BRONZE LINE

PAYNE AVE AND ARCADE ST STATIONS

PAYNE AVE AND ARCADE ST
TRANSIT-ORIENTED DEVELOPMENT STATION AREAS PLAN

December 2025
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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.

RAMSEY COUNTY

SAINT PAUL
MINNESOTA

TOOLE DESIGN

HKGi

NEOO PARTNERS INC.

newpublica

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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.

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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.

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

GOAL #1:
CREATE THRIVING NEIGHBORHOODS

GOAL #2:
MAKE VIBRANT PUBLIC PLACES

GOAL #3:
CONNECT PEOPLE AND PLACES

GOAL #4:
PRIORITIZE SAFETY AND SECURITY

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 Infilll; Assuring Community Benefits; 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.

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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.
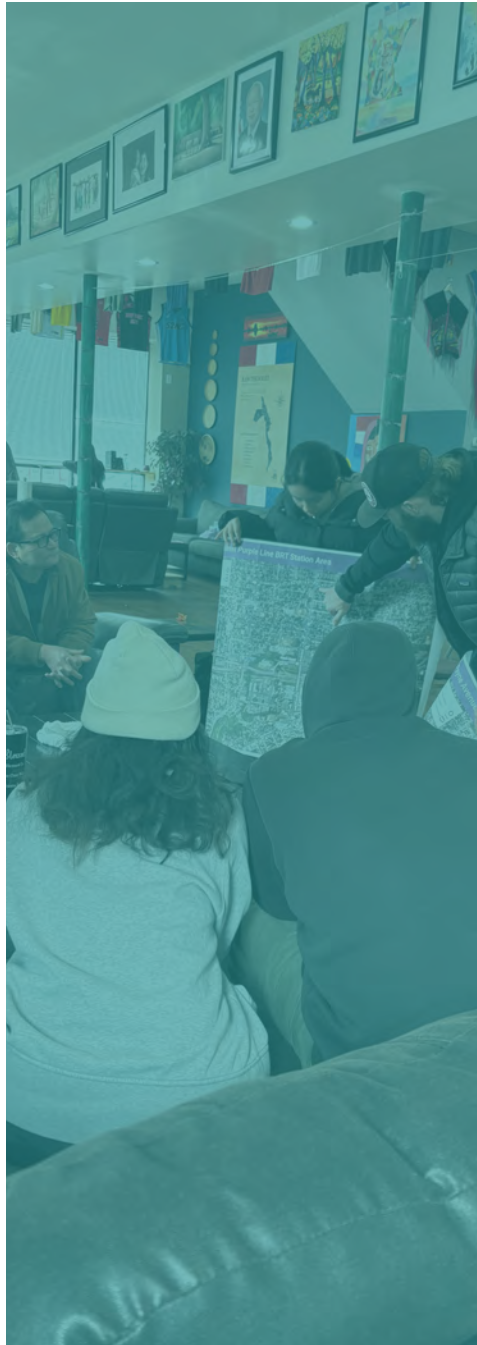
BRT routes have stations located further apart, allowing buses to make fewer stops and stay moving for greater portions of the ride. Ticket machines at the station and the use of mobile apps allow tickets to be purchased before boarding, eliminating the need to queue at the fare box on the bus. Lower 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.

INTRODUCTION

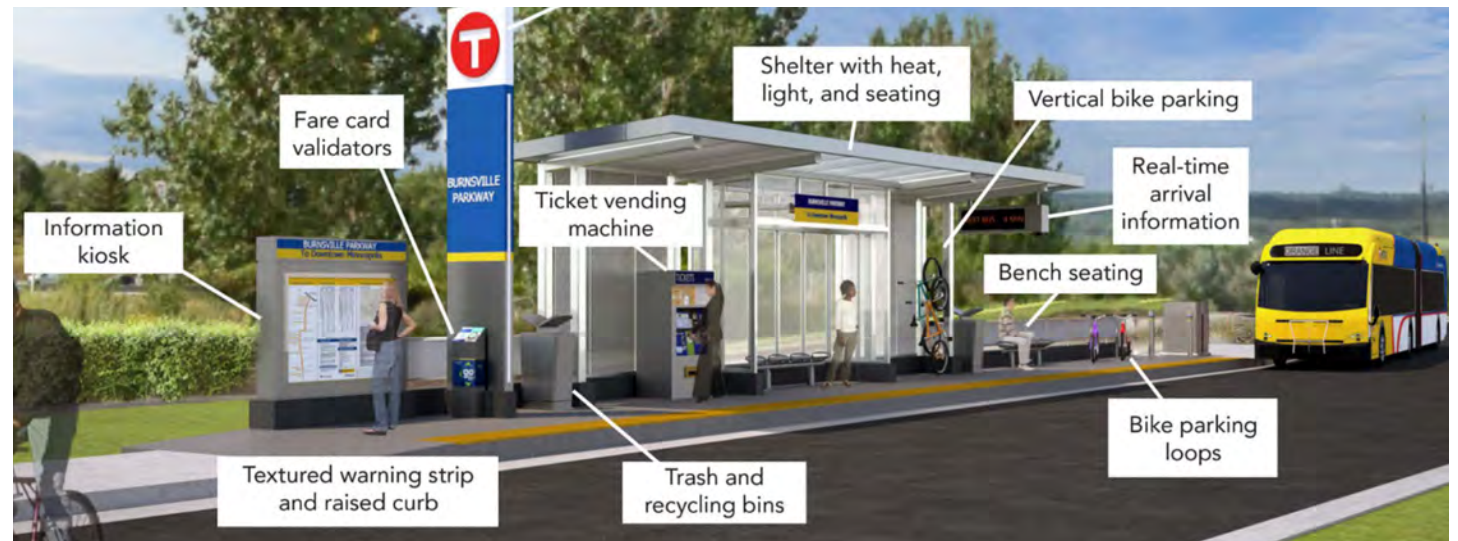**DRAFT**

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.

Figure 1.1 Bronze Line Route Map.

Features of a BRT Station.

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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 areas 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.
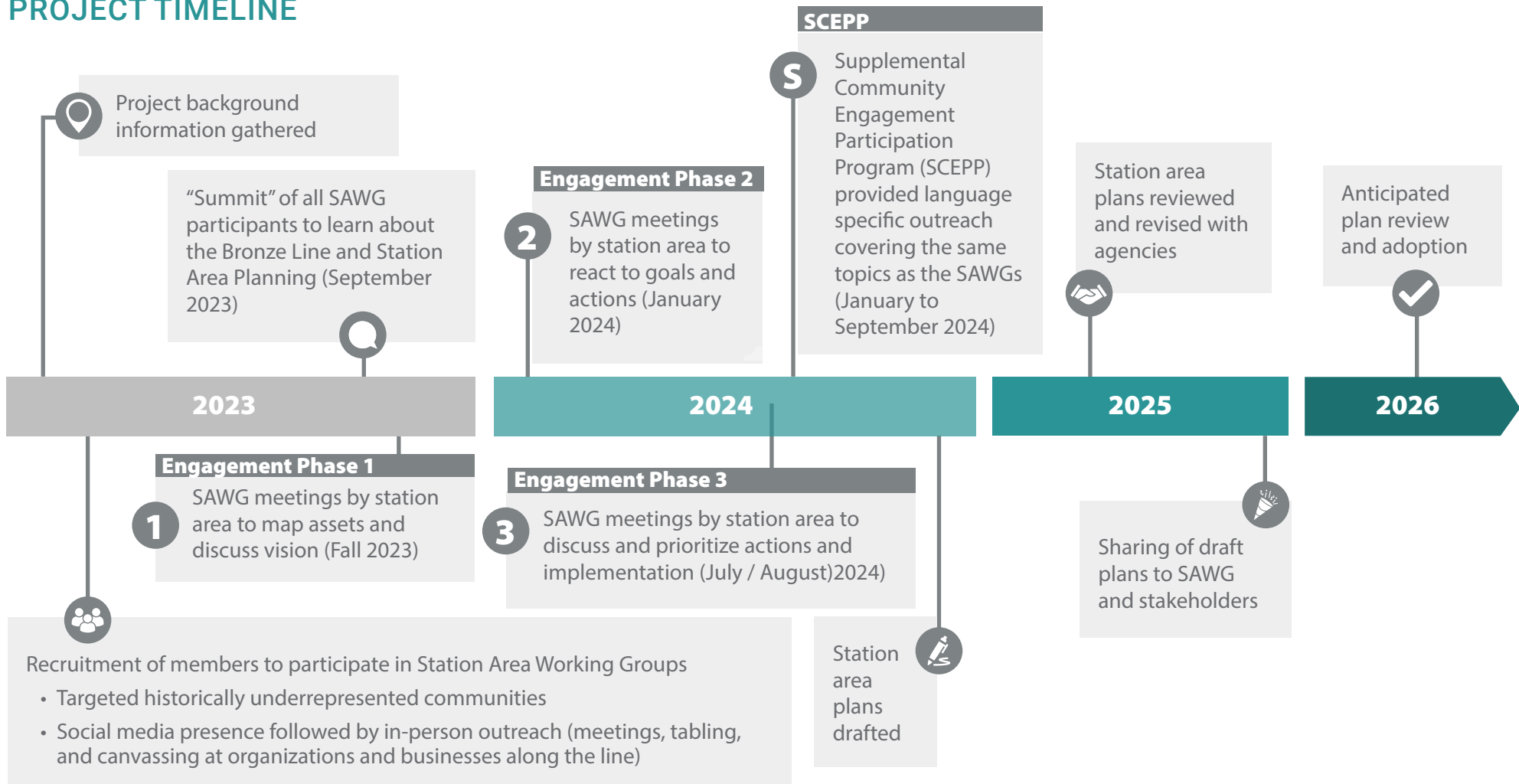
PROJECT TIMELINE

Project background information gathered

"Summit" of all SAWG participants to learn about the Bronze Line and Station Area Planning (September 2023)

Engagement Phase 2

2 SAWG meetings by station area to react to goals and actions (January 2024)

SCEPP

S Supplemental Community Engagement Participation Program (SCEPP) provided language specific outreach covering the same topics as the SAWGs (January to September 2024)

Station area plans reviewed and revised with agencies

Anticipated plan review and adoption

2023

2024

2025

2026

Engagement Phase 1

1 SAWG meetings by station area to map assets and discuss vision (Fall 2023)

Engagement Phase 3

3 SAWG meetings by station area to discuss and prioritize actions and implementation (July / August)2024)

Station area plans drafted

Sharing of draft plans to SAWG and stakeholders

Recruitment of members to participate in Station Area Working Groups
- Targeted historically underrepresented communities
- Social media presence followed by in-person outreach (meetings, tabling, and canvassing at organizations and businesses along the line)

Figure 1.2 Project Timeline.

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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.

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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 (SAWGs) 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

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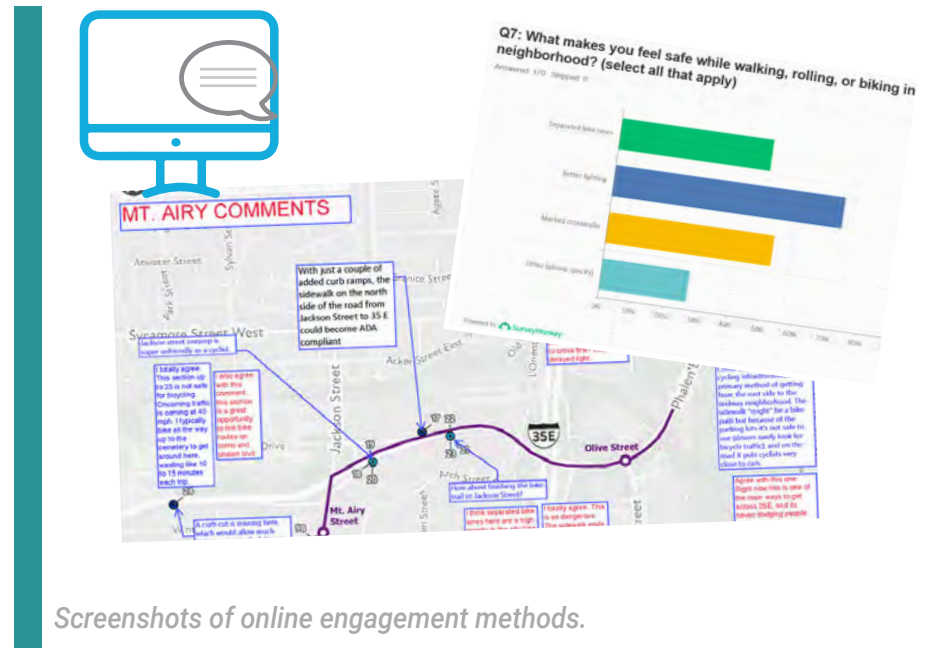**BUSINESS COMMUNITY AND REAL ESTATE DEVELOPMENT**

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.

Screenshots of online engagement methods.

Image from a SAWG meeting.

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.

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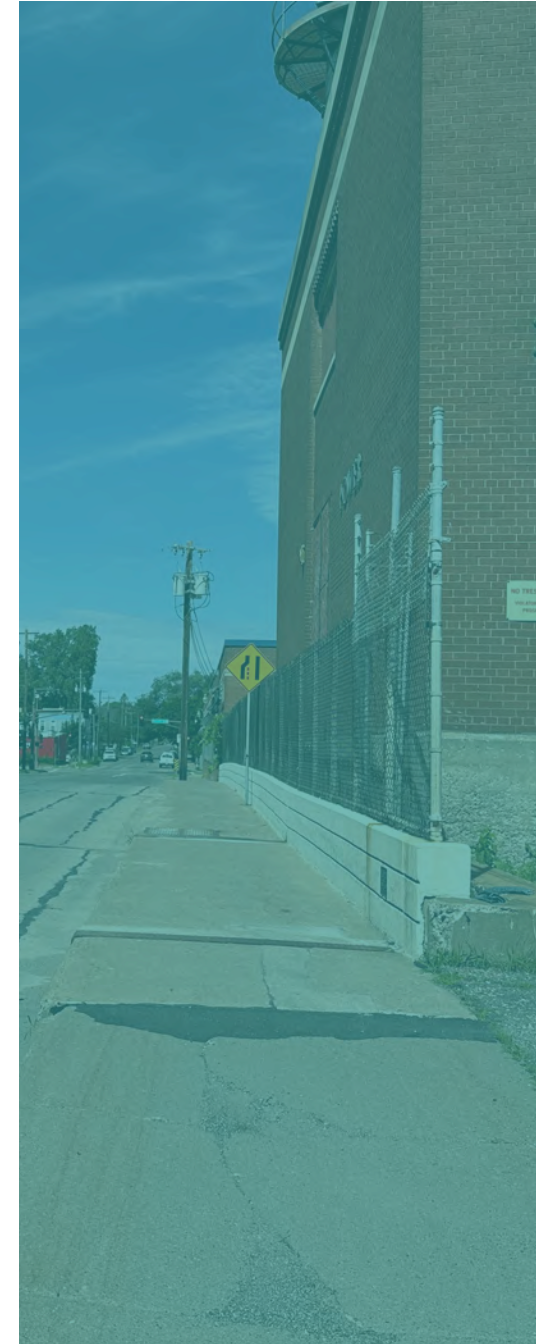
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GOALS

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.

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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.

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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.

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.
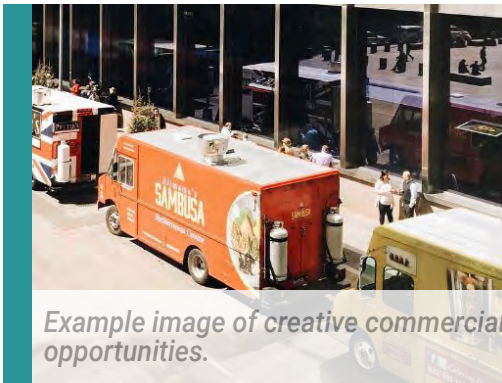
THEME #1: ANTI-DISPLACEMENT, AFFORDABILITY, AND BUILDING WEALTH
Potential Actions:
- Plan for future mixed-income neighborhoods with a variety of housing types.
- Plan for preserving, protecting, and expanding affordable housing.
- Support mixed-income and affordable housing.
- Encourage services and 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.

Example of mixing housing types on a block.

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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 areas.
- Address major barriers for walking and biking to make choosing non-motorized or public transportation a viable option to reduce carbon emissions.

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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.

EXISTING NEIGHBORHOOD CONTEXT

The Payne Ave and Arcade St Station Areas encompasses two Bronze Line BRT stations, one located near the intersection of Payne Ave and Phalen Blvd and the other near the Arcade St and Neid Ln intersection. The main neighborhoods around the stations include Payne-Phalen and Dayton's Bluff. The station areas overlap with the Olive St and Cayuga St station areas to the west, so some recommendations can be found in that station areas plan instead of this plan.

Eastside Heritage Park is located in the center of the station areas between the two stops. At nine acres, Eastside Heritage Park is a notable feature in the station areas that provides a connection to the Bruce Vento Regional Trail (BVRT) and serves as a community gathering space, offering fire pits, picnic shelters, trails, and open space.

Throughout the station areas there is a mix of detached single-family, attached single-family, and multi-family housing, although detached single-family units is the most predominant. These residential areas are served by small businesses and restaurants along Payne Ave, Arcade St, and E 7th St.

Intersection of Payne Ave and Case Ave E.

Eastside Heritage Park.

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STATION AREA DEFINITION

The Payne Ave and Arcade St station areas extend approximately one half-mile from the stations at both Payne Ave and Arcade St. A combined station areas plan has been prepared due to the overlap between the two stations. It should also be noted that a portion of the western edge of the station area overlaps with the Olive St and Cayuga St station areas to the west.

The City of Saint Paul Comprehensive Plan designates both station locations as neighborhood nodes. Each node's boundary is hereby interpreted to extend to the station areas boundary.

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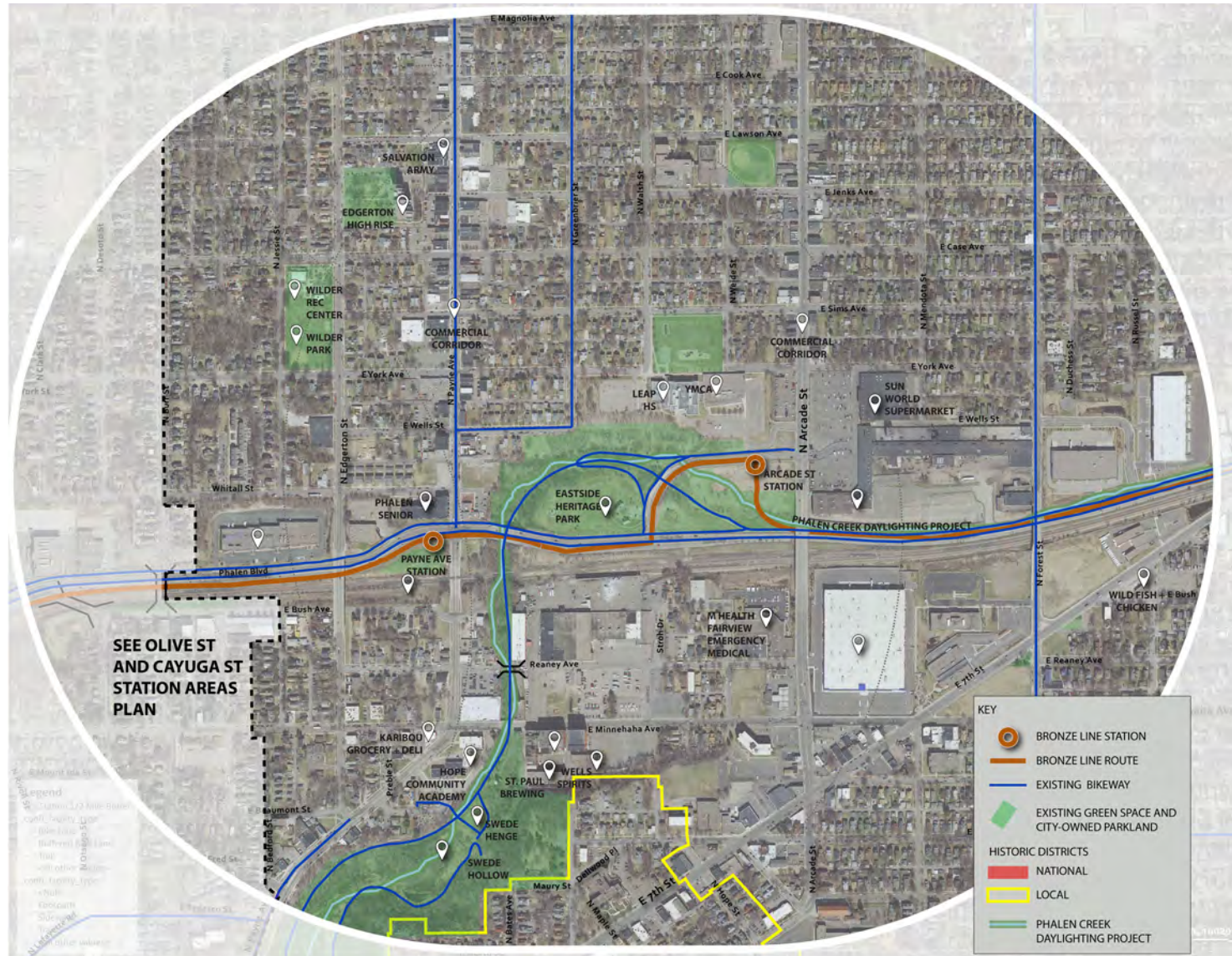

Figure 2.1 Payne Ave and Arcade St Station Areas.

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Jobs within the station areas vary with many people working in restaurants, retail stores, and offices along Payne Ave and Arcade St. Additional destinations in the station areas include the Saint Paul East Side YMCA, multiple schools, a number of religious institutions, and a climbing gym.
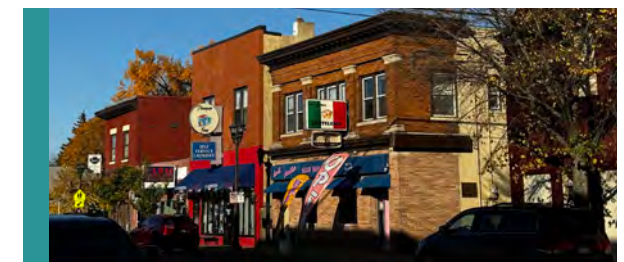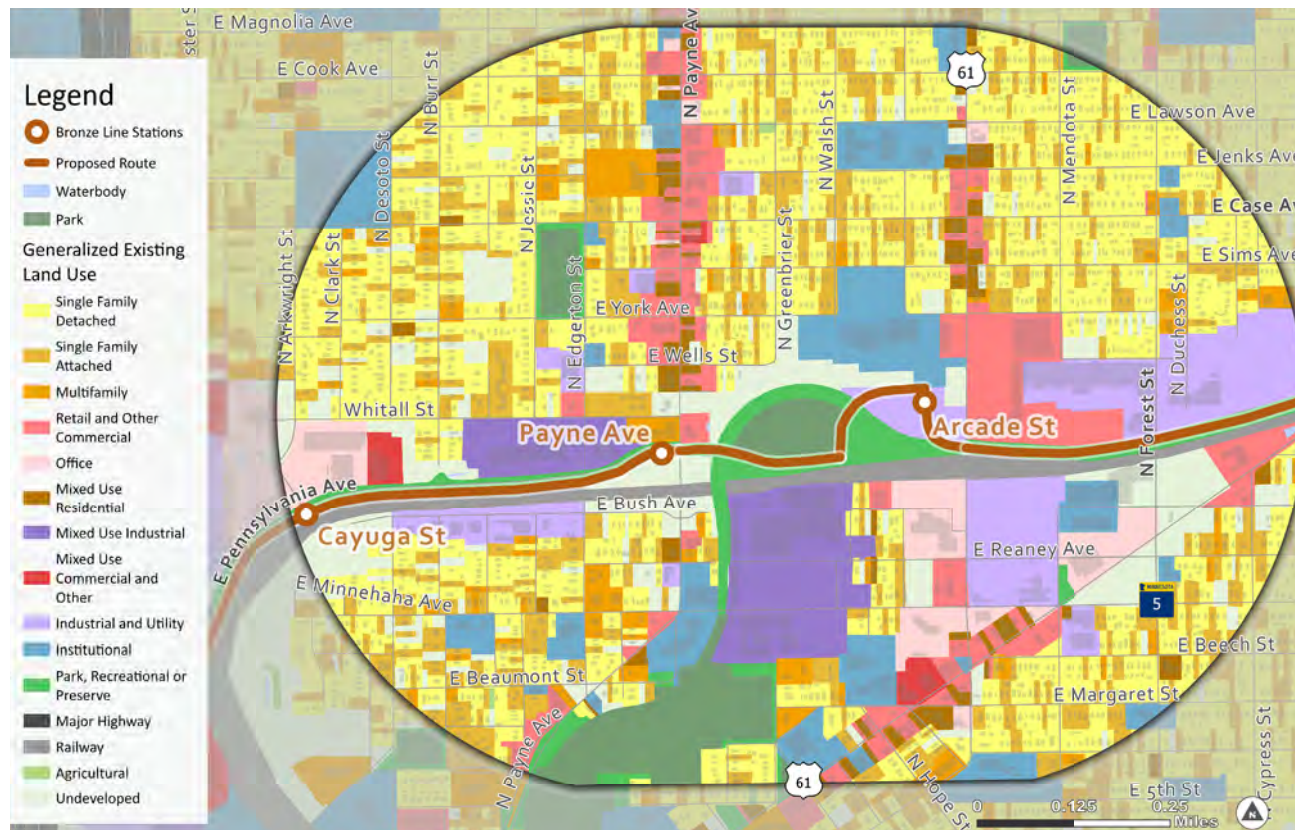
The area south of Phalen Blvd to 7th St E is made up of larger commercial and industrial uses. This area, combined with the streets that border it, create a notable separation between the residential uses in the southern part of the station area and the stations and commercial areas north of Phalen Blvd.

Southeast of Swede Hollow Park and extending outside of the station area, lies the Historic Dayton's Bluff Heritage Preservation District with a unique collection of historic architecture in one of the City's oldest neighborhoods. The regulating status of this District empowers the Saint Paul Heritage Preservation Commission to review all new construction and renovation permit applications for conformance with the District's Design Review Guidelines, which contains a diverse set of standards for ensuring consistency of development massing, height, lighting, parking, and other elements.

In addition to Eastside Heritage Park, there are a number of small parks scattered throughout the northern part of the station areas. Swede Hollow Park overlaps the southwestern portion of the station areas, consisting of a wooded green space with historic overlooks, streams, and trails.

Legend

O Bronze Line Stations
— Proposed Route
▢ Waterbody
▢ Park

Generalized Existing Land Use

▢ Single Family Detached
▢ Single Family Attached
▢ Multifamily
▢ Retail and Other Commercial
▢ Office
▢ Mixed Use Residential
▢ Mixed Use Industrial
▢ Mixed Use Commercial and Other
▢ Industrial and Utility
▢ Institutional
▢ Park, Recreational or Preserve
▢ Major Highway
▢ Railway
▢ Agricultural
▢ Undeveloped

Figure 2.2 Existing Land Use.

Existing businesses along Payne Ave.
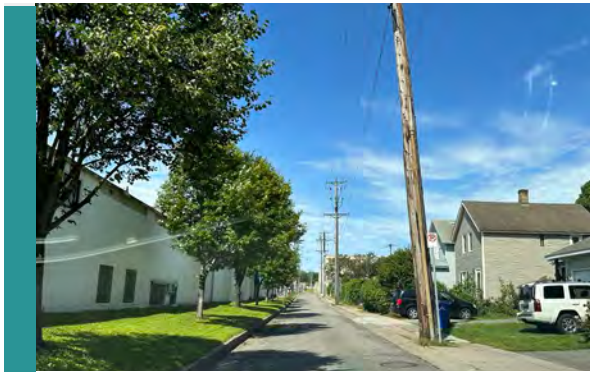

A residential neighborhood in the station area.

Commercial uses along Arcade St.

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STREETSCAPE

The Payne Ave and Arcade St station areas follows a grid pattern with the exception of the area directly around Phalen Blvd and East 7th St. The sidewalks are lined with a mix of large mature trees and small, more recently planted trees. Most of the higher-volume streets have street lights. Sidewalk conditions vary throughout the station, but many are somewhat overgrown and may present challenges to those with strollers or mobility devices.

Utility pole placement limits the accessibility of sidewalks along Wells St.

Limited sidewalks and crossing infrastructure impede walkability at York Ave and Arcade St.

PEDESTRIAN AND BICYCLE INFRASTRUCTURE

Figure 2.3 shows the pedestrian level of stress within one half mile of each station area.

PAYNE AVE STATION

Existing pedestrian facilities along most of the streets near the Payne Ave station are along residential roads with continuous sidewalks, street trees, vegetation, and streetlights. These streets are generally low stress for pedestrians (Figure 2.3), except for Bush Ave, which does not have sidewalk facilities on either side.

Crossing conditions near the station are also low-stress due to the crossing treatments, but there are high-stress intersections along the higher-speed roads within the one-half mile station area, primarily along Edgerton St (north of Whitall St) and Payne Ave (south of Reaney Ave.)
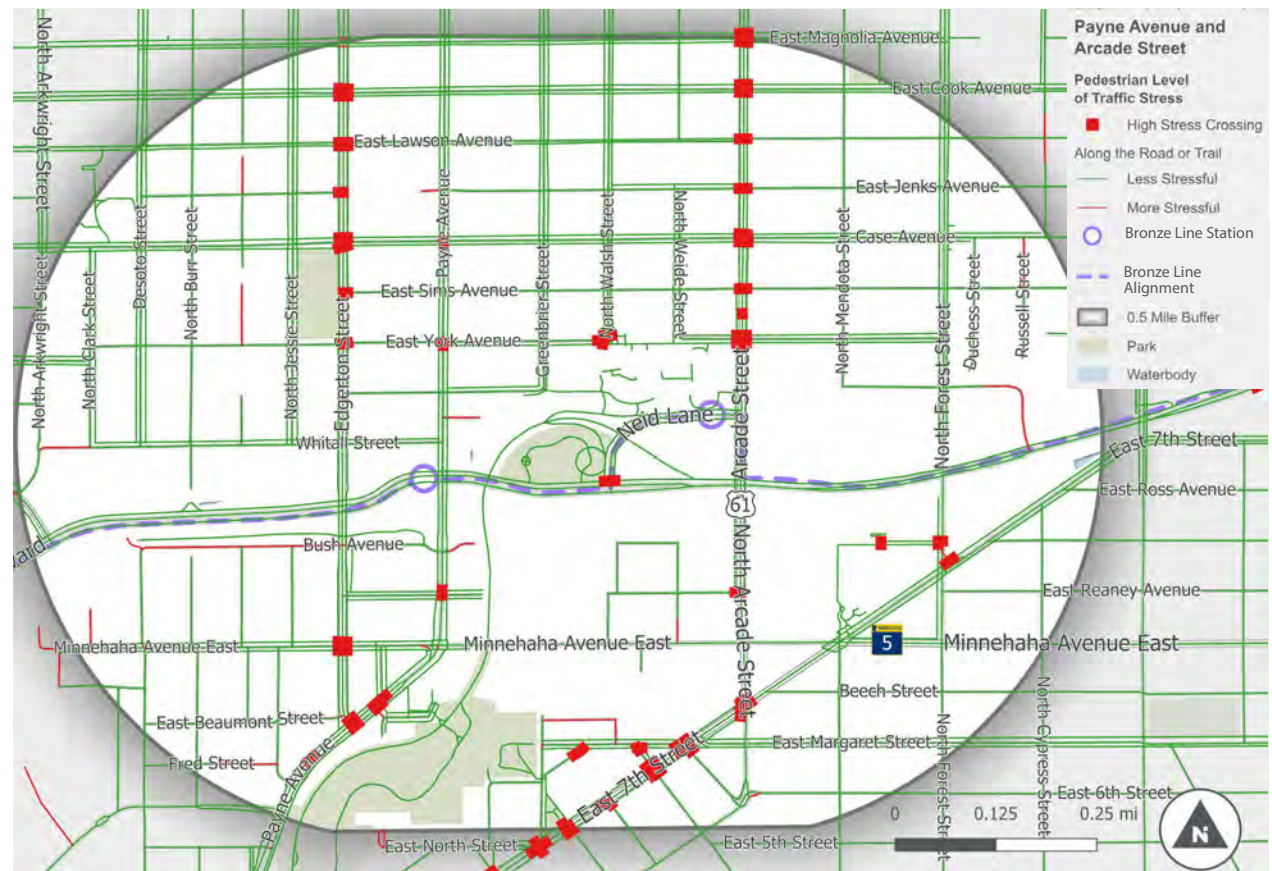

Figure 2.3 Payne Ave and Arcade St Station Areas Pedestrian Level of Traffic Stress (2021 data).

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ARCADE ST STATION

Similarly, most of the roads around the Arcade St Station have continuous sidewalks or a shared-use path (along Phalen Blvd and Neid Ln) and streetlights.

Although these roads are low stress and have dedicated space for pedestrian travel (see Figure 2.3), it is important to note that most intersections along Arcade St are high stress. This is also true for East 7th St south of the station, which is a primary thoroughfare and important connection to the station via Arcade St. These are both high-volume and high-speed roads, with little to no separation of pedestrians and vehicles. While East 7th St does have marked crosswalks at many intersections, there are very few crossing treatments along Arcade St within the station area. East 7th St and Arcade St are currently under construction, with roadway updates that will be completed before this plan is adopted.

The Phalen Blvd/Bruce Vento Regional Trail and Neid Ln intersection is also high stress, and will be an important connection between the station and the surrounding bicycle network. Figure 2.4 shows the bicycle level of stress within one half mile of 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.

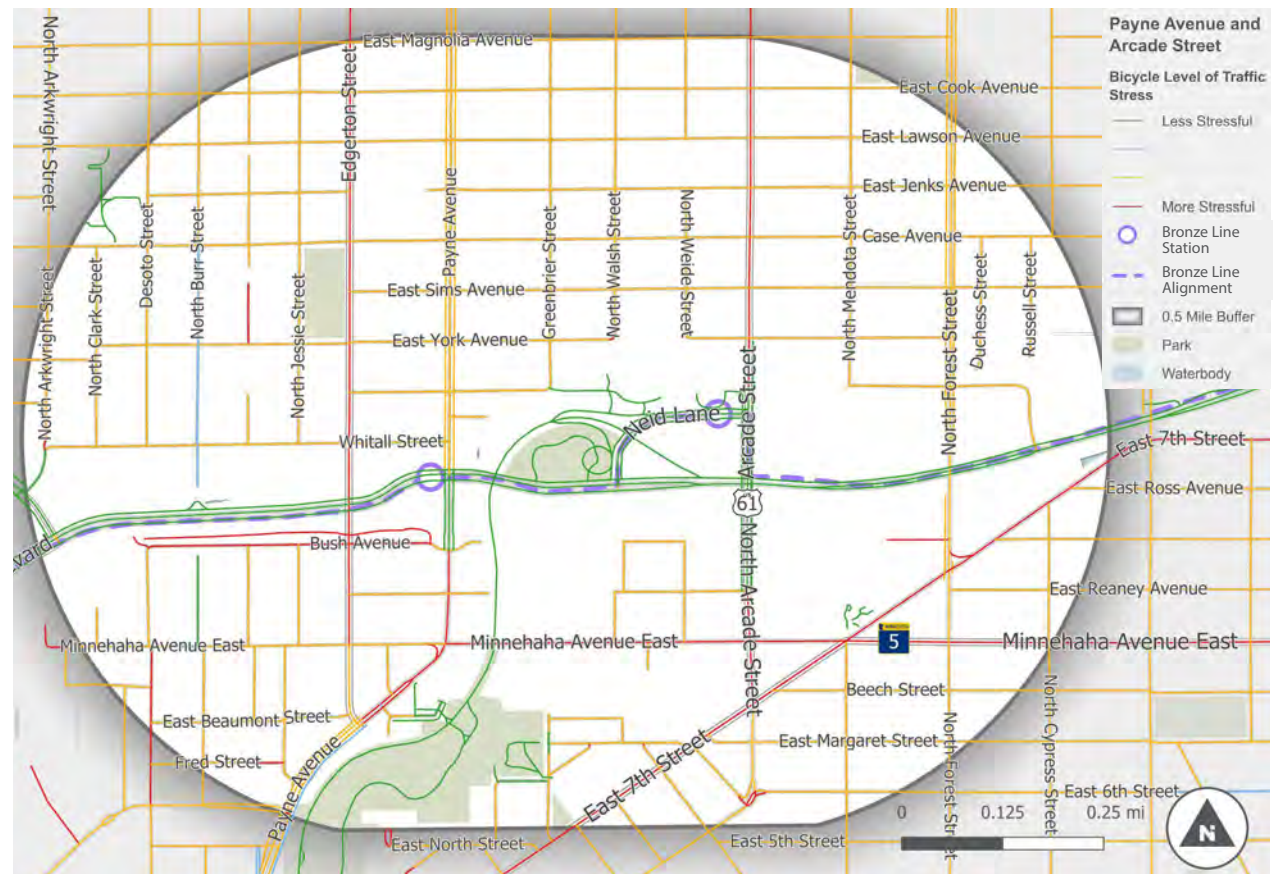*Example of a low-stress separated bikeway on Jackson St in Downtown Saint Paul.*

Figure 2.4 Payne Ave and Arcade St Station Areas Bicycle Level of Traffic Stress (2021 data).

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PAYNE AVE STATION

Figure 2.4 indicates that the existing shared-use paths create a low-stress environment for bicyclists. Most of the residential roads are medium stress as they do not have dedicated bicycle facilities but are low-speed and low-volume. Payne Ave north of the station is medium stress because there is a dedicated bicycle lane on either side of the road. High-stress environments exist at Bush Ave, Edgerton St, Minnehaha Ave, and a segment of Payne Ave, which are higher-speed roads without dedicated bicycle facilities.

ARCADE ST STATION

Similar to around the Payne Ave station, Figure 2.4 shows that around the Arcade St station bicyclists have a low-stress environment along existing shared-use paths, medium-stress along most low-speed, low-volume residential roads, and high-stress environments along high-speed and high-volume corridors, such as Arcade St and East 7th St.

For bicycling, both stations are well connected to the region but enhancing bicycling

conditions locally would improve bicycle LTS and the neighborhood network.

Figure 2.5 shows the bikeshed analysis, including direct low-stress bicycle connections to the station in blue. Like the pedestrian level of traffic stress (LTS), bicycle LTS is influenced by road characteristics and will impact the accessibility of the station for many local users.

Most of the area north of the stations are low-stress bikesheds. However, to the south of Phalen Blvd, while there are pockets of lower stress areas for bicyclists, access to the BRT stations is high stress due to a lack of low-stress bicycle facilities on the bridges crossing the railroad tracks and Phalen Blvd. Reducing bicycle stress along the bridges and providing bicycle connections to existing facilities would help to expand the lower-stress

bikeshed areas and establish safe connections to the station.

MISSING LINKS AND BARRIERS TO ACCESS

In discussing non-motorized movement in the station area, the Station Area Working Group particularly identified issues along high volume roads such as lack of streetscape, lighting being vandalized, and unsafe crossings. Participants also mentioned that during the winter months it can be difficult to reach transit stops because snow is not cleared from the stops or ramps.

Existing bikeway along Phalen Blvd

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

Figure 2.5 Payne Ave and Arcade St Station Areas Bikeshed Analysis (2019 data).

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DEMOGRAPHICS

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. The Payne Ave and Arcade St station areas are slightly larger than the 1/2 radius of other station areas because it is a combination of the Payne and Arcade stations. Not all demographics will be as directly comparable between other station areas.

POPULATION AND HOUSEHOLDS

As of 2024, the population for this station area was estimated at 9,617 and there were 2,959 households. This area has experienced a 7% increase in population since 2010. There is an average household size of 3.23 which has stayed largely the same since the 2010 census. This is higher than the average household size of Saint Paul (2.50).

PEOPLE WITH DISABILITIES

Within this area, 31% of households have at least one household member who has a disability. This is higher than for Saint Paul as a whole, where 25% of households have a member with a disability. The data referenced includes a variety of disability types, specifically those relating to hearing, vision, cognitive, ambulatory, self-care, and independent living.

RACE & DIVERSITY

The station area is racially diverse. In 2024, Asians made up the largest racial group (37%), followed by Black/African Americans (23%), Whites (22%), and American Indian/Alaska Natives (2%). People identifying as other or two or more races made up 15% of the area's population. 14% 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 Payne Ave and Arcade St station area has a DI of .808, higher than the City of Saint Paul as a whole (.740), indicating a higher likelihood that two people chosen at random from this area will be from different racial groups.

HOMEOWNERSHIP

In the Payne Ave and Arcade St station area, there is majority renter occupied housing (63%). This is a higher rate than the City of Saint Paul as a whole (53%), but lower than many of the other station areas. Conversely, homeownership is lower in the Payne Ave and Arcade St station area (37%) as compared to the City of Saint Paul (47%).

Saint Paul — 2.50 people
Payne Ave and Arcade St Station Area — 3.23 people

AVERAGE HOUSEHOLD SIZE (Esri 2022 Estimates)

Saint Paul — 25%
Payne Ave and Arcade St Station Area — 31%

HOUSEHOLDS WITH 1+ PERSONS WITH A DISABILITY (2020 ACS 5-yr Estimate)

Saint Paul — 0.740
Payne Ave and Arcade St Station Area — 0.808

DIVERSITY INDEX (Esri 2022 Estimates)

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VEHICLE OWNERSHIP

Vehicle ownership in the Payne Ave and Arcade St station areas is just slightly lower than throughout the City of Saint Paul. 24% of Saint Paul's renter households do not have a personal vehicle, while 35% of renter households in the station area do not have a personal vehicle.
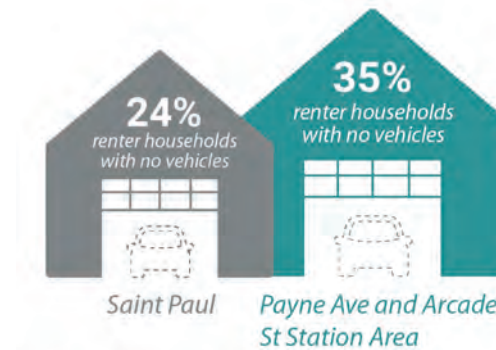
INCOME

This area has a greater proportion of low-income households than the City of Saint Paul as a whole. 26% of households fell below the poverty line according to the 2022 American Community Survey, and 11% of households received some form of public assistance income. The median household income is $53,025 which is less than the median household income for Saint Paul as a whole ($70,218).

JOURNEY TO WORK

In the Payne Ave and Arcade St station areas, most people (62%) drive alone to work. This is slightly more than Saint Paul as a whole, where 61% of people drive alone to work. Of those not driving alone, more carpool, and fewer take public transportation, walk, bike, or work from home as compared to Saint Paul as a whole. The data collection period spans pre- and post-pandemic, so these patterns may be evolving.
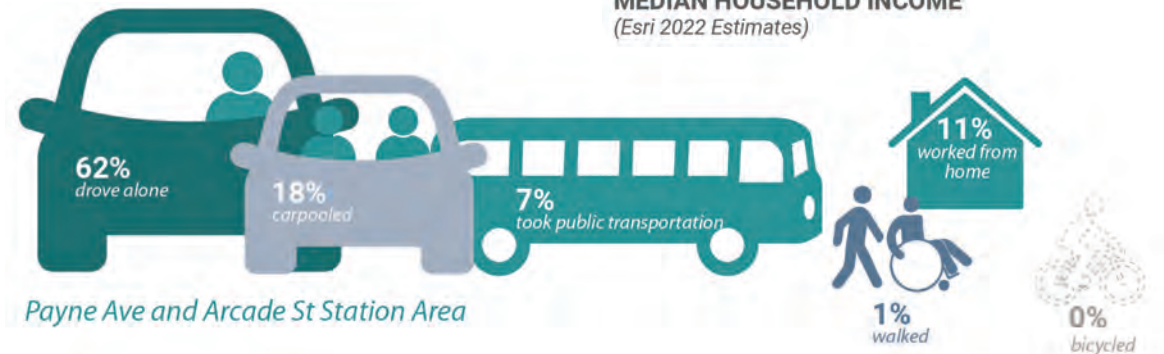
This station area is a large job center. At last count (from the 2021 Census On the Map data) 16,517 people who lived outside of the station area came to this area for work. A comparatively small portion of people, 3,411, lived in this area but worked elsewhere, and an only 106 people both lived and worked in this area.
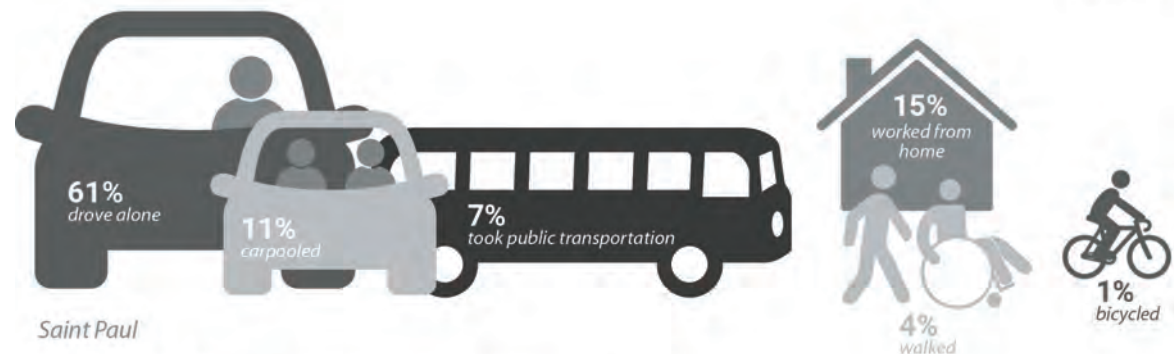
Low vehicle ownership, high renter and low-income households, prevalence of people with disabilities, and high racial diversity highlight the need for transit investments in the Payne Ave and Arcade St station areas to make accessible, reliable and inclusive neighborhoods while maintaining affordable housing and safeguarding from displacement.

24% renter households with no vehicles — Saint Paul

35% renter households with no vehicles — Payne Ave and Arcade St Station Area

VEHICLE OWNERSHIP
(2020 ACS 5-yr Estimate)

$70,218 — Saint Paul

$53,025 — Payne Ave and Arcade S Station Area

MEDIAN HOUSEHOLD INCOME
(Esri 2022 Estimates)

Payne Ave and Arcade St Station Area:
- 62% drove alone
- 18% carpooled
- 7% took public transportation
- 11% worked from home
- 1% walked
- 0% bicycled

Saint Paul:
- 61% drove alone
- 11% carpooled
- 7% took public transportation
- 15% worked from home
- 4% walked
- 1% bicycled

JOURNEY TO WORK (2020 ACS 5-year Estimate)

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MARKET CONDITIONS

The market analysis for the Payne Ave and Arcade St stations was completed independently for each station at the beginning of the planning process. Highlights from each market analysis report are summarized below.

The neighborhoods in the Payne Ave and Arcade St station areas have a vibrant mix of residential, commercial, and industrial. Around both stations, residential is the largest proportion and valuation of land use, followed by commercial and industrial. While it does not comprise the largest land use or valuation in the station area, industrial around Arcade St station does have the highest valuation of all of the station areas.

Around the Payne Ave station, commercial and industrial property sales saw an increase from 2017 through 2022, though price per square foot of property sales remained below the Saint Paul citywide average. Similarly, close to the Arcade St station, commercial and industrial property sales also increased in the same time period, with a peak in 2021. Price per square foot near the Arcade St station has fluctuated more, sometimes falling below the citywide average and other years surpassing it.

Duration on the market for "for sale" commercial properties around Payne Ave station were in-line with the citywide average of 7 to 11 months. Around Arcade St station, duration on the market was below the citywide average through 2022.

The duration on market for "for lease" noticeably changed from before 2020 to after. Prior to 2020, commercial properties around both stations spent less time on the market than the citywide average, with durations as short as 5 months in some years. Leasing times increased after 2020 to well above the citywide average of 13 months, indicating decreased market demand in the station areas.

Market saturation analysis indicates that there is an oversaturation of for-sale commercial and industrial properties in the Payne Ave and Arcade St, with vacancy rates falling below the citywide average. Conversely, vacancy rates of for-lease commercial and industrial properties rose well above the citywide average in 2020 and have remained high through 2022.
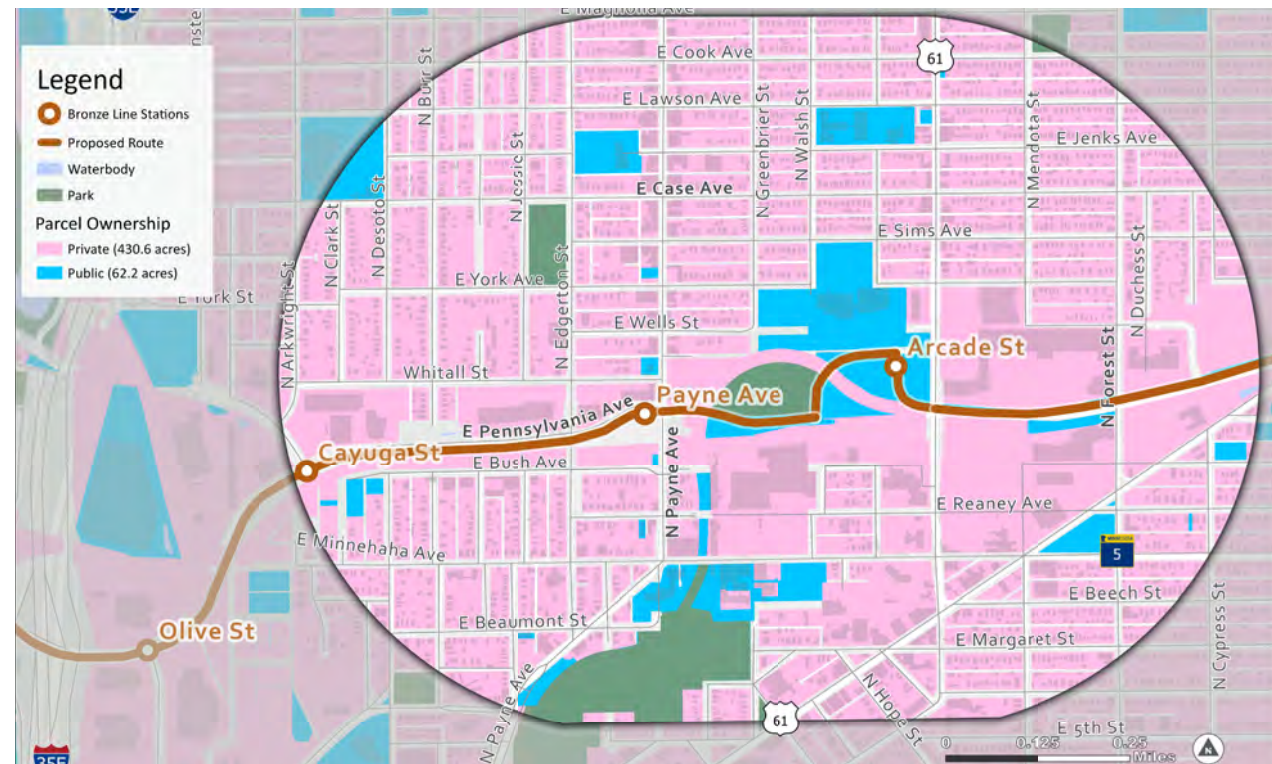

Figure 2.6 Parcel Ownership, Payne Ave and Arcade St Station Areas.

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Single-family detached housing is the most common type of residential unit in the Payne Ave and Arcade St station area, with close to 50% of all residential units falling in this category. Around a third of all housing units are three-bedroom units. Close to the Payne Ave station, 55% of units are renter occupied, while nearer to Arcade St station, it is 59%.

Closer to the Payne Ave station, residential vacancy rates average 7.9%, while closer to the Arcade St station, vacancy rates average 6.8%.

While the station area is currently not as attractive to large-scale, market-rate developers, mid-scale, mission-driven developers and affordable housing developers like the station area due to its mix of residential and local-servicing commercial retail uses, green space, services such as education and childcare, and employment opportunities. All developers cited future transit connections as an attractive future amenity. Large-scale, market-rate developers did indicate that as redevelopment trends continue, the area will be able to support market-rate, new construction.

KEY CONSIDERATIONS FOR MARKET INTERVENTION

- While residential uses are the largest land uses around each of these stations, commercial and industrial uses are notable sectors. At 3.4% of total acreage, the Payne Ave station area has one of the largest office space areas in all of the station areas.

- The balance between low-income jobs and low-income households is nearly even between the two station areas. Around Payne Ave, there is more of a surplus of low-wage jobs, while around the Arcade St station, there are more low-income households.

- Around both stations, single-family detached units are the predominant housing type, comprising between 44% of housing units for Payne Ave and 49% of housing units for Arcade St.

- The majority of units in both station areas are renter-occupied.

- In 2023, the Arcade St station area had the highest total estimated market value of industrial buildings ($85.5 million) and vacant land ($593 million) of all station areas.

Figure 2.7 Estimated Market Value, Payne Ave and Arcade St Station Areas, 2023.

Payne Ave and Arcade St Area Parcel Values (*as shown on Figure 2.7*)

- Total Residential Value: $456.8 M
- Non-Residential Value: $333 M
- Industrial Value: $95.6 M
- Vacant Land Value: $1.4 M

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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
- Saint Paul Public Art Ordinance Program
- Railroad Island Plan
- Swede Hollow Park Master Plan
- Near East Side Roadmap
- District 4 Dayton's Bluff Neighborhood Plan
- District 5 Payne-Phalen Neighborhood Plan
- Phalen Corridor Development Strategy Summary
- Phalen Corridor Middle Section Plan
- East Seventh St & Arcade St Placemaking and Urban Design Framework
- MnDOT - East 7th Street and Arcade Street Visual Quality Guide
- Lower Phalen Creek Daylighting Feasibility Study
- 2020 Phalen Creek Daylighting Improvements Technical Memorandum
- Arcade Street Small Area Plan

NEIGHBORHOOD PLANS

There are several neighborhood and small area plans that exist for the corridors and neighborhoods that overlap the station area.

Many of these plans emphasize the importance of placemaking and upgrading streetscapes to improve pedestrian and bicycle access and preserving affordable housing while promoting the creation of additional mixed-use and mixed-density housing units.
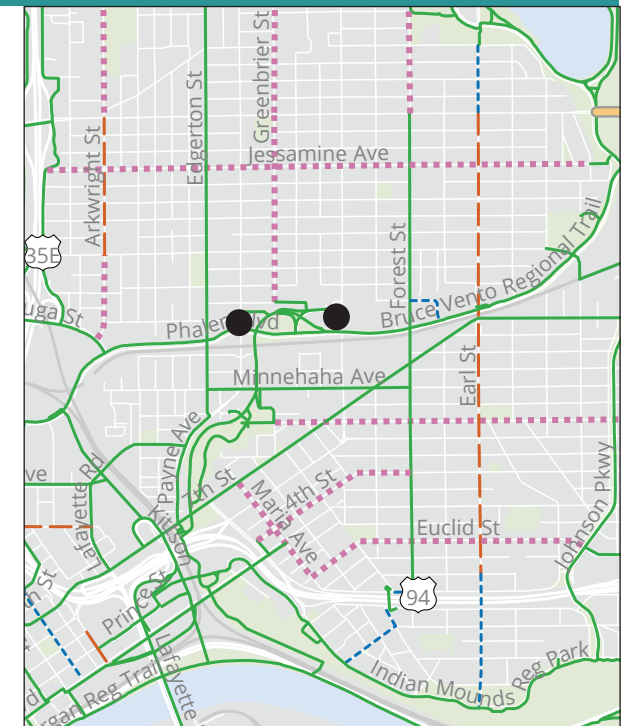
COMPREHENSIVE PLANS

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. There are three future land uses guided for the Payne Ave and Arcade St station area including: Industrial, Mixed-Use, and Urban Neighborhood.

Industrial uses are primarily the location of manufacturing or processing of products. Areas along Phalen Blvd are designated as industrial in the station area. The Mixed-Use designation indicates areas that are, or should be in the future, served by public transit. Along Payne Ave, East 7th St, and Arcade St, the designation encourages the integration of first floor retail and second floor residential uses.

The remaining areas moving out from the major thoroughfares are designated as Urban Neighborhood, which is intended for medium- to high-density housing and small-scale commercial buildings.

The Comprehensive Plan designates a neighborhood node at each station. These

Planned Bicycle Network

- —— Separated Bikeways & Paths
- --- On-Street Bicycle Lane
- ••• Bicycle Boulevard
- --- Shared Lane
- —— Bikeway for further study
- ● Station locations

Figure 2.8 Saint Paul Bicycle Plan Excerpt

nodes are intended as 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.

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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 transportation options and more connections to and between local bus routes. Desire for Arcade St Station to be closer to Arcade St.
- There is a need for improved bicycle and pedestrian infrastructure and a call for better traffic calming measures and wayfinding signage.

Amenities and Services:
- Desire for more community gathering spaces including dog parks, community gardens, block parties, and more entertainment options. Interest in creating green infrastructure and daylighting Phalen Creek.
- There is need for affordable housing and community-centered development, along with tax policies centered on supporting local residents and the community

Public Safety:
- There are concerns about security, with a desire for better lighting, safety surveillance, and cleaner and safer parks and outdoor areas.
- Calls for shifting role of law enforcement to center community-driven public safety and conflict resolution efforts.

- 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:
- Support for creating multifunctional public spaces, like Eastside Heritage Park, that can host a variety of programming and provide environmental benefit to the area and for better maintenance of existing public and green spaces
- Traffic calming and streetscape improvements are needed to make the area more accessible and walkable. Focus on better snow removal, repair of existing infrastructure, and improved crossings to create pedestrian-friendly streetscapes.
- Emphasis on improved safety measures through deepening community engagement (more public art, safe biking infrastructure, and green spaces) and improving access to emergency services.
- Prioritize anti-displacement and affordability themes and focus on programs that address homelessness, fair housing, food access, BIPOC communities, and youth. Encourage and support local businesses in the area.

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

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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:

- Foster community pride and engagement through storefront façade improvements, neighborhood-led public art initiatives with local artists, opportunities for elders to meet up, and improved programming in the parks and after school.

- Support for improved bike and pedestrian infrastructure, specifically safer street crossings and a bridge crossing of Swede Hollow, end-of-trip facilities for bikes near the station, and better streetscapes.

- Need for improved lighting along pedestrian routes, Eastside Heritage Park, and in the station area. Support for adding staffed security at stations and ensuring litter, snow, and ice removal at and around the station.

- Need for increased availability of housing and diversity of housing types, including transitional housing and mixed use housing along Payne Ave, to meet the varied needs of the community. Also need support for property owners to reinvest in, maintain, and/or modernize their own homes.

- 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.

Handout for 14th St SAWG meeting #3.

Participatory mapping at a SCEPP meeting.

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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 Payne Ave and Arcade St 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.

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FUTURE OF THE STATION AREA

INTRODUCTION

The future Payne Ave and Arcade St stations will provide an expanded transportation option for residents and visitors to the Payne Ave and Arcade St station areas. A set of policy, improvement, and opportunity recommendations have been developed to support the future use and success of the station areas 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 west of Burr St (north of Phalen Blvd) and west of Bedford St (south of Phalen Blvd) can be found in the Olive St and Cayuga St Stations 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 areas, such as sidewalks, trails, and streetscape improvements.

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

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STATION AREA RECOMMENDATIONS

A set of recommendations, including policies, improvements, and opportunities have been developed for the Payne Ave and Arcade St station areas. 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 Payne Ave Station will be located at Phalen Blvd and Payne Ave. The future Arcade St Station will be located west of Arcade St and south of Neid Ln along a new BRT Guideway.

Payne Ave and Arcade St BRT station concepts (2024).

BRONZE LINE ROUTE
Future route of the Bronze Line BRT.

PROPOSED STATION AREA PEDESTRIAN CONNECTION
Future sidewalks as recommended in this station areas 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 areas 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 land marks and destinations within the station areas 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 areas plan.

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Figure 3.1 Recommendations and Big Ideas, Payne Ave and Arcade St Station Areas.
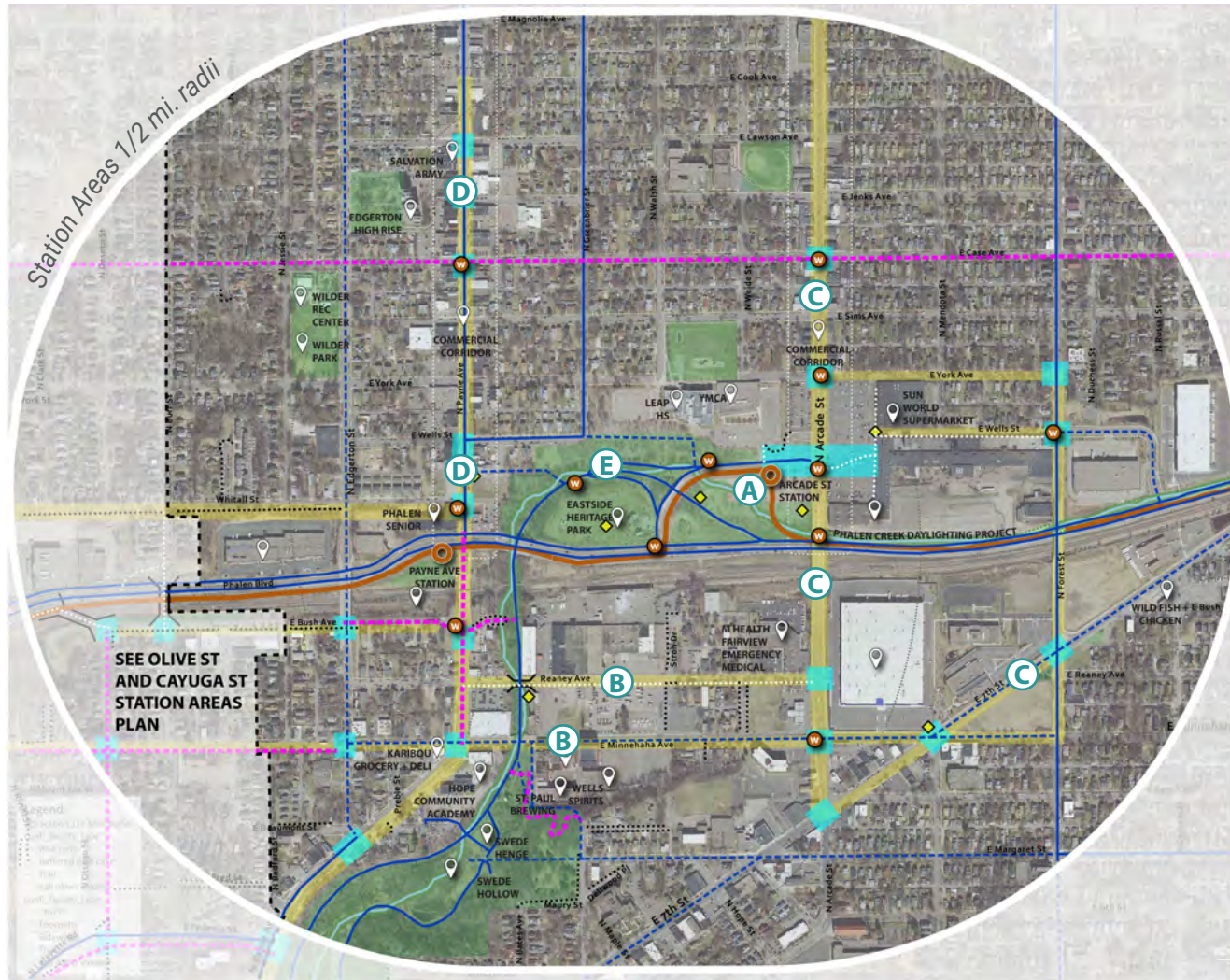
BIG IDEAS

The policies proposed in the Payne Ave and Arcade St station areas are driven primarily by a number of big ideas that support multiple identified goals. See Figure 3.1 for locations.

REDEVELOPMENT

(A) Redevelop sites in the immediate station area at Arcade St and Neid Ln, overlooking Eastside Heritage Park, to provide housing, improve connectivity, and activate the adjacent park and commercial area.

STREETSCAPES

(B) Focus streetscape improvements along Minnehaha Ave and Reaney Ave, along with a new pedestrian bridge to cross over the Bruce Vento Regional Trail and pedestrian path through 707 - 725 Minnehaha Ave.

(C) Continue to implement MnDOT's East Seventh Street & Arcade Street Placemaking and Urban Design Framework Guide and the East 7th Street and Arcade Street Visual Quality Guide. Current projects include the reconstruction of East 7th St and Arcade St.

(D) Focus on streetscape and intersection improvements along Payne Ave throughout the commercial area to enhance placemaking, calm traffic, and improve the pedestrian experience. Improvements should reference the Saint Paul Street Design Manual.

(E) Improvements in and around Eastside Heritage Park will create a welcoming environment for transit users, residents, and workers. These include urban design treatments to improve the pedestrian realm, wayfinding to the stations, bikeway connections into the park, connections to the future development site, and accommodations for the future Phalen Creek Daylighting Project.

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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 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.

The Payne Ave and Arcade St station areas are focused on the city park that spans the area between the future Payne Ave and Arcade St stations. Both Payne Ave and Arcade St support a range of commercial and small-scale residential uses. The St. Paul Eastside YMCA is located just north of the park and provides an additional neighborhood destination. To the east of the Arcade St station is a commercial strip mall that includes a grocery store and other businesses. South of the railroad tracks, along Minnehaha Ave, there are numerous redevelopment and infill opportunities.

Swede Hollow Park extends into the station area from the southwest. The Bruce Vento Trail extends from the Bruce Vento Nature Sanctuary near the Mississippi River through Swede Hollow to Eastside Heritage Park with grade separated crossings under the railline and Phalen Blvd.

POLICIES TO CREATE THRIVING NEIGHBORHOODS

1.0.1 **Use streetscape improvements, including shade trees and landscaping, along the major corridors (Payne Ave, Arcade St, Minnehaha Ave, East 7th St) to enhance pedestrian and bicycle movement that supports local businesses.**

1.0.2 **Take advantage of the construction of the Arcade St station to develop additional residential and commercial uses and strengthen the area around Neid Ln as a neighborhood destination.**

EXPECTED DEVELOPMENT OR REDEVELOPMENT	AREA
Residential	150,000 SF (150 units)
Commercial	80,000 SF
Industrial	100,000 SF

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

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CHARACTER AREAS

The land along the BRT line can be described in ways that generalize the historic built form and land uses while anticipating complementary future development. These character areas are supported by policies to guide the direction of change under the headings of Redevelopment, Built Form, and Parking and Circulation. The recommendations below reflect the visions of adopted plans while addressing needs identified to help support transit within the station areas.

For the Payne Ave and Arcade St station areas, the character areas are:

- Active Mixed-Use Avenues
- Supportive Residential Neighborhoods
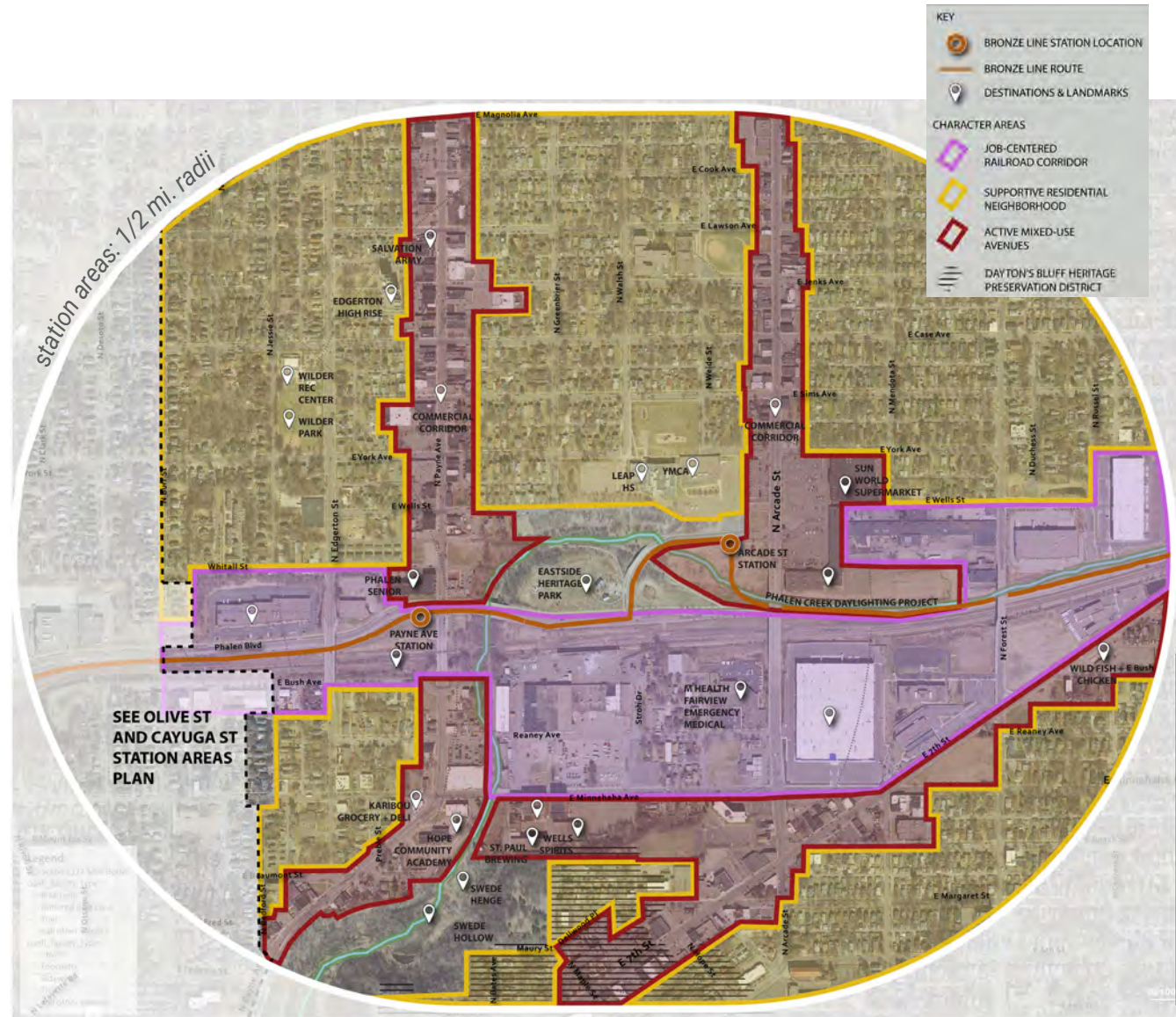- Job-Centered Railroad Corridor

Figure 3.2 Payne Ave and Arcade St Station Areas Character Areas.

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1.1 POLICIES FOR ACTIVE MIXED-USE AVENUES

The uses that line Payne Ave, Arcade St, and East 7th St are a mix of small scale restaurants, offices, shops, services, apartments, and institutional buildings. As demand increases with the introduction of BRT, redevelopment and intensification are likely to occur. Any proposed development within the historic district boundaries must comply with the district design guidelines and build on and strengthen the qualities of the historic district.

1.1.1 Redevelopment

a. Any proposed development within the historic district boundaries must comply with the district design guidelines and build on and strengthen the qualities of the historic district.

b. On the south side of Minnehaha Ave, promote reuse of the old Hamm's Brewery site as a mixed-use development that incorporates residential units.

c. Continue to support infill and redevelopment along Payne Ave, Arcade St, and East 7th St to fill gaps in the street frontage.

d. Support intensification, including taller buildings and redevelopment of surface parking or vacant lots, to provide more housing units, jobs, and destinations in proximity to the stations.

1.1.2 The Built Form

a. Design first-floor building facades to include elements that reinforce a pedestrian-friendly environment, such as large windows, awnings and canopies, and exterior lighting.

b. Encourage outdoor spaces along the corridors for dining or socializing.

c. Future development should reinforce the edge of the public realm by construction up to the front setback line.

1.1.3 Circulation and Parking

a. Surface parking should be directed behind or to the side of buildings and utilize screening or landscape buffers to minimize impacts on pedestrians.

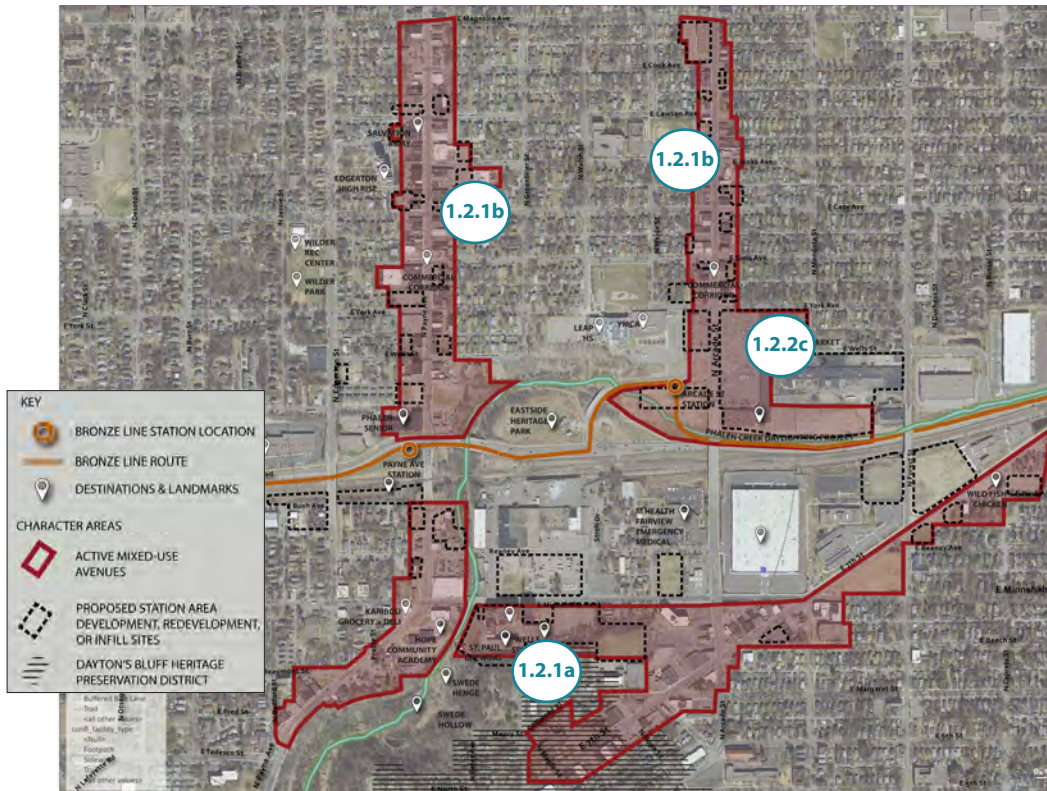b. Implement streetscape improvements to enhance the pedestrian and bicycle experience.

Figure 3.3 Active Mixed-Use Avenues Character Area.

Example of a mixed-use infill development.

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1.2 POLICIES FOR SUPPORTIVE RESIDENTIAL NEIGHBORHOODS

On either side of the main corridors of Payne Ave and Arcade St, as well as East 7th St, are established residential neighborhoods with a variety of housing types – primarily single-family homes but also a small number of duplexes and small apartments. A handful of schools and places of worship are located within these neighborhoods. Significant change is not expected within these areas. Any proposed development within the historic district boundaries must comply with the district design guidelines and build on and strengthen the qualities of the historic district.

1.2.1 Redevelopment

a. Any proposed development within the historic district boundaries must comply with the district design guidelines and build on and strengthen the qualities of the historic district.

b. Opportunities for targeted infill and redevelopment should be used to provide diverse housing options for potential new transit users.

1.2.2 The Built Form

a. New residential development should observe the existing design elements, setbacks, relationships to the street, and building forms (massing, roof lines, windows, etc.) of the surrounding neighborhood.

b. 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.

1.2.3 Circulation and Parking

a. Neighborhood parking should be located within a garage or to the side or rear of the principal structure.

b. New bikeways would help move residents through the station area and connect them with the businesses along the primary corridors.
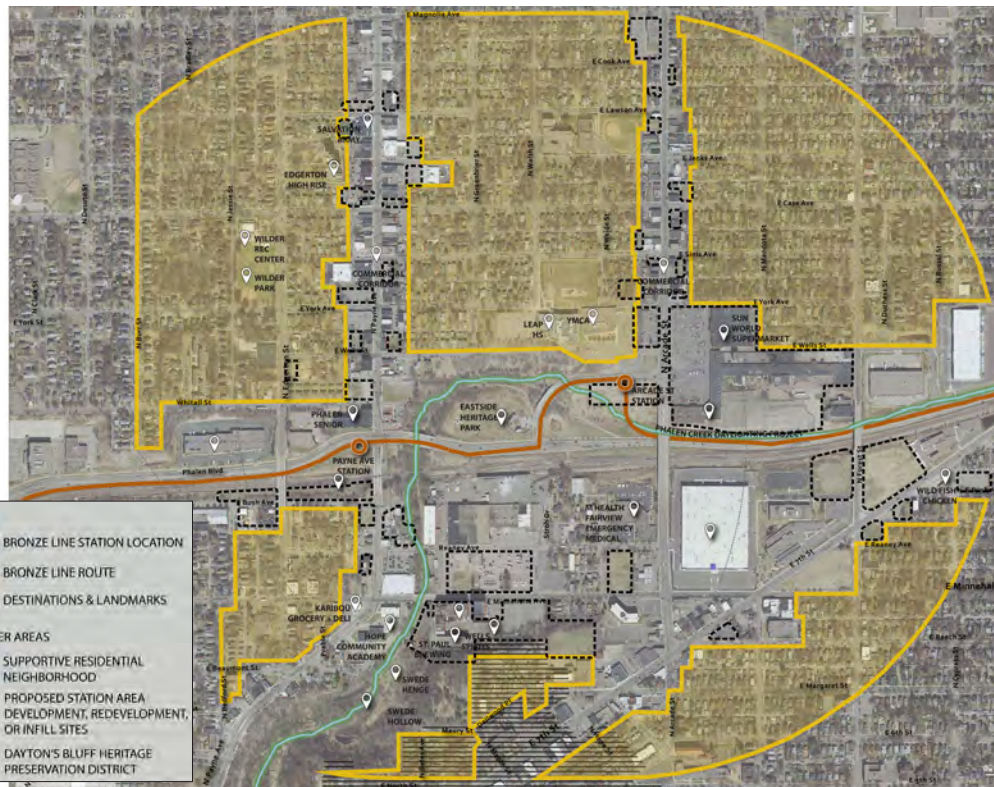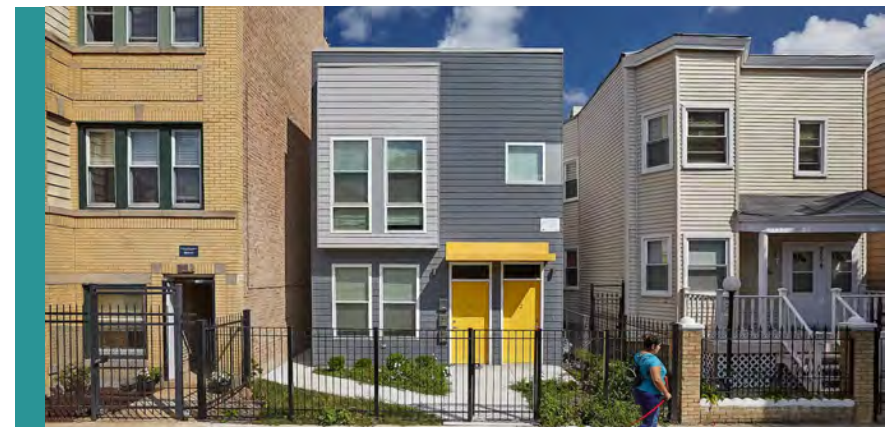

Figure 3.4 Supportive Residential Neighborhoods Character Areas.

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

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1.3 POLICIES FOR JOB CENTERED RAILROAD CORRIDOR

The railroad runs along the south side of Phalen Ave through the station areas. The corridor contains a number of larger industrial uses. Older buildings and uses may redevelop over time to provide new employment opportunities and complement the surrounding neighborhoods. The blocks between the railroad and Minnehaha Ave, in particular, lack pedestrian and bicycle facilities. The trail corridor through Swede Hollow sits at a lower grade than the surrounding area to the east and west. This causes a barrier for access to the Payne Ave station for pedestrians and bicyclists due to the lack of crossings over the trail corridor.

1.3.1 Redevelopment
a. New development, redevelopment, and infill should include design elements that improve the pedestrian environment and help transition to residential areas.

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

b. Reduce large expanses of impervious coverage with landscaping and other green stormwater infrastructure.

1.3.3 Parking and Circulation
a. Consider a new pedestrian bridge over the Bruce Vento Regional Trail corridor at Reaney Ave to improve pedestrian and bicycle access and connect workers with the station at Payne Ave.

b. Consolidate and reduce the amount of surface parking throughout the corridor.
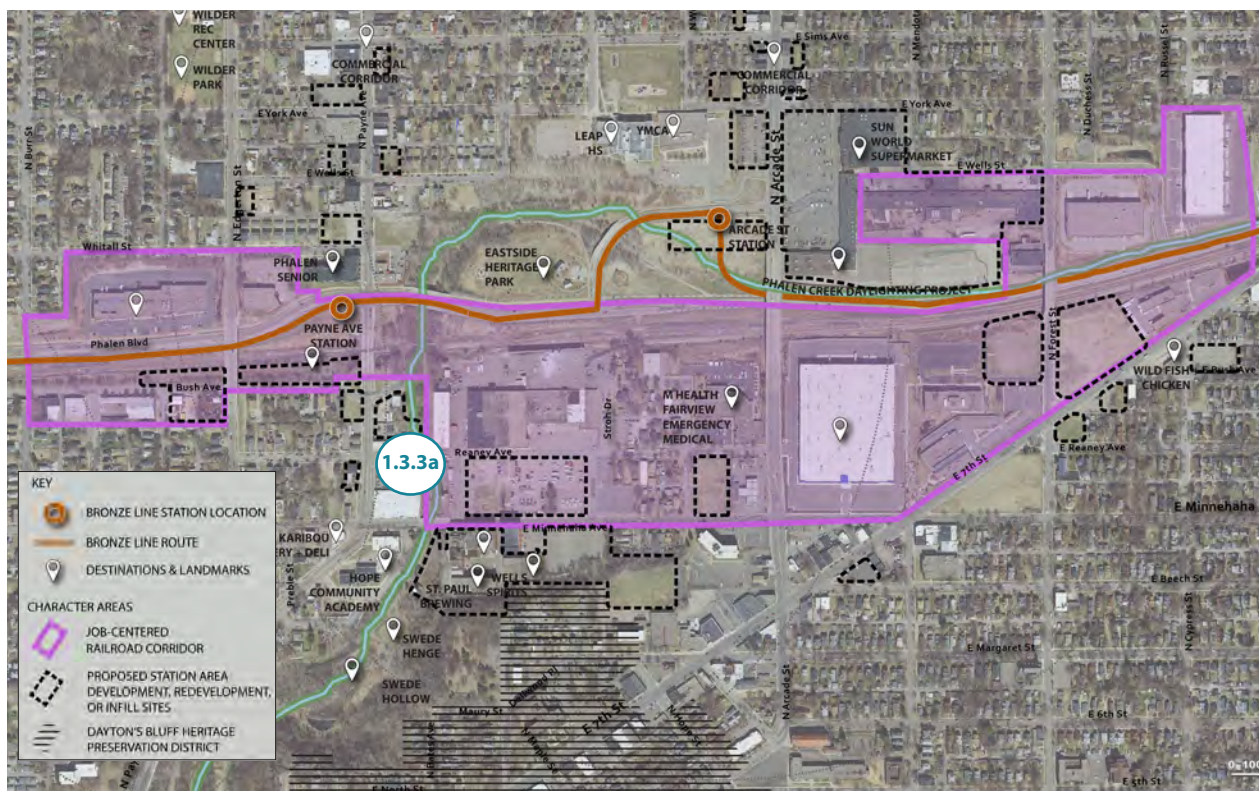

Example image of an enhanced pedestrian connection.

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Figure 3.5 Job-Centered Railroad Corridor Character Areas.

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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.

2.1 PUBLIC SPACE IMPROVEMENTS

2.1.1 For development adjacent to the Arcade St station, consider a design that provides connections to Eastside Heritage Park with accessible walkways and views into the park.
- Tiered or terraced designs for adjoining public spaces should enhance the existing pollinator habitat and support the design principles of the Lower Phalen Creek Daylighting Project.

2.1.2 Encourage more use and activation of the trailhead area within Eastside Heritage Park.
- The future skate park improvements here will bring more people to this area; there is a need to maintain the existing structures, signage, and landscape.

2.2 PUBLIC REALM IMPROVEMENTS

2.2.1 Improvements are being implemented along Arcade St and East 7th St in 2025, based on the Placemaking and Urban Design Framework Guide and Visual Quality Guide. Future public realm improvements throughout the station areas should consider similar improvements.
- Improvements will potentially include bump-outs at intersections, enhanced vegetation and shade provided along the pedestrian walkways. Seating will not just be provided at the intersections, but also at mid-block locations, and incorporate artistic elements such as stamped concrete paving throughout.
- East 7th St and Arcade St improvements will potentially include curb extensions, seating, and shade trees.
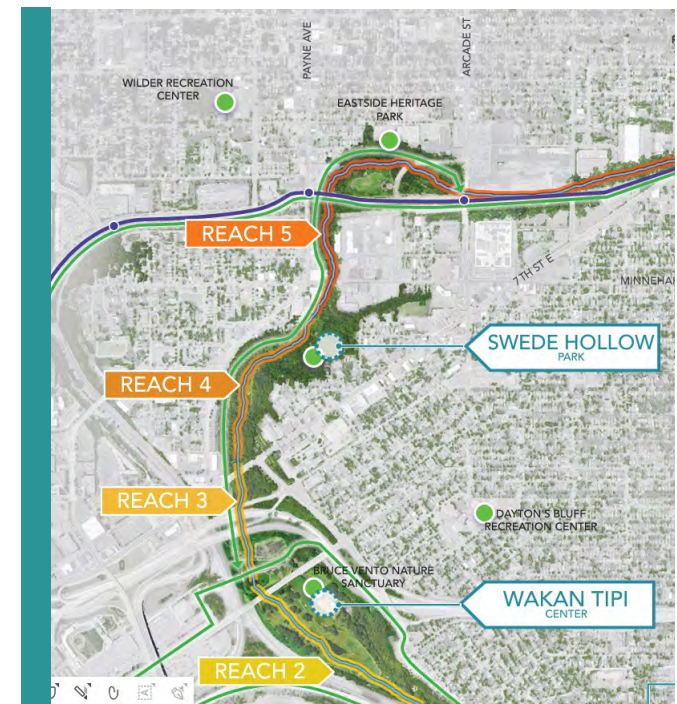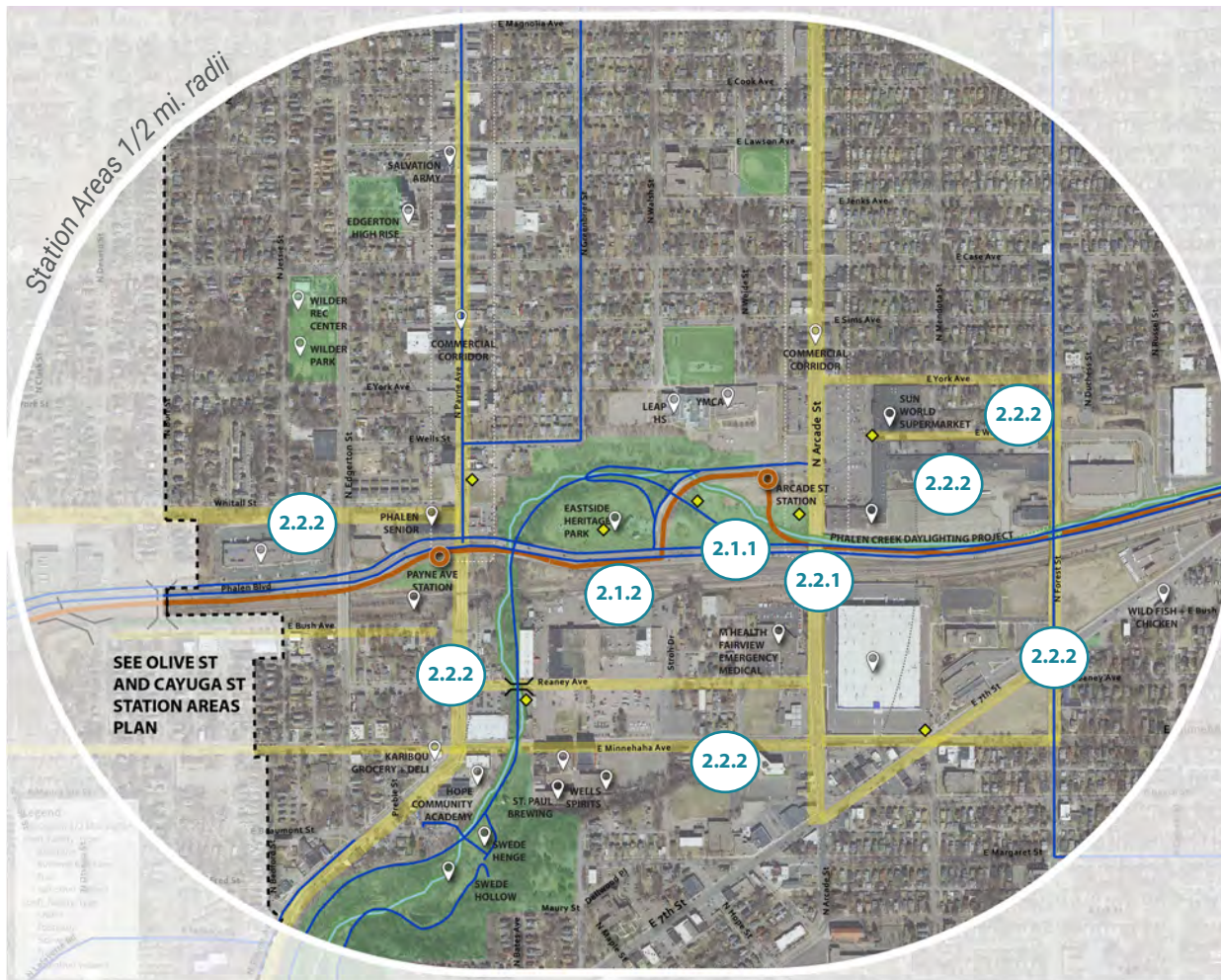

Visualization of Arcade Station Design Elements.

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- East 7th St and Minnehaha Ave improvements will potentially include boulevard planting with stormwater infiltration and subsurface storage.
- Arcade St and Neid Ln improvements will potentially include curb extensions, boulevard landscaping, benches and bike racks.

2.2.2 With guidance provided in the Saint Paul Street Design Manual, improve pedestrian and bicyclist experience with improved landscaping, shade trees, and places to sit along:
- Payne Ave
- Whitall St
- Minnehaha Ave
- Forest St
- Wells St
- York Ave

Lower Phalen Creek Daylighting Concept (2024)

2.3 PUBLIC ART IMPROVEMENTS

2.3.1 Explore potential public art locations as shown on Figure 3.6.
- 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.

Figure 3.6 Public Spaces, Art, and Streetscape, Payne Ave and Arcade St Station Areas.

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GOAL #3:
CONNECT PEOPLE AND PLACES

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

3.1 NETWORK IMPROVEMENTS

3.1.1 Fill sidewalk gaps per Saint Paul Pedestrian Plan.

3.1.2 Fill bikeway network gaps per Saint Paul Bicycle Plan.
- Priority routes that are key to connecting the stations include the east-west planned connection from Payne Ave into Eastside Heritage Park.
- An additional multi-use path connecting Greenbrier St to the Bruce Vento Regional Trail has been proposed as part of the Swede Hollow Master Plan.

3.1.3 Explore additional bikeway connections along Bush Ave and Payne Ave south of Phalen Blvd to increase connection from Railroad Island neighborhood to the Payne Ave station.
- Consider bicycle-friendly facilities along bridges over the railroad tracks to the Payne Ave station and Arcade St station.

3.1.4 Explore an additional east-west bikeway connection along Case Ave from Mississippi St to Duluth St with connection to Phalen Blvd and the future Bronze Line Cook Ave station.
- This could serve as a neighborhood bikeway alternative to Phalen Blvd.

3.1.5 Explore pedestrian connections to the Arcade St station and nearby destinations in immediate proximity to the station.
- A designated pedestrian connection with shade trees from the Arcade St and Neid Ln intersection within the Sun World Supermarket site would significantly improve the pedestrian experience.
- Additional sidewalk improvements should be considered along Wells St.
- A planned stairway up the hill at Neid Ln across from the future Arcade St station will connect transit users to the YMCA.

Visualization of Arcade Station Design Elements.

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3.1.6 With potential for future redevelopment along Minnehaha Ave and Reaney Ave, there is an opportunity to explore a future east-west connection between Stroh Dr and Payne Ave with a potential bridge over the Bruce Vento Regional Trail.
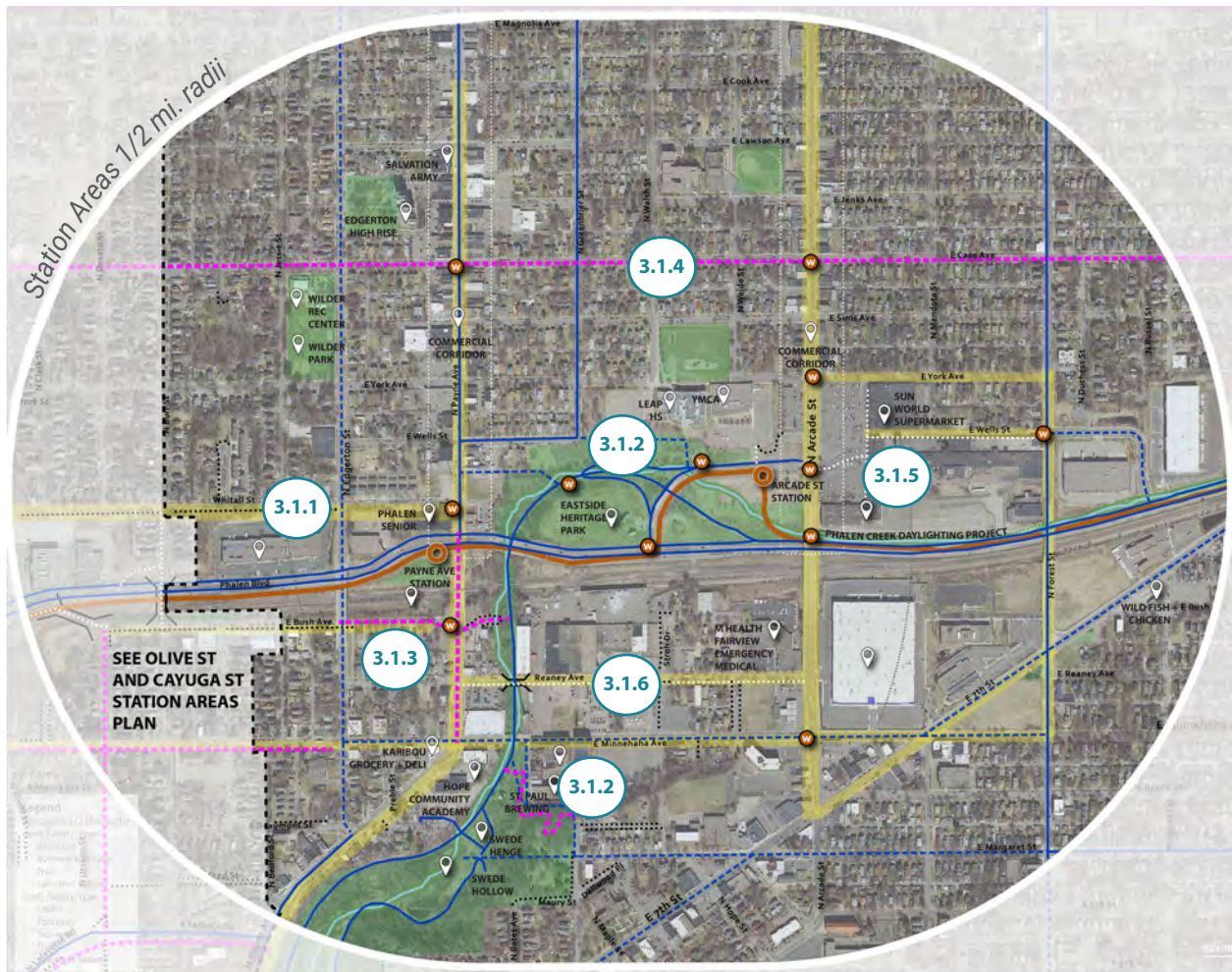
3.2 WAYFINDING OPPORTUNITIES

3.2.1 Directing transit users to the Bronze Line stations at Payne Ave and Arcade St is the priority of the wayfinding opportunity locations shown on Figure 3.7, and is a response to ideas collected through community engagement. Bronze Line wayfinding design, installation, and maintenance will require Metro Transit to lead the effort.

- Suggested locations for directional wayfinding to direct transit users to the stations include:
  • Bush Ave and Payne Ave
  • Payne Ave and Whitall St
  • Payne Ave and Case Ave
  • Phalen Blvd at the entrance to Eastside Heritage Park and at Neid Ln
  • Arcade St and Minnehaha Ave
  • Arcade St and Phalen Blvd
  • Arcade St and Neide Ln
  • Arcade St and York Ave
  • Arcade St and Case Ave
  • Forest St and Wells St

- Suggested languages for wayfinding translation:
  • Dakota
  • Hmong
  • Karen
  • Ojibwe
  • Somali
  • Spanish

Figure 3.7 Wayfinding, Network and Streetscape Improvements, Payne Ave and Arcade St Station Areas.

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GOAL #4:
PRIORITIZE SAFETY AND SECURITY

The station areas will be places where safety and security is a priority. Community-based approaches to security are unique and will be defined by each neighborhood. People of all ages and abilities will 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 areas and encourage use of transit in the evenings:

- Whitall St
- Bush Ave
- Minnehaha Ave
- Payne Ave (south of Phalen Blvd)
- Reaney Ave (future shared street)

- Arcade St
- E 7th St
- Forest St
- Wells St
- York Ave

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.

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Figure 3.8 Streetscape, Intersection and Safety Improvements, Payne Ave and Arcade St Station Areas.

4.2 SAFETY POLICIES

4.2.1 Ensure new developments at the Payne Ave and Arcade St stations are designed to keep "eyes on the street" views open to the surrounding streets. This can be accomplished by integrating public space with views towards the station and roadways, 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 areas. 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.

- In 2026, the City of Saint Paul will make pedestrian improvements along Payne Ave between Phalen Blvd and Maryland Ave.

- Tables 3.2 - 3.4 list each intersection improvement area along with issues and concerns that have been identified by the project team as part of this planning process.

- Pages 43 - 46 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.
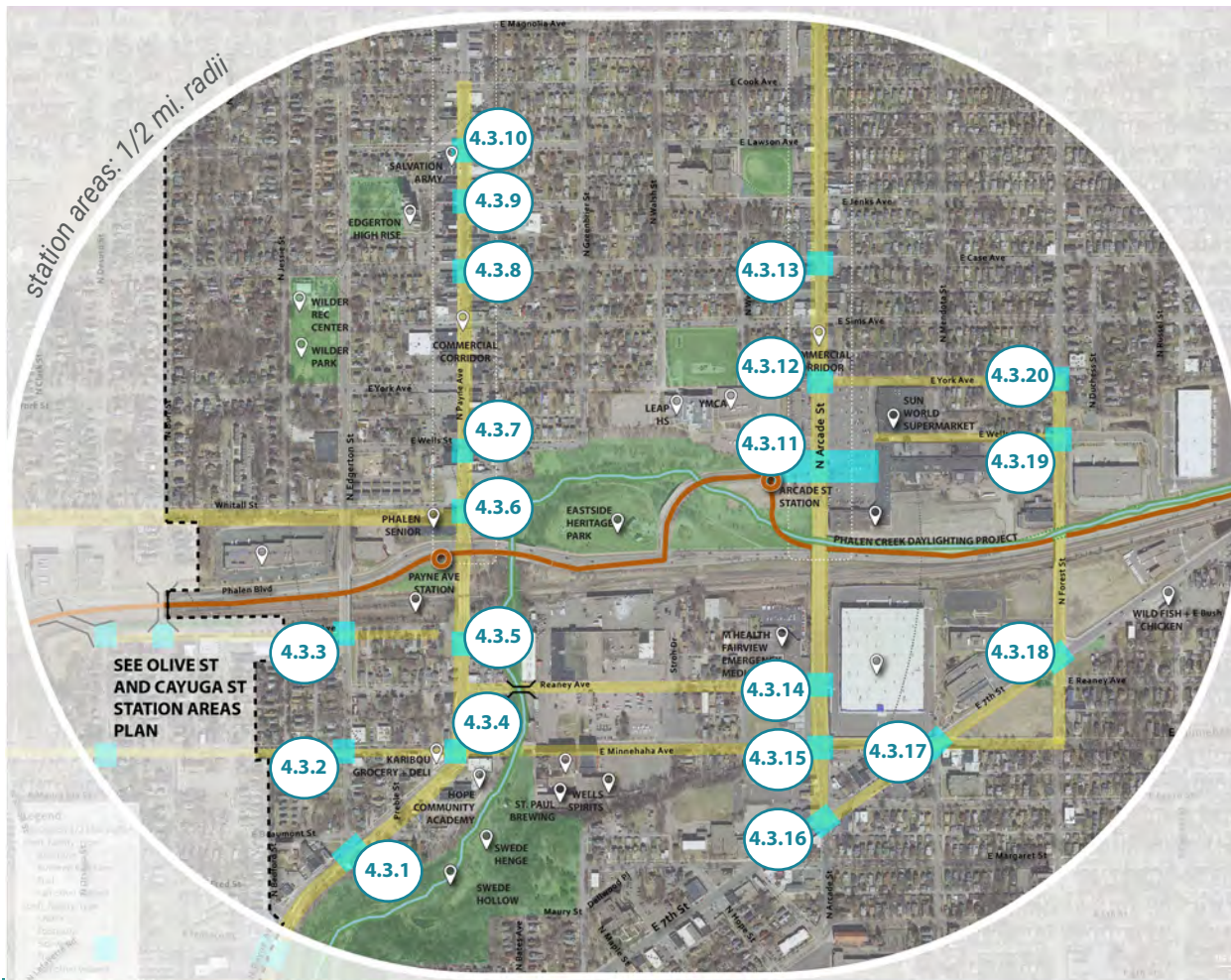
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Table 3.2 Intersection Improvements, Payne Ave and Arcade St Station Areas.

	LOCATION	ISSUES / CONCERNS
4.3.1	Payne Ave and Edgerton St	• Crosswalks are marked with conventional transverse markings* • Crossing on southwestern leg has no crosswalk markings or curb ramps • Bike lane ends and merges into travel lane, making connection to Swede Hollow Trail/Park challenging
4.3.2	Minnehaha Ave and Edgerton St	• Crosswalk markings are conventional transverse • Bus shelter on northeast corner but not on southwest corner • Lighting only illuminates southern and western crosswalks
4.3.3	Bush St and Edgerton St	• No sidewalks under bridge • Sidewalk connecting to Edgerton St is narrow • No bike connection to Edgerton St • No wayfinding to bridge
4.3.4	Minnehaha Ave and Payne Ave	• Long crossing across Minnehaha Ave • Crosswalks are marked with conventional transverse markings* • Right turn slip lane encourages turning at high speeds
4.3.5	Bush Ave and Payne Ave	• Long unmarked, uncontrolled crossing across Payne Ave • No curb ramps for north side crossing of Payne Ave
4.3.6	Whitall St and Payne Ave	• No pedestrian ramps to cross Payne Ave
4.3.7	Wells St and Payne Ave	• Crosswalk across Payne Ave is marked with conventional transverse markings*
4.3.8	Case Ave and Payne Ave	• Crosswalks are marked with conventional transverse markings* • Signal poles in pedestrian access route
4.3.9	Jenks Ave and Payne Ave	• Crosswalks are marked with conventional transverse markings* • Drainage issues on pedestrian ramps
4.3.10	Lawson Ave and Payne Ave	• Northern crosswalk is marked with conventional transverse markings* • Drainage issues on corners • Northeast corner curb ramp collects erosion sediment from runoff from adjacent property

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

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Table 3.3 Intersection Improvements, Payne Ave and Arcade St Station Areas (continued).

	LOCATION	ISSUES / CONCERNS
4.3.11	Neid Ln and Arcade St	• Curb ramps use rectangular detectable warning surfaces, which are not ADA compliant as used • Signal poles are located in the pedestrian access route • Pedestrian push button is not accessible • No pedestrian recall • Wide east leg for a driveway • Long crossing distances across Arcade St • Drainage and erosion issues on southeast and northeast corners
4.3.12	York Ave and Arcade St	• School crossing is marked with transverse markings • No additional crossing enhancements on school crossing • Drainage issues on northwest corner
4.3.13	Case St and Arcade St	• Curb ramps use rectangular detectable warning surfaces, which are not ADA compliant as used • Crosswalks are marked with conventional transverse markings* • Cyclists observed bicycling on sidewalk, indicating lack of comfortable bicycle facilities
4.3.14	Reaney Ave and Arcade St	• Southern crosswalk is marked with conventional transverse markings* • No pedestrian curb ramps on eastern side
4.3.15	Minnehaha Ave and Arcade St	• Western crosswalk is marked with conventional transverse markings* • Western crosswalk does not align with curb ramps • Bus shelter and furnishings block pedestrian access route • Minnehaha Ave centerline is dashed on a multi-lane roadway
4.3.16	7th St and Arcade St	• Curb ramps use rectangular detectable warning surfaces, which are not ADA compliant as used • No accessible pedestrian signal • Long crossings
4.3.17	7th St and Minnehaha Ave	• Long crosswalks • Crosswalk markings are worn on multiple legs • Complex intersection geometry creates confusion among users and long delays • Parking is underutilized on the northeast side of 7th St and high speeds observed

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

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Table 3.4 Intersection Improvements, Payne Ave and Arcade St Station Areas (continued).

	LOCATION	ISSUES / CONCERNS
4.3.18	Forest St and 7th St	• Crosswalks across 7th St are marked with conventional transverse markings* • Right turn slip lane encourages turning at high speeds • Long crosswalks • No pedestrian push buttons • Wide lanes on 7th St encourage high speeds
4.3.19	Wells St and Forest St	• Northern curb ramps do not align with crosswalk. • Sightlines over bridge make crossing Forest challenging • Sidewalk to the west is obstructed by poles and frequently parked vehicles
4.3.20	York Ave and Forest St	• No receiving curb ramps on the east side

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

Metro Transit's visualization of Arcade Station Design Elements from Arcade St and Neid Ln intersection looking west.

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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.

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.

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DEFINITIONS AND EXAMPLES (CONTINUED)

MODERNIZED PEDESTRIAN SIGNALIZATION
Refers to a set of comprehensive pedestrian signal improvements including longer walk times, LPIs, and accessible push buttons.

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

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

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

PEDESTRIAN HYBRID BEACON (PHB)
Traffic control device designed to help pedestrians safely cross higher-speed roadways at midblock crossings and uncontrolled intersections.

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.
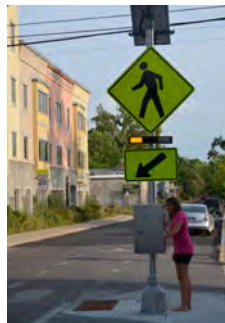

RECTANGULAR RAPID FLASHING BEACON (RRFB)
Rectangular Rapid Flashing Beacons (RRFB) are a type of active warning beacon that uses rapid, irregular flashes to alert motorists to yield to pedestrians and bicyclists at crossings/intersections.

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.

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.

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.

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.

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COUNTERMEASURE TOOLKIT

ISSUE	EXPLANATION OF ISSUE	POTENTIAL COUNTERMEASURE
Conventional/ Transverse or Missing Crosswalk Markings	• Transverse crosswalk markings are more easily missed by drivers than high-visibility crosswalk markings. • Motorists who do not notice pedestrians may strike them.	• High-visibility crosswalk markings, consistent with the Saint Paul Public Works crosswalk marking policy. • Art crosswalks (where connection to adjacent public spaces is desired).
Non-compliant or Missing Curb Ramps or Detectable Warning Surfaces (DWS)	• 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. • Non-compliant infrastructure puts users who rely on detectable warnings and curb ramps at risk of injury and creates discomfort for most users.	• Install or reinstall compliant directional curb ramps and/or DWS as needed. • Widen narrow refuge medians to ADA minimum width.
Missing and/ or Obstructed Pedestrian Access Route	• 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.	• Remove obstacles, including relocating bus stop facilities, signs, poles, or other obstructions. • Sidewalk installation. • Reconstruct noncompliant pedestrian access routes.
Long Crossing Distances	• Longer crossing distances increase pedestrian exposure to conflicting traffic. • At uncontrolled locations it can be difficult to safely cross several lanes of fast-moving traffic.	• Curb extensions. • Pedestrian refuge islands/medians. • Reduce and/or narrow motor vehicle travel, turning and parking lanes. • Pedestrian Hybrid Beacons (PHBs), generally at mid-block locations.
Wide Corner Radius	• Wide corner radii lengthen pedestrian crossings and allow vehicles to turn at higher speeds, increasing the potential of serious collisions.	• Curb extension. • Reduce corner radii. • Add truck apron or pillow.
Right Turn Slip Lane	• 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.	• Remove slip lanes. • Curb extension. • Add directional curb ramps. • Install modified slip lane. • Add raised pedestrian crossing.

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COUNTERMEASURE TOOLKIT (CONTINUED)

ISSUE	EXPLANATION OF ISSUE	POTENTIAL COUNTERMEASURE
Drainage Issues	• Poor drainage can lead to puddles at curb ramps, either soaking pedestrians or forcing them to use another route.	• Reconstruction or installation of new drainage facilities at areas of concern. • Reconstruction of area of concern to provide positive drainage to nearest collection point.
No Pedestrian Signal Head and/or Accessible Pedestrian Signal (APS)	• 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. • Intersections and crossings are especially difficult for people with vision impairments, and APS systems enable these people to cross much more safely.	• Install pedestrian signal head and/or accessible pedestrian signal.
Crosswalk Lighting	• Lighting increases pedestrian visibility at night. • Drivers will not stop for a pedestrian they do not notice. • Lighting increases the perception of pedestrian personal safety at night.	• Install lighting that provides high positive contrast of pedestrians at all crosswalks.

Wide, Straight, and/or Under-parked Roads	• Wide and straight car lanes encourage speeding.
	• Under-parked streets can effectively widen adjacent travel lanes, even when the adjacent travel lane is narrow, encouraging speeding.
		• Reduce and/or narrow motor vehicle travel, turning and parking lanes.
		• Install curb extensions.
		• Install vertical deflection to slow speeds:
		  - Speed humps/cushions/tables.
		  - Raised crossings.
		  - Raised intersections.
		• Install horizontal deflection to slow speeds:
		  - Chicanes.
		  - Pedestrian refuge medians.
		  - Traffic circles.

Wayfinding/ Signage/ Pavement Markings	• Lack of clear wayfinding, signage and pavement markings may cause confusion while traveling within the station area and to the BRT station.	• Install wayfinding signs. • Install uniform pavement markings, signs, and traffic control devices.

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GETTING THERE

INTRODUCTION

The station areas 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 areas plan:

ENHANCING MOBILITY IN STATION AREAS

In addition to allowing people to easily and safely move through the station areas 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 areas. 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.

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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 areas 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.

ASSURING COMMUNITY BENEFITS

The Bronze Line BRT corridor has a number or 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.

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DEVELOPING GRADUALLY

The recommendations contained in the station areas 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 areas. 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 areas 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
- Metropolitan Council/ Metro Transit
- Ramsey County
- MnDOT
- Community-based organizations

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 3.6 and listed under Goal #2 are located on a combination of City-owned, County-owned, and State-owned properties, as well as locations associated with the future Arcade St 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 outside of the City's 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*

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

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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 is not listed as a project partner 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	TIME-FRAME	NEXT STEPS
1.1.1	Explore streetscape improvements, including shade trees and landscaping, along the major corridors to enhance pedestrian and bicycle movement to support local businesses.	Policies to Create Thriving Neighborhoods	Business Owners, Local Non-Profit Organizations, Ramsey County, MnDOT	East Seventh St. and Arcade St. MnDOT's Placemaking and Urban Design Framework Guide and Visual Quality Guide	Ongoing	Conduct feasibility study and preliminary design in partnership with roadway jurisdictions.
1.1.2	Leverage the Arcade St station to develop additional residential and commercial uses and strengthen the area around Neid Ln as a neighborhood destination.	Policies to Create Thriving Neighborhoods	Business Owners, Property Owners, Ramsey County, MnDOT		Ongoing	Update Comprehensive Plan and zoning code as needed to support redevelopment.
1.2.1 to 1.2.3	Implement redevelopment, built form, parking and circulation policies for Active Mixed-Use Avenues Character Area.	Policies for Active Mixed-Use Avenues	Ramsey County, MnDOT,		Ongoing	Update Comprehensive Plan and zoning code as needed to reflect character area policies.
1.3.1 to 1.3.3	Implement redevelopment, built form, parking and circulation policies for Supportive Residential Neighborhoods.	Policies for Supportive Residential Neighborhoods	Ramsey County, MnDOT, Saint Paul Housing Authority		Ongoing	Update Comprehensive Plans 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 Job-Centered Railroad Corridor Character Area.	Policies for Job-Centered Railroad Corridor	Saint Paul Port Authority, Ramsey County, MnDOT, BNSF		Ongoing	Update Comprehensive Plans and zoning code as needed to reflect character area policies.

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

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GOAL #2: MAKE VIBRANT PLACES

#	RECOMMENDATION	TYPE (IMPROVEMENT, POLICY, OR OPPORTUNITY)	PROJECT PARTNERS	SUPPORTING PLANS	TIME-FRAME	NEXT STEPS
2.1.1	When the Arcade St station and adjacent residential development is built, consider a design that is connected to Eastside Heritage Park with accessible walkways and views into the park.	Public Space Improvements	Wakan Tipi Awanyankapi, Saint Paul Public Housing Authority	Lower Phalen Creek Daylighting Feasibility Study; 2020 Phalen Creek Daylighting Improvements Technical Memorandum	Short-term	Conduct feasibility study and preliminary design in partnership with Wakan Tipi Awanyankapi.
2.1.2	Encourage more use and activation of the trailhead area within Eastside Heritage Park.	Public Space Improvements	YMCA, Leap HS, Adjacent Business/ Property Owners, Local Non-Profit Organizations	City of Saint Paul plans for future skate park improvements at Eastside Heritage Park	Short-term	Consider features as part of future feasibility study and integrate into preliminary design.
2.2.1	Implement improvements along Arcade St per MnDOT's Placemaking and Urban Design Framework Guide and Visual Quality Guide.	Public Realm Improvements	Ramsey County, Adjacent Businesses / Property Owners, MnDOT	East Seventh St. and Arcade St. Placemaking and Urban Design Framework Guide	Short-term	Consider features as part of future feasibility study and integrate into preliminary design.
2.2.2	Improve pedestrian and bicycle experiences with improved landscaping, shade trees and places to sit along streets identified in Figure 3.6.	Public Realm Improvements	Adjacent Businesses / Property Owners	Saint Paul Street Design Manual	Long-term	Consider features as part of future feasibility study and integrate into preliminary design.
2.3.1	Explore potential public art locations as shown on Figure 3.6.	Public Art Opportunity	Metro Transit, Ramsey County, Adjacent Property Owners		Long-term	Integrate public art into final design of the Arcade St station. Integrate a public art process into public redevelopment and streetscape projects.

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

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GOAL #3: CONNECT PEOPLE AND PLACES

#	RECOMMENDATION	TYPE (IMPROVEMENT, POLICY, OR OPPORTUNITY)	PROJECT PARTNERS	SUPPORTING PLANS	TIME-FRAME	NEXT STEPS
3.1.1	Fill sidewalk gaps per Saint Paul Pedestrian Plan.	Network Improvements		City of Saint Paul Pedestrian Plan	Long-term	Seek funding for sidewalk network improvements.
3.1.2	Fill bikeway network gaps per Saint Paul Bicycle Plan.	Network Improvements		City of Saint Paul Bicycle Plan	Long-term	Seek funding for bikeway network improvements.
3.1.3	Explore additional bikeway connections along Bush Ave and Payne Ave to connect the Railroad Island neighborhood to the Payne Ave station.	Network Improvements			Long-term	Conduct feasibility study and preliminary design.
3.1.4	Explore an additional east-west bikeway connection along Case Ave from Mississippi St to Duluth St.	Network Improvements			Long-term	Conduct feasibility study and preliminary design.
3.1.5	Explore pedestrian connections to the Arcade St station from nearby commercial and grocery locations.	Network Improvements	Business / Property Owners, MnDOT		Short-term	Integrate design concepts into station design. Conduct feasibility study and preliminary design in collaboration with property owners as part of redevelopment efforts.
3.1.6	Explore a pedestrian-focused street along Reaney Ave to connect future redevelopment sites, along with a potential pedestrian bridge over Bruce Vento Regional Trail.	Network Improvements	Adjacent Businesses / Property Owners		Long-term	Consider as part of future redevelopment.
3.2.1	Install directional wayfinding to direct transit users to/from the Payne Ave and Arcade St stations at identified locations and in suggested languages.	Wayfinding Opportunities	Metro Transit, Ramsey County, FRAYEO, Urban Village		Long-term	Seek funding for wayfinding.

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

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GOAL #4: PRIORITIZE SAFETY AND SECURITY

#	RECOMMENDATION	TYPE (IMPROVEMENT, POLICY, OR OPPORTUNITY)	PROJECT PARTNERS	SUPPORTING PLANS	TIME-FRAME	NEXT STEPS
4.1.1	Update lighting on identified City of Saint Paul, Ramsey County, and MnDOT streets on page 38.	Lighting Improvement	Ramsey County, MnDOT	City of Saint Paul Bicycle Plan, City of Saint Paul Pedestrian Plan	Long-term	Integrate lighting into the final design for the Payne Ave and Arcade St stations in areas immediate to the stations and seek funding for additional lighting improvements.
4.2.1	Ensure new developments at the Payne Ave and Arcade St stations are designed to keep "eyes on the street" views open to the surrounding streets and public areas.	Safety Policies	Saint Paul Public Housing Authority		Ongoing	Evaluate viewsheds during site development review and site design.
4.3.1 to 4.3.20	Explore intersection improvements as listed in Tables 3.2, 3.3. and 3.4.	Intersection Improvements	Ramsey County, MnDOT, Metro Transit		Long-term	For intersections in the immediate station areas, integrate improvements into final design for the stations. For intersections that include only City of Saint Paul streets, conduct analysis and seek funding for projects. For projects that involve Ramsey County roadways (Edgerton St) or State roadways (Arcade St and 7th St), collaborate with Ramsey County and MnDOT to seek funding, conduct analysis, and integrate improvements into future projects.

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

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