

## Area Plan Summary

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### **District 12 St. Anthony Park Community Plan**

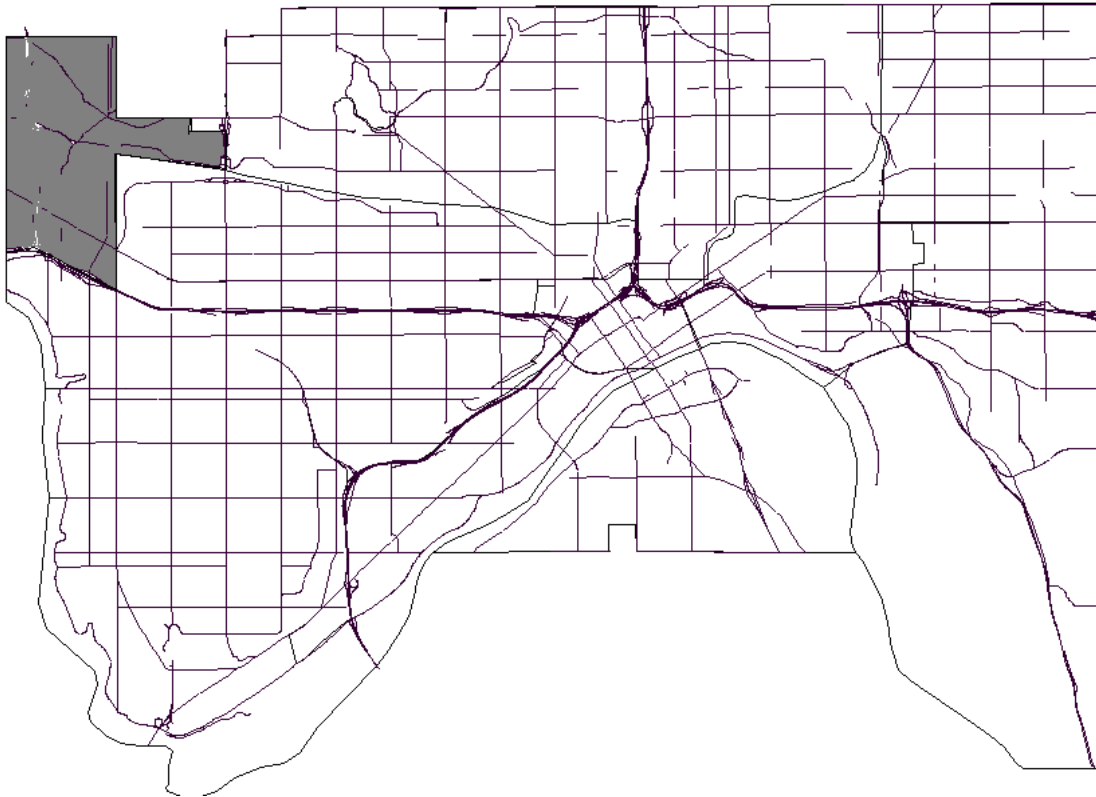
Addendum to The Comprehensive Plan for Saint Paul  
Recommended by the Planning Commission – October 3, 2008  
Adopted by the City Council – November 12, 2008

*This summary appends to the Saint Paul Comprehensive Plan the vision and strategies of the **District 12 St. Anthony Park Community Plan** and replaces the **St. Anthony Park District Plan** adopted in 1983. The **District 12 St. Anthony Park Community Plan** consists of five major areas of focus, including (1) Land Use, (2) Transportation, (3) Natural Systems, (4) Homes and Neighborhoods, and (5) Community Connections. The full-length plan, used for reference in the creation of this Area Plan Summary, was not itself adopted by the City and may include some policy differences. Copies of the full-length plan are available for review at the Saint Paul Department of Planning and Economic Development and the offices of the St. Anthony Park Planning Council.*

### **Location**

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The St. Anthony Park district is approximately 2.4 square miles in area and has a little over 6,000 residents. St. Anthony Park is located in the northwest corner of St. Paul. Its southern boundary is I-94 and its eastern boundary the U. of M. St. Paul campus, except for a small arm that runs east between the State Fair grounds and BNSF rail corridor to Snelling Avenue.



## Vision

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St. Anthony Park seeks to be a livable, sustainable, connected and integrated community of businesses, industry, natural areas and residences, where members have a strong sense of connectedness to each other and to the neighborhood in which they work or live.

In the next 10-15 years, environmental and public health in St. Anthony Park improve as a result of increased walking and biking, reduced reliance on the auto, sustainable development opportunities posed by light rail transit (LRT), and industrial land conversion. The existing housing stock of the community is maintained and updated with good design sensitive to appropriate historic character and scale of the neighborhoods. New well-designed infill and mixed use housing meets the needs of various incomes, ability levels and life cycles.

New growth and redevelopment focus on social connections, neighborhood design and character, the physical quality of the built environment, revitalizing South St. Anthony, maintaining and enhancing North St. Anthony, and improving physical connections between these two areas and to adjacent communities. Development balances the economy, the community and the environment to achieve long-term sustainability.

Actions for achieving the vision are presented in 5 topic areas: (1) Land Use; (2) Transportation; (3) Natural Systems; (4) Homes and Neighborhoods; and (5) Community Connections. The following actions are consistent with the City's Comprehensive Plan, except where noted, or are studies to help determine future policies and strategies. They will be undertaken by the City in coordination with the St. Anthony Park Community Council, except where other implementing partners are noted.

## Land Use

**Land Use.** Redirect land use with appropriate regulatory controls to encourage an integrated mix of industrial, commercial, housing and public amenities, and a larger tax base.

1. Amend the City's Comprehensive Plan to incorporate appropriate land use changes in the South St. Anthony area that reflect the future introduction of Light Rail Transit to the University Ave corridor and its evolution to a more connected residential and commercial area, while respecting the area's industrial base.
2. Work with the City to revise the City's Zoning Map to incorporate the land use changes discussed with the City as part of its Comprehensive Plan update and station area planning.
3. Conduct a review of the pattern of residential zoning designations to ensure appropriateness of existing designations, such as RT-2 Townhouse Residential District Zoning, in St. Anthony Park.
4. Study potential locations to rezone around commercial and industrial areas to establish a gradual transition between land uses and building forms to assure compatibility of adjacent land uses and densities. Goal is to buffer single family uses with more appropriate uses (multi-family) near commercial and industrial areas.
5. The City will work with the District Council to develop better communication to improve the Citizen Participation review process. The City shall work with the District Councils to lobby the Legislature to extend the sixty-day rule.

6. Future development and vehicular ingress/egress improvements to the University of Minnesota Saint Paul campus should be directed to the east of the existing campus to minimize vehicular congestion in the residential neighborhood to the west. The City of Saint Paul will address proposals for westward campus development on a case by case basis to address concerns of the City and the neighborhood.

*Note: District 12’s vision for future land uses in the South At. Anthony Park area can be viewed on the South Saint Anthony Park Proposed Land Use map, page 29 of the full St. Anthony Park – District 12 Community Plan, available at the St. Anthony Park Community Council office or website. The map was not approved by the City of Saint Paul because some of the proposed land use designations on the map conflict with the City’s current and anticipated land use designations for the same area. The City feels that land use policy in the South St. Anthony area is very important and deserves in-depth evaluation. Therefore, following the anticipated adoption of a new Saint Paul Comprehensive Plan in 2009, and City plans to conduct a detailed land use study of the South St. Anthony area to determine the appropriate future mix of industrial, residential, commercial and other uses.*

<b>District 12 Land Use Summary (as of 2005)</b>			
<b>Land Use</b>	<b>Parcel Count</b>	<b>Acres</b>	<b>Land Use Percent</b>
Right of Way (partial)	7	11.3	0.83 %
Churches	11	4.9	0.36 %
Commercial	144	91.0	6.71 %
Industrial	324	529.3	39.03 %
Institutional	46	72.1	5.32 %
Parks & Playground	11	27.0	1.99 %
Residential – Duplex	138	26.1	1.92 %
Residential – Multi-family	197	50.2	3.70 %
Residential –Single-family	1,109	213.4	15.73 %
Total Residential	1,444	290	21.38 %
Schools	2	6.7	0.49 %
Vacant	56	34.4	2.53 %
<b>TOTAL</b>	<b>2,045</b>	<b>1356.4</b>	<b>100 %</b>

**Historic Preservation.** Protect, maintain and/or adaptively reuse designated historic buildings.

7. Restart the 1980s survey to identify buildings of potential historic value and investigate both the process of designation and financial sources to help maintain those buildings.
8. Pursue historic designation of the Milton Square building at the intersection of Como and Carter.

**Design Standards.** Institute commercial mixed-use design standards that reinforce human-scale buildings, promote sustainable design, promote quality in exterior materials and construction, reinforce a pedestrian oriented streetscape, promote green design, manage storm water retention, reduce impervious surfaces and visually screen surface parking.

9. Conduct zoning study as part of the Raymond area station planning to evaluate rezoning the University-Raymond TOD district to TN districts to achieve standards and design that respect the area's historic quality, enhance its pedestrian accessibility, and encourage increased transit use.

**Streetscape Enhancement Plan.** Develop and implement a long-term streetscape plan to achieve the economic development, livability, identity and transportation goals of the community.

10. Evaluate opportunities to create parkways with emphasis on trees, interconnections with parks, bike lanes and boulevard plantings where possible. Parkway should create new transportation and pedestrian connections, calm traffic, and create neighborhood identity. The St. Anthony Park Community Council's top priority for a new parkway is Raymond Avenue. This would include a realigned Raymond Avenue south of University to connect with Pelham Boulevard just north of Interstate 94.
11. Create gateways of architectural and landscape significance to announce entry into the neighborhood.

**Development Opportunities.** Identify opportunities for development and redevelopment, including commercial districts, to strengthen neighborhood village character and vitality.

12. St. Anthony Park Community Council, in cooperation with City staff through the Raymond station area planning and Comprehensive Plan update, will survey existing space to identify commercial and residential development opportunities. Identify the type of use that might be accommodated with consideration of scale and design.
13. Work with the University, railroads, land owners and policy makers to identify and redevelop underused industrial land for higher value knowledge based industries requiring proximity to University research functions. In addition, redevelop land to serve the commercial service needs of University students and employees. The creation of new transportation connections to the University that leverage LRT and existing regional transportation access in South St. Anthony Park is central to this economic development initiative, as is the need to create new cultural and spatial connections with the University.

**Code Enforcement.** Increase understanding of appropriate building and zoning codes and pertinent licensing issues, and improve communication between residents, businesses and the City.

14. Assist the District Council in identifying the most common code violation issues in the District and educate residents about methods and resources to correct the violations.
15. Continue to restrict billboards in the neighborhood per St. Anthony Park sign plan.

## Transportation

**Transit.** Improve Transit alternatives in the neighborhood and add LRT on University Avenue.

16. Promote extending the commuter rail line through St. Anthony Park, with a stop at the University of Minnesota transitway.
17. Reassess existing bus transit routes through District 12 to increase connectivity and ridership within District 12 and to regional employment and shopping centers.
18. Evaluate opportunities for “Green Connector” shuttles to help move people to and from light rail.

**Improve Pedestrian/Bicycle Connectivity.** Create new connections to improve access between North and South St. Anthony Park and between St. Anthony Park and adjacent communities (as shown on the map).

19. Pursue extension of the Midtown-Greenway into St. Paul along the railroad right-of-way on the south side of the District and north of I-94.
20. Extend the bike lanes on Como Avenue from Minneapolis through St. Anthony Park and into the Como Park neighborhood.
21. Improve walkability of South St. Anthony Park, including safe and pleasant walking over Highway 280, and along Raymond and University Avenues. Improvements may include sidewalk repair, street furniture, planters and trees.
22. Create better visual and pedestrian connections over Highway 280 between University and Franklin Avenues to improve access to/from Court International and the residential areas in the southwest portion of District 12. The St. Anthony Park Community Council requests the addition of a green pedestrian plaza across Highway 280 to help achieve these goals.
23. Create "Green Gateway" infrastructure between University Avenue and Territorial Road within the Highway 280 corridor to reduce the impact (noise, air and visual pollution) of the freeway. Green infrastructure to include building structures in areas not used for freeway traffic lanes, shoulders and ramps to support landscaping at street level. Green infrastructure will serve as a green gateway companion to the University-Franklin Plaza.
24. Add design and landscape elements on Territorial Road bridge to integrate bridge into Territorial Parkway.

**Incorporate Transportation Options into All New Development.** All new development in St. Anthony Park will be designed to encourage and facilitate the use of transit, bicycles, and walking for work and leisure.

25. Encourage all new and substantial renovations of commercial, industrial and mixed use developments to provide bicycle parking, and if of sufficient size, to contain convenient facilities for bike security and washing/locker facilities to encourage work trips by bicycle.
26. All new commercial and industrial developments requiring site plan approval should generally be designed to have at least the main entrance facade oriented to the street with access for pedestrians and bicyclists taking priority over vehicular access.

**Improve Vehicular Connectivity.** Add new connections and realign roads to improve local access and reduce through traffic in areas designated for enhanced pedestrian and transit-oriented land uses.

27. Make the Raymond Avenue underpass safer for cars, pedestrians and bicycles. Plan for these improvements in coordination with the City and the railroad, as part of the upcoming railroad bridge replacement.

**Pedestrian and Bicycle Safety and Traffic Calming.** Make busy thoroughfares (Como, Cleveland, Raymond, Territorial and University) safer for bikes and pedestrians and improve visual quality.

28. Identify specific pedestrian crossing areas (i.e. Como & Carter) where safety is a concern. Increase the length of walk signals. Make crosswalks more visible (i.e. Raymond & Brewster) through a combination of bolder color, striping, texture and signage appropriate to each specific location.

29. Enforce the truck ban on Raymond Avenue. Re-route truck traffic to existing or potential alternatives on the east side of the neighborhood.

30. Vigorously enforce laws concerning crosswalks, speed limits, drag racing, decompression braking, and restricted parking near intersections.

31. Increase pedestrian, cyclist, and driver awareness of traffic laws and impact of respectful habits on community quality of life.

32. Identify specific pedestrian-oriented areas through special signage, landscaping, lighting and signals that communicate the special pedestrian nature of the area and to encourage respectful driving.

33. Work with Metro Transit, the City, businesses and developers to install more bicycle racks, benches and bus shelters.

34. Continue work with City to explore and implement traffic-calming measures along the Raymond and Cleveland corridor, such as speed bumps, traffic circles, landscaping, public art, bump outs, center medians, and additional stop signs. Make traffic calming a part of all street reconstruction.

35. Assess the relocation of existing bike paths along busy thoroughfares to less busy corridors.

36. Maintain the steps between Keston and Doswell streets.

37. Evaluate the following pedestrian improvement requests from the St. Anthony Park Community Council:

- a crosswalk at the Manvel and Raymond bus stop;
- a sidewalk for biking and pedestrians along Eustis Avenue and Highway 280;
- a sidewalk west of Highway 280 to connect into Minneapolis on Como and Kasota Avenues;
- keep Cleveland at its current width with parking on one side to calm traffic and maintain its residential character.

**Traffic Congestion.** Work with Minneapolis and the Prospect Park neighborhood to improve traffic circulation and reduce congestion along the west border of St. Anthony Park.

38. Conduct a comprehensive transportation study of the area bounded by I-94, Highway 36, 35E and 35W to examine the cumulative transportation impacts of all present and projected development within the study area. Affected neighborhood groups, the cities of St. Paul and Minneapolis, Ramsey and Hennepin Counties, the Metropolitan Council, and the State should all participate in the study.

*Note: At the date of adoption of this Summary by the City Council, the Saint Paul Department of Public Works is preparing to initiate a detailed Transportation Study for the Northwest Area of Saint Paul. The study includes all forms of transportation in the area. The study area is bounded by Larpenner, Snelling, I-94 and the West City limits. The transportation recommendations listed below were proposed in the District 12 St. Anthony Park Community Plan and will be reviewed in the study. The merit of these and other proposals will be included in the Final Report of the Transportation Study. The outcome of the study should evaluate all of the following requests from the St. Anthony Park Community Council.*

- *Conduct a traffic study for the interchange of University, Franklin and Highway 280 to identify strategies to improve flow and reduce congestion. Prioritize strategies that support a pedestrian and transit- oriented environment within the TOD district and to minimize impact on residential areas.*
- *Creation of a pedestrian and bicycle connection between Langford Park and the University Transitway. Identify the connection with signage and landscaping.*
- *Creation of a pedestrian and bicycle route through South St. Anthony Park from Langford Park to the future extension of the Midtown Greenway bike trail in the railroad right-of-way on the southern edge of the District.*
- *Study the impacts of extending Pierce Butler Route through St. Anthony Park. The St. Anthony Park Community Council opposes this extension.*
- *Addition of a direct connection between the Vandalia access at Interstate I-94 and the eastern entrance to the University of Minnesota/St. Paul campus. (The St. Anthony Park Community Council explains that the purpose of this north-south connection is to open underused land in South St. Anthony Park to redevelopment by research-knowledge based industries while leveraging a direct transportation connection with St. Paul campus research services and functions. This direct connection would also encourage land redevelopment for new commercial uses serving University student and employee needs. It would also relieve traffic from Raymond Avenue and reduce negative impacts on the heart of the South St. Anthony Park neighborhood. The direct connection should not damage ecologically sensitive areas, i.e., Fairview Pond and Cathlin Wetlands.)*
- *Addition of a direct connection between Vandalia Street and its connection with Interstate 94 and Transfer Road. This connection will reduce truck traffic and congestion on University Avenue and improve access for truck traffic using the Transfer Road/Pierce Butler Route.*

**Highway 280.** Use opportunities associated with Highway 280 reconstruction to reduce noise, pollution and environmental impacts. The City will work with MnDOT and seek reconstruction designs that address neighborhood and City concerns.

39. Measure existing levels of noise pollution at many points within the community, as opportunities arise, to determine where reductions efforts should be focused .
40. Work to establish community involvement with the City and the State to review all construction plans.
41. Maintain and/or expand riparian zone surrounding the Kasota Ponds to protect this environmentally sensitive and historic area.

**University of Minnesota.** Work with the University to create better student transit options, parking options, and access to the St. Paul campus that reduces impacts on the community and the environment.

42. Reevaluate restrictions on neighborhood parking particularly on busy streets (e.g. Raymond Avenue between Energy Park and Como).

## Natural Systems

**Water Quality Improvements.** Achieve measurable water quality improvements to the Kasota Ponds, Cathlin Wetland, and other natural remnants. Improve quality of all runoff directed towards the Mississippi River.

43. Reduce road runoff into St. Anthony Park ponds.

**Impervious Surfaces and Ground Water Recharge.** Increase the level of ground water infiltration in the District through the utilization of stormwater best management practices, the creation of new open spaces, and the retrofitting of existing structures and properties.

44. Work with the St. Anthony Park Community Council and local watershed districts to establish an inventory base line of impervious surface in the District and monitor all new development for an annual update on the impervious surfaces and changes.
45. Research and promote new technologies that reduce runoff and increase ground water infiltration.
46. Evaluate possible changes to City utility policy to charge storm sewer fees to property owners based on the amount of impervious surface (similar to Minneapolis policy). Intent of new policy is to encourage retrofitting of existing buildings and properties or their redevelopment.
47. Study and adopt of policies and/or incentives that encourage green roofs, pervious pavements and sustainable design.

**Planting of Public and Private Spaces.** Use community programs and community building initiatives to increase the amount of vegetation in public and private spaces.

48. Evaluate the level of current vegetation in public parks using data available from the City and data included in the report “What We Have and What We’ve Lost (August 2001)” funded through the DNR.



49. Prioritize public spaces targeted for replanting based on need and community feedback. Develop a replanting and maintenance program with input from Parks and Recreation if in parkland or parkway.
50. Request City funding to implement a planting and maintenance program during the annual budgeting process.

**Improve Air Quality.** Gather appropriate data and work with community stakeholders to improve air quality.

**Increase Outdoor Light Efficiency.** Replace lighting as needed and to increase efficiency through public infrastructure maintenance and repair programs.

51. Consider CIB request to install pedestrian-friendly street lights in South St. Anthony consistent with the historic lanterns in North St. Anthony. Historic style lanterns shall be used when replacing old lights or installing new ones in accordance with adopted City of St. Paul Street Lighting Policy. Utilize Dark Sky friendly street lights consistent with historic lanterns used in North Saint Anthony when such lights are available, cost effective, and can meet Federal standards for lighting, while maintaining or improving energy efficiency.

**Collaborate with other stakeholders on Natural Systems Issues.** Proactively reach out and collaborate with other stakeholders having an interest and influence over the natural environment in St. Anthony Park.

52. Work with the City and other stakeholders to determine better neighborhood planting strategies, including efforts to plant trees with better survival odds in given conditions, which would likely be native species.
53. Work with the City and utility companies to mitigate exposure to large power lines in Hillside Court and elsewhere in the neighborhood.

**Support Precautionary and Sustainable Programs.** Adopt policies that proactively protect the environment. Examine all actions associated with proposed programs and activities, including no-action.

54. Take a long-term precautionary approach, seeking to anticipate future events and trends, including globalization, climate change, environmental pressures and stresses. Precautionary monitoring should also be applied to increased storm frequency, oak wilt, dutch elm disease, biological disease and infestation, chemical spills, invasives, and avoidance of monocultures.
55. Encourage the City to take a proactive approach to treating and preventing tree disease and infestation through new programs and community education.
56. Promote native species in public and private plantings. Use education and subsidy programs to increase private plantings; use communication and cooperation to influence public plantings.

## Homes and Neighborhoods

**Green Space and Parks.** Promote a range of green spaces and parks (small and large) throughout all existing and new residential areas of District 12. [See “Note:...” on page 3 at end of Land Use items.]

**Range of Housing Choices.** Increase the range of housing types and affordability within the District to encourage a greater diversity of households and to be an affordable community for all people throughout their life and changing lifestyle needs.

57. Identify specific parcels of land just outside of the TOD district for the development of market rate and affordable urban style town homes, flats and co-ops (owner and rental).
58. Identify parcels throughout the District for infill opportunities especially for duplex and triplex housing types that meet the needs of young families.
59. Encourage the redevelopment of existing structures and the building of new structures within the historic TOD district for mixed-use commercial and housing types including apartments, condominiums and loft-style units.
60. Coordinate with the St. Anthony Park Community Council to develop a proposal for an appropriate mix of housing options in identified areas for a range of housing meeting the needs of empty nesters, independent seniors, and young families. Promote life cycle housing in new residential development. This may include an affordability and housing needs study.

## **Community Connections**

**Community Assets.** Identify ways that existing community and institutional assets in St. Anthony Park could better serve the community.

61. Maintain and strengthen existing institutions including the library, Murray Junior High School, St. Anthony Park Elementary and the Post Office.
62. The St. Anthony Park Community Council and the St. Anthony Park Foundation will work with the City and community partners to help maintain and strengthen small neighborhood commercial retail, especially basic services that residents can walk to: grocery, hardware, etc. and lively centers of attraction.
63. Strengthen levels of police, fire and emergency services.
64. Preserve and maintain the current community gardens. Identify additional appropriate space for gardening that can be used for more community gardens.

**Parks and Recreation.** Re-invest in existing park assets and strengthen programming to increase use of all park and recreation services.

65. Maintain and strengthen the physical assets and programming at Langford Park and South St. Anthony Recreation Centers and parks.
66. Maintain and improve the condition of athletic fields.
67. Retain public access to athletic fields when organized sports are not using them.
68. Review the timing and substance of the major capital improvement plan to upgrade recreational facilities substantially at South St. Anthony and Langford Park to keep pace with the quality of facilities at other recreation centers in St. Paul.
69. Increase the use of recreation centers during the summer months by reviewing heating, ventilation, and air conditioning needs for Langford and South St. Anthony to reduce indoor temperatures.

70. Work with St. Anthony Park Community Council to pursue continued Hampden Park beautification plans.
71. Complete the remaining items in the Langford Park Master Plan in coordination with the Parks and Recreation department.
72. Review current site plans and field layouts for Langford Park and South St. Anthony Park, assess existing field amenities while balancing sport needs, and work with the City to implement changes.
73. Assess layout of Langford facilities to improve traffic flow during peak events and the potential need for expansion of the “warming room” to accommodate hockey teams and community skating.

**Cultural Opportunities.** Support local cultural opportunities and the arts.

74. Support opportunities to showcase local artists and their work, including Arts Off Raymond.

**Create New Community Infrastructure.** Identify need for new community-wide assets to promote community connections and serve a growing population.

75. Assess neighborhood community center needs including additional community services and ADA accessible meeting space. Explore how other community centers have been developed to serve wider community needs. Examine need to create a new community center.
76. Support initiatives for municipal technology infrastructure, such as wireless internet.
77. Evaluate adding a dog park on land next to either the freeways or railroad.

**Vibrant Commercial Areas.** Work with City and community partners to identify need for new commercial assets and recruiting strategies and provide support for vibrant commercial areas.

**Creative Enterprise Zone.** The Creative Enterprise Zone in South St. Anthony Park is bounded by Interstate 94 on the south, Prior Avenue on the east, the railroad tracks south of Energy Park Drive to the north and the boundary of Minneapolis to the west.

78. District 12 will work with the City of Saint Paul and other partners to stabilize and advance conditions in which creative enterprises – light industry, artisans and artists -- can thrive in this area, including:

- Consideration of a special designation for the zone, such as a development district, to help advance job retention and creation for workers in light industry, artisans and artists.
- Project support through site preparation, zoning, cleanup, design standards, financial incentives, tax credits and/or financing, as available and appropriate.
- Consideration of infrastructure improvements that encourage a livable, mixed-use transit oriented neighborhood recognized and sustained as a center of creativity and enterprise such as pedestrian friendly corridors, pocket parks, greenways and facade improvements.

## **Priority Actions for City Participation**

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The following actions (referenced by number from the plan summary) have been identified as priorities of the community that require leadership or significant participation by city government. Community groups and City departments should implement the projects identified in this summary by applying for City resources in competitive processes such as the Capital Improvement Budget (CIB) and Sales Tax Revitalization program (STAR), and working through the regular operating programs of relevant City departments.

**Planning and Economic Development: #1, #9**

**Public Works: #10, #11, #21, #32, #33, #34, #46, #51 and all items to be evaluated in the Northwest Quadrant Transportation Study**

**Parks and Recreation: #70**

## **Planning Commission Findings**

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The Planning Commission finds that the Area Plan Summary of the District 12 St. Anthony Park Community Plan is consistent with the Saint Paul Comprehensive Plan and adopted City policies.

## **Planning Process**

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The first Community Plan for St. Anthony Park was completed in 1983 and almost all of the plan's key objectives were achieved. In 2002, District 12 began the process of developing an updated plan. District 12 partnered with the St. Anthony Park Community Foundation to enlist Professor David Lanegran and his Macalester College students to create a neighborhood profile. Extensive input from surveys, interviews and meetings culminated in a state of the community report presented in May 2003 at a forum attended by 200 people. After the report, attendees identified major concerns regarding the future of the neighborhood.

In Fall 2003, the District 12 Council set up a planning committee and in Fall 2004, Land Use, Environment, and Community Connections subcommittees began meeting regularly to develop specific goals, objectives and strategies. Four community-wide meetings held between December 2004 and September 2005 served to identify core values and issues in the community, discuss revitalization opportunities, and gather community feedback on the draft plan for incorporation into the final plan document. The final plan was submitted to the City for review in November 2005.