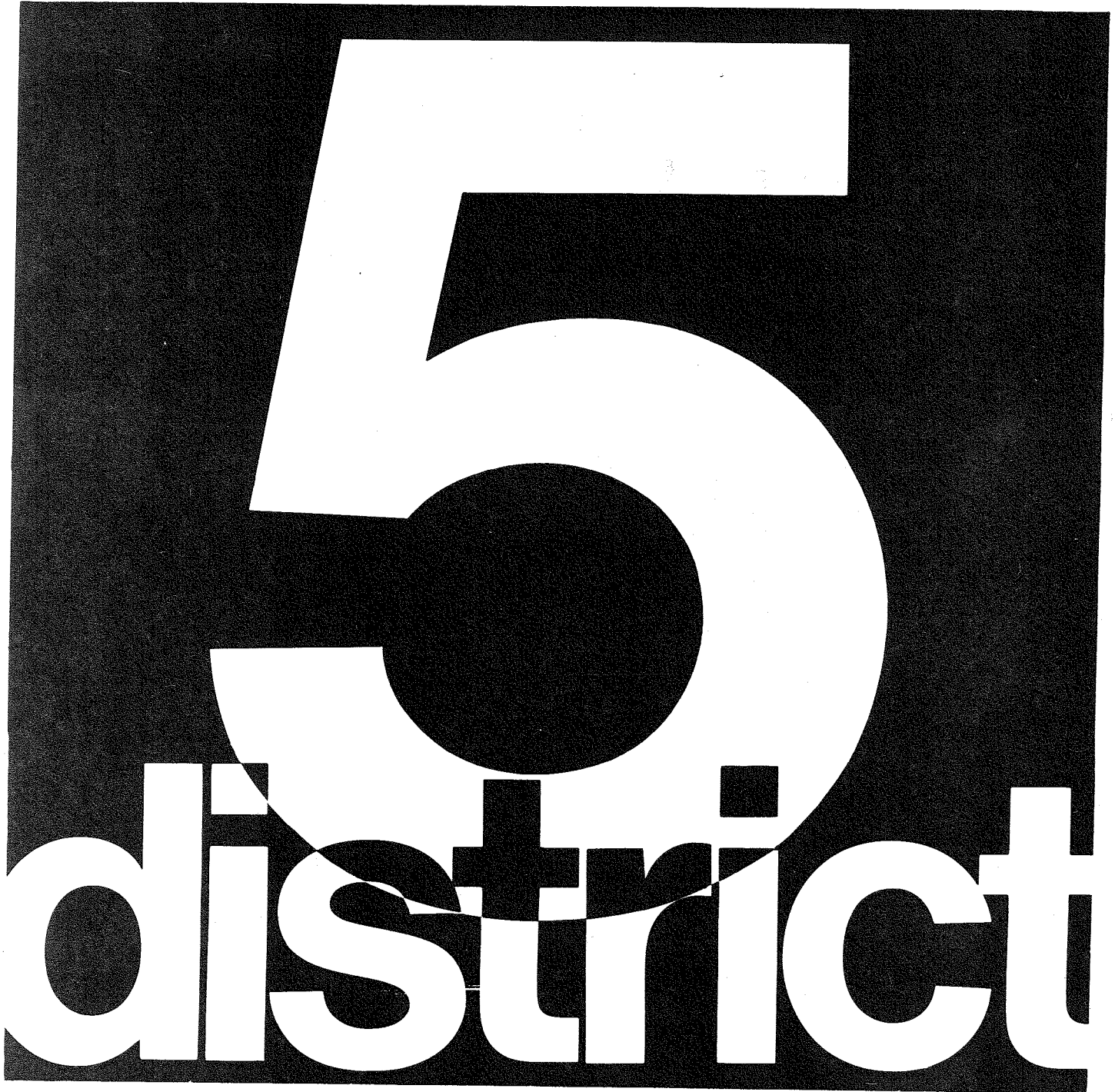


DISTRICT 5 PLAN



DIVISION OF PLANNING
DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT
CITY OF SAINT PAUL
CITY HALL ANNEX
25 WEST FOURTH STREET, SAINT PAUL, MINNESOTA 55102
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PLAN BRIEF

PAYNE-PHALEN DISTRICT 5 PLAN

PREMISE

NEIGHBORHOOD ORGANIZATIONS, LOCAL BUSINESSES AND THE CITY have worked together to prepare this plan. Their continued cooperation will make it possible to build on the strengths of the Payne-Phalen area, so that it will continue to be a good place to live, to work, and to do business. Conclusions about community needs and concrete proposals for meeting those are contained in the District 5 Plan.

MAIN POINTS

1. THE PAYNE-PHALEN COMMUNITY is part of St. Paul's East Side and consists of generally well-kept, cohesive neighborhoods with a strong economic base created by local business and industry.
2. OLDER, LOW AND MODERATE INCOME NEIGHBORHOODS are in the southern part of District 5, while the newest areas are in the north central portion. Many large, stately old homes surround Lake Phalen.
3. PAYNE-PHALEN HAS A TRADITION of strong grass roots participation, and this has held true for the District 5 Planning Council.
4. PUBLIC INVESTMENT IN STREETS, SEWERS, AND COMMUNITY FACILITIES should be used to increase confidence in Payne-Phalen neighborhoods. Before deciding to build new facilities, the city should make sure that existing facilities are being used to their maximum.
5. MOST OF DISTRICT 5'S HOUSING STOCK is in good condition. Continued small-scale private investment in rehabilitation and renovation will keep the neighborhoods stable, pleasant, and in good repair for many years to come.

RECOMMENDATIONS

1. THE MARYLAND AVENUE STUDY should determine how Maryland Avenue can function more efficiently with its existing large volume of traffic.
2. RAILROAD ISLAND, ALSO KNOWN AS PAYNE-MINNEHAHA, is the oldest neighborhood in District 5 and is rich in history. The neighborhood and the city should work together to plan street and sewer improvements, traffic and circulation, and housing improvements which are sensitive to the historic character of the area.

3. THE OLD GILLETTE CHILDREN'S HOSPITAL BUILDING AND GROUNDS present a unique opportunity for the city and for District 5. The District 5 Planning Council should play a central role in determining its reuse.
4. THE ARLINGTON HILLS BRANCH LIBRARY BUILDING should be replaced only if the community deems it necessary and no appropriate existing building can be found.
5. THE CITY AND COUNTY SHOULD ACT TO REDUCE POLLUTION IN LAKE PHALEN. Better security is needed to protect the newly redesigned Phalen Park and those who wish to use it.
6. THE WHEELLOCK-ARKWRIGHT AREA, IN THE NORTHWEST CORNER OF DISTRICT 5, needs improved sewers and utilities to serve existing homes and new apartment developments. A land use study should be done there to determine how to make multi-family developments more compatible with the existing single family neighborhood.
7. THE DISTRICT 5 PLANNING COUNCIL AND THE CITY should assist businesses and industries to stay in District 5.
8. THE HUMAN SERVICES NEEDS ASSESSMENT should be used to plan for meeting human services needs in District 5.
9. CRIME PREVENTION is needed in the Payne-Phalen area, in the form of resident participation in Operation ID, the Neighborhood Assistance Officer program, and installing adequate security devices in homes. A youth employment assistance program would also be helpful.
10. THE CITY SHOULD CONTINUE ITS COMMITMENT TO REINVESTMENT IN HOUSING through rehabilitation grants and low interest loan programs.

GENERAL DISTRICT PLAN
FOR DISTRICT 5

PRELIMINARY PLAN
78-205 SWP-02
AUGUST, 1978

PLANNING DIVISION
DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT
421 WABASHA
ST. PAUL, MINNESOTA 55102

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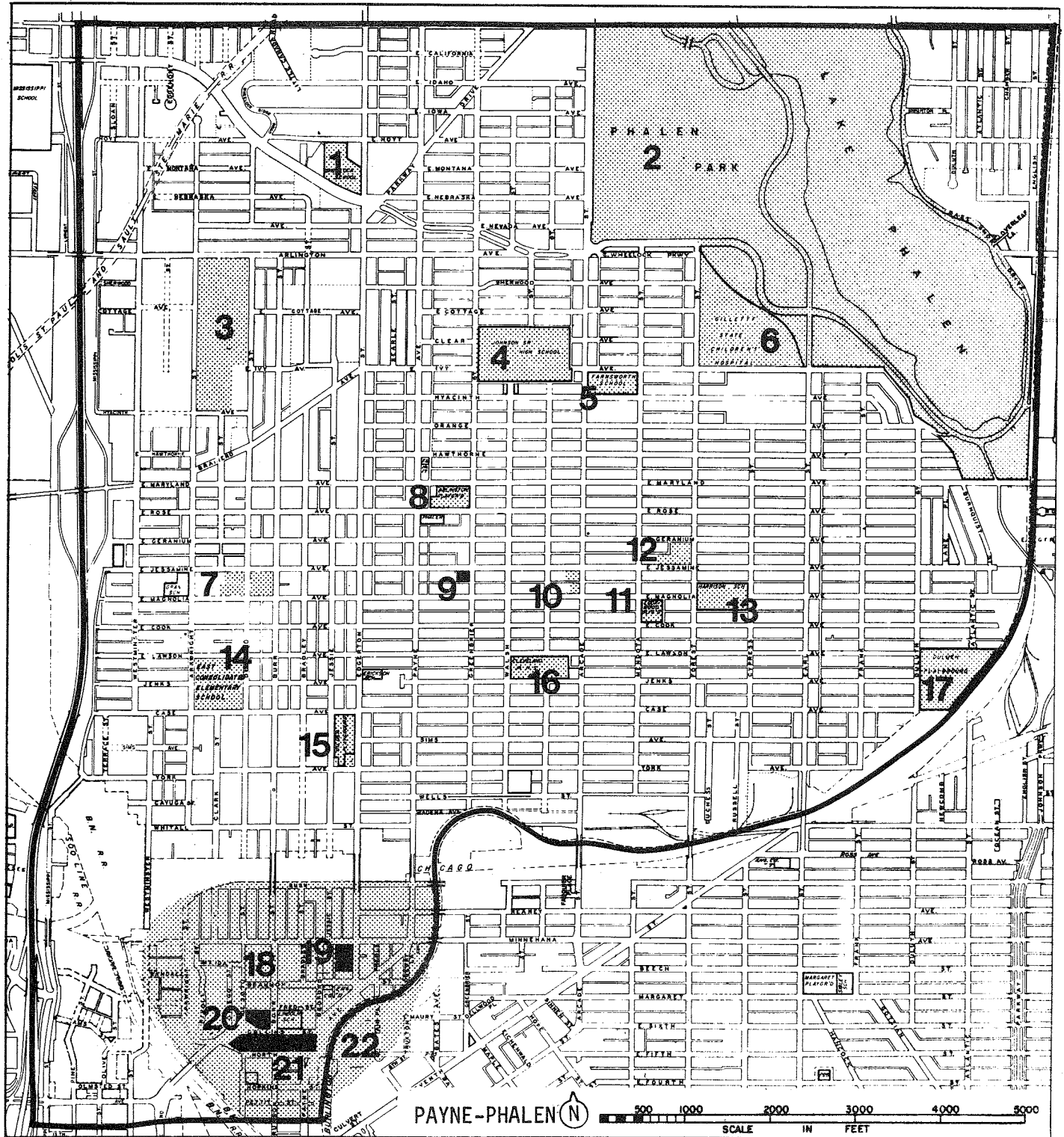
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2-2	8	Residential Improvement Strategy
2-3	18	Future Classification

FIGURE 1-1

DISTRICT 5 COMMUNITY FACILITIES AND LANDMARKS



- | | | |
|----------------------------------|----------------------------------------|---------------------------------|
| 1 WHELOCK PRIMARY SCHOOL | 8 ARLINGTON PLAYGROUND | 15 WILDER PLAYGROUND |
| 2 PHALEN PARK | 9 ARLINGTON LIBRARY | 16 CLEVELAND JUNIOR HIGH SCHOOL |
| 3 ARLINGTON ARKWRIGHT PLAYGROUND | 10 YMCA | 17 DULUTH PLAYGROUND |
| 4 JOHNSON HIGH SCHOOL | 11 LOCKWOOD PLAYGROUND | 18 RAILROAD ISLAND |
| 5 FARNSWORTH ELEMENTARY SCHOOL | 12 ST. CASIMIR'S SCHOOL | 19 MERRICK CENTER |
| 6 OLD GILLETTE HOSPITAL | 13 PHALEN LAKE SCHOOL | 20 LAFAYETTE PLAYGROUND |
| 7 ST. PATRICK'S SCHOOL | 14 EAST CONSOLIDATED ELEMENTARY SCHOOL | 21 HIGHWAY 212 SITE |
| | | 22 SWEDE HOLLOW PARK |

1.0 INTRODUCTION

1.1 USING THIS PLAN

The purpose of this plan is to clearly establish the goals of the Payne-Phalen community and to guide public and private investment in the area. This document states goals, proposals, and background information for the community's physical, social and economic development. A longer document, entitled District 5 Background Report, contains more information and summarizes data used to make decisions about goals and proposals. The Background Report can be obtained from the City Planning Division, 421 Wabasha, 298-4151.

1.2 HISTORICAL BACKGROUND

1.2.1 EARLY DEVELOPMENT

Located to the east of the central business district are the two neighborhoods which comprise Saint Paul's near East Side. Physically separated by Phalen Creek, both the Payne/Phalen and Dayton's Bluff/Mounds Park communities date back to the mid-1800's. The part of Payne-Phalen closest to downtown, nicknamed Railroad Island, was the site of the earliest development in the area. Today Railroad Island contains some of the oldest homes in Saint Paul, rich in architectural and historic character.

Housing development in the Payne/Phalen area generally expanded outward from Railroad Island. The dominant period of construction for Railroad Island was pre-1885, the area between Maryland and Arlington 1900-1939, and the area north to Larpenteur after 1940. Residential construction is still occurring in the northwest corner of the district.

1.2.2 ETHNIC HISTORY

Ethnic groups played a very important role in the development of the Payne/Phalen community. Railroad Island and Swede Hollow saw a succession of immigrants occupy these two neighborhoods, then move on.

Swede Hollow, located in a stream valley just to the east of Railroad Island, offered immigrants shelter and nearby jobs. In the mid-1870's and 1880's Swedish immigrants populated its valley. Around 1890, an influx of Irish laborers changed the composition of the population slightly.

At the turn of the century, many residents of Swede Hollow finally could afford to build new homes. They moved north to the Phalen area, while Italian immigrants settled in the Hollow. The same events occurred in Railroad Island, and by the beginning of the 1900's the

neighborhood had taken on a distinctively Italian character.

The Phalen area experienced rapid growth due to the people moving north. At the turn of the century over 60% of the population was of Swedish descent. Residents of this area were generally white collar workers, many of whom owned small businesses. Their modest prosperity was reflected in the character of their homes.

The strong ethnic roots that were present during the early development of the district are still strongly felt today. Celebrations such as the bocce ball tournament in Railroad Island, the Polish Days celebration on Arcade Street, and the Syttende-Mai celebration (Norwegian Independence Day) on Payne Avenue show that District 5 residents are very proud of their heritage.

T.3 PAYNE-PHALEN IN THE 1970'S

T.3.1 POPULATION

The population of Saint Paul nearly doubled between 1900 and 1960, with a rapid rate of growth immediately following 1900 and a sharp decline in the rate of growth between 1950 and 1960. District 5 is one of the few areas of the city whose population has increased since 1960.

District 5 has the largest population of the 17 districts, nearly 10 percent of the City's total. The district grew from 28,671 people in 1960 to 29,521 in 1970, an increase of three percent, while the City experienced a decline.

A breakdown of age groups shows that District 5 corresponds closely to the makeup of the City. The only major discrepancy occurs in the southern portion of the district, in an area referred to as Railroad Island. Between 1960 and 1970, its over 65 population jumped by over 24 percent.

T.3.2 HOUSING

Over 90% of the housing in District 5 is in very good conditions. The area is composed of distinctive neighborhoods, some of which are rich in architectural and historical character. The housing stock in the Payne-Phalen area is one of its strong points and will play an important role in the future of Saint Paul.

Owner occupancy is often used as a measure of neighborhood stability, since owner-occupants tend to be more concerned about the attractiveness and livability of

their properties. The rate of owner-occupancy in Payne-Phalen far exceeds the City as a whole. Payne-Phalen has nearly 90%, compared with 50% for the City. Many blocks in the area are 100% owner-occupied.

1.3.3 EDUCATION

District 5 residents have completed less schooling than the average City of Saint Paul resident. This discrepancy, however, is slowly being reduced. Between 1960 and 1970, the educational levels of District 5 residents have increased at a greater rate than those throughout Saint Paul. Today, area residents are near the average educational levels present in the city.

1.3.4 INCOME

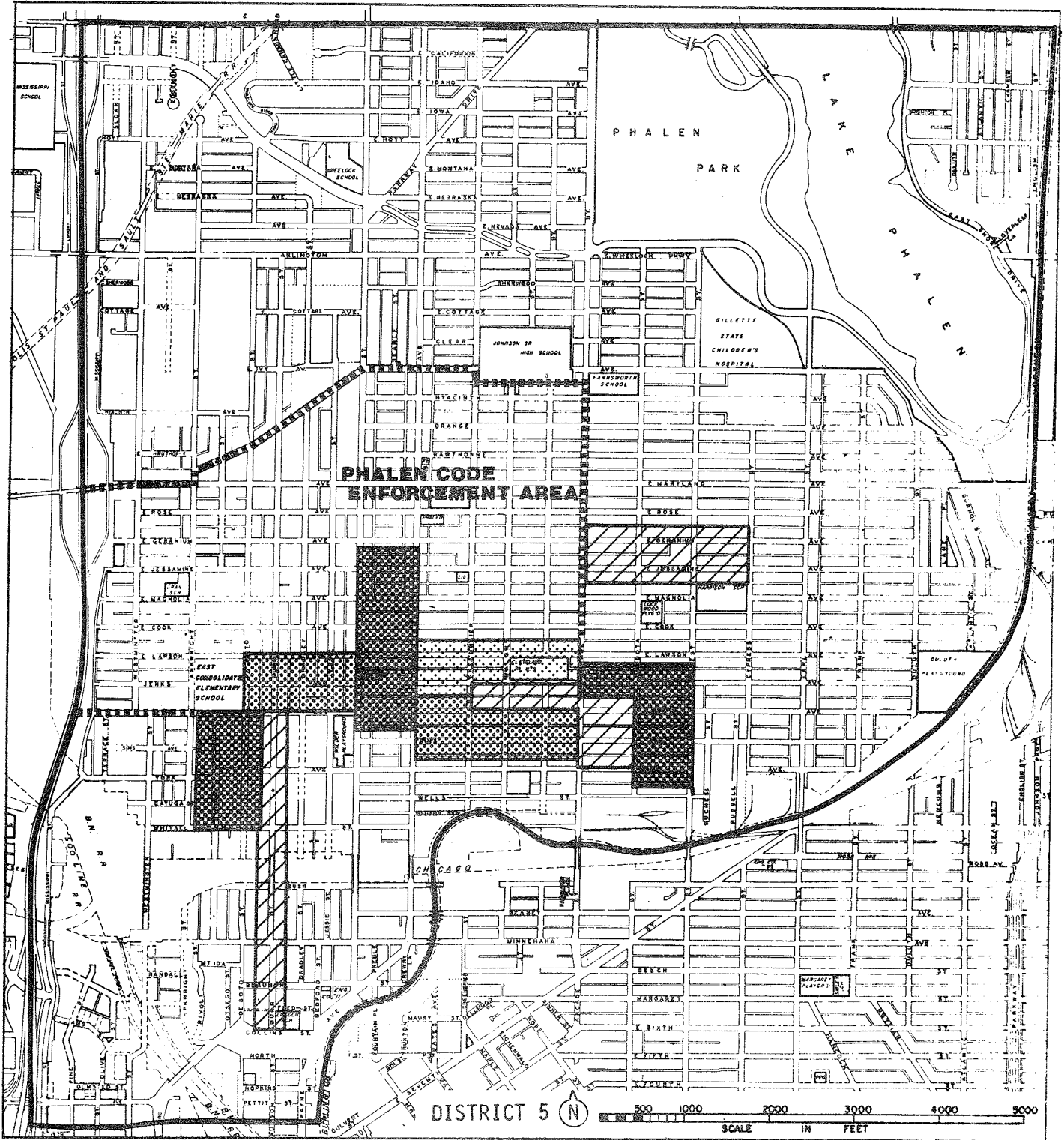
The average family income in District 5 has increased substantially in recent years, reflecting the increase in the cost of living. In 1974, household income for District 5 was estimated to be about \$11,400. In comparison, the city-wide average in 1974 was approximately \$12,000.





1.3.5 CONCLUSION

The Payne-Phalen area is an attractive community with a stable population and a strong economic base. It has a history of grass roots citizen participation resulting in effective community organizations which have solved many neighborhood problems. The area has its share of difficulties associated with being an older part of a large city, but its many assets are valuable resources to help overcome those difficulties.

FIGURE 2-1

PRIORITY ITA AREAS



-  "A" PRIORITY ITA'S
-  "B" PRIORITY ITA'S
-  "C" PRIORITY ITA'S
-  EXISTING ITA'S

2.0 PHYSICAL DEVELOPMENT PLAN

2.1 HOUSING

2.1.1 GOAL

The Payne-Phalen community will work to maintain and improve the existing housing stock and to add new housing units in order to provide safe, sound, housing for all its residents.

2.1.2 PROPOSALS

The District 5 Planning Council and the city should implement the Residential Improvement Strategy in District 5. The following should be the first priorities.

1. Six priority Identified Treatment Areas are proposed for the Improvement I and II areas in District 5. See Figure 2-1 for locations. In the course of the Railroad Island study, one or more ITA's may be identified; if so, they would have to be included in these priorities when the study is completed.
2. A planning study of Improvement III areas is needed to determine future directions for these neighborhoods. The Improvement III areas located within Railroad Island are being looked at in detail through the Railroad Island study currently in progress.
3. All residential improvement programs being used within District 5 shall be regularly evaluated by the City and the Payne-Phalen community. Programs will then be altered if necessary.

HOUSING CONDITIONS

2.1.3 BACKGROUND INFORMATION

There are 6872 residential structures in District 5, with about 90% considered (by exterior survey) in sound condition or in need of only minor repairs. The other 10% are rated as in need of major repairs or substandard. This shows a relatively stable residential environment but with a definite need for rehabilitation.

The poorest building conditions occur in the southern one-third of the district, while the best conditions exist in the northern one-third.

The most deteriorated housing area is located between Arcade and Edgerton, south of Case Avenue to the railroad lines.

DENSITY

The southern half of the district has a high housing unit per acre density. According to the 1970 census, the area bounded by Edgerton, Case, Arcade and Ivy has 6.9 housing units per acre. The Phalen Park area, excluding the park itself, has about 3.4 units per acre.

The reasons for such extreme density differences are 1) the area north of Maryland Avenue consists of new single family housing located on large lots, 2) this area has many large undeveloped parcels of land adjacent to 35E, 3) the southern half of the district consists of older housing units, many of which contain multiple units, and 4) the lot sizes in this area are small.

High densities, such as those in the area bounded by Case, Edgerton, York and Arcade, often compound other problems such as parking and traffic.

The Railroad Island neighborhood and the northwest corner of District 5 contain large undeveloped areas that will have a great effect on future densities, depending upon how they are developed.

A large majority of the residential structures in the district are of the single-family type.

The southern part of the district contains the largest concentration of multi-family residential structures.

AGE About 65% of the housing units in District 5 were built before 1939. The southern portion of the district, the Railroad Island area, has some of the oldest housing units in the city, built as early as the 1850's.

VALUE Median housing values in District 5 are somewhat lower than those for the entire city. This means that Payne-Phalen is a source of reasonably-priced homes still within the reach of families with modest incomes.

OWNER OCCUPANCY About 90% of the residential structures in District 5 are owner-occupied. In the Railroad Island neighborhood, about 60% of the structures are owner-occupied. The city average is a little over 50%.

IMAGE Because of the relatively early development of most of the Payne-Phalen community, the image projected by the central and southern areas of the district is one of older, well-built and generally well-kept homes. There is some deterioration in the areas south of Case Street.

The image of the area along 35E is changing from a mixture of small older homes and vacant property to one of apartment structures.

Lower Payne Avenue acts as a gateway into the Payne-Phalen community. The image projected here is one of older residential and commercial structures. Payne Avenue is a thriving commercial area, in need of some

physical improvements, especially south of Minnehaha.

STRATEGY AND PROGRAMS

The goals and objectives of the Residential Improvement Strategy are compatible with the District 5 goal of improving the existing housing stock.

Treatment areas similar in concept to those outlined in the RIS are included in this plan. These strategy areas should respond to the specific characteristics of the district, and should be used to update the treatment areas outlined in the RIS.

Within Identified Treatment Areas (ITA's) there are some programs available to increase the effects of rehabilitation in a small area. District 5 currently has three ITA's.

The city-wide loan and grant program has been widely used in District 5, with well over 350 applicants in 1975 and 1976.

RESIDENTIAL IMPROVEMENT STRATEGY

District 5 was divided into treatment areas based on housing conditions and other neighborhood characteristics. These are descriptions and strategies for each area.

CONSERVATION I

CONSERVATION I AREAS

In these areas, less than 1% of the residential structures are classified as substandard, with well over 90% of the structures being in sound condition. These residential areas are stable.

OBJECTIVE: Maintain the sound condition of these areas.

STRATEGY: Surveillance

- . Periodic windshield inspection to detect early signs of deterioration.
- . Assistance as required to encourage adequate home maintenance.
- . Systematic upgrading of streets, sidewalks and other public facilities as required and as possible.

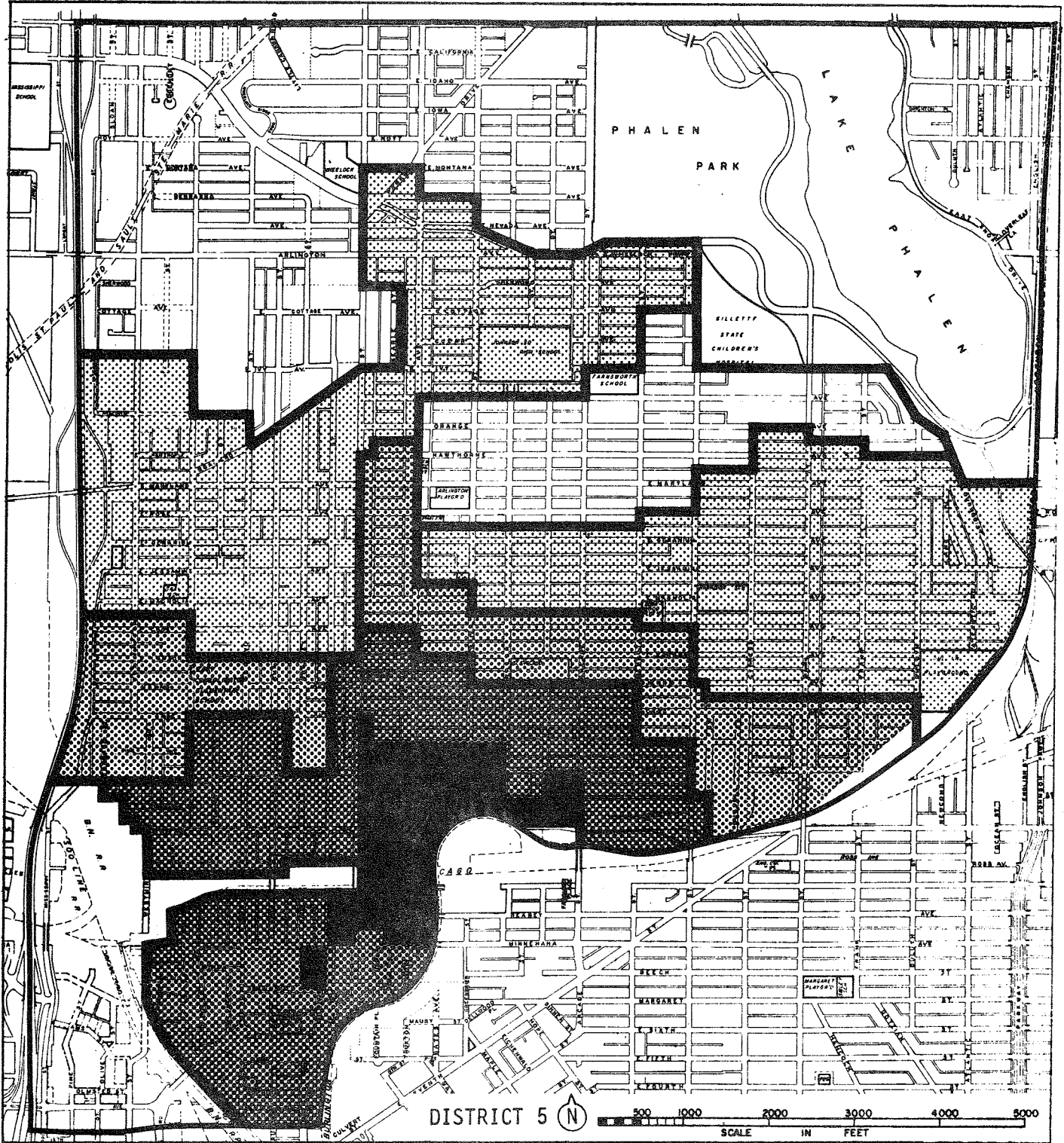
CONSERVATION II






CONSERVATION II AREAS

In these areas, between 1% and 9% of the residential structures are classified as substandard, with over 65% of the structures being in sound condition. These areas are stable to transitional in nature, with a wide variation of population turnover, owner occupancy rates, and average household incomes.

FIGURE 2-2

RESIDENTIAL IMPROVEMENT STRATEGY



-  CONSERVATION I
-  CONSERVATION II
-  IMPROVEMENT I
-  IMPROVEMENT II
-  IMPROVEMENT III

OBJECTIVE: Arrest the process of deterioration, maintain sound condition.

STRATEGY: Intensive Maintenance

- . Windshield inspection as required to further determine code enforcement needs.
- . Systematic code enforcement efforts where feasible with priority in areas most threatened by early signs of deterioration or adjacent to areas of greater deterioration.
- . Assistance as required to encourage adequate home maintenance.
- . Systematic upgrading of streets, sidewalks and other public facilities as required and as possible.

IMPROVEMENT I

IMPROVEMENT I AREAS

In these areas, between 10% and 20% of the residential structures are classified as substandard, with over 50% of the housing units being in sound condition. These areas are transitional.

OBJECTIVE: Complete required improvements on private properties and public facilities to provide sound housing and eliminate environmental deficiencies.

STRATEGY: Rehabilitation

- . Continue rehabilitation in small project areas (ITA's).
- . Encourage private lending institution support on a project basis as in Neighborhood Housing Services and Community Housing Corporation projects.
- . Initiate measures to improve property maintenance, particularly as follow-up to rehabilitation activities.
- . Continue the completion of needed street and related improvements in conjunction with concentrated residential rehabilitation efforts.

IMPROVEMENT II

IMPROVEMENT II AREAS

In these areas, between 20% and 50% of the residential structures are classified as substandard, with over 30% of the housing units being in sound condition. This area is typically transitional to spot deterioration.

OBJECTIVE: Complete required improvements on private properties and public facilities to provide sound housing and eliminate environmental deficiencies.

STRATEGY: Rehabilitation

- . Undertake rehabilitation in small project areas where all major blighting influences can be eliminated with available program measures.
- . Initiate measures to improve property maintenance, particularly as follow-up to rehabilitation activities.
- . Continue the completion of needed street and related improvements in conjunction with concentrated residential rehabilitation efforts.

IMPROVEMENT III

IMPROVEMENT III AREAS

In these areas, over 50% of the residential structures are classified as substandard, with less than 30% of the housing units being in sound condition. This area is generally deteriorated.

OBJECTIVE: Ensure reasonably adequate living conditions for present residents; accomplish improvement through rehabilitation where feasible and appropriate and program redevelopment where necessary and when it is possible.

STRATEGY: Major Neighborhood Improvement

- . Provide rehabilitation assistance as required to correct hazardous conditions.
- . Program needed clearance and redevelopment as it becomes feasible.
- . Identify possibilities for effective restoration or rehabilitation which might exist and program required rehabilitation activity.
- . Implement or continue needed social service and economic development functions to expand opportunities for residents.
- . Identify stable social communities and explore means for the accomplishment of needed physical improvements with minimal social disruption.

2.2 TRANSPORTATION

2.2.1. GOALS

1. To see that District 5 streets are paved and maintained and that they are adequate to serve the functions and traffic volumes for which they are intended.
2. To assure traffic safety for motor vehicles, bicycles, and pedestrians.
3. To minimize the impact of truck and other vehicular traffic and parking on residential areas.
4. To provide for adequate public transportation; and to encourage the use of buses, car and van pools and other alternatives to autos, in order to conserve energy and minimize the need for new roadway construction.

2.2.2 PROPOSALS

STREETS

1. District 5 and the city should prepare a capital improvement plan for the district which would identify and prioritize all street and sewer improvements needed. Street improvements which are made before this plan is completed should be done in the area south of Maryland and east of Arcade.

MARYLAND AVENUE

2. A study of Maryland Avenue is needed. The purpose of the Maryland Avenue study is to recommend ways to reduce traffic and to make the intersections operate more efficiently.
3. District 5 opposes the widening of Maryland Avenue. District 5 and the cities of Saint Paul and Maplewood should evaluate the proposal to extend Larpenteur around the north portion of Lake Phalen. East Como Boulevard, if constructed on the proposed route, could provide a good east-west route with a minimum of disruption. The city should proceed with the preliminary design and engineering for East Como Boulevard, and should involve the District 5 Planning Council in its decisions.

LAFAYETTE-COLLINS

4. If East Como Boulevard is constructed and becomes a minor arterial, through traffic could be routed around Railroad Island and Collins Avenue should serve as a low volume collector street.
5. The city should drop its proposal for connecting University Avenue with Mounds Boulevard through Railroad Island. The Payne-Minnehaha Community Council and the District 5 Planning Council are opposed to this proposal because of its high cost and because it would be

disruptive to the neighborhood. East Como Boulevard could serve nearly the same function and is a much better east-west route location.

6. There was a proposal to realign Arcade Street south of Case, to provide two full lanes going each way. The District 5 Council eliminated the proposal because it would require acquisition of key commercial establishments. The district planner's comment was that Arcade functions adequately with present traffic volumes. However, if it were expected to function as a minor arterial, traffic would increase and some solution to the narrow right-of-way south of Case would be needed.
7. District 5 contains many heavily travelled streets that have high accident counts at key intersections. A systematic study of each of these intersections should be undertaken by the City, identifying ways of reducing accident counts such as improving visibility, better signage, elimination of curb-cuts near the intersections.
8. Many streets in District 5 receive financial aid from either the county, state or federal government. The guidelines under which funds are allocated should be altered so that these streets can be improved according to their specific functions.
9. Bus route #2 should be extended south along Westminister Street to Maryland Avenue. Public transportation should be used as a long-range solution to District 5's traffic congestion.
10. Special transportation services to low income, elderly and handicapped persons should be expanded. MTC's Project Mobility could help with this.
11. The truck route designation on Payne Avenue should be changed to allow only service vehicle usage. Arcade Street would then be the only north-south truck route through District 5.
12. The Payne Arcade commercial study started in 1976 should be finished. Included within this study should be a parking plan for both streets, exploring efficient use of existing parking lots, potential new lots, and better ways of incorporating these lots into the commercial areas.
13. District 5 endorses the city's Bike Report but would like to see the following recommendations added:

downtown.

- A separate bike path should be constructed as soon as possible along the west side of Johnson Parkway between Maryland and Seventh Street.
- Traffic safety for bicycles needs to be improved at the intersection of Arcade and Wheelock.
- Permanent bike racks should be provided along Payne Avenue and Arcade Street near concentrated commercial areas.

2.2.3 BACKGROUND INFORMATION

The Payne-Phalen community plays an important role in the transportation system for the City of Saint Paul and the surrounding suburbs, with many major routes passing through the area. Increasing traffic volumes, poor street conditions, and rumors of new highways have created a negative community attitude. Planning to alleviate some of the existing transportation problems in District 5 must be based upon an evaluation of existing conditions and projected future traffic flows and volumes.

TRAFFIC VOLUMES

Traffic volumes in District 5 have steadily increased. Residents have adopted a strategy of maintaining and improving existing streets plus project planning for problem areas.

MARYLAND AVENUE

Maryland Avenue, the most heavily travelled street in the District, is the only through east-west street. Some of Maryland Avenue's problems are the extremely high accident count, intersections operating at or beyond capacity, many commercial uses on the street, and the narrow street width which cannot easily be changed.

The Street and Highway Plan proposes several possible ways to alleviate congestion on Maryland Avenue. One is to widen Maryland. The District opposes such a move. Another is to extend Larpenteur around the north of Lake Phalen, using Frost Avenue, thus avoiding residential acquisition. East Como Boulevard, a proposal for a route extending Como Avenue east from Pennsylvania via the railroad right-of-way is another alternative.

East Como Boulevard has the advantage of requiring little, if any, residential acquisition, routing traffic around Railroad Island, and being constructed along what is already a boundary between neighborhoods. One problem it might encounter is the possible difficulty of obtaining right-of-way from the railroads. Also, the route ends at

Johnson Parkway at which point other east-west streets would have to carry the traffic.

In the immediate future, project planning should be done to reduce the number of intersections, improve visibility, reroute conflicting traffic types, and restrict uses that generate more traffic.

PUBLIC TRANSPORTATION

Frequent and accessible bus service is available to almost every neighborhood in the Payne-Phalen area, the only exception being the northwest corner of the District. This apartment complex area should have better bus service.

Special transportation services to the elderly and handicapped are in great demand. These services should be expanded.

TRUCK ROUTES

Payne, Arcade, and Maryland are designated truck routes. Two parallel truck routes such as Payne Avenue and Arcade Street are unnecessary. Payne Avenue should be restricted to service vehicles only and more off-street loading areas provided.

Many problems exist in the "all vehicles permitted" areas in the industrial southern portions of the District. These conflicts can be resolved only after a thorough study of the land use and zoning issues in these areas.

Poor signage and lack of enforcement of truck routes result in truck traffic throughout residential areas.

STREET CONDITIONS

In general, all oil based streets in the District are in need of replacement, while the paved streets (about 40% of all streets) are in fair to good driving condition, needing only maintenance. The area south of Maryland and east of Arcade should be the highest priority area for a street paving program.

Upgrading of curbs and gutters, sidewalks, boulevards and lighting, should be coordinated with systematic street paving. Alley upgrading should continue to be done on a petition basis with encouragement given to proposed paving areas.

PARKING

Four areas (two along Payne Avenue and two along Arcade) have concentrated commercial development, overloading both on street and off-street parking. Further study to determine parking needs and potentials in these areas is needed. This study should explore efficient use of existing parking lots, potential new lots, and ways of incorporating these lots into the commercial areas. Existing and new off-street parking facilities could serve as attractive buffers between commercial areas and adjacent residential uses.

EXISTING AND PROPOSED
STREET CLASSIFICATIONS

The information in the map and chart below is from the city's draft of its Street and Highway Plan. It was used to draw conclusions about transportation issues in District 5.

STREET CLASSIFICATIONS, AID SOURCES, AND TRAFFIC VOLUMES

Street Name	Existing Classification	Proposed Classification	Aid Source	Traffic Volume
Interstate 35-E	Principle Arterial: Connects Metro Area w/ out-of-city areas, 4-8 lanes, 20,000-100,000 average daily traffic (ADT)	Same	Federal	Heavy traffic. South of Maryland an estimated 90,000 ADT capacity is 100,000
Larpenteur Avenue	Minor Arterial A: Connects sub-areas of metro area; 4-6 lanes, 10-50,000 ADT	Same	Municipal State Aid (MSA)	Quite adequate to handle existing traffic (actually functions as a collector)
Maryland Avenue	Minor Arterial B: Connects adjacent sub-areas; 4-6 lanes 10-30,000 ADT	Same	County State Aid (CSA)	Overloaded. Handling 20,000 ADT with only 4 lanes. Results in heavy congestion.
Arcade Street (Trunk Highway 61)	Arterial B	Same	Federal Aid	Somewhat congested, South of Case may be a problem in the future due to narrow R.O.W. width.
Arkwright Street, Case to Maryland	Collector: Connects communities and neighborhoods; 4 lanes, 1-15,000 ADT	Same, but from Case to Arlington	MSA	OK
Arlington Avenue	Local Street: Provide access for residents & service vehicles; 2 lanes, 500-1500 ADT	Collector, 35-E to Payne	MSA	OK

STREET CLASSIFICATIONS, AID SOURCES, AND TRAFFIC VOLUMES

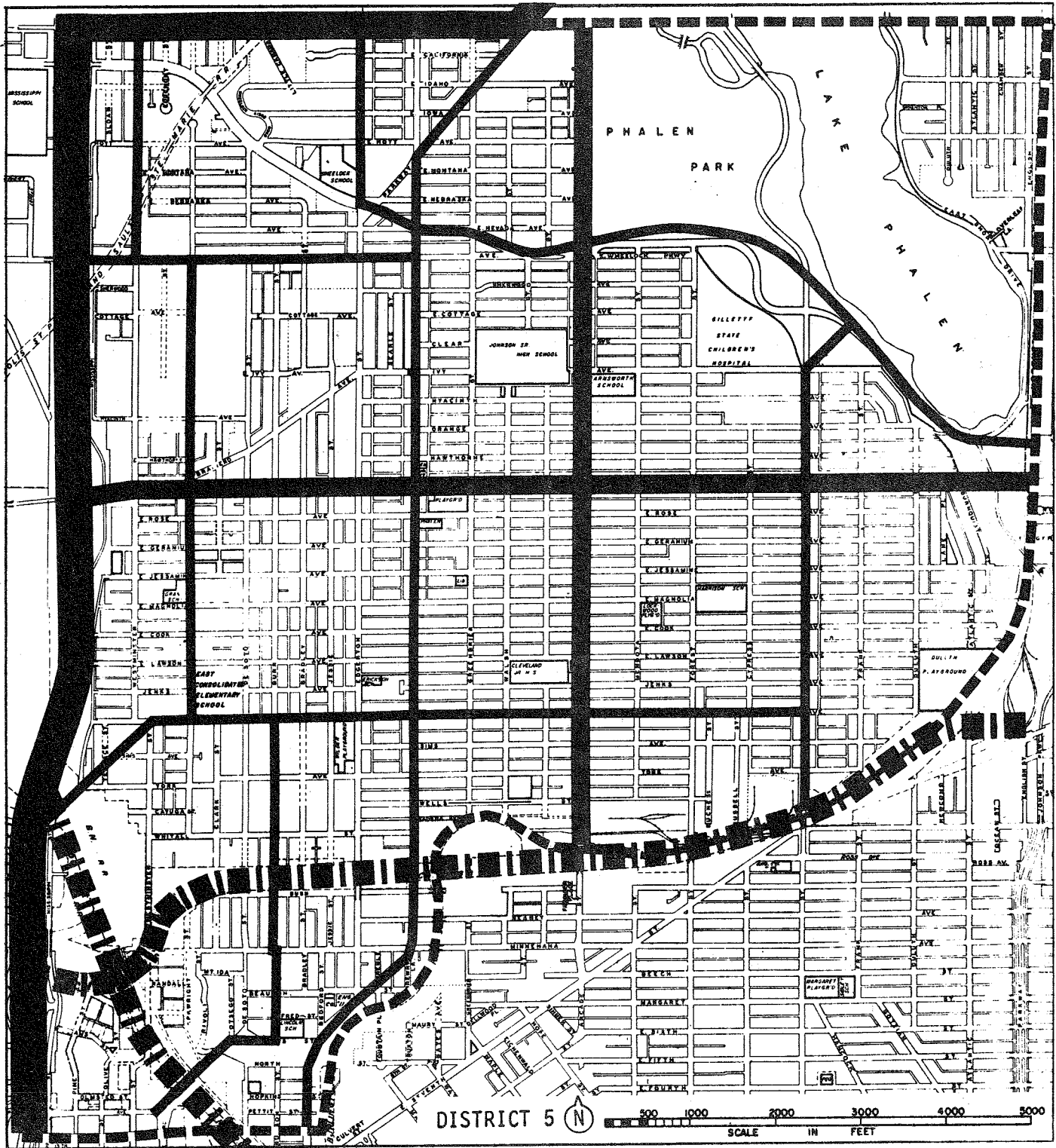
Sreet Name	Existing Classification	Proposed Classification	Aid Source	Traffic Volume
Brainerd Avenue	Collector	Local Street	MSA	OK
Burr Street, Collins to Case	Collector	Same	MSA	OK
Case Avenue, Westminster to Earl	Collector	Same	MSA	4600 ADT, 1974; OK
Collins St., Lafayette to Payne	Collector	If East Como Boulevard is built, Collins could become a local street or be closed	MSA	6700 ADT, 1977; OK
Earl Street	Collector	Same	MSA	5900 ADT, 1974; OK
Edgerton Street	Collector	Local Street, except north of Wheelock will remain collector	CSA	3800 ADT, 1973
Forest Street	Collector	Local Street	MSA, south of Maryland	4700 ADT, 1973; will decrease
Ivy Avenue, Arcade to Earl	Collector	Local Street	Local	OK
Lafayette Road	Collector	Depends on final Street & Highway Plan; probably remain collector	MSA	8500 ADT, 1973; OK






STREET CLASSIFICATIONS, AID SOURCES, AND TRAFFIC VOLUMES

Sreet Name	Existing Classification	Proposed Classification	Aid Source	Traffic Volume
Minnehaha Avenue, Burr to Payne	Collector	Local Street	MSA, east of Arkwright	OK
Mississippi Street, University to Geranium	Collector	Local Street	MSA, York to Case	OK
Parkway Drive	Collector	Same, east of Payne	MSA	OK
Payne Avenue	Collector	Same, south of Parkway Drive	MSA	OK
University Avenue	Collector	Proposed Minor Arterial B, carry 5-10,000 ADT (University Mounds Connector)	Federal	OK as collector
Westminster Street, Geranium to Wheelock	Collector	Collector, Arlington to Larpenteur	CSA	OK
Wheelock Parkway	Collector Scenic Route	Same	Local	OK
All Others	Local Streets	Same	Local	Varies

FIGURE 2-3

FUTURE CLASSIFICATIONS



-  PRINCIPAL ARTERIAL
-  MINOR ARTERIAL LEVEL "A"
-  MINOR ARTERIAL LEVEL "B"
-  COLLECTOR
-  PROPOSED FUTURE CONSTRUCTION

2.3 LAND USE

2.3.1 GOAL

To put all land in the district to its most attractive and efficient use and to protect the stability of the environment in District 5.

2.3.2 PROPOSALS

1. A land use and zoning study should be done for the northwest corner of the district. The purpose of the study is to respond to the demands for new apartment development on vacant land, while adequately buffering adjacent single-family residential areas. The boundaries for this study are Desoto on the east, Maryland on the south, 35E on the west, and Larpenteur on the north.
2. The Railroad Island study now underway will include a land use plan, and will be reviewed by the District 5 Planning Council and incorporated in the General District Plan.
3. Northern expansion of the commercial land uses along both Payne and Arcade should be restricted. New development along both commercial strips should take place within the existing boundaries, further strengthening the commercial nature of the street, while avoiding continued encroachment on the residential neighborhoods to the north.
4. The Maryland Avenue study, proposed in the Transportation Section, should also include a study of ways of buffering noise along the street.
5. A land use and zoning study is needed for the area south of Whittall Street to the railroad tracks between Westminster and Payne Avenue. This bluff area offers the potential of buffering residential land uses from the railway lines at the base of the hill. The result of this study will be a recommended land use plan for the area in question.

6. The Payne-Phalen community, in cooperation with the city, should work for the adoption of a sign ordinance that would reduce the negative visual impact that many signs in the district now project.
7. The installation or replacement of power or telephone lines should be underground.
8. The City should work closely with District 5 and other neighborhoods to complete the replacement of diseased shade trees on both public and private property.

2.3.3 BACKGROUND INFORMATION

RESIDENTIAL LAND USE

The most prevalent land use in District 5 is residential, zoned primarily RT-1 and R4. This zoning allows for a combination of single family units and duplexes.

Residential zoning is more restrictive the farther north one goes in the district, from RM-2 areas in the south to R2 and R3 areas in the north.

Multi-family zoning (RM-1 and RM-2) is common along major streets, generally on the edges of the district. This zoning allows for apartment dwellings of various densities. Most of the vacant land in the district is zoned for multi-family uses.

Railroad Island has some zoning and land use problems that must be resolved. These problems will be evaluated during the Railroad Island study that is now underway.

ZONING PROCESS

There are some inconsistencies between existing zoning and existing or desired land uses. The current zoning ordinance should be amended to better relate to desired land uses proposed in this plan.

The District 5 Planning Council should have a more defined role in the process of zoning changes.

COMMERCIAL AND INDUSTRIAL LAND USE

The commercial strips of Payne Avenue and Arcade are expanding along their northern ends. This expansion of the commercial land use area is not necessary, because there are plenty of opportunities for development within the existing commercial areas.

Industrial and commercial uses, when they are close to residential neighborhoods, sometimes have a negative effect

on the adjacent areas. This conflict of land uses is also found in residential areas along 35E where high density units are located very close to single family homes.

OPEN SPACE

District 5 has a large amount of land devoted to recreation and open space. Almost all of this land is located in three parks: Phalen, Arlington-Arkwright, and Swede Hollow.

VACANT LAND

A large amount of vacant, developable land is located along the western and southern edges of the Payne-Phalen community. This land will play a key role in the future improvement and development of the district. Some of these parcels of land have soil problems or topographic conditions (steep slopes) that are not conducive to development.

A study should be done of the area just to the north of the railroad tracks along Whittall Avenue, between Westminster and Payne, to determine future land use and zoning for the area.

IMAGE

Most of District 5 consists of residential neighborhoods with some distinctive characteristics, from the Railroad Island neighborhood which has some of the oldest existing homes in Saint Paul, to the northern part of the district with its newer, suburban-style homes.

The southern portion of Payne Avenue is an important gateway into District 5. It would be helpful to the whole community to present a stronger image here.

ENVIRONMENT

Pollution of Lake Phalen, noise pollution along Maryland and 35E, and visual pollution caused by signs and power lines all are problems that need attention.

The reforestation program is encouraged by area residents. Area residents and the District Council should be involved in future reforestation planning.

2.4 UTILITIES

2.4.1 GOALS

1. To maintain, and where necessary, to upgrade utilities in District 5.
2. To expand utility services to meet the needs of new development.

2.4.2 PROPOSALS

1. An overall plan for the upgrading of existing utility systems should be developed jointly by the district and the city. Two areas within the district that should receive special attention and priority for future funding are the areas south of Case Avenue and the northwest corner of the district.
2. Install all new power and telephone lines underground.
3. The storm water system which flows into Lake Phalen should not be expanded until the pollution study being done by Ramsey County is completed. The city should make reducing lake pollution a high priority.
4. District 5 supports the storm water ponding system if the ponding sites are compatible with surrounding neighborhoods and if the city proceeds with its plans for new sewers to correct the deficiencies.

2.4.3 BACKGROUND INFORMATION

Most of District 5 is adequately served by public utilities. However, two areas need improvement. They are the northwest and southwest corners of the district.

Storm sewer construction needed in the area south of Case Avenue is currently programmed for 1980. The public Works Department has judged the project economically infeasible. District 5, however believes these sewers should receive top priority because of proposed development and the neighborhood preservation program currently in progress.

The northwest corner of the district is experiencing rapid growth. Public utilities in this area should be upgraded to meet with new demands.

Power and telephone lines should be installed underground in areas of new development.

District 5 supports the city's storm water ponding program if the ponds are compatible with the neighborhood. The city should proceed with plans for new storm sewers when funds are available.

3.0 SOCIAL DEVELOPMENT PLAN

3.1 GOALS

3.1.1

To provide complete health services to all sectors of the community, especially elderly, handicapped and low income individuals.

3.1.2

To insure that health services are accessible.

3.1.3

To provide for educational needs of community residents.

3.1.4

To provide adequate social services to residents of District 5, including child day care, senior citizens programs, and youth employment assistance.

3.1.5

To provide for public safety in District 5.

3.1.6

To provide adequate community facilities in District 5, including fire protection, library services, and regulation of residential care facilities.

3.1.7

To provide adequate parks and recreational facilities to all District 5 residents.

3.2 PROPOSALS

3.2.1 HEALTH

1. District 5 and the city should use the results of the needs assessment to plan for health services in District 5.
2. Funding must be found to expand the Meals on Wheels program.
3. Diagnostic health screening should be made available to more District 5 residents.

4. Expand existing special transportation services in District 5. The MTC's Project Mobility, a system of vans accessible to handicapped persons, is a long-range solution. It will be expanded to include the entire Twin Cities area by 1982.
5. Publicize existing health services, using community newspapers.

3.2.2 EDUCATION

1. The results of the needs assessment being done by Ramsey Action Programs should be used in future planning for educational programs.
2. The St. Paul School Board should find other ways of funding schools to relieve the burden on property taxes.
3. The community should use the existing advisory councils and PTA's to monitor the school system and participate in decision-making.

3.2.3 SOCIAL SERVICES

1. The results of the needs assessment now in progress should be used for future social services planning.
2. The District 5 Council and social service providers should decide whether to propose a new multi-service center.
3. The City should provide technical assistance to child care programs in applying for funding and meeting building codes.
4. Government assistance for child care should be continued.
5. The District 5 Planning Council and Ramsey Action Programs should find a congregate dining site in the northern part of the district.
6. A youth employment program, administered by an organization already located in District 5, should help young people find jobs and provide incentives to business to hire youth.

3.2.4 COMMUNITY FACILITIES

1. The District 5 Planning Council should play a central role in determining the reuse of the vacant Gillette Hospital building and grounds.
2. The City should implement the recommendations in the 1976 report, "Residential Care Facilities".
3. The fire protection, prevention, and educational functions served by the two fire stations in District 5 should continue.
4. The District 5 Council should be involved in any decision about the Arlington Branch Library. If a new facility is needed, reuse of an existing building should be the first priority.

3.2.5 PUBLIC SAFETY

1. The St. Paul Police Department should make its crime statistics more accessible to neighborhoods and should analyze statistics on a city-wide basis.
2. The St. Paul Criminal Justice Coordinating Committee is evaluating the criminal justice system. This evaluation will help to find more effective ways of treating juvenile offenders.
3. The Police Department and Public Works should test the effectiveness of improved street lighting in reducing street crime in a trial area in District 5.
4. Door and window locks for all residential units should be included in the City's building code.
5. Conflicts between adult entertainment land uses and residential uses should be reduced.
6. Any crime prevention programs conducted in District 5 should be directed through existing community organizations.

3.2.6 PARKS AND RECREATION

1. Existing parks and recreational facilities should be improved and used to capacity before the city considers building new facilities. Joint use is one way of accomplishing this.
2. If any community recreation center facilities are developed within District 5, the facilities should be located at either Cleveland Junior High School or Phalen Lake School.
3. The Lockwood playground is presently used by Phalen Lake School, St. Casimir's School and the YMCA. District 5 requests that the three major users of the Lockwood facility enter a joint use agreement with the Parks and Recreation Division to provide supervision for the playground.
4. A decision should be made concerning the reuse of the vacant Lincoln School site, at Collins and Burr. The Highway 212 site Task Force should make a recommendation as part of the plan for the 212 site.
5. Since there is no passive park space within 1/2 mile of Edgerton hi-rise, some of the land adjacent to the hi-rise should be improved so that it can be used as a passive park.
6. Police should patrol Phalen Park continuously in order to provide better protection against vandalism and other crimes. Swede Hollow is also in need of better security.
7. In the past, a higher water level has sometimes been maintained at Keller and Gervais Lakes than at Phalen Lake. Water levels at the three lakes should be equal, with all three areas sharing water shortages if necessary. Some recommendations are being formulated for reducing pollution in the lake.

3.3 BACKGROUND INFORMATION

3.3.1 HEALTH

Studies have suggested that District 5 has adequate health care. Health care can be better evaluated when the needs assessment is completed.

Health screening is an important service for area residents, especially those who are low income, handicapped, and elderly. Existing programs should be publicized, and better transportation offered. In addition, more health screening should be offered to residents through area organizations.

Meals on Wheels is a vital service offered to the elderly, and should be expanded. Funding for this program is needed in order for it to continue.

The major concern among health care organizations is the lack of adequate funds to meet increased resident needs.

Existing transportation services to health care facilities are unable to meet the demand due to limited funds. An expansion of these transportation services is needed.

3.3.2 EDUCATION

The proportion of adults with high school diplomas increases from south to north in District 5. Adult education should be emphasized, especially in the Railroad Island neighborhood.

In District 5, the age group from 25-44 declined from 1960 to 1970. The community would like to reverse the out-migration of families of school-age children.

More information is needed about the quality of existing educational programs.

The present method of funding educational programs through property taxes is not acceptable to the community. Alternative means of funding should be found.

The community should monitor the administration of education by the St. Paul School Board.

3.3.3 SOCIAL SERVICES

A needs assessment is underway in District 5. The results will be used to do further human services planning.

Existing services need to be better publicized and coordinated.

Benefits could be realized by consolidation of the locations of existing services. The results of the needs assessment should be used to determine whether a multi-service center is needed in the Phalen area, and if so where it should be located.

The number of family day care homes is increasing. The largest day care facility in the district is the one at the East Side YMCA on Arcade.

The Wilder Foundation did an informal day care needs assessment, and found programs in District 5 sufficient.

A congregate dining site should be located in the northern part of the District.

Professionals working in youth programs estimate that 50 to 60% of young people between the ages of 14 and 19 are unable to find jobs. They suggest that this may be a cause of the recent increases in youth arrests in District 5.

3.3.4 COMMUNITY FACILITIES

Fire stations should continue to provide some community services, such as blood pressure checks; more services could be provided so long as they do not interfere with fighting fires.

The Community Services Department has proposed to demolish and replace the Arlington Branch Library. The District 5 Council is not convinced of the need for a new library. If one is needed, conversion of an existing building should be the first consideration.

The recommendations in the Planning Commission draft of "Residential Care Facilities", 1976, should be implemented to provide for citizen input and the orderly distribution of facilities.

The vacant Gillette Hospital building and grounds present a unique opportunity for the City and District 5. The District 5 Planning Council should play a central role in deciding the reuse.

3.3.5 PUBLIC SAFETY

Increasing crime affects everyone. The steady increase in crimes committed by juveniles is of particular concern in District 5. The criminal justice system needs more alternatives so that juvenile offenders may be treated according to their needs, and are not automatically sent to adult security facilities.

District 5 residents must become actively involved in crime prevention. They should take advantage of Operation ID, the Neighborhood Assistance Officer program, and other proven techniques.

The crime prevention manual, "Will You Be Next?", is a start toward informing residents of security measures they can take.

Many older homes have inadequate door and window locks.

St. Paul's Housing Code requires security devices only on apartment units.

Phalen Park and Swede Hollow would be used more if constantly patrolled by police.

Adult entertainment land use controls are needed.

3.3.6 PARKS AND RECREATION

District 5 has more acres of open space than most Saint Paul neighborhoods, about 460 acres. Most of this area, 385 acres, is in Phalen Park.

Existing parks and recreational facilities should be improved and used to capacity before considering building new facilities. Joint use by schools and community people is encouraged.

The district is adequately served by neighborhood recreation centers. Because there are other centers nearby, Lockwood could be converted to a mini-park.

District 5 needs a community recreation center which would serve teenagers and adults. It could be located near either Cleveland Junior High School or Phalen Lake School.

Phalen Lake is an important resource for District 5, the city, and the entire metropolitan area. Both water quality and water level must be maintained.

Better security is needed at Phalen Park and at Swede Hollow, to prevent vandalism and other crimes, so that more people will feel free to use these parks.

4.0 ECONOMIC DEVELOPMENT PLAN

4.1 GOALS

4.1.1.

To promote a healthy economy in District 5 and in Saint Paul.

4.1.2

To encourage existing compatible industrial uses to remain and to expand in District 5.

4.1.3

To promote appropriate industrial development on vacant land, especially in the southwest corner of the district.

4.1.4

To reduce conflicts between commercial and industrial uses and other types of land use, especially residential.

4.1.5

To achieve safe and adequate vehicular and pedestrian circulation along Payne and Arcade.

4.1.6

To encourage new businesses and residential development and to remove blight and deterioration through existing and proposed rehabilitation programs.

4.2 PROPOSALS

4.2.1

Survey employment patterns in District 5.

4.2.2

To help deal with energy shortages, traffic congestion, and pollution, industries should promote car pooling for employees. People should also be encouraged to ride the MTC buses and to use park-and-ride terminals where appropriate.

4.2.3

The Payne-Phalen community should participate in decision-making about rezonings and other public actions to allow new industrial development.

4.2.4

The District Council will assist existing compatible industries to stay in the area. Project planning will be needed to solve parking, noise and pollution problems.

4.2.5

The District Council, other community groups, and business and industry in District 5 should organize a public relations campaign to attract new business and industry to the area.

4.2.6

The District Plan will be amended to include recommendations from the Railroad Island study. One of these recommendations will be a land use plan for the industrial area below the bluff, to the west of Railroad Island.

4.2.7

A market analysis should be completed for the two commercial strips, Payne and Arcade.

4.2.8

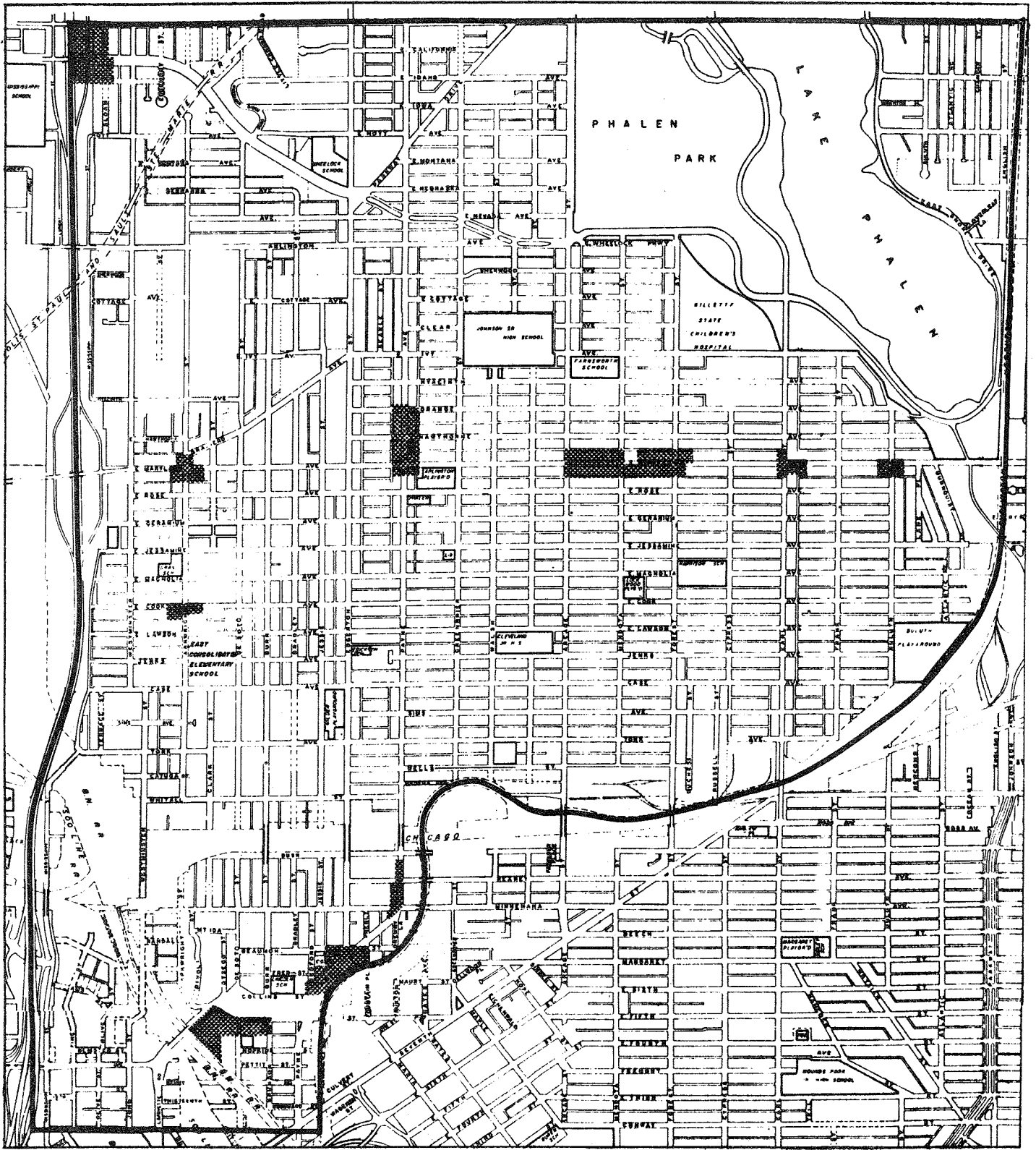
The District 5 Planning Council and the business community should keep an inventory of vacancies and commercially-zoned parcels of land.

4.2.9

The small commercial clusters now zoned B-2 and B-3 should be considered for rezoning to B-1, after determining how this might affect each existing business. The District 5 Planning Council specifically proposes that the intersection of Payne and Maryland, from the alley between Rose and Maryland to the alley between Hawthorne and Maryland be considered for change from B-3 to B-2, and the zoning from the alley between Hawthorne and Maryland to Orange be considered for change from B-3 to B-1, and commercial uses on Maryland, located between Arcade and Forest be considered for change from B-3 to B-1. See figure 4-1.

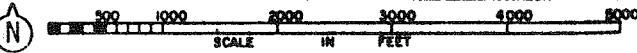
FIGURE 4-1

POTENTIAL ZONING CHANGE AREAS

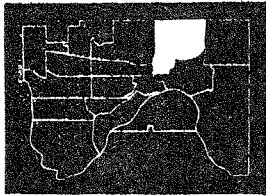


PAYNE-PHALEN

DISTRICT 5



AREAS TO BE CONSIDERED FOR ZONING CHANGE FEASIBILITY



4.2.10

The city should install a pedestrian crossing signal at Payne and Jenks.

4.2.11

The city should enact legislation to control the number and type of liquor establishments on Arcade Street and on Payne Avenue. The licensing process for these establishments should include more community input.

4.2.12

A commercial rehabilitation program should be started on Arcade between Lawson and York.

4.3 BACKGROUND INFORMATION

4.3.1 POPULATION

District 5 has a stable population and a good economic base because of three major industries located in the district.

District 5 residents' educational level (percentage of high school graduates) is lower than the city as a whole. This means somewhat limited employment opportunities for the 52% of the population in the district who have not graduated from high school.

4.3.2 WORK FORCE

The work force in District 5 is very similar to that of the city as a whole. 83% of District 5 workers are in the sales/clerical, craftsman/foreman, or laborer/service worker categories, compared with 77% for all of Saint Paul.

Almost 80% of workers living in District 5 work within the Saint Paul city limits.

4.3.3 ROLE OF INDUSTRY

District 5 needs industry to maintain a healthy economy; and the industries need the labor force available in Saint Paul. The community and industries should work together to see that their economic interests are served while protecting the residential environment in the area.

4.3.4 PAYNE AVENUE

Payne Avenue is one of the most intensely developed arteries in Saint Paul, comparable in size and scope to a community shopping center such as Har Mar or Sun Ray.

Payne Avenue is a healthy commercial area, with some businesses reporting increased sales during the past few years. The growth of other competitive shopping areas, poor accessibility and parking and lack of population growth in adjacent areas need to be dealt with to insure the future success of the area.

Payne Avenue has generally been growing north of Maryland Avenue. This commercial growth has been seen by residents as an infringement upon their neighborhood. It would be of more benefit to Payne Avenue to concentrate new development near the core area, Lawson to York.

Payne and Arcade have similar building conditions, with approximately 50% of the buildings in need of minor or major repairs. Both streets are appropriate locations for commercial rehabilitation.

Both Payne and Arcade are experiencing parking problems. A study is needed to determine actual needs and ways of using existing parking more effectively.

4.3.5 ARCADE STREET

Arcade Street is generally healthy. However, a market analysis should be done to guide future development. Parking and traffic must also be dealt with.

The great number of liquor establishments on both streets is viewed as one of the leading causes of increasing crime rates.

4.3.6 COMMERCIAL REHABILITATION

Current and proposed commercial rehabilitation programs are steps forward in the revitalization of the commercial strips in District 5.

The commercial growth east along Maryland Avenue from Arcade Street is increasing the street's traffic problems.

4.3.7 SMALL COMMERCIAL CLUSTERS

There are six small commercial clusters outside of Payne Avenue and Arcade Street that are zoned B-2 or B-3. In many instances, these uses infringe upon adjacent residential areas.

A small commercial area will probably be needed in the northwest corner of the district, where new apartment development is taking place.

CREDITS

RESIDENTS AND BUSINESS PEOPLE

The people who have participated in the preparation of this plan number in the hundreds. Members of the District 5 Planning Council coordinated the process, and publicized it so all interested residents and business people could participate. Many took advantage of that opportunity. The names listed below are those who were regular members of the District 5 Council and its task forces. They wish to thank all the others who contributed their time and energy, including city of St. Paul and District 5 Council staff people.

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