



PRINCIPLE 6

LAND USE DIVERSITY IS ENCOURAGED
THROUGHOUT THE CAPITOL AREA.



INTRODUCTION



How we guide land uses greatly influences how we live, move and do business. A diversity of land uses, nurtured within well-designed urban patterns, enables a balance of living, working, shopping and social opportunities in proximity, giving neighborhoods built-in efficiencies they need to be active, sustainable communities. The benefits of diverse land use have slowly been reintroduced as standard practice in urban design and community planning.

Land use diversity is good for our health. Historically, people met their daily needs on foot. Providing a mix of goods and services close to housing and employment makes it easier for people to walk to their destinations, increasing active living opportunities. Active living refers to the daily choices we make that reinforce physical activity in our daily routines – be it walking to the store or bicycling to work.

Land use diversity is good for our climate. If living, shopping and working are more integrated, or close to transit, opportunities to choose walking and other more sustainable modes of movement is made easier, leading to decreased climate-changing emissions.

Land use diversity supports a diverse population. The Capitol Area has always been, and must continue to be, a place that welcomes everyone. A variety of commercial amenities better serves residents and workers from diverse ages and economic or cultural backgrounds. A mix of housing size and affordability allows many types of households to live in the same neighborhood.

Land use diversity creates long range economic stability. Diversity leads to stability in many systems, from nature to investing. Neighborhoods with a diverse land use mix can protect families and communities from the worst effects of economic swings. A range of housing choices can ensure that a decline in one type of housing does not bring down the livability of an entire district. A wide variety of businesses allows the market to more gradually adapt to shifting trends; and allows community members to meet more of their needs within the neighborhood, keeping spending power and investment in the community. A healthy mix of housing and business can also help provide people more ways to remain in their community when big changes occur due to development, public projects or the economy.

Land use diversity can help maintain housing affordability and social cohesion. A range of housing options with different styles, types, and sizes helps increase the number of choices and offers varying levels of affordability, giving individuals and families the ability to remain with their community as their life circumstances change, supporting long-term community cohesion and social health. At the same time, greater housing choices can attract new residents to the Capitol Area by offering options that fit their needs. ∞



View of the Sears site, the largest opportunity for development in the Capitol Area.



In this chapter...

This chapter outlines future land use mix and patterns relevant to diversity in the Capitol Area, followed by policies that will enable those patterns:

- Urban Campus Set Between Neighborhoods and Downtown
- Transit-Oriented Development
- A City of Urban Villages
- Residential Choices: The Missing Middle

URBAN CAMPUS SET BETWEEN NEIGHBORHOODS AND DOWNTOWN

The Capitol Campus of the State of Minnesota aims to be an integrated part of the City of Saint Paul. Twenty years ago, the CAAPB adopted its “good neighbor” vision. The 1998 Comprehensive Plan stated:

“The Vision is for a Capitol Area that is memorable as the symbolic heart of the state, and as a good and responsive neighbor to those who live and work nearby. In recent decades, a physical separation and a cultural distance have grown between the Capitol Area and the capital city. As the centenary of the Capitol Building approaches, a



Figure 6.1: Map of Capitol Area showing State Buildings highlighted in blue. In addition to the state workspaces being integrated with the urban fabric, the Capitol Area connects neighborhoods to the north and west to downtown.

clear consensus is emerging to reunite these two entities, so that they may enter the next millennium with a shared sense of pride and purpose.”

This plan moves this vision forward and calls for the Capitol Area to be a unifying factor for all who come to visit, live, work, learn and play.

On the ground, this means a Capitol Campus that fully integrates with the city around it, with well-designed transitions between private and public land uses allowing for expanded activity, be it Capitol visitors visiting area shops, local residents enjoying the Mall, state workers taking a lunch break at a local restaurant, or community members making use of one of the new public spaces in the Capitol Building over the weekend.

From a competitiveness perspective, large companies and public institutions with urban campuses are increasingly realizing the importance of a vibrant nearby public realm with an array of housing and commercial amenities serving their workers. Many workers are making decisions about where to work based in part on the richness of urban neighborhoods near the workplace. Over the next 10 to 15 years, the State of Minnesota will experience a significant shift in its workforce, as 60% of state employees will reach retirement. An urban campus set between vibrant and diverse neighborhoods and Downtown Saint Paul, with options for dining, housing, retail, and entertainment, along with state-of-the-art transportation options, will have a significant impact on the State’s ability to fill the coming vacancies. Cooperating in building up the surrounding urban fabric benefits both the community and the State. ~

What Does the City of Saint Paul Say?

The City of Saint Paul’s Future Land Use Plan shows a diverse mix in the Capitol Area. Future land use is a mix of Civic and Institutional, Mixed Use, Urban Neighborhood and Downtown. Low density residential dominates the land use to the northwest of the Capitol Area in the Frogtown neighborhood, with low-moderate density housing to the southwest and northeast neighborhoods of Summit-University and Mount Airy. The Capitol Campus is flanked by Downtown Saint Paul to the southeast, and a mixed-use commercial district to the west/northwest. Three Neighborhood Nodes fall within or on the border of the Capitol Area.

“Neighborhood Nodes are compact, mixed-use areas that provide shops, services, neighborhood-scale civic and institutional uses, recreational facilities and employment close to residences. They may be neighborhood centers, transit station areas or urban villages, and have often developed adjacent to major intersections or at former street car stops.” (SAINT PAUL FOR ALL, pg. 34).

Neighborhood Nodes serve a neighborhood’s daily needs. The intent is for Neighborhood Nodes to be denser concentrations of development relative to the adjacent future land uses, fostering an equitable system of compact, mixed-use and commercial centers across the city to increase access to community services and businesses, and support pedestrian-oriented neighborhoods.

The three Neighborhood Nodes within or on the border of the Capitol Area are:

- A. Rice Station Area (Rice Street and University Avenue)
- B. Intersection of Mount Airy and Jackson Street
- C. Fitzgerald Park Urban Village (Cedar Street and Exchange Street)

(See Chapters 7A, 7B and 7C for detailed information about future development goals in each of these Neighborhood Nodes.)

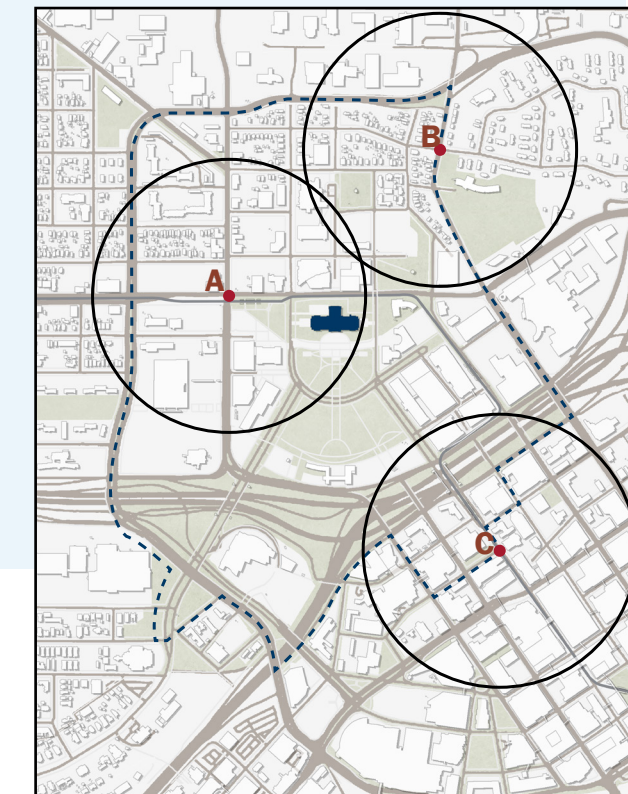


Figure 6.2: Map of 2040 Land Use SAINT PAUL FOR ALL 2040 Comprehensive Plan, page 45.

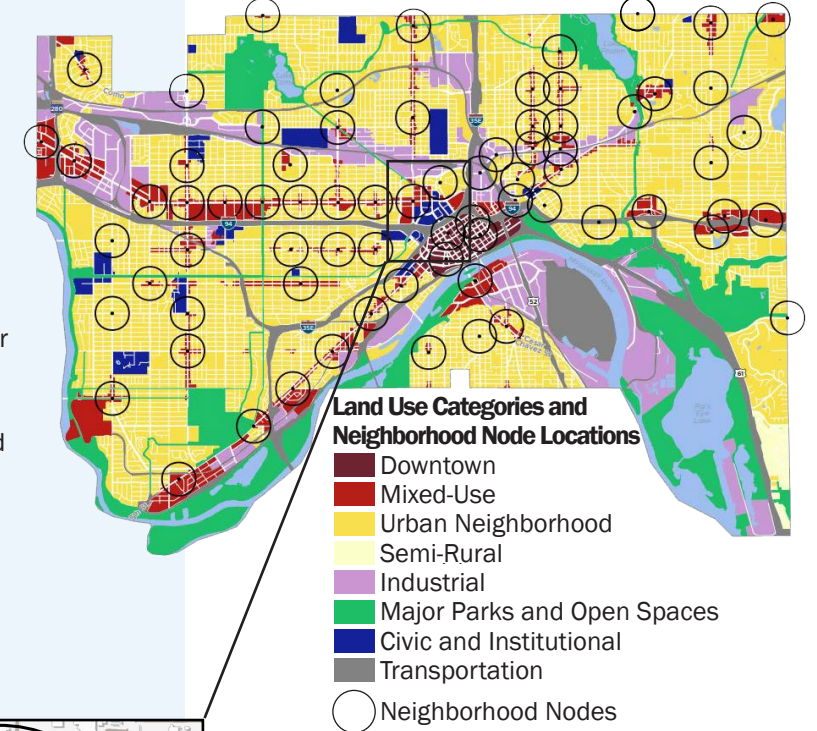


Figure 6.3: Neighborhood Nodes in the Capitol Area with 1/4-mile radius shown

A CITY OF URBAN VILLAGES



Wacouta Commons Urban Village, Saint Paul, MN at 8th and Sibley Streets. Housing alongside a mix of goods and services in a high-quality public realm encourages people to walk and meet neighbors, bringing more eyes on the street and contributing to a healthy, active lifestyle and overall neighborhood safety. (Image: Google Maps)

How Did the Term “Urban Village” Originate?

The term “urban village” was borrowed from sociologist Herbert Gans. In his 1962 book, *The Urban Villagers*, Gans described the people of the American Italian communities of north Boston, whose neighborhoods resembled an urban version of their homeland, with a vibrant mix of uses and active street life.

“Lowly, un-purposeful, and random as they appear, sidewalk contacts are the small change from which a city’s wealth of public life must grow.”

~Jane Jacobs; *Death and Life of Great American Cities*, 1961

The Saint Paul on the Mississippi Development Framework (1997) first called for a downtown framework of urban villages centered on green public squares, such as Rice Park and Mears Park, in the 1990s. Urban villages are compact, dense, and pedestrian-oriented areas that contain an overlap of uses within easy walking distance and provide opportunities for residents to shop, work and recreate within their immediate community. Urban villages are not isolated enclaves; they are anchored by a successful public space – a square, park, boulevard or street – that provides a focus for community life.

The work of urban activist and journalist Jane Jacobs was a major influence on Saint Paul’s decision to adopt the term “urban village” as a vision of the city. Jacobs believed in the value of mixed-use neighborhoods and the benefits they bring to cities and the people who live in them, in contrast to the planning trend of the time of single-use zoning neighborhoods. Mixed-use neighborhoods bring more people to the street at more hours of the day, increasing community cohesion, neighborhood safety, and supporting business vitality by deterring behaviors that cause negative perceptions among customers. The popular term “eyes on the street” was coined by Jacobs as she described how people create neighborhood safety by simply being present in the public realm. Successful urban villages require a range of essential goods and services within a short walk or commute. Land use diversity helps create walkable neighborhoods and gives people a reason to be on the street.

Within the Capitol Area, the Capitol Rice District is designated a future urban village, with Leif Erickson Park at its center. See Chapter 7a and the Capitol Rice Development Framework.

The City of Saint Paul also identifies Fitzgerald Park as an urban village, a portion of which falls within the Capitol Area. See Chapter 7c.

Today, the Capitol Area contains a variety of essential goods and services, but key land uses are missing. Greater land use diversity over time will help in achieving a greater mix of essential goods and services. This can be done gradually by,

- increasing the variety and supply of housing types, key to sustaining a vibrant growing customer base;
- identifying key opportunity sites for larger new ‘anchors’ such as a full-service grocery store, and;
- encouraging the real estate market to introduce a range of commercial uses that are both complementary and compatible with existing offerings. ≈

TRANSIT-ORIENTED DEVELOPMENT (TOD)

In 2014, the Green Line LRT opened between Minneapolis and Downtown Saint Paul, with three stations located in the Capitol Area. Transit-Oriented Development (TOD) is sustainable urban growth that creates compact, walkable, pedestrian-oriented, mixed-use communities centered around high-quality transit systems. The TOD pattern works to maximize the diversity of residential, business and leisure space within walking distance of public transit. The TOD pattern emphasizes higher development intensity around the stations and mobility hubs, with well-designed building frontages lining walkable transitions into surrounding neighborhoods of lower intensity. TOD increases investment in walking and biking which in turn increases public transit ridership and reduces both the number of those driving alone and the demand for costly parking infrastructure. TOD can also create conditions that allow for more affordable living, giving people the opportunity live without the needed cost of car ownership.

Components of Transit-Oriented Development include:

(adapted from Transit-Oriented Development Institute, www.TOD.org)

- Walkable design with the pedestrian as the highest priority
- Transit station as prominent feature of community center
- Public square fronting train station
- Higher-intensity, walkable district within a ¼-mile radius surrounding LRT station
- A mixture of uses in proximity (office, residential, retail, civic)
- Supportive transit systems, including light rail, buses, and other more local options
- Designed to include sheltered bike amenities, bike parking, and access to an affordable bikeshare rental system
- Reduced and managed district parking approaches
- Specialized retail at stations serving commuters and locals, including cafes, grocery, dry cleaners
- A strong sense of personal safety

Today, there is a large amount of land dedicated to surface parking lots in the Capitol Area¹, especially around the Capitol Rice transit station. This low-intensity land use, remaining from before LRT, presents an opportunity to restore higher intensity of diverse development with an increased array of commercial goods and services on the ground floor. ≈

¹ See Baseline 6, page 18



Capitol Rice LRT Station. The opening of the LRT Green Line in 2014 has had a dramatic effect on mobility in the Capitol Area.



Rice and University, 1916. Transit-Oriented Development will modernize the Capitol Area as it restores an original city pattern that once relied on a diversity of mobility options.

“Walkable communities help to promote physically, mentally and economically healthy neighborhoods, with studies consistently finding benefits to increasing walkability in all types and sizes of cities.”

~America Walks <http://americawalks.org/a-walkable-america/>

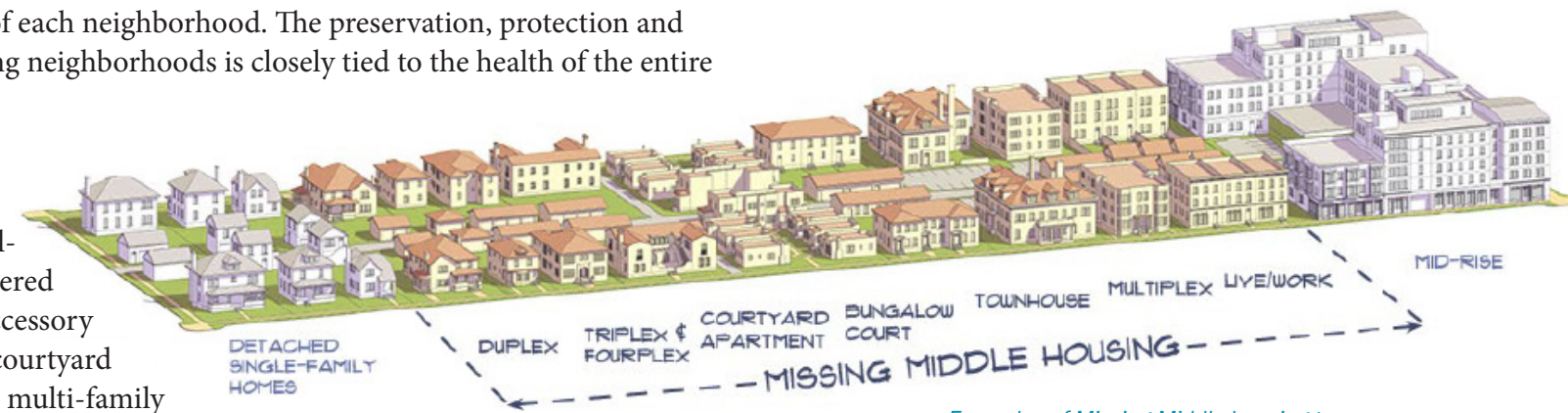
RESIDENTIAL CHOICES: THE MISSING MIDDLE

Housing remains a key component of neighborhoods close to the Capitol. Diversity in housing types, both affordable and market rate as well as both owned and rental, will enrich the character of each neighborhood. The preservation, protection and ongoing stability of existing neighborhoods is closely tied to the health of the entire Capitol Area.

The “missing middle”¹ is a segment of the housing market that includes small-scale multi-family or clustered housing types—such as accessory dwelling units, duplexes, courtyard apartments, mansion-style multi-family units and multiplexes—that are compatible with both single-family homes and mid-rise buildings. It is a development and urban design strategy that supports walkable neighborhoods capable of supporting a variety of services, while protecting the character of predominantly residential neighborhoods. Adding “missing middle” housing provides a variety of housing choices catering to diverse family needs, including life-cycle housing options, thus enabling residents to remain in their neighborhoods as their housing needs change over time.

The overall mix of housing options available in the Capitol Area should respond to the diversity of housing needs - in terms of income, unit type and household size for both renters and owners. Recognizing that home equity is a large source of household long-term wealth, a range of housing affordability increases the opportunity for home ownership for residents of all economic backgrounds.² While many existing residential units in the Capitol Area would qualify as affordable, the age of the housing stock will continue to burden homeowners with excessive maintenance costs.³

The CAAPB will continue to administer planning and zoning that guides the design and location of residential development to enable housing choices that are diverse and equitable.⁴ And, the CAAPB will continue to support reinvestment by existing home owners and residential building owners in the Capitol Area. Furthermore, acknowledging the rising costs of new housing construction, the CAAPB invites (and will rely on) creative partnerships with City of Saint Paul and the private sector, utilizing financial assistance tools such as those administered through City Housing and Redevelopment Authority (HRA), to introduce new housing choices that are truly affordable to the widest range of households.⁵



Examples of Missing Middle housing types.
MissingMiddleHousing.com. ©2015 Opticos Design, Inc.

“Housing meets a fundamental human need and, as such, is a critical infrastructure system of a city. Unlike other infrastructure systems, such as roads or water, a City does not have full control of housing development, maintenance, replacement or cost, as housing is generally provided through the private market. What cities can do is administer planning, zoning and building codes to guide the location of residential development and ensure that housing is healthy and safe. Cities also have responsibilities to manage a complex set of issues around housing fairness, choice, health, stability and affordability, all of which are tied to a City’s core values.”

~SAINT PAUL FOR ALL 2040 Comprehensive Plan,
pg. 110

¹ The Missing Middle is a term coined by Dan and Karen Parolek of Opticos Design in Berkeley, CA.
² See Baseline 5, Affordability and Ownership.
³ See Baseline 5, Age of Residential Structures.
⁴ See Baseline 5 (page 15), which outlines the existing housing choices in the Capitol Area.
⁵ See following page: “City of Saint Paul policy related to affordability in City/HRA-assisted projects”

What Does the City of Saint Paul Say?

City of Saint Paul policy related to the “Missing Middle”:

“Policy LU-34. Provide for medium-density housing that diversifies housing options, such as townhouses, courtyard apartments and smaller multi-family developments, compatible with the general scale of Urban Neighborhoods.”

“Policy H-16. Increase housing choice across the city to support economically diverse neighborhoods by pursuing policies and practices that maximize housing and locational choices for residents of all income levels.”

“Policy H-46. Support the development of new housing, particularly in areas identified as Mixed Use, Urban Neighborhoods, and/or in areas with the highest existing or planned transit service, to meet market demand for living in walkable, transit-accessible, urban neighborhoods.”

“Policy H-48. Expand permitted housing types in Urban Neighborhoods (as defined in the Land Use Chapter) to include duplexes, triplexes, town homes, small-scale multi-family and accessory dwelling units to allow for neighborhood-scale density increases, broadened housing choices and intergenerational living.”

“Policy H-49. Consider amendments to the zoning code to permit smaller single-family houses and duplexes to facilitate the creation of small-home development types, such as pocket neighborhoods and cottage communities.”

City of Saint Paul policy related to affordability in City/HRA-assisted projects:

“Policy H-32. Continue to use City/HRA resources to support affordable rental housing citywide with at least 30 percent of the total rental units (both market-rate and affordable) financially assisted by the City/HRA being affordable to households earning 60 percent or less of AMI with at least:

- 10 percent of all units being affordable to households earning 30 percent of AMI;
- 10 percent of all units being affordable to households earning 50 percent of AMI; and
- 10 percent of all units being affordable to households earning 60 percent of AMI.”

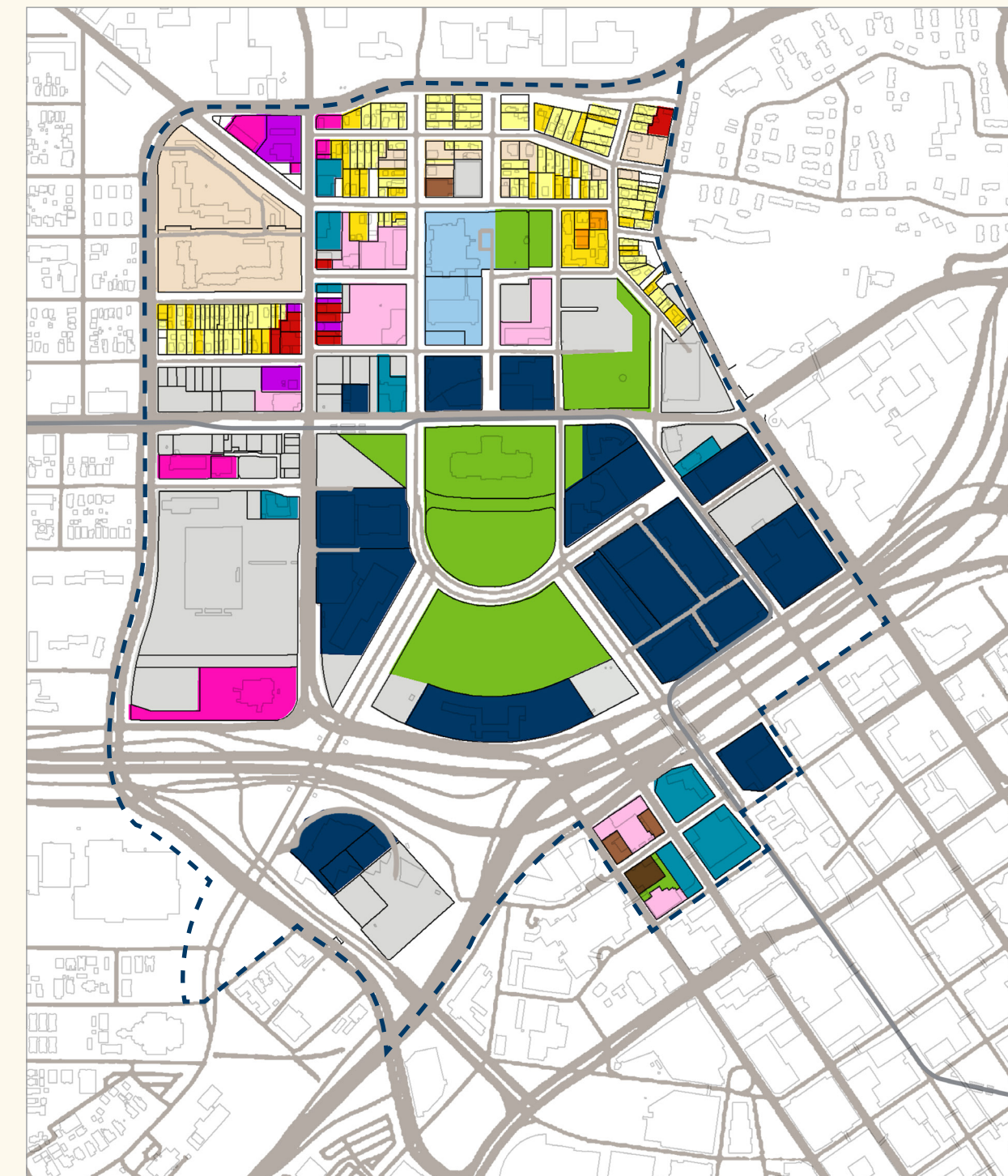
“Policy H-33. Further affordable ownership housing goals in HRA/City-financially-assisted projects by working toward 10 percent of all ownership units being affordable to residents earning 60 percent of AMI and 20 percent of all ownership units being affordable to residents earning 80 percent of AMI.”



Housing diversity in the Capitol Area. Images from top left: Single family home on Como Avenue; 4-plex on Park Street; Townhome on Cedar Street; 4-story apartment building on Rice Street; Gallery Tower on St. Peter Street



Baseline 6.1: The Current Mix in the Capitol Area



- Current Mix of Land Uses**
- Detached Residential
 - Duplex or townhome
 - Live-work Space
 - Multi-unit bldg w/ no elevator
 - Multi-unit bldg. w/ elevator 4 stories or less
 - Multi-unit bldg w/ elevator 5 to 8 stories
 - Multi-unit bldg w/ elevator 9 stories or more
 - Mixed Use (residential above commercial)
 - Food retail *
 - Community-serving retail *
 - Services *
 - Civic and community facilities *
 - Office
 - Hospital
 - State of Minnesota
 - Green/Open Space
 - Parking: Surface Lot
 - Parking: Ramp

*See Appendix A: Figures and Tables, Table 1: Categories and Use Types in the Capitol Area.

Figure 6.4: Current Land Use in the Capitol Area

Baseline 6.2: Available Mix of Goods and Services in the Capitol Area

To increase walkability, a mix of commercial goods and services should be located near residences and work places. To evaluate this in the Capitol Area, the CAAPB is referencing LEED ND (LEED for Neighborhood Development), which outlines key community goods and services, grouped in four categories. A minimum goal is for new developments to be located within a ¼-mile walking distance of at least five uses.

Figure 6.5: Table of Land Use Categories and Use Types in the Capitol Area

Category	Use Type	# Businesses	# Businesses that Own Building	Approx. Sq. Ft.	
Food Retail	Supermarket (full-service)				
	Grocery with produce section	1	0	3,000	
	Small grocery with limited produce	3	0	7,000	
Community-serving retail	Convenience store	2	1	10,800	
	Farmers market	1*			
	Hardware store				
	Pharmacy (full-service)				
	Pharmacy (small prescription-only associated with clinic)	2	1	1000	
	Other Retail	4	0	8300	
Services	Bank (or Credit Union)	2	1	26,000	
	Family entertainment venue (e.g., theater, sports)			0	
	Gym, health club, exercise studio			0	
	Hair care	2	0	1,800	
	Laundry, dry cleaner			0	
	Restaurant, café, diner (includes public cafes in state bldgs)	11	3	31,300	
	Hotel	1	0	100,000	
	Auto Repair	2	2	4,800	
	Other Services	3	0	3,000	
	Civic and community facilities	Adult or senior care (licensed)			
		Child care (licensed)			
Community or recreation center		1	1	10,000	
Cultural arts facility (e.g., museum, performing arts)		2	1	117,300	
Education facility		1	1	50,000	
Government office that serves public onsite		**			
Medical clinic or office that treats patients		6	3	68,200	
Hospital		1	1	52,000	
Place of worship		4	2	44,300	
Police or fire station					
Post office					
Public library					
Public Park		5	5	1,017,800	
Social services center		2	2	13,700	
Other Institutional	3	1	50,200		

*Saturday morning Farmers Market on the south side of the Sears parking lot. Redevelopment of this site will require relocation of this Farmers Market.

**All State Buildings, with the exception of the Ag Lab, are open to and serve the public. In addition to state buildings, MN License Services and the Ramsey County Building serve the public.

Going forward...

Today, the Capitol Area contains a variety of essential goods and services, but key use types are missing. For example, the Capitol Area does not have a full-service grocery store, full-service pharmacy, hardware store, wellness center (i.e., health club, fitness center, etc.), or library. Therefore, existing residents in need of healthy food offerings, medicine, free internet, healthy activities, and materials to help fix or maintain their household must travel outside the Capitol Area to access these goods and services. Increasing quality and variety of goods and services offered in the Capitol Area will benefit the neighborhoods and area employees, as well as local businesses that would benefit from a larger customer base.¹

Of the 32 businesses identified in the Food, Retail and Services sections, 8 (25%) are occupied by businesses that are building owners. Building ownership, especially among smaller commercial properties, can help strengthen the urban village quality of the Capitol Area. Ownership can also be a protection for long-standing businesses that have had a positive impact on the neighborhood from being removed due to changes in building ownership and/or rapidly rising rents.

Understanding the Capitol Area's evolving Trade Area

It is important to consider from where Capitol Area businesses draw most of their customers. In an idealized urban village, many businesses would survive based solely on customers living and/or working in the Capitol Area. A small number of businesses, though, would also draw significant numbers of people from outside the Capitol Area who would, in turn, help support the smaller businesses largely dependent on local customers.

The geographic extent from which a store or commercial district attracts its customers is known as a trade (or draw) area. Important characteristics and/or influences affecting the size and shape of a trade area include the type of stores at the center of trade area, the density and affluence of the area's residents or workforce, major physical or psychological barriers, the presence of other complementary uses, the quality and condition of the public realm, and the proximity of similar competitive districts.

Except for the Hmongtown Marketplace, which draws customers from throughout the Twin Cities, most businesses in the Capitol Area draw customers from the Capitol Area as well as the southern part of the North End and eastern part of Frogtown. Their draw area does not extend east of I-35E or south of I-94 because these highways are too significant of a barrier. In addition, there are several storefront spaces in or near the Capitol Area that are vacant or underutilized. This trade area can only support a small number of businesses; however, factors that can change the shape and size of a trade area include a substantial increase in the number of households or workers near the business district, better connections to anchors, a change in transportation patterns, or an improved public realm.

¹ See Chapter 7a and the Capitol Rice Development Framework and chapter 7c Fitzgerald Park.

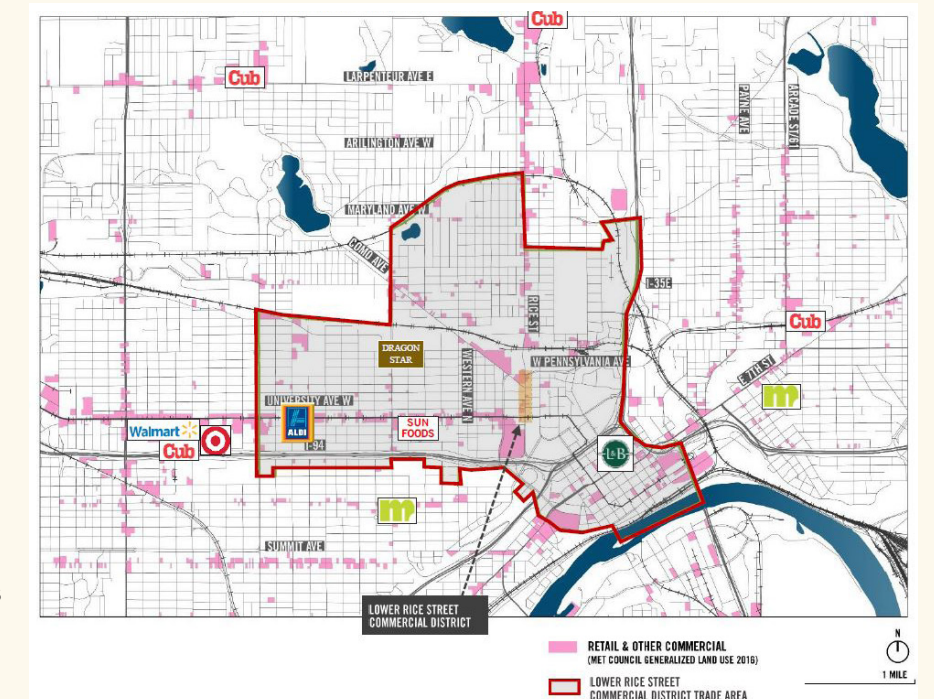


Figure 6.6: Lower Rice Street Commercial District Trade Area and Prominent Full Service Grocery Stores. Courtesy of Perkins+Will.

Baseline 6.3: Office Space in the Capitol Area

The overall office market has been impacted by broader trends affecting the long-term demand for office space. Two factors include both the trend toward less square feet per worker, which has a direct impact on the need for space, and the impact of office demand concentrating around transit nodes with a vibrant mix of supportive uses, such as coffee shops, restaurants, attractive public space, and residences. These areas are proving to be important for organizations looking to attract and retain employees.

In 2020, the Capitol Area has a significant amount of office space for both State and non-State users. Office buildings with non-State users comprise about 200,000 square feet of space and are primarily occupied by organizations that have a need to be close to the Capitol complex. These buildings tend to be concentrated in a 2-3 block area northwest of the State Capitol building. In recent years, some of the space in this area has experienced low tenancy, which has resulted in at least one building owner to consider other uses or redeveloping their property altogether.

Going forward...

It will be important to consider how firms that cater primarily to residents and area workers integrate with the types of office uses that currently dominate the Capitol Area. Many existing tenants tend to value proximity to the Capitol Campus and are sensitive to changes at the State of Minnesota.

An important component of an urban village is the presence of smaller office spaces for professional firms that provide services to the local neighborhood, such as attorneys, financial planners, insurance agents, real estate agents, and healthcare practitioners, to name a few. Many of these types of businesses not only provide critical services, but they are often independently owned. Therefore, it is important that enough space exists within the Capitol Area to accommodate these types of activities in a range of settings, from small storefronts to larger spaces in new or existing office buildings.

Baseline 6.4: Community Anchors and Opportunity Sites

In addition to a variety of use types, communities benefit from an anchor use – a large store or place of work that increases traffic in the area. Traditional retail anchors, especially department stores, are rapidly declining and being replaced by new types of anchor uses, such as grocery stores, education institutions, recreation or entertainment centers, fitness/wellness centers and popular restaurants. Large employers that bring people to an area are also considered anchors, increasing foot traffic and potential customers for local businesses.

Employment Anchors: In the Capitol Area, the State of Minnesota campus and the five nearby hospitals are employment anchors. These institutions bring approximately 12,000 workers to the district daily, many of whom have the potential to patronize local businesses. The Capitol Campus also draws hundreds of thousands of visitors each year.

Commercial Anchors: With the recent closure of the Sears store in 2018, the Hmongtown Marketplace, located just outside the Capitol Area along Como Avenue, is the only sizable commercial destination in or near the Capitol Area. The large facility serves the local neighborhood and people throughout the region. It boasts an indoor-outdoor, year-round market that consists of over 200 individually rented stalls where vendors sell a wide range of food and goods that cater to the Hmong community and other southeast Asian communities. The success of the market has begun attracting a sizable tourist trade as well, especially on weekends. Connecting the Hmongtown Marketplace to other commercial enterprises within the Capitol Area would help leverage the value of this important anchor and improve overall vitality of Rice Street one block away.

Grocery Store: Several very small groceries currently provide specific goods to local customers with only one or two offering an array of fresh foods for specific markets. Hmongtown Marketplace north of the Capitol Area aims at a regional market. There is no full-service grocery store in the Capitol Area offering a full complement of fresh produce along with a wider range of pre-packaged and convenience items. Such stores are an important amenity for neighborhoods as they not only provide essential goods to residents, but also a sense of community as visits become part of residents' lifestyles and routines. Large grocery stores are anchors of neighborhood vitality by supporting smaller retailers who benefit from the customer traffic generated.

During the Capitol Rice Planning Process in 2017-18, there was strong support for a broader array of food choice; however, an analysis found that the current household base in the Capitol Area would not be able to support a full-service grocery store without significant public or philanthropic support. This situation is also due to the presence of several competitive full-service grocery stores located not far from the Capitol Area along the Green Line light rail transit.

Going Forward... Opportunity Sites

In 2020, several large sites in the Capitol Area are ripe for redevelopment including the largest, the Sears site, identified by the City of Saint Paul and this plan as an "Opportunity Site."¹ In addition to the Sears site, there are several key sites within the Capitol Area with potential to change. These are sites that are currently vacant or underused (such as a vacant building or a surface parking lot), where redevelopment may improve the district.

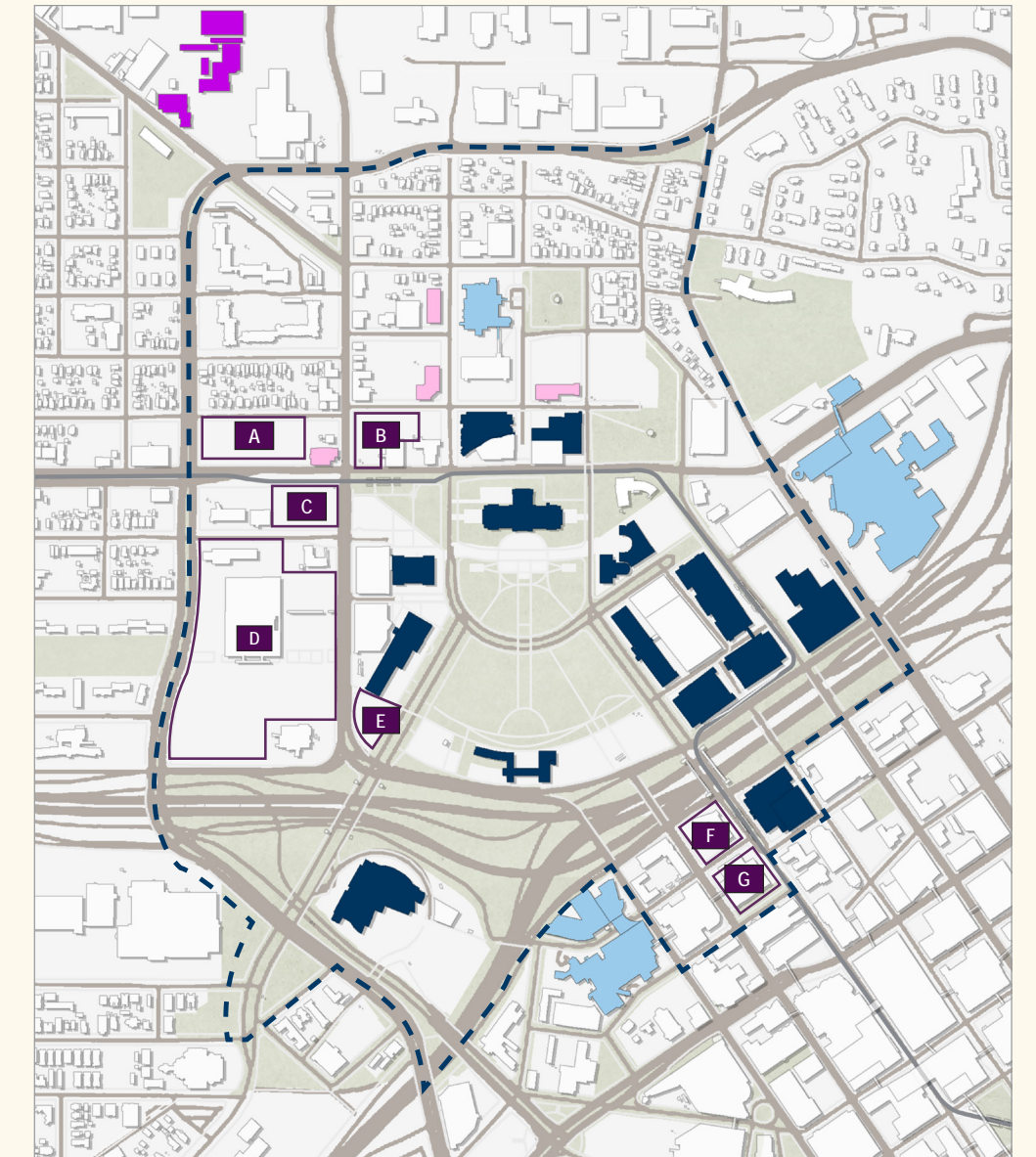
Through new housing development, there is significant potential to eventually support a new medium to large full-service grocery store or co-op. Such stores rely on good locations. So with limited opportunity sites, it is important to plan for where a future grocery store could be located in the Capitol Area – and to set in place guidelines to conform to the urban patterns outlined in this chapter (i.e. that any such store in the Capitol Area would be an urban-format grocery built into a larger commercial or residential building, preferably with parking built into the structure or shared on another structured site.)²

¹ The City of Saint Paul identifies "Opportunity Sites" as generally larger than one acre and having potential for redevelopment as higher-density mixed-use development or employment center with increased full-time living wage job intensity, and the appropriate location for community services that are completely absent in the surrounding area. See SAINT PAUL FOR ALL, pg. 33.

² A preliminary study has been conducted to examine the feasibility and possible location for an urban format store in the Capitol Area. See Appendix I: Lower Rice Street Commercial Vitality Strategies for the report.

³ Sites A through E are addressed in Chapter 7A and the Capitol Rice Development Framework. Sites F and G: As of 2019, future planning for Fitzgerald Park is being led by the City of Saint Paul. See Chapter 7c for more information on these opportunity sites.

Figure 6.7: Map of Community Anchors and Opportunity Sites in the Capitol Area



Community Anchors in the Capitol Area

- Community Serving Retail
 - Hmongtown Marketplace
- Offices
 - League of Minnesota Cities
 - 555 Park Street Office Building
 - Affinity Plus Federal Credit Union
 - Education Minnesota
- Hospitals
 - (former) Bethesda Hospital
 - Regions Hospital and Gillette Children's Hospital
 - St. Joseph's Hospital
- State of Minnesota

Opportunity Sites in the Capitol Area³

- A LMC Block (vacant and parking)
- B State Lot C and the Ford Building
- C State Lot AA
- D Sears Site
- E State Lot G-with cont'd access to underground parking
- F County Building
- G McNally Smith Building

Baseline 6.5: Residential Choices in The Capitol Area

Types and Sizes:

There are nearly 1,000 housing units in the Capitol Area serving a wide variety of individuals and families. 82% of the housing structures in the Capitol Area are single-family, duplex or triplex, representing 18% of the total living units in the area. We expect the greatest housing growth in the Capitol Rice District with the redevelopment of the Sears site.

Figure 6.8: Table of Residential Choices in the Capitol Area: Type, Size and Ownership

Building Type	# Buildings	# Living Units	Household Size				Estimate Owner Occupied
			Studio/Micro	1BR	2BR	3+BR	
Detached Residential	91	91	1	4	24	62	57 (63%)
Duplex or townhouse	34	85	0	17	47	21	13 (38%)
Live-work Space	1	5	0	0	5	0	unknown
Multi-unit bldg. w/ no elevator	16	473	53	221	197	2	2 (13%)
Multi-unit bldg. w/ elevator 4 stories or less	0						
Multi-unit bldg. w/ elevator 5 to 8 stories	1	92	87	5	0	0	unknown
Multi-unit bldg. w/ elevator 9 stories or more	1	194	0	126	50	18	unknown
Mixed Use (residential above commercial)	8	28	4	13	11	0	unknown
TOTAL	152	968	145	386	334	81	72 (47%)*

Data gathered from Ramsey County parcel data, 2017 Census data (compiled by Perkins+Will), building plans, and site-based visual observation by CAAPB staff. Detail on number of bedrooms is a best estimate based on available data. Owner occupancy is a best estimate based on parcel data from Ramsey County. Percentage of owner occupancy is based on the number of Residential Buildings.

* 47% is a minimum estimate, given that ownership of the multi-unit buildings is unknown. If each of the 11 unknown buildings has owner occupancy, the percentage would be 54.6%.

Affordability and Ownership:

According to the Metropolitan Council's definition of "affordable" housing, almost all the housing, both rented and owned, in the Capitol Area would qualify as affordable. For example, average asking rents in the Capitol Area, regardless of the size of the unit, are 30-40% below the city-wide average asking rent. The median home price in the Capitol Area is roughly 30% below the city-wide median price.

Residential owner-occupancy (by residential unit) in the Capitol Area is 22%, well below the Saint Paul rate of owner-occupancy of 50% (see table 3 below); however, ownership by buildings shows a more positive number (see table 2 above). It is estimated that a minimum of 47%

of residential buildings are owner-occupied and 63% of single-family homes are owner-occupied. Still, single-family owner-occupancy is under the Saint Paul average of 81%. Increasing residential owner-occupancy in the Capitol Area will help retain and improve the diversity of housing options.

Figure 6.9: Table of Residential Choices in the Capitol Area: Affordability and Ownership

	Unit	Studio/Micro	1BR	2BR	3+BR
2019 Avg. Market Rent – Capitol Area	--	\$627	\$775	\$1,010	\$1,007
2019 Avg. Market Rent – Saint Paul	--	\$910	\$1,044	\$1,318	\$1,909
2019 Med. Home Price – Capitol Area	\$182,000	--	--	--	--
2019 Med. Home Price – Saint Paul	\$239,500	--	--	--	--
Pct. Owner-Occupied Units – Capitol Area	22%	14%	26%	15%	55%
Pct. Owner-Occupied Units – Saint Paul	50%	6%	10%	43%	78%

Data gathered from Ramsey County parcel data and 2017 Census data (compiled by Perkins+Will).

Age of Residential Structures:

As in all of Saint Paul, housing in the Capitol Area is aging. 74% of housing units in the Capitol Area are 100 years or older. The median construction year for all housing structures is 1909. This presents challenges for homeowners, as the cost to maintain a property becomes increasingly burdensome.

Going forward...

Supporting current owners to stay in the neighborhood is a priority. Although land use diversity is an important strategy for achieving a healthy mix of housing options, other partnership-based strategies will also need to occur, such as working with the City of Saint Paul and others on strategies to preserve affordable housing, stimulate new housing construction, and homeowner assistance. Where demolition is the only option, there may be opportunity for new "missing middle" housing choices to fill in while maintaining affordability and neighborhood character. The existing low-rise range of housing types in Capitol Heights and along Sherburne and Charles Avenues should be preserved and enhanced over time by the sensitive addition of new single-family homes and "missing middle" types. As most of the structures in these areas are over 100 years old, a careful balance between redevelopment and restoration, renovation and rehabilitation will be required. (Also see Chapter 7b Capitol Heights)

"While older housing may initially be more affordable, the extraordinary maintenance costs could lead to neglect and loss of the stock over time. This adds to the challenge of maintaining diverse and affordable housing options in Saint Paul."

~SAINT PAUL FOR ALL 2040 Comprehensive Plan pg. 7

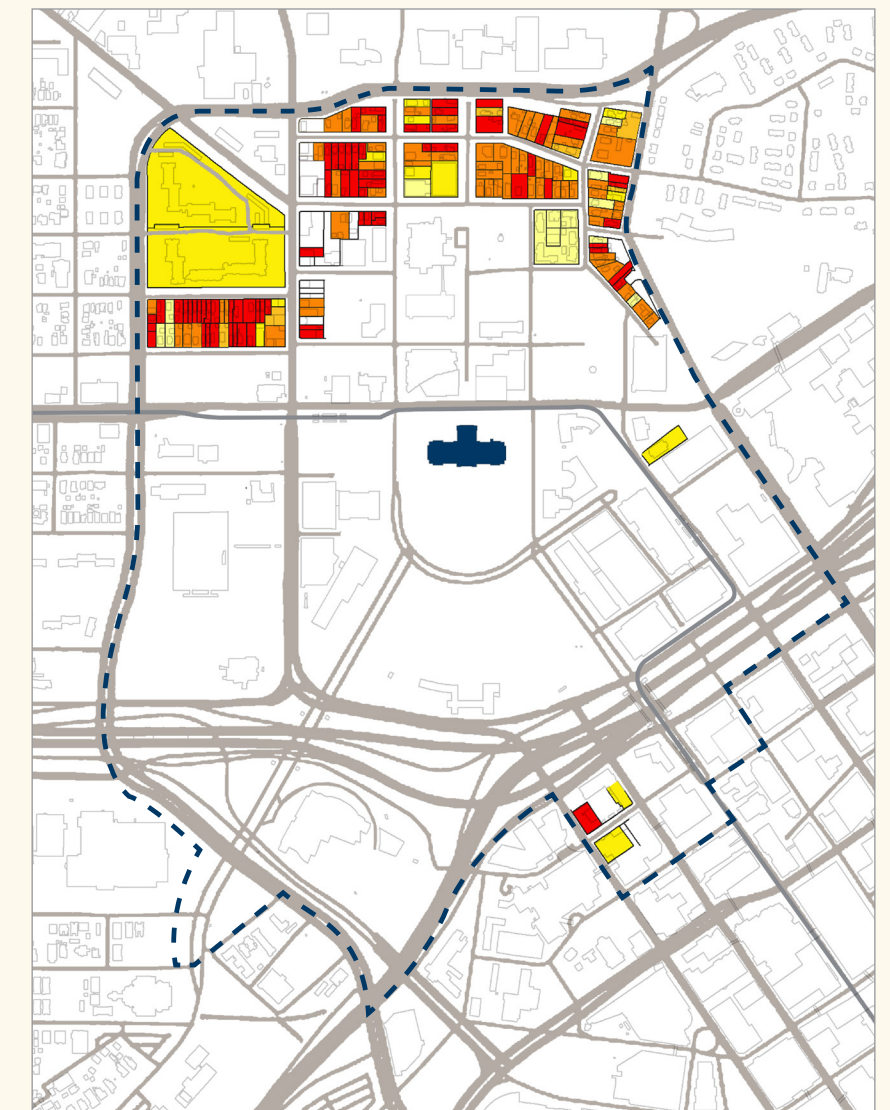


Figure 6.10: Map of Residential Structures in the Capitol Area by Year Built

Year Principal Residential Structure on Parcel was Built

- Prior to 1900
- 1901-1930
- 1931-1960
- 1961-1990
- 1991-2020

Data gathered from Ramsey County parcel data.

Baseline 6.6: The Large Footprint of Parking

Land use efficiency is a concern where too much surface parking is present. Analysis of the Capitol Area parking shows that surface parking takes approximately five times as much land to accommodate the same number of cars over structured parking. Today, approximately 45 of the 330 acres of the Capitol Area are devoted to surface parking. The map below shows commercial and civic/institutional parking lots and ramps within the Capitol Area. Both Transit Oriented Development and Urban Village development patterns encourage a reduction of surface parking and an increase in land use diversity.

Going forward...

Surface parking, especially around the transit station and within the G2 (Open Space) Zoning District, should be reduced over time. This could be achieved through replacement of parking with more efficient structured parking or a decrease in parking in general through a shift to alternative transportation modes (also see chapter 5). An increase of land use diversity in place of surface parking will have a positive effect on the commercial vibrancy of the Capitol Rice District and the Capitol Area as a whole.

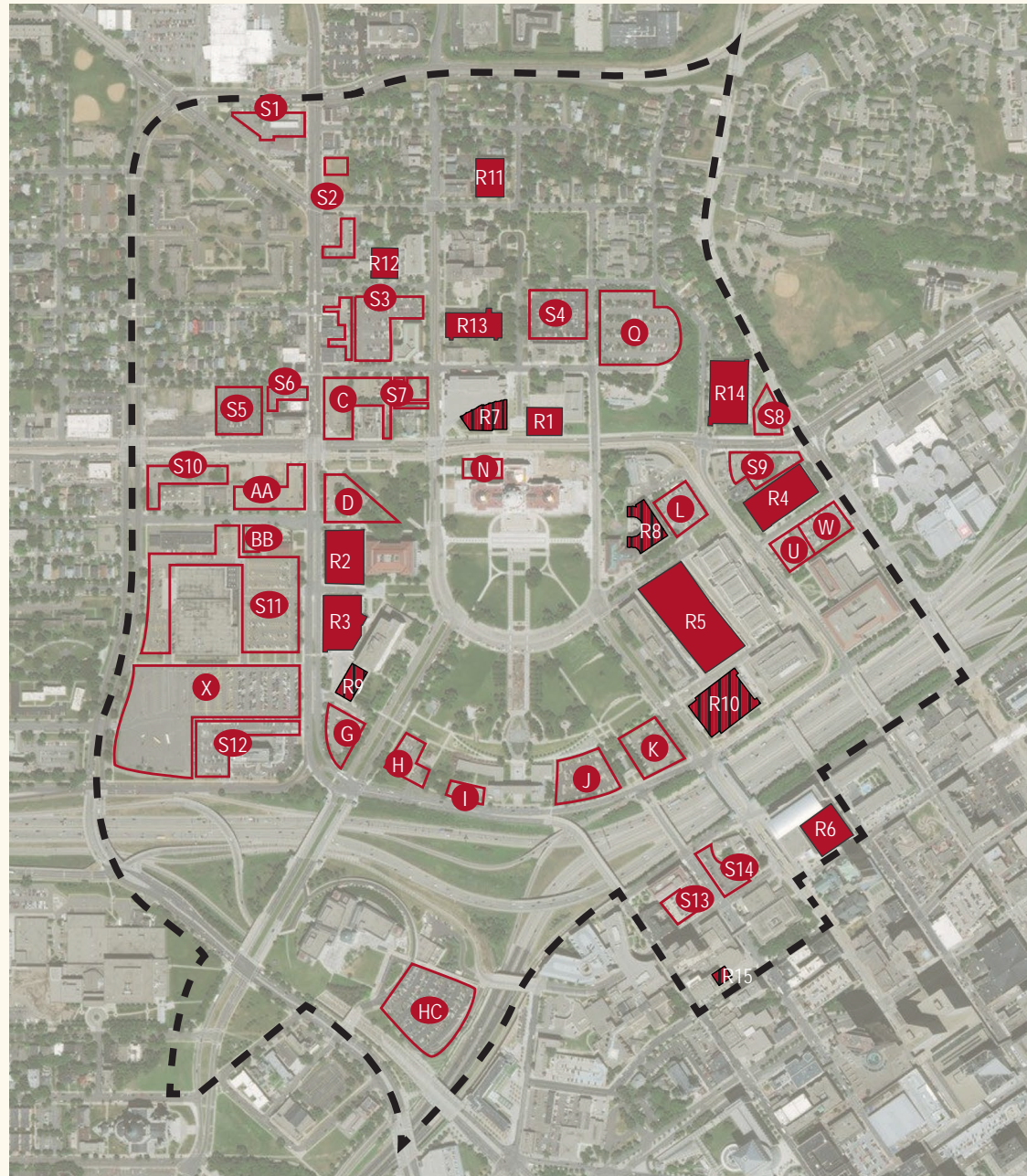


Figure 6.11: Map of Parking in the Capitol Area showing surface lots, parking ramps, and underground parking ramps

- Surface Parking Lots
- Parking Ramps
- Underground Parking Ramps

Figure 6.12: Table of Parking in the Capitol Area

Surface Parking (Off-Street)		# Stalls	Lot Footprint (Sq. Ft)	Structured Parking		# Stalls	Building Footprint (Sq. Ft)
State of Minnesota Lots				State Ramps			
AA	Lot AA	132	48,300	R1	Administration Building	249	22,200
BB	Lot BB	32	11,000	R2	State Office Building	398	41,600
C	Lot C (includes Park Street Lot)	237	86,000	R3	Ramp F (Transportation Bldg.)	530	46,600
D	Lot D	97	82,300	R4	14th Street Ramp	898	53,300
G	Lot G	83	45,200	R5	Centennial Building	1465	118,100
H	Lot H	66	49,600	R6	Andersen Building	477	32,800
I	Lot I	36	16,100	Sub Total		4017	314,600
J	Lot J	147	52,600	Acres: 7.2			
K	Lot K	83	61,000	State Underground Ramps			
L	Lot L	92	57,100	R7	Senate (Underground)	261	23,700
N	Lot N	26	16,000	R8	Judicial (Underground)	128	24,600
Q	Lot Q	336	117,000	R9	Transportation (Underground)	34	11,300
U	Lot U	44	46,100	R10	Armory (underground)	*150	56,000
W	Lot W	99	46,100	Sub Total		573	115,600
X	Lot X	448	311,600	Acres: 2.7			
HC	Minnesota History Center	402	138,600	<i>*estimate</i>			
Total		2360	1,184,600	Total		4590	430,200
Acres: 27.2				Acres: 9.9			
Private Lots				Private Ramps			
S1	Como & Pennsylvania Commercial Parking	69	45,800	R11	75 Como Ave.	170	24,400
S2	Rice Street Small Lots	128	52,100	R12	Office Building (Charles & Park)	106	18,400
S3	Office Building (Sherburne & Park)	214	76,300	R13	Bethesda	519	32,500
S4	Education Minnesota	216	57,600	R14	Regions (Robert & University)	1000	54,800
S5	League of Minnesota Cities	158	52,600	R15	Municipal Ramp 7a	660	5,500
S6	White Castle	30	15,500	Total		2455	135,600
S7	Christ on Capitol Hill Lutheran Church	54	9,900	Acres: 3.1			
S8	Regions (Jackson & University)	45	20,800				
S9	Regions Hospital & Emma Norton Residence	104	54,800				
S10	St Paul License Bureau/Sunrise Bank/AFL-CIO	95	49,700				
S11	Sears	445	256,200				
S12	Best Western	242	61,800				
S13	545 Wabasha St. Lot	79	21,000				
S14	Ramsey County Building Lot	80	24,200				
Total		1959	798,300	Acres: 18.3			
Total Parking Stalls (Non-Residential)				Total Parking Stalls (Non-Residential)			
4319				7045			
Total Land Used (Acres)				Total Land Used (Acres)			
45.5				13			
Efficiency (stalls per acre)				Efficiency (stalls per acre)			
95				542			

GUIDANCE FOR REGULATION

* Specific objectives identified with an asterisk (*) below are objectives that will guide decision making and reviews by CAAPB Board members, Staff and Advisors, but will not be integrated directly into zoning or design regulatory tools, unless the Board deems necessary later through resolution.

Ensure an appropriate mix of commercial, institutional, residential and open space land uses throughout the Capitol Area.

- 6.1. Ensure that the land use patterns and related best practices (including Urban Campus, Transit-Oriented Development, Urban Village and Missing Middle Housing) are:
- encouraged, where appropriate, and prescribed through the district-by-district Development Framework Plans (attached to Chapter 7 of this document or updated in the future);
 - reflected, as well as possible, in updated zoning and design regulatory tools; and
 - considered by Board members, staff and advisors when reviewing and approving the details of public and private projects in the Capitol Area.
- 6.2. Support a broad mix of integrated land uses in the Capitol Area, including:
- Community-serving commercial uses that are user-friendly and easy to access, such as urban scaled supermarkets or grocery stores with fresh foods/produce; hardware stores; pharmacy; banks; fitness centers; hair care; laundry and dry cleaners; restaurants and cafés, (excluding those with drive-thru service); and other retail.

- Institutional and civic uses such as licensed adult or senior care; licensed child care; community or recreation centers (such as the newly established Frogtown Community Center); cultural arts facilities (e.g., museum, performing arts); education facilities; medical clinics or offices; places of worship; police or fire station; post office, public library and social services center; public parks.
- Residential uses which allow for single- and multiple-unit building types (such as carriage houses or accessory dwelling units; townhomes; micro units; live-work units; mixed commercial-residential buildings) as well as congregate living choices (such as foster, shelter and transitional housing, boarding houses, assisted living and housing for the elderly).
- Open space types such as plazas, lawns, gardens, play areas, green infrastructure (e.g. rain gardens), parklets, pocket parks, and green boulevards.
- Land to provide for the orderly growth of state government and the preservation and enhancement of existing state government structures within the Capitol Area.
- Land to provide for the preservation and enhancement of the State Capitol, and the creation and preservation of open space within the Capitol Area.

Support the redevelopment of Opportunity Sites, and work toward the reduction of surface parking.

- 6.3. Encourage transition of current surface parking lots toward better land uses. Work to immediately decrease the overall amount of land dedicated solely to on-site surface parking.
- 6.4. Prohibit the development of new permanent stand-alone surface parking lots.
- 6.5. Work to improve, site-by-site, convenient and safe access to all buildings and land uses.

- 6.6. Encourage structured parking through the practice of incorporating parking into the rear of, underground, or inside building envelopes. Encourage parking structures that are flexibly designed for re-use over time.
- 6.7. Encourage vertical mixed-use, mixing housing and office or commercial to enliven buildings for more hours of the day.
- 6.8. * Encourage the construction of new residential options on infill lots throughout existing neighborhoods.
- 6.9. * Encourage property owners to make improvements and to keep property well-maintained.

Encourage commercial vitality that serves visitors, residents and workers.

- 6.10. Ensure new and active uses for ground floor spaces that contribute to the overall vitality of the street and serve the community, as well as adjoining neighborhoods, especially in buildings fronting Rice Street and University Avenue.
- 6.11. Prohibit in certain locations land uses that are incompatible with their context, including, but not limited to new warehouses, unenclosed auto sales, and exterior storage areas.
- 6.12. Support home occupations, livework units, artist studios, and other home-based, commercial enterprises throughout the district, provided they can be integrated into the community without a negative impact.
- 6.13. Work to expand more retail food choices, such as an urban-format grocery store, to serve the area.
- 6.14. Preserve and strengthen existing locally-based stores and services.
- 6.15. Continue to use the zoning code to enforce standards for the number, location, size and design of signage, eliminating billboards where possible.

- 6.16. Promote energy efficient signs that use lighting only when necessary.
- 6.17. * Encourage the re-establishment of a day care center to serve residents and local workers. The center should be located in a non-government building, but convenient for families of state workers.

Encourage the preservation and development of a diversity of residential choices throughout the Capitol Area neighborhoods that will cater to both new and existing members of the community.

- 6.18. Support the diversification of unit type and size choices within new multiple-block developments.
- 6.19. Support the diversification of unit type and size choices within both new buildings and in renovation of existing buildings.
- 6.20. Ensure the retention and development of “Missing Middle” housing types, both owner-occupied and rental, in the Capitol Area.
- 6.21. As appropriate, support the development of multiple-unit dwellings up to, but not exceeding height limitations in the Capitol Area. *See chapter 2 for regulations regarding building height.*
- 6.22. Support the development of life-cycle housing choices that enable residents to remain in their neighborhoods as their housing needs change over time.
- 6.23. Support the use of city resources for residents to reinvest in and stay in their homes as they age, or to find new life-cycle choices nearby.
- 6.24. Encourage new multi-family housing developments to incorporate features in their designs that foster social interaction.

- 6.25. Encourage efforts by existing and prospective property and homeowners to preserve, rehabilitate, and modernize existing viable housing stock; specifically, encourage the rehabilitation of vacant houses, duplexes and triplexes and multi-family residential structures in the Capitol Area.
- 6.26. Add extended-stay facilities (for families of hospital patients, legislators, contractors, etc.) as a permitted use and building type in the zoning code.
- 6.27. * Support the City of Saint Paul's housing goals by encouraging a diversity of housing affordability, both ownership and rental, throughout the Capitol Area neighborhoods by enabling the provision and preservation of a balanced stock of lower, moderate and upper-income residential choices that serve a diverse mix of incomes and families.
- 6.28. * Follow State, County and City guidelines to support well-designed, energy-efficient buildings and sites constructed with quality materials. *See chapter 3 for information on policies and guidelines related to energy and the environment.*
- 6.29. * Facilitate an increase in the availability of homes that serve Capitol Area workers.

NOTE: In addition to the above objectives, the CAAPB supports housing policy that is applicable to the Capitol Area from the City of Saint Paul's 2040 Comprehensive Plan.

Ensure that the design of all new development and property improvements respects neighborhood context, and that existing properties are well-maintained.

- 6.30. Enable a transition in the intensity of commercial uses and in housing type and size as one moves from the active areas near the core of the Urban Village/Neighborhood Node outward into quieter neighborhood streets.

- 6.31. Support the incorporation of publicly-accessible open space into new multi-family residential or mixed use developments.
- 6.32. With limited exceptions, ensure that storage uses of all kinds, including parking, are placed below or behind other residential or commercial square footage and out of sight from the street.
- 6.33. Ensure parking structures are built with liner buildings and/or active ground-level uses that make structured parking invisible or completely enclosed within.
- 6.34. * Encourage owner-occupancy where possible, especially in single-family houses and mansion-style multi-family structures, where there are enhanced ongoing structural and site maintenance needs.
- 6.35. * Encourage private sector, public sector and non-profit organizations (and the partnerships among them) to provide maintenance and home improvement assistance programs, and create programs to help property and rental property owners make improvements to their homes.