



CITY OF SAINT PAUL
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DATE: January 2, 2019

TO: Comprehensive & Neighborhood Planning Committee

FROM: Bill Dermody, City Planner

RE: Amendments to the Gold Line Station Area Plans

BACKGROUND

The Gold Line Station Area Plans (GLSAP) were adopted by the Mayor and City Council as an addendum to the Comprehensive Plan in October 2015 after an 18-month public process involving a steering committee co-chaired by Planning Commissioner Trevor Oliver, two public hearings, and a Planning Commission recommendation. The associated zoning study was adopted at that time, and many GLSAP elements have been implemented over the past three years as planning for the Gold Line Bus Rapid Transit (BRT) corridor has progressed. The surprisingly quick development of a new apartment building at 1880 Old Hudson Road, immediately adjacent to the planned White Bear BRT station, has recently prompted re-evaluation of the GLSAP's White Bear Station Area chapter, specifically regarding the preferred station location. The station is named the "White Bear Station" at this time even though it will be located somewhat to the east, and may get renamed closer to BRT service commencement (planned for 2024).

In 2015, with a vacant lot at 1880 Old Hudson Road and concerns about station safety being a prominent factor, the GLSAP called for locating the station "approximately 170 feet east of Van Dyke Street," which was relatively close to "eyes on the street" in the form of two buildings on the north side of Old Hudson Road with windows facing the station. With the new development set to open in late 2018, there is reason to believe that a station location farther east approximately aligned with Hazel Street (on the other side of the new apartments), might be more advantageous. Certainly, the distance from "eyes on the street" is far less of a concern with the new apartments in place than it would have been without them.

Metro Transit's Gold Line Project Office (GPO) has led substantial public outreach in 2018 on the question of preferred White Bear BRT Station location, including via general project open houses and electronic communication, pop-ups at two events elsewhere in Saint Paul, and via geographically targeted door-knocking and a smaller community meeting near the site. Overall, those expressing an opinion preferred the Hazel Street location over the near-Van Dyke Street location by a margin of 34 to 20. When looking just at the door-knocking and local meeting, the preference for the Hazel Street location was stronger: 25 to 7. Those preferring Hazel Street commented that it is closer to more apartments, the station location has more space around it, and

Hazel Street is a more natural pedestrian access through the neighborhood. Those preferring Van Dyke noted that Ruth Street (closer to Hazel) already has transit. Commenters for both brought up safety, including a perilous intersection at Hazel Street and Old Hudson Road that is downhill from a blind turn for westbound traffic.

Since the public preference seemed to support a policy change, staff asked the District 1 Community Council to address the issue. On October 1, the District 1 Land Use Committee voted to support amending the GLSAP to: (1) change the preferred White Bear BRT Station location to be approximately aligned with Hazel Street; and (2) advocate for a 3-way stop at the intersection of Old Hudson Road and Hazel Street to improve pedestrian safety. They noted that more people nearby prefer the Hazel Street location, that it is closer to more apartments, that the Minnesota Department of Transportation (MnDOT) owns the adjacent land to the north/northeast and so there is more potential for a plaza or other public use, and that there are fewer parked cars nearby that could interfere with pedestrian safety.

PUBLIC HEARING TESTIMONY

No written or oral testimony was received in conjunction with the public hearing held December 14, 2018 at Planning Commission. As noted above, the District 1 Land Use Committee previously voted to support amending the GLSAP in the manner proposed.

STAFF RECOMMENDATION

Staff recommends that the CNPC recommends that the Planning Commission approve the attached Draft Resolution recommending the Gold Line Station Area Plans amendments to the Mayor & City Council for approval.

Attachments

1. Draft Planning Commission Resolution
2. Existing GLSAP excerpt: White Bear Station chapter (full GLSAP available for context at www.stpaul.gov/GoldLineSAP)
3. Aerial photographs
4. Site photos (taken October 1, 2018)

city of saint paul
planning commission resolution
file number _____
date _____

AMENDMENTS TO THE GOLD LINE STATION AREA PLANS

WHEREAS, the Saint Paul City Council, via Resolution PH 15-291 on October 7, 2015, passed the *Gold Line Station Area Plans* as an addendum to the *Saint Paul Comprehensive Plan* in order to establish policy around the Gold Line Bus Rapid Transit (BRT) Corridor's five (5) planned BRT stations on Saint Paul's east side and their surrounding walksheds in the vicinity of Mounds Boulevard, Earl Street, Etna Street, White Bear Avenue, and Sun Ray shopping center; and

WHEREAS, the adopted *Gold Line Station Area Plans* contain specific direction for the preferred White Bear Avenue station location to be "approximately 170 feet east of Van Dyke Street," in large part due to personal safety perceptions and this location being closest to "eyes on the street" in existence at the time of adoption; and

WHEREAS, a new apartment complex has recently been constructed at 1880 Old Hudson Road that changes the "eyes on the street" situation and personal safety perceptions in this area; and

WHEREAS, Metro Transit led substantial public outreach in July-September 2018 on the question of preferred station location near White Bear Avenue, with a clear majority of neighbors preferring that the station be approximately aligned with Hazel Street farther to the east; and

WHEREAS, in October 2018, the District 1 Land Use Committee voted to support changing the preferred White Bear station location to be approximately aligned with Hazel Street, and as an associated pedestrian safety measure to advocate for creation of a 3-way stop for vehicles at the Hazel/Old Hudson intersection; and

WHEREAS, draft amendments to the *Gold Line Station Area Plans* have been put forward to change the station location and add safety measures in accordance with District 1's recommendation, as well as to clean up associated plan language; and

WHEREAS, the Planning Commission held a public hearing on the draft amendments to the *Gold Line Station Area Plans* document on December 14, 2018, and received no public testimony.


NOW, THEREFORE, BE IT RESOLVED, that the Planning Commission recommends the Mayor and City Council adopt the following amendments to the *Gold Line Station Area Plans* document, which have the effect of changing the preferred White Bear station location to be approximately aligned with Hazel Street and to add pedestrian safety and comfort measures in the area:


1. Amend "BRT Alignment & Station Location" section on p46 as follows:
"The BRT alignment should be near the northern edge of Minnesota Department of Transportation (MnDOT) property, rather than close to I-94, in order to improve station visibility and access. The station should be located near the Hazel Street alignment ~~apartment and businesses east of Van Dyke Street~~ and should have pedestrian- and bicycle-friendly access. ~~With near term development uncertain, the apartments and businesses east of Van Dyke Street provide the area's most effective "eyes on the street" for users' perception of safety.~~
 - Locate the station south of the Hazel Street alignment and where it is visible from Old Hudson Road. south of the existing driveway approximately 170 feet east of Van Dyke Street (see Figure 37 on page 51).

- Provide quality pedestrian and bike access to the station from Old Hudson Road, potentially including a new street on the existing driveway's alignment lined with landscaping and a plaza north of the station.
 - Locate the BRT alignment near the northern edge of MnDOT property.
 - Avoid property impacts, particularly to affordable housing and historic buildings."
2. Amend "Bike/Walk Connections" on pp49-50 to delete the bullets stating "Create a new street connection from the station north to Old Hudson Road, including attractive pedestrian and bike facilities. This street connection should be provided before the opening of BRT service. (See Figure 37 on page 51.)" and "Extend Hazel Street south of Old Hudson Road and connect the extension to the new street that connects the station directly to Old Hudson Road. The locations of these new streets should be coordinated with the site's development." Amend the following bullet: "Provide a direct, comfortable pedestrian connection between the station and Old Hudson Road, potentially including a plaza White Bear Avenue along the BRT guideway." Add a bullet stating "Improve pedestrian crossing safety at the intersection of Hazel Street and Old Hudson Road by installing a 3-way stop and/or other measures."
 3. Amend "Vehicle Access" on p50 to delete the bullets stating "Provide a new street connection from the station north to Hudson Road, including attractive pedestrian and bike facilities. This street connection should be provided before the opening of BRT service." and "Extend Hazel Street south of Hudson Road and connect the extension to the new street that connects the station directly to Hudson Road. The locations of these new streets should be coordinated with the site's development." Add a bullet stating "Ensure that vehicular access supports a finer-grained street system for pedestrian and bicycle access to the station and the properties south of Old Hudson Road."
 4. Delete the graphic on p51.
 5. Clean up any misspellings or other non-substantive housekeeping items.

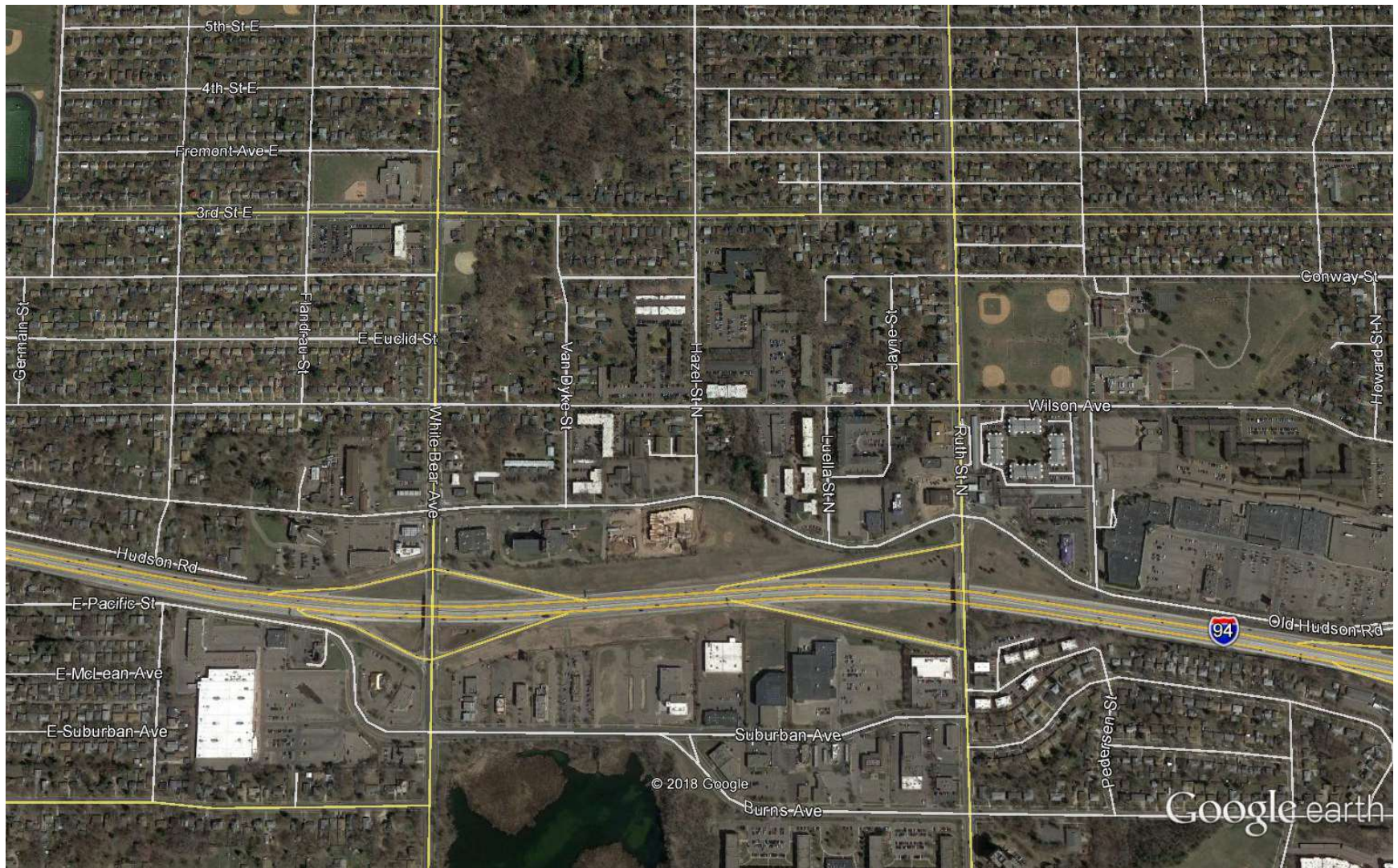
BE IT FURTHER RESOLVED, that the Planning Commission hereby directs the Planning Administrator to forward the *Gold Line Station Area Plans* amendments described above to the Mayor and City Council for their review and adoption.



Van Dyke potential platforms 

Hazel potential platforms 

Guideway 



Near Van Dyke



Above: South toward station (between/behind the two taller trees).

Below: 360 panorama, starting looking southwest









Near Hazel



Above: Looking south toward station (past apartments)

Below: 360 panorama, starting looking southwest

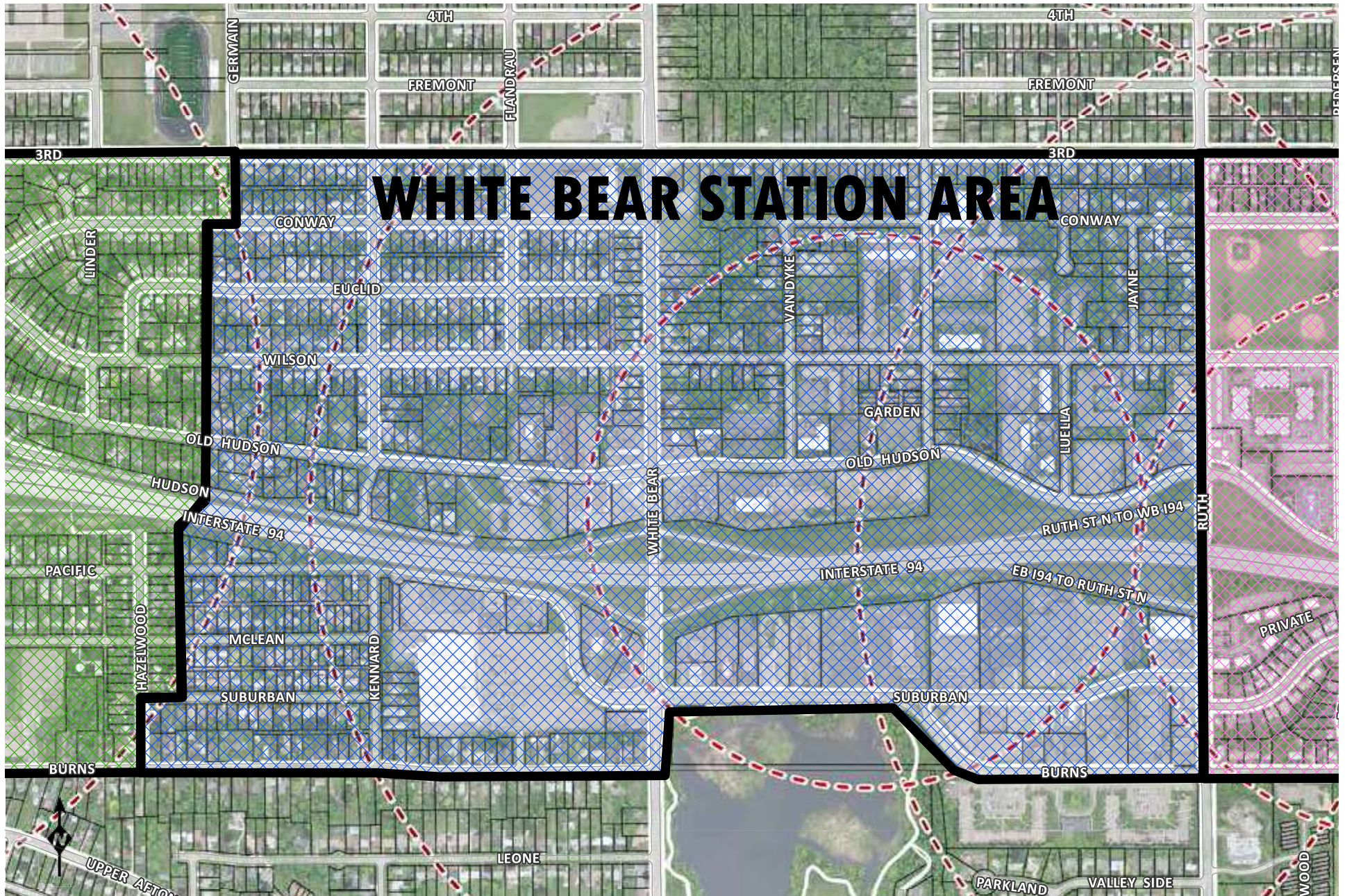












WHITE BEAR

STATION AREA PLAN



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STATION AREA

The station area includes the last full-access freeway interchange before Downtown Saint Paul on westbound I-94: White Bear Avenue. As such, it is dominated by commercial uses on both sides of I-94, including several fast-food restaurants whose high vehicle turnover and individual driveway accesses present hazardous conditions for pedestrians and bikes. The area also has prominent vacant lots sandwiched among the commercial uses, a major agglomeration of 2- to 3-story multi-family residential buildings north of Old Hudson Road, and single-family housing farther from the interchange. On the north side of I-94 there are significant topography changes, with the intersection of Hazel Street and Hudson Road located 30 feet and 70 feet (respectively) below the adjacent bridges at White Bear Avenue and Ruth Street. I-94 itself presents a major barrier that divides the community in half.



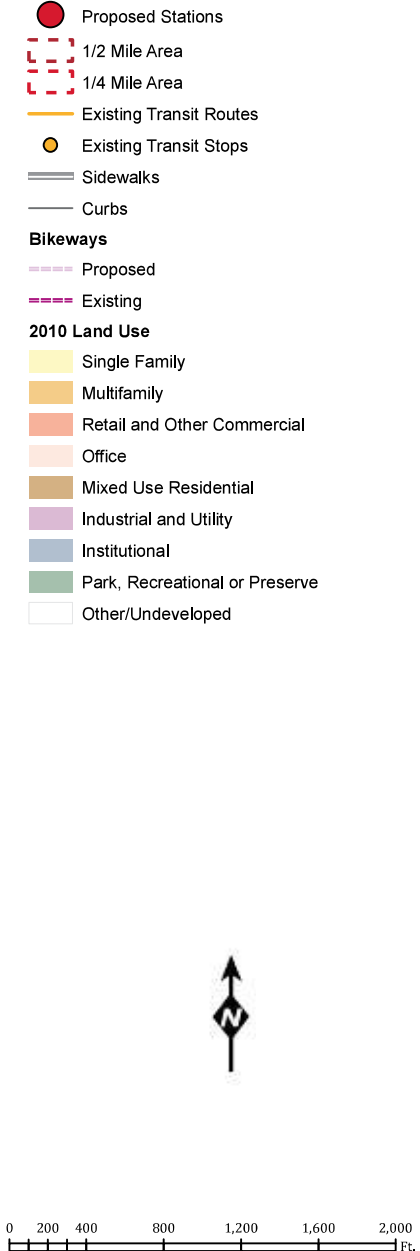
Figure 32: Individual driveway accesses and drive-throughs characterize Suburban Avenue

BRT ALIGNMENT & STATION LOCATION

The BRT alignment should be near the northern edge of Minnesota Department of Transportation (MnDOT) property, rather than close to I-94, in order to improve station visibility and access. The station should be located near the apartment and businesses east of Van Dyke Street and should have pedestrian- and bicycle-friendly access. With near-term development uncertain, the apartments and businesses east of Van Dyke Street provide the area's most effective "eyes on the street" for users' perception of safety.

- Locate the station south of the existing driveway approximately 170 feet east of Van Dyke Street (see Figure 37 on page 51).
- Provide quality pedestrian and bike access to the station from Old Hudson Road, potentially including a new street on the existing driveway's alignment lined with landscaping.
- Locate the BRT alignment near the northern edge of MnDOT property.
- Avoid property impacts, particularly to affordable housing and historic buildings.

(on facing page) Figure 33: Base Map of White Bear Station Area



FUTURE CHARACTER

The station area will provide High-Intensity TOD in its development and redevelopment on both sides of I-94. Such development and redevelopment will be multiple stories, designed with a pedestrian orientation, and allow for a mix of uses.

LAND USE CHANGE

The White Bear Station Area presents major opportunities for transit-oriented development and redevelopment that can take advantage of the BRT investment and encourage other neighborhood improvements. With its larger vacant lots and underutilized parking lots, this station area presents some of the East Side's best contiguous opportunities for a new development form at an intensity that supports businesses and the transit service itself. Established residential areas will maintain their existing character, though minor intensity increases such as infill townhomes should be accommodated. Vacant land owned by MnDOT to the south of Hudson Road and east of Hazel Street could provide additional developable land. Though short- to medium-term development is expected to occur north of I-94, the land south of I-94 presents some of the best long-term opportunities to accommodate TOD.

- Zoning and design standards within the Primary TOD Zone, as defined in Figure #, should support High-Intensity TOD.
- Buildings with historic character should be preserved.
- Established residential areas outside the Primary TOD Zone should maintain their character.
 - Infill multi-family units of a lower density, such as townhomes, should be permitted outside the Primary TOD Zone. Accessory dwelling units should be considered.

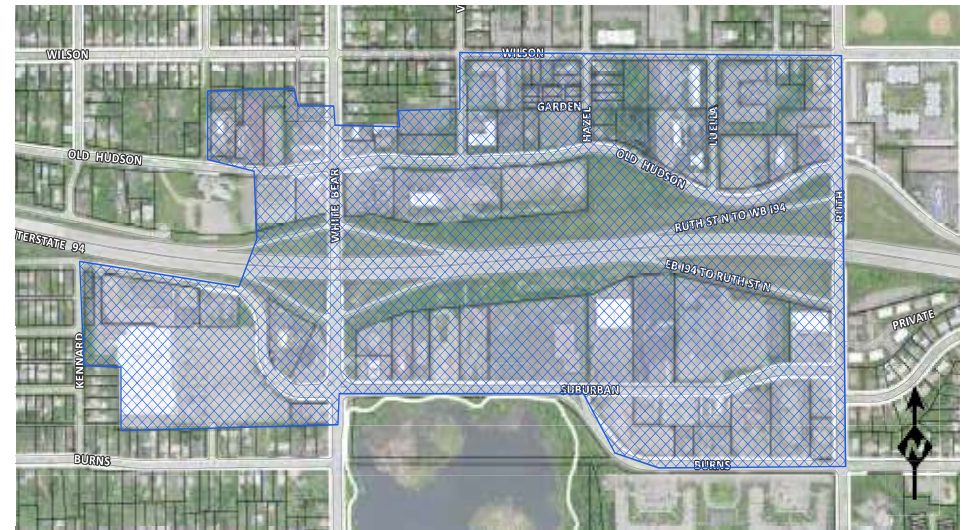


Figure 34: White Bear Primary TOD Zone



Figure 35: Example of High-Intensity TOD

PUBLIC REALM & CONNECTIVITY

OPEN SPACE

The station area has adequate parks and open space provision, including Conway Park & Recreation Center to the northeast. Battle Creek Regional Park is also located to the south outside the station area. Small public spaces closer to the station could help create a strong public identity for the station.

- Explore privately owned public spaces (POPS), such as pedestrian plazas or seating areas, as part of any development adjacent to the station.

CONNECTIVITY & ACCESSIBILITY

The proposed BRT station lacks good connectivity to Hudson Road and across I-94. The station needs to have strong pedestrian and bike connections to existing residents and the bridges over I-94 in order to make BRT successful and positively impact the surrounding neighborhoods and businesses.

BIKE/WALK CONNECTIONS

Bicyclists and pedestrians in this area can cross I-94 via White Bear Avenue and via Ruth Street. Since White Bear Avenue is a full interchange that will always carry large amounts of vehicular traffic and present pedestrian and bike safety issues at the crossings near the bridge, a new pedestrian/bike bridge should be provided to provide a safe connection between activity centers. This new bridge will also replace some of the function of the Barclay Street pedestrian/bike bridge that is recommended for removal in the Etna Station chapter of this plan. The preferred station location will have strong pedestrian and bike connections to the surrounding neighborhoods. Safety has been a consistent public concern regardless of station placement, and so adequate lighting must be provided in order to create a safe environment.

- Provide a pedestrian/bike bridge at the Kennard Street alignment. The new bridge should have an enhanced design similar to the newer pedestrian bridges over I-94 west of Downtown Saint Paul.
- Provide improved pedestrian and bike facilities on the White Bear Avenue and Ruth Street bridges over I-94. This should include a dedicated bikeway and wide sidewalks.
- Provide wayfinding signage that directs BRT users to local institutions and attractions.
- Create a new street connection from the station north to Old Hudson Road, including attractive pedestrian and bike facilities. This street connection should be provided before the opening of BRT service. (See Figure 37 on page 51.)
- Extend Hazel Street south of Old Hudson Road and connect the extension to the new street that connects the station directly to Old Hudson Road. The locations of these new streets should be coordinated with the site's development.

WHITE BEAR STATION AREA PLAN

- Provide a direct pedestrian connection between the station and White Bear Avenue along the BRT guideway.
- Provide sidewalks on both sides of streets within ½ mile of the anticipated station location.
- Repair uneven sidewalks within ½ mile of the anticipated station location.
- Provide a bikeway connection to Hazel Street and the broader bikeway network.
- Provide pedestrian-scale lighting in the following areas:
 - Along any new streets and sidewalks created south of Old Hudson Road.
 - Hudson Road from Kennard Street to Ruth Street.
 - Van Dyke Street, Hazel Street, and Luella Street between Hudson Road and Wilson Avenue.
 - Wilson Avenue east of Van Dyke Street.
 - White Bear Avenue between Old Hudson Road and Suburban Avenue.
 - Ruth Street between Wilson Avenue and North Park Drive.



Figure 36: Pedestrian-scale Lighting Priorities

VEHICLE ACCESS

The vacant area south of Hudson Road east of Van Dyke Street presents a prime development opportunity because of the amount of contiguous vacant land and its adjacency to the proposed BRT station. Any development in this area should create a finer-grained street system, rather than mega-blocks, in order to present a quality transit-oriented and pedestrian-oriented development pattern that encourages an active streetscape and more intense uses that take full advantage of the transit-adjacent location.

- Provide a new street connection from the station north to Hudson Road, including attractive pedestrian and bike facilities. This street connection should be provided before the opening of BRT service.
- Extend Hazel Street south of Hudson Road and connect the extension to the new street that connects the station directly to Hudson Road. The locations of these new streets should be coordinated with the site's development.
- If “hide and ride” behavior becomes a problem in the neighborhood, consider permit parking or other means of discouraging the behavior.

TRANSIT CONNECTIONS

- MetroTransit should explore bus connections to this BRT station through its Service Improvement Plan (SIP).



Figure 37: Preferred station location and recommended improvements