

## DISTRICT 1 COMMUNITY COUNCIL 2002 PLAN

### INTRODUCTION

#### The Planning Process

In 1975, St. Paul adopted the concept of general district planning as a form of "grass-roots" planning. Through the district planning process, neighborhood residents and business people identify neighborhood-based concerns and outline recommendations for acting on these concerns. The process not only helps neighborhoods focus on physical, social, and economic issues affecting them, but also allows the city to get away from the "top-down" approach of planning for people.

District 1, bounded by Minnehaha Avenue on the north, McKnight Road on the east, city limits to the south, and Birmingham/Etna/Hwy 61 to Warner Road to the Mississippi River on the west, is one of seventeen designated citizen participation districts in St. Paul. (See Figure A). In 1977, the District 1 Community Council was formally recognized by the City as the representative community organization for the District.

Late in 1978, District I residents and City Planning staff began organizing for the general district planning process. That original District 1 Plan was adopted in 1980, and updated in 1985.

Several small area plans have also been created in the district. In 1989, work began on a small area plan for the Highwood area [Highwood Development Policies and Regulations for Implementation, 1995]. The Highwood Plan covers the issues of zoning, lot sizes, storm water runoff, septic systems, wells, and bluff lines in the Mississippi River Corridor. Its purpose it

to preserve the fragile bluff land by managing development in the area south of Highwood Avenue.

#### Figure A

Another small area plan was begun in 1990 to address the concerns of the portions of the Conway and Eastview neighborhoods bounded by I-94, East 5<sup>th</sup> St., White Bear Ave. and Ruth St. which was adopted in 1991 [White Bear Avenue Ruth Street SAP, 1991].

In 1999 the district participated in a small area plan for White Bear Avenue which was adopted in 2001 [White Bear Avenue SAP, 2001]. This update of the District Plan was started in 2001. As with its predecessors, it is to be used in the following ways:

1. To identify common concerns and objectives of the District 1 Community;
2. To provide guidelines for District 1 Community Council action over the next 3-5 years;
3. To clarify district concerns for city operating departments and other governmental agencies and strengthen communication between the City and District 1;
4. To define district priorities for public and private development and programs;
5. To communicate the concerns and objectives of the District 1 Community to people in neighboring Districts and Maplewood.

### **Community Participation**

There have been two District 1 Plans to date--one approved by the City Council in 1980, and the most recent one approved by the City Council in 1985. In early 2001, a committee of the district council, District 1 staff, and St. Paul planning staff formed to begin updating the old plan and rewriting a new one. The group decided to hold a series of community forums throughout the rest of 2001 to gather input and feedback from residents and the business community of District 1. In between forums, the committee met, usually once per month, to discuss the feedback and how to incorporate it into the plan. Articles also appeared in the District 1 News on a regular basis to inform residents of the

process and to encourage participation in the planning.

While the format of this plan somewhat follows the old plan, much of what is written here is new information, mainly due to the long length of time between plans. New recommendations have arisen in the past 17 years that reflect the changing face of District 1. This new document is the result of that process.

### **The District**

#### **History**

American Indians were the District's first explorers and settlers. The "Hopewell" Indians may have settled in the region as early as 600 A.D. Two Siouxan speaking tribes, the Iowa and the Oto, came from Iowa in the late 1600s. The Santee Dakotas (Sioux) inhabited the area between 1700 and 1720. Indian settlements on the west and east banks of the Mississippi River included the Dakota camp Kaposia in the southwest corner of Pig's Eye.

In 1680, Frenchman Father Louis Hennepin became the area's first European explorer. He was followed by Frenchman Charles Le Sueur in the 1680s, Englishman Jonathon Carver in 1766, and American Zebulon Pike in 1805.

During a 1767 scouting of the bluff line in present-day Dayton's Bluff, Jonathon Carver discovered a massive cave of "amazing depth". Not only was the cave covered with hieroglyphics, but it also contained a lake. The Dakota called the cave "Wakonteebe", which means dwelling place of the Great Spirit. Unfortunately, railroad construction in 1869 destroyed most of the cave. A stone marker at Mounds Boulevard and Plum Street remains to testify to this

magnificent structure.

With the influx of white settlers in the early 1800s, the Indians began to lose control of their land. The Treaties of 1837 and 1847 with the Ojibwe, and 1851 (Traverse des Sioux) with the Dakota drove both nations out of the region.

In the late 1830s, District 1's first European settlement was established at Grand Marais (Point Le Claire), near the present day Metropolitan Waste Treatment Plant in Pig's Eye. Fifteen French Canadian voyageurs and their families built a thriving fur trading community, including log cabins, farms, and a sawmill. In 1844, Pierre Parrant settled near the community. Parrant, a notorious whiskey dealer, had an abnormally large eye, and so, was nicknamed Pig's Eye. Even though his stay was brief, his nickname remained with the Grand Marais settlement thereafter. In April of 1858, the residents of District 1, eastern Dayton's Bluff, and Southern Maplewood incorporated into the town of McLean. This town was named after Nathaniel McLean, a one-time printer, Ohio legislator, army major, veteran of the War of 1812, Sioux Indian Agent, and Ramsey County Commissioner. Three annexations by the City of Saint Paul (in 1872, 1885, and 1887) absorbed McLean. Between 1880 and 1945, dairy and garden farmers made up a major portion of the population. Due to good transportation lines along East Seventh Street (the Seventh Street streetcar line) and along Point Douglas Road (several railroad tracks), heavy development in the District's northern portion and along Point Douglas Road began much earlier than in the rest of the District. The end of World War II brought change to District 1's overall rural character. Single-family homes, schools, parks and playgrounds replaced farms and rolling open space.

The Eastview and Conway neighborhoods grew rapidly during the 1950s and 1960s. Battle Creek developed in the 1960s and 1970s. Highwood grew during the 1970s through the 1990s, and still contains some undeveloped areas.

Commercial and industrial development spread as well, spurred on in part by the establishment of the 3M Center in 1956. Three shopping areas were built—Sun Ray (1957) at Old Hudson and McKnight, Suburban Avenue (1970's) south of I-94, and Shamrock Plaza (1976) at Lower Afton and McKnight. The Port Authority, created in 1949, supervised the development of two major industrial areas: Red Rock in southeast Pig's Eye and Barge Terminal #1 in north Pig's Eye.

### **District 1 Council Organization**

District 1 is one of 17 District Councils which have been formally recognized by the St. Paul City Council. The purpose of the District Council is represent the needs and goals of the community to the City Council and other units of government. It is concerned with issues which include housing, streets, utilities, residential, industrial and business development, land use, parks conservation, recreation, taxation, fire and police protection. The District Council uses this General District Plan, written by members of the community, to guide its decision making and planning decisions.

The District 1 Council is comprised of 16 members who must either be a resident of District 1 or a designated representative of a business located in District 1.

The District 1 News is the community newspaper published by the District 1 Community Council. Its purpose is to

develop neighborhood pride and provide an awareness of local concerns for the Eastview, Conway, Battle Creek, and Highwood neighborhoods.

Recommendations:

1. The City of St. Paul should continue to fund and work closely with the District 1 Community Council to enable its residents and business persons to be informed and involved in the City's decision making process. The Early Notification System is an important part of this communication process.
2. The District 1 Community Council should continue to publish the District 1 News monthly or as often as is monetarily feasible.
3. The District 1 Community Council and its staff should work with neighborhood businesses to help them recognize the value of the neighborhood press in sustaining a viable neighborhood with informed residents. The businesses will be encouraged to support the existence of the District 1 News through news releases, donations, and advertising.
4. Prior to elections, on a space available basis, the District 1 News will ask local candidates to respond to questions of community interest.
5. The District 1 Council will use the District 1 News to recognize the work of volunteers for various community organizations and groups and will aid these organizations in recruiting new volunteers.
6. The District Council will support nonpartisan groups in their efforts to inform people about public processes and decisions.

**Information**

District 1 is located in the southeast corner of St. Paul. Four "neighborhoods" (Eastview, Conway, Battle Creek, and Highwood) make up the residential area of the district. Pig's Eye, the large tract of land between Highway 61 and the river, supports industrial activity, railroads, the Metropolitan Waste Treatment Plant, as well as more than 1,000 acres of lakes and open land.

The 2000 U. S. census reported a population of 20,218 for the district. That is up by 6.4% from 18,995 in 1990 (and 19,129 in 1980). By age, the largest increase was school-age children, up 16%, while the elderly (65+) decreased by 3%. The number of housing units has increased by 245 to 7,957 since 1990. 43% of these were rental units, of which less than 2% were vacant.

The median household income in the district was \$39,749 in the 2000 census, up from \$31,334 in 1990 and \$23,753 in 1980. For the city of St. Paul, the 2000 median income was \$38,774. Those district residents living in households with income below the poverty level rose, to 12% from 7.5% in 1990 and 5.6% in 1980. For the city, 15.6% live below the poverty level. Of those district residents younger than 18 years, 21.5% live in households below the poverty level (up from 12.2% in 1990). Thus the district is relatively better off than the city as a whole, but for our large increase in school age children, relatively more of them live in poverty

The largest change in the district (and the city) during the decade was the increase in racial diversity. The white population decreased from 90% to 68%, while the black population tripled to 13%, the Asian population quadrupled to 9%, and the Hispanic population

doubled to 6%. For every 20 public school children, 7 are white, 6 are black, 5 are Asian, and 2 are Hispanic. Part of this change may reflect the new way in which race is reported, giving people the option of choosing multiple ethnicities. And English is not the primary language spoken at home for 42% of these children [Wilder Research Center Findings, July, 2002].

## Land Use

Goals/Objectives: 1.) To work with the City in making decisions regarding land development and zoning; 2.) To evaluate development projects in the District and work toward:

- (a) Assuring that the development does not adversely affect the welfare and safety of the school, neighborhood, and shopping populations due to increased traffic;
- (b) Assuring that the necessary and required ponding and water run-off control are included in the development;
- (c) Assuring an aesthetic development;
- (d) Assuring that adequate parking (and adequate recreational space if a multi-family development) be provided.

District I covers 6,295 acres. Of this, about half lies west of Highway 61, and is either industrial use or vacant land. The major land use is parks, recreation, and open space, which comprises 35% of the District's total land area and is dominated by the Pig's Eye Lake and Battle Creek Park areas. Residential land uses account for 31%, primarily single-family zoning. Industrial uses account for 26% (west of Hwy 61), and commercial uses comprise only 3%, primarily clustered along Interstate 94.

Since the last revision of the District 1 Plan, several land use concerns have been addressed, many through the mechanism of small area plans. The White Bear - Ruth Street Plan (1991) concerns the area between those streets north of I-94 comprising predominantly apartment buildings.

Most of the recommendations concerning land use have been accomplished. Another area plan, the Highwood Plan (1991) concerns the area of the district south of Lower Afton and east of Hwy 61. Again, most of the land use recommendations have been accomplished.

A third plan, the White Bear Avenue plan (2001), includes that part of the district along White Bear Avenue north of I-94, and should improve traffic and safety but is still in the implementation stage. The District 1 Council still supports those recommendations from these plans which are still pending.

The 2000 census confirms that the composition of the district has changed considerably, and is growing more diverse. These changes have and will continue to modify the needs of the community, and the land use plan should reflect these needs. The District Council will be active in evaluating land use, with the following general recommendations.

### Recommendation:

1. Rezoning requests and larger development projects should be reviewed by the District 1 Community Council prior to Planning Commission and City Council public hearings. The Early Notification System and early review of site plans have kept the District well informed about land use plans and issues, and should be continued.

## HOUSING

Goals/Objectives: The District 1 Council:

1.) generally supports the appropriate development of vacant lots using a variety of owner-occupied housing types, especially for seniors.

Between 1990 and 2000, the number of total housing units in District 1 increased by 254 to 7, 957 units. Rental housing accounted for 3,421 (43%) of the units, an increase of 50 since 1990.

District 1's housing concerns are both specific to the area as well as similar to other neighborhoods in St. Paul. Much of District 1 has been developed, and there is a great variety of homes, however there are some undeveloped lots that also need consideration.

The aging housing stock could pose problems in the next 10 - 15 years. The tract-style homes built in the late 1960's and '70's in particular show signs of deterioration in addition to homes of different ages that have not been maintained well.

District 1 saw the largest increase in ethnic population in the 1990's than any other district in St. Paul. (See Chart). Integration has been wide-spread, with most neighborhoods within the district seeing similar increases. The community council has heard from the newer Somali population their intent to start buying homes in the next few years.

For larger parcels, the community council also supports new opportunities for seniors--assisted living/communal living arrangements and one-level condominiums. The 2000 census shows a decrease in the number of seniors over age 65 in the City, likely due to a lack of appropriate and desirable housing.

### Recommendations:

#### Existing Housing:

1. The District Council will publicize any financing and loans available from the City for residents whose homes need improvements.

2. The District Council will publicize homeowner education that may be offered by housing agencies in the area where possible, i.e. how to buy a home, what is expected from home ownership, maintenance issues, etc; and will maintain a list of sources for that information.

#### New Housing

3. The District Council will support diversity in housing types, especially on larger parcels of available land. Specifically, condominiums, townhouses, and single family homes mixed together in one area are preferable, but shall be decided on a case-by-case basis. The council, however, is generally opposed to any new strictly rental apartment buildings in the District. This policy supports the city's need for more housing as well as supports the "Traditional Neighborhood Design" and "New Urbanism" movements for housing development adopted by the city. The descriptions of those movements are found in The Saint Paul Comprehensive Plan, adopted by the City Council on March 24, 1999.

4. For smaller undeveloped parcels, the District Council will support only those developments that are sensitive to the type of lot available. The Highwood Plan must be followed when development occurs in the area south of Highwood Ave.

5. District 1 Council supports the development of more senior housing options within the District.

6. The District Council will ask the City Council to encourage potential developers to meet with District 1 to discuss proposals for new housing construction (even if no formal public hearing is required). The District Council will continue to set up such meetings to

bring together potential developers and affected residents.

### Zoning Concerns

Goals/Objectives: Especially high among the concerns of the district council are areas of potential new development, any development in the Highwood area, and single-family zoning changes.

There are several locations in the district where the potential land use is a concern. These are as follows:

### Recommendations:

1. The District 1 Community Council recommends that the R-3 zoning be maintained on the large site (4.9 acres) on Fremont between White Bear and Hazel that is currently zoned R-3 (single-family residential). Access to the site is somewhat limited. The Council may also approve use for the site as open space or for senior housing, such as condos, townhouses, single-level, or assisted living housing, which could require rezoning to a higher density residential zone.

2. The District 1 Council will consider individual rezoning requests for property along Highway 61 (vacated Ogden Avenue to city limits) on a case-by-case basis. However, in general, the District Council will oppose rezoning

residential land for commercial uses. In particular, rezoning for commercial uses on Point Douglas Road north of Carver Avenue will be strongly discouraged.

3. There are a number of vacant, residentially-zoned parcels remaining in District 1. Nearly all are zoned for single-family development, and many have unusual topography or other natural features that will require careful and sensitive development. The District Council supports the ultimate development of single-family housing on these parcels and will work toward assuring that development occurs in an environmentally sensitive manner.

4. There are various vacant parcels in South Highwood, especially south of Carver, currently zoned R-LL, which will potentially (as of this writing) have sewer service. Rezoning to R-1 may be appropriate for some of these parcels.

## **ECONOMIC DEVELOPMENT**

### **Industrial Development**

Goals/Objectives: 1.) In general, industry in District 1 should not be expanded; however, existing industries should be supported. 2.) Preserve and protect the fragile ecosystem of Pig's Eye Lake area, 3.) Continue to encourage better quality emissions and pollutants by industries in the area.

The industrial areas of District 1 include the area along Childs Road/Southport, the Red Rock area, and the Pig's Eye Dump (currently under remediation). These areas are primarily along the Mississippi River.

Future development in Pig's Eye will be guided by the St. Paul Mississippi River Corridor Plan. This plan was adopted by the St. Paul City Council on January 9,

2002, and covers the legal guidelines governing this area. The summary of recommendations for the River Corridor Plan are recreated in Attachment A.

Pig's Eye Lake is an open space area with industrial activities around the perimeter. The lake area provides nesting, breeding, and feeding grounds for several wildlife species, notably herons and egrets.

In addition, the area was designated as "Pig's Eye Greenway", for the purpose of study by the DNR. The area also has been designated a "scientific and natural area" by the DNR for purposes of preserving, protecting, and researching bird colonies. The "Greenway", part of which is in District 1, is an open space corridor connection for the establishment and protection of native plants and small animals. The Port Authority has also been improving the environment along the Mississippi by working with various agencies to add native plantings.

Holman Field, St. Paul's Municipal Airport, is located adjacent to the Pig's Eye area to the west of District 1. The impact of airport noise on District 1 residents has been a continuing source of concern for the District Council, and District 1 recommends continued monitoring of any future expansion.

The Red Rock area of the River was an area of concern in previous District 1 plans. There are no longer any large (10+ acres) parcels available for development, and there are no immediate plans for re-development

#### Recommendations:

1. The District Council supports St. Paul's plan to develop the area formerly known as Pig's Eye Regional Park as a managed preserve. It should be

maintained in its current use as a natural preserve to protect the heron and egret rookeries near the peninsula.

2. For any industrial development that occurs in the Pig's Eye area (Red Rock and Fish Hatchery), the District Council will monitor the development to insure that the activity is landscaped and/or visually screened from the proposed Pig's Eye Regional Park.

3. District 1 urges the Pollution Control Agency, and any other regulatory agency responsible for air, noise, or water quality, to monitor and vigorously enforce environmental quality standards in the Pig's Eye area.

4. District 1 opposes the extension of Red Rock Road north and/or east.

5. The Council supports the actions of the Port Authority to continue making improvements to the environment of the Mississippi River.

6. The District Council requests continued representation on any committees or boards associated with Holman Field, particularly where expansion is concerned.

#### **Commercial Development**

Goals/objectives: 1) To maintain the vitality of the business districts/commercial areas of District 1; and 2) To develop a business association for District 1.

The commercial areas of District 1 are as follows: 1) Suburban Avenue ("Scenic Hills"): the commercial area on both sides of Suburban Avenue between Kennard Street and Ruth Street. This area is characterized by some "big box" retail, mixed with freestanding retail outlets and small strip centers containing two to four

businesses. Businesses in this area tend to be franchise or chain outlets, but also include some medical and general office space.

2) Old Hudson Road/ Sun Ray: the commercial area on both sides of Old Hudson Road between White Bear Avenue and McKnight Rd. This includes Sun Ray Shopping Mall at the eastern end, and freestanding restaurants, gas stations, convenience retail and hotels towards the western end.

3) Lower Afton and McKnight (Shamrock Plaza). This is a small commercial node anchored by two gas stations and a small strip retail center.

4) Pt. Douglas Road and Carver Avenue. This area consists of an auto dealership and a plumbing supply company.

The District 1 Community Council will continue to apply for STAR grants and other available money to improve the appearance and maintain the vitality of the commercial areas. Business owners will be encouraged to beautify and maintain their property to its highest potential. Several properties have had frequent changes of tenants or long-term vacancies. Major improvements to the streetscape as well as to older properties will generate growth and provide a more stable economic picture for District 1.

In late December 2002, a one-year moratorium was enacted for the purpose of prohibiting developments which may be inconsistent with comprehensive plan development and zoning code objectives for the Sunray and Suburban area. This moratorium will be in effect until January 2004, and it mandates that a planning study, possibly leading to a change in zoning designations, be conducted during 2003.

Prior to passage of the moratorium the District Council was in the process of

developing a more detailed plan for the beautification and improvement of the Suburban Avenue and Old Hudson Road commercial areas. Ideas under consideration were:

- pedestrian improvements (improved and widened sidewalks, improved walkways to and along the pond south of Suburban Avenue, striped pedestrian crossings);
- streetscape improvements (street lights, planters);
- sign regulations to improve the appearance and consistency of signs;
- innovative storm water management to reduce the quantity and improve the quality of stormwater runoff in areas of large impervious surfaces;
- improvements along the I-94 right of way, including cleaning up litter, wildflower plantings, fence maintenance, and bridge improvements;
- improving the “gateway” appearance to the City;
- regulation of permitted commercial uses as adopted in the White Bear Avenue Overlay District;
- building and landscaping regulations, as adopted in the White Bear Avenue Overlay District or as currently being considered in the City’s “Traditional Neighborhood” zoning study.

The district council will participate in the planning study required by the Moratorium to develop these ideas further.

Also, developing a business association in District 1 will help in the long term economic viability of District 1. This has

been the case in several areas of St. Paul with thriving business associations.

Recommendations:

1. Representatives of the District Council will participate in creating a Small Area Plan as mandated by the passage of the Sun Ray moratorium in December 2002. District Council representative will bring to the planning study the ideas considered for the same area in previous planning discussions (detailed above).
2. District 1 will pursue funding for and provide some limited assistance with the creations of a business association.
3. The District 1 Community Council recommends that the southeast corner of Pt. Douglas Road and Carver Avenue be zoned for small community- or neighborhood-oriented retail district to better serve the residents of that area.
4. The District 1 Council will encourage the continued investment in revitalizing the commercial area of McKnight Road and lower Afton Road.

**COMMUNITY DEVELOPMENT**

Health

Goals/objectives: To maintain or strengthen current level of services provided in District 1 as well as encourage growth where needed.

Currently there are a number of medical and dental clinics in the District, along with a veterinary clinic. While there is only one organization that provides direct social services to clients in the District, a number of social service agencies and organizations outside the District do provide a broad range of services.

Recommendations:

1. Community organizer will maintain a list of social services within District 1 that will be available for residents and may be published in the District 1 News periodically;
2. The District 1 Community Council supports the continued maintenance of a paramedic unit at Fire Station #24 (White Bear Avenue and Burns); and
3. The District 1 Community Council will continue to support the Living at Home/ Block Nurse Program and recognize that program's creation out of the District 1 Council.

## **Education**

Goals/Objectives: 1.) District 1 Council will continue to maintain a relationship with school district to help inform the residents of any major changes; and 2.) District 1 will encourage the establishment of after-school programs for students in need.

District 1 has nine schools located within the area (see Figure B):

### Public:

Battle Creek Environmental  
Magnet Elementary  
Eastern Heights Elementary  
Highwood Hills Elementary  
Sheridan Elementary  
Battle Creek Middle School  
Totem Town (Ramsey County)  
Harding High School

### Private:

Eastern Heights Lutheran (1-4)  
St. Pascal's (K-8)

Totem Town, a residential treatment facility for delinquent boys run by Ramsey County, offers a day school program for its residents.

There has been a demonstrated need for after school tutoring in District 1, particularly for middle school and senior high students. This is also consistent with the "Leave No Child Behind" program, adopted by the federal government in 2001. More information can be found at [www.nochildleftbehind.gov](http://www.nochildleftbehind.gov).

### Recommendations:

1. District 1 will publish school information in the District 1 News on a continuing basis;
2. District 1 will encourage the establishment of an after school tutoring program;
3. The District 1 Council will

request that the School District adequately maintain school buildings and grounds on an ongoing basis;

4. The District 1 Council will support efforts by the School District to make school facilities more energy efficient and environmentally safe;
5. The District 1 Community Council supports the provision of programming and staffing in all District 1 schools that adequately meets the needs of the District's school-age children.

## **Figure B**

## Parks and Recreation

Goals/Objectives: 1.) Retain the current amount of land designated as park space or open space for public use; 2.) Provide adequate and appropriate hours of operation and programming at the four recreation centers located in District 1: Eastview, Conway, Battle Creek, and Highwood Hills (Figure C); 3.) Tie together the trails along the bluffs.

District 1 has more open space acreage than any other district in St. Paul—approximately 2,200 acres. The community council will work with the agencies maintaining the land to ensure the stewardship of the land. Additional land adjacent to the bluff as well as other vacant lots may be considered for open space or park space, particularly where they are adjacent to the bluff. Currently a neighborhood walking path runs along much of the bluff line in the Highwood area, but more undeveloped city and county land could be added to lengthen the path, especially where development would not be environmentally sound.

The District 1 Community Council has urged the City's Parks and Recreation Division to create programming that residents want and will use. The community council will encourage rec. centers to provide programming which is age appropriate for that center, whether for young or old. The District 1 Community Council will also provide a forum for the City, school district, and other public and private agencies to work together to provide efficient use of the centers.

The District Council also supports the continued use of the community garden at Totem Town.

## **Figure C**

### Recommendations:

The District 1 Council will:

1. Encourage Parks and Recreation to work with the community and the schools where appropriate to provide the programming that is most effective and most needed at those sites;
2. Facilitate the assessment of the recreation facilities throughout the District. This assessment will help Council members determine CIB project priorities, and could take the form of:
  - a.) obtaining up-to-date information on District 1 recreation facilities;
  - b.) requesting each recreation facility to submit statements of need;
  - c.) organizing a tour of proposed CIB projects for District 1 Council members during each CIB funding cycle;
  - d.) requesting the Parks and Recreation Department to share

findings from their surveys and statistics on District 1 recreation facilities.

## **Recycling**

Goals/Objectives: To encourage all residents of District 1 to recycle as much as possible.

Recycling of household waste materials such as newspapers, glass, and aluminum helps reduce the amount of waste that must be buried in landfills, and therefore helps reduce the need for additional landfills which can be a source of groundwater contamination. Depositing leaves and grass clippings at compost sites also reduces waste that must be buried in landfills.

### Recommendations:

1. District 1 supports curbside pickup of materials for recycling. The District Council will publicize recycling efforts and encourage all District 1 residents to become involved in recycling.
2. The District Council will continue to support the concept of and publicize Ramsey County's leaf composting site located on the County's Totem Town property.
3. The Council will provide a liaison to the Neighborhood Energy Consortium board of directors.

## **Library Services**

Goals/Objectives: To ensure access to the library system by all residents of District 1. The east side of St. Paul is currently

served by the Sun Ray Library, located in District 1. Sun Ray is one of four area libraries serving St. Paul in a system that also includes the central library, located downtown, and seven satellite libraries. The Sun Ray Library offers significant cultural and educational enrichment opportunities to District 1 residents, and should continue to be adequately maintained and staffed.

### Recommendation:

1. The District I Council urges the City to maintain flexible hours for library use so that the library is open during the hours that it gets the most use.

## **Public Safety**

### Crime Prevention

Goals/Objectives: To continue to address neighborhood issues and help residents to solve problems on a proactive basis.

The District Council employs a Crime Prevention Coordinator whose job it is to address the concerns about drugs, crime, and violence in the District. She also helps organize block clubs for the prevention of crime in neighborhoods.

District 1 has also sponsored the Battle Creek Police Storefront in the District for the past 7 years. It is staffed by a fulltime police officer, and all Eastside officers have access to the storefront at any time. The storefront's high usage is due in part to its convenient location on the Eastside. The storefront is staffed by

the crime prevention coordinator as well as numerous volunteers. It is an asset to the neighborhood and neighboring businesses completely fund its operating expenses. The St. Paul Police Department also uses the Standard Operating Procedures developed by the Battle Creek Police Storefront in the development of other storefronts in the City.

The St. Paul Police Department sends weekly crime reports to district council community organizers that include the number of crimes reported each week by grid (approximately a six square block area. There are 198 grids in St. Paul, 16 of which are all or are partially in District 1. The Police Department issues an Offense Summary Report annually and is available to residents on the City's website:

[www.ci.stpaul.mn.us/depts/police](http://www.ci.stpaul.mn.us/depts/police) , or by calling (651) 291-1111. The citywide rankings for District 1 grids show it to be a low crime area compared to the rest of the city. Only three grids, those located along the 1-94 commercial area, have slightly higher crime rates.

#### Recommendations:

1. The District Council and Police Department will work together if requested to organize crime prevention meetings on blocks and in apartment buildings where vandalism and burglaries are a problem.
2. The District Council will alert residents and businesses to crime prevention methods (timely reporting of incidents, neighborhood watch, block clubs, bike registration) through the District 1 News. The District Council will continue to distribute flyers in crime hot grid areas when financially possible.

3. The District Council will encourage Community Education to offer self-defense classes.

4. The District Council urges the Police Department to periodically update its employees on the location of streets and the address numbering system in District 1, particularly as new development occurs.

5. The City should actively enforce its ordinance requiring that clear house address numbers, readable from the street and/or alley, be placed at both the front and rear entrances of each house or structure. Periodic reminders of this will be published in the District 1 News. This will aid the Police and Fire Departments in quickly responding to emergency calls.

#### Fire Protection

Goals/Objectives: To ensure that all areas of District 1 have an adequate number of fire hydrants and an adequate water supply to the hydrants.

The Fire Department believes that they cannot provide adequate fire protection in the areas of Highwood that do not have fire hydrants. There are currently many areas of Highwood that do not have fire hydrants near enough to use given the length of hoses on the fire trucks.

#### Recommendations:

1. The District Council will work with the Fire Department and the community to prompt the installation of adequate fire hydrants.
2. The District Council will encourage the provision of fire prevention education by the Fire Department and the School District.

3. The District Council, through the District I News, will publicize the need for clearly visible house numbering to facilitate prompt responses from police, fire, and paramedics.

4. The District Council will encourage all households in the district to have operating smoke alarms.

### **Pet Control**

Goals/Objectives: To maintain the safety of all residents and domestic pets in District 1.

Uncontrolled pets are sometimes a problem in District 1 neighborhoods. The city ordinance on dogs running at-large says that owners cannot let their dogs run wild, and that owners are held responsible for the behavior of their pets.

#### Recommendation:

1. As a public service, the District 1 News will make pet owners aware of problems caused by pets and the existing City ordinance on dogs running at-large.

### **ENVIRONMENTAL PROTECTION AND MANAGEMENT**

Goals/Objectives: To protect and restore the fragile areas of District 1 along the Mississippi River.

District 1 is uniquely situated along and under the river bluffs of the Mississippi River. Because of its proximity to the river, and because of the fragility of the bluffs, several steps have been taken in recent years to minimize or reverse the environmental damage caused by decades of neglect

or ignorance.

### **Storm Water**

Goals/Objectives: District 1 is very susceptible to erosion from storm water runoff.

Therefore, the District 1 Council recommends that erosion in the area should be continued to be monitored by residents and city workers in the area, especially where new development in District 1 or in neighboring Maplewood occurs; and that steps are taken to minimize or eliminate erosion through the use of storm sewers, storm water ponding, and slope stabilization effort. This effort should be in conjunction with the Ramsey-Washington County Watershed District.

Parts of eastern St. Paul, Maplewood, White Bear Lake, Woodbury, Lake Elmo, Oakdale, and North St. Paul are in the Ramsey-Washington Metro Watershed District. This District was established in 1975 to coordinate storm water drainage in the watershed area and to provide management plans for erosion control. The natural drainage of the watershed channels water runoff into creeks, lakes and ponds. Most of the watershed is urban, and as development occurs the natural drainage system's ability to absorb and channel water runoff diminishes. District 1 is divided into four sub-watersheds; Beaver Lake, Battle Creek, Fish Creek-Mississippi Bluffs, and Pig's Eye.

#### Storm Water Ponding Areas

Storm water ponding sites are still important for controlling water runoff in several areas of District 1. Development here and in neighboring suburbs has converted more land to

built-up uses and storm water runoff has increased. The city has several ponding areas in the district, and they are considered adequate for current needs in conjunction with the completed storm sewer system. The largest site is at White Bear and Suburban, which is owned by Ramsey County.

#### Battle Creek and Fish Creek Erosion

The 1985 District 1 Plan cited erosion along Battle Creek as a major environmental and economic problem. Erosion was severe in many places. Since then, a \$6.9 million Battle Creek watershed project was completed which reconstructed the creek bed and developed a watershed management system to prevent future erosion. Development of picnic areas, bike trails, and walkways has also occurred. The District Council should continue to monitor the performance and maintenance of the Battle Creek system.

Fish Creek started to develop severe erosion problems such as had occurred at Battle Creek, and in 1999 a reconstruction and stabilization project was completed. The District Council should monitor the performance and maintenance of this system also.

#### Slope Stabilization and River Bluff Line

The slopes and bluffs in District 1 are part of the area's most scenic features. However, natural and man-induced forces have caused erosion. Ramsey Soil and Water Conservation District, Ramsey County Parks Department, and the City of St. Paul have, in the past, conserved steep slopes along Highway 61, especially south of Battle Creek Park. The Highwood Plan also addresses

the area south of the park. The ravine at the northeast end of Howard St. off Point Douglas Road appears to be stabilized due to improvements to Taylor Park at the top of the bluff. However, the delicate nature of the ravine could be disrupted if new development occurs in the area. Another area of erosion has appeared near Winthrop and Douglynn Lane in Highwood; the 2001 sewer project there may have worsened it.

#### River Bluff Line

As presented in the Mississippi River Corridor Plan, the City of St. Paul recognizes the fragility of the bluff and has planned to protect it along the river corridor. (See also Attachment A.)

#### Recommendations:

1. Continued remediation of Pig's Eye Dump.
2. Encourage the City and Ramsey County to acquire available land along the bluff for continuation of trails;
3. The District 1 Council will continue to have a representative on the board of the Ramsey-Washington County Metro Watershed District who will act as a liaison and advocate for the district.
4. The District 1 Council recommends that the Ramsey-Washington Metro Watershed District continue to monitor the Battle Creek and Fish Creek systems, and that Ramsey County periodically remove debris from the creek beds that contribute to erosion problems. Ramsey-Washington Metro Watershed District should notify the District 1 Council and area residents if it feels that additional preventative

actions are needed in the future. The District Council will then sponsor any hearings necessary to form an action plan.

5. District 1 supports the use of ponding to control surface runoff. City staff should be aware of the ponding sites identified by the Public Works Department as necessary for District 1's storm water management and work to protect those sites.

6. The District supports steep slope stabilization efforts and continued cooperation between Ramsey County Parks Department, Ramsey Soil and Water Conservation District, and the City on slope stabilization projects.

7. The District urges the City to closely monitor the status of the ravine in the Howard Street right-of-way in Taylor Park. Appropriate action should be taken if erosion begins to occur once again.

8. The District urges the City to closely monitor the status of the erosion at Winthrop and Douglynn Lane, and other sites in Highwood. Appropriate action should be taken if erosion begins.

9. The District urges the City to closely follow the ordinances governing development in the Highwood area, particularly regarding building close to steep slopes and/or the bluffline.

### Sewers

Goals/Objectives: The District 1 Council prefers that city-provided water and sewer service be made available to all residents of the District. There are still some areas in south Highwood where private wells and septic systems are in use and could possibly be converted in the future.

Most of District 1 has separated storm and sanitary sewer service. However some areas of the district, particularly south Highwood, have private septic systems as described in the Highwood Plan. Residents can petition (on a street by street basis) to have sewer and water service installed.

### Recommendation:

1. The District Council will support residents who petition for sewer (and water) service, within the guidelines of the Highwood Plan.

## **CIRCULATION**

### **Public Utilities**

Goals/Objectives: The District 1 Council will monitor which streets are in line for repaving to ensure that appropriate streets are being maintained properly. Also, the District 1 Council would like to see the I-94 corridor between McKnight Road and Hwy 61 overhauled. The goal is to create a more vibrant and thus more stable neighborhood as well as to create a welcoming gateway to the Capitol City.

"Public utilities" include streets, curbs, gutters, street lights, sidewalks, sanitary and storm sewers, water mains, and sewer and water connections.

### Streets

St. Paul's Street Repaving Plan is intended to be a guide for District Council decisions on biennial residential street paving requests. It gives the Council an idea of repaving priorities and the flexibility to judge changes in the amount of money available, individual street conditions,

neighborhood support, upcoming sewer work, and new building projects rather than imposing a year-by-year schedule. The Street Repaving Plan identifies specific streets that need repaving and outlines four phases -- or priorities -- in which to request repaving projects.

The current Repaving Plan lists the following areas in District 1, and approximate year.

<u>Year</u>	<u>Streets</u>
2003	Edgebrooke/Morningside (bounded by Upper Afton, McKnight, Lower Afton, Winthrop)
2005	White Bear/Burns (selected streets near White Bear south of Burns)
2008	Battle Creek/Upper Afton (selected streets south of Upper Afton)
2012	Londin/Burlington (Burlington, Totem to Totem)

Some streets in the district are designated as state or county roads. These streets are built to state-mandated specifications and are eligible for specially designated money for maintenance and repaving.

#### Recommendations:

1. The District 1 Council recommends that Londin Lane be repaved and improved with a sidewalk as soon as possible to serve the needs of the school and apartments.

2. The Hearing Committee will biennially review the Repaving Plan in light of changing street conditions, residents' support and nearby development. This procedure will allow the District Council the flexibility to consider year-to-year changes among a number of factors.

3. In requesting a specific paving

project, the District Council will also check the street lighting in the project area. If lighting is judged to be inadequate, the Council will request street lights in conjunction with the paving.

4. The District 1 Council recommends that the I-94 corridor between McKnight Road and Hwy 61 be overhauled, including fixing and upgrading the fencing along the freeway, and native plant landscaping along the route. The bridges should also be remodeled to the same standards as the I-94 overpasses in the Capitol Corridor in downtown St. Paul. This is considered the "Gateway" to St. Paul from the east. The District Council will seek possible funding sources, including MNDOT, the State Legislature, the federal government, Ramsey County, and the City of St. Paul.

5. When a street and sanitary sewer is constructed, the District 1 Council recommends that all undeveloped, buildable parcels be stubbed in for the sewer and assessed. This will eliminate the need for tearing up and patching the street when these parcels are developed at a later time.

#### Sidewalks

Goals/Objectives: To support residents who petition for sidewalk installation on their block.

There are a number of blocks with apartments, playgrounds and commercial uses that should have sidewalks to safely accommodate pedestrian traffic.

It is important to note that non-shoveling of sidewalks in the winter time creates problems for pedestrians. Sidewalks, including walkways out to

street intersections and overpasses, need to be routinely cleared of snow and ice to insure pedestrian safety and comfort.

#### Recommendations:

1. The District Council will work for pedestrian walkways in the form of sidewalks or striped walkways on the road surface (with necessary parking restrictions) in areas of congestion and high apartment concentration.
2. The District Council will support compliance with the City's snow shoveling ordinance by forwarding cases of noncompliance to the City. District 1 will also aid in locating paid and volunteer shovelers to assist the handicapped and senior citizens in clearing their sidewalks.
3. The District Council will generally support residents who petition for sidewalks.

#### Transportation

Goals/Objectives: To provide adequate and efficient access to transportation to and from District 1 for as many residents as possible, either through mass transit, automobile, or by bicycle.

District 1 is fortunate to have easy and adequate access to several main arteries: Interstates 94 and 494 and Highway 61. No resident of District 1 lives more than 1.5 miles from one of those major thoroughfares. Most residents use cars as their mode of transportation, while many use metro transit (buses), and some use bicycles as their means of transportation. District 1 is also fortunate to have a designated bike path linked to downtown St. Paul as well as miles of paths for recreational biking. The high

usage of bike routes and paths suggests that they are a high priority and need to be preserved.

#### Mass Transit

Goals/Objectives: That adequate mass transit is provided in District 1, giving environmentally and economically sound transportation options to all residents.

Dependable, frequent public transportation is a needed and expected part of urban life. The 63(any letter), 69(S), 70, 80, 219 (shuttle from SunRay to Maplewood Mall), 294 (commuter express along I-94), 350, and 361 (park-and-ride on Lower Afton Road and Highway 61) now service District 1 residents. In addition, a new heated transit center has been constructed on Pedersen St. behind the Sun Ray Mall.

#### Recommendations:

1. Bus shelters need to be placed at intersections where there is high passenger intake (i.e., apartment and commercial areas).
2. The District 1 News and the District 1 Council will periodically publicize available MTC services so that ridership is maintained or increased, thereby preventing reduction of service. Schedules and flyers need to be periodically placed at apartment complexes and commercial centers.
3. The District Council will request appropriate agencies or property owners to continue to remove snow around and leading to bus shelters.
4. The District Council will continue to work with the MTC and Highwood residents to provide at least part-time service along Point Douglas Road and/or South McKnight Road. The

Council will also maintain communication with the MTC so that only the most useful changes are made to bus routes.

### Disabled and Senior Citizen Transportation

Goals/Objectives: To ensure the mobility of as many disabled and senior citizens as possible.

People with qualifying handicaps (including non-visual handicaps, such as heart trouble, etc.) and eligible senior citizens have access to MTC's Metro Mobility Program. Interested residents should contact the MTC for details and eligibility requirements.

In addition to the MTC, there is a need for senior citizen transportation to and from programs such as the Hazel Park Congregational Church Congregate Dining and Wilder Day Care programs currently serving District 1 seniors.

Disabled pedestrians in the District can be aided by the provision of down ramps at street intersections.

#### Recommendations:

1. District 1 will continue to work with the Conway-Battle Creek Living at Home/Block Nurse Program on transportation issues for seniors; and advertise available handicapped and senior citizen transportation services by periodically publishing details in the District 1 News.

2. When curbs and streets are reconstructed in District 1, the City should construct down ramps at all intersections.

### Street Safety

Goals/Objectives: To create and maintain a high level of safety for all residents of District 1.

The commercial and high density residential area from Minnehaha to North Park Drive and from White Bear to McKnight, is a corridor with many traffic problems. Specific problem areas are:

1. Problem parking areas near district playgrounds and areas of high apartment concentration.
2. Pedestrian crossing and automobile left turns on Suburban between Ruth and White Bear cause congestion and hazards.
3. Speeding on many District 1 streets.

#### Recommendations:

1. The District Council will request Public Works to give priority to sanding troublesome intersections whenever slippery road conditions exist.

2. Parking conditions at all district playgrounds and areas of high apartment concentration will be surveyed by the District Council's Hearing Committee and dealt with appropriately.

3. The District Council requests that the St. Paul Police Department enforce speed restrictions on District 1 streets.

4. On streets with high traffic concentrations where pedestrian safety is a problem and the construction of sidewalks is not supported by adjacent property owners, the District Council will support striping of a designated pedestrian walkway on the road surface (with parking restrictions if needed).