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# Uni-Dale Mall Redevelopment Plan

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INTRODUCTION

Light rail transit on the Central Corridor will reshape the urban form along University Avenue in St. Paul. New development along the corridor has the potential to employ transit-oriented design and occur in a manner that benefits the surrounding community. The Uni-Dale Mall, located on the southeast corner of University Avenue and Dale Street, is a prime site for this type of development. However, while the site has great redevelopment potential, there is no guarantee that it will be developed in a manner that benefits the neighborhood. As a response, the Aurora Saint Anthony Neighborhood Development Corporation (ASANDC) has initiated a planning process in order to document community desires for the site. A community-preferred development plan, created with the assistance from Humphrey Institute of Public Affairs students, will be used to leverage development to the site that is both economically viable and serves the surrounding community.

The purpose of this report is to present the community-preferred redevelopment plan for the Uni-Dale Mall. This report first considers the larger context of the Central Corridor, the history of the Aurora St. Anthony neighborhood, as well as current demographics and market conditions of the area. This report then describes the Uni-Dale Mall site, outlines plans and regulations that impact development on the intersection and reviews principles of transit oriented development. Finally, this report outlines the community’s vision for the Uni-Dale Mall. The recommended development scenario aims to integrate resident-identified development objectives with financial feasibility. The report closes with strategies that ASANDC can take to successfully advocate for redevelopment of the Uni-Dale Mall that benefits the community.
The Central Corridor

The Central Corridor is more than just a future light rail transit (LRT) corridor. The corridor includes Interstate 94 and University Avenue, both of which connect the downtowns of Minneapolis and St. Paul. Major landmarks such as the University of Minnesota, the Midway Shopping Center, and the State Capitol also line the corridor. Planning for the introduction of LRT to the corridor has been steady, and recent benchmarks show that the Metropolitan Council is getting closer to securing federal funding for the line that is planned to be in service as early as 2014.

As the lead agency for the Central Corridor planning process, the Metropolitan Council will be the federal grantee and serve as the lead in the construction and design of the line. Other agencies working closely with the Met Council include the Minnesota Department of Transportation (MNDOT), county rail authorities, and the cities of St. Paul and Minneapolis. In addition to the aforementioned entities, local planning initiatives are ongoing in the cities of St. Paul and Minneapolis with the help of many non-profit organizations, institutions, citizens and businesses. As part of the planning process, the Metropolitan Council has created a number of committees to discuss impacts of LRT in the Central Corridor. See Box 1 on the opposite page for a description of committees that currently influence the planning process (Metropolitan Council 2007).

Public involvement in the Central Corridor planning process has revealed that many
communities along the corridor see transit improvements as an economic development opportunity that can revitalize lagging commercial districts and spur new developments. However, these communities are also wary of LRT and have expressed concern about the potential negative effects of new development. A main concern is that public and private investments will lead to rising property values. Gentrification will displace current residents, specifically low-income residents who can not afford increased rents. Given the history of transportation development along the Central Corridor, gentrification is a legitimate concern for those living in the area surrounding the intersection of University Avenue and Dale Street.

**History of the Rondo Neighborhood**

Federal highway legislation in the 1950s and 1960s changed the political, economic and social structure of central cities throughout the United States. Between 1956 and 1972, urban renewal and freeway construction displaced an estimated 3.8 million persons from their homes. Many of these freeways were constructed directly through low-income and minority neighborhoods. Due to the devastating impact to African American neighborhoods in particular, many central city residents viewed this as a policy of “negro removal.” In the Central Corridor, this policy played itself out during the construction of Interstate 94 which went through the predominately African American Rondo neighborhood of St. Paul (Drier, Mollenlopf and Swanstrom 2004).

The Rondo neighborhood stretched from Lexington Parkway to Western Avenue along Rondo Avenue which ran parallel to University Avenue. In the 1930s and 1940s, Rondo...
Avenue was at the heart of St. Paul's African American community. The neighborhood was vibrant and functioned relatively independently from the predominately white society around it. The approved freeway plan for Interstate 94 cut directly through the center of the Rondo neighborhood as it connected St. Paul and Minneapolis. To make way for the freeway, homes were demolished and families uprooted. More than 70 percent of the houses demolished were African Americans homes. It is estimated that one in eight African Americans in St. Paul lost a home to Interstate 94 (Cavanaugh 2006, 16).

The anti-freeway struggle of the Rondo neighborhood has been recorded in many ways and is remembered today through events such as “Rondo Days,” an annual celebration commemorating the neighborhood’s history. The devastating impacts of freeway construction have not been forgotten — as the poster at right suggests — creating a unique historical context for LRT planning in the Aurora St. Anthony area.

**Area Demographics**

The Uni-Dale Mall is located near the former Rondo Neighborhood on the border between the Thomas-Dale, or Frogtown, neighborhood and the Summit-University neighborhood (Figure 3). In 2000, the two neighborhoods were home to 35,440 residents (12 percent of the population of St. Paul). Frogtown and Summit-University are the most racially diverse neighborhoods along the Central Corridor (Figure 4). Minorities comprise nearly 65 percent of the population of the two neighborhoods. In 2000, African Americans were the largest minority group with 29 percent of the total population. Asians were the second largest minority group with 24 percent of the
The Frogtown and Summit-University neighborhoods are less affluent than the city as a whole. The median household income in 1999 was $27,874 and $35,336 for the Frogtown and Summit-University neighborhoods respectively. Median income for the entire city was $38,774. The two neighborhoods have high rates of renter occupied housing — only 42 percent of residents own their own homes (as opposed to 55 percent for the City of St. Paul). More extensive demographic information is located in Appendix A.

Figure 3: The Location of the Uni-Dale Mall

Source: Google Maps

Figure 4: Racial Distribution along University Avenue
AURORA ST. ANTHONY NDC

The Aurora St. Anthony Neighborhood Development Corporation was formed by concerned residents in the Aurora Saint Anthony neighborhood (the area north of Interstate 94 in the Summit-University neighborhood) in 1980 as a neighborhood watch and crime prevention community group. The organization is now a non-profit that serves residents and businesses in Ward 1, including the Summit-University, Frogtown and Merriam Park neighborhoods. ASANDC exists to “improve the economic and social well-being of the communities [it] serves” through programs serving youth, adults and seniors. ASANDC’s activities include developing affordable housing and organizing block clubs and community gardens (Aurora Saint Anthony 2005).

As a citizen participation organization, ASANDC has been actively engaged in LRT planning. Through membership in the University Avenue Central Corridor Task Force, ASANDC represents its constituents’ view that LRT development brings both threats and opportunities to the neighborhood. The new transit line definitely presents opportunities, but the imperative question for ASANDC is: opportunities for whom? In efforts to address such concerns, ASANDC has been involved in development along the Central Corridor. They have already played an instrumental role at the University-Dale intersection as one of many development partners for the Rondo Library on the southwest corner.

The Uni-Dale Mall lies within ASANDC’s service area. ASANDC is currently focused on the Uni-Dale Mall site as a prime redevelopment opportunity that can positively impact the social and economic well-being of the community. Although ASANDC does not control ownership of the Uni-Dale Mall site, they are looking for key opportunities to partner with the owner of the
site, or other potential developers, while serving as a strong advocate of community concerns and desires for the future.

**Key Stakeholders**

In addition to ASANDC, a number of organizations, businesses, governmental entities and individual actors have a stake in the potential redevelopment of the Uni-Dale Mall. Any plan to redevelop the Uni-Dale Mall will need the input and support of these entities in order to be successfully implemented. A few key stakeholders are highlighted in Box 2. A comprehensive list of stakeholders can be found in Appendix B.

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**Box 2: Key Stakeholders**

**Site Owner:** The property owner of the Uni-Dale Mall has considerable influence over the future of the Mall. Whether he develops it himself, partners with another entity, or sells it to a developer, he will dictate the timing and type of development constructed at the site.

**Uni-Dale Mall Tenants:** Business managers and tenants at the Uni-Dale mall also stand to gain or lose a great deal depending on how and when redevelopment takes place.

**The City of St. Paul:** The city has authority over zoning as well as any public funds dedicated towards redevelopment.

**Residents:** Those living in the area compose the largest set of stakeholders, but have minimal financial or political power over the potential redevelopment. Residents can, however, participate in public forums. They also influence market demand in how and where they shop, and present a viable future labor force for new businesses.
THE UNI-DALE MALL

Built in 1978, the Uni-Dale Mall is an auto-oriented shopping mall that originally intended to serve as a regional commercial district. With 11 stores and a total of 73,700 square feet of retail space, the eight acre site is the single largest parcel located between Lexington Avenue and the Capitol Mall. Original development of the site, undertaken by Krause Anderson together with the non-profit Help Encourage Local Progress (HELP) Development Corporation, required active participation of the City of St. Paul. The city used its power of eminent domain to assemble the residential parcels that now comprise the Uni-Dale Mall site. The city also provided gap financing through the Model Cities program and the creation of a tax increment finance (TIF) district (Kravetz 2002).

Since its inception, the Uni-Dale Mall has struggled to redefine the intersection’s poor image and serve as a regional commercial destination. This has prevented residents, businesses and HELP from realizing their initial goals of providing high quality retail opportunities for city residents and increasing minority business ownership and local employment in the neighborhood.

Previous Redevelopment Efforts

Developers and community organizations have made many efforts to redevelop the Uni-Dale Mall site. Most recently, the “Pan-Asian Urban Village” proposal sought to redefine the commercial character of the site. The Pan-Asian Urban Village included compact, mixed-use, transit-friendly development and met area development objectives established in 1999. In total, the plan included a two-story housing structure, 200,000 square
feet of commercial space, 50 units of affordable senior housing and structured parking. Redevelopment of the site was expected to create 300 new jobs and increase tax revenue by $600,000 per year. Total development costs for the project were estimated to be $37 million, with $32 million expected for the phase one commercial/retail development and $5 million expected for phase two and the senior housing. The project included an Asian Pacific Community Center to be located at the southeastern corner of the site (City of St. Paul Planning and Economic Development 2003).

A number of public actions were required to implement the Pan-Asian Village including the creation of a TIF district, commitments of Community Development Block Grant (CDBG), Metropolitan Council and Neighborhood Sales Tax Revitalization (STAR) funds, and condemnation to acquire the property. After receiving initial Housing and Redevelopment Authority (HRA) approval in 2001, and again in 2003, the Pan-Asian Urban Village development ultimately failed when a primary equity investor withdrew his support for undisclosed reasons (Kravetz 2002).

Despite letters of support from a number of organizations and individuals in the area, significant opposition to the development came from many segments of the community. Tension between African Americans and Asians over cultural expression in the proposed development may have contributed to the community opposition (Kravetz 2002).

**Current Condition**

Over the past five-years, a virtual tripling in land values along University Avenue has led to a wave of pressure to redevelop underutilized sites. One measure of utilization is the ratio of land value to building value: sites that have a building

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**Figure 6:** Wendy’s located at the southeast corner of University and Dale.

*Source: Joe Bernard*
value approximately equal to land value can be considered to be fully utilized. For the Uni-Dale Mall site, the trend has shown a rapid increase in the value of the land over the past three years and a sharp decline in building value during the same time (Table 1).

<table>
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<td>$4,900,000</td>
<td>$6,200,000</td>
<td>$10,261,600</td>
</tr>
</tbody>
</table>

Table 1: Estimated Value of the Uni-Dale Mall 2004–2008 (dollars)

This may be one of the reasons the owner of the Uni-Dale Mall is currently listing the site for a sale price of $10.5 million. While this figure exceeds the estimated market value based on Ramsey County figures, it speaks to the premium placed on land along the Central Corridor. The high value of the land underneath the Uni-Dale Mall necessitates an increased intensity of uses on the site.

**Plans and Regulations**

Several extant plans guide future development at the Uni-Dale Mall site. These plans include the city of St. Paul Comprehensive Land Use Plan, the Central Corridor Development Strategy of Urban Strategies, the Summit-University Neighborhood Comprehensive Plan and the University-Dale Transit Oriented Development (TOD) Study. In addition to these plans, the zoning scheme for the Uni-Dale Mall parcel regulates...
the type of development that can occur on the site. The site is currently zoned as a traditional neighborhood district (TN2). Taken together, these plans and regulations substantially shape any redevelopment that is to occur on the Uni-Dale Mall site. A review of the plans and regulations listed above indicates that a new development on the site will possess several key characteristics, listed in Box 3 at left. For a full description of area plans, please see Appendix C.

The plans and regulations outlined in this section contain many mutually enforcing concepts that promote TOD and functions that benefit the surrounding community. As public input processes were used to shape the policies and regulations summarized above, it is essential that the Uni-Dale Mall site redevelopment incorporates as many of these characteristics as possible.

**Why consider Transit Oriented Development?**

Transit Oriented Development (TOD) is a stated development goal for the intersection of Dale and University Avenues. Through previous planning processes, stakeholders have expressed a desire to foster development that serves transit riders and promotes active uses at the street level. With the proposal for LRT on University Avenue, and a proposed station located adjacent to the Dale Street intersection, the Uni-Dale Mall site provides a perfect opportunity to demonstrate the capabilities of TOD (Figure 7). To guide preferred redevelopment scenarios, this section is intended to inform the reader what research shows regarding the accepted definitions and characteristics of TOD.
What is Transit Oriented Development?

TOD can be boiled down to the three Ds: density, design, and diversity. While density is the obvious necessity for increasing ridership on a rail line, a diversity of uses, incomes, and activities have been shown to have an even greater impact on transit ridership (Millard-Ball and Tumlin 2003, 14-18).

Additional lessons can be taken from LRT case studies in other U.S. cities. The Orange Line in the Washington D.C. area is a particularly instructive example of how to attract and guide development in a former auto oriented commercial corridor. The lessons of the Orange Line include:

Figure 7: Aerial photograph if the Uni-Dale Mall

Source: Minnesota Land Management Information Center (LMIC), Ramsey County Tax Assessor
Uni-Dale Mall Redevelopment Plan: The Uni-Dale Mall

**Box 5: TOD Principles**
The three “D’s” of Transit Oriented Development:

- **Density**
- **Design**
- **Diversity**

- **Promoting a rich mix of uses:** Development guidelines along the Orange Line call for a diversity of uses. The corridor has a one to one ratio of residential to office square footage. This has helped sustain the corridor through peaks and valleys in various real estate and retail markets.

- **Controlling automobile traffic:** High residential density and a mix of uses are necessary for limiting traffic congestion. By promoting goods and services in close proximity to homes, the Orange Line has been successful in reducing traffic along the corridor.

- **Increasing economic diversity:** Increases in land values can make living along LRT impossible for low-income populations. Along the Orange Line, affordable housing policies and self owned business support systems have maintained economic diversity (Dittmar, Leach and Ohland 2004, 131).

**Market Conditions**

Future residential and commercial uses on the Uni-Dale site will be largely determined by the market conditions in the surrounding area. According to the Urban Strategies draft Central Corridor Development Strategy, the Uni-Dale Mall is located in a section of the corridor called the “East Market Area.” In terms of housing, a market study commissioned by Urban Strategies found that in the East Market Area, “promising development opportunities will be rental housing with a mix of both affordable and market rate in the early years with the introduction of ownership housing in the 2020-2030 time frame” (Urban Strategies, Inc. 2007, 7-8).
According to the same market study the area around the proposed Dale Street LRT station has an estimated development potential for approximately 400 to 600 rental units and 50 to 100 homeownership units over the next couple of decades. Since the Uni-Dale Mall is the largest parcel in the station area, it can be anticipated that a large amount of these units will be developed on the site.

In terms of commercial development, the Urban Strategies market study found that the Dale Street LRT station area has the potential to support 50,000 square feet of retail commercial space in addition to the 75,000 currently available at the Uni-Dale Mall. Additionally, the study found that the area will support 50,000 square feet of office space. However, Urban Strategies identified challenges to commercial development in the East Market area:

The predominance of several ethnic populations with relatively low incomes will require that development be carefully targeted to the needs of the Thomas-Dale and Frogtown neighborhoods. The small storefronts and independent retailers in the East Corridor should be supported and the businesses preserved (either in existing buildings or as tenants in new projects). The streetscape should be significantly upgraded to strengthen the real estate potential of the area.

Therefore, commercial development at the Uni-Dale Mall must be sensitive to the existing businesses and neighborhood character (Urban Strategies, Inc. 2007, 7).
A COMMUNITY VISION FOR REDEVELOPMENT

In order to create a community-preferred redevelopment scenario for the Uni-Dale Mall, ASANDC and the students from the Humphrey Institute engaged stakeholders in a visioning process. This community engagement effort consisted of three meetings. ASANDC recruited community members to the meetings through block groups, flyers, and word of mouth. ASANDC and the Humphrey Institute Students hosted the meetings at the Rondo Community Outreach Library, located at the University Avenue and Dale Street intersection. Below is a brief description of the events that took place at each meeting.

Community Meeting #1 — Visioning

The first meeting was an open forum held on March 1st, 2007. Approximately half a dozen community members attended this meeting, braving a fierce snow storm to give input on the future of the Uni-Dale Mall. The purpose of the meeting was to gather community input on the visioning process. Community input was generated by ASANDC and the students through a small group discussion. Participants expressed concerns about a variety of issues including the current and future uses of the site, neighborhood history, racial and cultural tensions, and affordability of housing and retail uses.

Community Meeting #2 — Block Exercise

The second meeting was held on March 17th, 2007. The open house meeting lasted approximately three hours. Approximately twenty people, mostly residents, attended the open house over the course of the afternoon. Community members congregated at the library to first listen to a presentation that brought new participants up to speed on the
Uni-Dale Mall Redevelopment Plan: A Community Vision for Redevelopment

project. After the presentation, participants split up into groups where they began working on a block exercise.

The block exercise was modeled after a similar process created by the Corridor Housing Initiative of Minneapolis (Metropolitan Design Center 2006). Participants placed blocks that represented buildings onto an aerial photo of the Uni-Dale Mall site. As they placed blocks on the site, participants shared their opinions on the specific uses that should occur in each building. During the exercise, residents from the community engaged in spirited debates about the ideal site configuration. Input was also collected from residents in the form of poster boards that asked key questions about the Uni-Dale Mall past, present, and future (see Appendix D).

Community Meeting #3 – Community-Preferred Redevelopment Scenario

At the third community meeting on April 17th, 2007, the Humphrey Institute students presented their preliminary findings to a group of fifteen to twenty community members. The presentation included a debriefing of the block exercise and an overview of the composite community-preferred development scenario. Following the presentation, three panelist gave feedback to the work group. The panelists included a long-time community activist, a planner from the City of St. Paul and a representative of the Local Initiatives Support Corporation (LISC). After the panelist feedback, the remainder of the audience posed questions to the students and reacted to the proposal in front of them. In addition, both panelists and community members gave advice on how they felt the project should move forward.

While the community was pleased with the fact that an open dialogue had been kindled through the participation process,
there were still some lingering concerns. Major concerns expressed at the meeting included financial feasibility, owner interest, and the “human cost” of redeveloping the Uni-Dale Mall. Participants stressed the need to balance the past, present and future cultural heritage in the redevelopment. Attendees shared their wish that African-American heritage of the Rondo community be prominently featured in future development on the site. See Appendix D for complete notes from the community meetings.

A Vision for the Uni-Dale Mall

As stated above, members of the Aurora Saint Anthony community established a vision for the Uni-Dale Mall through a series of planning exercises and meetings in which they voiced desires for vibrant commercial, cultural, entertainment, and residential functions in their neighborhood.

A community-led redevelopment of the Uni-Dale Mall will result in a mixed-use, transit-oriented neighborhood center that contributes to the vitality of the Aurora Saint Anthony neighborhood. Furthermore, the community-led redevelopment will realize the latent goals that that first inspired the creation of the Uni-Dale Mall by reflecting the culture and history of the area, fostering local entrepreneurship and enhancing the economic strength of the neighborhood.

The following development scenario translates the community’s vision into a site plan for the Uni-Dale Mall. The site plan is informed by the community block exercise. Following the vision, the Uni-Dale Mall is divided into five districts or sub-areas:

**Credjafawn Park:** Named after an African American business cooperative (Figures 10 and 11), Credjafawn Park will serve as a...
gateway to the Uni-Dale Mall redevelopment. Public art within the park will reflect the diverse cultural heritage of the surrounding community. An outdoor amphitheater, farmers’ market and recreational space will serve as a community meeting place and attract passersby to the site.

**Community Commerce:** Prominently located on Credjafawn Park and University Avenue, the Community Commerce district will supply the neighborhood with needed retail goods and services. A diverse range of ethnic businesses in the Community Commerce district will serve a larger, regional market. Local entrepreneurs are especially encouraged to locate in the Community Commerce district. Office space and residential units above the retail lends a neighborhood feel to the site.

**Summit-University Hotel:** Capitalizing on the proximity to the LRT station, the Summit-University Hotel district will draw outside income into the neighborhood. The hotel also will bring living-wage jobs to area residents. Hotel patrons will support businesses in the Community Commerce district, especially restaurants.

**Urban Mixed-Use:** Featuring a traditional neighborhood design (apartments above retail), the Urban Mixed-Use district will feature residential units above neighborhood serving retail, such as a grocery store. The Urban Mixed-Use district creates a pedestrian friendly environment on the Uni-Dale Mall site.

**Urban Residence:** Affordable to a range of incomes, the apartments and row houses in the Urban Residences district will transition the site from retail uses into the surrounding residential neighborhood.
The functions and land uses contained in the above districts are further detailed in the Uni-Dale Mall redevelopment worksheets found in Appendix E. The districts are organized around the reconnected city street grid, which will serve to knit the districts into a coherent whole. Together, these five districts realize key elements of the community vision for redevelopment that reflects and contributes to the verve of the surrounding community. A model of the development is shown in Figures 12-17.
Figure 12: Aerial view of the Uni-Dale Redevelopment Plan from the corner of University Avenue and Dale Street

Source: U-Plan and Google Earth

Figure 13: Aerial view of the Uni-Dale Redevelopment Plan from the corner of University Avenue and Dale Street

Source: U-Plan
Figure 14: View of the Uni-Dale Redevelopment Plan from the corner of University Avenue and Dale Street

Source: U-Plan

Figure 15: Interior view of the Uni-Dale Redevelopment Plan from the southeast corner of the site.

Source: U-Plan
Figure 16: Streetscape view of the Community-Commerce District looking west along University Avenue

Source: U-Plan

Figure 17: View of the Uni-Dale Redevelopment Plan looking South across University Avenue

Source: U-Plan
The Action Plan for Redevelopment

The following Action Plan details a strategy to be implemented by ASANDC in order to influence development at the Uni-Dale Mall site. The first component addresses financial obstacles to the community-preferred redevelopment plan and emphasizes the importance of public subsidy that will be needed during redevelopment. The second component is aimed towards creating alliances for development and involves engaging the current owner of the Uni-Dale Mall as well as attracting potential developers that are committed to community involvement. The final section discusses mechanisms that ASANDC may pursue to build community support of development and influence the final terms of development. Specifically, the use of a community benefits agreement (CBA) is discussed as an effective means to include community objectives in the development process.

Each strategy recognizes current challenges and discusses ASANDC’s primary role not as the lead developer but instead as the lead organization representing all residents impacted by development. In this capacity ASANDC will be able to maximize its influence and take advantage of the opportunities available to impact development in a way that creates long term benefits to the community.

Development Pro Forma

Although ASANDC will not be a lead developer in the Uni-Dale project, close involvement in redevelopment planning will strengthen ASANDC’s ability to identify and negotiate concessions from the developer. The financial statement (pro forma) attached at the end of this report provides a rough estimation of the development costs and financing sources required to pursue the community-preferred redevelopment plan.
as detailed in the district worksheets (see Appendix E). The purpose of the pro forma is to test the financial feasibility of various elements of the community’s vision for the Uni-Dale Mall site. Along with detailing the dollar cost of housing and commercial development, the pro forma details the assumptions used to arrive at the specific figures.

The total development cost for the community-preferred redevelopment plan exceeds $57 million. The total development budget accounts for the construction of 130 residential units, 110,000 square feet of retail and office space, 401 parking spaces (200 of which are underground) and over 125,000 square feet of green space. Soft costs, such as legal and architectural service, are also included in the development costs for the various uses. The figure excludes the cost of developing the Summit-University Hotel, which will be built independently by a hotel developer on land purchased from the Uni-Dale developer. Also excluded is the cost of reconnecting the three-block street grid which will be constructed and paid for by the City of St. Paul.

Based on the sale prices and rents, operating expenses and loan terms detailed in the pro forma, it is estimated that bank loans will finance approximately $30.5 million of the proposed development. An additional $1 million will be recovered through the sale of one acre of land to the hotel developer. However, this is $26.5 million less then the total development cost leaving large gap in financing. The shortfall between financing sources and development costs must be filled through subsidies or other forms of equity. Three main sources of public subsidy have the potential to reduce the development gap: low-income housing tax credits (LIHTC), tax increment financing (TIF) and a grant through the Metropolitan Council’s

The $4 million development gap demonstrates the difficult in implementing a plan that reflects the desires of the community.

ASANDC should seek out sources of development subsidy that achieve affordable housing, transit oriented development, entrepreneurship opportunities and green space on the Uni-Dale Mall site.
Livable Communities Demonstration Account (LCDA). Based on the criteria of the three programs, it is reasonable to expect that the Uni-Dale Mall redevelopment would be eligible to receive funding from each source. Combined, the three subsidy sources amount to over $20 million. With generous support of public dollars, the proposed Uni-Dale Mall redevelopment plan is still faced with a development gap of approximately $4 million. This figure represents seven percent of the total development cost and demonstrates the difficulty in implementing a plan that reflects the goals of the community while remaining feasible.

It is important that ASANDC recognize the challenge of financing the community preferred redevelopment plan and be willing and flexible to work with a developer to close the gap. One community identified goal that adds considerable cost is the creation of underground parking. In light of the development gap it is important for ASANDC to prioritize the community’s objectives for redevelopment. Eliminating some greenspace for surface parking may be necessary to allow for any development to occur. As more detailed pro formas are created, other areas such as offering low cost commercial space to neighborhood entrepreneurs may present similar financial challenges. It is important that a prioritization of community objectives occurs through neighborhood discussions that take place prior to sitting down at the negotiating table with a developer.

The findings presented in the development pro forma point to an action items for ASANDC to consider:

- **Development Subsidy:** ASANDC should seek out sources of development subsidy that achieve affordable housing, transit oriented development, entrepreneurship opportunities and green space on the Uni-Dale Mall site.
Even if ASANDC is not the lead developer on the project, the organization can play an important role in leveraging public resources into the development process in order to accomplish community objectives. ASANDC should build relationships with the lead organization for each funding source identified above.

Engaging the Current Owner

In addition to considering financial constraints on the Uni-Dale Mall site, ASANDC should attempt to create a dialogue with the property owner regarding the community-preferred redevelopment plan. This is critical because plan implementation will hinge largely on the willingness of the current or future owners of the Uni-Dale Mall property. This points to several action items for ASANDC to consider:

- **Create a Dialogue with the Owner:** As soon as possible, the community preferred development scenario should be presented to the property owner in detail. While the property owner is aware of the ongoing planning process surrounding the future of Uni-Dale Mall, he has not been actively involved. By creating an atmosphere of openness between the community and the owner, possible future input from the community could be seen in a more positive light.

- **Show any potential developer that the community supports a specific vision:** Earlier this year, the landowner listed the property for sale with a commercial real estate broker. The community-preferred development scenario should be presented to the
landowner as a marketing tool to be used to sell the property. This gives a potential buyer the opportunity to see the thoughtful time and consideration made by the community to create a vision for the site. This also makes clear the type of development the community is likely to support, along with an analysis of the financial feasibility of such a project. All of these attributes tied together make up a formidable marketing tool that the site owner can use in selling his property. This simultaneously solves the issue of a potential developer needing community support for a project, all while the community feels secure knowing that their vision will be considered in the development process.

The vision laid out in the Credjafawn Park District brochure at the end of this report presents an easily accessible visual representation of the community preferred development scenario for the Uni-Dale Mall site. The brochure can be widely distributed as an educational tool to gain community support and to promote the preferred scenario to potential developers. Additionally, district worksheets (Appendix E), present a detailed look at each of the five districts within the community-preferred development scenario. Each includes goals, land uses, a design description and visual representation of the current and proposed development site. The district worksheets are intended to clearly communicate the concept and goals for each district to community members, potential developers or other parties interested in redevelopment of the Uni-Dale site.

When the property owner is engaged, it should be made clear that the community understands the financial situation
Attendees of the community meetings expressed a realization that the community has little leverage at this point in the process. However, it should also be made clear that the community is eager to foster a relationship with the site owner that can be mutually beneficial for years to come. The aforementioned action items should be addressed as soon as possible. The site is already for sale, and the work of ASANDC and the community is to the point where engaging the property owner will bear fruitful results.

**Community Benefit Agreement**

Redevelopment of the Uni-Dale Mall site is unlikely to occur without a number of public actions including a significant commitment of public dollars. Often private development projects that involve large subsidies to developers become controversial as taxpayers and impacted residents object to such deals. In cities across the county community benefit agreements (CBAs) have proven an effective tool to insure that publicly funded projects directly benefit the residents most impacted by development. In the Aurora/Saint Anthony area, the community’s skepticism of development and the necessity for substantial public involvement in redevelopment of the Uni-Dale Mall site warrants a consideration of the CBA model.

A CBA is a legally binding agreement that is signed by a developer and a community coalition in order to guarantee an array of benefits to the impacted community. Although the agreement itself varies for each project, the model used is the same: citizens and community-based organization formulate clear objectives for redevelopment and partner with the developer to achieve them. In exchange for the community benefits, the community commits to supporting the project as

---

**Box 6: CBAs**

**Key Components of a Cost Benefits Agreement:**

- Development results in benefits to the residents most impacted by development;

- Residents and community based organizations forge a unified set of development objectives and engage in all stages of the process;

- City and Developer engage impacted residents in the creation, implementation and ongoing enforcement of the development agreements;

- Build on and strengthen existing local policies.
the developer seeks public approvals for financial subsidy, zoning changes and any other official action necessary to the project.

In many cases, the agreement becomes part of the development agreement signed between the city and the developer. In these cases, individual articles of the CBA build on existing city policy and exceed city requirements for items such as the creation of living wage jobs, the construction of affordable housing or employment of local residents. However, CBAs incorporate additional mechanisms that serve to supplement and improve local policy. The use of the CBA model in development projects has also proven highly successful in preventing litigation and sustaining resident involvement in the long-term. The key contributions of CBAs to the development process are:

- Residents and community groups are engaged early in the development planning process;
- Residents and community-based organizations negotiate directly with the developer (and city) to include community identified requirements directly into the development agreement(s);
- Residents are given a role in the ongoing enforcement and monitoring of developer obligations through oversight committees.

The successful negotiation of a CBA occurs in a climate of neighborhood organizing and citywide coalition building. Drawing on the lessons of Staples CBA campaign in Los Angeles California, two action items may inform ASANDC strategy:

- **Solidify a broad resident power base:** A diverse group of business owners, ethnic groups, renters and property owners surround the Uni-Dale Mall site. To negotiate on behalf of the community from a position of power, ASANDC
must be able to represent each group by fully understanding the diversity of interests in the neighborhood. Forging a set of detailed development objectives that a majority of residents will advocate for takes time and requires an organizing campaign that is deliberately inclusive of all segments of the community. Significant differences in the historic and cultural experiences of stakeholders in the area requires that ASANDC forge a community-building campaign. ASANDC must specifically address the competing interests between African American residents with generational ties to the area and more recent Asian American immigrants. Establishing a unified set of development objectives is critical not only during negotiations with developers, but also during broader coalition building efforts.

In Los Angeles, the Figueroa Corridor Coalition in its CBA campaign undertook extensive tenant and worker organizing that brought 300 residents, representing each ethnic group from three neighborhoods, to the process in support of living wage jobs and improved housing conditions in neighborhoods surrounding the Staples Stadium project. Although a larger project, the scale and diversity of resident engagement in the Staples CBA shows the type of mobilization typical of CBA campaigns.

- **Create ties with accountable development coalitions:** CBAs are a powerful organizing tool in creating citywide coalition that unify under the umbrella of accountable development. Since CBAs can detail requirements such as affordable housing, living wage job creation, card check neutrality, park improvements,
community education and procurement arrangements, many community-based organizations have a stake in winning CBA campaigns. Critical to the success of coalition building is formalizing the goals, roles and responsibilities of the member groups. St. Paul organizations are already making progress in the area of accountable development as demonstrated by the living wage ordinance. Starting with groups associated with this policy initiative and building a new coalition oriented toward individual development projects may be an effective strategy.

When signed, 15 different organizations (unions, community development corporations, faith based and environmental organizations) were party to the Staples Center CBA. Each organization brought different competencies to the coalition ranging from resident organizing, policy, electoral, negotiation and fiscal analysis of development projects. In the end, the ability to win concessions from a developer and to negotiate a binding agreement relies on the legal, technical and organizing support of multiple partners.

If ASANDC pursues a CBA strategy the willingness of a developer to negotiate will largely depend on the organization’s ability to establish a broad and representative power base that will make negotiations a necessity for project approval. By undertaking these action items, ASANDC will insure that the interests of residents are at the negotiation table when the Uni-Dale redevelopment deal enters the final hour. The materials contained in this report can be used as a starting point in
ASANDC’s efforts to build a unified set of development objectives among neighborhood residents and community based organizations.
CONCLUSION

The community vision for the Uni-Dale Mall site contained within this report balances community desires with the reality of development pressures along the Central Corridor. The Aurora Saint Anthony Neighborhood Development Corporation can use this vision, along with the recommended strategies, to leverage development to the Uni-Dale Mall site that benefits the community by providing needed goods and services, affordable residences and high-quality, transit-oriented design. By pursuing the action steps of pursuing development subsidies, engaging the current landowner and creating a community benefits agreements, ASANDC can realize the community-preferred development scenario and advance its mission of improving the economic and social well-being of the community it serves.
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APPENDIX A: Full Demographics

Neighborhood Demographics

Total Population

Table 1 displays the total population of the Frogtown, Summit-University and Merriam Park neighborhoods, the first ward (which encompasses the three neighborhoods) and the City of St. Paul. Table 2 displays the total households for the same jurisdictions. Table 2 also displays the percent of households that are family households, the percent of households with children (under 18 years of age) and the percent of households with elderly (65 years of age and over).

Table 1: Total Population

<table>
<thead>
<tr>
<th></th>
<th>District 7</th>
<th>District 8</th>
<th>District 13</th>
<th>Ward 1</th>
<th>St. Paul</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total population</td>
<td>17,250</td>
<td>18,190</td>
<td>18,805</td>
<td>54,245</td>
<td>287,150</td>
</tr>
</tbody>
</table>

Source: Community DataWorks

Table 2: Household Demographics (percentages)

<table>
<thead>
<tr>
<th></th>
<th>District 7</th>
<th>District 8</th>
<th>District 13</th>
<th>Ward 1</th>
<th>St. Paul</th>
</tr>
</thead>
<tbody>
<tr>
<td>Family households (families)</td>
<td>67</td>
<td>46</td>
<td>47</td>
<td>51</td>
<td>54</td>
</tr>
<tr>
<td>Households with individuals under</td>
<td>49</td>
<td>29</td>
<td>25</td>
<td>33</td>
<td>32</td>
</tr>
<tr>
<td>Households with individuals 65</td>
<td>19</td>
<td>13</td>
<td>12</td>
<td>14</td>
<td>19</td>
</tr>
<tr>
<td>Total households (thousands)</td>
<td>5,030</td>
<td>7,445</td>
<td>7,190</td>
<td>19,665</td>
<td>112,105</td>
</tr>
</tbody>
</table>

Source: Community DataWorks

Household Size

Table 3 displays the average household size for the three neighborhoods and the City of St. Paul (this information is not available for the ward). Districts 7 and 8 have larger average household sizes than the city, while District 13 has a smaller average household size.
Table 3: Average Household Size

<table>
<thead>
<tr>
<th></th>
<th>District 7</th>
<th>District 8</th>
<th>District 13</th>
<th>St. Paul</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average household size</td>
<td>3.42</td>
<td>2.35</td>
<td>2.26</td>
<td>2.46</td>
</tr>
</tbody>
</table>

Source: Community DataWorks

Median Age
Table 4 presents the median age for the three neighborhoods and the City of St. Paul (this information is not available for the ward). The three neighborhoods are, on average, younger than the City of St. Paul.

Table 4: Median Age in Years

<table>
<thead>
<tr>
<th></th>
<th>District 7</th>
<th>District 8</th>
<th>District 13</th>
<th>St. Paul</th>
</tr>
</thead>
<tbody>
<tr>
<td>Median age</td>
<td>28.8</td>
<td>29.0</td>
<td>29.8</td>
<td>33.4</td>
</tr>
</tbody>
</table>

Source: Community DataWorks

Race and Ethnicity
Table 5 presents race and ethnicity as a percentage of the total population for the three neighborhoods, the first ward and the City of St. Paul. The table shows that the three neighborhoods and the first ward are more diverse than the city as a whole. There is a sizeable African American and Asian population in the area surrounding the Uni-Dale Mall.

Table 5: Race and Ethnicity (percentages)

<table>
<thead>
<tr>
<th></th>
<th>District 7</th>
<th>District 8</th>
<th>District 13</th>
<th>Ward 1</th>
<th>St. Paul</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>67</td>
</tr>
<tr>
<td>Black or African American</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>12</td>
</tr>
<tr>
<td>American Indian and Alaska Native</td>
<td>23</td>
<td>36</td>
<td>10</td>
<td>23</td>
<td>12</td>
</tr>
<tr>
<td>Asian</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Native Hawaiian and Pacific Islander</td>
<td>38</td>
<td>11</td>
<td>3</td>
<td>17</td>
<td>12</td>
</tr>
<tr>
<td>Some other race</td>
<td>4</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Two or more races</td>
<td>6</td>
<td>5</td>
<td>3</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Hispanic or Latino (of any race)</td>
<td>4</td>
<td>5</td>
<td>3</td>
<td>4</td>
<td>8</td>
</tr>
</tbody>
</table>

Source: Community DataWorks
**Housing Tenure**

Table 6 presents housing tenure for the three neighborhoods, the first ward and the City of St. Paul. The three neighborhoods and the ward have higher percentages of rental occupied housing than the city as a whole.

<table>
<thead>
<tr>
<th>Occupied housing units</th>
<th>District 7</th>
<th>District 8</th>
<th>District 13</th>
<th>Ward 1</th>
<th>St. Paul</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>5,030</td>
<td>7,445</td>
<td>7,190</td>
<td>19,665</td>
<td>112,105</td>
</tr>
<tr>
<td>Owner-occupied housing units</td>
<td>45</td>
<td>39</td>
<td>48</td>
<td>44</td>
<td>55</td>
</tr>
<tr>
<td>Renter-occupied housing units</td>
<td>55</td>
<td>61</td>
<td>52</td>
<td>56</td>
<td>45</td>
</tr>
</tbody>
</table>

*Source: Community DataWorks*

**Median Household Income**

Table 7 presents the median household income for the three neighborhoods and the City of St. Paul (this information is not available for the ward). Districts 7 and 8 are less well-off than the city as a whole, while District 13 is slightly wealthier.

<table>
<thead>
<tr>
<th>Median Household Income (dollars)</th>
<th>District 7</th>
<th>District 8</th>
<th>District 13</th>
<th>St. Paul</th>
</tr>
</thead>
<tbody>
<tr>
<td>Income</td>
<td>27,874</td>
<td>35,336</td>
<td>41,261</td>
<td>38,774</td>
</tr>
</tbody>
</table>

*Source: Community DataWorks*
Uni-Dale Mall Stakeholders:

- City of St. Paul
- Councilmember Montgomery (the councilmember for Ward 1)
- District 7 Community Council
- District 8 Community Council
- District Council Collaborative
- Ethnic Organizations
- Future Homeowners
- Greater Frogtown Community Development Corporation
- Hmong Business Association
- LRT Taskforce(s)
- The Mayor of St. Paul
- Metropolitan Council
- Potential Developers
- Religious Institutions
- Residents
- Selby Area Community Development Corporation
- Shoppers
- Surrounding Businesses: existing and future
- Surrounding Property Owners
- Tourists
- Transit Riders
- Uni-Dale Mall Businesses
- Uni-Dale Mall Owner
- University Avenue Business Association
- University Dale Redevelopment Holding Company
- University UNITED
APPENDIX C: Plans and Regulations

PLANS AND REGULATIONS

St. Paul Comprehensive Land Use Plan

The City of St. Paul’s Comprehensive Land Use plan is the roadmap to development throughout the city. The plan details several city policies that shape growth along the Central Corridor and consequently impact any redevelopment on the Uni-Dale Mall site. These policies include:

- In traditional neighborhoods, the City will support compatible mixed use within single buildings and in separate buildings in close proximity.

- The design guidelines for pedestrian-oriented village centers should include the following:
  - Buildings out to the sidewalk
  - Parking lots to the side and rear of building, not in front
  - Parking lots screened from the street
  - Human-scale lighting
  - Architecture that respects the neighborhood
  - Windows to the sidewalk
  - New urban housing, offices, retail, and industrial development should all contribute through density and site design to the ridership base for public transportation on the University Avenue and I-94 bus routes.
  - Housing sites along major transportation corridors, feeder lines and near commercial centers should meet the market demand for townhouses, condominiums, and apartments.
  - Future redevelopment planning and efforts to redesign University Avenue itself should find ways...to enhance the storefront, pedestrian-oriented commercial centers along the avenue.
  - The City should work with developers to plan access points and parking facilities for business areas with sensitivity to affected residential neighborhoods.
  - The City should incorporate...streetscape guidelines which emphasize enhancement of the neighborhood environment, particularly its pedestrian
quality, in accordance with its historical development patterns and current uses, and which maintain and improve a feeling of personal safety among users.

- The City should require parking lots to have a strong landscaped edge along the street, and encourage landscaping within parking lots. The City should find ways to require improvement of existing parking lots, as well as newly constructed lots. Landscaping should be aesthetically pleasing and provide a sense of public safety.

- The City should use its land use and development regulatory powers to reinforce major transit destinations and significant transfer points as central neighborhood places, where appropriate.

In summary, the comprehensive plan supports mixed-use, transit-oriented and pedestrian friendly development on the Uni-Dale Mall site (City of St. Paul PED, 2007).

**Central Corridor Development Strategy**

The Central Corridor Development Strategy is a plan to guide land use decisions and future development along the entire length of the Central Corridor. The draft strategy report is in the process of being reviewed by two community taskforces. The document outlines six guiding principals that should direct future development and growth along the transit line.

Future development should:

- Reposition St. Paul in the region
- Benefit and strengthen the diverse communities along the corridor
- Link and foster economic activity
- Improve people’s mobility throughout their community
- Improve the image and quality of life along the corridor
- Involve collaboration from design to operation.

In addition to developing a framework for TOD, the Development Strategy identifies 90 opportunities for redevelopment or public improvements along the corridor—the Uni-Dale mall is one of these opportunities. According to the plan:

The Uni-Dale Mall is currently being under used as a retail outlet and presents an opportunity for redevelopment as a transit oriented development. New transit supportive development here
would be able to capitalize on many of the changes happening to
the area and aim to create a more pedestrian friendly
environment that fits better with the adjacent residential and
institutional uses (Urban Strategies, Inc. 2007, 12).

**Summit-University Comprehensive Plan**

The Summit-University neighborhood comprehensive plan, which is in the process of
being finalized, will inform the City of St. Paul latest revision of the city comprehensive plan.
The draft plan details a vision for the future of the neighborhood, including goals related to
economic development, cultural preservation and the Uni-Dale Mall site. The Summit-
University neighborhood comprehensive plan lays out a vision for the future of the
neighborhood, which is summarized in a series of goal statements. Some of these goals relate
to the redevelopment of the Uni-Dale Mall:

**The Community’s Vision for the Future**

We desire to create a strong, vital community where neighbors
are able to see and celebrate their unique and diverse identities,
interests and values in the life and business of the
neighborhood...

We want our community to be a destination for people from
other neighborhoods who want to experience the unique and
distinct flavors of a community that has learned how to preserve,
celebrate, recognize, honor, and harmonize its diverse
elements...

We want active measures that enable current residents to
continue to make their homes in the Summit-University
neighborhood and we welcome new neighbors...

We want Summit-University to be a community where all
neighbors see something of themselves in the community’s
development and revitalization... (Summit-University Planning
Council 2007, 9)

In addition to the community vision for the future, the neighborhood comprehensive
plan lays out more specific goals for new development in the community. According to the
draft plan:

The neighborhood seeks to actively, deliberately, and
conscientiously develop the Summit-University neighborhood as
an area in which its cultural heritage is proclaimed, presented,
and celebrated. Development is to be undertaken with special standards, strategies, and programs that respond to neighborhood purchasing demands as well as foster tourism as an economic driver for further business development and jobs development (Summit-University Planning Council 2007, 21).

The neighborhood plan calls for new commercial developments to include goods and services that meet the unmet needs of the neighborhood. New development should also capitalize on the rich cultural heritage of the neighborhood to attract spending from outside the neighborhood. The neighborhood plan includes a list of businesses that could serve these dual purposes:

- Multi-purpose cultural complex
- Restaurants
- Postal Services
- Cultural movie theatre and movie production company
- Health related services (including a drug store)
- Professional services
- Bookstore
- Art galleries
- Credit union or bank
- Walking tours and bus tours agencies
- Security companies
- Bed and Breakfast
- Boutique businesses (Summit-University Planning Council 2007, 24)

In addition to these businesses, the neighborhood would like new developments to include cultural attractions that focus on the African American heritage of the Rondo community or the new ethnic (or global) identity of the area. The neighborhood plan incorporates cultural elements into a vision for the University and Dale intersection:

 Priority should be given to achieving the “robust mixed-use development” envisioned for The Crossings, i.e. the University and Dale intersection. Additionally, this development might include culturally themed restaurants and or entertainment venues, a culturally themed bed and breakfast or other features
APPENDIX C: Plans and Regulations

Thus, new development on the Uni-Dale Mall site will incorporate both economic and social functions that benefit the neighborhood (Summit-University Planning Council 2007, 15-16).

University-Dale TOD Study

In 2003, The City of St. Paul commissioned a study of the University and Dale intersection to create a framework for TOD development in the area. Using community input, the study identified general guidelines for all future development on the intersection.

Developments consistent with these guidelines will:

1. Create a safe and pleasant walking experience with a strong orientation to, and focus on, the pedestrian.
2. Enhance the area’s image by creating an identifiable urban district unique to the University/Dale area, making this area a destination.
3. Respect the diverse history and culture of the area.
4. Encourage a variety and mix of land uses appropriate to the area.
5. Create a focus on the University/Dale node with architectural creativity and building height.
6. Promote diversity by providing a variety of housing types, sizes and styles.
7. Create more opportunities for green space, streetscape, and public art.
8. Encourage a visual, architectural and/or symbolic connection that unifies all four corners of the University/Dale intersection.
9. Ensure that the margins of redevelopment are compatible with the scale, design and use of adjacent neighborhoods (Hay-Dobbs, P.A. 2003, 2).

Based on these guidelines, the study group created a success metric which can be used to evaluate future development proposals. According to the metric, a development at the University and Dale intersection will be considered successful when:

1. Parking lots are behind buildings or screened.
2. Development actually occurs, resulting in increased land values and investment in neighborhood.
3. Mixed-use development integrates a variety of uses.
4. A variety of housing types, sizes and styles promote diversity.
5. There are businesses in this project area that residents could shop at even if the prices were slightly higher.
6. Development occurs exactly as the community wants (as expressed through this plan), even if it means waiting several years.
7. Some development includes premium building materials even though this may result in higher priced merchandise and services.
8. Development is the "right height" for the intersection of University and Dale (4-5 stories, as expressed by the community) (Hay-Dobbs, P.A. 2003, 3).

The TOD study group placed the Uni-Dale Mall site in an area labeled "the Crossings district." The study report states that:

The Crossings district, bounded by Sherburne, Kent, Aurora and St. Albans, is designed to be a robust mixed-use development zone enhanced by the immediate proximity of frequent transit services. The intent is to develop larger-scale and denser buildings to form an identifiable core to the study area (Hay-Dobbs, P.A. 2003, 27).

Developments in the Crossing District should capitalize on the near-by LRT station by incorporating a mix of uses and a higher density. The study report includes drawings that illustrate the type of development that could occur on the Uni-Dale Mall site (Figure 1).

Figure 1: an example of potential TOD along Dale Street

Source: Hay-Dobbs P.A.
APPENDIX D: Community Meeting #1 Summary and Notes

Comments from Community Meeting #1—March 1, 2007

Strengths of the Uni-Dale Mall
- Location
- Large parcel
- Great potential
- Including the ability to help current businesses
- Diverse community
- LRT stop
- Not a lot of strengths
- Serves the surrounding neighborhood
- Affordable

Weaknesses of the Uni-Dale Mall
- Pedestrian unfriendly
- Businesses were set up to fail (lack of city support for the African-American community)
- Socially and culturally divisive
- Some have not gone to Uni-Dale Mall in 20 years except for Wendy’s
- 80% Asian, 20% other, not representative of community
- Was a business incubator for African-American people, not anymore
- Business mix is not bringing community in
- Was more relevant to surrounding community earlier

What is the future of Uni-Dale Mall?
- Retain current businesses if possible
- Consider subsidizing businesses on site with other cash flow
- Broaden clientele base
- Incubator, make sure assistance from the city is real and helpful (business development)
- Concerned about getting African-American businesses to stay
- How to you balance the Southeast Asian and African-American communities? Both need to be served and recognized
- Who are the potential patrons?
- Tourism/Community centered?
- Attractive to locals and visitors
- Needs to be unique to site, not all affordable
- Proximity effect
- Should it be a new vision? Major attraction, look at other areas as an example:
  - Selby/Western/Dale
  - Grand from Dale to Lexington
  - West 7th and East 7th Streets
  - Uptown Area
  - Lyn-Lake Area
- Wanted entertainment theme possibly
• Family oriented
• Movie theater
• Blend local and tourist and cultural needs
• Appealing to folks outside of culture
• Is a survey necessary?
• Have space for everyone to give input
APPENDIX D: Community Meeting #2 Summary and Notes

Comments from Community Meeting #1 — March 17, 2007

The motivation for this vision is the result of a series of community meetings hosted by ASANDC. Specifically, a public community meeting held on Saturday March 17, 2007 during which Humphrey students facilitated a hands on block exercise. Based on the format used by the Metropolitan Design Center, the block exercise is:

“...an interactive, hands-on opportunity for community members to experience the process of property development including the financial viability of various development options.”

We began the day at the Rondo Library by setting up three stations that we hoped would provide valuable feedback from the community regarding the possible redevelopment of the Uni-Dale Mall. The first station was a short Power Point presentation in which we gave an update on the Central Corridor, previous development at the Uni-Dale Mall, and an overview of the block exercise. The second station posed three questions to the community:

What would you like to see at the Uni-Dale Site in the Future?
What do you have to travel elsewhere to get?
What words would you use to currently describe the Uni-Dale Mall?

Residents were then able to write their comments and suggestions on posters on the wall.

The third station was the block exercise. Two tables were set up with large (3 feet by 4 feet) aerial maps of the Uni-Dale site. Each table also had blocks that represented housing and retail or business commercial space. Community members were then able to work in small groups, arrange the blocks and create their own scenario for the Uni-Dale Mall. Two local architects were also on hand to sketch the block arrangements, adding another visual component through which to see the site. Throughout the course of the day, 5 scenarios with different mixes of housing, commercial and public space were created.

A number of themes emerged from commonalities between the different scenarios and it is those elements that have been used to create the vision above. After debriefing the day, there were several observations to make note of. First, the site of the Uni-Dale Mall proved to be too large for people to really get their heads and hands around for redevelopment. When doing the block exercise, residents would often fill in the western half of the parcel but had trouble filling in the eastern half, feeling that there was already enough housing and
development on the site. This is probably due in part to the prominence of first developing the main SW corner of the Dale and University Intersection.

Within one group, specifically, there was lively debate and discussion over what would be most important to construct on the site. Of particular note, was the debate over whether to have a Community Cultural Center. This would be a place that would represent the various ethnic groups throughout the community and provide a place for them to meet, hold events, work with youth and celebrate the cultural heritage of the area. While everybody liked the idea, there was disagreement as to whether it would be financially viable since it would not bring in any revenue. The group itself may have been a bit too large (about 6-8 people) to come to agreement on a possible scenario - although they did in the end. An ideal number would be 3-4 people. However, the dialogue and debate was beneficial in that residents felt free to discuss their ideas. Also, their dialogue served to highlight some of the important issues and concerns of the residents including gentrification, housing affordability, job creation, density, safety and community values.
What would you like to see at the Uni-Dale Mall site in the future?

*Comment........................................................................................................... Number of Dots*

Postal Services........................................................................................................ 3
Drug Store............................................................................................................... 3
Restaurants ............................................................................................................ 4
Higher end Restaurants .......................................................................................... 2
Arts/Cultural ............................................................................................................ 7
Open Air/Green Space for Jazz, spoken word, theater .............................................. 2
Variety of small retail, coffee shops, etc...................................................................... 2
Mixes types of housing with a variety of income levels ............................................. 1
A lot of things for youth............................................................................................ 6
  Develop entrepreneurs
  Music production studio
  Theatre-Black box
Arts
Affordable store exp big lots .................................................................................. 0
Condos, Lofts.......................................................................................................... 0
History Museum ...................................................................................................... 6
Theatre .................................................................................................................... 4
Ryan’s Soul Buffet .................................................................................................... 0
Small community owned (not chain) businesses..................................................... 0
  Hardware store
  Book store
  Cleaners
  Coffee Shop
  Antiques
  Thrift
  Shoe Repair
Name Buildings after history of area (Pullman Porter Plaza).................................... 0
What goods and services do you have to travel out of the neighborhood for?

Comment..............................................................................................................Number of Dots

Clothes0
Entertainment ...........................................................................................................0
Theater ......................................................................................................................1
Roller Skating ..........................................................................................................0
Jazz! .......................................................................................................................2
To get Specialty Items ................................................................................................0
Medical ..................................................................................................................1
Food – Ribs ..............................................................................................................0
Affordable housing for seniors and families (decent is questionable) .................7
Things for kids ........................................................................................................0
Hotel/Motel ............................................................................................................8
Conference Centers for events ..............................................................................0
Hardware Store (ACE – not Home Depot) ..............................................................0
Cleaners ...................................................................................................................0
Movie Store ............................................................................................................1
Retail Stores ..........................................................................................................0

What words best describe the Uni-Dale Mall?

Comment..............................................................................................................Number of Dots

Blah! ......................................................................................................................0
Underutilized Land ...............................................................................................0
A diamond in the rough .......................................................................................0
High economic potential .....................................................................................1
A potential landmark for being the sense of place on this intersection ...............0
High economic potential for Arts, Culture, and Entrepreneurship for African Americans..0
New Potentials ......................................................................................................0
I would like universal mall which including everything i.e. – school, lab, apts, stores ....0
Tear it down and start over! ....................................................................................0
APPENDIX D: Community Meeting #2 Block Exercises

Team Name: Team Uni-dale

Residential Units:
72 Apartments
48 Row houses

Commercial/Office Space:
75,000 ft² Commercial/Office Space
65,000 ft² Hotel

Other Uses:
• Park at the Corner of Dale and University with an amphitheater
  Farmers Market

Key Themes:

Team Name: Cynthia

Residential Units:
72 Apartments
40 Row houses (Senior Housing)

Commercial/Office Space:
Drug Store/Pharmacy
Small Stores

Other Uses:
Park at the Corner of Dale and University with public art

Key Themes:

Team Name: Bobie and Valerie

Residential Units:
16 Apartments
24 Row houses

Commercial/Office Space:
40,000 ft² Sam’s Club
10,000 ft² Office Space
15,000 ft² Small Retail

Other Uses:
Daycare Center

Key Themes:
Large affordable units for families
APPENDIX D: Community Meeting #2 Block Exercise

Team Name: Graham Butler

Residential Units:
80 Apartments
22 Town homes

Commercial/Office Space:
50,000 ft² Retail
35,000 ft² Office

Other Uses:
• Pocket Park
• Walking Corridor

Key Themes:

Team Name: Anonymous

Residential Units:
Hesitant and concerned about putting housing on University Avenue, does not want low income housing forced onto the busy street

Commercial/Office Space:

Other Uses:
• Movie Theater
• Computer center to bring kids into the area
Not opposed to Best Buy or Costco

Key Themes:
• Does not want tax dollars to fund the development
• No Tax Increment Financing
• Rondo Library looks awful, should be more careful about design
• Not enough parking
• Use Fairview and Marshall as an example

APPENDIX D: Community Meeting #2 Block Exercise

**Team Name:** Reena and Rondo Square Team

**Residential Units:**
Senior Housing
Condos

**Commercial/Office Space:**

**Other Uses:**
- Park at the Corner of Dale and University with seating
- Gym or Pool Hall
- Arts and Crafts store
- Hotel with banquet hall for weddings
- Restaurants
- Hardware store
- Salvation Army
- Grocery store
- Roller/Ice skating rink
- Rondo art museum
- Movie Theater
- Multicultural center representing all races in the neighborhood
- Clinic
- Dry cleaners

**Key Themes:**
- Buildings set back for public space, trees on the street
- How do we bring the youth into the area?
- Greenspace
- No liquor store
- Concert space
- Business Incubator
- Can small businesses be successful?
- Generate jobs
- Strike a balance
- Affordable Housing
- Designed attractively
- Life cycle housing
- Appropriate size for families
- Return money to the community
- How do we protect what we have?
- Keep the neighborhood affordable and racially diverse
Comments from the panelists at Community Meeting #3

Shawnterra Hardy, City of St. Paul, Planning and Economic Development
- Consider Phasing the project using Lexington and University as an example
- However, would you lose the integrity of the site through phasing?
- There are possible major issues with street access
- Public subsidies should not be counted on considering financial constraints of public agencies

Ron Price, Local Initiatives Support Corporation (LISC)
- Uni-Dale Mall is currently an asset and a detriment to the community
- Cost will be higher than projected
- Uses must be tested against market reality
- Next steps should include a heavy market analysis
- There is Town Center Potential with significant public leadership
- Consider a wide variety of funding streams
- New market Tax Credits
- Would be ideal to have an RFP process, need an experienced developer to get this done

Bobby Hickman, Community Activist
- Consider the “Human Cost,” how will people be brought together?
- Who will own the businesses?
- Described history of the local development corporation and model cities planning council
- Lawyer for the corporation ended up leaving to work for Kraus-Anderson (developer)
- Original owners at Uni-Dale Mall only lasted 5 years
- Lack of feasibility, he had a first-class operation with little money coming in
- Had no help from the city of St. Paul
- Reiterate “Human Cost”
- Needs more African-American representation
- More recognition of neighborhood history in the park
- Add a theater to the development, part of the human concept
- Need community ownership of area – last time the community abandoned the businesses and business owners

Input from the rest of the attendees
- Grew up in community
- African-Americans did not abandon community, Foss theater became a negative aspect (was approached for prostitution)
- Melvin wants something for young people, internship programs, circulate the dollar within the community
- Cost of keeping kids out of jail should be worth something to the state, how can kids make money?
- A fan of CBAs
Trust between city and community is tenuous (Police issues, Interstate-94)
Worried about property taxes
Who is going to benefit?
Absentee Landlords?
How can we make the community heard?
Plan
What kind of subsidies can be had?
Lock in subsidies before developer gets involved
Requires community ownership
Identify – who is the community?
Multiple approaches, how else can we do it?
Many people blame the community and city for having lost jobs, how do we fix this?
Zoning needs to fit the vision
State assistance (i.e. – West Publishing, Minnesota Twins, Mall of America)
## UNI-DALE MALL REDEVELOPMENT SCENARIO

### DISTRICT NAME:
Credjafawn Park

### GOAL:
The Credjafawn Park District achieves the following goals:
- Provide a public recreational space for area residents;
- Serve as a gateway to shops, offices and residences in the development;
- Create a unique identity for the intersection;
- Reflect the cultural heritage of the area through public art.

<table>
<thead>
<tr>
<th>LAND USES:</th>
<th>Land Use</th>
<th>Square Feet/Units</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Public Plaza</td>
<td>43,560 SF/1 acre</td>
</tr>
</tbody>
</table>

### DESIGN & ORIENTATION:
The public plaza will be oriented toward the Dale Street Light Rail Station. Active uses on the plaza, such as a farmer’s market, will draw transit riders into the development. An outdoor amphitheater will supply community performance space. The surrounding commercial uses will front onto the plaza to take advantage open spaces through outdoor seating.

### CURRENT CONDITION:

### EXAMPLE OF PROPOSED DEVELOPMENT:
APPENDIX E: District Worksheets

UNI-DALE MALL REDEVELOPMENT SCENARIO

<table>
<thead>
<tr>
<th>DISTRICT NAME:</th>
<th>Community Commerce District</th>
</tr>
</thead>
</table>
| GOAL:         | The Community Commerce District achieves the following goals:  
|               | ✫ Meet neighborhood retail needs while serving as a destination for larger ethnic and entertainment markets;  
|               | ✫ Supply affordable retail and office space for neighborhood entrepreneurs to offer their goods and services  
|               | ✫ Create the feel of historic commercial district through pedestrian oriented design principles. |

<table>
<thead>
<tr>
<th>LAND USES:</th>
<th>Land Use</th>
<th>Square Feet/Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail space</td>
<td>40,000 SF/~17 stores</td>
<td></td>
</tr>
<tr>
<td>Office space</td>
<td>50,000 SF/~18 offices</td>
<td></td>
</tr>
<tr>
<td>Surface parking</td>
<td>69,498 SF/~201 stalls</td>
<td></td>
</tr>
<tr>
<td>Apartments above retail and office</td>
<td>24 units</td>
<td></td>
</tr>
</tbody>
</table>

DESIGN & ORIENTATION: The Community Commerce district will restore the traditional commercial character of University Avenue by bringing store frontages to the sidewalk and shielding the Avenue from surface parking that is located behind the buildings. A new street to the south of the district will allow easy automobile access to shops fronting University as well as shops located in the interior of the site and along the new street.

CURRENT CONDITION:

EXAMPLE OF PROPOSED DEVELOPMENT:
## UNI-DALE MALL REDEVELOPMENT SCENARIO

### DISTRICT NAME:
The Summit-University Hotel District

### GOALS:
The Summit-University Hotel District achieves the following goals:
- Brings income into the neighborhood from outside the community;
- Provides living wage jobs for area residents;
- Supports other local business (especially restaurants) by drawing visitors to the station area;
- Creates activity on the street around the clock.

### LAND USES:

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Square Feet/Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hotel</td>
<td>80,000 SF/~ 200 rooms</td>
</tr>
<tr>
<td>Office and Retail</td>
<td>10,000 SF/~ 2 stores and 2 offices</td>
</tr>
</tbody>
</table>

### DESIGN & ORIENTATION:
The four-story hotel will be located in the eastern quadrant of the development site fronting University Avenue. The hotel will be oriented toward the street and the Dale Street LRT station. The hotel will be positioned to engage the surrounding community and encourage guests to support local establishments.

### CURRENT CONDITION:

![Current Condition Image]

### EXAMPLE OF PROPOSED DEVELOPMENT:

![Example of Proposed Development Image]
## UNI-DALE MALL REDEVELOPMENT SCENARIO

<table>
<thead>
<tr>
<th>DISTRICT NAME:</th>
<th>Urban Residence District</th>
</tr>
</thead>
</table>
| GOAL:         | The Urban Residence District achieves the following goals:  
|               | • Creates life-cycle housing opportunity for area residents  
|               | • Serves as a buffer between existing residential area and new commercial district  
|               | • Is affordable to a mix of incomes  
|               | • Supports previous community planning goals for the area |

<table>
<thead>
<tr>
<th>LAND USES:</th>
<th>Land Use</th>
<th>Square Feet/Units</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Apartments, Row Houses, Town Homes</td>
<td>50 Dwelling Units</td>
</tr>
</tbody>
</table>

| DESIGN & ORIENTATION: | Located in the southeast portion of the site, the height and density of the urban residence district will be tapered away from the existing residential areas of the community. Tallest portions will be 3 stories fronting a new street that runs east west along the southern edge of the site. The units will be a mix of ownership and rental at a variety of affordability levels. |

| CURRENT CONDITION: | ![Image](image-url1) |

| EXAMPLE OF PROPOSED DEVELOPMENT: | ![Image](image-url2) | ![Image](image-url3) | ![Image](image-url4) |
## UNI-DALE MALL REDEVELOPMENT SCENARIO

### DISTRICT NAME:

The Urban Mixed-Use District

### GOALS:

The Urban Mixed-Use District achieves the following goals:

- Provides goods and services that are desired by the community
- Acknowledges need for parking while supporting transit use
- Encourages current Uni-Dale tenants to remain while supporting new local businesses
- Promotes a pedestrian environment that fosters a neighborhood feel

### LAND USES:

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Square Feet/Units</th>
</tr>
</thead>
<tbody>
<tr>
<td>Apartments above retail, grocery store, hardware store, dry cleaners</td>
<td>20,000 SF retail, 48 apartments</td>
</tr>
</tbody>
</table>

### DESIGN & ORIENTATION:

The Urban Mixed-Use District is located on a new street that runs east west along the southern portion of the site. While parking is located on site for the grocery store, the buildings are snug to the street edge with ample landscaping, creating a friendly pedestrian environment. Apartments above the retail provide for eyes on the street as well as surveillance of the parking area in the community commerce district.

### CURRENT CONDITION:

![Current Condition Image]

### EXAMPLE OF PROPOSED DEVELOPMENT:

![Example of Proposed Development Image 1](Image for Urban Mixed-Use District)  
[License Information: Image from the Urban Mixed-Use District]

![Example of Proposed Development Image 2](Image for Urban Mixed-Use District)  
[License Information: Image from the Urban Mixed-Use District]
the COMMUNITY COMMERCE DISTRICT

The hum of jazz music can be heard any night of the week on the Corner of University and Dale. The award-winning local Jazz Club overlooking Credjafawn Park regularly attracts patrons from throughout the Twin Cities metropolitan area. Additionally, the district consists of 90,000 square feet of two story shops and offices highlighting:

- Excellent ethnic restaurants representative of the African American, Hmong and Latino communities within the surrounding neighborhoods.
- Affordable retail and office space for neighborhood entrepreneurs to offer their goods and services.

COMMUNITY VISIONING

In March 2007 the Aurora St. Anthony Neighborhood Development Corporation sponsored a series of public meetings to solicit feedback from a community-based development proposal for the southeast corner of University of Dale. Neighborhood residents participated in a block exercise through which they were able to visually communicate their desires for redevelopment. The values and ideas expressed by community members serve as the inspiration for the Credjafawn Park District.

The Credjafawn Social Club is the namesake for this district. Founded in St. Paul’s Rondo neighborhood in 1927, the Club was an instrumental force for providing economic development within the African American community. Specifically, Credjafawn was responsible for starting a local credit union, opening a cooperative food outlet, offering college scholarships and its dedication toward integrating hotels.

SPONSORED BY:
Aurora St. Anthony Neighborhood Development Corporation
375 N. Oxford Street
St. Paul, MN 55104
http://www.aurorastanthony.org

The Credjafawn Park District is a vibrant commercial, retail and residential area dedicated to perpetuating the deep-rooted cultural values of the community.

Just a few steps away from the Central Corridor’s Dale Street Station, the Credjafawn park is the focal point of the District serving as gateway to shops, offices and residences. The park not only provides space for public recreation and a farmer’s market, but also showcases local artists through public art installation and an amphitheatre for use of outdoor concerts and cultural performances.
the SUMMIT-UNIVERSITY HOTEL DISTRICT

Located adjacent to the Dale Street Station, the Summit-University Hotel is a convenient location for those visiting from outside the Minneapolis St. Paul area. The State Capitol and the University of Minnesota are both easily accessible via the city’s Light Rail Transit System.

The Summit -University Hotel is four stories high and consists of 200 rooms. Its purpose is two-fold:

- The hotel provides living-wage employment opportunities for local residents.
- It also serves as a catalyst for the local economy as hotel guests support local restaurants and businesses in the nearby Community Commerce District.

the URBAN RESIDENCE DISTRICT

Close proximity to the Central Corridor Light Rail, local businesses and the Western Sculpture Park are valuable amenities for those living within the Credjafawn Park District. The District offers life-cycle housing at varying levels of affordability.

A combination of 60 apartments, row houses and town homes line the southeastern edge of the district. Units consist of both rental and home-ownership available at market rate as well as to those at 50% of the area median income.

The URBAN MIXED-USE DISTRICT

The old street grid was re-instituted in this district to create a pedestrian friendly and accessible environment. This district provides everyday goods and services that are desired by the community. Market rate and affordable apartments are located above 20,000 square feet of retail, including:

- A Hmong grocery store serving as a magnet for the Southeast Asian Community.
- A local hardware store and drycleaners to serve area residents.
### Uni-Dale Pro Forma

<table>
<thead>
<tr>
<th>Description</th>
<th>Notes &amp; Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Site Square Footage:</td>
<td>Total area of the Uni-Dale Mall site (8 acres)</td>
</tr>
<tr>
<td>Area of Streets Grid:</td>
<td>Are of the site to be sold to an independent hotel developer (1 acre)</td>
</tr>
<tr>
<td>Area Sold to Hotel Developer:</td>
<td>Total area minus the area of street grid and the area of the hotel land</td>
</tr>
<tr>
<td>Floor Area Ratio:</td>
<td>Ratio of total floor area to land</td>
</tr>
<tr>
<td>Number of Floors:</td>
<td>Average height of structures in the development</td>
</tr>
<tr>
<td>Percent Building:</td>
<td>Percent of the total site occupied by building footprints</td>
</tr>
<tr>
<td>Percent Green:</td>
<td>Percent of the total site occupied by green space</td>
</tr>
<tr>
<td>Percent Impervious:</td>
<td>Percent of the total site occupied by streets or parking</td>
</tr>
<tr>
<td><strong>Development Costs:</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Total Acquisitions</strong></td>
<td>Average of current value ($6,200,000) and listed sales price ($10,500,000)</td>
</tr>
<tr>
<td><strong>Purchae Price of Land</strong></td>
<td>Purchase price divided by the area of the site</td>
</tr>
<tr>
<td><strong>Price per Square Foot</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Residential</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Total Household Units</strong></td>
<td>Total number of homeownership and rental units</td>
</tr>
<tr>
<td><strong>Square Feet</strong>:</td>
<td>Density of dwelling units for the entire 8 acre site</td>
</tr>
<tr>
<td><strong>Homesites Per Acre</strong></td>
<td>Number of total homeownership units</td>
</tr>
<tr>
<td><strong>Market Rate Units</strong></td>
<td>Number of market rate homeownership units</td>
</tr>
<tr>
<td><strong>Affordable Units</strong></td>
<td>Number of affordable homeownership units</td>
</tr>
<tr>
<td><strong>Total Rental Units</strong></td>
<td>Number of total rental units</td>
</tr>
<tr>
<td><strong>Market Rate Units</strong></td>
<td>Number of market rate rental units</td>
</tr>
<tr>
<td><strong>Affordable Units</strong></td>
<td>Number of affordable rental units</td>
</tr>
<tr>
<td><strong>Total Homeownerships</strong></td>
<td>Total Net OEE (Income minus operating expenses)</td>
</tr>
<tr>
<td><strong>Affordable Homeownerships</strong></td>
<td>Total subsidy from sale of homeownership units (75% of total sales price)</td>
</tr>
<tr>
<td><strong>Number of total rental units</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Market Rate Rents</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Affordable Rents</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Vacancy Rate</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Total Rental Income</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Operating Costs</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Net Operating Income</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Debt Coverage Ratio</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Year</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Maximum Mortgage</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Total Revenue</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Commercial/Office</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Total Square Feet</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Office Square Feet</strong></td>
<td>Square feet of commercial and office space</td>
</tr>
<tr>
<td><strong>Retail Square Feet</strong></td>
<td>Sales of retail space held for development of commercial and office space ($155 per square foot)</td>
</tr>
<tr>
<td><strong>Development cost of commercial and office space</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Parking</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Square Feet</strong>:</td>
<td></td>
</tr>
<tr>
<td><strong>Parking spaces</strong></td>
<td>Cost of parking ($1,375 per above ground space/$23,000 per underground space)</td>
</tr>
<tr>
<td><strong>Development costs for all uses on the site</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Revenue From Land Sales</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Total Land Sale</strong></td>
<td>Revenue generated from land sold to the hotel developer</td>
</tr>
<tr>
<td><strong>Sales Price of Land</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Net Operating Income</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Debt Coverage Ratio</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Year</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Maximum Mortgage</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Current</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Total Revenue From Sale of Commercial &amp; Office Space</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Development Subsidy</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Total Development Subsidy</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Future Annual Property Taxes</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Total TIF Financing</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Leasehold Communities Demonstration Account</strong></td>
<td></td>
</tr>
<tr>
<td><strong>UCDA Grant</strong></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL DEVELOPMENT SUBSIDY</strong></td>
<td></td>
</tr>
</tbody>
</table>

### Notes & Assumptions
- **Total Development Cost:** $57,611,325
- **Revenue from Land Sales:** $1,543,205
- **Rental Units Operating Income:**
  - **Total Rental Units:** 78
  - **Affordable Rents at 50% of AMI:** $84
  - **Vacancy Rate:** 4.9%
  - **Total Rental Income:** $1,071,265
  - **Operating Costs:** $332,915
  - **Net Operating Income:** $738,350
  - **Debt Coverage Ratio:** 1.28
  - **Term (years):** 15
  - **Maximum Mortgage:** $4,998,940
- **Commercial/Office Space Operating Income:**
  - **Total Square Feet Commercial/Office:** 110,000
  - **Rate per Square Foot:** $4.99
  - **Total Rental Income:** $549,490
  - **Operating Costs:** $172,290
  - **Net Operating Income:** $377,200
  - **Debt Coverage Ratio:** 1.20
  - **Term (years):** 15
  - **Maximum Mortgage:** $17,441,954
  - **Total Revenue:** $31,558,649

### Development Subsidy
- **Leasehold Communities Demonstration Account**
  - **UCDA Grant:** $10,000,000

### Development Costs
- **Cost:** $21,330,954

### Notes & Assumptions
- **Development Costs:**
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  - **Revenue from Land Sales:** $1,543,205
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  - **Commercial/Office Space Operating Income:**
    - **Total Square Feet Commercial/Office:** 110,000
    - **Rate per Square Foot:** $4.99
    - **Total Rental Income:** $549,490
    - **Operating Costs:** $172,290
    - **Net Operating Income:** $377,200
    - **Debt Coverage Ratio:** 1.20
    - **Term (years):** 15
    - **Maximum Mortgage:** $17,441,954
    - **Total Revenue:** $31,558,649
  - **Development Subsidy:**
    - **Cost:** $21,330,954
    - **Notes & Assumptions:**
      - **Total Development Cost:** $57,611,325
      - **Revenue from Land Sales:** $1,543,205
      - **Rental Units Operating Income:**
        - **Total Rental Units:** 78
        - **Affordable Rents at 50% of AMI:** $84
        - **Vacancy Rate:** 4.9%
        - **Total Rental Income:** $1,071,265
        - **Operating Costs:** $332,915
        - **Net Operating Income:** $738,350
        - **Debt Coverage Ratio:** 1.28
        - **Term (years):** 15
        - **Maximum Mortgage:** $4,998,940
      - **Commercial/Office Space Operating Income:**
        - **Total Square Feet Commercial/Office:** 110,000
        - **Rate per Square Foot:** $4.99
        - **Total Rental Income:** $549,490
        - **Operating Costs:** $172,290
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Uni-Dale Mall Community Preferred Redevelopment Scenario

Aurora/Saint Anthony
Neighborhood Development Corporation
&
Humphrey Institute for Public Affairs
Economic Development Capstone

May 3, 2007

Project Overview

• Site & Community History

• Challenges

• Opportunities
Participation Process

- Community Meeting #1 - Start a Dialogue
- Community Meeting #2 - Visioning and Design
- Community Meeting #3 - Present Community Vision

Block Exercise
What input did we receive?

• Types of business desired
• Bulk and height of buildings
• Location of uses
Vision for Uni-Dale Mall

Created under the following framework:

- Incorporate residential and commercial desires of the neighborhood while maintaining a sense of financial feasibility…
Credjafawn Park

- Provides a public recreational space for area residents;
- Serves as a gateway to shops, offices and residences in the development;
- Creates a unique identity for the intersection;
- Reflects the cultural heritage of the area through public art.

Image Source: Project for Public Spaces

Community Commerce District

- Meets neighborhood retail needs while serving as a destination for larger ethnic and entertainment markets;
- Supplies affordable retail and office space for neighborhood entrepreneurs to offer their goods and services;
- Creates the feel of historic commercial district through pedestrian oriented design principles.

Image Source: Metropolitan Design Center
Hotel District

- Brings income into the neighborhood from outside the community;
- Provides living wage jobs for area residents;
- Supports other local business (especially restaurants) by drawing visitors to the station area;
- Creates activity on the street around the clock.

Mixed Use District

- Provides goods and services that are desired by the community;
- Acknowledges need for parking while supporting transit use;
- Encourages current Uni-Dale Mall tenants to remain while supporting new local businesses;
- Promotes a pedestrian environment that fosters an intimate neighborhood feel.
Urban Residence District

- Creates life-cycle housing opportunity for area residents;
- Serves as a buffer between existing residential area and new commercial district;
- Is affordable to a mix of incomes;
- Supports previous community planning goals for the area.
**Financial Feasibility**

- Total development cost of over $59 million
- Total bank financing of over $30 million
- Development subsidy of over $22 million
  - Low Income Housing Tax Credits
  - Tax Increment Financing
  - Livable Communities Demonstration Account
- Remaining development gap of nearly $7 million

**Next Steps**

- Community Benefits Agreement
- Engage landowner, city, and potential developers
- Consider financial constraints on site

*Image Source: Project for Public Spaces*
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