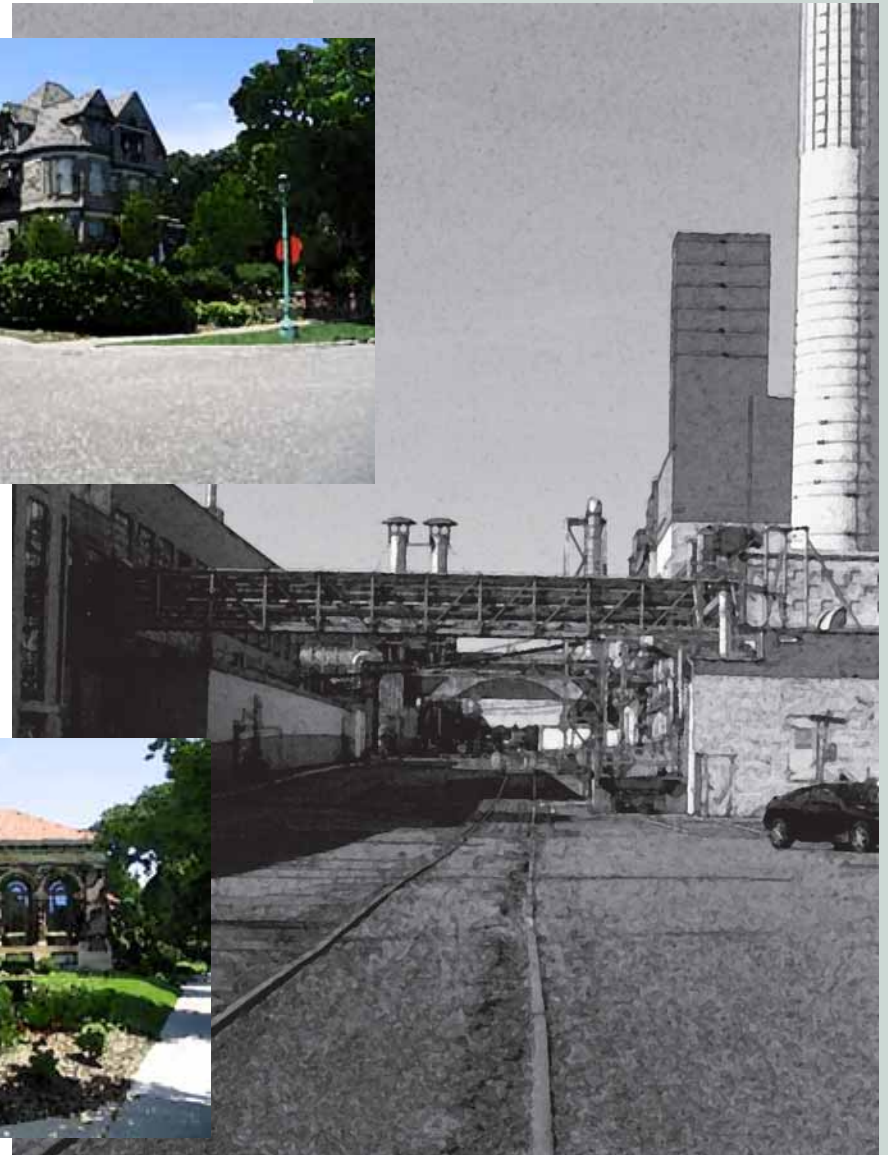


St. Anthony Park – District 12 Community Plan



Revitalize - Maintain - Connect



November 21, 2005

Acknowledgments

The St. Anthony Park Community Council acknowledges the enthusiasm, dedication and hard work of all its volunteer citizens, staff and consultants who contributed to this St. Anthony Park/District 12 Community Plan. We would also like to thank the St. Anthony Park Community Foundation for their initial work on the Community Profile that laid the groundwork for the current planning process. Additionally we would like to thank the St. Anthony Park Community Foundation and other donors for their financial support in making this plan possible.

We would also like to acknowledge four documents that were instrumental in guiding the organization and content development of this plan.

- “St. Anthony Park: A Community Built on a Solid Foundation,” David Lanegran, September 2003.
- “Summit Hill Association/District 16 Neighborhood Plan” The Summit Hill Neighborhood Association, April 14, 2004.
- “Community Redesign: integrating land use, transportation and natural resources,” the Metropolitan Design Center, October 2002.
- “1983 St. Anthony Park Community Plan,” The St. Anthony Park Community Council, 1983.

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I. Executive Summary

A. Location and Current Land Use

St. Anthony Park is located in the far northwest corner of St. Paul, and near the geographic center of the Twin Cities region. St. Anthony Park includes approximately 2.4 square miles in area and has more than 6,000 residents.

Physically, the community has excellent connectivity to the region but relatively poor access internally and to adjacent neighborhoods. Interstate 94, Trunk Highway 280 and University Avenue provide the regional access. The BNSF rail yards are a rail transfer point and intermodal shipment hub for the upper Midwest. These transportation corridors, however, also serve to disconnect St. Anthony Park from neighboring communities and from itself. The rail yard bisects the community into north and south parts with Raymond Avenue as the only connection between the two.

Half of St. Anthony Park is devoted to industrial land use, much of it in an on-going state of decline. The residential areas are generally strong and vibrant. These residential areas, laid out with curvilinear streets in a park-like setting, contain a mix of housing types, attractive institutional buildings, and pedestrian-oriented neighborhood commercial areas. The residential areas form the culture and character base for the neighborhood's identity. University Avenue runs through the southern part of the District providing a corridor for new housing and commercial development.

B. Overall Vision & Guiding Principles

We envision St. Anthony Park as a livable, sustainable, connected and integrated community of businesses, industry, natural areas and residences, where members have a strong sense of connectedness to each other and to the neighborhood in which they work or live. Existing strengths that form the foundation for new growth include social connections, neighborhood design and character, and the physical quality of the built environment. The preservation of these qualities is paramount and are key criteria for evaluating incremental strategies as well as redevelopment opportunity areas. Due to geography and history, St. Anthony Park contains many fragmented and unrelated components. This plan seeks to overcome these limitations. To achieve this, a series of goals, objectives and strategies are around a three part theme:

1. Revitalize South St. Anthony
2. Maintain and Enhance North St. Anthony
3. Physically connect these two areas and improve connectivity to adjacent communities.

In creating this vision, a series of planning and design principles and core values emerged from community input and committee discussions. These values serve three functions: first, they provide the guiding direction in the plan's development; second, they serve as a reminder for how strategies are to be implemented; lastly, they may be used to evaluate the success of any strategy.

- Open Communication: Encourage all individuals and interest groups to communicate openly as stakeholders and stewards in charting St. Anthony Park/District 12's evolution.
- Spontaneous Community Connections: Nurture spontaneous community connections through pedestrian oriented design and mixing of compatible uses.
- Community Character: Maintain and improve community character through high quality design of new development and redevelopment. High quality design incorporates scale, mass, amenities, public space, lighting, landscaping and materials that respect the historic, natural and cultural patterns of the community.
- Environmental Amenities: Protect and improve existing amenities, create new amenities and connect and restore such amenities where possible. These are key objectives in evaluating redevelopment opportunities.
- Diversity: Increase the demographic diversity of the community and provide for more living choices for residents of all ages, incomes and lifestyles.
- Mutually Beneficial Relationships: Collaborate and develop mutually beneficial relationships with organizations adjacent to St. Anthony Park/District 12 to address economic development and improvement of environmental resources.
- Transportation Choices: Use land redevelopment opportunities to integrate and balance a wide variety of transportation choices. Emphasize safe, convenient and visually attractive walking, biking, driving and transit choices in circulation systems and patterns.
- Long-term Sustainable Development: Evaluate and development opportunities balancing the economy, the community and the environment to achieve long-term sustainable development.

C. Plan Goals

1. Integrate Land Use, Livability and Economic Activities

Vision

St. Anthony Park seeks substantial land use change in the existing industrial area to support more intensive use of the land and an increased tax base. As the geographic center of the metro area with excellent transportation access, the area will become a vibrant and integrated mix of industry, commerce and housing within a pedestrian-scaled and transit-oriented environment.

Objectives

L1. Land Use. Redirect land use with appropriate regulatory controls to encourage an integrated mix of industrial, commercial, housing and public amenities and a larger tax base.

L2. Historic Preservation. Protect, maintain and/or adaptively reuse designated historic buildings.

L3. Design Standards. Institute commercial mixed-use design standards that reinforce human-scale buildings, promote sustainable design, promote quality in exterior materials and construction, reinforce a pedestrian oriented streetscape, promote green design, manage storm water retention, reduce impervious surfaces and visually screen surface parking.

L4. Streetscape Enhancement Plan. Develop and implement a long-term streetscape plan to achieve the economic development, livability, identity and transportation goals of the community.

L5. Development Opportunities. Identify opportunities for development and redevelopment, including commercial districts, to strengthen neighborhood village character and vitality.

L6. Code Enforcement. Increase understanding of appropriate building and zoning codes and pertinent licensing issues, and improve compliance between residents, businesses and the city.

2. Improve and Balance Transportation Choices

Vision

St. Anthony Park has long managed the impact of traffic caused by industrial uses and proximity to regional road corridors. We recognize the environmental and health benefits of walking, biking, and reduced reliance on the auto, and the sustainable development opportunities posed by light rail transit (LRT) and industrial land conversion. St. Anthony Park envisions a healthy balance of transportation options. Such options will encourage transit, bicycle and pedestrian connections between homes and workplaces, and between workplaces and commercial services.

Objectives

T1. Improve Transit alternatives in the neighborhood and add LRT on University Avenue.

T2. Improve Pedestrian/Bicycle Connectivity. Create new connections to improve access between North and South St. Anthony Park and between St. Anthony Park and adjacent communities as shown on page 33 map.

T3. Incorporate Transportation Options into All New Development Design all new development in St. Anthony Park to encourage and

facilitate the use of transit, bicycles and walking for work, leisure and maintenance-directed trips.

T4. Improve Vehicular Connectivity. Add new connections and realign roads to improve local access and reduce through-traffic in areas designated for enhanced pedestrian and transit-oriented land uses.

T5. Pedestrian and Bicycle Safety and Traffic Calming. Make busy thoroughfares (Como, Cleveland, Raymond, Territorial and University) safer for bikes and pedestrians and improve their visual quality.

T6. Traffic Congestion. Work with St. Paul, Minneapolis, and Prospect Park Neighborhood to improve traffic circulation and reduce congestion.

T7. Highway 280. Use opportunities associated with Highway 280 reconstruction to mitigate noise, pollution and environmental impacts.

T8. University of Minnesota. Work with the University to create better student transit options, parking options, and access to the St. Paul campus that reduces impact on the community and the environment.

3. Protect and Restore Natural Systems

Vision

The mixed community of residences, businesses and industrial activities is embedded in a matrix of native plant communities, wetlands, and green spaces that sustain the air, water, wildlife habitat, and natural amenities that contribute to the quality of life in St. Anthony Park.

While we recognize that a continued mix of residential, business and industrial activities will remain in the District, balancing these uses with a greater priority on environmental improvement and preservation will be practiced. We envision a systematic approach to redefining land use and redeveloping land through “green construction and site design” in order to preserve and improve ecological functioning, improve internal and external connections and to add new green space amenities.

Objectives

N1. Water Quality Improvements. Achieve measurable water quality improvements to the Kasota Ponds, Caitlin Wetland, and other natural remnants, and improve quality of all runoff.

N2. Impervious Surfaces and Ground Water Recharge. Increase the level of ground water infiltration in the District by 30 percent through development standards, the creation of new open spaces, and the retrofitting of existing structures and properties.

N3. Planting of Public and Private Spaces. Use community programs and community building initiatives to increase the amount of vegetation in public and private spaces.

N4. Habitat Corridors. Restore and/or recreate habitat corridors to facilitate movement and stable habitat populations.

N5. Improve Air Quality. Gather appropriate data and work with community stakeholders to improve air quality.

N6. Reduce Noise Pollution. Gather appropriate data and work with community stakeholders to reduce noise pollution.

N7. Increase Outdoor Light Efficiency. Educate community about efficient and safe lighting and replace lighting to meet community

standards through public infrastructure maintenance and repair programs.

N8. Collaborate with other Stakeholders on Natural Systems Issues. Proactively reach out and collaborate with other stakeholders having an interest and influence over the natural environment in St. Anthony Park

N9. Support Precautionary and Sustainable Programs. Adopt policies that proactively protect the environment. Examine all actions associated with proposed programs and activities, including no-action.

4. Enhance Homes and Neighborhoods

Vision

St. Anthony Park is distinctive due to its topographical features, physical layout and historic character of its housing. The preservation of that character is very important to its residents. Maintaining and updating existing housing stock should continue with good design sensitive to appropriate historic character and scale of the neighborhood. The community also encourages the development of new well-designed infill and mixed use housing to meet the needs of various incomes, ability levels and life cycle needs in support of a more diverse population.

Objectives

H1. Property Maintenance and Beautification. Develop and implement district-wide programs to inspire, educate and facilitate residents to better maintain their properties including yards and alleys.

H2. Range of Housing Choices. Increase the range of housing types and affordability within the District to encourage a greater diversity of households and to be an affordable community for all people throughout their lives and changing lifestyle needs.

H3. Design Guidelines. Develop and implement design guidelines for new housing units and the renovation of existing housing not included in the historic district. Guidelines should encourage quality design that is complementary and contextual rather than strict historic replication.

5. Strengthen and Create New Community Connections

Vision

The St. Anthony Park Community Council reaches out, and communicates to all residents including new residents and renters, to engage them in the community. A comprehensive and active block leader program promotes crime prevention, community functions and recycling to neighborhood residents. We build strong community/institutional and community/business partnerships. We encourage the use of public spaces and parks for gathering, and promote investment in and beautification of public and private gathering spaces. New large developments are evaluated for their contribution to the inventory of community space within St. Anthony Park.

Objectives

C1. Community Building, Outreach and Communication. Reach out to residents, businesses, community institutions and neighboring communities, including those in Minneapolis, to enhance the quality of city life and to implement this plan.

C2. Community Assets. Identify ways that existing community and institutional assets in St. Anthony Park could better serve the community.

C3. Parks and Recreation. Re-invest in existing park assets and strengthen programming to increase use of park and recreation services.

C4. Cultural Opportunities. Support local cultural opportunities and the arts.

C5. Create New Community Infrastructure. Identify need for new community-wide assets to promote community connections and serve a growing population.

C6. Commercial Assets. Identify need for new commercial assets, recruiting strategies, and provide support for vibrant commercial areas.

D. Planning Process

The first Community Plan for St. Anthony Park was completed in 1983. Almost all of the plan's key objectives and strategies have been substantially achieved and implemented. The plan will be retired by the city in December 2005. Given the economic, demographic and land use changes that have occurred over the past 20 years, a new plan is needed to reflect the changing needs of the community. Towards this end, District 12 began laying the groundwork in 2002.

The Groundwork Laid: A Community Profile:

In 2002, District 12 partnered with the St. Anthony Park Community Foundation to develop a process for evaluating the status of the

St. Anthony Park/District 12 community. Professor David Lanegran of Macalester College was enlisted to compile a profile of the neighborhood to present to the community.

During early 2003, on-line, paper and oral surveys were conducted to gather input from residents and businesses. An article in The Park Bugle, flyers, and posters were used to invite citizens to take the survey and direct them to either the electronic form (on the Foundation's website) or paper form (at the St. Anthony Park Branch Library). Additionally, five Macalester College students conducted oral interviews: in North SAP at the Hardware Hank store, Ginkgo Coffee Shop and Lori's Coffee House; in South SAP at Hampden Square Apartments, Hampden Park Co-op and Prairie Star Coffee House. A total of 354 responses were collected.

Individuals with a particular interest or expertise in community planning and other community stakeholders were identified to review the first draft and ready it for public comment. Their feedback was incorporated into the next draft that was released to the community.

A community meeting and workshop was held May 2003 to review and discuss the findings. Notification for the event included: several Bugle items (an article in the May issue, a listing in the public calendar, a District 12 ad and a Foundation column); a flyer promoting the forum distributed to every household and at neighborhood churches; and posters displayed in public locations and at neighborhood events. Door prizes were solicited from area businesses to encourage attendance.

The forum was attended by 200 people. After the presentation by Dr. Lanegran and his students, attendees identified major concerns regarding the future of the neighborhood and voted for their top priorities. The results were incorporated into a final draft, available for comment throughout June and part of July. Copies were

available at community locations (the library, District 12 office, the elementary school, the Art Fair, 4th of July in Langford Park). A follow-up article in the Bugle, reporting on the May forum, included information on how to continue input into the process.

In September 2003, the report “St. Anthony Park: A Community Built on a Solid Foundation” was published. That Fall, the District 12 Council set up a committee to begin structuring the planning process using the information gained through the research. Progress updates and solicitations for input were published in the Bugle. The committee put together a list of vital topics and issues to be included in the plan, along with a timetable and process methodology that was reviewed and approved by the St. Anthony Park Community Council in 2004. In Fall 2004, the Council established the current steering committee to guide the plan to completion.

The Current Planning Process

The current plan update process began in late 2004 and included several community participation methods.

- Planning Steering Committee. This group, consisting of eight members, provided oversight to the entire planning process including community outreach. The Steering Committee was comprised of members of District 12 Land Use and Environment standing committees. The steering committee met regularly with staff and the planning consultant to coordinate plan development, facilitate communication, review plan progress, develop outreach strategies and contribute plan content.
- Topic Committees. The Land Use, Environment and Community Connections committees met regularly to review the development of specific sections of the plan and contribute content with a focus on goals, objectives and strategies.
- Community-Wide Meetings. Two community-wide meetings were held to engage interested neighborhood members and businesses in the planning process. The first forum was held December 15, 2004 to kick off the planning process. The objective for this meeting was to identify core values of the community and to identify issues and opportunities within eight broad categories. A second meeting was held September 14, 2005 to present the draft plan and gather community feedback for incorporation into the final plan document.
- Mapping and Ideation Workshops. Two workshops were held on May 16 and 17 2005 with interested neighborhood members to map ideas of how South St. Anthony Park could be revitalized. The focus was on land use, transportation and habitat connections. Workshop participants worked to consolidate all ideas into a consensus vision for revitalization.

II. Plan Purpose

St. Anthony Park is a multifaceted community of residents, businesses, large institutions, homeowners, renters, employees, visitors, buildings, parks, educational institutions and natural areas. The community has a long and cherished place within the context of regional, natural history, and economic and political leadership. The community recognizes the importance of anticipating and guiding change in order to maintain vitality as well as ensure measured continuity with the past. This plan is intended to guide public and private activity and investment to benefit the long-term quality of our neighborhood. This document is a policy document for guiding the decision-making of the St. Anthony Park Community Council. Upon adoption by the St. Paul City Council it will provide policy direction to the City on actions affecting St. Anthony Park.

Specific purposes of this plan include:

- To support the city's Comprehensive Plan themes providing for growth, enhancing the quality of place, protecting our natural resources, strengthening the tax base and supporting community well being.
- To identify the major redevelopment and revitalization opportunities within District 12 and establish criteria for evaluating them.
- To encourage and guide developers making investments in District 12 with regard to initiating, preparing and finalizing land development or land use requests and applications to the city.

- To increase our knowledge of ecosystem functions in order to make environmentally sound decisions and thereby take environmentally sound actions.
- To better integrate the disparate and separated parts of District 12 and to better integrate and connect District 12 to adjacent communities in both St. Paul and Minneapolis.
- To preserve and restore historic environmental assets both to improve ecological functioning and for improved connections and new amenities.
- To guide St. Anthony Park Community Council/District 12 responses to city of St. Paul referrals of rezoning applications, site plan reviews, variance reviews, new land use and development regulations, and any funding programs that may affect the neighborhood.
- To provide the basis for initiating changes in city codes required to implement this plan.
- To assist other community groups and organizations such as University United, St. Anthony Park Community Foundation, the Midway Chamber of Commerce, the University of Minnesota, Luther Seminary, etc. in their decision-making.

III. Neighborhood Profile

A. Location and General Description

St. Anthony Park is located in the far northwest corner of St. Paul, and near the geographic center of the Twin Cities region. St. Anthony Park is approximately 2.4 square miles and has more than 6,000 residents.



Physically, the community has excellent connectivity to the region and relatively poor access internally and to adjacent neighborhoods. Interstate 94, Trunk Highway 280 and University Avenue provide regional access. The BNSF rail yards are a rail transfer point and intermodal shipment hub for the upper Midwest. These assets, however, also serve to disconnect St. Anthony Park from neighboring communities and from itself. The rail yard bisects the community into north and south parts with Raymond Avenue as the only connection.

Half of St. Anthony Park is devoted to industrial land use, much of it in an on-going state of decline. The residential areas are generally strong and vibrant. These residential areas, laid out with curvilinear streets in a park like setting, contain a mix of housing types, attractive institutional buildings, and pedestrian oriented neighborhood commercial areas. The residential areas form the culture and character basis for the neighborhood's identity.

University Avenue runs through the southern part of the District providing a corridor for new housing and commercial development.



B. Early History

At the time that the Minnesota Territory was organizing in 1848, the area of St. Anthony Park had no permanent human habitations. An early overland connection between St. Paul and the village of St. Anthony was made through the area along what is now known as Territorial Road. Early visions of land development saw St. Anthony Park as a beautiful and accessible place attractive to very wealthy families. Towards achieving this vision, early speculators hired HWS Cleveland to create a romantic suburb for the wealthy. These dreams, however, were never realized. The land was eventually sold to the St. Anthony Park Company in 1885, which began platting and developing the land for the middle class.

St. Anthony Park's early development is noteworthy for the development philosophy of the St. Anthony Park Company. The Company had a philosophy that supported family and community building. Land was donated for parks, churches, and the public areas, and the company stressed a wholesome and temperate lifestyle. Though developed for middle class tastes and affordability, St. Anthony Park is still a good example of the romantic suburb. Street and lot layouts are influenced by the land's contour and the presence of lowland and wetland areas. South St. Anthony Park



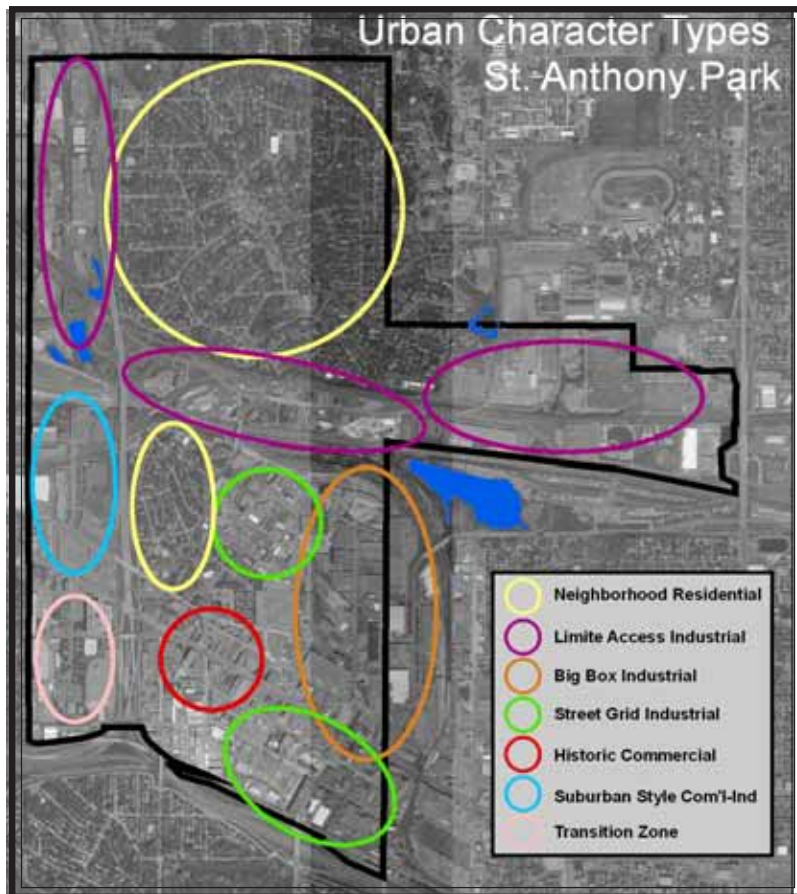
developed first due to access to the two major cities. Higher land to the west of Raymond developed as residential and lower land to the east as industrial. This land was especially attractive to manufacturing and warehousing businesses due to its location next to main line railroads and the presence of the Minnesota Transfer Railway. St. Anthony Park continued its growth in the early 20th century due to expansion of the streetcar system on University and Como Avenues. Commercial "Streetcar" patterns are still evident today with the commercial hub at Como and Carter and at University and Raymond.

By the mid-1960s, the neighborhood was essentially developed. Apartment complexes were constructed in the few available plots, increasing the overall density of the community to its peak in 1970. During the 1970s, the population began to decline due to lower birth rates, the leveling off of University growth, and the loss of housing units in South St. Anthony Park to highway and commercial development.



C. Visual Character Analysis

A visual tour of the area reveals seven separate urban character types within the District. These types often stand in stark contrast to each other and create significant visual variety not found in many districts or communities within the city. These variations also show the challenges faced by the community in integrating land uses and creating connections, especially at the edges where these urban types meet. The following images provide illustrative examples of the community's strengths and redevelopment challenges.



Neighborhood Residential

Making up the single largest visual type in the community, is the single-family neighborhood. In St. Anthony Park, residential neighborhoods are characterized by attractive curvilinear streets, significant amounts of vegetation and hilly topography. Laid out in the 1870s in the park-style fashion of the times, the residential areas are dominated by attractive single-family homes, duplexes, institutions, small apartment buildings and neighborhood oriented commercial services integrated through pedestrian oriented streets. The north St. Anthony Park neighborhood is significantly larger and separated from the southern neighborhood by Energy Park Drive and two railroad corridors.



Limited Access Industrial

Industrial areas contribute to the fragmentation of the larger community due to their linear nature. Other than Highway 280 and Energy Park Drive, these industrial areas have limited access to other local transportation routes. This zone is characterized by impervious surfaces comprised of single story, relatively nondescript buildings surrounded by parking lots and truck loading areas. Properties are generally viable and have relatively high value due to their access to the regional transportation system.



Big Box Industrial

A zone of very large single story buildings occupies a significant amount of land in the south part of the community. Many of the buildings are relatively new and were built following the construction of Transfer Road in the 1970s. Many of these buildings were designed for warehousing and the trucking industry; many are currently vacant or under leased. The area is dominated by large blocks with limited street access, and is nearly all comprised of impervious surfaces.



Street Grid Industrial

There are two remnants of old style industrial building patterns in South St. Anthony Park. Both of these areas are built on a finer grain street pattern with strong pedestrian orientation. Buildings tend to be brick with attractive details and built to the sidewalk. Parking lots and truck loading areas exist in this zone, however, they tend to be smaller and fragmented and thus do not dominate the landscape.



Historic Commercial District

The Raymond-University intersection and adjacent blocks form the commercial core of South St. Anthony Park. This designated historic district is a remnant of the streetcar era and contains numerous commercial structures of historic value. It is the most intensely developed zone in the community. The area is gaining significance as a growing cultural, entertainment and residential area and is experiencing on-going development. The area contains great potential to become a classic urban village, especially if LRT becomes a reality on University Avenue.



Suburban-Style Light Industrial & Commercial

The “Westgate” area northwest of University and Highway 280 was built in the past fifteen years as a suburban style light industrial and commercial complex. These big block buildings have a strong “arterial” street orientation. The buildings have large setbacks and are surrounded by parking. Signage is large and oriented to fast moving traffic on University Avenue. This area is effectively separated from most of the community and clearly reads as a development pattern all its own.



Transition Zone

The area southwest of University and Highway 280 is rapidly developing. With the recent Emerald Gardens and Berry Place housing developments, over 800 units of new housing have been introduced to St. Anthony Park. In addition to these new housing complexes, the area contains single-family homes, some industrial properties along the freeways and large office buildings along University. This area appears physically and visually a part of the Prospect Park neighborhood in Minneapolis as it is separated from the rest of St. Anthony Park by University Avenue and Highway 280.

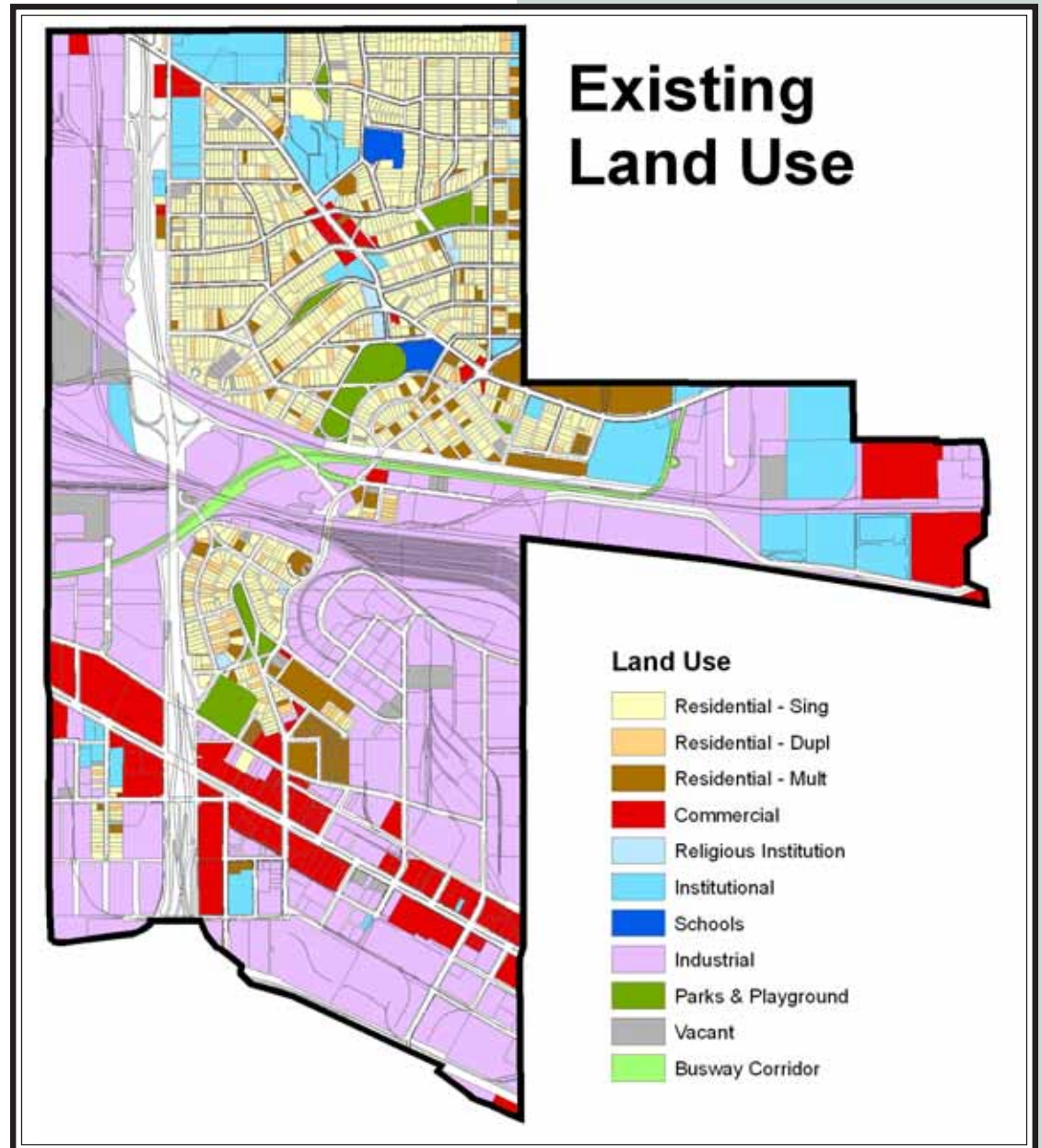


D. Land Use and Economic Vitality

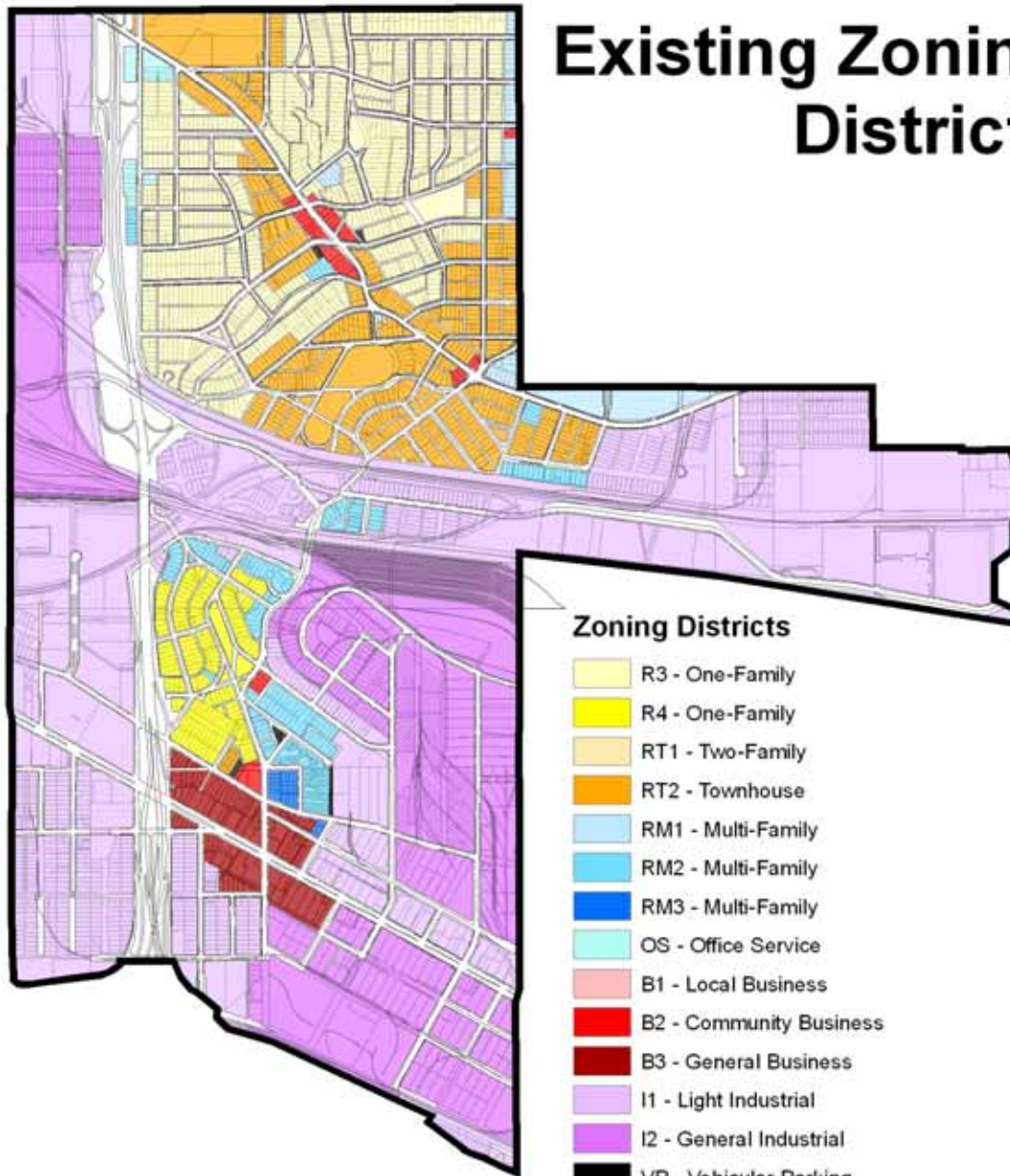
Land Use

St. Anthony Park is dominated by industrial uses occupying 50 percent of the District's land area (Table 1). Residential uses comprise the second largest use category at 20 percent and commercial occupies 8 percent. Park areas occupy only 2.5 percent of the area. Despite the dominance of industrial uses, the city's land use map for District 12 shows a fairly large diversity of land uses (given the coding system used by the city) within St. Anthony Park. The land use map shows a relatively rich mix of housing types within the existing residential areas. Duplex and multi-family homes are mixed in with single-family homes. It is interesting to note that only a small portion of University Avenue is zoned for commercial use, however, almost its entire length is in actual commercial use. Current land use economics appear to indicate that there is greater demand for commercial over industrial land in this area.

Land Use	Parcel Count	Acres	Land Use Percent
Right of Way (partial)	7	11.3	1.06%
Churches	11	4.9	0.46%
Commercial	144	91.0	8.53%
Industrial	324	529.3	49.63%
Institutional	46	72.1	6.76%
Parks & Playground	11	27.0	2.53%
Residential - Dupl	138	26.1	2.44%
Residential - Mult	197	50.2	4.71%
Residential - Sing	1109	213.4	20.02%
Total Residential	1444	290	27.17%
Schools	2	6.7	0.63%
Vacant	56	34.4	3.23%
Total	2045	1066.4	100%



Existing Zoning Districts



While both industrial and residential land uses are major features in the community, they are generally separated from each other by significant transportation corridors and thus coexist rather well. The exception to this is the smaller residential neighborhood in South St. Anthony Park. Much of this area is in close proximity to rail yards and industrial activity. Despite the fact that these transportation corridors separate incompatible land uses, they also have fragmented the community into disconnected components. Overcoming these barriers and connecting the community continues to be an on-going challenge.

It should also be noted that the 2004 zoning map for St. Anthony Park (see map at left) has not been updated by the city to reflect recent revisions to the Zoning Code. The most notable additions to the code with relevance to District 12 are the introduction of the Traditional Neighborhood or “TN” districts. These districts recognize the unique mixed-use nature of urban neighborhoods and encourage the compatible mixing of uses in a pedestrian and transit-friendly environment. A number of areas within the community would be appropriate for rezoning to at least one of the TN designations. These include commercial nodes at Como and Carter, University and Raymond, and Raymond and Hampden. The entire district should be evaluated for proper zoning classification.

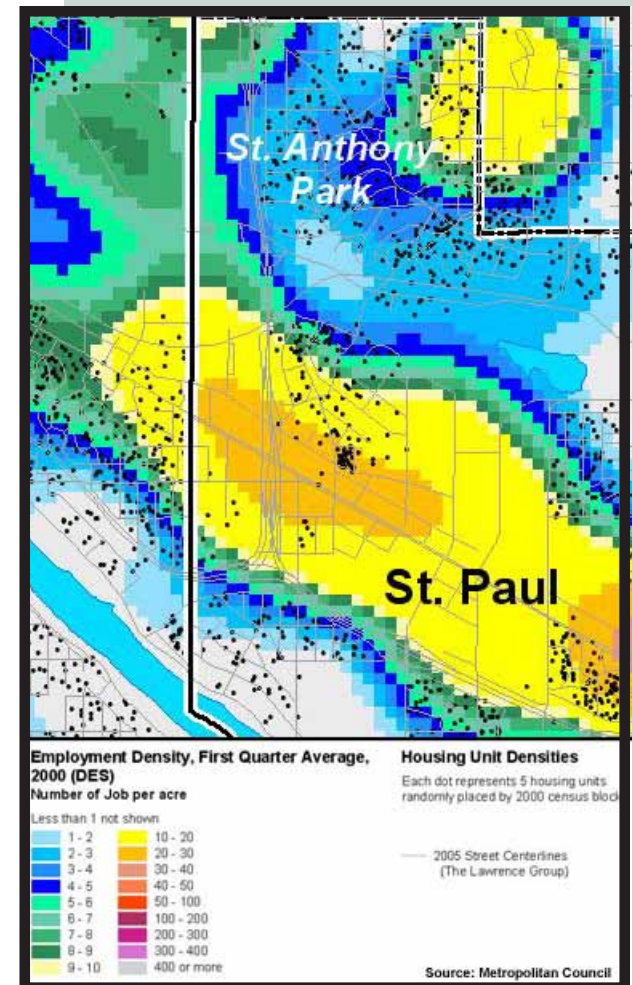
Economic Vitality

Commercial and industrial land use in St. Anthony Park has undergone drastic changes in the past three decades. The shift toward railroad-oriented trucking and warehousing activities has contributed to the diminished relative land value of a huge swath of land running through South St. Anthony Park. Additionally, the gradual but steady decline in the national and regional industrial sector has also contributed to the decline and underutilization of land in this same area. Much of this area is dominated by acres of aging industrial structures and brown fields. The structural shift in the national and regional economy has also affected employment. Employment in the area today is largely focused along University Avenue and its intersection with Highway 280. These areas are largely commercial uses in new or renovated structures. Employment drops off significantly as distance increases from University Avenue.

Likewise, St. Anthony Park's retail-commercial districts have been confronted by dramatic changes in the transportation system and by consumer trends that have moved commercial and business traffic from the District to suburban shopping malls and big box retail centers. The University Avenue commercial corridor still contains many marginal commercial properties. However, significant recent and ongoing investment in new housing is likely to support future investment in consumer-oriented commercial services.

The University of Minnesota St. Paul Campus is the largest employer and source of residents in District 12. Though the campus is not within the D12 boundaries, it represents a significant opportunity for economic and cultural development within the St. Anthony Park neighborhood. Specific opportunities include

capturing more consumer spending by University students and employees on housing, retail, restaurant and services. Additional opportunities include leveraging the University's research functions for new commercially viable products and services. With its large inventory of underused land, South St. Anthony Park has significant real estate opportunities to house these market building activities. The key to capturing any of these opportunities is in creating new transportation, cultural and spatial connections that bring D12's land supply "closer" to the University.

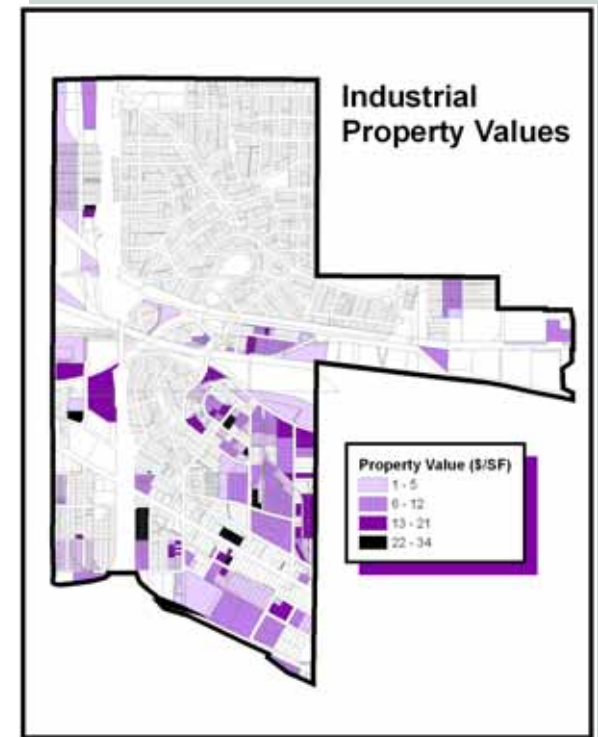
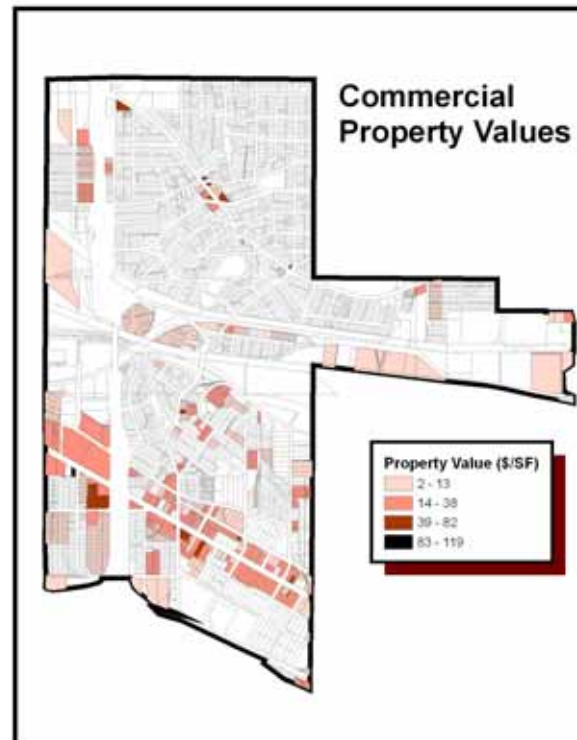
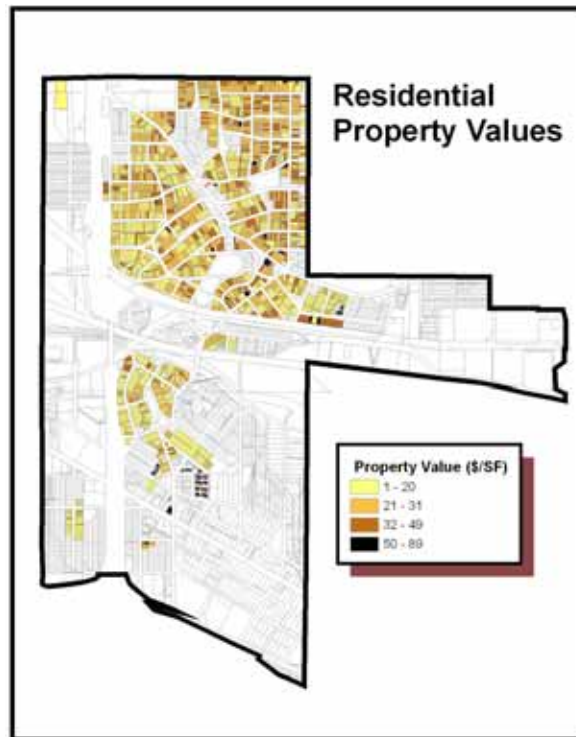


Land Value Analysis

An analysis of land values was conducted for the District 12 planning process using 2002 Ramsey County data. Land values include both building and land value as determined by the county assessor for each parcel. This total value was divided by the area of each parcel to arrive at a value per square foot. While industrial land occupies the majority of the land area within District 12, it also has the lowest average market value at \$8 per square foot. Conversely, residential land has the highest average market value at \$26 per square foot. Recently developed market rate town homes in the area have some of the highest market values at \$89/sf. Most of the high value commercial land is aligned along University Avenue. The Court International office building has the highest value of all commercial buildings at \$82/sf. The Westgate

suburban style office complex is valued at \$26/sf. The average market value for commercial property in District 12 is \$13 per square foot. Most of the high value industrial land is located on the edge of the District with good access to area freeways or Transfer Road.

A large amount of industrial space is currently vacant. With the decline of manufacturing, and the large supply of industrial land in the area, one could expect future declines in industrial land values. The development of new market rate town homes or other higher density housing, such as loft apartments, provides an opportunity for building higher land values and tax base in the area. Considering the excellent regional access, the area also offers opportunities for adding new commercial office space and employment centers when the regional market for office space rebounds.

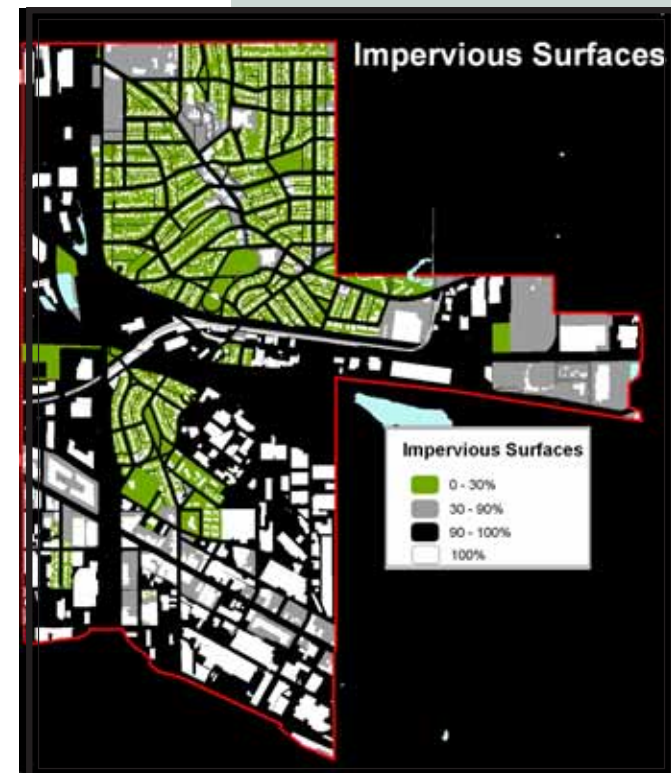
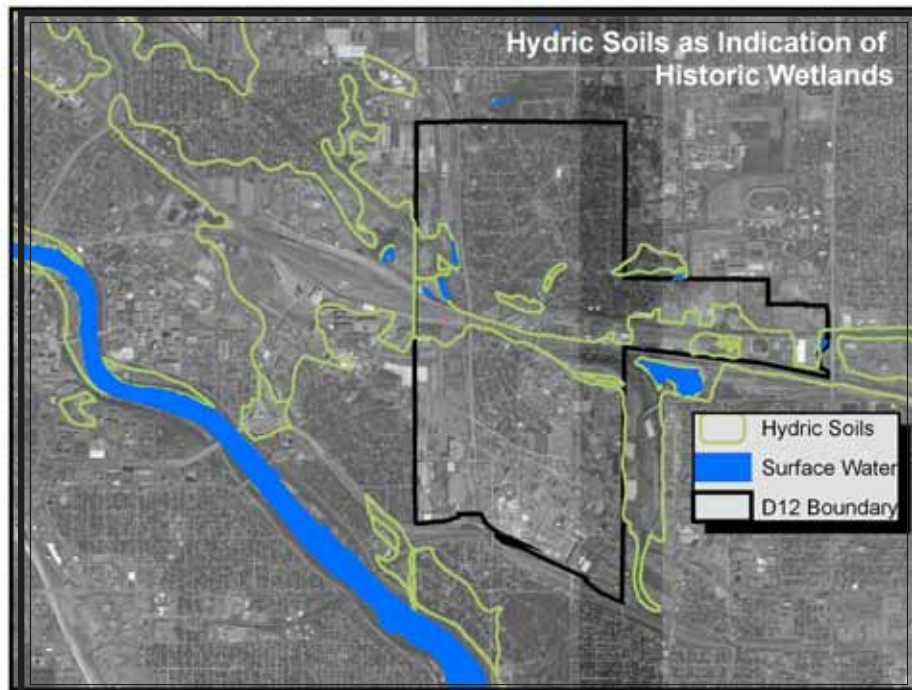


E. Environment and Ecological Functioning

The St. Anthony Park neighborhood is notable for its ecological history and is unique in that traces of that history are still visible, though somewhat hidden. A rich ecological complex of wetlands, streams and upland vegetation once covered large portions of District 12. With human settlement, railroads and industry, most of these natural systems have been filled in and paved over. The Kasota ponds complex and a few other wetlands are the remnants of this early landscape. Existing hydric soils indicate the historic extent of this once large wetland and pond complex drained by Bridal Veil Creek.

Extensive alteration of the landscape has obliterated the original Bridal Veil Creek bed and enclosed it within culverts. Currently, only a few hundred feet of the creek flows above ground into Bridal

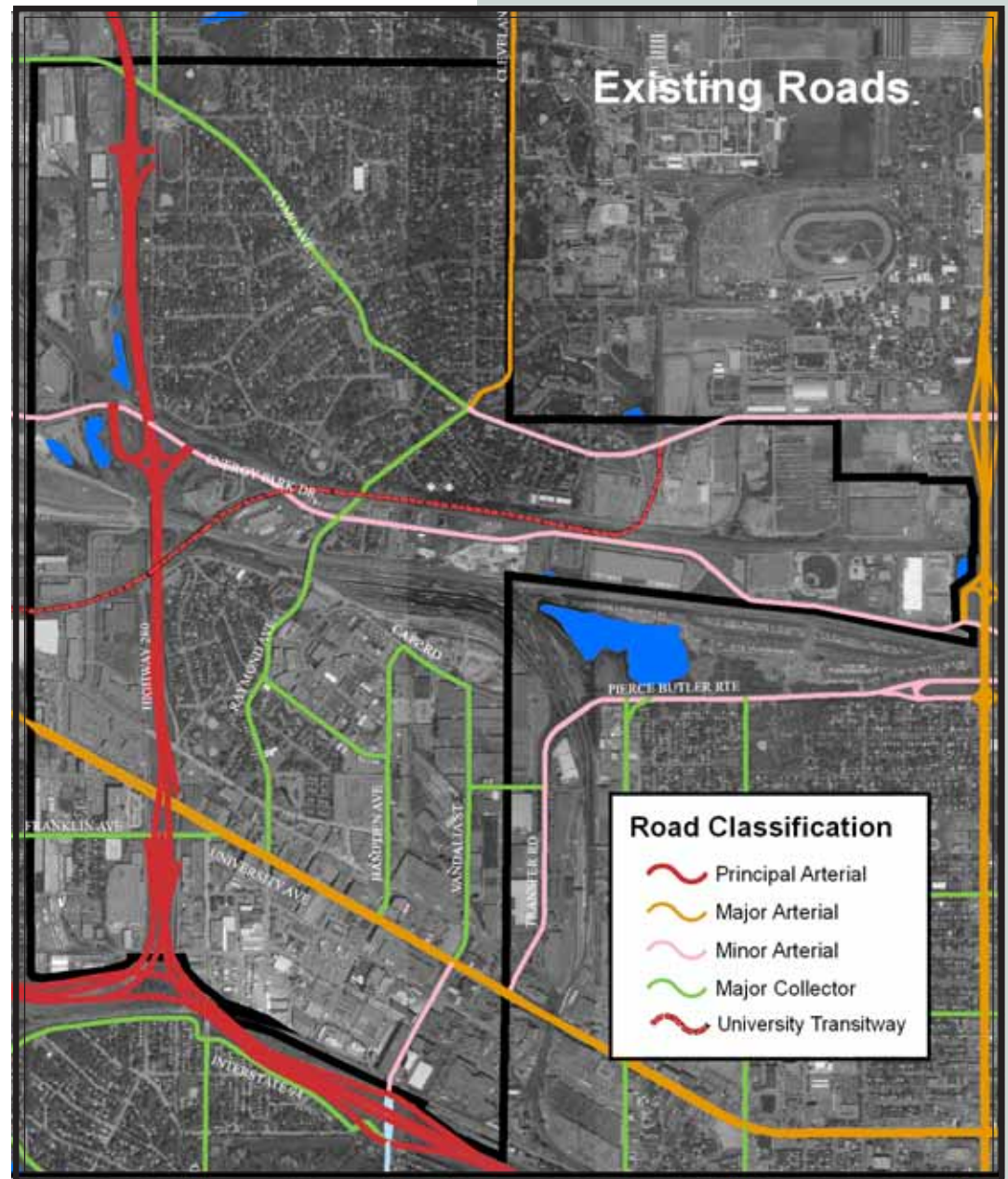
Veil Duck Pond at Kasota Avenue in the Minneapolis neighborhood of Southeast Como. Today, Bridal Veil Creek flows mainly through an antiquated sewer system under the Burlington Northern yards and Prospect Park. On-going interest in daylighting the creek has been expressed by residents of both cities. However, the Bridal Veil Creek and watershed are contained in separate civil jurisdictions and development zones, thus hampering the development of a common vision and resources to effect change. Despite draining and filling over time, hydric soils still affect development suitability. These hydric soils provide an ecological footprint and guide for the development of new corridors to connect the community, to improve habitat and ecological functioning, and as recreational amenities.



F. Transportation Concerns

The legacy imposed by regional freeways and the Burlington Northern Sante Fe rail yards has resulted in St. Anthony Park being separated from most adjacent neighborhoods, and the division of St. Anthony Park into separate components. This physical disconnect- edness is both a blessing and a curse. These trans- portation systems create readily identifiable edges and a sense of identity for St. Anthony Park as a contained small town. However, they also limit pedestrian acces- sibility and enforce reliance on the auto as the primary means of moving between the various areas. Raymond Avenue is the only connection across the rail yards between north and south St. Anthony Park. Furthermore, the industrial and trucking land uses in South St. Anthony Park use University Avenue as an arterial route with regional freeway access, imposing a large traffic burden on South St. Anthony Park. Large trucks, high speeds and wide roads negatively affect pedestrian safety and increase air, noise and light pollution for resi- dents. Without mitigation and a greater reliance on other transportation choices, suburban style develop- ment patterns are likely to continue along major road corridors in South St. Anthony Park.

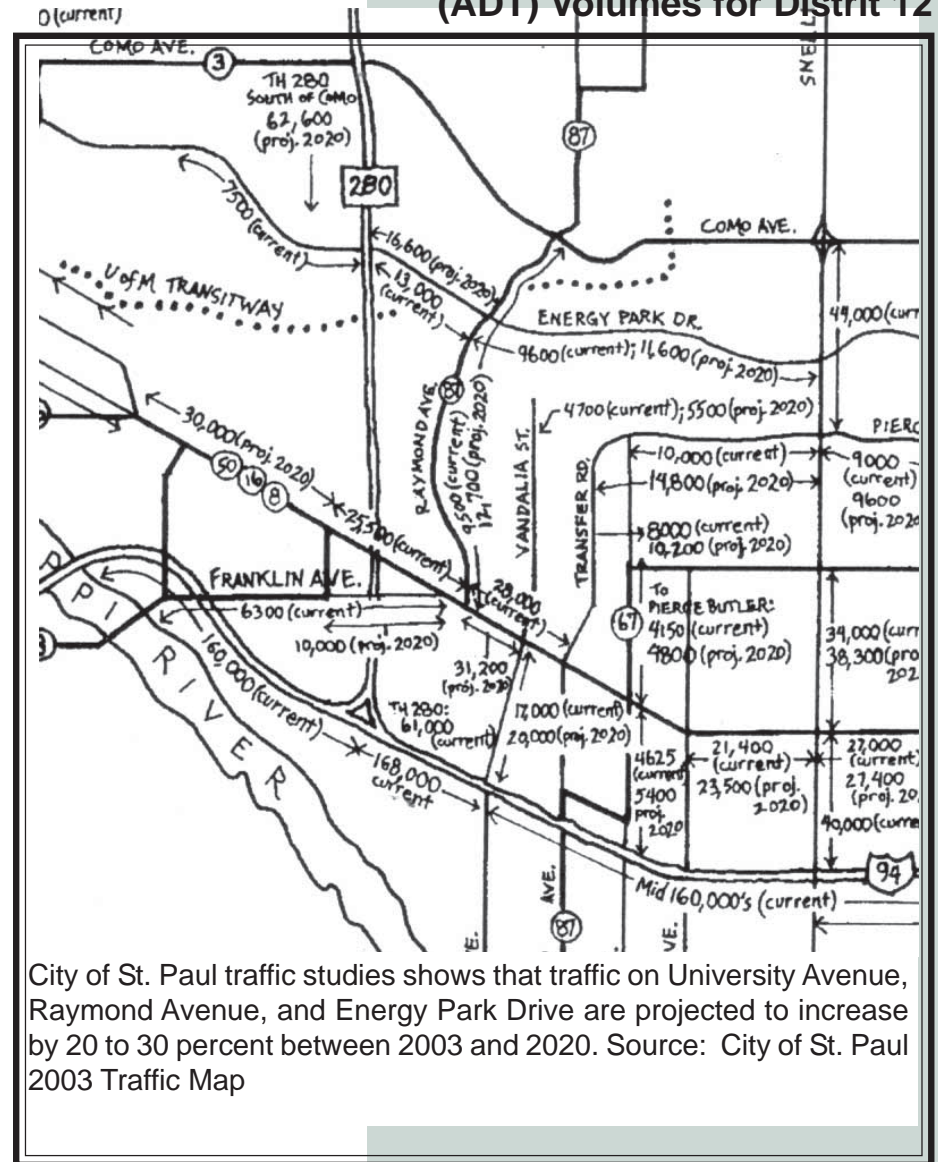
Potential redevelopment of both the Southeast Minneapolis Industrial Area (SEMI) and the industrial area of District 12 from industrial uses to other higher traffic-generating uses will have a significant impact on traffic in the area. The existing industrial uses in these areas generate relatively low levels of traffic compared to certain commercial uses. A traffic study conducted by University United concluded that redevelopment of



these two areas to commercial and high-density residential uses could result in over 100,000 new trips. In an additional assessment of traffic, the City of St. Paul has documented (see map at right) existing traffic and projected average daily traffic for the year 2020. This study shows traffic increases of 20 to 30 percent on University Avenue, Raymond Avenue and Energy Park Drive. Additional road connections and increased use of transit will be important parts of meeting the overall demand for new trips.

The introduction of LRT along or near University Avenue is a distinct possibility in this plan's time frame and provides enormous opportunities to restructure transit and transportation systems (and land use) in South St. Anthony Park. Part of this restructuring could include creating the still missing parkway link connecting the Grand Rounds to the Mississippi River. This link through St. Anthony Park could serve as a significant bikeway route, and was included in the original park system plan developed by H.W.S. Cleveland.

Comparison of Current & Projected Average Daily (ADT) Volumes for Distrit 12



City of St. Paul traffic studies shows that traffic on University Avenue, Raymond Avenue, and Energy Park Drive are projected to increase by 20 to 30 percent between 2003 and 2020. Source: City of St. Paul 2003 Traffic Map

G. Housing Stock

St. Anthony Park was platted in the 1800s and is a good example of the romantic suburb popular among the wealthy in the late nineteenth century. Though built for the financial needs and tastes of the middle class, street and lot layouts were still influenced by the land's contour and the presence of lowland and wetland areas. St. Anthony Park today remains a highly desirable pedestrian neighborhood with tree-lined boulevards and excellent housing stock in a variety of styles. While the vast majority of land in St. Anthony Park is devoted to single-family homes, there are substantial numbers of duplexes, triplexes and multi-family dwellings. Contrary to popular perception, there are more rental units than owner occupied units in St. Anthony Park due to the student needs of the University of Minnesota and Luther Seminary.

The strong housing market provides a fundamental base to the strength of the community. Housing values are in the middle to upper-middle price range for the Twin Cities. Values have increased steadily in recent years, outpacing the average for surrounding communities and the city as a whole. Based on the high number of building permits issued in the community, it is clear that residents are also consistently reinvesting in the housing stock. The strength of the housing market in St. Anthony Park is also documented by the conversion of commercial/industrial land into new mixed commercial and residential developments along University Avenue.



H. Social Characteristics

A high level of connectedness between St. Anthony Park residents is one of the community's strongest assets. The basis for and strength of these connections is due to a healthy mix of institutions, community services, green space and physical design. In this respect, St. Anthony Park is similar to a tightly knit small town.

The neighborhoods and small commercial districts of St. Anthony Park are the quintessential example of good "new urbanist" design. By their very nature, the mixed housing types, neighborhood parks, general pedestrian orientation and neighborhood commercial services are integrated into and scaled appropriately to facilitate spontaneous human connections. Additionally, there is a wealth of community amenities that encourage more directed human connections. The University of Minnesota and Luther Seminary provide substantial open green spaces and programs for the community. Their faculty, staff and students play significant roles as residents and community members. The St. Anthony Park Public Library is a landmark and landscape focus for the neighborhood, as well as for programs of intellectual growth.

St. Anthony Park Elementary and Murray Junior High schools receive consistently high rankings and are a source of community pride. They also provide an important socializing process for children and community social space for adults. Despite this, the percentage of students from District 12 is declining due to the general decline of school age children living in the community.

In addition to these institutions, community services such as the Block Nurse program, the Music in the Park series, the St. Anthony Park Community Foundation and those offered by a wide range of faith-based organizations offer many opportunities to connect people and reinforce the community's social character.

However, changing demographics may reduce the need for these services thus reducing the opportunities for connection. The decline in the number of children and the decline in household size are two concerning trends. Empty nesters tend to stay in their homes, reducing housing turnover and opportunities for new families with children to move into the community.

The development of large new housing developments such as Emerald Gardens, are important new additions to the community's housing mix. Such projects tend to attract professionals or students as renters and bolster demand for consumer oriented local businesses. However, large residential development structures tend to isolate residents from "street life" and the community at large. The challenge is to integrate these new residents into the social fabric of St. Anthony Park.



IV. Guiding Vision and Planning and Design Principles

A. Guiding Vision

We envision St. Anthony Park as a livable, sustainable, connected and integrated community of businesses, industry, natural areas and residences, where members have a strong sense of connectedness to each other and to the neighborhood in which they work and/or live. Existing strengths that form the foundation for new growth include social connections, neighborhood design and character, and the physical quality of the built environment. The preservation of these qualities is paramount and are key criteria for evaluating incremental strategies as well as redevelopment opportunity areas. Due to geography and history, St. Anthony Park contains many fragmented and unrelated components. This plan seeks to overcome these limitations. To achieve this, a series of goals, objectives and strategies are around a three part theme:

- Revitalize South St. Anthony
- Maintain and Enhance North St. Anthony
- Physically connect these two areas and improve connectivity to adjacent communities.

The revitalization of South St. Anthony Park includes the redevelopment of University Avenue as a transit oriented urban village centered on the historic commercial node at Raymond Avenue and University. Market forces are beginning this process through the conversion of older buildings to housing, commercial and office space, and the addition of large apartment developments. With the eventual addition of LRT on University, this trend is expected to accelerate with guidance provided by this plan. Beyond this core urban village area, additional medium density housing

(10 - 35 units per acre) is projected including urban-style town homes and smaller apartment buildings. Community consensus opposes additional high rise buildings. Realigning streets, including Raymond Avenue south of University Avenue, makes the long desired “Grand Rounds” parkway connection to Pelham Boulevard and the Mississippi River. New bicycle and pedestrian corridors are added to make new connections in all directions and to support transit and a more sustainable environment. Underused industrial property and warehouses around the historic core are converted to parks, including restored wetlands as a catalyst for new housing and commercial growth. Biotech and other high value “knowledge” industries will find the location and new amenities attractive and thus begin to support higher paying jobs and a stronger tax base.

North St. Anthony will continue to be a highly sought after address in the Twin Cities with an attractive housing stock and neighborhood design supporting continued strong housing values. Residential properties will be well maintained and will include more sustainable landscapes. Commercial areas will include more housing, gathering spaces, sustainable landscaping and thrive as neighborhood destinations.

Key connections will be made to connect many of the fragmented components within the District and to adjacent areas. Raymond Avenue, including the bridge over the railroad tracks, will become an attractive landscaped parkway thus making a strong visual connection between north and south. A pedestrian and bicycle connection will be made between Langford Park in the north, to the existing bikeway, and to the south through another spatially defining landscaped trail. Parkways will make connections between new parks and along Territorial Road into Minneapolis, and along Raymond/Pelham south to the river. A new connection will be made

between I-94 at Vandalia and the University of Minnesota on the east side of the neighborhood. Along with other supportive connections, the St. Paul Campus will have strong access to Interstate 94, thus encouraging new high value knowledge industries (bio-tech) along this corridor. These changes will remove significant amounts of truck traffic on University, thus promoting development of a pedestrian and transit-oriented neighborhood centered at Raymond and University.

B. Planning & Design Principles

The following planning and design principles and core values emerged from community forums and committee discussions. These values serve three functions: first, they provide the guiding direction in the plan's development; second, they serve as a reminder for how strategies are to be implemented; lastly, they may be used to evaluate the success of any strategy.

- Open Communication: Encourage all individuals and interest groups to communicate openly as stakeholders and stewards in charting St. Anthony Park/District 12's evolution.
- Spontaneous Community Connections: Nurture spontaneous community connections through pedestrian oriented design and mixing of compatible uses.
- Community Character: Maintain and improve community character through high quality design of new development and redevelopment. High quality design incorporates scale, mass, amenities, public space, lighting, landscaping and materials that respects the historic, natural and cultural patterns of the community.

- Environmental Amenities: Protect and improve existing amenities, create new amenities and connect and restore such amenities where possible. These shall be considered key objectives in evaluating redevelopment opportunities.
- Diversity: Increase the demographic diversity of the community and provide for more living choices for residents of all ages, incomes and lifestyles.
- Mutually Beneficial Relationships: Collaborate and develop mutually beneficial relationships with organizations adjacent to St. Anthony Park/District 12 to address economic development and improvement of environmental resources.
- Transportation Choices: Use land redevelopment opportunities to integrate and balance a wide variety of transportation choices. Emphasize safe, convenient and visually attractive walking, biking, driving and transit choices in circulation systems and patterns.
- Long-term Sustainable Development: Evaluate land development opportunities balancing the economy, the community and the environment to achieve long-term sustainable development.

V. Plan Goals

A. Integrate Land Uses, Livability and Economic Activities

1. Vision

St. Anthony Park seeks substantial land use change in the existing industrial area to support more intensive use of the land and an increased tax base. As the geographic center of the metro area with excellent access, the area will become a vibrant and integrated mix of industry, commerce and housing within a pedestrian scaled and transit-oriented environment.



2. Objectives and Strategies

L1. Land Use. Redirect land use with appropriate regulatory controls to encourage an integrated mix of industrial, commercial, housing and public amenities and a larger tax base.

- L1a. Amend the city's Comprehensive Plan to incorporate the recommended land use changes shown on the map on page 29 into the city's land use plan.
- L1b. Work with the City to revise the city's Zoning Map to incorporate the land use changes indicated on the map on page 29.

- L1c. Conduct a review of zoning designations to ensure appropriateness of existing designations such as RT-2 Townhouse Residential District Zoning in St. Anthony Park.
- L1d. Carefully use zoning designations to establish a gradual transition between land uses and building forms to assure compatibility.
- L1e. Develop better communication with city agencies to improve the Citizen Participation Review Process. Work with the city and Legislature to extend timelines to allow for greater District Council deliberation and more time to involve the neighborhood in the decision-making process.
- L1f. Encourage U of M to make future expansions to the east of the campus (fairgrounds side) so the residential area to the west is not negatively affected by new campus development.

L2. Historic Preservation. Protect, maintain and/or adaptively reuse designated historic buildings.

- L2a. As many buildings in the neighborhood are reaching the 100 year mark, restart the process of buildings identified in the 1980's city survey of historic value and investigate both the process of designation and sources to help maintain those buildings.
- L2b. Work with the Historic Preservation Commission and the designation process to officially adopt the Milton Square building.

South St. Anthony Park Proposed Land Use

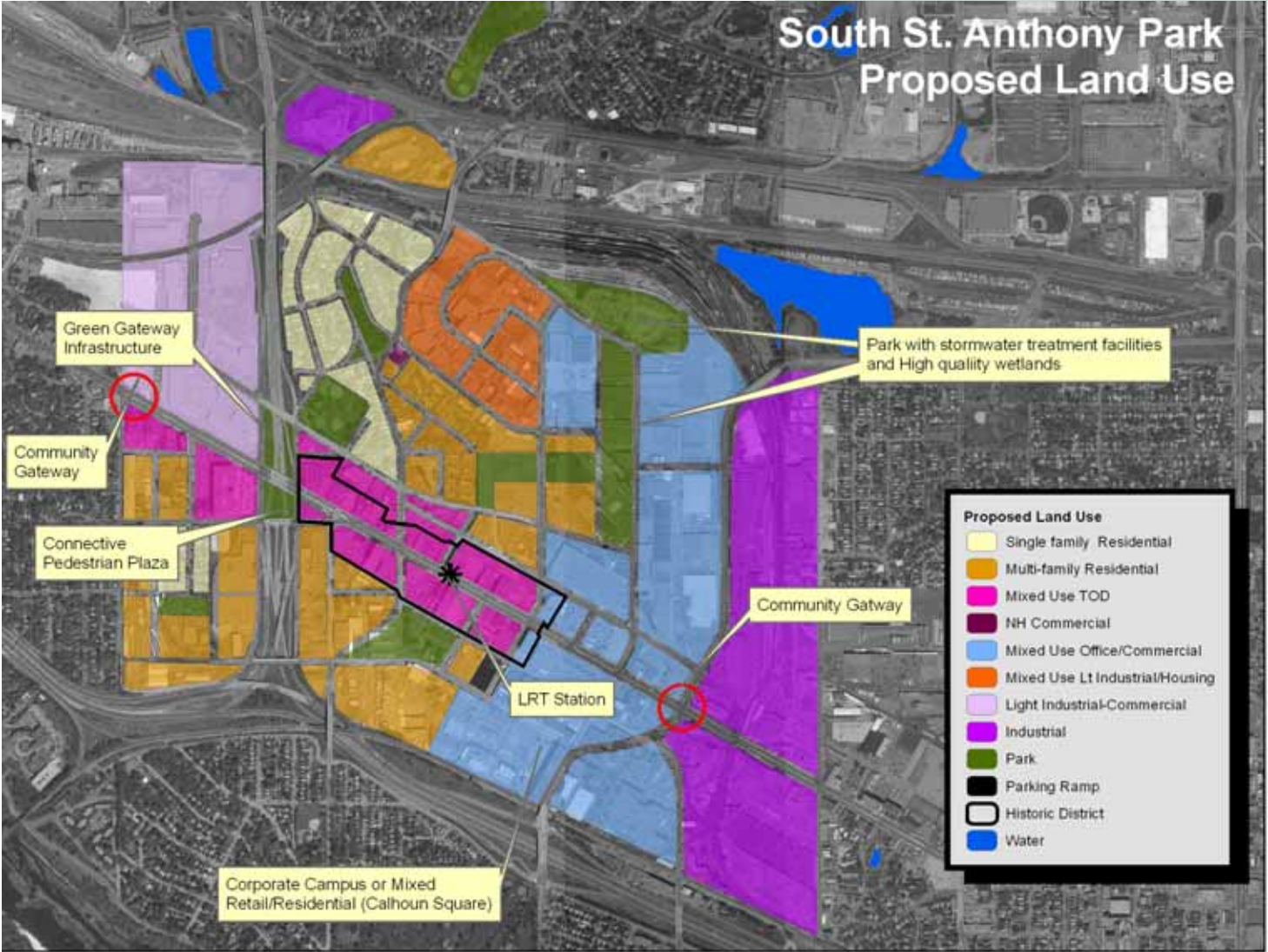
Proposed New Land Uses

A variety of new land uses are proposed for the revitalization of South St. Anthony Park. These proposed land uses, in combination with proposed new transportation elements, comprise the community's vision of a revitalized South St. Anthony Park.

Mixed Use TOD – Centered at University and Raymond, area will contain renovated or new in-fill with retail on the first floor and office and residential on upper floors. Buildings will meet design standards for historic structures or infill sensitive to historic quality of the area. Buildings will be built to the sidewalk and be bicycle friendly.

Mixed Use Light Industrial/Housing – Area is envisioned for industrial activities compatible with housing. Area will provide transition from existing SF housing on the west and provide affordable live-work, studio and process-production opportunities.

Mixed Use Office-Commercial – This large area will benefit from improved visual and transportation access to I-94 and the University of Minnesota, and be attractive to knowledge based industries and/or as a corporate campus environment. Buildings and sites will be designed for



pedestrian scale and access. Integrated and natural stormwater infiltration systems will be required. Parking ramps will be encouraged.

Parks and Buffers– New acreage will be converted to park use as a catalyst for new residential and commercial development and

as needed amenities to meet the demands of a growing residential population. Greenbelt buffers will be designed along edges between residential and commercial or industrial areas.

Multi-Family Housing – Small apartment buildings (under 50 units) and urban style town homes will surround the TOD district and serve as a transition to single-family areas and new mixed-use commercial areas.

- L2c. Issue no permit for the demolition or relocation of any buildings in the District without prior review by the Community Council.

L3. Design Standards. Institute commercial mixed-use design standards that reinforce human-scale buildings, promote sustainable design, promote quality in exterior materials and construction, reinforce a pedestrian oriented streetscape, promote green design, manage storm water retention, reduce impervious surfaces and visually screen surface parking.

- L3a. Develop and recommend design standards for the designated historic district (part of the University-Raymond TOD district) that respects its historic quality and enhances pedestrian accessibility and increased transit use.
- L3b. Develop and recommend design standards for new and rehab moderate to high density housing in and around the TOD district and in-fill throughout the community (does not include historic district).
- L3c. Develop and recommend design standards for new mixed-use commercial-office buildings.
- L3d. Promote additional community gardens to serve as buffers between industrial and residential uses.

L4. Streetscape Enhancement Plan. Develop and implement a long-term streetscape plan to achieve the economic development, livability, identity and transportation goals of the community.

- L4a. Mixed Use Transit Oriented Corridor (University Avenue). Community goals include the enhancement of pedestrian related economic activity, the mitigation of negative traffic impacts, the visual anchoring of South St. Anthony Park redevelopment and the maintenance of University as a vital arterial route.
- L4b. Create parkways (see proposed new circulation system map on page 33) with emphasis on trees, interconnections with parks, bike lanes and boulevard plantings where possible. Community goals include the creation of new pedestrian connections, the calming of traffic, creation of neighborhood identity and connections of previously disconnected areas.
- L4c. Create gateways of architectural and landscape significance to announce entry into St. Anthony Park. Community Goals include the creation of a physical identity and to enhance public awareness of the spatial location of St. Anthony Park.
- L4d. Mitigate exposure to large power lines in Hillside Court and elsewhere in the neighborhood.

L5. Development Opportunities. Identify opportunities for development and redevelopment, including commercial districts, to strengthen neighborhood village character and vitality.

- L5a. Survey existing space to identify commercial and residential development opportunities. Identify the type of use that might be accommodated with consideration of scale and design.
- L5b. Work with the University, railroads, land owners and policy makers to redevelop underused industrial land for higher value knowledge based industries requiring proximity to University research functions. Strategy also includes the redevelopment of land to serve the commercial service needs of University students and employees. The creation of new transportation connections to the University that leverage LRT and existing regional transportation access in South St. Anthony Park is central to this economic development initiative, as is the need to create new cultural and spatial connections with the University.
- L5c. Support the development of family friendly eating establishments (such as pubs) serving food, beer and wine as a new type of place for social gathering.
- L5d. Build a parking ramp with a “green roof” in South St. Anthony Park.

L6. Code Enforcement. Increase understanding of appropriate building and zoning codes and pertinent licensing issues, and improve compliance between residents, businesses and the city.

- L6a. Identify the most common code violation issues in the District and educate residents about methods and resources to correct the violations.
- L6b. Develop and promote a process for stricter licensing, building code and zoning code enforcement.
- L6c. Continue to restrict billboards in the neighborhood per St. Anthony Park sign plan.



B. Improve and Balance Transportation Choices

1. Vision

St. Anthony Park has long lived with the impact of traffic caused by industrial uses and proximity to regional rail and road corridors. We recognize the environmental and health benefits of walking, biking and reduced reliance on the auto, and the sustainable development opportunities posed by LRT and industrial land conversion. St. Anthony Park envisions a healthy balance of transportation options. Such options will encourage transit, bicycle and pedestrian connections between homes and workplaces, and between workplaces and commercial services.



2. Objectives and Strategies

T1. Improve Transit alternatives in the neighborhood and add LRT on University Avenue.

- T1a. Work with the City of St. Paul, other St. Paul Community Councils and Legislators to make funding of a well-designed LRT system on University Avenue a reality by 2010.
- T1b. Promote extending the commuter rail line through St. Anthony Park, with a stop at the University of Minnesota transitway.

- T1c. Participate in a community and transit professional design group to ensure the design of future LRT on University Avenue contributes to housing and commercial development, encourages a pedestrian-friendly environment, minimizes traffic congestion and reduces impacts on local businesses during LRT transition.
- T1d. Reassess existing bus transit routes through District 12 to increase connectivity and ridership within District 12 and to regional employment and shopping centers. To be done for scenarios including, and not including, LRT on University Avenue.
- T1e. Develop strategies for a shuttle to run every 10 minutes north and south. Requires cooperation of Roseville, Falcon Heights, Como, Merriam Park, U of M and other stakeholders.
- T1f. Support broadening transit options including personal rapid transit, “carriages,” Hour Cars, etc.

T2. Improve Pedestrian/Bicycle Connectivity. Create new connections to improve access between North and South St. Anthony Park and between St. Anthony Park and adjacent communities as shown on the page 33 map.

- T2a. Create a pedestrian and bicycle connection between Langford Park and the University Transitway. Visually identify this connection between North and South St. Anthony Park through signage and landscaping.

Proposed New Circulation Systems

Parkways

Landscaped parkways for traffic calming, new visual connections and new physical connections. Re-aligned Raymond Ave. Parkway finally makes “Grand Rounds” connection to the Mississippi River.

Bikeways

Extension of Mid-Town Greenway from Minneapolis across river and the new Capp Road Trail along the northern edge of South St. Anthony Park.

Pedestrian-Bike Connections

New north-south connection through South St. Anthony Park connecting Mid-Town Greenway extension, through TOD district and eventually to Langford Park.

Multi-modal Facility

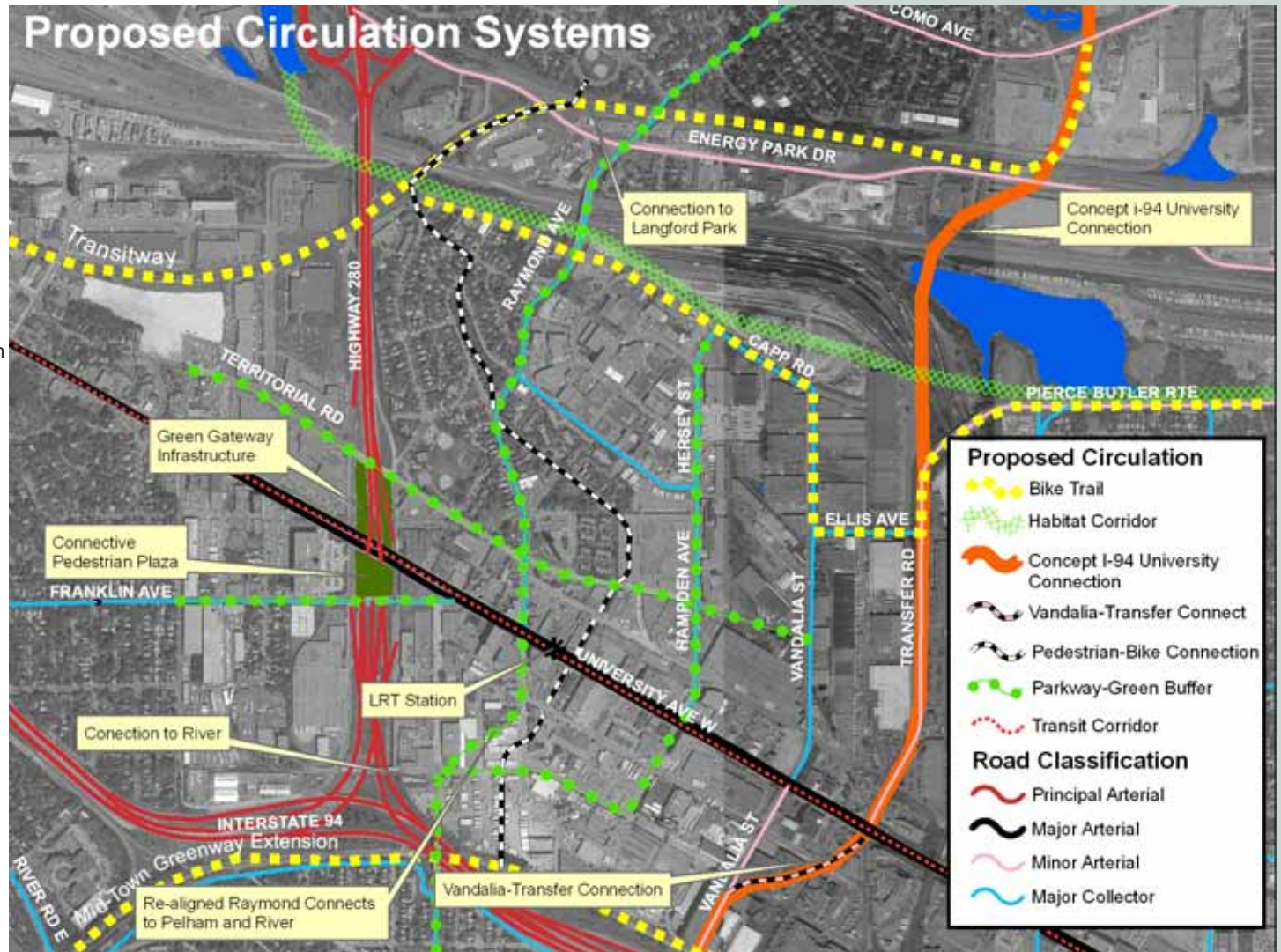
A new facility combining safe and warm bus/rail waiting and transfer, secure bike storage, short-term parking and related commercial services will be located within one block of University Ave and near the LRT stop.

Connective Pedestrian Plaza

Plaza added over Highway 280 to support pedestrian connections to Court International and TOD district core.

Green Gateway Infrastructure

Structures built between Highway 280 lanes to support landscaping at pedestrian level between University and Territorial.



Habitat Corridor – Designate land along the southern border of the rail yards as a suitable easement for habitat movement. The area is to be planted and protected to encourage habitat movement.

Direct I94-University Connection

New direct connection created between the University and I-94 to stimulate land development supporting knowledge based and commercial service businesses, and move University traffic and trucks out of neighborhood.

- T2b. Work with the City of St. Paul and regional bike trail organizations to extend the Mid-Town bike trail in Minneapolis across the Mississippi River and along the railroad right-of-way on the south side of the District and north of I94.
- T2c. Create a pedestrian and bicycle route through South St. Anthony Park from Langford Park to the future extension of the Mid-Town bike trail in the railroad right-of-way on the southern edge of the District.
- T2d. Extend the bike lanes on Como Avenue from Minneapolis through St. Anthony Park and work with the Como Park neighborhood to extend them further beyond our district.
- T2e. Improve walking access in South St. Anthony Park. Develop east-west connections to enable safe and pleasant walking over Highway 280. Encourage trips to destinations such as Hampden Park Co-op and the University-Raymond District by improving walking access along Raymond and University Avenues. Improvements include sidewalk repair, street furniture, planters and trees.
- T2f. Add a green pedestrian plaza over Highway 280 between University and Franklin Avenues to improve visual and pedestrian connections to/from Court International and the residential areas in the southwest portion of District 12. (See map on page 33).
- T2g. Create “Green Gateway” infrastructure between University Avenue. and Territorial Road within the Highway 280 corridor to reduce the impact (noise, air and visual

pollution) of the freeway. Green infrastructure to include building structures in areas not used for freeway traffic lanes, shoulders and ramps to support landscaping at street level. Green infrastructure will serve as a green gateway companion to the University-Franklin Plaza (T2e.) (See map on page 33).

- T2h. Add design and landscape elements on Territorial Road bridge to integrate bridge into the Territorial Parkway (see map on page 33).
- T2i. Pedestrian connections should include access to the Kasota Ponds. This may include bike paths or walkways along Energy Park Drive and a raised walkway to visit the north and south ponds.

T3. Incorporate Transportation Options into All New Development

All new development in St. Anthony Park will be designed to encourage and facilitate the use of transit, bicycles and walking for work, leisure and maintenance-directed trips.

- T3a. All new (substantial renovation) commercial, industrial and mixed use developments must contain convenient facilities for bike security and washing/locker facilities to encourage work trips by bicycle.
- T3b. All new residential, commercial and industrial developments must be designed to have at least the main entrance facade oriented to the street with access for pedestrians and bicyclists taking priority over vehicular access.

- T3c. Work with St. Paul Planning to review the design of each new development for pedestrian and bicycle orientation.

T4. Improve Vehicular Connectivity. Add new connections and realign roads to improve local access and reduce through traffic in areas designated for enhanced pedestrian and transit-oriented land uses.

- T4a. Make the Raymond Avenue underpass safer for cars, pedestrians and bicycles.
- T4b. Work with city policy makers and public works department to oppose the extension of Pierce Butler Route through St. Anthony Park.
- T4c. Add a direct connection between the Vandalia access at Interstate 94 and the eastern entrance to the University of Minnesota/St. Paul campus. The purpose of this north-south connection is to open underused land in South St. Anthony Park to redevelopment by research-knowledge based industries while leveraging a direct transportation connection with St. Paul campus research services and functions. This direct connection would also encourage land redevelopment for new commercial uses serving University student and employee needs. It would also relieve traffic from Raymond Avenue. and reduce negative impacts on the heart of the South St. Anthony Park neighborhood. The direct connection should not damage ecologically sensitive areas, i.e., Fairview Pond and Cathlin Wetlands.

- T4d. Add a direct connection between Vandalia Street and its connection with Interstate 94 and Transfer Road. This connection will reduce truck traffic and congestion on University Avenue and improve access for truck traffic using the Transfer Road/Pierce Butler Route.

T5. Pedestrian and Bicycle Safety and Traffic Calming. Make busy thoroughfares (Como, Cleveland, Raymond, Territorial and University) safer for bikes and pedestrians and improve visual quality. (See attached appendices for proposed traffic calming strategies.)

- T5a. Identify specific pedestrian crossing areas (i.e. Como & Carter) where safety is a concern. Increase the length of walk signals. Make crosswalks more visible (i.e. Raymond & Brewster) through a combination of bolder color, striping, texture and signage appropriate to each specific location.
- T5b. Enforce the truck ban on Raymond Avenue. Re-route truck traffic to existing or potential alternatives on the east side of the neighborhood.
- T5c. Encourage the city police to vigorously enforce laws concerning crosswalks, speed limits, drag racing, decompression braking, and restricted parking near intersections.
- T5d. Increase pedestrian, cyclist, and driver awareness of traffic laws and impact of respectful habits on community quality of life.

- T5e. Identify specific pedestrian-oriented areas through special signage, landscaping, lighting and signals that communicate the special pedestrian nature of the area and to encourage respectful driving.
- T5f. Work with the city, businesses and developers to install more bicycle racks, benches and bus shelters.
- T5g. Explore and implement with community and city support specific traffic-calming measures along the Raymond and Cleveland corridor such as speed bumps, traffic circles, landscaping, public art, bump outs, center medians, and additional stop signs. Make traffic calming a part of all street reconstruction.
- T5h. Assess the relocation of existing bike paths along busy thoroughfares to other less busy corridors.
- T5i. Make specific new improvements including:
 - a crosswalk at the Manvel and Raymond bus stop;
 - a sidewalk for biking and pedestrians along Eustis Avenue and Highway 280;
 - a sidewalk west of Highway 280 to connect into Minneapolis on Como Avenue and on Kasota Avenue;
 - a sidewalk or trail for access to the Kasota ponds area;
 - maintain the steps between Keston & Doswell;
 - keep Cleveland at its current width with parking on one side to calm traffic and maintain its residential character.

T6. Traffic Congestion. Work with the cities of St. Paul, Minneapolis, and Prospect Park neighborhood to improve traffic circulation and reduce congestion.

- T6a. Request a comprehensive transportation study of the area bounded by I-94, Highway 36, 35E and 35W to examine the cumulative transportation impacts of all present and projected development within the study area. Affected neighborhood groups, the cities of St. Paul and Minneapolis, Ramsey and Hennepin Counties, the Metropolitan Council, and the State should all participate in the study.
- T6b. Work with St. Paul and Minneapolis to conduct a traffic study for the interchange of University, Franklin and Highway 280 to identify strategies to improve flow and reduce congestion. Work with both cities and Prospect Park to prioritize strategies that support a pedestrian and transit-oriented environment within the TOD district and to minimize impact on residential areas.

T7. Highway 280. Use opportunities associated with Highway 280 reconstruction to mitigate noise, pollution and environmental impacts.

- T7a. Measure existing levels of noise pollution at many points within the community to create a baseline for change.
- T7b. Reduce noise levels below those now experienced. Influence selection of construction materials and insist on additional sound barriers to reduce the existing level of noise pollution in the neighborhood.

- T7c. Work to establish community involvement with the city and the state to review all construction plans.
- T7d. Transform Highway 280 into a parkway, similar to 35E (between Grand Avenue and Fort Road) to reduce noise and and restore neighborhood connections currently split by the highway.
- T7e. Maintain and/or expand riparian zone surrounding the Kasota Ponds to protect this environmentally sensitive and historic area.



T8. University of Minnesota. Work with the University to create better student transit options, parking options, and access to the St. Paul campus that reduces impacts on the community and the environment.

- T8a. Encourage development of southeastern access to the campus and additional use of the northeastern Larpenteur-Gortner Avenue access.
- T8b. Reevaluate restrictions on neighborhood parking particularly on busy streets (e.g. Raymond Avenue between Energy Park and Como).
- T8c. Work with Falcon Heights and the University to increase pedestrian safety at Dudley and Cleveland and at all other crosswalks along Cleveland Avenue.
- T8d. Encourage the University to emphasize the Cleveland Avenue entrance as a pedestrian entrance. Cleveland must stay at its current width to maintain its pedestrian orientation and neighborhood fit.

C. Protect and Restore Natural Systems

1. Vision

A mixed community of residences, businesses and industrial activities is embedded in a matrix of native plant communities, wetlands, and green spaces that sustain the air, water, wildlife habitat, and natural amenities that contribute to the quality of life in St. Anthony Park.



While we recognize that a continued mix of residential, business and industrial activities will remain in the District, balancing these uses with a greater priority on environmental improvement and preservation will be practiced. We envision a systematic approach to redefining land use and redeveloping land through “green construction and site design” in order to preserve and improve ecological functioning, improve internal and external connections, and to add new green space amenities.

2. Objectives and Strategies

N1. Water Quality Improvements. Achieve measurable water quality improvements to the Kasota Ponds, Cathlin Wetland, and other natural remnants. Improve quality of all runoff directed towards the Mississippi River.

- N1a. Initiate water testing of all ponds to determine baseline data for all critical contaminants, and continue quarterly water quality monitoring of chemistries.
- N1b. Work with the city and MnDot to prevent road runoff from entering SAP ponds. At a minimum, maintain or achieve the following goals in SAP ponds from road and surface runoff:
 - Conductivity: < 1500 uS (seasonal high level);
 - O2: > 4 ppm (minimum year-round level);
 - Nitrate: 0 ppm (year-round max) as has been the case annually since the year 2000*;
 - Nitrite: 0 ppm (year-round max) as has been the case annually since the year 2000*;
 - Orthophosphate: 0 ppm (year-round max) as has been the case annually since the year 2000*;
 - Secchi depth: minimum visibility of one meter (year-round).
 - Increase dissolved oxygen from 3 parts per million to 6 parts per million, especially during summer months.

* Field notes of Karlyn Eckman, Assistant Professor, Department of Natural Resources, University of Minnesota.

- N1c. Develop educational programs promoting sound home and garden best management practices for reducing the flow of contaminants and nutrients into our natural waters. This is to include the stenciling of storm drain inlets.
- N1d. Work with adjoining neighborhoods to assess H2O quality at Fairview Ponds and develop surrounding natural areas into viable habitats.

N2. Impervious Surfaces and Ground Water Recharge. Increase the level of ground water infiltration in the District by 30 percent through development standards, the creation of new open spaces, and the retrofitting of existing structures and properties.

- N2a. Establish a base line of impervious surface in the District and monitor all new development for an annual update on the impervious surfaces and changes.
- N2b. Research and promote new technologies that reduce runoff and increase ground water infiltration.
- N2c. Work with the city and advocate for changes to city utility policy that charge storm sewer fees to property owners based on the amount of impervious surface (similar to Minneapolis policy). Policy is to encourage retrofitting of existing buildings and properties or their redevelopment.
- N2d. Work with the city and advocate for zoning and development policies that encourage green roofs, pervious pavements and sustainable site designs.
- N2e. Develop education and awareness programs to increase the use of rain barrels, raingardens and the diversion of roof runoff onto pervious surfaces. Programs will be directed to areas of greatest impact such as large commercial and industrial facilities.
- N2f. Encourage rainwater gardens and sustainable landscapes.

N3. Planting of Public and Private Spaces. Use community programs and community building initiatives to increase the amount of vegetation in public and private spaces.

- N3a. Evaluate the level of current vegetation in public parks using data available from the city and that included in the report “What We Have and What We’ve Lost (August 2001)” funded through the DNR.
- N3b. Prioritize public spaces targeted for replanting based on need and community feedback. Develop a replanting and maintenance program.
- N3c. Enhance neighborhood parks and common spaces with areas of naturalized vegetation.
- N3d. Support continued beautification of Hampden Park with neighborhood participation.
- N3e. Maintain the rrent community garden and identify new garden opportunities.
- N3f. Reduce invasive species in public and private spaces (buckthorn, sumac, mulberry, and russian olive).
- N3g. Request city funding to implement a planting and maintenance program during the annual budgeting process.

N4. Habitat Corridors. Restore and/or recreate habitat corridors to facilitate movement and stabilize habitat populations.

- N4a. Develop a plan to daylight and restore parts of the Bridal Veil Creek and wetland areas to improve quality of habitat, increase runoff infiltration and add new green space amenities (see N8d.).
- N4b. Focus immediate efforts to improve habitat quality around the existing Kasota ponds and along the railroads
- N4c. Control domestic and feral animals to ensure survival of songbirds and native small animal species.
- N4d. Examine current habitat and watershed linkages between North and South St. Anthony Park and across municipal lines. Create strategies for improving natural connectivity and ecological function through partnerships with neighboring organizations.

N5. Improve Air Quality. Gather appropriate data and work with community stakeholders to improve air quality.

- N5a. Analyze air quality to create a baseline of current conditions and create monitoring programs to achieve measurable goals.
- N5b. Target assessments and programs to work with business, industry, and community organizations to achieve goals.

N6. Reduce Noise Pollution. Gather appropriate data and work with community stakeholders to reduce noise pollution.

- N6a. Analyze noise levels to create a baseline of current conditions and create monitoring programs to achieve measurable goals.
- N6b. Identify sources of noxious noise and create strategies for reduction and mitigation.

N7. Increase Outdoor Light Efficiency. Educate the community about efficient and safe lighting and replace lighting to meet community standards through public infrastructure maintenance and repair programs.

- N7a. Promote measures that target an efficient use of outdoor light, to conserve energy, improve “dark skies,” and support adequate public safety.
- N7b. Eliminate upward directed outdoor lighting.
- N7c. Install pedestrian-friendly street lights in South St. Anthony consistent with the historic lanterns in North St. Anthony.

N8. Collaborate with other Stakeholders on Natural Systems Issues. Proactively reach out and collaborate with other stakeholders having an interest and influence over the natural environment in St. Anthony Park.

- N8a. Obtain public disclosure about the types and timing of herbicide use by the BNSF railroad in our neighborhoods.
- N8b. Work with the city and other stakeholders to determine better neighborhood planting strategies, including efforts to plant trees with better survival odds in given conditions, which would likely be native species.
- N8c. Work with the University to minimize pollution of the environment.
- N8d. Establish a cross-jurisdictional task group encompassing the area covered by the historic Bridal Veil Creek Watershed to develop a plan to daylight and restore the creek and wetland areas.
- N8e. Promote neighborhood beautification through gardens, public art, and other neighborhood improvements. This may be facilitated through the U of M, the Horticulture Society or local design programs.
- N8f. Partner with the DNR, MNDOT and other key organizations to promote new environmental technologies to improve wildlife habitats and watershed function.

- N8g. Work with the city and utility companies to mitigate exposure to large power lines in Hillside Court and elsewhere in the neighborhood.

N9. Support Precautionary and Sustainable Programs. Adopt policies that proactively protect the environment. Examine all actions associated with proposed programs and activities, including no-action.

- N9a. Advocate city participation in the Kyoto Protocol.
- N9b. Research and promote new technologies that reduce dependence on non-renewable resources (e.g. hybrid vehicles, solar and wind energy).
- N9c. Take a long-term precautionary approach, seeking to anticipate future events and trends, including globalization climate change, environmental pressures and stresses. Precautionary monitoring should also be applied to increased storm frequency, oak wilt, dutch elm disease, biological disease and infestation, chemical spills, invasives, and avoidance of monocultures.
- N9d. Encourage the city to take a proactive approach to treating and preventing tree disease and infestation through new programs and community education.

- N9e. Educate our community on environmentally friendly ways to manage properties. This would include community programs, lectures, house tours, and other methods to teach and raise awareness about lawn care, construction, household chemicals, and landscaping.
- N9f. Promote native species in public and private plantings. Use education and subsidy programs to increase private plantings; use communication and cooperation to influence public plantings.
- N9g. Create focal/social areas for gathering, information and environmental education in our public spaces (e.g. a gazebo in Hampden Park, a Council kiosk in South St. Anthony, speakers corner, theater, bulletin board, public art).
- N9h. Continue efforts to staff and support community clean-ups, including the Kasota Pond and Eureka Neighborhood clean-ups.
- N9i. Develop strategies for green business in the neighborhood, including incentives or recognition for reduced runoff, use of mechanisms to reduce environmental impact. May also include neighborhood marketing promoting the “Green Oasis in the City.”

D. Enhance Homes and Neighborhoods

1. Vision

St. Anthony Park is distinctive due to its topography, layout, and historic character of its housing. The preservation of that character is very important to residents. Maintaining and updating the existing housing stock should continue with good design



sensitive to the appropriate historic character and scale of the neighborhood. The community also encourages the development of new well-designed infill and mixed use housing to meet the needs of various incomes, ability levels and life cycle needs in support of a more diverse population.

2. Objectives and Strategies

H1. Property Maintenance and Beautification. Develop and implement district-wide programs to inspire, educate and facilitate residents to better maintain their properties including yards and alleys.

- H1a. Identify and promote programs to encourage repairs and improvements to existing housing stock (energy audits, loan and grant programs, etc.) and publish in the Bugle and on the District 12 website.
- H1b. Publish “House and Garden” tips in the Bugle and on the District 12 website to provide inspirational ideas for home maintenance and beautification.

- H1c. Enlist Master Gardeners and faculty and students from the University of Minnesota Horticulture program to serve as resources for neighbors and to conduct periodic seminars on beautification.
- H1d. Encourage one or two “plant exchanges” each growing season along with a landscaping and plant workshop to encourage community communication and beautification.
- H1e. Work with the City of St. Paul on its annual clean-up days.
- H1f. Sponsor a fall maintenance workshop in cooperation with a local home improvement or hardware store.
- H1g. Educate residents about the benefits and costs of elm and oak tree treatment programs. Explore potential funding sources and/or community-wide purchasing power and promote their use to the community through the Bugle, mailings and the District 12 website.
- H1h. Promote a range of green spaces and parks (small and large) throughout all existing and new residential areas (see proposed land use plan on page 29 for locations of green spaces).

H2. Range of Housing Choices. Increase the range of housing types and affordability within the District to encourage a greater diversity of households and to be an affordable community for all people throughout their life and changing lifestyle needs.

- H2a. Identify specific parcels of land just outside of the TOD district for the development of both market rate and affordable urban style town homes, flats and co-ops (owner and rental).
- H2b. Identify parcels throughout the District for infill opportunities especially for duplex and triplex housing types that meet the needs of young families.
- H2c. Encourage the redevelopment of existing structures and the building of new structures within the historic TOD district for mixed-use commercial and housing types including apartments, condominiums and loft-style units.
- H2d. Develop a proposal for an appropriate mix of housing options in identified areas for a range of housing meeting the needs of empty nesters, independent seniors, and young families. Promote life cycle housing in new residential development. This may include an affordability and housing needs study.
- H2e. Partner with arts organizations (e.g. Art Space) to promote affordable artist housing.

H3. Design Guidelines. Develop and implement design guidelines for new housing units and the renovation of existing housing not included in the historic district. Guidelines should encourage quality design that is complementary and contextual rather than strict historic replication.

- H3a. Develop guidebooks, videos and/or workshops to educate homeowners and developers about desired housing design qualities. Materials should address single-family construction/renovation, urban style town home/new construction and apartment/condo/loft new construction.
- H3b. Monitor demolition permits and replacement housing to ensure that it meets zoning and design guidelines.



E. Strengthen and Create New Community Connections

1. Vision

St. Anthony Park reaches out and communicates to all residents including new residents and renters to engage them in the community. We maintain a comprehensive and active block leader program that promotes crime prevention, community functions and recycling to all neighborhood residents. We build strong community/institutional and community/business partnerships. We encourage the use of public spaces and parks for gathering, and promote investment in and beautification of public and private gathering spaces. New large developments are evaluated for their contribution to the inventory of community space within St. Anthony Park.



2. Objectives and Strategies

C1. Community Building, Outreach and Communication. Reach out to all residents, businesses, community institutions and neighboring communities, including those in Minneapolis, to enhance the quality of city life and to implement this plan.

- C1a. Establish and reinforce relationships with adjacent neighborhoods, business groups and institutions (PPERRIA, SE Como, Falcon Heights, Merriam Park, Como Park, University of Minnesota, Fairgrounds, University United, etc.) to implement key proposed land use and transportation components of this plan.
- C1b. Develop a communications strategy to encourage greater integration and participation in the community, especially by renters, condo residents, new residents, seniors, businesses and immigrant families.
- C1c. Revitalize the existing system of block clubs and block workers.
- C1d. Work with realtors to identify new community members and distribute information about the neighborhood including ways to be involved and connect with other residents.
- C1e. Support and coordinate the creation of an ad-hoc advisory group for senior affairs to address issues including transportation, housing and social needs. The group should bring together the organizations in the neighborhood that provide service to seniors including (but not limited to): Chore Service, Block Nurse Program, Diamond Club, Methodist Church, Meals on Wheels, and School Mentor program.
- C1f. Explore ways to fully utilize shared resources, needs and services with area religious and cultural communities to meet our common goals of building community while respecting the separation of church and state.

- C1g. Partner with existing organizations in the community (SAP Foundation, Booster Club, Business Associations, etc.) to support community-building activities.
- C1h. Support vital community-building events/activities and their sponsors to build new community connections and strengthen continuing connections, including (but not limited to): the progressive dinner (volunteer sponsored), Mayfest (Hampden Park Coop), Art Fair (Friends of the Library), 4th of July (by volunteers), Garden Tour (Garden Club), Home Tour (SAPCC or volunteers), book clubs, etc.
- C1i. Explore new strategies to connect members of the community, such as a good neighbor program, adopt-a-grandparent, etc.
- C1j. Utilize the large amount of neighborhood social capital and talent by organizing and promoting a web-based volunteer matching system using the SAPCC website to coordinate volunteers and needs.

C2. Community Assets. Identify ways that existing community and institutional assets in St. Anthony Park could better serve the community.

- C2a. Maintain and strengthen existing institutions including the library, Murray Jr. High, St. Anthony Park Elementary, and the Post Office.
- C2b. Maintain and strengthen small neighborhood commercial retail, especially basic services that residents

can walk to: grocery, hardware, etc. and lively centers of attraction.

- C2c. Strengthen levels of police, fire and emergency services.
- C2d. Explore ways to more fully integrate members of Luther Seminary and U of M -St. Paul Campus into the fabric of the community.
- C2e. Preserve and maintain the current community gardens. Identify additional appropriate space for gardening that can be used for more community gardens.

C3. Parks and Recreation. Re-invest in existing park assets and strengthen programming to increase use of all park and recreation services.

- C3a. Maintain and strengthen the physical assets and programming at Langford Park and South St. Anthony Recreation Centers and parks.
- C3b. Maintain and improve the condition of athletic fields.
- C3c. Retain public access to athletic fields when organized sports are not using them.
- C3d. Review the timing and substance of the major capital improvement plan to upgrade recreational facilities substantially at South St. Anthony and Langford Park to keep pace with the quality of facilities at other recreation centers in St. Paul.

- C3e. Increase the use of rec centers during the summer months by reviewing heating ,ventilation, and air conditioning needs for Langford and South St. Anthony to reduce indoor temperatures.
- C3f. Continue Phase II of Hampden Park Beautification plan.
- C3g. Complete the remaining items in the Langford Park Master Plan.
- C3h. Review current site plans and field layouts for Langford Park and South St. Anthony Park, assess existing field amenities while balancing sport needs, and work with the City to implement changes by 2007.
- C3i. Assess layout of facilities to improve traffic flow during peak events, including expanding the “warming room” at Langford to accommodate hockey teams and community skating.

C4. Cultural Opportunities. Support local cultural opportunities and the arts.

- C4a. Support opportunities to showcase local artists and their work, including Arts Off Raymond.
- C4b. Sponsor a forum to identify artists that live and/or work in the neighborhood to discuss how the neighborhood can better support the arts and cultural opportunities.

- C4c. Include art and cultural amenities in existing and proposed new green spaces as in the proposed land use plan.
- C4d. Develop strategies to share celebrations, activities, languages, food and other traditions from our multi-cultural population.

C5. Create New Community Infrastructure. Identify need for new community-wide assets to promote community connections and serve a growing population.

- C5a. Assess neighborhood community center needs including additional community services and ADA accessible meeting space. Explore how other community centers have been developed to serve wider community needs. Pursue appropriate action to create a community center.
- C5b. Support the development of home based businesses and develop strategies to support their growth in the community.
- C5c. Support initiatives for municipal technology infrastructure, such as wireless internet.
- C5d. Add a dog park on land next to either the freeways or railroad to encourage new community connections.

C6. Commercial Assets. Identify need for new commercial assets and recruiting strategies and provide support for vibrant commercial areas.

- C6a. Conduct a survey of local businesses and residents to determine their business needs in the neighborhood. Set the course for a business specific planning process.
- C6b. Develop a St. Anthony Park Business Association to work with area businesses on local goals and initiatives in conjunction with the Midway Chamber of Commerce.
- C6c. Study the development of other local or similar business districts and develop applicable marketing and development strategies for St. Anthony Park. Increase an identity for St. Anthony Park shopping districts.
- C6d. Develop a system to advise incoming businesses on the channels of communication with the city, the District Council and neighbors.
- C6e. Create a biannual forum for businesses to connect with the District Council on development, crime, or other issues.
- C6f. Identify businesses that St. Anthony Park would like to attract and create strategies to welcome these businesses. Seek to create a balance of convenience and destination stores.



VI. Action Plan

(to be completed when goals, objectives and strategies are agreed to. This part will address who and when questions)

VII. Appendix

- Pertinent city goals specifically applied to St. Anthony Park/District 12 Plan
- Handouts, communications, agendas, working material from community participation events.
- Map and Description of Historic properties