



Glenbrook

SMALL AREA PLANNING STUDY

Oakdale, Minnesota

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Prepared for:
City of Oakdale, MN

September 2023



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CHAPTER I: INTRODUCTION

Purpose and Intent

The purpose of the Glenbrook Small Area Plan (SAP, “the Plan”) is to study and recommend future development options for the Study Area that will: make the neighborhood more connected (via streets, pedestrian, and bicycle networks); shape redevelopment opportunities to allow business to flourish harmoniously with the neighbors; and create a more livable neighborhood in the years to come. The Plan recommendations include land use, transportation, and trails improvements intended to help achieve the vision for the Glenbrook neighborhood and beyond.

Goals

The goals of the study were established by the City Council based on input from the public.

- **Goal 1:** Improve the quality of life for residential uses in the neighborhood.
- **Goal 2:** Create safer pedestrian connections through the neighborhood and to other destinations (neighborhood businesses, nearby trails and parks, along and across Geneva Avenue)
- **Goal 3:** Seek solutions to the access/traffic issues in the neighborhood that allow both the businesses and residential uses to remain.
- **Goal 4:** Ensure that City priorities are incorporated into the final design for the Geneva Avenue/Highway 36 interchange being planned by the Minnesota Department of Transportation (MnDOT).
- **Goal 5:** Identify redevelopment opportunities in the neighborhood and establish guidelines for use and design on these sites.

Study Area Description

The Study Area is an approximately 290-acre area in the northwest corner of the City of Oakdale, bounded by Highway 36 on the south/east, Geneva Avenue North (Highway 120, Century Avenue) on the west, and Interstate 694 on the north. The full study area includes a larger area than the Glenbrook neighborhood (described below) so that nearby land use, transportation, economic development, and parks influences, connections and impacts can be taken into account.

The Glenbrook neighborhood, as identified on Figure 2, is the primary focus of this planning study. The neighborhood is approximately 55 acres and sits in the southernmost part of the larger Study Area. The Glenbrook neighborhood was the subject of a City Council work session in September 2020, outlining the issues and steps to be undertaken in this Small Area Plan process. It was recognized then that the area had been developed in a piecemeal fashion that had created land use conflicts, access issues, and a lack of parks or open space for residents. It was recognized that the City should have this plan in place so that the Minnesota Department of Transportation (MnDOT) and Washington County could reference the plan as they develop their plans for Highways 120 and 36.

Based on historical aerial photos (UM, Minnesota Historical Aerial Photographs Online), the Glenbrook neighborhood consisted of only a handful of residential lots and farms through the mid-1950s. By 1964, the first commercial buildings appear along Highway 36 – at Geneva and Upper 51st Street. In less than thirty years, by the 1990s, the mix of commercial, industrial, and multi-family properties had developed filling out most of the property in the neighborhood, resulting in the mix seen today.

Figure 1. Historical Aerials



1940 Aerial



1957 Aerial



1964 Aerial

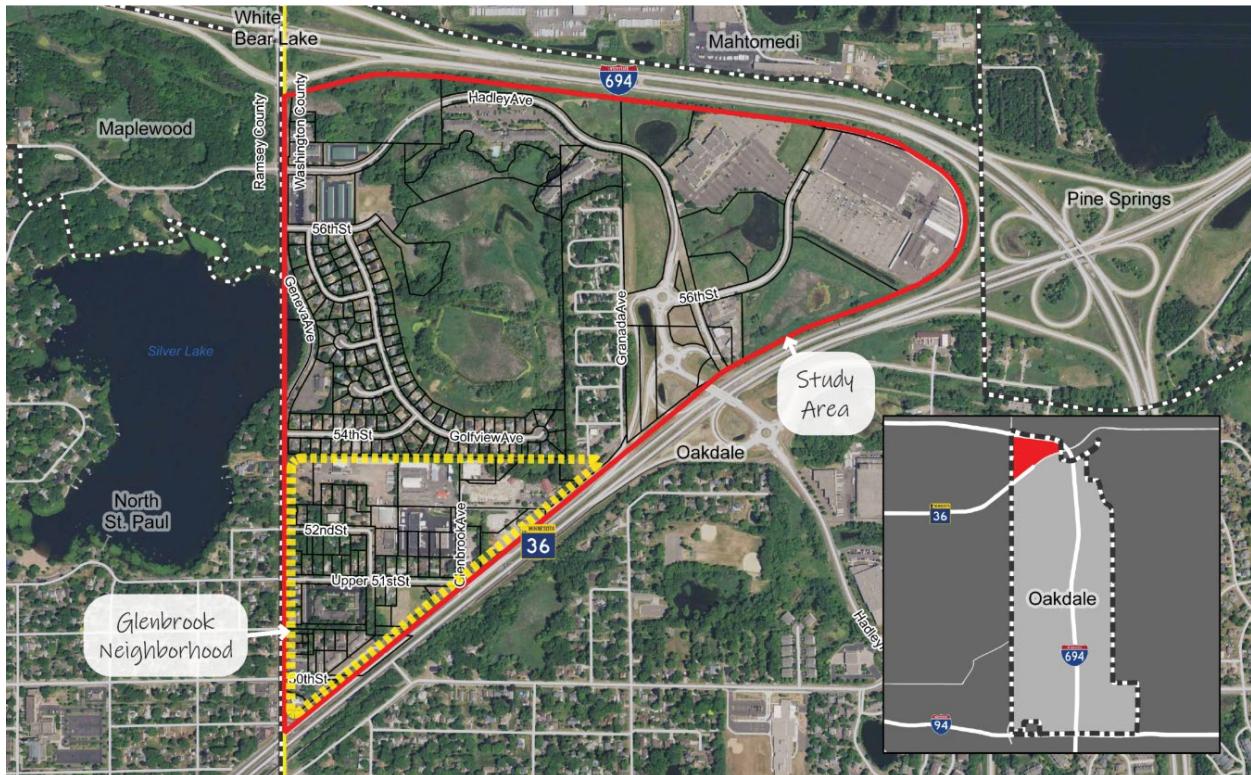
Photos: University of Minnesota



1991 Aerial

The Glenbrook neighborhood has a mix of land uses and a disconnected street grid. Although timing is unknown, an interchange is proposed for the Geneva Avenue and Highway 36 intersection. As major changes are anticipated for the roadway system at some point in the future, this planning study will help coordinate potential land use and transportation changes in the area among the public agencies, including the City of Oakdale, City of North St. Paul, Washington County, Ramsey County, and MnDOT, as well as private developers and other key stakeholders.

Figure 2: Study Area



Regional Access and Context

Because the Study Area is situated near major road networks – both Highway 36 and I-694 – the area is easily accessed from a regional standpoint. To the west, Highway 36 and connections provide access to both downtown St. Paul and Minneapolis, and the Minneapolis-St. Paul International Airport. All three of these destinations are within a 30-minute drive from the study area. To the east, Highway 36 can take you to Stillwater and into Wisconsin. I-694 provides additional access to other suburbs. With average annual daily traffic counts of 36,112 trips along Highway 36 and 74,394 trips along I-694 near the study area, the area offers a subtly nested neighborhood feel while benefiting from the transportation access within a larger and much busier regional context.

Local roads connect to the major roads: Geneva Avenue is the north-south arterial at the western edge of the Study Area, Hadley Avenue intersects Highway 36 in the middle of the Study Area just east of the Glenbrook neighborhood. Highway 36 Boulevard is the frontage road on the north side of Highway 36 from the Hadley Avenue interchange connecting to the neighborhood. Glenbrook Avenue connects the frontage road to Upper 51st Street which connects east-west to Geneva Avenue. Also connecting to Geneva is 50th Street which currently has a right-in/right-out access to Highway 36 but does not connect to other streets in the neighborhood.

CHAPTER 2: EXISTING CONDITIONS

Section 2.1: Land Use

This section identifies the existing land use, zoning regulations, and future land use categories that are applicable to the study area. This information serves as baseline data in the event the City chooses to make refinements to its development regulations. This information can also be used to:

- (i) carry forward adopted city-wide policies and strategic planning ideas;
- (ii) identify regulatory challenges and potential remedies; and
- (iii) ensure the resulting recommendations coincide with the City's policy and regulatory framework.

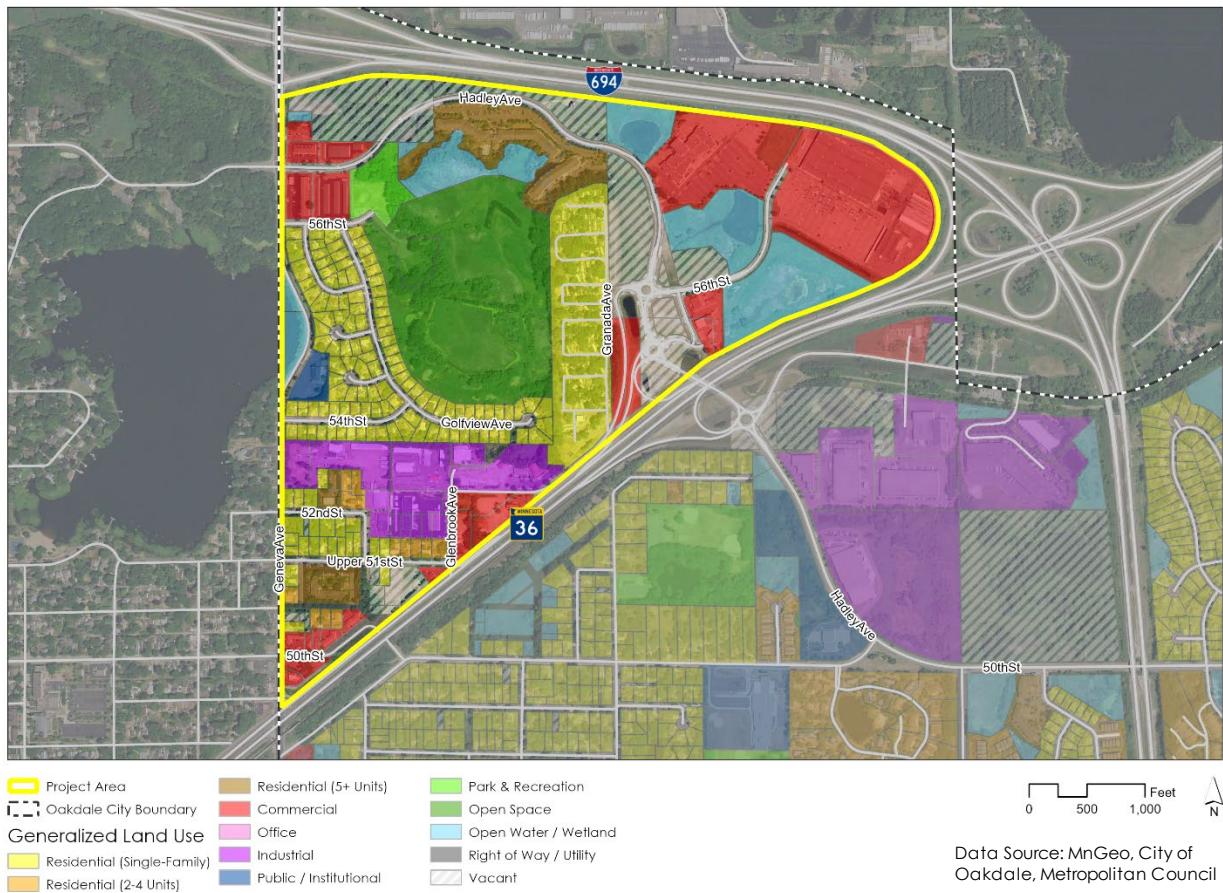
Existing Land Use

The existing land use in the Glenbrook neighborhood consists of residential, commercial, industrial and some vacant properties. The commercial properties, including a coffee shop, bike shop, and landscape materials business, are located along Highway 36. The industrial property is generally situated between 52nd Street North and 54th Street North. Several of the industrial properties are building and landscaping materials and the properties include some outdoor storage of materials. Lastly, the residential properties – including both single-family homes and multi-family properties – sit between the existing industrial and commercial properties along Highway 36.

Similarly, the existing land use in the study area consists of residential, commercial, industrial, and vacant properties, in addition to public/institutional uses, open space, wetland areas, and park and recreation facilities. The large area shown as open space (in green) on the existing land use map currently is a wetland but was formerly a privately owned golf course. Fleet Farm occupies the far eastern edge of the study area, and just west of that is the Marcus Oakdale Cinema.

Existing land use is shown in Figure 3.

Figure 3: Existing Land Use Map



Zoning

Properties within the municipal limits are subject to the requirements and standards outlined in *Chapter 25 – Zoning Code* of the Oakdale Municipal Code (the “Code”). The Code lists the land use allowances (permitted uses, accessory uses, or conditional uses), and the associated development standards. The study area’s current zoning allows for a broad range of land uses.

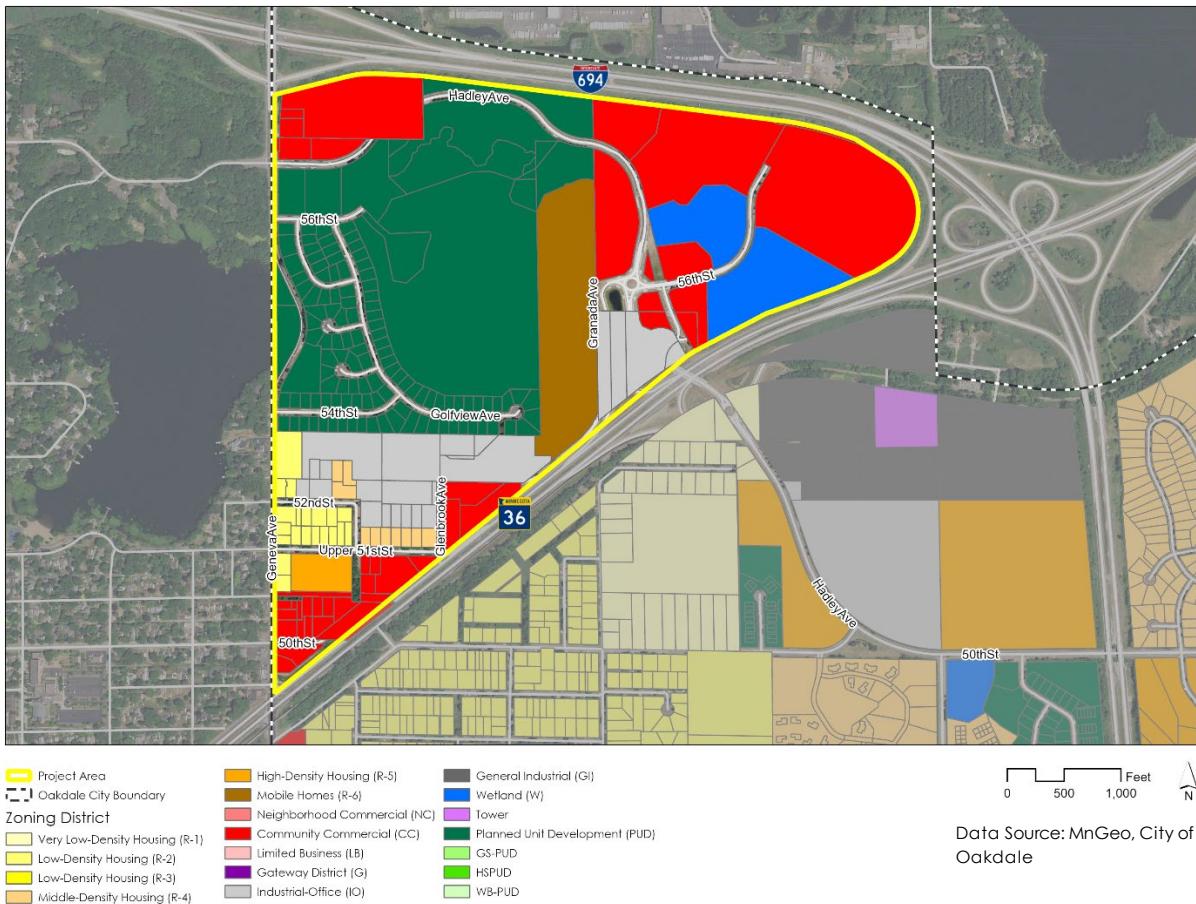
Zoning Districts

The current zoning for the study area is shown in Figure 4. Table 1 lists the zoning districts and provides a summary of the district’s purpose statement. The table includes only those zoning districts found within the Study Area and indicates which districts are present in the Glenbrook neighborhood.

Table I. Zoning Districts Descriptions

Zoning District	District Purpose	Present in Glenbrook	Present in Study Area
R-2 – Low-Density Housing	Low density single-family detached dwelling units and directly related complementary uses.	X	X
R-4 – Mid-Density Housing	Moderate density residential development through any of a variety of housing types.	X	X
R-5 – High-Density Housing	Medium-to-high density housing in multiple-family structures and directly related complementary uses.	X	X
R-6 – Manufactured Homes	Medium-density manufactured home communities.		X
C-C – Community Commercial	Retail and service outlets which deal directly with the customer for whom the goods or services are furnished. The uses allowed in this district are to provide goods and services on a community market scale and located in areas which are well served by collector or arterial street facilities.	X	X
I-O – Industrial-Office	Light manufacturing, office, research and development, warehousing, and other permitted uses in a functional, attractive manner which does not unduly affect the development or use of nearby properties	X	X
PUD – Planned Unit Development	As an alternative to conventional zoning and development approaches and processes, the PUD District procedures and regulations are set forth in order that the public health, safety, morals, and general welfare be furthered in an era of increasing urbanization; to encourage innovations in residential, commercial, and industrial development and renewal; to promote greater opportunities for better housing and recreation, shops and industrial plants conveniently located to each other may extend to all citizens and residents of Oakdale; to reflect changes in the technology of land development; to encourage a more creative approach in the utilization of land in order to accomplish a more efficient, aesthetically pleasing, and desirable development which may be characterized by special features of the geography, topography, size or shape of a particular property, and to provide a compatible and stable environment in harmony with that of the surrounding area.		X
W – Wetland	preservation, protection, proper maintenance, and use of the City's wetlands, water bodies, and watercourses. These objectives are intended to be accomplished by protecting the water retention and discharge capability, minimizing damage due to flooding and storm sewer run-off, and protecting the purity, utility and ecological functions of the City's wetlands, water bodies, water courses, and the land features critically linked to their natural functions.		X

Figure 4: Zoning Map



2040 Future Land Use

The City of Oakdale 2040 Comprehensive Plan is the primary policy document to guide land use, transportation, preservation, and capital investment decisions throughout Oakdale. Between 2020 and 2040, Oakdale is expected to grow by 6,400 residents, 2,900 households, and 800 jobs. Since over 90 percent of the land in Oakdale is developed, it is anticipated that redevelopment of property will accommodate some of that growth. Redevelopment of obsolete properties and projects on vacant or underutilized properties will be important strategies to address housing needs for the projected population growth.

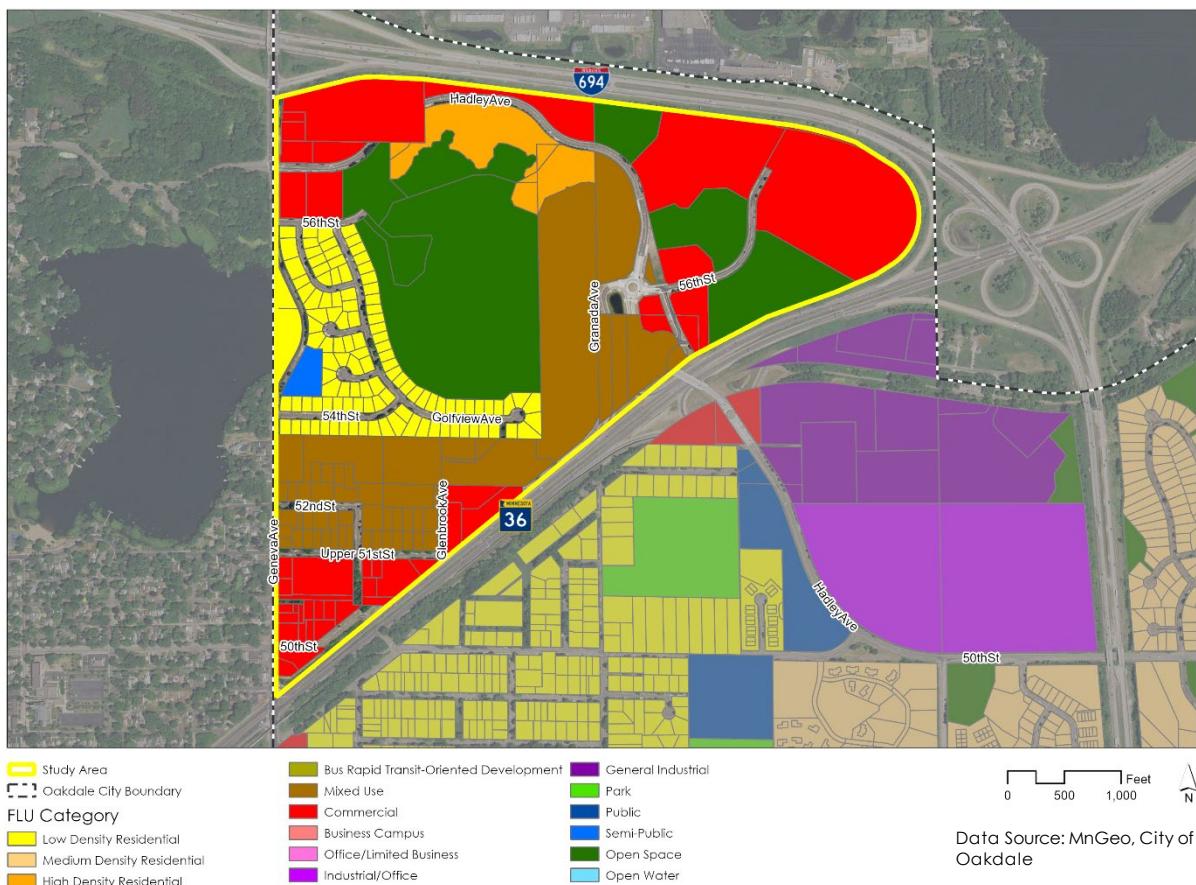
Within the Comprehensive Plan, the Land Use Plan identifies 16 land use categories that characterize use and intensity. For residential categories, the Comprehensive Plan identifies a density range. The following lists the descriptions of the 6 future land use categories found within the study area.

- **Low Density Residential:** The category applies to the cluster of single-family homes south of 56th Street along Golfview Avenue, Golfview Lane, Golfview Place, Golfview Circle, and 54th Street (except the church property). The allowed uses include single family detached housing. The minimum and maximum density is 3 dwelling units per net acre.
- **High Density Residential:** The category applies to what is currently Cedric's Landing (apartments) along Hadley Avenue. The allowed uses include single family detached housing, two-family detached housing, townhomes, and apartments. The minimum density is

8 dwelling units per net acre and the maximum density is 30 dwelling units per net acre. Increased density is allowed with City Council approval.

- **Mixed Use:** This category applies to most of the property between Upper 51st Street and south of the single-family homes along 54th Street/Golfview Avenue, as well as the manufactured home park and property to the east of that. The allowed uses include commercial, residential, and office, with the percentage of uses to be determined via an approved development plan.
- **Commercial:** This category applies to several properties throughout the study area, including all the property along Highway 36 that are south of Upper 51st Street, the property east of Glenbrook Avenue to Highway 36, the Fleet Farm and cinema properties, several properties at the intersection of Hadley Avenue and 56th Street, much of the property north of Hadley Avenue along I-694, and the property at the southeast corner of the Hadley Avenue and Geneva Avenue intersection. The allowed uses include retail, professional offices, hotels, entertainment, and restaurants.
- **Semi-Public:** This category applies to the property that is currently home to The Sanctuary Church along Geneva Avenue. The allowed uses include non-public institutional uses (e.g., churches, schools).
- **Open Space:** This category applies to the wetland areas within the study area. It includes undeveloped publicly owned land and wetlands.

Figure 5: Future Land Use Map from 2040 Comprehensive Plan



Applicable Goals and Policies

Through adoption of the 2040 Comprehensive Plan, the City is committed to goals and corresponding policies to support and guide small area planning activities and subsequent redevelopment of areas. The following goals and policies are relevant to planning for the future of the Glenbrook neighborhood.

Table 2. Comprehensive Plan Applicable Goals and Policies

Topic / Goal	Policies
Land Use Goal 1: The City shall facilitate the redevelopment and development of certain property.	<p>2. Prepare small area redevelopment plans for the following [area] to guide public and private investment to achieve the City's redevelopment goals</p> <p>a. Glenbrook Avenue North and Upper 51st Street North area</p>
Land Use Goal 2: Certain policies shall guide the City's actions to ensure the redevelopment and development of certain parcels and areas.	<ol style="list-style-type: none"> 1. Prepare small area and redevelopment plans that include elements such as, but not limited to, land use, intensity and location, roads, trail and sidewalks, open space, public utilities, transit, and funding and financing. 2. Undertake pre-development activities to include, but not limited to, market and financial analysis; property acquisition; building demolition, tenant and resident relocation; soil correction and remediation; traffic, environmental and other studies; repairing title issues; infrastructure installation and financing; and marketing redevelopment opportunities. 3. Modify the Comprehensive Plan, Zoning and Subdivision Ordinance, and Capital Improvements Plan to facilitate the achievement of the City's development and redevelopment goals. 4. Consider the establishment of an annual EDA levy or other funding mechanisms to support predevelopment and rehabilitation activities that meet the City's economic development or housing goals. 5. Consider financial assistance on a case-by-case basis for redevelopment and development projects that meet the City's economic development or housing goals, that also would not happen "but for" the financial assistance. 6. Work cooperatively and proactively with developers, builders, other regulators, adjacent landowners and other relevant stakeholders to prepare and implement development and redevelopment plans
Transportation Goal 1: City roadways shall be safe and functional for pedestrians, bikes, automobiles, and trucks.	<ol style="list-style-type: none"> 1. Study intersections and corridors to address issues such as traffic calming and congestion mitigation. 2. Promote the rightsizing of infrastructure to reduce flooding on roadways
Transportation Goal 2: Highway 120 shall be safe, functional, aesthetically pleasing and support redevelopment and transit at certain locations.	<ol style="list-style-type: none"> 1. Work with partners to establish safe bike and pedestrian access points and neighborhood connections along the corridor. 2. Encourage and/or partner with private utilities to bury overhead power lines. 3. Ensure roadway and land use plans are done cooperatively and complement each other.
Transportation Goal 3: Future road infrastructure planning shall be performed collaboratively with adjacent cities, Washington County, and the Minnesota Department of Transportation.	<ol style="list-style-type: none"> 4. Incorporate planning for the new interchange at Highways 36 and 120 into the small area redevelopment plan for the Glenbrook Avenue North and Upper 51st Street North area.
Transportation Goal 4: Sidewalks, trails, and	<ol style="list-style-type: none"> 4. Collaborate with adjacent cities to plan and construct trail connections between cities.

Table 2. Comprehensive Plan Applicable Goals and Policies

Topic / Goal	Polices
bikeways shall be connected within the city and between adjacent cities.	5. Establish wayfinding signage that promotes intercity trail system connections between Oakdale, Maplewood, Woodbury, North St. Paul, the Gateway Trail, and the Gold Line BRT Stations. 6. Support the rehabilitation and reconstruction of complete streets that enable safe access for all users, including pedestrians, bicyclists, motorists, and transit riders of all ages and abilities.
Parks and Trails Goal 1: Recreation programming and park improvements shall respond to the needs and preferences of a diversity of ages, cultures, abilities and incomes.	3. Pursue development possibilities of the defunct par 3 golf course, including a passive park.
Housing Goal 1: All people, regardless of age, income, family status, ability, race or ethnicity shall have realizable choices and access to a safe, stable, and affordable home.	6. Guide and zone land to facilitate and promote the construction of a full range of housing choices to include single-family detached homes, twin homes, townhomes, duplexes-fourplexes, and multi-family buildings. 7. Promote the development of a variety of housing types within close proximity and safe pedestrian access to shopping and services, centers of employment, transit, schools, and parks, trails, and open space.
Neighborhood Goal 2: Neighborhood amenities shall be maintained and improved; disamenities shall be reduced or eliminated.	1. Develop a variety of approaches to engage residents in the City's 18 neighborhoods to identify and plan to improve neighborhood amenities and eliminate or reduce disamenities.

Section 2.2: Transportation

The Study Area is bounded on 2 of its 3 sides by principal roadways: Interstate 694 to the north, Highway 36 to the south, and the interchange of those roadways directly east. Development within the study area is supported by a range of roadway characteristics. Within the Glenbrook neighborhood, there is an urban street grid that does not connect to the land uses and neighborhoods to the north. The manufactured home park to the north is mostly separated from everything else and has its own internal connections. The streets serving homes along and west of Golfview Avenue are suburban in nature (curvilinear and include cul de sacs). The remainder of the study area is connected by only two streets – Hadley Avenue and 56th Street. The condition of the streets also varies widely. Overall, this lack of connectivity and consistency contributes to a disjointed area.

This Plan identifies opportunities to make transportation network enhancements to improve functionality, safety, aesthetics, and neighborhood integration. Ultimately, quality streets and multimodal access are important elements to support revitalization and property redevelopment.

Primary Streets and Roadways in the Study Area

While the Study Area is bounded by major roadways on all sides – an interstate and state highway to the north, east, and south, and a county road to the west – the rest of the Study Area predominantly contains local streets, with Geneva Avenue, which is the Study Area's western edge, and Hadley Avenue serving as the only minor arterials. 50th Street from Geneva Avenue to Highway 36 is classified as a collector. MnDOT will soon close the 50th Street access at Highway 36, and it is unlikely that 50th Street at this location would be classified as a collector. The local streets in the Glenbrook neighborhood of the Study Area have curbs, some street parking, and no sidewalks – generally suburban, not urban or rural, in character.

While this study did not include a traffic analysis, it did include a preliminary truck traffic count along two streets in the Glenbrook neighborhood, which is detailed further in this study.

There have been recent changes to the transportation network in the area because of Highway 36 becoming a more limited-access system. First, Hadley Avenue was recently improved from an at-grade signalized intersection to an interchange with a series of roundabouts on the north and south sides of Highway 36. Additionally, the other local-street accesses near the Study Area have either already been closed or are proposed to be closed by MnDOT. As a result of these closures, traffic will be required to use either the Hadley interchange or Geneva Avenue to access Highway 36.

Figure 6: Road Classifications



Existing Traffic Counts

While this study did not include a traffic analysis, it did include a traffic count which counted all truck traffic along Upper 51st Street and 52nd Street near Geneva Avenue. This information was collected to better assess the magnitude of truck traffic through the neighborhood along this street. Trucks were separated into three categories:

- Light delivery vehicles, which includes Amazon vans, USPS mail carriers, and any delivery vehicles that would not be considered trucks.
- Heavy delivery vehicles, which include UPS, FedEx, and Amazon Box Trucks with dual rear tires.
- Other heavies, which includes all other trucks (vehicles with dual rear tires or extra axles): box trucks, semi-trucks, garbage trucks, etc.

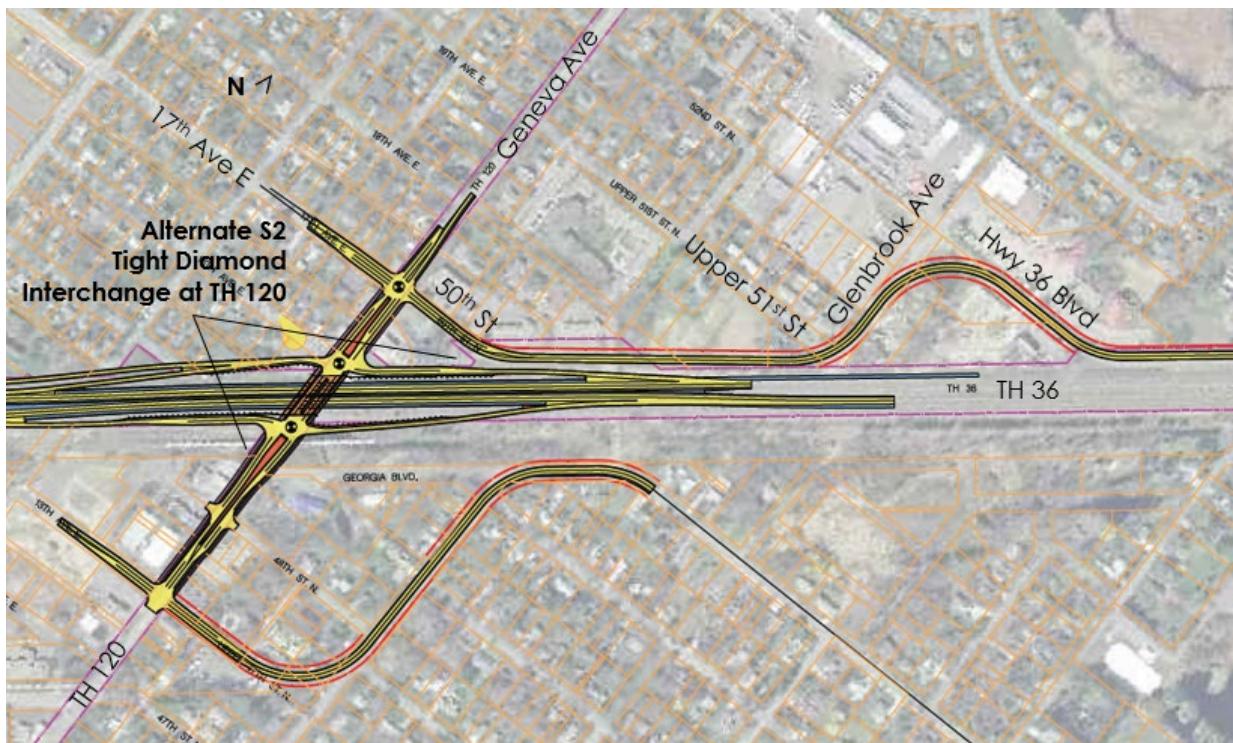
The category of most concern for the residents in the area is the “other heavies” category, which includes trucks that would not normally be in the neighborhood except for the commercial and industrial uses. Counts for these types of trucks totaled 56 trips in a 24-hour period on Upper 51st Street and 10 trips on 52nd Street.

Future Transportation Improvements

Geneva Ave/Highway 36 Interchange

The Minnesota Department of Transportation (MnDOT) has programmed a potential new interchange at Hwy 120 and Geneva Avenue which would replace the existing at-grade intersection. The timing of this proposed project is unknown. A preliminary design for the interchange is shown below from the 2014 study of Highway 36 between Hadley Avenue and Geneva Avenue. The layout is conceptual but illustrates a potential “tight diamond interchange” with Highway 36 going under Geneva Avenue and 50th Street remaining as a full movement intersection opposite 17th Avenue E in North St. Paul. In this concept 50th Street is shown connecting as a frontage road to Glenbrook Avenue and Highway 36 Boulevard to the Hadley Avenue interchange. The ultimate design of the interchange and adjacent roadways may be different than this concept, but it shows how such an interchange might work within the constraints of this part of the Glenbrook neighborhood.

Figure 7. Preliminary Interchange Concept (MnDOT, *Highway 36 Corridor Study*, 2014)



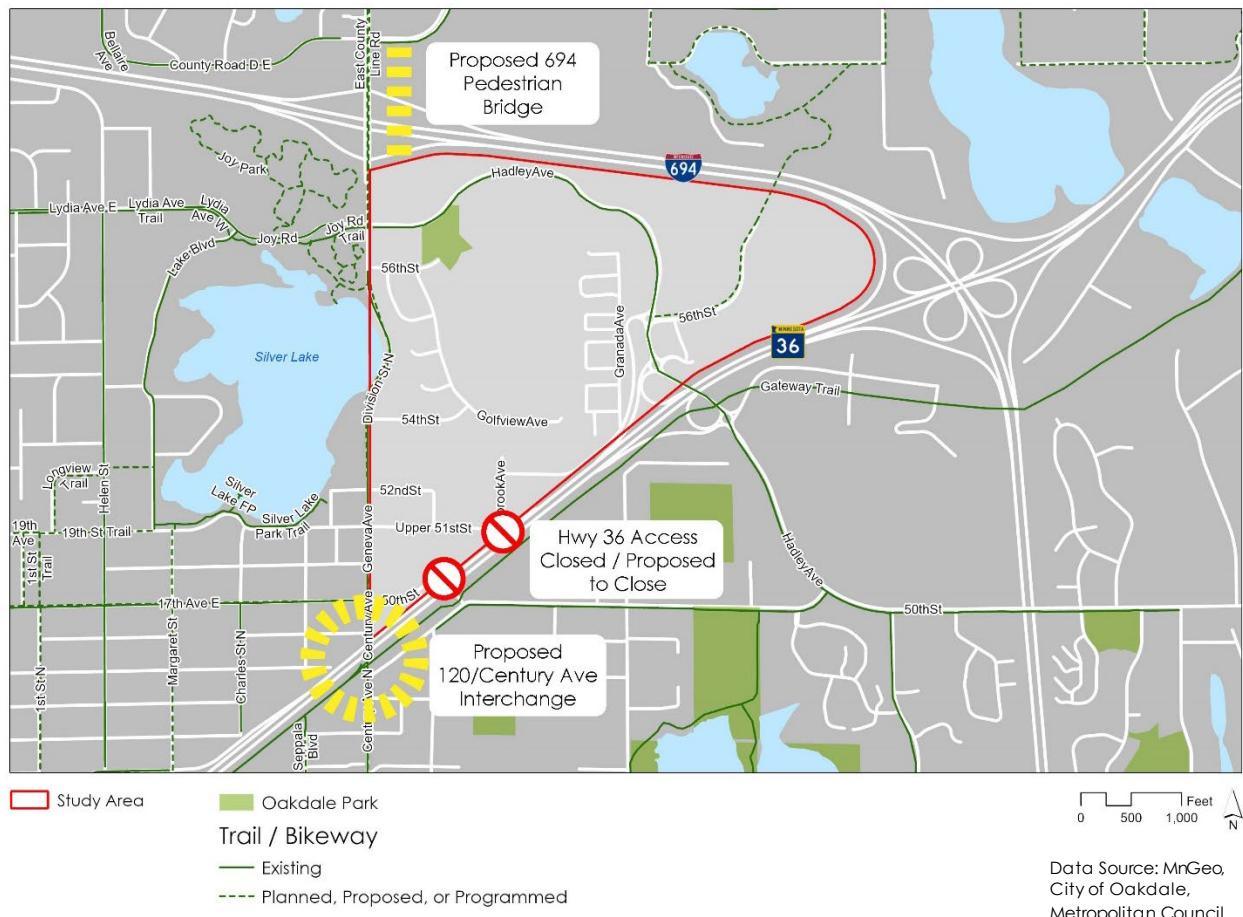
With the new Hadley Avenue interchange, pictured below, MnDOT has closed 51st Street onto Hwy 36 and will likely close 50th Street access with the Hwy 120 interchange.

With a proposed 120/Geneva Avenue interchange the internal street system and access may change. This proposed project requires additional study. The Small Area Plan will consider the footprint of a potential future interchange at this location for planning purposes.

Figure 8: Hadley Avenue Before (Top) and After (Bottom) Interchange Improvement



Figure 9: Future Mobility Changes and Improvements



Geneva Ave/I-694 Pedestrian Bridge

MnDOT and Washington County have discussed the potential need for an improved pedestrian connection across I-694 on the east side of Geneva Avenue. Timing of this potential project is unknown.

Transit

The Study Area has one nearby Metro Transit bus service line that runs along Geneva Avenue. Route 219 is an All-Day Local Bus that generally runs along Geneva Ave/Hwy 120 in Oakdale, with the northern terminus being the Maplewood Mall Transit Center and a southern terminus being the Sun Ray Transit Center along I-94 in St. Paul. Both transit centers have additional bus routes where riders can make connections to the broader Twin Cities area. The Metropolitan Council also provides their Metro Mobility service to residents in the Study Area, which provides trips for any purpose for certified riders who are unable to use regular fixed-route buses due to a disability or health condition.

Table 3 summarizes the existing bus route that travels along the Study Area boundary, the bus stop locations and the destinations served.

Table 3. Transit Service (AWP Focus Area)

Transit Route	Study Area Bus Stops	Destinations
All-Day Local Bus Route 219	<ul style="list-style-type: none"> • Geneva Ave and 50th St N • Geneva Ave and Upper 51st St N • Geneva Ave and 54th St N • Geneva Ave and Hadley Ave N 	<ul style="list-style-type: none"> • To the south: Sun Ray Transit Center • To the north: Maplewood Mall Transit Center

Figure 10: Metro Transit Route 219 Bus Stops near Study Area

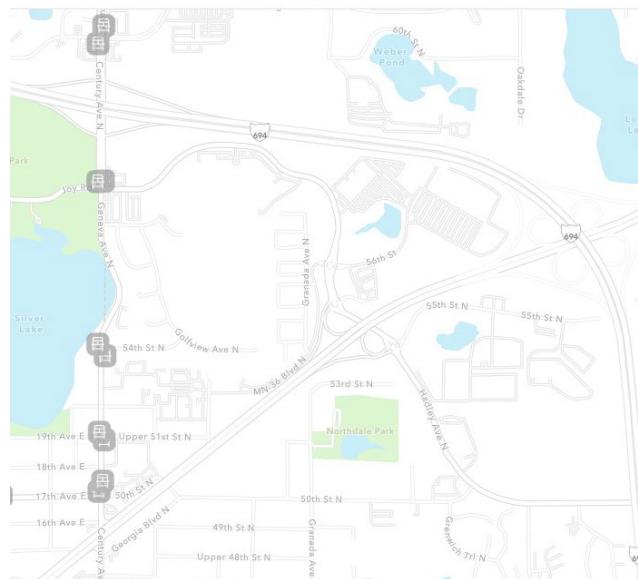
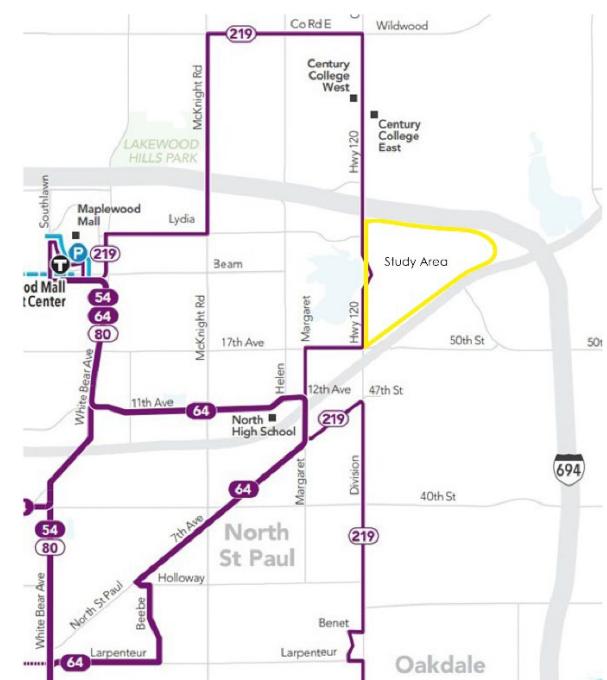


Figure 11: Metro Transit Route 219



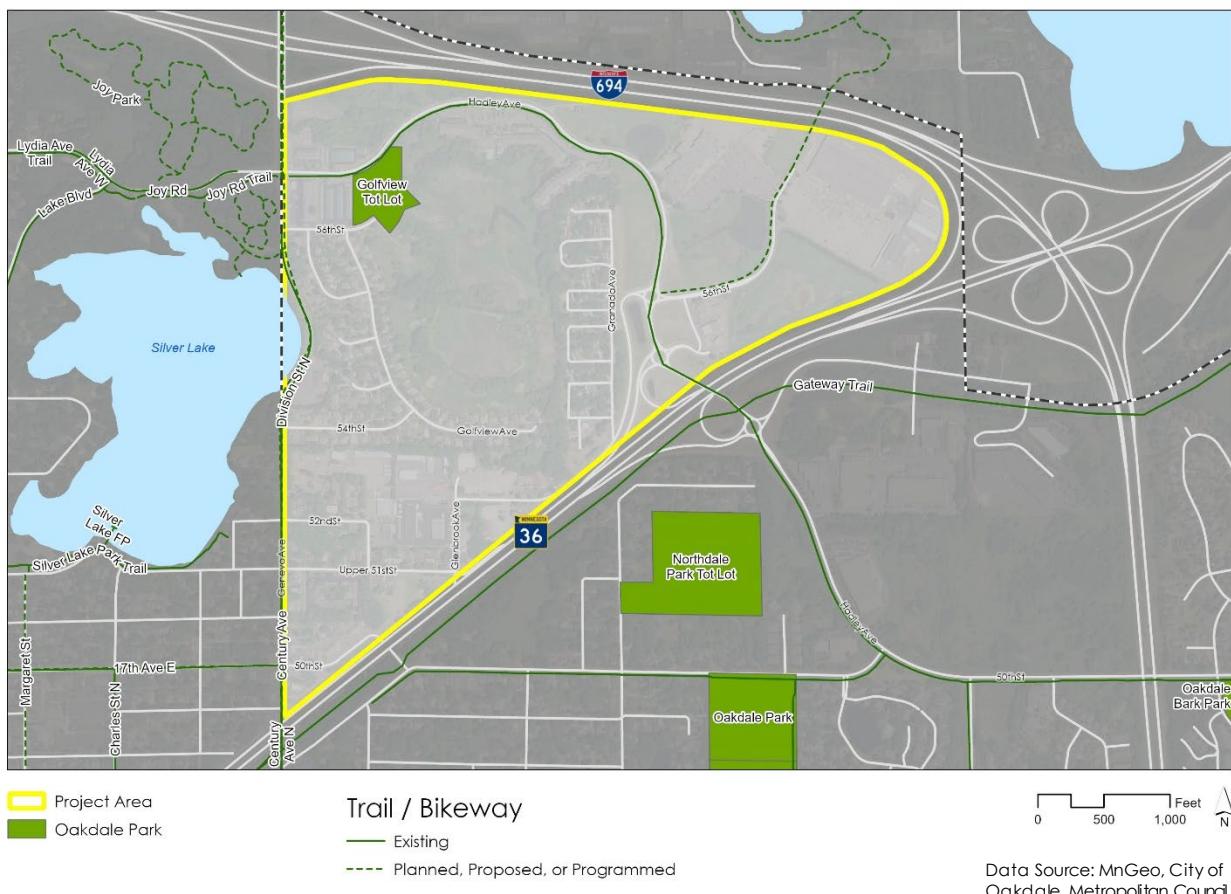
Section 2.3: Parks, Recreation, Trails, and Open Space

Existing Parks and Trails

Figure 12 shows the existing City parks and broader bicycle and/or trail system (existing and proposed) in and around the Study Area.

There are currently no public parks or trails within the Glenbrook Neighborhood and no sidewalks. There are, however, trails along Hadley Avenue and 56th Street to the north. The Gateway Trail runs along the south side of Highway 36. There is a small City park, Golfview Park, between 56th Street N and Hadley Avenue, with a play structure, basketball courts and a large open play field. Larger parks nearby are Northdale Park south of Hwy 36 in Oakdale. To the west in North St. Paul is Silver Lake Park on the south side of Silver Lake, and in Maplewood, Joy Park on the north side of Silver Lake. Given the barriers posed by Geneva Avenue and Highway 36, access to the larger nearby parks and trails is difficult for pedestrians and was cited as a major issue for Glenbrook residents wishing to walk or bike. The two Oakdale City parks closest to the Glenbrook neighborhood, Golfview Park and Northdale Park, are pictured in Figure 13.

Figure 12: Parks and Trails



There is a former par-3 golf course in the middle of the large Study Area, now privately owned and not publicly accessible. At some point in the future the site may become a public amenity, or publicly accessible as a private amenity, and connections could be made to the surrounding neighborhood.

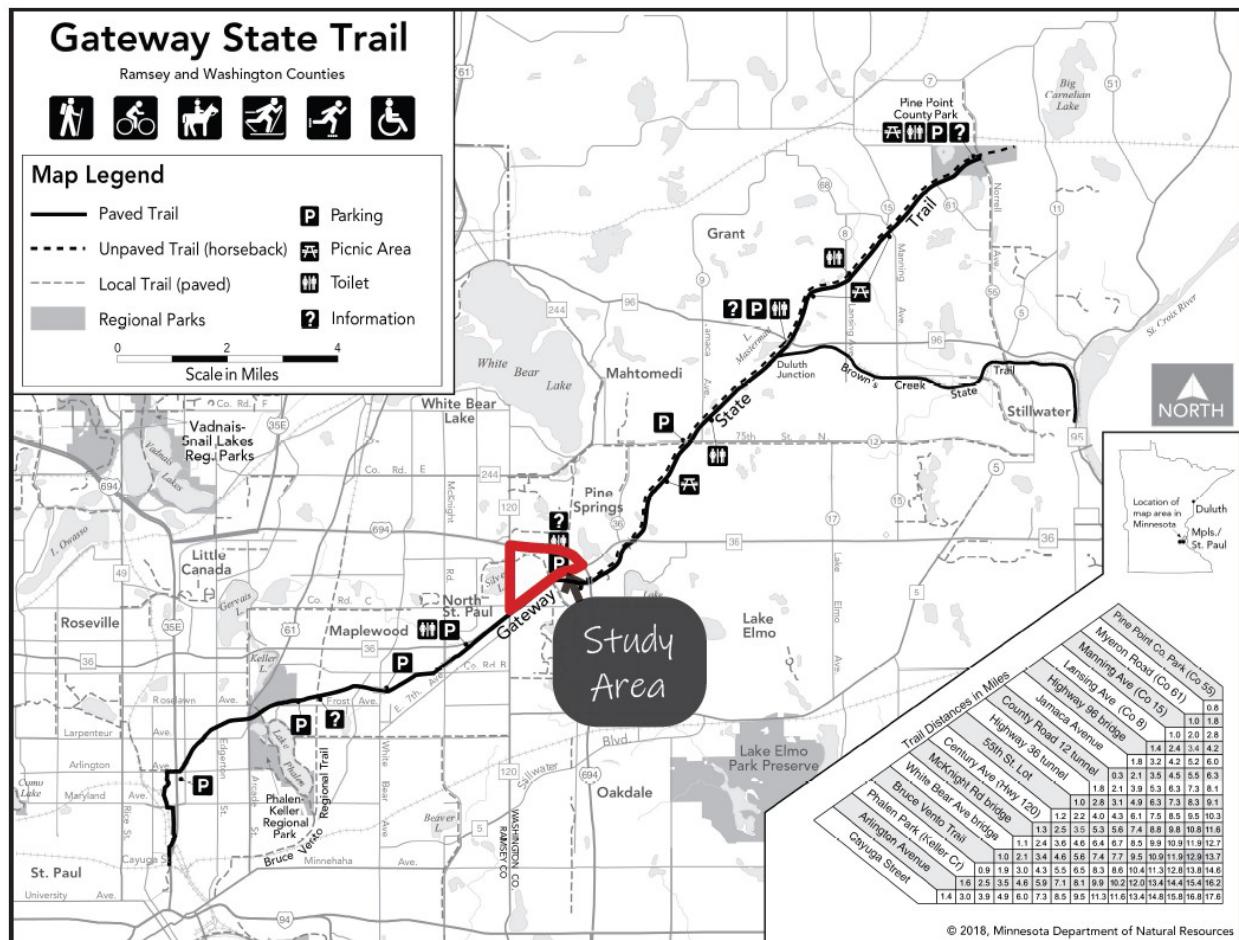
Figure 13: Northdale Park (Top) and Golfview Park (Bottom)



Gateway State Trail

An extensive regional trail, the Gateway State Trail, is located along the south side of Highway 36, just outside the neighborhood. This trail connects to Stillwater and Pine Point Park to the northeast and just north of downtown St. Paul to the southwest. Figure 14 highlights parks and other destinations along the trail.

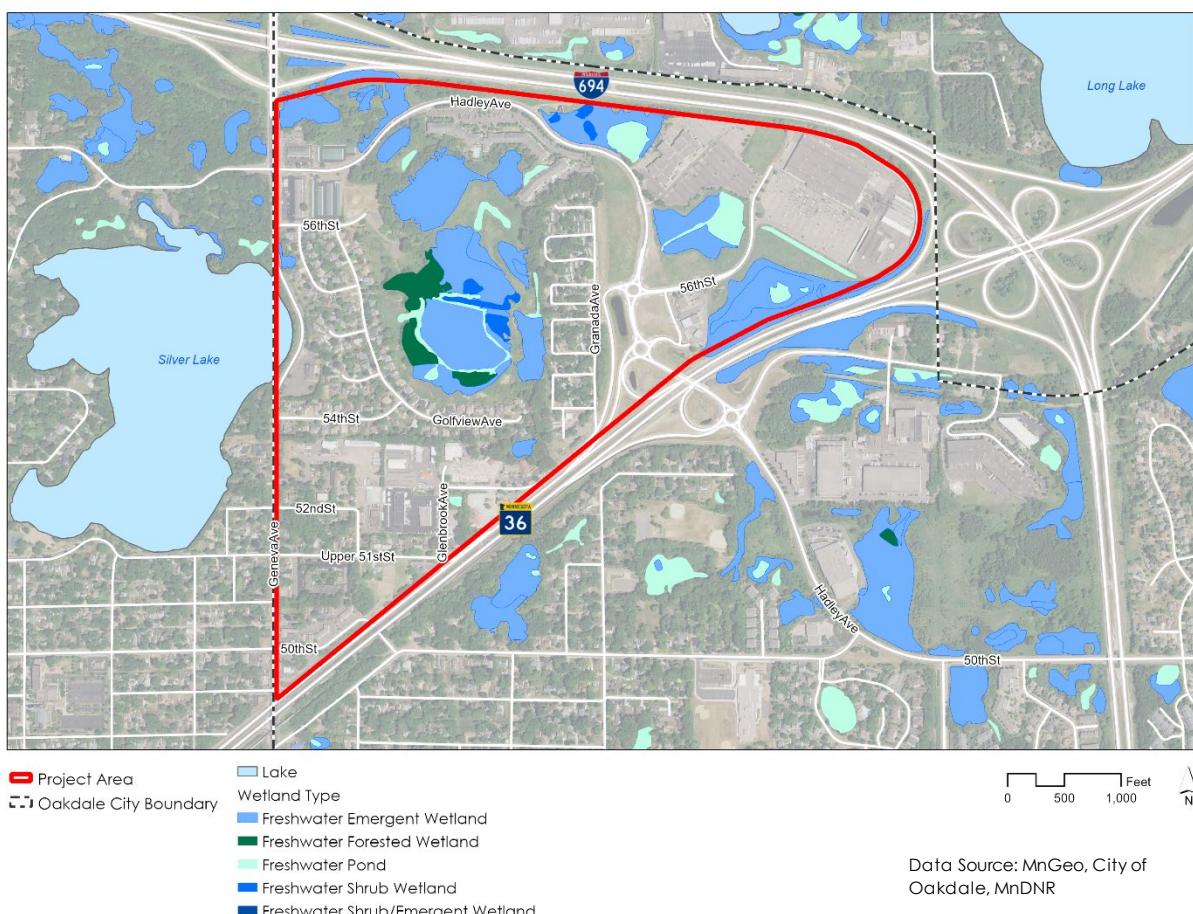
Figure 14: Gateway State Trail photo and map in relation to study area



Section 2.4: Water Features

Figure 15 shows the lakes and wetlands in and around the Study Area. This area features several water bodies and wet areas that render many of the properties more difficult to develop or in some cases, undevelopable. The Glenbrook neighborhood does not contain many water bodies. There are 2 small water bodies categorized as wetlands within the Glenbrook neighborhood: one on the southeast quadrant of Glenbrook Avenue and Highway 36 Boulevard North and a second between Golfview Avenue and Highway 36 Boulevard North, just north of the Versa-Lok building. The most prominent water feature near the neighborhood is Silver Lake, which is mostly located west of the Study Area in neighboring North St. Paul.

Figure 15: Water Features



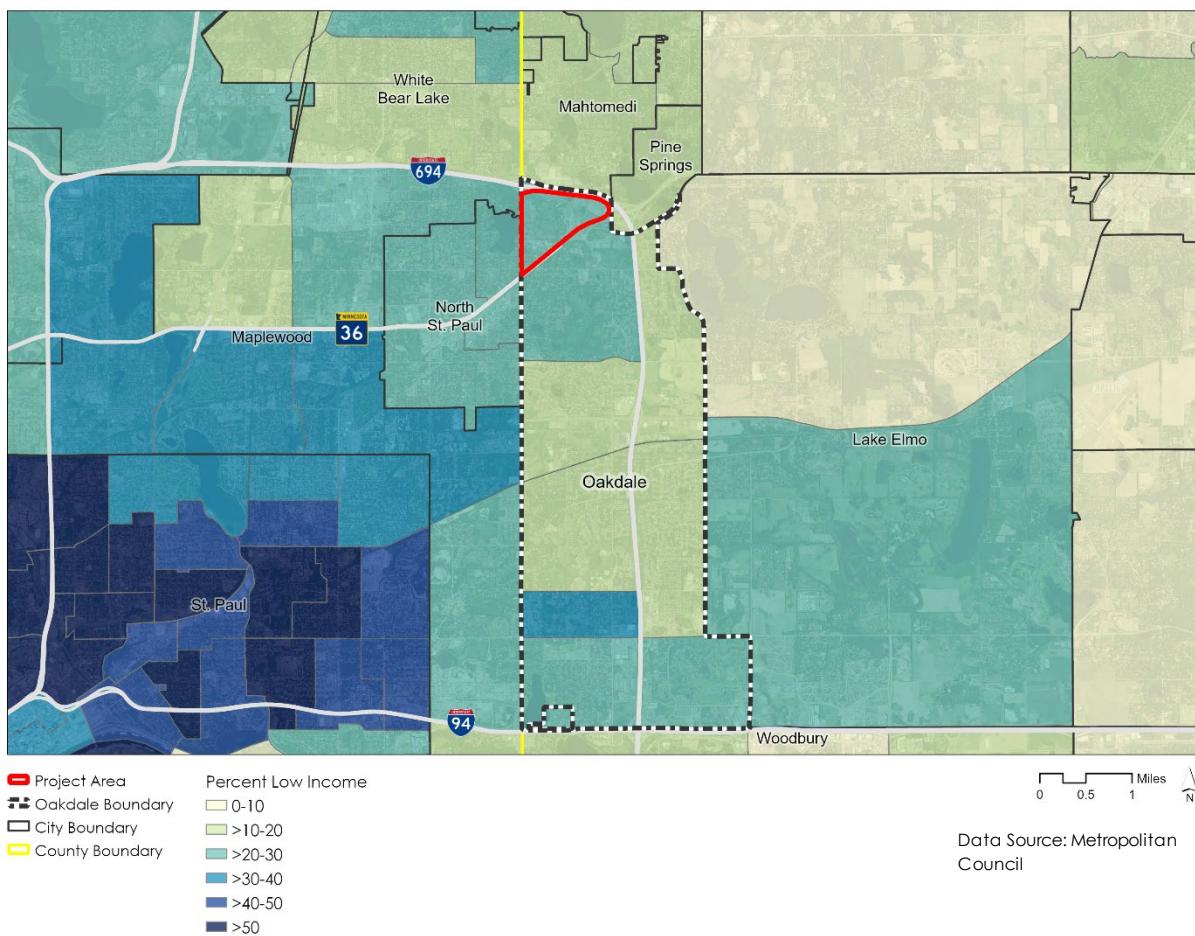
Section 2.5: Equity and Environmental Contamination Considerations

An equity analysis was conducted to identify low-income and minority populations and to identify potential environmental justice indicators in the study area.

Low-Income Population

According to 2015-2019 American Community Service data five-year estimates, the Seven-County Metro Area had a median household income of \$80,485. Washington County had a higher median household income of \$96,671. Low income is defined as 80 percent of the median household income for the Seven-County Metro Area. Approximately 22 percent of residents within the Study Area are considered low-income for the Seven-County Metro Area. Figure 16 shows percentages of low-income residents by census block group in the Study Area and surrounding cities.

Figure 16: Low Income Households



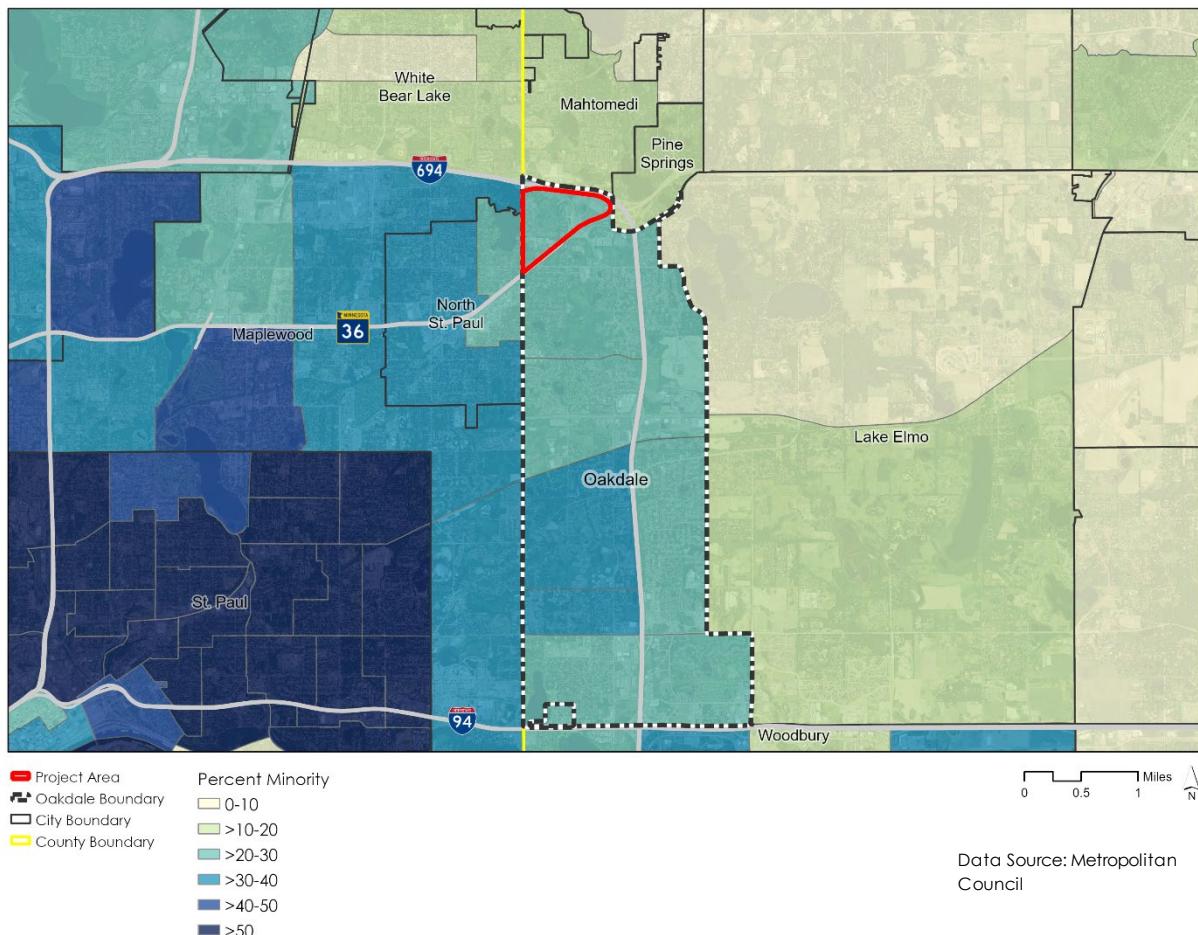
Minority Population

According to the U.S. Census Bureau a minority based on race is anyone who is not single-race white and not Hispanic. The census block group that represents the Study Area reports that 29 percent of people identify as a racial minority. Table 4 contains a summary of the low-income and minority populations, and additional socioeconomic indicators for consideration.

Table 4. Demographic Summary

<i>Socioeconomic Indicator</i>	<i>Study Area Block Group</i>	<i>City of Oakdale</i>	<i>Washington County</i>
People of Color	29.4%	34%	19%
Low-income	22.2%	22%	13%
Unemployment rate	7.1%	5%	3%
Limited English-Speaking Households	2.2%	2%	1%
Less than High School Education	5.4%	8%	4%
Under Age 5	6.6%	6%	6%
Over Age 64	13.1%	17%	15%

Figure 17: Percent Minority Population



Environmental Justice (EJ) Population

The Environmental Protection Agency's (EPA) environmental justice mapping and screening tool, EJScreen, was utilized to identify if the study area contains an EJ population. An EJ population is one exists where vulnerable populations face higher pollution burdens. The tool combines socioeconomic (low-income population and minority populations) and environmental indicators (traffic, air quality) and presents EJ indices as percentiles compared to state and national numbers. Higher EJ indices are associated with larger numbers of mainly low-income and/or people of color residents and a higher environmental indicator value.

The results for the Study Area are presented in Table 5 and tell us approximately what percent of the state and national population lives in a block group that has a lower value. Based on the results, the project area falls within a normal range for each of the EJ Indices. The highest results are for Particulate Matter 2.5, Traffic Proximity, Superfund Proximity, and Underground Storage Tanks, with percentiles higher than 70. For Traffic Proximity, for example, a state percentile of 72 is interpreted to mean that 28 percent of Minnesota's population has a higher value. Areas of concern are index values of 90 or greater and may warrant additional analysis. The Study Area does not contain values greater than 74.

The only Superfund sites in Oakdale are the 3M Oakdale Dump Sites. Based on information found on the [MPCA website here](#), this Superfund site does not impact the Study Area.

Table 5. EJScreen Report Results for the Study Area

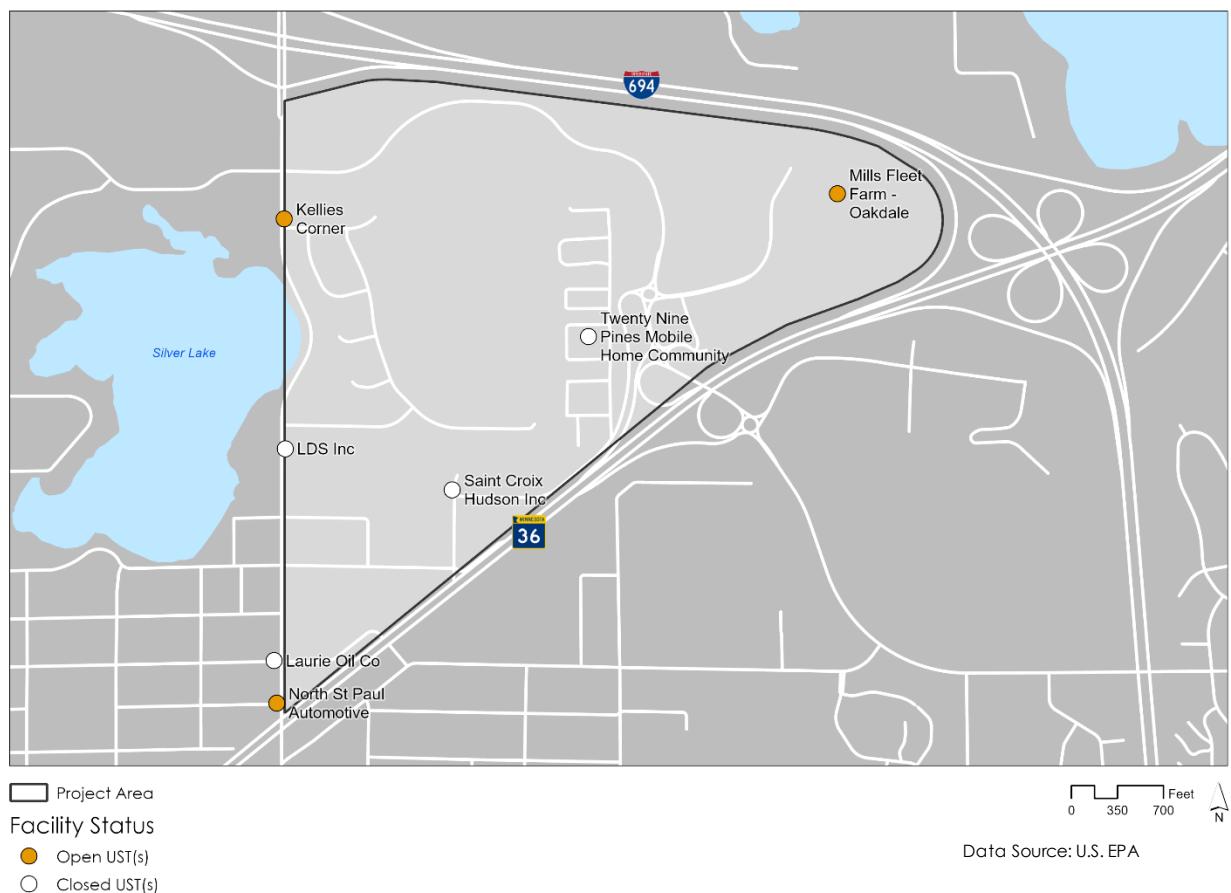
Variable	State Percentile	USA Percentile
Particulate Matter 2.5	73	35
Ozone	50	18
Diesel Particulate Matter	65	43
Air Toxics Cancer Risk	67	41
Air Toxics Respiratory HI	60	28
Traffic Proximity	72	54
Superfund Proximity	73	60
Risk Management Plan Facility Proximity	42	32
Hazardous Waste Proximity	52	32
Underground Storage Tanks	74	56

More information can be found on the EPA website: <https://www.epa.gov/ejscreen>

Underground Storage Tanks (UST)

The Environmental Protection Agency (EPA) compiles data of leaking underground storage tanks, underground storage tank facilities, and underground storage tanks as of 2018-2021. Figure 18 contains information about the location of those storage tank facilities within and near to the Study Area. Data was collected from state sources and standardized into a national profile by EPA's Office of Underground Storage Tanks, Office of Research and Development, and the Association of State and Territorial Solid Waste Management Officials. Locations marked "closed" on the map mean that the storage tank has been safely temporarily or permanently closed. Open tanks may indicate that they are still in use.

Figure 18: Underground Storage Tank Locations



Minnesota Pollution Control Agency (MPCA) Sites: What's In My Neighborhood

The MPCA's What's in My Neighborhood contains environmental information at the community level, including potentially contaminated sites, permits, licenses, registrations, inspections, and closed enforcement activities.

Potentially contaminated sites: Since the early 1980s when major federal and state cleanup programs were created, the MPCA has been aggressively searching for and helping to clean up contaminated properties. Figure 19 contains an inventory of those properties within the Study Area, as well as sites that have already been cleaned up and those currently being investigated or cleaned up. For the mapped sites with multiple programs, additional information can be found in

Table 6, including those sites where remediation is complete. As noted in the table, 11 of the 22 sites are active.

Importantly, the MPCA states on their website that the businesses or locations found in What's in My Neighborhood do not necessarily pose a risk to the community or environment. The data includes formerly contaminated sites, business with MPCA permits who are operating within appropriate limits, and other projects that aren't considered harmful.

Figure 19: MPCA Sites

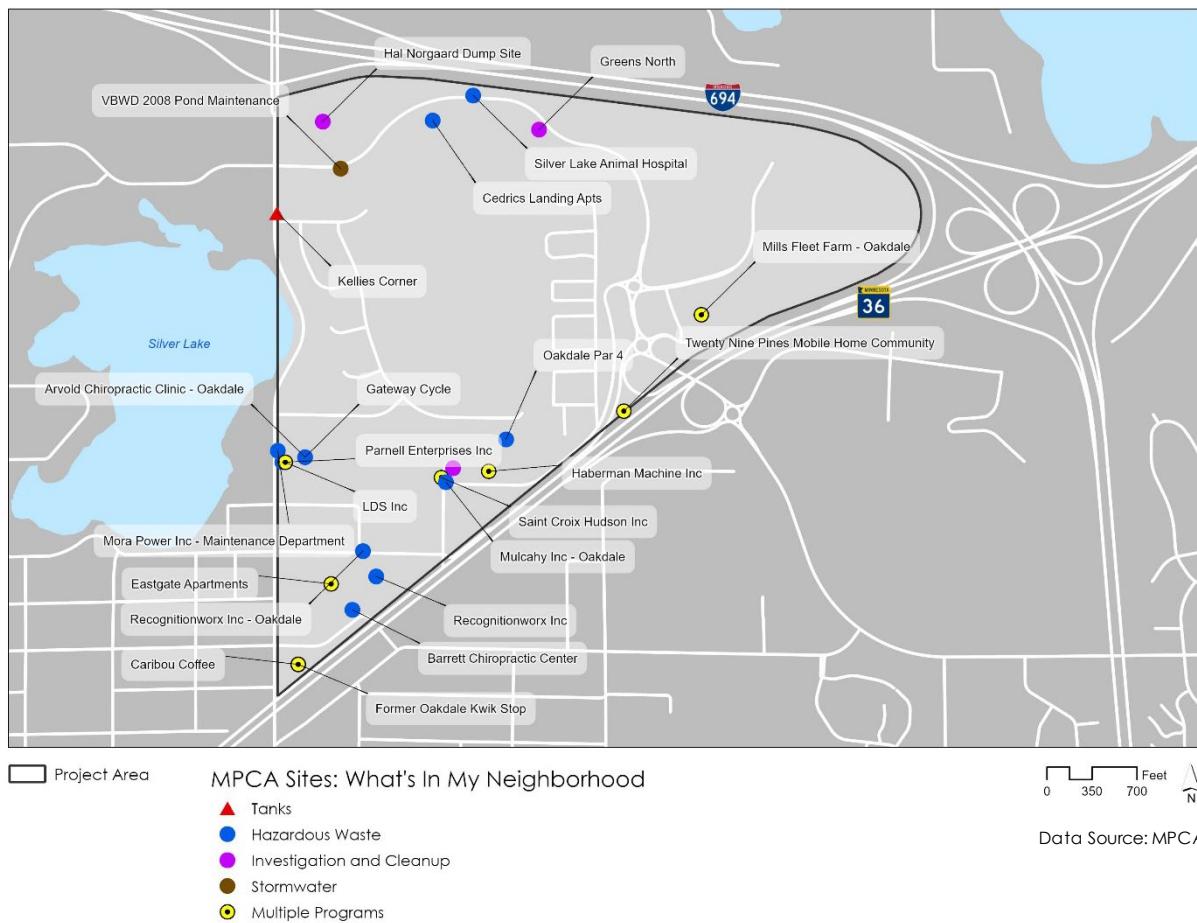


Table 6. MPCA Sites			
Location Name	Address	Program(s)	Status
Greens North	See location description	Investigation and Cleanup	Inactive
Hal Norgaard Dump Site	See location description	Investigation and Cleanup	Inactive
Haberman Machine Inc	6290 Highway 36 Blvd N	Hazardous waste; Investigation and cleanup	Inactive
Gateway Cycle	6028 Highway 36 Blvd N	Hazardous waste	Active – very small quantity generator

Table 6. MPCA Sites

Location Name	Address	Program(s)	Status
Caribou Coffee	6014 MN-36	Stormwater	Inactive
Barrett Chiropractor	6070 50th St N	Hazardous waste	Inactive
Parnell Enterprises Inc	5275 Geneva Ave N Ste AA	Hazardous waste	Active
Mora Power Inc	5259 Geneva Ave N	Hazardous waste	Active
VBWD 2008 Pond Maintenance	See location description	Stormwater	Active
West Oaks Center	1949 Geneva Ave	Investigation and cleanup	Inactive
Oakdale Par 4	5585 Golfview Ave N	Hazardous waste	Inactive
Mills Fleet Farm – Oakdale	5635 Hadley Ave N	Hazardous waste; Investigation and cleanup; Tanks	Active: Hazardous waste and Tanks Inactive: Investigation and Cleanup
Kellies Corner	5699 Geneva Ave N	Tanks	Active
Former Oakdale Kwik Trip	6014 Highway 36 Blvd N	Investigation and cleanup; Tanks	Inactive
LDS Inc	5275 Geneva Ave N	Hazardous waste; Tanks	Active: Tanks Inactive: Hazardous waste
Recognitionworx Inc	5201 Gershwin Ave N	Hazardous waste	Active
Eastgate Apartments	6048 51st St N	Investigation and cleanup; Tanks	Active: Tanks Inactive: Investigation and Cleanup
Cedrics Landing Apts	5680 Hadley Ave N	Hazardous waste	Inactive
Saint Croix Hudson Inc	5262 Glenbrook Ave N	Investigation and cleanup; Tanks	Active: Tanks Inactive: Investigation and Cleanup
Silver Lake Animal Hospital	5707 Hadley Ave N	Hazardous waste	Active – minimal quantity generator
Mulcahy Inc	5232 Glenbrook Ave N	Hazardous waste	Inactive
Twenty-Nine Pines Mobile Home Community	6450 Highway 36 Blvd N	Investigation and cleanup; Tanks	Inactive

Program Information

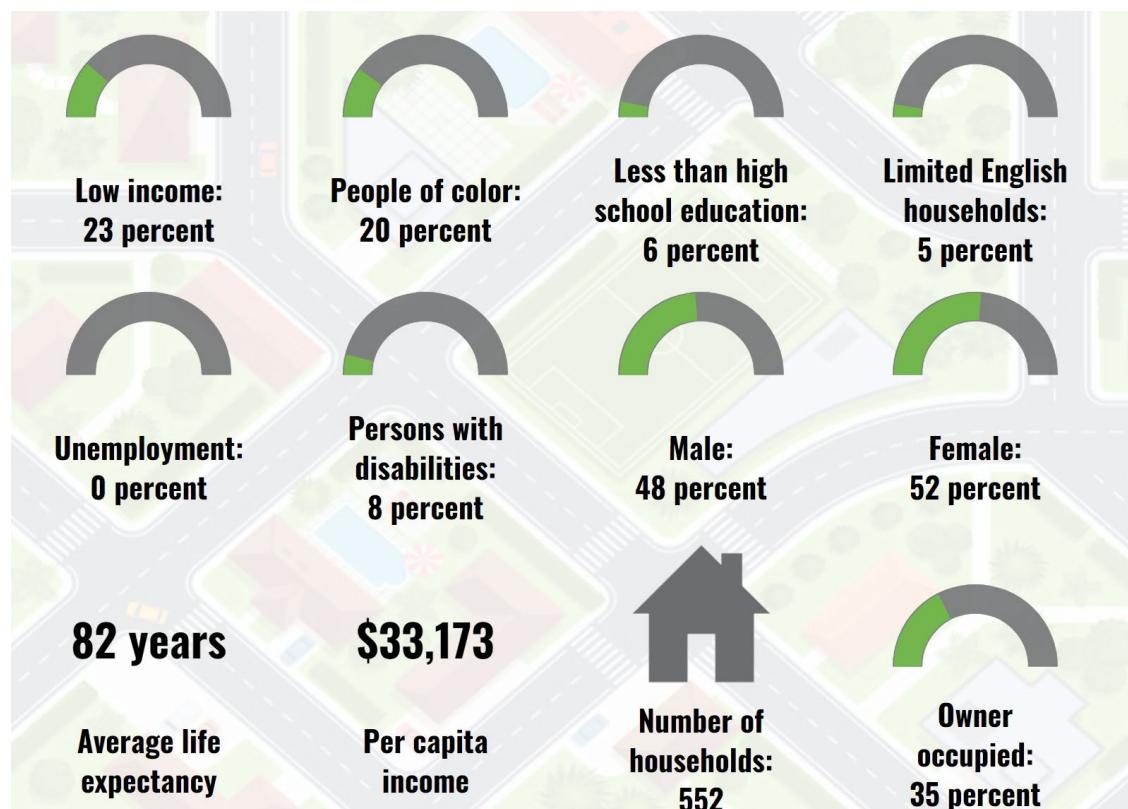
- **Hazardous waste:** Hazardous waste includes substances that are corrosive, explosive, toxic and/or fire hazards.
- **Stormwater:** When stormwater drains off a construction site, it can carry sediment and pollutants that harm lakes, streams and wetlands. Stormwater permit requirements are designed to control erosion and limit pollution during and after construction.
- **Investigation and cleanup:** This program is assigned to leak sites. Leak sites are locations where a release of petroleum products has occurred from a tank system. Leak sites can occur from aboveground or underground tank systems as well as from spills at tank facilities.
- **Tanks:** An underground storage tank site has at least one tank of a certain size on the premises. A tank site may have multiple tanks and these tanks may contain food products, petroleum products or other substances.

Section 2.6: Demographics and Market Context

Demographics¹

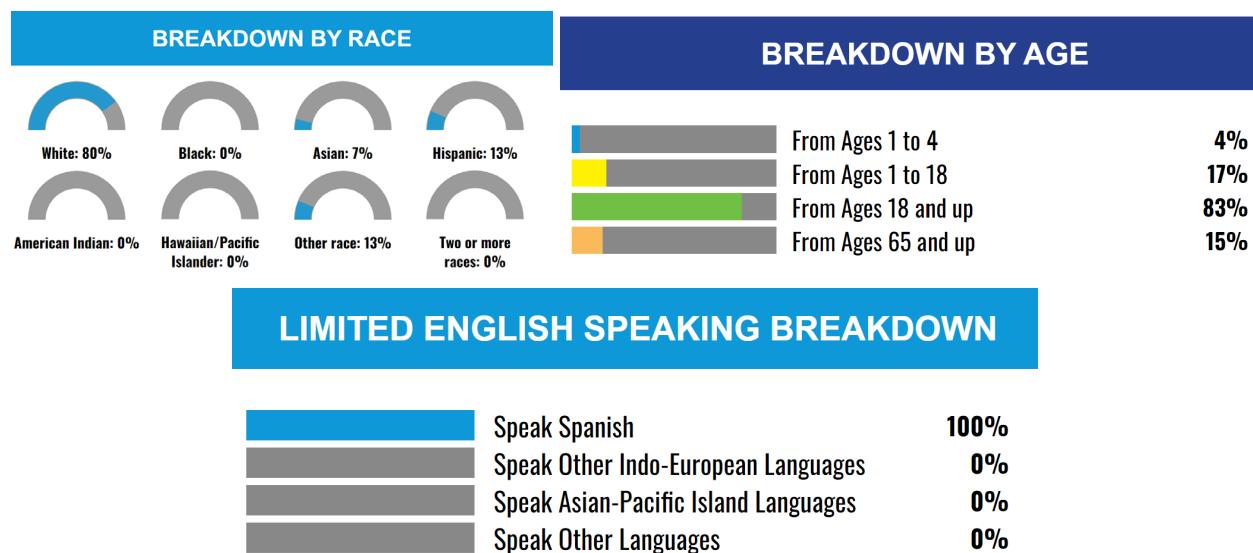
This demographics summary is based on the 365-acre Study Area, which is represented by a singular census block group. The population of the Study Area is 1,086 people who live in 552 households.

Figure 20. Community Information



¹Sources: U.S. Census Bureau, American Community Survey (ACS) 2017-2021, EPA, Metropolitan Council, Centers for Disease Control

Figure 21. Additional Community Information



Market Context

A high-level market context analysis was completed for housing, office, and industrial uses in Oakdale. The market context analysis is citywide and not specific to the Study Area.

Housing

While the majority of housing units in the city are owner occupied, the number of rental units is still significant. There are approximately 582 multifamily units planned to come online by the end of 2023. In the past 10 years, there has been a steady increase in rents and lack of affordability. The recent rise in vacancy rate is likely due to the number of units under construction in the last year.

Figure 22. Housing Occupancy

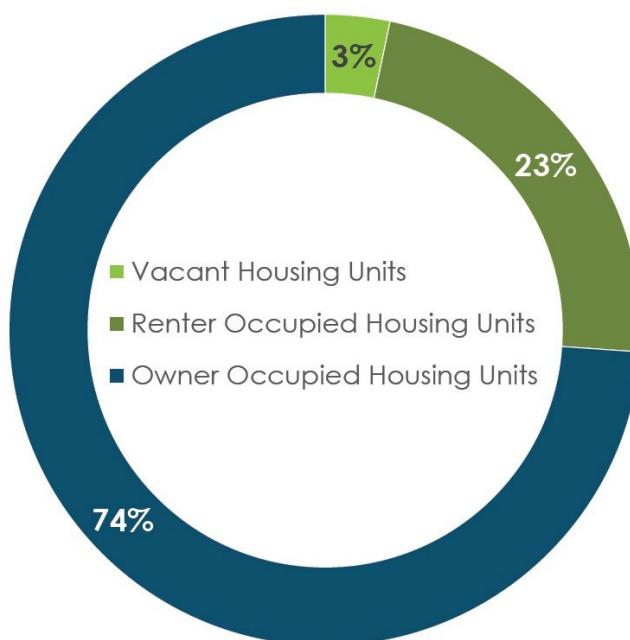


Figure 23. Multifamily Units Developed Since 2012 and Planned for 2023

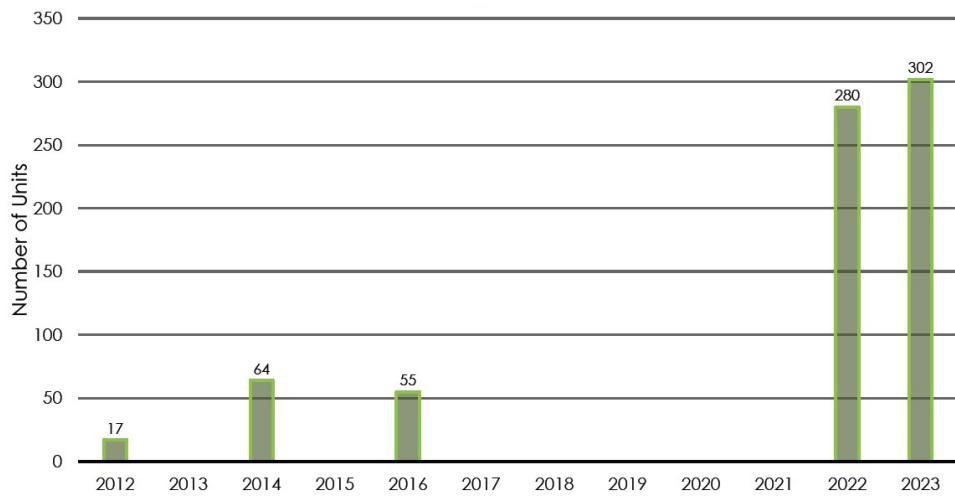


Figure 24. Multifamily Units Average Rents, Vacancy Rates



Office and Industrial

Demand indicators for office and industrial properties (vacancy rates and rents) are shown below. Rents for office properties in Oakdale have stayed steady since 2018, even thru the pandemic. Vacancy rates have dropped significantly as former 3M property has been developed for residential uses. Rents and vacancy rates for industrial properties have also held relatively steady since 2020.

Figure 25. Average Rents, Vacancy Rates for Office Properties



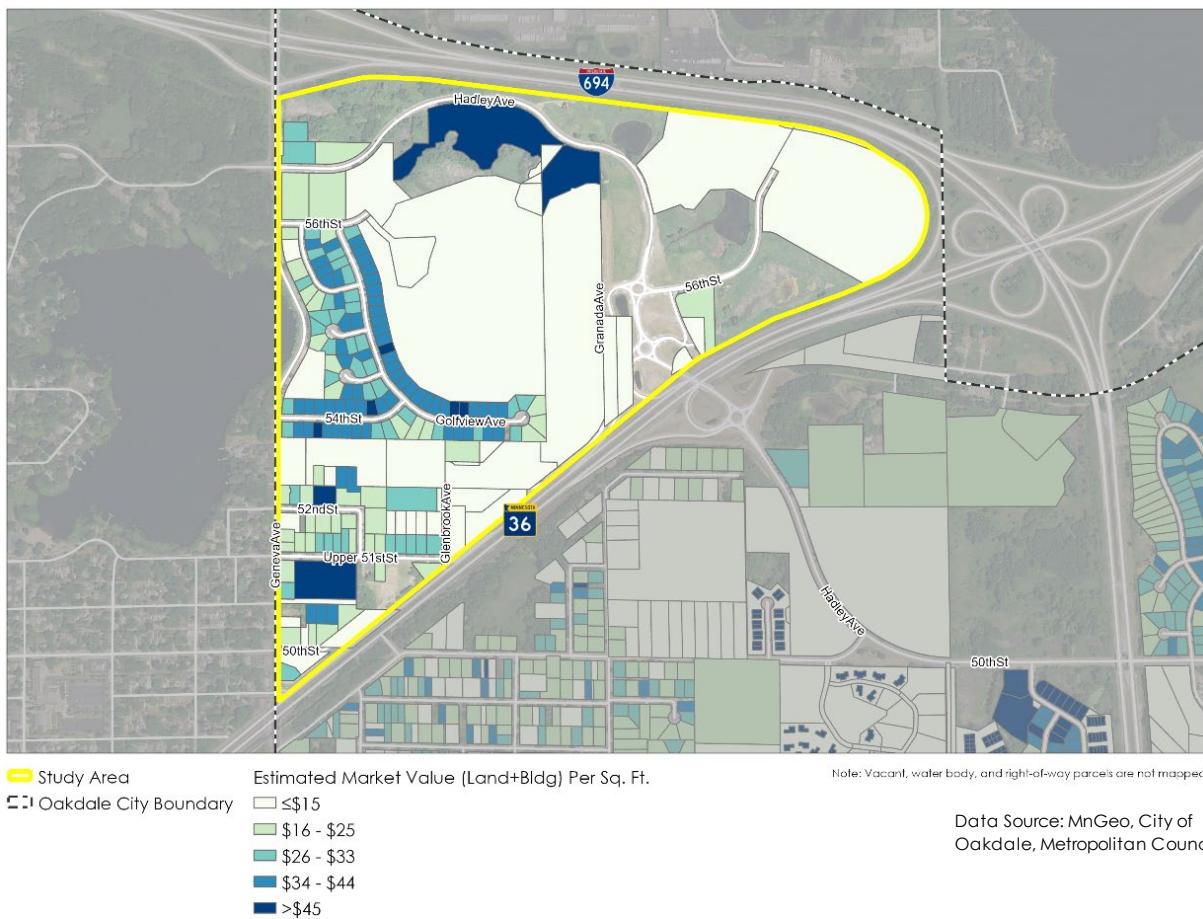
Figure 26. Average Rents, Vacancy Rates for Industrial Properties



Property Values

A property value analysis was conducted to get an idea for and compare the estimated market value of properties within the Study Area. The market value includes value estimates for land plus any improvements (i.e., buildings) made to the land. This information is displayed on a per square foot basis and mapped on Figure 27. The higher values are associated with properties that contain multi-family residential and properties located in the Golfview residential neighborhood adjacent and near the former golf course. Lower values are associated with the industrial uses within the Glenbrook neighborhood and the Twenty-Nine Pines manufactured home park. For comparison purposes, the median value per square foot citywide is \$36.60. Properties not mapped include vacant properties, properties that contain water bodies, and right-of-way.

Figure 27: Property Value per Sq. Ft.



CHAPTER 3: COMMUNITY ENGAGEMENT

Section 3.1: Community Engagement Overview

The small area planning process includes collaborating with community stakeholders, including residents, business owners, and property owners. The intent was to understand the issues, needs, and desires of community stakeholders, and bring those stakeholders along the way as the plan creates goals and implementable strategies.

As part of the project commencement, the project team defined a formal engagement plan to invite community members, government partners, and city advisory commissions to actively participate in this process. Multiple work sessions with City Council were also included to share input received from the public and obtain additional guidance for next steps.

Phase 1 Background	Phase 2 Goals	Phase 3 Alternatives	Phase 4 Final Plan
Initiation Meeting Base Maps Stakeholder Interviews & Engagement Issues Identification	Draft Goals Stakeholder Engagement - Goals City Council Goals Session	Staff Discussion – Alternatives Prepare Alternatives Discuss Preliminary Alternatives Engagement on Alternatives Alternatives Summary PC Review CC Review	Staff Discussion – Draft Plan CC Review – Draft Plan Engagement on Draft Plan PC Review – Draft Plan Final Plan

Engaging with the community happened at four times throughout the process, within each phase of the project. Below is an outline of the plan phases and community engagement during each phase.

- **Phase 1 (Background).** During this phase of the process, the goal was to understand the issues, needs, and desires of those within and closely connected to the Glenbrook Area. A neighborhood meeting was held in November 2022 for residents and property owners in the Glenbrook neighborhood to hear what the project team has learned about the area so far, and share their issues, needs, and desires. Invitations to the meeting were mailed to 39 residents and seven people attended.

Figure 28. November 2022 neighborhood meeting



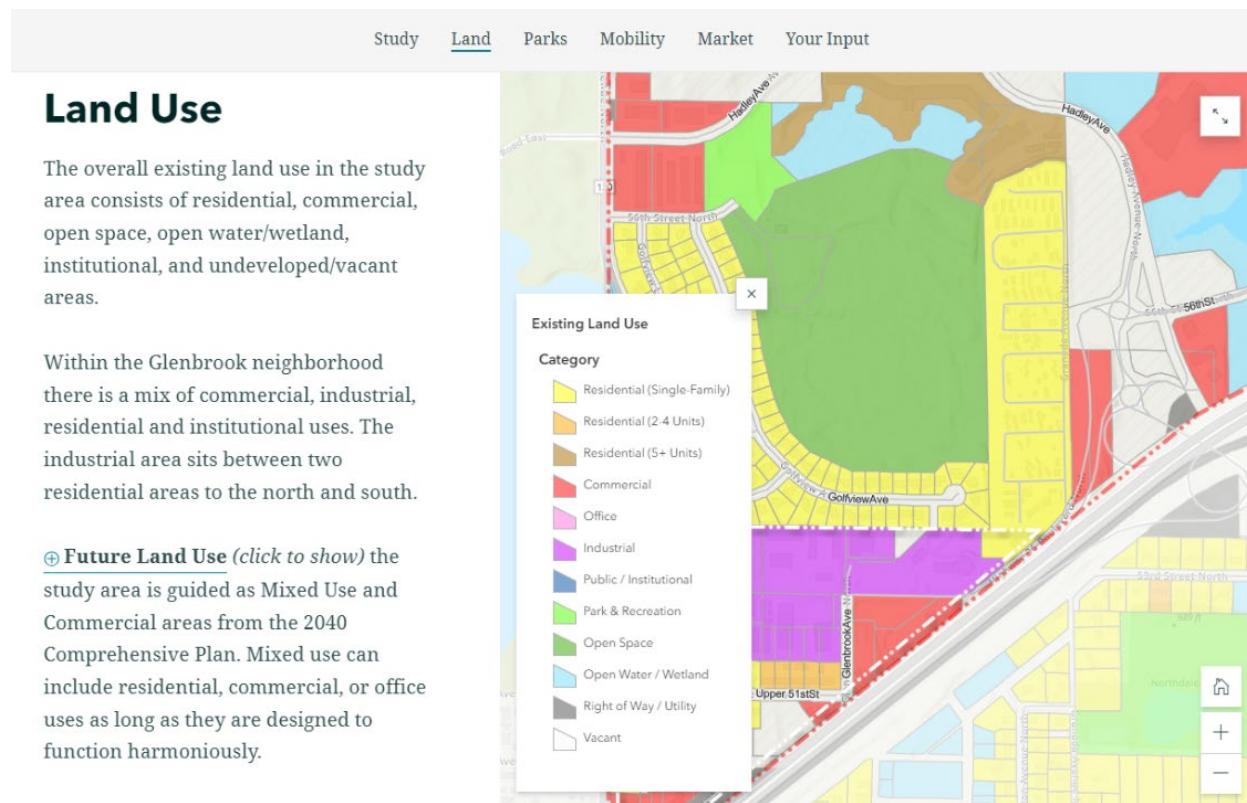
During this phase, the project team also conducted site visits to business owners in the neighborhood and had conversations with seven business owners to understand the neighborhood, introduce the project to this set of stakeholders, and understand the perspectives of business and property owners in the neighborhood. Letters were mailed to over fifty business owners or commercial property owners which were followed up with phone calls and in-person meetings.

The project team also held remote meetings with Washington County transportation staff and MnDOT staff in October 2022 discussing background of the study and seeking their input on roadway and access issues. The Study Area includes city streets, County roads, and State and federal highways, so coordination with these transportation agencies is important.

To help those interested in learning more about the project online, the project team created a StoryMap, an interactive mapping tool to learn about the existing conditions of the project area and how to get involved with the project to provide feedback.

A screen shot from the StoryMap is included on the next page, one of many screens with maps and information on the project.

Figure 29. Project StoryMap



- **Phase 2 (Goals).** Draft goals based on the engagement activities in Phase 1 were developed and shared via the project website, with an opportunity for the public to provide online feedback. The goals were also shared with City advisory commissions and the City Council. Based on the feedback received, final goals were established.
- **Phase 3 (Alternatives).** This phase of engagement included sharing the 3 alternatives developed by the project team with the community. Two community open houses were held in April and May 2023 to share the developed alternatives and collect feedback on the alternatives. One open house was held in person in the neighborhood, at the Eastgate Apartments outdoor courtyard, with the goal of holding it in a convenient location and to attract, collect, and share information with renters, which is a demographic traditionally underrepresented at such meetings. At least 24 people were recorded as attending the open house, but it is estimated that even more community members were present. The second open house was held as a virtual open house and there were 2 participants. Feedback was collected with either a paper or online questionnaire that asked open-ended questions about the alternatives. In person site visits to five neighborhood businesses were also conducted in early May 2023. The project team conducted pop-in visits and talked with whomever was available.
- **Phase 4 (Final Plan).** The draft plan was reviewed by the City Council at an informal workshop session in August 2023 and by the public via the project website and public meetings in September 2023.

Figure 30. April 2023 Community Open House



Section 3.2: Community and Stakeholder Feedback

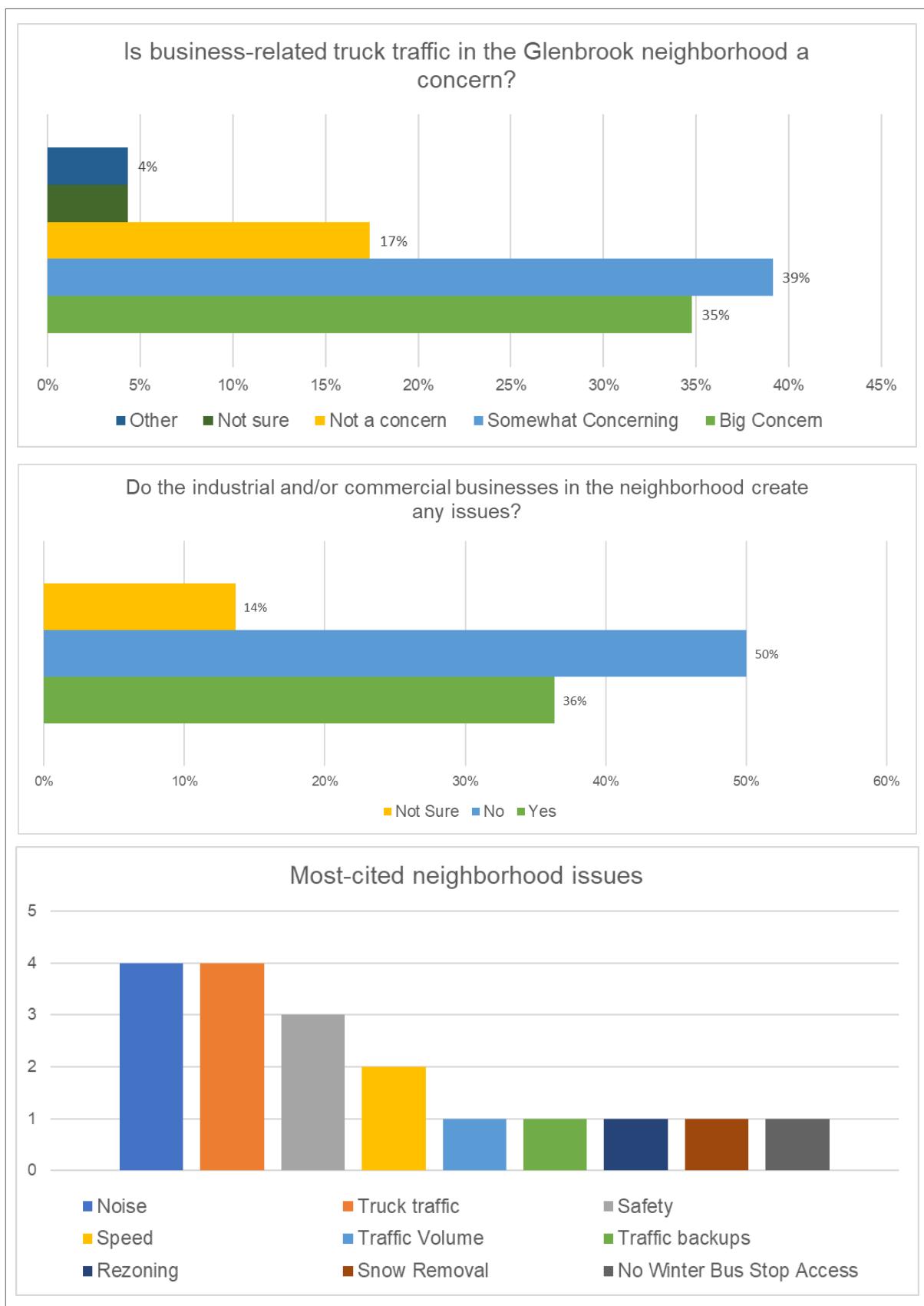
Through the project engagement activities in November 2022 and spring 2023, participants identified key issues for the Glenbrook neighborhood and provided feedback on proposed alternatives to help address those issues and examine tradeoffs.

Phase 1 engagement, focused on learning the neighborhood issues, featured a discussion at a neighborhood meeting that is summarized as follows:

- Streets and traffic: truck traffic, noise, vibration, feels unsafe.
- Getting around: residents like to walk in neighborhood, don't feel safe crossing or walking along Century Avenue
- Development/Redevelopment: concerns about new development fitting in with existing character
- Neighborhood feel: many longtime residents, many know each other, people enjoy the neighborhood.
- Housing: interest in downsizing and different housing types

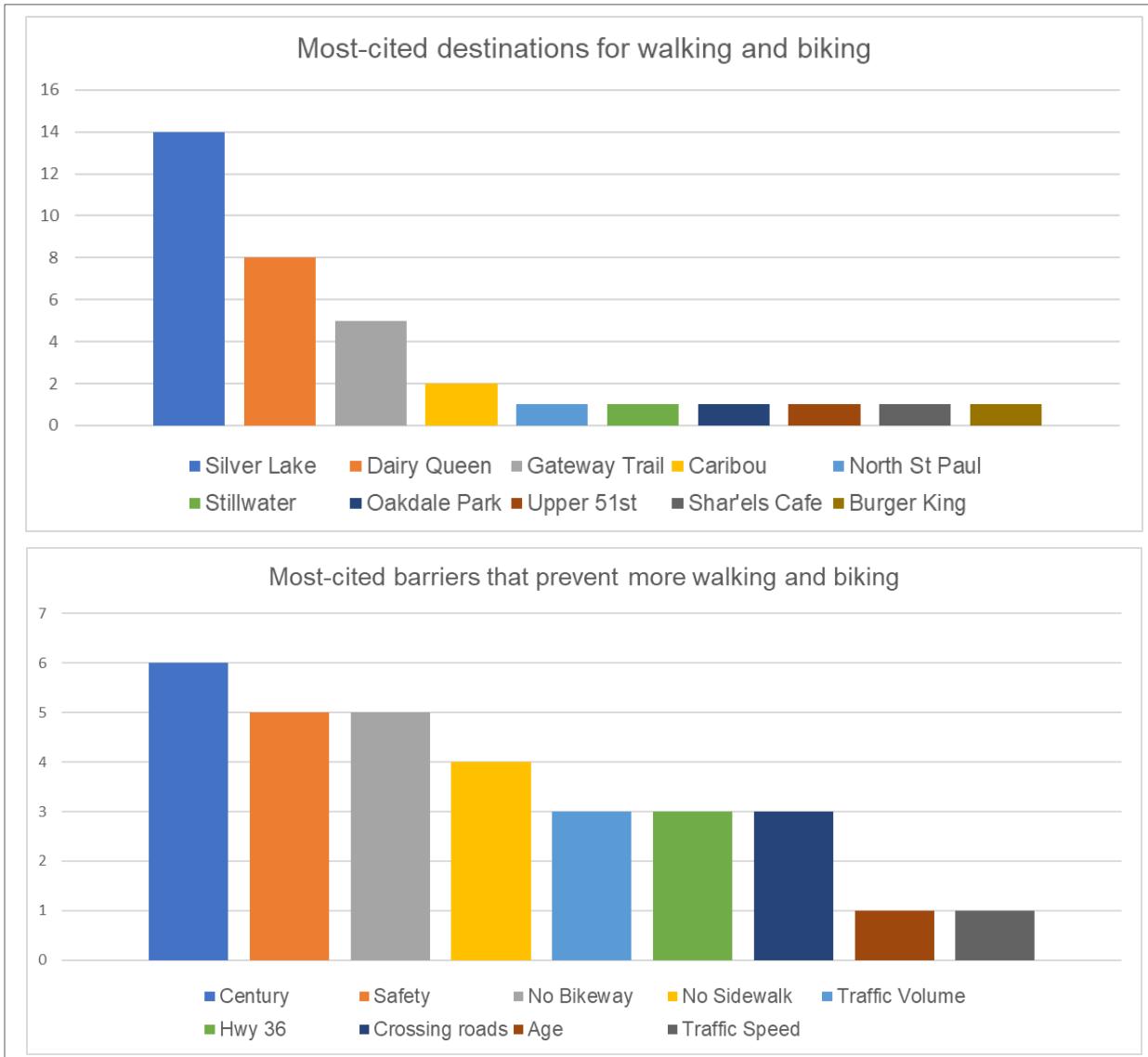
Phase 3 engagement was a chance to share the alternatives developed in response to the issues heard in the first phase, but also to collect any new information and confirm from a broader and larger group what was heard previously. Feedback received in both phases was consistent. Below is a summary of the engagement results from the third phase, which also captures the sentiments heard during phase 1.

Figure 31. Engagement results



These results indicate that, as heard during Phase 2 engagement, truck traffic and associated noise are the biggest issues cited by area residents. Reading the specific open-ended responses, the “noise” response is almost exclusively related toward truck noise and not noise from the industrial uses themselves.

Figure 32. Engagement results



Regarding walking and biking, people from the Glenbrook area are walking or biking for recreational purposes or to visit the ice cream store (in North St. Paul). Crossing or walking along Geneva Avenue, along with lack of sidewalks and safe pathways are the most significant barriers.

The public was not asked to “vote” on which alternative they like best, but rather provide feedback on the land use and transportation elements of each alternative. The questionnaire questions related to the alternatives were open ended.

Overall, the community favored Alternative B, over the other alternatives that would require more significant changes to future land use to resolve the conflicts between truck/commercial-industrial traffic and the residential neighborhood.

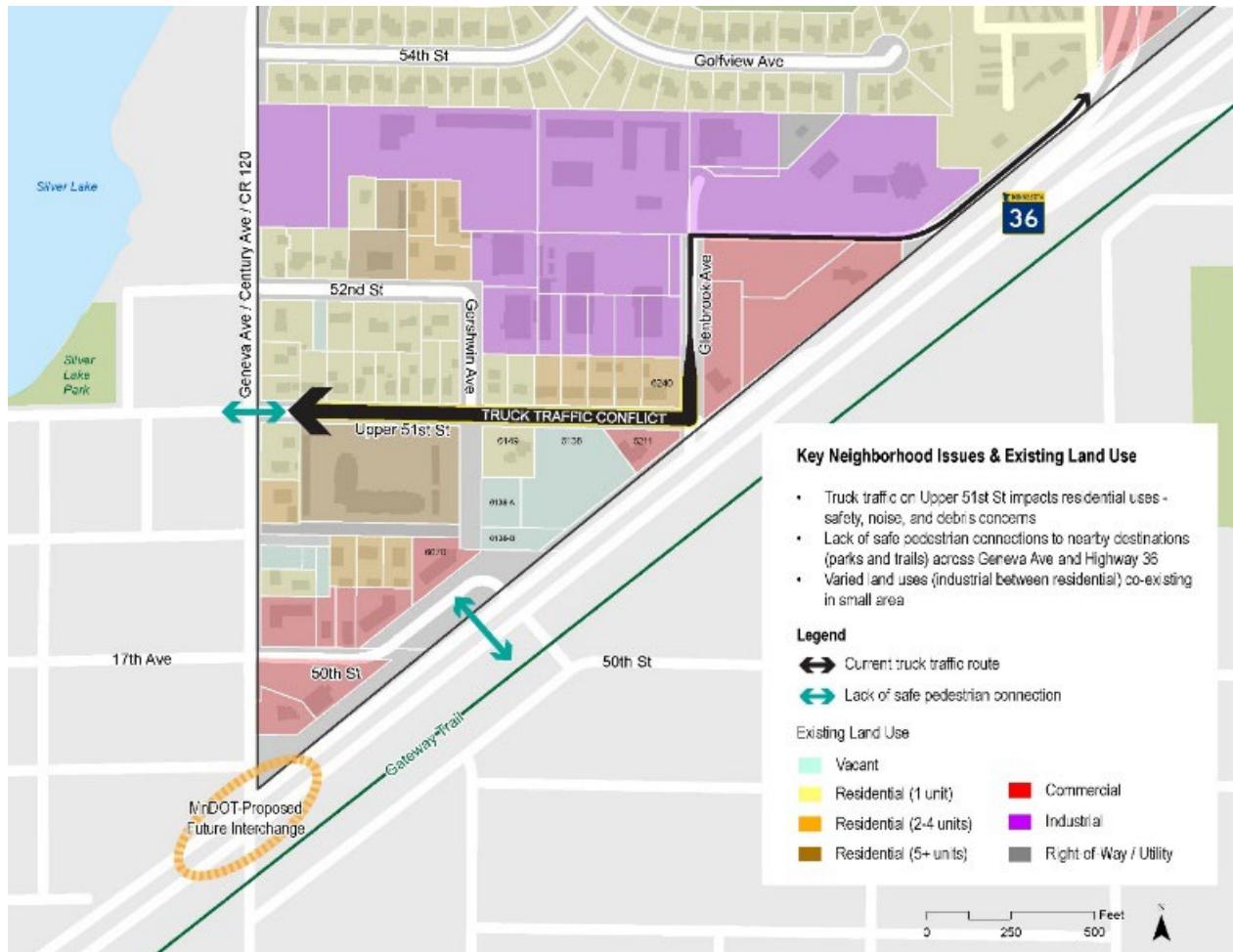
Feedback Themes

- **Truck Traffic** – This was the most cited neighborhood issue that was identified by residents from the beginning of the project and consistently as the project progressed. Residents, mostly those residing on Upper 51st Street, stated that business-related truck traffic impacts them in terms of safety, noise, vibration, and debris left behind on the road.
- **Safe Connections** – Throughout the engagement process, residents shared that they love to get around and outside the neighborhood on foot and wheels, with the most common destinations being Silver Lake to the west, the Gateway Trail to the south, and some of the businesses along Highway 36, such as Dairy Queen and Caribou Coffee. Both a lack of safe infrastructure (e.g., sidewalks) and traffic add to the perceived and real sense of walking and biking safety. Geneva Avenue, both across it and along it, are key opportunities to improve safety for those not traveling in vehicles.
- **Land Use Mix** – Both residents and businesses in the area generally agreed that the mix of land uses (excluding business-related truck traffic) in Glenbrook do not cause a conflict. The varied uses in the neighborhood have historically co-existed, and both residents and businesses are happy in their respective locations.
- **Redevelopment Opportunities** – The initial engagement with residents of the neighborhood revealed concerns about possible redevelopment. There was concern expressed by residents over the potential scale and intensity of any redevelopment that would happen in the neighborhood. As stated above in Land Use Mix, neither businesses nor residents were interested in broad changes to the land use mix in the neighborhood. There was general interest in potential site-specific redevelopment and infill opportunities.

Key Neighborhood Issues

The figure below contains a summary of the neighborhood issues identified during the engagement process.

Figure 33. Key Neighborhood Issues



Section 3.3: Goals and Strategies

The following goals were developed based on feedback from the community, including residents, businesses, and property owners. The goals and subsequent strategies intended to meet each goal were further confirmed and refined with City staff, the Planning Commission and City Council.

Goal 1: Improve the quality of life for residential uses in the neighborhood.

Strategies:

- Reroute traffic to keep commercial and industrial traffic from low density residential areas.
- Create buffers from industrial uses.
- Encourage or require non-conforming industrial and commercial properties to work toward compliance when expanding, changing, or remodeling.

Goal 2: Create safer pedestrian connections through the neighborhood and to other destinations (neighborhood businesses, nearby trails and parks, along and across Geneva Avenue)

Strategies:

- Explore sidewalk and trail connections within the neighborhood.
- Explore improved pedestrian and bike facilities on Geneva Avenue.
- Explore improved crossing points of Geneva Avenue and Highway 36.

Goal 3: Seek solutions to the access/traffic issues in the neighborhood that allow both the businesses and residential uses to remain.

Strategies:

- Pursue and implement for road improvements that separate truck traffic from residential areas.
- Reorganize access points for industry and businesses as appropriate.

Goal 4: Ensure that City priorities are incorporated into the final design for the Geneva Avenue/Highway 36 interchange being planned by MnDOT.

Strategies:

- Document city preferences for access, roadways, and land use within the neighborhood within the adopted Glenbrook Small Area Plan.
- Develop a process of communication with MnDOT and Washington County and other stakeholders on the design and timeline for the new interchange and associated roadways.

Goal 5: Identify redevelopment opportunities in the neighborhood and establish guidelines for use and design on these sites.

Strategies:

- Work with property owners and businesses to identify development and redevelopment projects.
- Understand the market for commercial, industrial, and residential development in the neighborhood.

Section 3.4: Alternates

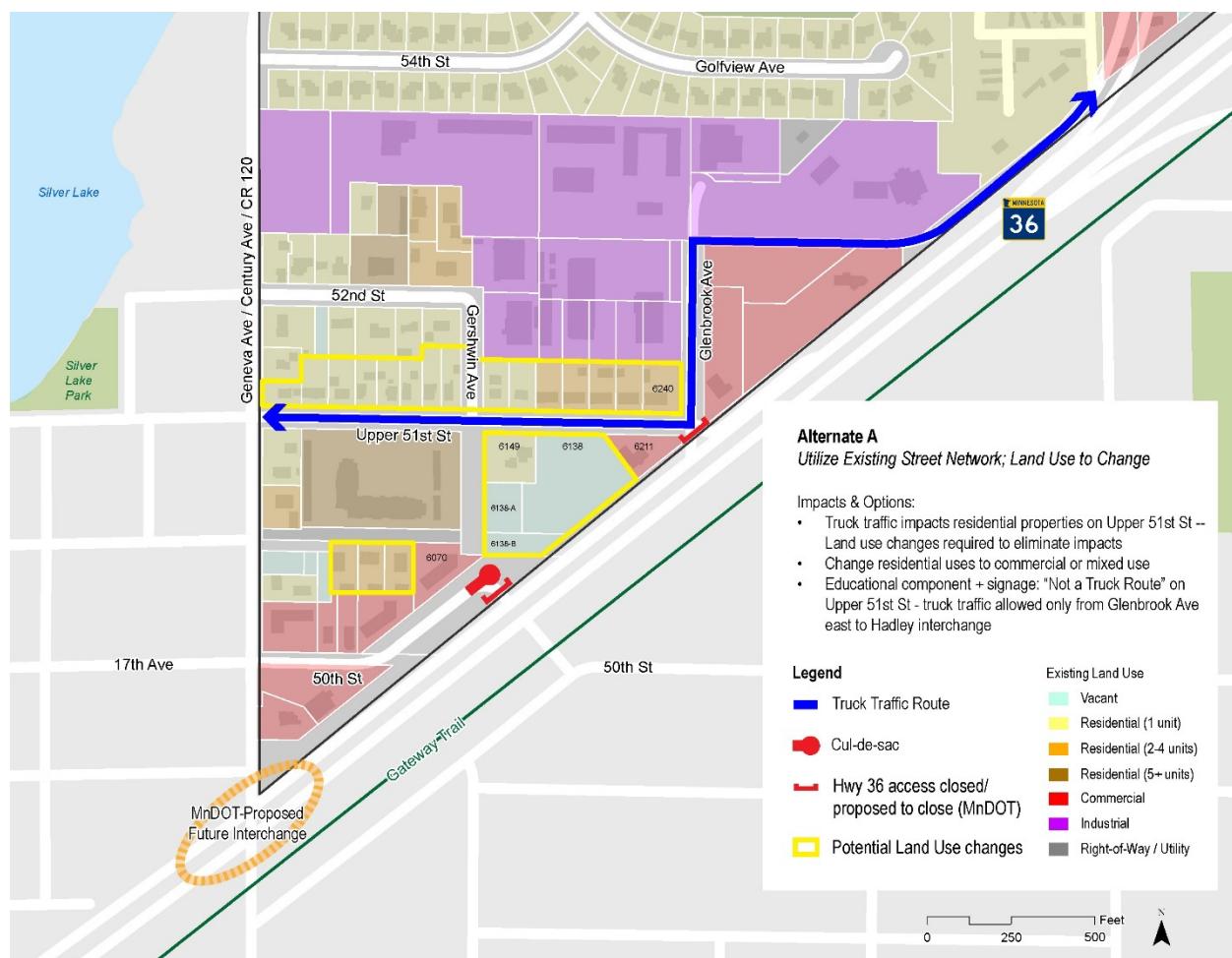
Three alternates were developed for the frontage road serving the Glenbrook area. The intent was to address the truck traffic issues, but also to provide different access opportunities for several properties. The alternatives also allowed for input into whether the city should focus on land use change in the area, transportation changes, or a combination of both.

These alternatives are described and illustrated more fully below.

Alternate A

Alternate A proposes to allow truck traffic to continue using Upper 51st Street to access Highway 36, as shown in the blue line on Figure 34. If commercial truck traffic continues along this route, land use changes are proposed along the north side of Upper 51st Street, to allow for uses that may be more compatible with a road that accommodates business-related truck traffic. Land uses that may be more compatible in the identified areas include mixed-use or multi-unit residential.

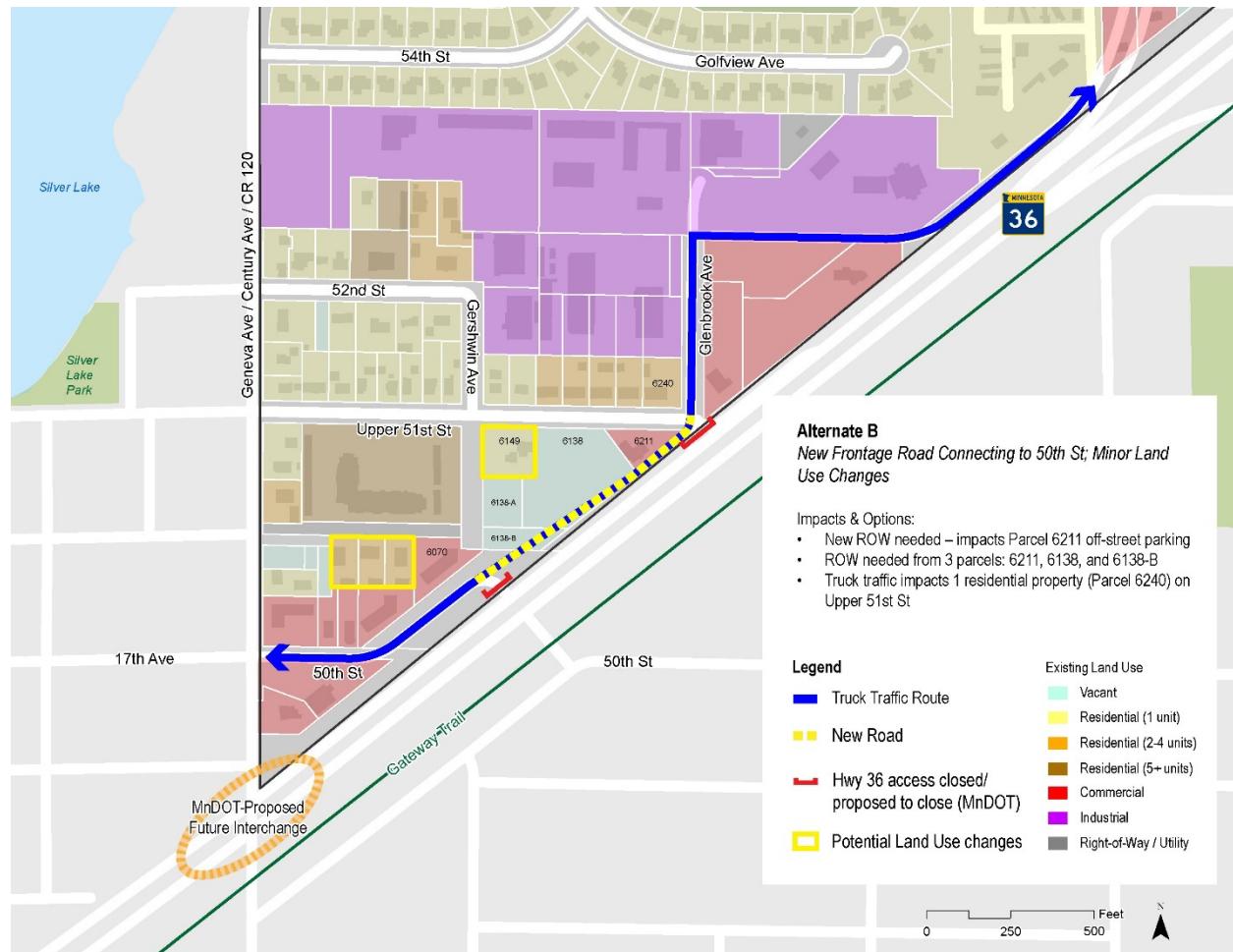
Figure 34: Alternate A



Alternate B

Alternate B proposes to change the transportation system by constructing a new road connection between Glenbrook Avenue to the north and 50th Street to the south, parallel to Highway 36. This connection would be comparable to a frontage road. The new roadway is denoted by a yellow dashed line in Figure 35. In this scenario, it is assumed that business-related truck traffic will utilize this connection for a more direct route to Highway 36. Therefore, the only impacted residential property is denoted as 6240 on Figure 35, at the corner of Glenbrook Avenue and Upper 51st Street. This scenario does not propose any land use changes as a result of rerouting truck traffic.

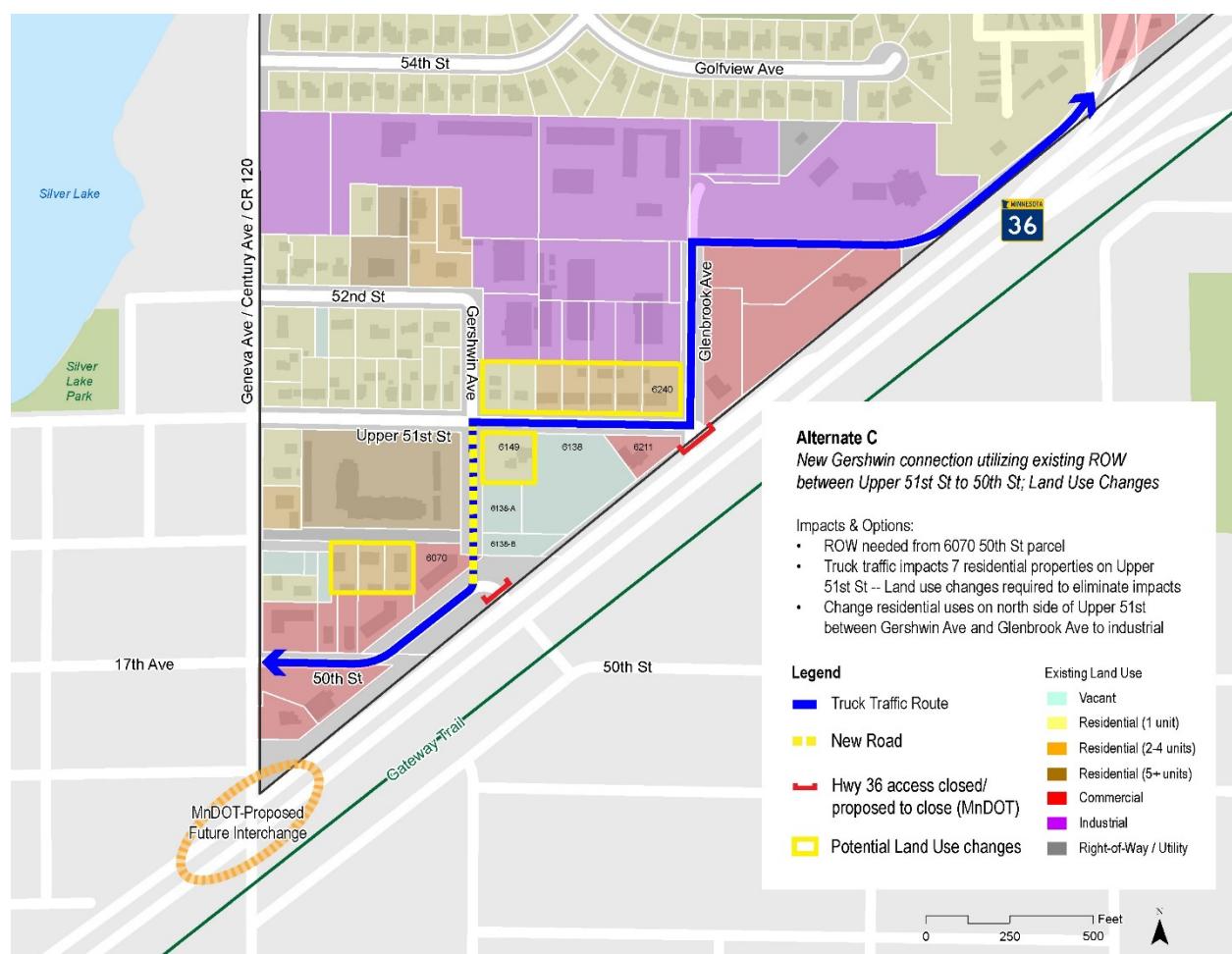
Figure 35: Alternate B



Alternate C

Alternate C is a hybrid between Alternates A and B, in that it proposes both transportation and land use changes. A new roadway would be constructed using existing City right-of-way along Gershwin Avenue between Upper 51st Street and 50th Street. Truck traffic would be directed to zigzag through the neighborhood as shown in Figure 36. Because business-related truck traffic would still be utilizing Upper 51st Street between Glenbrook Avenue and Gershwin Avenue, land use changes are proposed along the north side of the street for this block. Similar to Alternate A, proposed land use changes would include re-guiding these properties to uses more compatible with heavier truck traffic, including mixed-use or multi-unit residential.

Figure 36: Alternate C



Section 3.5: Other Agency Feedback

Minnesota Department of Transportation (MnDOT)

Part of this planning process involved connecting with MnDOT representatives to share the alternatives of this plan. The major takeaways from their feedback are as follows:

- Highway 36 and Geneva Avenue Interchange: The MnDOT study of the Highway 36 and Geneva Ave. interchange is ongoing and no designs have been published since their draft study in 2014. Other designs are currently being developed.
- 50th Street North and Geneva Avenue: In all of the alternatives MnDOT is currently considering, full movement at the 50th St. North and Geneva Ave. intersection is maintained. MnDOT representatives said the intersection spacing between the future Highway 36/Geneva Avenue interchange ramps and 50th Street should be adequate as shown on the alternatives.
- Potential frontage road as proposed in Alternate B: MnDOT staff said that we should not assume that any of the existing MnDOT Highway 36 right-of-way could be used for the proposed new frontage road as shown in Alternate B.

Washington County

Staff and the consulting team also met with Washington County to discuss their plans for eventual turnback of Geneva Ave from a MnDOT highway to a County highway and possible upgrades to pedestrian and bike facilities along the corridor. The major takeaways from their feedback are as follows:

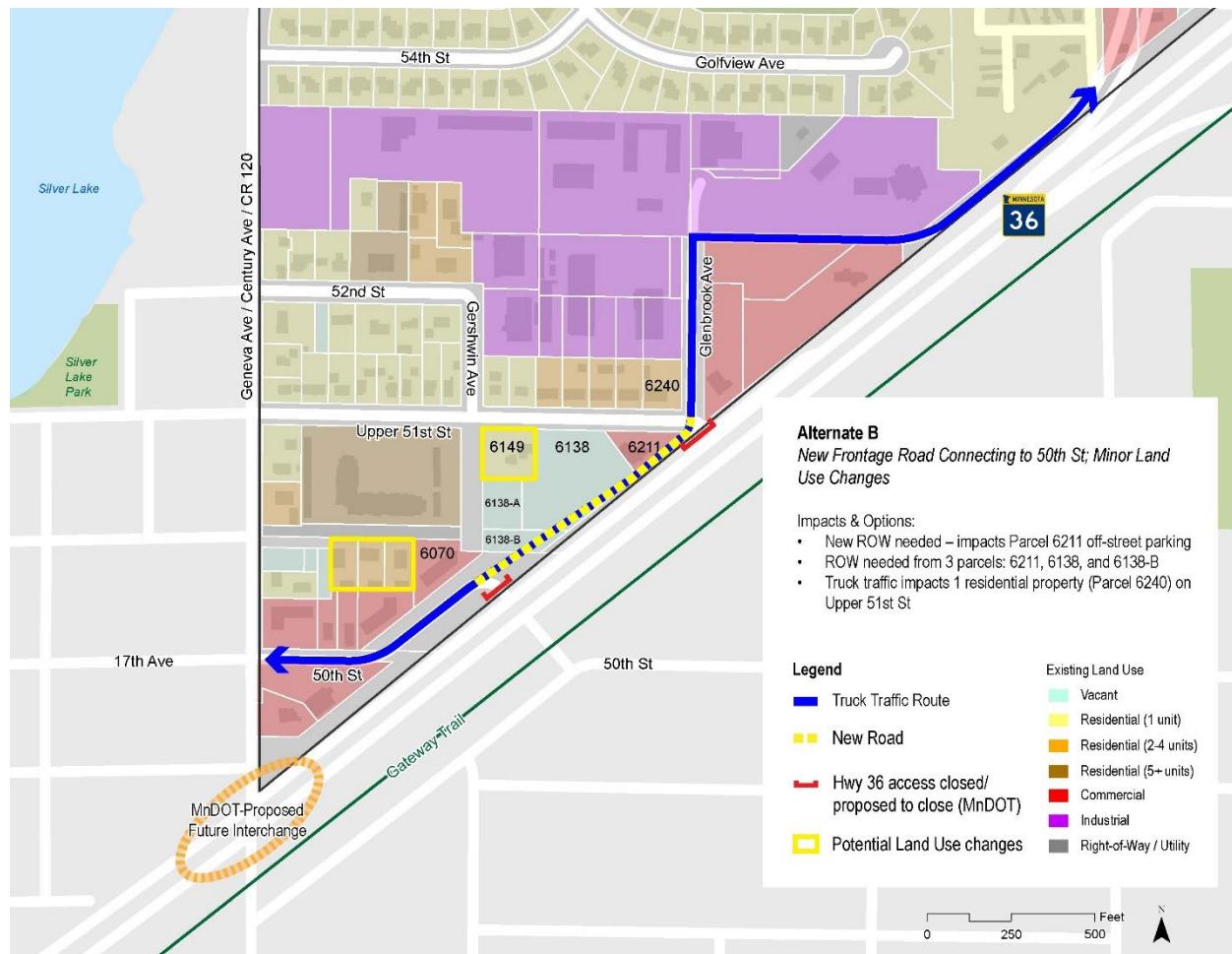
- Has concerns about the new MnDOT interchange design at Geneva Ave. and what movements will be allowed at nearby existing intersections.
- Agreed that the most logical place for a pedestrian crossing of Geneva Ave. would be at Upper 51st Street, given the connection between residential neighborhoods and Silver Lake.
- Suggested that one alternative for handling truck traffic in the Glenbrook neighborhood would be directing trucks to use the Hadley interchange. However, enforcement of any signage would be extremely difficult and constructing physical barriers would be disruptive to residential deliveries and emergency access.
- If full movement is to be maintained at Geneva Ave. and 50th Street, agreed that this could be a good option for trucks, particularly if there were to be a signal there.

CHAPTER 4: PREFERRED ALTERNATE

Section 4.1: Preferred Alternate Overview

Based on data analysis and input from the public, the City Council has determined that Alternate B from Chapter 3 is the preferred alternative for the Glenbrook Neighborhood. This alternate results in the least amount of change to future land use in the neighborhood and should effectively route most commercial trucks away from residential areas.

Figure 37: Existing Land Use and Alternate B



Transportation

The biggest change to the Glenbrook neighborhood recommended in this alternative is the creation of a new frontage road along the north side of Hwy 36 from Glenbrook Ave. heading south and west to Geneva Ave. via 50th Street. To create this road, new right-of-way is needed likely from a combination of private properties and MnDOT. Note that right-of-way acquisition from both public and private entities would be negotiated during the preliminary design of the road. The new

frontage road would connect between the two access points to Hwy 36 that have been or will shortly be closed.

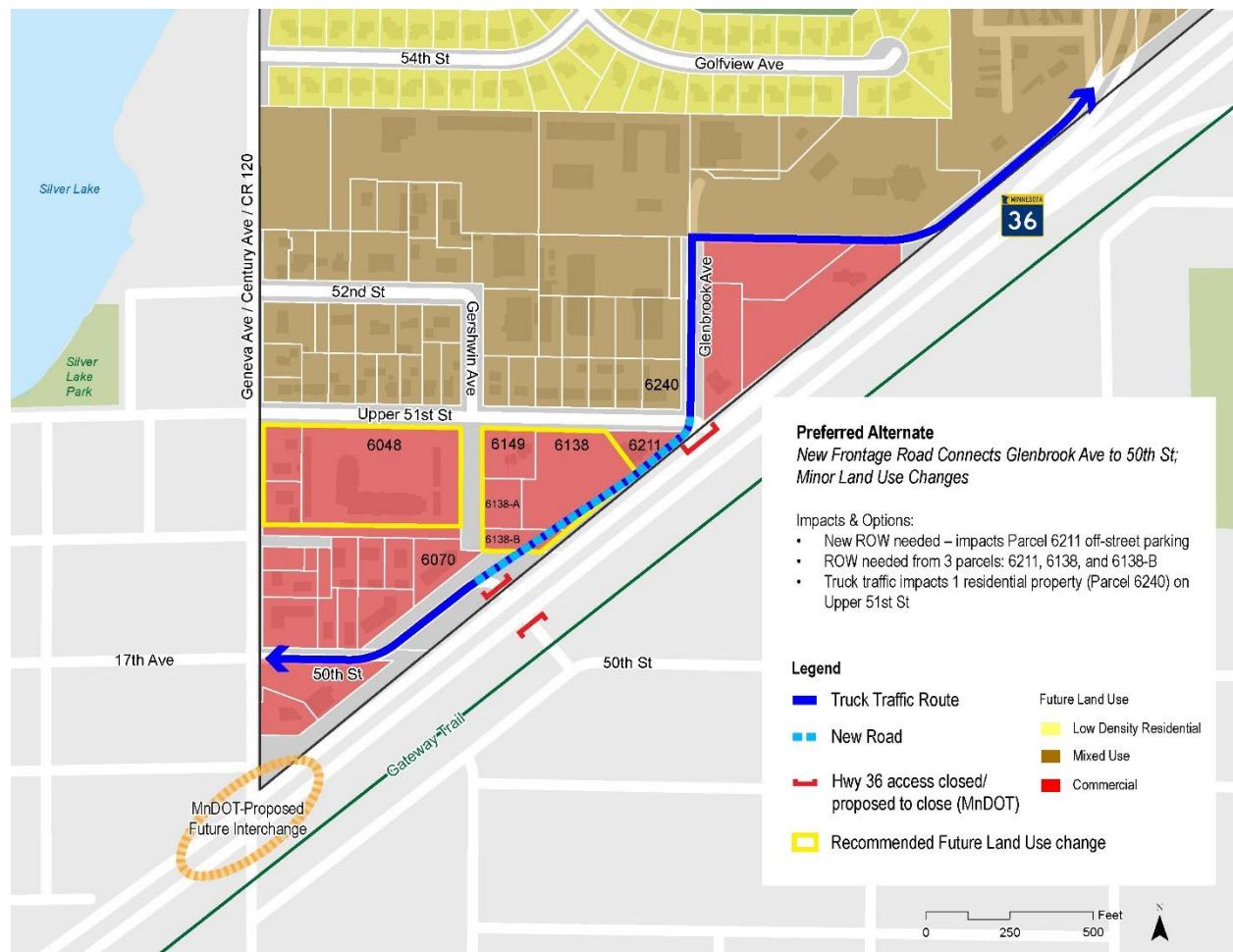
Truck traffic from the industrial and commercial businesses north of Upper 51st St. would exit the neighborhood either via the Hadley Ave. interchange or the new frontage road connection to the Geneva Ave./Hwy 36 interchange at 50th Street. MnDOT has stated that full turning movements will likely remain available at the Geneva Ave./50th St. intersection as a part of the preferred design concept for the future interchange.

Land Use

The future land use map from the 2040 Comprehensive Plan is shown in Figure 38. Most of the property north of Upper 51st St. is planned for Mixed Use, including the existing industrial areas. Lands south of Upper 51st St. and east of Glenbrook Ave. are planned for commercial use.

Future land uses along the recommended new frontage road should be mixed use, to avoid the types of conflicts that currently exist in the neighborhood. With the recommendation for a new frontage road, this plan also recommends that access for parcels along it be from the new road.

Figure 38: 2040 Comprehensive Plan Future Land Use



The main parcels that are recommended for re-guiding include 6138, 6149, and 6048 Upper 51st St. and 5127 and 5115 Geneva Ave.

Tradeoffs

The preferred alternative addresses most of the key issues identified early in this planning process. However, any recommended change comes with tradeoffs that should be understood. The following table provides a summary of tradeoffs that can be expected with implementation of the preferred alternative.

Table 7. Tradeoffs	
Benefits	Trade-Offs
<p>Largely alleviates mixing of commercial and residential traffic, which is the biggest issue cited by neighborhood residents.</p> <p>Avoids large-scale changes in future land use patterns in the neighborhood, consistent with the expressed wishes of neighborhood businesses and residents.</p> <p>Works with MnDOT alternatives being studied for the Geneva Avenue interchange for the 50th Street intersection (retains full turning movement).</p> <p>May improve marketability and visibility of parcels along Highway 36.</p>	<p>Costs to construct new frontage road. These may be shared between developers, MnDOT, and/or the City.</p> <p>Need for new right-of-way from private property, with some possibly attained as part of a new development.</p> <p>Uncertainty regarding ability to use MnDOT ROW to accommodate the frontage road. If ROW cannot be obtained, the project will have greater impacts on existing commercial property at 6211 Upper 51st St that would need to be further examined.</p> <p>Ongoing maintenance and upkeep of new road extension.</p>

Section 4.2: Land Use Changes

There are limited future land use changes recommended in the preferred alternative, as the focus for big change is the new frontage road. However, there are some parcels that would benefit from additional flexibility for redevelopment and to compliment the established land use patterns in the neighborhood.

Comprehensive Plan Amendments

The 2040 Comprehensive Plan recognizes the Glenbrook neighborhood as a priority area for redevelopment to achieve the City's goals and calls out the need for a small area plan for redevelopment. The Plan also anticipates the need for modifications to the future land use map to facilitate redevelopment.

The current Plan divides the neighborhood into mixed use and commercial areas. Note: This is despite the fact that there are long-standing industrial uses in the neighborhood. Potential zoning and compliance strategies for these industrial areas are included in Section 4.4. The allowed uses in these future land use categories are as follows:

Mixed Use: commercial, residential, office. The percentage of uses determined by an approved development plan. Residential density between 8 and 55 units per acre.

Commercial: retail, professional offices, hotels, entertainment, restaurants.

Figure 39: Recommended Comprehensive Plan Amendments to Future Land Use Map



The parcels recommended for change include:

- 6138 Upper 51st St. (including 6138-A and -B): this property is currently vacant, and owners have been pursuing redevelopment options for some time. The parcel is planned for Commercial use in the 2040 Comprehensive Plan. This designation reflects the desire to redevelop the southern half of the neighborhood for commercial purposes in the long-term. However, changing the future land use designation for this parcel to Mixed Use would provide more options for how this property develops (residential or commercial, or both). Allowing both commercial and residential uses on this property would also allow for consistency with the adjacent Eastgate Apartments and/or the commercial uses to the northeast and southwest.
- 6149 Upper 51st St.: this parcel currently contains a single-family home that is considered legal non-conforming as it is zoned C2 Community Commercial. To enable a cohesive development that includes the 6138 Upper 51st St. property, it is recommended that the future land use designation for this parcel be changed to Mixed Use.
- 6048 Upper 51st St (Eastgate Apartments), 5127 Geneva Ave. and 5115 Geneva Ave.: These parcels are located south of Upper 51st Street and north of the existing, vacant right-of-way connecting Geneva Ave. to the vacant property at 6138 Upper 51st St. This area is currently designated as Commercial on the future land use map, and it is recommended that this be changed to a Mixed-Use designation. The Eastgate Apartments are a stable, multi-family use in the neighborhood and designating the property for Mixed Use would allow for a consistent development pattern in an east-west direction. Designating the entire area from Geneva Ave. to Hwy 36 between the public right-of-way behind the apartments and Upper 51st Street also provides a more compatible

Figure 40. 6149 Upper 51st Street Property



transition between the single-family uses north of Upper 51st and the commercial uses to the south.

The combined acreage of 6149 and 6138 is approximately 3 acres. Figure 41 provides an example of a mixed-use redevelopment project on a 4-acre site in Minneapolis, at a similar scale at the 6149 and 6138 site. The figure shows 4 images, the top 2 are renderings of the public space amenities associated with the site (left) and the design of the building (right), and the bottom are photographs of the construction of the site (left) and a Google Earth aerial view of what the site looks like as it was built out (right). The building features apartments above a grocery store and pharmacy.

Figure 41. 4-acre mixed-use development (Source: Oppidan Investment Company)



These recommended changes are consistent with Goal 2, policies 1, 3 and 6 of the 2040 Comprehensive Plan as follows:

- *Goal 2: Certain policies shall guide the City's actions to ensure the redevelopment and development of certain parcels and areas.*
- *Policy 1: Prepare small area and redevelopment plans that include elements such as, but not limited to, land use, intensity and location, roads, trail and sidewalks, open space, public utilities, transit, and funding and financing.*
- *Policy 3: Modify the Comprehensive Plan, Zoning and Subdivision Ordinance, and Capital Improvements Plan to facilitate the achievement of the City's development and redevelopment goals.*
- *Policy 6: Work cooperatively and proactively with developers, builders, other regulators, adjacent landowners, and other relevant stakeholders to prepare and implement development and redevelopment plans.*

This plan also recognizes the stability of the industrial uses located on the northern side of the neighborhood, and the fact that businesses there intend to stay in the area. The properties are currently shown as Mixed Use in the future land use plan. There are no recommended changes to

the future land use designation of these properties, because a mixed-use designation provides owners with flexibility for future redevelopment while allowing the current use (industrial) to continue.

Section 4.3: New Commercial Truck Route/Frontage Road

Location and design

Highway 36, Glenbrook Avenue, and Upper 51st Street operate essentially as a frontage road on the north side of Highway 36, connecting the Hadley Avenue interchange with Geneva Avenue. Commercial truck traffic along Upper 51st Street is identified in this study as a significant concern for the neighborhood. Providing a new segment of frontage road connecting Glenbrook Avenue south and west to 50th Street, adjacent to Highway 36, would create a continuous truck route, allowing trucks to avoid the residential uses on Upper 51st Street. This connection would be more important once interchange improvements are built at Geneva Avenue and Highway 36 by MnDOT, since the existing direct access to Highway 36 at 50th Street will be closed.

The suggested alignment of the frontage road minimizes difficult turning movements for trucks and provides access to parcels likely to redevelop as commercial or mixed use (such as 6138 Highway 36 Blvd.).

ROW Needs

For the purposes of this study, it is assumed that the new segment of frontage road would be within a 66-foot-wide right-of-way (ROW), adjacent to and parallel to Highway 36, the same width as the Glenbrook Avenue and 50th Street rights-of-way. The new frontage road is assumed to connect to the existing frontage road adjacent to Highway 36 that is the extension of 50th Street as illustrated in Figure 42.

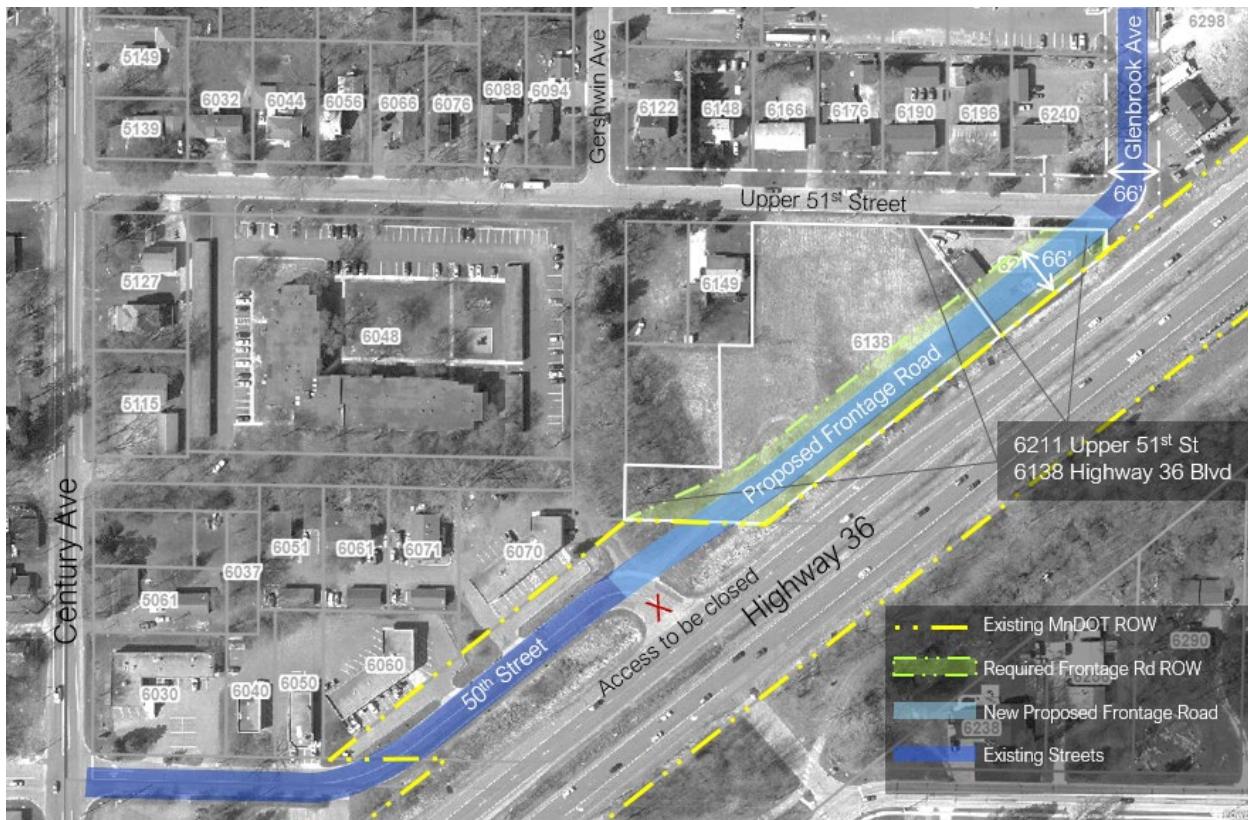
The City recognizes that construction of such a road will require coordination and negotiation with MnDOT to obtain necessary right-of-way. MnDOT staff have indicated in initial discussions that the new frontage road should not assume encroachment into the existing Highway 36 ROW. They have indicated that the MnDOT ROW is needed once the new interchange is built to provide a shoulder, snow storage and clearance for snow plowing, and appropriate dimensions separating highway traffic from frontage road traffic for safety.

Because of the potential property impacts described below, the City will continue to have conversations with MnDOT on the location of the new frontage road so that these impacts can be minimized.

Property Impacts

The recommended frontage road connection would cross three parcels: the vacant pair of parcels at 6138 Highway 36 Boulevard and the triangular parcel at 6211 Upper 51st Street. A 66-foot-wide ROW in this location would extend into the 6211 property and, potentially, the building in the southwest quadrant of Glenbrook Avenue and Upper 51st Street. This right-of-way would have to be acquired by either the City or MnDOT from these private property owners.

Figure 42. Proposed Frontage Road



Section 4.4: Pedestrian and Bike Improvements

Geneva Avenue

Crossing Geneva Avenue

Community feedback throughout the project was consistent that residents within the Study Area frequently cross Geneva Avenue on foot, principally to access the parks and trails around Silver Lake in North St. Paul as well as restaurants and businesses along Highway 36. Alongside this feedback, residents expressed how hard and dangerous it is to cross the street due to traffic volumes and speed, regardless of where they cross. Upper 51st Street N / 19th Avenue is a common place to cross, as this has direct lake, trail, and park access.

Based on this feedback, this Plan recommends infrastructure improvements for non-motorized (pedestrian, bicycle, and other) crossings of Geneva Avenue at Upper 51st Street N / 19th Avenue. Table 8 outlines some examples of steps that could be taken to make improvements to the intersection crossing experience in the short-term and long-term. This Plan acknowledges that Geneva Avenue is currently under the jurisdiction of MnDOT, although it is anticipated to be returned to either Washington County or Ramsey County in the future. It is also anticipated that the stretch of Geneva Avenue within the Study Area will be reconstructed, although the timeline is unknown. Therefore, the City of Oakdale should coordinate with MnDOT and the Counties about implementing these improvements.

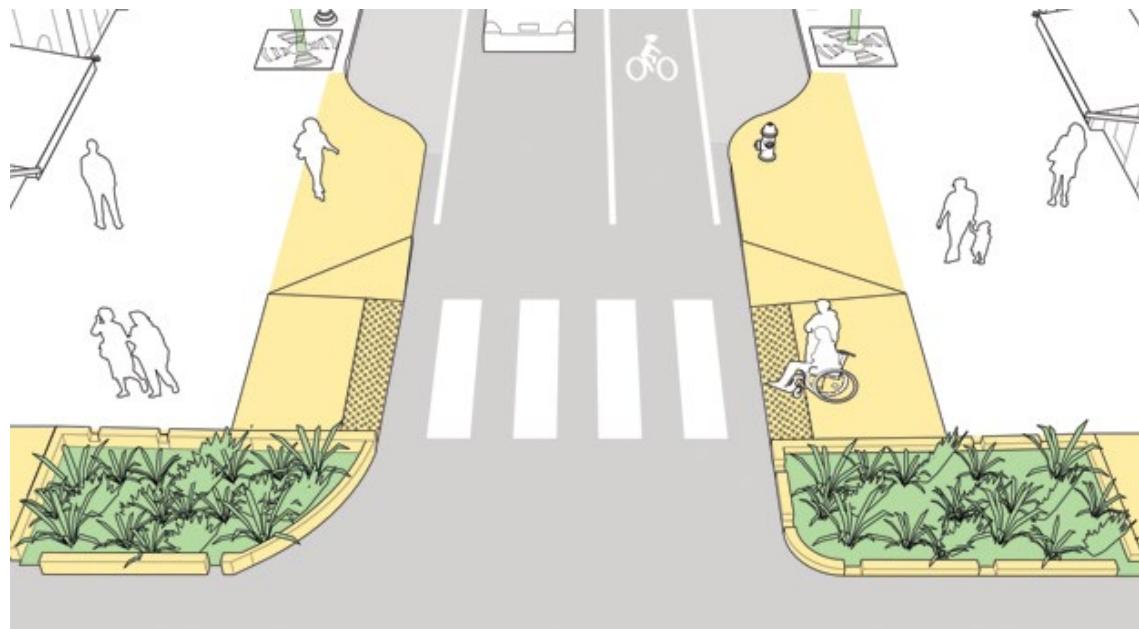
Table 8. Examples of Short- and Long-term Crossing Experience Improvements at Geneva Avenue and Upper 51 Street

<i>Short-term</i>	<i>Long-term</i>
<ul style="list-style-type: none"> ▪ Crosswalk ▪ Pedestrian signage that flashes when button pushed 	<p>Redesign intersection to extend the curbs and reduce crossing distance, add a crosswalk and signage.</p> <p>Include a signal at 50th Street and Geneva in the redesign of the Geneva/Highway 36 interchange.</p>

Figure 43. Existing Geneva Ave/Upper 51st St. intersection (Top) and example of short-term improvements (bottom)



Figure 44. Example of long-term improvements that include extending curbs and reducing crossing distance (Source: National Association of City Transportation Officials)



Along Geneva Avenue

In addition to the feedback about crossing Geneva Avenue, community feedback also mentioned a desire to travel (on foot, by bike, or other) along Geneva Avenue, particularly for residents to get to either the businesses near Highway 36 (Caribou, Dairy Queen), or across Highway 36 southward and onto the Gateway Trail. Based on this feedback, this Plan recommends pedestrian and bicycle infrastructure improvements along Geneva Avenue, including a crossing of Highway 36 designed with the future interchange. Ideally, the infrastructure would be a separated trail, ideally on both sides of Geneva, but at a minimum on the east side. These improvements would likely take place with a reconstruction of Geneva Avenue, and again this Plan recommends coordinating with the agencies (MnDOT, Washington and Ramsey Counties) involved to make the improvements.

Within the Neighborhood

Based on community input, safe connections within the neighborhood, predominantly on foot, are also important to those who live and do business in the neighborhood. Currently there are no sidewalks in the Glenbrook neighborhood. Those who wish to travel through the neighborhood, for example along Upper 51st Street to get to Silver Lake, currently use the street. Therefore, to improve the pedestrian safety and experience within the neighborhood, the following are key sidewalk connection recommendations:

- South side of Upper 51st Street from Geneva Avenue to Glenbrook Avenue
- Along the proposed frontage road, from Glenbrook Avenue to 50th Street, to Geneva Avenue
- Continue north and eastward, to connect with existing sidewalks around the Hadley Ave N roundabouts, as shown in Figure 45
- When parcels 6149 and 6138 (re)develop, a north-south pedestrian connection should be made a priority, closer to the west side of these properties.

Figure 45. Recommended Sidewalk Connections



Section 4.5: Industrial Property Compliance

While this plan recognizes and supports the existing industrial businesses in the neighborhood, there are many ways these sites do not conform with the City's zoning ordinance. Bringing these sites gradually into compliance with zoning and site development regulations can help the businesses and residents co-exist more harmoniously in the neighborhood.

Industrial properties in the Glenbrook neighborhood are zoned Industrial Office (IO). Many of the businesses in the neighborhood were established prior to the existing zoning regulations, rendering them legal non-conformities. A parcel-by-parcel inventory of non-conformities was not conducted as a part of this study. However, areas where known non-conformities generally exist include:

- Lot coverage: Most of the sites are 100% covered while the ordinance maximum is 90%.
- Landscaping: The majority of the industrial sites in the neighborhood do not meet the landscaping requirements of the zoning code, which include tree planting/shrub/berming requirements, parking lot landscaping, and front yard landscaping. The businesses were established before the landscaping requirements were established.
- Storage – Displays: The zoning code requires that anything not for direct sale to the ultimate consumer be stored within a 100% opaque wall or fence that screens the storage from view

of the public right-of-way. A characteristic of industrial businesses in the neighborhood is outdoor storage of materials (for sale or otherwise) and vehicles with no screening. Outdoor storage is also prohibited within one-half of the required front or side street setback nor within any required interior side or rear setback.

- External Storage: The IO district requires that outdoor storage be excluded from front yards and be screened from view by an opaque fence. In the Glenbrook neighborhood, there are many large areas of outdoor storage that are completely unscreened (or lightly screened with vegetation) and/or are in front yards.
- Setbacks: Required building setbacks include 30 feet from local streets, 50 feet from residential zoning boundaries, and 20 feet from interior lot lines. Buildings are often setback 15-30 feet from residential districts and down to zero setback from interior lot lines.

Parking lots and circulation drives are required to be setback 10 feet from local streets, 30 feet from residential boundaries, and 5 feet from interior lot lines. Parking lots and drives are often between 0 and 15 feet from residential boundaries and 0 feet from interior lot lines.

- Uses: Some long-time businesses in the area do not fall under the permitted uses in the IO district. These uses are classified as legal non-conforming uses.
- Parking Areas: Many of the parking areas in the neighborhood do not meet ordinance standards for surfacing, striping, and curbing.

According to city code regarding nonconformities (Sec. 25-3-1400), any nonconformity may be continued through repair, replacement, restoration, maintenance, or improvement but not expanded. Therefore, the City can only require conformance with the code during the application process for an expansion or redevelopment of a site. However, the City will consider the following recommendations to help industrial sites incrementally come into compliance with the code:

- Requiring incremental compliance of landscaping requirements when a building or parking lot is changed or expanded. This means that the requirements of the landscaping ordinance would apply in the same proportion that the changed or expanded parking lot or building has to meet for the existing development (e.g.-a 25% building expansion would require 25% of the landscaping requirements be installed).
- Allow for some expansion of nonconformities *without* a variance if improvements are made in the above nonconforming areas (external storage, screening, landscaping, etc.). Suggested percentage allowance – 10%.
- Connect businesses with potential grant opportunities to fund property upgrades, such as grants through the watershed district. The City may also explore providing financial assistance to help properties come into compliance with zoning requirements.

If or when industrial properties redevelop within the neighborhood, there are some creative re-use opportunities allowed by-right (as permitted uses) within the IO district, including: office-showrooms, indoor community recreation, restaurants, brew pubs, brewery taprooms, and micro distilleries.

CHAPTER 5: RECOMMENDATIONS AND IMPLEMENTATION

Section 5.1: Action Plan

The City will have an Action Plan in place to ensure a path forward for the recommendations in this plan. The Action Plan is organized to follow the overarching recommendations followed by corresponding actions. For each recommendation, the Action Plan lists actions, the target year(s), entity and partners, resources, and detail/components. This Action Plan can guide the City's work plan and budget allocations so that staff takes incremental steps to support the recommended changes to the Glenbrook Neighborhood.

Table 9. Action Plan for the Glenbrook Neighborhood

Recommendations and Actions	Short-Term (within 2 years)	Medium-Term (2-5 years)	Long-Term (5+ years)	Lead Entity & Partners	Resources Required	Components
1: Redirect commercial and industrial truck traffic from Upper 51st Street						
Action 1.a – Work with MnDOT to include truck route signage in new interchange design.	X			Public Works	Staff resources	
Action 1.b – Work with online mapping/GPS applications to change the default routing of trucks through the neighborhood	X			Community Development	Staff resources	Use “Suggest an edit” in GPS applications to assist directions in the area
Action 1.c – Work with business owners to create educational materials to disseminate to truck drivers on the appropriate route for entering and exiting the neighborhood.	X			Community Development	Staff resources	Provide suggested language for flyers, emails, text, etc. for businesses to give to truck drivers
2: Create a new frontage road for trucks, connecting Glenbrook Ave. to 50th Street North						
Action 2.a – Request that MnDOT evaluate the preferred alternative concept and incorporate into the Highway 36 interchange design.		X		MnDOT	Staff or consulting resources	Assess right-of-way needs, prepare feasibility study with preliminary cost estimate, including funding options.
Action 2.b – Negotiate with MnDOT on local road improvements and identify ROW impacts		X		Engineering, Community Development	Staff or consulting resources	During design of the Geneva Ave/Hwy 36 interchange project, work with MnDOT to determine the optimal location and

Table 9. Action Plan for the Glenbrook Neighborhood

Recommendations and Actions	Short-Term (within 2 years)	Medium-Term (2-5 years)	Long-Term (5+ years)	Lead Entity & Partners	Resources Required	Components
						design of the frontage road. Work with MnDOT affected property owners on acquisition of ROW
Action 2.d – Construct the road, in conjunction with surrounding infrastructure improvements			X	MnDOT, developers	Staff or consulting resources	Note: construction could commence sooner depending on funding availability and coordination with MnDOT interchange work
3: Update the Future Land Use Map of the Comprehensive Plan						
3.a – Contact the City's Met Council sector rep to discuss preliminary recommendations for future land use map changes.	X			Community Development	Staff resources	Determine whether the changes will result in a minor or major comprehensive plan update.
3.b – Discuss updates with affected property owners	X			Community Development	Staff resources	Contact property owners directly or hold neighborhood meetings to discuss
3.c – Prepare map updates and obtain formal approvals	X			Community Development	Staff resources	Planning Commission recommendation and City Council approval to distribute to Met Council
3.d – Run through Met Council approval process	X			Community Development	Staff resources	After Met Council, come back to City Council for final adoption.
4: Create a Better Pedestrian and Bike Environment						
4.a – Advocate to MnDOT and Washington County for a safe pedestrian crossing of Geneva Ave. at Upper 51 st St.	X			Community Development, Washington and Ramsey Counties	Staff resources	Options include a crosswalk, pedestrian signage, flashing lights, and/or curb extensions.
4.b – Advocate to MnDOT for a safe pedestrian crossing of Hwy 36 during design of Geneva Ave. interchange and connectivity to the Gateway Trail.			X	Community Development, MnDOT	Staff resources	
4.c – Incorporate bike and pedestrian infrastructure into the design of roads as they are reconstructed per the City's CIP.		X	X	Engineering	Staff and consulting resources	

Table 9. Action Plan for the Glenbrook Neighborhood

Recommendations and Actions	Short-Term (within 2 years)	Medium-Term (2-5 years)	Long-Term (5+ years)	Lead Entity & Partners	Resources Required	Components
4.d – Incorporate design of sidewalks/paths into design of new frontage road and redevelopment of private property.		X		Engineering, Community Development	Staff and consulting resources	
5: Encourage Industrial Compliance with Zoning Regulations						
5.a - Create a mechanism for incremental compliance within the zoning ordinance.	X			Community Development	Staff resources	Requiring incremental compliance of landscaping requirements when a building or parking lot is changed or expanded
5.b - Amend the zoning ordinance to allow for small expansions to nonconformities if site improvements are made to bring the site into closer compliance with the zoning ordinance.	X			Community Development	Staff resources	Allow for some expansion of nonconformities without a variance if improvements are made (external storage, screening, landscaping, etc.). Suggested percentage allowance – 10%.
5.c - Connect businesses with potential grant opportunities to fund property upgrades	X			Community Development	Staff resources	These may include brownfield grants, grants from the watershed district, and others.
6: Improve environmental quality in the neighborhood						
6.a – Work with the MPCA and property owners to further identify the locations and hazards associated with potentially contaminated sites in the neighborhood. See MPCA website here.		X		Community Development, MPCA	Staff resources	
6.b – Identify sources of grant funding to assist with clean-up of contaminated sites.		X		Community Development	Staff resources	
6.c – Plant trees in the neighborhood within City right-of-way and partner with property owners to plant trees.		X		Community Development, Public works	Staff resources	