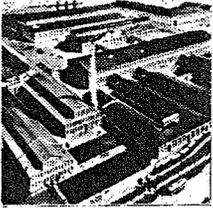


Comprehensive Plan
District Plans
Planning Division
City of Saint Paul

DISTRICT 2 PLAN

Approved By Saint Paul Planning Commission 4-27-79
Adopted By Saint Paul City Council 8-14-79



SUMMARY

PREMISE

THE DISTRICT PLAN represents the cooperative effort of neighborhood groups, local businesses and the city to arrive at a consensus as to what facilities, services and programs are needed in District 2. This plan describes the shared goals of all concerned, and provides a framework for implementation in continuing to make the Greater East Side a good place to live, to work and to do business.

MAIN POINTS

1. THE GREATER EAST SIDE, District 2, is a basically homogeneous district, composed primarily of modest well-maintained low density residential neighborhoods.
2. THE HOUSEHOLD COMPOSITION of the district is a strong indicator of life style and often quality of life. Of all the districts, District 2 has the highest percentage of two-parent family households in the City of St. Paul.
3. TWO OF THE CITY'S MAJOR IN-TOWN SHOPPING CENTERS are located within District 2 and represent a variety of commercial services to the surrounding neighborhood.
4. PUBLIC INVESTMENT should be coordinated and made in conjunction with private investment.
5. PRIVATE INVESTMENT should continue to maintain and improve the quality of the Greater East Side neighborhoods and shopping districts.

RECOMMENDATIONS

1. A LAND USE STUDY should be made of the vacant land in the southwest corner of the district to determine an appropriate reuse.
2. THE TWO MAJOR SHOPPING AREAS should consider the need for pedestrian design improvements, signage controls, and traffic improvements.
3. A PLAYGROUND SPACE should be secured for the use of Parkway School and the surrounding neighborhood.
4. METHODS OF CONTROLLING TAX INCREASES caused by private capital improvements should be studied.
5. STUDIES OF THE TRAFFIC PROBLEMS on Prosperity Avenue and White Bear Avenue should be conducted.
6. THERE SHOULD BE COORDINATION of all public improvements such as gas, sewers, curbs and gutters.
7. AN INFORMATION DISPERSAL SYSTEM to inform the residents of the District's available services should be initiated by the Greater East Side Community Council.
8. A NEEDS ASSESSMENT SURVEY should be conducted in the District as soon as possible.

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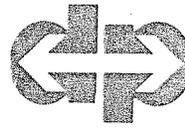
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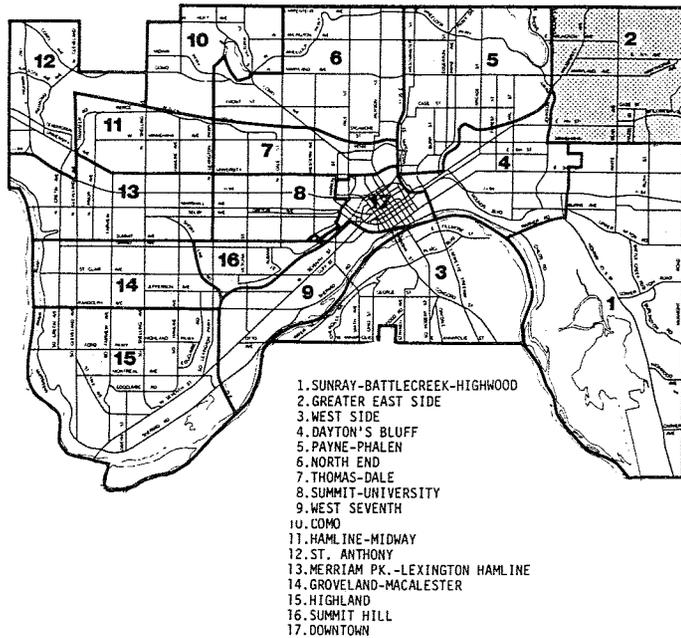


HISTORY

INTRODUCTION

The study of an area's history is essential to the understanding of the patterns of development. In most areas of the city, present directions and often problems are the result of arbitrary transportation and growth patterns.

FIGURE A District Location



In District 2, these patterns were relatively recently developed, and this would lead one to assume that a wealth of information would be available. However, the opposite is true, for the early history of St. Paul proper did not include what is now called The Greater East Side area. Consequently, little is recorded concerning early development. The following is a compilation of the few pieces of the puzzle that could be found.

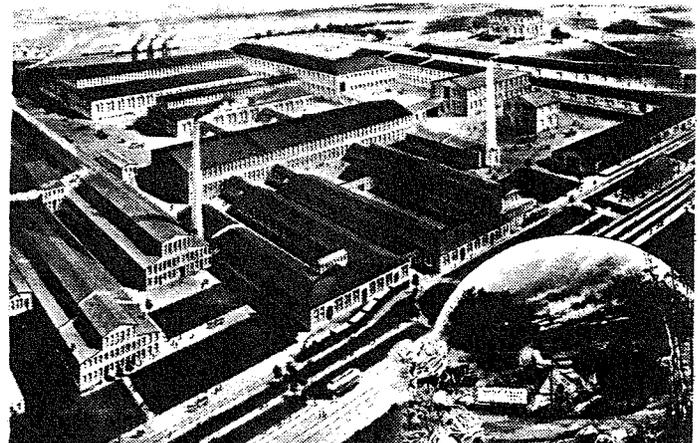
First Records

District 2's traceable history does not go back much beyond 1900. But, in order to understand the factors that brought about the development of District 2, we must understand something about the development of St. Paul proper.

St. Paul was originally founded by settlers who were forced to leave the military reservation of Fort Snelling and moved downstream. St. Paul is located on the Mississippi River, and, being located on this natural transportation line, it attracted other forms of transportation; namely, the railroads. In the year 1860, the first railroad, the St. Paul-Minneapolis-Manitoba Shortline, was built through St. Paul. With the advent of the electric streetcar, a feasible and economic form of transportation was developed, and the District 2 area had its true beginning. The early history of the district is directly linked to the development of the streetcar lines going to North St. Paul, Stillwater and White Bear Lake in 1891.

Prior to the streetcar construction, certain growth patterns were already to be seen. The most influential development in the early period was the locating of the St. Paul Harvester Company in 1872 at the intersection of Case and Hazel, the present site of the 3M distribution plant. Today, this is still the only industrial land use of any size within the district.

The Harvester Plant was developed on 50 acres, part of which was laid out in lots for the settlement of employees by the company. From this company endeavor, a village sprang up with the construction of a church, the Harvester Workers Mission Chapel erected in 1874 by the House of Hope Chapel of St. Paul, a schoolhouse, general store and post office surrounded by the small homes of the workmen and their families to the southwest of the plant.





Another important step in the formation of the area was the settlement of the William Ames family in the 1850s.

The Ames family purchased 300 acres of stock farm land, and by 1873 the family owned 1,200 acres southeast of Lake Phalen. William Ames raised the then nationally known shorthorn cattle in the area bounded by Hazelwood, Arlington, Case and White Bear Avenues.

William Leonard Ames (1846-1910), son of the original settler, built his home in 1890 at 1667 Ames Avenue (still standing today). William L. Ames and his wife, Helen, were the developers of Hazel Park lots in 1887 surrounding the junction of the Northwestern Railroad Lines and the soon to be constructed Stillwater Electric Line.

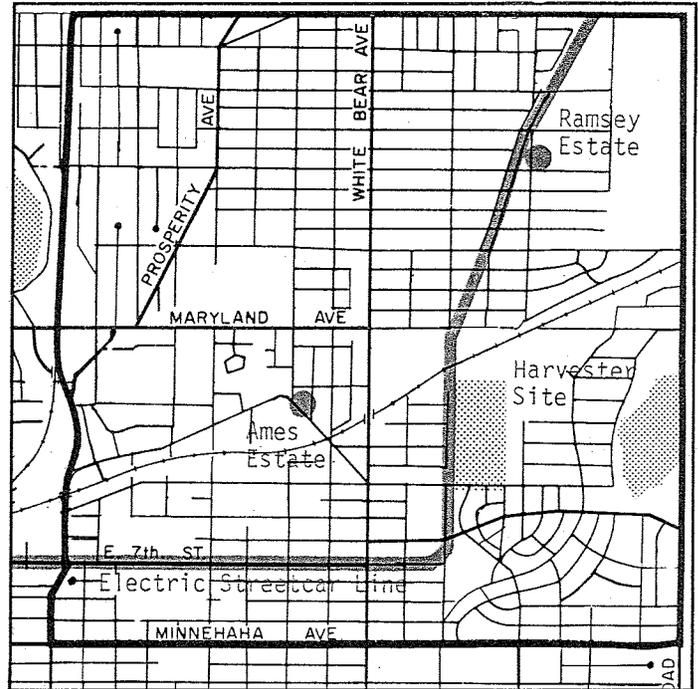
With the growth of the early street patterns of White Bear and Ames Avenues in 1891, the Hazel Park Hotel was built and led to the commercial/residential development of White Bear Avenue.

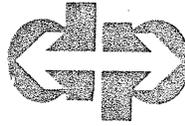
Curve-Furness

Around 1859 Alexander Ramsey, the first Territorial Governor of Minnesota, acquired several acres of the northeastern section of the area. The property stretched from Arlington Avenue to Montana Avenue along what was later to become the Stillwater Electric Line. This land, referred to as the "Old Ramsey Farm" was used for produce and was later inherited by Ramsey's daughter, Marion Ramsey Furness, who in 1908 deeded the property to the City of St. Paul for development.

Furness Avenue was named for the Furness Garden Lots left to Marion. Curve Street was named in 1913 following the curve of the Stillwater Electric lines. These streets and the resulting parkway are currently being developed into a park area for the Greater East Side.

FIGURE B Historic District





History Since 1900

With the further development of housing in the Hazel Park area, the need for commercial services grew. White Bear Avenue serving as the north-south corridor through the area became spotted with commercial nodes at major intersections. The electric line following Seventh Street to Hazel and Hazel up to Curve-Furness made access to and from the City of St. Paul very convenient. The Wildwood Amusement Park of White Bear Lake, built and owned by the streetcar line, was a source of draw for the people of the city. The electric lines had service to White Bear Lake, Mahtomedi, and Stillwater, Minnesota.

As the inner-city neighborhoods became developed in the early 1900s, the District 2 area was still predominantly vacant land (less than 30% of the district's housing was built prior to 1939). Most of the housing is a byproduct of the Post World War II housing needs. Approximately 50% of the existing housing was built between 1950 and 1964.

White Bear Avenue was to see the early development of shopping facilities with the first stores of the Hillcrest Center built in the late 1940s. They continued to expand and serve the growing residential neighborhoods adjacent to it. The Center as it is today was completed around 1961.



The other major shopping district in the area, the Phalen Center, was built between 1959 and 1961 to serve the lower Lake Phalen area and the apartment complexes which were located in the area, including the Roosevelt Homes public housing, built in the early 1950s. With the completion of the Phalen Center, District 2 had, and still has, two of the five major shopping centers, other than the central business district, located within the city limits.

Most recent developments within the district consist of the completion of the Iowa Hi-Rise for the Elderly in 1970 near the Hillcrest Center on Iowa and White Bear Avenues and the private single-family and duplex construction throughout the district on existing vacant land. The last two years have seen quite extensive development of low-density housing, increasing appreciably the residential acreage in District 2.

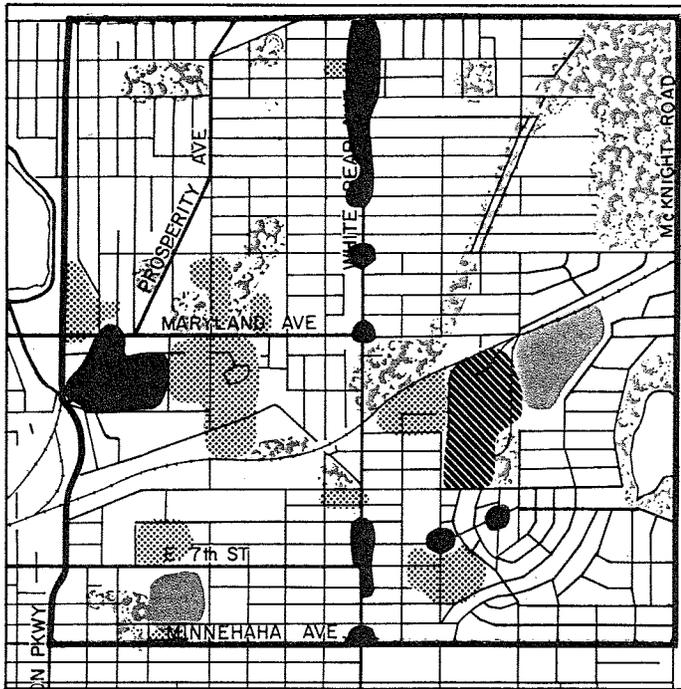
PHYSICAL PLAN

LAND USE

Introduction

Although District 2 has relatively few land use conflicts as compared with most other districts within the city, this section will discuss the isolated incidents of incompatible uses and propose directions for the development of vacant land which still is plentiful in parts of District 2.

FIGURE C Proposed Land Use



-  Low Density Residential
-  Medium Density Residential
-  Open Space/School/Public
-  Commercial
-  Industrial
-  Possible Eco. Dev./Residential

Current Problems

1. Poorly maintained vacant land throughout the district.
2. Lack of consistent District 2 policy on its role as "watchdog" for the community in rezoning and variance matters.
3. Maintenance of the two major shopping areas in the district.
4. No playground facilities in the southwest corner of the district.
5. Land use incompatibilities caused by the 3M Plant being surrounded by a residential neighborhood.

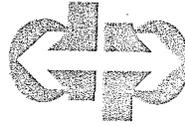
Goals

1. To promote land usage which is in harmony with the surrounding land uses and put to its best, most efficient use.
2. To promote a clean, safe environment for the residents of the district.
3. To promote the compatible development, wherever possible, of the available vacant land.

Proposals

District 2 is a predominantly residential area consisting of a total of 1,968 acres. Of this acreage, 63% or 1,235+ acres are presently in residential use and this figure is increasing day by day as the district's vacant land is being developed into low density residential uses. The area's most apparent feature, the single-family home, is evenly spread throughout the district with the exception of the Phalen area with its concentration of shopping facilities, apartment complexes and the Roosevelt Homes public housing project.

1. Maintain and restore those structures deemed architecturally or historically significant within the district.
2. The Greater East Side Community Council should act as the "watch dog" for the better interest of the residential nature of the district.
3. The Greater East Side Community Council requests that it regularly receive copies of the city's Licensing Committee agenda.



4. *The Greater East Side Community Council should develop a sound and consistent policy with regard to rezoning appeals.*

The residents of District 2 are very satisfied with the overall land use (low-density residential) of the district. The greatest concern voiced was that of the considerable amount of vacant land and its future use.

The 192 acres of vacant land are primarily clustered in the southwestern quarter of the district; along the Curve-Furness Street pair; and to the northeast of the 3M Plant in the Beaver Lake area. The vacant parcels located in the residential areas are rapidly being developed with single-family and duplex structures complementing the low-density nature of the district; the Curve-Furness strip is being converted into a passive open space park, again complementing the surrounding residential uses; and consideration is being given to the future uses of the land near Beaver Lake. A good portion of this land has remained vacant because of the difficult topographic feature of the area which makes standard residential construction too costly. However, the majority of existing vacant land falls into the category of potential residential uses. In most cases, this land is neglected and only rarely maintained to the degree of the adjacent homes. The district, through the Greater East Side Community Council, deems it necessary to develop policies on the upkeep of vacant land and the notification system of rezoning appeals within the district.

5. *Land which cannot be developed should remain open space adding interest to the surrounding residential areas; that land which can be developed should be put to compatible uses.*
6. *Study the potential of the vacant land in the southwest corner of the district (Etna-English) for appropriate land uses.*

Commercial uses have developed along White Bear and Maryland Avenues with the most intense uses occurring at Prosperity and Maryland (the Phalen Shopping Center) and on the north end of White Bear Avenue (the Hillcrest Shopping Center). The district's only major industrial use is the 3M Distribution Plant located at the intersection of Hazel and Case Avenues, bringing the commercial and industrial land usage to 181 acres of 9% of the total district acreage.

The two major shopping centers, as well as the supplemental commercial clusters, are considered a great asset to the residents of District 2. In most cases, the commercial and residential uses are quite complementary, and in hope of maintaining this compatibility, there is a need to consider those factors which tend to cause friction between the two uses.

The Phalen Center is in need of planning and design services. The parking facilities of the Center have no apparent logical layout making the approach both difficult and in some cases dangerous to the motorist as well as the pedestrian. The present size and design of the parking lot adjacent to the shopping area constitutes poor land use planning and proves to be an eyesore to the surrounding neighborhood. Any improvements made to the Center should also address the issue of upgrading the back and arcade areas.

The Hillcrest Center has less of a parking design problem, but should study the more efficient access and egress from the Center onto White Bear Avenue. Both centers, as well as the smaller clusters of commercial uses, should consider the need for pedestrian improvements, such as adequate lighting and pleasing street furnishings.



The commercial signage, as it now exists in most cases, tends to confuse the issue rather than clarify. Any attempt to regulate the size, frequency and design of outdoor signage would be supported by the district council.

Considering that the two major and several minor shopping areas within the district make up a sizeable portion of the land use and should hold to the high degree of maintenance seen in the residential areas, the following proposals should be implemented.



7. Any expansion or improvement to the existing shopping center facilities within the district include adequate buffering from existing residential uses.
8. The two major shopping areas of District 2 consider the need for pedestrian improvements, i.e., aesthetic signage, lighting and street furniture.
9. Improve the appearance of the arcade and back of the Phalen Shopping Center.
10. Encourage sensibly designed signage to promote clarity and discourage the "visual noise" which appears along White Bear and Maryland Avenues.

District 2 is served by five neighborhood playgrounds and one community park. The recreational facilities are evenly distributed throughout the district with the exception of the East Seventh area where there is a noticeable lack of public open space. Since this area is not served by an existing playground facility, the following proposal should be implemented in coordination with the city's Parks and Recreation Plan.

11. The city should seek a joint use agreement with the St. Paul School Board on the use of the Parkway School playground so as to provide the much needed playground facility for the southwest corner of District 2.

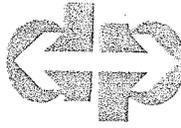
Constituting the only industrial use in District 2, the 3M Plant is one of the major employers of the area. Consequently, the residents of the district see the 3M facilities as an asset to the Greater East Side. However, the heavy amount of truck traffic generated by the plant has created problems. The traffic is particularly heavy on Hazel, passing next to the Hazel Park Playground and causing congestion on White Bear Avenue at Stillwater and East Seventh Streets. A planning study has been proposed to determine the best possible and least disruptive truck corridor to and from the 3M Plant.

12. Alleviate, where possible, the incompatible land uses around the 3M Plant (truck traffic and recreational facilities) by providing adequate buffering around the north and east boundaries of Hazel Park Playground.

Other environmental issues discussed by the Physical Subcommittee were those of the rapid loss of elm trees throughout the district and the concrete dumping site of the Cemstone Plant.

13. Greater East Side Community Council should search out any programs geared to the reforestation of District 2.
14. Consider alternative dumping sites for the Cemstone Plant.

The proposed land use map indicates the basic satisfaction with the existing land uses and their interface. However, there are two areas composed of large parcels of vacant land which should be considered for possible reuse. The first of these is the vacant land located between Etna and Birmingham in the southwest corner of the district. The other large area is to the northeast of the 3M distribution plant. Both of these areas will require planning to determine reuse options.



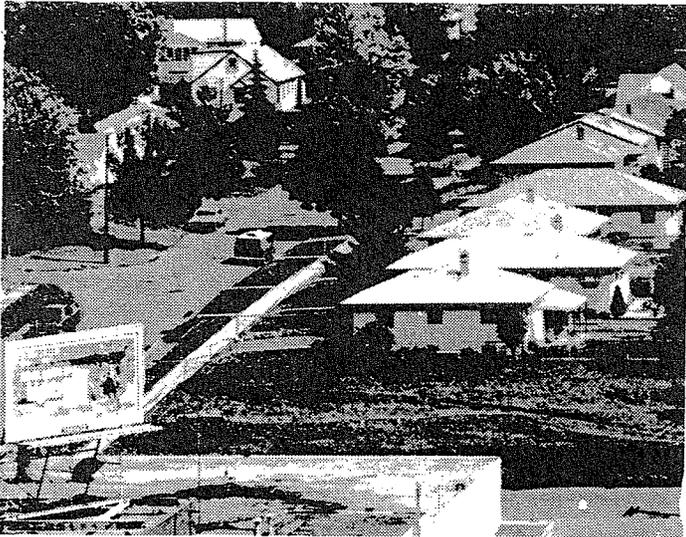
HOUSING

Introduction

The residents of District 2 are proud of the low-density residential nature of the district. The objective of this section is to point out those areas where housing conditions are in need of improvement and to determine the future needs in maintaining the quality of housing as it now exists.

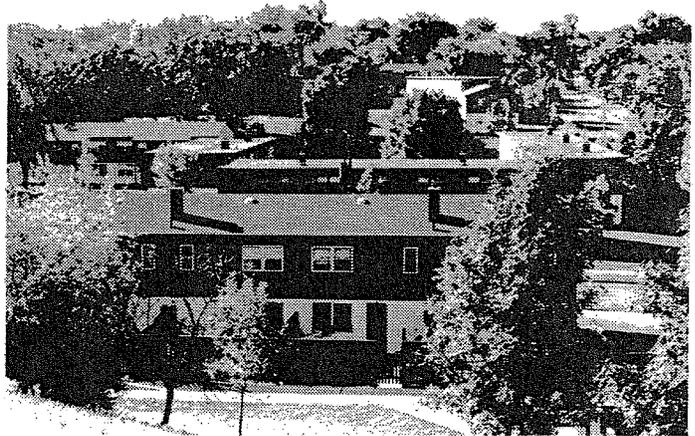
Current Problems

1. Lack of information on housing maintenance programs.
2. Higher taxes after housing improvements.
3. Housing conditions in the southwestern corner of District 2.
4. Unaesthetic nature of new construction.
5. Appearance and upkeep of the Colonial Apartments on Hazel and East Seventh Streets.



Proposals

The majority of the district's older housing, built in 1949 or earlier, is found in census tracts 317 and 318.01, or essentially that area covered by the 1970 Housing Survey. This neighborhood is made up predominantly of wood frame structures which have been well maintained and with newer infill of modern ranch type housing. The remainder of the district's housing is relatively new, with over 50% built between 1960 and 1970. The vast majority of this housing is meticulously maintained and will probably remain an asset to the district in the foreseeable future.



The two subsidized housing facilities, the Roosevelt Homes built in the early 1950s and the Iowa Hi-Rise for the elderly built in 1970 serve the low-income and fixed-income residents of the district well. Roosevelt Homes, the second oldest public housing complex in the city, has undergone major improvements in the last few years and will continue to provide sound and decent housing to its residents. The Iowa Hi-Rise, a visual landmark of the district, is considered to be an architectural asset to the community, providing a new, relatively maintenance-free environment for the elderly. Both facilities provide a wealth of public services available to all residents of District 2.

In order to maintain the quality of housing in District 2, the following proposals were developed.

Goals

1. To maintain and improve the existing housing stock in District 2.
2. To judiciously examine proposals for new housing in order to provide safe, sound and decent housing for all residents.
3. To provide a distributor of all available information on home improvement programs.
4. To encourage the conservation of energy in new housing and rehabilitation.

1. *The Greater East Side Community Council takes leadership in:*
 - The distribution of information concerning programs for self-help improvements.
 - The distribution of information on low-interest home improvement loans and grants.
 - The development of neighborhood pride.

2. Conserve sound housing within the district through the use of the Residential Improvement Strategy.
3. Elimination of open storage in side and backyards of the district through district-wide education and maintenance information programs.
4. Encourage the development of new construction within the district; however, a district policy should be established to consider the aesthetic quality of said construction.
5. Methods of controlling tax increases caused by private capital improvements be studied.
6. A study be undertaken to develop a concentrated housing improvement program in the southwest corner of District 2.
7. Vacant land be put to a compatible use, or if remaining open space, be well maintained.
8. Encourage financial institutions in and around the District 2 area to aid in housing improvement loan procurement.
9. Eliminate deterioration through attention to potential problem areas by stimulation of private maintenance and upkeep.

Although apartment structures can be found in most parts of the district, the largest concentration is to be found in the Phalen Area along Maryland Avenue. With the exception of the Colonial Apartments on Hazel Street, the apartment complexes are well maintained and in keeping with the adjacent low-density neighborhoods.

However, there is a concern within the district over the number of apartment complexes that have been built over the last few years. The Physical Subcommittee expressed a need for some means to control and direct this type of development.

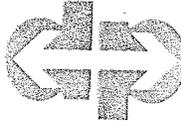
Although the housing conditions throughout the district are high compared with the majority of inner-city neighborhoods, maintenance of this standard of housing will require a continued effort on the part of the individual residents as well as a sound housing policy from the City of St. Paul. Neighborhood pride has been the prime factor in District 2's housing maintenance, but with the steadily increasing cost of upkeep and taxation, district pride will need to be supplemented with self-help and low-interest loan incentives.



10. Any new construction of medium to high-density housing be located in those areas so designated by the proposed land use map of this plan and adequate buffering be provided where incompatibilities do occur.
11. All possible efforts be made to improve the appearance of the Colonial Apartments at Hazel and East Seventh Streets.
12. Every attempt possible be made to keep the apartment owners aware of their responsibility to their tenants, as well as to the residents of the district, in maintenance and upkeep of their property.

In 1974 the City of St. Paul conducted a house by house survey to determine the condition of housing in the majority of the city's neighborhoods. Several outlying neighborhoods, where the housing was known to be sound, were not surveyed. The majority of District 2 fell into this second category, and consequently only the southwest corner of the district was surveyed. The usefulness of the data gathered by this survey is questionable due to the new construction and the resulting home improvements which have taken place in the area since 1974.

13. The city should conduct another survey of the housing conditions in the southwest corner of District 2, that neighborhood bounded by the Chicago-Northwestern Railroad tracks, Johnson Parkway, Minnehaha Avenue and Hazel Street, to determine a sound housing policy for the area.



TRANSPORTATION

Introduction

This section will address the major issues raised in analyzing the movement of vehicles and persons through and within the district. The ongoing controversy over the traffic patterns and congestion problems on White Bear Avenue affects a number of other situations both within and outside District 2. Traffic around the two major shopping centers has created several congestion and parking problems which call for evaluation. Also considerations of energy conservation and improvement of bicycle routes are issues which are of increasing importance to the residents of District 2.

The proposals in this section compliment and expand on the city's Street and Highway Plan and Bike Report.

Current Problems

1. Congestion on White Bear Avenue.
2. Unkept state of land between Curve and Furness Streets.
3. Traffic problems caused by the angled cut of Prosperity Avenue.
4. Hazardous conditions caused by access and egress of Hillcrest Center parking.
5. Lack of sound traffic patterns at the Phalen Shopping Center.

Goals

1. To promote traffic patterns which best serve the residents as well as the commercial areas of the district in coordination with citywide usage.
2. To determine design needs which will make access and egress at the major shopping areas of the district safe for the pedestrian as well as the motorist.
3. To promote energy conservation in transportation planning.

White Bear Avenue

District 2's north-south arterials are White Bear Avenue and Johnson Parkway-Prosperity Avenue. White Bear Avenue, with over 16,000 vehicles per day (north of Maryland Avenue) has the third largest north-south traffic volume in the city. The heavy traffic flow on White Bear Avenue is primarily due to the fact that the Avenue is the only direct north-south route through the district which connects to I-94. The congestion problems of the Johnson Parkway-Prosperity Avenue connection and the interruption of McKnight Road by Beaver Lake, make White Bear Avenue the easiest, most traveled route through District 2. White Bear Avenue, like most other major arterial routes, is not designed to handle the heavy traffic patterns that have developed over the past few years and consequently is plagued with congestion problems its whole length.

Traffic congestion on White Bear Avenue is an ongoing controversy, both within and outside the district. Proposals to lighten the traffic load of White Bear with the construction of a new transportation corridor have met with great opposition from district residents. In a survey conducted by the Physical Planning Subcommittee, of the approximately 500 respondents, 79% were against the construction of the Etna-English corridor and a total of 36% felt that congestion on White Bear Avenue was not great enough to bring about any major road construction or land acquisition. Therefore, the proposals address themselves to alleviating or eliminating the causes of traffic congestion along the Avenue.

1. To ease the White Bear traffic problems, a planning study should be made to determine the effects of:
 - a. Restricting all parking on White Bear Avenue with off-street parking facilities being developed in the vicinity of Stillwater to Minnehaha.
 - b. Posting clear, highly visible signs designating lane changes; i.e., 4 lanes to 2 lanes.
 - c. Enforcement of 20 mph speed zones near the schools on White Bear Avenue.
 - d. Designated speed changes during certain times of the day.

McKnight Road traversing the east boundary of District 2 may become an arterial with the completion of major improvements currently under construction. These improvements will include diverting traffic around the east side of Beaver Lake with improved alignment and the widening of the right-of-way to accommodate the heavy traffic generated by the 3M Company. It is hoped that the McKnight Road improvements will sufficiently lighten the traffic load of White Bear Avenue rendering the widening of White Bear Avenue and/or the construction of a new north-south corridor unnecessary.

2. *If the proposed McKnight Road improvements do not relieve the traffic congestion on White Bear Avenue and widening is necessary, a study should be made to:*
 - a. *Prevent the acquisition and removal of any homes.*
 - b. *Determine how many trees will be lost.*
 - c. *Determine the need for reforestation on private property if possible.*

The 3M truck traffic onto and crossing White Bear Avenue at Stillwater and East Seventh is a major source of traffic congestion on the Avenue. The proposals addressing this issue call for a study of the two intersections as well as Hazel Street near the 3M Distribution Plant.

3. *To alleviate the problems created by 3M truck traffic turning onto and crossing White Bear Avenue, study the effects of:*
 - a. *Eliminating or reducing parking on the corners of White Bear and East Seventh Street.*
 - b. *Upgrading of Hazel from Seventh to Minnehaha so as to support truck traffic and make the Hazel/Seventh intersection a four-way stop.*
 - c. *No left turn from Stillwater onto White Bear Avenue.*
 - d. *Eliminating truck traffic on Stillwater.*
 - e. *Improving turning radius on East Seventh Street and White Bear Avenue.*
4. *To alleviate congestion at White Bear, Ames, and Case Streets, study the effects of:*
 - a. *Cul-de-sac-ing Ames Place at White Bear Avenue.*
 - b. *Rerouting traffic from Ames to Flandrau and Case.*
 - c. *Improving the turn radius of Case and White Bear.*

It is hoped that the changes stemming from proposals 1-4 will significantly alleviate traffic congestion on White Bear Avenue.

The district's east-west arterials are East Seventh Street, Minnehaha, Maryland and Larpenteur Avenues. Both East Seventh Street and Minnehaha Avenue carry approximately 8,500 vehicles per day each, and along with Maryland Avenue constitute

the major east-west traffic flow through District 2. Although East Seventh and Minnehaha have inherent traffic problems, especially as they intersect Johnson Parkway and White Bear Avenue, Maryland Avenue constitutes the greatest transportation planning need in the district.

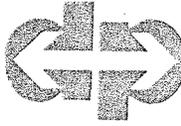
Maryland Avenue, with a recorded 19,675 vehicles per day between Clarence and Prosperity, is the most heavily traveled arterial stretch in District 2. Because of its high traffic volume and the confusing street pattern of Prosperity Avenue, as it crosses Maryland, there were a total of 40 recorded intersection accidents on Maryland between Johnson Parkway and Prosperity Avenue in 1975. This extremely high figure of traffic accidents is indicative of the great need for transportation planning on Maryland Avenue between Lake Phalen and the Phalen Shopping Center. The traffic volumes, and consequently the accident count, with the exception of the Maryland and White Bear intersection, drop off radically east of Prosperity.

Johnson Parkway, carrying approximately 16,000 vehicles per day (north of East Seventh Street) is the second most used north-south route in the district. Johnson Parkway is capable of carrying heavy traffic volumes; however, the Parkway exits District 2 at Magnolia Avenue near the Phalen Shopping Center and north traffic into the district is directed onto the angled cut of Prosperity Avenue. Prosperity Avenue, being almost exclusively residential in nature north of Maryland Avenue, was not designed to serve as an arterial, but has since evolved into that with a traffic volume of over 8,000 vehicles per day. This evolution took place due to the lack of any other arterials between White Bear Avenue and Arcade Avenue in District 5. This fact combined with the inherent problems of an angled cut have brought on hazardous traffic conditions along Prosperity Avenue.

Prosperity Avenue

The traffic problems caused by the angled cut of Prosperity Avenue deserve traffic design studies.

5. *To eliminate the congestion and high accident rate at and around the intersection of Prosperity and Maryland Avenues, study the effects of:*
 - a. *Improving access and egress from the Phalen Center, the mini-centers, Mr. Anthony's and Parkside Restaurants.*
 - b. *Improving the turns on and off of Maryland and Prosperity.*
 - c. *Endorsing the city's Street and Highway Plan with regard to the proposed connection of Prosperity across Maryland Avenue.*



It is believed that any attempt to eliminate the jog in Prosperity Avenue as it crosses Maryland Avenue, as outlined in the city Street and Highway Plan, will greatly decrease the hazardous conditions now present. It is hoped that this proposed intersection improvement will require a minimum amount of land acquisition and resident relocation.

6. A study be made to alleviate the congestion at the intersection of Prosperity-Ivy and Barclay.
7. To eliminate the traffic problems at the intersection of Prosperity-Arlington-Hazelwood, study the effects of:
 - a. Making Prosperity-Arlington a four-way stop.
 - b. Closing Hazelwood between Sherwood and Arlington Avenues.
 - c. Limiting the number of exits from the real estate office parking lot.
8. To eliminate the traffic problem at Prosperity-Idaho-Christie Place, study the effects of:
 - a. Flattening the curve at the southeast corner of Prosperity and Idaho.
 - b. Feeding traffic from Prosperity onto Christie Place to the north of the Idaho and Prosperity intersection.
 - c. Study the effects of making Christie Place a one-way street going northeast.

Shopping Centers

Both the Hillcrest and Phalen Centers have traffic-parking related problems which will require study and design solutions.

9. To alleviate the traffic congestion at the Hillcrest Center, study the effects of:
 - a. Eliminating entrances and exits to parking lots directly onto White Bear Avenue.
 - b. Restricting parking on the side streets from the store fronts to White Bear Avenue.
 - c. Designating right and left turn lanes.
 - d. Use of slip ramps.
 - e. Elimination of duplication in exits onto side streets feeding White Bear Avenue.
10. Redesign the parking facilities at the Phalen Center to make it a usable, convenient and pleasant space both for pedestrians and motorists.

Curve-Furness Streets

The Curve-Furness Street pair and the resulting strip of land has been designated as a future park/parkway site by the district. Therefore, all future improvements in and around the Curve-Furness area should conform to the long and short-range plans for the park.



11. Curve-Furness Street pair be renamed Furness Parkway East and Furness Parkway West.
12. Curve-Furness Street pair function as a one-way pair.
13. Study the possibility of closing off a number of street cuts through the park.
14. Study the needs for and subsequent requirements of additional roadways in the district.
15. Familiarize the residents of the district to the Present Metropolitan Transit service.
16. Study the possible use of a small circulatory para-transit system within the district.
17. Develop a convenient transit connection from District 2 to the future Downtown People Mover system.
18. Development of a bike path connecting the Lake Phalen area with the Johnson Parkway and Curve-Furness pair.
19. Increase educational programs in bicycle safety and registration.

UTILITIES

Introduction

To continue to maintain and improve the quality of life in District 2, it will be necessary to re-evaluate and update the public utility system. The priorities should be given to those areas where the services do not now exist and to the areas adjacent to the district's schools and playgrounds. This section will begin to point out where these public improvements are needed.

Current Problems

1. Lack of coordination of public improvements.
2. Lack of curbs and gutters in many parts of the district.
3. Hazardous sidewalk conditions.
4. Lack of mid-block lighting.

Goals

1. To promote the installation of public improvements to enhance the living environment.
2. To ensure the safety and well-being of the district's residents

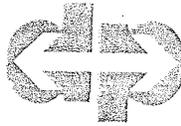
Proposals

A sound, safe community requires more than decent housing, efficient transportation routes, and adequate social services. Public improvements, defined as all improvements within the public right-of-way, are essential to the sense of district well-being.

District 2, being made up of relatively new neighborhoods, has a few untreated streets (parts of Winthrop, Tewanna and Birmingham), many areas lacking curbs and gutters, and inadequate mid-block lighting. These utility deficiencies, along with the coordination of public improvements, constitute a major concern of District 2 residents.

The major intent of any planning effort should be founded in the coordination of services to the district. Too many residents can remember newly resurfaced streets being torn up a year later for sewer installation. Every attempt possible should be made by the city, aided by the district plans, to coordinate the efforts, both within the district and between the districts, to provide sound public utilities.

1. *Coordination of all public improvements such as gas, sewers, curbs and gutters.*
2. *Study street conditions to locate need for curbs and gutters. Top priority will be street improvement in those areas unpaved and unholed with no cost to the adjacent property owners.*
3. *Study the need for new sidewalk construction with first priority given those areas near the district's schools and playgrounds.*
4. *High priority be given to the sidewalks in the areas of new development.*
5. *Enactment of the separation of sanitary and storm sewers as outlined in the "Metropolitan Waste Study".*



SOCIAL PLAN

SOCIAL ANALYSIS

Introduction

This section will address the issue of human services as provided within District 2. This task is perhaps the most difficult of the planning processes due to the fact that the social problems of the district cannot be determined by a visual analysis or by reviewing available statistics. The information in this section will, however, provide the community with a starting point in the effort to determine how to make District 2 a better place to live.

The proposals in this section are in compliance with the city's Parks and Recreation Plan (November 1976).

Current Problems

1. Critical shortage of information concerning social problems in the district.
2. Lack of information about the social services offered in the district.
3. Lack of recreational space in the southwest corner of the district.
4. Need for centrally located recreational center to serve the entire district.
5. Rising crime rate within the district.

Goals

1. To provide adequate health services for all residents of District 2.
2. To provide the opportunity for all residents of the district, regardless of age, to receive a good education.
3. To encourage the growth of intra-neighborhood activities and services to promote a sense of district well-being.
4. To provide recreational facilities throughout the district which are adequately staffed and properly maintained.
5. To provide safe and secure neighborhoods.

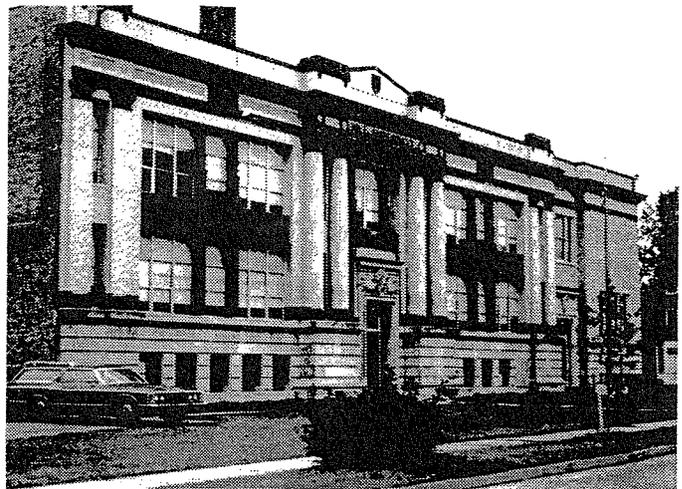
Current Problems

1. *The Greater East Side Community Council initiate an information dispersal system to inform the residents of District's available services.*
2. *A Needs Assessment Survey be conducted in the district as soon as possible.*
3. *A study be undertaken by the Greater East Side Community Council to determine the demand for a multi-service center in the district.*

Education

The district is well served by its elementary and junior high school facilities. In terms of educational level, the district median of 12.2 years of completed education is identical to the citywide median. First results show that the students of District 2's schools score consistently higher than the city average. The continuing education opportunities for adults are available in a variety of forms throughout the city.

4. *An adult education program be considered as a component of the multi-service center concept.*



Health

The district appears to be adequately served in the areas of health care services. Citizens of every age or income level can be served through a variety of programs. There is a need, however, for a health component in the Needs Assessment Survey to substantiate or modify the findings of the Social Subcommittee.

Social Services

There are many and varied social services available to the citizens of District 2. East Area Community Services helps extensively in providing services in the area of health, food, clothing, counseling and housing, supplemented by the various citywide programs. Social services for the elderly are provided by the Iowa Hi-Rise programs. Because of the relatively high income of the district residents, the amount of public assistance is not high. There is, however, a need to better inform the district's residents of the available services.

The Greater East Side Community Council has provided additional social services in terms of community organization and communication. This service is needed and should be continued.

5. *The Greater East Side Community Council continue to provide community organization and communication services to the District 2 residents.*

Public Safety

Crime in District 2 is perceived as a serious problem by the citizens. A district planning survey of 800 randomly selected families revealed that 33% of the respondents felt that the streets of District 2 were not safe. Statistically, the rate of crime incidents is rising within the district. District support of the Team Police concept should provide a starting point for dealing with the problem. In addition, extensive involvement by the Community Council in crime prevention programs is recommended as a positive step.

The abundance of long residential blocks within the district and inadequate lighting in some areas is seen as potentially dangerous. The issue of mid-block lighting is addressed in the transportation component of this plan, but is closely tied to the fear of some residents that the streets of the district are unsafe at night. Consequently, there is a need to determine the location for mid-block lighting.

6. *The Greater East Side Community Council establish a crime prevention information referral service within the district.*

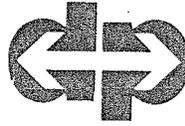
Recreation

District 2, in comparison with the rest of the city, is well served by recreational facilities. However, there is a definite need for more passive open space in the district as outlined by the city's Parks and Recreation Plan draft of 1976. The plan calls for the development of open space in the area of the Hayden Heights and Hazel Park Playgrounds and adjacent to the Parkway School site. The proposed Curve-Furness Park will provide passive open space for the northeastern section of the district, however, playground and neighborhood park facilities will still be needed in the southwestern section of the district.



In addition, the community is in need of a centrally located recreational facility which would serve the entire district. Such a facility would ideally be located on the grounds adjacent to the Hazel Park Junior High School.

7. *A study be made to determine the location, size and needed facilities for recreational expansion in the southwest corner of the district.*
8. *A study be made to determine where there is a need for more lighting at the playgrounds of the district.*
9. *If any community recreation center facilities are constructed within District 2, the ground around Hazel Park Junior High School would be a central location for said construction.*
10. *The Curve-Furness Boulevards be fully developed into a passive open space from Larpenteur Avenue to Hazel Park Junior High School.*



ECONOMIC PLAN

COMMERCIAL AND INDUSTRIAL

Introduction

In the areas of commerce, income and employment, the district is relatively healthy. Business is diverse and stable, and despite some small areas where poverty and unemployment exist, income and employment indicators reveal a generally stable situation. Consequently, this section will primarily address the issue of future trends and direction of commercial growth.

Current Problems

1. Visual blight caused by unaesthetic and ineffective business signage.
2. Lack of business organization for Phalen Center.
3. Traffic patterns in and around the Phalen Center.
4. Infringement of White Bear Avenue commercial interests on adjacent residential areas.

Goals

1. To promote work to maintain and improve the existing commercial endeavors within the district.
2. To provide secure and decent employment for all residents desiring such employment.

Proposals

For the most part, District 2 is well served by the two main shopping areas, the Phalen district and the White Bear Avenue district, with other small businesses scattered throughout the district. Because of the highly residential aspects of the district, care should be taken in the location, size and function of any new business. There are, however, two areas within the district which could serve as a basis for major commercial or industrial expansion. These areas are located north of the 3M Plant in the district's southeast corner and in the southwest corner of the district. The residents of the district should work closely with the Division of Economic Development in determining the best economic uses of these vacant areas.

1. *The district should support the city's Division of Economic Development and work with it to attract commercial development which is in harmony with the surrounding residential neighborhoods, so as not to perpetrate a detrimental effect upon those neighborhoods.*

2. *The city should make vacant public buildings available for economic development.*

Both the residential and business areas of the district benefit from good communications between them.

3. *The district council and area businesses should communicate and become aware of each other's inter-dependence. Further, the business operators should communicate among themselves for the betterment of business relations in general and be informed of the functions of the Greater East Side Community Council.*



Phalen Area

The Phalen Shopping District contains about 40 businesses clustered on Maryland Avenue, Prosperity Avenue and in the Phalen Shopping Center. While the Phalen District can be described as generally prosperous, there are distinct problems which need to be dealt with.

An Economic Planning Committee survey of 80% of existing businesses in the Phalen District revealed that 47% of the businesses perceived their business climate to be either excellent or good, while 53% saw business to be only fair. These statistics do not compare favorably with the White Bear Avenue district whose businesses responded that only 29% saw business as only fair.

Interviews with the Phalen District merchants pointed to two reasons for the less favorably perceived business climate. Many felt that the confusing traffic patterns through and around the Phalen area were detrimental to commerce. It was felt that potential customers were too concerned with the traffic hazards, especially on Prosperity Avenue, and that those hazards kept people away from the shopping area.

4. *A study should be made to determine if a change in the traffic patterns in and around the Phalen Center would encourage more commercial interchange.*

Another serious problem which affects nearly half of the Phalen businesses is the poorly designed and maintained appearance of the Phalen Shopping Center. Many of the Center's merchants felt that the parking lot, which is poorly maintained and confusing to the motorist, is a detriment to business.

5. *Efforts be made to redesign the parking facilities at the Phalen Center.*

Phalen area merchants have had difficulty dealing with their problems, partly because of lack of a viable business organization to act as a forum and action base for the businesses.

6. *The Phalen Center should organize a business association.*

7. *In order to maintain the relatively high rate of employment within the district, the businesses of District 2 should be encouraged to hire employees from the area.*

The Phalen shopping district, unlike White Bear Avenue, is centralized and does not appear to conflict with surrounding residential areas.

White Bear Avenue

A District 2 Planning Council survey of 84% of businesses on White Bear Avenue revealed that 68% of those businesses perceived their current business climate to be either "excellent or good", while 28% saw business as "fair", and only 1% thought business was "poor".

The White Bear Avenue business district has strong ties with the local community. Seventy-one percent of the businesses surveyed reported that 50% or more of their customers live within the District 2 boundaries.

The White Bear Avenue district has gained additional strength through an active business association which works for self-promotion through events such as White Bear Avenue Days and communicates well with the Greater East Side Community Council.

On the basis of the available evidence, it is reasonable to conclude that White Bear Avenue businesses are members of a thriving commercial community. There are, however, some problems to be dealt with which affect both the business and the adjoining residential community.

One problem deals with the almost constant pressure of White Bear Avenue commerce intruding on the equally residential nature of the Avenue. While there is some room for business expansion, care should be taken so that proposed expansion does not damage the residential areas. Any new businesses should be small and unobtrusive in nature.

Another problem which is not exclusive to the White Bear Avenue business district, but is most noticeable, is "sign blight". While some form of sign advertisement is certainly proper and helpful to a business, there is an increasing amount of "overkill" which is self-defeating to the customer and a detriment to the visual aspects of the Avenue. To combat this "visual blight" an effort to inform the affected businesses of the problem should be made. The new City Sign Ordinance should be a strong positive influence in assuring that new signs are compatible with the character of the area.

8. *The city enact a strong sign ordinance which would take into consideration the aesthetic as well as the effectiveness of exterior advertising.*