

Land Use Plan

The Saint Paul 2020 Comprehensive Plan

Preliminary Draft*

*The Land Use Plan is one of six chapters of the draft Saint Paul 2020 Comprehensive Plan. The draft policies of the Land Use Plan were directed by a task force of Saint Paul citizens, professionals, and planning commissioners that convened, on average, monthly between January 2006 and the present. This preliminary draft is **not** a public hearing draft; a public hearing draft is anticipated to be complete by late spring/early summer 2008. Public hearings for each chapter of the Comprehensive Plan are tentatively scheduled to be scheduled in late summer/early autumn 2008. Comments on this draft can be directed to compplan@ci.stpaul.mn.us.

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Land Use Comprehensive Plan Task Force

Staff: P. Simison

Introduction

Purpose of the Land Use Plan

The Land Use plan, one component of the *2020 Comprehensive Plan*, uses its focus on how land is utilized to achieve the broader goals of facilitating the economic vitality and stability of the city.

To that end, the policies in the Land Use plan incorporate several objectives:

- To support the *Comprehensive Plan* theme of sustainability by facilitating economic development, development that responds to climate change, and community well-being.
- To establish a framework for preserving and enhancing communities and employment centers, particularly in ways that mesh with other policies in the *Comprehensive Plan*.
- To promote a balance of land uses to strengthen the City's tax base.
- To identify major redevelopment and revitalization opportunities and to establish a framework for pursuing them.
- To encourage development that supports, and is supported by, transit so that growth is sustainable.
- To guide public investments in the preservation and the growth of a core city, and its revitalization and redevelopment.
- To encourage private investment in development and in businesses which provide living wage employment.
- To take advantage of regional and national trends in urban development, including ecological development patterns, traditional neighborhood design, mixed use, brownfield reclamation.
- To take advantage of anticipated regional growth by attracting a significant share of residential and employment growth to Saint Paul.
- To provide guides community groups can use in drafting plans for their neighborhoods and the Planning Commission can use in reviewing neighborhood plans and proposed developments.

Key Trends Influencing the Land Use Plan

At its most basic level, a land use plan is about change. Changes that have occurred in the city since the plan was last revised. Changes that are likely to impact the city, its residents, its employers and employees, its visitors during the timeframe established for the next plan.

The trends that influence the policies in the Land Use plan are:

- **The population is growing. It is more diverse. Disparities are widening.**

Saint Paul's population is growing and changing. The city grew by 5.5 percent during the 1990s. It is becoming more diverse; approximately 10 percent of Saint Paul residents in 1980 were not white and, by 2004, more than 30 percent were not white. Over the same period, the city's foreign-born population nearly tripled, with large communities of Hispanics, Somailis and Hmong. Also, there is gap between "haves" and "have-nots" and the gap is widening, with eight percent of all families and 14 percent of all people below the poverty level in 2004.

- **The economy has shifted from manufacturing to a service-sector focus.**

Changes in the global and U.S. economies have reduced the numbers of businesses and the numbers of jobs in the city. In particular, there is a loss of manufacturing firms and jobs as the economy continues to shift from a production base to a service base. Changes in the global economy have created weaknesses in the local economy, with the potential that fewer employers may be willing to invest time, energy and capital in a locally based business.

- **Education and skills are needed to compete effectively.**

Labor markets are changing in ways that could result in a shortage of competent workers. Some residents, particularly new immigrants, lack the education and skills needed to fill the jobs that can compete in the changing economy. The cost of a college education is beyond the reach of many people who need it to secure employment.

- **Housing is needed for a broader range of people.**

New housing of all types and at all prices ranges is needed for the people who want to live in Saint Paul.

- **There is a mismatch between jobs and housing.**

More of the jobs in the region are located in suburbs and Saint Paul residents must travel longer distances to get to entry-level jobs. They often must rely on public transportation, and the suburbs are not as well served by public transportation as the core cities. In addition, the jobs most accessible to the city's residents may not be a good match for the skills they have.

- **The cost of energy is rising.**

The rising cost of energy is altering significantly choices in housing location, housing type, transportation modes and travel behavior. This may have profound impacts on development patterns, including sprawl, and how that will impact mass transit use and the density of development.

- **Downtown is evolving.**

Downtown, long a center for business and government, has changed in the last decade, becoming more vibrant as new housing has been developed. This, combined with more riverfront development, enables the city to reinvent and redesign downtown to meet the needs of the people who visit, work and live in it. This is a momentum that is likely to be sustained and heightened with the construction of light rail transit along the Central Corridor.

- **The City needs funds to pay for services.**

The City needs to increase its tax base to pay for services that residents desire and to maintain the infrastructure they use – parks and recreation centers, libraries, snow removal, police protection, fire fighting, paramedics, sewers, water and street maintenance. Funding from outside sources had declined significantly, while the cost of providing services and maintaining the City’s infrastructure continues to rise. The City must find ways to become more self-sufficient, difficult for a fully built city with limits on its ability to expand the tax base.

Strategies in the Land Use Plan

There are three major strategies in the plan:

Targeted Growth in Unique Communities focuses on sustaining the character of Saint Paul’s existing single family neighborhoods while encouraging additional mixed use development – housing, employment, commercial retail – in existing Neighborhood Centers and Corridors.

Policies in **Land for Jobs** are focused on providing land for employment center, including reclaiming land that once supported Saint Paul’s historic industrial base but which is now contaminated and must be cleanup for the businesses who provide living wage jobs so that Saint Paul can compete.

Aesthetics and Development Standards establishes a framework for ensuring that, as Saint Paul is revitalized, it is an attractive, interesting place to live, work and visit.

Strategy 1. Targeted Growth in Unique Neighborhoods

Cities thrive because of the people who live in them. And, people thrive best when communities have assets – housing, jobs, commerce and community facilities – essential to their daily lives. These assets are necessary if communities are to be strong and attractive places to live.

The Targeted Growth in Unique Neighborhoods strategy establishes a framework for growth by directing new mixed use development to areas of Saint Paul where housing, jobs, amenities and transit can work synergistically, giving neighborhoods heft so they can more successfully serve the needs of the people who live and work in them.

Saint Paul has a long history of strong neighborhoods. They are the foundation of the city and historically have been shaped by many factors, two important ones being changes in transportation and the economic situations of its residents, as David Lanegran and Judith Martin describe in their book, *Where We Live*. The city's first residential settlement, Lowertown, was established in 1835 near the Mississippi River, downtown commerce and jobs. As transportation improved and land values rose, people began moving away from downtown. The wealthy, with private carriages, settled in the hilly areas and bluffs west and east of downtown, while working class residents lived in the North End and off East Seventh Street and walked to their jobs. The streetcar system, developed during the last decades of the 19th Century and the years prior to World War I, opened up additional areas, primarily in the western part of the city, to working-class residents and the white collar workers of the emerging middle class. This trend was accelerated as more and more people acquired automobiles in the decades after World War I. It was after World War II, and at the same time that freeways were constructed, that neighborhoods, suburban in character, were developed.

The result of these historic development patterns is a variety of communities that, while they look different from each other, function similarly. They are the basis for continued growth of the city.

Framework for Growth: Areas of Stability and Areas of Change

Policies in the Targeted Growth in Unique Neighborhoods section are intended to reinforce the strengths of Saint Paul's existing neighborhoods while, at the same time, constructing a structure for managing future growth.

Growth is not expected in all neighborhoods. Established Neighborhoods and Neighborhood Nodes are areas where the existing character will be essentially maintained. Change is anticipated in other areas of the city, including downtown Saint Paul, the Central Corridor, Neighborhood Centers, Corridors and Employment Districts. Policies for these areas are intended to create compact, mixed use communities where housing, employment, amenities and transit can work together.

With the exception of Employment Districts, areas where change is anticipated will have a broad range of housing types. Commercial, civic, and institutional facilities are embedded within them, not isolated in remote, single-use complexes. Architecture and landscaping physically define the streets and public places.

Categories of Saint Paul Neighborhoods

The term “neighborhoods” is used here to refer to categories of Saint Paul’s built environment in a hierarchy that includes exclusively residential areas, as well as mixed use communities and employment centers. With the exception of Established Neighborhoods, all categories of neighborhoods are served by transit and have the potential for the development of land-efficient housing. There are seven categories of neighborhoods:

Established Neighborhoods. Established Neighborhoods are characterized almost entirely by single family houses and duplexes. Although there may be smaller scale multiple family housing scattered within existing neighborhoods, it is inconsistent with the prevailing character of the area.

Neighborhood Nodes. Neighborhood Nodes are commercial areas, generally adjacent to Established Neighborhoods, at the juncture of arterial and collector streets. They provide goods and services for residents of the immediate neighborhood.

Neighborhood Centers. Neighborhood Centers are compact, mixed use areas of medium and high density housing situated around retail commercial and employment centers.

Corridors. Corridors are primary thoroughfares through the city. They have a mix of uses, including residential, retail and office commercial, and small scale industry.

Central Corridor. The Central Corridor is the major transit corridor connecting Saint Paul with the University of Minnesota and downtown Minneapolis. Encompassing University Avenue, the Capitol Area and downtown Saint Paul, it has the greatest potential for future growth and development, in addition to downtown.

Downtown. Downtown Saint Paul is the core of the city, with a broad mix of uses, including government facilities, at the highest densities in the city for both residential and commercial office uses.

Employment Districts. Employment districts are areas zoned for industrials and commercial uses where businesses can operate.

Achieving Targeted Growth

This section includes policies that delineate criteria for each of the neighborhoods where targeted growth is desired. The policies have several objectives – protect Saint Paul’s livability, make the city more environmentally sustainable in response to climate change, maximize investment in public services and infrastructure, provide housing that is more affordable for people of all ages and circumstances, as well as provide employment that can prosper in a global economy.

Established Neighborhoods and Neighborhood Nodes

Established Neighborhoods and Neighborhood Nodes conform to the following criteria: Established Neighborhoods are characterized almost entirely by single family houses and duplexes. Although there may be smaller scale multiple family housing scattered within existing neighborhoods, it is inconsistent with the prevailing character of the area.

Neighborhood Nodes are intersections of arterial and collector streets and are located on transit routes, with commercial retail businesses on at least three of the four corners. Businesses at Neighborhood Nodes provide goods and services for residents of the immediate neighborhood.

Policies

- 1.1 Identify residential areas where single family and duplex housing predominate as Established Neighborhoods; maintain the character of Established Neighborhoods.
- 1.2 Explore the potential for accessory units in Established Neighborhoods.
Accessory units may provide a solution for changing demographics, allowing the elderly to age in place while providing more affordable housing opportunities for singles and couples
- 1.3 Designate the intersection of two thoroughfares, located on a transit route and where commercial development currently exists, as Neighborhood Nodes; permit neighborhood serving commercial uses compatible with the character of adjacent Established Neighborhoods. Neighborhood Nodes are shown on ///.
- 1.4 Encourage the development of townhouses and other small scale multiple family housing, compatible with the character of Established Neighborhoods, within Neighborhood Nodes.
- 1.5 Prepare citywide infill housing design standards so that infill housing fits within the context of existing neighborhoods.
The City Council has directed the Department of Planning and Economic Development to study how existing single family houses can be renovated and remodeled so as to enhance, and not detract from, the character of the surrounding neighborhood.
- 1.6 Implement the *Invest Saint Paul* program, approved by the Housing and Redevelopment Authority in 2007, to address the impact on designated neighborhoods brought about by the substantial numbers of vacant and foreclosed properties, primarily housing. Activities in the program are:

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- Prioritization of vacant buildings for rehabilitation or demolition after working with Department of Safety and Inspections, district councils, community development corporations (CDC) and residents.
- Rehabilitation of houses; concentration of rehabilitation efforts to assist families in retaining their homes. Rehabilitation will range from minor repairs to major improvements.
- Mortgage financing and/or incentives to reduce the number of completed, yet vacant, CDC-owned properties developed with the city financing. Also, reduction of foreclosures by working with lenders to encourage the use of affordable mortgage financing to family that have predatory or sub-prime loans that could result in the loss of a home and other mortgage tools, including affordability financing gap, interest write-down assistance and entry cost assistance.
- Strategic acquisition of vacant properties to stabilize deteriorating blocks. These properties will be either held for rehabilitation until the market changes, demolished and held for future development, or held and converted back to single family use.
- Evaluate vacant commercial buildings for functional and economic obsolescence.
- Major redevelopment projects including commercial gateways, major commercial and/or sites/nodes, and other mixed use developments.

Neighborhood Centers

Neighborhood Centers conform to the following criteria:

- Compact mixed use areas that include a range of housing types at high densities and are generally situated around retail commercial and employment centers.
- Commerce that provides goods and services for residents of the Neighborhood Centers, as well as those from surrounding Established Neighborhoods and elsewhere in the city.
- Located on or adjacent to primary travel routes through the city, including minor arterials.
- Located on or adjacent to routes in the Metro Transit 2030 system.
- Community facilities, such as parks and recreation centers, libraries and the public realm.
- Connections by bicycle and pedestrian facilities to adjacent areas and nearby amenities.

Policies

1.7 Designate the following Neighborhood Centers, as shown on //:

- Shepard-Davern
- Highland Village
- St. Anthony
- Como-Front-Dale
- Grand Avenue (between Dale Street and Ayd Mill Road)
- Selby Avenue on Cathedral Hill
- East Seventh-Arcade
- Phalen Village
- Hillcrest
- SunRay-Suburban
- District del Sol
- Seven Corners Gateway
- Victoria Park

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These Neighborhood Centers, identified in a small area plan or other planning document, have an existing development pattern that is conducive to supporting a denser, mixed use pedestrian environment where commerce, employment and amenities can be efficiently and effectively provided. The existing public infrastructure has the capacity or potential to accommodate growth.

1.8 Promote Neighborhood Centers as compact, mixed use communities that provide services and employment close to residences.

Mixed use development combines three or more uses – residential, retail, office, recreation or other functions – into an integrated, pedestrian oriented real estate project that is served by transit. Whether the components of the project are within a building or in buildings that are in close proximity to each other, they are functionally integrated so that use of space is maximized. Some of the benefits of mixed use are activating urban areas during more hours of the day, increasing housing options, reducing auto dependence and creating a sense of place.

1.9 Balance the following objectives for Neighborhood Centers through the density and scale of development: accommodating growth, supporting transit use and walking, providing a range of housing types that meet market preferences, providing housing at densities that support transit, and providing open space and recreational opportunities. There can be gradations of density within individual Neighborhood Centers, with denser developments at the core of the Neighborhood Center and less dense developments at the periphery.

1.10 Establish boundaries for Neighborhood Centers that reflect existing development patterns and functional characteristics of the area; use these boundaries to guide development activity, monitor growth and other development conditions, and evaluate performance toward meeting objectives for services and community amenities.

1.11 Plan for growth in Neighborhood Centers that recognizes community circumstances and preferences as stated in small area plans and district plans while still providing additional housing opportunities at densities that support transit and walking.

1.12 Permit residential development at high densities.

1.13 Promote a place, amenity or activity that serves as a community focus and emphasizes the special identity of individual urban villages.

1.14 Provide connections for bicycles and pedestrians to community facilities and activities that support the residential population; examples are parks, recreation centers and libraries; provide connections to adjacent areas of the city.

1.15 Promote conditions that support those who live and work in Urban Villages, including frequent transit service, vital business districts, a range of housing choices and community amenities.

Corridors

Corridors conform to the following criteria:

- Arterial streets and selected collector streets.
- Primary thoroughfares into and through Urban Villages and connections between neighborhoods.
- A route on the Metro Transit 2030 system.
- A mixture of residential and commercial uses. Predominately residential corridors will have smaller scale commercial uses at Neighborhood Nodes, while predominately commercial corridors will have housing interspersed with retail and office uses.
- Development at densities that will support transit.

Policies

1.16 Designate those areas shown on Map // as Corridors:

MAP WILL INCLUDE STREETS THAT FIT THE DEFINITION

Corridors are arterial or collector streets with significant volumes of vehicular traffic and frequent peak hour transit service. The existing development pattern along these Corridors, where supported by appropriate zoning, has the potential to support additional residential development and employment centers. Neighborhood Nodes, with retail goods and services, are often located at the intersections of these streets. Multiple family residential can be developed along individual Corridors.

1.17 Promote the development of more intensive housing on Corridors where it is supported by appropriate zoning.

1.18 Support a mix of uses on Corridors, including where they intersect with Neighborhood Nodes.

1.19 Balance the following objectives for Neighborhood Centers through the density and scale of development: accommodating growth, supporting transit use and walking, providing a range of housing types that meet market preferences, and providing housing at densities that support transit.

1.20 Plan for growth along Corridors that recognizes community circumstances and preferences as stated in small area plans and district plans while still providing additional housing opportunities at densities that support transit and walking.

1.21 Use the designated limits of Corridors to guide development activity, monitor growth and other development conditions, and evaluate performance toward meeting objectives for services.

1.22 Permit residential development at high densities.

1.23 Provide connections by bicycle and pedestrian facilities to adjacent areas, as well as sidewalks that promote walking.

1.24 Promote conditions that support those who live and work along Corridors, including frequent transit service, vital business districts and a range of housing choices.

Central Corridor

The Central Corridor is Saint Paul’s major transit corridor connecting Saint Paul with the University of Minnesota and downtown Minneapolis and will be the spine of the region’s transit system. Within the city, the Central Corridor encompasses University Avenue, the Capitol Area and downtown Saint Paul. The greatest potential for future growth and development, in addition to downtown, is within the Central Corridor.

The *Central Corridor Development Strategy*, adopted by the City Council in 2007, describes the vision and a set of strategies for how the corridor should grow and change in response to the investment in light rail transit. It includes six principles used to guide the preparation of plans for each of the transit station areas:

- Reposition Saint Paul in the region.
- Benefit and strengthen the diverse community along the corridor.
- Link and foster economic activity.
- Improve people’s mobility throughout their community.
- Improve the image and quality of life along the corridor.
- Collaborate from design to operation.

Development in transit station areas will be guided by plans that promote increased density where transit service is highest. Transit station areas identified in the *Central Corridor Development Strategy* are:

- Westgate
- Raymond
- Fairview
- Snelling
- Lexington
- Dale
- Rice
- Capitol East
- 10th Street
- 4th Street-Cedar
- Union Depot

INSERT MAP/S

1.25 Implement the *Central Corridor Development Strategy* and individual transit station area plans as the vision for development in the corridor in connection with the construction of light rail transit.

Downtown Saint Paul

Downtown Saint Paul conforms to the following criteria:

- A broad mix of uses, including commercial office, government, ~~retail commerce~~, commercial retail, culture and entertainment, accommodations and services for visitors, and housing.
- Mixed use urban villages framing the office core.
- Development at very high densities.
- Access to the existing regional transportation network and to regional high-capacity transit to be provided in the future.

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- Public realm spaces that integrate buildings with streets and increase pedestrian activity on the sidewalk.
- Parks and open space available for public use, or opportunities to provide them in the future.
- Connections to surrounding neighborhoods by pedestrian or bicycle facilities.

Downtown is distinguished from the rest of Saint Paul by its intensity of development. It has a concentration of employment and housing, complemented by a variety of activities, including retail, entertainment and community facilities, such as parks and open space. The vision of Saint Paul as an urban center integrated with the river is embodied in the *Saint Paul on the Mississippi Development Framework*. One important concept in the *Framework* is the development of linked urban villages surrounding the downtown office core. These mixed use urban villages, plus the employment base and amenities, combine to create a complex urban center. Mixed use urban villages are often anchored by a park or central green. Culture and entertainment, as well as a regional park, attract visitors from throughout the region. The Capitol and government office buildings are situated on the northern edge of downtown. There is access to regional transportation systems, including two interstate highways and transit.

The *Saint Paul Downtown Development Strategy*, adopted in 2003, builds on the template in the *Framework* with a wide range of policies that support the creation of a complex urban center. The themes in the *Strategy* are:

- A creative winter city for the 21st Century, where people can interact throughout the year.
- Building on downtown's strengths and assets; specifically, an array of historic structures, green spaces and parks, proximity to the Mississippi River and cultural amenities.
- Livability, including cultivating features of downtown that make it a desirable place to live.
- A balance of land use, mixing residential, employment and entertainment to create a vibrant downtown.
- A connected, pedestrian-oriented downtown, enabling residents, employees and visitors to interact with downtown places and activities.

Strategy 2, Land for Jobs, includes policies for the development and support of strong and vital employment centers, including downtown Saint Paul.

Policies

1.26 Implement the *Saint Paul Downtown Development Strategy*; the City will continue to respond to the changes facing downtown, including shifts in the employment base, increasing numbers of residents and a growing arts and culture community.

1.27 Designate urban villages in downtown Saint Paul, shown on Map ///:

Established urban villages

- Rice Park
- Fitzgerald Park
- Wacouta Commons
- Lowertown

Proposed urban villages

- Kellogg Mall

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- Lower Landing

The urban villages surrounding the office core were identified in the *Saint Paul on the Mississippi Development Framework*. Urban villages identified in the *Framework* were then classified as “emerging” and “proposed.” Since then, emerging urban villages have become “established.”

1.28 Promote a broad mix of uses in downtown, including office, government, commercial retail and housing.

1.29 Promote the growth and diversity of housing opportunities in downtown’s urban villages.

1.30 Strengthen neighborhood connections to downtown Saint Paul, including Seven Corners, Cathedral Hill and Lafayette Park, through development and improvements that support and complement downtown businesses and urban villages.

1.31 Promote entertainment and cultural activities, and visitor accommodations to support them.

Minnesota State Capitol Area

The Capitol, designed by noted architect Cass Gilbert, rises on a promontory north of downtown. The Capitol, state office buildings, and adjacent commercial and residential neighborhoods are within the jurisdiction of the Capitol Area Architectural and Planning Board. Boundaries of the Capitol Area are shown on Map//. Because the Capitol Area is separated from downtown Saint Paul by an interstate highway and because many of its office buildings are not connected to the surrounding neighborhoods, it conveys a feeling of isolation. Even so, the Capitol Area is an anchor for reinvestment in the surrounding areas, including East Frogtown, Capitol Heights, the Sears block and Fitzgerald Park. Construction of light rail transit through the Capitol Area will be a catalyst for revitalization. Capitol East is one of the transit station areas in the Central Corridor.

1.32 Encourage the State of Minnesota to design its new office buildings to connect functionally and aesthetically with adjacent streets and neighborhoods. This includes such elements as site design, building design and orientation, landscaping and streetscape.

1.33 Encourage the redevelopment of surface parking lots within the Capitol Area.

Redevelopment would accomplish several objectives, including management of surface water, more productive use of the land and creating connections between the Capitol Area and surrounding neighborhoods.

1.34 Encourage the State of Minnesota to locate its departments and agencies within the City of Saint Paul, especially areas well-served by transit, including the downtown office core.

1.35 Encourage state office leasing on select sites in downtown that help link the Capitol with downtown or that intermix state office and downtown buildings.

Employment Districts

Employment Districts conform to the following criteria:

- Land zoned for industrial and commercial uses:

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1. Industrial districts, particularly I1 and I2, which permit a wide range of limited production and processing functions, and general industrial uses.
 2. B4 and B5 districts in downtown Saint Paul. These districts include the full range of permitted commercial uses, with the predominate employment activities being commercial office and health care.
 3. B3 and TN2 districts on arterials. The Zoning Code permits offices and limited production and processing in both districts. Arterials are particularly suited to firms producing small scale products that do not require heavy trucks to deliver parts and pick up finished products for distribution. The parcels on some arterial streets are sufficiently large, or can be expanded, to accommodate these types of employment activities.
- Access to the existing regional transportation network.

Policies for Employment Districts are included in Strategy 2 Land for Jobs.

General Land Use Policy

The Land Use chapter of the Comprehensive Plan includes seven categories on the future land use map:

- Established Neighborhood
- Mixed Use
- Commercial
- Public and Institutional (education and health care)
- Industrial
- Parks
- Water

Residential Development

Policies in the targeted growth strategy direct new residential development to downtown Saint Paul, the Central Corridor, Neighborhood Centers and Corridors. The amount of growth identified in this strategy is compatible both with existing development patterns of individual areas and with the capacity to accommodate additional growth. There will be infill development in Established Neighborhoods and modest amounts of townhouse and small scale multiple family development in Neighborhood Nodes.

A central element of the Land Use plan is the Metropolitan Council's projection of the numbers of housing units to be developed during the timeframe of the *Comprehensive Plan*. The Land Use plan envisions that 26,000 housing units could be developed citywide by 2030, with 15,000 of those units in the Central Corridor. The densities in the Zoning Code, and those that will result from the study in Policy 1./, are intended to produce the numbers of housing units that will enable Saint Paul to meet the Metropolitan Council's projections.

Policies

1.36 Apply existing zoning standards to guide the development of housing in each category of neighborhoods, as follows:

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- Low density residential (single family and two family residential), applicable to Established Neighborhoods.
- Medium density residential (townhouses and small scale multiple family housing), applicable to Neighborhood Nodes. Up to 22 units per acre.
- High density residential (multiple family housing), applicable to Neighborhood Centers and Corridors: At least 30 units per acre.

1.37 Study the RM multiple family residential districts and the TN districts to determine how these districts, or additional districts to be created, can accommodate more intense development consistent with Policy 1./ .

The range of densities permitted by the existing RM districts is 22 units to 55 units per acre. Several multiple family residential developments constructed in the last decade far exceed those densities. For example, densities range between 40 units per acre and 90 units per acre in residential projects constructed in first decade of the 21st Century. Similar densities in residential developments in Neighborhood Centers and the Corridors will go far in achieving the objective of compact, mixed use development that supports transit. According to the Lincoln Institute of Land Policy, a minimum of 15 units per acre will support frequent bus service, while a minimum of 50 units per acre will support a walkable community and transit use.

1.38 Create zoning districts to accommodate higher density residential and commercial development. Planning for density along the Central Corridor and subsequent zoning regulations to implement the planning should serve as a guide.

1.39 Promote the development of housing that provides choices for people of all ages, including singles and young couples, families, empty-nesters and seniors.

1.40 Promote the development of a range of housing types and housing values in each of the 17 planning districts.

1.41 Promote the development of housing in mixed use neighborhoods that supports walking and the use of public transportation.

1.42 Explore the use of planning and development tools to increase the production of housing, including, but not limited to, accessory units in existing neighborhoods, density bonuses for affordable units and parking reductions.

1.43 Identify key priority sites for mixed use development opportunities:

INSERT MAP

- Ford site in Highland Village
- Loeb Lake
- Minnehaha Mall
- Wilder Foundation site
- Hamm Brewery
- 3M Distribution Center
- Diamond Products site in downtown

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- Harriet Island
- Schmidt Brewery
- Island Station
- West Side Flats

The targeted growth strategy identifies areas where compact, mixed use development is particularly encouraged. Priority sites present opportunities for mixed use development; however, they are less likely to have a significant amount of commercial retail or employment. Many, although not all, of these sites are within designated Corridors. This policy identifies them as sites where sizable numbers of housing units can be developed.

1.44 Establish a working group of representatives from various City departments, to meet periodically to review and analyze how those departments can facilitate the development process so that the City can be competitive in securing projects that further its targeted goals for growth.

Commerce

Residents, employees and visitors want shopping areas that provide a broad range of goods and services. Each commercial area in the city has a unique character, setting it apart from the others and providing an anchor for surrounding residential neighborhoods.

The City supports traditional urban form and scale in compact commercial areas while, at the same time, recognizing that some commercial areas are more oriented to the automobile and do not conform to that pattern.

Employment in commercially zoned areas is addressed in Strategy 2, Land for Jobs.

Policies

1.45 Maintain and enhance retail commercial areas throughout the city by promoting standards that help make them vital and attractive, including: access to desirable goods and services, safety for pedestrians, density and variety of uses to encourage walking, and architectural elements that add interest at the street level.

1.46 Encourage the expansion of compact commercial areas in Neighborhood Centers and Corridors to further the objectives of both categories of neighborhoods, as stated in Policies 1./.

A variety of retail establishments located in close proximity to each other strengthens the commercial area and creates a synergy that will benefit all businesses. This synergy has the potential to encourage business creation and expansion.

1.47 Designate pedestrian oriented streets in commercial areas, as shown on Map ///, to give more attention to the pedestrian realm, including the use of traditional urban building form, streetscape amenities and traffic calming measures.

1.48 Support compatible mixed use within single buildings and in separate buildings in close proximity.

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1.49 Continue to promote principles of traditional urban form in the design of new or renovated commercial buildings, as required in the Zoning Code.

1.50 Facilitate the redevelopment of commercial areas where existing buildings are no longer considered functional to accommodate viable retail and businesses.

Many older commercial buildings are functionally obsolete and cannot be readily adapted to the requirements of modern commercial retail and office establishments. Programs to redevelop these properties or otherwise rehabilitate existing buildings has the potential to strengthen commercial areas in which they are located.

1.51 Study commercial zoning districts citywide to determine if the amount of commercial zoning to determine if Facilitate the redevelopment of commercial areas where existing buildings are no longer considered functional to accommodate viable businesses.

Given market conditions at the middle of the first decade of the 21st Century, there is arguably more commercial zoning in some areas of the city than can be materialized into successful retail shopping districts. In some areas of the city, commercial districts may be smaller than market conditions can support. The intent of the study is to determine if the size of commercial districts should be reduced, or enlarged, so as to make them more economically viable.

1.52 Prioritize the development of compact commercial areas, accessible by pedestrians and transit users, over commercial areas more readily accessed by automobile. Discourage new and expanded auto-oriented uses.

1.53 Use existing auto-oriented commercial areas, generally located with convenient access from principal arterials, to serve the needs of citywide or regional patrons.

Auto-oriented commercial areas generally are located on large parcels and have limited access for pedestrians.

1.54 Encourage the design of auto-oriented uses with aspects of traditional urban form to minimize impacts on the pedestrian realm.

Institutions

Saint Paul is fortunate to have a wealth of education facilities and other institutions. They bring a breadth of opportunities for Saint Paul and its residents, as well as for those who work in the city. They often provide an identity for specific areas of the city.

This section focuses on two types of institutions: education and health care.

INSERT MAP

Policies

1.55 Collaborate with the Saint Paul Public Schools to promote neighborhood improvement in conjunction with school construction or major remodeling.

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

1.57 Encourage communication between educational institutions and residents of the community when those institutions seek to expand.

The Zoning Code includes standards for approval of a permit when an educational institution seeks to expand its campus boundary. It is in the best interests of the institution and the community if there is a dialogue between all parties that is intended to manage potential conflict over a proposed expansion.

Strategy 2. Land for Jobs

Cities can be the fulcrum for economic prosperity. When the assets of urban centers are utilized creatively and with energy, they are catalysts for investment in industries that, in turn, provide jobs for their residents.

This role is not without challenges, however. Globalization and technological change in recent decades have forced cities to grapple with the shift from an economy based on routine manufacturing to one based more on knowledge-oriented activities. In addition, population shifts away from the urban core have often left cities with high concentrations of unskilled workers and poor families.

Cities inherently have much to offer, however. For many decades they were centers for economic and political activity, for culture and education, with quintessential neighborhoods where men and women who worked in the city lived and raised their families. Although much economic activity has shifted to the suburbs and to other countries since the 1970s, the basic elements that made cities successful for so long are still in place: mature physical infrastructure; universities and vocational training schools; institutions and cultural amenities that provide ideas; and important economic centers, such as medical facilities and financial institutions.

Moreover, cities have the capacity to recast themselves by adapting to emerging technologies and new circumstances. Industry and how people work have always shaped cities, a situation that particularly applies to those in the Midwest and Northeast, where modern industrialization began during the Civil War years and intensified in the decades thereafter. Each successive change in technology has affected industrial land use patterns. Changes since the 1970s have been particularly difficult for cities, for they were not periodic adjustments to the heavy industry model created during the Industrial Revolution but, instead, have resulted in the demise of manufacturing and the emergence of knowledge-based service industries.

Saint Paul during the past 20 years pulled together an array of strategies and projects intended to address the loss of manufacturing jobs. The focus has been reclaiming vacant and underutilized industrial lands and making them productive once again. Elements central to this effort included brownfield cleanup, redevelopment and workforce development.

Now, early in the 21st Century, factors are converging that compel the City and its partners to hone these strategies and to supplement them, so that revitalization can continue to provide for job-rich industries. Globalization of many industries has intensified. Technologies have become increasingly more sophisticated. The land most likely to be developed with job-rich industries often will be found in smaller parcels throughout the city rather than in large swaths of land in railroad corridors. Changing demographics are producing shifts in the labor market. Immigration is giving Saint Paul a new pool of potential employees, energetic and hard working but sometimes lacking skills needed for jobs that are available, at the same time that baby boomers, though close to retirement age, are continuing to work, sometimes at part time jobs.

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The task of the Land Use chapter, in part, is to identify physical assets, particularly land, and establish standards and guidelines for leveraging those assets so that industry and employment can flourish.

This section of the Land Use Plan uses terminology from the Minnesota Department of Employment and Economic Development. “Industry” refers to the entire spectrum of economic activity and not simply, for example, manufacturing. “Occupation” refers to all types of employment. “Industry” includes both conventional industrial activities, such as transportation, limited production, storage and manufacturing, as well as office. Thus, employment centers are comprised of both industrial and office activities. “Industrial” is defined as the full range of manufacturing, including limited production and processing, as well as manufacturing and related uses, utilities and transportation uses.

Physical Development Guidelines

There are core guidelines that establish a foundation for the formation and maintenance of employment centers.

Policies

2.1 Ensure the availability of sufficient quantities of land suitable for existing, new and expanding industries; prepare an inventory of properties zoned for industrial and commercial uses that have the potential for redevelopment as employment centers.

An inventory of vacant and underutilized buildings and land currently zoned for industrial and commercial use will provide the City and its development partners with baseline information necessary to pursue a program of development of employment centers.

2.2 Encourage the redevelopment of outmoded and non-productive sites and buildings so they can sustain existing industries and attract emerging industries to Saint Paul.

2.3 Encourage the use of best management practices by industries on environment issues, including air and water quality, soil contamination, solid waste, and sustainable construction practices. Seek to attract industries desiring to incorporate such practices in their development and operations.

Job-rich Employment Centers at Strategic Locations

Saint Paul’s employment centers, historically, have been located either in downtown office buildings or within the railroad corridors running through the city. Location, land availability and transportation contributed to this pattern, which has continued with new employment centers developed since the late 1980s and early 1990s and is expected to continue in the future.

Policies

2.4 Focus the growth of employment centers in downtown, railroad corridors, the Central Corridor and on larger tracts of land where redevelopment as employment centers could occur. These areas are shown on Figure ///.

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Saint Paul's employment base has long been downtown and in its railroad corridors. While that will continue, the growth of information-based service businesses is expected to expand the employment base beyond these areas. The anticipated construction of light rail transit in the Central Corridor and the availability of larger tracts of land, such as the Ford site in Highland Park, will also augment the city's employment base. The City will strive to maintain the economic health and importance of downtown and will pursue opportunities for growth and strategic development in other areas of Saint Paul where industries have the potential to thrive.

2.5 Encourage the redevelopment of sites on major arterial streets zoned for B3 and TN2 uses as employment centers; facilitate redevelopment through a program of assembling smaller parcels into sites sufficiently large to accommodate this use. Map // depicts arterials where parcels for redevelopment are located.

2.6 Support the retention of the categories of industries that historically have strengthened the downtown office market and produced a stable employment base.

Downtown continues to evolve, once filling the role of the classic urban city, with office buildings and a bustling retail area, through several years when office vacancies rose and the retail sector shrank. A multi-faceted revitalization began in the early 1990s that includes, in part, cultural and entertainment amenities and residential development. Still, downtown remains as an employment center that caters largely to distinct categories of users – state agencies, corporations housed in single-user buildings and the health care industry. Small businesses, including retail stores catering largely to office employees, are found throughout downtown. The downtown employment base can be strengthened with the retention of these sectors and the addition of industries that serve or depend on these core industries.

2.7 Work with health care institutions to assess proposed development projects, including expansion of facilities beyond the existing campus, with particular attention to impacts on the surrounding community.

2.8 Encourage the State of Minnesota to lease office space in downtown or, as a second priority, to lease office space in other city locations that are well-connected to the Capitol area on major streets. Encourage Ramsey County and the federal government to lease office space in downtown or, as a second priority, to lease office space in other city locations well-connected to downtown.

Leased office space is generally owned by a private property owner and, therefore, pays property taxes. Office buildings owned by a government agency do not.

2.9 Cultivate the development of single-use buildings, predominately single-use buildings, in downtown.

Arguably the most successful segment of the downtown office market is Class A space, particularly those buildings with relatively large floor plates that are owned and used by a single occupant. Examples are Ecolab, Minnesota Public Radio and Twin Cities Public Television, the US Bank West Side Flats Operation Center and Travelers Insurance. Class B office space caters more to individual tenants. The average vacancy rate for Class A space in the decade between 1996 and 2006 was 10.8 percent; the average vacancy rate for Class B space, 19.2 percent, was almost double that of Class A space.

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2.10 Collaborate with the City's partners, including the Greater St. Paul Building Owners & Managers Association, Capital City Partnership, and the Saint Paul Area Chamber of Commerce, to develop strategies intended to ensure that space in multiple tenant buildings are occupied.

2.11 Prepare a study of Class C office buildings to determine potential uses; potential uses could include the upgrade of these buildings to offices with more modern features and amenities that are both attractive and affordable, possibly as incubator spaces, and/or conversion to housing. Issues in the study will include, but are not limited to, the range of amenities needed for incubator spaces or more conventional offices, as well as amenities for either affordable housing or market-rate housing. The study will include a discussion of the City's role in the development of any potential uses for these buildings.

2.12 Promote the development of employment opportunities in the Central Corridor, consistent with the *Central Corridor Development Strategy*.

The Central Corridor extends between downtown Minneapolis and Union Depot in downtown Saint Paul, through the Midway district, the Capitol area and downtown. Construction of light rail transit, scheduled to begin operating in 2014, is expected to enhance and amplify the potential for employment opportunities. The *Central Corridor Development Strategy* identifies five distinct real estate sub-markets within the corridor: west, central, east, Capitol and downtown. Existing land use characteristics and demographics define each of the sub-markets in ways that could shape future development. Within the Area of Change, where redevelopment is expected and will be encouraged, there is a potential for an estimated 5.6 million square feet of office space in redevelopment and new development at nine station areas in the Saint Paul section of the corridor, a scale of investment that will produce employment opportunities for residents and non-residents.

2.13 Plan strategically for large priority development sites to ensure that their economic development potential, and their role as employment centers, is realized.

These sites are assets to be used to diversify Saint Paul's economy and to capitalize on emerging labor markets.

2.14 Redevelop underutilized or vacant land in railroad corridors.

Virtually all industrially-zoned land is within a railroad corridor. In Saint Paul's early history, the city was a railhead at the prairie's edge for goods elsewhere around the country. As rail shipping declined, land in these corridors languished. Efforts to clean up the soil and redevelop the properties with light industry began in earnest in the late 1980s. By the mid-2000s, significant numbers of acres, particularly in the Phalen Corridor and the Great Northern Corridor, had been redeveloped. Even so, there is still ample acreage in existing railroad corridors that can be redeveloped as employment centers, either as light industry or office complexes.

MAP

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2.15 Plan strategically to encourage development of small scale industrial firms on smaller parcels where large scale truck deliveries and shipping is not a requirement; assist, to the extent possible, in land assembly to assure parcels of sufficient size.

The more likely locations of small scale industrial firms are on arterials where there is existing B3 and TN2 zoning. However, many of these parcels are too small and land assembly, including parcels to the rear of those fronting on the arterial, is essential if sites are to be large enough for small scale light industrial manufacturing.

2.16 Collaborate with the Port Authority to develop sites appropriate for industrial projects.

The Port Authority's core function is the development of light industrial projects on industrially-zoned land, generally located along railroad corridors and the Mississippi River. Since the last Land Use plan was drafted in 1999, five business parks have been developed – Williams Hill; Westminster Junction; Great Northern in two phases, North and South; and River Bend – encompassing 102 acres.

Land Assembly

Light industrial and commercial office complexes often require significant parcels of land, or parcels reconfigured to meet the requirements of modern business. While there are large tracts of land in Saint Paul, most land that might otherwise be appropriate for redevelopment as employment centers is on relatively small or oddly shaped parcels. Creating parcels large enough for an employment complex will require land assembly.

The Minnesota Legislature in 2006 limited eminent domain as a tool for assembling parcels for redevelopment except for the construction of public facilities. Consequently, government must use other tools to find land and assemble sites to assist the private sector in meeting current or emerging market needs.

Policies

2.17 Utilize appropriate financial tools to assemble parcels to be redeveloped for industrial and intense commercial use.

2.18 Continue to utilize the City's land assembly bond program to acquire parcels for light industrial and business development as those parcels become available.

The use of this program depends on the strength of the market, to support the sale of projects, so the bonds can be repaid. The land assembly bond program should be used with this caveat in mind.

2.19 Seek a revision to state legislation limiting the use of eminent domain as a redevelopment tool.

Regulation

The Zoning Code is both strategic and flexible in its approach to how land in industrially zoned districts is used. It permits a wide variety of manufacturing and other industrial uses. It also allows many non-industrial uses, such as congregate living, utilities and commercial recreation and entertainment facilities. Practically,

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industrial districts have been designed to accommodate businesses and facilities that might not be welcome in other areas of the city.

However, there is a concern in Saint Paul and other cities about the loss of land for industrial uses because it could possibly be developed for other uses. Underused industrial buildings have been demolished so new residential complexes can be developed. Residential and office development is alluring because there is generally a higher return on an investment. Older warehouse buildings, for example, have been transformed into chic offices and loft apartments, part of the gentrification found in many core cities. The situation is exacerbated when there is uncertainty about the future use of industrially zoned land, with some wary developers speculating about which future real estate investments will be more lucrative. In response, many cities prohibit residential uses in industrial areas. Others do not prohibit non-industrial uses but limit their size and number and require that they be subject to discretionary review.

Saint Paul's industrial acreage is a small, compared to the entire city. Importantly, much of it, even in relatively large tracts, is often oddly configured. Consequently, if Saint Paul is to have sufficient acreage for industry, then it must be preserved in ways that enables the formation of a stable employment base. A stable employment base is essential if a city is to prosper.

Policies

2.20 Revise the list of principal uses permitted in industrial districts to delete categories that may negatively affect the availability of land for industrial activity or that may conflict with the character and function of industrial areas.

2.21 Require conditional use review for specified uses, to be identified during a study of principal uses permitted in industrial districts, to ensure compatibility with the primary industrial function of the district.

Some non-industrial uses are compatible with industrial uses. Discretionary review will enable the City to determine if a specific development, including its design, contributes to protecting the industrial character of these districts. To this end, the proposed non-industrial use should meet the following requirements:

- Will not have a significant adverse effect on nearby industrial firms.
- Will not significantly alter the overall industrial character of the area based on the existing proportion of industrial and non-industrial uses and on the effects of incremental change.

2.22 Establish development standards for the I1 district that provide for efficient use of land and enhance the aesthetic quality of the district.

Efficient use of a parcel of land includes yielding significant numbers of jobs for each acre of development consistent with the types of industries in the existing and emerging economy. Many of the TN development standards incorporated into the IR district will enhance the appearance of an industrial development so the district is compatible with nearby commercial and residential areas.

Brownfield Remediation

Brownfields, broadly defined, are abandoned or under-utilized industrial and commercial properties which, because of environmental contamination, must be remediated before they can be redeveloped. Industrial buildings and property, rail yards, petroleum tank farms, old dumps, as well as dry cleaning, printing and painting establishments, have all become brownfields. State and federal Superfund laws obligate redevelopers, purchasers and lenders to clean up these sites if they do not get someone else to do it. Because of this and the high cost of cleanup, many brownfields remain undeveloped.

Brownfield redevelopment is more expensive than development on uncontaminated property because of the investigation and cleanup obligation. The inability to redevelop brownfields adversely affects the social and economic vitality of a city. The redevelopment or recycling of brownfields restores and enhances a city's employment and property tax base. Moreover, existing infrastructure/utility capacity (roads, sewers, water and transit, etc.) is reused, enhancing service efficiency.

St. Paul's location as a transportation, manufacturing and distribution center for the north central part of the United States for more than 100 years, and the downsizing of many of these businesses, has left Saint Paul with the largest amount of contaminated property of any community in Minnesota. Since the 1980's approximately 1,000 acres of brownfields have been investigated, cleaned up and redeveloped by the City and the Port Authority for light industrial, commercial and residential uses. This effort has resulted in approximately 4,000 jobs at firms operating on redeveloped brownfields and a significant property tax base increase.

Remediation and redevelopment of brownfields in St. Paul is far from done. Local, state and federal programs to remediate brownfields, developed during the last 20 years, have been effective but are also complex and under-funded. Public financial and programmatic assistance is necessary to overcome the extra cost and perception problems associated with the remediation and reuse of brownfields.

Policies

2.22 Create a brownfields redevelopment group within the Planning and Economic Development Department.

Brownfield redevelopment is costly and complex. Moreover, many developers are relatively new to the task. Maintaining a knowledgeable staff able to provide information and assistance in connection with brownfields redevelopment will facilitate that process. The brownfields redevelopment group will do the following:

- Prepare a strategic plan that includes a comprehensive approach to remediation and redevelopment of brownfields and to applications for funding from local, state and federal agencies.
- Prioritize brownfields sites and develop a work program to redevelop them using cost effective means, particularly leveraging development financing by the private sector.
- Provide developers and property owners, particularly those who may not be aware of the financial and programmatic assistance available for brownfields redevelopment, with information about state brownfields programs, including voluntary environmental investigation and remediation programs, loan programs and the preparation of Remedial Action Plans (RAP).
- Assist developers with site acquisition.

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2.23 Develop a map and database which identifies redeveloped and prospective brownfields throughout the City.

Identification and inventory of contaminated properties can help expedite the investigation and remediation of brownfields both directly and indirectly. Considerable information about environmental conditions on a site can be learned from previous investigations of nearby properties. Database development will also simplify and facilitate expedited remediation. Historic information about contaminated sites can be developed with the assistance of Sanborn maps, which provide information about how various properties were once used.

2.24 Develop a brownfields fund to use in connection with the investigation of contaminated properties identified for redevelopment.

The investigation and remediation of brownfields involve extra costs not borne by other development activities. Funding is available from the U.S. Environmental Protection Agency (EPA) for city-wide brownfield grants to assist in identifying and investigating contaminated property where no redevelopment project has yet been identified. The City is eligible to receive grant funding from the EPA. The establishment of a City fund can be used to encourage, expedite and simplify the investigation process necessary for brownfields remediation and redevelopment.

2.25 Continue to seek funding for brownfield remediation from the tax base revitalization programs operated by the state Department of Employment and Economic Development (DEED) and the Metropolitan Council.

Both programs provide funding for remediation on sites where a project has been identified. The objective of both programs is recycling land so it is productive once again, specifically through the creation of jobs and enhancement of the tax base.

2.26 Pursue the establishment of a state tax credit program to encourage landowners to clean up brownfields so the land can be redeveloped.

Tax credits will provide an incentive for landowners to clean up sites and seek reimbursement for those costs. Reimbursement made in the year incurred, rather than capitalized over time, would facilitate a more expedient cleanup of contaminated land. Five states now have these programs and they have proven to be very beneficial.

2.27 Support and work closely with the Minnesota Pollution Control Agency and the Metropolitan Council so their programs on brownfields remediation are efficient, effective and utilized to the greatest extent possible.

2.28 Monitor and support on state and federal brownfields assistance programs and comment on changes necessary for their improvement.

The Metropolitan Council, DEED, Ramsey County and the U.S. EPA have extensive brownfields remediation programs, with funding for both the investigation and remediation of brownfields. Changes are particularly needed in the amount of funding available for brownfields redevelopment.

Economic Development

City government has a limited ability to influence the economy directly and, consequently, must be strategic in what it does to encourage and support economic development. Policies in this section of the Land Use plan, by definition, focus on the built environment and are intended to complement the City's economic development strategy, as described on p. //.

The economy has changed so markedly during the previous decade that predicting the types of industries and occupations that will predominate is not possible with any degree of certainty. The City and its partners must lay a foundation for job growth that may not have existed in the recent past or is only now beginning to emerge by focusing on the potential for job growth and the talents and skills of Saint Paul's residents that can be realized.

The shifts away from manufacturing and toward an information-based labor market, beginning in earnest in the 1970s and increasing at an accelerated pace since then, are expected to intensify, according to projections by the Minnesota Department of Employment and Economic Development (DEED). DEED projects the greatest job growth in the health care industry and in education. Fifty percent of new jobs in the region between 2002 and 2012 will be in education and health care, as well as professional and business services. The projections should be compared to the changes in employment in Saint Paul since 2000, when the system of industrial codes was revised to be relevant to today's economy. DEED calculated that were 180,400 jobs in Saint Paul in 2006, a decrease of 9.1 percent since 2000. More sobering are the changes in specific job sectors between 2000 and 2006. Manufacturing jobs decreased by 32.9 percent, reflecting trends in the national economy. Private sector professional and business service jobs, considered to be an expanding job sector, declined 35.8 percent. Government jobs at all levels declined 5.9 percent. The numbers of jobs in two sectors – health care and education – have increased since 2000; specifically, education employment by 9.8 percent and health care by 16.8 percent.

One critical component of any economic development strategy is education and workforce training. Responding to the demands of an evolving economy requires a well-educated, highly trained workforce. Businesses are more likely to locate where potential employees are educated and where they can continue to learn as the economy and the labor market evolves. Saint Paul's educational institutions face two distinct challenges: There are many residents who do not have a high school education; some have only completed middle school. Without the most basic education and, in all likelihood, without the skills demanded by the jobs available in the early 21st Century, they are unable to compete in the labor market. Secondly, ethnic communities in Saint Paul have grown dramatically since 1990, with much of the growth a function of immigration. While acknowledged to be hardworking and enthusiastic, many immigrants need additional training and education in order to secure the types of jobs expected in the coming years.

Policies

2.29 Implement the City's economic development strategy to effectively focus resources in a coordinated series of initiatives and programs intended to secure and retain industries and jobs. There are six major initiatives in the strategy:

- Business retention and expansion

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- Business attraction
- *Invest Saint Paul* initiatives
- Streamlined development process
- Workforce development
- Downtown revitalization

2.30 Assist in the formation of businesses that serve local needs and are not inherently dependent on being part of a global economy by ensuring that land is available for their operations.

Service industries catering to residents and local businesses are needed in an urban center.

Examples are construction; property services such as landscapers, plumbers and electricians; and auto repair.

2.31 Establish partnerships with educational institutions and organizations to ensure their programs are aligned with the needs of existing and emerging industries.

Institutions and organizations include the Ramsey County Workforce Investment Board and other workforce development groups, non-profit organizations, the Minnesota Department of Employment and Economic Development, technical schools, colleges and universities, business and industry groups and the public school system. The focus will be on assessing the education and skill needs of existing and emerging industries, as well as promoting the expansion of job training programs to enhance the education and skills of potential employees.

2.31 Collaborate with the Ramsey County Workforce Investment Board and other workforce development organizations to increase labor force participation among Saint Paul residents.

Strategy 3. Aesthetics and Development Standards

The built environment that is the focus of the Land Use chapter encompasses more than bricks-and-mortar development. Benchmarks for how the built environment is developed are necessary to produce a city that is accessible and livable. The policies in this strategy are intended to achieve that objective.

Urban Design

Design to achieve a pedestrian-scaled and fine-grained urban environment has long been a foundation of Saint Paul planning and development. These concepts were an integral component of the *Saint Paul on the Mississippi Development Framework* and were later incorporated into policies in the 1999 Land Use chapter of the *Comprehensive Plan*. To implement those policies, the City codified general design standards that are used during site plan review and design standards applicable to Traditional Neighborhood districts in 2004. As the city evolves, an attractive and vital urban form becomes increasingly important to advance objectives of pedestrian-scaled and fine-grained environment.

Policies

3.1 Continue to utilize the general design standards in Section 63.110 of the Zoning Code and the design standards for the Traditional Neighborhood Districts to achieve a high quality of pedestrian-scaled and fine-grained urban environment.

3.2 Prepare a study of the applicability of using form-based codes to strengthen in the Zoning Code.

Form-based codes are development regulations used to shape the urban environment by addressing the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. Form-based codes are prescriptive – they state what a city wants – rather than proscriptive – what a city does not want, and do not focus on provisions typically found in conventional zoning codes, such as Floor Area Ratio, permitted land uses, setbacks and lot coverage.

3.3 Continue collaboration with the Design Center of the Saint Paul Riverfront Corporation so as to further the integration of high quality design into Small Area Plans and other planning documents and into development projects.

3.4 Encourage improvement of safety through design, as outlined in *Design for Public Safety*.

Design for Public Safety incorporates the principles of crime prevention through environmental design, which focus on strategies and techniques for the design of the physical environment, both of sites and buildings, which help reduce opportunities for crime.

Development Standards

The aesthetic elements of a development are as important as others, including, for example, density, height and scale. The following policies address those issues.

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Policies

3.5 Enforce sections of the Zoning Code that have the effect of making development compatible with the existing and planned character of a neighborhood or other area of the city; in particular, those sections on landscaping and plant materials (63.115), exterior lighting (63.116).

3.6 Enhance the City's physical and aesthetic environment by preventing the indiscriminate removal or destruction of trees; and, by providing protection of large trees and exceptional trees that, by their unique historical, ecological or aesthetic value, constitute an important community resource.

3.7 Consider ground and surface water sensitivity in the preparation of a site for development, as well as the in the design and construction of buildings; the site and the buildings should be appropriately designed to protect water resources and emphasize natural features such as water bodies.

3.8 Permit signage to be used to facilitate adequate identification of businesses and to provide information of community interest; ensure that sign regulations are used to reduce visual clutter and to enhance the city's appearance and safety.

3.9 Encourage the construction of unstructured open spaces, particularly open play areas, in new multiple family developments.

The parkland dedication ordinance requires the dedication of land or cash for public use as parks, playgrounds, trails, open space or conservation. If the dedicated land is not adjacent to the development, or the cash in lieu of land will be used to fund parkland that is not adjacent to the development, then developers of multiple family projects are encouraged to set aside an outside area for unstructured open space or play area for residents of the development.

Open Space and Natural Features

Parks and open space provide urban amenity and are part of the public realm that shapes urban development.

Policies

3.10 Preserve and support parks and open space as critical elements in the public realm that are amenities for both residents, people who work in Saint Paul and visitors.

3.11 Integrate City plans and developments with Metro Greenways program operated by the state Department of Natural Resources (DNR), where applicable, to protect, restore and manage natural areas connected by ecological corridors in the region.

Areas in Saint Paul identified by DNR for protection and restoration are Trout Brook and the Mississippi River shoreline. With funding provided by DNR, the City prepared the Trout Brook Greenway Plan, which includes provisions for trails, water resources, and habitat and natural communities in the greenway. The greenway connects McCarrons Lake to Lower Phalen Creek, adjacent to Lowertown.

Public Art

Public art achieves several objectives. It strengthens the public realm and enhances the city's identity. It promotes economic vitality and civic life. It states that Saint Paul is an attractive place to live, work and visit.

Policies

3.12 Include public art policies in adopted Small Area Plans and other planning documents.

3.13 Incorporate public art in City capital projects, including infrastructure, buildings and landscape, to imbue these projects with a distinct sense of place; involve artists early in the planning and design of capital projects.

3.14 Facilitate a collaboration between the artist and the community to identify opportunities for public art to discuss civic issues that will inform the artist's work.

Views and Visual Beauty

Many features of the natural environment and the built environment enhance a sense of place as long as they remain prominently visible.

Policies

3.15 Preserve views through standards that regulate such impacts as height, bulk, scale, view corridor. Include these standards in the site plan review process.

3.16 Support the protection and enhancement of the visibility of architectural landmarks.

Examples are the Capitol, the Cathedral of St. Paul, the Highland Park Water Tower, Landmark Center and the old breweries. See Map ///.

Solar Energy

State law requires Land Use Plans to address solar energy access. During the 1980s the Planning Commission developed a Zoning Code amendment allowing property owners with solar energy systems to establish solar access rights across their neighbors' property; it was not adopted, however, because there was little demand for solar zoning.

Policy

3.17 Support the conservation of fossil fuels and increased use of solar and wind energy.

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Implementation

Appendices

Credits