



# MT. AIRY ST/ CAPITOL HEIGHTS

TRANSIT-ORIENTED DEVELOPMENT  
STATION AREA PLAN

December 2025  
**DRAFT**

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*Information contained in this document is for planning purposes and should not be used for final design of any project. All results, recommendations, concept drawings, and commentary contained herein are based on limited data and information and on existing conditions that are subject to change. Further analysis and engineering design are necessary prior to implementing any of the recommendations contained herein.*



*newpublica* Kimley » Horn

# HOW TO USE THIS PLAN

The transit-oriented development (TOD) station area plans for the Bronze Line (formerly known as the Purple Line) bus rapid transit (BRT) were developed through a collaborative effort of a project team that included planning, design, and engagement professionals; representatives of Ramsey County, the City of Saint Paul, the Capitol Area Architectural and Planning Board (CAAPB); and many community-based organizations, residents, and transit users. The purpose of the station area plan is to provide a set of recommended policies, improvements, and opportunities that will make the Bronze Line BRT a viable option for safe and efficient transportation for those living and working around the stations.

This plan is intended to:

- Document and synthesize the planning process.
- Provide a snapshot of the people and physical characteristics of the station area today.
- Identify community-driven needs and goals.
- Provide guidance on future capital improvement projects, policies, and initiatives.
- Outline strategies for implementing plan recommendations.

## WHAT IS IN THIS PLAN

Each chapter's content is summarized below. When using the plan electronically, click on the name of the chapter to go to that part of the plan document.

### CHAPTER 1: INTRODUCTION

Chapter 1 provides the Bronze Line BRT route background and planning process and overall project timeline summary. This chapter also describes community engagement methods, approach to gathering and integrating feedback from community members into the planning process, and an account of in-person and online engagement tools and events.

This chapter includes the goals and Equitable Transit-Oriented Development (ETOD) themes that were developed during the planning process. These goals and themes served as a framework to organize and discuss needs and improvements throughout the engagement process. The same goals are carried through all of the Bronze Line BRT TOD Station Area Plans. The recommendations (Chapter 3: The Future of the Station Area) and the implementation strategies (Chapter 4: Getting There) are also organized by the goals. ETOD themes demonstrate how the ideas of anti-displacement, affordability, building wealth, mental health, wellness, support of local businesses, and environmental sustainability were woven into the planning process and plans.



## CHAPTER 2: THE STATION AREA TODAY

Chapter 2 establishes the station area planning boundary and describes the existing station area context during the planning process. The chapter describes the historical context of the station area, demographics of the neighborhood (in comparison with the City of Saint Paul), a current market condition analysis, and a list of existing plans and policies that informed the station area planning process.

A summary of station area-specific community engagement themes and ideas is also included. The flow chart of the three phases of engagement outlines how themes and input heard during engagement directly influenced the recommendations of the plan. Finally, a summary of community-based ETOD themes are documented, with priorities heard during engagement highlighted.

### GOAL #1: CREATE THRIVING NEIGHBORHOODS



### GOAL #2: MAKE VIBRANT PUBLIC PLACES



### GOAL #3: CONNECT PEOPLE AND PLACES



### GOAL #4: PRIORITIZE SAFETY AND SECURITY



Participants at the SAWG summit. See Chapter 1 for more details.

## CHAPTER 3: THE FUTURE OF THE STATION AREA

A set of policies, improvements, and opportunities are provided in this chapter to support the future use and success of the station area. These recommendations were developed based on community conversations and are organized by the goals. The chapter begins with the 'big ideas' that support multiple goals. After the 'big ideas,' the chapter has plan diagrams for each goal that help illustrate the recommendations and show where they are proposed within the station area. Goal 1: Create Thriving Neighborhoods also includes character areas to help organize recommendations. The intent of character areas is to capture the historic built form and land uses while guiding complementary future development.

## CHAPTER 4: GETTING THERE

Chapter 4 summarizes the following strategies for implementing recommendations: Enhancing Mobility in Station Areas; Supporting Neighborhood Infill; Engaging with Diverse Communities; Developing Gradually; and Cultivating Partnerships. These strategies are followed by a detailed table (organized by the goals) which lists recommendations from Chapter 3: The Future of the Station Area with information on the type of project, project partners, and relevant supporting plans. High priority projects are highlighted and next steps to be taken to implement the recommendation are listed. The chapter also includes a callout box highlighting ideas for addressing overall barriers to transit use and a callout box describing Saint Paul's Public Art Ordinance and how public art could be implemented in the station areas.

# INTRODUCTION

## BRONZE LINE OVERVIEW

The Bronze Line Bus Rapid Transit (BRT) project will provide the East Side of Ramsey County with faster, more reliable, and more convenient service than a conventional bus system, including bus-only lanes, pre-pay fares, raised platforms, and traffic signal prioritization. The line will begin at Union Depot in downtown Saint Paul and travel north to the Maplewood Mall Transit Center. The route will connect to existing and future light rail and BRT service of the METRO system. This improved access to transit will increase accessibility to jobs, housing, and services in the east metro area.

### WHAT IS BUS RAPID TRANSIT (BRT)?

Bus Rapid Transit (BRT) is an enhanced type of bus service that is up to 25% faster than local bus service. Introduced in the Twin Cities in 2016, BRT provides faster, more frequent service, with more customer amenities at stations. During the pandemic, BRT ridership remained strong and recovered faster than other types of service. As of 2024, BRT ridership accounted for about 16% of all regional rides, with more lines planned to open by 2030.

BRT routes have stations located further apart, allowing buses to make fewer stops and stay moving for greater portions of the ride. Ticket machines at the station and the use of mobile apps allow tickets to be purchased before boarding, eliminating the need to queue at the fare box on the bus. Lower bus floors and wider doors, combined with raised curbs at the station, make it quicker and easier to get on and off of the bus. BRT can move through intersections more efficiently because communication with traffic signals reduce time waiting for red lights and some sections of the route have dedicated traffic lanes for buses. Stations are equipped with security cameras, emergency phones, and enhanced lighting. Push button heating and NexTrip signs showing real time arrivals make the wait more pleasant and predictable.

### WHAT IS TOD STATION AREA PLANNING?

Transit-oriented development (TOD) station area planning encompasses the work that is done to expand the potential for transit beyond the station platform. It strives to increase transit use by improving connections between the people who live and work in the area and the transit line in order to make access to transit safer and more convenient. Station area planning also anticipates how land uses may change or development might occur in the future as a result of transit investments. The plan manages these changes by creating a framework for identifying community needs, supporting desired improvements, and preemptively addressing the concerns of future residents and businesses that would otherwise be impacted.

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## CAPITOL AREA ARCHITECTURE AND PLANNING BOARD (CAAPB)

The CAAPB was created in 1893 by legislative act to preserve and enhance the dignity, beauty, and architectural integrity of the Capitol, the buildings adjacent to it, the Capitol grounds, and the greater Capitol Area. CAAPB has oversight of development and design in portions of the 10th St, 14th St, and Mt. Airy St station areas through the 2040 Comprehensive Plan and the Rules for Zoning and Design in the Minnesota State Capitol Area (found at <https://mn.gov/caapb>). In 2024, the CAAPB adopted the Capitol Mall Design Framework as part of the 2040 Comprehensive Plan, both of which call for a Capitol Area and Capitol Mall that is more comfortable, walkable and welcoming. Recommendations from that Comprehensive Plan have been incorporated into station area plans where appropriate.

## SCALE OF STATION AREA PLANNING

Each station area plan is centered on one or two Bronze Line stations and extends into the surrounding neighborhood approximately one half of a mile. This distance represents an approximate 10-minute walk for most able-bodied people and is likely the reach for most future users of the station. The set of Station Area Plans for the Bronze Line developed in 2025 includes 10th St, 14th St, Mt. Airy St, Cayuga St and Olive St, Payne Ave and Arcade St, and Cook Ave.

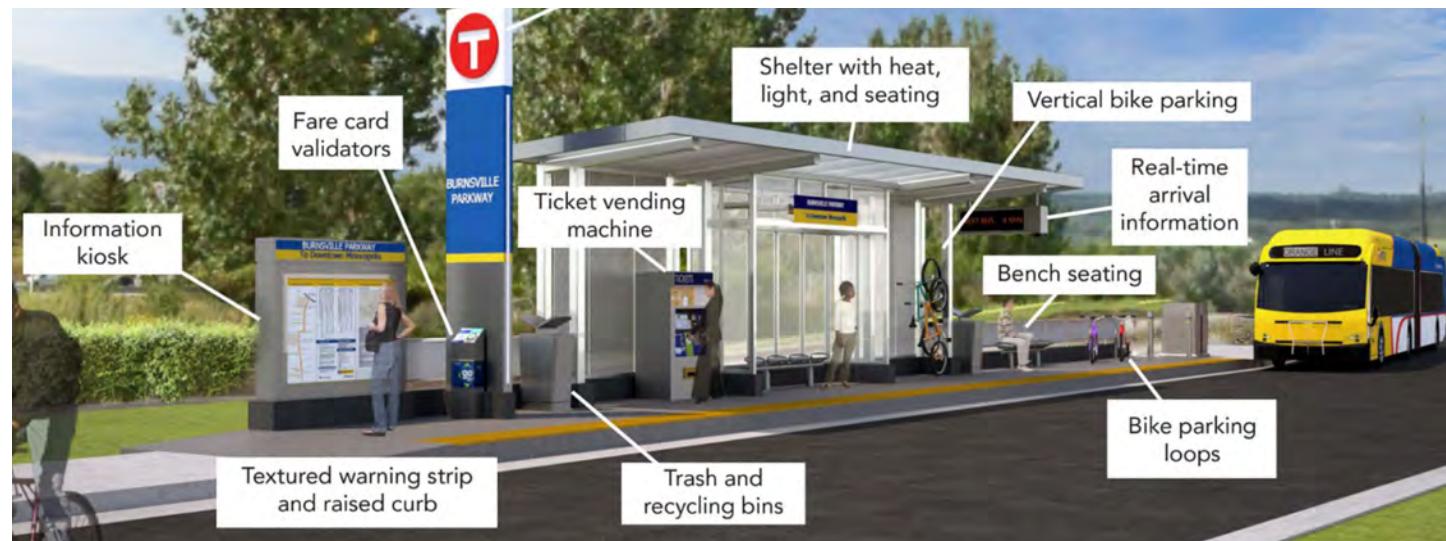
## PURPOSE OF STATION AREA PLANNING

TOD station area planning is a collaborative process that identifies ways to promote safe and direct station access, identify opportunities for development within walking distance of transit stations, and support diverse community needs near transit where people have convenient access to jobs and services. These planning efforts engage the local community while also exploring the real estate and housing markets, opportunities for public investment, and potential barriers that need to be addressed.

## METRO



Figure 1.1 Bronze Line Route Map



Features of a BRT Station.

## PLANNING PROCESS

Five Station Area Working Groups (SAWG) were created with community members to provide input and help inform decisions. After an initial kick-off “summit”, the process included three phases of engagement to map needs around the stations and identify and prioritize improvements to the station area that would address the goals developed during the initial SAWG “summit”. The SAWG meeting materials were also discussed with Ramsey County’s Supplemental Community Engagement Participation Program (SCEPP) participants. In addition to SWAG and SCEPP input, the plans were shaped through review by Ramsey County, the City of Saint Paul, the Capitol Area Architectural and Planning Board (CAAPB), MnDOT, Metropolitan Council and project consultants.

## PROJECT TIMELINE

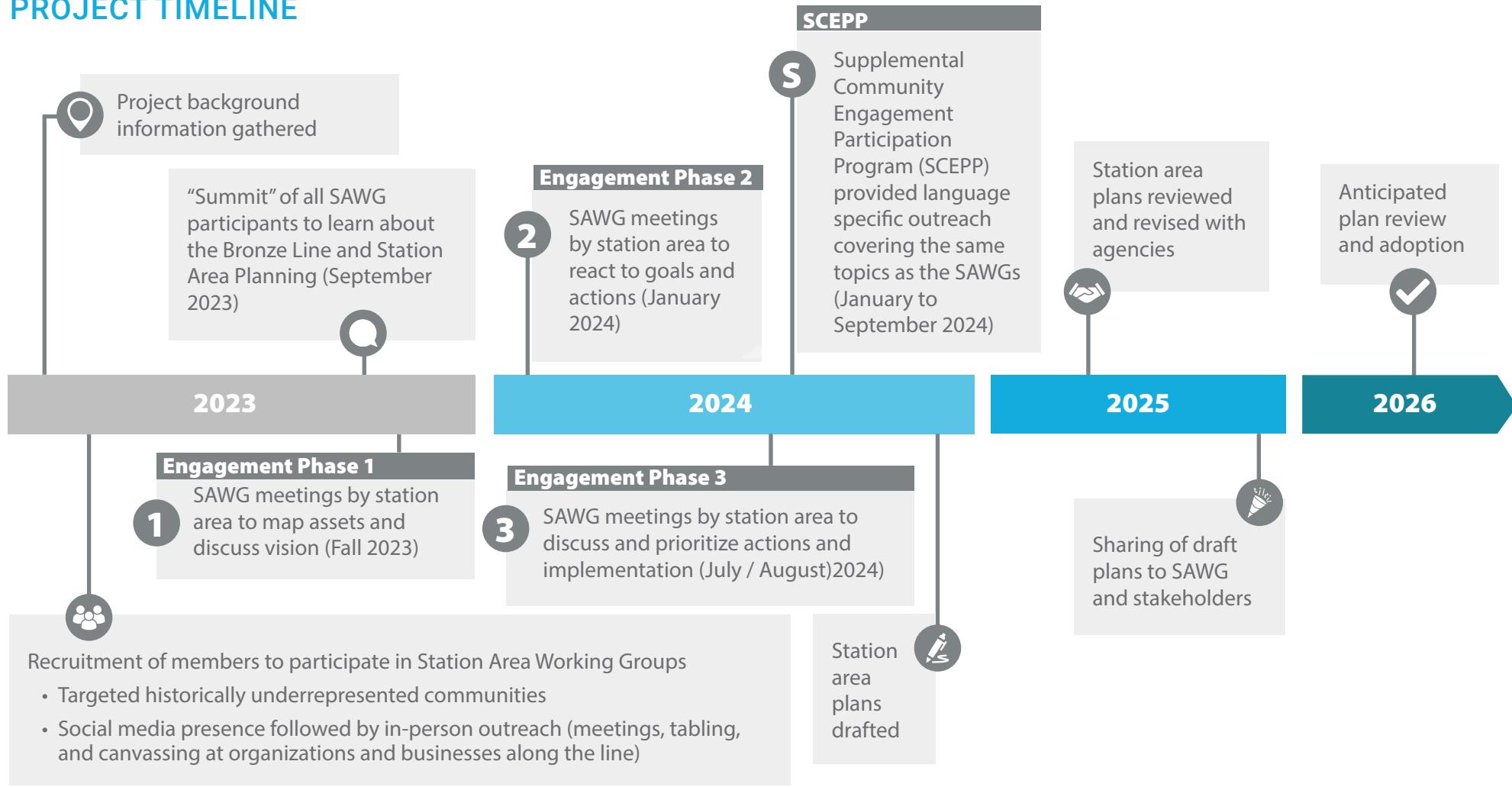


Figure 1.2 Project Timeline



## COMMUNITY ENGAGEMENT OVERVIEW

BRT has been a part of the vision for the Twin Cities transit network for decades, with the understanding that the project is more than a bus line. The Bronze Line will contribute to employment generation, build community, and be a stabilizing element in communities along the route. In order for this to become a reality, community input and engagement is needed to build long-standing relationships that will inform the goals, policies, and outcomes of the plan. This effort requires a multi-faceted and multi-agency approach to reach community members that have been underrepresented in past planning and design efforts.

Community engagement for the station area plans relied on a variety of methods and incorporated both recurring and one-time events. The station area planning engagement activities and discussions were built on input and themes identified during earlier station planning efforts, including the Pre-Project Development Study (2014-2017) and the Environmental Analysis Phase (2018-2021). Engagement included in-person and online opportunities, along with continued communication to keep community members, businesses, and organizations informed throughout the process.

Three underlying objectives framed the engagement approach for station area planning:



Equitably engage a diversity of people.



Inform and collaborate with a diversity of people that result in generative outcomes.



Provide the greatest amount of access to a diversity of people.

## APPROACH AND METHODS

Community engagement was phased, with each round of input providing the basis for the next set of meetings and outreach. Key themes and big ideas heard in each round were incorporated into the next phase, from creating broad goal statements to later identifying the most important strategies to address challenges in specific station areas. Meetings and materials were structured to provide background information for new participants to catch up with the process and provide important insights at every step of the way. The approach to engagement emphasized relationship building, focusing on outreach with Black, Indigenous, and people of color (BIPOC) communities to ensure a diversity of perspectives and experiences were included from those typically underrepresented in transportation projects. While all input was considered, not all of the ideas generated were ultimately incorporated into the station area plans, particularly if it was outside of the scope of the station area plans.

### IN-PERSON ENGAGEMENT

#### STATION AREA WORKING GROUP (SAWG)

Station Area Working Groups (SAWG) met over the course of the planning process to guide the process and provide input on a grassroots level. SAWG participants included a mix of renters, homeowners, people experiencing homelessness, youth, seniors, people with disabilities, advocates and users of public transit, BIPOC, and immigrant residents. Recruitment for the SAWG included social media outreach, promotional flyers, website posts, and in-person outreach through attendance at local community events, meetings, and canvassing local organizations and businesses along the Bronze Line route. SAWG meetings for each station area were held at local community locations such as community centers, churches, or organization offices. Meals and \$25 gift cards were provided to participants at each meeting to compensate participants for their time.

SAWG participants first attended a SAWG Summit held at the beginning of the station area planning process in September 2023. This summit brought together SAWG members from all of the different station areas along the Bronze Line in Saint Paul, and provided an opportunity for participants to share and provide input on the planning process, goals, and strategies. Individual SAWGs then met three times, once during each engagement phase, to provide input, review, and prioritize the draft equitable transit oriented development (ETOD) themes, goals, and policies for the station area plan. Meetings were designed around activities including asset mapping, storytelling, and ranking themed policies to catalyze discussion and help prioritize input and recommendations.

#### SUPPLEMENTAL COMMUNITY ENGAGEMENT PARTICIPATION PROGRAM (SCEPP)

Focus groups led by community-based organizations through Ramsey County's Supplemental Community Engagement Participation Program (SCEPP) met two to three times throughout the engagement process to provide input for the station area plans using the same materials and exercises as the SAWGs. SCEPP groups provided language-specific outreach and input for a variety of communities within project areas. SCEPP language groups met with residents of East African, Hmong, Karen, and Latino descent.



Images from SAWG meeting #3.

### SCEPP PARTNERS

- Fortune Relief and Youth Empowerment Organization (FRAYEO)
- Urban Village
- MN Hmong Chamber of Commerce
- New Publica

## BUSINESS COMMUNITY AND REAL ESTATE DEVELOPMENT

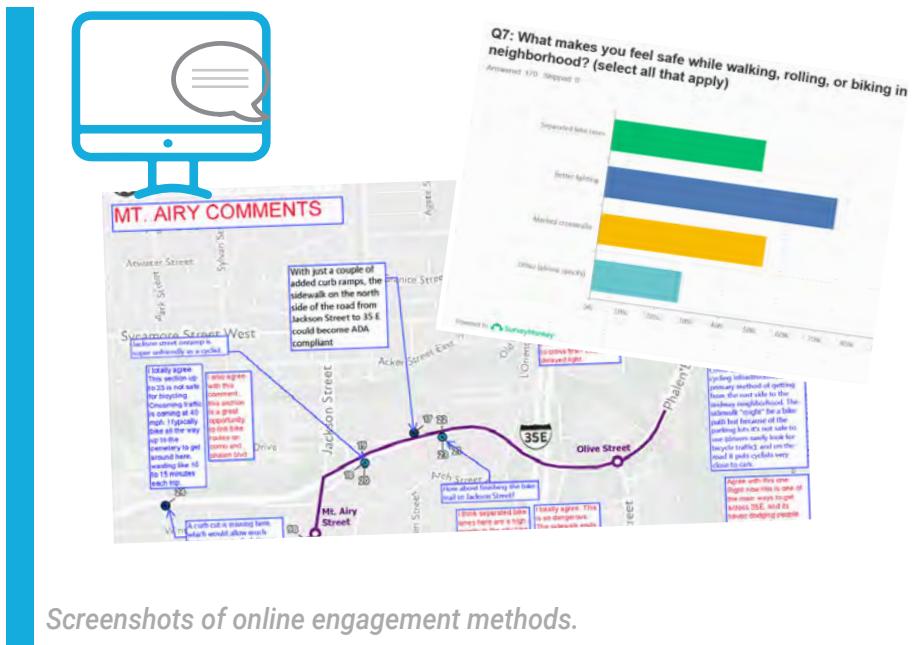
The team met with both local business leaders and people involved in local real estate development in small group and one-on-one settings to ensure a comprehensive approach to identified issues and opportunities in the station area. Business-focused organizations included the Saint Paul Area Chamber of Commerce, East Side Area Business Association, Payne-Arcade Business Association, and East Side Neighborhood Development Corporation. The real estate market analysis was also informed by conversations and interviews with larger macro market brokers, developers, small business development centers, and locally based organizations.

## POP-UP ENGAGEMENT

During each engagement phase, the SAWG engagement process was supplemented with pop-up events as available. The station area planning team participated in events organized by the Bronze Line project office while additional outreach was also achieved through attendance by SCEPP partners.



Image from a SAWG meeting.



Screenshots of online engagement methods.

## ONLINE ENGAGEMENT

### SURVEYS AND ONLINE MAPPING

A survey and an interactive online mapping tool were employed during the station area planning process to gather online feedback from a wide variety of people and perspectives. The survey was designed to provide the information necessary for members of the public to provide input, even if they had no previous knowledge of the project. The interactive map allowed the public to provide place-based input and ideas anchored to specific locations within the station area. The survey was available online in English, Spanish, and Somali and as a hard copy in English, Spanish, and Hmong.

### COMMUNICATION

A variety of communication channels were used to ensure accessible information for partners and community members. Channels included social media outlets, an e-newsletter distributed by Ramsey County, a standalone project website with content available in multiple languages and ADA accessibility, and culturally relevant local media outlets including radio stations and language-specific news sources.

# GOALS

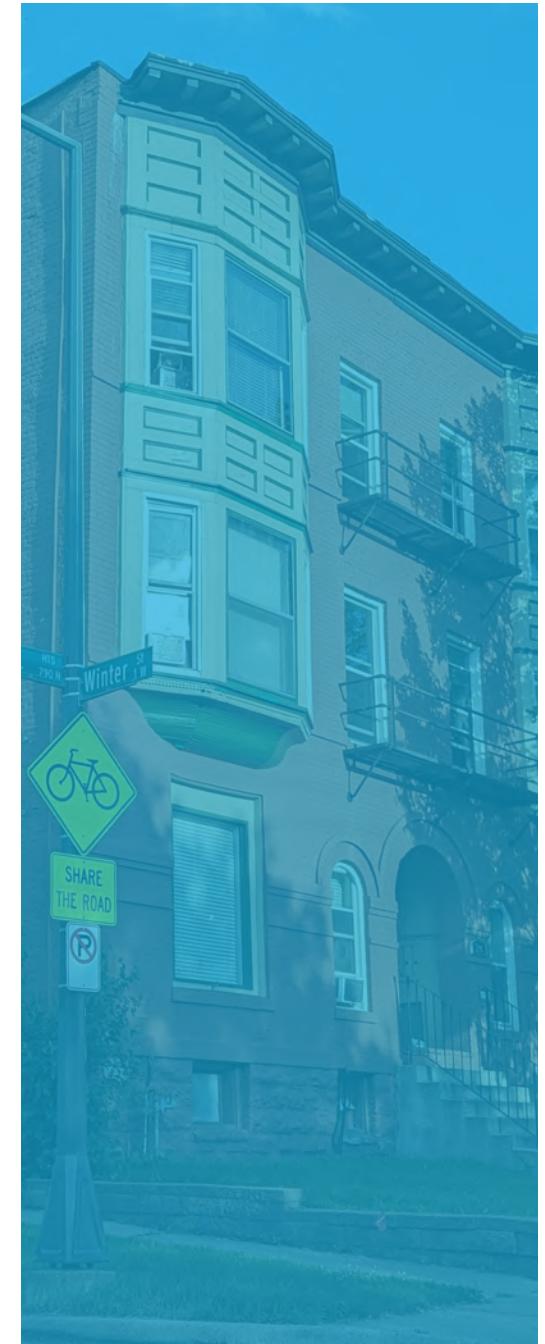
The following station area goals were developed based on feedback gathered during the SAWG summit, which included representatives from all station areas, and confirmed during the first phase of community engagement by the individual SAWGs. They were also informed through a baseline understanding of the issues and opportunities throughout the study area. These goals have served as a framework for presenting and reviewing conceptual ideas throughout later phases of community engagement, and also set the stage for the recommendations presented in Chapter 3 Future of the Station Area.

**As defined in this planning process, the goals are statements declaring how the community envisions the future station area.**

## GOAL #1: CREATE THRIVING NEIGHBORHOODS



The station areas are made up of distinct and unique neighborhoods that have a variety of housing types to suit the needs of residents today and into the future. These are neighborhoods where people live throughout varying stages of life, supporting a variety of household types and income levels. Destinations frequented by residents on a daily or weekly basis, such as grocery stores, are located near the stations, and businesses support residents and visitors using public transportation. The station areas are also destinations for places of employment and community services such as community centers, schools, places of worship, places to exercise, and places to receive healthcare. Thriving neighborhoods are resilient to a variety of risks over time. Managing stormwater through green infrastructure, supporting habitat for pollinator species and urban wildlife, and creating flexible spaces that adapt to our changing environment are examples of environmental resiliency.



## GOAL #2: MAKE VIBRANT PUBLIC PLACES



The station areas are vibrant, activated places where art, cultural history, and community identity are apparent, authentic, and visible. Parks, green spaces, and gathering spaces provide places to sit and gather with shade, views, and recreational amenities that support the health of residents and foster strong relationships throughout the neighborhood.

## GOAL #3: CONNECT PEOPLE AND PLACES



The station areas are places where people can easily and comfortably walk, bike, and take public transit, whether going short or long distances. Public transit is a viable, reliable, and preferred option for getting around. Sidewalks, streets, trails, and intersections are designed for people of all ages and abilities.

## GOAL #4: PRIORITIZE SAFETY AND SECURITY



The station areas are places where safety and security is a priority. Community-based approaches to security are unique and defined by each neighborhood. People of all ages and abilities feel comfortable using public transit, walking, and biking throughout the day and during all seasons.

# EQUITABLE TRANSIT-ORIENTED DEVELOPMENT

Equitable Transit-Oriented Development (ETOD) refers to efforts to center community priorities during the station area planning process in order to work towards ensuring that people of diverse backgrounds and income levels experience benefits and positive outcomes when new transit stations are built. High demand for housing and rapid appreciation of properties near transit stations can result in transit-oriented developments becoming too expensive and out of reach for low-income residents and contribute to gentrification and displacement of communities. ETOD aims to identify and align planning goals to specific community-driven priorities in order to preserve and expand affordable housing and connect residents to jobs, opportunities, and resources, while also considering resiliency, climate change, and other topics that influence quality of life.

The following are themes and potential actions that support the vision of equitable transit-oriented development. They were developed for the entire corridor and may differ in relevance or priority between station areas (see Chapter 2 Station Area Today for station area-specific community needs organized by these ETOD themes). These themes are interwoven into the recommendations and implementation strategies set forth within this plan. The ETOD themes were refined based on feedback and conversations held throughout the engagement effort.



## THEME #1: ANTI-DISPLACEMENT, AFFORDABILITY, AND BUILDING WEALTH

### Potential Actions:

- Plan for future mixed-income neighborhoods with a variety of housing types.
- Plan for preserving, protecting, and expanding affordable housing.
- Support mixed-income and affordable housing.
- Encourage services and uses that support residents' financial stability, such as childcare, healthcare, and supportive services.
- Explore public policies that may be effective in preventing or counteracting displacement, such as right-to-return or tenant right to purchase.

### HOW DO THE GOALS AND THEMES RELATE TO EACH OTHER?

**GOALS** are statements declaring what the station areas will be after transit investment and implementation of the station area plans have occurred.

The **ETOD THEMES** were used to inform the development of the policies, improvements, and opportunities identified to achieve the goals.



*Example of mixing housing types on a block.*



Example image of placemaking.



## THEME #2: MENTAL HEALTH, WELLNESS, AND QUALITY OF LIFE

### Potential Actions:

- Increase access and availability of high-quality park spaces, playgrounds, and open spaces.
- Plan for well-lit, accessible, and well-designed streets, trails, and sidewalks.
- Provide direct trail and sidewalk connections linking transit, schools, healthcare, and places of employment.
- Integrate placemaking, public art, and cultural and historical interpretive elements into the landscape within the station areas.
- Identify opportunities to improve access to healthy, affordable, and locally-sourced foods in areas that lack such options today.



Example image of creative commercial opportunities.



## THEME #3: SUPPORT LOCAL BUSINESSES AND WEALTH-BUILDING

### Potential Actions:

- Allow for future business incubator spaces, maker spaces, and community commercial kitchen spaces that can support new small business start-ups.
- Plan for accessible connections from streets and sidewalks to connect to business storefronts.
- Connect businesses to programs that support storefront/façade improvements.
- Connect businesses to technical assistance programs that can support their operations and growth.
- Identify outdoor seating and other public realm amenities that can support businesses and wealth-building in the station areas.



Example image of community-supported land management.



## THEME #4: SUSTAINABILITY AND THE ENVIRONMENT

### Potential Actions:

- Identify opportunities for green infrastructure to manage stormwater throughout the station areas.
- Identify areas where pavement reduction can contribute positively to the neighborhood, either by creating more green spaces, helping to manage stormwater, and/or by reducing the urban heat island effect.
- Identify opportunities that contributes to the longevity and resiliency of neighborhoods, such as community gardens, urban farms, native restoration, and sustainable land management.
- Plan and design for a diverse selection of hardy, native and climate adaptive species of plants that provide shade, amenity, and year-round interest throughout the station area.
- Address major barriers for walking and biking to make choosing non-motorized or public transportation a viable option to reduce carbon emissions.

# THE STATION AREA TODAY

This chapter provides the historical context and a snapshot of the people and physical characteristics that define the station area today. As shown on page 12, recommendations in Chapter 3 will focus on a narrower area to reduce duplication between station area plans.

## EXISTING NEIGHBORHOOD CONTEXT

The Mt. Airy St station is located in the Frogtown neighborhood with the Mt. Airy St / Capitol Heights station area extending into the North End neighborhood. The western half of the Mt. Airy St / Capitol Heights station area has a variety of uses. The blocks immediately around the station are primarily housing. Further out are state office buildings, commercial spaces, and industrial uses mixed with additional housing concentrated west of Jackson St and north of Como Ave. Building styles range from Victorian-style homes to 1980s office buildings to early 2000s townhomes.

East-west running railroad tracks in the northern portion of the station area create a barrier to access neighborhoods to the north. Jackson St, L’Orient St, and Rice St are the only roadways with bridges that cross the tracks. The Minnesota Transportation Museum is located in the railroad corridor at a former steam engine maintenance facility. A number of other industrial uses are sited on the southern edge of the railroad tracks.

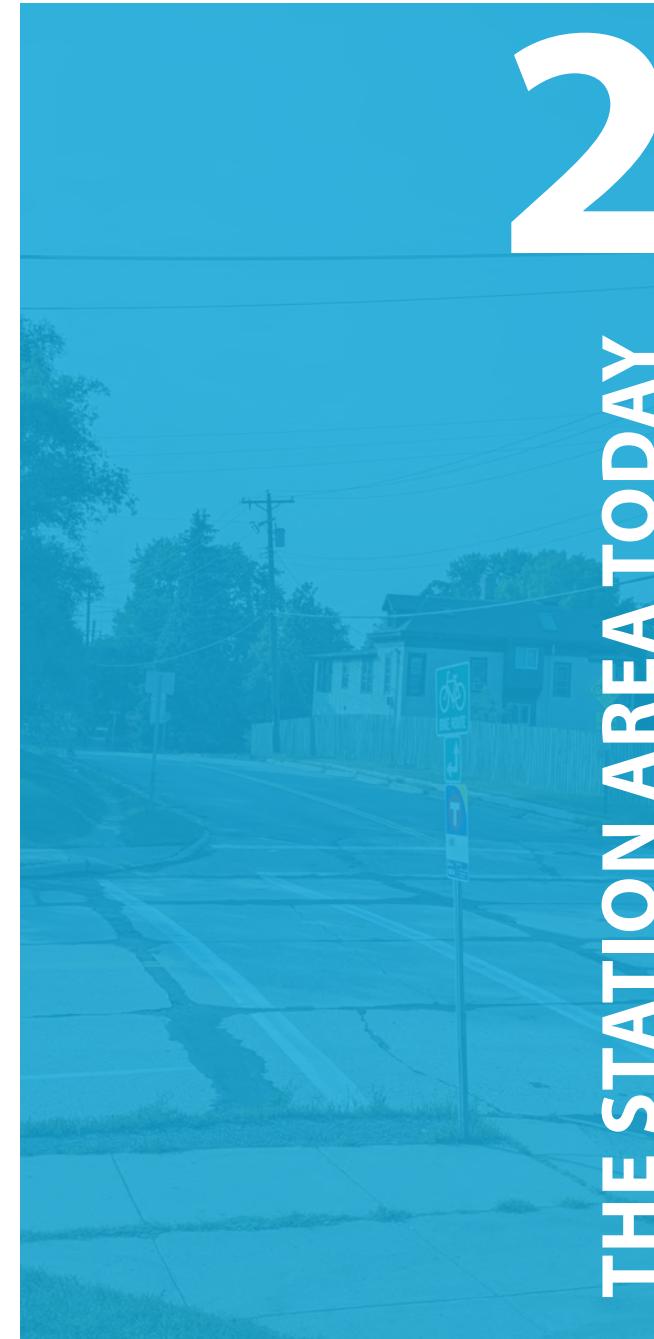
Public and semipublic uses make up a large portion of this area. Many of these are government buildings, including the Minnesota Senate Building and the Department of Administration. There are two hospitals in the station area – Regions and Gillette Children’s Hospital. The former Bethesda Hospital was demolished and is being rebuilt into a Mental Health Facility by Fairview Health Services and Acadia Healthcare. Surface parking lots are abundant, primarily due to the presence of the hospitals, government buildings, and industrial uses.



Minnesota Transportation Museum.



Gillette Children's Hospital.



2

THE STATION AREA TODAY

## STATION AREA DEFINITION

The Mt. Airy St / Capitol Heights station area is centered at the intersection of Jackson St and Mt. Airy St / Winter St. It extends approximately one-half mile to the north and west. To the south, it is separated from the 14th St station area by University Ave and to the east from the Olive St station area by I-35E.

The City of Saint Paul Comprehensive Plan designates the Mt. Airy St / Winter St intersection as a neighborhood node. The node's boundary is hereby interpreted to extend to the station area boundary.

A neighborhood node is a compact, mixed-use area serving the neighborhood's daily needs by having shops, services, employment, and neighborhood-scale civic and institutional uses.

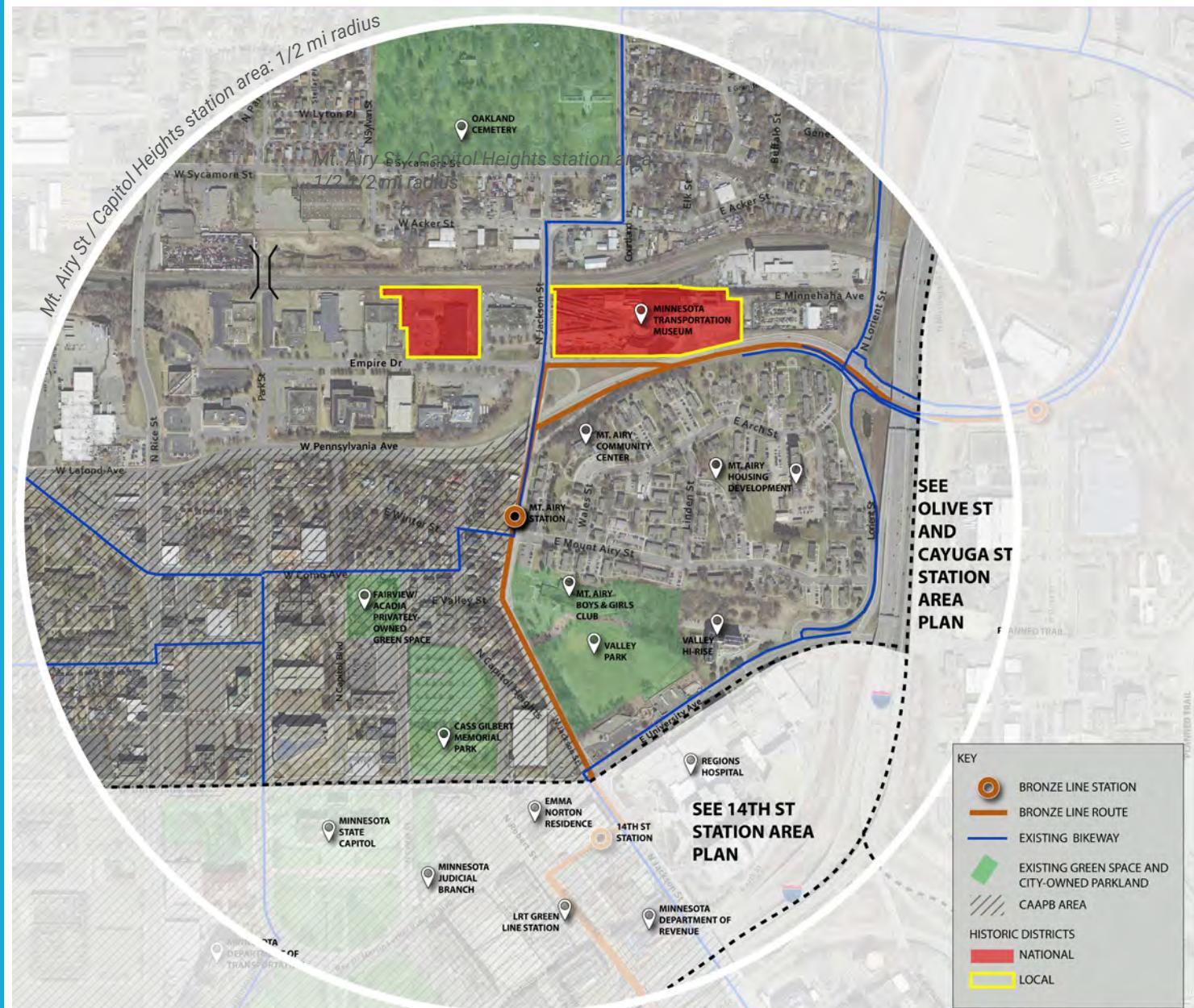
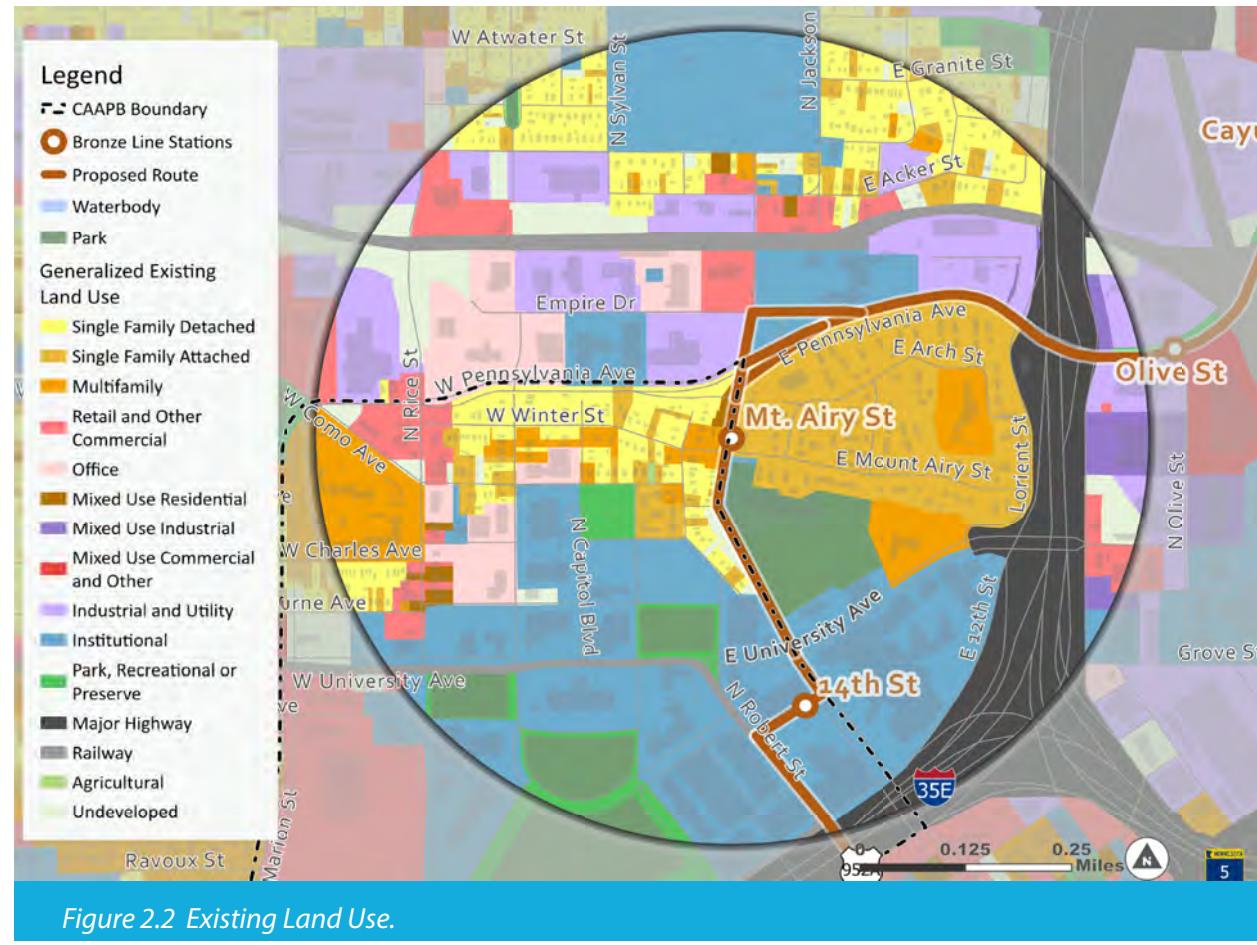


Figure 2.1 Mt. Airy St / Capitol Heights Station Area.

Housing is clustered near the center of the Mt. Airy St / Capitol Heights station area, as well as to the west and north of the railroad corridor. The range of housing types includes single-family homes, townhomes, duplexes, and small-scale multi-family apartment buildings. Public housing in the station area includes Valley Hi-Rise, Mt. Airy Hi-Rise, and the Mt. Airy Homes townhomes. Rice St serves as a small commercial corridor on the western edge of the station area.



Valley Park, which is located next to the Mt. Airy Boys & Girls Club, has a playground, basketball court, futsal court, and a nearly 13-acre open field for large group activities and games. Cass Gilbert Memorial Park primarily serves as a lookout point over Downtown Saint Paul. A private landscaped green space with seating and a gazebo sits adjacent to the former Bethesda Hospital campus, which is being redeveloped into a 72-bed mental health facility.



Existing single-family homes.



Existing multi-unit building.



Mt. Airy Community Center.

## STREETSCAPE

Many residential streets west of Jackson St have boulevards and street trees, providing a buffer from on-street travel lanes and shade for pedestrians. Jackson St does not have boulevards and, in many stretches, has no street trees. Along the steep hill from University Avenue, the sidewalk is narrow and is partially overgrown by the vegetation on either side of the roadway. Streetlights are infrequent. Approaching the top of the hill, there are fire hydrants and utility poles within the pedestrian travel way, posing accessibility challenges.

Throughout the station area, Pennsylvania Ave operates like a highway, with free-flowing traffic between Rice St and L'Orient St and no way for pedestrians or bicycles to cross safely. An off-street trail along the south side of Pennsylvania Ave coming from L'Orient St ends abruptly near the Minnesota Transportation Museum. Residents and employees in the area pointed to difficulties traveling along or across Pennsylvania Ave on foot or by car – especially during rush hour or when I-94 or I-35E become congested.



Existing Jackson Street streetscape.

## PEDESTRIAN AND BICYCLE INFRASTRUCTURE

Existing sidewalks create a low-stress environment for pedestrians traveling along most roads within the station area, with the exception of Empire Dr and the segments that connect East Pennsylvania Ave to Jackson St. Some of these sidewalks have boulevard strips and street trees to buffer the pedestrians from vehicles and provide shade to pedestrians.



Figure 2.3 Mt. Airy St / Capitol Heights Station Pedestrian Level of Traffic Stress (2021 data).

However, the sidewalks along Jackson St, West Acker St, East Pennsylvania Ave, and Winter St have narrow widths and buffers and lack street trees. Area topography and steep slopes create added challenges for pedestrians and bicyclists in this area.

The crossing conditions at the intersections along these routes also influence the comfort level that pedestrians feel while traveling along roadways. There are a number of intersections

within the Mt. Airy St / Capitol Heights station area where pedestrian facilities are absent, crossing distances are long and traffic volumes are high creating high-stress crossings.

The bicycle level of traffic stress analysis displays the relative level of stress for routes throughout the station area (Figure 2.4). Bicycle level of traffic stress is influenced by road characteristics and will impact the accessibility of the station for many local users. High-stress bikeways are often on higher speed roads and offer little protection or buffer between bicyclists and cars. Low-stress bikeways tend to provide separation between bicyclists and cars, such as through medians or separated bikeways.

Most roads within the station area do not have separated bicycle facilities, such as bike lanes or separated bikeways, and have barriers to bicycling to the station. On-street bicycle lanes are present on Como Ave, Park St, and the northern portion of Jackson St. Figure 2.5 shows the low stress bikeshed in blue, where lower stress streets provide direct access to the station area.

## LEVEL OF TRAFFIC STRESS (LTS) EVALUATION

A level of traffic stress (LTS) analysis provides an objective assessment of current conditions for people walking, rolling, and bicycling. The methodology is based on available data, assumptions, and algorithms.



Example of a high-stress bikeway.



Example of a low-stress separated bikeway on Jackson St in Downtown Saint Paul.

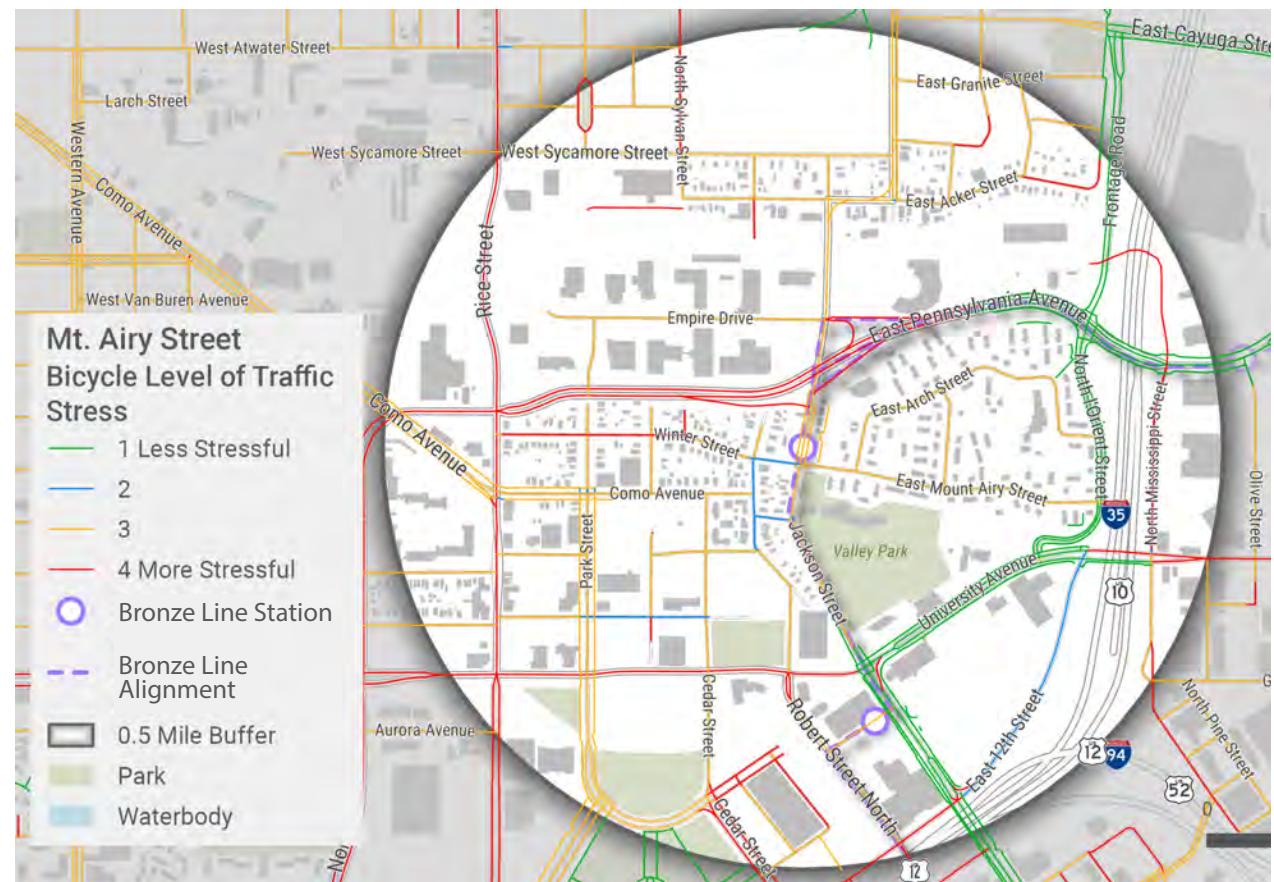


Figure 2.4 Mt. Airy St / Capitol Heights Station Bicycle Level of Traffic Stress (2021 data).



Sidewalk on Jackson St with evidence of deterioration due to water and ice.



Wide roadway and lack of sidewalks on Pennsylvania Ave create a barrier for pedestrian travel.



Sidewalk on Jackson St with a steep slope.

There is also a separated bikeway along University Ave between Jackson St and I-35E. The low-speed, residential roads without separated bikeways are generally indicated as medium-stress, while the higher speed neighborhood roads without separated bikeways are high-stress conditions for bicyclists.

### MISSING LINKS AND BARRIERS TO ACCESS

When discussing the challenges related to movement through the station area with participants of the Mt. Airy St Station Area Working Group, two topics were at the top of the list. First, the absence of street lighting – either due to vandalism or lack of infrastructure – was viewed as a threat to safety and security. Second, the steep topography of some streets, especially Jackson St, coupled with poor removal of snow and ice in the winter made pedestrian travel dangerous.

#### Key

- Planned Station
- Proposed Bronze Line BRT Station Area Improvements
- Additional Improvements by Others
- Bicycle Level of Traffic Stress**
- Low-Stress Network
- High-Stress Network
- Existing Low-Stress Bikeshed
- Future Low-Stress Bikeshed
- Existing High-Stress Bikeshed
- Future High-Stress Bikeshed

0 0.25 0.5 Miles

Separately, gaps in the sidewalk and bicycle network along major east-west roadways such as Pennsylvania Ave and Empire Dr make non-motorized travel through the station area challenging. Deficiencies in marked crosswalks and pedestrian ramps create additional barriers. These barriers disproportionately impact those with limited or restricted mobility, such as people using strollers, grocery carts, wheelchairs, and other assistive devices.-

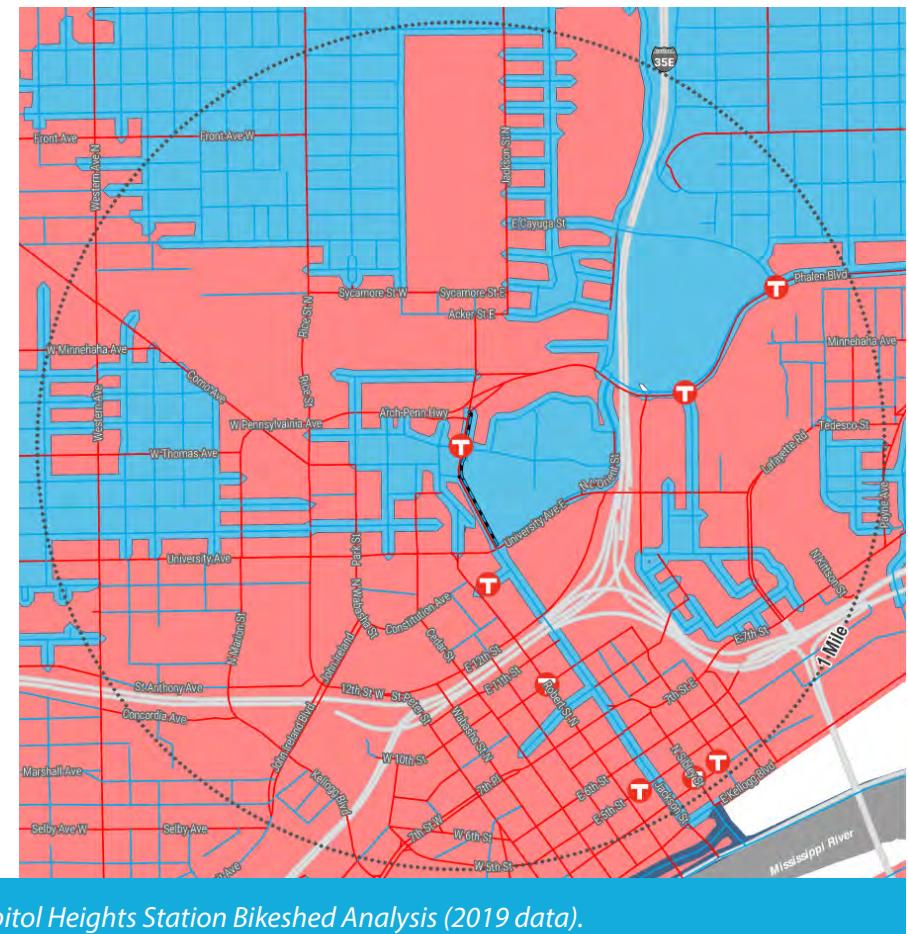


Figure 2.5 Mt. Airy St / Capitol Heights Station Bikeshed Analysis (2019 data).

# DEMOCRAPHICS

There are many things that affect an individual's or community's use of transit. The demographic composition of an area helps to better understand who might benefit from increased access to transit and the ways that transit might be used by community members. Data analyzed in this section was collected from the 2020 US Census, the 2018-2022 American Community Survey (ACS) 5-Year Estimates, and 2024 ESRI Estimates.

## POPULATION AND HOUSEHOLDS

As of 2024, the population for this station area was 4,128 and there were 1,350 households. The number of people has increased slightly over the last fourteen years. There is an average household size of 3.01 people per household which has stayed relatively consistent over the past 10 years. This is notably higher than the average household size for the city of Saint Paul which is 2.50 people per household.

## PEOPLE WITH DISABILITIES

As of 2022, the percentage of households in the station area that have at least one person who lives with a disability is 47%. This is much higher than the percentage of households in the City of Saint Paul (25%). The data referenced includes a variety of disability types, specifically those relating to hearing, vision, cognitive, ambulatory, self-care, and independent living.

## RACE & DIVERSITY

Due to waves of new immigrants settling here over time, the neighborhood has been one of the most racially and ethnically diverse communities in the Twin Cities. In 2024, Black/African Americans make up the largest racial group (37%) closely followed by Asians (36%). Whites make up 17% of the population, American Indian/Alaska Natives make up about

1%, and people identifying as other or two or more races make up 6% of the area's population. 7% of the population identifies as Hispanic (any race).

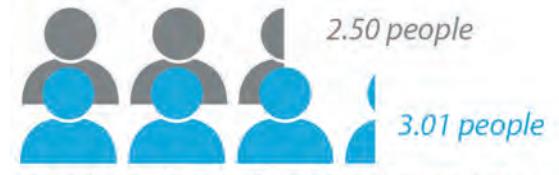
One useful metric for understanding the racial make up for an area is the diversity index (DI). This index shows the probability that two people chosen at random will be from different racial and ethnic groups. The DI is a value between 0 and 1, with a zero-value indicating that everyone in the population has the same racial and ethnic characteristics, while a value close to one indicates that everyone in the population has different characteristics.

The area within a half-mile radius of the station area has a DI of 0.741 indicating a higher degree of diversity, as compared to the City of Saint Paul, and a higher likelihood that two people chosen at random from this area will be from different racial and ethnic groups.

## HOME OWNERSHIP

In the half-mile station area, there is a significantly higher percentage of renter occupied housing (86%) than compared to the City of Saint Paul (53%). This can be attributed to the 10-story Saint Paul public housing development with 153 units and accompanying 302 townhomes in the neighborhood. Together, these public housing developments account for 34% of households. Conversely, homeownership is much lower in the station area (14%) as compared to the City of Saint Paul (47%).

### Saint Paul



Mt. Airy St / Capitol Heights Station Area

### AVERAGE HOUSEHOLD SIZE (Esri 2024 Estimates)

### Saint Paul



Mt. Airy St / Capitol Heights Station Area

### HOUSEHOLDS WITH 1+ PERSONS WITH A DISABILITY (2022 ACS 5-yr Estimate)

### Saint Paul



Mt. Airy St / Capitol Heights Station Area

### DIVERSITY INDEX (Esri 2024 Estimates)

## VEHICLE OWNERSHIP

Vehicle ownership in the station area is lower than the City of Saint Paul as a whole. 24% of Saint Paul's renter households do not have a personal vehicle, while 28% of station area renter households do not have a personal vehicle.

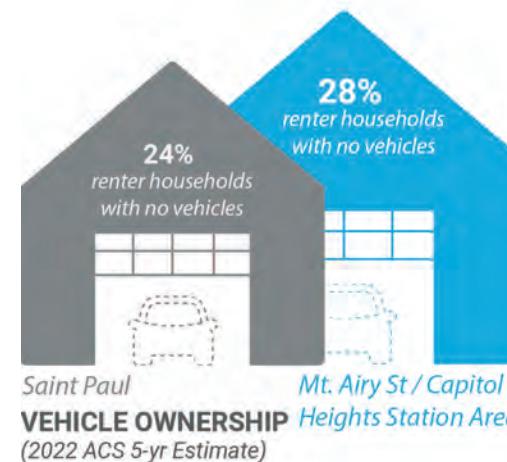
## INCOME

The half-mile around the station is considered low income and is surrounded by other neighborhoods that are also low income. 35% of households fell below the federal poverty level according to the 2022 American Community Survey, and 10% of households received some form of public assistance income. The median household income is \$38,557 in the station area, which is just over half of the median household income for Saint Paul as a whole at \$70,218.

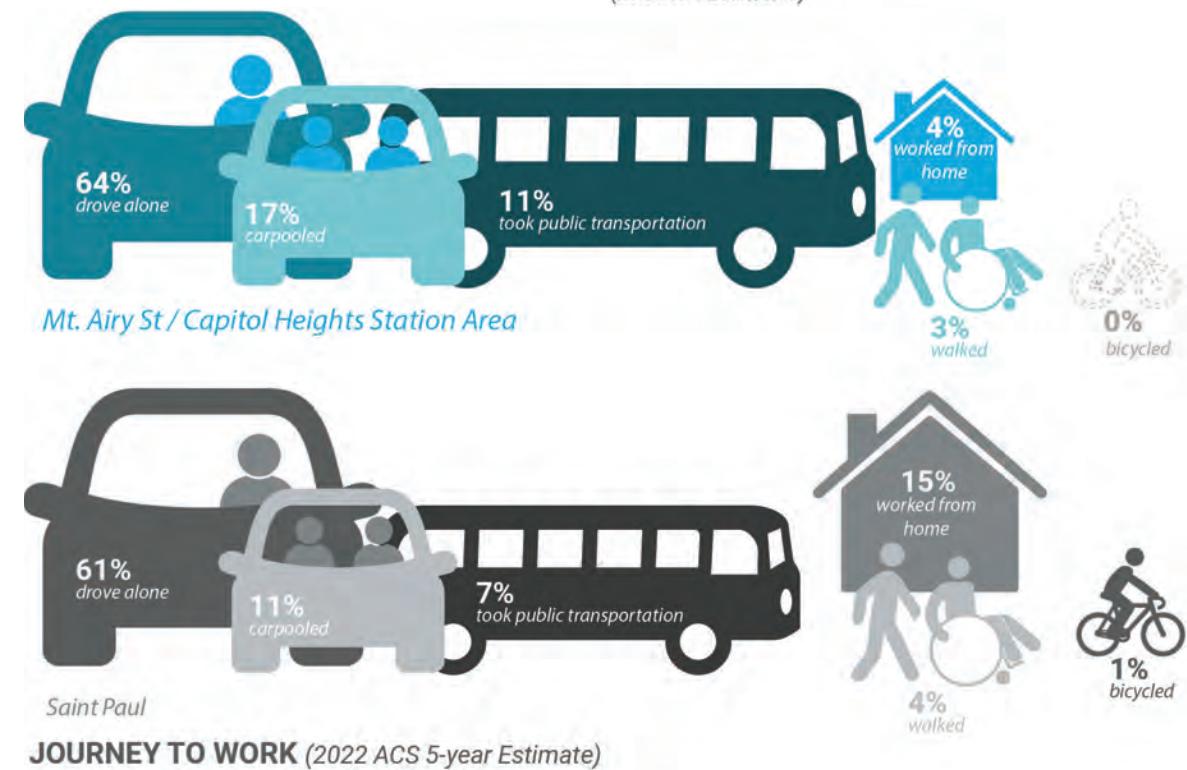
## JOURNEY TO WORK

A higher percentage of workers in the station area take public transportation to work when compared to the overall population of Saint Paul. Fewer people work from home: 4% in station area as compared to 15% for the overall population of Saint Paul. The data collection period spans pre- and post-pandemic, so these patterns may be evolving.

More than twice as many people traveled to this area for work than live in the area and work elsewhere. At last count (2021 Census On the Map data) 3,776 people worked in this area, 1,288 people lived, but did not work, in this area and only 11 people both lived and worked in the area.



Low vehicle ownership, high prevalence of people with disabilities, high renter populations, and high racial diversity highlight the need for transit investments in the Mt. Airy St / Capitol Heights station area to make accessible, reliable and inclusive neighborhoods while maintaining affordable housing and safeguarding from displacement.



# MARKET CONDITIONS

The Mt. Airy St / Capitol Heights station area has a blend of low-, moderate-, and high-value properties with convenient parking, freeway, and downtown access. However, large-scale, market-rate developers expressed that there are not enough existing amenities to support market-rate residential or commercial development. Mid-scale, mission-driven developers agreed, indicating that the immediate station area seems isolated and lacks a sense of place. With a considerable amount of deeply-affordable housing present, they suggested that mixed-income development was needed.

Nearly half of the parcels in the station area are government-owned, including a number of public housing units. The station area has the most concentrated collection of depressed residential and commercial property values in the City. At the same time, these depressed properties are often directly adjacent to some of the highest commercial property values in the Saint Paul Bronze Line BRT corridor (the area surrounding the Capitol). The saturation of below market rate commercial properties and low-income households makes it difficult for many of these properties to acquire enough cash flow to make substantial reinvestments.

The station area has a lot of naturally occurring affordable housing which provides an opportunity for community-driven development. The existing single-family housing stock is old, below market value, and small in size. The majority of the homes were built before 1950 and are located west and north of the station location. Since 2018, the value of single-family home sales has remained constant

and well below the city-wide average. Adjusted for inflation, the properties have lost value. On average, homes stay on the market twice as long compared to the rest of Saint Paul.

There were not many permits being pulled between 2018 - 2022 for these single-family homes. This shows that the area cannot incentivize higher rents for the rental properties, nor can it accrue enough equity in homestead properties to justify substantial capital home improvements.

The market for multi-family is saturated. Housing is old, small, and has less market value than single-family homes in the area. Over 50% of multi-family properties in this station area are low density (five to nine units), and the vast majority (+ 80%) are low-and-moderate-income priced rental units. Sales values are flat relative to 2018, and multi-family homes are on the market longer – double the average time from 2018. The area appears unable to incentivize moderate-to-market rate multi-family housing.

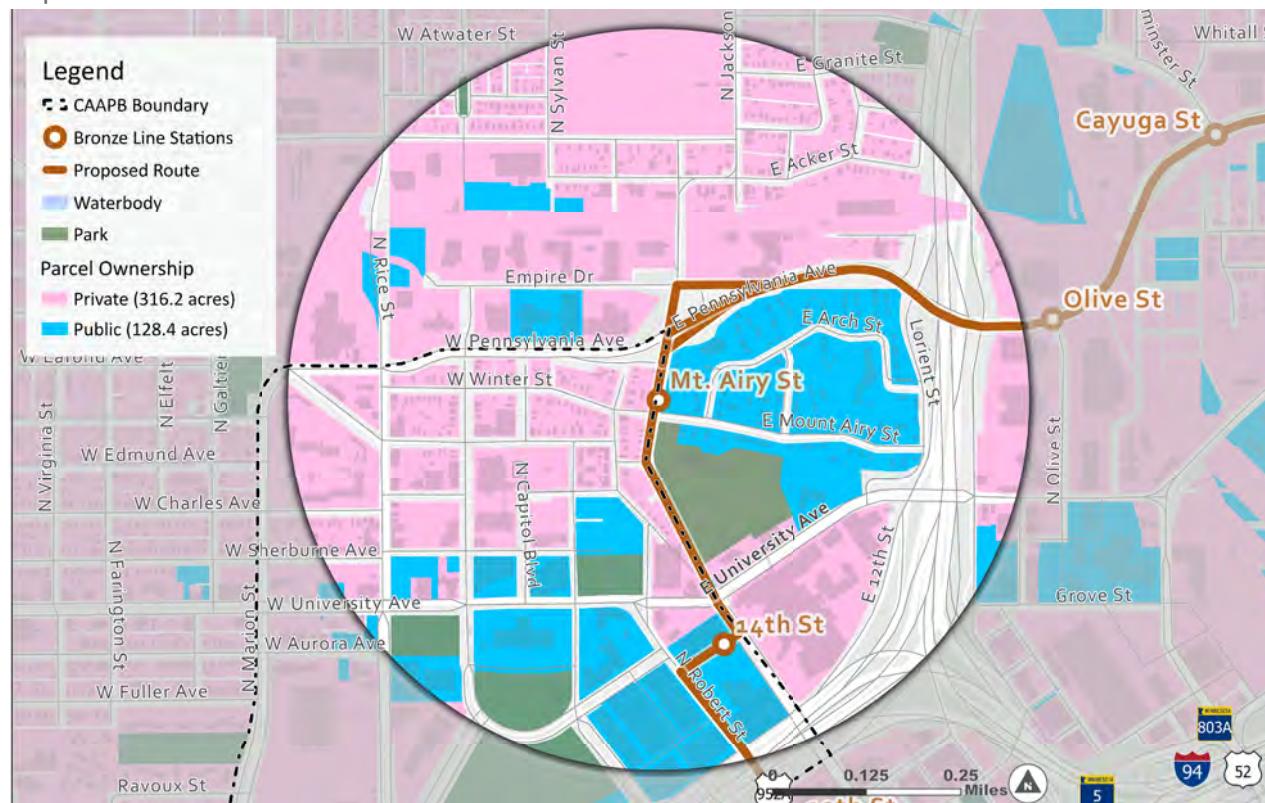


Figure 2.6 Parcel Ownership, Mt. Airy St / Capitol Heights Station Area.

Market conditions show that the station area is experiencing a slow but gradual increase in demand for commercial and industrial properties. The sales price per square foot has risen to over twice the average price per square foot for the City.

Commercial and industrial properties have experienced reinvestment below the city-wide average. The majority of properties reinvesting in repairs, upgrades, and/or new construction are coming from existing high market value properties. This implies the existing low market value properties are not being reinvested in at the same regularity as the high market value properties. The market study found that commercial and industrial properties being marketed for lease are on the market much longer than the city average, and many remain vacant within the station area. Commercial and industrial properties being marketed for sale are on the market for only half as long as the city average and have very few vacancies.

More than twice as many people traveled to this area for work than live in the area and work elsewhere. At last count (from the 2019 Census On the Map data) 3,776 people worked in this area,



1,288 people lived, but did not work, in this area and only 11 people both lived and worked in the area.

## KEY CONSIDERATIONS FOR MARKET INTERVENTION

- This area has a concentration of low and moderate income (LMI)-priced units above the city-wide average. The area lacks a diversity of housing inventory to serve workers earning beyond 60% Area Medium Income (AMI). The real estate market has produced fewer new construction residential units relative to the city-wide average.
- The area has no retail amenities designed to serve the industrial workers in the north, government and hospital workers in the south, and public housing residents in the east.
- Commercial and industrial properties have experienced reinvestment below the city-wide average. While commercial properties are desirable and sell faster than the city-wide average, commercial properties are vacant in the area longer than the city average.
- The planned station area is viewed by all developers interviewed as underserved by the existing livability amenities of Rice St, government and healthcare facilities, and downtown Saint Paul.

### Mt. Airy St / Capitol Heights Station Area Parcel Values (as shown on Figure 2.7)

- Total Residential Value: \$88.5M
- Non-Residential Value: \$1.2B
- Industrial Value: \$70.3M
- Vacant Land Value: \$193K

# PLANS AND RELATED POLICIES

As might be expected, the land within the station area has been the subject of many plans and planning efforts over time. Below is a list of the most relevant plans and policies that provide guidance for how future decisions should be made:

- Saint Paul 2040 Comprehensive Plan
- Saint Paul 2024 Bicycle Plan
- Saint Paul Pedestrian Plan
- Saint Paul Street Design Manual
- Capitol Area Architecture and Planning Board (CAAPB) Comprehensive Plan
  - Includes a Capitol Heights Development Framework in Chapter 7B
- CAAPB Stormwater Management Study
- Capitol Heights Small Area Plan
- Frogtown Neighborhood Plan

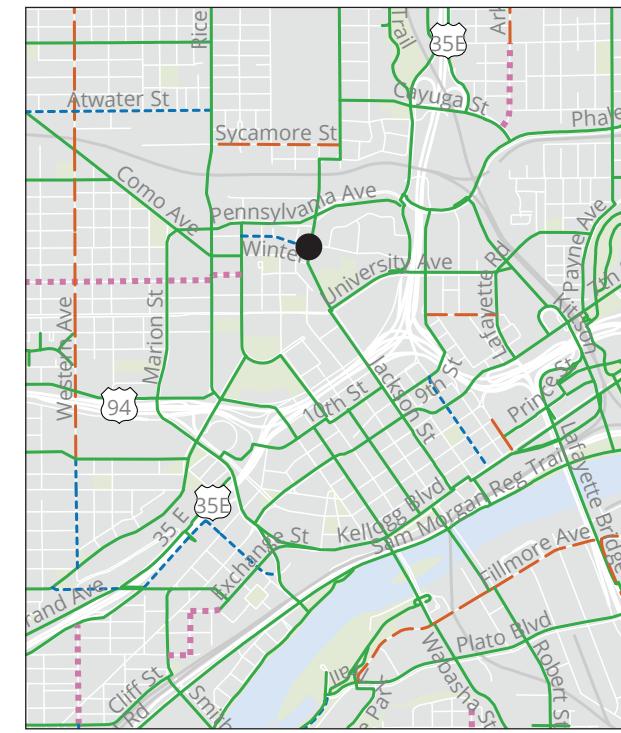
## NEIGHBORHOOD PLANS

There are two existing neighborhood or small area plans for portions of the station area. The first is a small area plan for a portion of the neighborhood known as Capitol Heights. It was originally adopted in 2000 and updated in 2014. The second is a neighborhood plan for Frogtown that was adopted in 2019. Both plans envision mixed-use areas with medium-density housing, a variety of small-scale commercial uses, and bicycle and pedestrian facilities.

## COMPREHENSIVE PLANS

Future land use plans are developed to communicate the community's vision for how an area will evolve over time. The Saint Paul 2040 Comprehensive Plan encourages the continuance of the highly diverse land use pattern that exists today. Immediately around the Mt. Airy station, the designation is urban neighborhood, which is intended for medium to high density housing and small-scale commercial buildings. Other parts are designated industrial and mixed-use. In the southwestern portion of the station area, the land use designation is primarily civic and institutional uses. The Bronze Line BRT station location is designated as a neighborhood node, which is intended to be a compact, mixed-use area which serves the neighborhood's daily needs by having shops, services, recreational facilities, employment, and neighborhood-scale civic and institutional uses.

The Capitol Area Architectural and Planning Board (CAAPB) also has a 2040 Comprehensive Plan that shapes what occurs in a portion of the station area. For the Capitol Heights neighborhood, the plan notes that new development should be sensitive to the existing scale and character. This plan focuses on the most notable features of the area and considers likely future development that will impact the neighborhood, including the new Bronze Line BRT service.



## Planned Bicycle Network

- Separated Bikeways & Paths
- On-Street Bicycle Lane
- ... Bicycle Boulevard
- Shared Lane
- Bikeway for further study
- Mt. Airy St Station

Figure 2.8 Saint Paul Bicycle Plan Excerpt.

# ENGAGEMENT PHASES

## PHASE 1

### Themes and Asset Identification

- Introduce SAWG to station area planning and the Bronze Line.
- Identify community assets in the station area.
- Develop station area goals and ETOD themes.

#### **Engagement Methods:**

- SAWG summit and meeting #1
- Online engagement
- SCEPP meetings
- Pop-up events

#### **Key Themes:**

##### *Transportation Infrastructure and Maintenance:*

- There is a desire for improved maintenance and upkeep of bike and pedestrian infrastructure, including snow and trash removal at stations.
- There is a desire for accessible, walkable connections around the station areas.

##### *Amenities and Services:*

- There is a desire for more parks and recreational activities within the station area.
- There is an identified need for smaller-scale grocery stores with an emphasis on healthy food offerings.
- There is a desire for more seating and covered shelters at station locations.

##### *Public Safety:*

- There are concerns about safety and security, with an expressed desire for improved lighting throughout the station areas.

- Input gathered in Phase 1 was used to draft the goals and equitable transit-oriented development themes, which guided the development of recommended policies, improvements, and opportunities.

## PHASE 2

### Goals and Actions

- Refine the station area ETOD themes and goals identified during Phase 1.
- Identify physical improvements, policies, and programs that support station area goals and themes of equitable transit-oriented development.

#### **Engagement Methods:**

- SAWG meeting #2
- SCEPP meetings
- Pop-up events

#### **Key Themes:**

- Traffic control and streetscape improvements are needed to make the area more safe and accessible. Improvements to sidewalk infrastructure with a focus on accessibility, ease, and comfort of travel for seniors and disabled individuals is a priority in the station area.
- Ideas were shared regarding green space management and involving the community in the maintenance of public spaces.
- There are significant concerns about cleanliness and personal safety at transit stations. There is a need for improved lighting at stations and adequate facilities for waiting passengers.
- There is a need for smaller-scale grocery stores with healthy food options, as well as a need for policies to support local retail and provisioning of basic services in the area around the future Mt. Airy St station.

- The input from Phase 2 was used to refine the policies, improvements, and opportunities identified under each station area plan goal.

## PHASE 3

### Prioritization of Policies

- Refine policies, improvements, and opportunities.
- Prioritize policies and needs identified in Phase 2.

#### Engagement Methods:

- SAWG meeting #3
- SCEPP meetings

#### Key Themes:

- Ideas to improve community spaces through new public green areas, support for food trucks and pop-up businesses near the station, and community-driven public art to differentiate station areas.
- Ideas to improve bike and pedestrian connectivity through infrastructure improvements (including improved street crossing treatments, neighborhood-scaled development, and multi-lingual wayfinding to connect to other modes of transit). Ideas for improved accessibility include bike/scooter share and free transit passes for youth and seniors.
- Ideas shared about adding security staff at stations, installing lighting at the station and along access routes for pedestrians, and ensuring snow and ice removal at and around the station.
- Support was identified for the creation of additional housing and alternative housing ownership models. Ideas to support property owners with reinvestment in building facades, maintenance, and modernization. Ideas about neighborhood-driven maintenance programs for parks and green spaces.
- Ideas expressed to create programs for mental health and dependency support and social engagement programs and activities for seniors and people with disabilities.

- Phase 3 input helped to prioritize the policies and needs identified in Phases 1 and 2 to address the goals.



Participants at the SAWG summit.

A photograph of a handout titled "MT AIRY STATION AREA - HELP US PRIORITIZE". The handout is a worksheet for a group discussion. It includes a "GLOSSARY OF IDEAS" section with images of various projects like "Public Art Installation", "Neighborhood Green Space", and "Bike Lane Improvements". It also has sections for "GOAL #1: MAKE VIBRANT PUBLIC PLACES" and "GOAL #2: CONNECT PEOPLE AND PLACES", each with a list of ideas and checkboxes. At the bottom, there is a section for "Did your rankings change after the group discussion? If so, please use this space to explain: \_\_\_\_\_".

Handout for Mt. Airy St SAWG meeting #3.



A mapping exercise at an SCEPP meeting.

# SUPPORTING COMMUNITY NEEDS

Throughout the station area planning process, members of the community provided feedback on the ways in which their neighborhoods could be supported as the transit line is established. These needs center on quality of life issues involving housing, employment, health, social interaction, and the environment.

The policy and program items identified through the efforts of the Mt. Airy Station Area Working Group are listed below, organized under the four Equitable Transit-Oriented Development (ETOD) themes. The items in **BOLD** were those ranked as being the most important policies or programs by those who participated in the work sessions. The items below do not include identified infrastructure improvements, which are described in Chapter 3 Future of the Station Area.

## ETOD THEME #1: ANTI-DISPLACEMENT, AFFORDABILITY, AND BUILDING WEALTH



- **Support for property owners to reinvest in their homes' façade, complete maintenance, or modernize.**
- Opportunities for alternative housing ownership models (land trusts or down payment assistance, for example).
- Improved childcare access.

## ETOD THEME #2: MENTAL HEALTH, WELLNESS, AND QUALITY OF LIFE



- Create neighborhood-led public art initiatives with local artists.
- **Create a message board for community events and information.**
- Create opportunities for elders to meet-ups.
- Annual accessibility audits of the station area.
- Improve maintenance and litter removal at the station.
- Ensure snow and ice removal along station access routes.
- Social engagement programs and activities for seniors and people with disabilities.
- Inter-generational activities and programs – mentoring, sports and fitness, language or culture events.
- **Mental health and dependency support.**

## ETOD THEME #3: SUPPORT LOCAL BUSINESSES AND WEALTH-BUILDING



- Support storefront façade improvements.
- **Support for temporary pop-up business, food trucks, and activities near the station.**
- Workforce training and workforce readiness.
- Public/private partnerships to support development of community services and businesses.
- Job fairs geared towards neighborhood residents.

## ETOD THEME #4: SUSTAINABILITY AND THE ENVIRONMENT



- Provide free passes for youth and seniors to access transit.
- Make bike-share or scooter-share accessible.
- **Provide more tailored on-demand transit services to support seniors and those with disabilities.**
- Provide end-of-trip facilities (secure bike racks, etc.) at destinations near the station.
- **Creation of neighborhood-driven maintenance programs for parks and green spaces.**

# FUTURE OF THE STATION AREA

## INTRODUCTION

The future Mt. Airy St station will provide an expanded transportation option for residents and visitors to the Mt. Airy and Capitol Heights neighborhoods. A set of policy, improvement, and opportunity recommendations have been developed to support the future use and success of the station area based on feedback collected through all of the input gathered in the planning process. These recommendations are organized throughout this chapter by the Goals (as identified in Chapter 1 - Goals). Note that recommendations specific to areas south of University Ave can be found in the 14th St Station Area Plan, while recommendations specific to areas east of I-35E can be found in the Olive St and Cayuga St Station Area Plan.

## STATION AREA RECOMMENDATIONS

The following terms are used to define the recommendations throughout this chapter:

### POLICIES

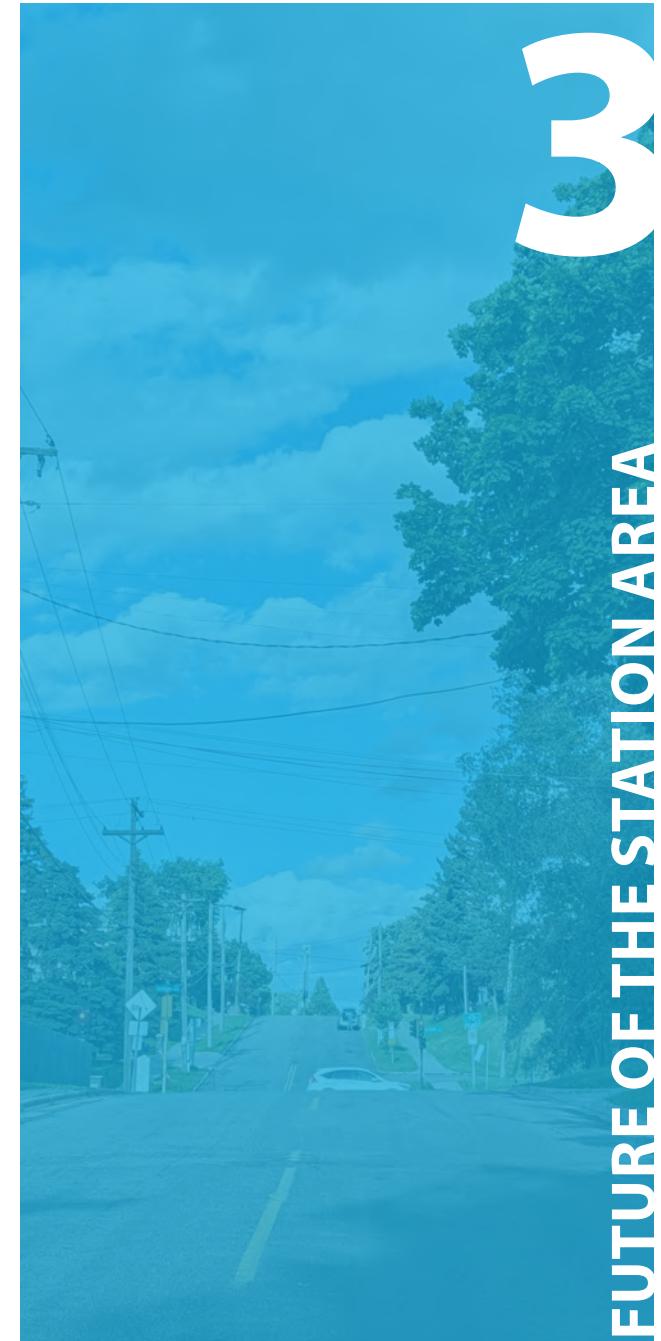
Recommendations related to a system of guidelines to assist with future decision-making as the areas around the future Bronze Line station are developed, redeveloped, or improved.

### IMPROVEMENTS

Recommendations related to physical changes within the public realm of the station area, such as sidewalks, trails, and streetscape improvements.

### OPPORTUNITIES

Recommendations related to communication, placemaking, and creating identity within the station areas, such as wayfinding and public art.



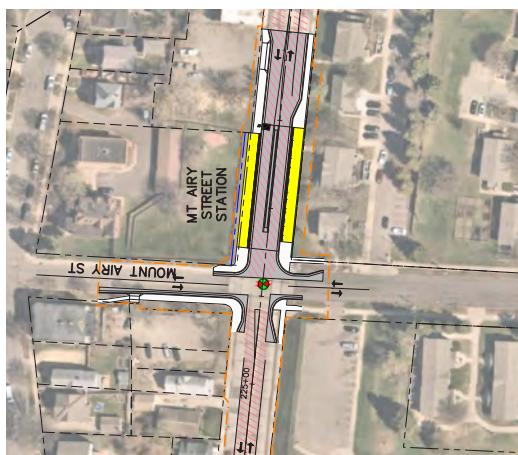
# STATION AREA RECOMMENDATIONS

A set of recommendations, including policies, improvements, and opportunities have been developed for the Mt. Airy St / Capitol Heights station area. See Figure 3.1 for the location of recommendations and big ideas. Below is an expanded legend of the symbols shown on the figures.

## KEY (FOR FIGURES)

### BRONZE LINE STATION LOCATION

The future Mt. Airy St station will be located on the north side of the intersection of Jackson St and Mt. Airy St and Winter St, with the northbound station located on the east and the southbound located on the west.



30% Design, Mt. Airy St Station. (2022)

### BRONZE LINE ROUTE

Future route of the Bronze Line BRT.

### PROPOSED STATION AREA PEDESTRIAN CONNECTION

Future sidewalks as recommended in this station area plan. See Goal #3 policies.

### PRIORITY WALKING INVESTMENTS PER SAINT PAUL PEDESTRIAN PLAN

Future sidewalks as recommended in the 2019 Saint Paul Pedestrian Plan.

### PROPOSED STATION AREA BIKEWAY

Future bikeways as recommended in this station area plan. See Goal #3 policies.

### SAINT PAUL BICYCLE PLAN RECOMMENDATIONS

Future bikeways as recommended in the 2024 Saint Paul Bicycle Plan.

### EXISTING BIKEWAY

Existing off-street bikeway or on-street bikeway (bike lane or shared lane).

### PROPOSED STATION AREA STREETSCAPE IMPROVEMENTS

Roadway corridors that have been identified for future urban design improvements such as pedestrian lighting and improved design for safety and placemaking. See Goal #2 policies.

### PROPOSED STATION AREA INTERSECTION OR CROSSING IMPROVEMENTS

Intersections identified for future improvements such as curb extensions, crosswalk markings, and other safety improvements. See Goal #4 policies.



### EXISTING GREEN SPACE AND CITY-OWNED PARKLAND

Land that is either currently designated as a park or currently used for recreation and gathering.



### PROPOSED STATION AREA GREEN SPACE

Areas proposed as future green spaces. See Goal #2 policies.



### DESTINATIONS AND LANDMARKS

Recognizable businesses, civic services, and green spaces that serve as landmarks and destinations within the station area today.



### PROPOSED STATION AREA LOCATION FOR FUTURE PUBLIC ART

Areas identified for future public art locations. See Goal #2 policies.



### PROPOSED STATION AREA WAYFINDING

Areas identified for future wayfinding locations. See Goal #3 policies.



### PROPOSED STATION AREA PED/BIKE BRIDGE

Future bridge intended for pedestrian or bicycle use as recommended in this station area plan.



### CAAPB AREA

Proposed and existing green spaces, public art, and improvements shown within this area are guided by the 2040 Comprehensive Plan for the Capitol Area.

# BIG IDEAS

The policies that are proposed in the Mt. Airy St / Capitol Heights station area are driven primarily by a few big ideas that support multiple identified goals. See Figure 3.1 for locations.

## Ⓐ PENNSYLVANIA AVE RE-CONNECTION

- Restore Pennsylvania Ave to a neighborhood-scaled street with dedicated pedestrian and bicycle facilities, fewer or narrower motor vehicle travel lanes that encourage slower speeds, street trees, and street furniture.
- Extend the following roadways north to provide through access to Pennsylvania Ave: Park St, Capitol Blvd, and Capitol Heights.
- Explore through analysis the potential removal of the on/off ramp at Pennsylvania Ave and Jackson St, and reconstruction as an at-grade intersection.
- Evaluate opportunities to open up space for future public amenities as part of the re-design of the corridor.
- Evaluate the potential for public art as part of the re-design of the corridor.

## ⑧ JACKSON ST CORRIDOR

- Improve the streetscape for better pedestrian access and a future bikeway.
  - Narrow or reduce drive lanes for more space to accommodate pedestrians and bicyclists.
  - Rebuild sidewalk along east side of roadway to be wider.
  - Increase boulevard space for trees, street lighting, and snow storage.

*Figure 3.1 Recommendations and Big Ideas, Mt. Airy St / Capitol Heights Station Area.*

## GOAL #1: CREATE THRIVING NEIGHBORHOODS



EXPECTED DEVELOPMENT OR REDEVELOPMENT	AREA
Residential	45,000 SF (45 units)
Commercial	10,000 SF
Industrial	55,000 SF

Table 3.1 Expected Development from Real Estate Market and Housing Gap Analysis.



Example of a mixed-use development with grocery and residential units.

The station areas are made up of distinct and unique neighborhoods that have a variety of housing types to suit the needs of residents today and into the future. These are neighborhoods where people are able to live throughout varying stages of life, supporting a variety of household types and income levels. Destinations frequented by residents on a daily or weekly basis, such as grocery stores, are located near the stations, and businesses support residents and visitors using public transportation. The station areas are also destinations for places of employment and community services such as community centers, schools, places of worship, places to exercise, and places to receive healthcare. Thriving neighborhoods are resilient to a variety of risks over time. Managing stormwater through green infrastructure, supporting habitat for pollinator species and urban wildlife, and creating flexible spaces that adapt to our changing environment are examples of environmental resiliency.

### 1.1 POLICIES TO CREATE THRIVING NEIGHBORHOODS

**1.1.1 Explore opportunities to increase the diversity of housing types to support residents through all stages of their lives and to provide opportunities for individuals to work and live in the station area. Housing should be targeted towards 30 to 50% of area median income (AMI) and family-sized units to serve diverse household types.**

**1.1.2 Stabilize and support the growth of neighborhood businesses that provide needed products and services that positively contribute to neighborhood identity. Direct businesses both to the Rice St corridor and the area around the Mt. Airy St / Capitol Heights station area.**

**1.1.3 Support access to healthy and fresh food options for retail and restaurants in the area.**

**1.1.4 Support actions that will increase access and improve circulation for all modes of transportation throughout the station area.**

**1.1.5 Encourage street activity and “eyes on the street” through infill and redevelopment that have active ground floor uses.**

**1.1.6 Seek out assistance through public sector partnerships to help bridge the investment gap and catalyze the development of missing middle housing, such as triplexes, rowhouses, and small apartment buildings.**

**1.1.7 Explore opportunities for community land trusts and cooperative housing.**

## CHARACTER AREAS

The land along the Bronze Line can be grouped into areas of similar existing and future character. The intent of creating character areas is to capture the historic built form and land uses in order to guide complementary future development. Each character area is supported by policies under the headings of Redevelopment, Built Form, and Parking and Circulation. The recommendations reflect the visions of the existing Comprehensive Plans (Saint Paul and CAAPB), while addressing needs identified through engagement input to help support transit within the station area.

For the Mt. Airy St / Capitol Heights station area, the character areas are:

- Supportive Residential Neighborhoods
- Job-Centered Railroad Corridor
- Large-Scale Government and Medical Uses

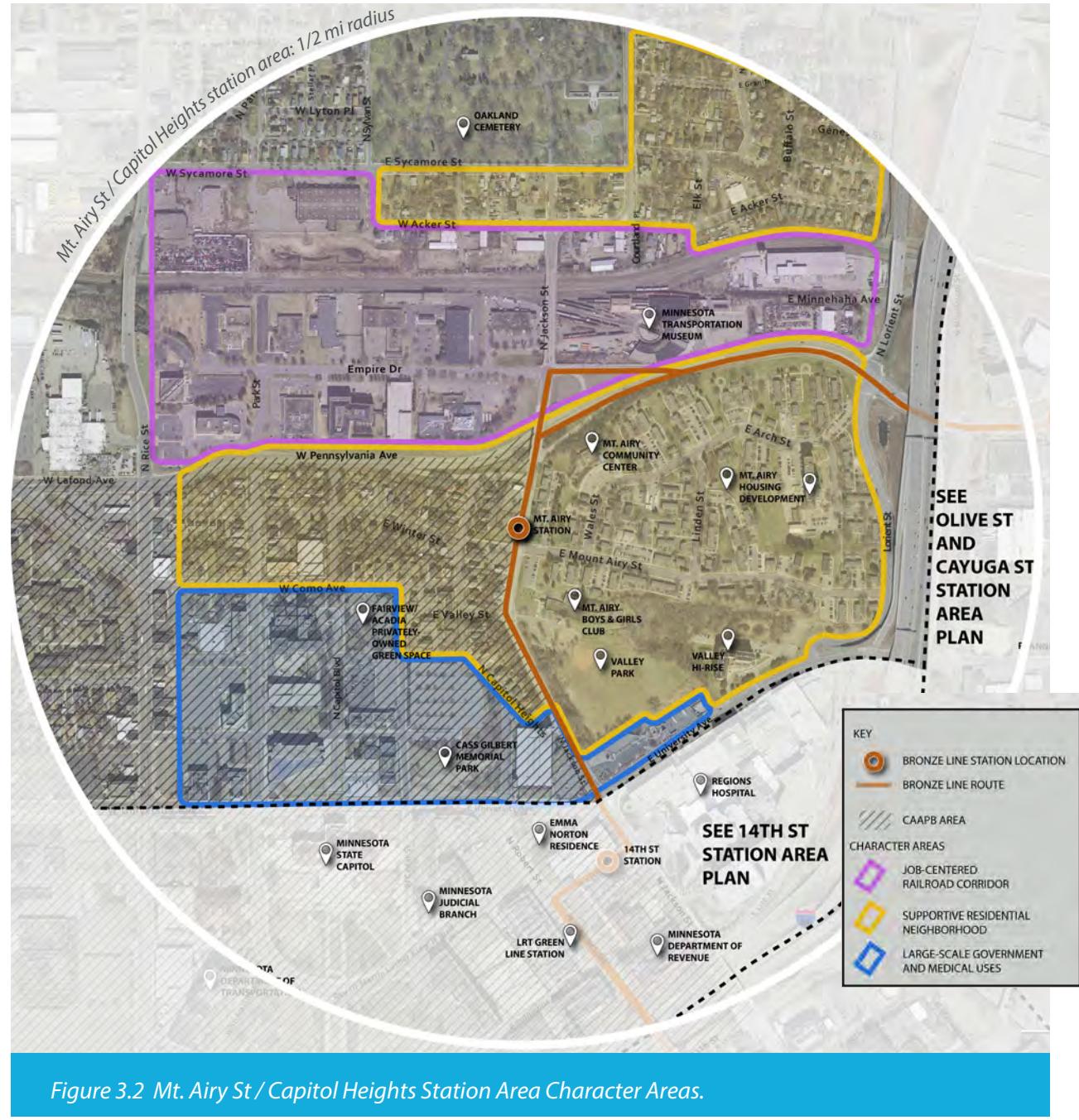


Figure 3.2 Mt. Airy St / Capitol Heights Station Area Character Areas.

## 1.2 POLICIES FOR SUPPORTIVE RESIDENTIAL NEIGHBORHOODS

The areas immediately surrounding the station are predominantly established residential neighborhoods with a variety of housing types: single-family homes and small apartments to the west of Jackson St; townhomes and high-rise apartments are located to the east. The northern portion of the station area has a similar residential character, but includes a greater number of commercial businesses. Large-scale change is not expected, but targeted infill and redevelopment opportunities are likely to occur and would strengthen the transit-supportive conditions that currently exist.

### 1.2.1 Redevelopment

- a. Moderately-scaled mixed use development (residential over commercial) is appropriate near the station location at the intersection of Jackson St and Mt. Airy St/Winter St.
- b. Transitional areas along Acker St and Cortland Pl may support a mix of residential infill with neighborhood businesses. Potentially incompatible uses should be phased out over time.

### 1.2.2 The Built Form

- a. Encourage reinvestment in existing residential properties, as well as a variety of housing types in infill development.
- b. New residential development should observe the existing design guidance, setbacks, relationships to the street, and building forms (massing, rooflines, windows, etc.) of the surrounding neighborhood.

- c. Buildings should help define a walkable, pedestrian-friendly environment with frontages that may include shallow front yards, entrances with human-scaled elements like porches, stoops, entries, and balconies oriented toward the street.
- d. Take advantage of opportunities within public spaces along the right-of-way to provide green stormwater infrastructure.

### 1.2.3 Circulation and Parking

- a. Parking should be located within a garage or to the side or rear of the principal structure.
- b. Establish and enhance pedestrian connections along roadways.



Figure 3.3 Supportive Residential Neighborhoods Character Area.



Example of infill that matches the existing roofline of the neighboring building.

## 1.3 POLICIES FOR JOB-CENTERED RAILROAD CORRIDOR

The railroad corridor is flanked by a handful of industrial uses and, to the south, a dead-end street lined by larger office and light industrial uses. The Minnesota Transportation Museum is located between the tracks and Pennsylvania Ave. Older buildings and uses may redevelop over time to provide new employment opportunities and complement the neighborhood to the north. The area generally lacks pedestrian and bicycle facilities.

### 1.3.1 Redevelopment

- Transitional areas along Acker St may support the growth of neighborhood businesses that provide needed products and services that positively contribute to neighborhood identity.
- The restoration of Pennsylvania Ave to a neighborhood-scaled street may provide a location for a small business that could

provide local employment or services to the neighborhood.

### 1.3.2 The Built Form

- Where possible, large blocks should be broken up to create a more walkable environment of smaller-scaled streets and blocks.

- Seek opportunities within public spaces along the right-of-way to provide green stormwater infrastructure.

### 1.3.3 Circulation and Parking

- Evaluate and improve property accesses to improve business viability and improve safety.
- Support analysis to study at-grade roadway connections across Pennsylvania Ave, as well as traffic calming.
- Establish and enhance pedestrian connections along roadways and throughout employment centers.



Figure 3.4 Job-Centered Railroad Corridor Character Areas.



Example image of an enhanced pedestrian connection.

## 1.4 POLICIES FOR LARGE SCALE GOVERNMENT AND MEDICAL USES

The buildings and offices associated with the Capitol, along with facilities supporting Regions and Gillette Children's Hospitals, anchor the southwestern portion of the station area. Large parking ramps and surface lots provide parking for those working or visiting the Capitol area. Two significant parks are located north of University Ave. A new health and wellness center is under construction, replacing a former hospital.

### 1.4.1 Redevelopment

- a. Maintain the vision and zoning of CAAPB's 2040 Comprehensive Plan for the Capitol Area to continue to enhance the Capitol campus and surrounding blocks of institutional uses.

### 1.4.2 The Built Form

- a. Encourage pedestrian-oriented design elements such as windows, doors, and architectural details along building facades to avoid long stretches of un-articulated exterior walls along the public right-of-way.

### 1.4.3 Circulation and Parking

- a. If additional parking is identified as a future need in the area, parking structures are encouraged and should incorporate pedestrian-scaled elements such as clearly-marked pedestrian entrances with walkways connecting to sidewalks.
- b. Surface parking should be directed behind or to the side of buildings and utilize landscape buffers to minimize impacts on pedestrians.
- c. Strengthen pedestrian and bicycle networks by filling sidewalk gaps and continuing to support public bicycle infrastructure.



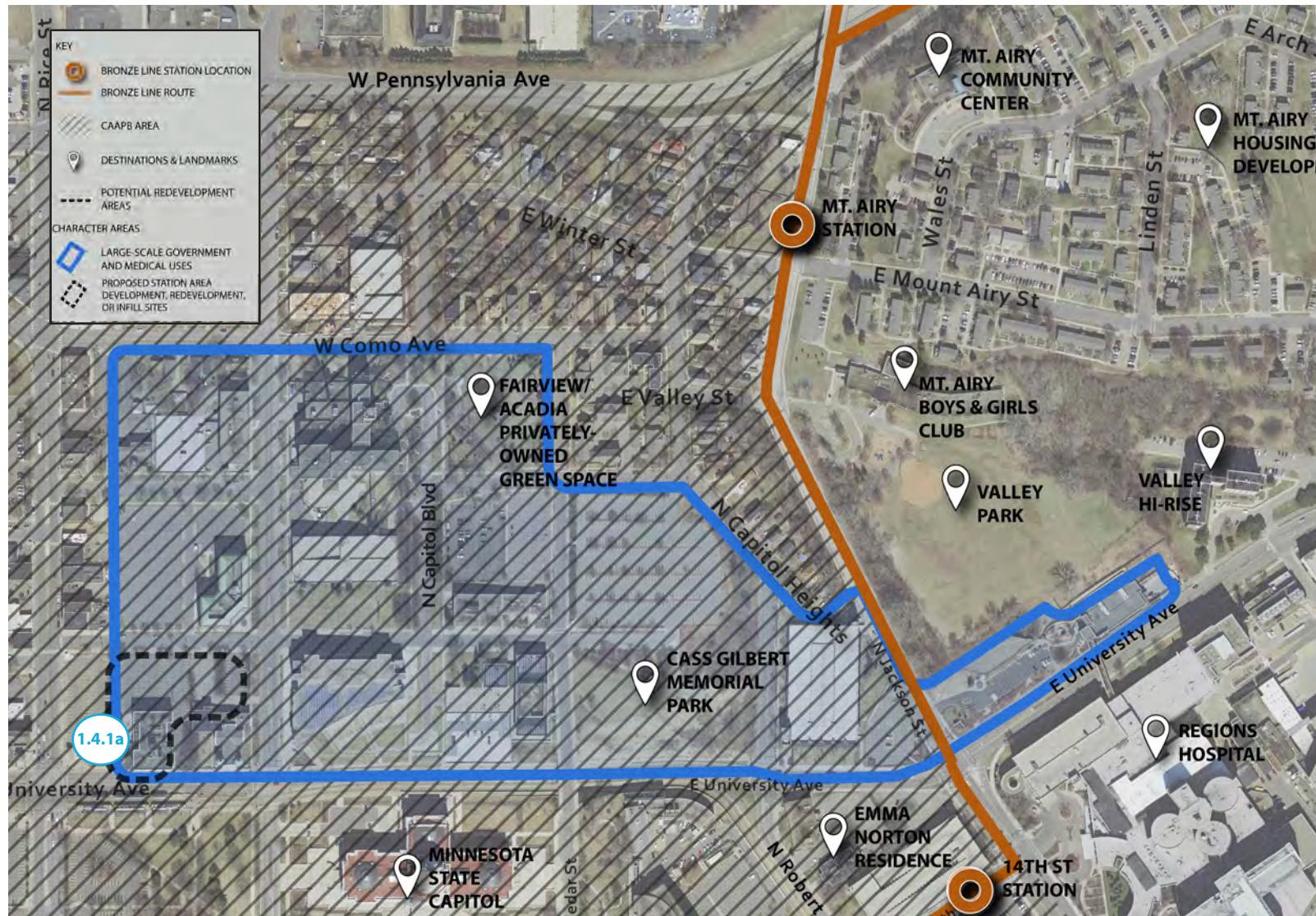


Figure 3.5 Large Scale Government and Medical Uses Character Areas.

## GOAL #2: MAKE VIBRANT PUBLIC PLACES



Precedent image of green spaces with tiered walkways and native plant beds.

The station areas are vibrant, activated places where art, cultural history, and community identity are apparent, authentic, and visible. Parks, green spaces and gathering spaces provide places to sit and gather with shade, views, and recreational amenities that support the health of residents and foster strong relationships throughout the neighborhood.

### 2.1 PUBLIC SPACE IMPROVEMENTS

#### 2.1.1 When Valley Park is redesigned, consider a design to relocate parking area further from the Mt. Airy St Station:

- Potential design could provide a trail to connect to Boys & Girls Club and Valley Hi-Rise.
- Tiered or terraced design could include an integrated pollinator and community garden space around or adjacent to the trail.
- Spaces to sit and gather could provide a clear view of the Mt. Airy St station and of the intersection of Jackson St and Mt. Airy St.

#### 2.1.2 Explore expanded streetscape improvements at Jackson St and Pennsylvania Ave:

- Explore opportunities for stormwater management feature to the northeast of Jackson St and Pennsylvania Ave.
- Explore opportunities for hillside screening, erosion control, beautification, and shade for the trail along the southeast side of this intersection.



Figure 3.6 Mt. Airy St & Jackson St Concept - section looking north on Jackson St from south of the station.

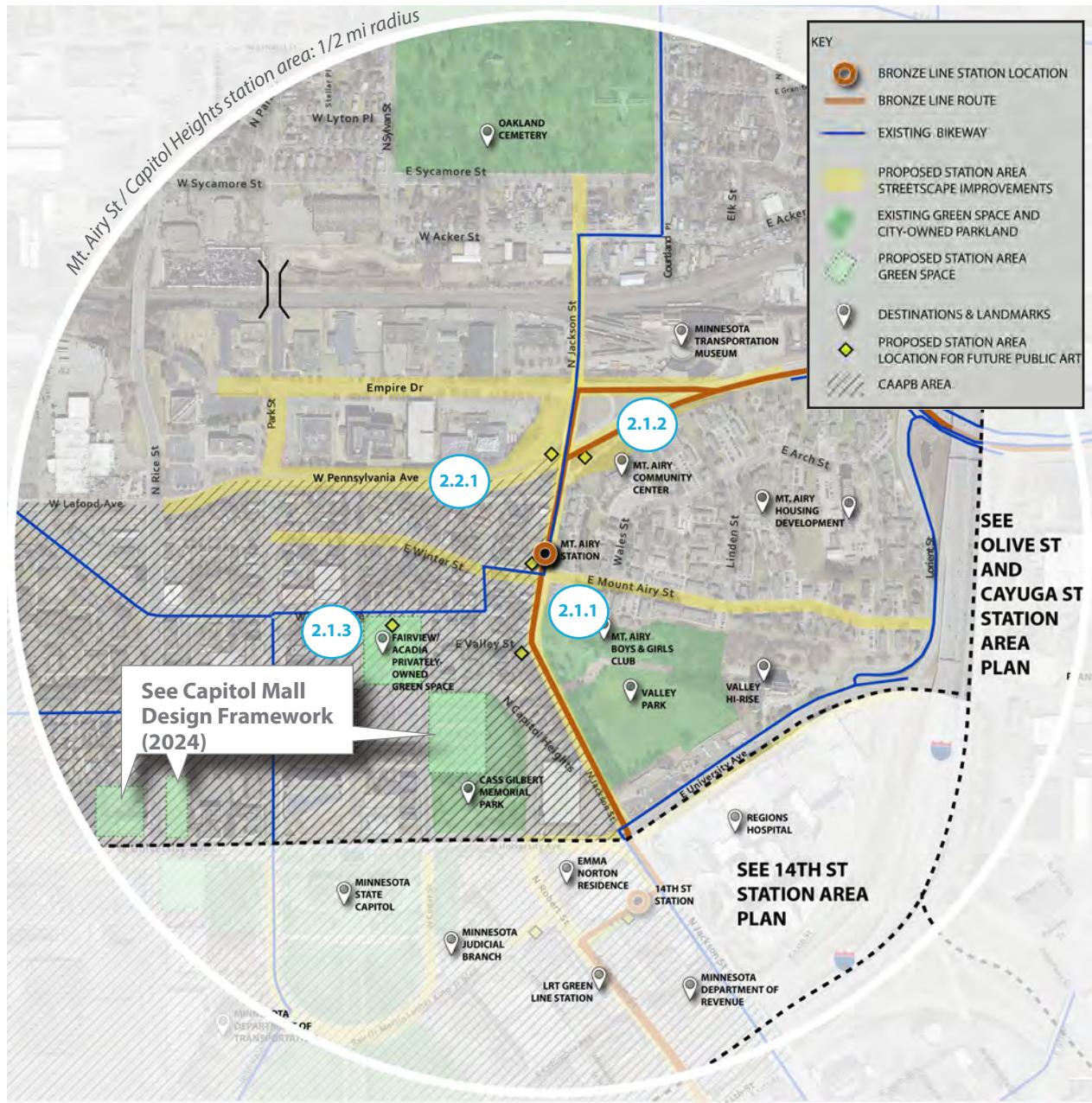


Figure 3.7 Public Spaces, Art, and Streetscape, Mt. Airy St / Capitol Heights Station Area.

### 2.1.3 Explore community-based redesign and reinvestments in public art at the privately-owned public green space at Cedar Ave and Como Ave.

- This property is part of the former Bethesda Hospital campus that is currently being redeveloped by Fairview Health Services / Acadia Healthcare.

## 2.2 PUBLIC REALM IMPROVEMENTS

### 2.2.1 Improve the streetscape along Pennsylvania Ave:

- Narrowing the roadway width could provide an opportunity for linear green stormwater infrastructure along the roadway, as well as landscaping to provide shade for future sidewalks.

## 2.3 PUBLIC ART OPPORTUNITIES

### 2.3.1 Explore potential public art locations as shown on Figure 3.7.

- Generally these would be implemented with a future redevelopment site or streetscape improvement area. The City of Saint Paul has an ordinance and policy related to the funding and process for public art on City-owned property. Ramsey County, private land owners, and local agencies are potential project leads for public art initiatives outside of City-owned property. The CAAPB's 2040 Comprehensive Plan has specific guidance for future public art locations in the CAAPB area.



Mural at Jackson St Parking Ramp in downtown Saint Paul.

## GOAL #3: CONNECT PEOPLE AND PLACES



View north along Jackson St (existing).

The station areas are places where people can easily and comfortably walk, bike, and take public transit, whether going short or long distances. Public transit is a viable, reliable, and preferred option for getting around. Sidewalks, streets, trails, and intersections are designed for people of all ages and abilities.

### 3.1 NETWORK IMPROVEMENTS

#### 3.1.1 Jackson Street redesign to potentially include the following ideas:

- A proposed bikeway and improved pedestrian accessibility.
- Widened sidewalk with physical separation (boulevard) between pedestrians and vehicles, and a separated bikeway along Jackson St.
- Narrowed lane widths and potential for removed parking lanes.
- Handrail and seating areas to provide respite along steep topography.
- High-traction surface for walkway.
- Establish continuous shade and canopy per CAAPB policy on major walking routes near transit.

#### 3.1.2 When Valley Park is redesigned, explore the potential for a pedestrian connection from Mt. Airy St station to the Boys & Girls Club and Valley Hi-Rise Apartments as an alternative to Mt. Airy St.

- Shaded, tree-lined walkway.
- Provides a walking loop opportunity for neighborhood residents.
- More direct connection from Valley Hi-Rise along the top of the bluff.

#### 3.1.3 Extend pedestrian connection along Pennsylvania Ave and Empire Drive as identified as part of the Saint Paul Pedestrian Plan.

#### 3.1.4 Reconnect access across Pennsylvania Ave at Park St for all modes of travel to make it easier for north-south movement throughout the station area.

#### 3.1.5 Explore creating a bikeway and pedestrian connection on Park St connecting north-south from Pennsylvania Ave to Sycamore St (over the railroad corridor), as well as create a future bikeway on Sycamore St between Park St and Rice St.

- This addition will provide access and connection to the Capitol Heights neighborhood, as well as to new development that might occur as a result of the Pennsylvania Ave streetscape redesign.

#### 3.1.6 Install pedestrian curb ramps along the north side of Pennsylvania Ave at the Minnesota Transportation Museum entrance. Explore other crossing treatments or driveway reconfiguration to minimize driveway width and potential conflict points. Explore a new crossing to the museum from the proposed bikeway extension on the south side of Pennsylvania Ave.

#### 3.1.7 Fill sidewalk gaps per Saint Paul Pedestrian Plan and CAAPB's 2040 Comprehensive Plan.

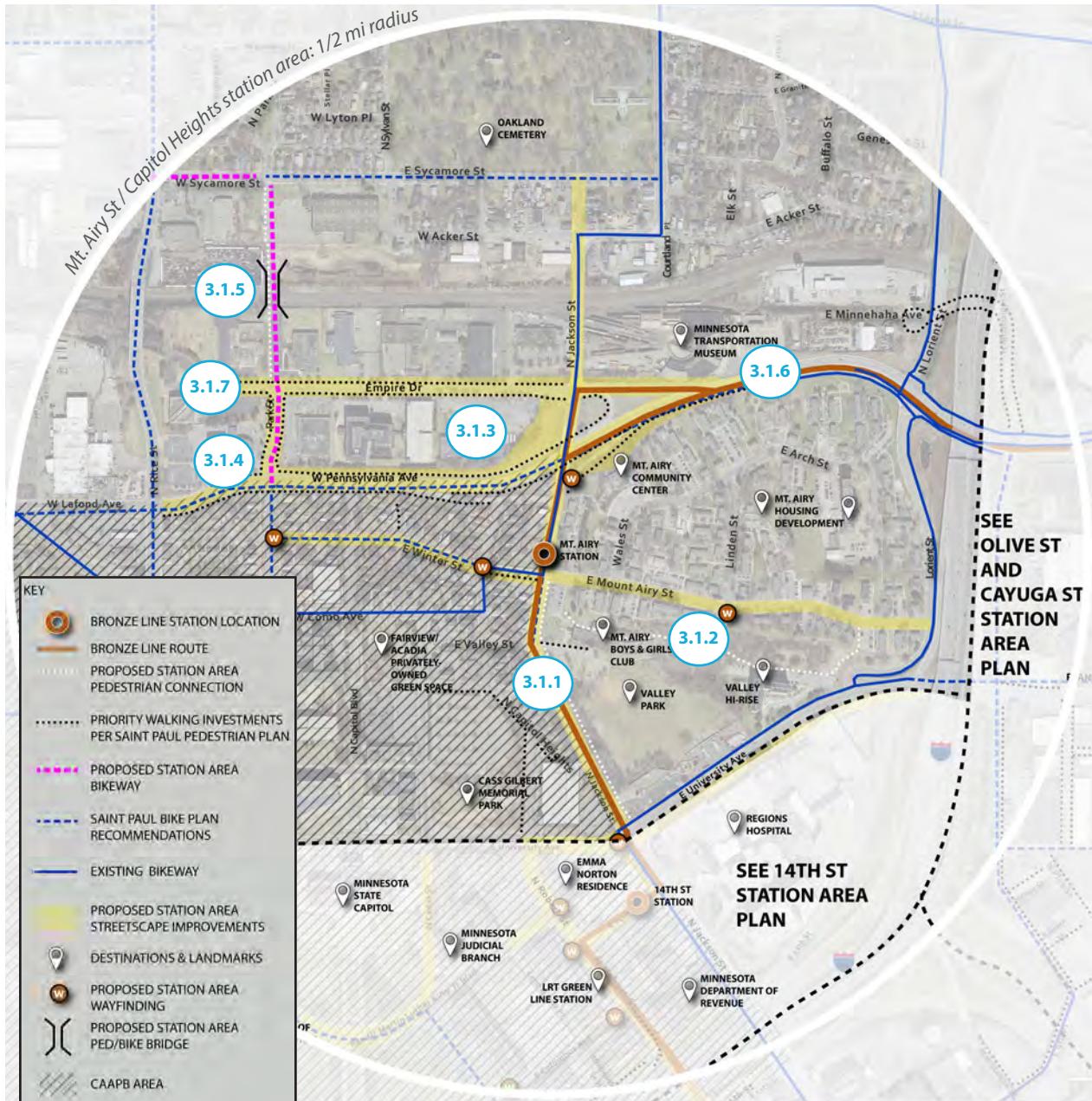


Figure 3.8 Wayfinding, Network and Streetscape Improvements, Mt. Airy St / Capitol Heights Station Area.

## 3.2 WAYFINDING OPPORTUNITIES

**3.2.1** Directing transit users to the Bronze Line station at Mt. Airy St is the priority of the wayfinding opportunity locations shown on Figure 3.8, and is a response to ideas collected through community engagement. Bronze Line wayfinding design, installation, and maintenance will need Metro Transit to lead the effort.

- Suggested locations for directional wayfinding to direct transit users to the Mt. Airy St Station include:

- Winter St at Capitol Hts and Park St
- Mt. Airy St and Linden St (where proposed trail connection will intersect with Mt. Airy St), along with direction to 14th St Station
- Jackson St and Pennsylvania Ave.

- Suggested languages for wayfinding translation:

- Dakota
- Hmong
- Karen
- Ojibwe
- Somali
- Spanish



Precedent image of a bicycle and pedestrian bridge, similar in concept to idea of bridge connecting Park St over the railroad corridor.

## GOAL #4: PRIORITIZE SAFETY AND SECURITY



The station areas are places where safety and security is a priority. Community-based approaches to security are unique and defined by each neighborhood. People of all ages and abilities feel comfortable using public transit, walking, and biking throughout the day and all seasons.

### 4.1 LIGHTING IMPROVEMENTS

4.1.1 Lighting considerations include spacing, pole height, illumination levels, and security measures to avoid copper wire theft. The following streets are recommended for updated lighting to increase safety for pedestrians within the station area and encourage use of transit in the evenings:

- Mt. Airy St
- Winter St
- Jackson St
- Empire Dr
- Park St
- Pennsylvania Ave
- Sycamore St (north side)
- Proposed Mt. Airy bluff trail connection



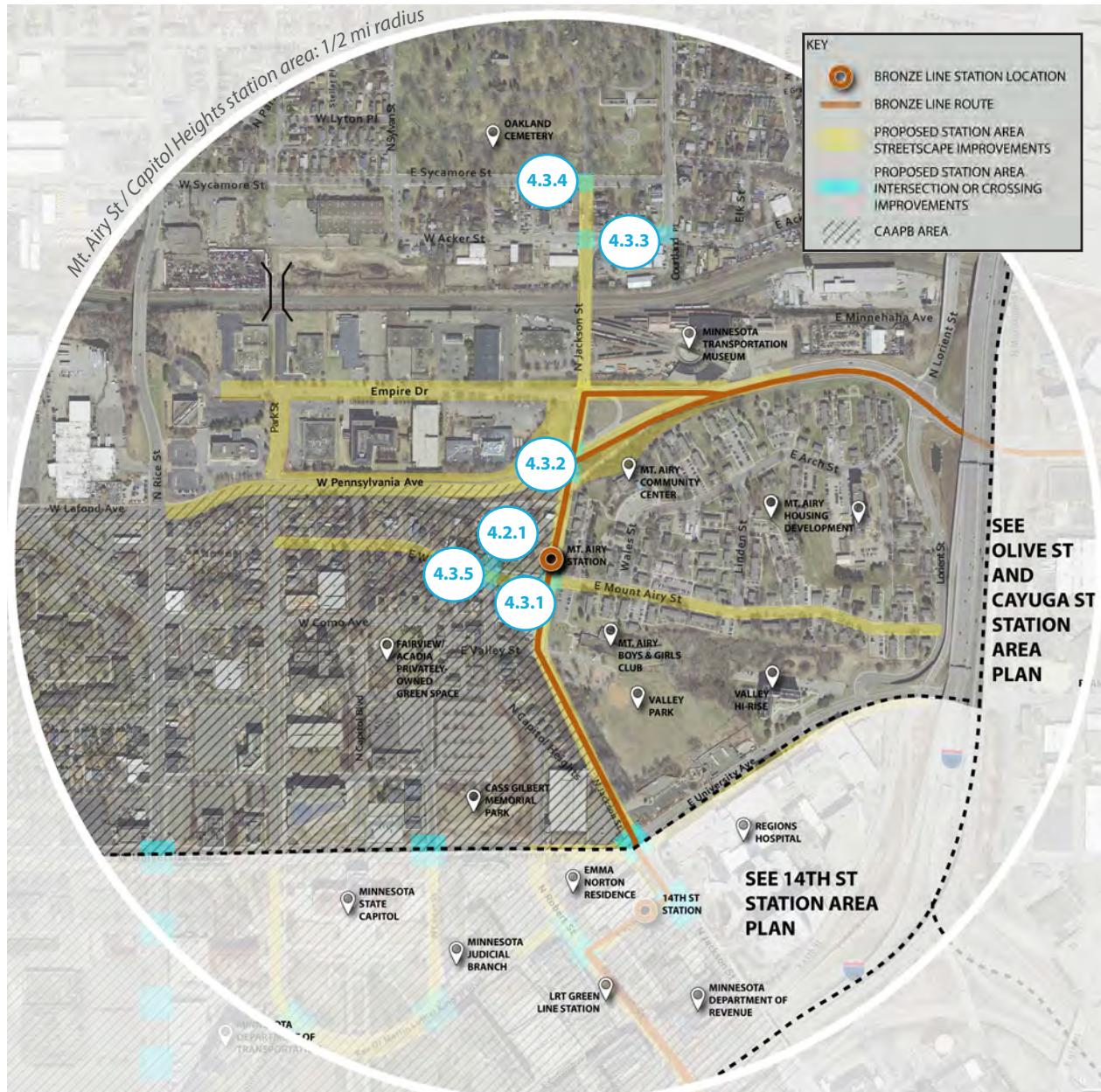
*Light fixtures are typically the lantern-style shown here with high hand holes to prevent wire theft.*



*Precedent image of lighting at transit station, Cincinnati, OH.*



*Precedent image of lighting designed to increase safety for pedestrians.*



## 4.2 SAFETY POLICIES

- 4.2.1 Ensure new developments at the intersection of Mt. Airy St and Jackson St are designed to keep “eyes on the street” views open to the station. This can be accomplished by integrating public space with views towards the station, as well as ensuring that developments have activated uses at ground level.

## 4.3 INTERSECTION IMPROVEMENTS

- Intersection improvements are recommended to increase safety and comfort for pedestrians and bicyclists at key intersections within the station area. These improvements aim to increase visibility for all modes of traffic at an intersection through increased lighting, upgraded signals, high visibility crosswalk markings, and curb extensions that decrease the crossing distances for people crossing roadways.
- Table 3.2 lists each intersection improvement area along with issues and concerns that have been identified by the project team as part of this planning process.
- Pages 41 - 44 include the *Bronze Line Station Area Plan Intersection Countermeasures Toolkit*. This toolkit is intended to define and pair typical safety issues at intersections with potential countermeasures to be explored. The toolkit applies to all Bronze Line Station areas within the City of Saint Paul.

Figure 3.9 Streetscape, Intersection and Safety Improvements, Mt. Airy St / Capitol Heights Station Area .

Table 3.2 Intersections and Issues/Concerns at Mt. Airy St / Capitol Heights Station Area

	LOCATION	ISSUES / CONCERNs
4.3.1	Mt. Airy St/Winter St and Jackson St	<ul style="list-style-type: none"> <li>Noncompliant curb ramps</li> <li>No pedestrian recall</li> <li>No audible pedestrian signal (APS)</li> <li>North/south crossings lack pedestrian signals</li> <li>Poles in the northwest corner obstruct the pedestrian access route (PAR)</li> <li>There is a sidewalk gap with a worn foot path on the south side of Winter Street</li> <li>Crosswalks are marked with conventional transverse markings*</li> <li>Single light on northwest corner does not adequately illuminate all intersection crosswalks</li> <li>Drainage system does not slow or treat first portion of stormwater runoff</li> </ul>
4.3.2	Pennsylvania Ave and Jackson St	<ul style="list-style-type: none"> <li>Non-compliant curb ramps</li> <li>No crosswalk markings*</li> <li>Shallow angle on east-bound on ramp encourages high speeds</li> <li>Long crossings on west-bound ramps and Empire Dr</li> <li>Poor sight-lines for pedestrians waiting on north side of west-bound ramps</li> <li>Building on southwest corner obstructs sight-lines for pedestrians</li> <li>Wide radii on east-bound off ramps encourages high speeds</li> <li>Lighting at intersection does not illuminate pedestrians</li> </ul>
4.3.3	Acker Ave and Jackson St Acker Ave and Courtland Pl	<ul style="list-style-type: none"> <li>No crosswalks on some legs*</li> <li>Existing crosswalk markings are conventional transverse markings*</li> <li>Right turn slip lane from Jackson to Acker and from Courtland to Acker encourages high speeds</li> <li>East leg at Jackson and west leg at Courtland Pl do not have stop signs with stop signs on other legs lacking plaques to indicate no stopping condition</li> <li>Building on northeast corner at Acker and Jackson obstructs sight-lines</li> <li>Lighting at intersections do not illuminate pedestrians</li> </ul>
4.3.4	Sycamore St and Jackson St	<ul style="list-style-type: none"> <li>Sycamore Street is under-parked and a straightaway, encouraging excessive motorist speeds</li> <li>Long uncontrolled crossing distances across Sycamore</li> <li>No receiving ramp on northeast corner</li> <li>Trees obstruct sight-lines for waiting pedestrians at curb ramps</li> <li>Lighting at intersection does not illuminate pedestrians on north side or southwest corner</li> </ul>
4.3.5	Winter St and Capitol Hts	<ul style="list-style-type: none"> <li>Non-compliant curb ramps</li> <li>No features to manage speeds or volumes to enhance bicyclist comfort along bike route</li> <li>Lighting at intersection does not illuminate pedestrians on northwest corner</li> <li>Poor drainage, especially on northwest corner</li> </ul>

\*Contact Public Works to obtain policy on crosswalk markings when considering marked crosswalks.

# BRONZE LINE STATION AREA PLAN INTERSECTION COUNTERMEASURES TOOLKIT

## BRONZE LINE STATION AREA PLAN INTERSECTION COUNTERMEASURES TOOLKIT

During the process of observing, documenting, and analyzing the roadway intersections in Bronze Line station areas, it became apparent that many of the same observations were being made throughout the corridor. The Station Area Plan Intersection Countermeasures Toolkit was developed as a way to communicate potential treatments and countermeasures that could be explored to address issues.

The toolkit contains a set of definitions and accompanying example images, along with a table that ties common issues with an explanation of potential safety risks and countermeasures that can be taken. The list is not exhaustive, and is intended to serve as a starting point for future study.

The Bronze Line Station Area Plan Intersection Countermeasures Toolkit applies to Bronze Line station areas within the City of Saint Paul. As subsequent station areas are planned beyond the City's limits, additions or amendments will be made to this toolkit.

For all recommendations, further design and analysis by the City of Saint Paul and Ramsey County staff is needed to understand the feasibility of each.

**DRAFT**

## DEFINITIONS AND EXAMPLES



### ART CROSSWALKS

Also called decorative crosswalks, art crosswalks are marked pedestrian crossings that include an artistic element, such as murals, patterns and colors. Often created through community partnerships, they provide aesthetic enhancements to pedestrian crossings.



### CURB EXTENSIONS

Also known as curb bump-outs or bulb-outs, curb extensions narrow the roadway at intersections and mid-block crosswalks to shorten crossing distance for pedestrians and can make space for other amenities such as vegetation or transit stops.



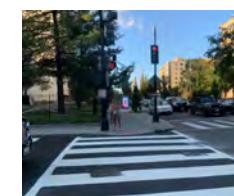
### CURB RAMPS

Curb ramps are transitions between the sidewalks and street crossings that cuts through or is built up to the curb. Curb ramps can be perpendicular or parallel, or a combination of parallel and perpendicular ramps.



### DIRECTIONAL CURB RAMPS

A type of curb ramp where the ramps are aligned with the direction of travel / crossing.



### HIGH-VISIBILITY CROSSWALKS

Pavement marking patterns (i.e., bar pairs, continental, ladder) at crosswalks that are visible to both the driver and pedestrian from farther away.



### LANE CONVERSION

Also referred to as a road diet, this form of design transformation reduces the number of lanes on a corridor. This can lead to crash reduction and potential safety improvements for pedestrians, cyclists, and transit users.



### LEADING PEDESTRIAN INTERVAL (LPI)

A form of signal priority that gives pedestrians a head start when entering the intersection to reduce the time pedestrians are in conflict with turning traffic.

# BRONZE LINE STATION AREA PLAN INTERSECTION COUNTERMEASURES TOOLKIT

## DEFINITIONS AND EXAMPLES (CONTINUED)



### MODERNIZED PEDESTRIAN SIGNALIZATION

Refers to a set of comprehensive pedestrian signal improvements including longer walk times, LPs, and accessible push buttons.



### PEDESTRIAN HYBRID BEACON (PHB)

Traffic control device designed to help pedestrians safely cross higher-speed roadways at midblock crossings and uncontrolled intersections.



### SEPARATED BIKEWAY INTERSECTIONS

Various methods of providing physical separation between bicyclists and motor vehicle traffic further into the intersection, allowing bicyclists to cross more safely.



### PEDESTRIAN RECALL

Pedestrian phase is automatically activated every cycle, as opposed to being manually triggered by a push button.



### RAISED CROSSINGS

Ramped speed tables that elevate the pedestrian crossing closer to the level of the sidewalk; this reduces motor vehicle speed limits and enhances pedestrian safety/comfort.



### STORMWATER FACILITY

Elements such as swales, rain gardens, stormwater planters, permeable pavements, or other facility that can be incorporated into intersections/ right-of-ways to manage and/or treat runoff.



### MEDIAN CROSSING ISLAND

Protected island centered on a crossing to facilitate safe crossings and reduce exposure to traffic.



### RECTANGULAR RAPID FLASHING BEACON (RRFB)

Rectangular Rapid Flashing Beacons (RRFB) are a type of active warning beacon that uses rapid, irregular flashes to alert motorists to yield to pedestrians and bicyclists at crossings/intersections.



### TACTILE WARNING PLATES / DETECTABLE WARNING SURFACES (DWS)

Detectable warning surface installed at the edge of pedestrian right-of-way/ intersections to indicate the boundary between pedestrian and vehicular routes.



### PEDESTRIAN SIGNAL HEADS

Pedestrian signal heads are used to provide traffic signals that exclusively control pedestrian traffic.



### MODIFIED SLIP LANE

Right turn slip lanes can be modified to allow truck movements while minimizing turning speeds. This avoids large radii on corners for truck movements.

# BRONZE LINE STATION AREA PLAN INTERSECTION COUNTERMEASURES TOOLKIT

## COUNTERMEASURE TOOLKIT

ISSUE	EXPLANATION OF ISSUE	POTENTIAL COUNTERMEASURE
Conventional/Transverse or Missing Crosswalk Markings	<ul style="list-style-type: none"> <li>Transverse crosswalk markings are more easily missed by drivers than high-visibility crosswalk markings.</li> <li>Motorists who do not notice pedestrians may strike them.</li> </ul>	<ul style="list-style-type: none"> <li>High-visibility crosswalk markings, consistent with the Saint Paul Public Works crosswalk marking policy.</li> <li>Art crosswalks (where connection to adjacent public spaces is desired).</li> </ul>
Non-compliant or Missing Curb Ramps or Detectable Warning Surfaces (DWS)	<ul style="list-style-type: none"> <li>The Pedestrian Right-of-Way Guidelines (PROWAG) are the most up-to-date national regulations on accommodating users with disabilities in the public right-of-way. Compliance with the Americans with Disabilities Act should be assumed to comply with PROWAG.</li> <li>Non-compliant infrastructure puts users who rely on detectable warnings and curb ramps at risk of injury and creates discomfort for most users.</li> </ul>	<ul style="list-style-type: none"> <li>Install or reinstall compliant directional curb ramps and/or DWS as needed.</li> <li>Widen narrow refuge medians to ADA minimum width.</li> </ul>
Missing and/or Obstructed Pedestrian Access Route	<ul style="list-style-type: none"> <li>Where pedestrian access routes or sidewalks are missing, or obstructed (not ADA-compliant), mobility is decreased and pedestrians may walk in roadway or on boulevard.</li> </ul>	<ul style="list-style-type: none"> <li>Remove obstacles, including relocating bus stop facilities, signs, poles, or other obstructions.</li> <li>Sidewalk installation.</li> <li>Reconstruct noncompliant pedestrian access routes.</li> </ul>
Long Crossing Distances	<ul style="list-style-type: none"> <li>Longer crossing distances increase pedestrian exposure to conflicting traffic.</li> <li>At uncontrolled locations it can be difficult to safely cross several lanes of fast-moving traffic.</li> </ul>	<ul style="list-style-type: none"> <li>Curb extensions.</li> <li>Pedestrian refuge islands/medians.</li> <li>Reduce and/or narrow motor vehicle travel, turning and parking lanes.</li> <li>Pedestrian Hybrid Beacons (PHBs), generally at mid-block locations.</li> </ul>
Wide Corner Radius	<ul style="list-style-type: none"> <li>Wide corner radii lengthen pedestrian crossings and allow vehicles to turn at higher speeds, increasing the potential of serious collisions.</li> </ul>	<ul style="list-style-type: none"> <li>Curb extension.</li> <li>Reduce corner radii.</li> <li>Add truck apron or pillow.</li> </ul>
Right Turn Slip Lane	<ul style="list-style-type: none"> <li>Slip lanes have all of the downsides of wide corner radii while often allowing turning vehicles to avoid stopping or significantly slowing, increasing the potential for collisions.</li> </ul>	<ul style="list-style-type: none"> <li>Remove slip lanes.</li> <li>Curb extension.</li> <li>Add directional curb ramps.</li> <li>Install modified slip lane.</li> <li>Add raised pedestrian crossing.</li> </ul>

# BRONZE LINE STATION AREA PLAN INTERSECTION COUNTERMEASURES TOOLKIT

## COUNTERMEASURE TOOLKIT (CONTINUED)

ISSUE	EXPLANATION OF ISSUE	POTENTIAL COUNTERMEASURE
Drainage Issues	<ul style="list-style-type: none"> <li>Poor drainage can lead to puddles at curb ramps, either soaking pedestrians or forcing them to use another route.</li> </ul>	<ul style="list-style-type: none"> <li>Reconstruction or installation of new drainage facilities at areas of concern.</li> <li>Reconstruction of area of concern to provide positive drainage to nearest collection point.</li> </ul>
No Pedestrian Signal Head and/or Accessible Pedestrian Signal (APS)	<ul style="list-style-type: none"> <li>At stoplights without pedestrian signals, pedestrians try to cross with a green light, but take much longer to clear the intersection on a yellow than vehicles potentially exposing them to conflicting traffic with a green light.</li> <li>Intersections and crossings are especially difficult for people with vision impairments, and APS systems enable these people to cross much more safely.</li> </ul>	<ul style="list-style-type: none"> <li>Install pedestrian signal head and/or accessible pedestrian signal.</li> </ul>
Crosswalk Lighting	<ul style="list-style-type: none"> <li>Lighting increases pedestrian visibility at night.</li> <li>Drivers will not stop for a pedestrian they do not notice.</li> <li>Lighting increases the perception of pedestrian personal safety at night.</li> </ul>	<ul style="list-style-type: none"> <li>Install lighting that provides high positive contrast of pedestrians at all crosswalks.</li> </ul>
Wide, Straight, and/or Under-parked Roads	<ul style="list-style-type: none"> <li>Wide and straight car lanes encourage speeding.</li> <li>Under-parked streets can effectively widen adjacent travel lanes, even when the adjacent travel lane is narrow, encouraging speeding.</li> </ul>	<ul style="list-style-type: none"> <li>Reduce and/or narrow motor vehicle travel, turning and parking lanes.</li> <li>Install curb extensions.</li> <li>Install vertical deflection to slow speeds: <ul style="list-style-type: none"> <li>Speed humps/cushions/tables.</li> <li>Raised crossings.</li> <li>Raised intersections.</li> </ul> </li> <li>Install horizontal deflection to slow speeds: <ul style="list-style-type: none"> <li>Chicanes.</li> <li>Pedestrian refuge medians.</li> <li>Traffic circles.</li> </ul> </li> </ul>
Wayfinding/Signage/Pavement Markings	<ul style="list-style-type: none"> <li>Lack of clear wayfinding, signage and pavement markings may cause confusion while traveling within the station area and to the BRT station.</li> </ul>	<ul style="list-style-type: none"> <li>Install wayfinding signs.</li> <li>Install uniform pavement markings, signs, and traffic control devices.</li> </ul>

# GETTING THERE

## INTRODUCTION

The station area plan identifies a set of policies, improvements, and opportunities intended to support the successful implementation of the Bronze Line BRT by increasing ridership by connecting people to the stations and supporting transit oriented development throughout the surrounding neighborhoods. Implementation strategies should center racial and economic equity by prioritizing investments that benefit low-income renters, people with disabilities, and transit-dependent residents and workers in the station areas. A clear implementation plan is key to advancing the policies, improvements, and opportunities identified in the planning process.

Implementation of the public improvements and private development opportunities identified for each station area is likely to occur over several years, depending on demand and need, available funding sources, and market conditions. The public sector is expected to play a primary role implementing physical improvements and policy and regulatory initiatives. The private sector is expected to lead the way in the development and redevelopment of transit-oriented uses near the stations. Implementation of public infrastructure and policies that support transit-oriented development may play a key role in catalyzing development interest near the transit stations.

## STRATEGIES FOR IMPLEMENTATION

The following five strategies will be necessary for implementing the station area plan:



### ENHANCING MOBILITY IN STATION AREAS

In addition to allowing people to easily and safely move through the station area to reach their transit stop, enhancing mobility involves improving access between work, services, home, and leisure destinations. This includes filling local and regional gaps in the bicycle and pedestrian network and ensuring routes are designed to provide safe and comfortable travel throughout the year that meets or exceeds ADA standards. Travel Demand Management (TDM) strategies can reduce trips by car to the station area. For example, creating mixed use nodes that provide multiple neighborhood destinations allows for a reduction in trips by car, while also promoting social interactions and a more lively streetscape.



GETTING THERE

## ADDRESSING THE BARRIERS TO TRANSIT

Improving access to transit involves more than just removing physical barriers. In order to be successful, a holistic approach that addresses a wide range of other needs must be pursued. Through interactions with members of the Station Area Working Group, a number of needs were identified that could be supported by project partners to help improve the lives of those who live, work, and get their daily needs met near the transit station.

### METROPOLITAN COUNCIL (METRO TRANSIT)

- Expanded fare reduction opportunities for youth and seniors
- Tailored on-demand transit services to support seniors and those with disabilities
- Security at stations

### RAMSEY COUNTY

- Storefront façade improvements
- Workforce training and workforce readiness
- Mental health and dependency support

### BUSINESS COMMUNITY

- Bike racks and other end-of-trip facilities at destinations near the station
- Job fairs geared towards neighborhood residents
- Improved access to childcare
- Public/private partnerships to support development of services and businesses

### HOUSING ADVOCATES

- Reinvestment programs for home façades and modernization
- Alternative housing ownership models for home buyers

### NEIGHBORHOOD ORGANIZATIONS

- Community message board for events and information
- Social engagement programs and activities for seniors and people with disabilities
- Inter-generational activities, programs, and events



## SUPPORTING NEIGHBORHOOD INFILL

As the transit line is established, there will be opportunities to increase the density and intensity of development within the station area by supporting neighborhood infill of vacant or underutilized lots. Creating additional housing for new residents or commercial spaces for businesses adds to the number of potential transit users.

When located close to the station location, the new development generates activity and potential commercial options for those taking transit. A more complete streetscape that fills gaps created by vacant properties, surface parking lots, and small buildings on large lots is a more inviting environment for those walking or biking. Public sector investment may be needed to catalyze infill and redevelopment, particularly to address challenges with site assembly and clean up.

Partnerships with organizations that can support land banking and neighborhood-scale infill that prioritizes existing residents would address ETOD.



## ASSURING COMMUNITY BENEFITS

The Bronze Line BRT corridor has a number of racially and ethnically diverse communities along its length. As policies, improvements, and opportunities are implemented, it will be important to continue to engage with these communities to ensure their needs are being met. There is the potential for gentrification and displacement of low-income individuals, families, and small businesses as property values rise as a result of development. Those who wish to stay and contribute to and benefit from its revitalization must have the option to do so.



## DEVELOPING GRADUALLY

The recommendations contained in the station area plan are concepts that show what might be possible, and are a demonstration of how the goals and ETOD themes created during the planning process could be utilized to guide development within the station area. They are examples of how the plan may potentially be implemented; other actions that are consistent with the community goals are also possible.

Although listed in this document, the realization of these recommendations is dependent on public investment for physical improvements or on collaboration with private developers or property owners. Until changes are made to current zoning or other regulations guiding development, private property may continue its existing use as long as it meets applicable standards and conditions.

The full development potential of each station area will only be met over a long period of time. Given that the market may not be ready to support full implementation in the short term, the City may find it beneficial to support incremental development that can be a stepping stone towards long-term implementation of the station area plan and a fully realized transit-supportive environment.



## CULTIVATING PARTNERSHIPS

Meeting the long-term objectives of the Bronze Line BRT station area plans will require coordination with the following agencies (but not limited to):

- Saint Paul Planning and Economic Development
- Saint Paul Parks and Recreation
- Saint Paul Public Works
- Saint Paul Public Housing Authority
- CAAPB
- Metropolitan Council/Metro Transit
- Ramsey County
- MnDOT
- Community-based organizations



Public art installed at the intersection of University Ave and Jackson St.

## PUBLIC ART IN SAINT PAUL

The City of Saint Paul Public Art Ordinance mandates that capital projects funded by eligible sources that result in a property operated by the City shall dedicate one (1) percent of eligible project funds for public art. One half (1/2) of one (1) percent of the total Capital Improvement Budget for such projects shall be appropriated to support maintenance and restoration of the City's public art collection. The Public Art Ordinance also states that artists shall be involved in the "design, implementation and integration of art in public projects." The City of Saint Paul also has a Public Art Ideas List (PAIL) that is available as a resource for visualizing different types of public art that could be applicable to a specific project area.

Proposed public art locations shown in Figure 3.7 and listed under Goal #2 are located on a combination of City-owned and County-owned properties, as well as a location associated with the future Mt. Airy St Bronze Line Station (within the right-of-way). The Saint Paul Public Art Ordinance applies to locations within the City's right-of-way or on City property. For future projects located on Ramsey County right-of-way or on private parcels, it is recommended that a similar process be taken to allocate funding for capital improvements, ongoing maintenance, and inclusion of a public artist early in the design process.

For more information, see: <https://www.stpaul.gov/departments/planning-and-economic-development/public-art-ordinance-program>

# PREPARING FOR IMPLEMENTATION

The tables below and on the following pages summarize the recommendations by goal identified in the Future of the Station Area chapter to position them for action as time and resources allow. Each recommendation has the type and sub-type identified (for example, an Improvement related to the Pedestrian Network), as well as potential project partners who might be called upon to support implementation. **The City of Saint Paul and the CAAPB are not listed as project partners as the station area plans were created for their use.** The tables then draw connections to other plans where the policy or a similar recommendation is included to better coordinate future actions. A timeframe for implementation is identified, detailing whether a project is ongoing, short-term (less than five years), or long-term (more than five years). The final column on the right describes next (or first) steps to be taken towards implementing the improvement, policy or opportunity.

## GOAL #1: CREATE THRIVING NEIGHBORHOODS



#	RECOMMENDATION	TYPE (IMPROVEMENT, POLICY OR OPPORTUNITY)	PROJECT PARTNERS	SUPPORTING PLANS	TIMEFRAME	NEXT STEPS
1.1.1 to 1.1.6	Explore opportunities to increase the diversity of housing types, stabilize and support the growth of neighborhood businesses, and support additional healthy and fresh food options.	Policies to Create Thriving Neighborhoods	Business Owners, Saint Paul Public Housing Authority, Saint Paul Port Authority, Local Non-Profit Organizations	Ramsey County Economic Competitiveness & Inclusion Plan	Ongoing	Explore public partnerships to help fund projects that support housing and businesses.
1.2.1 to 1.2.3	Implement redevelopment, built form, parking and circulation policies for Supportive Residential Neighborhoods Character Area.	Policies for Supportive Residential Neighborhoods			Ongoing	Update Saint Paul and CAAPB Comprehensive Plans and zoning codes as needed to reflect character area policies.
1.3.1 to 1.3.3	Implement redevelopment, built form, parking and circulation policies for Job-Centered Railroad Corridor Character Area.	Policies for Job-Centered Railroad Corridor	Ramsey County, BNSF		Ongoing	Update Comprehensive Plan and zoning code as needed to reflect character area policies.
1.4.1 to 1.4.3	Implement redevelopment, built form, parking and circulation policies for Large-Scale Government and Medical Uses Character Area.	Policies for Large Scale Government and Medical Uses	Medical Institutions	Capitol Mall Design Framework, City of Saint Paul Bicycle Plan, City of Saint Paul Pedestrian Plan	Ongoing	Update Saint Paul and CAAPB Comprehensive Plans and zoning codes as needed to reflect character area policies.

Table 4.1 Implementation - Goal #1: Create Thriving Neighborhoods.

## GOAL #2: MAKE VIBRANT PLACES



#	RECOMMENDATION	TYPE (IMPROVEMENT, POLICY, OR OPPORTUNITY)	PROJECT PARTNERS	SUPPORTING PLANS	TIMEFRAME	NEXT STEPS
2.1.1	When Valley Park is redesigned, consider a design to relocate parking area further from the Mt. Airy St Station.	Public Space Improvement			Long-term	Conduct feasibility study and preliminary design in partnership with park partners.
2.1.2	Explore expanded streetscape improvements at Jackson St and Pennsylvania Ave.	Public Space Improvement	Ramsey County, Saint Paul Public Housing Authority		Long-term	Consider features as part of future feasibility study and integrate into preliminary design.
2.1.3	Explore community-based re-design and reinvestments in public art at the privately-owned public green space at Cedar Ave and Como Ave (former Bethesda Hospital).	Public Space Improvement	Fairview Health Services/Acadia Healthcare		Short-term	Site design as part of former Bethesda Hospital redevelopment.
2.2.1	Improve the streetscape along Pennsylvania Ave.	Public Realm Improvement	Ramsey County, Adjacent Businesses / Property Owners	City of Saint Paul Bicycle Plan, City of Saint Paul Pedestrian Plan	Short-term	Consider features as part of future feasibility study and integrate into preliminary design.
2.3.1	Explore public art at identified locations throughout the station area.	Public Art Opportunities	Saint Paul Public Housing Authority, Ramsey County, Private Business and Property Owners, Metro Transit		Short-term	Integrate a public art process into public redevelopment and streetscape projects.

Table 4.2 Implementation - Goal #2: Make Vibrant Public Places.

## GOAL #3: CONNECT PEOPLE AND PLACES



#	RECOMMENDATION	TYPE (IMPROVEMENT, POLICY, OR OPPORTUNITY)	PROJECT PARTNERS	SUPPORTING PLANS	TIME-FRAME	NEXT STEPS
3.1.1	Jackson Street Redesign.	Network Improvement		City of Saint Paul Bicycle Plan, City of Saint Paul Pedestrian Plan	Short-term	Study and design is currently underway.
3.1.2	When Valley Park is redesigned, explore the potential for a pedestrian connection from Mt. Airy St to the Boys & Girls Club and Valley Hi-Rise Apartments.	Network Improvement	Boys & Girl's Club, Saint Paul Public Housing Authority		Short-term	Explore the potential during the Valley Park redesign process.
3.1.3	Extend pedestrian connection along Pennsylvania Ave and Empire Dr.	Network Improvement	Ramsey County	City of Saint Paul Pedestrian Plan	Short-term	Conduct feasibility study and preliminary design.
3.1.4	Reconnect access for all modes of travel across Pennsylvania Ave at Park St.	Network Improvement	Ramsey County		Long-term	Conduct feasibility study and preliminary design.
3.1.5	Explore a pedestrian and bikeway connection on Park St from Pennsylvania Ave to Sycamore St.	Network Improvement	BNSF, Ramsey County		Long-term	Conduct feasibility study and preliminary design.
3.1.6	Install pedestrian ramps along north Pennsylvania Ave at the MN Transportation Museum entrance or driveway re-configuration. Explore a new crossing to the Museum from the proposed bikeway extension on the south side of Pennsylvania Ave.	Network Improvement	Ramsey County, MN Transportation Museum	City of Saint Paul Pedestrian Plan	Short-term	Add improvements to the County's CIP.
3.1.7	Fill sidewalk gaps per Saint Paul Pedestrian Plan.	Network Improvement			Long-term	Seek funding for sidewalk network improvements.
3.2.1	Install directional wayfinding to direct transit users to the Mt. Airy St station from identified locations and in suggested languages.	Wayfinding Opportunities	Metro Transit, FRAYEO, Urban Village		Short-term	Coordinate with Metro Transit on wayfinding design, and signage.

Table 4.3 Implementation - Goal #3: Connect People and Places.

## GOAL #4: PRIORITIZE SAFETY AND SECURITY



#	RECOMMENDATION	TYPE (IMPROVEMENT, POLICY, OR OPPORTUNITY)	PROJECT PARTNERS	SUPPORTING PLANS	TIMEFRAME	NEXT STEPS
4.1.1	Update lighting on identified City of Saint Paul streets on page 38.	Lighting Improvement	Ramsey County	City of Saint Paul Bicycle Plan, City of Saint Paul Pedestrian Plan	Short-term and Long-term	Integrate into final design for the Mt. Airy St station in areas immediate to the station and seek funding for additional lighting improvements.
4.1.1	Install lighting along with proposed Mt. Airy bluff trail connection.	Lighting Improvement	Saint Paul Public Housing Authority, Boys & Girls Club, Valley Hi-Rise Apartments		Short-term	Integrate lighting into design of future trail.
4.1.1	Update lighting on Pennsylvania Ave.	Lighting Improvement			Short-term	Integrate lighting into design of future streetscape.
4.2.1	Ensure new developments at the intersection of Mt. Airy St and Jackson St are designed to keep "eyes on the street" views open to the station.	Safety Policies	Saint Paul Public Housing Authority, Boys & Girls Club		Ongoing	Evaluate viewsheds during site development review and site design.

Table 4.4 Implementation - Goal #4: Prioritize Safety and Security.

## GOAL #4: PRIORITIZE SAFETY AND SECURITY (CONTINUED)



#	RECOMMENDATION	TYPE (IMPROVEMENT, POLICY, OR OPPORTUNITY)	PROJECT PARTNERS	SUPPORTING PLANS	TIMEFRAME	NEXT STEPS
4.3.1	Explore intersection improvements at Jackson St and Mt. Airy St / Winter St.	Intersection Improvement	Metro Transit, CAAPB		Short-term	Integrate improvements into final design for the Mt. Airy St station.
4.3.2	Explore intersection improvements at Pennsylvania Ave and Jackson St.	Intersection Improvements	Ramsey County		Long-term	Conduct analysis, seek funding for collaborative project.
4.3.3	Explore intersection improvements at Acker Ave and Jackson St. and Acker Ave and Cortland Pl.	Intersection Improvements			Long-term	Conduct analysis, seek funding for project.
4.3.4	Explore intersection improvements at Sycamore St and Jackson St.	Intersection Improvements			Long-term	Conduct analysis, seek funding for project.
4.3.5	Explore intersection improvements at Winter St and Capitol Hts.	Intersection Improvements			Short-term	Conduct analysis, seek funding for project.