Highland Park District 15 Plan

Addendum to the Saint Paul Comprehensive Plan

Adopted by the Saint Paul City Council on

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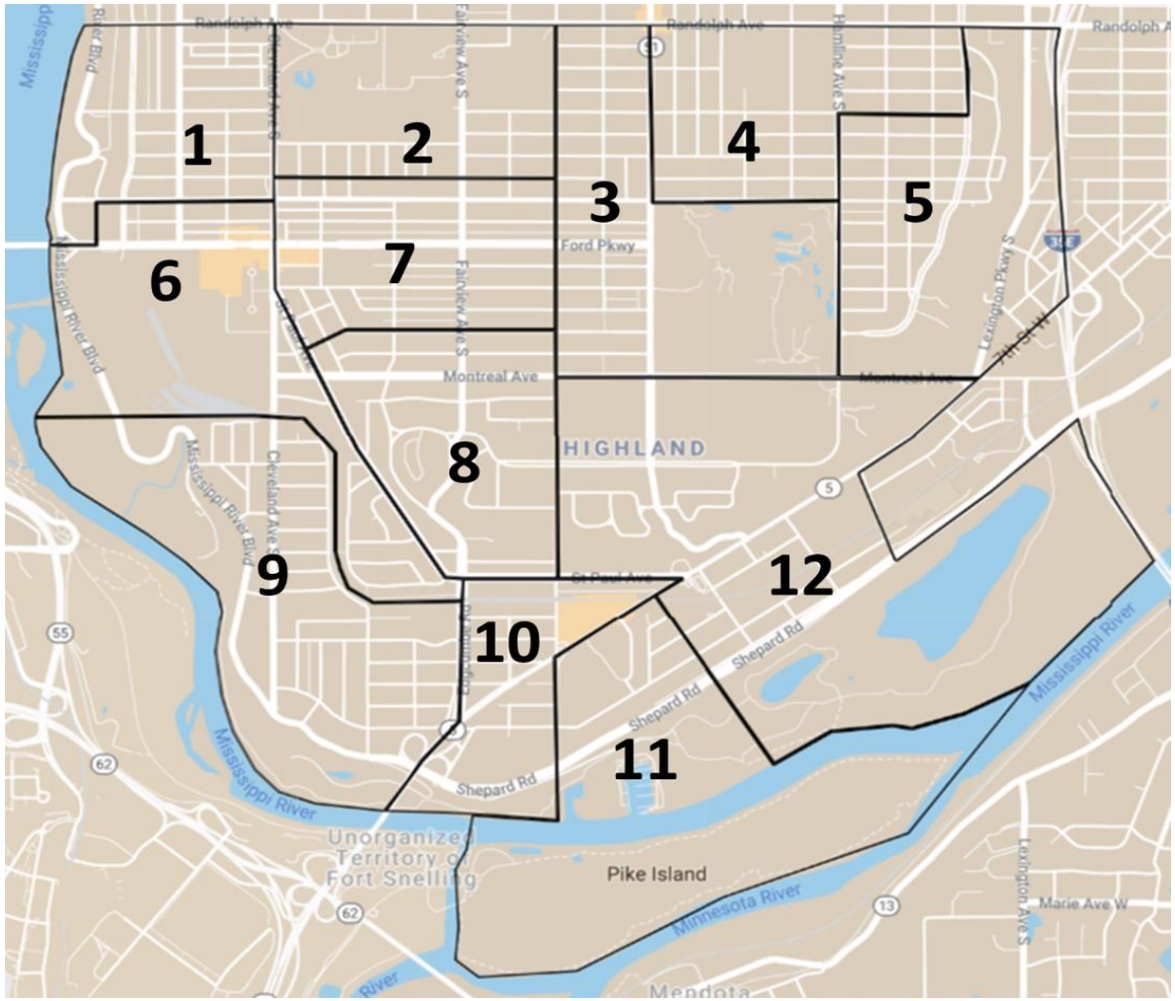
Study Area



The Highland Park neighborhood is bounded by Randolph Avenue on the north, the Mississippi River on the west and south, and I-35 on the east, except for a small wedge shape east of Homer Street between Shepard Road and West 7th Street that is in District 9. The above map shows the neighborhood grids. District Council members are elected from each of the grids.

Purpose

The purpose of this plan is to provide a 10-year vision with objectives and strategies to guide growth, investment, and development in the neighborhood. The goal is to ensure that this plan fits with the City's Comprehensive Plan, reflects the aspirations and visions of our neighborhood, and helps frame the objectives and strategies to guide future decisions involving commercial and residential development, green space, transportation, and transit opportunities in the Highland Park neighborhood. This plan reflects the Highland District Council's mission to "foster opportunities for the people that live, learn, work and play in Highland Park to engage and connect with neighbors, businesses and local government and to help build a more vibrant, welcoming, and safe neighborhood."

Photo credit: Rich Howard

Two opportunity sites in Highland Park are the subject of recent planning efforts.

The Shepard-Davern Area Plan, adopted in 2007 and amended in 2015, and the Ford Site Zoning and Public Realm Master Plan, adopted in 2017, are adopted plans that set a vision and policies to guide growth, investment, and development in their respective geographic areas of the Highland Park. They are of part of the City's Comprehensive Plan and supplement this District 15 Plan (Links: - Shepard Davern Amendment Ford Site Zoning and Public Realm Master Plan.)

Process

The Highland District Council Steering Committee conducted extensive community outreach to ensure the plan reflects neighborhood input. The tools of engagement included an online survey that drew more than 400 responses; outreach events at Highland Fest, pop-up events at grocery stores, a portable parklet and other locations. In addition, data and findings from a University of Minnesota study on aging that featured Highland Park was used to inform the development of this plan. The Highland District Council extends its thanks to steering committee members for serving their community and to residents for participating in discussions and online surveys.

Overview

Actions for achieving the vision and goals for Highland Park are presented in the different topic areas: Land Use, Transportation, Parks and Recreation, Housing, Environment and Water Resources, Historic Preservation, and Public Art.

Land Use

The Highland Park neighborhood is more than 6.5 square miles and contains a mix of land uses. Home to more than 24,000 residents, Highland Park's most dominant land use is residential. The area's 12,000 homes are nearly split evenly between single family and multi-family. Highland Park has a density of 3,532 persons per square mile.

The neighborhood has excellent transit access with the recent introduction of the Arterial Bus Rapid Transit route (A Line BRT) providing frequent service along Snelling Avenue and Ford Parkway. This service is a great benefit to the area's residents and businesses.

Photo credit: Colleen Zuro White

The District is bordered by the Mississippi River and three landmark parks – Crosby Farm Park, Hidden Falls Park, and Highland Park, which includes the 27-hole Highland National Golf Course complex. The Mississippi River serves as our southwest border and is part of a city and regional park system, state-designated critical area, and the federally designated Mississippi National River Recreational Area.

Highland Park's abundant businesses are concentrated in four neighborhood nodes – Highland Village/Ford Site, Montreal-W. 7th – Lexington, Randolph-Snelling, and Shepard-Davern/Sibley Manor. Highland Village and the Snelling-Randolph area are historic streetcar-era neighborhood nodes, while Shepard-Davern/Sibley Manor and Montreal-W. 7th –Lexington are newer, developing commercial corridors. Highland has one 17-acre industrial area located at the south end of the neighborhood along Shepard Road. The 135-acre former Ford Assembly Plant—which once employed 1,800 people—is in the process of being converted to a connected, livable, mixed-use neighborhood that looks to the future with clean technologies and high-quality design for energy, buildings, and infrastructure.

The District is home to one recreation center, a library, and many schools and religious institutions. The largest of these is Saint Catherine University, a private liberal arts school with about 5,000 students.

Highland Park is a great walkable urban community with healthy residential neighborhoods, abundant parks and open spaces, and strong commercial centers. The plan seeks to preserve and strengthen the neighborhood's quality of life.

Land Use Objectives and Strategies

LU1. Support land uses that preserve and enhance Highland Park as a safe, desirable, and walkable neighborhood.

LU1.1. Maintain and establish zoning that promotes pedestrian-friendly streetscapes.

LU1.2. Work with developers, property owners, neighbors and neighborhood businesses to promote pedestrian-friendly design features such as parking behind buildings, transparent windows at street level, building frontage on sidewalks, and minimizing conflict points between vehicles and pedestrians.

LU1.3. Leverage road construction and building development as opportunities to increase pedestrian safety in key areas: Montreal-W. 7th –Lexington intersection; neighborhood nodes of Highland Village/Ford Site, Randolph-Snelling, and Shepard-Davern/Sibley Manor.

LU1.4. Leverage road or building projects and work with neighborhood businesses to incorporate small-scale green spaces, trees or public gathering spaces at key intersections and in commercial areas.

LU1.5. Support land use and urban strategies that promote street-level activity and "eyes on the street" to maintain Highland Park as a safe walkable community.

Photo credit: Rich Howard

LU2. Encourage a mix of retail and service businesses that meet daily needs close to where people live.

LU2.1. Maintain and establish commercial areas with medium-sized spaces for retailers serving everyday needs (grocery, hardware, pharmacy) and smaller spaces to attract more independent shops and restaurants.

LU2.2. Revitalize the Sibley Plaza/West 7th neighborhood node through Commercial Vitality Zone funding and other investment opportunities that will attract a new grocery store, retailers, services, and housing to serve nearby residents.

LU3. Support land uses and transportation strategies that create visual and physical connections that unite different segments of the neighborhood.

LU3.1. Leverage the Canadian Pacific Rail spur (CP spur) to increase walking and biking connections between the West 7th Street and Highland Village areas.

LU3.2. Promote common building design features, signage, and land use strategies that create visual connections between the four major neighborhood nodes: Highland Village/Ford Site, Montreal-W. 7th –Lexington, Randolph-Snelling, and Shepard-Davern/Sibley Manor.

	Strategy Summary	**Responsible Party**	**Timeframe**
LU1	**Support land uses that preserve and enhance Highland Park as a safe, desirable, and walkable neighborhood.**	PED, PW, DSI, HPDC, MnDOT, RCPW, HBA	1.1 Ongoing 1.2 Ongoing 1.3 Ongoing 1.4 Ongoing 1.5 Ongoing
LU2	**Encourage a mix of retail and service businesses that meet every day needs close to where people live.**	PED, HBA, HPDC	2.1 Ongoing 2.2 Long term
LU3	**Support land uses that create visual and physical connections that unite different segments of the neighborhood.**	PED, HPDC, CP Railroad	3.1 Short term 3.2 Ongoing

Transportation

Highland Park is a community where residents can safely and efficiently walk, bike, ride transit, or drive. The neighborhood's location is convenient to the two downtowns and the airport as well as parks, library, and shopping areas.

According to the Minnesota Compass profile of the Highland Park neighborhood, based on American Community Survey data gathered between 2012 and 2016, 12.5 percent of residents reported that they used public transit to get to work. Those who biked, walked, worked at home, or used means other than a car to transport themselves to and from work made up 8.2 percent of the total commuters. The data shows that almost 8 percent of households in Highland Park do not own vehicles, about 42 percent of households own one vehicle and just over half of households own two or more vehicles.

Highland Park is generally well served by transit. The A Line BRT, the region's first arterial bus rapid transit line, opened in June 2016 and runs on Ford Parkway and Snelling Avenue, connecting to the Blue Line light rail transit (LRT) on the southwestern end and the Green Line LRT and Rosedale Center at the north end. Transit connections north and south between West 7th Street and the Highland Village/Ford Site commercial area are a challenge for Highland residents who rely on transit.

Photo credit: Metro Transit

New bicycle facilities were added on Cleveland Avenue, Ford Parkway, and Lexington Parkway following adoption of the Saint Paul Bicycle Plan in 2015. The Ford Parkway Bridge is one of the highest volume locations for bicycling in the city, according to Saint Paul's annual bicycling counts.

Highland Park's street design should promote safety and efficiency for all forms of transportation, including walking, bicycling, transit, and driving. Maintaining and improving the walkability of commercial areas is critical to the neighborhood.

Transportation Objectives and Strategies

T1. Put the pedestrian first in all planning.

T1.1. Support the development and implementation of a citywide Pedestrian Plan.

T1.2. Support expansion of pedestrian safety infrastructure, especially along transit routes, near schools, areas of higher pedestrian activity, and in the West 7th Street area.

T1.3. Engineer streets for safe speeds and walkability.
T1.4. Support completion of the sidewalk grid/system.
T1.5. Ensure that facilities meet the needs of people with disabilities. At times this may require going beyond ADA minimums.
T1.5.1. Facilities include, but are not limited to, sidewalks, corner ramps, driveways, curb cuts, transit stops.
T1.6. Support continued expansion of the Safe Routes to Schools program.
T1.7. Encourage new developments with driveway access across sidewalks to be designed with pedestrian safety in mind, especially for people with disabilities.
T1.8. Encourage and enforce timely removal of snow, ice, and debris at pedestrian ramps and on sidewalks and crosswalks.
T1.9. Ensure that all construction provides safe and accessible pedestrian accommodations through work zones. Temporary pedestrian access routes are preferred to detours.

T2. Increase bicycle accessibility.

T2.1. Support the implementation of the Saint Paul Bicycle Plan.
T2.2. Support enhancement of the safety of bicycle facilities with more protected bike lanes and signage.
T2.3. Support new bicycle facilities such as bike lanes or trails. A link between Shepard-Davern/Sibley Manor and Highland Village is a priority, and that could include the CP Spur and St. Paul Avenue.
T2.4. Support more bicycle parking and racks at business and community hubs and along existing bike routes. To ensure usability for all riders, bicycle parking should meet the standards outlined in the Association of Pedestrian and Bicycle Professionals' Bicycle Parking Guidelines.
T2.5. Support keeping bicycle facilities free of snow, ice, and other debris to allow year-round commuter and recreational use.
T2.6. Support driver, bicyclist, and pedestrian education to improve mutual awareness of the rules of the road and safety for all.
T2.7. Maintain safe bicycle facility access during special events.
T2.8. Support bike sharing options and micro-mobility options to ensure availability within the neighborhood.

T3. Expand and encourage the use of transit.

T3.1. Improve public transit mode share and support quality public transit in all parts of Highland Park through strategic establishment of transit-supportive land use intensity and design, working with transit providers to improve their service offerings, and supporting transit facilities.
T3.2. Support efforts to decrease travel time and increase speed and span of transit service between downtown Saint Paul and Highland Park.
T3.3. Support more transit connections and frequency, including between West 7th Street and Highland Village, especially during off peak hours.

T3.4. Promote denser housing development along transit corridors to help support transit ridership.
T3.5. Support efforts to make using transit easy for daily activities and commuting for people of all abilities.
T3.6. Provide safe, clean, and well-lit bus stops throughout Highland Park, especially on West 7th Street.

T4. Maintain safe and high-quality infrastructure.

T4.1. Follow the city's priority of pedestrians, bicycles, transit and other vehicles, in that order, when allocating maintenance funding.
T4.2. Prioritize safety-related infrastructure when allocating annual maintenance funding.
T4.3. Explore tactics that reduce heavy class vehicle use on existing infrastructure.
T4.4. Encourage designs that make operations and maintenance more efficient.
T4.5. Support lowering speed limits where possible.
T4.6. Encourage designs that prioritize safe interaction among all modes of transportation.

T5. Use traffic management to reduce congestion and promote lower speeds.

T5.1. Encourage walking, bicycling, and riding transit both within Highland Park and connecting with other areas.
T5.2. Encourage planning to manage parking as a comprehensive system, including on-street spaces, off-street lots, and ramps, and encourage shared parking between businesses to increase utilization.
T5.3. Promote turnover of on-street parking, and encourage enforcement of parking regulations. Investigate with the city options to cover the costs associated with parking including construction, long-term maintenance, and enforcement. One option is to fund improvements through fees collected for parking and enforcement in the district.
T5.4. Encourage property owners to create safe pedestrian walkways through and across parking lots and between shared parking and destinations.

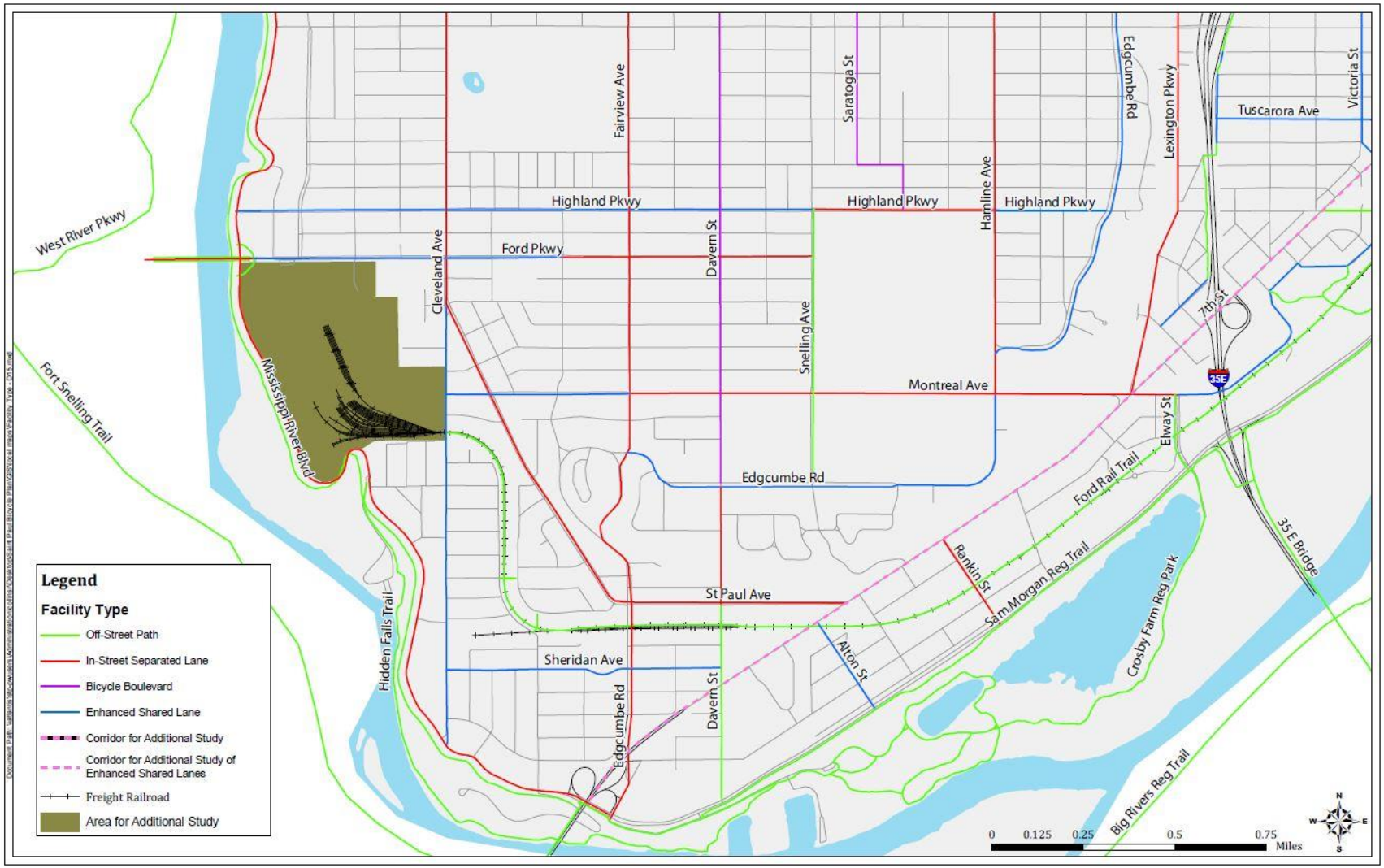
Photo credit: Heidi Schallberg

T5.5. Encourage use of traffic calming options from the City of Saint Paul's Street Design Manual or other new resources.
T5.6. Encourage businesses to promote and incentivize their customers to walk, bike, and use transit.
T5.7. Support car sharing options.

A list of transportation priorities is available in Appendix A.

	Strategy Summary	Responsible Party	Timeframe	
T1	**Improve pedestrian safety and accessibility.**	PW, RCPW, HPDC, MnDOT, HBA, PED	1.1 Ongoing 1.2 Short term 1.3 Ongoing 1.4 Ongoing 1.5 Ongoing	1.6 Ongoing 1.7 Ongoing 1.8 Ongoing 1.9 Ongoing
T2	**Increase bicycle accessibility.**	PW, RCPW, HPDC, MnDOT, HBA, PED, PR, CP Railroad	2.1 Ongoing 2.2 Ongoing 2.3 Short term & Ongoing 2.4 Ongoing	2.5 Ongoing 2.6 Ongoing 2.7 Ongoing 2.8 Ongoing
T3	**Expand and encourage the use of transit**	PW, PED, RCPW, HPDC, MnDOT, Metro Transit	3.1 Ongoing 3.2 Ongoing 3.3 Ongoing	3.4 Ongoing 3.5 Ongoing 3.6 Ongoing
T4	**Maintain safe and high-quality infrastructure.**	PW, RCPW, HPDC, MnDOT,	4.1 Ongoing 4.2 Ongoing 4.3 Ongoing	4.4 Ongoing 4.5 Ongoing 4.6 Ongoing
T5	**Use traffic management to reduce congestion and promote lower speeds.**	PW, RCPW, HPDC, MnDOT, HBA, PED, PR, Metro Transit	5.1 Ongoing 5.2 Short term 5.3 Short term 5.4 Ongoing	5.5 Ongoing 5.6 Ongoing 5.7 Ongoing

Figure 1.Highland Park Bike Plan



Parks and Recreation

In an urban setting, parks and open spaces are an incredibly valuable resource and Highland Park is home to many beautiful and well-maintained parks and open spaces along the banks of the Mississippi River and within residential neighborhoods. Residents value the parks for recreation opportunities and for the vibrancy and sense of place they lend to our community. Maintaining current parks and public open spaces is a high priority, including renovations to meet future needs.

Photo credit: Susie Tschann

Highland Park is home to a diverse population of various ages and ethnicities. The neighborhood has three landmark parks and the Highland Park Community Center, a hub providing programming to serve the neighborhood and beyond. Residents have expressed a strong desire for more usable field and recreational facilities as well as better access to parks.

Parks and Recreation Objectives and Strategies

PR1. Maintain parks and recreational facilities to meet the needs of residents.

PR1.1. Maintain neighborhood parks, including play structures, sports fields, and ice rinks.
PR1.2. Maintain neighborhood recreational sports facilities for continued community use.
PR1.3. Support non-profit organizations that promote recreational opportunities for youth.

PR2. Expand parks and recreational facilities.

PR2.1. Support expansion of neighborhood recreational sports facilities for all ages from pre-school to seniors.
PR2.2. Identify and secure areas for expansion and future parks to meet anticipated population growth.
PR2.3. Prioritize resources for park and recreational services and facilities in the West 7th Street area, such as recreational facilities adjacent to Sibley Manor. Refer to Shepard Davern Plan.
PR2.4. Identify and secure areas to connect existing open spaces and parks by adding trails and bike paths.
PR2.5. Develop strategies to create new areas of open space and access to the Mississippi River, including the CP spur connection to the Ford site.
PR2.6. Identify neighborhood or parkland areas suitable for a dog park.
PR2.7. Support the installation of parklets within the neighborhood.

PR3. Promote active lifestyles for all ages and cultural groups.

PR3.1. Develop a public engagement process to support opportunities for the public to comment when potential changes to Parks and Recreation facilities are proposed. The Highland 9-hole golf course is an example.
PR3.2. Support installation of park equipment for all ages and abilities, including multi-age play structures, sport courts, etc., at neighborhood parks and recreation centers.
PR3.3. Support facilities such as signage, drinking water, restrooms, and bike racks.
PR3.4. Identify and preserve existing cultural resources in parks.

PR4. Ensure convenient and equitable access to parks and recreation facilities.

PR4.1. Maximize opportunities for connections between parks and recreation facilities when transportation investments are planned.
PR4.2. Support expansion of and ensure safe pedestrian and bicycle access to all parks, especially to Hidden Falls and Crosby Farm parks.
PR4.3. Leverage pedestrian infrastructure investments to include connections to parks.

PR5. Preserve and protect existing natural resources and park amenities.

PR5.1. Protect views and vistas to and from the Mississippi River through the DNR's Critical Area Plan.
PR5.2. Support improved access to Mississippi River recreation areas by adding safe pedestrian and bike connections, cross walks, improved parking options and transit.
PR5.3. Improve support facilities near Mississippi River recreation areas by adding restroom and drinking water options.
PR5.4. Encourage and support non-profit organizations such as Paddle Share that promote recreational opportunities on the Mississippi River.
PR5.5. Ensure bike and pedestrian facilities along Mississippi River Boulevard are maintained and improved to meet current and growing demands.

PR6. Maximize the potential of parks to contribute to vibrancy and sense of place.

PR6.1. Support the continued maintenance, preservation, and rehabilitation of the historic Highland Golf Course Club House, Historic Pool House, and improvements to other multi-use facilities to make them available for community events.

Photo credit: HDC Movie in the Park

PR6.2. Identify and secure areas for future community gathering and event space in the neighborhood.
PR6.3. Maximize connectivity with adjacent neighborhoods through placement of bicycle and pedestrian trails.
PR6.4. Encourage additional public safety measures, such as additional lighting and patrols in neighborhood parks.
PR6.5. Support investigation of changing primary park use of the Highland 9-hole golf course, and other potential sites.
PR6.6. Support the needs and growth of Circus Juventas in Highland Park.

PR7. Preserve natural environment and habitat.

PR7.1. Encourage management of natural resources using best management practices.
PR7.2. Maintain or increase tree canopy cover in parks and near the Mississippi River.
PR7.3. Encourage pollinator-friendly practices in parks.
PR7.4. Enhance the diversity of trees and other green infrastructure in parks and street boulevards.
PR7.5. Support efforts to remove, and discourage the planting of, non-native invasive species in parks.
PR7.6. Support the maintenance and development of urban green spaces, including the upkeep of gardens and landscaping, in parks.

PR8. Seek and leverage public and private partnerships to share open space and meeting space in the neighborhood.

PR8.1. Maintain and encourage continued and future cooperative relationships with public schools and private institutions to share open space such as Talmud Torah, Cretin-Derham Hall, St. Paul Academy, Jewish Community Center, and St. Catherine University.
PR8.2. Work with park advocacy groups on issues related to the Highland Community.

Photo credit: Patty Partridge

	Strategy Summary	Responsible Party	Timeframe
PR1	**Maintain parks and recreational facilities to meet the needs of residents.**	PR	1.1 Ongoing 1.2 Ongoing 1.3 Ongoing
PR2	**Expand parks and recreational facilities.**	PR, PW, HPDC, CP Railroad, HBA	2.1 Ongoing 2.2 Short term 2.3 Long term 2.4 Long term 2.5 Long term 2.6 Short term 2.7 Ongoing
PR3	**Promote active lifestyles for all ages and cultural groups.**	PR, PED, HPDC	3.1 Short term 3.2 Ongoing 3.3 Ongoing 3.4 Ongoing
PR4	**Ensure convenient and equitable access to parks and recreation facilities.**	PR, PW, HPDC	4.1 Ongoing 4.2 Long term 4.3 Ongoing
PR5	**Preserve and protect existing natural resources and park amenities.**	PED, HPDC, PR, PW, Metro Transit, Non-profit organizations	5.1 Ongoing 5.2 Ongoing 5.3 Long term 5.4 Ongoing 5.5 Ongoing
PR6	**Maximize the potential of parks to contribute to vibrancy and sense of place.**	PR, PW, HPDC,	6.1 Ongoing 6.2 Long term 6.3 Long term 6.4 Ongoing 6.5 Short term 6.6 Ongoing
PR7	**Preserve natural environment and habitat.**	PR, HPDC, residents	7.1 Ongoing 7.2 Ongoing 7.3 Ongoing 7.4 Ongoing 7.5 Ongoing 7.6 Ongoing
PR8	**Seek and leverage public and private partnerships to share open space and meeting space in the neighborhood.**	HPDC, area schools and institutions, non-profit organizations	8.1 Ongoing 8.2 Ongoing

Housing

Highland Park residents value the safe, family-friendly nature of the neighborhood. Its well-maintained housing and tree-lined streets combine with small neighborhood nodes and the Highland Village area provide pleasant aesthetics and good walkability.

Opportunity sites like the Ford Assembly Plant and Sibley/West 7th bring with them the potential for more diverse and affordable housing types. Many residents desire housing options for senior citizens to allow them to "age in community" since this is not an option for many older residents in Highland at this time.

Maintaining the positive aspects of Highland Park while balancing the need to increase the supply of housing and range of options beyond single-family homes is a key objective of this plan. The objectives and strategies in this section seek to maintain the existing character of Highland, encourage diverse housing options, and promote thoughtful development.

Photo credit: Heidi Schallberg

Housing Objectives and Strategies

H.1. Increase the diversity of housing options so that people of all ages, cultures, ethnicities and incomes have a place in the neighborhood.

- H1.1. Promote and support housing options for older adults, families with children, and people with disabilities that accommodate range of household incomes, cultures and ethnicities, by using strategies such as zoning and density bonuses.
- H1.2. Promote and support development that includes a mix of income levels, family size, ages, and abilities in the same developments, by using strategies such as zoning, density bonuses, etc.
- H1.3. Promote and support new and infill developments that include a range of housing types to reflect the diversity of our neighborhood character that includes single family houses, mid-rise and high-rise buildings. Examples include row houses, duplexes, triplexes, bungalow courts, accessory dwelling units, and mixed-use development.
- H1.4. Encourage developments that allow all residents and families to stay in the neighborhood as their life circumstances change. These changes may include "aging in community," having children, seeking to upsize or downsize, or a change in income.
- H1.5. Coordinate with city departments, non-profits and other organizations to strengthen and expand infrastructure (schools, roads, businesses, public services) in proportion to new development as it occurs.

H1.6. Prioritize preservation of naturally occurring affordable housing to minimize resident displacement, especially those in areas where transit or redevelopment investments are planned.

H1.7. Create and implement an equitable development scorecard for use in evaluating proposed developments within the neighborhood.

H1.8. Encourage development of affordable housing throughout Highland Park.

Photo credit: Heidi Schallberg

H.2. Ensure that new and renovated housing blends in with the diverse character of housing in Highland Park and with the scale of the neighborhood.

H2.1. Support development of design standards and/or form-based codes to ensure that new construction and renovations are in keeping with the immediate surroundings.

H2.2. Promote new and infill development that reflects the diversity of existing housing options in the neighborhood such as single family, high-rise, mid-rise, mixed-use, duplexes, and "missing middle" options.

H3. Support transit oriented housing development along major transit corridors.

H3.1 Promote denser housing development along transit corridors to help support transit ridership.

	Strategy Summary	**Responsible Party**	**Timeframe**	
H1	**Increase the diversity of housing options so that people of all ages, cultures, ethnicities and incomes have a place in the neighborhood.**	PED, HPDC, PW, PR, school district	1.1 Ongoing 1.2 Ongoing 1.3 Ongoing 1.4 Ongoing	1.5 Ongoing 1.6 Ongoing 1.7 Short term 1.8 Ongoing
H2	**Ensure that new and renovated housing blends in with the diverse character of housing in Highland Park and with the scale of the neighborhood.**	HPDC, PED	2.1 Short term 2.2 Ongoing	
H3	**Support transit oriented housing development along major transit corridors.**	HPDC, PED	3.1 Ongoing	

Environment and Water Resources

Residents value the neighborhood's natural resources, including an extensive tree canopy, abundant green space, and strong connection to the Mississippi River. They also support efforts to live sustainably and reduce their environmental footprint in the areas of waste, water, energy, and air quality. They want to ensure the neighborhood continues to provide clean air, clean water, wildlife habitat, and beautiful vistas.

In addition to providing aesthetic value, the extensive tree canopy throughout the neighborhood helps clean the air, reduces heating and cooling energy use, and reduces storm water runoff. Tree canopy loss from emerald ash borer and other potential threats are a significant concern and have damaged efforts to maintain a lush tree canopy and abundant green space.

Photo credit: Susie Tschann

Environment and Water Resources Objectives and Strategies

EW1. Ensure a safe and affordable water supply system.

EW1.1. Continue programs that ensure the overall safety and quality of water reaching the consumer.

EW1.2. Encourage the provision of clean drinking fountains and other water features in public spaces.

EW1.3. Use general public education efforts to promote and advocate for ways to reduce water use such as through turf grass alternatives, rain barrels, gray water for irrigation, and drip irrigation systems.

EW2. Reduce pollutant loads to water bodies.

EW2.1. Take advantage of public education programs on urban water quality by collaborating with other organizations such as Friends of the Mississippi River and the Capitol Region Watershed District.

EW2.2. Reduce the negative impacts of runoff from rooftops and alleys on water quality and water resources by encouraging residential and commercial use of rain barrels, permeable alleys, and other measures.

EW2.3. Explore ways to reduce storm water runoff and improve water quality by identifying areas of high storm water runoff and integrating best management practices into developments.

EW2.4. Disseminate knowledge of the regulations regarding surface water management and engage citizens and other stakeholders in meeting regulations through best management practices.

EW2.5. Reduce litter and other waste from entering waterways by ensuring access to waste receptacles in public spaces and promoting programs such as Adopt-a-Storm-Drain. This has the added benefit of reducing the risk of flash flooding in localized areas.

EW2.6. Conserve soil by encouraging measures to control erosion throughout the district, especially on public green spaces such as Highland Park Community Center.

EW2.7. Support and encourage green infrastructure and similar measures to reduce the negative impacts that roadways in the city can have on water quality and water resources.

EW2.8. Protect Hidden Falls Creek and the Mississippi River by promoting best management practices.

EW3. Maintain and enhance green space and tree cover.

Photo credit: Jen Myers

EW3.1. Maintain, protect, and increase tree canopy cover on public and private property across the district by encouraging tree planting initiatives, prompt replacement following removal, and proper maintenance of existing trees.

EW3.2. Protect, restore, and enhance boulevard soils to support green infrastructure and tree canopy

EW3.3. Encourage pollinator-friendly practices such as planting pollinator-friendly plants in public spaces and educating the public about responsible use of pesticides.

EW3.4. Enhance the resilience the urban forest and other green infrastructure to current and future stressors.

EW3.5. Encourage more diverse vegetation plantings and increasing the infiltration of rain water through the installation of rain gardens and other green infrastructure systems.

EW3.6. Promote efforts to remove and discourage the planting of nonnative invasive species in partnership with local organizations.

EW3.7. Encourage the maintenance and development of urban green spaces such as community gardens and pocket parks.

EW3.8. Promote efforts to make healthy local food accessible to neighborhood residents, including support of neighborhood community gardens and farmers markets.

EW4. Support solid waste and energy consumption measures that promote environmental sustainability.

EW4.1. Promote energy efficiency and support integration of alternative and sustainable energy sources into residential and commercial buildings, including community solar and wind energy.

EW4.2. Ensure the proper disposal of hazardous waste by encouraging participation in City of Saint Paul's Citywide Drop Off events.

EW4.3. Promote the reduction of solid waste by supporting curbside composting service, participation in "fix-it" clinics, and other initiatives.

EW4.4. Support the expansion of commercial and business recycling, including multifamily residential developments.

EW5. Identify ways to reduce light, air, heat, and noise pollution throughout the district.

	Strategy Summary	Responsible Party	Timeframe	
EW1	**Ensure a safe and affordable water supply system.**	SPRWS, HPDC, CRWD, residents	1.1 Ongoing 1.2 Short term 1.3 Ongoing	
EW2	**Reduce pollutant loads to water bodies.**	SPRWS, HPDC, PW, CRWD, residents, community partners	2.1 Ongoing 2.2 Ongoing 2.3 Midterm 2.4 Ongoing	2.5 Ongoing 2.6 Ongoing 2.7 Ongoing 2.8 Ongoing
EW3	**Maintain and enhance green space and tree cover.**	PR, HPDC, residents, partner organizations	3.1 Ongoing 3.2 Ongoing 3.3 Ongoing 3.4 Ongoing	3.5 Ongoing 3.6 Ongoing 3.7 Ongoing 3.8 Ongoing
EW4	**Support solid waste and energy consumption measures that promote environmental sustainability.**	PW, HPDC, trash and recycling haulers, residents, partner organizations	4.1 Ongoing 4.2 Ongoing 4.3 Midterm 4.4 Ongoing	
EW5	**Identify ways to reduce light, air, heat, and noise pollution throughout the district.**	HPDC	5.0 Ongoing	

Photo credit: Cara Sjodin

Historic Preservation

This is the first Highland Park Plan to include a section on historic preservation. Neither the 2007 District 15 Plan, nor the current Shepard Davern Plan, refers to historic preservation. Diverse examples of residential, commercial, and public historically and culturally significant architecture and landscapes exist in the neighborhood. The community values its history because these historic and cultural sites enhance our quality of life, respect the past, and provide guidance for Highland Park's future.

Four buildings in the neighborhood are listed on the National Register of Historic Places: the Highland Water Tower, the William and Catherine Davern House (also designated locally as a Saint Paul Heritage Preservation Site), and Derham Hall and Our Lady of Victory Chapel on the St. Catherine University campus. For a full listing and map of inventoried and designated historic Highland Park sites see Appendix B.

Other architecturally significant properties include:

- The Highland National Golf Course Pavilion (club house)
- The Historic Highland Pool House, a WPA building
- The Highland Theater
- Highland Village Apartments
- Abe and Mary Engleson House
- Highland Towers Apartments, Snelling and Highland Parkway

Several schools and churches are also listed:

- Horace Mann School, a Clarence Wigington design
- Highland Park Middle School and Highland Park High School
- The Old Mattocks School
- Temple of Aaron
- The University of St. Catherine, various buildings
- The Carondelet Center
- The St. Paul Academy
- Lumen Christi Catholic Community

Photo credit: Susie Tschann

Historic Preservation Objectives and Strategies

HP1. Celebrate the architectural diversity of the neighborhood and encourage maintenance and rehabilitation of historic properties.

HP1.1. Encourage private owners to maintain their historic properties and direct them to local programs that offer funding for repair and restoration.

HP1.2. Discourage commercial incursions near historic properties, such as the Highland Water Tower.

HP2. Support the preservation and maintenance of designated sites and encourage compatible uses so they continue to remain community assets.

HP2.1. Encourage the maintenance, rehabilitation and restoration of historic resources.

HP2.2. Prioritize the retention of historic resources over demolition when evaluating planning and development projects that require or request district council action, involvement, and/or funding.

HP2.3. Support land uses that respect the distinctive community character and unique topographies of the Plan area.

HP2.4. Support the designation of historic resources, such as buildings, structures, objects, archaeological sites, historic districts, and landscapes as Saint Paul heritage preservation sites or districts.

HP2.5. Promote the ongoing preservation and continued use of all designated sites in the Plan area.

HP2.6. Support the preservation and protection of undesignated historic resources that are eligible and/or under consideration for local and/or national designation.

HP2.7. Increase community awareness about the distinctive features and characteristics of Highland Park neighborhoods. Support initiatives that strengthen neighborhood identity.

HP2.8. Identify and preserve the unique features and characteristics of neighborhoods such as the size, scale, architectural character, materials, rhythm and spacing of buildings.

HP3. Give equal consideration to projects with historic preservation factors.

HP3.1. Support citizen-led preservation activities in the neighborhood.

HP3.2. Integrate historic preservation into housing, land use, and environmental decision-making processes.

HP3.3. Integrate preservation planning into the broader public policy, land use planning and decision-making processes.

HP3.4. Identify, evaluate, and designate historic resources systematically and comprehensively.

HP3.5. Recognize that historic preservation is part of a broader context; collections of seemingly ordinary buildings can be significant.

HP3.6. Invest in historic resources along transit corridors.

HP3.7. Promote and support the design and implementation of historic interpretive signage within the Plan area.

HP3.8. Identify and mark significant historic resources.

District 15 - Highland Park: Historic Sites & Districts

December 2018

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	Strategy Summary	Responsible Party	Timeframe
HP1	**Celebrate the architectural diversity of the neighborhood and encourage maintenance and rehabilitation of historic properties.**	PED, HPDC	1.1 Ongoing 1.2 Ongoing
HP2	**Support the preservation and maintenance of designated sites and encourage compatible uses so they continue to remain community assets.**	PED, HPDC	2.1 Ongoing 2.2 Ongoing 2.3 Ongoing 2.4 Ongoing 2.5 Ongoing 2.6 Ongoing 2.7 Ongoing 2.8 Ongoing
HP3	**Give equal consideration to projects with historic preservation factors.**	PED, HPDC	3.1 Ongoing 3.2 Ongoing 3.3 Ongoing 3.4 Ongoing 3.5 Ongoing 3.6 Ongoing 3.7 Ongoing 3.8 Ongoing

Public Art

This is the first Highland Park Plan to include a section on public art. "Art" for purposes of this plan is broadly defined, and includes visual arts, dramatic arts, written and spoken word, music, dance, and so on. Public art is an important aspect that distinguishes us as a neighborhood and makes this a beautiful, progressive neighborhood, with art that should be culturally diverse and sensitive. The arts are important in people's daily lives, as we heard from many people responding to the neighborhood outreach survey conducted for the plan. Echoing a common theme, one respondent said "every project can/should incorporate public art" and there is a need for "arts and culture spaces for the community to come together." As also noted, District 15 "should add more interest and creativity to this community," and incorporation of the arts is one way to achieve that aim. New public art projects could be on a grand scale, such as "an amphitheater down by the Ford site" (survey comment), or small scale, such as a community mural on a building wall.

PA1. Support public art in Highland Park by encouraging inclusive content, placement, aesthetics, and artist documentation (for example, a repository of public records of art pieces in the neighborhood and plaques with artists' names, where appropriate).

PA1.1. Create and maintain a neighborhood inventory of public art and identify opportunity sites for future installations.
PA1.2. Support installation of plaques identifying artist names and dates on existing unlabeled public art such as sculptures on Mississippi River Boulevard.

PA2. Identify venues and locations for the arts in Highland Park—existing or potential—for diverse neighborhood, city, regional, and national artists, and performances.

PA2.1. Identify current arts venues and performance spaces by studying surrounding neighborhood plans, and then fill gaps in arts facilities for public use or use by nonprofit arts organizations.
PA2.2. Encourage all arts organizations and artists, as well as new opportunities, by inviting public involvement in arts planning and events.

PA3. Provide civic space and parks for arts-related events, which might involve tourism, food markets, recreation, and other partners.

PA3.1. Encourage arts planning and incorporation in new buildings and development throughout the District 15 area.
PA3.2. Support ideas and applications for adding, sustaining, and maintaining public art through arts funding and City Council channels.

	Strategy Summary	Responsible Party	Timeframe
PA1	**Support public art in Highland Park by encouraging inclusive content, placement, aesthetics, and artist documentation (for example, a repository of public records and plaque with artists' names, where appropriate).**	City Council, Highland Friends of the Arts, nonprofit arts groups, participants, and supporters	1.1 Short term & Ongoing 1.2 Short term
PA2	**Identify venues and locations for the arts in Highland Park—existing or potential—for diverse neighborhood, city, regional, and national artists, and performances.**	HPDC, Highland Friends of the Arts	2.1 Short term 2.2 Ongoing
PA3	**Provide civic space and parks for arts-related events, which might involve tourism, food markets, recreation, and other partners.**	HPDC, Highland Friends of the Arts	3.1 Ongoing 3.2 Ongoing

Appendix A: Transportation Priorities

Pedestrian Safety Corridors

- Cretin Avenue
- Shepard Road
- West 7th Street
- Lexington Parkway
- Ford Parkway & Woodlawn Avenue
- Fairview Avenue

Bike Paths

- CP Spur

Narrow through Street Design

- St. Paul Avenue/Cleveland Avenue Intersection – Residential Street Vitality Program (RSVP)

Sidewalks-Funding source other than 100 percent

- Fairview Avenue
- Cleveland Avenue South-connections to Mississippi River Boulevard
- West 7th Street - North side from Montreal Avenue to St. Paul Avenue
- Finn Street-Hartford Avenue to Pinehurst Avenue
- Howell Street -short blocks
- West Edgcumbe Road-Howell Street and Hampshire Avenue
- Return Court

Road Condition

- Hamline Avenue
- St. Paul Avenue
- Cleveland Avenue
- Edgcumbe Road/Fairview Avenue

Appendix B–Historic Preservation

District 15 - Highland Park: Sites Inventoried for Historic Designation

December, 2018

HPCID	Inventory ID	Historic Name	Address	Property Category	Property Type	Survey Date
16601	RA-SPC-0643	Edyth Bush Little Theatre	690 Cleveland Ave. S	Recreation & Culture	theater	4/13/1982
16602	RA-SPC-0644	Highland Theater	760 Cleveland Ave. S	Recreation & Culture	theater	4/13/1982
16858	RA-SPC-0899	William Davern House	1173 Davern St. S	Domestic	residence	4/21/1982
17132	RA-SPC-1158	Horace Mann School	2001 Eleanor Ave. W	Education	school	4/13/1982
17589	RA-SPC-1596	Hollering House	1856 Graham Ave. W	Domestic	residence	4/21/1982
17656	RA-SPC-1662	current: Shilo Missonary Baptist Church; former: Gloria Dei Lutheran Church	860 Hague Ave W	Religion	church	6/28/1982
17699	RA-SPC-1705	Cretin High School	555 Hamline Ave. S	Education	school	4/20/1982
17700	RA-SPC-1706	Charles C. Sattler House	643 Hamline Ave. S	Domestic	residence	4/20/1982
17761	RA-SPC-1766	Hagstrom House	1755 Highland Pkwy. W	Domestic	residence	4/13/1982
17764	RA-SPC-1769	house	1775 Hillcrest Ave. W	Domestic	residence	4/20/1982
19108	RA-SPC-3118	residence	1224 Randolph Ave. W.	Domestic	residence	4/13/1982
19110	RA-SPC-3120	Holy Spirit Catholic Church	ca. 1406 Randolph Ave. W. (also 512 Albert St. S.)	Religion	church	4/13/1982
19111	RA-SPC-3121	office building	1604 Randolph Ave. W.	Commerce	office building	4/13/1982
19112	RA-SPC-3122	St. Paul Academy	1712 Randolph Ave. W.	Education	school	4/14/1982
19113	RA-SPC-3123	College of St. Catherine Novitiate	1890 Randolph Ave. W.	Religion	convent	6/17/1982
19114	RA-SPC-3124	College of St. Catherine St. Joseph Provincial House	1880 Randolph Ave. W.	Religion	convent	6/17/1982
19115	RA-SPC-3125	College of St. Catherine Derham Hall	2004 Randolph Ave. W.	Education	dormitory	6/15/1982
19116	RA-SPC-3126	College of St. Catherine Chapel	1880 Randolph Ave. W.	Religion	chapel	6/17/1982
19117	RA-SPC-3127	College of St. Catherine Chapel	2004 Randolph Ave. W.	Religion	chapel	6/15/1982

19118	RA-SPC-3128	College of St. Catherine Library	2004 Randolph Ave. W.	Education	library	6/17/1982
19119	RA-SPC-3129	Jeanne D'Arc Auditorium	2004 Randolph Ave. W.	Education	property	6/15/1982
19120	RA-SPC-3130	College of St. Catherine Fine Arts Center	2004 Randolph Ave. W.	Education	property	6/16/1982
19121	RA-SPC-3131	College of St. Catherine Entrance Gate	2004 Randolph Ave. W.	Education	property	6/15/1982
19122	RA-SPC-3132	College of St. Catherine Recital Hall	2004 Randolph Ave. W.	Education	classroom	6/16/1982
19123	RA-SPC-3133	College of St. Catherine Mabel Frey Theatre	2004 Randolph Ave. W.	Education	property	6/17/1982
19124	RA-SPC-3134	College of St. Catherine Whitby Hall	2004 Randolph Ave. W.	Education	classroom	6/15/1982
19125	RA-SPC-3135	College of St. Catherine O'Shaughnessy Auditorium	2004 Randolph Ave. W.	Education	property	6/16/1982
19126	RA-SPC-3136	College of St. Catherine pedestrian bridge	2004 Randolph Ave. W.	Education	property	6/15/1982
19127	RA-SPC-3137	Frederich Rudolph Knapheide House	2064 Randolph Ave. W.	Domestic	residence	4/13/1982
19447	RA-SPC-3440	Highland Park Apartments	482-496 Snelling Ave. S./ 1569-1574 Randolph Ave. W.	Domestic	apartment	4/13/1982
19448	RA-SPC-3441	apartments	499 Snelling Ave. S.	Domestic	apartment	4/19/1982
19449	RA-SPC-3442	Webster #9 School	1015 Snelling Ave. S.	Education	school	4/20/1982
20551	RA-SPC-4515	bungalow court	1591-1599 Juno Ave. W	Domestic	residence	4/13/1982
20712	RA-SPC-4670	Hollyhocks Inn	1590 Mississippi River Blvd. S	Domestic	residence	4/21/1982
20713	RA-SPC-4671	Ford Motor Company Assembly Plant	966 Mississippi River Blvd. S	Industry	factory	4/19/1982
20714	RA-SPC-4672	Temple of Aaron	616 Mississippi River Blvd. S	Religion	synagogue	4/19/1982
20718	RA-SPC-4676	Highland Park Outdoor Facility	1335 Montreal Ave. W	Recreation & Culture	outdoor facility	4/20/1982
20719	RA-SPC-4677	Highland Park Pavilion	1403 Montreal Ave. W	Recreation & Culture	pavilion	4/20/1982

20776	RA-SPC-4733	Frank J. Huber House	1903 Norfolk Ln.	Domestic	residence	4/21/1982
21625	RA-SPC-5562	Clarence M. Forsman House	1757 Pinehurst Ave. W	Domestic	residence	4/13/1982
21626	RA-SPC-5563	house	1765 Pinehurst Ave. W	Domestic	residence	4/13/1982
21690	RA-SPC-5623	Ford Hydroelectric Facilities (Ford Motor Company Steam Power Station)	off Mn Hwy. 46	Industry	energy facility	
21907	RA-SPC-5905	Fry, Marion, House	641 Lexington Pky. S	Domestic	single dwelling	
21960	RA-SPC-5965	E. E. Miller Residence	515 Mount Curve Blvd	Domestic	single dwelling	
22067	RA-SPC-6165	Filling Station (Profuel)	485 Snelling Ave S	Transportation	service station	11/13/2014
22068	RA-SPC-6167	apartment building	705 Snelling Ave S	Domestic	multiple dwelling	11/13/2014
22069	RA-SPC-6168	apartment building	1585 Highland Parkway	Domestic	apartment	11/13/2014
22070	RA-SPC-6169	City of St. Paul Fire Station #19	750 Snelling Ave S	Government	fire station	11/13/2014
22071	RA-SPC-6170	office building (Parkway Family Physicians)	721 Snelling Ave S	Commerce	professional building	11/13/2014
22072	RA-SPC-6171	Ford View Apartments (II)	1835 Ford Pkwy	Domestic	apartment	11/13/2014
22073	RA-SPC-6172	Ford View Apartments (I)	1825 Ford Pkwy	Domestic	apartment	11/13/2014
22074	RA-SPC-6173	Ford Parkway Apartments (I)	1817 Ford Pkwy	Domestic	apartment	11/13/2014
22075	RA-SPC-6174	Ford Parkway Apartments (II)	1807 Ford Parkway	Domestic	apartment	11/13/2014
22076	RA-SPC-6175	duplex	1836 Ford Pkwy	Domestic	duplex	11/13/2014
22077	RA-SPC-6176	duplex	1830-1832 Ford Pkwy	Domestic	duplex	11/13/2014
22078	RA-SPC-6177	duplex	1824-1826 Ford Pkwy	Domestic	duplex	11/13/2014
22079	RA-SPC-6178	duplex	1816-1818 Ford Pkwy	Domestic	duplex	11/13/2014
22080	RA-SPC-6179	duplex	1810-1812 Ford Pkwy	Domestic	duplex	11/13/2014
22081	RA-SPC-6180	commercial building (Red Robin Cleaners)	2015 Ford Pkwy	Commerce	commercial building	11/13/2014
22082	RA-SPC-6181	BP Filling Station	2005 Ford Pkwy	Transportation	service station	11/13/2014
22083	RA-SPC-6182	office building (Highland Lifecare Center)	1999 Ford Pkwy	Commerce	office building	11/13/2014

22084	RA-SPC-6183	Highland Park State Bank (Health Partners Highland Park Clinic)	2004 Ford Pkwy	Commerce	bank	11/13/2014
22085	RA-SPC-6184	Strip Mall (Wells Fargo Bank/Fairview Institute for Athletic Medicine/Lifetime Fitness	2145 Ford Pkwy	Commerce	strip mall	11/13/2014
22111	RA-SPC-6327	The Manor	2550 7th St. W	Commerce	restaurant	9/5/2003
22121	RA-SPC-6501	Bridge No. L8804 (replaced with Bridge 62640)	Edgcumbe Road over ravine	Transportation	bridge	11/21/1987
22127	RA-SPC-6507	Bridge No. 62075	pedestrian traffic over Montreal Avenue	Transportation	bridge	4/30/1988
22868	RA-SPC-7514	Highland Shopping Center	2012 Ford Pkwy	Commerce	shopping center	11/13/2014
22869	RA-SPC-7515	Powers Department Store (razed)	Ford Parkway and Cleveland	Commerce	department store	
23111	RA-SPC-8088	9489				
23112	RA-SPC-8089	9490				
23162	RA-SPC-8221	Highland Park Tower	1570 Highland Parkway	Government	waterworks	

2001 Pioneer Houses: 1854-1880

- Early Farmhouses and Country Villas. "This pattern was especially evident in the former Reserve Township of Ramsey County, which had brief early settlement in the 1840s but remained in agricultural use until after the turn of the century. A few houses remain. Frederick Knapheide settled in Reserve Township on a 124-acre tract and built a house at 2064 Randolph in 1857. William Davern claimed 160 acres south of Montreal between Snelling and Fairview in 1850. His Italianate farmhouse at 1173 S. Davern, just south of Edgcumbe Road, was built in ca. 1862." p. 6

Property List

- 2064 Randolph Ave. W., Frederick Rudolph and Catherine Knapheide House RA-SPC-3137
- 1173 Davern St. S., William and Catherine Davern Farm House RA-SPC-0899

2001 Saint Paul Historic Context Study: Churches, Synagogues and Religious Buildings: 1849-1950

- After World War II, many new church buildings featured exposed structural materials, dramatic handling of natural light, and very simple modern exteriors. The city's most notable example of modern design from this period is the Church of St. Columba…. Mount Zion Temple… One of the most prolific synagogue designers, Percival Goodman of New York designed the 1956 rebuilding of the Temple of Aaron at Hartford and Mississippi River." p. 20

Property List

- 1406 Randolph Ave. W., Holy Spirit Catholic Church RA-SPC-3120
- 1880 Randolph Ave. W., College of St. Catherine Chapel RA-SPC-3126
- 2004 Randolph Ave. W., College of St. Catherine Chapel RA-SPC-3127

2001 Saint Paul Historic Context Study: Neighborhood Commercial Centers: 1874-1960

- "A weave of new residential subdivisions and their streetcar lines created busy transfer points attractive to not just the small independent grocer but the real estate dealer as well. Intersections such as Snelling and Randolph, for example, sported multi-block, mixed-use development sponsored by the mortgage and real estate companies. While the independent grocer, druggist, and business owner was still a participant, he was often a tenant. It was not uncommon for a grocer or other merchant to build and individual store, but real estate dealers were more likely to plan several stores for lease to merchants. Many apartment-and-store combination buildings were erected by investors in this period. The intersections of Snelling and St. Clair, and Snelling and Randolph avenues are exemplary. The three-story Highland Park Apartments (1925) at 482-496 Snelling provided two floors of apartments and seven spacious storefronts. Highland Park Drugs and a meat market were among main tenants" p.10

- "Modern advertising underwrote the success of these mixed-use areas. Grocery, drug, hardware dealers and services such as barbers and dry cleaners dominated the mix, with automotive needs also growing in importance. The larger neighborhood nodes also gathered movie theaters, of which the Highland and Grandview are among the remaining landmarks. Twentieth-century nodes were almost as densely built as their predecessors, but parking for a growing automobile culture was not typically included in plans for new buildings." p. 11
- "St. Paul neighborhoods that developed primarily before World War II tend to have more dispersed commercial buildings, while newer, automobile-oriented, higher income areas such as Highland and Macalester-Groveland almost all stores were confined to a few high-volume streetcar corners." p. 14
- "Highland Village (1952), Sun Ray, and Hillcrest centers are exemplary of new shopping center developments at or near the city's edges, while Midway at Snelling and University was built in 1958 around the Montgomery Ward landmark (1921). The centers offered ample parking, separation from through traffic, and a unified commercial appearance of convenience store." p. 15

Property List

- 760 Cleveland Ave. S. – Highland Theater (RA-SPC-0644)
- 482-496 Snelling Ave. S. – Highland Park Apartments (RA-SPC-3440)

2001 Residential Real Estate Development: 1880-1950

- "Of particular interest to the future of real estate was the construction of Mississippi River Boulevard from the Minneapolis City limits to Fort Snelling, where acquisition began in 1901" p. 7
- "Den E. and Elsie Lane resided in a spectacular bungalow at 2000 Marshall Avenue and later at 1765 Bohland Avenue. Den E. was in partnership with his twin brother John J. for a number of years." p. 16
- "The 1920s real estate market became strong and was dominated by the development of Highland Park and areas at the northeastern and eastern edge of the city." p. 18
- "The plans for a new Ford manufacturing plant and new additions in the Grand and Randolph areas were reflected in the very strong sales for 1922 and 1923. In 1925, the completion of the Ford Plant further spurred development in the Highland Park area, much of it on former farmland. Park planning, road construction, and street improvements accompanied the construction of the plant. Called the "greatest building campaign in the history of the Twin Cities," it involved several thousand lots and grew from the nucleus near the plant at Ford Parkway and Mississippi River Boulevard. In 1924, the city announced plans for Highland Park, containing over 200 acres providing a golf course, athletic fields, pavilion, and picnic grounds." p. 20

- “Many real estate firms had interests in the area, but Den E. Lane was among the chief realtor for over six hundred acres put on the market in 1925. His holdings were the "largest single ownership of undeveloped property in the city." Lane's strategy was to develop much of the area in its entirety between 1925 and 1928.” p. 20
- “Highland Park was the first large tract developed after the city developed a zoning ordinance, the project in an era of new ideas about municipal planning. The city's construction of the public Highland Park and a water tower assisted the marketing efforts. Den E. Lane moved his office from downtown to Ford Parkway and Cleveland Avenue, and erected fifteen "demonstration houses" on Eleanor Street between Cleveland and Mississippi River Boulevard. These houses were intended to show the latest in improvements. Frequent newspaper coverage of the development of Highland Park and Lane's plans were standard features for the rest of the decade.” p. 20
- “In the late twenties, there was continued growth in Highland area, with Lane's Highland Park at Otto, Snelling, Montreal and Fairview, reportedly the highest point in Ramsey County. Lane's Highland Park was the site of the 1927 Winter Built Demonstration Home, at 1700 Hillcrest Avenue. The area featured many English and Dutch Colonial houses. Gilbert and Gilberts' Montcalm Place south of Randolph provided large lots with deed restrictions. Intended as an exclusive enclave; the area was restricted to housing costing $12,000. William Ingemann was among the designers of the first houses.” p. 20
- “Elsewhere, other activity included the William S. King Company's marketing of hundred-lot development was at Randolph and Mississippi River Boulevard. Randolph Villas were marketed by the Abbott Miller Company at Randolph and Snelling.” p. 20
- “New housing after World War II was assisted by national economic expansion and federal subsidies to homeownership and highway construction. Federal Housing Administration (FHA), Veteran's Administration (VA) and other programs assisted in mortgaging houses needed for defense industry workers. By 1949, new subdivisions and revived older subdivisions at the city’s northeastern and western edges had building activity, primarily with one-story rambler, Colonial Revival and Cape Cod style houses. After a nearly twenty-year building hiatus between the Depression and recovery after World War II, new patterns of work and shopping were evident. Automobiles vied with buses since the demise of the electric streetcar. Proximity to new strip shopping centers such as Hillcrest, White Bear and Highland Park would become increasingly important through the 1950s.” p.21

The Saint Paul Fire Department Engine Houses – 1869 to 1930 Historic Context (2017)

- “Although Charles Bassford was the City Architect in 1930, three of the four engine houses have been attributed to Clarence W. “Cap” Wigington, the Office of the City Architect’s head draftsman at the time. The second Engine House No. 19 (1930; RA-SPC-6169; extant; determined NRHP-eligible) features beige brick cladding and red terracotta roof tile and exhibits the Mediterranean Revival style. The water tower in Highland Park also exhibits these features and was designed by Wigington; therefore, it is likely that he also designed the fourth engine house, the second Engine House No. 19” p. 20-21

- "Given his position in the Office of the City Architect and his work on other structures in Highland Park, it is likely that Wigington was at least consulted on the design of the second Engine House No. 19, due to its similarity to the Highland Park Water Tower and Pavilion…" p. 36

Property List

- 750 Snelling Ave. S., Second Engine House No. 19 RA-SPC-6169 (NRHP-DOE)

Saint Paul African American Historic and Cultural Context, 1837 to 1975 (2017)

- "In 1986, the Highland Park Tower, designed by African American municipal architect Clarence Wigington was listed in the NRHP." p. 6
- "Over the course of his career, Bullard worked on a number of significant buildings, including the Federal Courts Building (the present-day Landmark Center), the Governor's Residence, the Saint Paul Union Depot, the Cathedral of Saint Paul, and the Highland Park Water Tower (Huber 2015), which was designed by Saint Paul-based African American architect Clarence Wigington." p. 46
- "Three of Wigington's buildings are listed in the NRHP—the Harriet Island Pavilion (present-day Clarence W. Wigington Pavilion), the Highland Park Water Tower, and the Holman Field administration building—all three buildings are built of Kasota limestone and designed in the Moderne style (Nelson 2015)." p. 46
- "As a result of the work of the SPUL [Saint Paul Urban League] and other advocacy organizations, businesses such as St. Paul's Ford Automobile assembly plant began to hire and retain Black employees (Delton 2002:420; Sluss 1990b:8-5, 8-6)." p. 52

Property List

- 750 Snelling Ave. S., Second Engine House No. 19 RA-SPC-6169 (NRHP-DOE)
- 1570 Highland Pkwy, Highland Park Water Tower RA-SPC-8221 (NRHP 1986)
- 1403 Montreal Ave. W., Highland Park Pavilion RA-SPC-4677

Designated Sites within Highland Park District 15 Plan Area:

- 1173 Davern St. S., William and Catherine Davern Farm House RA-SPC-0899 (local 1985, NRHP 1983)
- 2004 Randolph Ave. W, Derham Hall and Our Lady of Victory Chapel at the College of St. Catherine RA-SPC-3125 (NRHP 1985)
- W. Ford Parkway at Mississippi River Blvd. South, Highland Ford Bridge (NRHP 1989)
- 1570 Highland Pkwy, Highland Park Water Tower RA-SPC-8221 (NRHP 1986)

Appendix C: Basic Census Information

Source: MN Compass Census Bureau American Community Survey 2012-2016 Estimates

Sex

Male	11,909	48.6%
Female	12,597	51.4%

Race and Ethnicity

White	18,987	77.5%
Of Color	5,519	22.5%
Black or African American	2,837	11.6%
American Indian or Alaskan Native		<1%
Asian or Pacific Islander	666	2.7%
Other Race		<1%
Two or More Races	694	2.8%
Hispanic or Latino	1,251	5.1%
Foreign Born	3,842	15.7%

Age

Under 5 years	1,740	7.1%
5-9 years	1,273	5.2%
10-14 years	1,328	5.4%
15-17 years	747	3%
18-24 years	1,977	8.1%
25-34 years	4,044	16.5%
35-44 years	3,378	13.8%
45-54 years	2,997	12.2%
55-64 years	3,489	14.2%
65-74 years	1,729	7.1%
75-84 years	1,107	4.5%
85 years and older	697	2.8%
17 years and younger	5,088	20.8%
18-64 years	15,885	64.8 %
65 years and older	3,532	14.4%

Cost-Burdened Households

All households for which cost burden is calculated 10,652

Cost-burdened households
3,015 28.3%

Owner households for which cost burden is calculated 6,135

Cost-burdened owner households
1,145 18.7%

Renter households for which cost burden is calculated 4,517

Cost-burdened renter households
1,869 41.4%

Household Income

Less than $35,000	2,508	23.2%
$35,000-$49,999	1,175	10.9%
$50,000-$74,999	1,863	17.3%
$75,000-$99,999	1,542	14.3%
$100,000 or more	3,705	34.3%

Poverty Rates

Below Poverty Level	2,068	8.6%
100-149% of poverty	1,711	7.1%
150-199% of poverty	1,491	6.2%
200% of poverty or higher	18,8237	8.1%

Median Household Income

$73,482

Housing Units

Vacant housing units	606	5.3%
Occupied housing units	10,795	94.7%
Owner-occupied	6,148	57%
Renter-occupied	4,647	43%

Housing

Households paying rent	4,603
Median rent paid (2016 dollars, averaged)	$921

Households by type

Family households		5,801	53.7%
With children under 18 years		2,549	23.6%
Married-couple family households		4,567	42.3%
With children under 18 years		1,832	17.0%
Single-person family households	1,234	11.4%	
With children under 18 years	717	6.6%	
Nonfamily households	4,993	46.3%	
Householder living alone	3,814	35.3%	
65 years and over	1,101	10.2%	

Households with one or more children under 18 years	2,557	23.7%
Households with one or more people 65 years and over	2,493	23.1%

Transportation

Vehicles per household		
No vehicles	862	8.0%
1 vehicle available	4,490	41.6%
2 vehicles available	4,428	41.0%
3 or more vehicles Available	1,016	9.4%

Year householder moved into units

Moved in 2010 or later	4,708	43.6%
Moved in 2000-2009	2,962	27.4%
Moved in 1990-1999	1,453	13.5%
Moved in 1980-1989	851	7.9%
Moved in 1979 or earlier	820	7.6%

Transportation to work

Workers (16 years and older)	13,343	100.0%
Car, truck, or van (incl. passengers)	10,590	79.4%
Public transportation	1,088	8.2%
Walked, biked, worked at home, or other	1,665	12.5%

Language Spoken

Population (5 years and older)	22,766	100.0%
English Only	18,764	82.4%
Language other than English	4,002	17.6%
Speaks English less than "very well"	1,971	8.7%

Community Engagement Process

Pre-Plan Committee Formation and Outreach

The Highland District Council conducted a robust community engagement outreach effort, starting before the formation of the plan and continuing until after its release.

The first step the HDC took was to establish a D 15 Committee. Twenty some organizations were contacted to share information on applying for the committee and 20 individuals were selected.

The committee began meeting March 2017. The outreach began that same month, continuing throughout the next year. Here is a summary:

- Placed link to survey in distribution of HDC newsletter that reaches 12,300 residents and homes.
- Used Twitter, Facebook, the HDC website, and the Villager to announce survey.
- Reached 700 people through the following community, school, and association websites. Community: Highland Business Association; Highland Park Facebook Page (which has more than 5,500 members); NextDoor; West 7th Business Association; Friends of Highland Arts; Highland Community Initiative; HDC Board and Community members; and HDC Block Club Leaders. Schools: Horace Mann Elementary and Highland Elementary. Churches: Highland Catholic; Holy Spirit; Lumen Christi; Gloria Dei; Edgcumbe Church; St Luke's Lutheran; and Temple of Aaron. Housing: Village Apartments; 740 Mississippi River Boulevard; St. Catherine University; Graham Senior Apartments; Graham Condos; and 899 South Cleveland, Carondelet.
- In the summer of 2017 the HDC used several community events to reach more than 1,500 people, attracting dozens to fill out our survey. The events included a jazz concert, National Night Out, Farmer's Market, Park Pop ups, and Parks and Recreation Movie nights.
- The comment period closed in August 2018.

Outreach Strategy

- The plan was written in autumn of 2017, with the committee's subcommittees contributing content. We then established five questions based on the HDC findings and the initial plan. We used following events to gather input.
- Link from HDC newsletter to survey.
- 2018 events where we interacted with residents included the Home Improvement Fair, Pool House Rock, Highland Park Community Center, Lunds & Byerly's, Highland Fest Booth, National Night Out, a popup at local grocery store, and more.
- Participants were asked to rank priorities for each of the categories below; results are from 93 respondents.

Transportation

- Improve pedestrian safety and accessibility
  3.67 rating out of 5 in importance; (ranked first)
- Maintain safe, high-quality street and sidewalk surfaces and infrastructure
  3.50 rating out of 5 in importance; (ranked second)
- Develop and improve traffic management to reduce congestion and promote lower speeds
  3.09 rating out of 5 in importance, (ranked third)
- Expand and encourage the use of transit
  2.60 rating out of 5 in importance; (ranked fourth)
- Increase bicycle accessibility
  2.29 rating out of 5 in importance; 44 percent chose it as the last priority (ranked fifth)

Parks and Recreation

- Preserve natural environment and habitat
  7.05 rating out of 8 in importance (ranked first)
- Maintain and expand parks and recreational facilities
  6.92 rating out of 8 in importance (ranked second)
- Ensure convenient and equitable access to parks and recreation facilities
  6.21 rating out of 8 in importance (ranked third)
- Seek and leverage public and private partnerships to share open space in the district (e.g. cafes)
  5.86 rating out of 8 in importance (ranked fourth)
- Expand parks and rec facilities
  0 rating out of 8 in importance (did not rank)
- Promote active lifestyles for all ages and cultural groups.
  0 rating out of 8 in importance (did not rank)
- Preserve natural environment and habitat
  0 rating out of 8 in importance (did not rank)
- Maximize the potential of parks to vibrancy and sense of place.
  0 rating out of 8 in importance *(did not rank)*

Housing

- Ensure that new and renovated housing blends with the housing styles and scale of the neighborhood.
  2.3 rating out of 3 in importance (ranked first)
- Provide housing options, especially those promoting ownership for people of all ages, cultures, ethnicities and incomes so that all have a share of the neighborhood
  2.1 rating out of 3 in importance (ranked second)
- Support transit-oriented housing development along major transit corridors (e.g. A-Line).
  1.64 rating out of 3 in importance (ranked third)

Environment and Water Resources

- Ensure a Safe and Affordable Water Supply System.
  3.82 rating out of 5 in importance (ranked first)
- Maintain and enhance green space and tree cover.
  3.54 rating out of 5 in importance (ranked second)
- Reduce Pollutant Loads to Water Bodies
  3.28 rating out of 5 in importance (ranked third)
- Support solid waste and energy consumption measures that promote environmental sustainability.
  2.43 rating out of 5 in importance (ranked fourth)
- Identify ways to reduce light, air, heat, and noise pollution throughout the district.
  2.10 rating out of 5 in importance (ranked fifth)

Additional Survey Results

This survey came after the others and does not reflect precisely the other two surveys or the plan itself. The survey results are included and summarized here by **most popular to least popular**.

Where do you think additional housing for residents should go?

- Spread out throughout the neighborhood
- Spread along major streets
- Concentrated in a few areas

What types of businesses would you like to see in Highland Park's commercial areas?

- Local businesses
- National chains

Would you feel differently if money collected from parking fees paid for public improvements in the area?

- Yes, 36 percent
- No, 64 percent

If you had to complete an errand, how long would you be willing to walk to complete it?

- 1 mile, 35 percent
- ½ mile, 31 percent
- ¾ mile, 19 percent
- ¼ mile, 12 percent
- I won't walk, 3 percent

The D15 plan prioritizes transportation modes in the following order (highest priority to lowest priority):

- Improve pedestrian safety and accessibility
- Maintain safe and high-quality infrastructure
- Expand and encourage use of transit
- Use traffic management to reduce congestion and lower speeds
- Increase bicycle accessibility

Do you agree that the transportation priorities are the correct priorities for Highland Park?

- Yes, 95 percent
- No, 5 percent