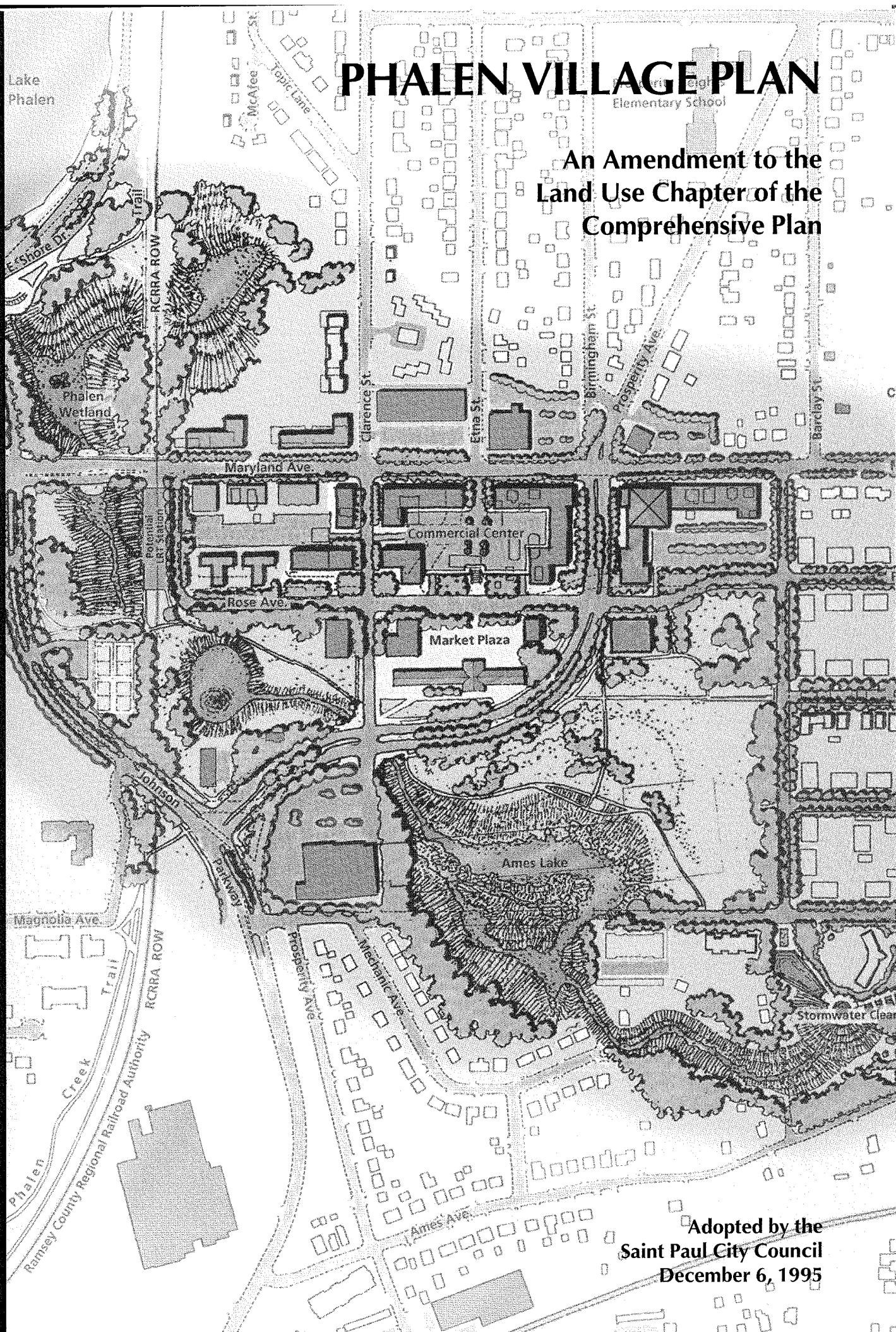


# PHALEN VILLAGE PLAN

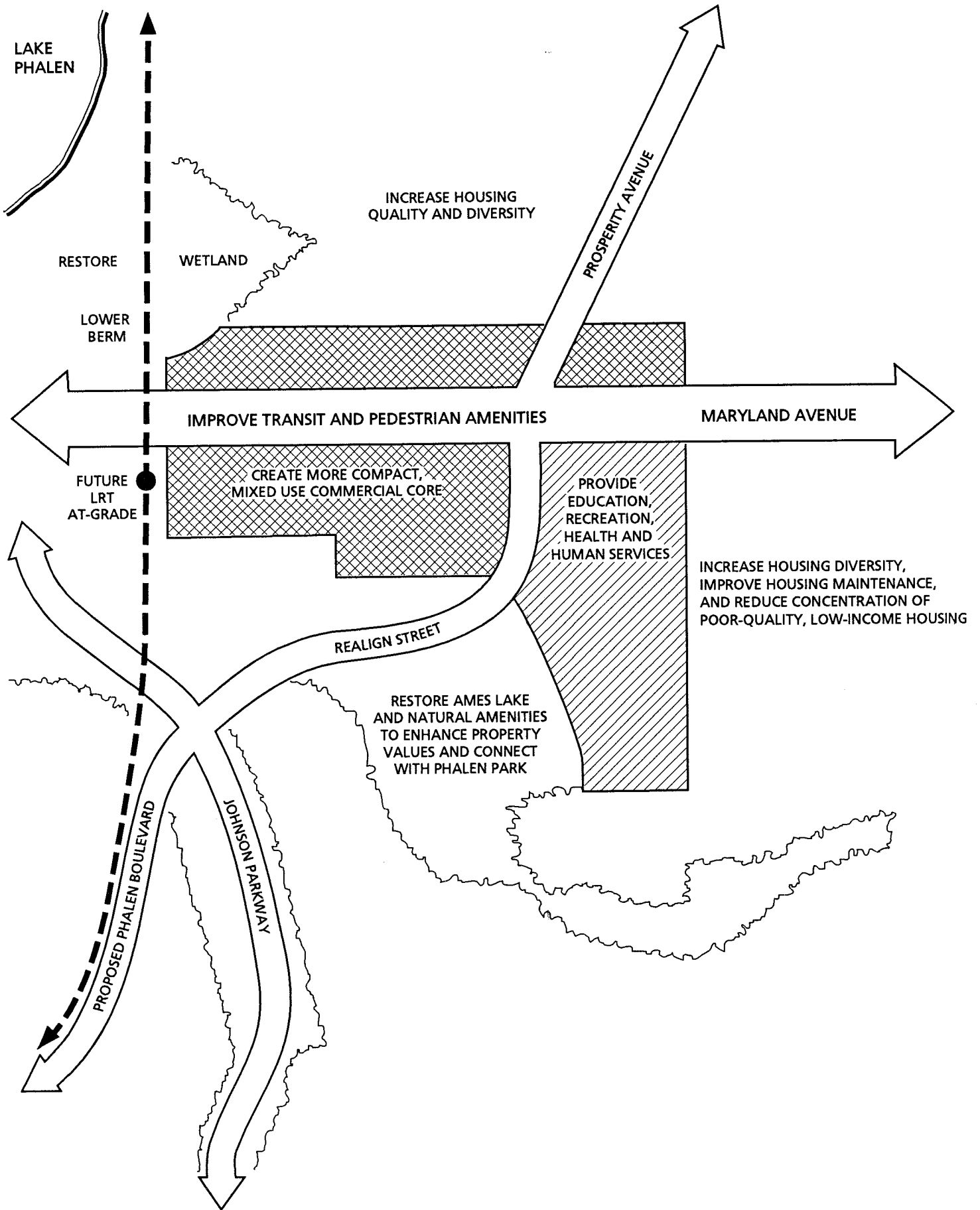
An Amendment to the  
Land Use Chapter of the  
Comprehensive Plan

*A Small Area Plan*



Adopted by the  
Saint Paul City Council  
December 6, 1995

# PHALEN VILLAGE CONCEPT POLICY MAP



# Phalen Village Small Area Plan and 40-Acre Study

*An Amendment to the Land Use Chapter  
of the Comprehensive Plan*



Approved by the  
Phalen Village Small Area Plan Task Force  
July 13, 1993

Recommended by the  
District 2 Community Council  
August 18, 1993

Recommended by the  
Saint Paul Planning Commission  
September 23, 1994

Adopted by the  
Saint Paul City Council  
December 6, 1995

# Contents

**Introduction** . . . . . 1  
Purpose of the Plan . . . . . 1  
Background, Area History and Trends . . . . . 2

**Community Goals for an "Urban Village"** . . . . . 5

**Strategies and Recommendations** . . . . . 7  
A Neighborhood-Oriented "Phalen Village"  
Commercial Area . . . . . 7  
Housing and Residential Streets:  
A Neighborhood Network . . . . . 9  
Transit and Circulation: Balancing People,  
Buses and Cars . . . . . 14  
Connecting to Ecological Structure and  
Neighborhood Identity . . . . . 22  
Education, Recreation, Health and  
Human Services . . . . . 24  
Land Use and Zoning . . . . . 29  
Urban Design and a Special Design District . . . . . 34  
Public Safety . . . . . 36

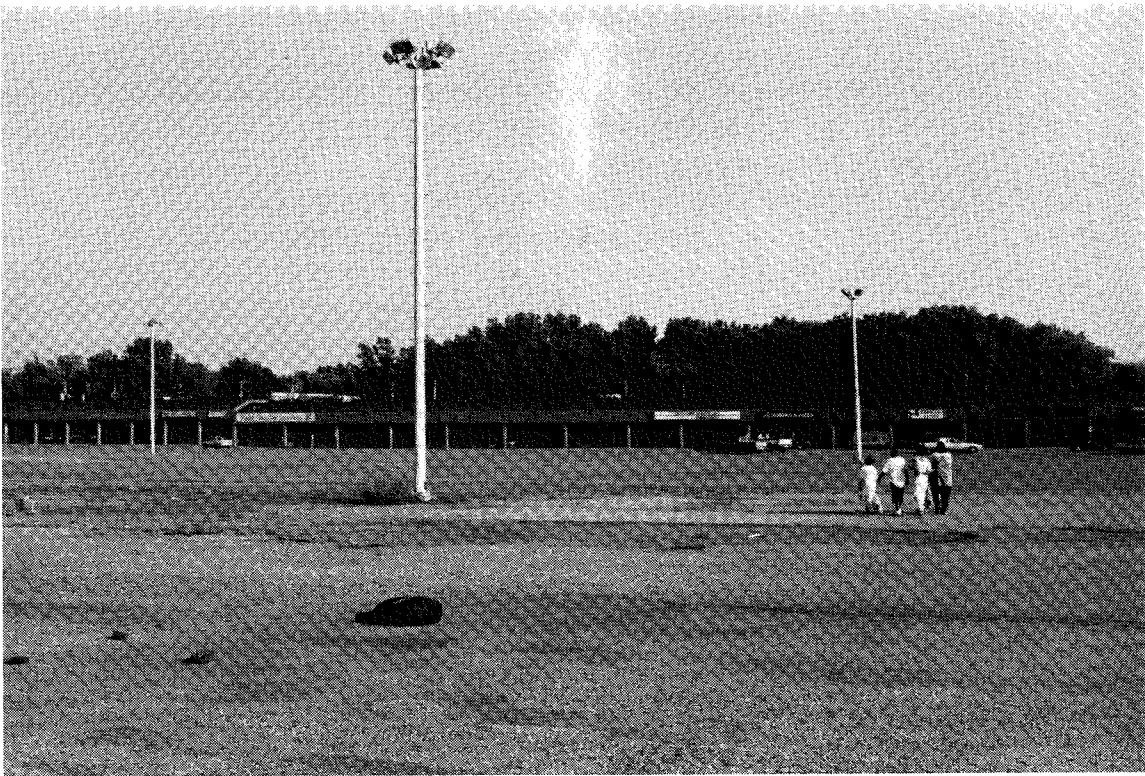
**Credits** . . . . . 37





# Table of Maps

- 1. Study Area . . . . . iv
- 2. 1886 Phalen Village Area Map . . . . . 3
- 3. Mixed-Use Commercial Area Concept . . . . . 6
- 4. Conceptual Stage One Plan . . . . . 15
- 5. Street and Transit System Concept . . . . . 16
- 6. Pedestrian and Bicycle System Concept . . . . . 17
- 7. Conceptual Plan . . . . . 18
- 8. Existing Land Use . . . . . 30
- 9. Proposed Land Use . . . . . 31
- 10. Existing Zoning . . . . . 32
- 11. Proposed Zoning . . . . . 33



The goal of the Phalen Village Small Area Plan is to transform the area from a blighting influence harmful to property values into a safe, stable, attractive community center that meets neighborhood needs and is an asset to the East Side. To that end, this plan recommends a package of bold, interrelated objectives: create an urban village with a mix of housing options and a commercial presence reconstituted both geographically and in terms of market; create a stronger connection to Lake Phalen and the natural landscape, with a wetland park and public open space system that provides neighborhood amenity and identity; improve access to transit, jobs and job training; and improve the physical development pattern of the area to facilitate interaction among residents, increase personal safety and help control crime.

## **Key Ideas and Recommendations**

1. **Create a more compact "Phalen Village" commercial area.**
  - Create a compact, mixed-use, more neighborhood-, pedestrian-, and transit-oriented commercial area along Maryland, in size and offering services commensurate with market demand. The current size and design of the 1960s-era commercial area is based on highway/auto access and a community market that no longer exists.
2. **Increase housing diversity, improve housing maintenance, and reduce the concentration of poor-quality, low-income housing.**
  - Rehabilitate and remove apartment buildings to improve the residential environment, create relationships with open space and streets that help control crime, and promote neighborhood stability.
  - Develop new housing that takes advantage of natural features and an improved relationship to Phalen Park, and adds to the diversity of housing types, price ranges, and ownership options.
3. **Provide transit amenities and a circulation system that is safer for pedestrians and bicyclists as well as for cars.**
  - Realign Prosperity Avenue south of Maryland with Prosperity Avenue north of Maryland, creating a new four-way intersection to alleviate existing traffic safety problems and provide better access, visibility, and focus for neighborhood commercial development and transit service.

- Develop a signalized intersection at Johnson Parkway and Prosperity that gives Johnson Parkway continuity, is more understandable, and is easier for pedestrians to cross.
  - Support construction of a new "Phalen Boulevard" west from the Johnson-Prosperity intersection, using part of the right-of-way owned by Ramsey County Regional Railroad Authority, to connect to I-35E and downtown, provide better access for Phalen Village, and reduce traffic and accident rates on Maryland.
- 4. Capture more benefit from Lake Phalen and other natural amenities as a source of neighborhood identity.**
- Reduce the height of the Ramsey County Regional Railroad Authority-owned railroad berm between Johnson Parkway and Ivy to create a stronger connection between Phalen Village and its primary asset, Phalen Park.
  - Restore Ames Lake and wetlands in low areas that are unsuitable for development, and use this natural landscape as a neighborhood signature amenity that links Phalen Village to Phalen Park, enhances surrounding property values and helps attract quality commercial and residential development.
- 5. Improve Phalen Village education and social services to help build a socially and economically viable community.**
- Work with education, recreation, health and human service providers to improve access to community services, and especially to develop such things as a neighborhood medical clinic, community learning center, and child care facility near transit service in the center of Phalen Village.
- 6. Improve the design and quality of the built environment to improve the safety, image and economic vitality of the area.**
- Create a special design district for Phalen Village to promote quality construction, control crime through environmental design, increase investor confidence, and attract customers.

## Questions

Please direct any questions or requests for copies of the plan to Allan Torstenson of the Saint Paul Department of Planning and Economic Development at (651) 266-6579.



# Introduction

*"I believe in the power of the people in being able to work together to provide the solutions. Our collective energy and enthusiasm can be so much greater than each of us individually."*

St. Paul City Councilmember Karl Neid, April 13, 1992

The future of the Phalen Village area is pivotal to the future of surrounding neighborhoods and much of the East Side. It is an area currently undergoing substantial change, and the future is uncertain. Single-family homes in the area are beginning to turn over fairly quickly, partly due to aging households but also because even some long-time residents are losing faith in the area. There are concerns about the viability of the multi-family residential area east of Phalen Center. Many businesses in the area have moved out; others are marginal.

While the Phalen Village area currently has some serious problems, it also has some important assets and presents some wonderful opportunities. It is adjacent to Lake Phalen and a regional park. There are solid, well-maintained neighborhoods nearby. Much of the core of the area is unused or underused, consisting mostly of paved open space that is relatively easy to redevelop.

A neighborhood task force was established in 1991 at the request of the District 2 Community Council to recommend strategies to: 1) improve the declining Phalen Center commercial area; 2) improve deteriorated apartment complexes in the area; 3) improve traffic circulation, safety and access; and 4) address land use, zoning and related issues in the area. The task force was made up of residents, property owners and business interests in the area, and also included two members of the St. Paul Planning Commission.

## **Purpose of the Plan**

*The general goal of the Phalen Village Small Area Plan is to transform the area from one that is a blighting influence harmful to property values into a safe, stable, attractive community center that meets neighborhood needs and is an asset to the East Side. More detailed goals are:*

- Meet the neighborhood convenience shopping needs of people who live within roughly a one-mile radius of the area.
- Provide a variety of housing types and price ranges to meet people's changing life-cycle housing needs.



- Improve pedestrian safety and convenience in the neighborhood, and improve access to affordable transit service.
- Meet larger East Side and citywide needs for the area to have stable and improving property values and tax base.

## **Background, Area History and Trends**

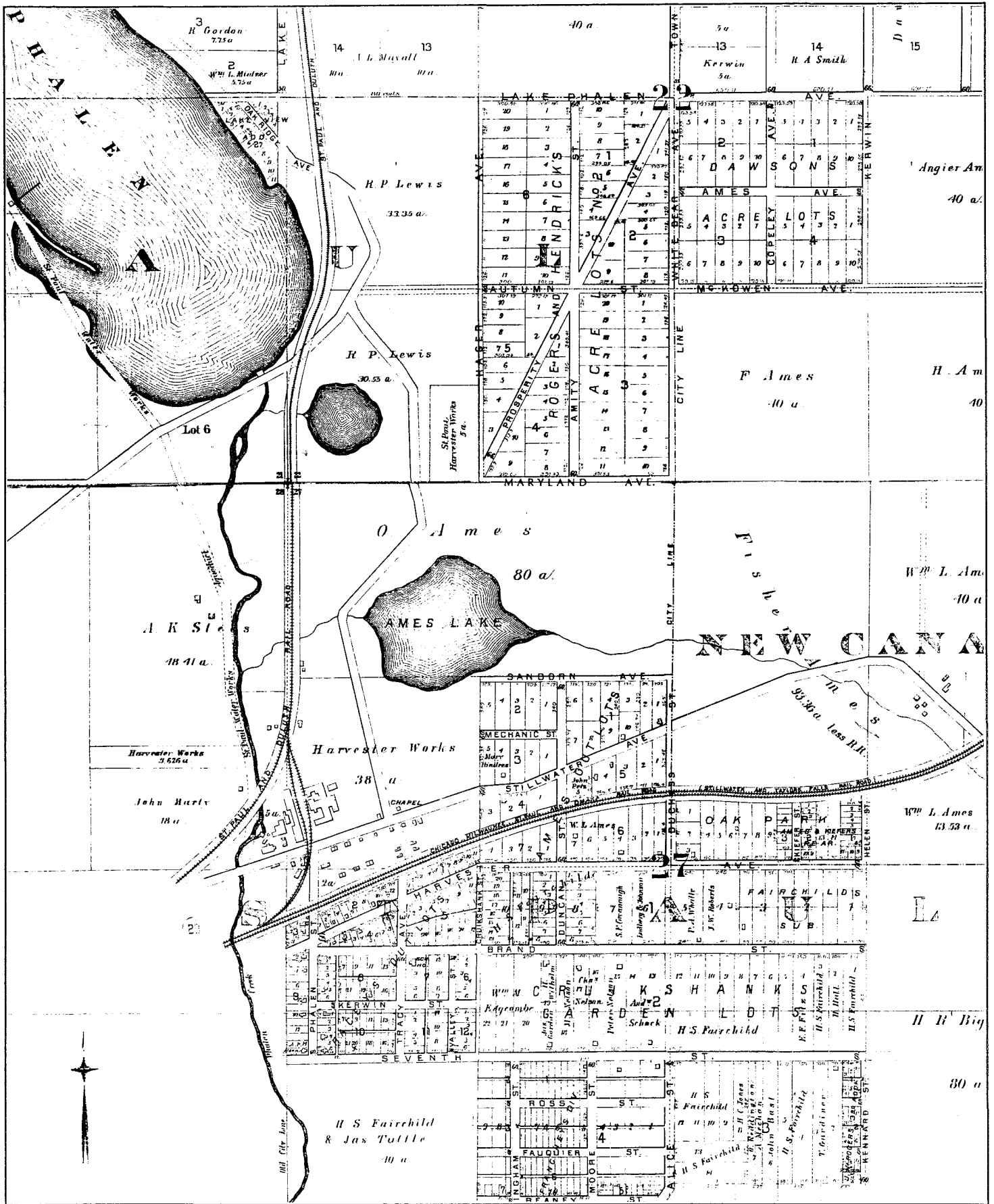
Phalen Village is located approximately three miles northeast of downtown Saint Paul, just southeast of Lake Phalen and east of Johnson Parkway. The principal features of the area are well-maintained, tree-lined residential blocks; Lake Phalen; and Phalen Regional Park. The center of the neighborhood is marked by large expanses of empty pavement, superblocks of walk-up apartments and automobile-oriented strip malls.

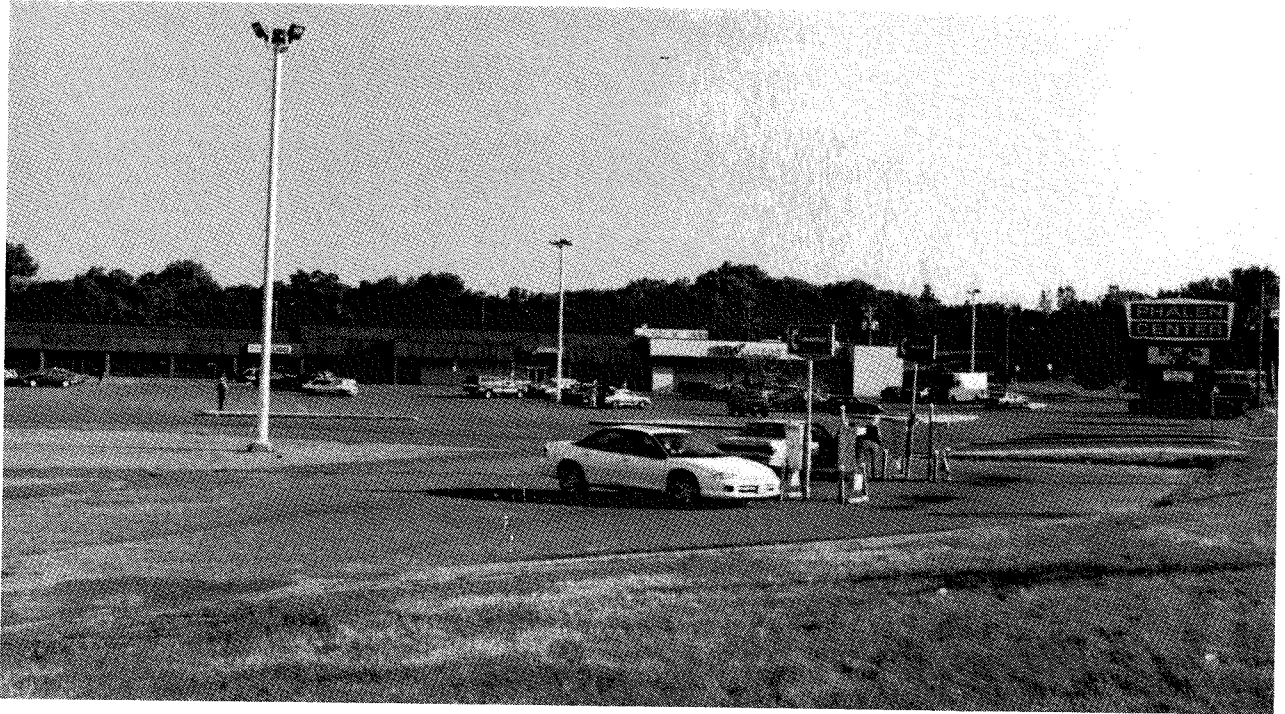
Phalen Village lies along an old river valley of the St. Croix River, which flowed south from Lake Phalen to the Mississippi River. During the last glaciation, gravels and soils were deposited in the valley, and large chunks of ice were left in low areas, forming Lake Phalen and the Phalen Chain of Lakes to the north. The glaciers left a landscape of rolling, well-drained land dotted with lakes, ponds, and wetlands that remained on poorly-drained soils deposited in low areas. This series of ponds and wetlands detains and cleans stormwater, provides fish and wildlife habitat, is a major flyway for migrating waterfowl and songbirds, and is a significant urban open space and recreation resource.

Since about 1850 and settlement by Europeans, the Phalen Village area has undergone substantial change. Development of the railroad just east of Lake Phalen in the later part of the nineteenth century began to cut what is now the center of Phalen Village off from natural amenities, especially when the railroad was put on a berm to create a level grade across the old valley. Most of the residential development in Phalen Village took place in the 1950s. The last remaining large tract of vacant land in the area, previously undeveloped because it contained Ames Lake, wetlands, and poorly-drained soils, was filled in and paved over for development of Phalen Center and other commercial development in 1960. This created a significant gap in the natural corridor and substantially cut off Phalen Village from the area's natural systems and amenities.

Phalen Park, Johnson Parkway, natural systems and natural landscapes are important enhancers of property value and community stability in the Phalen Village area. The center of the

MAP 2: 1886 PHALEN VILLAGE AREA MAP





**Phalen Shopping Center along Prosperity Avenue**

area, however, has turned its back on natural systems and natural landscapes. It is designed more for cars than people, and is cut off from these sources of stability and value.

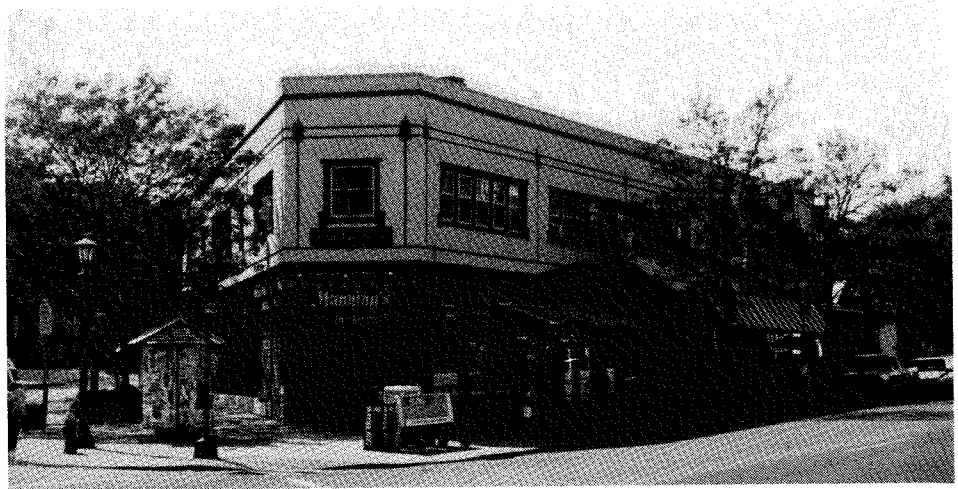
Phalen Center was built as a large auto-oriented shopping center in 1960, when a major highway was expected to be routed nearby. The highway was never built, and the Phalen Village commercial area cannot now compete with nearby commercial areas such as Sun Ray Shopping Center and Maplewood Mall.

Cut off from natural amenities and without the commercial market anticipated when the area was first developed, the combined value of all commercial and residential property in the Phalen Village area declined 34.8% between 1985 and 1994 (using estimated property values from the Ramsey County Assessors Office and constant dollars based on the Consumer Price Index for the Minneapolis-Saint Paul region). Within this decline, the value of single-family residential property declined 10.1%, and multiple-family/apartment property values declined 41.8%. Commercial property values in the area as a whole declined 33%. Within this, the value of commercial property along Maryland was more stable, declining by only 18.6%. The value of commercial property without frontage on Maryland declined 39.1%.

## Community Goals for an "Urban Village"

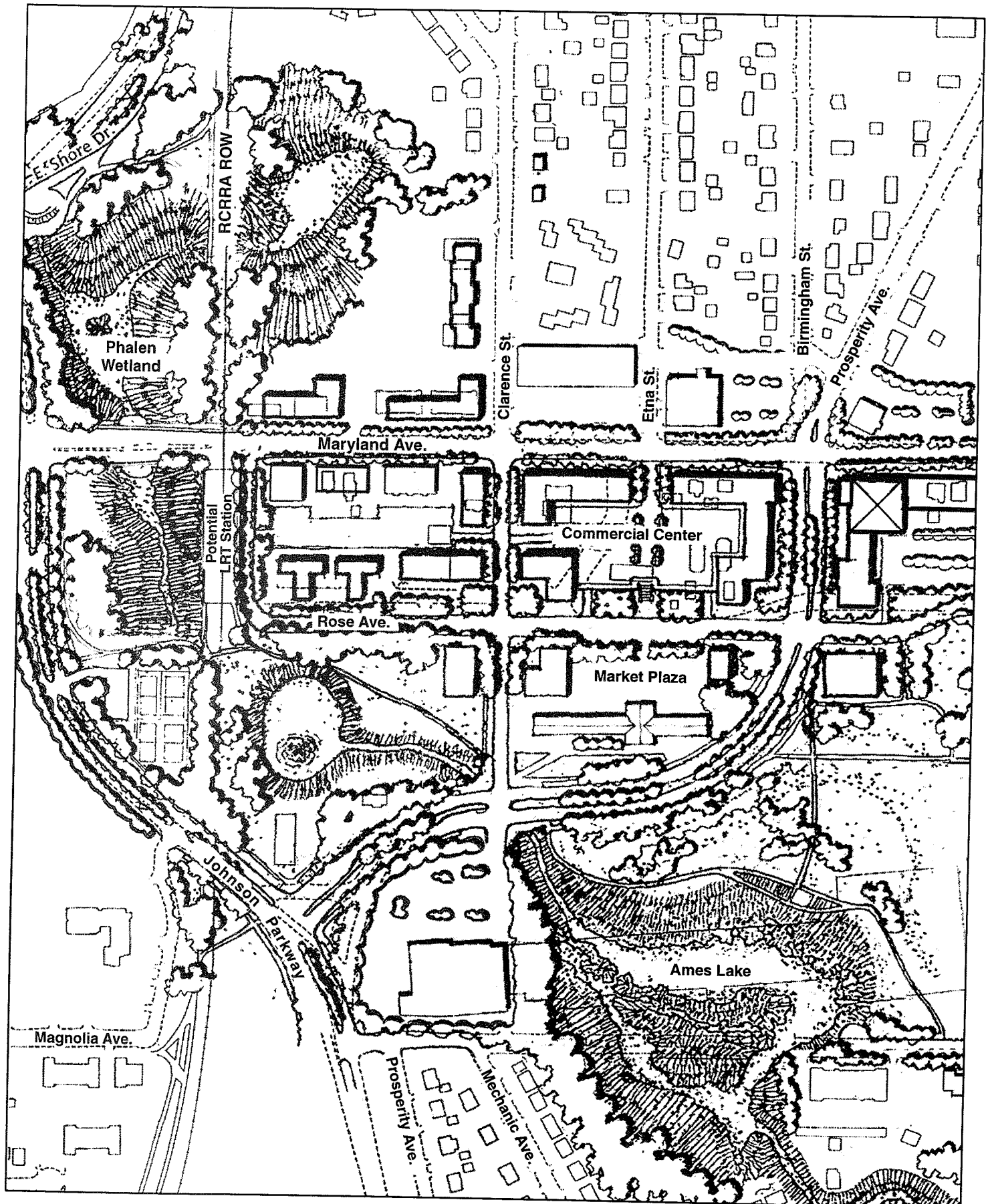
The Phalen Village Small Area Plan Task Force began its work by identifying desirable characteristics to be achieved within ten years. These characteristics, which guided development of the plan, included:

- A restructured, redefined, multi-cultural commercial/residential community center that provides job opportunities, unique and balanced housing types and ownership options, and services to support long-term residency and a stable tax base.
- An upbeat commercial/residential area identified with Lake Phalen, with a strong physical connection to Phalen Park and association with park activities and atmosphere.
- An area that is safe, secure, clean, well-maintained and aesthetically inviting, with compatible uses for all property, quality construction, well-managed and attractive apartments, and signage and public art that enhance the unique character and identity of the area and create a desirable, memorable image.
- A compact, prosperous commercial area that meets community needs.
- An area well-served by public transit and a street system that provides good access and circulation, is easy to understand, is neighborhood-friendly, does not divide the area, and is safe for both vehicular traffic and pedestrians.
- An area that is well-served by educational institutions, social services and a multi-service center.



A Saint Paul "Urban Village": Como-Carter in Saint Anthony Park

MAP 3: MIXED-USE COMMERCIAL AREA CONCEPT





## A Neighborhood-Oriented "Phalen Village" Commercial Area

A healthy and confident neighborhood commercial center that meets local needs and provides opportunities for neighborhood jobs is vitally important for the stability of any community. The focus of the following recommendations is to create a better environment for neighborhood-oriented businesses through better land use relationships, urban design, transportation access, and neighborhood marketing.

The existing commercial area was built as a large auto-oriented "community" shopping center, with a discount department store as an anchor, in the 1960s when Highway 212 was expected to be routed nearby. Community shopping centers need a fairly large market area and good highway access. With the decision not to build Highway 212 near Phalen Center, with the construction of I-94 and I-694, and with the success of other shopping centers such as Sun Ray and Maplewood Mall, the Phalen Village commercial area cannot compete for a larger "community" center market. Because it was designed and built for a larger market than now exists, the Phalen Village commercial area has vacant and underutilized space, large expanses of unused asphalt, and a negative image. Because it is uninviting and appears unsuccessful, the commercial area is not capturing as much of the neighborhood market as possible.

In order for Phalen Village to prosper as a "neighborhood" shopping center, with a drug store and grocery store as anchors, and with convenience and neighborhood service-oriented businesses, it needs to be reconstituted with a size, design and services commensurate with the neighborhood market. It will then create a more positive image for the surrounding community.

### **Strategies:**

1. Create a compact commercial district that is pedestrian-oriented and meets neighborhood needs, with retail activity consolidated along Maryland at the corners of Clarence, Prosperity, and the new Phalen Boulevard at the center of Phalen Village.

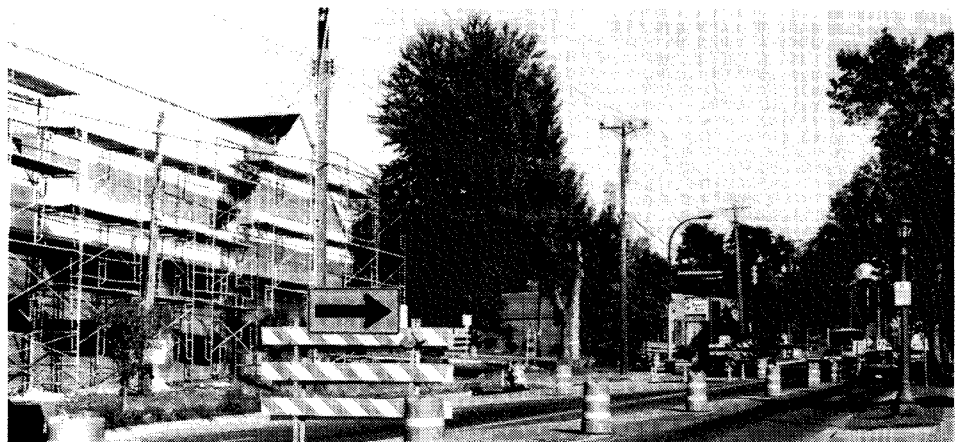
**Implementors:** Private developer(s)  
Saint Paul Department of Planning and Economic  
Development  
Phalen Village Business Association  
North East Neighborhoods Development  
Corporation

2. Support the Phalen Village Business Association in addressing common concerns of merchants and managing the Phalen Village commercial area as a shopping center with joint promotions, coordinated hours, more efficient shared parking lots, and facade improvements that reflect a unified design.

**Implementors:** Phalen Village Business Association  
District 2 Community Council  
North East Neighborhoods Development Corporation  
Saint Paul Department of Planning and Economic Development

3. Develop a skilled neighborhood work force using community-based education, continuing education, and job training/retraining programs; involve local businesses in development of such programs and in provision of apprenticeship programs.

**Implementors:** Saint Paul Public Schools  
Phalen Village Business Association  
Community Colleges and State Universities  
Saint Paul Port Authority - Customized Job Training Program  
Saint Paul Workforce Development Division, Department of Planning and Economic Development  
Minnesota Department of Jobs and Training



A new neighborhood drug store, Phalen Village commercial area development at Maryland and Prosperity

## **Housing and Residential Streets: A Neighborhood Network**

---

The improvement of area housing, particularly deteriorated apartment complexes that have become blighting influences in the area, is among the community's highest priorities. The goal is to create desirable, well-maintained housing that supports stable, long-term residency with a mix of housing types, price ranges and ownership options to meet the needs of a wide spectrum of ages, incomes, family types and household sizes. Successful improvement and development of housing in the area will require direct involvement of current and new private apartment owners and developers working in close partnership with the public sector and neighborhood organizations.

### **Strategies:**

1. Work through an ongoing association of owners, managers and residents to do the following:
  - Develop minimum standards for multi-family housing that address building quality and features, property management, and tenant management.
  - Develop "curb appeal" goals/program.
  - Determine specific initial and ongoing steps to improve neighborhood safety.
  - Consider a joint marketing program and joint access to human services.
  - Meet with all apartment owners and managers in the Phalen Village area, explain the goals and standards, and solicit commitments to implement them.

**Implementors:** North East Neighborhoods Development Corporation  
District 2 Community Council  
East Metro Managers Association  
Ramsey County Human Services  
Private apartment owners

2. Create a traditional residential street network to provide the safety and security of "eyes on the street." Incorporate the regular city street grid into the apartment "superblock" east of Phalen Center.

With the Department of Public Works and affected neighborhood residents, explore the option of opening up Ames Avenue at Hazelwood, with measures to reduce traffic speed and maintain the narrow, slow-speed character of Ames west of Hazelwood.

**Implementors:** Current and new apartment owners  
District 2 Community Council  
Saint Paul Department of Public Works

3. Encourage local, hands-on ownership of apartments in the area and work with current and new owners to make site improvements and renovate apartment buildings as described below. Initial priorities are the Ashwood Court/Maywood East Apartments along Barclay in the superblock east of Phalen Center, and Lakewood Apartments at Clarence and Maryland.
  - Reduce the density of apartment complexes to meet RM-1 zoning density standards wherever possible through unit configuration changes and removal. Selectively remove some apartment buildings, especially east of the existing Phalen Center in the superblock, to create a better residential environment, provide play space for young children, and create open space and street relationships that help control crime.
  - Better integrate apartments with the community by orienting buildings to streets and creating "defensible space" wherever possible. Incorporate the regular city street grid into the superblock east of Phalen Center to improve public safety.
  - Provide enough space for 1 1/2 off-street parking spaces per housing unit (it is acceptable to have a 1:1 ratio if that meets current parking demand and if there is enough landscaped area to provide additional parking if needed in the future). Generally, about 1/3 of the off-street parking spaces should be in garages.
  - If the above strategies do not appear to be economically or practically feasible for a particular apartment complex, consideration should be given to demolition and construction of lower-density housing on the site.
  - If it is necessary to displace tenants, relocation benefits will be provided in accordance with applicable regulations. Tenants should be encouraged and coached to use relocation benefits to become homeowners.

- Apartment buildings should have security systems and energy efficient windows, and entryways should be improved architecturally. In many cases, exterior wood surfaces should be painted, the appearance of balconies should be improved, and building ivy should be used to soften exteriors.
- Site improvements generally needed in the area include better landscaping, more play areas for young children, screening of trash containers, and repair, replacement or provision of garages.
- Apartment buildings should be rehabilitated to meet all current codes, to minimize future maintenance needs whenever possible, and to be consistent with design district standards when those are developed.
- Roosevelt Homes Public Housing at Maryland and Hazelwood should continue to be maintained to high standards, and exterior aesthetic improvements should be made so that Roosevelt Homes blends better with the surrounding neighborhood and is not readily identifiable as public housing.
- Public improvements should always include curbs, boulevards, sidewalks, boulevard trees, and lantern-style lights.

**Implementors:** Private apartment owners and developers  
 North East Neighborhoods Development Corporation  
 Saint Paul Department of Planning and Economic Development  
 Saint Paul Public Housing Agency  
 Saint Paul Department of Public Works  
 East Metro Managers Association



Apartment buildings on Rose Avenue



4. Work with private housing developers and market analysts to develop new housing with a range of types, prices, and ownership/rental options. Duplexes, larger and more flexible single-family houses, second- and third- story apartments above commercial space, and townhouses, allowed under the proposed zoning, are appropriate in the area.

**Implementors:** Private housing developers  
North East Neighborhoods Development Corporation  
District 2 Community Council  
Saint Paul Department of Planning and Economic Development

5. Ensure that properties are adequately maintained and managed. Measures beyond voluntary compliance with existing codes might include:

- Specific standards for maintenance and management as a condition of public financing for apartment rehabilitation;
- Strict enforcement of certificate of occupancy, public nuisance, and other requirements for buildings that are consistently poorly managed and/or maintained;
- Extension of certificate of occupancy requirements to townhouses (now classified as "single-family attached" housing and thus exempt from such requirements);
- Assignment by the District 2 Community Council of a "problem properties" function to one of its standing committees to enhance its ability to work with enforcement agencies;
- Conformance of buildings with local and state housing codes in addition to HUD standards as a requirement for Section 8 certificates and other HUD programs.

**Implementors:** Saint Paul Fire Prevention  
Saint Paul Department of Public Health  
Saint Paul Department of Planning and Economic Development  
District 2 Community Council  
Saint Paul Public Housing Agency  
East Metro Managers Association

6. Preserve and improve the quality of single-family housing in the Phalen Village area. Provide incentives for stable ownership and owner occupancy by means of low-interest loans, grants and other incentives to homeowners in the area and marketing activities to attract new homeowners to the area. If strategies in this plan require displacement of single-family homes that are in good condition, such homes should be moved rather than demolished whenever possible.

**Implementors:** Existing and new homeowners  
North East Neighborhoods Development Corp.  
Saint Paul Department of Planning and Economic  
Development  
District 2 Community Council  
Saint Paul Homeownership Center



**Well-maintained apartment building at Magnolia and Barclay**

## **Transit and Circulation: Balancing People, Buses and Cars**

---

The existing 1960s-era commercial area was built as a large auto-oriented shopping center in anticipation of construction of a major highway nearby that was never built. With vast expanses of asphalt, it is an alienating and uninviting place, and it is a difficult and dangerous place for pedestrians. Bus stops are a quarter mile or more from most stores, across large parking lots and busy streets where there are no signalized crosswalks.

While the existing commercial area is an inaccessible place for pedestrians, it does not function much better for cars. High traffic volume on Maryland and left turns resulting from the jog of Prosperity on a narrow section of Maryland cause traffic safety problems and numerous accidents. Commercial vitality is negatively affected by current traffic safety problems at Maryland and Prosperity, poor sight-lines at the Prosperity-Clarence intersection, confusing left turns needed to stay on north-bound Johnson Parkway at Prosperity, and high traffic volumes and speeds that sometimes create safety problems getting in and out of Phalen Center.

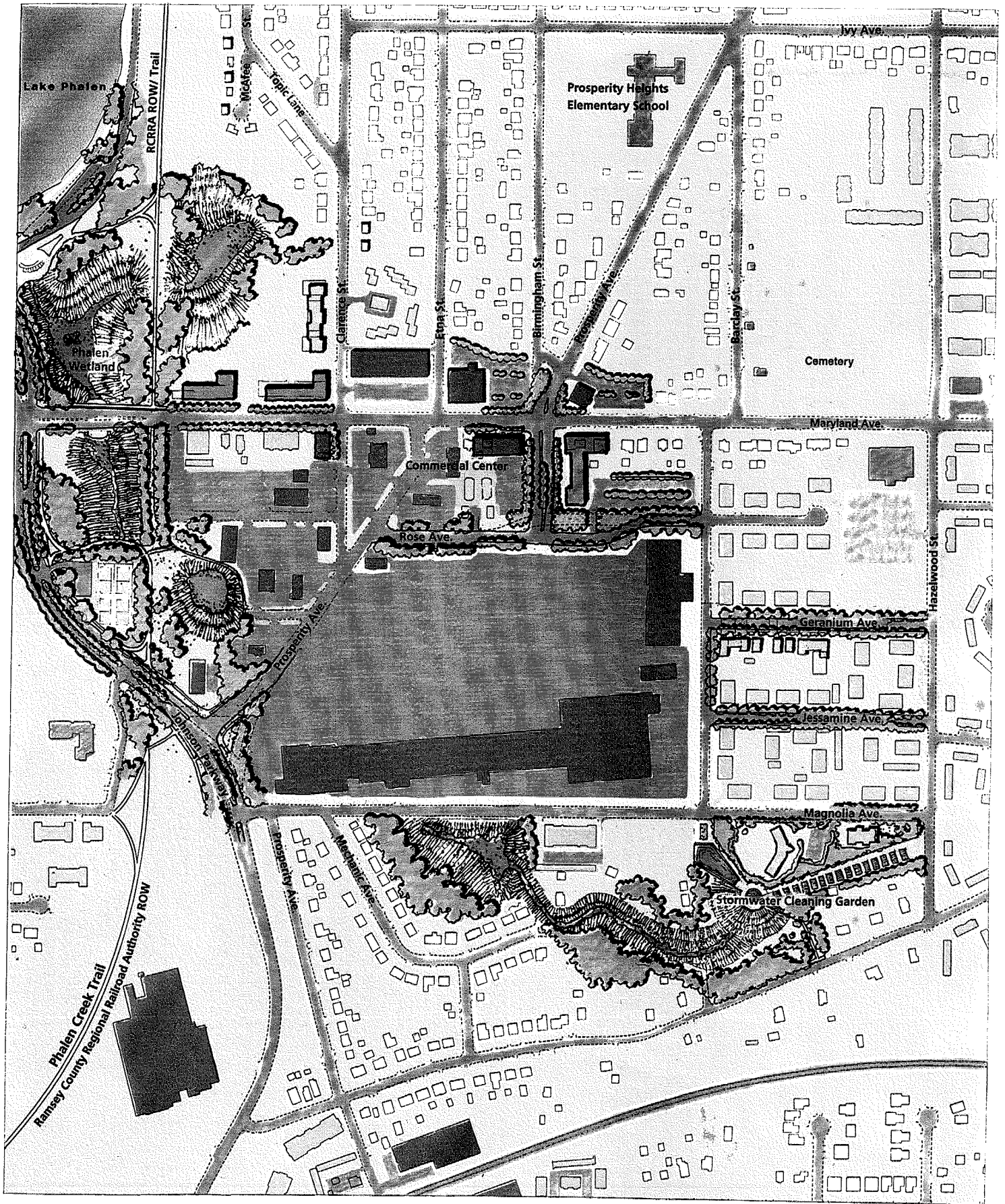
The goal of the following recommendations is to create a transportation and circulation system that provides better access to Phalen Village businesses; meets the needs of the neighborhood and the neighborhood market (including the large numbers of transit users in the area); does not divide the neighborhood with high-volume streets that have few crosswalks; is direct and easy to understand; and is safe for vehicular traffic, pedestrians, and bicyclists.

### **Strategies:**

1. Realign Prosperity between Maryland and Johnson Parkway to align with Prosperity north of Maryland and to approach Johnson Parkway at close to a 90 degree angle. This new street should have striped shoulders for bicyclists, a landscaped center median, left-turn lanes, and a design that allows for possible connection to a new Phalen Boulevard from Phalen Village, along part of the right-of-way owned by Ramsey County Regional Railroad Authority, to downtown St. Paul (see Strategy 7, page 21).

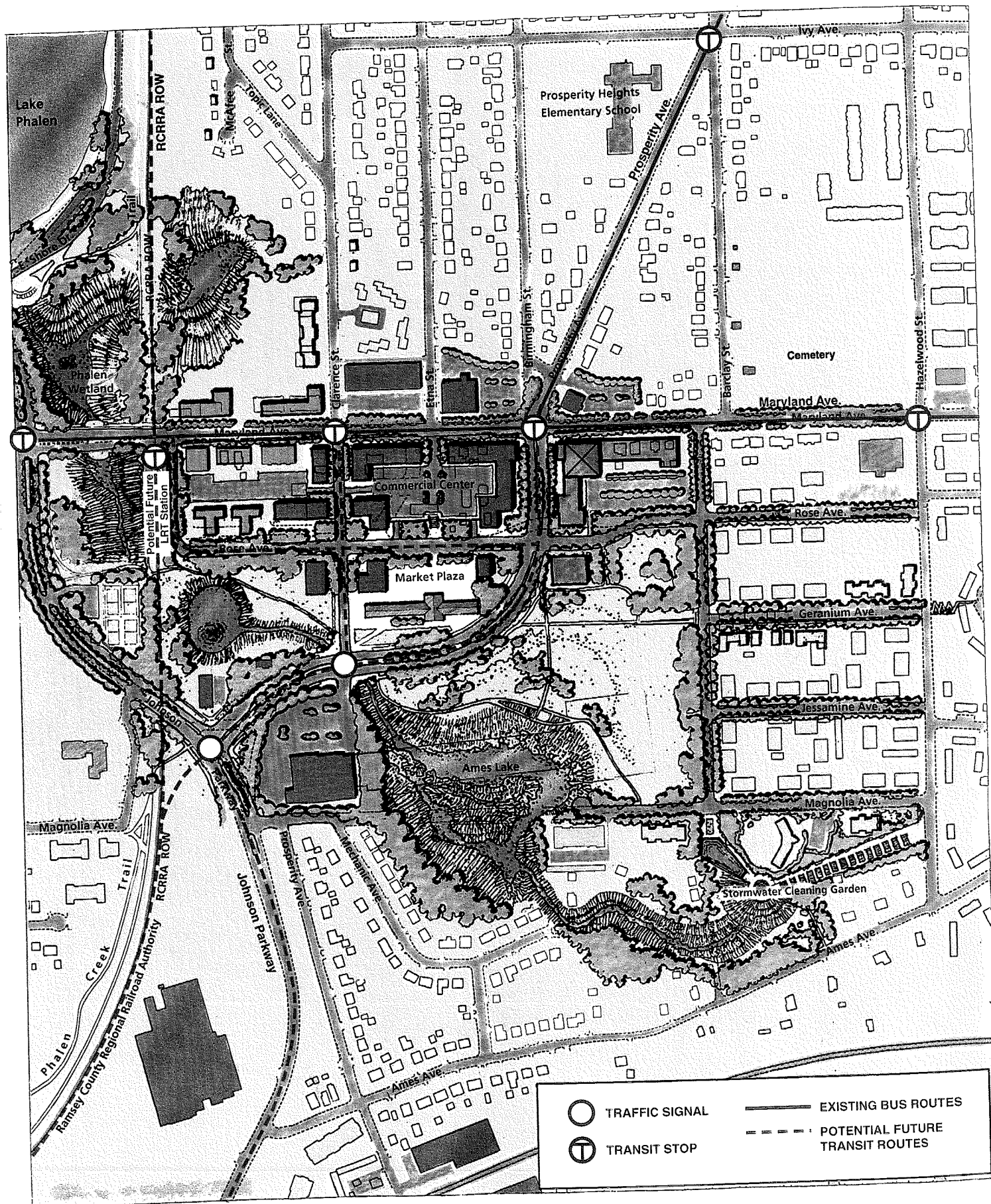
Recommendations for realignment of Prosperity go back many years. Both the Streets and Highways Plan and the District 2 Plan, adopted by the City Council in the 1970s, recommend the realignment. It will help to alleviate traffic safety problems caused by the jog of Prosperity on Maryland, provide better access and visibility for Phalen Center and the commercial area, create highly

MAP 4: CONCEPTUAL STAGE ONE PLAN



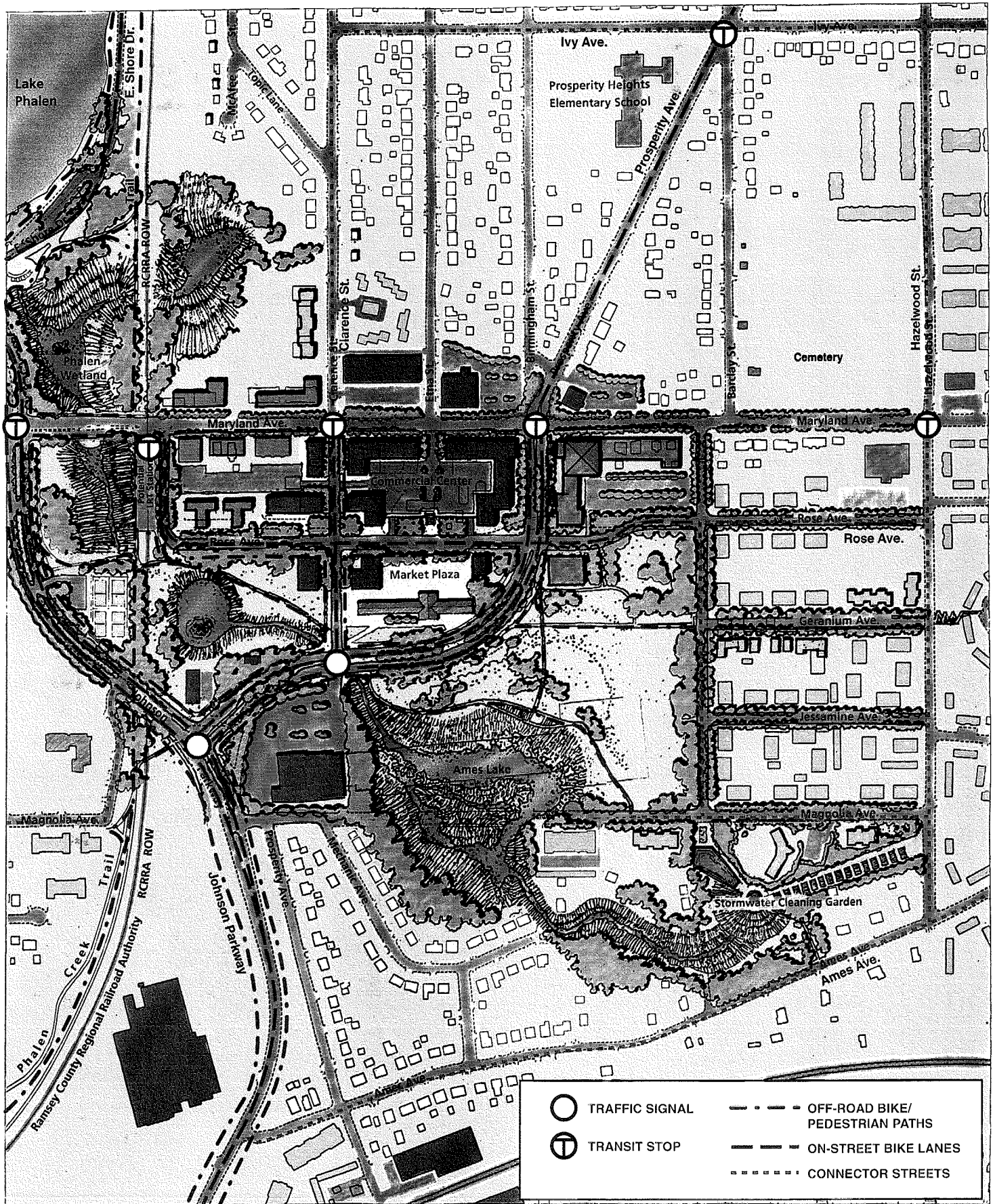


# MAP 5: STREET AND TRANSIT SYSTEM CONCEPT

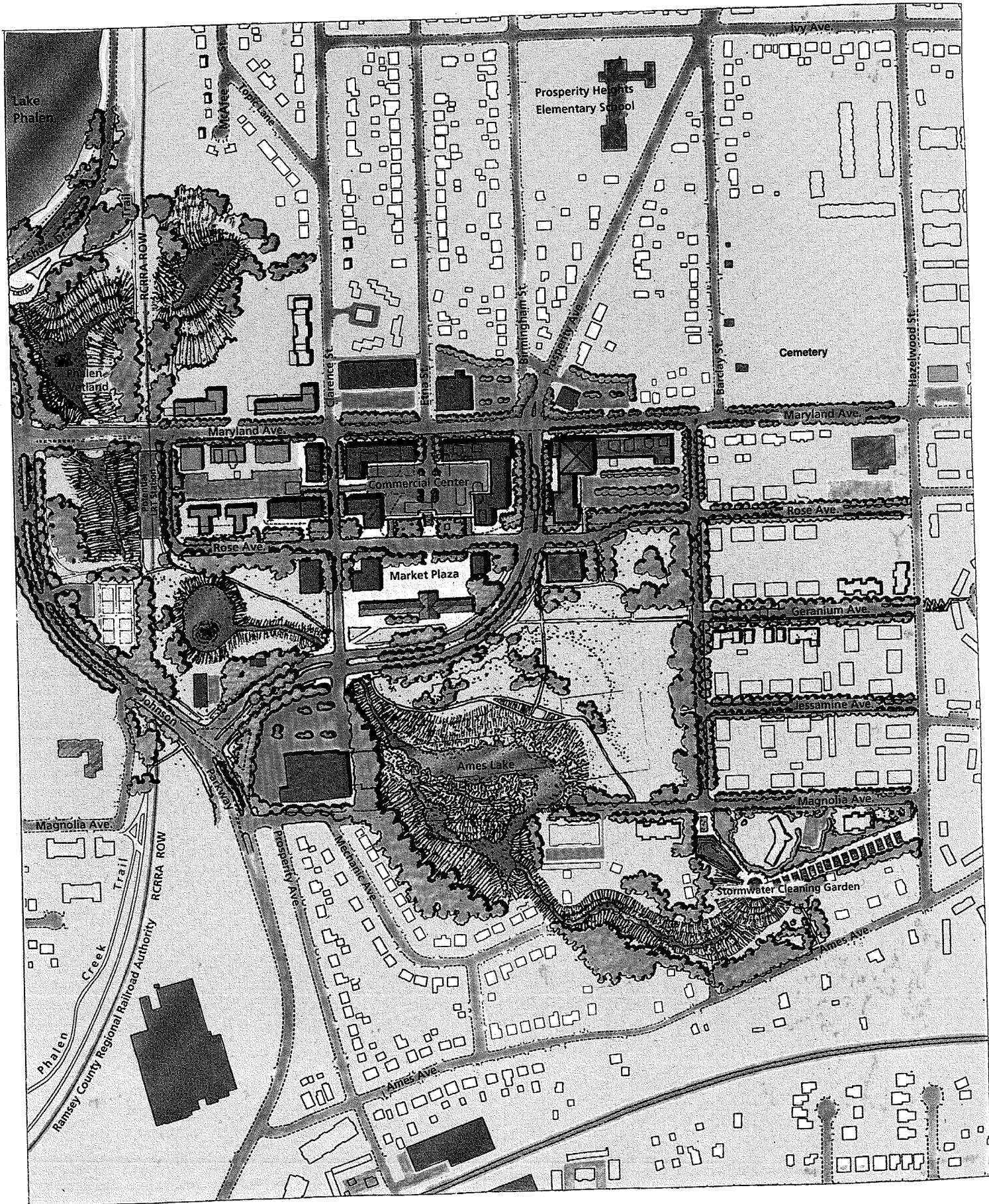




MAP 6: PEDESTRIAN AND BICYCLE SYSTEM CONCEPT



MAP 7: CONCEPTUAL PLAN



desirable sites for new commercial development at Maryland and Prosperity, and provide the framework for a more neighborhood-, transit- and pedestrian-oriented commercial area.

**Implementors:** Ramsey County Department of Public Works  
Saint Paul Department of Public Works

2. Explore alternatives for making Maryland less of a barrier for pedestrians, such as test-striping Maryland for a three-lane section between Johnson Parkway and Hazelwood (two through lanes and a center left-turn lane) and right turn/bus stop lanes at Clarence, Prosperity, and Hazelwood. If this test works, change the curb lines to provide for wider boulevards and sidewalks, and consider extending the three-lane section east to White Bear Avenue.

**Implementor:** Saint Paul Department of Public Works

3. Explore alternatives for design of the new Prosperity-Maryland intersection to allow left turns from southbound Prosperity to eastbound Maryland, and to encourage right turns from northbound Prosperity to eastbound Maryland.

**Implementors:** Saint Paul Department of Public Works

4. Provide continuity for Johnson Parkway at the Johnson-Prosperity intersection by creating a signalized intersection, removing the Ramsey County Regional Railroad Authority-owned bridge over Johnson Parkway, and continuing the landscaped median in Johnson Parkway south to the Chicago Northwestern Railroad bridge. This will create a Johnson-Prosperity intersection that is safer and more understandable for both drivers and pedestrians, create better entrances/gateways to Phalen Village and Phalen Park, and give Johnson Parkway more of a parkway character.

**Implementors:** Ramsey County Department of Public Works  
Saint Paul Department of Public Works

5. Provide express bus service connecting Phalen Village to Downtown Saint Paul, with possible stops serving the 3M/Seeger Square, Metro State University and Lafayette Park areas, and from Downtown St. Paul to other major educational and employment areas such as the Midway, University of Minnesota and Downtown Minneapolis. Also provide express bus service east from Phalen Village on Maryland to White Bear Avenue, and then north to Hillcrest Shopping Center (Larpenteur and White Bear Avenue), Maplewood City Hall/Community Center, and Maplewood Mall.



This kind of regional transit access may eventually be provided by LRT. The Metropolitan Council has scaled back its regional LRT Development Plan to only two corridors, and LRT in this corridor is likely to be many years off. In the meantime, express bus service can provide for improved transit service and can be connected to major activity nodes in the corridor. It is the recommendation of this plan that if LRT is constructed along the right-of-way owned by the Ramsey County Regional Railroad Authority, it should be constructed with an at-grade station, rather than a grade-separated station, immediately south of Maryland Avenue. This recommendation is made to create a direct connection between the LRT station and the Phalen Village commercial core along Maryland, to provide for safe and convenient access to LRT from cars and buses, to strengthen the connection between Phalen Village and Phalen Park, and with the knowledge of the traffic impacts of having light rail transit cross Maryland Avenue at grade.

This recommendation for express bus service corresponds with the 1992 Regional Transit Board Vision for Transit/Five-year Improvement Program. Providing substantially better regional transit access can have significant benefit for Phalen Village employment opportunities, commercial activity, and residential market. It can and should be provided quickly, economically and effectively with buses.

**Implementors:** Metropolitan Council Transit Operations

6. Create a neighborhood transit hub at the intersection of Phalen Boulevard and Maryland Avenue where express bus service on Phalen Boulevard, bus service on Maryland, and possibly new neighborhood circulator bus service come together in the center of Phalen Village. The transit hub should be part of a small village square surrounded by neighborhood convenience shopping such as grocery and drug stores, neighborhood banks, restaurants, day care and health care services, family education services, and community meeting space.

**Implementors:** Metropolitan Council Transit Operations  
Saint Paul Department of Planning and Economic Development  
North East Neighborhoods Development Corporation  
Saint Paul Department of Public Works  
Ramsey County Department of Public Works

7. Support construction of a new Phalen Boulevard from Phalen Village west along the right-of-way owned by Ramsey County Regional Railroad Authority to Arcade and along the north side of the Chicago Northwestern Railroad right-of-way to the Pennsylvania Avenue interchange at I-35E, in order to:
- Provide better access to Phalen Village and other commercial and industrial sites along the route, and spur business redevelopment in the area.
  - Provide a good alternative for traffic now on Maryland, substantially reducing traffic volumes on Maryland between Prosperity and I-35E and on Johnson Parkway between Prosperity and E. 7th Street, areas where current traffic volumes are too high for the width and design of the street, and where traffic has a real negative impact on adjacent residential property. With Phalen Boulevard, traffic volume on Johnson Parkway would be more in keeping with its parkway character.
  - Provide express bus service between Maplewood Mall and Downtown Saint Paul, linking the area with these and other major educational and employment centers, and providing the kind of transit service Light Rail Transit may provide in the neighborhood in the more distant future.

**Implementors:** Saint Paul Department of Public Works  
Ramsey County Regional Rail Authority  
Saint Paul Department of Planning and Economic Development  
Metropolitan Council Transit Operations  
Minnesota Department of Transportation

8. Develop pedestrian and bike paths connecting Phalen Village with Phalen Park and nearby residential areas.

**Implementors:** Saint Paul Division of Parks and Recreation  
Saint Paul Department of Public Works

## **Connecting to Ecological Structure and Neighborhood Identity**

---

The unique natural setting of Phalen Village, particularly Lake Phalen and Phalen Park, is what gives Phalen Village its identity. Primarily due to development in the 1950s and 1960s, however, the connection to this natural setting (and much of the natural landscape itself) has been substantially lost. A key goal of this plan is to restore significant elements of the natural setting as a source of underlying structure and positive identity for the area.

The Phalen Chain of Lakes Watershed Comprehensive Natural Resources Plan, developed by the Ramsey-Washington Metro Watershed District and the Minnesota Dept. of Natural Resources, calls for restoration of wetlands in the Phalen Village area, and for improving the connection between the wetlands and Phalen Regional Park and Lake. The Phalen Village Small Area Plan Task Force worked closely with Department of Natural Resources and Watershed District staff, as well as with landscape and design specialists at the University of Minnesota, to develop a conceptual plan for Phalen Village consistent with the natural landscape and the Phalen Chain of Lakes Watershed Plan.

### **Strategies:**

1. Reclaim Ames Lake and surrounding wetlands, and create open spaces that take advantage of existing natural resources such as Lake Phalen and wetland areas. Create a wetland/natural corridor in low areas unsuitable for development, and use this natural landscape as a neighborhood signature amenity that links Phalen Village to Phalen Park, enhances surrounding property values, helps attract quality commercial and residential development, filters and detains stormwater runoff, provides wildlife habitat, and becomes part of the Phalen Chain of Lakes bird flyway. Design this wetland water-cleaning ecosystem as an environmental education resource for school and youth programs and park users.

**Implementors:** Saint Paul Department of Public Works  
Saint Paul Department of Planning and  
Economic Development  
Saint Paul Division of Parks and Recreation  
Ramsey-Washington Metro Watershed District

2. Reduce the height of the Ramsey County Regional Railroad Authority-owned railroad berm between Johnson Parkway and Ivy Avenue to help create a stronger connection between Phalen Village and its primary asset, Phalen Park, gradually sloping the berm up from Maryland to its existing height south of McAfee Street cul-de-sac lots. To achieve the greatest benefit for adjacent property and ensure an appropriate edge for Phalen Park, coordinate changes to the berm with property owners and improvements east of the berm.

**Implementors:** Ramsey County Regional Railroad Authority  
Saint Paul Department of Public Works  
Ramsey County Public Works  
Saint Paul Division of Parks and Recreation

3. Redevelop Phalen Village in a way that supports ecological structures and functions, and reduces and cleans urban runoff.

**Implementors:** Private Developers  
Saint Paul Planning and Economic Development  
North East Neighborhoods Development Corporation  
Saint Paul Public Works  
Ramsey-Washington Metro Watershed District



Wetland at Johnson Parkway and Maryland Avenue in Phalen Regional Park

## **Education, Recreation, Health and Human Services**

---

*"It takes a whole village to raise a child."*

Old African Proverb

The availability of education, health and community services in the area, and the way we provide them, affect community stability and the sense of community. By necessity, this plan takes a holistic approach to community development; **integration of social and economic strategies with recommended physical improvements is one of the most important and challenging elements of this plan.** Improvements to education and social services to help build a socially and economically viable community are key to creating a safe, stable and attractive community, and will require discussion, coordination and cooperation with a number of partners.

### **Education**

Community-based education and schools in the area need to be central players in developing a socially and economically viable community, with education an integrated part of community life.

#### **Strategies:**

1. Develop and foster neighborhood involvement in elementary and secondary education in the area, with special attention to collaborative community efforts to provide education services. Key elements may include:
  - Use of the community and its environmental context as a laboratory for learning so that kids feel the community is theirs, that it is their responsibility as well as that of adults;
  - Active participation of teachers, students, parents, neighborhood residents, businesses, and community organizations in learning activities and curricula at all levels;
  - More effective use of facilities, transportation, and student assignment practices;
  - Apprentice programs with local businesses and labor unions;



- Incentives for higher student achievement levels and for pursuing post-secondary education.

**Implementors:** Saint Paul Public Schools  
 Parent-Teacher Organizations  
 Phalen Village Business Association  
 District 2 Community Council  
 East Side Arts Council  
 Saint Paul Department of Planning and Economic Development

2. Develop and expand neighborhood-based continuing education programs including:

- Adult literacy (especially English as a Second Language);
- Civic affairs and citizen education;
- Cultural, arts and history programs for residents of all ages;
- Job training/retraining programs.

**Implementors:** Saint Paul Public Schools  
 Community Colleges and State Universities  
 Saint Paul Work Force Development Division  
 Minnesota Department of Jobs and Training  
 Saint Paul Port Authority Customized Job Training  
 Phalen Village Business Association  
 East Side Arts Council

3. Develop a Phalen Village Community Learning Center in a central, pedestrian- and transit-accessible location, with agreements for shared space and programs involving the public schools, technical institutions, colleges, community organizations and agencies, senior citizens and the local business community.

**Implementors:** Saint Paul Public Schools  
 Saint Paul Technical College  
 Community Colleges and State Universities  
 Phalen Village Business Association

## Recreation

Restored wetlands and natural areas around Lake Ames offer the opportunity to make recreation a major attraction and focus of Phalen Village.

### Strategies:

4. Capitalize on the restored Lake Ames and on new connections to Phalen Regional Park made by reducing the height of the railroad berm owned by Ramsey County Regional Railroad Authority. Use recreation both as an amenity to build a stronger market for housing and businesses in the area, and as a marketing tool for present and additional businesses.

**Implementors:** North East Neighborhoods Development Corporation  
Phalen Village Business Association  
District 2 Community Council

5. Provide separated bicycle and pedestrian paths along Phalen Boulevard to serve commuters as well as recreational walkers and bicyclists, with connections to Phalen Park trails, the Willard Munger State Trail, and the Mississippi River Trail (see Map 6: Pedestrian and Bicycle System Concept).

**Implementors:** Saint Paul Division of Parks and Recreation  
Ramsey County Department of Parks and Recreation  
Metropolitan Council

6. Provide public resources for Sackett Playground (currently leased to Boys and Girls Club of Saint Paul to privately provide youth development services) proportional to the large number children in its service area, especially the majority who come from low-income families. Provide programming and staffing that recognize the special character of the neighborhood as home for many new Southeast Asian families.

**Implementors:** Boys and Girls Club of Saint Paul  
Saint Paul Division of Parks and Recreation

7. Consider adding recreational facilities in the area that complement existing facilities, such as a sports arena or center.

**Implementor:** Saint Paul Division of Parks and Recreation  
Private Developers

## Health and Human Services

Phalen Village is currently underserved by many health and human services programs.

### Strategies:

8. Develop a Phalen Village Family Medical Center in a central, pedestrian- and transit-accessible location (*such a facility is now being developed by HealthEast and University of Minnesota Hospitals*). Needed services include primary care, preventive health services and health education, and in-home health care for seniors and disabled people.

**Implementors:** HealthEast  
University of Minnesota Hospitals

9. Provide adequate community services in a central and accessible location within Phalen Village, possibly in conjunction with a Community Learning Center, with a coordinated set of programs and services for individuals and families across the age spectrum. Such programs may include:

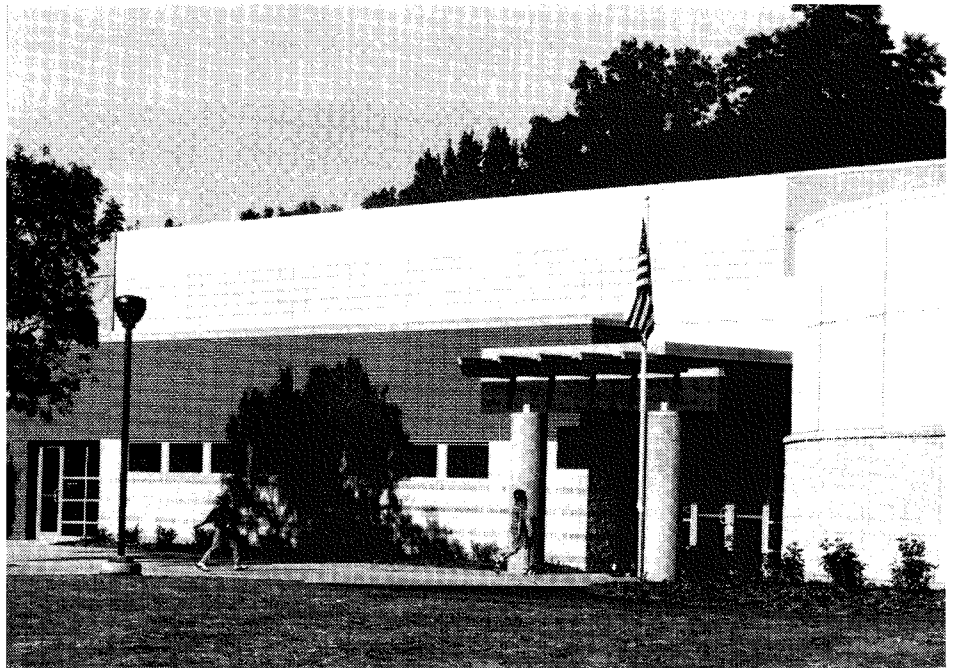
- Family support services as envisioned by the Saint Paul Children's Initiative, such as early childhood programs, family education programs and peer support groups;
- Child care facilities, programs, and information/referral networks;
- After-school, evening and summer youth recreation and development programs;
- Family support services for households with elderly members, including information/referral and service coordination, home visitation services, and a neighborhood block nurse program;
- Job information networks and employment counseling.

**Implementors:** Ramsey County Human Services  
Boys and Girls Club of Saint Paul  
Saint Paul Division of Parks and Recreation  
Saint Paul Workforce Development Division  
Minnesota Department of Jobs and Training  
Public Housing Agency of Saint Paul

**10.** Encourage health and human service programs, as well as other community services, to adhere to the following service delivery principles:

- Programs and services for individuals and families should be coordinated with other services to the same people.
- Services should be available to all residents in the area rather than being designated for a particular apartment complex or target population.

**Implementors:** Ramsey County Department of Human Services  
Saint Paul Division of Public Health  
Ramsey County Department of Public Health



**Boys and Girls Club of Saint Paul, new facility at Sackett Playground on Ames Avenue**

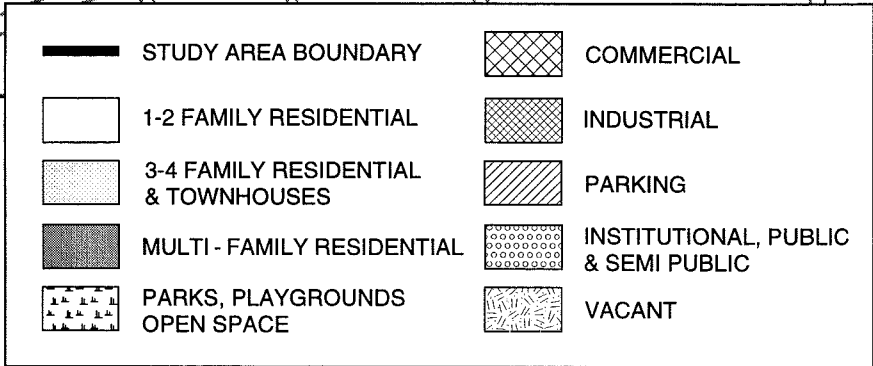
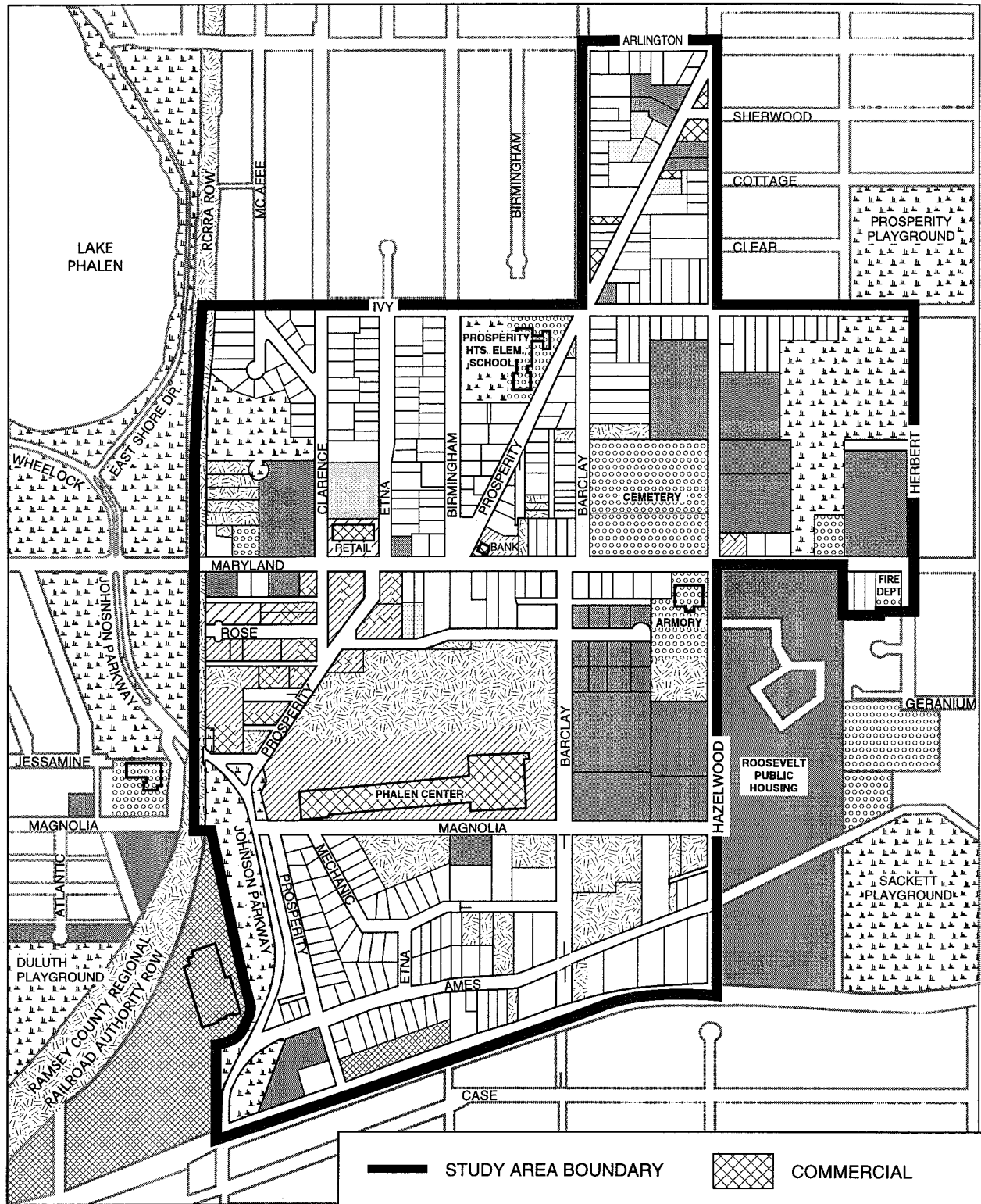
## **Land Use and Zoning**

The study area should be rezoned as indicated on Map 11 "Proposed Zoning" to help implement the land use recommendations of this plan. Zoning should fit the commercial market in the area; support the goal for a compact, mixed-use, more pedestrian- and transit-oriented commercial area along Maryland; limit building height to three stories; encourage a closer connection between apartments and usable, more private and defensible yards; and provide for a diversity of housing types, price ranges, and ownership options.

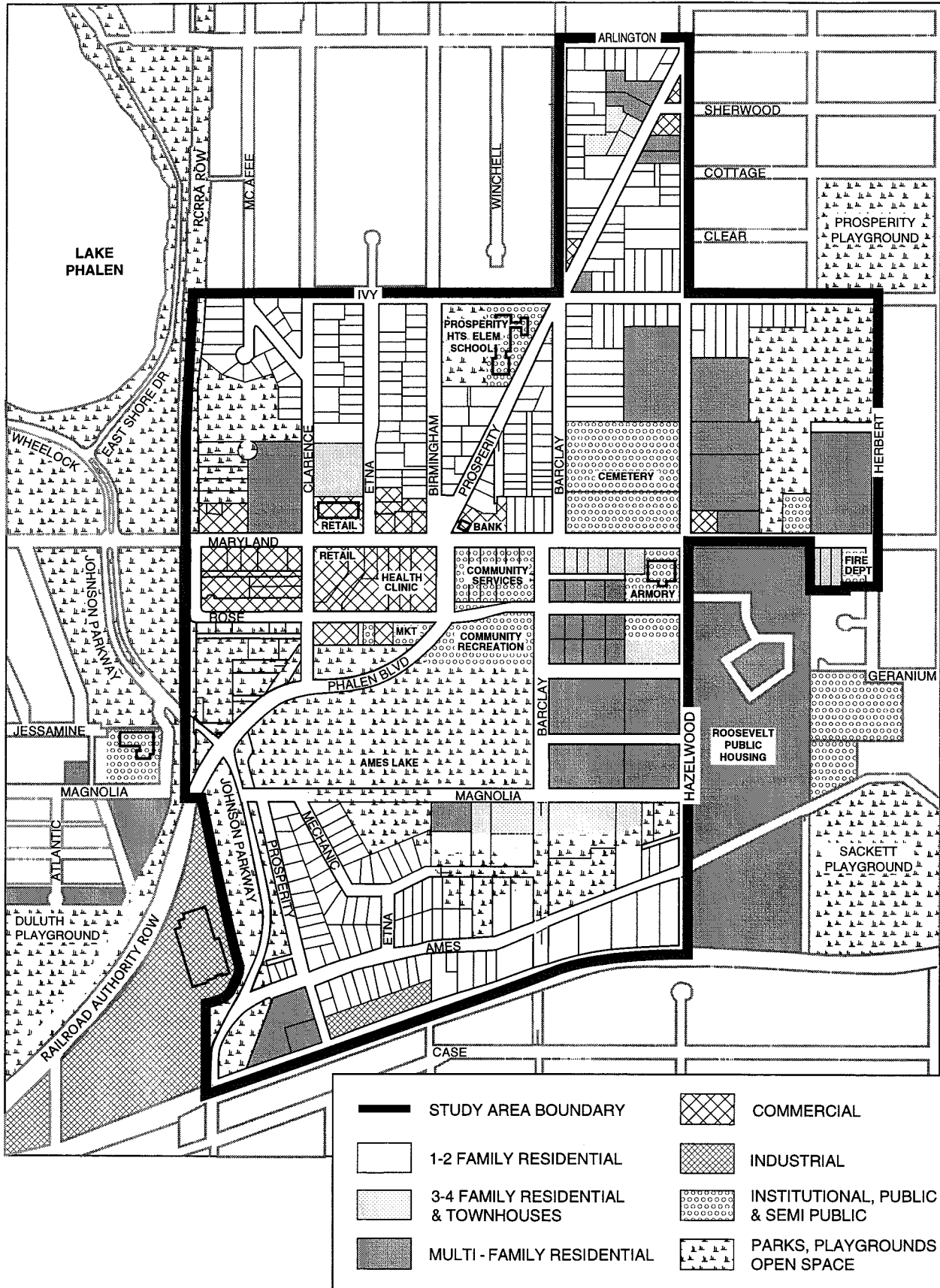
### **Strategies:**

1. Use a combination of B-1 Local Business and B-2 Community Business zoning to create a more compact, mixed-use Phalen Village commercial core with a neighborhood focus and a sense of village. Encourage pedestrian-oriented streets, with parking behind the shops. Provide for this kind of neighborhood-oriented mixed-use Phalen Village Commercial Core with regular B-1 and B-2 zoning, but also encourage use of Planned Development zoning for new development.
2. Rezone RM-2 Multiple-family Residential areas to RM-1 Multiple-family Residential in order to:
  - Keep the height of new residential buildings compatible with that of surrounding buildings (RM-2 allows 5 story buildings, higher than anything in the area);
  - Retain a reasonable portion of sites for open space;
  - Maintain a connection between apartments and "street life," with yards being semi-private, more defensible spaces.
3. Use RT-1 Two-family Residential and RT-2 Townhouse Residential zoning to provide for a better balance of housing types and ownership options.
4. Use One-family Residential zoning to reinforce sound single-family areas on the fringe of Phalen Village.

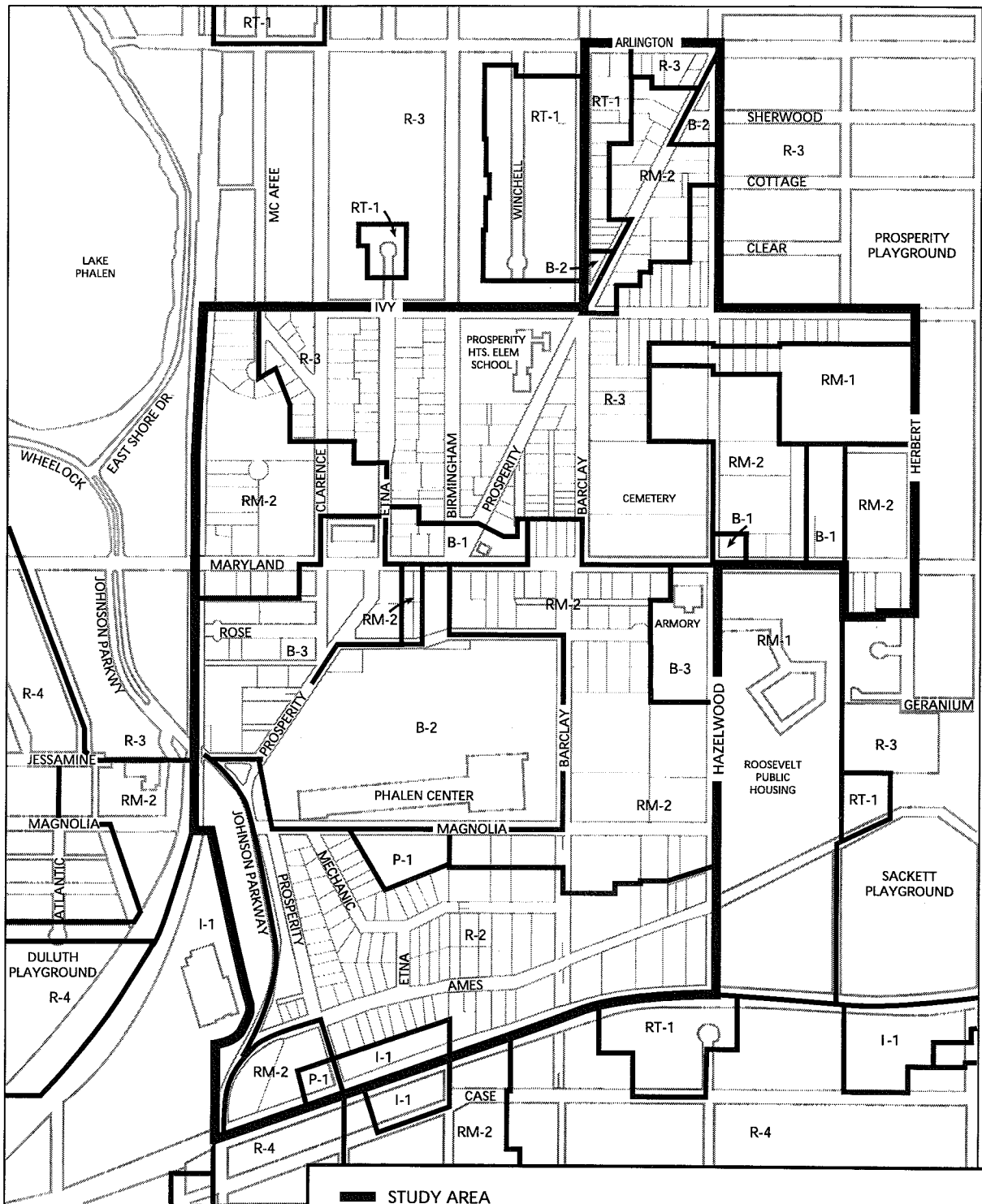
MAP 8: EXISTING LAND USE




MAP 9: PROPOSED LAND USE



**MAP 10: EXISTING ZONING**



 STUDY AREA BOUNDARY	RT-1 TWO-FAMILY RESIDENTIAL	B-1 LOCAL BUSINESS
R-2 ONE-FAMILY RESIDENTIAL (60 FT. LOTS)	RT-2 TOWNHOUSE RESIDENTIAL	B-2 COMMUNITY BUSINESS
R-3 ONE-FAMILY RESIDENTIAL (50 FT. LOTS)	RM-1 LOW-DENSITY MULTIPLE-FAMILY RESIDENTIAL	B-3 GENERAL BUSINESS
R-4 ONE-FAMILY RESIDENTIAL (40 FT. LOTS)	RM-2 MEDIUM-DENSITY MULTIPLE-FAMILY RESIDENTIAL	I-1 LIGHT INDUSTRIAL
		P-1 PARKING





## **Urban Design and a Special Design District**

---

Design choices have a lot to do with the quality of Phalen Village as a place to live and its viability as a place to do business. Good design can have a positive effect on the value of property in more than just the commercial area. Because the commercial center is a very visible part of the community, improvements there enhance the public image and economic value of the surrounding area.

Good design is good for business. It can help to build an image of Phalen Village as a special place and aid in advertising the area as a whole. It can help build an identity for the area that customers will remember, and create a desirable atmosphere and pleasant surroundings that attract customers.

Phalen Village design should build on and complement positive existing elements of the area's identity, such as Phalen Park and the predominant, post-war Prairie-Style-derived architectural character of the area. It should help to provide structure, image and pattern to Phalen Village and the surrounding neighborhood.

The State Legislature recently passed enabling legislation to give the City of Saint Paul authority to create special design districts. The City can use this as a tool to increase investor confidence about the quality of surrounding development, and to attract customers by making Phalen Village a safer and more inviting place.

### **Strategies:**

1. Create a Special Design District for the Phalen Village core to build a positive image for the area, guarantee some basic level of quality for new construction, and implement measures to control crime through environmental design. Within the special design district, provide that no permits shall be issued for significant improvements such as buildings or other structures, site improvements or signs until a certificate of appropriateness is issued to ensure that the improvement conforms with established design guidelines for the area.

**Implementors:** Saint Paul Department of Planning and  
Economic Development  
Saint Paul Division of License, Inspections and  
Environmental Protection  
North East Neighborhoods Development  
Corporation  
Phalen Village Business Association

2. Establish design guidelines for the Phalen Village Special Design District that address the following:

- Architectural style and materials;
- Quality of construction and construction standards;
- Landscaping design and materials to enhance connections with the natural landscape and character of the area;
- Guidelines for streets, parking lots and street furniture consistent with the image of the area.

**Implementors:** Saint Paul Department of Planning and Economic Development  
Saint Paul Division of License, Inspections and Environmental Protection  
District 2 Community Council  
North East Neighborhoods Development Corporation  
Phalen Village Business Association  
University of Minnesota College of Architecture and Landscape Architecture



Auto-oriented streetscape along Maryland Avenue in Phalen Village

## Public Safety

---

The goal of creating an urban village designed to encourage social interaction and foster development of a fully functioning community in which residents and merchants feel collective responsibility for neighborhood crime prevention is a key to reducing crime and the opportunities for crime in Phalen Village. Another key is to reduce feelings of isolation and vulnerability through design strategies that provide for natural surveillance of "defensible spaces," make committing a crime uncomfortable for perpetrators and diminish opportunities for crime.

Fear of crime in the Phalen Village area has resulted in lower patronage of the shopping center, difficulties in marketing apartment units, and lower sales of single-family homes. Reducing crime, reducing opportunities for crime, and changing perceptions of the area as unsafe are essential to revitalization of the area.

### Strategies:

1. As the Phalen Village commercial area is redeveloped, create a mix of uses and operating hours so that there is constant activity and surveillance. Locate bus stops and parking lots in areas where there is constant activity and surveillance to improve safety and the perception of safety.

**Implementors:** Phalen Village Business Association  
Private developers  
North East Neighborhoods Development Corporation  
Metropolitan Council Transit Operations

2. Maintain and increase visible police patrol service in the area. Consideration should be given to establishment of a small police storefront in the commercial area.

**Implementor:** Saint Paul Police Department

3. Use volunteers to supplement police patrols with block watch programs, tenant patrols, courtesy patrols, and business alert networks.

**Implementors:** District 2 Community Council  
Block Clubs  
Phalen Village Business Association  
East Metro Managers Association

4. Improve the appearance of the area. When people are provided with an attractive environment, they are more likely to take pride in it – and consequently to use, improve and defend it. While an attractive environment may cost more initially, reduced vandalism and maintenance may make it cheaper over time.

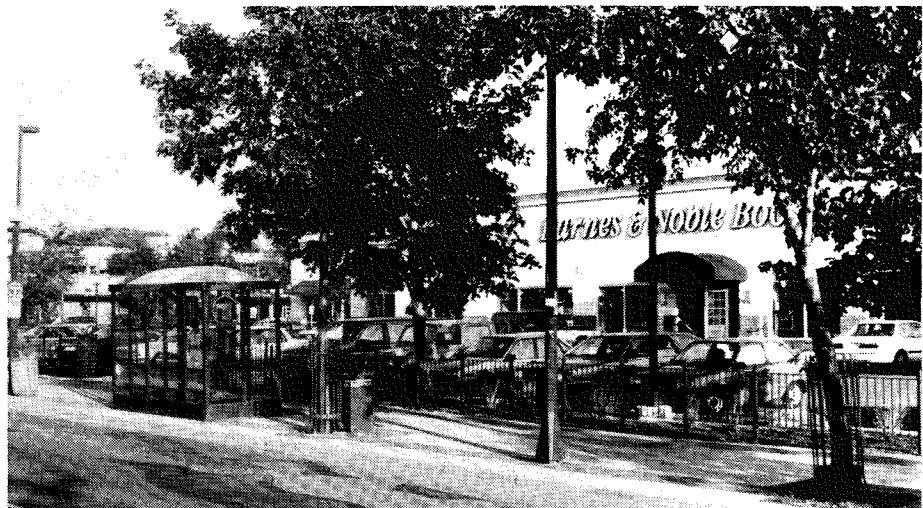
**Implementors:** North East Neighborhoods Development Corporation  
Phalen Village Business Association  
Private property owners

5. Improve outdoor lighting, especially along pedestrian routes.

**Implementors:** Saint Paul Department of Public Works  
Phalen Village Business Association  
Private property owners

6. Incorporate concepts like "crime prevention through environmental design" and "defensible space" into the Phalen Village design guidelines.

**Implementors:** Saint Paul Department of Planning and Economic Development  
Saint Paul Division of License, Inspections and Environmental Design  
District 2 Community Council  
Phalen Village Business Association  
North East Neighborhoods Development Corporation  
Saint Paul Police Department



Attractive streetscape along Ford Parkway in Highland Village

## Phalen Village Small Area Plan Task Force

Paul Gilliland, District 2 Community Council Board, co-chair  
Barbara Wencil, Saint Paul Planning Commission, co-chair  
Gladys Morton, Saint Paul Planning Commission  
Eileen Lund-Johnson, Saint Paul Planning Commission\*  
Gary Unger, District 2 Community Council Board Chair  
Richard Kramer, District 2 Community Council Board\*  
George Johnson, District 2 Community Council Board\*  
Karen Swenson, North East Neighborhoods Development Corporation  
Craig Johnson, Norwest Bank  
Steve Johnson, The Phalen Bank/Dakota Bank  
Bob Rein, C. G. Rein Company, Commercial Property Owner  
Dennis Cavanaugh, C.G. Rein Company, Commercial Property Owner\*  
Julie Khalilzadegan, Phalen Place Apartments, Owner/Manager  
Tony Tempesta, Lakewood Apartments, Owner  
Connie Oppelt, Omega Court Apartments, Manager  
Aurora Velasquez, Roosevelt Homes, Manager  
Joy Skjegstad, Boys and Girls Club of Saint Paul  
Alex Begbie, Study Area Homeowner  
Wayne Hanson, Study Area Homeowner  
Vince Hayes, Study Area Homeowner  
Pearl Mudek, Study Area Homeowner  
Midge Vietor, Study Area Apartment Resident

\* Alternate

## Saint Paul Planning Commission

Patricia Bader	David McDonell, Chair
Willetha Carter	Gladys Morton
Carole Faricy	Aneidith Nash
Litton Field, Jr.	Daniel Riehle
Anne Flaxman Geisser	Kurt Schwichtenberg
Frank Gurney	Imogene Treichel
Frank Horak	John Tully
Kevin Kajer	Mark Vaught
Richard Kramer	Barbara Wencil
Eileen Lund-Johnson	Stanton Zobel
Joyce Maddox	

## District 2 Community Council

Stefanie O'Brien, Community Organizer

## **City of Saint Paul**

Norm Coleman, Mayor  
Marie Grimm, Councilmember, Ward 6  
Karl Neid, Councilmember, Ward 6

## **Department of Planning and Economic Development**

Larry Buegler, Director  
Ken Ford, Planning Administrator  
Daniel Cornejo, Deputy Director for Planning (to August 1994)  
Allen Lovejoy, Principal Planner  
Allan Torstenson, City Planner, Project Coordinator  
Mark Basten, Architect  
Dave Gontarek, Economic Development Project Manager  
Joan Hagen, Graphic Artist  
Gary Peltier, Housing Project Manager  
Donna Sanders, Secretary

## **Citywide Staff Team**

Mike Klassen, Department of Public Works  
Thomas Meyer, Police Department  
Helen Welter, City Council Legislative Aide, Ward 6  
John Wirka, Division of Parks and Recreation

## **Others**

Cliff Aichinger, Ramsey-Washington Metro Watershed District  
Sherri Buss, Phalen Chain of Lakes Watershed Project, Minn. DNR  
Kathryn DeSpiegelaere, Ramsey County Regional Railroad Authority  
James Farrell, State Representative  
Randy Kelly, State Senator  
Warren Schaber, Ramsey County Commissioner, District 6  
Toni Baker, Assistant to Commissioner Schaber

## **University of Minnesota**

Harrison Fraker, Dean, College of Architecture and Landscape Architecture  
Joan Nassauer, Head, Department of Landscape Architecture  
Daniel Marckel, Research Assistant in Architecture

The City of Saint Paul does not discriminate on the basis of disability, race, sex, sexual or affectional orientation, age, color, creed, national origin or ancestry, marital status, religion, veteran status, or status with regard to public assistance in the admission or access to, or treatment or employment in, its programs or activities.