

**CITY OF ST. PAUL PARK**  
**COMPREHENSIVE PLAN**  
**2008 — 2030**

*Adopted on April 5, 2010*

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## **St. Paul Park City Council**

Mayor John Hunziker

### **Council Members**

Sandi Dingle  
Steve Hunstad  
Tim Jones  
Jeff Swenson

### **St. Paul Park Planning Commission**

Daniel Dingle, Chair  
Steven Alfveby  
Shelley Landgraf  
Doug Pierro  
David Seliga

Kevin Walsh, City Administrator  
Lee Flandrich, Supervisor, Department of Public Works  
Jim Shiely, Attorney for the city

Prepared by:  
McCombs Frank Roos Associates, Inc

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# **I. Introduction**

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## Background

St. Paul Park has prepared this comprehensive plan to comply with the requirements of the Metropolitan Land Planning Act and other statutes.

St. Paul Park has also prepared this comprehensive plan to describe, in an organized fashion, the issues it faces, the strengths and opportunities it has, and the action steps it can pursue to realize the vision its residents and elected officials have articulated.

The city, depicted on **Figure 1**, retains the character it developed in the latter years of the 1900s — grounded in residential neighborhoods and industry. Its small town atmosphere distinguishes it from many other communities in Washington County and from the rest of the Minneapolis-St. Paul metropolitan region. The city’s location in Washington County is depicted on **Figure 2**. As a well-established small town, it faces opportunities and needs for future vitality.

Key strengths and opportunities of St. Paul Park were identified through the process of this comprehensive plan update:

- It has stable single-family residential neighborhoods.
- The vast majority of its housing is affordable.
- It lacks housing for those at either end of the life cycle — young families and empty nesters/senior citizens.
- It lacks higher income housing, or “step-up” housing.
- The City’s population is aging.
- A strong industrial base exists.
- It lacks most essential commercial products and services that its residents need.
- The downtown area is lacking vitality.
- The city is accessible by major highways.
- It has varied and rich park, trail and recreation resources.
- A portion of the city lies within the Critical Area for the Mississippi River.
- Development opportunities exist in the annexed Rivers Edge Area of the city.

The comprehensive plan gives St. Paul Park the opportunity to deal with these issues and to prepare for and manage change for the benefit of the city.

## The Comprehensive Plan Process

Preparation of the comprehensive plan began with a discussion of overarching goals that city Council and Planning Commission members perceive as important for St. Paul Park and its future.

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FIGURE 1

**Figure 1: The City of St. Paul Park**



FIGURE 2

**Figure 2: Regional Location**



These goals are:

ISSUE	GOAL
	<b>A community . . .</b>
<b>Residences</b>	. . .with well-maintained and livable residential neighborhoods
<b>Industry/Commerce</b>	. . .with a strong, diverse economy providing employment opportunities
<b>Community Facilities</b>	. . .with public and private facilities and institutions serving residents and the neighborhoods
<b>River Corridor</b>	. . .that benefits from its proximity to the Mississippi River
<b>Public Services</b>	. . .with a municipal government that is effective and efficient in responding to citizens needs and in providing quality services
<b>Transportation</b>	. . .with access to transportation services

The Planning Commission held Comprehensive Plan Update Committee meetings that included Planning Commission members, other city Commission Chairs, members of the City Council, residents, and staff. These meeting were held over a ten-month period in preparation of the first draft document. The draft document was made available to the community and sent to adjacent jurisdictions and the school district for review. The Planning Commission had a booth at Heritage Days, held two open houses and a public hearing to receive input. Comments were considered and the final draft was prepared for the Planning Commission and City Council consideration to forward to the Metropolitan Council for review. The text of the comprehensive plan reflects many months of discussion and input, as well as the most recent information about issues typically included in a comprehensive plan.

Information in the comprehensive plan came from county, regional, state and federal agencies, as well as field surveys of the community. The text of the document reflects the requirements of the Metropolitan Land Planning Act (amended in 1995) and the Metropolitan Council’s regional growth strategy. The regional growth strategy and systems plans for sewers, transportation, parks and airports, were revised in 2004 and are described in the *2030 Regional Development Framework* with the intention of assuring that future growth of communities and these regional systems are compatible with each other. Lastly, the document reflects Executive Order 79-19, for the Critical Area, and the Mississippi National River and Recreation Area Comprehensive Management Plan.

Each chapter of the comprehensive plan generally is divided as follows:

- Introduction.
- A description of existing conditions.
- A description of issues, research and analysis on the issues, and options for projects and programs.
- Goals, policies and action steps.

The goals, policies and action steps are the legal mechanism of the comprehensive plan and the link to the ordinances which, under state law, must be consistent with the plan. The preceding sections of each chapter are intended to describe and define how the goals, policies and action steps were shaped.

The content of the comprehensive plan chapters and the goals, policies and action steps reflect two broad elements:

- The issues and options discussed by City Council and Planning Commission members during the preparation of the comprehensive plan.
- The requirements of legislation, the Metropolitan Council's regional growth strategy and guidelines in other documents (i.e., the MNRRA plan).

## **History of St. Paul Park**

It was St. Paul Park's location -- on the Mississippi River and on rail lines connecting it to St. Paul -- that led to its founding in 1887. Prior to that time, it was a farming community that was part of Newport Township.

An 1888 map of St. Paul Park, reproduced on **Figure 3**, depicts four distinct districts in the river town. The manufacturing district laid the entire length of the riverfront. Immediately east of the factory sites, there was a residential district set aside for factory workers and, further east, a suburban residential district. More housing was planned for the Pullman Addition. Houses cost as little as \$500 and as much as \$2,000.

The historic map was drawn by the St. Paul Park Improvement Co., which boasted that the city's "streets are graded and sidewalks laid, and (the city) has over 200 beautiful residences, a large and well kept hotel and numerous stores. . ." More importantly, the river town had factories, making woolen goods, silk and flax, carriages and sleighs, mattresses, windows and doors, brooms and boilers, as well as agricultural equipment and lumber. These early factories were located in the northern part of the town, between Second Street and the river.

Employees commuted to St. Paul Park on the Burlington Motor; depots were located on Broadway and on Pullman Avenue. Many workers lived in the town, at one of the six hotels and boarding houses located south of Broadway.

St. Paul Park also had a college, St. Paul Methodist College and Dormitory; it closed in 1918, when students were drafted for service in World War I. The Opera House stood at Broadway and Third Street. Stores and other businesses, including a livery stable and a blacksmith's shop, were located on Broadway.

However, the economy of the early boom years dissipated and many of the factories, as well as hotels, were destroyed by fire. It has been speculated that factory owners burned their factories to collect on their insurance.

The railroad was not the only way to get to St. Paul Park. For many years, there was a boat landing at the end of Broadway, now the location of the oil refinery barge dock. When the Rock Island Bridge was constructed in 1895, ferry service across the river was discontinued. The bridge (now the JAR Bridge) carried both rail cars and vehicles.

FIGURE 3

**Figure 3: Historic Plat Map**



The town continued to grow, however. When it was incorporated in 1909, it had a population of approximately 1,200. In the years before World War I, electric lines and cement sidewalks were added. In the mid-1950s, sewers and water mains, as well as asphalt streets, were constructed. In the early 1960s, the population grew above 3,000, when additional housing was constructed in the eastern part of the city. The population grew yet again in the late 1980s, when the Stevens Ridge addition was built.

The characteristics of St. Paul Park that emerged during its early year's — industry and housing — remain until the present day.

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## **II. The Comprehensive Plan**

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*Natural Resources*

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## Introduction

This chapter describes the natural features of the city of St. Paul Park, as well as elements of the environment, such as rare and endangered species, which could be affected by implementation of the comprehensive plan.

## Existing Natural Resources

### Geology and Soils

The present geology of the St. Paul Park area dates from the time of the glaciers. The Mississippi River channel was formed by glacial action and the adjacent valley was created by runoff from the melting glaciers. After the glaciers retreated, the river valley was filled with sand, clay and other materials deposited by the river and by erosion from adjacent hillsides. Rock formations exposed in the bluffs along the river include layers of shale, limestone and sandstone. The predominate soils are those with a sandy or gravel foundation. These soils have surface texture that ranges from silty to loamy to sandy. Bottomland soils, in the floodplain and adjacent to it, are primarily loamy and silty.

The Soil Survey of Washington and Ramsey Counties has identified two groupings of soils in St. Paul Park. Soils are depicted on **Figure 4**.

The soil grouping found in the northeastern part of the city is called the Sparta-Dickman-Hubbard Association. These soils were formed under deciduous hardwood forest or prairie. Sparta soils, approximately 40 percent of the grouping, are found on broad flats and low, convex slopes. The surface layer is black loamy sand and the subsurface is dark grayish-brown loamy sand. Dickman soils, approximately 10 percent of the grouping, are found on flat areas and low, convex slopes. The surface layer is very dark brown sandy loam and the subsurface layer consists of dark brown sandy loam, dark brown loamy sand and yellowish brown sand. Hubbard soils, approximately 10 percent of the grouping, are found on broad flats and low slopes. The surface layer is very dark gray and dark brown loamy sand and the subsoil is dark brown and brown sand. The minor soils, approximately 40 percent of the grouping, are Burkhardt, Alganssee and Copaston soils, as well as urban land.

The soil grouping found in the northwestern part of the city is called the Copaston-Sparta Association. These soils also were formed under deciduous hardwood forest or prairie. Copaston soils, about 40 percent of the grouping, are on rock terraces. Slopes having these soils are convex. The surface layer is very dark brown loam, with subsoils of dark brown sandy loam and gravely sandy loam; the underlying bedrock is brownish yellow sandstone. Sparta soils, approximately 20 percent of the grouping, are on broad flats and on convex slopes and knolls on terraces. The surface layer is black loamy sand, with a subsurface layer of very dark grayish brown loamy sand. The subsoil is dark brown loamy sand, and the underlying material is brown sand. The minor soils, approximately 40 percent of the grouping, are Alganssee, Chaska, Dickman, Faxon, Hubbard and Sparta soils and urban land. Alganssee and Chaska soils, found on the floodplain, drain poorly. Faxon soils, which also drain poorly, are loamy sediments over bedrock. Dickman, Hubbard and Sparta soils drain excessively. Dickman soils are loamy and lie

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FIGURE 4  
**Figure 4: Soils**



over glacial outwash. Hubbard soils are medium and coarse sand and gravel. Sparta soils are found over a bedrock of limestone.

The soil grouping found in the Rivers Edge part of the city (annexed areas 2001 and 2005) is granular glacio-fluvial alluvium, comprised of sand and silty sand. There are pockets of cohesive and semicohesive glacio-lacustrine soils within this area as well. The granular soils are estimated to have moderate to high permeability; surface infiltration into these soils would likely travel primarily downward until encountering an aquiclude or aquitard, or until encountering the groundwater table, and then moving laterally. According to the digital *Geologic Atlas of Washington County, Minnesota* (Minnesota Geological Survey, 1990), about 68 percent of the Washington County land base is rated either Very High or High for sensitivity to groundwater contamination.

The depth to bedrock in most of the recently annexed areas of the city is less than 10 feet, with a minimum of 2 feet to bedrock. The depth to bedrock generally becomes shallower moving from north to south. Bedrock conditions are detailed in *The Plan for the Rivers Edge Area of St. Paul Park*.

### **Topography and Slopes**

At the edge of the Mississippi River, the topography of St. Paul Park is quite steep, with most slopes exceeding 12 percent. The remaining area of the city is relatively flat.

Topography in the city is depicted on **Figure 5**, which is based on the United States Geological Survey (USGS) map for the area.

The USGS map is incorporated into the comprehensive plan by reference. Calculating the slopes within the Critical Area and determining the bluff line along the Mississippi River will rely on the USGS topographic map, or a topographic map based on the USGS map. The slopes on specific parcels, in connection with a development, redevelopment, project will be calculated using USGS maps, or maps based on USGS maps, and will be field verified by a registered surveyor.

### **Drainage Patterns**

There is one major drainage district within the city, and the runoff from the district eventually discharges to the Mississippi River.

The major drainage district is divided into eight minor drainage districts. The majority of the runoff from these drainage districts discharges into four storm sewer systems, which discharges into four storm sewer systems that, in turn, discharge into the Mississippi River. These outlets are described in detail in *The Plan for Public Facilities and Services* and are depicted on **Figure 25**.

The remainder of the runoff from the other minor drainage districts discharges into four smaller storm sewer systems that, in turn, discharge to ponds and ditches located within the rights-of-way of the Burlington Northern Santa Fe railroad. Outlets include a 12-inch pipe on the east side of Broadway, a 36-inch pipe on the east side of Tenth Avenue; a 24-inch pipe at Gary Drive and an

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FIGURE 5  
**Figure 5: Topography**



18-inch pipe near Summit Avenue. The 12-inch diameter pipe was converted to a 36-inch pipe in 1999. The runoff that collects within the railroad rights-of-way then flows to the Mississippi River.

## **Floodplain**

The Mississippi River below the bluff is within the floodplain as defined by the Federal Emergency Management Agency (FEMA). The floodplain is divided into the floodway and the flood fringe areas. The floodway includes the river channel and portions of the adjacent floodplain where a 100-year flood could occur. A 100-year floodplain is an area where the probability of flooding is at least one percent a year. The flood fringe, although outside the floodway, is vulnerable to flooding. Typically, fill is permitted in a flood fringe. In St. Paul Park, two areas of flood fringe are at the refinery and the marina.

**Figure 6** is based on the FEMA map and depicts the various flood zones along the Mississippi River in St. Paul Park; the FEMA map is incorporated into the comprehensive plan by reference. Calculating the exact location of the floodplain will be based on FEMA maps.

The city has established a floodplain district in its zoning ordinance “for the protection and preservation of water channels and those portions of adjoining floodplains which are reasonably required to carry and discharge a regional flood and are subject to inundation by regional floods.” Establishing such a district entitles the city to participate in the national flood insurance program. Uses that are permitted in the floodplain district include, for example, residential lawns and gardens, industrial loading and parking areas, and recreational uses. Consistent with federal regulations, conditional uses are permitted in the floodplain district only if they have a low potential for flood damage and if their construction and use does not adversely impact the capacity of the floodway.

Further discussion of the floodplain, in connection with the Critical Area, is in *The Plan for the River Corridor*.

## **Wetlands**

Excluding the river bottom, there are five wetlands in St. Paul Park listed on National Wetland Inventory (NWI) maps. Two of the wetlands are located on city-owned property and three are on private property. The wetlands are depicted on **Figure 7**.

There are two types of wetlands at the city holding pond on Hastings Avenue. The larger of the two typically has a lot of vegetation, while the smaller has a sandy, gravel bottom that can nurture plant life. Under the wetland classification system, the smaller one seldom drains and has water throughout the year, while the larger one dries up during warmer months.

A wetland is located on private property near the intersection of 15th Street and Portland Avenue. It is a wetland that will support vegetation, but will dry up during warmer months.

A wetland located adjacent to the Burlington Northern Santa Fe railroad tracks, near the city boundary at the lower end of Summit Avenue, also will support vegetation but will dry up during warmer months.

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FIGURE 6

**Figure 6: Floodplain**



FIGURE 7  
**Figure 7: Wetlands**



At one time, these wetlands were excavated. A study of historic photos is needed to determine if these areas were wetlands, as defined on NWI maps, prior to excavation.

Wetlands extend the length of the Mississippi River boundary of the city. There are two types of wetlands along the river. Those with sandy and gravel bottoms that support vegetation are in the northern part of the city, adjacent to the Marathon refinery site. Those in the southern part of the city are forested with trees typical of this area. Only those within the refinery site are classified as excavated and diked. Other river areas, in the southern part of the city, consist of wetlands that are classified as diked.

Any alterations to the wetlands will require authorization from the Army Corps of Engineers under a Section 404 permit.

## **Vegetation**

The original vegetation of the St. Paul Park area of Washington County, described in the records of the Public Land Survey of 1847-1855 and in subsequent analysis, included three types — river bottom forest adjacent to the Mississippi River; oak openings and barrens inland from the river bluff; and, prairie grasslands in the eastern area of what came to be St. Paul Park. The river bottom forest historically included such species as elm, ash, cottonwood, silver maple, willow and aspen, while the oak openings and barrens included scattered trees and groves of oak in a scrubby form, surrounded by brush and thickets.

St. Paul Park has lost much of its original vegetation, however there are a few exceptions. The area along the Mississippi River has extensive Floodplain Forest habitat. The area is defined as a Silver Maple Floodplain Forest and described as a lowland forest of seasonally flooded river bottoms dominated by silver maple interspersed with ash and elm species, as well as hackberry and mature eastern cottonwood. In addition, deciduous forest and woodland areas exist in the southwestern area of the city, between the Mississippi River and a mesic oak savanna area. The deciduous forest and woodland areas are dominated by boxelder, green ash, eastern red cedar, American elm and prickly ash. In addition bur oak, red oak, basswood, ironwood, butternut and hackberry. The mesic oak savanna species include bur oak and ironwood along the bluff, and red oak and northern pin oak on top of the bluff. Remnant native prairie areas are present in limited areas in the southern portion of the city, with some areas having restoration potential.

Invasive, exotic species are present in the remaining forest and prairie vegetated areas of the city. The exotics most prevalent include buckthorn and Tartarian honeysuckle. The city has been working to eradicate buckthorn and Tartarian honeysuckle and restore native plants in the forest and woodland areas of Riverside Park. This effort has benefited from support by the National Park Service Mississippi National River and Recreation Area and the Trust for Public Land.

The Metropolitan Council and the Minnesota Department of Natural Resources have inventoried and assessed regionally important natural resources within the seven-county metropolitan area. The city of St. Paul Park does not have any of these areas within its boundaries.

## **Rare and Endangered Species**

Threatened and endangered species of plants and animals are protected under both federal and state legislation. Under the federal Endangered Species Act of 1973 and the Minnesota State Endangered Species Act, threatened and endangered species are monitored to determine their location so that steps can be taken to avoid jeopardizing them or their habitat.

The Department of Natural Resources (DNR) Natural Heritage and Nongame Research Program identifies 27 known occurrences of rare species or natural communities within an approximate one-mile radius of the Rivers Edge area of the city. Three Bald Eagle nesting areas have been identified, and three species of mussels on the state endangered list (Wartyback, Rock Pocketbook, Monkeyface) have been documented in Mississippi River. One Bald Eagle nesting site is within St. Paul Park, the other two have been observed across the River in Inver Grove Heights.

The Minnesota County Biological Survey identifies five natural plant communities in the southwestern area of the city. The Floodplain Forest includes sites of moderate biodiversity significance described as the Silver Maple, Dry Cliff and River Bed plant communities. Sites ranking below moderate biodiversity significance include to plant communities, Dry Prairie Sand Gravel and Oak Woodland-Brushland.

## **Natural Resource Issues**

### **Topography and Drainage**

The topography along much of the river bluff exceeds 12 percent. Development on slopes exceeding 18 percent is prohibited under Executive Order 79-19, governing the Critical Area. One of the guidelines under Tier II of the Mississippi National River and Recreation plan is a prohibition on development on slopes exceeding 12 percent. See *The Plan for the River Corridor* for a discussion of the restrictions and guidelines for development within the river corridor.

### **Wetlands**

Wetlands, including the Mississippi River floodplain, are potentially impacted by runoff and by pollution from non-point sources (see *The Plan for Public Facilities and Services*). The *Surface Water Management Plan* addresses these issues and proposes measures for improving the quality of water flowing into the wetlands.

### **Rare and Endangered Species/Wildlife Habitat**

The primary concern regarding wildlife is their habitat and the impact of implementation of the comprehensive plan on their habitat; specifically, fragmentation of vegetated areas and the quality of water and potential sources of pollution from non-point sources (see *The Plan for Public Facilities and Services*). The *Surface Water Management Plan* proposes measures for improving the quality of water flowing into the floodplain, where stands of floodplain forest silver maple are located and where wildlife exist.

## Natural Resource Goals, Policies, and Action Steps

### Goals

The goals for natural resources in St. Paul Park are:

1. Protection and enhancement of natural features within the city.
2. Development in harmony with the natural resources.

### Policies and Action Steps

To protect and enhance the natural resources, St. Paul Park will:

1. Continue the *Storm Water Pollution Prevention Program* that provides strategies to minimize runoff and improve the quality of runoff.
2. Continue the *Surface Water Management Plan* which includes measures to control erosion and to protect natural drainage ways.
3. Require the use of native vegetation in landscaping of new development or redevelopment within the Critical Area.
4. Require restoration of biological diversity on sites within the Critical Area proposed for development or redevelopment.
5. Continue to eradicate invasive, exotic species from publicly owned areas.
6. Monitor and provide information to citizens regarding the removal of exotic species on private property.
7. Support restoration and connectivity of areas with existing native vegetation.
8. Enforce federal and state regulations for wetlands and the floodplain.
9. Enforce federal and state regulations for the protection of endangered, threatened and rare species.
10. Prohibit development on the floodplain.
11. Prohibit development on wetlands.
12. Prohibit development on slopes within the Critical Area exceeding 12 percent.
13. Prohibit alteration to slopes within the Critical Area exceeding 12 percent.
14. Protect riverbanks, bluffs and other natural areas, as well as to minimize impacts to sensitive resources and minimize site alteration.
15. Collaborate with the adjacent cities and townships regarding development of land adjacent to St. Paul Park, if that development might impact the natural resources of St. Paul Park.

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*Cultural Resources*

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## Introduction

This chapter describes the cultural features of the city of St. Paul Park and their relationship to implementation of the comprehensive plan.

## Existing Cultural Resources

St. Paul Park's heritage extends from the decades following the Civil War, when it was settled as a industrial river town (See *History of St. Paul Park*). Historical records attest to the architectural resources from the city's early years, as do photographs and paintings that line the walls of St. Paul Park City Hall.

Most of these resources are gone, and the few that remain, from the end of the 19th century through the early years of the 20th century, have lost their historic integrity.

According to Washington County Assessor's records, approximately three dozen houses in St. Paul Park date from the 1800s. However, historic preservation experts do not consider assessors' records on dating reliable. Even assuming that dates in the assessor's records are accurate, buildings in St. Paul Park that may have been standing for 50 years or longer do not retain sufficient integrity to be considered architecturally significant. Fifty years is the threshold for initiating a study to determine if a structure is historically or architecturally significant.

## Architectural Properties

The State Historic Preservation Office (SHPO) did a photo survey of buildings in St. Paul Park in 1977, part of a county-by-county survey. It was determined that none of the houses surveyed were eligible for listing on the National Register of Historic Places.

Surveys were done of selected properties during the mid-1990s and a farmstead at 700 Hastings Avenue, owned by the DeForth family, was deemed eligible for listing on the National Register of Historic Places. The survey notes that the farmhouse, built in 1908, had replacement vinyl siding and replacement windows; some original stained glass windows remained. The survey also notes the frame barn built on a limestone foundation dates from 1885. This barn was destroyed by fire October 31, 1999. Four outbuildings are also on the property, including a blacksmith shop dating from 1890, an ice house dating from 1900, a pumphouse dating from 1890 and a garage from early 1940s.

Another structure in St. Paul Park deemed eligible for listing on the National Register of Historic Places is the swing bridge over the Mississippi River, connecting St. Paul Park and Inver Grove Heights. The bridge was designed by Charles F. Loweth and constructed in 1895 by the Pittsburgh Bridge Company. The bridge, approximately 1,660 feet in length, was built for both railroad and vehicular traffic. In 1999, the bridge was closed to vehicular traffic for safety reasons. In 2001, the U.S. Coast Guard issued an order to remove the bridge. Since 2007, discussions have been occurring regarding potential public use of bridge elements. The location of the bridge is on **Figure 18**, in *The Plan for Transportation*.

Two other structures are included in the SHPO History/Architecture Inventory that may have potential historical significance. First is the farmstead in the Rivers Edge area of the city and

between the River and County Road 75. The Swift Company, which was one of the nation's top four meatpacking companies during the 1900's, owned this property for period of time. Second, although technically within the city of Cottage Grove, the Burlington Northern Santa Fe (BNSF) railroad line may have a bridge constructed over the railroad tracks to extend 95<sup>th</sup> Street to connect to Grey Cloud Trail that would serve potential future development in the Rivers Edge portion of the city.

### **Archaeological Sites**

There are no archaeological sites in St. Paul Park, according to records at the State Historic Preservation Office. Further investigation may indicate unidentified resources of significance in the river corridor.

### **Cultural Resource Issues**

With most of the city's architectural resources gone or their historic integrity compromised by remodeling with modern materials, the key issue is collecting and retaining historic records, including, for example, photographs and first person narratives of St. Paul Park's past. This is the on-going work of the South Washington Heritage Society, a volunteer organization which gathers, analyzes and disseminates information about the history of the communities in the area. The purpose of the Society is to further the knowledge of South Washington County's history of people, places, roads, modes of transportation and our ties with the Mississippi River.

The city will continue to support the organization's efforts, including providing space in the community room at St. Paul Park City Hall for its meetings.

In addition, the information gathered and disseminated can be used to provide greater access to the Mississippi River and its resources, and to broaden understanding of the relationship of St. Paul Park and the River.

## **Cultural Resource Goals, Policies, and Action Steps**

### **Goals**

The goals for cultural resources in St. Paul Park are:

1. Protection and enhancement of cultural features within the city.
2. Development in harmony with extant cultural features of the city.

### **Policies and Action Steps**

To protect and enhance the cultural resources, St. Paul Park will:

1. Provide a meeting place for the South Washington Heritage Society.
2. Consult with the South Washington Heritage Society on projects and programs to enhance St. Paul Park's heritage.
3. Collaborate with the State Historic Preservation Office if future investigation indicates there are unidentified Native American resources of significance in the river corridor.
4. Consult with State Historic Preservation Office to report any archaeological, historical, or architectural resources prior to and during construction activities.

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*The People of St. Paul Park*

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## Introduction

A description of the people who live or work in St. Paul Park provides a sketch of the community. Demographics, as well as natural and cultural resources, are the foundations for other chapters of the comprehensive plan. Understanding these issues is helpful as the community considers options and strategies for its future. This chapter includes information about St. Paul Park’s population and households, its economic base and its forecasts of growth.

## Population and Households

St. Paul Park is a relatively smaller city, with a population of 5,070 at the time of the 2000 Census. There are two census tracts in the city which are generally represented by the developed portion of the city, and the undeveloped annexed portions of the city.

**Table 1** describes changes in the city’s population and households since 1980 and compares this information to Washington County. In each of the two decades between 1980 and 2000, new residential development in the southwest area of the city resulted in an increase in the numbers of households. However, the growth in the city was modest in contrast to the growth in Washington County during the same time period. General growth in Washington County was primarily due to individual cities that were less developed (or more rural) in the county that become developed.

**Table 1**  
**City of St. Paul Park and Washington County**  
**Population and Households, 1980-2006**

	Year	St. Paul Park	Washington County
<b>Population</b>			
	1980	4,864	113,571
	1990	4,965	145,880
	2000	5,070	201,130
	2005	5,246 (est.)	224,857 (est.)
<b>Growth Rate</b>			
	1980-1990	2.07%	28.45%
	1990-2000	2.11%	37.87%
<b>Households</b>			
	1980	1,511	35,001
	1990	1,749	49,246
	2000	1,829	71,462
	2005	1,928 (est.)	81,645 (est.)

Source: U.S. Census; Metropolitan Council

Census figures also describe the people who live in St. Paul Park. As shown in **Table 2**, nearly a third of the residents in 2000 were children and teenagers, while 45 percent were adults, presumably with children at home. In contrast, the numbers of young adults and adults of retirement age were small.

**Table 2  
City of St. Paul Park  
Population Breakdown, 2000**

<b>Age Group</b>	<b>Numbers</b>	<b>Percentage</b>
19 and younger	1,630	32.1
20-24	259	5.1
25-34	705	13.9
35-44	991	19.5
45-54	598	11.8
55-64	400	7.8
65-74	305	6.0
75 and older	182	3.5
<b>Total</b>	<b>5,070</b>	<b>100.0</b>

Source: 2000 U. S. Census

The population breakdown in 2000 is only a snapshot and does not reflect changes in the city's population. Two additional numbers help describe those changes -- the average size of households and the median age. Changes in household size and median age influence growth in a city, particularly the development of housing. Changes in household size are described in **Table 3** and changes in the median age, in **Table 4**. The average household size fell by more than 1.25 persons between 1970 and 2000, reflecting trends toward smaller families. The change since 2000 has been minimal, potentially showing stabilization in household size. However, the population is aging. During the 30-year period between 1970 and 2000, the median age increased by about 15 years.

**Table 3  
City of St. Paul Park  
Household Size, 1980-2000**

<b>Year</b>	<b>Household Size</b>
1970	4.02
1980	3.22
1990	2.84
2000	2.74

Source: Metropolitan Council

**Table 4  
City of St. Paul Park  
Median Age of Residents, 1980-2000**

<b>Year</b>	<b>Median Age</b>
1970	20.3
1980	25.75
1990	30.3
2000	34.5

Source: U.S. Census

## Forecasts of Population and Household Growth

A key component of a comprehensive plan is the forecasts of growth. Forecasts can be seen in two ways. They describe what could happen in a community; they are also a starting point so the community can decide what it wants to happen.

There are several implications connected with forecasts of population, households and employment. Forecasts largely determine land use during the 20-year span of the comprehensive plan. Forecasts indicate trends in growth and the potential for new development. They also determine the needs a community will have for public facilities; growth is the foundation for the amount of development which must be accommodated. Lastly, growth determines the level of urban stress that will be put on environmental resources.

For St. Paul Park, which is predominately a residential community, population trends will affect the numbers of households. An aging population and fewer families with children at home will result in a decline in the population.

However, there is an opportunity to develop new housing in St. Paul Park and an opportunity to diversify housing choices for the community. Decisions about new residential development will affect a city's property tax base, particularly in a city where housing is the predominate land use. The size and nature of the property tax base, in turn, will determine the services a community is able, and will be expected, to offer. (This is discussed further in Households, Employment and the City Budget, on p. 33.)

The Metropolitan Council has prepared forecasts of population, households and employment for St. Paul Park to 2030. The forecasts were prepared to implement the Council's 2030 *Regional Development Framework* (adopted January 14, 2004 and updated on August 24, 2005) and its Regional Growth Strategy. They are used by the Metropolitan Council to plan for its regional systems. The overarching goal of the Regional Growth Strategy is to plan for development and redevelopment so that resources, including land in the metropolitan area and regional services (especially sewers and transportation) are used efficiently and effectively.

The city of St. Paul Park is designated as a "developed community" geographic planning area in the 2030 *Regional Development Framework*. The planning area sets overall densities that the planned development patterns in the city can be expected to achieve.

St. Paul Park is part of the Developed Area, one of six metropolitan policy areas in the 2030 *Regional Development Framework*. Council investments in regional systems and incentives for the Developed Communities are to maintain current infrastructure; renew and improve infrastructure, buildings and land to provide for additional growth, particularly at centers along transit corridors; and support developments that integrate land uses. Metropolitan Council forecasts for population and households are described in **Table 5**.

**Table 5**  
**City of St. Paul Park**  
**Metropolitan Council Population and Household Forecasts, 2000-2030**

	2000	2010	2020	2030
<b>Population</b>	5,070	7,650	9,700	10,400
<b>Households</b>	1,829	2,900	3,770	4,150

Source: Metropolitan Council

The Council’s forecasts assume that growth in St. Paul Park’s population and households will result almost entirely from the undeveloped Rivers Edge areas annexed to the city. And, based on the Council’s estimate of 1,829 households in 2000, that would be an increase of 2,321 dwelling units during those three decades. The Rivers Edge development area has not moved forward as expected due to a slowed housing market, and therefore city forecasts deviate from Metropolitan Council forecasts beginning in 2010. The total forecasts represent a shift in allocation, and not a decrease in overall forecasted amounts. In addition, the area west and adjacent to the undeveloped southeastern areas of the city was annexed in 2005, and population and household forecasts by the Metropolitan Council do not consider development of this area.

**Table 6**  
**City of St. Paul Park**  
**Population and Household Forecasts, 2000-2030**

	<b>2000</b>	<b>2010</b>	<b>2020</b>	<b>2030</b>
<b>Population</b>	5,070	5,320	9,766	10,817
<b>Households</b>	1,829	2,015	3,691	4,315

Source: City of St. Paul Park

\* based upon 4/01/06 Metropolitan Council household estimate

The city expects the southwestern area (between County Road 75 and the Mississippi River) will develop post 2010 and increase population and households. As verified by the DNR in a letter to the City dated September 16, 2008, the Rural Open Space designation applies to land within the MRCCA portion of the Rivers Edge area.

The entire Rivers Edge area is estimate to increase by 1,576 units which will provide an overall density of 3.7 units per acre. The exact configuration of single family to multifamily, and density east of County Road 75 or west of County Road 75 (Critical Area) is under discussion. The basis of 1,576 units is formulated from City discussions regarding density and Scenario Three of the Rivers Edge Alternative Urban Areawide Review (AUAR) and Mitigation Plan adopted May 17, 2004. Based on a net increase of 1,676 households between 2010 and 2020, the expected affordable housing need will be 401 affordable housing units based upon Metropolitan Council calculations. The City expects to be able to meet this need in the future development area commonly referred to as Rivers Edge. Calculations are based on an average size household in 2010 of 2.64 persons; in 2020 of 2.56 persons; and in 2030 of 2.45 persons.

## **The Economy and Employment**

Economic activity in St. Paul Park is generally located west of the Burlington Northern Santa Fe railroad tracks and along major thoroughfares. The strength of the city’s economy is its industry; commerce represents a small share of the economic base. (See *The Plan for Industry* and *The Plan for Commerce* for detailed discussions of these sectors of the city’s economy.)

An element in the Metropolitan Council’s growth strategy is locating commercial and industrial enterprises in areas where infrastructure exists and where land can be used more efficiently. This is the rationale behind the Council’s employment forecasts, described in **Table 7**.

**Table 7**  
**City of St. Paul Park**  
**Metropolitan Council Employment Forecasts, 2000-2030**

	<b>2000</b>	<b>2010</b>	<b>2020</b>	<b>2030</b>
<b>Employment</b>	1,399	1,400	1,650	1,700

Source: Metropolitan Council

The city’s employment forecasts, described in **Table 8**, are related to increasing the acreage set aside for commercial uses and pursuing strategies to encourage light industry to expand, or to locate in St. Paul Park. The Rivers Edge area expects about 10 acres to be developed for commercial uses, and the city is planning to revitalize downtown areas and expand commercial areas further east. This is discussed in *The Plan for Commerce* and *The Plan for Industry*.

**Table 8**  
**City of St. Paul Park**  
**Employment Forecasts, 2000-2030**

	<b>2000</b>	<b>2005</b>	<b>2010</b>	<b>2020</b>	<b>2030</b>
<b>Employment</b>	1,250	1,325	1,450	1,800	1,900

Source: City of St. Paul Park

## **Households, Employment and the City Budget**

One objective of the city’s forecasts is assuring sufficient growth in population, households and employment so that budget priorities and city services can be sustained. Elements of the comprehensive plan will directly impact two components of the city’s budget — the breadth and depth of the property tax base and state aid.

Tax Capacity: Because St. Paul Park is predominately a residential community, residential properties comprise the major portion of the city’s tax capacity. Residential properties in 2006 were 73.59 percent of the tax capacity in the city. Commercial and industrial properties in 2006 were 23.59 percent of the tax capacity. Utilities are the remainder of the tax capacity.

(Calculating actual property taxes involves multiplying the tax capacity of individual properties by the tax rates of the city, the county, the school district and other taxing districts. An analysis based on tax capacity, instead of actual property taxes or the amount of fiscal disparities a city receives, provides a more straightforward picture of the proportions of the city budget funded by residential properties, compared to commercial and industrial properties.)

The comprehensive plan includes four approaches intended to broaden the property tax base:

- Facilitating the development of new residences, and commercial retail and office uses. The area previously referred to as the “southwest area” (which is now central-west portion of the city) continues to fill-in vacant parcels with new residential development. Significant residential development is proposed over the next 10-15 years for the primarily agricultural areas in the Rivers Edge portion of the city. Commercial service uses are also planned in this area. A detailed discussion is in *The Plan for Residential Neighborhoods* and *The Plan for the Rivers Edge Area of St. Paul Park*.

- Designating additional land for light industrial development. This is in an area west of the Burlington Northern Santa Fe railroad tracks where light industrial firms already operate. Additional land designated for this use is currently underutilized with deteriorating older houses and small businesses. A detailed discussion is in *The Plan for Industry*.
- Designating land near Highway 61 and north of Broadway, to take advantage of the new highway interchange. A detailed discussion is in *The Plan for Commerce*.
- Revitalizing the downtown area with commercial retail and office uses.

State Aid: Cities with a population exceeding 5,000 participate in the Municipal State Aid Program, which provides funds for street repair and construction.

At the time of the 1990 Census, St. Paul Park's population was 4,965. Through an agreement with Washington County, the city continued to receive maintenance funds under the program but no longer was able to accumulate new construction funds. Under state legislation approved at the time, construction funds already allocated to the city were frozen.

During the 1990s, the city's population rose, but only barely, above 5,000. When that occurred, the city once again accumulated construction funds under the program. The population has not fallen below 5,000 after the 1990 census.

The city in 2007 received \$177,939 for the maintenance and construction of 6.1 miles of city streets that are part of the Municipal State Aid (MSA) system. Of the 6.1 miles of MSA, 0.53 miles of street that was County State Aid Road has been turned back to the city for maintenance and repair. Those streets are the most heavily traveled in the city, including Pullman, Ninth and Summit Avenues, Third and Main Streets, a portion of Lincoln Avenue, a portion of Broadway, and St. Paul Park Road.

If the population were to fall below 5,000, the city would lose its state aid allotment and, consequently, funds for construction on the 6.1 miles of streets that are part of the Municipal State Aid system would have to come from the city's general operating budget.

(Repair and construction of 1.72 miles of county roads within the city are funded by Washington County. The Minnesota Department of Transportation is responsible for repairs on 0.42 mile of the trunk highway.)

Proposals for new residential development (in *The Plan for the Rivers Edge Area of the Community*) are intended, in part, to be a vehicle for sustaining the population above 5,000, so the city can continue to receive state aid.

# **Future Growth Goals, Policies and Action Steps**

## **Goals**

The goals for growth in St. Paul Park are:

1. Utilizing the city's strengths and assets to appeal to all generations.
2. Strengthening the city's economic base.
3. Consistency with the Metropolitan Council's 2030 Regional Development Framework and regional systems plans.

## **Policies and Action Steps**

To provide for future growth, St. Paul Park will:

1. Establish land use designations to enable the city to meet its population and diversified household forecasts.
2. Establish land use designations to enable the city to meet its employment forecasts.
3. Establish land use designations that will broaden the property tax base in the city.
4. Approve ordinance provisions that are consistent with land use designations established in the adopted comprehensive plan.
5. Engage citizen involvement in civic and community opportunities.

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*The Plan for Land Use*

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## Introduction

This chapter describes the existing land uses in St. Paul Park and future land uses. The existing land use patterns were established in the late 1800s, when St. Paul Park was first platted and settled as an industrial area along the Mississippi River, with nearby residential neighborhoods for industrial workers. In many ways, that pattern continues into the present.

## Land Use Definitions

St. Paul Park has the following land uses, based on definitions from the Metropolitan Council:

- Single-family residential. Single-family detached housing, including manufactured housing.
- Multiple-family residential. Attached housing, including duplexes, quad homes, townhomes, condominiums and apartment buildings.
- Manufactured residential. This district will include mobile home parks.
- Mixed-use residential. Any type of housing in the same proximity as commercial uses.
- Retail/Commercial. Retail sales and services, including professional services, private institutional uses, as well as recreational services that are predominately privately owned and operated for profit. A marina would be a recreational service.
- Industrial. Manufacturing, assembly, warehousing, construction and wholesale sales, including assembly of products produced elsewhere; facilities involved in the movement of goods, construction, communications, utilities and wholesale sales.
- Institutional. Buildings and adjacent lands of schools (both public and private), hospitals, churches, cemeteries and all facilities of local, state and federal governments.
- Parks and recreation. Parks and recreational facilities owned and operated by local, regional, state and federal governments; open space and preservation areas.
- Agricultural. Land formerly or currently used for pasturing animals or cultivating row crops.
- Roadways. Rights-of-way for existing highways, streets and alleys.
- Railroads. Rights-of-way for existing railways.
- Water. Public waterways, including the Mississippi River.

## Existing Land Uses

### Inventory of Existing Land Uses

Existing land uses (2008) in St. Paul Park are depicted on **Figure 8**. There are 2,316 acres in the city. The acreages of existing land uses and their percentages are described in **Table 9**. The net density of existing residential development is shown in **Table 10**.

All developed land in St. Paul Park is within the existing Metropolitan Urban Service Area (MUSA) boundary, but not all areas are currently connected to regional sewer. Annexed areas in the Rivers Edge area of the city will have MUSA service extended to support future development.

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FIGURE 8  
**Figure 8: 2008 Existing Land Use**



**Table 9**  
**City of St. Paul Park**  
**Existing Land Uses, 2008**

	Acres	%
<b>Residential and Mixed Land Uses</b>		
Agricultural	334.00	14.42%
Low Density Residential (Single-Family Detached)	552.82	23.87%
Manufactured Housing	23.70	1.02%
Mixed Use Residential	0.47	0.02%
Medium Density Residential (Single-Family Attached)	103.84	4.48%
Multifamily	6.13	0.26%
<b>Exclusive Commercial/Industrial Land Uses</b>		
Commercial	38.93	1.68%
Industrial	244.96	10.58%
<b>Public/Semi Public Land Uses</b>		
Institutional	82.86	3.58%
Parks/Open Space	51.30	2.21%
Road Right-of-Way	304.24	13.14%
Major Highway	33.19	1.43%
Rail Right-of-Way	57.74	2.49%
<b>Other</b>		
Undeveloped	83.05	3.59%
Unbuildable <sup>1</sup>	116.00	5.01%
Water	282.88	12.21%
<b>TOTAL:</b>	<b>2316.11</b>	<b>100.0%</b>

Source: McCombs Frank Roos Associates Inc. GIS analysis

<sup>1</sup> Unbuildable land consists of floodplain, steep slopes and other limitations as calculated in the Rivers Edge AUAR.

### Residential Land Use

Residential land uses predominate in St. Paul Park, with housing dating from the 1800s. The Stevens Ridge addition was developed in the late 1980s. Additional residential development activities have included Burlington View (29 lots), Fairhaven Estates twinhomes (20 units), Park Ridge Townhomes (16 units), River Woods townhomes (91 units), Riverside Park Estates townhomes (104 units).

The proposed land use plan for the Rivers Edge area of the city, which is now primarily agricultural and vacant, includes a mixture of Single Family Residential, Multi-Family Residential, Commercial, and Open Water and will provide for an interconnected parks, trails, and open space system. The area does contain extensive aggregate resources. The city acknowledges the potential of these resources and may explore feasibility of extraction activities to gain understanding of the opportunities as well as ramifications. This development area has the potential to double the residential population of the City of St. Paul Park. (See *The Plan for the Rivers Edge Area of the Community*).

**Table 10**  
**City of St. Paul Park**  
**Net Density of Existing Residential Development (Acres), 2008**

Land Use Category	Single-family # of Units	Multi-Family # of Units	Gross Acres	Acres Wetland & water-bodies	Acres Public Parks & Open Space	Acres New Arterial Road ROW	Acres Other / Undeveloped land*	Net Residential Acres	Net Density Units/Acre	
<b>EXISTING RESIDENTIAL LAND USES</b>										
Low Density Residential	1,501	0	552.82	-	-	-	-	552.82	2.72	
Med. Density Residential	0	63	103.84	-	-	-	-	103.84	0.61	
Mixed-Use Residential	0	0	0.47	-	-	-	-	0.47	0.00	
Manufactured Housing	109	0	23.70	-	-	-	-	23.70	4.60	
Multifamily	0	156	6.13	-	-	-	-	6.13	25.45	
<b>TOTALS:</b>	<b>1,829</b>		<b>686.96</b>					<b>686.96</b>	<b>2.66</b>	
Non-residential Land Uses	0	0	283.89	-	-	-	-	-	-	
Park / Institutional	0	0	-	-	134.16	-	-	-	-	
Existing ROW	0	0	-	-	-	337.43	-	-	-	
Rail ROW	0	0	-	-	-	57.74	-	-	-	
Water	0	0	-	282.88	-	-	-	-	-	
Undeveloped (includes Ag) <sup>1</sup>	0	0	-	-	-	-	417.05	-	-	
Unbuildable	0	0	-	-	-	-	116.00			
<b>ACREAGE TOTALS:</b>			970.85	282.88	134.16	395.17	533.05	-	-	
<b>COMBINED ACREAGE TOTAL:</b>			<b>2316.11</b>						-	-

<sup>1</sup> To better reflect the existing developed residential density within the City, all newly annexed Agricultural land was shown as "undeveloped."

Most neighborhoods are characterized by a grid street pattern. Maintaining this into the Rivers Edge area of the city is important to support the city's small town character and to provide a smooth transition from the existing developed neighborhoods.

A manufactured home park is located along Hastings Avenue, south of its juncture with Broadway. It was constructed in two phases. Manufactured homes in the earlier phase are situated on small lots, while those installed in the second phase are on larger lots.

There are few multiple-family residences. A senior citizen apartment building is located in a former school building at Third Street and Ninth Avenue. An additional senior living facility is desired in the development of the Rivers Edge area. There are scattered duplexes south of the downtown area and small apartment buildings in the vicinity of Pullman Avenue, east of Third Street.

The zoning ordinance establishes the following minimum requirements for lot sizes:

- R-1 for single family detached residential use — 9,000 square feet.
- R-2 for single family or duplex residential uses — 9,000 square feet for a single-family house and 12,000 square feet for a duplex.
- R-3 for medium density residential use of up to six dwelling units — 13,500 square feet for an interior lot and 15,000 square feet for a corner lot.
- R-4 for medium and high density residential use for such housing as townhouses and condominium apartments — 4,000 to 6,500 square feet per unit is required with an allowed density range of 8 to 12 units per acre.
- R-5 for manufactured home parks — 6,000 square feet.

## **Commercial Land Use**

St. Paul Park has neither a wide range of commercial businesses nor establishments competing to provide one type of product or service.

Commercial businesses are located generally in five areas. The downtown commercial area includes auto-related businesses at the intersection of St. Paul Park Road and Broadway. On Broadway west of the Burlington Northern Santa Fe railroad tracks, there are restaurants and taverns, as well as small offices and small service-oriented light industrial businesses. Businesses also are located at the southeast end of Hastings Avenue, near the boundary with Cottage Grove, as well as in two residential neighborhoods, on Pullman Avenue near Third Street and on 10th Avenue near Ashland Avenue.

The city has a desire to enhance its downtown commercial area and expand it to better connect to Highway 61 and attract a broader array of commercial services. Providing streetscape and pedestrian enhancements on Broadway Avenue in the downtown area will encourage commercial retail tenants. This area could accommodate a mix of retail, restaurant, and professional office spaces.

## **Industrial Land Use**

Heavy industry is in the extreme northwestern area of the city. Light industrial businesses are located in two areas immediately west of the Burlington Northern Santa Fe railroad tracks, and well as north of Broadway and west of St. Paul Park Road.

## **Land Use Issues**

Land use issues in St. Paul Park are related to sustaining city services and facilitating development consistent with the small town character of the community.

These issues are:

- Residential development to provide housing for residents of all ages.

- Commercial development to take advantage of the city’s proximity to the Mississippi River and Highway 61.
- Enhancement of the downtown area and commercial area expansion.
- Industrial development to take advantage of the historic roots of industry in St. Paul Park and the proximity of existing industry to transportation routes.
- Residential, commercial and industrial development to broaden the property tax base.
- Recreational uses that encourage access to the Mississippi River and land within the river corridor.
- Conservation of land within the river corridor.
- Park system that is connected by trail corridors.

Chapters throughout the comprehensive plan include discussions on how each of these land use issues will relate to the city’s growth during the next 20 years.

## Future Land Uses

Twelve land use designations will address the land use issues in St. Paul Park; specifically, sustaining the community while encouraging and shaping growth to meet the community’s long term needs. Future land use designations are depicted on **Figure 9**.

All developed land is within the Metropolitan Urban Service Area (MUSA). The city is served by one sanitary sewer interceptor, with one connection point. Future growth in the Rivers Edge area will be phased and consistent with an overall master plan.

St. Paul Park will have the following future land uses:

- Single-family residential. This district will include single-family detached housing.
- Multiple-family residential. This district will include attached housing; more than one zoning classification will be included in multiple-family residential.
- Manufactured residential. This district will include mobile home parks.
- Commercial. This district will include retail sales and services intended to serve:
  1. The immediate neighborhood
  2. The community
  3. The region beyond the community.
- Mixed-use residential. This district will be used for areas where more than one land use is permitted. This is intended to provide flexibility for development consistent with design, architectural and performance standards that reflect the city’s small town character and its location within the river corridor.
- Heavy Industrial. This district will include existing basic industries.
- Industrial. This district will include existing basic industries and manufacturing, assembly, warehousing, construction and wholesale sales.
- Institutional. This district will include schools and adjacent lands and all facilities of local, state and federal governments. It will also include cemeteries.
- Parks and recreation. This district will include city parks and recreational facilities.
- Floodplain. This overlay district will include areas designated as floodway and flood fringe on Federal Emergency Management Agency (FEMA) maps. **Figure 6** depicts the floodplain.

FIGURE 9

**Figure 9: Future Land Uses, 2008 – 2030**



**Table 11** reflects the future land uses depicted on **Figure 9** and breaks down anticipated growth into 5-year increments. **Table 12** summarizes the net density of planned residential growth.

**Table 11**  
**City of St. Paul Park**  
**Planned Land Use in 5-year Increments**

Land Use Category <sup>1</sup>	Allowed Density Ranges (units/acre)		Existing Land Use (acres)	Planned Land Use in 5-year Increments (acres)					Change
	Min	Max		2008	2010	2015	2020	2025	
<b>Residential &amp; Mixed Land Uses</b>									
Single Family Residential	3.0	< 4.9	656.55	612.95	569.35	525.75	482.15	438.56	-217.99
Mixed-Use Residential	3.0	< 16.0	0.47	12.02	23.57	35.12	46.67	58.23	57.76
Mobile Home Residential	3.0	< 16.0	23.7	23.41	23.12	22.83	22.54	22.24	-1.46
Multifamily	3.0	< 16.0	6.13	30.35	54.57	78.79	103.01	127.22	121.09
Rivers Edge Single-Family	2.0	< 5.0	0	52.8	105.6	158.4	211.2	264	264
Rivers Edge Multi-Family	5.0	< 16.0	0	30.4	60.8	91.2	121.6	152	152
<b>Exclusive Commercial &amp; Industrial Land Uses</b>									
Commercial	-	-	38.93	38.96	38.99	39.02	39.05	39.08	0.15
Rivers Edge Commercial	-	-	0	2	4	6	8	10	10
Industrial	-	-	244.96	248.88	252.8	256.72	260.64	264.56	19.62
<b>Public &amp; Semi-Public Land Uses</b>									
Public	-	-	82.86	79.24	75.62	72	68.38	64.74	-18.12
Parks/Open Space	-	-	51.3	57.3	63.3	69.3	75.3	81.3	30
Road ROW	-	-	304.35	304.35	304.35	304.35	304.35	304.35	0
Major Highway	-	-	33.19	33.19	33.19	33.19	33.19	33.19	0
Rail ROW	-	-	57.74	57.74	57.74	57.74	57.74	57.74	0
<b>Other</b>									
Undeveloped (includes Ag)	-	-	417.05	333.64	250.23	166.82	83.41	0	-417.05
Unbuildable	-	-	116	116	116	116	116	116	0
Water	-	-	282.88	282.88	282.88	282.88	282.88	282.88	0
<b>TOTALS:</b>	-	-	<b>2316.11</b>	<b>2316.11</b>	<b>2316.11</b>	<b>2316.11</b>	<b>2316.11</b>	<b>2316.11</b>	<b>0</b>

<sup>1</sup> The Future Land Use categories have changed from the 2008 Land Use Designations. The following notes indicate how the changes are reflected in this table.

- Single Family Residential existing acres represent a combination of the former SF Attached and SF Detached categories.
- The future land use categories of Light and Heavy Industrial are represented as just "industrial" for comparative purposes.
- The category "undeveloped" includes both undeveloped land and recently annexed Agricultural land within the Rivers Edge Area.
- The final Rivers Edge acreages were taken from Table \_\_ [264 acres of single family, 152 acres of multi-family, and 30 acres of new park land (23 acres minimum park dedication and 7 acres of parkway)]
- Changes in land use are shown as occurring in a steady progression over each five-year increment, but the city will allow greater levels of change in any given time period based on opportunity and market demand.

**Table 12**  
**City of St. Paul Park**  
**Net Density of PROPOSED Residential Development (Acres)**

Residential Land Use Category	Allowed Density Ranges (units/acre)		Existing Land Use (acres)	Change (acres)	Min. Mixed Use % Res.	Final Net Res. Acres	Existing Units	Unit Change	Final Units	FINAL Net Density (units/acre)
	Min	Max	2008	2008 to 2030		2030				
Single Family Residential	3	< 4.9	656.55	-217.99		438.56	1,564	-257	1,307	2.98
Mixed-Use Residential	3	< 16.0	0.47	57.76	30%	17.47	0	52	52	3.00
Mobile Home Residential	3	< 16.0	23.7	-1.46		22.24	109	0	109	4.90
Multifamily	3	< 16.0	6.13	121.09		127.22	156	226	382	3.00
Rivers Edge Single-Family	3.78**	< 5.0	0	264		264	0	1000	1000	3.79
Rivers Edge Multi-Family	5.26**	< 16.0	0	152		152	0	800	800	5.26
<b>RIVERS EDGE Summary</b>	–	–	<b>416 Residential Acres</b>				<b>1,800 new units</b>			<b>5.53</b>
<b>ALL LAND post planned development</b>	–	–	–	–	–	<b>1021.49</b>	–	–	<b>3,650</b>	<b>3.57</b>

\* The 257 unit reduction in single family units is an approximation based on the number of existing SF parcels transitioning to other land use designations.

\*\* The minimum densities listed for the Rivers Edge development represent the minimum average net density required for each district. Individual development projects may have densities as low as 2.0 units/acre for single family and 5.0 units/acre for multi-family provided the average net density within the district does not fall below the required minimum average.

## Ordinance Changes to Implement Future Land Uses

Changes to the zoning ordinance will be necessary to implement future land uses. The Metropolitan Land Planning Act (1995) requires that zoning be consistent with the comprehensive plan.

# Land Use Goals, Policies and Action Steps

## Goals

The land use goals in St. Paul Park are:

1. Residential uses that reflect the city's housing plan for life-cycle and affordable housing, and community growth goals that broaden the city's property tax base.
2. Industrial and commercial uses to sustain the city's economic base.
3. Commercial uses that benefit from the city's proximity to the Mississippi River and Highway 61.
4. Mixed uses, to facilitate diverse development consistent with the requirements and guidelines for the Critical Area and the city's objectives for new housing and development.
5. Public and institutional uses.
6. Park and recreation uses.
7. Protection of the Critical Area.
8. Protection of the floodway and flood fringe.
9. Growth consistent with the Metropolitan Council's 2030 Regional Development Framework.
10. Develop land use regulations to protect groundwater resources based on completed studies and rankings of groundwater recharge areas.
11. Energy efficient development, specifically access to direct sunlight to maximize solar energy potential.

## Policies and Action Steps

To provide for land use, St. Paul Park will:

1. Establish residential land use designations consistent with **Figure 9**.
2. Establish commercial land use designations consistent with **Figure 9**.
3. Establish industrial land use designations consistent with **Figure 9**.
4. Establish a mixed-use land use designation consistent with **Figure 9**.
5. Establish a public/institutional land use designation consistent with **Figure 9**

6. Establish a park and recreation land use designation consistent with **Figure 9**
7. Require city review and approval of any new use of lands designated for public use, but not owned by the city of St. Paul Park, if the existing uses on those lands cease.
8. Provide for the rezoning of properties to reflect the currently improved with residential land uses, but designated for commercial, industrial or mixed uses by the adopted comprehensive plan, at such time as a proposal for industrial, commercial or mixed use development is presented for the city for review, with the intent that current residential property owners shall not be jeopardized with non-conforming uses in the event that a natural or man-made disaster destroys their dwellings.
9. The City of St. Paul Park supports development that provides access to and utilizes direct sunlight for solar energy purposes.

*The Plan for Residential Neighborhoods*

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## Introduction

This chapter describes St. Paul Park’s residential neighborhoods, specifically its housing. Both existing housing in the city and future housing needs are discussed. This chapter, as well as discussions of new residential development in *The Plan for the Rivers Edge Area of the Community* and residential density in *The Plan for Land Use*, constitutes St. Paul Park’s housing plan.

## Existing Residential Neighborhoods

### Housing Supply

Census figures (2006) indicate there are 5,271 residences in the city. Most of the housing is east of the Burlington Northern Santa Fe railroad tracks.

Single-family detached housing is the predominate land use, including those that date from the 1800s. The Stevens Ridge addition was developed in the late 1980s. As of recent, additional residential development activities have included Burlington View (29 lots), Fairhaven Estates townhomes (20 units), Park Ridge Townhomes (16 units), River Woods townhomes (91 units), Riverside Park Estates townhomes (104 units). The duplexes are generally immediately south of the downtown area, while the multiple-family apartment buildings are near the intersection of Pullman Avenue and Third Street. Apartments specifically for senior citizens are at Third Street and Ninth Avenue, in a building that once housed a high school. A manufactured home park is located on Hastings Avenue.

**Table 13** describes housing types in St. Paul Park, while **Table 14**, the mix of owners and renters in the city.

**Table 13**  
**City of St. Paul Park**  
**Households, 2000 \***

	Single-family	Duplex	Multiple-Family	Mobile Home
<b>Numbers of Units</b>	1,495	63	156	109
<b>Percentage</b>	82.0	2.0	8.6	6.0

Source: U. S. Census

\* = These numbers represent households living in specific housing types in the city; the total is 1,829. The 2000 Census counted six owner-occupied housing units in boat, RV, van, etc. It’s assumed these are six house boat occupants that represent 0.4 percent of the total percentage of households.

**Table 14**  
**City of St. Paul Park**  
**Mix of Owner-Occupied and Rental Households, 2000**

	Owner-Occupied	Rental
<b>Numbers of Units</b>	1,576	253
<b>Percentage</b>	86.2	13.8

Source: U. S. Census

## **Housing Value**

The Metropolitan Council uses categories established by the Minnesota Department of Revenue to assess whether housing in individual communities is affordable. Estimated market values of housing, not actual sales prices, are used to determine the categories. (Estimated market values are established by county assessors and, under state law, must be within 10 percent of actual sales prices.) In 2008, the affordability limit for owner-occupied housing established by the Metropolitan Council for its Livable Communities program was \$214,900 at 80% of area median income, and \$158,000 at 60% of area median income. For rental units, a 2008 monthly rent for a 1 bedroom of \$758 was considered affordable. The majority of housing in St. Paul Park is considered affordable, according to current standards used in the metropolitan area.

Enacted in 1976, the Metropolitan Land Use Planning Act (MLUPA), Minn. Stat. Sec. 473.859, subdivision 2, paragraph [c], requires communities in the region to include in their comprehensive land-use plans a housing element that acknowledges the city's share of the forecasted regional need for low- and moderate-income housing.

The total need for newly-constructed affordable housing units in the Twin Cities between 2011 and 2020 is estimated at 51,000 (or 30.6% of forecasted growth in sewer-serviced households). This number represents the regional new construction need.

The Livable Communities program was enacted by the Minnesota Legislature in 1995, in part, to encourage communities in the metropolitan area to provide a range of housing opportunities, including affordable and life-cycle housing. The program also provides funding to participating communities to preserve and rehabilitate affordable housing.

St. Paul Park has chosen to participate in the Livable Communities program. The City Council in December 1995 adopted a resolution to that effect. Subsequently, the city prepared an Action Plan and submitted it to the Metropolitan Council. The Action Plan is **Appendix A**.

The City of St. Paul Park's allocation of affordable housing need, as determined by the Metropolitan Council and based on growth forecasts, is 438 new affordable units. The Metropolitan Council asks communities to identify areas that could accommodate these units at six units per acre or greater. The City of St. Paul Park plans to develop the Rivers Edge areas of the City and has identified medium density residential housing need. It's expected that some units in the lower density and medium density residential areas could be constructed at affordable levels.

## **Housing Condition**

Approximately three dozen houses in St. Paul Park date from the 1800s, according to Washington County Assessor's records, with some built in the mid-1860s and others in the 1880s and 1890s. Some housing was constructed during the early years of the 1900s. A vast majority of the existing housing was built during the post-war decades.

The vast majority of the housing in St. Paul Park is in fair to excellent condition. This is particularly true of the housing built during the post-war years, generally east of the Burlington Northern Santa Fe railroad tracks and, west of the railroad tracks, in the vicinity of the junior high school, at Third Street and Eleventh Avenue.

However, the condition of a relatively small number of dwellings is poor. These houses are generally older dwellings in the western part of the city, south of the downtown area, representing less than five percent of the existing housing units. The introduction to the city’s Action Plan, prepared for the Metropolitan Council under the Livable Communities Act, states that “. . . the housing stock is in good condition, but maintenance and rehabilitation is of great concern due to the fact that the majority of the homes in St. Paul Park were constructed prior to 1965.”

### Age Groups and Housing

People of different age groups typically have different housing needs. A breakdown of census figures by age indicates potential housing needs in a community. **Table 15** provides a breakdown of the city’s population in 2000 by age and describes the typical housing needs of specific age groups.

**Table 15**  
**City of St. Paul Park**  
**Age and Housing Units**

Age Group	Number	Percent
15-24 years	68	3.7
25-34 years	306	16.7
35-44 years	560	30.6
45-54 years	335	18.3
55-64 years	237	13.0
65-74 years	192	10.5
75-84 years	108	5.9
85 years and over	23	1.3
<b>Total</b>	<b>1,829</b>	<b>100.0</b>

Source: 2000 U. S. Census

St. Paul Park is a community that experiences few population shifts and little housing turnover; many families have lived in St. Paul Park their entire adult lives. However, the population is getting older. As **Table 4** demonstrates (in *The People of St. Paul Park*), the median age of St. Paul Park residents has increased markedly since 1970 (median age 20.3 years) to 2000 (median age 34.5 years, reflecting the aging of the population during a 30-year period).

The vast majority of existing housing — single-family attached dwellings — fits the needs of families with children living at home. This means there are few options for those at either end of the housing cycle. This includes young adults and families who cannot afford or do not need a single-family house. It also includes empty-nesters and seniors who are not able, or do not want, to have the financial and maintenance responsibilities of a single-family house. The City intends to make efforts to diversify its housing stock in the next few decades to better meet the needs of existing and future residents.

## Residential Neighborhood Issues

Housing issues in St. Paul Park during the next 20 years will be related to the following:

- Opportunities for development of new housing.
- Rehabilitation and maintenance of the existing housing stock.
- Aging of residents.

This section includes discussions of housing rehabilitation and maintenance, as well as life-cycle housing. Life-cycle housing is a term used to describe a range of housing types for all age groups, from young adults through the elderly who need assisted living. A discussion of the opportunities for development of new housing is in *The Plan for the Rivers Edge Area of the Community*.

### Housing Rehabilitation and Maintenance

The rehabilitation and maintenance of existing housing can be accomplished in two ways. State and county programs are administered by the Washington County Housing and Redevelopment Authority for qualifying households and there is conventional financing.

The city's Action Plan under the Livable Communities program (**Appendix A**) outlines four programs for housing rehabilitation and maintenance. The programs are:

- Minnesota Housing Finance Agency (MHFA) Deferred Loan Program. The program offers deferred loans, up to \$10,000, for necessary repairs.
- MHFA Revolving Loan Program. The program offers a low-interest rate loan for low-income households for necessary repairs or to make the home accessible.
- Washington County Deferred Program. The program offers deferred loans to low-income households, up to \$10,000, for necessary repairs.
- Washington County Community Revolving Loan Program. The program offers low interest rate loans, up to \$10,000, to low-income households for necessary repairs.

In addition, the Minnesota Housing Finance Agency's Rental Rehabilitation Loan Program provides low-interest loans for energy conservation and other improvements to rental residential properties. Buildings that need improvements to comply with State Energy Conservation Standards for Rental Housing are eligible for the program. If the building is more than 15 years old, it is also eligible for moderate rehabilitation.

### Affordable Housing

While the vast majority of existing housing in St. Paul Park is affordable, under criteria of the Livable Communities program, the city's Action Plan (**Appendix A**) includes participation in three programs designed to provide such housing:

- Scattered Site Public Housing. This is a program of the Metropolitan Housing Opportunities Program, administered by Washington County HRA.
- Rent-to-Own Housing. This program is designed for first-time home buyers, who rent a home for as long as three years prior to buying it. A portion of the rent is set aside as a future down payment.
- Minnesota Cities Participating Program. This program provides reduced rate mortgages for first-time, eligible home buyers.

## **Housing for Residents of All Ages**

The predominate housing type in St. Paul Park is the single-family detached house. This has served the community and its residents well, particularly during the two or three post-war decades when most residents were families with school-age children. However, during the subsequent two decades, the median age rose (see **Table 4** in *The People of St. Paul Park*), indicating adults were aging and the numbers of children and teenagers were decreasing.

These shifts in population raise several issues. Most of the housing stock, built for families with children at home, does not accommodate the needs that have emerged in recent years. There is virtually no housing available for empty nesters, senior citizens and the elderly who require assistance with daily living. Very little housing is available for young adults, whether unmarried or families with young children.

One impact of these population shifts is that long-time residents are not able to “age in place,” a housing term that means older residents are able to find housing appropriate to their needs without leaving the community where they spent their early and middle adult years.

In addition, older residents, living on less income than they had prior to retirement and living in older housing stock, often find it increasingly difficult to pay for maintenance and upkeep. Deteriorating housing stock affects the housing market of a community and, eventually, its property tax base. This is because state law requires that properties be assessed within 10 percent of their market value and, if the housing market is declining, a city’s property tax revenues will also decline.

At the other end of the spectrum, young adults who may have grown up in the community and wish to remain, or who are looking for a community, will not be able either to buy or rent housing that fits their budgets.

The potential for new residential development to broaden the property tax base and to meet the needs for life-cycle housing is discussed in *The Plan for the Rivers Edge Area of the Community*, as well as in *The Plan for Land Use*.

## **Residential Neighborhood Goals, Policies and Action Steps**

### **Goals**

The housing goals in St. Paul Park are:

1. Facilitating the maintenance and rehabilitation of existing housing, to prevent deterioration.
2. Providing housing for a range of ages and incomes to allow residents to remain in the community throughout their stages of life.
3. Providing housing in the Rivers Edge area of the community that will attract a range of ages and incomes and integrate into the existing community fabric.
4. To the best of the City's ability, meeting the affordable housing need of 438 units between 2011 and 2020 as allocated by the Metropolitan Council.

### **Policies and Action Steps**

To provide for housing needs, St. Paul Park will:

1. Provide qualified residents with information about housing maintenance and rehabilitation programs administered by Washington County Housing and Redevelopment Authority and the Minnesota Housing Finance Agency.
2. Pursue the development of new and infill housing to accommodate the range of housing needs, consistent with the city's benchmarks in its Action Plan.
3. Work with prospective developer/s of the Rivers Edge area and articulate City desires to accommodate a range of housing price, style and architectural diversity.
4. Allocate appropriate land area and densities to accommodate the Metropolitan Council allocated affordable housing need.

***The Plan for the Rivers Edge Area of the Community***

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## Introduction

This chapter describes two areas of land that were annexed into the city of St. Paul Park, and which now represent its southern boundary. The first area, formerly part of Grey Cloud Township and comprising 327 acres of land, was annexed February 2, 2001. The second area, also formerly part of Grey Cloud Township, adjacent to the Mississippi River and comprising 340 acres of land, was annexed November 2, 2005. About 116 acres of this area is unbuildable due to floodplain, steep slopes and other limitations.

## The Existing Rivers Edge Area

The boundaries of the Rivers Edge area of the community are generally as follows:

- 14<sup>th</sup> Avenue on the north.
- The boundary of Grey Cloud Island Township on the south.
- Railroad tracks on the east (a small portion of this area is located east of the railroad tracks and south of 85<sup>th</sup> Street/18<sup>th</sup> Avenue).
- The Mississippi River on the west. Much of western boundary of this area is within the Critical Area/Mississippi National River and Recreation Area boundary (see **Figure 12** for the Critical Area/MNRRRA boundary).

The two areas combined comprise 667 acres of land, and are divided by County Road 75/Grey Cloud Island Drive. **Table 16** summarizes the existing land uses within the Rivers Edge area of the community.

**Table 16**  
**City of St. Paul Park**  
**Existing Land Use of the Rivers Edge Area, 2000**

<b>Land Use Category</b>	<b>Acres</b>	<b>% of Total</b>
Agriculture	334	50.1
Undeveloped	173	25.9
Open Water	142	21.3
Farmstead	10	1.5
Park/Recreation	2	0.3
Rail Road	3	0.5
Single Family	3	0.4
<b>Total</b>	<b>667</b>	<b>100.0</b>

Source: Table 6-1 Rivers Edge AUAR and Mitigation Plan

The Rivers Edge area consists of terraced landforms along the eastern side of the Mississippi River. Much of the Rivers Edge area is relatively flat to rolling, with the majority of this area consisting of former agricultural fields and pastures. The western portion of this area generally consists of forests, bluffs, floodplain forests, and the Mississippi River. The river bluffs rise between 20 to 50 feet above the river and are characterized by a combination of exposed limestone cliffs and mesic oak savanna. A bay of the river is located near the center of the western land edge.

The Burlington Northern Santa Fe railroad represents the eastern boundary of the area with the exception of a tract of land that extends further east in the central portion of the eastern property boundary. This tract is mostly agricultural fields; however, the northeastern portion of this tract slopes uphill and is dominated by grassland vegetation. Grey Cloud Island Drive transects the northern two-thirds of the Rivers Edge area and Grey Cloud Trail forms the southern boundary on the eastern half. A comprehensive natural resource inventory of this area was completed as part of an Alternative Urban Area-wide Review (AUAR). **Table 17** summarizes the findings of that inventory.

**Table 17**  
**City of St. Paul Park**  
**Land Cover in the Rivers Edge Area, 2003**

<b>Land Cover Type</b>	<b>Acres</b>
Agricultural field	302.85
Impervious Surface	14.43
Planted or Maintained Vegetation	7.91
Old Field	44.32
Old Field w/ Trees/Woody Invasion	24.20
Dry Prairie	2.52
Deciduous Forest	22.81
Deciduous Woodland	13.88
Mesic Oak Savanna	15.84
Floodplain Forest	65.19
Tree Row	4.87
Spring and Seepage Wetland	.77
Wet Meadow	.17
Dumps and Material Storage	5.26
Open Water	142.00
<b>Total</b>	<b>667</b>

Source: Applied Ecological Services, Inc

### **Bedrock**

The approximate depth to bedrock in this area is a minimum of 2 ft. and an average of 8.3 feet. The depth to bedrock within this area is a major factor that will determine the development staging plan. The depth to bedrock generally becomes shallower moving from north to south. Since the bedrock generally becomes shallower moving from north to south, the Rivers Edge areas will be included in latter development phases to allow for extraction activities that are necessary to provide the cost effective extension of utilities. The initial development phases will be in areas that have a greater depth to bedrock and are located adjacent to the existing Metropolitan Urban Service Area (MUSA). Latter phases will facilitate urbanization in a contiguous pattern from north to south.

FIGURE 10

**Figure 10: Location of Bedrock Borings**



FIGURE 11  
**Figure 11: Marathon Properties**



FIGURE 12

**Figure 12: Critical Area / MNRRA Boundary in St. Paul Park**



FIGURE 13

**Figure 13: MNRRA Riverfront Boundary**



**FIGURE 14**

**Figure 14: Potential for Future Aggregate Mining**



The City recognizes the potential for future aggregate mining (see **Figure 14**) between now and 2030. The feasibility of mining these resources may be explored, but the City cannot make commitments until understanding the possibilities and potential ramifications of mining activities. If determined to be feasible, mining operations will be approached as an interim use subject to compatibility with adjacent land uses, ability to follow strict environmental and nuisance standards, and ability to meet specific reclamation standards. Minimally, aggregate resources (limestone and sand) will be attained through grinding and blasting activities to prepare the site for the installation of utilities, the stormwater management system, and housing. The extracted aggregate resources are desired to be used on-site, rather than being trucked offsite. The plan is for materials to be used on-site for site preparation activities such as grading and filling. The materials may also be crushed on-site and used for road construction materials.

The potential impacts on existing and future land uses from any extraction of aggregate resources must be mitigated. Extraction activities must follow all applicable local, state and federal regulations. The Mitigation Plan from the AUAR requires the city to prepare a blasting ordinance to mitigate any potential impacts.

### **The River Corridor**

The Mississippi National River and Recreation Area (MNRRA) Comprehensive Management Plan and Executive Order 79-19, governing the state Critical Area, include requirements and guidelines for deciding what land uses are most appropriate for the river corridor, where they should be located and how they should be designed. Prior to the annexation, the Rivers Edge area was in the Rural Open Space District designation of Executive Order 79-19. As verified by the DNR in a letter to the City dated September 16, 2008, the Rural Open Space designation continues to apply to land within the MRCCA portion of the Rivers Edge area. The city is interested in seeing this area developed at densities greater than one unit per ten acres in order to achieve a number of goals: additional bluff restoration, increased park and trail space as well as more housing. However, the city understands that any increase in density over one unit per ten acres within the MRCCA portion of the Rivers Edge area can only happen if approved by the DNR through a PUD process.

Existing land uses in the Rivers Edge area of the community are largely consistent with the Critical Area requirements and MNRRA guidelines, with the exception of existing auto salvage yards. A full discussion of river corridor issues (depicted in **Figure 12**) is in *The Plan for the River Corridor*.

## **A Development Framework for the Rivers Edge Area of the Community**

As part of the first annexation process, guiding principles were prepared to ensure that development occurs in accordance with city goals and objective. The principles were established based on the goals of the city's 1999 adopted Comprehensive Plan; community input gathered at visioning workshops and public meetings; and analysis prepared as part of the AUAR environmental review process. As envisioned in 2004 when principles were adopted, the ten guiding principle topic areas are as follows:

- Maintain St. Paul Park's "Sense of Place" Retaining the Small Town Character

- Maintain and Restore a Healthy Ecological System
- Provide Appropriate Mix of Housing
- Continue to Connect the City to the River
- Create Community Gathering Spaces
- Contribute to City Vitality
- Investment in Infrastructure
- Create and Expand a Multi-Modal Transportation System
- Invest in Community Collaboration
- Benefits of a Master Planned Community

The City intends that the entire Rivers Edge area be developed through the Planned Unit Development (PUD) process. This process is designed to allow the development of the Rivers Edge area incorporating a variety of residential types and nonresidential uses, to encourage:

1. Innovations in residential development to the end that the growing demands for housing at all economic levels may be met by greater variety in tenure, type, design, and siting of dwellings and by the conservation and more efficient use of land in such developments;
2. Higher standards of site and building design through the use of trained and experienced land planners, architects and landscape architects;
3. The preservation and enhancement of desirable site characteristics such as natural topography and geologic features and the prevention of soil erosion;
4. A creative use of land and related physical development which allows a phased and orderly transition of land from rural to urban uses;
5. An efficient use of land resulting in smaller networks of utilities and streets thereby lower housing costs and public investments;
6. A more desirable environment than would be possible through the strict application of zoning and subdivision regulations of the city.

## **Issues for the Rivers Edge Area of the Community**

The Rivers Edge area of the community is essentially undeveloped at present. New development in this area will enable the city to broaden its property tax base and facilitate the development of life-cycle housing, two key city objectives. Such development will also be consistent with the city's use of regional systems.

Additional issues relevant to the Rivers Edge area of the community include: impacts on the transportation system, integration with surrounding communities' transportation systems, integration of the Rivers Edge area into the rest of St. Paul Park, impact of sewer and water extensions, and maintaining the small town feel of St. Paul Park. A discussion of these issues follows.

### **Impacts on the Transportation System**

Detailed traffic analyses for the Rivers Edge area were prepared as part of both the Comprehensive Plan Amendment and the AUAR (see **Appendix B**). The Rivers Edge area may generate a daily traffic volume of 19,200 trips with full build-out by 2015 based on 1,800 potential housing units and 20,000 square feet of potential commercial space.

Traffic generated by future growth and development in this area will require certain roadway improvements. The internal road system will be designed during the PUD/Master Development Plan and Preliminary Platting process. Scenario's are being discussed that may provide for the transportation network to be planned around a major collector forming the spine of the transportation system, and with a series of connecting roads constructed to facilitate efficient internal site access that can be accomplished without using the main roadway. Keeping internal circulation traffic off of the main artery will could serve to lessen the traffic demand on that road. Transportation impacts and possible scenario's are being analyzed, with no conclusions having been made regarding the transportation improvement needs to best accommodate the development and city objectives.

*The Plan for Transportation* contains detailed discussion of improvements to the existing roadway system necessary to facilitate growth in the Rivers Edge area. Key improvements as part of a phased development plan in discussion at the time of this comprehensive plan update include the following:

- Increase the capacity of Third Street.
- Westerly extension of Ninety Fifth (95<sup>th</sup>) Street in Cottage Grove over the railroad tracks to the Rivers Edge area.
- Signalization of the intersections of appropriate intersections when traffic volumes meet an established threshold.
- Upgrading and realigning Grey Cloud Island Drive (County Road 75) through the Rivers Edge area
- Correcting the skewed intersection at Grey Cloud Trail/County Road 75.

To mitigate the potential impacts to existing residents and businesses, the transportation system can include traffic calming measures, designs for streetscape, trails, ornamental lighting and sidewalks, and extension of the grid street pattern into the Rivers Edge area. As development plans for the Rivers Edge area continue to evolve, developers will work with the school district, police department, and the Public Safety Commission to ensure safe pedestrian crossings, and proper traffic control adjacent to schools, parks, and multifamily housing.

Over time, increased population may allow expansion of the southeast transit bus system that circulates through St. Paul Park and the proximity of the CPA area to the future Red Rock rail corridor may allow for future connections.

### **Integration with Surrounding Communities' Transportation Systems**

Traffic accessing the portion of the Rivers Edge area located east of the railroad tracks could access the Rivers Edge area via Lincoln Avenue (called Geneva Avenue south of 85th Street S.) or an extension of 18th Avenue between Lincoln Avenue. Due to the severe gradient change in this area, a final analysis of the street connections must be made in conjunction with the PUD/Master Development Plan and Preliminary Platting process. Future meetings with Steven's Ridge residents and Cottage Grove residents will be held in conjunction with the PUD/Master Development Plan and Preliminary Platting process to discuss the connection.

As the Rivers Edge area develops in a phased manner, traffic volumes will eventually reach a level that will necessitate construction of a 95th Street extension. The extension of 95th Street will increase traffic in Cottage Grove. Completion of the 95th Street extension will thus require close coordination with Cottage Grove.

## **Integration of the Rivers Edge Area into St. Paul Park**

The small town character of St. Paul Park can be extended to new development in the Rivers Edge area through extension of the grid street pattern. The existing grid is proposed to be extended into the northern portion of the Rivers Edge area to integrate them into the developed portion of the city. At the mixed use area, a blended system (modified system of the grid and curvilinear streets) is proposed to: 1) allow more choices for housing sites; 2) accommodate the natural systems (greenway corridors, stormwater management areas, and parks); 3) adjust to the irregular alignment of County Road 75, Grey Cloud Trail, and the railroad tracks; and 4) reflect the non-grid street pattern of the Township. The street pattern in the Steven's Ridge neighborhood is an example of the modified grid where the railroad tracks and steep slopes have precluded implementation of the standard grid pattern.

Development of the Rivers Edge area of the community will accommodate new residents and businesses. These new residents and businesses can enhance the community as active participants and leaders involved on city boards and commissions, in the chamber of commerce, in park and recreation programs, and Heritage Days. These new residents can be new customers of existing businesses within the city.

## **Impact of Sewer and Water Extensions**

All on-site infrastructure costs required to construct the development within the Rivers Edge area and providing direct benefit only to the development, such as sanitary sewer, water main, storm sewer and streets, will be the responsibility of the developer. The city will be responsible for any proposed improvements/alignments that give the city and abutting property owners a substantial savings in completing upgrades to the city's existing infrastructure in conjunction with upgrades need to serve development within the Rivers Edge area. The city engineer completed a feasibility study which identified additional needed upgrades to public streets and utilities meant to "piggy-back" on economies from development in the Rivers Edge area. The result is that assessments to property owners in some cases would be 1/3 what they would have been if not for the development-driven improvements. If these additional improvements were not included in the public improvement project at this time, abutting property owners would shoulder a higher cost when they are pursued in the future.

## **Maintaining the Small Town Feel of St. Paul Park**

Maintaining the St. Paul Park's existing "sense of place" and small town character has been identified as a key objective for new development in the Rivers Edge area. During the first process of annexation, the city sponsored a visioning process. The following elements were identified as helping define the city's small town character: tree lined streets, pedestrian elements such as trails and sidewalks, a park system, natural resources, and street patterns. The city intends to secure these elements in new development by establishing pedestrian connections (trails/sidewalks), connections to existing city streets, expanding the park system, and preserving the prairie patch east of the railroad tracks. Other small town character elements will be addressed through the Planned Unit Development (PUD) Master Development Plan, including landscape plans, architectural controls, and specific street designs. In addition, all of the city's adopted goals and policies regarding small town character also apply to the Rivers Edge area of the community.

## Future Land Use

The proposed land use plan for the Rivers Edge area includes a mixture of Single Family Residential, Multi-Family Residential, Commercial, and Open Water and will provide for an interconnected parks, trails, and open space system. The proposed land use plan is shown on **Figure 9**. The approximate acres for each land use, potential housing units, and potential density range is described below in **Table 18**.

**Table 18**  
**City of St. Paul Park**  
**Future Land Use in the Rivers Edge Area of the Community\***

Land Use Category	Units	Net Density Range	Acres	% of Total
<b>Single family residential</b>	1,000	2 – 5 units/acre	264	39.6
<b>Multiple-family residential</b>	800	5 – 16 units/acre	152	22.8
<b>Commercial</b>		0.35 FAR	10	1.5
<b>Scenic River/Recreational Areas</b>				
-River Islands			63	9.4
-Bluffs			20	3.0
-Riparian Shoreline			6	0.9
<b>Open Water</b>			142	21.3
<b>Parkway</b>			7	1.0
<b>Railroad</b>			3	.5
<b>Total</b>	<b>1,800</b>		<b>667</b>	<b>100.0</b>

Source: Table 6-4, Rivers Edge AUAR and Mitigation Plan

\* This includes a minimum of 23 acres provided for park space per ordinance requirements.

### Single Family Detached and Twin Homes (2 – 5 units/acre) – 264 acres

This category accommodates future residential uses with a variety of single family housing styles at an average net density of 3.8 units per acre. Approximately 63 percent of the Residential acres will be used for single family housing types. Housing types within this land use category include single family detached homes and twin homes on a variety of lot sizes ranging from approximately 5,000 to 18,000 square feet.

### Multiple Family - Attached (5 – 16 units/acre) – 152 acres

This category provides a variety of attached housing types and styles. Approximately 37 percent of the Residential acres will be used for multifamily housing types at an average net density of 5.3 units per acre. This category includes medium density and high density housing types. Medium density residential will range from 5 – 9 units per acre. Housing types within the medium density range will include four (4) thru twelve (12) -plex type housing, which includes town homes, villas, and row houses. Higher density residential will range from 9 – 16 units per acre. Housing types within the high density range will include twelve (12) thru sixteen (16) -plex type housing, which includes row houses. This category could accommodate the desired senior housing facility.

### **Commercial – 10 acres**

This category provides services for the community. These uses could include a medical clinic, offices, community retail, community services, and/or restaurants. Commercial uses are expected to occupy approximately 2 percent of the developable portion of the Rivers Edge area of the community. A community center may be located within the commercial area.

### **Scenic River/Recreational Areas – 89 acres**

The Scenic River/Recreational Area designation provides for passive open space within the Rivers Edge area of the community. Passive open space will help conserve environmentally sensitive areas such as the river, undeveloped river islands, shoreline, bluffs, ravines, floodplain, and the Bald Eagle nesting site. Passive recreational opportunities will be provided along the river's edge and may include a trail system, public recreational structures, and scenic overlooks. This category comprises 13 percent of the total land of the Rivers Edge area of the community.

The assumed location of development follows the bluffline setback. Generally, undevelopable lands riverward of the bluffline are included in the River Open Space land use category. To mitigate potential impacts to environmentally sensitive areas, an average of a 100-foot setback to the bluffline is assumed. See *The Plan for the River Corridor* for further discussion of development restrictions in the Critical Area.

### **Parkway – 7 acres**

A two-lane, tree lined parkway may function as the collector that provides access to and through the subject property. In the future, the parkway could provide suitable access through the subject property to the potential Regional Park on Lower Grey Cloud Island in Cottage Grove.

## **Future Housing**

The development of new housing enables the city to have a full range of housing for its residents and to broaden its property tax base. Household projections for the Rivers Edge area of the community are based on achieving a maximum potential of 1,800 housing units.

The goal of the Metropolitan Council's Livable Communities program is housing that is affordable and available for people of all ages. Development in the Rivers Edge area can help achieve St. Paul Park's housing goals, as well as implementing the strategies in the Metropolitan Council's 2030 Regional Development Framework. Development in the Rivers Edge area can provide a range of housing types and styles that will diversify the city's housing stock by meeting life-cycle housing needs that currently exist and by providing opportunities for additional affordable housing. This development may also satisfy regional urban housing needs and help curb sprawl through a contiguous extension of the MUSA and by using existing regional infrastructure.

The proposed housing mix strives to address the community’s life-cycle housing needs. Of the 1,800 potential new housing units, 55 percent are anticipated for single-family housing, and 45 percent for medium and higher density multifamily housing. The multifamily category allows for creation of new senior housing to meet the needs of aging residents. New housing will include both ownership and rental units to further diversify the range of housing types within the city.

The city’s existing housing mix, the proposed Rivers Edge area housing mix, and the resulting community-wide housing mix are shown below in **Table 19**.

**Table 19**  
**City of St. Paul Park**  
**Rivers Edge Area and Community-Wide Housing Mix**

<b>Unit Type</b>	<b>St. Paul Park 2000 Housing Mix</b>	<b>Anticipated Redevelopment Changes</b>	<b>Rivers Edge Area New Housing Mix</b>	<b>Community-Wide Housing Mix</b>
Single Family	1,610 units (88%)	-205 units	1,000 units (55.5%)	2,405 units (65.9%)
Multiple Family	219 units (12%)	226 units	800 units (44.4%)	1,245 units (34.1%)
<b>Total</b>	<b>1,829 units (100%)</b>	<b>+ 21 units</b>	<b>1,800 units (100%)</b>	<b>100% (3,650)</b>

Sources: 2000 Census, City of St. Paul Park; MFRA GIS Analysis

## Parks and Open Space

The annexation of 667 acres of land in the Rivers Edge area of the city provides makes it possible to substantially enhance and complement the community’s existing inventory of parks and open space. This will be accomplished by establishing new neighborhood, community, and mini parks within the Rivers Edge area and connecting the parks through pedestrian/bike connections, as well as establishing connections to the planned regional trail corridor, and to existing parks in the city.

The City would be open to establishing a Signature Protected Natural Area within the Critical Area in the Rivers Edge area of the City in partnership with national, state and local conservation agencies. The Natural Area could be owned and managed by an entity other than the City, and could be in addition to current city parkland dedication requirements. The purpose of the Natural Area would be to provide residents and visitors with the opportunity to hike, fish and observe wildlife in a natural riverfront setting that supports quality aquatic and terrestrial habitat.

The exact number, location, and programming of the parks will be determined as development plans are submitted for the Rivers Edge area. The type of housing will largely determine the types of park and recreation needs that will need to be accommodated. The specific character of the parks will be determined through the PUD-master development planning process. *The Plan for Parks and Recreation* contains more specific discussion of new parks and open space in the Rivers Edge area of the city.

## Requirements for Public Facilities

As part of the AUAR, detailed studies of sanitary sewer, water supply, and stormwater management systems were prepared, as well as a Sanitary Sewer Plan, Water Supply Plan, and Stormwater Management Plan. These plans will be used to support the orderly expansion of public facilities for new development in the Rivers Edge area. *The Plan for Public Facilities and Services* describes how sewer, water supply, and stormwater management will be expanded in the Rivers Edge area to serve new development.

## Implementation Plan

A number of tasks are necessary to implement the Comprehensive Plan for the Rivers Edge area. This implementation program recognizes that the Rivers Edge area is held in single ownership and would be processed as a Master Development Plan. The chapter of the plan entitled *Implementing the Comprehensive Plan* describes these tasks in greater detail. Following is a brief overview:

- **Zoning Ordinance Amendments:** The St. Paul Park Official Zoning Map (see **Appendix C**) will need to be amended to allow land uses and densities shown in the Land Use Plan. The St. Paul Park Zoning Ordinance may also need to be amended to create a process for flexible planned unit developments to allow the mix of uses proposed in the Land Use Plan.
- **Planned Unit Development District Ordinance Amendments.** Specific tasks include, but are not limited to: determining requirements, defining the purpose and guidelines, developing the PUD zoning district language, and revising subdivision regulations.
- **PUD – Master Development Plan (including PUD Development Standards)**
- **Preliminary Plat for Entire Development. PUD/Master Development Agreement.**
- **Development Phasing and Platting.**
- **Rivers Edge Final Alternative Urban Areawide Review (AUAR) and Mitigation Plan, Adopted May 17, 2004**

## **Rivers Edge Area Goals**

The goals for the Rivers Edge area in St. Paul Park are:

1. New residential and commercial development to strengthen and expand the city's economic base.
2. New residential development to provide life-cycle housing.
3. New development which maintains the small-town character of St. Paul Park.
4. New development which provides connections between city parks and the Mississippi River, to broaden recreational opportunities for residents and visitors.
5. Development consistent with the requirements of Executive Order 79-19, MNRRA guidelines, as well as the Metropolitan Council's *2030 Regional Development Framework* and regional systems plans.

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*The Plan for Industry*

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## Introduction

This chapter describes industry in St. Paul Park and the role that industry plays in the economy of the city.

Industrial and commercial uses generally fall into three categories — those that are basic industries involved in manufacturing and wholesaling; those that provide retail and consumer services for a region or an area within a region; and, those that provide services for a community. (Commercial uses are discussed in *The Plan for Commerce*.) Industries in St. Paul Park include examples of all three categories.

Historically, St. Paul Park was founded as an industrial town at the edge of St. Paul, served by two railroads, with many of its early residents the workmen in the factories along the Mississippi River. (See *History of St. Paul Park*.) The city's industrial heritage has continued to the present.

## Existing Industry

There are both heavy and light industrial firms in St. Paul Park. The sole heavy industry is the Marathon oil refinery, located in the northwest part of the city. Light industrial firms are found scattered along Broadway, as well as adjacent to, and west of, the Burlington Northern Santa Fe railroad tracks. The location of existing industrial land uses are shown on **Figure 8**.

The Marathon oil refinery is a basic industry. The light industrial firms in the city, both small and medium-sized, provide goods or services to the community or to the region.

### Marathon Oil Refinery

The refinery is located in the northwest part of St. Paul Park, along the Mississippi River. The refinery site, generally north of Broadway and Seventh Avenue, is more than 185 acres (additional refinery acreage is in the neighboring city of Newport). A portion of the refinery site (generally west of Third Street) is within the Critical Area/Mississippi National River and Recreation Area boundary.

The refinery dates from 1939, when the Erickson brothers acquired a small refinery in Texas, dismantled it and reassembled it on a 100-acre site along the Mississippi River. Northwestern Refining Co. was the first refinery in Minnesota, with a processing capacity of 1,000 barrels a day. SuperAmerica was formed in 1960 to distribute the company's petroleum products and to sell a variety of merchandise, in addition to gasoline. Ownership of the refinery has changed twice since its founding. Ashland Inc. acquired the refinery and SuperAmerica in 1970 and, in 1998, Ashland Inc. and Marathon Petroleum Co. merged to form Marathon Ashland Petroleum LLC.

The capacity of the existing refinery is approximately 75,000 barrels of crude oil a day; approximately 40,000 barrels are processed into gasoline. Other refinery products include fuel oil, liquid petroleum gas, distillate fuels such as kerosene and diesels, asphalt for roofing and paving and sulfur.

In addition to the processing facilities, there are 90 tanks located throughout the site. They are used to store both crude oil and petroleum products.

The transport of crude oil to the refinery and of petroleum products is done by pipeline, truck and barge. A barge dock at the end of Broadway has the capacity for a maximum of eight operations a month. Barge operations generally occur between May and November. This is the only barge terminal in St. Paul Park, and it is located at river mile 830.0. An average of 8,560 tanker trucks transport petroleum products from the refinery each month. Currently, they follow a single route along St. Paul Park Road to Summit Avenue and to Highway 61. (A discussion of the potential realignment of city streets through the refinery site, in connection with the reconstruction of Highway 61, is in *The Plan for Transportation*.)

The refinery in 1998 employed 278 people, with two-thirds of them involved in the production of petroleum products.

Marathon Ashland officials have spoken informally of expanding the refinery's capacity. The current capacity is approximately 75,000 barrels of crude oil each day. Refinery officials indicate that, in the late 1900s, the industry standard for an average refinery is a capacity of 100,000 barrels each day. Marathon officials have said there are no expansion plans in the immediate future.

In addition to the existing refinery site, Marathon owns extensive property elsewhere in St. Paul Park. Most of this property is south of Seventh Avenue and west of the Burlington Northern Santa Fe railroad tracks. These properties are discussed in *The Plan for Land Use*.

## **Light Industry**

Light industry includes both firms serving a regional market and those providing products and services to St. Paul Park and the surrounding area.

SuperMom's is the regional distribution center and bakery for the stores at SuperAmerica gasoline stations. The facility occupies the block bounded by Broadway, Seventh Avenue, First Street and Second Street. There are approximately 330 employees working at the facility.

Garelick Manufacturing Co. produces a wide range of boating supplies. It is located on Second Street, south of Broadway, and employs approximately 100 people.

Other light industrial firms found in St. Paul Park include, for example, two auto salvage yards, an automobile recycling, an excavating company, two welders, a landscaping company, cabinetry shops and a refuse/recycling collector.

## **Industry Issues**

Historically, industry was the economic base in St. Paul Park. Industrial uses as the major component of the city's economy continue today. The key issue is fostering a land use strategy and related economic development strategies that allow existing and future industry to flourish in a manner that is compatible with the whole community.

## **Guidelines for Industrial Sites**

There are principles and standards for determining where employment centers should be located and how they should be designed so they can operate effectively but without harmful impacts on the rest of the community. These principles apply to St. Paul Park as a city in the region and to areas within the city itself.

For St. Paul Park, employment centers are confined to industrial uses. There are too few commercial uses that in St. Paul Park to be a significant part of the city's economic base.

Using all of these principles to the greatest extent possible is limited, however, because St. Paul Park has virtually no vacant land suited to light industrial uses. Thus, broadening the city's economic base will mean redevelopment of existing industrial sites and expansion into areas of the city, near existing industrial uses, where the land is underutilized.

The principles of locating employment centers, and their relationship to St. Paul Park, are:

- Sufficiently large areas of vacant land. Both industrial parks and individual industrial sites need sufficient land to accommodate buildings and accessory uses, such as parking, loading, trash and storage areas. If the site is not large enough, then the business cannot operate effectively and some of its activities may spill out of the site. Many existing light industrial sites in St. Paul Park are very small.
- Range of locations. Particularly for light industrial firms, it is desirable to have a larger number of sites of modest size, rather than few very large sites. This allows companies the flexibility to select a location that best accommodates the needs of the business and its employees. St. Paul Park, although its history is rooted in industry, has a relatively small geographic area devoted to light industrial uses. Many years ago, much of the land along the river was zoned for industrial uses, but it was never developed as such because of the high bedrock (subsequently, it was rezoned for residential uses). Also, existing industry developed somewhat serendipitously. As a result, many of the existing sites are small and lack sufficient buffering between them and nearby land uses, including residences.
- Different types of sites matched to types of employment centers. This is the issue of how "attractive" an industrial site must be. Heavy industry and other industrial uses, such as junk yards, construction equipment and materials and fuel storage areas, do not require the higher design standards that are usually found at light industrial sites, including industrial parks. Generally they are located in areas where compatibility with other types of land uses, such as residential and commercial uses, is not an issue. In St. Paul Park, for example, the oil refinery is well located, at some distance from residential neighborhoods, but two auto salvage yards are not well matched to their sites, which are immediately adjacent to existing residential and commercial uses.
- Compatibility with surrounding uses. Whether an industrial firm is compatible with surrounding land uses depends on its impacts. Compatibility issues include air quality, water quality, noise, waste storage and traffic. If possible, auto and truck traffic should not travel through residential neighborhoods. Traffic associated with light industrial uses west of the railroad tracks passes single-family and two-family residences to access streets leading to Broadway.

- Access to transportation. An efficient transportation network is essential to move raw materials, goods and employees. Highway 61 runs along the city's eastern boundary. There is access from the highway to the downtown area, along Broadway, where existing light industrial uses are located. The Broadway right-of-way is 100 feet. The Burlington Northern Santa Fe Santa Fe railroad tracks run generally in a north-south direction through the residential areas of the city, as there is not direct access to Highway 61. A number of small light industrial firms are located adjacent to the west side of the railroad tracks. The right-of-way of streets in this area is 80 feet.
- Compatibility with the natural environment. The Mississippi River is an environmentally sensitive area in St. Paul Park (See *The Plan for the River Corridor*). The oil refinery has operated from its existing site since the late 1930s and a portion of its products are transported by barge. Barge fleet and industries that depend on a river location are recognized in both the state Critical Area regulations and the Mississippi National River and Recreation Area guidelines. Other existing industrial uses in the river corridor -- specifically, two auto salvage yards -- are not compatible with the natural environment of the river corridor.
- Other principles for locating employment centers, which are not key issues in St. Paul, are visibility, a relatively flat terrain, the availability of utilities and access to a labor force.

## Land for Industry

The essential element in a strategy for attracting and retaining industrial employment centers is designating land for industrial uses.

Designating land for industrial uses involves the following considerations:

- Marathon refinery officials have said the average oil refinery, by industry standards, should have a capacity to process 100,000 barrels of crude oil each day. The existing capacity of the St. Paul Park refinery is approximately 75,000 barrels each day. Marathon officials have spoken informally of potential expansion of the refinery, although they have also stated there are no expansion plans for the immediate future. The potential expansion of the oil refinery raises the following questions and issues:
  1. Can expansion of refinery capacity be accommodated within the existing site, or must expansion of capacity involve expansion of the existing site? Refinery officials have indicated expansion will likely involve additional processing units and additional storage tanks.
  2. Expansion within the Critical Area must be consistent with state regulations governing industrial uses in the river corridor. The Critical Area boundary runs along Third Street through the refinery site (see **Figure 12**). (See *The Plan for the River Corridor* for a discussion of Critical Area regulations.)
  3. Related to potential expansion is property elsewhere in the city that Marathon owns but that is not part of the existing refinery site. Refinery officials said the properties were acquired through the years to provide a buffer for its operations. If refinery capacity is expanded, how much buffer area will be necessary?

- Sites for existing light industrial uses are too small to accommodate expansion of those companies. This applies to companies located immediately west of the railroad tracks.

There is little vacant land available for new light industry, so the city is unable to accommodate the needs of companies which want to locate in St. Paul Park.

There are areas in the city, generally south of Broadway, where the land is underutilized. Most existing buildings are deteriorating older residences and small businesses.

Incentives are needed to facilitate the relocation of industrial uses that are too close to existing residential neighborhoods.

### **A Land Use Strategy for Industry**

The considerations discussed in Land for Industry, above, as well as the desire to enhance the property tax base, are the basis for future land use designations. They include the existing acreage on the refinery site (heavy industry), acres designated for light industry and acres designated for mixed use development (future land uses are depicted on **Figure 9**).

The land use designations are:

- The existing Marathon refinery site is designated for heavy industry (see **Figure 9**).
- Areas west of the Burlington Northern Santa Fe railroad tracks, south of Broadway and near the new highway interchange where commercial access will not be possible, will be designated for light industry (see **Figure 9**). Light industry in these areas will enable the city to broaden its tax base by permitting the redevelopment of underutilized land and by attracting new industry.
- An area south of Seventh Avenue, extending to Tenth Avenue and east to First Street, will be designated for mixed-use (see **Figure 9**). This area includes the marina, an auto salvage yard, scattered residences and vacant land. A mixed-use designation will permit flexibility if potential expansion of the oil refinery site is proposed for the area immediately south of Marathon 's existing tanks (located north of Seventh Avenue). A mixed-use designation will also permit flexibility for continuing marina operations and for development of commercial and residential uses that complement the marina's activities.

### **Economic Development Resources and Strategies**

A comprehensive plan is limited in its ability to encourage and facilitate economic development. Economic development depends largely on market forces. Even the strongest tool at a city's disposal — tax increment financing — is closely tied to market forces. A developer must believe a project in a given location is feasible, based on current development trends and the business climate; tax increment financing merely provides financial assistance and a timely development process for a viable project.

The role of a comprehensive plan in economic development is to create a framework so that the development process and the market forces can operate in ways that are compatible with the community as a whole. To create that framework, a city designates sufficient land for employment centers; that is the rationale for the land use strategy for industry.

In addition, a city can use resources provided by economic development agencies and organizations. The state Department of Employment and Economic Development (DEED) sponsors several grant and loan programs designed to assist businesses with start-up or expansion costs. The objective of the DEED programs is the creation of jobs. Four DEED programs that particularly apply to a city such as St. Paul Park are:

- The Minnesota Investment Fund. This program assists expanding businesses in creating and retaining high quality jobs. It focuses on manufacturing, technology and professional service employment. Another purpose of the program is to increase the tax base of the state and the community. The grants are made to local governments which, in turn, provide loans to expanding businesses.
  - The Minnesota Job Skills Partnership Program. This program is designed to be a catalyst between business and education, developing projects to train people for new jobs or to retrain existing employees.
  - The Minnesota Pathways Program. This is similar to the Job Skills Partnership Program, with a focus on training individuals who are at or below 200 percent of federal poverty guidelines, or who are making the transition from public assistance to the work force.
- Contamination Cleanup and Investigation Grant Program. This program provides funding for investigation and cleanup of contaminated sites for private or public redevelopment.

Another resource for the city is the Economic Development Association of Minnesota (EDAM). EDAM is a nonprofit professional association of individuals, cities and organizations throughout the state of Minnesota dedicated to the advancement of the economic development profession. The organization provides development professionals a forum for exchanging information and staying abreast of current economic development strategies and practices and by providing economic developers with valuable networking and educational opportunities.

Another resource for business is the Twin Cities Community Capital Fund (TCCCF). TCCCF is a nonprofit loan fund that offers financing solutions for business needs. The loans are made in partnership with local lenders and TCCCF member economic development organizations located throughout the Twin Cities metropolitan area.

## **Industry Goals, Policies and Action Steps**

### **Goals**

Industry goals for St. Paul Park are:

1. Industry that broadens the property tax base.
2. Industry that increases employment in the city.
3. Industry in harmony with the natural resources of the area.
4. Industry consistent with the infrastructure of the city.

### **Policies and Action Steps**

To provide for industrial land uses, St. Paul Park will:

1. Support existing industrial land uses through efforts to avoid rezoning, and without negatively affecting neighborhood quality.
2. Pursue efforts to secure the benefits of economic development programs sponsored by the Minnesota Department of Employment and Economic Development.
3. Explore the possibility of joining the Economic Development Association of Minnesota , with the intent of identifying opportunities to enhance economic development activities in the city.

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*The Plan for Commerce*

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## **Introduction**

This chapter describes commerce in St. Paul Park and the role commerce plays in the economy of the city.

Commerce, like industry, falls into three categories — basic business involved in wholesaling and related services; retail and consumer businesses serving a region or an area within a region; and, businesses providing goods and services for a community. (Industrial uses are discussed in *The Plan for Industry*.) Businesses serving the region and the community are found in St. Paul Park.

## **Existing Commerce**

Commercial businesses in St. Paul Park, with one exception, are limited to those providing goods and services to residents of the community, or to motorists traveling through the city. The sole commercial business serving the region is the marina.

### **Harbor Village**

Harbor Village, at the western end of Ninth Avenue, is one of several marinas on the Mississippi River between St. Paul and Hastings; the second is across the river from St. Paul Park, in Dakota County. There has been a marina at this location since the early 1950s.

The marina has slips for 235 boats on its approximately 40-acre site. In the past, approximately 150 boats, including houseboats, yachts, cruisers and runabouts, are permanently moored at the marina. In addition, on weekend days during the boating season, there are as many as 50 itinerant operations, with boat operators stopping for gasoline, boat service, food, as well as to buy boating supplies.

Virtually all of the existing site is within the floodplain. During the early years, before dredging, the water was too shallow for larger boats. The previous owner was granted permits by the state Department of Natural Resources and the U. S. Army Corps of Engineers in 1984 to dredge the site and create boat docks, expanding the marina by 70 slips, to its existing capacity of 235 slips. In 2007, the property was purchased and the current owner is exploring redevelopment opportunities.

### **Highway Oriented Businesses**

There are two routes in St. Paul Park where there is through traffic and where there are businesses which can take advantage of through traffic. These routes are County Road 22 from Highway 61 (St. Paul Park Road and Broadway) and County Road 39 (Hastings Avenue). These businesses include, for example, a gasoline station with some office space, bank, bowling alley, office and warehouse.

## **Community Businesses**

Businesses catering to residents of St. Paul Park are found along Broadway or are in scattered locations around the city. Examples include a laundromat, beauty shops, a small neighborhood market and small restaurants. There also are offices providing such services as insurance and accounting.

## **Commerce Opportunities**

Commercial centers have a number of purposes — selling goods and services, as well as providing places for cultural, social and civic activities. For many communities, commercial centers represent the highest concentration of buildings and the highest land values. The location of commercial centers is critical, since they must be accessible to consumers to be viable and competitive.

Historically, commerce in St. Paul Park has been confined to community businesses. Local histories describe businesses owned and operated by residents which served St. Paul Park and neighboring communities. During the post-war decades, as automobile use increased and business became more sophisticated, commerce as part of the city's economy shrank. There is virtually no land available for development of commercial centers at the scale of the current market and, if there were, similar centers are already established in other communities in south Washington County and in the metropolitan region, so a new commercial center in St. Paul Park would not be competitive.

Notwithstanding these limitations, there are four factors which offer possibilities for strengthening commerce in St. Paul Park:

- The city's location on the Mississippi River.
- Forthcoming new residential development.
- Opportunities and openness to light industrial development.
- The Highway 61 interchange and adjacent commercial areas.

Building on these opportunities, aggressively and thoughtfully, will enable the city to provide goods and services to those who come to St. Paul Park, either to live, work or play.

## **New Residential and Commercial Development**

New residential development in the Rivers Edge area and new light industry will generate additional residents and employees, who will be expected to patronize community-scale and convenience businesses. (See *The Plan for the Rivers Edge Area of the Community* and *The Plan for Industry*.) These businesses will be located along Broadway in downtown St. Paul Park, with some limited commercial uses in the Rivers Edge area.

## **The Highway 61 Interchange**

The Minnesota Department of Transportation has reconstructed half of the Wakota Bridge with the remaining half proposed to be completed by 2011. As part of the Wakota project portions of Interstate 494 and Highway 61 have been reconstructed (see *The Plan for Transportation*) this presents an opportunity for commercial development northwest of the new TH61 and Summit Avenue highway interchange.

Two elements support the concept of commercial redevelopment of this area. As noted in *The Plan for Transportation*, by 2020, daily traffic volumes on Highway 61 are expected to be 41 percent higher and, on the new interchange, more than 73 percent higher, than those in 1996.

The reconstruction of TH61 has resulted in only one highway interchange in Newport. This is in contrast to the previous situation, where community-based and regional businesses were clustered around three signalized intersections in Newport. The reduction in the number of access points into Newport should be an opportunity for St. Paul Park to capture some of the traffic on Highway 61.

Considerations for Proposed Commercial Development: Transportation studies suggest that commercial land uses adjacent to the highway interchange will be feasible. However, a market study should be required as part of any development proposal so that the city can review and approve a rezoning application based on appropriate and relevant information.

Any approval of a rezoning application will be consistent with design, architectural and performance standards that reflect St. Paul Park's small town character and are compatible with the existing development patterns in the city.

Currently, most of the properties proposed for a commercial land use designation are improved with single-family homes. Home-based light industrial businesses are located on some of these properties. To avoid jeopardizing these property owners, should a natural or man-made disaster occur, rezoning of these properties will not be effectuated until a specific proposal for commercial development is presented to the city for review and approval.

## **A Land Use Strategy for Commerce**

The opportunities for commercial development, discussed above, as well as the desire to enhance the property tax base, are the basis for future land use designations (see **Figure 9**).

1. Properties which can be readily accessed from the new highway interchange will be designated for commercial land uses.
2. Properties north of Broadway and east of Hastings Avenue, where businesses serving residents and visitors coming to St. Paul Park will be designated for commercial land uses.
3. The marina and the surrounding area is designated for mixed-use. This is south of Seventh Avenue, extending to Tenth Avenue and east to First Street. In addition to the marina, there are scattered residences, an auto salvage yard and vacant land in this area. A mixed-use designation will permit flexibility for continuing operation of the marina, for the development of commercial and residential uses that complement the marina's activities.
4. Existing business sites on Hastings Avenue and scattered in residential neighborhoods will be designated for commercial uses

## Commerce Goals, Policies and Action Steps

### Goals

Commerce goals for St. Paul Park are:

1. Commerce that broadens the property tax base.
2. Commerce that provides goods and services for residents, employees and visitors to river corridor destinations.
3. Commerce in harmony with the natural resources of the area.
4. Commerce consistent with the infrastructure of the city.
5. Commerce that increases employment in the city.

### Policies and Action Steps

To provide for commercial land uses, St. Paul Park will:

1. Designate land for existing commercial uses, consistent with **Figure 9**.
2. Provide for the rezoning of properties currently improved with residential land uses, but designated for commercial, industrial or mixed uses by the adopted comprehensive plan, at such time as a proposal for industrial, commercial or mixed use development is presented for the city for review, with the intent that current residential property owners shall not be jeopardized with non-conforming uses in the event that a natural or man-made disaster destroys their dwellings.
5. Enhance streetscape and pedestrian amenities downtown to attract new commercial uses and patrons.
6. Join the Economic Development Association of Minnesota.
7. Conduct a market-study to inform commercial area and types of commercial use feasibility.

*The Plan for the River Corridor*

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## Introduction

This chapter describes St. Paul Park as a community on the Mississippi River and the issues relevant to its location in the river corridor. These issues include land use and development, open space and parks, and use and access of the corridor by residents and visitors.

This chapter is intended to fulfill the requirements for planning at the community level that will be consistent with the policies of the Mississippi National River and Recreation Area Comprehensive Management Plan (1995) and with Critical Area requirements under Executive Order 79-19.

## Legislative Background

Two documents provide guidance and expectations for management of areas adjacent to the Mississippi River. They are the requirements under Executive Order 79-19 which designate the Mississippi River as a state Critical Area, and the federal Mississippi National River and Recreation Area Comprehensive Management Plan (1995).

The goal of Executive Order 79-19 is to identify areas of natural, historic, cultural or aesthetic significance and to shield them from damaging development by working with local governments to prepare plans and regulations to protect them. The state Department of Natural Resources (DNR) oversees the Mississippi River Critical Area. Cities and townships along the river are required to resubmit their plans and ordinances for review and approval periodically.

The boundary of the Critical Area is identical with that of the Mississippi National River and Recreation Area (MNRRA). MNRRA, established by Congress in 1988 as part of the national park system, is 76 miles long. It stretches 72 miles from the cities of Dayton and Ramsey to just south of Hastings. It also includes four miles of the Minnesota River at its juncture with the Mississippi River. All but approximately 50 acres of MNRRA are privately owned or under the jurisdiction of state and local governments. **Figure 12** depicts the Critical Area/MNRRA corridor within St. Paul Park.

The requirements of Executive Order 79-19 and the guidelines in the MNRRA plan will shape planning in St. Paul Park on two levels. The MNRRA plan is divided into two sections, or tiers. Tier 1 includes issues in the state's Critical Area, including, for example, the protection of environmentally sensitive areas such as floodplains and bluffs and the preparation of local guidelines for new development designed to preserve the aesthetic qualities of the river corridor. Tier 2 includes voluntary measures approved by local governments that incorporate land use, resource protection and open space policies in the MNRRA comprehensive management plan.

Many of the goals of Executive Order 79-19 and the MNRRA plan dovetail with the requirements of the Metropolitan Land Planning Act. The Metropolitan Land Planning Act, amended by the Legislature in 1995, requires cities and townships in the metropolitan area to update their comprehensive plans and to amend their ordinances to be consistent with the updated plans. The focus of the comprehensive plan updates is future growth and how it affects individual communities, the economy, the natural environment and public facilities, such as parks, sewers and highways — issues that will affect the river and the river corridor.

## The River Corridor in St. Paul Park

The river corridor boundary within St. Paul Park is depicted on **Figure 12**.

### Land Uses in the River Corridor

St. Paul Park is in a section of the river corridor designated as Urban Developed, Urban Diversified, and Rural Open Space

The guidelines for the Urban Diversified district, which includes the area from the Newport boundary south to Eighth Avenue, are:

The lands and waters within this district shall be used and developed to maintain the present diversity of commercial, industrial, residential and public uses of the lands, including the existing transportation use of the river; to protect historical sites and areas, natural scenic and environmental resources; and to expand public access to and enjoyment of the river. New commercial, industrial, residential, and other uses may be permitted if they are compatible with these goals.

Existing land uses in the Urban Diversified district include the Marathon oil refinery and the refinery barge dock at the end of Broadway, as well as Lions' Levee Park, the city's police and fire training facility and scattered single-family residences (see **Figure 8**). A description of the oil refinery is in *The Plan for Industry*.

The guidelines for the Urban Developed district, which includes the area from Eighth Avenue south to generally 14<sup>th</sup> Avenue are:

The lands and waters within this district shall be maintained largely as residential areas. The expansion of existing and development of new industrial, commercial, and other non-residential or non-recreational uses shall be limited to preserve and enhance the residential character of this district.

Existing land uses in the Urban Developed district include the marina, two auto salvage yards and an auto repair shop, scattered single family residences and Riverside Park (see **Figure 8**). A description of the marina is in *The Plan for Commerce*.

The guidelines for the Rural Open Space district, which generally includes the areas south of 14<sup>th</sup> Avenue, west of Grey Cloud Island Drive, and to the northern boundary of Grey Cloud Island, are:

The lands and waters within this district shall be used and developed to preserve their open, scenic and natural characteristics and ecological and economic functions. Presently undeveloped islands shall be maintained in their existing natural state. The transportation function of the river shall be maintained and preserved.

Existing land uses in the Rural Open Space district include primarily agricultural areas. The areas of St. Paul Park within the Rural Open Space district are described in the *Plans for the Rivers Edge Area* chapter.

Most, but not all, existing land uses within the river corridor in St. Paul Park are consistent with the guidelines of the Critical Area districts. The exceptions are the auto salvage yards and an auto repair shop.

### **Land Uses on the Riverfront**

In the MNRRRA plan, the riverfront portion of the river corridor is the first 300 feet back from the ordinary high water level or the floodplain, whichever is greater. **Figure 13** depicts the St. Paul Park riverfront area, as measured from the floodplain.

Existing land uses within the riverfront include a portion of the oil refinery and the refinery's barge dock, the marina, portions of two city-owned parks, a portion of one auto salvage yard, an auto body shop and scattered residences.

### **Development on River Corridor Sites**

Design and aesthetics include the placement of buildings and structures on a site, as well as features of those buildings and structures. Features of design and aesthetics typically include architectural materials and details, height, bulk and lot coverage. The objectives of design and aesthetics in the river corridor are to preserve natural resources of the corridor, to provide open space so that access to the river and views of the river are possible, and to ensure that development minimizes harmful impacts to the river and river corridor lands.

The pattern of development on the oil refinery site has been dictated by the need to transport crude oil to the site and to transport finished products after they have been refined. The processing units are located within the riverfront, close to the barge dock at the end of Broadway and near public roads. Storage tanks are connected to processing units by pipeline.

South of the refinery site, design issues historically have been governed by the floodplain and the high bedrock. The design of the marina, with dredging to accommodate more slips, has been dictated by the extent and shape of the floodplain at that location (see **Figure 6**). Dredging was done under a permit from the Army Corps of Engineers. Access to the river and views of the river are possible from the marina site, as well as from Lions' Levee Park.

Elsewhere in the central areas of the city, there has been some recent residential development. Some existing land uses — two auto salvage yards, an auto repair shop and scattered residences — are not designed with the river in mind and do not function in relationship to the river. With the exception of Riverside Park, land in this area is privately owned, and there is no provision for access to the river or for views of the river from these properties. Access and views from Riverside Park are limited. The park has only semi-improved trails. It is on top of a bluff that slopes steeply down to the river, making access difficult.

The Rivers Edge area of the city that is in part of the river corridor is currently in passive agricultural use. This area was recently annexed and future development activities in this area are expected to follow the PUD process to support development that enhances the city while respecting the river designations.

Below the bluff, there are numerous river islands which are part of the wetlands and floodplain. They are undeveloped.

## **Economy of the River Corridor**

The existing economy of the river corridor is tied to industry and tourism. The terrain in the northern part of the city is less steep than elsewhere, making industry and tourism feasible options.

The Marathon oil refinery, the largest industry and the biggest employer in the city, has operated at its present site since the late 1930s. Its proximity to the river is a key factor in its location. The refinery's processing units are within the riverfront. A barge dock, at the end of Broadway, has the capacity for eight operations a month; they generally occur between April and November. (See *The Plan for Industry* for a description of operations at the refinery.)

(See *The Plan for Commerce* for a detailed description of the marina and *The Plan for Parks and Recreation* for a detailed description of the boat dock.)

## **Open Space, Parks and Trails**

There are two city parks in the river corridor, Lions' Levee Park and Riverside Park. (*The Plan for Parks and Recreation* includes a detailed description of these parks.)

Located approximately ¼ mile from the barge dock, Lions' Levee Park, at the end of Seventh Avenue, includes a boat launch available for public use by residents and non-residents. A nearby parking lot provides parking while boaters are on the river. There is also a foot bridge to a small island near the boat launch, where viewing of the river is encouraged. Benches and picnic tables are provided; there are no other facilities at the park.

Riverside Park, south of Pullman Avenue, is immediately adjacent to the river bluff, which falls steeply to the river. The park has been improved to its natural state through the eradication of invasive species, and offers semi-improved trails and benches,

When the Rivers Edge area of the city is developed, there has been an expressed interest by the community in creating an additional park space area near or around the bay area to serve residents and visitors of St. Paul Park.

There are limited connections between individual city parks, and between the parks and the river. It is desired to increase bicycle and pedestrian connections, particularly adjacent to the Mississippi River.

## **Resources in the River Corridor**

Several categories of resources are relevant to planning within the river corridor — water, air, wildlife and wildlife habitat; woodlands and other vegetation, wetlands; bluffs, and cultural resources.

Water/Air: Several issues are related to the quality of the water within the river corridor.

The quality of surface water near the river, or flowing into the river, is affected by the use of pollutants. Typical non-point sources of pollution include salt and sand used on roads during the winter and fertilizer used on lawns and in gardening. (See *The Plan for Public Facilities and Services* for a discussion of non-point sources of pollution and surface water management

measures.) Although the bluffs along the river are steep, the topography east of the bluffs is relatively flat, thus reducing the potential for heavy runoff that washes pollutants into the river.

The storm sewer system collects water and discharges it into the Mississippi River at three points. The outlets are depicted on **Figure 26**. Water collected by the storm sewers is not treated prior to discharge into the river.

There is a private treatment plant on the Marathon oil refinery site (see **Figure 24**) that treats industrial wastes and discharges them into the river under a National Pollution Discharge Elimination System (NPDES) permit. (See *The Plan for Public Facilities and Services* for a description of the private treatment plant.)

There are 70 septic tanks in the city, 20 of them within the river corridor. Septic tanks that are not maintained periodically have the potential for failing, thus affecting the quality of the ground water. City public works officials have said failure of a septic tank is rare. (See *The Plan for Public Facilities and Services* for a discussion of on-site sewer systems.)

On the issue of air quality, Minnesota Pollution Control Agency (MPCA) officials state that Marathon has made improvements in recent years that reduce the impact of air emissions from the oil refinery. Those improvements impact carbon monoxide emissions and the amount of benzene emitted during the process of loading tanker trucks at the loading racks with finished petroleum product. MPCA officials indicate that work on reducing these emissions, as well as work on reducing sulfur dioxide emitted during processing, is on-going.

Wildlife and their Habitat/Native Vegetation: The vegetation on steep slopes within bluff areas and on islands in the river provide habitat for wildlife. The Department of Natural Resources Natural Heritage and Nongame Research Program identifies 27 known occurrences of rare species or natural communities within one-mile of the Rivers Edge area of the city. The area along the Mississippi River has extensive Floodplain Forest habitat. It is defined as Silver Maple Floodplain Forest habitat.

(See *Natural Resources* for a fuller description of vegetation and species catalogued in the Department of Natural Resources database.)

Floodplain/Wetlands: River bottom wetlands extend the entire length of the river corridor (see **Figure 7**). Excluding these wetlands, there are four wetlands in St. Paul Park listed on the National Wetland Inventory maps. There are two types of wetlands, including one with sandy and gravel bottoms in the northern part of the city and another type, forested with trees, in the Rivers Edge part of the city. (See *Natural Resources*.) The floodplain (see **Figure 6**) lies in three major sections in the river corridor, at times overlapping the wetlands.

The only development in the floodplain consists of boat slips at the marina, the facilities at Lions' Levee Park and the private treatment plant at the oil refinery. There are no buildings in the floodplain. City ordinance restricts development in the floodplain district (see *Natural Resources*).

Cultural Resources: The swing bridge spanning the Mississippi River, between St. Paul Park and Inver Grove Heights, was constructed in 1895 for both vehicles and railroad cars. In 1999, the bridge was closed to train and later to vehicular traffic for safety reasons. Discussions are occurring regarding potential public use of bridge elements. The bridge is eligible for listing on the National Register of Historic Places.

In the river corridor, State Historic Preservation Office History/Architecture Inventory has identified the farmstead in the Rivers Edge area of the city and between the River and County Road 75 as potentially having historical significance. (See the *Cultural Resources* chapter for further discussion.)

### **Relationship to the Sanitary Sewer System**

Most properties in the river corridor are not connected to the sanitary sewer system. There are 20 septic tanks within the river corridor, as well as a wastewater treatment facility on the Marathon oil refinery site. *The Plan for Public Facilities and Services* includes a detailed discussion of on-site sewer systems. **Figure 23** depicts the sanitary sewer system and **Figure 24** shows the locations of septic tanks and the private treatment plant at the oil refinery. Construction of sanitary sewer facilities in this area has been hindered by the high bedrock.

### **Utility Crossings**

The following utilities cross the Mississippi River between St. Paul Park and the community on the other side, Inver Grove Heights, or have access to the river from St. Paul Park.

- A force main interceptor that serves the city (see **Figure 23**).
- A below-ground sanitary sewer line carrying wastewater between the city and the Metropolitan Wastewater Treatment Plant.
- Telephone wires running below ground and parallel to the bridge crossing the river beyond Third Avenue.
- Two refinery outfalls at the end of Broadway (See **Figure 24** for location of private treatment plant on oil refinery site).
- Three storm sewer outlets, at grade, as follows (see **Figure 26**):
  1. A 42-inch outlet in the marina.
  2. A 30-inch outlet at the end of Tenth Avenue.
  3. A 36-inch outlet at the end of Pullman Avenue.

### **Issues for the River Corridor in St. Paul Park**

Two key issues for the river corridor are how the land is used, and design and aesthetic issues related to these land uses.

### **Land Uses in the River Corridor**

Future land uses (**Figure 9**) are based on two considerations. The location of new development will be consistent with the guidelines of the Urban Diversified, Urban Developed, and Rural Open Space districts as well as be compatible with other land uses in these districts. (However, the city is interested in developing the Rivers Edge area within the Critical Area/MNRRRA corridor at densities higher than one unit per ten acres.) In addition, guidelines and regulations for design and aesthetics will provide for the preservation and protection of natural resources and for open space that allows access to the river and views of the river. Both protection of natural resources and open space are key to achieving the goals and objectives of the Critical Area and the MNRRRA plan.

The oil refinery, in the Urban Diversified district, is expected to continue operations and may expand (see *The Plan for Industry* for a detailed discussion).

Use of Lions' Levee Park will intensify, particularly with the addition of facilities for people who use the park for reasons other than boating. These facilities could include, for example, a bike rack. A targeted marketing effort will expand access to the river and, potentially, enhance commercial enterprises in downtown St. Paul Park.

The marina, although technically in the Urban Developed district, is consistent with the guidelines of the Urban Diversified district. If the marina is used or redeveloped in the future, it will be consistent with the goals of the Critical Area and the MNRRA plan and supported by a targeted marketing effort which will increase access to the river. This area will likely be redeveloped for other uses that benefit the city, yet are consistent with river corridor goals. South of the marina, housing historically has been the predominate land use and will continue to be so. The rationale of the development framework and site development standards in the river corridor, in part, is permitting new residential development that protects natural resources and creates open space that will be used for access to the river and for viewing the river.

Riverside Park will continue to be a nature study area. However, use of the park will increase. Connections between Riverside Park, other city parks and the greenways in the Washington County Linear Park System will increase the numbers of park users. In addition, construction of groomed trails in the park itself and an overlook, providing views of the river, will also increase park usage.

The proposed land use plan for the Rivers Edge area includes a mixture of Single Family Residential, Multi-Family Residential, Commercial, and Open Water and will provide for an interconnected parks, trails, and open space system. The proposed land use plan is shown on **Figure 9**. The approximate acres for each land use, potential housing units, and potential density range is described in **Table 18**. It is intended that development activities will go through the Planned Unit Development process as described in the city ordinance whereby allowing a master plan to guide the type and phasing of development. See the *Plan for the Rivers Edge Area* for further description.

### **Land Uses on the Riverfront**

The MNRRA plan, in one of its policies for riverfront land uses, states that “new development in the riverfront area should have a relationship to the river, a need for a river location, or the capability to enhance the river environment.” The MNRRA plan further states that “existing ‘inconsistent’ uses will be encouraged to relocate outside the riverfront area. . .”

Virtually all existing non-residential land uses on the riverfront, depicted on **Figure 13**, are consistent with the guidelines for the river corridor districts and with the MNRRA policy for compatible development. The exceptions are the two auto salvage yards and an auto repair shop. As the opportunity arises, replacement of these land uses with those consistent with a riverfront location will be encouraged. New residential development in the Rivers Edge area (see *The Plan for the Rivers Edge Area of the Community*) will be designed so that it will have a relationship to the river and will enhance the river corridor.

## Development of River Corridor Sites

Guidelines and requirements for site development are intended to address the following issues:

- How buildings and sites are designed to minimize adverse impacts on the river and on land within the river corridor.
- How buildings and sites are designed to ensure that riverbanks, bluffs, remnant native habitat and slopes remain in a natural state.
- How buildings and sites are designed to create a symbiotic relationship between the city and the river.
- How buildings and sites are designed to increase access to the river and river corridor.

Policies in the MNRRA plan (for Tier II) and Critical Area requirements in Executive Order 79-19 (which is identical to Tier I of the MNRRA plan) will shape St. Paul Park's approach to these issues. These policies and requirements, intended to protect natural resources and to increase access to the river, are:

- Building design and placement on a site will minimize interference with views of the river, or from the river, except for specific uses requiring river access. To achieve that, the following will apply:
  1. No development will occur in the bluff impact area, or 40 feet from the bluff line, with the exception of trails and an overlook, part of the city's trails project, depicted on **Figure 18**. Topography is depicted on **Figure 5**; the actual location of the bluff and the bluff impact area will be field verified when individual projects are submitted to the city for review.
  2. Heights will be limited. Within 100 feet of the bluffline, the heights of buildings will be limited to 35 feet; beyond 100 feet from the bluffline, heights will be limited to 45 feet.
  3. Development will be strongly discouraged on slopes 12-18 percent. And, there will be no development on slopes 18 percent or greater. The prohibition against development on steep slopes will primarily affect terrain below the bluff. South of the marina, the slopes are so steep that the bluff line is virtually identical to the edge of the floodplain and the wetland.
- Vegetation will be natural to the river corridor. This is intended to restore native vegetation and to address problems of erosion. This will affect the shoreline, including the river islands, and the slopes below the bluffs. Natural vegetation will be protected or, if necessary, restored within a 40-foot area back from the ordinary high water mark. Within an additional 60 feet, there will be only selective grading and tree removal.
- Native vegetation in landscaping of developed sites will provide a buffer between buildings and the river so that they will be screened from the river and from the opposite shoreline.
- New development will not adversely impact the environment of the river corridor. New development or redevelopment will include mechanisms to minimize runoff that will erode slopes. (Preparation, and implementation, of a surface water management plan will provide the city with the tools to minimize runoff and to improve surface water quality in the developed part of the city and in the riparian corridor. Discussion of the surface water management plan is *The Plan for Public Facilities and Services*.)

- New public improvements, such as roadways and utilities, will not intrude on the aesthetics of the river corridor. Roads, for example, will include scenic design concepts and utilities, to the extent practicable, will be placed underground.

Requirements for site development plans will reflect these criteria.

### **Economy of the River Corridor**

The economy of the river corridor will build on its existing industrial and recreational resources.

It is expected the oil refinery will continue operations. Marathon officials have indicated that expansion of the refinery’s capacity is likely. Any expansion, in addition to increasing investment in the resources of the river corridor, will be consistent with sustainable development practices as detailed in Executive Order 79-19, and other applicable regulations.

The two recreational resources are the marina and Lions’ Levee Park. Building on the existing recreational resources will include increasing the opportunities for access to the river while assuring that the resources of the river and the corridor — water quality and wildlife habitat, for example — are protected.

Three existing non-residential land uses are inconsistent with their location on the riverfront or with the definition of the river corridor districts. One auto salvage yard and an auto repair shop are located wholly, or in part, on the riverfront. Riverfront development is intended to relate to the river, the need for a river location and contribute to the riverfront environment. Another auto salvage yard is located in the Urban Developed district, south of Eighth Avenue, where housing is to be the predominate land use.

### **Open Space, Parks and Trails**

St. Paul Park has two parks within the river corridor. Lions’ Levee Park is a center of activity during the boating season. Riverside Park is a natural area at the top of the bluff overlooking the river.

Use of these parks, as well as other resources in the city, will enhance resident and visitor access and enjoyment of the river and the river corridor.

A key tool for increasing access to the river is connecting the city’s largest parks with each other, with the city’s largest recreational facilities at Heritage and Whitbred Parks, and with Washington County’s greenways. In turn, trails for pedestrians and bicyclists will enhance use of these city parks by residents, as the city has no sidewalks in this area. In addition, facilities at both Riverside and Lions’ Levee Parks will enhance enjoyment of the river.

**Figure 17** depicts these trails and facilities:

- A trail along Pullman Avenue, between Heritage and Whitbred Parks and Riverside Park.
- Trails within Riverside Park leading to an overlook along the river bluff.
- A trail along Seventh Avenue, between Third Street and Lions’ Levee Park.
- A trail along Main Street, connecting Pullman and Seventh Avenues.

- Connections with the county greenway, which is also a planned regional trail, that is proposed to run along Third Street, between Grey Cloud Island Township and Newport.
- Bike racks at Axelrod Park, at Riverside Park, at Lions' Levee Park and at the Metro Transit park-and-ride lot at Third Street and Broadway.

A detailed description of city parks, trails and other facilities is in *The Plan for Parks and Recreation*.

To increase enjoyment of the river, signage on the viewing island at Lions' Levee Park and at the Riverside Park overlook will focus on resources of the river in the St. Paul Park area, as well as what typically can be seen on the river from either location.

The floodplain and adjacent slopes leading up to the bluff will be part of a River Development district (See *The Plan for Land Use*). Within the floodplain are a number of river islands; currently these islands are undeveloped. The islands, as well as slopes exceeding 12 percent, will be protected open space. Signage will be erected at Lions' Levee Park describing the resources of the islands (for example, the uniqueness of the vegetation) and a route for safe boat passage around the islands. It is noted that these river islands are south of Lions' Levee Park, so there would not be a conflict between small boats and the barges using the barge dock at the oil refinery.

Access to the river will be enhanced through conservation easements for trails through new or existing developments, or through undeveloped land. Conservation easement is a land use tool that permits, for example, preservation of sensitive environmental resources or a trail connection over privately-owned land. Historically, easements have been used for utilities, such as electrical or telephone lines. In recent years, conservation organizations have begun using the easement concept, acquiring rights to use land for specified purposes, to protect natural resources and to allow people to enjoy these resources, without acquiring the land itself. Conservation easements for trails could be used, for example, through the marina and over some of the river islands.

Open space will be created through the dedication of portions of new development sites where, for example, slopes exceed 12 percent or there are significant stands of trees and other vegetation. Thus, open space will have the effect of protecting natural resources of the river corridor and providing views of the river. In addition, open space is consistent with guidelines for clustering development.

### **Resources in the River Corridor**

Water: The city has implemented a Storm Water Pollution Prevention Program (SWPPP) and a Surface Water Management Plan (SWMP) to address its storm water/surface water concerns including measures for minimizing runoff and improving the quality of runoff through erosion control and the protection of natural drainage ways. The SWPPP is reviewed and updated annually. As part of this program, the city has a number of Best Management Practices (BMP), which includes a large public education component to the BMP's.

A description of stormwater and surface water management is described in *The Plan for Public Facilities and Services*.

Wildlife and Wildlife Habitat/Native Vegetation: Encouraging the use of native vegetation in any development, or redevelopment, project or in areas of the city that will be part of the River

Development district (see the future land use map, **Figure 9**) will provide for biological diversity. This will affect both vegetation and wildlife in the river corridor, particularly along the bluff and on the slopes leading down to the river from the bluff.

Performance standards for new development, or redevelopment, will include, for example, guidelines for landscaping that uses native vegetation, best management practices for site design, and stormwater detention ponds to address issues of runoff that might degrade wildlife habitat.

Wetlands/Floodplain: The quality of water in the wetlands is addressed in the city's Storm Water Pollution Prevention Program. The intent is, in part, to prevent degradation of the wetlands.

The wetlands and the floodplain are part of the River Development overlay district, consistent with the Critical Area boundary, as depicted on the future land use map, **Figure 9**.

Topography: The slopes leading down to the river from the bluff, particularly south of the marina, exceed 12 percent. They are undevelopable. In addition, they are the foundation for native vegetation and wildlife that define the river corridor.

Slopes exceeding 12 percent will be part of the River Development overlay district, consistent with the Critical Area boundary, as depicted on the future land use map, **Figure 9**.

Cultural Resources: Only one structure within the river corridor is reminiscent of the early history of St. Paul Park. The JAR Bridge, a swing bridge over the river, is eligible for listing on the National Register of Historic Places. The bridge is closed to vehicle and rail traffic, and discussions are under way to explore potential use of the structure. Signage at Lions' Levee Park will describe the history of the bridge and its role in the commerce of St. Paul Park and other cities in the area.

### **Relationship to the Sanitary Sewer System**

A key element in the development of new housing in the Rivers Edge area, some of which will be in the river corridor, is the construction of sanitary sewers and other infrastructure to serve these residences. Construction of sanitary sewers will lead to the replacement of many of the septic tanks in this area, and the opportunity to provide sanitary service to other areas in the river corridor. The new sanitary sewer connections will be within the capacity of regional sewer facilities serving St. Paul Park (see *The Plan for Public Facilities and Services*).

### **Utility Crossings**

No additional utility crossings are contemplated. If, however, new utility crossings are proposed in connection with development within the city, they will be constructed consistent with Executive Order 79-19.

## **River Corridor Goals**

The goals for the river corridor in St. Paul Park are:

1. Protection and enhancement of the resources of the river corridor within St. Paul Park, in keeping with Executive Order 79-19 and Mississippi National River and Recreation Area Tier I guidelines.
2. Protection and enhancement of the resources of the river corridor within St. Paul Park, in keeping with Mississippi National River and Recreation Area Tier II guidelines.
3. Development of land in the Critical Area in St. Paul Park that is consistent with river corridor requirements and guidelines.
4. Adoption of the goals of Executive Order 79-19 for the Critical Area and of the Mississippi National River and Recreation Area Comprehensive Management Plan.

## **Policies and Action Steps**

To provide for the river corridor, St. Paul Park will:

### Riverfront and River Corridor Uses of Land:

1. Permit development consistent with the city's location in the designated districts of the Critical Area.
2. Encourage land uses that build on St. Paul Park's proximity to the Mississippi River.
3. Encourage land uses consistent with St. Paul Park's small town character.
4. Encourage new land uses in the riverfront that relate to the river, the need for a river location and contribute to the river environment.
5. Discourage riverfront land uses that do not have a relationship to the river, a need for a river location or the capability to enhance the river environment.
6. Facilitate the conversion of incompatible riverfront land uses that are causing adverse effects on the river corridor to consistent uses when the opportunity arises.
7. Develop incentives to encourage polluting industries which do not rely on a river location to relocate out of the riverfront.
8. Prohibit development on the wetlands within the river corridor.
9. Restrict development on the floodplain.
10. Strongly discourage development on 12-18 percent slopes, and prohibit development on slopes 18 percent or greater.

11. Cluster new development in areas that are compatible with adjacent land uses.
12. Locate development consistent with the Metropolitan Council's 2030 Regional Development Framework , the capacity of regional systems and the availability of urban services.

Site Development of Properties:

1. Require site plans for all but single-family construction and modification, including commercial, industrial and multiple-family projects, and ensure these developments maximize beneficial effects on the river corridor and minimize adverse effects. Site plans are to include, but not be limited to, relevant maps, including topographic, wetland and floodplain maps, with information that has been field verified.
2. Prohibit land disturbances within 40 feet of the ordinary high water level.
3. Permit minimal disturbances within an additional 60 feet of the ordinary high water level.
4. Strongly discourage development on slopes 12-18 percent, and prohibit development on slopes 18 percent or greater.
5. Strongly discourage land disturbances on slopes 12-18 percent, and prohibit land disturbances on slopes 18 percent or greater.
6. Protect riverbanks, bluffs and natural areas, as well as to minimize impacts to sensitive resources and minimize site alteration.
7. Facilitate the preservation of native vegetation, and require the use of native vegetation as landscaping on developed sites.
8. Prohibit development within 40 feet of the bluffline; the sole exception will be development of the trails connected to Riverside Park and Lions' Levee Park, including the development of an overlook in Riverside Park.
9. Limit the height of new structures within 100 feet of the bluffline to 30 feet; beyond that point, limit the height of new structures to 45 feet.
10. Approve architectural, design and performance standards for new development and redevelopment of existing sites that will provide for views of the river and improve views from the river, and will screen development to minimize visibility from the river.
11. Encourage private landowners within 300 feet of the river to retain existing undeveloped land as open space.
12. Require, where practical, that utilities be placed underground.
13. Prohibit reconstruction of non-conforming uses if more than 50 percent of the market value of the structure is destroyed and no building permit is applied for within 180 days.

14. Require that the Department of Natural Resources be notified of all proposed development within the Critical Area.

Resources:

1. Identify potential non-point sources of pollution; adopt measures to reduce the non-point sources of pollution and to ensure that non-point sources of pollution are cleaned up.
2. Implement the city's Storm Water Pollution Prevention Program and the Surface Water Management Plan.
3. Control erosion, including minimizing runoff, and to protect natural drainage ways, as well as to improve the quality of runoff.
4. Prohibit the installation of new on-site sewer systems where public services are available.
5. Encourage owners of existing on-site sewer systems to connect to the sewer system.
6. Adopt state Pollution Control Agency rules 7080 by reference governing the inspection of on-site sewer systems. The city will join the management program established and operated by Washington County.
7. Encourage compliance with existing air and water quality standards.
8. Protect the shoreline area from negative impacts of recreational activities.
9. Enforce federal and state regulations governing wetlands and the floodplain.
10. Enforce federal and state regulations governing the protection of endangered, threatened and rare species.
11. Facilitate the restoration and protection of native vegetation, habitat and biological diversity.
12. Require that biological diversity be restored on sites proposed for new development or redevelopment.
13. Ensure that development practices protect threatened and endangered species and their habitats.
14. Require, in connection with new or modified transportation facilities, that river corridor amenities be considered, including scenic overlooks, safe pedestrian crossings and facilities, access to riverfront land in public ownership, and reasonable use of land between river and transportation facilities.
15. Require that road construction be consistent with Critical Area requirements.
16. Minimize transportation and utility crossings and, if any are proposed or planned, concentrate them at existing crossings.

### Open Space, Parks and Trails:

1. Provide trails connecting Riverside Park and Lions' Levee Park to Heritage/Whitbred Parks, intersecting the Washington County greenway along Third Street. And when it's developed, also connect to Grey Cloud Island Regional Park.
2. Provide an overlook and groomed trails within Riverside Park.
3. Provide bike racks at Riverside and Lions' Levee Parks, as well as at points where city trails intersect county greenways.
4. Provide signage at Riverside Park and Lions' Levee Park that will interpret the river and features of the river corridor.
5. Maintain existing public access to the river from Lions' Levee Park.
6. Ensure that open space is provided in new developments, to ensure that a portion of the land on the site is left in a natural state.
7. Facilitate the creation of conservation easements in connection with new and existing development to provide for access to the river and for views of the river.
8. Collaborate with Washington County on development of greenways through the city.
9. Provide new park and trail resources in the Rivers Edge area of the city when it is developed.

### Commercial Navigation:

1. Preserve the existing separation between the barge dock at the oil refinery and the city boat launch at Lions' Levee Park and the marina.
2. Collaborate with the oil refinery regarding potential impacts should an expansion of barge operations be proposed.

### Economy of the River Corridor:

1. Encourage commercial activity in the river corridor, consistent with Executive Order 79-19 and the MNRRRA plan.
2. Encourage expansion of businesses in the corridor, consistent with Executive Order 79-19 and the MNRRRA plan.
3. Promote visitor use of Riverside Park, Lions' Levee Park, the connections between these parks and the river.

Collaboration, Coordination and Consultation:

1. Collaborate with the South Washington Heritage Society for the enhancement the city's heritage.
2. Collaborate with and support opportunities for events at Lions Levee Park that build on the city's proximity to the river and enhance access to the river.

*The Plan for Parks and Recreation*

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## Introduction

This chapter describes the parks and the recreation facilities in St. Paul Park and the city’s assessment of its future needs, as well as the potential for connecting the city’s parks to the Mississippi River and to Washington County’s proposed trail system. This chapter also discusses the opportunity for development of substantial additional park and open space in annexed lands in the Rivers Edge area of the city.

### Standards for Parks and Recreation Facilities

The National Recreation and Park Association (NRPA) recommends standards for various types of parks and recreation facilities, expressed as numbers of acres for every 1,000 residents. The standards are intended to be used as guides so communities can develop their own standards for assessing park facilities and determining what park facilities are needed. Under NRPA standard, there are three types of local parks, outlined in **Table 20**.

**Table 20**  
**Park and Recreation Guidelines for Local Parks**

<b>Type of Local Park</b>	<b>Typical Facilities</b>	<b>Desirable Size</b>	<b>Area Served and Desirable Site Characteristics</b>
Minipark	Specialized facilities serving a small population or specific group, such as children or senior citizens.	1 acre or less	Neighborhoods within 1/4 mile of the park
Neighborhood park/playground	Intense recreational activities, such as field games, court games; crafts; skating; wading pool and playground equipment; picnicking.	15 + acres	Neighborhoods within 1/4 and 1/2 mile from the park; geographically centered, with safe walking and bike access
Community park	Diverse recreational activities, including intense activities found in neighborhood parks, as well as athletic complexes and large swimming pools; outdoor recreation.	25 + acres	Several neighborhoods in 1-2 mile radius

Source: National Recreation and Park Association

Two additional park classifications are applicable to St. Paul Park, including “park reserve” and “special use.” A park reserve has areas for nature-oriented outdoor recreation and conservation, with less than 20 percent of the acreage used for recreation; in many communities, a park reserve is a regional facility encompassing more than 1,000 acres and serving several communities. Special use parks are for specialized or single-purpose recreational activities.

The National Recreation and Park Association has also established guidelines for parkland acreage for every 1,000 residents. For local parks (in contrast to regional parks), the standard is 6.25-10.5 acres for every 1,000 residents.

## Existing Parks and Recreation Facilities

### Parks in St. Paul Park

St. Paul Park is rich in park resources. There are eight parks scattered throughout the city, mostly in its residential neighborhoods. Total current park acreage is approximately 35.5 acres, which is within the guidelines established by the National Recreation and Park Association for a community of St. Paul Park's size.

Most parks focus on providing recreation facilities for residents. This chapter of *The Plan for Parks and Recreation* describes in outline format each park, its acreage, classification and existing facilities. Locations of the parks are depicted on **Figure 15**.

The city operates a summer recreation program based at Heritage Park. In addition, the St. Paul Park Athletic Association, a community organization, organizes team activities for baseball, football at Heritage and Whitbred Memorial Parks. A soccer program began in 2007. Addition of a soccer field at Dingle Park occurred in 2007. Installation of a soccer field at Abdella Memorial park is planned for 2008. Additional soccer fields are located at the Pullman Elementary School playground, which is adjacent to Whitbred Memorial Park and behind Oltman Junior High School.

### Heritage Park

Heritage Park, the city's largest, is a multi-use facility. It was completed in 1973.

Location: On 13th Avenue, bounded by 14th Avenue, Lincoln Avenue and Portland Avenue.

Classification: Community.

Size: 11.31 acres.

Existing Facilities:

- Ball fields (four for baseball; seasonal football).
- Tennis courts.
- Badminton court.
- Basketball (half court).
- Horseshoe pits.
- Sand volleyball.
- Playground equipment (handicap accessible).
- Pavilion.
- Shelter.
- Picnic area, with picnic tables and benches, and charcoal grills.
- Amenities, such as electric outlets, water refrigerator and bathrooms are located in the community room.
- A park building that includes a community room. The building also houses the city's recreation programs and the parks maintenance shops.

### **Whitbred Memorial Park**

Whitbred Memorial Park is named for Charles Whitbred, a city volunteer fireman who died in the line of duty in 1962. Although it is a small park, it is in close proximity to Heritage Park and has recreational facilities that are not provided at the larger park. Thus, the two parks, together, serve as a community park serving all residents of St. Paul Park.

Location: On Lincoln Avenue, between 13th Avenue and 14th Avenue.

Classification: Community.

Size: 2.6 acres.

Existing Facilities:

- Little League baseball field.
- Football field.
- Basketball court.
- Playground equipment.
- Hockey rink.
- Skating rink.
- Warming house.
- Picnic area, with picnic tables, benches and charcoal grills.

### **Abdella Memorial Park**

This park, in the east central area of the city, is named for Steven J. Abdella, mayor of St. Paul Park from 1982 to 1984.

Location: On Hastings Avenue, east of Selby Avenue. Entrance from Dayton Avenue.

Classification: Neighborhood.

Size: 2.4 acres.

Existing Facilities:

- Walking path (1/2 mile).
- Tennis courts.
- Ball field.
- Basketball court.
- Soccerfield (planned 2008).
- Playground equipment, with some handicapped accessible.
- Shelter.
- Picnic area, with tables, benches and charcoal grills.

### **Dingle Park**

The park is named for Harry T. Dingle, who was once the City Assessor.

Location: 11th Street, between Portland Avenue and Holley Avenue.

Classification: Mini-park.

Size: 2.0 acres.

Existing Facilities:

- Playground equipment.
- Shelter.
- Picnic area, with picnic tables, charcoal grills and benches.
- Soccer field for young players.

### **Axlerod Park**

Axlerod Park is located in a neighborhood where there are several apartment buildings. Its facilities are used by children and young adults.

Location: Pullman Avenue, between 4th Street and 5th Street.

Classification: Mini-park.

Size: 1.5 acres.

Existing Facilities:

- Small ball field.
- Basketball court.
- Shelter.
- Tables, benches and charcoal grills.
- Playground equipment (handicap accessible).

### **Veterans Memorial Park**

The design, funding and labor to create this park were provided by local veterans organizations. Its unique feature is a veterans monument, with three flag poles.

Location: North of Broadway, between 4th Street and 5th Street.

Classification: Mini-park.

Size: 0.8 acre.

Existing Facilities:

- Paved walkways.
- Tables and benches.
- Memorial garden.

### **Riverside Nature Study Park**

Riverside Nature Study Park, also known as Riverside Park, is adjacent to the Mississippi River, on top of the bluff. It is largely undeveloped and has been designated as a nature study area. Approximately 4 acres are set aside for the city's compost.

Location: Pullman Avenue south of 14th Avenue. The entrance is from 13th Avenue.

Classification: Park reserve.

Size: 10.88 acres.

Existing Facilities:

- Walking paths (ungroomed).
- Benches.

### **Lions' Levee Park**

Lions' Levee Park is also adjacent to the Mississippi River, immediately north of the privately-owned marina. The first phase of development, in 1995, included a boat launch, one of the few along this section of the Mississippi River that is free to users, a footbridge to a small island in the river, benches on the island, picnic tables and a small parking lot. Although there are no counts, boaters use the dock extensively. The parking lot was expanded in 1998.

Location: At the western end of Seventh Avenue.

Classification: Special use.

Size: 4 acres.

Existing Facilities:

- Launching area for small boats.
- Foot bridge to small island.
- Benches for viewing river.
- Picnic tables.
- Parking area for cars and boat trailers.
- Overlook.

FIGURE 15  
**Figure 15: City Parks**



FIGURE 16

**Figure 16: State and Regional Parks**



FIGURE 17

**Figure 17: Washington County Park System**



## **City Ordinance for Park Development and Improvement**

The city's subdivision ordinance includes provisions (Sections 62-131 through 62-138) that require the dedication of land, or moneys in lieu of dedication, "as a prerequisite to approval of a plat, subdivision or development of any land" for use as parkland or the development of existing parks.

## **County, Regional and State Parks**

There are county, regional and state parks within close proximity to St. Paul Park. Their locations are depicted on **Figure 16**.

Point Douglas Park is a Washington County park located at the southern end of Denmark Township. The seven-acre park includes a swimming beach, bathhouse and restrooms.

Cottage Grove Ravine Regional Park is located north of Highway 61, east of County Road 19, in Cottage Grove. Typical of regional parks, much of the area is open space that has been left in its natural state. There are 515 acres in the park, which includes wide ravines and heavy woods. The proposed ultimate size of the park is approximately 576 acres. There are seven miles of trails for hiking and cross-country skiing. Facilities include a shelter with restrooms; picnic tables and grills; a play structure; a fishing pier; and, drinking water. Washington County oversees operation and maintenance of the park.

Lower Grey Cloud Island is an island in the Mississippi River that is almost entirely in the city of Cottage Grove. Extensive floodplain and marshes surround the island. Several burial mound sites that pre-date European settlement have been found on the island. Currently, 104 acres of the island is within the planned Grey Cloud Island Regional Park, and not yet open to the public. Options for acquisition of additional acreage on the island, to total 1,440, and development of a regional park have been considered. Washington County oversees operation and maintenance of the park.

Much of the 1,702 acres at Afton State Park, in Afton and Denmark Township, has been left in a natural state. There are 20 miles of hiking trails; 15 miles of those trails are groomed for cross-country skiing in the winter. The beach on the river, at the end of a hiking trail, has a picnic area. Another picnic area near the parking lot has picnic tables and grills. Camping facilities are rustic. There is one backpack campground and two campgrounds for group use.

## **The Mississippi National River and Recreation Area**

The Mississippi National River and Recreation Area (MNRRA) is a 72-mile river corridor that stretches from the cities of Dayton and Ramsey, in the northern part of the metropolitan area, to just south of Hastings. It also includes four miles of the Minnesota River at its juncture with the Mississippi River. The area was first designated a State Critical Area by Executive Order 79-19, and when the MNRRA was established it assumed the same geographic areas.

MNRRA was established as a unit of the National Park System with the goals of protecting and conserving the resources of the river corridor and providing access to the river by guiding the development and use of lands in the corridor so that they are compatible with the goals of protection, conversation and access. Additional discussion of the river corridor is in *The Plan for the River Corridor*.

About half of the annexed land in the Rivers Edge area of the city is located within the Critical Area and MNRRA corridor boundaries. The boundaries of the river corridor in St. Paul Park are depicted on **Figure 12**.

## **Parks and Recreation Issues**

The existing park acreage is consistent with the guidelines established by the National Recreation Association.

The following are key issues regarding existing parks and recreation resources in the city:

- Maintenance of existing city park facilities.
- Facilities for the aging population.
- Connections between city parks, neighborhoods, commercial areas and the Mississippi River, to improve connections and broaden recreational opportunities for residents and visitors.
- Proximity to parks and trails owned by other government agencies.
- Expansion for new developments.
- New parks and open space development in the Rivers Edge area of the city will be an important complement to the existing park and recreation system.

### **Maintenance of Existing Facilities**

The Parks and Recreation Commission during 2007 surveyed the condition of facilities and equipment at each park to determine if they were still serviceable or deteriorating. The commission prepared recommendations to the City Council for capital improvements through 2011. The estimated costs of the Commission's recommendations are included in *Implementing the Comprehensive Plan*. (On-going maintenance to parks and recreation facilities will be funded from the city's public works budget.)

The city also has an ongoing project to replace play equipment at all city parks. Older play equipment was similar to that used in communities where litigation successfully challenged the safety of their design.

Proposed capital improvements at individual parks are:

#### **Heritage Park**

There will be continued emphasis on athletics and picnicking at this park. A caterer's kitchen at the Heritage Park community room is in the Parks and Recreation commission's proposal for 2011. Tennis court maintenance from the Public Works budget is scheduled for 2008 and will include an overlay product called Mateflex. Adding a metal roof is scheduled for 2008.

### **Whitbred Memorial Park**

The Parks and Recreation commission is looking to use BCBS award money to conduct a feasibility study for renovations to this park. Improvement considerations include updating the basketball court in 2008, adding a multi-season surface to the ice rink in 2009 to allow skating in the winter and installation of skate park equipment during the summer. Capital expenditure ideas discussed major renovations to the park in 2012.

### **Abdella Memorial Park**

The purchase and installation of new playground equipment and installation of an irrigation system occurred at the park in the fall of 2007 to address the concerns of aging equipment and landscaping deterioration. The commission's recommendations to the City Council include installation of the Mateflex surface to the tennis courts in 2008 and addition of lighting around the walking path in 2012. Installation of the irrigation system will assist in maintaining the park appearance and grass surfaces to accommodate field usage by the athletic association's baseball and soccer programs. It is anticipated that soccer goals will be installed at the park in 2008.

### **Dingle Park**

The commission's review of the parks in 2007 concluded that this park should continue to serve the needs of families with young elementary children and toddlers. Recommendations for this park include the installation of a two baby swings and the repainting of the merry-go-round in 2008. The athletic association utilized green space in this park as a soccer field for the program they implemented in 2007.

### **Axlerod Park**

The commission, at the time of their 2007 review of the city parks, found this park to be in great shape and concluded that on-going maintenance will meet the needs of the park for the five-year plan running from 2008 through 2012.

### **Sittlow Park**

The 2007 review of the city parks identified a need for a neighborhood park in the new development area west of 3<sup>rd</sup> Street. The commission toured some possible locations for this park and provided feedback to the city council. A parcel between two residential lots on 1<sup>st</sup> Street between 10<sup>th</sup> and 11<sup>th</sup> Avenues has been acquired. The Public Works department has acquired playground equipment for this park. The hope of the commission is to have this park in place by the spring of 2009.

### **Lion's Levee**

The commission would like to draw more attention to this park's natural properties and to expand usage beyond the boat launch. The commission will seek to have discussion with the Lion's Club to address ideas to add a pavilion, a volleyball pit and a horseshoe pit to the park. Connection of this park to Riverside and other parks in future developments is a key planning item for the commission for the period of this comprehensive plan. Provide bike racks.

### **Veteran's Memorial**

The commission's only current short-term suggestion for this park is to add seating near the flower garden. Any changes to this park will occur in cooperation with the American Legion Post of St. Paul Park.

### **Riverside Park**

Relocation of the compost site from the entrance of this park occurred in 2007. This addresses concerns of governmental agencies working with the city on development of this natural resource. The commission proposed that the city add signs to draw attention and direct people to this park in an effort to increase usage of trails for hiking, cross-country skiing and snowshoeing. Cooperation between the city, developers and various government organizations will generate the additional development focus of this park during the term of this comprehensive plan. Provide bike racks.

The unnamed new park, Abdella Memorial, Dingle and Axelrod Parks will continue to function as small parks serving residents from the immediate neighborhood. Veteran's Memorial Park will continue as a gathering spot for reflection and meditation.

### **Facilities for the Aging Population**

St. Paul Park's population is aging. Since 1970, the median age of residents has been rising (See *The People of St. Paul Park*). However, none of the existing park and recreation facilities is targeted to senior citizens. A survey of residents will help the commission determine if there is an interest in, or need for, facilities for senior citizens. If so, facilities would not necessarily be solely for senior citizen use; for example, a room in an existing building could be set aside for senior citizen use at specified times during the week or the month. And, certain trails could have more frequent resting spaces.

### **Trails in South Washington County**

Washington County has proposed a county-wide system of trails to provide connections to federal, state and county recreational facilities and to city trails. The Linear Park System Plan takes advantage of the county's shape, which is long and narrow. The Washington Parkway is the north-south spine that follows the alignments of County State Aid Highways (CSAH) 15 and 19. In south Washington County, the Washington Parkway runs between Lake Elmo Park Reserve and Cottage Grove Ravine Regional Park.

Intersecting the spine, generally in an east-west direction, will be several greenways. One greenway will run between Afton State Park and St. Paul Park, intersecting with the Washington Parkway. A second greenway will run generally along 100th Street in Cottage Grove and County Road 75 in Grey Cloud Island. These two greenways will merge at the intersection of Third Street and Broadway in St. Paul Park. From that point, the greenway follows CSAH 22 northward until it connects with CSAH 38 in Newport. Eventually, the greenway will link with the proposed pedestrian trail across the Wakota Bridge (a description of the Wakota Bridge and highway reconstruction project is in *The Plan for Transportation*). These greenways are part of the regional trail system, and therefore planned regional trails.

The Linear Park System Plan for the southern part of Washington County is depicted on **Figure 17**. In St. Paul Park, one greenway follows Third Street and another, Broadway; they intersect at Third Street and Broadway, where they merge and become one greenway running north into Newport. Under the county's Linear Park System Plan, there will be improved bike shoulders or off-road paths, or both, along CSAH 19. The greenways will consist of two paved shoulders for bicycles and a separate paved path for bicycling and skating.

## Connections Between City Parks and to the River

St. Paul Park has many park resources, broad rights-of-way on its collector streets and proximity to the Mississippi River. City parks, however, function independently of each other, which has the potential of precluding certain types of recreational opportunities (as an example, an organized bike outing of children from the Stevens Ridge neighborhood, leaving from Heritage Park, to study wildlife habitat at Riverside Park). In addition, the only way to access the parks currently is by vehicle. There are virtually no sidewalks in the city and portions of the street rights-of-way are not designated for bicycles. Park usage and recreational activities will be enhanced and expanded by connecting the largest city parks to each other with trails for pedestrians and bicyclists, and to the river. These trails will intersect with the county's proposed greenways. **Figure 18** depicts these trails and other park amenities:

- A trail along Pullman Avenue, between Heritage and Whitbred Parks on the east and Riverside Park on the west. This will connect the largest parks, with intense recreational facilities, to the park characterized by its natural resources, including its proximity to the Mississippi River.
- Riverside Park currently has semi-improved trails. Groomed trails will increase usage of the park and an appreciation of its natural qualities. An overlook along the river bluff will enable views of the river.
- A trail along Seventh Avenue, between Third Street and Lions' Levee Park. This will connect to the city's other park along the river. Lions' Levee Park is both a boat launch and a place for viewing the river. A trail will provide a means of access other than by automobile.
- A trail along Main Street, connecting Pullman and Seventh Avenues. This will connect the two trails leading into the city's parks that are along the river.
- These trails will connect with the county greenways. Thus, a trail user will be able to hike or bike within the city, as well as between the city and other cities and parks elsewhere in the county.
- A riverfront trail connecting existing parks to the Rivers Edge area of the city.

## New Park and Open Space in the Rivers Edge Area

The annexation of 667 acres of land in the Rivers Edge area of the city presents a historic opportunity to substantially augment the community's parks and open space system. The parks and open space system proposed for the area will strive to place a park facility within ½ mile of all new residents. This will be accomplished by establishing new parks within the Rivers Edge area and connecting the parks through pedestrian/bike connections, as well as establishing connections to the planned regional trail corridor. Passive open space areas are also proposed to conserve environmentally sensitive areas such as the river, undeveloped river islands, shoreline, bluffs, ravines, and floodplain. Passive recreational opportunities will be provided along the river's edge and may include a trail system, public recreational structures, and scenic overlooks.

The intention for new park and open space establishment is to:

- Accommodate the types of parks defined in the NRPA's Parks and Recreation Guidelines for Local Parks (Table 20 above)
- Maintain or increase the existing level of service in the community
- Follow the requirements of the city's subdivision ordinance

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FIGURE 18

**Figure 18: Connections Between City Parks**



The exact number, location, and programming of the parks in the Rivers Edge area will be determined as development plans are submitted for this area. The type of housing will largely determine the types of park and recreation needs that will need to be accommodated. The specific character of the parks will be determined through the PUD-master development planning process.

Maintaining the existing level of service (7 acres/1,000 people) in St. Paul Park could require adding 23.1 acres to the park system. A straight 10 percent land dedication could result in adding 32.4 acres, which would increase the level of service for the proposed development. Land dedication, or a combination of land dedication and cash in lieu of land dedication consistent with the city's plan for parks and open space will be identified and implemented through the planned unit development (PUD)-master development planning process.

Open space corridors are proposed to preserve an existing diverse prairie patch, preserve sensitive river resources, and provide greenway connections. A greenway corridor connection is provided via the preserved prairie area to lands to the east (Cottage Grove). The open space corridor located along CR 75 and Grey Cloud Trail is intended to provide an east/west greenway corridor connection through the Rivers Edge area to the greenway corridors planned by Washington County and the South Washington Watershed District.

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# **Parks and Recreation Goals, Policies and Action Steps**

## **Goals**

Park and recreation goals in St. Paul Park are:

1. Safe and well-maintained parks, trails and recreation facilities for residents.
2. Connections between city parks and the Mississippi River, between the Rivers Edge area and the rest of the city, and between city parks and trails operated by other government jurisdictions.
3. City parks in the Critical Area that are compatible with the objectives of Executive Order 79-19 and the MNRRA plan.
4. Recreational opportunities that are “life-cycle” to meet the needs of all residents.
5. Establishment of additional parks and open space in the Rivers Edge area that minimally follows NRPA Park and Recreation Guidelines for Local Parks (Table 20).
6. Maintain or increase the existing levels of service in the community.

## **Policies and Action Steps**

To provide for parks and recreation, St. Paul Park will:

1. Continue the on-going maintenance program for parks and recreation facilities.
2. Continue the capital improvement program for parks and recreation facilities.
3. Continue to identify bicycle routes with striping and road signs, and provide bicycle racks at appropriate locations.
4. Identify opportunities for existing and new park spaces to appeal to a variety of users by offering varying landscapes (highly maintained to more natural) and varying activities (active to passive).
5. Identify opportunities for additional park spaces in underserved areas of the city.
6. Utilize native plant materials when appropriate for park landscaping, and preserve or plant trees to provide natural cover.
7. Establish connections between Riverside Park and passive river open space to the south.
8. Provide an overlook at Riverside Park; the overlook will provide views of the river and, in appropriate signage, will interpret the natural resources of the river corridor and activity on the river.

9. Provide appropriate signage at Lions' Levee Park, to interpret the natural resources of the river corridor and activities on the river.
10. Cooperate with Washington County as it develops greenways through St. Paul Park, and provide connections to existing and emerging greenway corridors.
11. Establish connections between the Rivers Edge area, existing neighborhoods, and community destinations in the city via bicycle trails and sidewalks as appropriate.
12. Establish a trail system as development occurs in the Rivers Edge area of the community that connects to scenic overlooks along the river, parks, and the regional trails network.

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*The Plan for Transportation*

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## Introduction

This chapter describes the existing transportation system, including portions of the metropolitan system serving St. Paul Park and the transportation system within the city itself. Transportation issues are identified and the impacts on other aspects of the community — future land use, economic development and the program for street maintenance and reconstruction — are described.

### Functional Classification of Roads

Roads are classified in a system that determines what function each should serve — for example, a major highway for regional traffic, an arterial through a city’s business district and a local street in a residential neighborhood. Once the function of a specific road is determined, such design features as road widths, speed limits, intersection control and access can be determined. The functional classification system is also useful in crafting land use and development guidelines, to ensure that they are compatible with each other.

Functional classifications include:

- **Principal Arterials.** These are interstate freeways or major highways with limited access. Principal arterials provide connections between the region and other parts of the state and country, as well as between major commercial-industrial centers within the region.
- **Minor Arterials.** These roads provide several types of connections — between the region and towns outside the region, between major commercial-industrial centers within the region, between a city’s central business district and regional business centers. Minor arterials primarily provide access to commercial-industrial land uses.
- **Collector streets.** These streets connect neighborhoods and smaller business centers, and neighborhoods with each other. They also supplement minor arterials that serve regional business centers. Collectors generally are connected to minor arterials.
- **Local streets.** The primary purpose of local streets is to provide access to individual parcels of land. Local streets connect to other local streets and to collectors. In some cases, they will connect to minor arterials.

## The Existing Transportation System

### Regional Highways, County Roads and City Streets

The road system serving St. Paul Park, depicted on **Figure 19**, includes two major highways, Trunk Highway 61 and Interstate 494. Both are principal arterials. Highway 61 cuts through the far northeast corner of St. Paul Park, connecting the city to St. Paul on the north and Hastings on the south. The highway intersects with Interstate 494, which is approximately 2.5 miles west of St. Paul Park.

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FIGURE 19

**Figure 19: Road Functional Classifications**



Within St. Paul Park are two County State-Aid Highways (CSAH), CSAH 22 and CSAH 39. Both are minor arterials. CSAH 22 within the city is Summit Avenue from its intersection with Highway 61 to Broadway Avenue/CSAH 39. County Road 39 is Broadway Avenue east of CSAH 22 and Hastings Avenue south of Broadway Avenue. CSAH 22 is four lanes and CSAH 39 is two lanes.

The following streets are classified as collectors:

- Third Street/Grey Cloud Island Drive, between St. Paul Park Road and the southern city boundary.
- Pullman Avenue, between Main Street and eastern city boundary.
- Lincoln Avenue, between Hastings Avenue and 18<sup>th</sup> Avenue.
- Eighteenth Avenue, between Lincoln Avenue and the eastern city boundary.
- Broadway Avenue, between Main Street and CSAH 22 (Summit Avenue).
- St. Paul Park Road, between CSAH 22 and the northern city boundary
- Summit Avenue between TH61 and Pullman Avenue

Others are local streets. All collectors and local streets have two lanes. (It is noted that Pullman Avenue, Third Street, part of Lincoln Avenue, part of St. Paul Park Road, as well as Ninth Avenue, Main Street, Summit Avenue and a portion of Broadway are municipal state aid streets. The city has 6.08 miles of streets in the state aid system. A discussion of municipal state aid is in *The People of St. Paul Park.*)

## **Existing Traffic**

Traffic volumes on the Highway 61 ramps and at key points on county roads indicate the numbers of vehicles traveling into the city. They also describe the through traffic connected to commercial and industrial businesses in St. Paul Park.

The numbers below represent County daily traffic volumes by year and adjusted for seasonal variations from the Washington County Public Works Department. There are no recorded traffic volumes for collector and local streets in St. Paul Park.

### CSAH 39 East of 39/22 Split

2002	4,860 AADT*	1,773,900 per year
2005	4,900 AADT	1,788,500 per year
2007	5,600 AADT	2,044,000 per year

### CSAH 22 North of 22/39 Split

2002	10,835 AADT	3,954,775
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### CSAH 22 West of CSAH 39

2002	8,065 AADT	2,943,725
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### CSAH 22 West of Highway 61

2000	11,524 AADT	4,206,260
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### County Road 75 South of 14<sup>th</sup>

2005	1,291 AADT	471,215
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County Road 75 at South Point

2005 317 AADT 115,705  
2007 1300 AADT 4,745,000 (combined w/ “S of 14<sup>th</sup>” – above

County Road 75 South of Grey Cloud Trail

2005 710 AADT 259,150  
2007 700 AADT 2,555,000

\*Adjusted Annual Daily Traffic (AADT)

**Reconstruction of Highway 61**

The Minnesota Department of Transportation (MN/DOT) has partially completed an expansion of Interstate 494 on both sides of its intersection with Highway 61, reconstruction of the Wakota Bridge over the Mississippi River. The remaining portion is scheduled to be completed fall of 2010. Highway 61 has been upgraded to freeway standards south of Interstate 494 through the City of Newport.

Daily traffic on Highway 61 is expected to increase to 70,000 by 2020. This is an increase of more than 41 percent, compared to 1996 traffic counts.

The reconfiguration of the Highway 61 interchange in St. Paul Park was completed in 2006, as well as the construction and realignment of streets within the city. A new roadway (St. Paul Park Road) was built over then along the BNSF Railroad through the northern part of the city. This project had two benefits. It closed an at-grade railroad crossing and made it into a bridge crossing. It also allowed for the rerouting of traffic off 3<sup>rd</sup> Street north of Broadway to St. Paul Park Road. This made it possible to close the portion of 3<sup>rd</sup> Street that passed through the Refinery. This was of concern because of Homeland Security issues. The city also closed portions of 4<sup>th</sup> and 5<sup>th</sup> Streets and Pleasant Avenue north of Broadway Avenue. As part of the realignment of streets, Washington County turned back to the city jurisdictional control of CSAH 22 west of Summit Avenue to the city. The city then turned back the right-of-way for the portions of 3<sup>rd</sup> Street and 3<sup>rd</sup> Avenue within the refinery to the refinery. The jurisdictional control was negotiated as part of a land swap with Marathon that included Block 89.

Traffic volumes at the existing CSAH 22/Summit Avenue interchange are described in **Table 21**; traffic projected for the new interchange is described in **Table 22**.

**Table 21**  
**Traffic Volumes at Highway 61 and CSAH 22/Summit Avenue, 2007**

<b>St. Paul Park Road at Highway 61</b>	<b>2007 Traffic Volumes</b>
Off-ramps	
• Southbound	6,500
• Northbound	950
On-ramps	
• Southbound	1,000
• Northbound	6,500
<b>Total</b>	<b>14,950</b>

Source: Minnesota Department of Transportation

**Table 22**

**Projected Traffic Volumes at Highway 61 and CSAH 22/Summit Avenue, 2020**

<b>Highway 61/St. Paul Park Road</b>	<b>Average Weekday Daily Traffic</b>	<b>Morning Peak Traffic</b>	<b>Afternoon Peak Traffic</b>
Off-ramps			
• Southbound	10,900	525	1,595
• Northbound	2,900	375	175
On-ramps			
• Southbound	2,900	200	300
• Northbound	10,900	1,275	675
<b>Totals</b>	<b>27,600</b>	<b>2,375</b>	<b>2,745</b>

Source: Minnesota Department of Transportation

A comparison of traffic volumes and projected traffic volumes indicates the numbers of vehicles using the reconfigured ramp in 2007 will almost double in 2020.

**The Condition of Existing City Streets**

There are 29 miles of streets in St. Paul Park under the city’s jurisdiction. The city has undertaken some street and utility rehabilitation projects starting in 2000. The main projects took place in 2002, 2003, and 2007. There has been a number of other streets that have been constructed or reconstructed for small development throughout the city. To date, approximately seven miles have been completed. As part of the 2007 project the city has adopted a new assessment policy for the benefiting property owners.

The city plans on continuing the street rehabilitation projects in 2010. From that point the streets that are not up to city standards will continue to be rehabilitated

**The JAR Bridge**

The swing bridge, which spans 1,600 feet, extends from the Marathon Refinery and crosses the Mississippi River between St. Paul Park and Inver Grove Heights. It is part of County Road 38. It was built in 1895 for both vehicular and rail traffic. Use of the railroad tracks was discontinued more than 30 years ago when questions about the stability of the bridge’s structure were raised. In 1999 it was closed to traffic because of poor condition. In 2001 the Coast Guard ordered it to be removed. The owner of the bridge stopped paying taxes in 1999 and the bridge became the property of the Dakota and Washington Counties in 2003 because of tax forfeit. Washington County has targeted winter of 2009-2010 for removal.

**Transit Service**

There are two levels of bus service for residents and employees in St. Paul Park, including express service to downtown St. Paul and Minneapolis and local service within the south Washington County area.

Route #364 Express is operated under contract with the Metropolitan Council and provides a bus that picks up passengers at various stops in the city and Newport before getting onto Highway 61 for three express trips daily to downtown St. Paul; there is a return express run in the afternoon. It carries an average of 57 passenger trips each weekday on six bus trips.

Metro Transit route #361 is an express from the Cottage Grove Park and Ride to Downtown St. Paul and carries an average of 281 passenger trips each weekday on 17 bus trips.

The #365 is an express from Cottage Grove Park and Ride to Downtown Minneapolis and carries an average of 454 passenger trips each weekday on bus 14 trips. In 2007, ridership on Route 365 grew by 17 percent which places it among the highest growth express routes in the regional system.

The South County Circulator began service in St. Paul Park, Cottage Grove and Newport in September 1997 with funding from the Metropolitan Council. This service was cut in 2004. However, the South County Circulator operates a dial-a-ride (Route 320) available mid-day to anyone able to travel independently serving Newport, St. Paul Park and Cottage Grove and also connecting with service (dial-a-ride) in Woodbury.

In 2002, the Newport and St. Paul Park park-and-ride lots were consolidated into the Cottage Grove park-and-ride. In 2007, the Cottage Grove park and ride had a capacity of 525 vehicles, and an average utilization of 224 vehicles per week day. According to Metro Transit, residents from St. Paul Park are utilizing the park-and-ride for bus ridership and car pooling. In addition, residents utilize the Highway 61/Lower Afton Road park and ride.

The City is within the Metropolitan Transit Taxing District and is located in Transit Market Area III. Transit Market III service options include peak-only express, small vehicle dial-a-ride, midday circulators, special needs paratransit (ADA, seniors,), and ridesharing.

### **Bicycle and Pedestrian Trails**

St. Paul Park has a number of streets that have designated bicycle trails. Some of these areas are striped on streets and have accompanying road signage. The city has created a map that identifies all of the trail connections and bike rack locations. Additional trail connections could be explored to support better pedestrian and bicycle usage.

### **Aviation**

St. Paul Park does not have an actual aviation facility within its boundaries; however the community is within an airport influence area where land uses are affected by airport activity and planning considerations. The industrial northwest part of the city is approximately one-and-a-half miles across the Mississippi River from the South St. Paul Airport. Because of this proximity, the City is within the South St. Paul Airport influence area. The City is also a member of the Joint Airport/Community Zoning Board. The South St. Paul airport is a general aviation facility with one runway, positioned in a northwest-southeast direction. The airport location and influence area, in relationship to St. Paul Park, is shown on **Figure 21**.

FIGURE 20  
**Figure 20: South County Circulator Routes**



FIGURE 21

**Figure 21: Location of South St. Paul Airport**



The city is required by the Metropolitan Council's *2030 Regional Development Framework* to include a policy in its comprehensive plan, as well as a provision in its zoning ordinance, regarding the height of structures. The city in 1977 adopted Ordinance # 373 limiting the height of structures.

To protect general airspace, the city is required to notify the Federal Aviation Administration and the Aeronautics Division of the Minnesota Department of Transportation if any proposed development includes a building exceeding 200 feet above ground level. This is not included in the current aviation ordinance.

There are five stacks at the Marathon oil refinery that are 200 feet, or more, above ground level. A flare stack is 200 feet high; four other stacks, including one used for communications, exceed 200 feet. It is noted that the elevation of St. Paul Park is lower than that of the airport.

## Transportation Issues

The following are current and emerging transportation issues:

- The impact of new development on the transportation system and its capacity to handle traffic.
- Repair and reconstruction of city streets.
- Red Rock Corridor planning.
- Timing concerns of traffic lights.
- Trails for transportation.

## Transportation and Land Use

Traffic is related to land use. Traffic volumes determine whether the system of streets, roads and highways can handle the traffic generated by existing and proposed development.

The Metropolitan Council prepares travel demand forecasts based on its growth forecasts and allocates its growth forecasts to Traffic Analysis Zones (TAZ). The metropolitan region is divided into TAZs so that traffic projections can be determined and their impact on the transportation system can be analyzed. There are four TAZs in St. Paul Park. They are depicted on **Figure 22**.

The Council's allocation of growth forecasts by TAZ is detailed in **Table 23**.

**Table 23**  
**City of St. Paul Park**  
**Metropolitan Council Traffic Analysis Zone Allocation, 2010-2030**

TAZ	Population			Households			Employment		
	2010	2020	2030	2010	2020	2030	2010	2020	2030
1091	1,782	1,898	1,923	675	735	785	200	345	360
1092	1,742	2,151	2,947	660	801	1,162	1,150	1,360	1,430
1096	5	5	5	2	2	2	0	0	0
1185	1,703	2,071	1,981	645	770	790	50	65	70
1189	88	3,640	3,961	33	1,383	1,576	0	30	40
<b>Total</b>	<b>5,320</b>	<b>9,766</b>	<b>10,817</b>	<b>2,015</b>	<b>3,691</b>	<b>4,315</b>	<b>1,450</b>	<b>1,800</b>	<b>1,900</b>

Source: MFRA

It is noted that there are slight differences between the Council’s growth forecasts (in *The People of St. Paul Park*) and its TAZ allocations. The differences are slight in their effect on the allocation process.

The Department of Transportation has projected 2020 traffic volumes at the St. Paul Park interchange; those are discussed on p. 106. The Metropolitan Council projects the following 2020 daily traffic volumes on two minor arterials and one collector street in St. Paul Park:

- CSAH 22 (Third Street north of Broadway) — 7,500.
- CSAH 39 (Hastings Avenue) — 9,800.
- Third Street south of Broadway — 3,400.

While projected 2020 traffic volumes represent an increase over historic numbers, they are within the capacity of the collector and local streets in the city. Several factors are related to the capacity of individual minor arterials and collector streets, or the traffic volume a street can carry without becoming congested. Some of those factors include the numbers of traffic signals or stop signs, the numbers of driveways, and whether parking is permitted. These are factors which will limit the capacity of a street. Given those caveats, it can be generalized that a two-lane street in a developed area is able to carry approximately 11,000 vehicles each day. The projected 2020 traffic volumes can be accommodated by the minor arterials and the collectors in St. Paul Park.

### **Repair and Reconstruction of City Streets**

Approximately half of 29 miles of collector and local streets still need some level of repair or reconstruction.

### **Reconstruction of Highway 61**

There is an opportunity to expand the commercial areas while enhancing the downtown area with the completion of the Highway 61 project. Travelers on Highway 61 more easily are directed to planned commercial areas in the city and to the downtown areas. These opportunities are discussed in *The Plan for Land Use* and *The Plan for Commerce*.

FIGURE 22  
**Figure 22: Traffic Analysis Zones**



## **Expansion of traffic capacity for the Rivers Edge area**

Once the Rivers Edge area develops several upgrades of the existing system will need to take place. 3<sup>rd</sup> Street/Grey Cloud Island Drive will need to be upgraded from a two lane to a larger capacity street. There are two different County studies happening that could benefit the Rivers Edge area. As part of Washington County Transportation Model a future river crossing maybe modeled. Another possible roadway is Washington County is also looking into extending the County's roadway system in Cottage Grove southwest of Highway 61. If the County's roadway system is extended in this area it could take traffic heading south or east form the development area.

The city doesn't currently have any signalized intersections. If the traffic volumes increase because of development the city will need to study the higher volume intersections. The intersections that are most likely to need signalization are 3<sup>rd</sup> Street and Broadway Avenue; Summit Avenue/CSAH22 and Broadway Avenue; and St. Paul Park Road and Summit Avenue/CSAH22.

## **Access Management**

Access management is a transportation planning tool that has several objectives:

- Improving safety along streets and highways.
- Reducing congestion and other traffic problems.
- Providing property owners with safe and efficient access to and from the road.
- Making pedestrian and bicycle travel safer.
- Postponing or avoiding costly highway improvements.

In addition, access management techniques have the potential to support economic development efforts.

There are five broad strategies for accomplishing these objectives:

- Clustering Land Uses. Clustering land uses so that similar businesses are located near each other reduces driving time, air pollution from vehicles, safety hazards to pedestrians and bicycle riders, as well as the need for large amounts of parking.
- Limiting the Number of Driveways. Too many driveways and curb cuts along a street create hazards and use land inefficiently. If driveways are too close to each other, either along one side of the road or across the road from each other, there is an increased risk of accidents involving both vehicles, pedestrians and bicycles.
- Locating Parking Behind Businesses in Downtown. The optimum location for parking is behind the business establishment, rather than in front. Businesses that address the street are more accessible to potential customers.
- Sharing Parking Lots. Shared parking reduces the parking required for individual developments. This allows higher density uses to be developed, which increases the property tax base. Higher density uses and shared parking also encourage a healthier business climate, attracting customers who patronize several establishments, rather than one surrounded by a large parking lot.
- Increasing Pedestrian Connections. Clearly identifying routes and providing opportunities for pedestrian and bicycle access to commercial areas and transit should be encouraged.

Access management strategies and tools will be used most effectively in two situations — in connection with light industrial development, west of the railroad tracks, and commercial development near the new highway interchange. An element of the city review process for proposed light industrial or commercial development will be an analysis of how access management techniques can be used.

An access category assigned by MN Department of Transportation reflects the function and strategic importance of a roadway. A category assignment indicates the long-term function of the roadway for 20 years into the future. The primary access category assignment is based on the functional class of the roadway and its strategic importance within the state trunk highway system.

This access category in St. Paul Park is intended for Regional Corridors, which connect smaller regional trade centers to the rest of the state. Although their primary function is to provide mobility among communities, Regional Corridors may also provide direct property access in areas where a supporting local road network or hierarchical grid pattern has not been established. Regional Corridors are expected to operate at an average *corridor* peak-hour travel speed of 50 mph; however, posted speeds may vary as the highway passes through a community. For this reason, access management practices along these highways may vary greatly. Regional Corridors may be functionally classified as either Principal or Minor Arterials.

## **Transit**

Maximizing the use of the Cottage Grove park-and-ride lot while encouraging residents, as well as employees working in the city, to use transit will reduce use of the automobile by lone drivers, particularly during peak travel times.

Metro Transit has conceptually proposed an additional bus route which would operate on weekdays in the midday between Cottage Grove Park and Ride and South Robert Street in West Saint Paul where it could make connections to other Saint Paul routes. Frequency would probably be every 60 minutes. The service has a projected start date of 2012, but is contingent on budget and funding.

The City is supportive of Red Rock Regional Rail corridor planning and will continue to support and participate in the Red Rock Corridor Commission and its efforts to implement commuter rail service. In addition, the City will continue to support development of high speed rail corridor between St. Paul and Chicago on an alignment through St. Paul Park to help reduce the cost of implementing commuter rail service in the Red Rock Corridor.

## **Trails for Transportation**

The city has a regional trail connection proposed to integrate with the Washington County proposed system of trails designed to provide, in addition to recreational opportunities, another transportation mode. As well as connecting throughout the city and Washington County, the trails have an opportunity to connect with a continuous trail adjacent to the Mississippi River extending through the downtowns on St. Paul and Minneapolis, and all the way north to the city of Ramsey and south to the city of Afton. (See *The Plan for Parks and Recreation* for a description of the county trail system.)

Proposed city trails (See *The Plan for Parks and Recreation*) will link with county trails, providing a web that will enable south Washington County residents to bicycle or walk to places of employment or for shopping and other errands. Designated trails for this purpose are particularly important, since the city does not have sidewalks.

### **Aviation**

A community with no aviation facility, such as St. Paul Park, is required to provide for the protection of the region's general airspace. This necessitates including (1) a policy in the plan and (2) provisions in local codes and ordinances for notifying FAA and MN/DOT (Aeronautics) of any proposed structure 200 feet above ground level that could affect navigable airspace.

The city's zoning ordinance includes a notification to MN/DOT as defined under these criteria, as follows:

*Notification: Any sponsor who proposes any construction or alteration that would exceed a height of 200 feet above ground level at the site, or any construction or alteration of height greater than an imaginary surface extending upward and outward at a slope of 100:1 from the nearest point of the nearest runway of a public airport shall notify the department at least 30 days in advance.*

This notification is in addition to any federal permit/review process (FAA Form 7460-8).

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# Transportation Goals, Policies and Action Steps

## Goals

The transportation goals in St. Paul Park are:

1. A transportation system that meets the needs of existing residents, yet recognizes the needs of an aging population. This includes an integrated system of roads, trails and transit opportunities.
2. A transportation system that supports and revitalizes the economic base.
3. A transportation system consistent with the goals of the Metropolitan Council's *2030 Regional Development Framework* and its systems plans.

## Policies and Action Steps

To provide for transportation, St. Paul Park will:

1. Continue to implement a program for the repair and reconstruction of collector and local streets.
2. Establish a plan for preventative maintenance of the road network.
3. Study access management in connection with the development and redevelopment of commercial and industrial properties.
4. Provide for the development of trails that can be used for transportation, and work with Washington County on development of its greenways to be used for transportation.
5. Require that a developer of any proposed structure 200 feet above ground level notify the Federal Aviation Administration and the Minnesota Department of Transportation (Aeronautics) of the potential to affect navigable airspace.
6. Participate and support advancement of the Red Rock Corridor.

*The Plan for Public Facilities and Services*

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## **Introduction**

This chapter describes the existing public facilities and services used by the residents of St. Paul Park. There are two issues regarding public facilities. Are they able to serve existing households and places of employment? Do they have the capacity to handle additional households and businesses, both commercial and industrial? (The city's parks are discussed in *The Plan for Parks and Recreation*.)

## **Existing Public Facilities and Services**

### **City Buildings and Services**

City services are administered from two buildings, City Hall and the Public Works building.

City Hall, on Portland Avenue at Hastings Avenue, is the city's newest building. Opened in December 1996, it houses the city's administrative offices, as well as the police and fire departments. Meetings of the City Council and city commissions are held in the City Council Chambers, which is equipped with cable television facilities. There is a community room in City Hall, named for long-time resident Marlyn DeForth, which is used for meetings and organized activities. The Mayor and City Council members are elected and serve part-time. Commissioners are appointed by the City Council. The four commissions are Planning, Public Works, Public Safety, and Parks and Recreation. The city has a full-time administrator and a staff of four full-time administrative employees.

The Public Works Department is located at 649 Fifth Street. It includes the city garage and maintenance shops. A new or reconstruction of the existing building is part of the 5 year CIP plan

The city also owns a public safety training facility on a half-acre site at the west end of Broadway, near the Mississippi River. The facility includes a police shooting range and a fire training building.

Three of the most visible city services are police protection, firefighting and public works.

Police: The city in recent years has maintained a force of nine police officers, including a chief, a sergeant and seven patrol officers. In addition, there are seven volunteer reserve police officers who work with the police officers on a regular basis.

Fire: There are 28 volunteer firefighters in the city's fire department. None are full-time employees. There is an authorization of 35 firefighters.

Public Works: There are seven employees in the Department of Public Works, including a supervisor, assistant supervisor and five maintenance workers. They are responsible for snow removal, maintenance and repair of the water system and sanitary sewer system, park maintenance, general maintenance of police and fire vehicles, building maintenance, as well as minor repairs of the city's streets.

## Sanitary Sewers

St. Paul Park has 23.2 miles of sanitary sewers which, at the end of 2006, served 1792 residential, institutional, commercial and industrial uses. Approximately 96 percent of the sanitary sewer connections are for residences, including single-family and multiple-family dwellings, as well as mobile homes. The City prohibits the connection of rain leaders and passive drain tile to the sanitary sewer system. The sanitary sewer system is depicted on **Figure 23**.

Wastewater flows into the sewers in 2006, described in **Table 24**, averaged slightly more than 12 million gallons each quarter. During 2006, daily wastewater flows ranged from a high of 454,000 gallons to a low of 368,000 gallons and averaged approximately 396,700 gallons. During 2007, daily wastewater flows ranged from a high of 622,000 gallons to a low of 389,000 gallons and averaged approximately 481,900 gallons.

**Table 24**  
**City of St. Paul Park**  
**Sewer Usage, 2006 and 2007**  
**(Millions of Gallons)**

<b>Quarter</b>	<b>2006</b>	<b>2007</b>
First	11.4	12.9
Second	12.7	10.9
Third	12.1	13.4
Fourth	13.2	14
<b>Total</b>	<b>144.8</b>	<b>175.9</b>

Source: St. Paul Park Public Works Department

St. Paul Park's sanitary sewer system is served by Interceptor # 7102-2, which is also depicted on **Figure 23**. There is one connection point linking the sanitary sewer system to the interceptor. Wastewater flows to the Metropolitan Wastewater Treatment Plant. There are two lift stations in St. Paul Park. Lift station #1 is located at 12 west Pullman Avenue and lift station #2 is located at 1 Riverwoods Drive West.

The city of St. Paul Park has no inter-community agreements for sanitary sewers.

On-Site Sewage Systems: There are 70 on-site sewage systems in the city. The locations of on-site systems are marked on **Figure 24**. Most, but not all, of the septic tanks are in the southwest area of the city, where the bedrock is so high that the installation of sewers for single-family housing has not been feasible because of the high cost. (See *The Plan for the Southwest Area of the Community* for a discussion of the bedrock.)

Minnesota statutes require that each community with on-site sewage systems include in its comprehensive plan (a) a program for managing their operation and (b) standards for issuing permits for new on-site systems. St. Paul Park does not have a management program for its on-site systems. It has adopted Washington County's management program, thereby delegating all oversight responsibility for initial installation, post-installation inspection, maintenance, and records tracking and home-owner notification to Washington County.

FIGURE 23

**Figure 23: Sanitary Sewer System**



FIGURE 24

**Figure 24: On-Site Sewage Systems**



Private Treatment Plant: A wastewater treatment facility is located on the Marathon Petroleum oil refinery site. It operates under a National Pollution Discharge Elimination System/State Disposal System (NPDES/SDS) permit, which governs storm water discharge and the discharge of treated wastewater. Treated wastewater is discharged into the Mississippi River from SD001 located at the end of Broadway. The NPDES permit designates a design flow rate of up to 3.06 MGD.

The waste water treatment plant consists of the following treatment units: prescreening, neutralization system, storm water (diversion) tank, velocity reduction/splitter box, API oil/water separators, API solids tank, API slop oil tank, flow equalization tanks, DGF sludge tanks, dissolved gas flotation units, rotating biological contactors, aerated lagoon, settling lagoon, multimedia filtration system and granular activated carbon system.

The facility does not have a separate storm water sewer system. The majority of the storm water runoff generated at the facility is treated at the WWTP. Other on-oily precipitation is discharged in accordance with the facility General Industrial Storm Water Permit.

Infiltration and Inflow: Two issues related to efficient use of the city's sewer system are "infiltration" and "inflow." Infiltration is the seepage of groundwater into the sewer pipes, usually through cracks in the sewer pipes or through their joints. Inflow is typically water from a single point, such as discharges from a sump pump or stormwater pouring into openings of sewer access covers. Either infiltration and inflow will increase usage of the city's sewer system and the metropolitan wastewater treatment system. It is estimated that approximately two percent of the city's wastewater flows is a result of infiltration and inflow problems.

The city has several efforts to reduce infiltration and inflow problems. As part of the city's utility and street rehabilitation plan the sanitary sewer in the project area is televised before a new street is put in. If the sewer is in poor condition it is either replaced or lined to prevent infiltration. In the Stevens Ridge neighborhood, sewer access covers are "pickless," or manufactured without holes, which reduces the potential for inflow of stormwater into the sewers.

To reduce the potential for groundwater seepage into the sewer pipes, the city requires that PVC piping, rather than clay tile, be used in all new construction. St. Paul Park has an ordinance prohibiting the use of sump pumps to discharge water into the sanitary sewers. The ordinance also includes enforcement provisions in the event of violations. In addition, city employees check for illegally-connected sump pumps each time a water meter is repaired or replaced.

## **Water Supply**

St. Paul Park has a municipal water system. The three components of the water system are the wells, the water storage facilities and the water mains.

The city's water supply plan, required by Minnesota statutes, was approved by the Metropolitan Council in December 2006.

There are four key parts to the water supply plan. They are briefly summarized in this section; the approved water supply plan, available at city offices and on file with the Metropolitan Council, is incorporated by reference.

Water Supply and Distribution: Residences in the city comprise the greatest number of water system connections and the greatest number of water users. **Table 25** details the numbers of water system connections in 2006.

**Table 25**  
**City of St. Paul Park**  
**Water System Users, 2006**

Type of User	2006
Residential *	1979
Institutional	19
Commercial	46
Industrial	10
<b>Total</b>	<b>2054</b>

Source: St. Paul Park Water Supply Plan

\* = A residential user could be, in addition to single-family dwellings, a building with more than one dwelling, such as a duplex, an apartment building or a condominium development.

During the nine years prior to 2006, the number of metered connections rose approximately 18 percent, with the largest single increase occurring from 2001-2006, when the new developments on the Westside of the City were connected to the system.

**Table 26** describes the daily demand for water, including the annual average daily demand and the maximum daily demand, for 1995-2004. The annual average daily demand reflects seasonal usage; water usage in summer typically is higher than in winter.

**Table 26**  
**City of St. Paul Park**  
**Annual Average Daily Water Demand, 1985-1994**  
**(Millions of Gallons)**

Year	Annual Average Daily Demand	Maximum Daily Demand
1995	.556	.85
1996	.595	1.15
1997	.497	.91
1998	.543	1.35
1999	.511	1.2
2000	.568	1.12
2001	.562	1.4
2002	.448	1
2003	.550	1.7
2004	.531	1.35
<b>Average</b>	<b>.536</b>	<b>1.20</b>

Source: St. Paul Park Water Supply Plan

FIGURE 25  
**Figure 25: Municipal Water System**



Residential water use averages about 72 percent of total water use. The amount of water used by each resident averages 69 gallons a day. Nationally, residential water use typically averages 50-80 gallons a day for each person.

The water supply plan also analyzed demand for each year through 2014. Calculations of projected water use demand for 2014 indicate .847 million gallons (average daily demand) will be needed to serve a population of 8468, the Council's 2014 forecast for St. Paul Park. Any further changes to the facilities will be looked at once the proposed development in the SW part of the city is approved.

The city's water is pumped mainly from three wells and one is used primarily as an emergency back up. All of the wells tap into the Prairie Du Chien-Jordon aquifer system. The aquifer can produce water at the rate of approximately 2,000 gallons a minute; the city's wells operate at a rate of 600-1,250 gallons a minute. The total daily capacity of the well system is approximately 3 million gallons a day.

Once pumped from the wells, the water is stored in two facilities, an elevated tank near Highway 61 and St. Paul Park Road, an elevated tank at Whitbred Park. The storage facilities, used to equalize water demand and pumping rates and to furnish emergency supplies, have sufficient capacity to meet more than twice the average daily demand for water.

The water main system and the storage facilities are depicted on **Figure 25**.

The city does not have a water treatment plant. Water in the wells is treated with fluoride for dental prophylaxis.

Wellhead Protection Plan: The City has completed Phase I and Phase II of its Wellhead Protection Plan (WPP), in accordance with Minnesota Rules Chapter 4720. The approved plan is current as of 2005 and can be reviewed at City Hall. The WPP addresses source water, ground water, and drinking water protection measures. The plan provides specific objectives and plans of action which include:

1. Policies which incorporate county, watershed, and other community wellhead and groundwater protection plans.
2. Land use regulations specific to protect source water and drinking water supply areas. Additional policies that encourage (along with the City of St. Paul Park Storm Water Management Plan policies) groundwater recharge for new construction.
3. Protection measures for shallow bedrock areas found within the City.
4. Groundwater management for potential hazardous contaminants entering Inner Wellhead Management Zones (groundwater sensitive areas).
5. Prepared delineated maps to assist in City landuse planning and spill containment.

Water Conservation: Conservation is defined as reducing water use without changing the level of service. Conservation efforts can have two results — reducing the amount of water used and reducing the costs both for the water user and for the city to operate and maintain the water system.

To be most effective, conservation efforts focus on seasonal demands and on year-round usage. St. Paul Park has five water conservation programs:

1. Metering. All water users are metered and all meters are read quarterly. Metering enables the city to monitor water usage, to detect leaks and to charge users accurately.
2. Water audits and leak detection. An audit can account for all water in the distribution system, specifically the amount entering the system and the amount supplied to water users. The remainder, the “unaccounted-for water,” includes authorized uses (city buildings, for example) and illegal connections. The city’s unaccounted-for water is nine percent of the total in the distribution system, which is less than typically found in water production systems. Leaks are repaired when they are detected.
3. Water rates. The city’s water and sewer use rate schedule covers the costs of operating and maintaining the system. The base rate for all categories of users, except for senior citizens, is calculated on the first 10,000 gallons used, with increments for every additional 1,000 gallons used. Senior citizens pay a reduced rate.
4. Regulation. Federal regulations require that only low-flow showerheads and 1.6-gallon flush toilets be used in new residential construction. In addition, the city has adopted the Minnesota State Building Code and the Uniform Building Code, which require that only plumbing fixtures which reduce water usage be used in new construction and remodeling projects.
5. Education and information programs. Information is disseminated in the local newspaper, the Washington County Bulletin, and the city’s newsletter, which is distributed to all residents twice each year.

Two additional conservation methods are retrofitting older plumbing and water pressure reduction. Neither is currently being used. A retrofit kit typically includes water-saving devices for toilets and showers, toilet leak detectors and water conservation information; in many cities, they are purchased in quantity and distributed to water users at minimal or no cost. Reducing the water pressure is an effective conservation method only if the existing distribution system operates with high water pressure; that is not the situation in St. Paul Park.

Emergency Planning: There are two categories of emergencies that impact a water distribution system — natural disasters and those caused by people. Natural disasters are floods, tornadoes, lightning fire and drought. Disasters caused by people are vehicular accidents, vandalism, chemical spills, fire, employee strikes, industrial contamination, pollution, mechanical problems and power failures.

The trigger for instituting emergency procedures is called “the well pump firm capacity,” or the capacity of the water system with the largest well out of service. For the city, the well pump firm capacity is 2.2 million gallons a day. As water demand approaches this capacity, demand reduction procedures will be used. During the 10-year period analyzed in the city’s water plan, the maximum daily demand was approximately 58 percent of the firm capacity of 2.2 million gallons a day.

Emergency procedures include:

1. Obtaining water from alternate sources. The city does have intercommunity agreements with the city of Cottage Grove with the capacity of .5 MGD. The city must contact the city of Cottage Grove before using this interconnect.
2. Combining surface water and groundwater. The fire department is equipped to use surface water for firefighting. However, treating surface water to meet water quality standards is prohibitively expensive.
3. Demand reduction. Demand reduction measures focus on residents and involve a lawn sprinkling ban and requests for voluntary reductions. Ordinance 469 (adopted 1982) provides for an odd/even lawn watering procedure. The city currently has no other policies or procedures to reduce water demand during an emergency.

### **Stormwater and Surface Water Management**

The city has a system of storm sewers, depicted on **Figure 26**. The system has three at-grade outlets shown in **Figure 26** outletting to the Mississippi River:

- A 42-inch outlet in the marina.
- A 30 inch outlet at the end of Tenth Avenue.
- A 36-inch outlet at the end of Pullman Avenue.

The city has prepared a Storm Water Pollution Prevention Program (SWPPP) and a Surface Water Management Plan (SWMP) to address its storm water/surface water concerns. The SWPPP is reviewed and updated annually. As part of this program the city has a number of Best Management Practices (BMP) that it has laid out. There is a large Public Education component to these BMPs. Copies of the SWMP and the SWPPP can be found at City Hall.

Water collected by storm sewers is vulnerable to pollution. There are two sources of water pollution — “point” and “non-point.” Point sources are those that have a specific location, such as an industrial facility that creates polluted water as part of its manufacturing processes. Non-point sources are those that do not originate from a specific location. They are the result of human activities and urbanization. Some examples of non-point sources of pollution are motor oil spots on a parking lot, salt and sand used on roads during the winter, construction waste, lawn fertilizer, pet and wild animal wastes and grass clippings. The pollutants are carried into lakes and streams by water, such as rain or lawn watering. Runoff from rain, lawn watering, snow etc. carrying these pollutants routes to hard surfaces and streets which is then collected by the storm sewer system. Pollutants also seep into the soil through infiltration, potentially affecting the ground water table located below ground surface.

Minnesota statutes require communities to adopt plans to control water pollution from non-point sources. There is a three-step process for preparing a surface water management plan that involves several government agencies, as follows:

1. The metropolitan area is divided into three primary watersheds — the Mississippi, the Minnesota and the St. Croix rivers. Each primary watershed is divided into watershed management organizations (WMO). The WMO must prepare a watershed plan for its area of the primary watershed.
2. The watershed plan is submitted to the state Board of Water and Soil Resources (BWSR) for review and approval.
3. The community prepares its surface water management plan to conform to the approved watershed plan and submits it to the Metropolitan Council and to the WMO for approval.

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FIGURE 26

**Figure 26: Storm Sewer System**



St. Paul Park historically has been part of the East Mississippi Watershed Management Organization. The watershed management organization ceased active operations in 1997. The city is currently part of the South Washington Watershed District (SWWD). The SWWD has their WMO SWMP plan approved as of 2007. The City of St. Paul Park is in the process of updating its community SWMP to conform to the SWWD plan and the Met Council Water Resources Management Policy Plan. The community SWMP will be approved and adopted by September 2009 per SWWD plan guidelines.

### **Public Schools**

St. Paul Park is part of Independent School District #833, which also includes the communities of Woodbury, Cottage Grove, Newport and Grey Cloud Island. Two of the district's schools are located in St. Paul Park, including Pullman Elementary School, on Pullman Avenue at Marshall Avenue, and Oltman Junior High School, on Third Street at Eleventh Avenue. Pullman Elementary School has a capacity of 490-580 students, while Oltman Junior High School has a capacity of 850 students. St. Paul Park enrollment at the district's schools during the 2007-08 school year included 879 school-age children living in St. Paul Park, including 442 elementary, 203 junior high and 234 high school students. Also, there are 273 children between the ages of newborn to five years living in the city.

### **Libraries**

The city does not provide library services. Library services are provided by the Washington County Library, which has branches in Cottage Grove and Newport.

### **Rubbish Collection**

St. Paul Park has no municipal rubbish collection service. Residents and businesses contract with private firms for the collection of rubbish.

## **Public Facilities and Services Issues**

The capacity of regional systems, particularly sewers and transportation, is a key element in shaping a community's growth. One goal of the Metropolitan Council's Regional growth strategy is planning future residential development so that regional systems are used efficiently. In practical terms, this means new housing will be developed in communities where there are existing sewers and highways prior to the development of housing in areas where urban-scale sewers and highways do not exist.

The capacity of a city's public facilities, and whether additional facilities will be needed, are connected to the forecasts of growth (described in *The People of St. Paul Park*) and future land uses (see **Figure 9** in *The Plan for Land Use*). Issues discussed in this chapter outline potential changes in the city's public facilities when growth forecasts are realized.

## Sanitary Sewers

The Metropolitan Council’s forecasts, in part, reflect the capacity of the region’s wastewater treatment plants. The Council’s forecasts, discussed in *The People of St. Paul Park*, will permit wastewater flows in St. Paul Park that are described in **Table 27**.

**Table 27**  
**City of St. Paul Park**  
**Sewer Usage Based on Metropolitan Council Forecasts, 2010-2030**

	2010		2020		2030	
Sewered Population		5,000		4,950		4,900
Sewered Households		1,900		2,000		2,100
Sewered Employment		1,350		1,400		1,430
	<b>low</b>	<b>high</b>	<b>low</b>	<b>high</b>	<b>low</b>	<b>high</b>
<b>Millions Gallons/Year</b>	<b>156</b>	<b>171</b>	<b>164</b>	<b>180</b>	<b>172</b>	<b>188</b>

Source: Metropolitan Council

The city’s forecasts will result in wastewater flows described in **Table 28**. The city’s forecasts in five-year increments are described in **Table 6** and **Table 8** (in *The People of St. Paul Park*). They reflect the development of multiple-family dwellings in the southwest area, as well as development of light industrial uses west of the railroad tracks and commercial uses near the new highway interchange. (Future land uses are depicted on **Figure 9**.)

Proposed development will be connected to the existing sanitary sewer system and will not involve expansion of the system. Additional wastewater flows will flow through the one connection point in St. Paul Park and will be handled by Interceptor #7102-2 (see **Figure 23**). Therefore, a Tier II sanitary sewer system plan is not required.

**Table 28**  
**City of St. Paul Park**  
**Sewer Usage Based on City Forecasts, 2010-2030**

	2010		2015		2020		2025		2030	
Sewered Population		5,187		5,189		5,191		5,192		5,193
Sewered Households		1,842		1,887		1,980		2,030		2,077
Sewered Employment		1,250		1,325		1,400		1,450		1,500
	<b>low</b>	<b>high</b>								
<b>Millions Gallons/Year</b>	<b>162</b>	<b>178</b>	<b>167</b>	<b>183</b>	<b>172</b>	<b>188</b>	<b>177</b>	<b>193</b>	<b>182</b>	<b>198</b>

Source: McCombs Frank Roos Associates Inc.

The projected wastewater flows in **Table 28** are based on the following assumptions:

- In 2010, flows will average 90 gallons per day, per person.
- In 2020, flows will average 95 gallons per day, per person.
- In 2030, flows will average 100 gallons per day, per person.

The wastewater flows described in **Table 28** are within the design capacity of Interceptor #7102-2, which was designed to handle wastewater flows of 1.8 million gallons each day. This capacity is approximately three times the wastewater flows based on the city's 2020 forecast.

On-Site Sewage Treatment: The Minnesota Pollution Control Agency (MPCA) has established regulations, in Minnesota Rules Chapter 7080, for the construction and management of on-site systems. :

Washington County, in cooperation with the Metropolitan Council, has established a program to monitor septic tanks in communities throughout the county. Under the program, the county will perform the following tasks:

- Notification to property owners, informing them that septic tanks have to be pumped and that verification is required once they are pumped.
- Monitoring individual septic tanks to assure they are inspected and maintained every three years.
- Assuring that failing systems are repaired or replaced.

## **Water Supply**

The city's approved water supply plan projected water use demand based on the Metropolitan Council's population projections. This included 1,831 connections in 2014, serving a population of 8468, with an annual total water use of 309 millions of gallons a year.

The city's forecasts project a population of 5,193 in 2020 (see **Table 6** in *The People of St. Paul Park*). Any further changes to the facilities will be looked at once the proposed development in the SW part of the City is approved

## **Stormwater and Surface Water Management**

The city prepared a Storm Water Pollution Prevention Program (SWPPP) in 2006 and is valid until 2011.

The SWPPP was prepared to fulfill the requirements set forth for coverage under the National Pollution Discharge Elimination System (NPDES) Phase II Permit. The NPDES program is a national program that was developed originally through the Clean Water Act. The permit requirement language was originally constructed by the United States Environmental Protection Agency (EPA).

The intent of the NPDES Phase II Program is for municipalities to reduce the amount of storm water runoff, both in the form of water quality and rate control. The program implements the use of Minimum control measures (MCM's). These MCM's must have attainable goals for each best management practice (BMP). BMP's are defined by the MPCA as "schedules of activities, prohibition of practices to prevent or reduce the pollution of waters of the state". These BMP's must be listed in the SWPPP with yearly reports describing compliance to each BMP listed.

The city has prepared a Surface Water Management Plan conforming to Community Surface Water Plan requirements as defined by MN Statutes 103B and Metropolitan Area Local Water Management as defined by Minnesota Rules Chapter 8410 in 2004.

The city of St. Paul Park has prepared the SWMP to provide the city and its residents with direction concerning the administration and implementation of surface water management activities within the community. The SWMP inventories city land and water resources and presents water management policies and goals, which address surface water-related problems and concerns about future development activities. The SWMP also presents the information needed to comply with the requirements of the federal, state and regional regulatory agencies involved in surface water management.

### **Street Lights**

The city owns the street lights and contracts with Xcel Energy for the installation and maintenance.

### **Compost**

The city operates a compost facility located on 1<sup>st</sup> Street south of 13<sup>th</sup> Avenue for residents of St. Paul Park from early-April to early-November depending on weather.

### **Recycling**

The city sponsors a yearly appliance collection day at the City Hall parking lot for residents at a reduced price to general disposal. In addition, the citizens of St. Paul Park have the option of household recycling services from two companies.

### **Public Telecommunications/Cable Access**

The city is served by the South Washington County Telecommunications Commission who's mission is to govern and facilitate, in the public interest, telecommunications in south Washington County. The City Council and Planning Commission meetings are televised, as well as a monthly public safety update.

# Public Facilities and Services Goals, Policies and Action Steps

## Goals

The goals for public facilities and services of St. Paul Park are:

1. Facilities — sewer, water and stormwater collection — to serve existing uses and new development.
2. Existing and new public facilities constructed and operated so that the health, safety and welfare of the residents are protected.
3. Facilities consistent with the Metropolitan Council's *2030 Regional Development Framework* and the regional systems plans.

## Policies and Action Steps

To provide public facilities and services, St. Paul Park will:

1. Prohibit the installation of new on-site sewer systems.
2. Encourage property owners with existing on-site sewer systems to connect to the sanitary sewer system.
3. Adopt Minnesota Pollution Control Agency provisions 7080.0020 and 7080.0060 to 7080.0176. Continue to work with Washington County to provide for the inspection and maintenance of existing on-site systems.
4. Encourage new development that is consistent with the capacity of the sanitary sewer and water main systems.
5. Continue the program to minimize infiltration and inflow.
6. Continue existing enforcement of the ordinance prohibiting the connection of sump pumps to the sanitary sewer system.

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### **III. Implementing the Comprehensive Plan**

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## City of St. Paul Park Implementation Program

The Metropolitan Land Planning Act requires that each community include an implementation program in its comprehensive plan that addresses the following issues:

1. Revisions to local ordinances, consistent with the comprehensive plan, and a schedule for approval of revisions.
2. A capital improvement program (CIP) for transportation, sewers, park facilities and water supply.
3. A housing program. (Included in *The People of St. Paul Park* section.)

In addition, implementing a comprehensive plan involves a range of strategies and a schedule so that programs and projects are started and completed.

### Revisions to Local Ordinances

Relevant City zoning is attached in **Appendix D**. All official controls will be reviewed and updated within nine months of City approval of the Comprehensive Plan Update which is pending Metropolitan Council review and approval.

### Capital Improvement Program Schedule

	2009	2010	2011	2012	2013	2014
<b>Transportation (1)</b>		65,000		70,000		75,000
<b>Transportation (2)</b>	2,000,000		2,200,000		2,500,000	
<b>Transportation (3)</b>	500,000	500,000	500,000	500,000	500,000	500,000
<b>Sanitary Sewers (1)</b>	2,000	2,000	2,000	2,000	2,000	2,000
<b>Sanitary Sewers (2)</b>	150,000		150,000		150,000	
<b>Sanitary Sewers (3)</b>	200,000	200,000	200,000	200,000	200,000	200,000
<b>Water System (2)</b>	150,000		150,000		150,000	
<b>Water System (3)</b>	200,000	200,000	200,000	200,000	200,000	200,000
<b>Storm Sewer (1)</b>	10,000	10,000	10,000	10,000	10,000	10,000
<b>Storm Sewer (2)</b>	150,000		150,000		150,000	
<b>Storm Sewer (3)</b>	120,000	120,000	120,000	120,000	120,000	120,000
<b>Total</b>						

Notes:

(1) Annual expenditures for repair maintenance and augmentation of existing street storm drainage systems. Funded by property tax & MSA funds (includes seal coating & I/I activities).

(2) Reconstruction of existing infrastructure systems, funded by utility fees, property taxes and MSA funds.

(3) Construction of new infrastructure to sewer 25-30 new homes per year. Funded by developers.

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FIGURE 27

**Figure 27: Zoning Changes to Achieve Consistency with the Comprehensive Plan**



## **IV. Appendices**



***Appendix A: Livable Communities Action Plan***

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***Appendix B: Rivers Edge Transportation Study***

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*Appendix C: Existing Zoning Map (10-22-09)*

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***Appendix D: Relevant Zoning Codes (10-22-09)***

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