

APPENDIX F >> Summary Report: 4th Street Market District

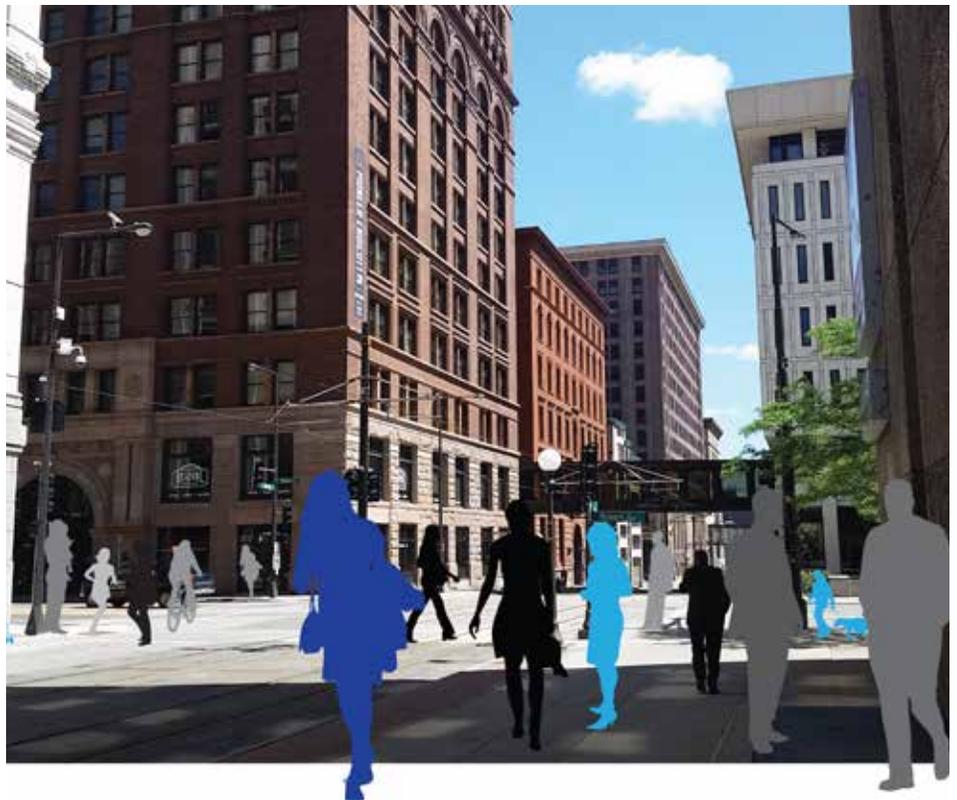
Summary Report

4TH STREET MARKET DISTRICT

CONNECTIONS, RETAIL AND ART

FROM WASHINGTON STREET TO NORTH BROADWAY STREET

SAINT PAUL, MINNESOTA



Paid for and endorsed by 4th Street Building & Business Owners

Support by:

Rich Pakonen, Pioneer Endicott & Jackson Ramp

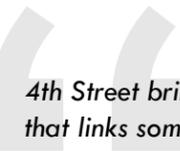
Stephanie Weir, St. Paul Smart Trips/Women on Bikes

Joe Spartz, Saint Paul Downtown Alliance

Prepared by:

Saint Paul Riverfront Corporation

November 2015



4th Street brings out the best of St. Paul by creating a people-path that links some of our most beloved landmarks (Farmer's Market, Union Depot & Rice Park) across a green, open and people-friendly neighborhood.

— Bill Bisanz, Lowertown Commons



4TH STREET MARKET DISTRICT

The 4th Street Market District is the public life vision for vitality and economic development of 4th Street in Saint Paul, Minnesota. This report explores the latent potential of 4th Street as the best alternative for an east-west bike & pedestrian thoroughfare in downtown.

The 4th Street Market District:

- Connects 4th street from the James J. Hill Center on Washington Street to CHS Field on North Broadway Street with three approaches for more access options.
- Is a block-by block approach that highlights the unique assets, dynamics and challenges of each area.
- Continues public realm improvements for connections, retail and art.

The 4th Street Market District report is paid for and endorsed by the following 4th Street building and business owners:

Patrick Baran, Landmark Towers
 Julie Bauch, 180 East 5th
 Ted Bigos, Kellogg Square
 Bill Bisanz, Lowertown Commons
 Clint Blaiser, Northwestern Building
 Lorraine Dixon, Legacy Chocolates
 Todd Geller, Grace Building & Victory Ramp
 Jack Gerten, Farmers' Market
 Jim Golden, Golden's Deli
 Jeff Heegaard, THC LLC
 Brian Horst, Details Salon
 Jim Ivey, Grand Avenue Software
 Kristin Makhholm, Minnesota Museum of American Art
 Rich Pakonen, Pioneer Endicott & Jackson Ramp
 John Rupp, Saint Paul Athletic Club
 Ryan Sailer, Sibley Square
 Nate Stencil, Pioneer Press Building
 Tom Whaley, CHS Field

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The potential for the 4th Street Market District to be lively and full of vitality is enormous. It works perfectly on the weekend now with a connection between the Farmer’s Market and the Union Depot. We need more signage, more art, more interaction on the street where people feel safe and comfortable and excited about walking farther down to see what else there is to see.”

— Jim Golden, Golden’s Deli



INTRODUCTION

THE TIME IS NOW

4th Street connects Saint Paul's most valued assets serving a diverse population of businesses, citizens, event goers and tourists. From the James J. Hill Center, Ordway Theater and City of Saint Paul City Hall in the central business district to the Union Depot, Farmers' Market and CHS Field in Lowertown, 4th Street is an important connective corridor in Saint Paul.

With the opening of the Green Line light rail along 4th Street, the newly completed CHS Field and the planning of the Capital City Bike Way, now is the time to continue to realize a vibrant 4th Street.

Safety, beauty, wayfinding and street-level retail are key to vitality and economic development. 4th Street shares the road with the LRT and is shaded most of the day, reducing the perceived level of safety for pedestrians and bicyclists. 4th Street has a fair share of concrete, blank extended building faces at the ground level and limited door openings fronting onto the street. 4th Street has two LRT stations and limited wayfinding to city and regional assets. Additionally, the street has underutilized storefronts that could attract and invite people with retail and art.

Continuing the momentum of public realm planning and focus that was experienced during the Central Corridor Development Framework would support public and private partnerships aligned for the joint goal of making Saint Paul a great place to live, work, shop and play.

Downtown building and business owners convened in August of 2015 to discuss opportunities for public life improvements to address these issues.

What evolved was a group vision for the 4th Street Market District for a more people-oriented street that is safe and connects the diverse downtown population from Washington Street to North Broadway Street with city streets, retail and art.

The following pages discuss the approach, 4th Street Market District Vision, process, considerations and challenges to moving forward.



UNION DEPOT STATION



AVAILABLE RETAIL SPACE



PUBLIC ART

There are those times when a city needs to look over the horizon and embrace an opportunity that will make a significant impact on the future of the downtown. Developing the 4th Street Market District is one of those opportunities for St. Paul.

— Julie Bauch, 180 East Fifth Street

Our fans were really turned on by CHS Field and its Lowertown neighborhood. Developing the 4th Street Market District will take the experience to the next level.

— Tom Whaley, Saint Paul Saints & CHS Field

The big picture objective with this initiative is to develop an appealing, vibrant, and safe connection that people can walk between each end of the downtown. The 4th Street and Kellogg Blvd/Park routes are by far the best options for creating this outcome.

— John Rupp, Saint Paul Athletic Club



SAFETY



BEAUTIFUL & INVITING



PEOPLE

APPROACH

DESIGN FOR PUBLIC LIFE

If 4th Street is to be a corridor that connects people to city and regional assets then continued partnership in intentionally inviting people to come, stay, sit and play has to happen.

Great places are ones that “you know ‘em when you see ‘em.” They have both environmental and social characteristics that when combined, result in returned visits. Places that only provide the ability to get from one place to another will function as a space that people move through to get to someplace else¹.

If a place is pleasant with lighting, seating, cover from the elements and greenery; people are more likely to walk, bike, roll, stay, play and shop.

If a place is comfortable, offering a mix of choices and things to do; people will come back again and again. Great places are:

Safe - Cities and streets in particular need to be safe for people age 8 and 80. If a street is safe for an 8-year-old to cross and comfortable enough for an 80-year-old to bike down, it is safe for all people of every age.² Personal safety measures include pedestrian lighting, lit storefronts, multiple access options and good visibility. Street safety measures include high visibility crosswalks, bike facilities, slower traffic and pedestrian signals at intersections.

Beautiful & Inviting - Does a place feel good? Does it have places to sit, light, sounds, coffee, food choices, art and things to do? Is it beautiful? Transitions between buildings matter. This can be achieved by softening the transition between the feeling of private to public places and welcoming people to interact both inside and out. Elements that create inviting and beautiful places include pedestrian lighting, seating, patio space, music, vegetation and food.

Frequented by People - People are attracted to people. The more people that inhabit a space the more attractive it is to other people. People crave connections. Any opportunity to connect with others either by sight, sound or conversation is welcomed.

¹ Gehl, Jan, *Life Between Buildings: Using Public Space*, Island Press, 2011.

² Penalosa, Gil, *Placemaking Residency*, Saint Paul Riverfront Corporation, 2015.

PROCESS

- PARTICIPANTS**
- Roberta Avidor, Union Depot
 - Patrick Baran, Landmark Towers
 - Julie Bauch, 180 East Fifth Street
 - Alex Bisanz, Lowertown Commons
 - Bill Bisanz, Lowertown Commons
 - Clint Blaiser, Northwestern Building
 - Brian Fewell, Saint Paul Riverfront Corporation
 - Todd Geller, Grace Building & Victory Ramp
 - Jim Golden, Golden's Deli
 - Tim Griffin, Saint Paul Riverfront Corporation
 - Jeff Heegaard, THC LLC
 - Jim Ivey, Grand Avenue Software
 - Adam Johnson, Visit Saint Paul
 - Tracey Kinney, Saint Paul Riverfront Corporation
 - Jean Krueger, Union Depot
 - Kristin Makhholm, Minnesota Museum of American Art
 - Roger Nielsen, Master Framers Building
 - John O'Brien, Jax Building
 - Rich Pakonen, Pioneer Endicott & Jackson Ramp
 - Rick Rossi, First National Bank
 - John Rupp, Saint Paul Athletic Club
 - Ryan Sailer, Sibley Square
 - Terry Schneider, St. Paul Radiology
 - Patrick Seeb, Saint Paul Riverfront Corporation
 - Joe Spartz, Saint Paul Downtown Alliance
 - Nate Stencil, Pioneer Press Building
 - Pete Stencil, Pioneer Press Building
 - Stephanie Weir, St. Paul Smart Trips

OVERVIEW

Downtown building and business owners were convened in August of 2015 to discuss opportunities for public life on 4th Street spanning from Washington Street to North Broadway Street in Saint Paul. To do this, a workshop was held that included a:

- Download of the planning context and momentum to date.
- Public life conversation sharing opportunities and challenges.
- Mobile tour of the project area.

PUBLIC LIFE CONVERSATION

Participants were situated around three tables that focused on three sections of 4th Street: Washington to Cedar, Cedar to Sibley, and Sibley to Broadway. They spoke to the block and building they had most experience with. The group then rotated to weigh-in on each section.



Images of public spaces and activities as well as the Saint Paul Bike, Walk and Roll Cards were used to illustrate opportunities for 4th Street as a whole and for specific locations along the 4th Street corridor.

GENERAL COMMENTS

Create safe, beautiful and inviting places for people to spend time

- Activate storefronts and alleys with seating, plantings, and public art.

Ensure access and improve wayfinding

- Accommodate bicycle traffic on 4th Street and add bicycle parking.
- Maintain access on Kellogg Boulevard and Broadway Street with clear wayfinding and access to parking.
- Improve signage to local destinations.

Create programming that draws people to 4th Street

- Expand Farmer's Market to Union Depot plaza and create a market area between Wacouta and Wall Streets with additional vendors.
- Create a long-term summer event.

TABLE EXERCISE OUTCOMES

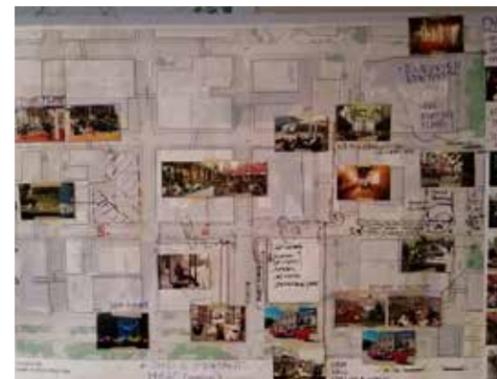
WASHINGTON TO CEDAR

- Storefronts could provide sidewalk lighting to increase feeling of safety at night.
- Illuminated panels and murals can provide wayfinding and visual interest to blank building faces.
- Add interactive water feature in Rice Park - e.g., splash pad.
- Where space is available, sidewalks can become more active spaces - e.g., sidewalk ping-pong in front of Landmark Towers.
- Area needs more bike parking.
- Alleys could be usable pedestrian spaces with shops, seating, art and plants.



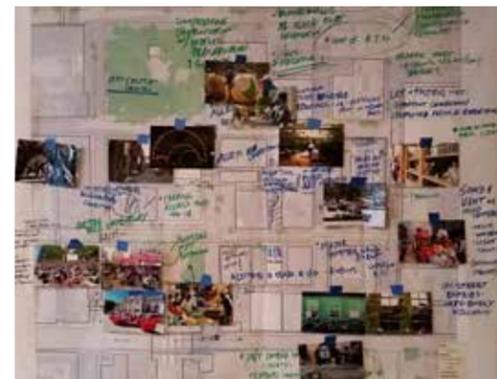
CEDAR TO SIBLEY

- Historic preservation concerns - retain historic character but allow for 21st century design as well.
- Area needs bike parking.
- Add public restrooms and trash cans.
- Plaza in front of Federal Courthouse has potential, but is guarded and underutilized.
- Incorporate light and sound to create a pleasant environment.
- Create inviting places where people will stop and spend some time.
- Create a sculpture walk along 4th Street to draw people throughout the summer.

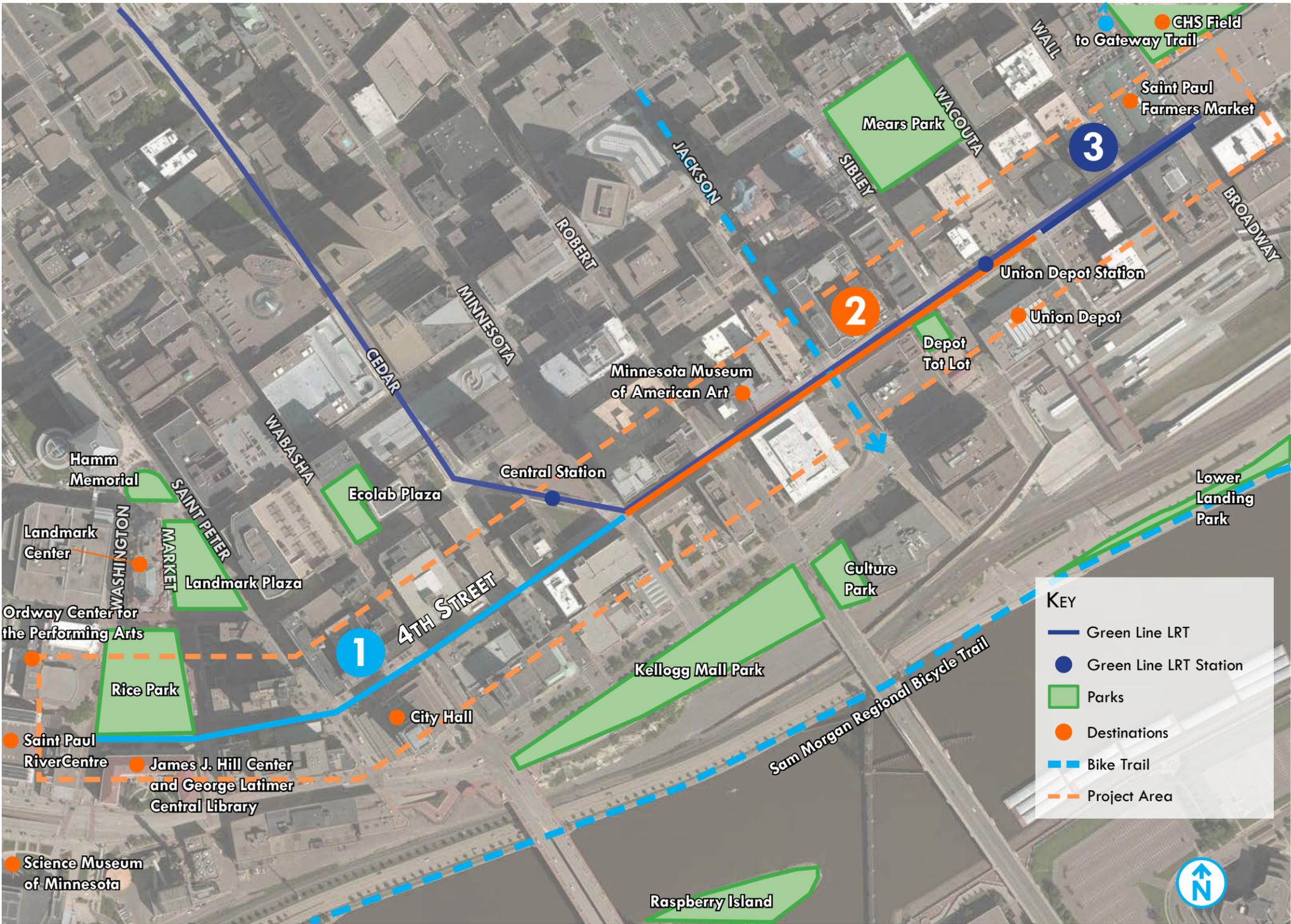


SIBLEY TO BROADWAY

- Activate Union Depot plaza with Farmers Market expansion and other events.
- Connection between Farmers Market and Union Depot is important and needs to be a pleasant experience.
- Station 4 building needs redevelopment and public investment.
- Find ways to activate alleys, especially at night.
- Alleys are opportunities for placemaking and pedestrian connectivity.
- Maintain vehicle access to Lowertown via Broadway and Kellogg Boulevard.
- Improve wayfinding to local attractions.



4TH STREET MARKET DISTRICT VISION



OVERALL RECOMMENDATIONS

For a safe and beautiful 4th Street, there is support for connecting to Central Station, the River Balcony, the downtown pedestrian loop and the Capital City Bike Way; adding street-level retail and public art that enlivens buildings.

There is support for three road treatments to add access choices and increase pedestrian and bicyclist safety shown in the map to the left and on the following pages. Specifically:

1. Washington to Minnesota - add bike infrastructure that complements parking.
2. Minnesota to Wacouta - share the road with pedestrians and bicyclists by making it a convertible road.
3. Wacouta to Broadway - restrict unimpeded vehicle traffic to east bound travel and make the west bound lane a convertible road.

Support for overall recommendations on each of the three segments include:

CONNECTIONS

- Add a pedestrian lighting system that lights the street, skyways and storefronts.
- Add trash cans, benches, sound and landscaping.
- Add wayfinding for street, city and regional assets, especially the Gateway Trail.
- Add bike facilities along 4th Street.

RETAIL

- Add street-level retail with sidewalk presence.
- Street-level entrances need to be friendly, welcoming.
- Use retail to activate alleys as pedestrian spaces.

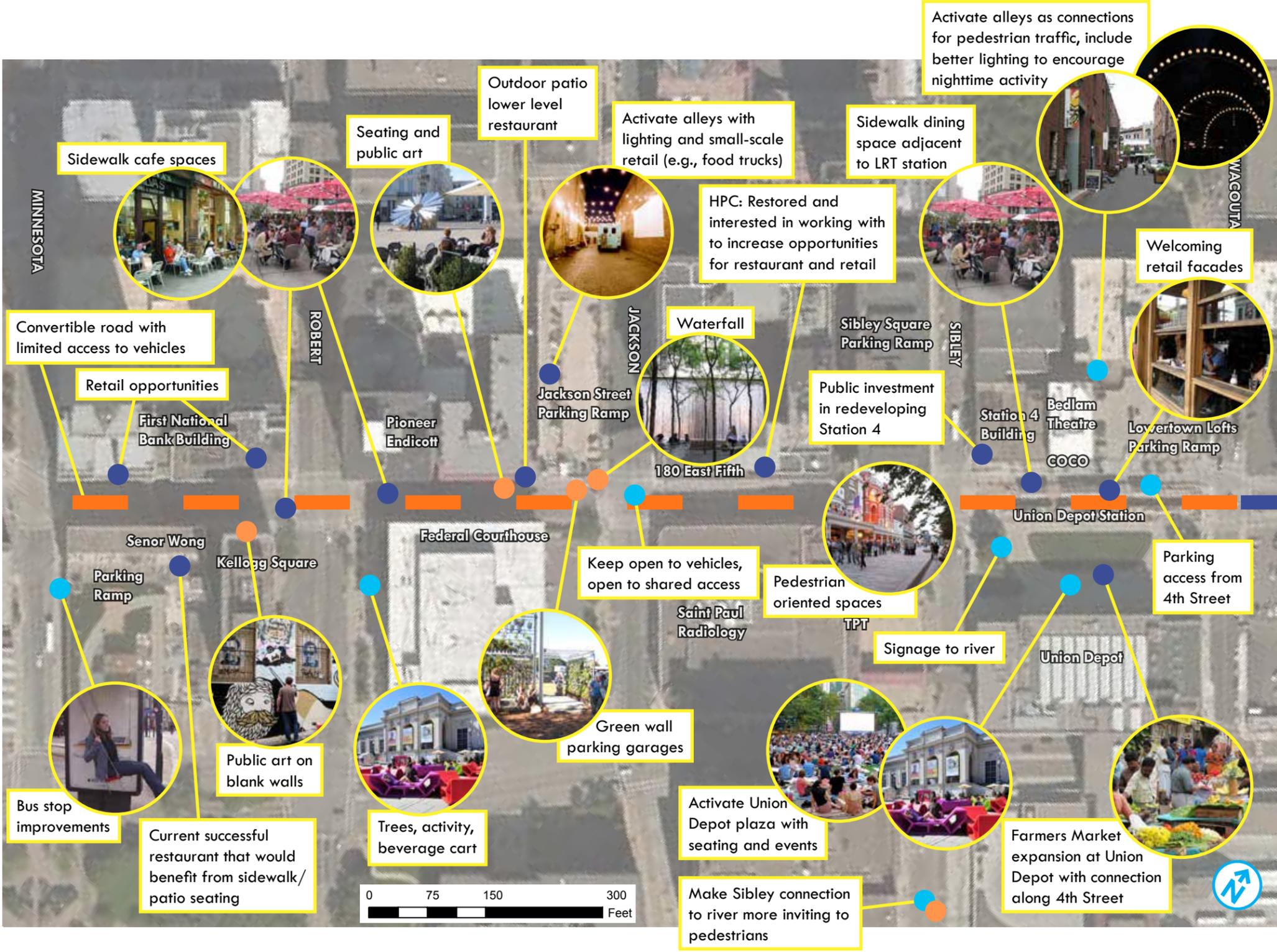
PUBLIC ART

- Add murals to blank walls.
- Add interactive public art using lighting, sound, and visual art.
- Create a major summer event like the Castlegar, BC, Sculpture Walk.
- Use to create interesting spaces and community identity.

ADDITIONAL ITEMS

- Add public restrooms.
- Consider implementation strategies, such as a Business Improvement District to manage lighting, safety, maintenance, snow removal, etc.
- Comprehensive communication with historic preservation - allow for 21st century design.

4TH STREET MARKET DISTRICT VISION



MINNESOTA TO WACOUTA

There is support for a safe and beautiful central segment of 4th Street, from Minnesota to Wacouta for connecting to Central and Union Depot Stations, the River Balcony, Farmers' Market, CHS Field and the Capital City Bike Way; adding street-level retail and public art that add interest to parking ramps.

There is support to share the road with pedestrians and bicyclists (shown below) by making it a convertible road with limited access for vehicles.



There is support for recommendations on 4th between Minnesota to Wacouta included below and in the map to the left.

- **CONNECTIONS**
 1. Create active and passive recreation spaces around Central Station.
 2. Enhance bus stops with interactive elements and art.
 3. Provide seating and beverage cart in front of courthouse.
 4. Add wayfinding.
- **RETAIL**
 1. Create ground floor retail opportunities and sidewalk cafe space at First National Bank building and Pioneer Endicott.
 2. Use retail to activate alley behind Jackson Street Parking Ramp as a pedestrian space.
- **PUBLIC ART**
 1. Creative lighting at Capital City Plaza Parking Ramp.
 2. Murals and green walls on parking ramp facades.
 3. Waterfall at corner of Jackson Street Parking Ramp.

“
As a new investor to St. Paul, I’m excited to see the City and the business community working together on such a dynamic project to drive growth in the downtown area.

— Nate Stencil, Stencil Group (Pioneer Press Building)

“
This 4th Street Market District initiative is a great example of what a group of property owners and businesses can do to impact growth in downtown. The report makes a powerful case that 4th Street is a more viable option than Kellogg when choosing the best route for the bike/pedestrian loop.

— Bill Bisanz, Lowertown Commons

CONSIDERATIONS

The following documents and plans provide context for this project:

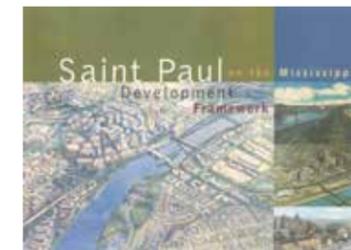
Saint Paul
Street Design Manual



Saint Paul Street Design Manual



Central Corridor Development Strategy

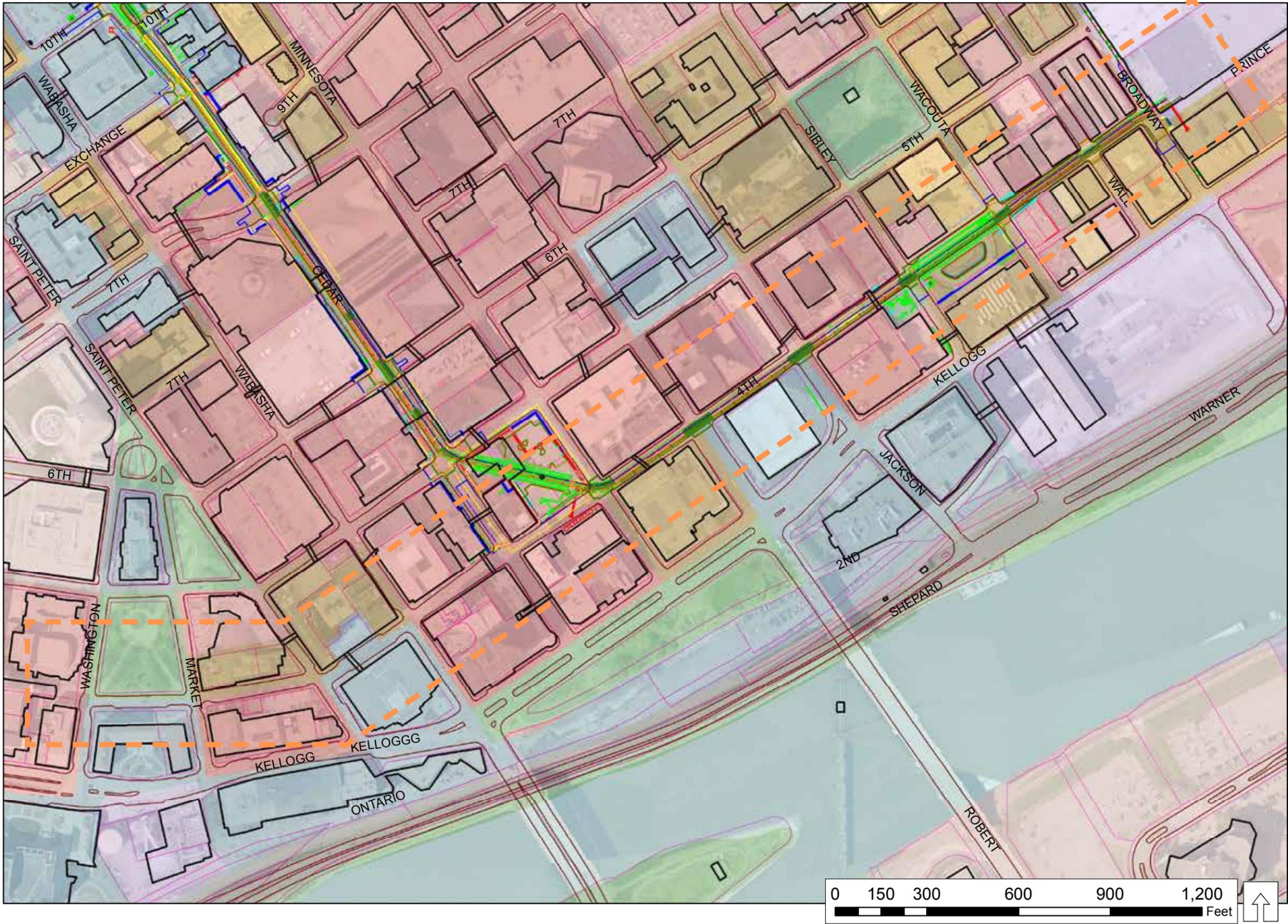


Saint Paul on the Mississippi Development Framework



Saint Paul River Balcony Master Plan

CONSIDERATIONS

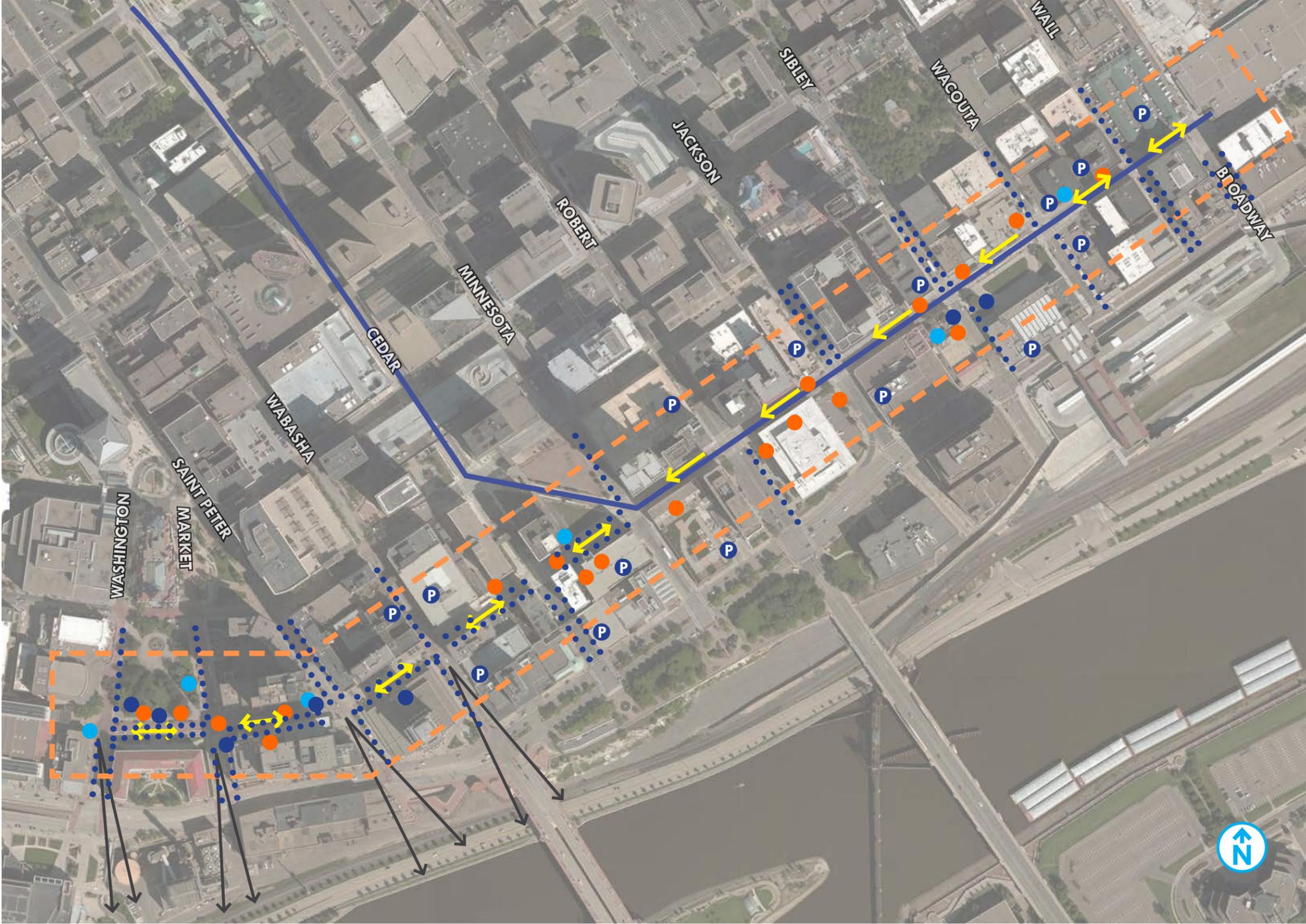


LAND USE

Of the land uses that line 4th Street, over 60% is mixed-use commercial and other. Street-level use is predominantly office and retail, but the area also includes some institutional, residential and park uses. Land use patterns will evolve as downtown Saint Paul draws larger numbers of residents, and office, commercial and retail space will continue to be dominant. The most recent available land use data is from 2010. Since that time, the only significant change has been the construction of the Green Line LRT and CHS Field.

- Key**
- Land Use 2010 - with Headings**
- Single Family Residential
 - Farmstead
 - Seasonal/Vacation
 - Single Family Detached
 - Manufactured Housing Park
 - Multifamily Residential
 - Single Family Attached
 - Multifamily
 - Mixed Use
 - Mixed Use Residential
 - Mixed Use Industrial
 - Mixed Use Commercial and Other
 - Industrial and Utility
 - Extractive
 - Institutional
 - Park, Recreational or Preserve
 - Golf Course
 - Major Highway
 - Railway
 - Airport
 - Agricultural
 - Undeveloped
 - Water
 - Curb Line
 - Buildings
 - Parcels

CONSIDERATIONS



STREET INVENTORY

A street inventory was performed to provide a basis for understanding the existing characteristics and functions of 4th Street. The survey examined the number and types of users, and the types of activity occurring on the street, as well as points of potential for undesirable activity, identified in the map as “CPTED* concerns.”

OBSERVATIONS

- The survey was conducted on a weekday midmorning to noon. Most of the people spending time in the space were smokers. There was one small group of construction workers having lunch outside Union Depot. Other users were moving through the space but not staying in it for any length of time.
- Most views from 4th Street are blocked by buildings, skyways, and topography.
- High amount of unactivated building facades that provide no visual or physical access to the street.
- The south side of street was shaded from sun by buildings. North side offered no significant protection from sun.
- Many doors opening onto the street are locked and unmarked.

KEY

- Public Art
- People gathering
- CPTED concerns
- ↗ Views
- - - Project Area
- ← Direction of automobile traffic
- Green Line LRT
- P Parking ramps and surface lots
- On-Street Parking

*Crime Prevention Through Environmental Design

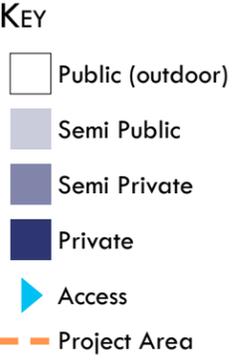
CONSIDERATIONS



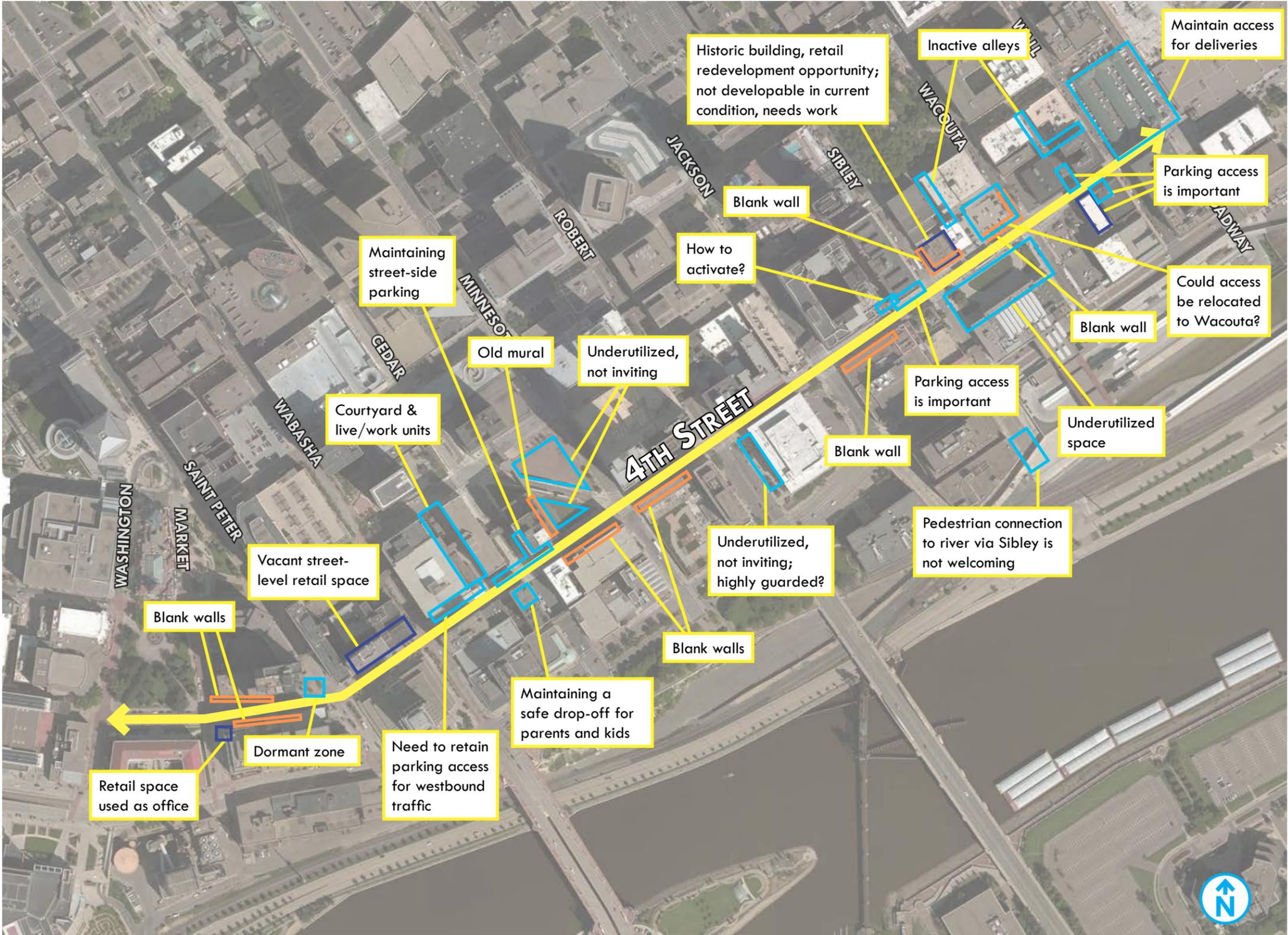
PUBLIC AND PRIVATE SPACES

At the present time, most of the street-level spaces on 4th Street are classified as semi-private. These are places that are nominally open to the public but are privately-owned, including restaurants and privately-owned businesses. They are open during limited hours and retain the right to deny access to individuals.

Most buildings have a limited number of access points and do not provide a clear indication of what businesses and services are available inside. This reinforces the division between the street and building interiors, creating a feeling that the public spaces - streets, parks, and plazas - are not part of the daily activity occurring in offices and skyway retail locations, which function as private zones walled off from the public realm. Daily activity is effectively restricted to building interiors, resulting in a public realm that is devoid of activity.



CHALLENGES



OVERALL COMMENTS

Building and business owners are aligned for the goal of making Saint Paul a great place to live, work, shop and play. To continue the momentum, there are many dynamics and challenges in order to move forward. Specifically:

CONNECTIONS

1. Lack of wayfinding.
2. Bike infrastructure is inadequate.
3. Street is dominated by large historic buildings with minimal street-level access.
4. Skyways reduce number of people using the street.
5. Inadequate lighting.
6. Many parking ramps need access from 4th Street.
7. Need to maintain on-street parking.
8. Federal courthouse plaza is underutilized, uninviting.
9. Open space around Central Station is uninviting.
10. Plaza in front of Union Depot is underutilized.
11. Alleys are inactive zones - how to activate them?
12. Pedestrian connection to river via Sibley is uninviting and lacks wayfinding.

RETAIL

1. Lack of direct street-level access makes retail harder to identify from the street.
2. Skyway retail is invisible from street.
3. Few users on the street to support vibrant retail environment.
4. Vacant retail spaces discourage pedestrian activity.
5. Station 4 building needs significant investment - not redevelopable in current condition.
6. Master Framers needs nearby parking for customers.
7. Historic preservation rules limit some streetscape and facade renovations.

PUBLIC ART

1. Street is densely built with very little creative character.
2. Blank walls contribute to lack of vibrancy.
3. Open spaces lack creative elements.

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