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### Final Report

March 2007
The Gladstone Neighborhood Redevelopment Plan is intended as a guide to redevelopment in the area. The plan includes a conceptual redevelopment plan, housing densities, and commercial components which are based on market forces and other redevelopment variables existing at the time of adoption. As a guide, the plan should be considered a flexible concept plan which can be modified based on the changing market forces and redevelopment variables.
The master plan is not an explicit picture of what Gladstone will become. Rather, it suggests a direction in which we can move forward in the hopes of reaching a common vision and shows how various efforts to improve the neighborhood can fit together. It is expected that the details will change as projects are implemented. In fact, we should expect the insights and creativity of others to reinforce the vision and lead to even better projects. Rather than being limiting, the master plan is intended to stretch people’s imaginations about what is possible.

As the master plan looks out over a period of ten or more years, interpretation will be critical. The master plan cannot respond to every condition that exists or anticipate every change that might occur, but it can and does provide good direction. Ultimately, adjustment and redirection may be necessary, but it cannot be arbitrary; if needed, the change will be the result of an opportunity to make Gladstone a better place, not the result of a “hot opportunity.” That line may be thin, but we must look to the principles of the master plan first as the plan is meant to protect the values and character of the neighborhood as improvements are made.

This master plan outlines a series of projects and actions that will move the Gladstone Neighborhood into the future with consistency in a vision that is commonly held by the Maplewood community and the neighborhood. It recognizes the conditions of the neighborhood: that this is an urban place with great ecological and historical value and that its character brings issues that can divide a community and neighborhood. If we are not careful in the ways we seek to resolve these issues, we may lose the very character that we are seeking to preserve and enhance in this master plan.

Gladstone is seen by some as the community’s historic downtown. By others, it is seen as a place to live, work, shop and recreate. Yet it is also seen as a place with tremendous opportunity largely due to the presence of a large open space area, the Gladstone Savanna. The master plan process focused significant discussion on a heavily debated question: Do we sell a portion of the 24 acre Savanna for development?
The challenge with this question is that it is not black or white. It is not as simple as 1 + 1 = 2. There is truly no right or wrong answer. There are merits for a ‘yes’ and ‘no’ response. Like many communities within an urban metropolitan area, large open spaces are rare commodities. Some believe that large unimproved open spaces in urban settings is a wasteful utilization of a finite resource. Development on those spaces gives a growing population a place to live, work and play, creating a sense of place and contributing to a tax base. There is also an alternative perspective, large open spaces provide places for people to escape the realities of urban life without necessarily having to drive out of town and they support ecological systems. If improved, large urban open spaces can contribute to a “sense of place” and can have a positive impact overall on property values resulting in a stronger tax base.

There exists a balance. This master plan process explored a range of development on the Savanna from 6 acres to 3 acres. The resultant configuration of all concepts preserved the overall amount of open space at 24 acres, but lost limited amounts of active park area. The final master plan does not call for development of the Savanna but suggests that the Savanna should be preserved in its natural state with elements of historic interpretation. The dialogue over the definition and configuration of urban open spaces in Maplewood (not just relative to the Gladstone Savanna) should continue. Planning is a dynamic process. It should not inhibit the community from considering a project that achieves significant elements of the vision if the project does not meet every intention articulated in the master plan.

The vision for Gladstone is supported by a number of guiding principles. The principles are framed around basic concerns of the neighborhood and the community:

- That the neighborhood maintains resemblance of its historic past as a “village” marked by organic building patterns and a mix of uses.
- That the regional trails be celebrated as village corridors where the neighborhood embraces them rather than rel-egate them.
- That Gladstone becomes a compelling “quality of life” choice offering a great place to live, work and play with an enduring quality of design. A sustainable community.
- That natural and ecological functions are “woven” into the built and recreational fabric of the neighborhood, community and region rather than isolated to a parcel defined by a historic use and ownership patterns.
- That the story of Gladstone is told (or “whispered”) through the design and improvements of public and private spaces.
- That walkability becomes “the” standard when it comes to urban design and mobility in Gladstone.
- That all stages of life are welcomed and embraced through the arrangement of uses and design of space throughout the neighborhood.
- That opportunity for connections to varying modes of transportation are not lost but fostered through better design and vision.

The master plan begins with a story of the evolution of Gladstone, building the context around the issues and opportunities of the neighborhood and the significant efforts that have led to the creation of the master plan. The master plan is organized around a series of elements:

- **Land use** describes the desired character and organization of uses within the neighborhood, encouraging the weaving of residential uses with neighborhood level retail and commercial services.
- **Streets and infrastructure systems** are designed or improved to make urban redevelopment possible, but more so to re-
spond to issues of traffic and the ability of a street scene to contribute to a sense of place and the notion of “walkability”; and, to protecting the environment from impacts associated with stormwater runoff.

- **Pedestrian systems** are enhanced to link neighborhood qualities with the regional systems.
- **Parks and open spaces** are intertwined to provide a range of passive and active recreation needs and to build upon ecological systems.
- **Development character** focuses on principles of design that bring out the notion of enduring neighborhood qualities and sustainable design.
- **Development strategies** begin to identify projects that bring the vision to reality.

Each of the above themes are described individually, but must be considered holistically in order to bring about substantive change in Gladstone—without diminishing its character. These projects are in fact central to the neighborhood’s future—even if it takes ten to twenty years to effect the change described.

Finally, a path to implementation is laid. The master plan highlights broad strategies for moving forward with the plan, and then begins to frame the directions needed for implementing specific projects.

The master plan image above focuses on demonstrating arrangements of public investments: parks, open space, stormwater improvements and streets. Building footprints represent desired building orientation, but does not represent what will actually be built.

**Key components of the Master Plan include:**

- Intense development at the core of Frost Ave and English St
- Nearly $15 million invested into public improvements for:
  - the Savanna (trails, plaza, restoration, historic interpretation).
  - Streetscape and street improvements to Frost Avenue and English Street.
  - Areawide stormwater infrastructure improvements.
  - Burial of overhead utility lines along Frost and English
- Integrated land use patterns – 650 new housing units and 50,000 to 75,000 square feet of new neighborhood retail and office.
The Gladstone Story-Introduction

Redevelopment Evolution
To understand redevelopment in the Gladstone Neighborhood, it is necessary to consider its history. Gladstone began as a business district built around a major transportation system, the Railroad. As recently as 1986, rail uses existed in the Neighborhood, and even today some remnants of rail uses can still be found in the neighborhood. These rail facilities attracted major industrial uses to Gladstone which have been well documented through an historical account by local Maplewood resident, Pete Boulay. The image below represents an early Gladstone industry that relied on rail transportation for goods delivery.

Residential growth
With the passing of time, housing development came to the Gladstone Neighborhood. In the 1940s, Gladstone was still largely farmsteads. Subdivisions began to emerge in the 1950s near Wakefield Lake, and then in the 1960s, 1970s and 1980s residential subdivision growth consumed not only Gladstone but most of Maplewood and other first and second ring suburbs in the Twin Cities. By the late 80s, Gladstone was largely developed to residential uses with the exception of the large parcel at the southwest corner of Frost Avenue and English Street, known today as the Gladstone Savanna, and some remnant commercial uses along Frost Avenue and English Street.

Business climate
Over the years, the business environment in Gladstone has experienced significant change, and according to the historical accounts of the neighborhood, limited business success. At the inception of the Gladstone area, the neighborhood served as a regional center built around the railroad. As highways were built and regional malls developed, businesses gravitated to better locations. Today, regional commercial uses in Gladstone have become increasingly out

The Gladstone Story - Introduction

the character of Gladstone. The character of Gladstone today wants to be much more of a neighborhood service center providing basic retail services, however its mix of auto oriented uses, contractor services and storage give the neighborhood a much more industrial character. Also factoring into the current business mix in the neighborhood is the age of the commercial buildings. Much of Gladstone developed between 1960 and 1980 and structures are reaching a time in their lifespan where improvements are needed, or the buildings have become obsolete for today’s commercial uses. Because new retailers or businesses can get new facilities with newer amenities elsewhere, rents are kept at an affordable rate in Gladstone in order to keep competitive. This also is reflected by less conventional building owner/tenant relationships in many circumstances, (hand shake rental agreements vs. contracts). Factors that make a prosperous location for businesses, (high traffic volumes, dense population, signage, lights, abundant free surface parking) interfere with the character desired by lower density residential neighborhoods. Tired and out of place commercial uses create friction with the neighborhood. This out-of-place condition often has economic consequences. Commercial buildings in the neighborhood have constrained income potential for sale or lease. This limited economic capacity reduces the ability (and incentive) for property owners to reinvest in buildings. A lack of maintenance and improvement ultimately leads to a deterioration of structures and overall site conditions. These conditions then tend to spread to adjacent properties.

The Savanna as an industrial site

An historical aspect of Gladstone is the Gladstone Shops built by the St. Paul and Duluth Railroad around 1887. The shops were used primarily to build and repair locomotives and other cars related to the railway. The rail uses in the Savanna were short lived and by 1920, the site was no longer used for rail purposes. Over the years, a number of industries and uses came and went on the Savanna. In the fall of 1979, buildings were removed and the Savanna became a vacant parcel. The site was still designated as an industrial or commercial use by the City of Maplewood into the 1980s and 1990s. However, its marketability as such prevented a successful sale. In the early 1990s, a residential townhome development was proposed for the site.

The Savanna as a Neighborhood Preserve

During the 1970s, the City of Maplewood experienced a significant amount of residential growth resulting in a loss of open space and rural character. As a result of suburban growth pressures that continued into the 1980s and the 1990s, the City passed a referendum to raise funds for the purchase of open space. In 1994, the Gladstone Savanna was purchased for approximately
$808,000 for the purposes of establishing a neighborhood preserve. This program provided money to acquire land, but did not include the means to restore or enhance the Savanna. As a result, the Savanna has been protected from development, but has not evolved into an environmental asset for the Neighborhood or the community. In fact some business owners and prospective developers consider the Savanna in its current state, somewhat of a liability.

Reemerging market forces
Gladstone has been shaped by two growth movements: the railroad boom in its original settlement days and the suburban explosion of the 1960s and 1970s which brought with it the commercial development pattern reflected in existing commercial uses. Today, another trend is emerging. This trend is the desire to live closer to the major business and community centers of the Twin Cities (downtown St. Paul and Minneapolis) in order to enjoy the benefits offered by urban living without having to cope with long commutes, congested commercial centers and lack of pedestrian friendly environments.

The setting for redevelopment in Gladstone is strong
Many factors create an ideal setting for redevelopment in Gladstone. One of the strongest assets is one of simply convenience, its location. Gladstone is only a few minutes from downtown St. Paul and in most cases 20 minutes to downtown Minneapolis, is adjacent to two significant regional recreation resources in Lake Phalen and Keller Regional Park, and is connected to two regional trail corridors one of which is identified as a future regional transit way. Location in and of itself, makes Gladstone an attractive setting for redevelopment.

Like people, communities grow tired and if our health is not maintained, deterioration grows. The area is clearly “tired.” However, blight has not reached the degree that the place is “broken” with the related pressure to “fix it”.

The challenges associated with redevelopment
Change will not happen without action and investments by the City of Maplewood. There are significant financial barriers to replacing incompatible land uses. In most cases, older parcel layouts are not suited to new development needs. This means that multiple lots must be assembled into new development sites. Most properties are already occupied with buildings. These structures must be demolished and cleared before redevelopment can occur. Contaminated materials in buildings and in the ground must be removed. All of these factors contribute to the cost of development in the Gladstone Neighborhood. Sale prices and

A master plan concept prepared for the Savanna in 2002 by the University of Minnesota.
rents cannot support these redevelopment costs and provide the quality of new development sought by the community. Without a plan and the resources to remove these barriers, redevelopment becomes a significant challenge. Housing and businesses seeking this market will find other, more feasible, locations in Maplewood and private reinvestment will lag behind. Without private redevelopment, investments in the public realm are more challenging.

Redevelopment involves more than private development. The City of Maplewood needs to make public investments in streets, utilities, parks and open space and the monies required for these investments must come either from redevelopment or general property taxes. A comprehensive and feasible plan is needed to attract or insight private reinvestment and redevelopment to support public investments in the Neighborhood.

Evolution of “Redevelopment Plans”

The redevelopment plan for the Gladstone Area evolved from a variety of sources and planning efforts. It is difficult to completely list all of the information and guidance that contributed to the development of the master plan. It is, however, important to explain the key steps in the planning process.

Concept Plan for City of Maplewood

The City of Maplewood retained the services of urban designer Rich McLaughlin to conduct a process and prepare a concept plan. The planning efforts focused on the land area around the Savanna and those parcels adjacent or along Frost Avenue and English Street. The planning effort led to a concept that demonstrated a range of housing patterns including small lot detached single family homes, attached townhomes, and stacked multi-family units, and commercial uses including some within mixed use structures and some single use commercial buildings. The concept illustrated slightly more than 300 new housing units and roughly 174,000 square feet of commercial space and expressed a design character consistent with the neighborhood and the historical interpretations of Gladstone. The concept did not illustrate development of buildings on the Savanna but did include the development of Gloster Park to residential uses. The concept did present concepts for improvements to the Savanna that emphasized the historical use of the site.

Master plan concept prepared by Rich McLaughlin

Neighborhood Plan

The Gladstone Neighborhood Coalition (GNC) formed during the City’s planning process. The GNC included representation from the immediate neighborhood residents and businesses. The GNC conducted a number of meetings to establish a preferred plan that represents the collective interests of the GNC. The basic elements of the GNC concepts included preservation of...
the existing park and open space systems in the current configuration; the guiding of much of the Frost Avenue and English Street corridors to a commercial designation; and the redevelopment of some areas to a combination of rowhouse development at 8 to 12 units per acre and lower density single family development at densities of 4 to 8 units per acre. The GNC plan also expressed support for the idea of senior housing, which would be at a higher density of up to 18 units per acre. The GNC plans emphasized site design standards to ensure high quality development compatible with the Gladstone Area.

**Developer Interests**

One of the factors that lead to the need for planning in Gladstone was the fact that developer interests exist in Gladstone. In fact, one property owner had expressed a number of creative development ideas that offered inspiration to what they felt the neighborhood could become prior to any of the above mentioned planning initiatives. During the course of the City’s planning efforts at least one developer approached this City with a concept plan that included a significant number of housing units and commercial space including a movie theater and new bowling alley. Additional development interests have been expressed in areas on the perimeter of the project area including the St. Paul Tourist Cabins site along Frost Avenue east of East Shore Drive.

**The Gladstone Redevelopment Master Planning Process**

In December of 2004, the City of Maplewood hired a team of consultants lead by Hoisington Koegler Group Inc. and Kimley-Horn and Associates Inc. to complete a master plan for the Gladstone Area. This process included the facilitation of a public process, incorporation of past planning efforts, exploration of redevelopment possibilities, feasibility testing (engineering, financial, market), and preparation of a master plan and environmental review document. To coordinate this, the City appointed a 20 person task force represented by 2 City Council members, 11 business owners and residents from the neighborhood, 5 representatives from City advisory boards and 1 community at large member. This 20 person task force met more than 10 times over the course of 2005 serving as a conduit to the neighborhood and community, advisors on key issues and directions and guides to the consultant and staff team. This Master Plan is written with respect to the energies and commitment put forth by the Task Force Members. The following key steps were included in the process:

**Establishment of Guiding Principles**

Early in the process, the consultant team and the Task Force ex-
Gladstone Neighborhood Redevelopment Plan

The Gladstone Story - Introduction

explored the values of the neighborhood with the objective of establishing a set of guiding principles. These explorations included communications with residents and business owners through public meetings, personal interviews and review of past written public correspondence collected during previous planning exercises. These explorations were also supported by a tour of recent redevelopment projects within the Twin Cities area. A set of Guiding Principles were assembled to help direct future planning tasks.

Initial Concepts

One objective of the 2005 planning process has been to explore alternatives for the future of the Gladstone Neighborhood. This approach allows the community to consider new options for development. Comparing alternatives is an effective way to find the best fit for the Neighborhood. Three alternatives were prepared for consideration. These alternatives grew out of a combination of previous planning concepts, input from the community and experience of the consulting team.

Community Cut and Paste

The three redevelopment concepts were presented to the community at a public workshop on April 7. This workshop included the “cut and paste” exercise. Workshop participants were divided into groups and asked to create their own redevelopment plan for Gladstone. The groups could use elements of the three redevelopment concepts or create new features.

Feasibility Testing

Three concepts were presented at a public workshop on April 7. Based on the input received at this meeting, the three concepts were distilled by the consultant into a single concept. The Task Force approved this combined concept for feasibility testing. The purpose of this testing was to determine if this form and amount of development would be financially feasible – create the rev...
enues needed to pay for the costs of redevelopment, could be supported by existing infrastructure systems and is supported by current and projected market forces. The combined concept from the April 7 meeting fell far short of accomplishing the financial objectives of balancing revenues and expenditures. The engineering analysis demonstrated that existing systems had extra capacity. And the market investigations offered more support for residential development and less for commercial use. The consultants then explored options that added development (and the related revenues) while seeking to achieve community objectives for redevelopment. A technical memorandum documenting this analysis is included as an appendix.

One component of the project includes developing an environmental report documenting the potential impacts that development will have on the area. This report contains much of the engineering analysis that was conducted as part of the planning process. The report is in the form of an Alternative Urban Areawide Review (AUAR) and is authorized under Minnesota Rules Chapter 4410.3610 as an alternative form of environmental review for development projects. The AUAR is intended to address the “cumulative” impacts resulting from a sequence of related redevelopment projects. The AUAR explored development impacts that would result from build out of the area based on the Comprehensive Land Use Plan and from the most intense redevelopment scenario evaluated through the process. The AUAR is available as a supplement to the Master Plan and provides a thorough review of existing conditions.

The plan for redevelopment described in this document grew out of the input received from a series of public workshops and discussions between consultants, City Staff and Task Force members. The Master Plan is also informed by a multi-disciplined team of professional consultants and staff whose role was to advise the Task Force, appointed and elected community leaders and the general community on the technical and mechanical elements associated with redevelopment planning.

A composite concept was constructed based on information gathered through various public meetings and background research. This concept was then tested from a financial, market and infrastructure feasibility standpoint. The concept reflected a lower to medium density residential development pattern with a mixed use pattern of predominantly commercial uses in at the core area of Frost Avenue and English Street. The concept most closely reflected the “garden city” and “village” concepts.
Gladstone Area Context

Few people know Gladstone better than the residents and businesspeople who live and work here. Therefore the master plan process started from a strong base of local knowledge drawn out through community meetings, charrettes, discussions at local businesses and homes, community tours, personal interviews and past study and analysis of the neighborhood.

Historical perspective
As previously discussed, Gladstone contains a rich history. This history has been well documented. Historical references to the project area can be accessed through a report by Peter Boulai titled The Lost City of Gladstone and published in 1997. As part of this study, a Cultural Resource Assessment was conducted by the 106 Group and published as part of the AUAR process. This report is available through the City’s project files for reference. Key historical aspects relative to the project were discussed in Chapter 1.

Regional location—proximity
A significant quality of the Gladstone Neighborhood is its proximity to urban amenities, principally regional recreation facilities and the downtowns of St. Paul and Minneapolis. Close proximity to the regional highway system and adjacency to a Ramsey County regional transit corridor also contribute to the qualities that make Gladstone a desirable location. Its adjacency to two major regional trail corridors and the ability to connect to Lake Phalen and other nearby regional park facilities further enhance the Gladstone location.

Land use patterns
Existing land use patterns reflect a predominantly single family character within the Gladstone neighborhood. Limited commercial and entertainment services are oriented around Frost Avenue and English Street. The future land use plan as articulated in the Comprehensive Planning Process is shown in the table below:

<table>
<thead>
<tr>
<th>Existing Land Use</th>
<th>Total Acres</th>
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<td>Single Family Residential</td>
<td>55.6</td>
</tr>
<tr>
<td>Two-Family Residential</td>
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</tr>
<tr>
<td>Multi-Family Residential</td>
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<tr>
<td>Mobile Home Park</td>
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<tr>
<td>Commercial</td>
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<tr>
<td>Institutional Public</td>
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<tr>
<td>Open Space &amp; Savanna</td>
<td>83.9</td>
</tr>
<tr>
<td>Park</td>
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<tr>
<td>Parking Lot</td>
<td>1.2</td>
</tr>
<tr>
<td>Regional Trail</td>
<td>24.0</td>
</tr>
<tr>
<td>Vacant</td>
<td>9.5</td>
</tr>
<tr>
<td>Grand Total</td>
<td>199.3</td>
</tr>
</tbody>
</table>
The business climate in Gladstone includes a mixture of approximately 45,000 square feet of service commercial (auto services, contractor services, funeral home), 40,000 square feet of neighborhood retail (bakery, liquor store, grocery store), 60,000 square feet of commercial/entertainment (bowling alley, Moose Lodge) and 36,000 square feet of commercial uses that carry a more light industrial type presence (warehousing, outdoor storage, manufacturing.) The character of the business uses along Frost Avenue and English Street include some residential structures that are used for commercial services (see photo at right). For the most part, businesses rely on a local market area for customers and are not regionally oriented. Rents for tenant spaces generally fall on the lower to middle end of the market, primarily due to fewer site amenities and older buildings. Overall, Gladstone tends to support more of a neighborhood retail services market. A market study by Maxfield Research was conducted in April of 2003. This study concluded that the demand for retail development is quite limited in the area and is only likely to follow after new housing development occurs and interest in the area has increased. This report also contains a number of charts and tables that describe the demographic and socio-economic character of a larger area that includes Gladstone. The document is available through the City’s files.

Conversations with the development community expressed similar sentiments, but were encouraged by the notion that the bowling alley and local mom and pop type businesses were present in the neighborhood and could serve as future tenants to fill new commercial space. A challenge associated with moving existing businesses in Gladstone into new commercial space is related to the financial gap between the cost for existing spaces and the cost for newly constructed spaces.

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Conversations with the development community expressed similar sentiments, but were encouraged by the notion that the bowling alley and local mom and pop type businesses were present in the neighborhood and could serve as future tenants to fill new commercial space. A challenge associated with moving existing businesses in Gladstone into new commercial space is related to the financial gap between the cost for existing spaces and the cost for newly constructed spaces.
Residential climate
The Maxfield Research document previously referenced provides a more in-depth review of current housing mix in the Gladstone area and Maplewood in general. The AUAR process included an estimate of housing types in the neighborhood. The project area includes approximately 475 housing units, of which over 60% are single family detached homes (including nearly 100 mobile home units.) A number of stacked multi-family units also are located in the project area. These units are mostly rental apartment units and, similar to the commercial development in the area, are older units (1950, 1960 or 1970s vintage.) Many of the apartments lack modern day amenities such as in unit laundry, underground parking, community rooms, etc… Life-cycle housing references housing that is available for a range of needs based on age, income levels, family status and ability. The notion being that one can find housing to fit whatever needs are demanded by the life-cycle they are in. Life-cycle housing in Gladstone is limited to the single-family home or the 1-2 bedroom apartment in a 20 year old or older building. Generally, housing values within the neighborhood are relatively affordable in the current market place.

Open space and ecological systems
The Gladstone area is part of a larger ecological system with connections to Lake Phalen and other nearby water resources. The Gladstone Savanna Neighborhood Preserve is a former industrial site. It was purchased as part of the Neighborhood Preserve system primarily because it was the last large parcel of land in this neighborhood. The most ecologically significant features of the site are:

- The oak “nursery” at the northeast corner of the preserve;
- Small patches of prairie plants scattered throughout the site;
- Mature cottonwood trees along Frost Avenue;

The process of recovery has been slowly unfolding since industrial uses were abandoned, including increasing numbers of native prairie plants and lichen colonizing asphalt slabs. However, there has been widespread encroachment by invasive species such as spotted knapweed and Siberian elm along with these positive changes. A 24-acre natural area is not large enough to be a wildlife refuge or a wilderness area. Due to the small size of all the Neighborhood Preserves, the City of Maplewood’s goal for neighborhood preserves are to make them places where citizens can enjoy nature and see examples of natural heritage, especially the pre-settlement vegetation of the region.

The invasive species and compacted soils on the site make restoration of the savanna challenging. However, management activities over the past seven years (invasive tree removal, prescribed burns, and biological control of leafy spurge) have been very encouraging. With adequate time, funding, and management the City can achieve its vision for restoring the Gladstone Savanna.

Other significant habitat areas include the regional trail corridors. These corridors are wide enough and contain enough habitat to serve as a corridor for wildlife movement.

Park and recreation systems
The park systems that serve the Gladstone Neighborhood are in abundance. The project area is served by a number of parks within the immediate neighborhood including Gloster Park (tot-lot and soccer field), Flice Park (two ball diamonds and trail head for the Gateway Trail), Robinhood Park (tot-lot, basketball court,
Pedestrian systems

The neighborhood is lacking in pedestrian connections absent the regional trail ways. More recent improvements to English Street did enable the City to build sidewalks along English Street. However, little connection is made to the remainder of the neighborhood. One positive to Frost Avenue is that its design includes significant right-of-way and portions of the road have enough pavement width to accommodate pedestrian traffic. Observations of foot traffic in the area and evidence of the “beaten path” or “cow path” demonstrate a demand for greater pedestrian systems in the neighborhood to provide greater levels of mobility as well as recreational opportunities.

**Transportation and Transit**

The project area includes two roadways that play a significant role in the community: Frost Avenue and English Street. Frost Avenue is currently a county road. The roadway includes portions that are two lane and portions that are four lane. The roadway was originally designed to accommodate a higher degree of traffic with an industrial and commercial character. Traffic volumes on Frost and English range from 6,000 vehicles per day on English Street near the core area to slightly less than 10,000

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**Infrastructure systems**

Infrastructure systems were inventoried and evaluated as part of the AUAR process. In general, the systems for public water and sanitary sewer are in good condition and have capacity to serve additional development. This is largely the case because the systems were originally planned to serve an area anticipated for development, prior to the Savanna being purchased for open space.

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Park and open space areas.

ball field and trails) and a shared ball field with the School District on the former Gladstone Elementary site. Also, within less than a ½ mile of the project area are additional park facilities that serve the neighborhood.

Nearby regional systems include Keller Regional Park and Lake Phalen. The Gateway and Vento Trails add a more passive recreational opportunity for the neighborhood.
vehicles per day west of East Shore Drive. Additional traffic capacity exists within the current transportation system. A roundabout at Frost and English facilitates traffic movement through the area in an efficient manner.

The project area is served by a Metro Transit bus line. A stop currently exists along English Street. The Vento Trail is also part of the regional transway system. No immediate improvements are planned of a transit nature; however, with the increase in demand for transit services, growing traffic congestion, rising gas prices, and success of other regional transit investments, the Vento Trail could see transit improvements planned for the corridor accelerated within the next 5 to 10 years.

**Background Documents**

The following documents provide additional context information that supported the planning process and ultimately the redevelopment master plan recommendations. These resources can be accessed through the City of Maplewood’s project files. This list is not all inclusive. Many additional resources contributed to the master plan beyond the list below.

- Braun Intertec Corporation. Limited Phase I Environmental Site Assessment. May 18, 2005 (Project SP-04-0805)

- City of Maplewood. Maplewood Comprehensive Plan. May 2002

- Pete Boulay. The Lost City of Gladstone: The History of Maplewood From its Beginnings. 1997 (Sixth Revision)


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Vision and Guiding Principles

The Gladstone Master Plan will take years and in some cases decades to accomplish. With that kind of timeframe, it will be easy to lose sight of the “whys” of the various plan recommendations. A chapter of particular importance when wrestling with challenging decisions is the Vision and Guiding Principles chapter. There, one can always come back to the fundamental principles that will help guide sound decision-making.

Vision

According to an old story, two stonecutters were asked what they were doing. The first said, “I’m cutting this stone into blocks.” The second replied, “I’m on a team that is building a cathedral.” This story describes the role of a vision in guiding growth and change in a neighborhood. Without a vision, redevelopment management works much like the first stonecutter. New pieces are added or modified without a clear picture of what is being built. The vision provides the picture of the “cathedral” that the Gladstone Neighborhood seeks to become. Each development and redevelopment project must help to build the future, not just fit cleanly with the next “stone block”.

The vision is an overarching statement about the Gladstone Neighborhood in the future. It should be a statement about what this place aspires to be and should capture the essence of the future Gladstone Neighborhood. Guiding Principles represent the basic goals of the plan and reflect the expressed needs and desires of the people of the Gladstone Neighborhood and Maplewood Community. The guiding principles are used to represent the community’s values and with the master plan should be used as a tool for guiding improvements and future development, evaluating proposals and furthering the Gladstone vision.

Gladstone Vision Statement

The vision for Gladstone is to be an inspiring, vital and stable neighborhood always striving to protect and portray its history, its sense of open space and ecological presence, and its qualities as a great neighborhood to live, play and work in.

Guiding Principles

Planning is a dynamic process, and as thorough and complete as the master plan may be, future development will not always mirror what is reflected in the master plan. The ultimate measure of the compatibility of a development proposal comes back to the guiding principles. The following principles were established:

- Design the future of Gladstone as a “village”: villages are marked by their organic building patterns, mixed & in-
tegrated land uses, intimate human-scale spaces and the presence of people.

ii Transform regional trails into celebrated village corridors: Gladstone is blessed with two relatively new regional trail corridors – over time, the village pattern can adjust to celebrate them rather than relegate them.

iv Make Gladstone a compelling “quality of life” choice: Gladstone should be a live/work/play environment that accentuates its inherent qualities with great design and lasting maintenance.

v Weave natural systems and ecological function into the built and recreational fabric: all village development should have the infrastructure to support its core functions as well as facilitate habitat value, rainwater infiltration, and resource cycling.

vi Allow Gladstone’s future to whisper the story of its past: Gladstone has a rich story to tell – designs for the future can function as an interpreter of the past.

vii Make “walkability” THE standard: design and maintenance for pedestrian connectivity, comfort and safety should be a top priority for all public and private spaces.

viii Think of Gladstone as a neighborhood for all stages of life: Gladstone should accommodate all stages in life with life-cycle housing options, business and employment opportunities, transit accommodations and recreational alternatives.

ix Make the Gladstone master plan a model for others to follow: Gladstone is the first redevelopment project of this magnitude for Maplewood and should provide a success story for future projects.

x Make multi-modal links between Gladstone and areas beyond: Gladstone should embrace the transportation choices it has.
The Master Plan

The Gladstone Neighborhood Master Plan has been prepared to coalesce and communicate a common vision for the future of Gladstone. It is focused on preparing for opportunities, directing public investment that facilitates development which contributes to the long-term fabric of the neighborhood as well as the region. The goal of the plan is to arrange the building blocks of urban space in inspired and innovative ways that guide Gladstone to the desired future.

The Master Plan for the Gladstone Neighborhood is not a single thing, but a collection of elements. Each element becomes a building block for redevelopment, addressing a separate aspect of the public and private investment desired for the Neighborhood. The elements described in this section include:

- Land use
- Streets and infrastructure
- Pedestrian systems
- Parks and open space
- Development character

Taken together, these elements form the Master Plan for redevelopment. One common thread integral to all of the plan elements is the importance of the environmental system and the notion of “Sustainable Development”. Sustainability focuses on the long term and the interrelationships between human and natural systems. Fundamental to this approach is considering how we meet our present needs while ensuring that future generations can continue to meet their needs. Sustainability involves integrating social, economic and environmental considerations. Choosing the most sustainable approach implies that actions we take today will not degrade the quality of life in our communities or the natural systems that support them.

A discussion of the natural environment and sustainability will be woven throughout the elements of this master plan.

Land use describes the types of development intended for the Gladstone Neighborhood. The plan shows how different land use will be organized within the Neighborhood. Written descriptions explain the nuance of each land use type.

Streets and infrastructure do more than provide the capacity for land to develop. Streets allow vehicles to move safely to and through the area. Streetscape enhancements create a usable and attractive public space between buildings and the street that fosters a stronger pedestrian environment and a sense of place. Stormwater systems protect properties from flooding, provide opportunities to enhance local ecological systems and contribute to a cleaner water quality in our lakes. Redevelopment also brings the opportunity to remove the visual pollution and clutter of overhead power lines. These improvements represent public actions to create a sustainable urban environment.

Pedestrian systems allow Gladstone residents to experience the Neighborhood. The Master Plan creates a system of sidewalks and trails that connect land uses in the Neighborhood, providing a...
safe and convenient means of movement by foot or bicycle. The
connections also create opportunities for the larger community
to deviate from the regional trail system, to explore the park
and open space systems and to contribute to the success and vi-
tality of the neighborhood commercial services.

Parks and open spaces are focal points of the Neighborhood. The
Gladstone Savanna has been acquired to preserve open space in
Maplewood. The plan seeks to enhance the natural features of
the Savanna and make it more usable for the entire community.
Flicek Park gives people a place to gather and play. Gloster Park
also provides an informal play area that serves a dual purpose for
occasional storm water overflow needs in addition to its recrea-
tional functions. A pedestrian crossing at Frost Avenue binds
the park areas, the Savanna and two regional trial corridors to-
gether.

The plan does not seek to simply replace old development with
new, but to achieve a higher level of quality and character. The
Development Character section of the Master Plan contains
principles that guide development towards the vision for
Gladstone addressing such design features as building scale, mass-
ing, orientation, and facade improvements, and environmental
design features that go beyond simply enhanced landscaping but
not so far as to stymie creativity.

Finally, the master plan provides directions for redevelopment
based on a series of Development Strategies that are focused on
key projects or initiatives. These strategies describe in more
detail what the master plan envisions for each target area.

Land Use

In many respects, the land use plan is an extension of the Gladstone
Neighborhood as it exists today. The Neighborhood is primarily
a place to live and will continue to be so well into the future.
This fact is largely driven by market forces that make commer-
cial uses challenging within the current setting of Gladstone.
With the predominant pattern of residential development and
the possibility of an intensification of higher density residential
development, commercial land uses may be more sustainable in
the future. Commercial land uses are guided as neighborhood
oriented retail, office and service businesses similar to some of
the uses that currently are located in Gladstone such as the gro-
cer, bakery, liquor store, etc…

The land use plan seeks to shape the desired development pat-
tern by guiding land use, development intensity, and reestablish-
ing a connected network of open space. This land use plan seeks
to achieve the following objectives:

• Guide the use of private and public lands toward an inte-
grated and sustainable mix of uses.
• Positively integrate new development with adjacent, exist-
ing residential uses.
• Orient more intense development to Frost Avenue and En-
glish Street, the core areas of the Neighborhood.
• Orient development toward adjacent recreational ameni-
ties.
• Integrate ecological systems into every aspect of public and
private development.

Land Use Categories and Typologies

The section that follows uses text and photographs to describe
the desired characteristics of development for the Gladstone
Neighborhood. A common term that is used to describe residen-
tial uses is “density.” For this master plan, density refers to the
number of units per acre of residentially guided land area (does
not include street right-of-way or designated park and open space
areas).
Mixed Use

The mixed use category is a key for the future land use plan. This designation reflects the evolving nature of the Gladstone Neighborhood. Both Gladstone’s past and future involve a mixture of places of living and of commerce.

The mixed use category shows locations where it is appropriate to allow commercial and residential uses on the same site. Mixed use is not a singular approach to land use and development. The form of development varies from place to place. Some mixed use will be horizontal. Each building has a distinct use - retail, office, or housing. Buildings with different uses are incorporated into a common site plan. Mixed use development may also be organized in a vertical manner. In vertical mixed use, a single structure contains different land uses often with active retail uses located at the street or ground level. The Excelsior and Grand development in St. Louis Park is an example of contemporary vertical mixed use. The mixing of uses may take a variety of forms depending on market and site considerations.

Residential uses within the mixed use area should be of a higher density nature consisting of vertically stacked housing units. The residential density targeted for mixed use areas should be the greatest of all the land use patterns in the Gladstone Area. This greater density is warranted to support the commercial services within the core area. Residential density within mixed use...
areas should be in the 20 to 30 units per acre range.

It is important to understand that this land use designation does not mandate vertically mixed use development. Some parcels shown as mixed use in the land use concept may have singular use - retail, office or housing. The objective of this designation is to create opportunity for vertically mixed use.

**Single Dwelling Residential**

More property is guided for single dwelling than any other form of land use in terms of total area. This land use represents the traditional detached single family home, the most dominant current form of housing in the Gladstone Neighborhood. The land use plan seeks to maintain and enhance current single family dwelling neighborhoods. No new areas of single dwelling residential land use are proposed. This is the case for two reasons: 1) the financial challenges of redeveloping an area to single family housing sites are too high and 2) multi-family or stacked housing units will provide a more balanced housing supply in the neighborhood and community as a whole.

Densities of existing single family neighborhoods range from 2 to 5 units per acre.

**Double Dwelling Residential**

This land use is a slight increase in density over Single Dwelling. Housing in these areas may be two units on a single parcel (duplex) and single units on smaller lots than allowed in Single Dwelling areas.

Densities for double dwelling residential uses would generally range from 3 to 7 units per acre.

**Medium Density Multiple Residential**

This land use represents areas of attached housing units. The most common form of housing reflected by this land use pattern is the side-by-side townhome, rowhouse or condominium. A newer housing typology that is becoming more common in today’s market place is the “great-house” or “big-house” concept which is a multiunit structure that takes on design characteristics of single family homes. Units are arranged vertically or horizontally in this unit type.
Densities for medium density multiple residential should generally range from 7 to 12 units per acre.

**High Density Multiple Residential**

High density residential areas are designed to accommodate stacked residential units in buildings of 3 to 4 stories in height. Areas where high density residential is designated were established based on the sites capacity to handle additional development, the amenities that contribute to a higher quality design and the proximity to nearby lower density residential developments. Due to the larger scale of high density structures, attention to site views throughout the project area also contributed to the location of higher density land use patterns. Most of the high density designations are located near the core area of Frost and English and adjacent to the Savanna.

Density of the high density multiple residential land uses will exceed 12 units per acre but should generally not exceed 30 units per acre. This level of development would warrant a 3 or 4 story structure, which is the tallest of structures that would be appropriately sited in the Gladstone neighborhood.

Higher density development/structures offer significant opportunities for a more environmentally sensitive design form. Further discussion on this topic can be found in the section on Development Character.

**Public/Semi Public**

This land use recognizes key public and civic land uses in the Gladstone Neighborhood. These uses include the Gladstone Fire Department, the former Gladstone Elementary School (housing the Senior Center and Early Childhood Family Education programs) and would conceivably include other future public facilities such as a branch library, a post office, or a police substation for example. The plan uses the public/semi public category to reflect what is present today. Future public uses may also be appropriate within mixed use areas.

**Open Space**

Open space is intended to reflect lands that are either undevelopable or not intended to be developed. Instead these areas are meant to be used for passive recreational needs, habitat restoration, or as a neighborhood preserve. The most prominent open space area is the Savanna: however, the character of the open space system is stretched to encompass portions of Flice Park, Gloster Park and connections to Keller Regional Park.

**Parks**

Parks are intended to represent active or passive play areas. Some uses are informal recreation areas while others (such as Robinhood Park) are more formal with groomed fields.

The Master Plan

The map image on the following page represents an illustrative master plan for the Gladstone Area. This map illustrates areas of redevelopment including footprint layouts, new streets, trails and pedestrian connections and park and open space configurations. The purpose for this graphic is not to dictate a final building orientation but instead to provide basic understanding of the realm of public improvements and a desired pattern for private development. In all likelihood, what gets built will differ in site design from the master plan concept: however, the public improvements and land use patterns should more closely follow what the master plan illustrates.

**Based on redevelopment potential and densities assumed for future land use patterns, Gladstone could sustain growth through redevelopment of approximately 450 to 650 new housing units and roughly 50,000 to 75,000 square feet of new neighborhood retail and office space focused around Frost Avenue and English Street.**

The master plan encourages “as-of-right” a development pattern that would achieve the lower end of the above projections for residential development.

A number of policies and principles are identified throughout the plan (see pink boxes in margins). Many of these principles and policies will require implementation by the private sector. Projects that implement the principles and policies within the plan should be rewarded with density bonuses or other incentives.
The master plan image above focuses on demonstrating arrangements of public investments: parks, open space, stormwater improvements and streets. The concepts presented in this map image will be used to base detailed design and cost estimates for building the physical public improvements. This concept plan simply establishes the design ideas and framework. The master plan also demonstrates areas of change for private development. This is done through the use of building footprints that depict the orientation of the building towards the public realm (streets, parks, open space areas). The arrangement of buildings and the layout as illustrated, is a guide and not intended to represent exactly what will be built. The pages that follow further describe the character and intent behind the master plan elements.

The notion of developing a portion of the Savanna was explored at great length and ultimately, no clear consensus was reached. This plan does not mandate that a portion of Savanna be developed. We also learned that there is a compelling reason not to develop on the Savanna: development on the Savanna is not absolutely necessary to facilitate redevelopment, and it would violate a public perception that the purchase of open space was a protection of that space in its existing configuration in perpetuity.
Streets and Infrastructure

Redevelopment creates the opportunity and the means to improve streets and other infrastructure in Gladstone. This section explains the plans for streets, stormwater systems, power line burial and sanitary sewer and public water supply.

Streets

Streets obviously provide the means to move through a community and to access property. Streets also provide an opportunity to create an identity and sense of place in a community. The unique intersection at Frost Avenue and English Street is a prime example. The key objectives of the redevelopment master plan for streets are to:

- provide safe and convenient access to private property within the area
- provide a safe and convenient traffic flow through the neighborhood without pushing through traffic off of Frost Avenue and English Street and through lower density residential neighborhoods, and
- to create a sense of place and identity for the neighborhood.

Streets are the most important component of the public realm. They occupy the most space within the public realm and they have the greatest impact on the experience of those using the public realm. They are to be shared by parked and moving vehicles, bikes, and pedestrians and are meant to be experienced at a wide range of paces from standing still to moving relatively quickly. Different street types provide different functions for their users and as a result the section (distance from curb to curb) will vary with street type. These improvements involve both the reconstruction of the street and the addition of “streetscape” enhancements along certain street corridors.

Streetscape enhancements will be in the form of treatments to boulevard areas, sidewalks, lighting, street furniture and landscaping.

Frost Avenue

Frost Avenue is the primary street serving the Gladstone Neighborhood and as such deserves the greatest level of attention. Currently, Frost Avenue narrows from a four lane section to a two lane section twice between TH-61 and English Street – once at the bridge over the creek and a second time where it drops a lane west of the single lane roundabout at English Street. A proposed re-striping would eliminate these lane drops and merges, providing for a consistent cross section of Frost Avenue from the roundabout at East Shore Drive through the Gladstone redevelopment area.

The master plan also suggests a roundabout at the intersection of Frost Avenue/East Shore Drive as a means to manage traffic speeds and to create a sense of entry into the core area of the Gladstone Neighborhood. The suggested design and roundabout improvements for Frost Avenue are consistent with the forecast traffic volumes and the proposed two lane Frost Avenue roadway. The roundabout also improves the ability of northbound East Shore Drive traffic to turn left onto Frost Avenue. The left turn maneuver currently has limited sight distance looking to the west. The roundabout slows traffic entering speeds thereby reducing the sight distance needs.

Through the more intense core area starting on the west at Frost Avenue and extending just past the Vento Trail, the street system will include on street parking. This parking will serve potential retail development as well as users of the Gladstone Savanna.
English Street
The master plan suggests limited improvements to English Street with improvements being mostly focused outside of the existing pavement and on the boulevard, sidewalk and streetscape elements. English street will continue to operate as a two lane street providing access to development along the corridor. English street also serves as the primary bus route for Metro Transit’s bus service. A stop is currently located along English Street south of the Frost Avenue intersection. The master plan suggests strengthening the pedestrian connections to this stop and utilizing streetscape enhancements to make for a more attractive environment for the transit user.

Neighborhood Streets
The master plan suggests no change to neighborhood streets serving existing residential neighborhoods. However, some new streets will need to be constructed to serve proposed redevelopment. Neighborhood streets serving redevelopment in the core area should be of a more urban street section with curb and gutter and on-street parking. Redevelopment that occurs more proximate to existing residential neighborhoods, streets should carry a design character that blends with the adjacent neighborhood. This design pattern utilizes a unique design that encourages rainwater gardens and a more natural drainage system as opposed to the typical storm water system in many communities. Private streets serving redevelopment in the core area should be discouraged.

Green Streets
Green Streets are intended to provide access for emergency services but function more as a pedestrian street that is not needed for vehicle access and traffic flow. The Green Street concept is suggested for the west side of the Savanna and is the extension of Frank Street from the south terminus to Frost Avenue. The street would be constructed within its existing right-of-way and would include a wide sidewalk and significant landscaping to provide a “green” appearance. The use of Green Streets is also proposed to establish connections between existing neighborhoods east and west of the Savanna utilizing existing public right-of-way that currently is not built or used as a street but platted as public right-of-way. These locations are the extension of Fenton Avenue on the west and Summer Avenue on the east.

Power line burial
The plan results in the burial of overhead electric lines in the project area along Frost Avenue and English Street. This investment will improve the quality and reliability of electric service in the Neighborhood. It also removes the visual pollution from overhead lines. The City will work with Xcel Energy to undertake these improvements.

Stormwater
Currently, stormwater runoff is not treated before it enters the local surface waters of Lake Phalen, Round Lake and Wakefield
Lake. Roughly 12% of the runoff going into these lakes comes from Maplewood. Redevelopment in the Gladstone Neighborhood creates the opportunity to provide for the management and treatment of stormwater runoff that currently does not get treated. The objectives of the master plan relative to stormwater are to:

- Create a comprehensive and effective means of managing stormwater and preventing flooding.
- Reduce the environmental impact on groundwater supplies and on Lake Phalen.
- Continue the innovative use of rainwater gardens and other sustainable stormwater management practices.

A detailed storm water analysis was conducted as part of the Gladstone Area Redevelopment Master Plan AUAR. A Stormwater and Wetland Plan was prepared and included as appendix C to the AUAR.

The master plan suggests that stormwater is managed through a combination of regional system improvements and private on-site investments associated with new development projects. There is an existing regional storm water system in place that serves the bulk of the redevelopment area. This system needs to be improved so that treatment can occur prior to release to the regional outlet.

The master plan suggests improving the existing regional ponding area located on the northwest corner of the Savanna to serve as a permanent storage and treatment area for storm water. To protect against the rare extreme flooding event, an overflow area is illustrated as a natural wetland configuration within Gloster Park. Gloster Park is currently covered by a storm water easement and is the designated overflow for an extreme flood event.

Redevelopment that occurs in Gladstone will be required to incorporate ecologically friendly design principles that also serve as additional storm water management. These principles include the use of rain water gardens, roof top gardens, permeable pavement patterns, reduced parking requirements, vertical construction, rain water/cistern barrels, and other techniques to capture rainwater for reuse purposes, reduce or manage surface runoff and maximize treatment opportunities. Many of these practices are not commonly done in the market place today. Efforts will be required to entice the development community to incorporate sustainable and ecological design principles. These efforts may include requiring certain practices through zoning regulations, enticing certain improvements through provisions for increased density or through the securing of grants or other funding assistance to write down extreme construction costs.

Sanitary Sewer and Public Water Supply

The plan will include construction of new services to connect redevelopment projects to existing trunk systems for sanitary sewer and public water supply. The existing utilities have sufficient capacity to serve projected future development because of the intended land uses that were historically planned for the Gladstone Neighborhood prior to the Savanna being purchased for open space. A thorough analysis of the existing sanitary sewer system and public water supply system was conducted as part of the Gladstone Area Redevelopment Master Plan AUAR.

The following policies are adapted from (LEED) Leadership in Energy and Environmental Design.

- Maintain stormwater discharge rates, such that the post-project development 2 year, 24 hour peak discharge volume does not exceed the pre-project development 2 year, 24 hour peak discharge volume.
- Implement a stormwater management plan that results in a 0% increase (if not a decrease) in the rate and quantity of post-project development stormwater runoff when compared with pre-project rates and quantities.
- Implement a stormwater management plan that captures and treats runoff from 90% of the average annual rainfall using acceptable best management practices (BMPs).
- Require enhanced storm water management or low impact development (LiD) techniques to manage the first inch of runoff from private sites. Example LiD techniques include:
  - Shallow infiltration basins adjacent to impervious areas;
  - Vegetated (i.e., green) roofs, or portions of a roof;
  - Bio-retention areas and rainwater gardens throughout the redevelopment area.
Pedestrian Systems

An important goal of redevelopment is to improve the overall pedestrian system through establishing connections and creating a more comfortable environment for strolling pedestrians. A system of sidewalks and trails will allow residents to move safely and conveniently through the Neighborhood. The system should connect neighborhoods with local and regional parks, the Vento and Gateway trail corridors, the Savanna, and the neighborhood commercial areas. The pedestrian system must also incorporate transit stops as connection points to improve the ability and likelihood of neighborhood residents to use transit.

The Master Plan uses several approaches to accomplish this objective.

· The streetscape improvements enhance the pedestrian environment along Frost Avenue and English Street with sidewalks, boulevards, lighting and benches. On-street parking creates a separation between vehicular traffic and the pedestrian.

· Planned trails will create a pedestrian loop connection between the Savanna and Fliceck Park. The creation of a loop is an effective means of encouraging walking between uses and destinations and compliments the existing regional trail corridors.

· Connections to Lake Phalen and Wakefield Lake are planned through a low impact on-street striping system along Ripley Avenue.

· Orientation and massing of buildings is a key factor in fostering a comfortable pedestrian environment. Specifically in commercial areas were the pedestrian should be able to park and stroll by active store fronts without having to navigate through large parking lots and along long blank walls. More on this topic is discussed under the “design character” section of the master plan.

Parks and Open Space

The Gladstone Neighborhood lies at the intersection of an impressive collection of open space ingredients - Lake Phalen and Keller Regional Park, Keller Golf Course, the Gateway/Munger and Vento Trails, Fliceck, Gloster and Robinhood Park and the Gladstone Savanna. Today these open space and park assets exist as independent elements, but not inte-
grated with the patterns of the Neighborhood. The master plan suggests the establishment of an interconnected network of open spaces made up of neighborhood preserves, parks, trail corridors and green streets. A network of open space offers quality of life, recreational and ecological opportunities. This plan focuses on the Savanna, Gloster Park and Flicek Park. The other parks within the project area are not anticipated to change from their current configuration as a result of this master plan.

As the planning process progressed, it became abundantly clear that the Savanna, Gloster Park and Flicek Park must be looked at as one interconnected system rather than as a series of parts. While each serve a specific purpose (natural open space, informal play area, stormwater management) they add value to the overall community if looked at as a whole.

The importance of each component, however, requires an independent discussion of each component. Each component has a set of objectives that are further expressed below. Changes to existing parks will be enacted by the City Council based upon recommendations of the Parks Commission and Park Planning staff.

**Savanna**

As discussed throughout the master plan, the Savanna is at the core of the Gladstone Neighborhood. Its early inception as a railyard began the historic series of events that have resulted in the open space that it is today. It is a roughly 24 acre open space that has been somewhat neglected over the years primarily due to a lack of financial resources available to make improvements. The planning process explored a number of possibilities with the Savanna, several of which included “swapping” a portion of the Savanna for development purposes in exchange for other open space in the project area. It has been concluded that no development or land “swap” will occur on the Savanna. As a result of a number of discussions and debates held by the community, a set of key objectives to guide the master plan for the Savanna have emerged:

- Improve the Savanna so that it becomes a stronger asset to the neighborhood and is usable to the Maplewood Community while retaining its natural open space character
- Create opportunities for historical interpretation and education regarding natural and ecological systems
- Preserve the integrity of the higher quality areas within the Savanna
- Clean up remnant pollutants from historical industrial uses
- Preserve key view corridors into the Savanna from adjacent public rights-of-way
- Maintain the existing size of the Savanna (although its configuration may change to better tie into Gloster and Flicek Park and to present a more natural configuration)
Flicek Park

Flicek Park currently serves active recreational needs for the neighborhood and the community with two ball fields. It also contains a parking lot that serves as a trail head for the Munger/Gateway Regional Trail. Recreation needs/demands have changed over the years making the ball fields at Flicek Park a less desirable orientation for baseball and softball activities, particularly league play and tournaments. These activities tend to desire more of a complex rather than a site with two ball fields. As a result of the changing demands and recreational needs, the master plan explored alternative configurations for Flicek Park including using the park for stormwater management (overflow), converting portions of the park to a natural/open space character or reconfiguring the park to include an informal play area with a maintained turf. The master plan establishes the following objectives for Flicek Park:

- Make limited changes to Flicek Park
- Preserve parking for regional trail access
- Preserve the western portion of the park as a passive open space area protecting the mature tree stand
- Provide a tot lot function for neighborhoods north of Frost Avenue
- Accommodate active recreation through establishment of an informal, flexible lawn or turf area
- Provide paved trails to connect Flicek Park to other neighborhood destinations

Gloster Park

Gloster Park currently has a tot lot/playground facility and a soccer field. Gloster Park consists of just over 2 acres. However, it is surrounded by unimproved public right-of-way on three sides, so actual usable space appears much larger than 2 acres. Gloster Park is also used as flood storage overflow. Although it will rarely be used except for the extremely rare flood event. The master planning process explored two options for Gloster Park, one option that preserved its existing function as flood storage and limited recreational needs and a second option that explored the possibility of development. The option of development of Gloster Park requires significant street improvements to Edward Street and Fenton Avenue in order to provide access to the development. Development on Gloster also requires relocating an area for flood storage. The master plan establishes the following objectives for Gloster Park:

- Continue to provide flood storage but in an ecologically friendly manner through establishment of wetland and prairie type vegetation
- Preserve the tot lot or child play area for the neighborhood or users of the Savanna
- Provide paved trails that loop through the park and connect Gloster to Fliceck Park, the Savanna and to other neighborhood destinations.
- Ensure park facility design details that address open water safety issues properly.

Gloster Park is used as it currently is for storm water overflow in case of extreme flood events. A tot lot is illustrated as part of the Gloster Park area but integrated with the Savanna.
Development Character

Good design cannot be specifically legislated, but it should not be left to chance either. The master plan does not provide design guidelines, but instead offers a set of principles that prescribe a desired character of the Gladstone Area. This character takes its directions from the Vision and Guiding Principles and focuses on establishing an identity for the Gladstone neighborhood that is rooted in sustainability and environmental leadership. Many developers, architects, landscape architects, engineers and planners are familiar with the resources that guide sustainable development such as the Minnesota Sustainable Design Guide published by the University of Minnesota College of Architecture and Landscape Architecture and the standards established through the US Green Building Council’s Leadership in Energy and Environmental Design (LEED) program. These sources can be accessed through the following web sites: www.sustainabledesignguide.umn.edu and www.usgbc.org. The principles below only brush the surface of sustainable development and environmentally friendly design.

The master plan suggests the following set of site development and building development principles to guide future redevelopment within the Gladstone Area.

Parking

- Consider reducing minimum off-street parking requirements to 80% of what is typically required by industry standards and limiting parking to no more than the industry standard. This encourages shared parking, other modes of mobility (biking, walking and transit) and use of on-street parking.
- Use no more than 20% of the project land devoted to residential and/or commercial uses for off street parking facilities. Underground or multi-story parking can provide additional capacity if necessary. On-street parallel parking spaces are exempt from this calculation.
- Encourage parking structures to be wrapped or lined with street level retail or office uses or be under residential/office uses.
- 25% of vehicle use area should be covered by tree canopy when trees are 2/3 mature size.
- Where parking abuts public right-of-way, a minimum 8-foot landscaped buffer should be provided. The buffer should screen cars while allowing good visual access at eye elevation.
- For each 100 square feet of pavement, 5 sq ft of interior (not perimeter) landscaping should be provided.
- Clear pedestrian ways should be provided through parking lots based on identified pedestrian destinations.
- Parking areas should be illuminated to a minimum maintained footcandle level of 0.6 with a uniformity ratio of 4:1.

Green space (heat reduction, amenity)

- Design buildings with technologies and products that seek to reduce or minimize energy consumption.
- Have recycled material account for 50% of the materials used in building construction.
- Buildings should emphasize natural light that contributes to good health and well-being as well as reduction of heating and cooling costs.
- When possible, buildings should have rooftop gardens for function as an aesthetic outdoor living space as well as a rooftop garden that infiltrates stormwater.

Site circulation (vehicle and pedestrian systems)

- Since pedestrian flow is critical and highly sensitive to gaps in storefront, adjacent buildings should adjoin.
- Broad side yards or driveway entries on primary retail streets

**In fact the demand growth for green buildings appears to exceed supply, and valuation and rent premiums are increasingly accruing to green building.”**


“While a common perception remains that high-performance building always costs more than traditional construction, the reality is that this is not necessarily the case. As real estate professionals improve their knowledge of integrated design and share best practices, high-performance development should – and does – cost less than traditional development. What adds to the cost is the effort to overcome the learning curve.”


“The most innovative sustainable projects embody a combination of the best ideas and practices from the past and the present to create a better future.”

should be spaced no closer than 300 feet since they disjoin the pedestrian experience and compromise retail success.

- Provide kiosks, bulletin boards, and/or signs devoted to providing local historical interpretation and "wayfinding" information as part of the project, including basic route information for trail "loops," connections to regional attractions and locations of local neighborhood retail services.
- Drive through establishments should be discouraged if not prohibited to preserve a pedestrian oriented environment and enhance circulation.

Views

- Buildings should emphasize quality views to the outdoors, particularly towards the Savanna, Lake Phalen, Gateway/Vento Regional Trails, St Paul and Minneapolis Skyway.
- Mid block, through block connections should be made through archways, or building separations to encourage strong views to the Savanna.
- Design and build projects that have front façades facing a public space such as a street, square, or plaza;

Building placement, massing and scale

- Building facades should be placed, scaled and oriented for pedestrians and vehicles that use the street.
- New buildings should be placed, scaled and oriented on a site so that they "blend" with existing structures that may remain.
- Primary retail entries should be oriented toward the street although secondary entries are not discouraged. Exceptions to this rule are service retail uses that occupy building spaces behind other primary retailers.
- Variation in façade footprint is encouraged (setting some façade areas back from the right-of-way) is encouraged within a range of up to 20% of the frontage length and up to 12 feet back from the right-of-way.
- The upper front facade of the building (penthouse level) is encouraged to be set back by 8 to 16 feet allowing for a garden terrace overlooking the street. The terrace should function as an aesthetic outdoor living space as well as a rooftop garden that infiltrates stormwater.
- Buildings along Frost and English that average three or four stories in height with taller elements such as penthouses or lofts shall be set back further from the street.
- The first-level living units should be set above the street elevation by 3-5 feet. This contributes to the sense of security and the transition from public to private space as one approaches the building.
- Facades should be set back from the right-of-way 8-12 feet. Setback areas should be functional terrace and/or garden spaces that serve the first level living units. Entries should be canopied.
- Key streets nearest the intersection of Frost and English should be fronted by street level retail.
- Retail uses fronting along Frost and English Street should "spill onto" the sidewalk and should provide awnings and canopies that offer shelter from extreme elements.
- Design and build projects so that a principal functional entry of every building faces a public space such as a street, square, or plaza.
- Other uses that front on Frost and English should have front porches or stoops that provide accent to the buildings.
- Commercial uses should have "active" storefronts with significant areas of transparent glass at street level. Facades should be active and avoid boring blank walls.
- Front porches and real "useable" balconies are encouraged as part of stacked multi-family housing development.

Upper level setbacks reduce mass of structure.

Great retail spaces spill onto the sidewalk and create pleasant places with unique atmospheres.

Front porches or stoops and landscaped front yard areas enhance the pedestrian environment.
Site accommodations (bike storage—alternative transportation—utility box—garbage dumpsters etc...)

- Utilitarian features of commercial and higher density development (loading docks, refuse and recycling containers, mechanical equipment) should be incorporated into the design of the primary building rather than left as free standing elements elsewhere on the site.
- Signage and lighting should have a unique character to the project/architecture and should demonstrate consistency with the activity or business they represent.
- Lighting should be decorative and functional and should contribute to “dark skies” philosophies about light pollution.

Other key Principles

- Early in the design process, local and regional historical patterns of neighborhood development and building design should be analyzed for applicability to the project.
- Multi-family housing developments should seek to accommodate 10 to 15% of the units as "affordable housing" based on the current definitions of affordable housing. Entire developments of affordable housing should be discouraged.
- Patterns that have proven successful and have stood the test of time are replicated.
- Multi-family structures should include design features that accommodate accessible housing or that can be modified easily for such uses.
Development Strategies
Achieving the vision for the Gladstone Neighborhood is not a single action. Change will occur as a series of public and private projects spanning a number of years. This section of the Master Plan focuses on individual development locations in the project area. This discussion addresses specific issues related to redevelopment at key locations. These locations may correspond to actual redevelopment projects.

Tourist Cabins
The site of the St. Paul Tourist Cabins was the subject of developer interest prior to and throughout the planning process. The combination of this interest and the adoption of this plan should be the catalyst for change.

This location is guided for High Density Dwelling Residential. Both the natural and the built environment support multiple family housing on this property. The existing terrain allows placement of multistory buildings within the character of the existing setting. However, the site is located in a shoreland zone and will follow shoreland regulations. A 4-story multi-housing development currently lies between this site and Lake Phalen.

Redevelopment on this site should fall in a range of 12 to 30 units per acre. The density of development will be influenced by the private and public revenues required to undertake redevelopment at this location.

Key factors to consider in shaping the redevelopment of this site include:

- preservation of existing natural vegetation and tree canopy (a small wetland currently existing on the site)
- access to the site should be coordinated with improvements to Frost Avenue and the proposed roundabout
- development of the site should consider the notion that this area serves as a “gateway” to the Gladstone Area
- Redevelopment of the tourist cabins site has important financial relationships with the remainder of the Gladstone Neighborhood. Actual implementation efforts should explore ways that this project can provide financial resources to other parts of the master plan, particularly the improvement of Fliceck Park and Frost Avenue.

Maplewood Marine Area
The Maplewood Marine area includes the parcels owned by the Maplewood Marine business and the vacant parcel adjacent to the east. The master plan promotes the redevelopment of the Maplewood Marine area from a commercial/light industry designation to residential use. This site is currently occupied by a single building and has a fair amount of land used for storage.

The master plan suggests a mid density residential development pattern consisting of attached side-by-side or two story multi-family housing types. The density range assumed for this area is medium density 7 to 12 units per acre. The sites proximity to adjacent single family housing suggests that the development should be tiered such that lower density patterns with a more single family character be located on the westerly side of the site, transitioning to a higher density pattern overlooking the Savanna and Fliceck Park. Key factors to consider in shaping redevelopment in this area include:

- Transition in density and building design from the adjacent single family neighborhood towards the Savanna.
- Views from Frost Avenue and Fenton Avenue into the Savanna.
- Design that fosters connections between Gloster and Fliceck Parks.
- Incorporation of the Green Street concept on the east side of the site.
· Development should take advantage of views of the Savanna and should present a high quality design.
· Access to the development should be off of Edward Street.
· Buildings adjacent to Frost should front onto Frost Avenue.
· Buildings adjacent to park and open space areas should front on to the open space areas.

Frost Avenue North

This redevelopment site is located immediately north of the Savanna. It is bound by Frost Avenue, English Street, Gateway Trail and Fliceck Park. This represents the “core” area with the most intensity of all development in the master plan area. Commercial uses should be a focus in this area and should include opportunities for neighborhood retail services. Vertically mixed use structures are encouraged with residential over street level commercial. Active store fronts/retail uses are desired to front along English Street and Frost Avenue to create a sense of activity and pedestrian friendliness. Frontage along English Street and Frost Avenue should be dominated by buildings or public plazas/spaces and not surface parking lots or excessive driveways. Market forces may challenge the ability to fill new retail spaces at the onset of redevelopment; however, the ability to convert office or residential uses at street level to future retail uses should be preserved. This is often referred to as “flexible architecture.” A challenge with this site is the integration of a bowling alley. The nature of a bowling alley use is inconsistent with the desired character of development in that its most typical form is a single story use with limited windows and architectural character. However, a successful bowling alley use can serve as a good anchor tenant that supports a critical mass necessary for a commercial presence. The master plan concept incorporates a concept of putting the bowling alley underground. This is feasible if other portions of the development can generate revenues to support a complicated construction process. Opportunity also exists for the bowling alley to remain on the site and allow new development to fill in around the bowling alley adjacent to Frost Avenue and English Street. Parking in the Frost Avenue North area will be served by a combination of underground parking, surface parking and on street parking along Frost and English.

Residential densities at the core area should be 20 to 30 units per acre with a range of building heights being 2 to 4 stories. Design features should be incorporated into 3rd and 4th floors that steps the building back to reduce the impact of multiple stories and be less imposing from the street view. The upper level units can be penthouse or urban lofts.
Key factors to consider in shaping redevelopment in this area include:

- Achieving a mix of neighborhood retail services fronting on Frost Avenue and English Street
- Incorporation of rainwater gardens, alternative pavement strategies, shared parking and other techniques to minimize surface water runoff and provide for treatment of runoff.
- Incorporation of recycled building materials, rooftop gardens, solar energy systems and other sustainable building techniques that contribute to the educational and interpretive vision of the Gladstone Savanna.
- Flexibility to accommodate the bowling alley use and other local neighborhood retail businesses that desire to stay in the neighborhood.

Redevelopment of the Frost Avenue North area has important financial relationships with the remainder of the Gladstone Neighborhood. Actual implementation efforts should explore ways that this project can provide financial resources to other parts of the master plan, particularly the improvement of Fliceck Park and Frost Avenue.

Development may orient toward the regional trails rather than back up to them.

Building heights should be “stepped back” from the street as they grow in height.

Frost Avenue North is the area with the greatest intensity of development and the most critical mass of retail uses. It is anticipated that 205 to 292 units could develop in this area. The desired pattern of development is for building heights to step-back away from Frost and English, with taller structures on the interior of the blocks. Roughly 50,000 square feet of neighborhood retail could be accommodated here. The bowling alley is illustrated underground as an option and would be an additional 40,000 to 50,000 square feet.
**English Street South**

For the purposes of the master plan, the English Street South area includes redevelopment sites adjacent to English Street (south of Frost). This area includes redevelopment of lands east of English Street including the funeral home, the mobile home park, and the service oriented businesses on the south end of the site.

The master plan suggests replacing existing uses on the east side of English Street with a mix of commercial and residential uses. The ideal development pattern proposed here would include housing units over street level commercial uses in 3 or 4 story structures north of Summer Avenue; and attached side-by-side or two-story multi-family housing south of Summer Avenue. Single level commercial uses would not be discouraged to occur along English Street north of Summer Avenue. Uses should accommodate parking to the sides or rear of the use as opposed to the typically layout of single use commercial development. English Street should be dominated by building frontage rather than surface parking lots.

Residential densities within the English Street South area should range from 20 to 30 units per acre north of Summer Avenue and 7 to 12 units per acre south of Summer Avenue.

Key factors to consider in shaping redevelopment in this area include:

- Achieving a mix of neighborhood retail services fronting on the east side of English Street
- Incorporation of rainwater gardens, alternative pavement strategies, shared parking and other techniques to minimize surface water runoff and provide for treatment of runoff.
- Incorporation of recycled building materials, rooftop gardens, solar energy systems and other sustainable building techniques that contribute to the educational and interpretive vision of the Gladstone Savanna.
- Redevelopment of the east side of English Street has important financial relationships with the remainder of the Gladstone Neighborhood. Actual implementation efforts should explore ways that this project can provide financial resources to other parts of the master plan, particularly the improvement of the Savanna and English Street Avenue.
- Development should orient toward the regional trails rather than back up to them.
- Building heights should be greatest along English Street.

**English Street North**

This area lies in the northeast quadrant of the Frost/English intersection. It is bound by Frost and English and both regional trail corridors. Its proximity to the two regional trail corridors and the ability to access both trails at English Street (Gateway/Munger Trial) and Frost Avenue (Vento Trail) makes this site a good site to serve both a development purpose as well as a trail head that could accommodate limited parking for trail users in addition to some limited retail services. Uses on the site could still accommodate residential with street level retail. Alternatively, should the market support single level retail uses as a viable redevelopment pattern, it should not be discouraged.

Should residential development occur on this site, a density of 20 to 30 units per acre is suggested by the master plan.

Key factors to consider in shaping redevelopment in this area are similar to those of Frost Avenue North.
Frost Avenue East

The Frost Avenue East area includes the remaining part of the project area east of the Vento Trail. There are two separate components to this area. The first is the development along Frost Avenue. This area is suggested as mixed use with residential as the primary use. Commercial uses as either part of a vertical structure or a single use would be an appropriate use for this area. Redevelopment of existing uses will require establishing a greater density to help cover the financial challenges of redevelopment. However, if a project can support single level retail uses, it should not be discouraged. The ability to retain existing neighborhood retail uses should also be explored as part of any redevelopment project in the areas along Frost Avenue provided such uses can occur without conflicting with a greater residential presence.

Residential densities within this area should range between 20 and 30 units per acre with taller structures being oriented on Frost Avenue and the height of buildings stepping down as they approach existing lower density residential uses south of Frost Avenue.

Key factors to consider in shaping redevelopment in this area include:

- Achieving a mix of commercial and residential uses with the predominant land use pattern consisting of higher density residential adjacent to Frost Avenue.
- Incorporation of rainwater gardens, alternative pavement strategies, shared parking and other techniques to minimize surface water runoff and provide for treatment of runoff.
- Incorporation of recycled building materials, roof top gardens, solar energy systems and other sustainable building techniques that contribute to the educational and interpretive vision of the Gladstone Savanna.
- Flexibility to accommodate local neighborhood retail businesses that desire to stay in the neighborhood and do not conflict with a stronger residential presence.
- Implementation efforts should explore ways that this project can provide financial resources to other parts of the master plan, particularly the improvement of Frost Avenue.
- Development should orient toward the regional trails rather than back up to them.
- Building heights should be greatest along Frost Avenue.

Frost Avenue East assumes a character along Frost Avenue similar to the English Street North area. Roughly 90 to 138 housing units are assumed in this area with about 10,000 square feet of neighborhood retail services focused along Frost Avenue.
Implementation

Implementation of the redevelopment plan for the Gladstone Neighborhood is not a single step. Achieving the vision for the Neighborhood involves a series of interrelated actions spanning a number of years. This section of the plan provides a guide for public actions and investments required to implement the Gladstone Area Redevelopment Master Plan.

Keys to Implementation

The process of evaluating alternatives for the redevelopment of the Gladstone Neighborhood produced a series of key principles or findings that must be used to guide public actions. These findings apply regardless of the actual form and timing of redevelopment.

**Redevelopment should be self-sufficient.**

A fundamental assumption from the outset of the process is that redevelopment must be self-sufficient - revenues needed to pay for redevelopment activities must come from new development. General, city-wide property taxes should not be used to finance redevelopment activities or public improvements. Neither should improvement costs be assessed to existing residents of the Neighborhood.

**Public financial participation is needed.**

Public finance assistance for redevelopment is frequently described as a "subsidy". This term suggests that the assistance makes development more affordable (or profitable) for the developer. The planning process clearly demonstrated that public financial participation is an essential part of redevelopment. Private investment will not be sufficient to pay for all costs associated with redevelopment. Public assistance is required to remove economics barriers and promote the desired development.

**Financial planning is essential.**

Implementation of the Redevelopment Plan cannot be viewed as a series of independent projects. Implementation must be considered as a series of interrelated actions. Most public improvements serve a broader area and not a single project. Revenues will come from multiple projects. Some public investments will be required prior to private redevelopment. The ability to coordinate public actions with the revenues from private development will be a key to the success of the plan. Failure to consider the implementation relationships between elements of the Plan will lead to missed opportunities and increased risk for the City.

**Public financial participation creates ability to influence outcomes.**

The redevelopment plan does not seek to simply replace old buildings with new ones. The plan is a tool to achieve a high quality of development through such factors as architectural char-
acter, site design, landscape design and the overall quality of new construction. Zoning regulations and design guidelines cannot fully achieve the desired results by themselves. As a financial "partner" in redevelopment, the City gains leverage to shape the final development project.

**Condemnation is option of last resort.**

The assembly of sites is a key step in the redevelopment process. There are few locations in the Gladstone Neighborhood where redevelopment occurs on a single parcel. Much of the planned redevelopment occurs on new sites assembled from a collection of existing parcels. This plan assumes that the primary responsibility for land acquisition rests with private developers. The plan does not require that the City proactively acquire land and assemble sites. Consequently, condemnation of land in the Neighborhood is not proposed. Ideally, all land will be purchased with willing buyers and sellers. A later section of this chapter discusses land acquisition strategies.

**Statutory Redevelopment Plan**

Many redevelopment powers come to the City through the HRA Act (Minnesota Statutes, Sections 469.001 to 469.047). This section of the plan lays the foundation for accessing the necessary statutory authority.

**Organizational Structure**

The powers of the HRA Act do not flow directly to the City Council. These powers can be used by a housing and redevelopment authority (HRA) or by an economic development authority (EDA). There are three basic organizational options available to Maplewood:

- **Use existing HRA.** Maplewood has established an HRA. To date, the authority has focused on housing issues. The HRA’s role could be expanded to address the redevelopment issues associated with the implementation of this plan.
- **Create separate EDA.** The City Council could create a separate economic development authority. The resolution establishing the EDA would enable it to use the powers of the HRA Act. The benefit of this approach is making the implementation of the plan the primary focus of this entity. All existing bodies that could be given this responsibility deal with other ongoing aspects of city government.
- **Designate City Council as EDA.** The members of the City Council can serve as the board of commissioners for an EDA. This approach provides the closest coordination of actions needed to implement the plan.

**Findings**

To exercise these powers, the HRA Act requires that the City Council make certain findings (by resolution) about the Gladstone area. The statutory findings focus on two development characteristics: (1) the presence of "substandard, slum, or blighted areas" or (2) a shortage of "decent, safe, and sanitary dwelling accommodations available to persons of low income and their families." While housing needs form part of this plan, the physical condition of buildings and infrastructure are the primary catalyst for public actions.

The process of preparing this Plan involved the review and assessment of the existing condition of structures and infrastructure in the Gladstone area. Through these efforts, the City has laid the foundation for using the powers granted by the HRA Act.

The assessment of the project area undertaken through the planning process identifies a variety of factors that show the need for
redevelopment and the public actions offered in this Plan. Among the factors present in the Gladstone area are:

- Buildings and improvements that are physically or economically obsolete.
- Parcels with faulty arrangement and design and obsolete layout.
- Parcels with excessive land coverage.

The combination of these and other factors impair the ability of the private sector to correct these factors without the implementation of this plan. The failure to address this situation would not serve the best interests or general welfare of the community, the neighborhood and local businesses. Further, the results of the planning process should provide the basis for findings needed to support city actions under the HRA Act.

**Plan Designation**

It would be appropriate to designate the Gladstone Neighborhood Redevelopment Plan as a "redvelopment plan" for the purposes of the HRA Act. In designating this redevelopment plan, the City Council will make the following findings:

1. Land in the project area would not be made available for redevelopment without the financial aid to be sought. This Plan identifies the financial barriers to redevelopment in the Gladstone Neighborhood. The need for financial assistance from the City (and other public bodies) will be determined as part of each project. This finding will be verified throughout the implementation of the Plan.

2. This redevelopment plan will afford maximum opportunity for the redevelopment of the Gladstone area by private enterprise. A fundamental objective of this Plan is to maximize the opportunities for private investment in Gladstone. Public actions and investments are taken to remove barriers and to provide catalysts for private development.

3. This redevelopment plan is consistent with the needs of Maplewood as a whole. To ensure this consistency, the City's Comprehensive Plan should be amended to support the Gladstone Neighborhood Redevelopment Plan.

**Funding Framework**

This plan presents a framework for funding the public action and investments needed to achieve the vision for the Gladstone Neighborhood. The framework provides tools and strategies for obtaining the necessary financial resources.

**Financial Feasibility Analysis**

The steps and strategies for implementation of the redevelopment plan grew out of the financial feasibility analysis performed during the planning process. This analysis is not designed to be a definitive plan for undertaking redevelopment - quantities of development, specific funding amounts, and the like. Instead, the analysis provides a means for testing the financial implications of different redevelopment alternatives. This testing identifies the elements that are needed for successful redevelopment.

**Redevelopment Investments**

Implementation of this plan requires a range of investments by the City of Maplewood. The following section highlights the funding strategies for the primary redevelopment investments. The remainder of this chapter contains additional explanation and guidance on the use of important implementation powers and tools.

**Land Assembly/Site Preparation**

The responsibility for site assembly falls to private developers. The City may consider providing financial assistance needed to offset extraordinary costs and make redevelopment financially feasible. These costs include demolition and clearance of existing

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**The planning process included establishing rough estimates for key improvements. The above estimates represent improvement estimates based on the master plan, the bulk of which are considered public improvements. These numbers are preliminary and are anticipated to vary as the project gets into more specific design stages.**

Additional funds will likely be necessary to assist with site redevelopment initiatives (site preparation – environmental clean up, demolition or land write downs).
structures and the remediation of site contamination. Tax increment financing will be the primary source of funding for these expenses.

**Streets**
Frost Avenue is also known as County State Aid Highway (CSAH) 28. It is anticipated that Frost will be “turned back” to the City as part of the redevelopment process. The City will work with Ramsey County to secure funding for street improvements as part of the turnback process.

English Street is part of Maplewood’s municipal state aid (MSA) street system. A portion of the City’s annual allocation of state aid for street construction and maintenance could be used for improvements.

Tax increment financing is anticipated as a primary funding source for street, streetscape and pedestrian bridge improvements. Other potential funding sources include special assessments and the City’s Infrastructure Trust Fund (ITF).

**Storm Sewer**
The financial feasibility analysis assumed the tax increment financing would be used to pay for storm sewer improvements. The City may also utilize its storm water utility to assist paying for storm drainage costs.

**Park/Open Space**
All monies received from Park Availability Charges (PAC) collected from redevelopment in the Gladstone Neighborhood will be used for proposed park and open space improvements.

State Law prohibits the expenditure of tax increments for public parks. Alternative sources of funding include special assessments, special taxing districts, grants, or other philanthropic contributions.

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**Gladstone Improvement Fund**
The City should establish a permanent improvement revolving fund (pursuant to Minnesota Statutes, Section 429.091, Subd. 7a) designated for improvements in the Gladstone Neighborhood. Use of a revolving fund creates more flexibility in financing improvement needed to implement this plan. Special assessments and other revenues pledged to pay improvement bonds become assets of the revolving fund. Without a revolving fund, these monies are trapped in a debt service fund until the bonds are retired. Through a revolving fund, these same monies can be used for debt service and to pay for other improvements.

**Land Acquisition**
Opportunities may arise to acquire land not related to a current development proposal. It is advantageous to have the ability to purchase land at key locations when offered for sale by property owners. This approach offers several benefits:

- A "willing seller" purchase often reduces the long-term land expense and the public cost of redevelopment.
- The assembly of land enhances the potential for redevelopment. Land costs are certain and the delays to assemble a site are reduced.
- Control of land minimizes the need for condemnation.

The challenge of acquiring and banking land in advance of redevelopment is funding. Most options for land acquisition are tied to specific development projects. The City should explore reserves and revenues that could be used to acquire property through title and option.

One option to finance land acquisition is the issuance of bonds. The City has the statutory authority to issue bonds to finance
eligible public costs of a tax increment financing plan. If more than 20% of the revenue to pay debt service on the bonds comes from tax increments, then the bonds may be issued without a referendum.

Issuing bonds to finance land acquisition often means that the timing of development and flow of revenues are not known. These uncertainties make it difficult to structure long-term debt. Temporary bonds or special prepayment options provide up-front funding and the ability to restructure debt when revenues can be projected.

State Law imposes limitations on land acquired with the proceeds of tax increment bonds. Assuming that Maplewood will use redevelopment TIF districts, parcels acquired with bond proceeds and owned by the City (the "authority" in the statute) cannot exceed 25% of the area of property within the project area to be acquired. This amount can be exceeded if prior to acquisition the City enters into a development agreement for the property. The agreement must provide recourse for the City if the proposed development is not completed. This limitation places importance on two factors:

- The listing of parcels to be acquired in the tax increment planning documents. This list becomes the basis of the 25% calculation. The Master Plan provides a basis for these parcels.
- Careful financial planning is important. Planning for future land acquisition can help avoid unexpected problems from this statute.

Environmental Cleanup
A limited Phase 1 environmental site assessment was performed by Braun Intertec Corporation as part of the planning process. This investigation identified environmental cleanup that may be needed prior to redevelopment.

Redevelopment activities associated with the properties identified as having recognized environmental conditions may require additional assessment. In addition, future redevelopment activities should include the preparation of a response action plan (RAP) and construction contingency plan that addresses the management of known and unknown sources of soil and groundwater contamination that might be encountered during redevelopment.

There are three basic approaches to financing the expense associated with remediation of site contamination.

Tax increments. Conventional tax increment revenue should be the source of last resort. Using general tax increments for cleanup costs takes money away from other redevelopment and public improvement projects.

Hazardous substance subdistrict. State Law allows for the creation of a special form of TIF district specifically for environmental remediation. In simple terms, a hazardous substance subdistrict captures value and tax revenues from the existing value of a TIF district. This money can be used solely for eligible cleanup expenses.

Grants. Regional, state and federal grant funding is available for environmental remediation. These costs are the most likely element of the redevelopment plan to receive outside funding.

Park Improvements
Unlike other public improvements proposed for the Gladstone Neighborhood, park improvements cannot be made with tax increment financing (see discussion earlier in this chapter). The
Plan uses a combination of park dedication fees and assessment against new development to undertake these improvements.

**Park Dedication**

The City of Maplewood collects park availability charges (PAC) from all new development. These charges represent payments in lieu of dedication of land for park development. The plan assumes that all PAC collected from development in the Gladstone Neighborhood will be set aside for improvements to the Savanna and Flicek Park.

**Assessments**

The financial analysis assumes that the "net" cost of improvements to the Savanna and Flicek Park will be assessed to adjacent redevelopment projects. The net cost represents the cost of the improvements minus estimated revenues from park dedication fees.

A specific assessment formula was not created in the planning process. The financial analysis allocated a percent of the improvement costs to various subareas used in the analysis.

The City can issue bonds to pay for these improvements. If more than 20% of the revenue to pay debt service comes from special assessments, then the bonds can be issued without a referendum. Debt service can be paid with revenues other than special assessments. Park dedication fees and any other legally available source could be used to pay this debt.

An alternative approach would be the establishment of a housing improvement area. A housing improvement area is a special taxing district to finance improvements for areas of owned housing. The boundaries of the area would cover the properties around the Savanna and Flicek that would otherwise be assessed. A "fee" would be levied against these properties to pay for the improvements. The City can issue bonds supported by revenues from a housing improvement area.

**Power Line Burial**

The City will work with Xcel Energy to bury overhead electric lines in the redevelopment area. The improvements will be made and financed by Xcel. The costs of these improvements could, as an option, be recouped through a "City Requested Facility Surcharge" or CRFS. Xcel would add a CRFS line to all electric utility users within Maplewood to reimburse these costs over time.

The original financial analysis proposed to finance power line burial with a combination of franchise fee revenues and tax increments. This approach frees these revenues for other uses. Lessening the burden on TIF means that fewer housing units than originally assumed are required to support the costs of redevelopment.

**Tax Increment Financing**

Tax increment financing (TIF) is the most powerful redevelopment finance tool available to the City of Maplewood. In simplest terms, TIF allows the City to capture the increase in property taxes from redevelopment and use these monies to pay for the investments required to undertake the development.

**Project Area**

TIF relies on two types of areas. The "project area" is a broader area with common development goals. The "tax increment financing district" is the specific parcels from which tax increment is collected. The project area is important because it defines where tax increments can be used (see discussion of "Pooling" that follows). The planning area for the Gladstone Neighborhood Redevelopment Plan should be designated as the project area for the purpose of establishing TIF districts.
Structurally Substandard Analysis

The key to establishing any tax increment financing districts in the Gladstone Neighborhood is the presence of structurally substandard buildings. More than fifty percent (50%) of the buildings in a proposed redevelopment TIF district must meet the statutory criteria for "structurally substandard". Inspection of buildings and the related analysis of identified deficiencies are used to determine the ability to meet this criteria. Cities often retain a consultant with experience in this field to conduct the analysis.

The City should immediately undertake an analysis of buildings in the project area. This information is essential to decision making about the use of TIF. There is little doubt that some buildings in the project area will be found structurally substandard. The location of these buildings will influence the configuration of TIF districts. The analysis should include all parcels in the project area where redevelopment is desired. This comprehensive information gives the City the best possible foundation for planning to undertake projects. Conducting this analysis removes one step needed to undertake redevelopment. The City can offer potential developers with the certainty about the ability to create TIF districts.

Pooling

The need to carefully plan the boundaries of the project area and TIF districts is tied to the issue of pooling. The term refers to the statutory limitation on spending tax increment beyond the boundaries of the TIF district. For redevelopment TIF districts, not more than 25% of tax increment may be spent outside of the district. The actual application of pooling limits is often more restrictive. Administrative expenses of the TIF district count against the 25% maximum. The amount of revenue available to support eligible costs outside of the district may fall in the 15% to 20% range.

Items to be funded by TIF must be located within the TIF district or be an amount that falls within pooling limits.

Time Constraints

In a perfect world, the City would establish a TIF district and wait for redevelopment. Current State Law makes this approach a risky proposition. TIF districts are subject to several time limitations. The most important of these limitations is the five-year rule.

After 5 years from the date of certification of the TIF District, the use of tax increment is subject to new restrictions. Generally, tax increment can only be used to satisfy existing debt and contractual obligations after this date. This rule creates a five year window to make commitments for the use of TIF. Additionally, the geographic area of the TIF district can be reduced, but not enlarged, after 5 years from the date of certification.

If a TIF district is established without a specific plan for development, there should be reasonable certainty that development will occur within five years.

The City has the ability to decertify all or part of a district and create a new one. This action sets a new five year clock. There is a risk that the conditions used to establish the original district will not be present in the future.
Use Limits

Several specific statutory limitations will influence the use of tax increments on implementation of the Plan.

State Law requires that at least 90% of the revenues from a redevelopment TIF district be used to finance "the cost of correcting conditions that allow designation" of the district. The majority of redevelopment and public improvement expenditures in this plan meet this criteria. Several important limitations must be noted:

Tax increments cannot be used for "a commons area used as a public park". The plan takes a conservative position and assumes that this limitation precludes using TIF for the proposed open space improvements. The statute does not define the term "public park". The City may wish to explore this issue with appropriate legal counsel.

Tax increments cannot be used for public facilities used for "social, recreational, or conference" purposes. As with parks, the statute does not define these terms.

Special rules apply to public improvements, equipment, or other items located outside of the TIF district. Tax increments cannot be used for these costs if their purpose is primarily decorative or aesthetic. If the items serve a functional purpose, tax increments can be used unless "their cost is increased by more than 100 percent as a result of the selection of materials, design, or type as compared with more commonly used materials, designs, or types for similar improvements, equipment or items". To avoid this restriction, the right-of-way of street to be improved should be included within the boundaries of a TIF district.

Other Finance Tools

The financial analysis conducted in the planning process should not be treated as an exact plan for implementation. The City may find that the actual process of redevelopment presents challenges and needs that are not foreseen in preparing this plan. It is important to understand the range of public finance tools available for implementation. Three forms of special tax increment, in particular, may have application in the Gladstone Neighborhood.

These special taxing districts offer several potential advantages:

- The districts avoid the benefits test required of special assessments. The amount of a special assessment cannot exceed the benefit received by the property from the improvement. The benefit is measured by the increase in market value from the improvement. This issue becomes important when improvement costs are spread over an area rather than to adjacent properties.

- The districts more effectively spread costs over time. Mortgage financing often requires prepayment of outstanding assessments. Prepayment creates an additional up-front cost for the developer or homeowner. Prepayment of assessments can also create cash flow management challenges for the City. Interest that would have been paid on outstanding assessments must be offset by income from the investment of prepaid assessment principal.

- Taxing districts can be used to finance both capital and operating expenses.

While sharing these benefits, each type of special taxing district is subject to unique rules. This discussion below highlights the application of each district.
**Storm Sewer Improvement District**

A storm sewer improvement district (M.S. Section 444.17 through 444.21) is the simplest form of taxing district. The City levies a property tax on all parcels in a designated storm sewer improvement district. This money may be used to “acquire, construct, reconstruct, extend, maintain, and otherwise improve storm sewer systems and related facilities within the district”.

**Special Service District**

A special service district can be used to pay for improvements and services to areas of commercial-industrial property. Any of the proposed improvements in the Gladstone Neighborhood can be paid for with this type of district. The statute does not define the improvements that can be funded through a special service district. Similar flexibility applies to services. The district can be used to maintain improvements in the Neighborhood except for services that are ordinarily provided throughout the city from general fund revenues unless an increased level of the service is provided in the special service district.

Services and improvements are paid from a service charge levied on commercial-industrial property in the district. A parcel is subject to the service charge if 50% or more of its market value comes from commercial-industrial property. Residential property can be included in the district, but will not be subject to the service charge. The service charge can function like a property tax or be based on other factors (i.e. - lot frontage or area) to more equitably allocate the costs.

**Housing Improvement Area**

A housing improvement area is very similar to a special service district. This type of taxing district can finance services and improvements to areas of owned housing. At this point, the statute does not allow use for rental housing. A mixed use development requires a “layered” approach, using both special service district and housing improvement area.

**Attracting Private Development**

The Plan will be implemented by attracting private investment to the Gladstone Neighborhood. This investment will come from existing property owners and from new development partners for the City. The planning process has elevated the level of interest about the potential for redevelopment in the Neighborhood. The planning process has demonstrated that there already exists an awareness about redevelopment possibilities in Gladstone. A potential development partner may be apparent at the time of implementation. If not, the City may undertake a solicitation of potential development partners.

The basic objective of this step is to attract a developer to undertake a project in the Gladstone Neighborhood. In reality, the objectives of this action are more extensive. The goal is not simply to undertake development, particularly with the first project. The City seeks development that:

- Produces buildings with enduring character and qualities.
- Integrates public improvements with private development.
- Demonstrates to the business community and neighborhood that redevelopment is a positive step.
- Provides a springboard to other projects and investments.

One approach to soliciting developers is the request for proposals (RFP). The RFP process seeks a "proposal" to accomplish these objectives - a specific plan for development in Gladstone. The ability of a developer to provide the right proposal relies on several factors:

- Knowledge of the setting. The physical and economic constraints of redevelopment are critical factors of a development pro-
Implementation - Gladstone Neighborhood Redevelopment Plan

Regardless of how much information you provide in the solicitation of proposals the developer must do some homework.

- **Experience.** Experience is important. Experience increases the chances of success and reduces the time from concept to development. The lessons learned from past projects can be applied to the benefit of Maplewood. These lessons may include the ability to assemble sites, relocate existing businesses, or recruit new businesses. There are numerous examples of developers with great ideas that could not get it done.

- **Interest.** It is important to recognize that the interests of Maplewood in attracting a good developer likely exceed the initial interest of a good developer in coming to the Gladstone Neighborhood. While Gladstone is a good development opportunity, there are a variety of other redevelopment choices throughout the region. Some excellent development companies will not respond to any request for proposals. These proposals are expensive to prepare and do not guarantee a project for the developer. Some developers view an RFP as more of a beauty contest than a good path to a project. While vacant land is scarce, there is no lack of opportunities for redevelopment.

These factors create challenges in using the RFP process to undertake redevelopment projects. Other cities have learned that an RFP is not a guarantee of success. The response to the RFP is often limited. The initial RFP often fails to result in a project.

Another dilemma of the RFP process is the "trap" of the initial responders. While most RFPs reserve the right to reject all proposals, this rarely occurs when at least one proposal with potential is submitted. The RFP approach creates the expectation that some form of negotiation will result from the process. The trap comes from the potential delay in negotiating with a developer that cannot deliver on an interesting proposal.

Rather than request proposals, the City can solicit indications of interest and statements of qualifications from the development community. This approach seeks the best developer to work with you to jointly design a redevelopment project. The process becomes more of a courtship than a fishing expedition.

Seeking a statement of qualifications and interest (RFQ) offers several advantages to the City and to potential responders:

- **Easier response.** The RFQ avoids the effort and investigations required to submit a specific development proposal. With less investment of time and money to respond, the RFQ is more attractive to potential developers.
- **Focus on key to a successful project.** The elements of a successful project are more closely linked to the experience and capacity of the developer than to the outlines of a project submitted through a RFP.
- **More flexibility for City.** The process need not lead to negotiations with a single developer. The City may choose to have discussions with more than one party. The RFQ process would also allow the City to seek out firms that chose not to respond.
- **Increase opportunity for success.** It is often easier to develop a redevelopment jointly rather than attempt to modify a project from a proposal. This approach enhances the chances of achieving key public objectives from the project. While no process is foolproof, the RFQ reduces the risk of wasting time on negotiations.

The basic outline of the RFQ consists of four points:

1. **City objectives.** The introductory section of the RFQ should provide some background information on the Gladstone...
Neighborhood and the expectations for a redevelopment project. This section also provides an opportunity to "sell" potential developers on the merits of redevelopment in Maplewood. The master plan chapter is the source for this element.

2. Developer interest. While the submission of a response demonstrates interest in the project, it is informative to require a brief discussion of why the firm is interested.

3. Qualifications. This section should include specific requirements for information desired by the City. This information should include general background on the firm and examples of relevant project experience. The RFQ should also provide for an unstructured response to this question. The ability to articulate qualifications is also a means of assessing general understanding of redevelopment in a setting like Gladstone.

4. References. Completed development projects only tell part of the story. The insights of staff and elected officials in other cities help to learn about the firm as a potential development partner.

These points can be presented in varying levels of detail. In preparing the RFQ, the City should attempt to balance the need to obtain meaningful information with the desire to attract good development partners.

Land Use Controls

The City manages land use with several different tools. The primary tools are the City's Comprehensive Plan and the adopted Zoning Ordinance and Subdivision controls. Existing land use controls should be reviewed and revised as necessary to ensure consistency with this Plan. This step allows development to occur that fits the Plan. These modifications will also prevent land uses that do not conform with the Gladstone Neighborhood Redevelopment Plan.

Comprehensive Plan

The Comprehensive Plan establishes the long term vision of land use patterns and public systems. The plan forms the foundation or the “nexus” for the development of zoning standards. The City’s current Comprehensive Plan designates much of the Gladstone area for commercial uses. A key objective of the master plan is the integration of a mix of uses primarily of a residential nature with supportive neighborhood retail services. A Comprehensive Plan amendment is needed to establish a mixed use land use designation in support of an integrated mix of uses.

The City is more susceptible to land use and zoning challenges from the private sector when zoning rules and regulations are not consistent with the Comprehensive Plan.

The Metropolitan Land Planning Act mandates Comprehensive Planning for communities in the seven County Metropolitan Area. The Act stipulates that Comprehensive Plan’s need to be updated by December of 2008, particularly to address regional policy relating to transportation, water resources and parks. The Gladstone Neighborhood Redevelopment Plan and the associated Alternative Urban Areawide Review (AUAR) addresses all of these components. The City can take two approaches to updating its Comprehensive Plan. The City can initiate an amendment process upon adoption of the Master Plan and simply adopt the master plan report as an amendment to the Comprehensive Plan. Alternatively the City can modify the comprehensive plan and incorporate key principles and land use changes into the Comprehensive Plan. The later approach would be best incorporated into a larger Comprehensive Planning process that satisfies the state law requirements for updating the plan by 2008.
In order to facilitate redevelopment projects and implementation of the plan, the City should adopt the master plan as an amendment to the Comprehensive Plan. Lack of proper land use guidance could be seen as a barrier to redevelopment.

**Zoning**

The zoning regulations provide the more strict interpretation of policy outlined in the Comprehensive Plan and Master Plan. The Zoning ordinance gets specific as to permitted uses and site design/building bulk requirements. Current zoning designations in the project area create challenges to achieving the desired patterns and mix of uses called for in the master plan. The Cities existing R-3 Residence Districts provide opportunities for higher density development and could serve as base districts for the residential land use patterns in the Gladstone Area with some modifications.

Implementing the master plan is complicated by special zoning provisions such as parking standards, building heights, lot coverages and setbacks that may be too restrictive for the type of development envisioned in the master plan. They also can be “counterproductive” to key principles. An objective of redevelopment planning is to remove the barriers to achieving a desired development pattern. Rezoning the project area to allow the desired development “as of right” is an important first step.

The city should establish a new zoning designation to foster a mixed use environment. The new mixed use district (MU) would contain various sub districts to distinguish between nodes that may be intended for greater intensity of development. To address specific design and bulk standards that are more unique to the Gladstone Neighborhood, the City should establish an overlay district. The overlay district would require certain site design features that would be consistent with the approaches and principles identified in the master plan. Both the establishment of new Mixed Use base districts and the establishment of an overlay district to achieve the desired design character are tools that can be used for other redevelopment projects provided there is a clear nexus established within the Comprehensive Plan.

Establishment of the base mixed use pattern would allow for the complete integration of a variety of different land use patterns.

**Design Guidelines**

An alternative to the use of an overlay district is the establishment of design guidelines. Design guidelines can vary as to how they area applied. Guidelines are often used not to “require” certain elements but to shape a development project toward a preferred vision. Incentives can be built into the guidelines application such that the more guidelines achieved by the project a reward can be earned. The reward can be in the form of a density bonus, reduced developer fees, or a faster/streamlined development review process. Design guidelines would build off the principles established in the plan and would provide greater clarity as to what is desired from a design perspective.

**Other Implementation Initiatives**

**Pursuit of Grants and Contributions**

Planning for the Gladstone neighborhood did not include the assumption that grant dollars would be used to pay for some of the public improvements and associated redevelopment costs. However, this does not mean that these improvements could not be covered through local, state or federal grant programs. To the extent possible, grants and low interest loan programs should be pursued to assist with funding for key improvements that seek to provide a regional benefit such as affordable housing, regional infrastructure improvements, pollution clean up, regional ecosystem improvements and transit investments.
Retention of Existing Businesses

A key desire expressed by the community is the ability to retain existing neighborhood retail service/businesses in Gladstone. The challenge to this is the cost of upgrading to new facilities and the timing of the upgrade. Business owners will not be forced out by the City. Market forces, however, will drive some business out either through reductions in sales or if property owners sell and do not retain existing leases. The ability to stay in the neighborhood depends on the ability to cover moving costs and increased rent costs. The City can offer developers incentives through density bonuses, accelerated approval processes, or development fee reductions in return for agreeing to retain local businesses who wish to stay in the neighborhood and are compatible with the master plan. Other options include working with the local business community to establish a low interest loan program or revolving loan program that covers businesses for a short period of time during the move and for the first few years until profits increase to an acceptable level. Successful models of this approach include a program on Lake Street in Minneapolis that allowed businesses to borrow money at no or little interest during a major reconstruction process. Other examples can be found throughout the Country. Existing businesses may also be offered special low interest loan programs to make upgrades or site improvements.

Historical Interpretation

Due to the areas rich history, it was expressed by a number of individuals and groups that the story of Gladstone be told through the redevelopment process. This idea has been integrated into the master plan chapter and is encouraged through the design process. The Historical Society should be involved in offering ideas, suggestions and critique of development projects in order to implement this effort. Developer incentives could be offered as a means to encourage historical interpretation.

The Savanna as an Environmental Learning Center

The idea of the making the Savanna an “environmental classroom” was mentioned at a number of public meetings. This notion would require designing the public improvements in a manner that can facilitate an educational experience. The Open Space Task Force, local and regional environmental groups, local school districts, private schools and universities should collaborate on this idea and have a role in the detailed design and improvements associated with the Savanna.

The Eco-Village

The rationale behind the Eco-Village concept is one that is threaded throughout the master plan. Creation of design principles and policies that encourage “green” building and sustainable development are described in the master plan. Elaboration on this concept is warranted and should be guided through the Open Space Task Force and key city staff from the Nature Center, Planning, and Public Works. Principles and ideas should be incorporated into policy plans, zoning regulations, and design standards for some public improvements.

Timing/Sequencing Projects

The timing and sequencing of projects depends largely on the ability of the private sector to initiate redevelopment projects. Public improvements must be completed in sequence with private development projects. A long range phasing approach should be developed following adoption of the master plan, private sector proposals, detailed design plans and financing analysis.
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Memorandum to Gladstone Task Force

This memorandum was developed in preparation for a Task Force meeting in order to provide detailed methodology regarding the financial analysis used during the planning process. This memo includes a nine page report with four separate attachments.
MEMORANDUM

To: Gladstone Neighborhood Redevelopment Task Force
From: Hoisington Koegler Group Inc.
Subject: June 16 Workshop
Date: June 9, 2005

Meeting #5 of the Gladstone Neighborhood Master Planning Task Force takes place on Thursday, June 16. The meeting will be held at Maplewood Fire Station #2 from 6:30 to 8:30 p.m. The primary objective of this meeting is to present the results of the financial feasibility analysis and evaluation of the redevelopment concept. Much of the workshop involves providing Task Force members with a clear understanding of the approach used to conduct the analysis, the results of the analysis and the implications for redevelopment in the Gladstone Neighborhood.

The Task Force will not be asked to make any decisions about changes in land use concepts or redevelopment plans at this meeting. Please review the information in this memo prior to the Task Force meeting. We will highlight this information and answer your questions at this meeting. Spending some time with the information in this memo will help you to participate in the discussion and decision making that will occur at the meeting.

Overview

As you review the results of the feasibility analysis, it is important to remember the basic tenants that have guided this work. The Task Force agreed to the following tenants at the April 21 meeting:

- Redevelopment is necessary.
- A plan is needed to guide change.
- Public (city) actions are needed.
- The Plan must be feasible.

These tenants frame the challenge for the redevelopment plan. We must agree on a plan for redevelopment of the area. Doing nothing is not an acceptable outcome. The plan must be do-able. A “paper” plan that you like but will not happen is the same as doing nothing. Our collective task is to find the best balance between the desired community vision and the realities of actual redevelopment.

It is probable that everyone will find likes and dislikes in the evolving concept plan for the Neighborhood. Our collective challenge is to build on the strengths and minimize the weaknesses. No Task Force member should simply give up on the process if the plan does not meet all of your expectations.

Developer Interviews

Over the course of the last several weeks, we have been presenting the project to Twin Cities developers who focus on redevelopment and infill development of a variety of types and styles. The purpose of these conversations was to gauge the market realities and fiscal realities of the assumptions we have made and to gain insights into what would make the Gladstone Redevelopment a reality. The developers we have talked
to include some who do exclusively housing projects, several who do a mixture of uses including commercial, industrial, office, and housing, some who both develop the land and build units, and others who do just development and bring in separate builders. Some of the developers are in the business of developing and owning the projects for a long term making their profit on the rental income and the long term appreciation and equity of the project. Others develop the land and then sell it to owner occupants or other investors making the profit on the improvements to the land. The following are some of the points that were consistently raised in the review of the project with developers:

- The area seems like it would not support a large presence of retail uses. It is more of a neighborhood commercial site that would support a limited amount of service retail such as hair saloon, liquor store, coffee shop, bakery, boutique, insurance/accountant/real estate offices, etc.
- The bowling alley is a use that could serve as an anchor tenant, but would not have to be included in the project if they did not want to stay.
- The areas recreational assets (regional trails, local parks, Keller Regional Park and Golf Course, Lake Phalen, Wakefield Lake and Park) make this a great housing location.
- Strongest housing market seemed to be for senior housing. Currently for sale units are really strong; however, markets can change rather quickly. Most likely, there would be a mix of for owner and rental units and a mix of age restricted senior housing and general occupancy.
- Economics of redevelopment would require multi-story structures, mostly housing oriented and likely some level of public assistance. Various ranges of density were discussed, but most often 3 to 5 stories of housing or 20 to 40 units per acre generally. Some areas along the periphery could be more of the row house/townhouse development pattern at a 10 to 12 unit per acre density.
- There was a mix of reactions to the Savanna with the exception that all felt it must be a useable space to really be an asset to the community. Trails, interpretative history, gathering place is ok, but as it is today it becomes a liability. Some felt that a portion of it should be developed to housing but not necessarily commercial uses because that would require too much surface parking. Others felt it would be a great asset as a neighborhood preserve.
- Virtually all developers felt that our assumptions regarding the financial feasibility analysis were accurate if not overly conservative.
- Many of the developers were aware of the project because of the Tourist Cabin site.
- Most developers showed extreme interest in the project and have asked to be informed of the final plan. They also have inquired as to how the City would intend to move forward…will they be issuing an RFP for developers, are they going to assemble the land and clear it, or are they going to simply adopt a plan and take a “wait and see if the market reacts” attitude.

**Analytical Approach**

Redevelopment will not occur until physical and economic barriers have been removed. The analysis assumes that the concept is feasible if sufficient funds are available to pay for the costs required to remove these barriers. The analysis consists of the following steps:
1. The Neighborhood has been divided into “sub-areas” pursuant to the concept plan. The use of these sub-areas reflects the fact that redevelopment occurs in a series of projects, rather than one comprehensive change. A map showing the location of each sub-area appears in Attachment A.

2. The “costs” of redevelopment are estimated. These costs reflect investments that must occur to achieve the vision for the Gladstone Neighborhood. These costs include the assembly of sites (land acquisition), demolition and clearance of existing buildings, correction of site contamination, and construction of public improvements.

3. The costs are assigned to each sub-area. Some costs are directly attributable to a specific sub-area. Other costs have been allocated among several districts, based primarily on physical relationship to the proposed improvements.

4. Revenues are projected for redevelopment in each district. The primary sources of revenue are tax increment financing, proceeds from the sale of land, and assessments levied against redevelopment projects.

5. Costs and revenues are compared. If costs exceed revenues, then a gap exists.

We have used conservative, yet reasonable, assumptions throughout the analysis. Our goal has been to create a framework for successful redevelopment that includes flexibility to adapt to changes as real projects occur.

**Redevelopment Costs**

The feasibility analysis estimates the costs of necessary investments and determines the revenues needed to pay these costs. The costs of redevelopment include:

**Land assembly**

In most locations, the current parcel layout does not match plans for redevelopment. With the exception of the tourist cabins, each of the sub-areas consists of a series of parcels and several different owners. Redevelopment requires the acquisition of multiple parcels to assemble viable sites for projects. The analysis assumes that the cost of acquisition and relocation equals 200% of the most recent estimated market value set by Ramsey County (January 2, 2005). The planning process does not include actual real estate appraisals on all potential redevelopment sites in the Neighborhood. We have found from previous projects that adjusting the assessor’s values provides a reasonable estimate of land acquisition expense. The property tax system does not, however, include values for mobile home housing units. Our analysis provides additional funding for land acquisition in the two locations with mobile home parks.

**Demolition**

The analysis assumes that all existing buildings will be demolished and cleared from the site. The estimated cost of demolition is $3.75 per square foot of building area. The building area came from assessor’s record. The cost factor was provided by a development company working with HKGi on another redevelopment project.

**Environmental**

Site contamination must be corrected before redevelopment can occur. The environmental consultant on our team has used existing environmental information to estimate “clean up” costs in each sub-area.

**Streets**

The redevelopment concept for the Gladstone Neighborhood involves both private and public improvements. A key area of public improvement falls under the title of “streets.” These improvements include changes in the roadway and along the adjacent right-of-way. The nature of the street and streetscape
improvement varies across the neighborhood. The consulting team has created estimates of these improvement costs based on the proposed design and experience with comparable projects.

**Frost Avenue Bridge**
The bridge brings Frost Avenue over a pedestrian connection between the Savanna and Flicek Park. The bridge creates a strong connection between the key open space/park areas. This connection extends north to the Gateway Trail. A better description and explanation of the Frost Avenue Bridge will be provided at the meeting.

**Stormwater Management**
Any redevelopment in the Neighborhood must comply with regulations for the management and treatment of stormwater. The consulting team has evaluated improvements needed to support the redevelopment concept.

**Parks**
The concept envisions improvements to the Savanna and Flick Park. The consulting team has worked with city staff and the Park/Recreation and Open Space Commissions to better define the nature of these improvements.

**Power Lines**
The concept assumes that overhead power lines will be buried at key locations along Frost and English. The current plan assumes that a portion of these costs will be paid by the City using revenues from its franchise fee.

The chart below summarizes the estimated redevelopment costs for the redevelopment plan.

![Pie chart showing estimated redevelopment costs](image-url)