Principle 5

The Capitol Area is an urban multi-modal district, seamlessly connected to destinations.

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**INTRODUCTION**

The Capitol Area is an historically multi-modal district. Our 20-year vision calls for efforts to be redoubled to restore the focus from the individual car toward an enhanced, fully-developed, multi-modal mobility infrastructure.

Though streets have distinctly different functions, all must fulfill the same basic neighborhood and campus demands: the need to walk to work, to shop, to catch the bus, to get exercise and recreation, and the need to drive and park for services and employment.

A multi-modal transportation network serves multiple needs and can reduce reliance on cars alone.

**Reduced automobile use is good for the environment.** An efficient and accessible multi-modal transportation network can play a vital role in improving the urban environment. Switching from single-occupancy vehicles (SOVs) to other modes of transportation is an effective way for individuals to reduce their carbon footprint. Cities can make it easier for people to make the switch by building a safe, efficient and reliable multi-modal transportation system.

**Growing population and changing demographics will require the restoration of a more efficient and nimble transportation system.** Cities are changing. A preference for living in urban areas is growing, requiring cities to create more balanced transportation systems. According to the Metropolitan Council population forecasts, Saint Paul is projected to add an additional 45,000 residents by 2030. Our streets must increasingly integrate many layers of movement—pedestrians, bicycles, buses, light rail, automobiles, shared vehicles, and commercial and emergency traffic—to accommodate the growing number of people.

Quality pedestrian and bicycle facilities say much about the character of a neighborhood and the appeal of living there. Quality pedestrian and bicycle facilities improve convenience, increase safety and enhance recreation. They can serve all persons regardless of income, age or other attributes. They are the most energy efficient and environmentally friendly modes of transportation. Pedestrian connections are and should continue to be an essential element of the Capitol Area, since they form the initial and final segment of any trip. To the extent that people both live and work in the area, pedestrian facilities take on an increased importance in serving all segments of a trip.

**Considering pedestrians first will ensure a safe transportation system that works well for everyone.** A pedestrian-priority approach to movement is one that puts the pedestrian first in the decision-making process. This includes all variables affecting street design and support infrastructure including orientation of buildings, streetscape treatments, network of sidewalks and crosswalks, regulation of parking provisions and access, and placement of transit stops and stations.

“The average passenger car in the U.S. produces just under 1 pound of carbon dioxide per mile traveled. If just one driver per household switched to taking public transportation for a daily commute of 10 miles each way, this would save 4,627 pounds of carbon dioxide per household per year—equivalent to an 8.1% reduction in the annual carbon footprint of a typical American household.”

~U.S. Department of Transportation Federal Transit Administration, Public Transportation’s Role in Responding to Climate Change, 2010

“Considering pedestrians first will ensure a safe transportation system that works well for everyone.”

~SAINT PAUL FOR ALL 2040 Comprehensive Plan, quoted from the introduction to the Transportation chapter.
Successfully moving the bar toward a balanced transportation system requires a multifaceted approach that ensures reliable, safe and affordable transportation options that allow movement from origin to destination in a timely and efficient manner. This requires a safe, clean, pleasant and reliable public transportation network that is able to compete with single-occupancy vehicles in convenience, experience and time. This chapter outlines key strategies to restore the nature of multi-modal transportation in the Capitol Area:

1. **Complete Streets.** A complete street network that accommodates multiple transportation modes, moving beyond car-focused street design that has made biking and walking difficult in many places.

2. **Mobility Hub.** Multiple modes of transportation co-located to make a multi-mode trip easy and convenient, such as walking to the bus, biking to the LRT, or driving to a park-and-ride lot near a BRT or train.

3. **Capitol Area Mode Shift: District Strategies.** Travel Demand Management strategies, including education and economic incentives, to make shared and public transportation a more attractive option than driving alone. Shared parking strategies that free up land for active development uses and reduces land needed for personal vehicle storage.

*Figure 1: Future Street Network and Mobility Hub (See pages 14-15 for detail of this image)*
FUTURE MOBILITY STRATEGIES

A COMPLETE STREETS FRAMEWORK

“Complete streets’ is the planning, scoping, design, implementation, operation, and maintenance of roads in order to reasonably address the safety and accessibility needs of users of all ages and abilities. Complete streets considers the needs of motorists, pedestrians, transit users and vehicles, bicyclists, and commercial and emergency vehicles moving along and across roads, intersections, and crossings in a manner that is sensitive to the local context and recognizes that the needs vary in urban, suburban, and rural settings.”1

The State of Minnesota, Ramsey County and the City of Saint Paul all have resolutions or goals related to complete streets. The State of Minnesota addressed complete streets in 2010, encouraging all local road authorities to create and adopt complete streets policies for their roads that reflect local context and goals. Ramsey County approved the All-Abilities Transportation Network in 2016 to advance the county’s vision of “A vibrant community in which all are valued and thrive.” The City of Saint Paul adopted a Complete Streets Resolution in 2009 and has since written one manual and two plans to guide implementation: the Saint Paul Street Design Manual (2016), the Saint Paul Bicycle Plan (2015, amended 2017), and the Saint Paul Pedestrian Plan (2018). See sidebar for a brief description of each plan.

Full redesign and redevelopment of streets in the Capitol Area to accommodate all ages and abilities will occur incrementally over many years as new development occurs and streets are scheduled for repair. In the meantime, more affordable interim options could be explored to make a street more “complete” without a complete rebuild. This could include restriping to address traffic lanes, bike lanes, parking, and the pedestrian realm, especially at intersections and transit stops.

Optional images to be developed: perspectives or sections of a complete street before/after. Here is an example.

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1 Minnesota Session Laws 2010, Chapter 351, Section 52, (MN Statue 174.75)
What Does the City of Saint Paul Say?

Three documents underpin the SAINT PAUL FOR ALL 2040 Comprehensive Plan:

**Saint Paul Street Design Manual (2016)**

“The Saint Paul Street Design Manual is intended to be a tool to implement complete streets policies and guide the design of all future street projects so that each will be a well-coordinated process and contribute as part of a balanced transportation network for the greatest over-all benefit to the public.” (pg 3) The manual outlines five principles which provide a framework for the planning, design, and management of Saint Paul’s streets:

1. Accommodate All Modes of Travel
2. Ensure Safety for All Users
3. Promote Neighborhood and Economic Vitality
4. Integrate Placemaking and Public Art
5. Incorporate Sustainable Design

**Saint Paul Bicycle Plan (2015, amended 2017)**

The Saint Paul Bicycle Plan “establishes a vision for how and why bicycles will play an important role in the future of the city. To increase the number of people using bicycles, this plan outlines a wide range of policies, procedures, infrastructure improvements, and programs that will collectively create an environment conducive to bicycling.” (pg 2) The plan provides a framework for the development of a bicycle network that allows all Saint Paul residents and visitors to safely and comfortably ride bicycles.

**Saint Paul Pedestrian Plan (2018)**

“The Saint Paul Pedestrian Plan addresses citywide walking needs such as connecting the sidewalk system, providing safer ways to cross streets and education and enforcement programs to support safe walking. It includes recommendations to achieve the plan’s vision: *Saint Paul is a walking city—we are more healthy, resilient and connected when walking is safe and appealing for all.*” (pg 6) The plan outlines both infrastructure and program priorities to achieve goals for safe walking for everyone, connecting vibrant communities and implementation.

**Saint Paul Climate Action & Resilience Plan (2019)**

The Saint Paul Climate Action & Resilience Plan sets the goal of carbon neutrality by 2050. This involves, among other efforts, focus on transportation.

“Transportation today has surpassed the electricity generation sector as the largest source of carbon emissions and is growing. Eliminating transportation emissions is critical to achieving the goal of carbon neutrality by 2050. Transportation accounts for approximately 30% of all Saint Paul emissions today, a yearly total of 1.02 million metric tons of carbon dioxide equivalent (MMTCO2e). A majority of trips are carried out by car, often driving alone.” (pg 43)
MULTIPLE MODES OF TRANSPORTATION CO-LOCATED AROUND INTEGRATED MOBILITY HUBS

Mobility hubs combine multiple modes of transportation in one area, often clustered around a high-frequency public transit stop. Typical transportation modes may include LRT and bus; micromobility, such as scooters, bikeshare, and bike infrastructure; wayfinding elements, access or links to car-share or van pool; all in a safe and welcoming pedestrian environment. In an integrated mobility hub, these services or portion of them are located in close proximity and integrated with the urban fabric, such as in parks or in public or private buildings in the immediate area. The integrated mobility hub should increase a sense of personal safety and facilitate transfers between different transport modes.

The Capitol Rice Station area was identified in the Twin Cities Shared Mobility Action Plan\(^2\) as one of two prime locations in Saint Paul that could serve as a mobility hub. The vision for an integrated mobility hub at University and Rice, with an enhanced Leif Erickson Park as the center, was further affirmed in the Capitol Rice Commercial Vitality Zone Strategy and the Capitol Rice Development Framework\(^3\).

A mobility hub works best when improvements go beyond physical design of co-locating multiple transportation modes around one site. A mobility hub should be created in coordination with efforts to update Travel Demand Management (TDM) policy and practices for large employers, residences and destinations in an area.

See Best Practices and Guidelines page 28 for implementation strategies and recommendations for mobility hubs.

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**What Does the City of Saint Paul Say?**

Policy quoted from the SAINT PAUL FOR ALL 2040 Comprehensive Plan:

Policy T-21. Reduce vehicle miles traveled (VMT) by 40% by 2040 by improving transportation options beyond single-occupant vehicles.

Policy T-22. Shift mode share towards walking, biking, public transit, carpooling, ridesharing and carsharing in order to reduce the need for car ownership.

Policy T-28. Facilitate intermodal trips at mobility hubs (where walking, biking, public transit, ridesharing and carsharing are intentionally designed to connect) by providing enhanced security, lighting, information, shelter, placemaking, comfort and convenience.

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\(^2\) Twin Cities Shared Mobility Action Plan (Shared Use Mobility Center, 2017)

\(^3\) Capitol Rice Commercial Vitality Zone Strategy (CAAPB and City of Saint Paul, 2018)

Capitol Rice Development Framework (CAAPB, 2019)
CAPITOL AREA MODE SHIFT: DISTRICT STRATEGIES

In the Capitol Area, many major employers bring thousands of workers to the area every day. The abundance of parking in the area, combined with limited bus service to outlying suburbs and commuter incentives that require people to select only one mode of travel, has favored the automobile over other modes of transportation for commuters. The development of the Sears property could bring more residents, workers and visitors to the area (as well as a reduction of current parking leased by the State on the site), causing a parking shortage which could have an adverse effect on visitor/public parking, both on the Capitol Campus and in the neighborhoods. Shifting regular commuter’s mode of travel can mitigate these adverse effects. This travel mode shift can be made easier by implementation of operational approaches that make selecting modes other than the car more attractive and affordable.

TRAVEL DEMAND MANAGEMENT

Travel Demand Management (TDM) is a set of strategies and practices that focus on understanding how people make their transportation decisions and helping people use the infrastructure in place for transit, carpooling, bicycling, walking and working from home. TDM is a complement to infrastructure. It underlies transit-oriented development, complete streets, mobility hubs and walkable urban villages.

TDM practices that can be implemented by employers or building owners help people know about and use all of the transportation options in the system. While the CAAPB is not involved in building management, implementation of TDM practices is highly encouraged in the Capitol Area. This plan supports comprehensive strategies that enhance existing infrastructure to make shared, sustainable transportation options more convenient than single occupant vehicle (SOV) travel. Elements of TDM could include:

- Educational or “how-to” programs and up-to-date information about transportation options
- Flexible parking packages that include daily packages in addition to monthly or yearly options
- New hire/new tenant packets on transportation options
- Move-in incentives, such as a Go-To Card with value and promotions for shared mobility services
- Long-term subsidized passes and memberships for mobility options
- Unbundled lease and parking for residences
- Preferential parking and rates for high-occupancy vehicles (carpools and vanpools)
- Active transportation support through on-site showers and lockers for employees

Also see the Capitol Rice Development Framework, Appendix A, for more information on TDM strategies. It should be noted that many of the above listed measures already exist, at least to some if not full measure.

DISTRICT AND SHARED PARKING STRATEGIES

Parking supply and pricing is a key TDM strategy; it's efficacy in reducing single-occupancy vehicle travel is well-documented. In the Capitol Area, short-term transportation and land use objectives can be met through more effective management of the existing parking supply. According to Metro Transit, “A Parking District allows all vehicle users within a geographic area to use a consolidated parking facility that serves a variety of sites and land uses. By consolidating parking into fewer lots/structures, construction and operations costs are reduced and users can visit multiple sites within the district without having to drive and re-park. Conversely, shared parking typically operates at a smaller scale than a Parking District. Shared parking restricts parking to patrons, employees or residents of adjacent properties.”

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District and shared parking strategies create a parking supply that serves a collective area of land uses, transforming multiple fragmented lots into a cohesive, user-friendly parking system that improves access for customers and employees. Well-located street parking is an important part of a district or shared parking plan.

District parking strategies can:

- Improve land use efficiency and can create a more pedestrian friendly environment.
- Make it easier for drivers to locate parking and provide more potential for sharing among all district users, decreasing the time each space sits empty.

Building in Mode Shift: Opportunities with New Public and Private Investment

Large new investments, such as the Sears site redevelopment, provide an opportunity to build in TDM and district parking strategies from the beginning. Through early creative collaboration between public and private partners, large developments can implement district-wide mobility and travel demand management practices and address district-wide supply and demand for parking. Also see Chapter 7A and the Capitol Rice Development Framework for specific related policy.
What Does the City of Saint Paul Say?

The City of Saint Paul identifies mode split goals in the SAINT PAUL FOR ALL 2040 Comprehensive Plan, stating the implementation goal: “Work towards increasing all (not just work commute) trips’ mode share for non-single-occupant vehicles, aiming to surpass the following interim goals prior to 2040, as measured via the Metropolitan Council’s Travel Behavior Inventory (TBI): 25% walking, 20% public transit, 8% bicycling.”

The City of Saint Paul Climate Action Plan also identifies a goal for reduction of Single Occupancy Vehicles by 40% by 2040 and 50% by 2050 (from 2020 numbers). Key initiatives to achieve that goal, quoted from the Plan, include:

- TM-1 Reduce or eliminate citywide minimum parking requirements and set parking maximums for most land-use types and require developers and landlords to “unbundle” parking from rent
- TM-2 Redesign parking fees to capture the full cost of parking in downtown and other high-demand commercial districts
- TM-3 Provide a stable funding source to implement the recommendations of the city’s Comprehensive Plan
- TM-4 Bring together various stakeholders including the city, transit agencies, and community groups to create affordable housing in the transit market areas defined by the Metropolitan Council
- TM-5 Implement pricing strategies that accurately capture the cost of driving and auto-centric infrastructure on city roads
- TM-6 Identify strategies to mitigate the impacts of inner-city highways including capping, conversion to boulevards, or complete removal
- TM-7 Incentivize infill development by implementing smart growth strategies described in the city’s draft Comprehensive Plan
- TM-8 Increase the number of communities that are mixed-use and higher-density
- TM-9 Implement the “Vision Zero” program recommendation of the Comprehensive Plan to achieve zero traffic fatalities on city rights-of-way

Policy quoted from the SAINT PAUL FOR ALL 2040 Comprehensive Plan related to Mode Shift

Policy T-21: Reduce vehicle miles traveled (VMT) by 40% by 2040 by improving transportation options beyond single-occupant vehicles.
Policy T-22. Shift mode share towards walking, biking, public transit, carpooling, ridesharing and carsharing in order to reduce the need for car ownership.
Policy T-27. Improve public transit mode share and support quality public transit in all parts of the city through strategic establishment of transit-supportive land use intensity and design, increased traffic signal optimization for transit, working with transit providers to improve their service offerings and supporting transit facilities (See Maps T-5 and T-6).

Twin Cities Shared Mobility Action Plan

In 2017, the Shared Use Mobility Center (SUMC), at the request of multiple Twin Cities organizations including Move Minnesota, Nice Ride Minnesota, the City of Minneapolis, the City of Saint Paul, Hennepin and Ramsey Counties, the Metropolitan Council and Metro Transit, published the *Twin Cities Shared Mobility Action Plan*. The plan laid out a mode shift goal for the region to *remove 50,000 private cars from the roads* in the Twin Cities over the next 10 years, and thereby help to maintain the region’s livability, affordability and freedom of movement. The plan recommends ten strategies to achieve the goal:

1. Grow Shared Mobility in Support of the Transit Network
2. Pilot Flexible Transit that Focuses on Reverse Commute Challenges
3. Leverage the Metro Transit App to Establish a Data Clearinghouse
4. Stabilize and Grow Carsharing
5. Expand and Evolve Bikesharing
6. Elevate Vanpooling as a Viable Option for Commuters
7. Develop and Implement New Carpooling and Ride-Splitting Solutions
8. Concentrate Efforts around Integrated Mobility Hubs
9. Realign CMAQ Funding and Improve TDM Outcomes
10. Optimize Parking and Street Space to Prioritize Shared Mobility
Future-Proofing Parking Ramps?

Parking takes up an extraordinary amount of space in most cities. Future-proofing is a design strategy that is increasingly being heard in reference to new parking structures. Future-proofing creates a parking structure that can be converted to other uses in the future, when car storage needs decline as a result of increased carshare, improved public transit infrastructure or the rise of autonomous vehicles.

Conversion of parking buildings into other uses isn’t necessarily a new concept. According to FastCompany¹, “a ‘hotel for autos’ built in Manhattan in the 1930s was converted into a warehouse a decade later, and then became apartments.” Conversions are happening now more frequently, with developers looking to future-proof new parking structures with efficient future conversion in mind.

Future-proofing parking structures could include design modifications that make conversion easier, such as:

- Flat rather than sloped floors
- Adequate floor-to-floor heights, w/ floor plates aligned to surrounding buildings, to accommodate expansion/future uses
- Entry and exit ramps architecturally designed for easy removal later
- Elevators and stairwells in the center of the structure (as the often are in office buildings)
- Knockout panels and modular sections that make walls and ceilings easily removable to allow for different circulation and more light
- Initial implementation of plumbing piping or utility hookups
- Providing for street-level mixed uses

Cities are taking notice, building language around future adaptable parking structures into policy. Both the City of Saint Paul and the City of Minneapolis have policy regarding adaptable parking structures:

Saint Paul 2040 Comprehensive Plan Policy LU-15. Ensure that stand-alone parking uses are limited, and that structured parking is mixed-use and/or convertible to other uses.

Minneapolis 2040 Comprehensive Plan Policy 6. Action Step O. Require above-grade parking structures to be designed with active uses along the street walls and with sufficient clearance and floor grades on all levels to allow adaptive reuse in the future.

419 Washington in the North Loop, Minneapolis is being developed by Swervo Development and CPM Companies. The building includes three stories of underground parking and five stories of above-ground parking.

The building is designed with the capability to convert the parking floors to office space if the parking need goes down.⁴

References:
1 “These future-proof parking garages can easily morph into offices or housing” by Adele Peters. Fast Company, January 14, 2019. https://www.fastcompany.com/90291136/these-futureproof-parking-garages-can-be-easily-turned-into-offices-or-housing
3 “Parking garages are getting a second life as places for people” by Alissa Walker. Curbed, April 26, 2017.
Capitol Area Baselines

Baseline 1: Capitol Area Mode Split

In transportation, mode split refers to the percentage of travelers using a particular type (or mode) of transportation.

The 2015 Saint Paul Bicycle Plan noted a shift in transportation behavior nationwide and in the Twin Cities. “In the Twin Cities metropolitan area, motorized trips per household, motorized trips per person, and the total number of car trips have all declined since 2000. Similarly, licensed drivers per household, and vehicles per household have declined since 1970. Since 2000, the Twin Cities metropolitan mode share changes reflect a 6% decrease in driving, and a 13% increase in bicycling.” (pg 10) While a variety of factors contribute to these behavioral trends, the cost of owning and operating an automobile, environmental and sustainability concerns, and a desire for an active lifestyle are among the reasons.

In January 2019, Capitol Area Commutes, a multi-agency initiative, conducted a commute travel behavior survey among state employees in the Capitol Complex. The purpose of the survey was to establish a baseline mode split for Capitol Complex commuters and better understand the factors shaping their commute mode choice. 3,324 people (approximately 35% of the 9,500 Capitol Complex employees5) responded to the survey.

Key Findings:

1. Most respondents drive alone to work every day. Approximately 77% of survey respondents affirmed they drive alone to work most of or all the time. This aligns closely with the percentage of state employees with Capitol Complex parking permits (approximately 71%).

2. Younger respondents were more likely to use sustainable transportation modes, like transit and bicycling.

3. Respondents did not seem aware of existing offerings like discounted transit passes, the Guaranteed Ride Home program, or carpool ride-matching system, although some indicated those programs would induce them to try sustainable commuting.

5 This participation rate represents a statistical accuracy of 99% with a less than 2% margin of error.
Baseline 2: Street Framework

The design of every street in Saint Paul is influenced by the context in the city. This includes surrounding land use context, the current and projected traffic demands, right of way available, functional classification, and street ownership. All of these factors combined provide a framework for the design of the street.

Land Use Context – Corridor Classification Types

The Saint Paul Street Design Manual assigns corridor types based on surrounding land use. Of the types defined in the manual, four types are identified in or bordering the Capitol Area: downtown streets, mixed-use corridor streets, established neighborhood streets, and industrial streets. Many streets in the Capitol Area are identified as “major institutional.” These corridor classification types are the basis for more detailed planning and analysis of street types in the Capitol Area. See page 15 for application of street types in the Capitol Area.

Figure 3: Saint Paul Corridor Classification Types, Saint Paul Street Design Manual, pages 156-157

"Important Note: The City of Saint Paul is expressed commitment to the Street Design Manual as a useful tool to design specific elements of the public right-of-way, however it is also true that the City will likely be updating the document based on policy established in their 2040 Comprehensive Plan. Therefore, the designations shown here are based on slightly dated typological designations and may soon become officially obsolete. At such time of the update to the Street Design Manual, it will be necessary to review, in collaboration with the City, and with oversight of the Board, and update the future street type designations shown in this Chapter."

6 See the Saint Paul Street Design Manual, pages 156-167.
**Functional Classification**

The map classifies each street according to its vehicular function, that is, to what extent a street operates to move traffic and to what extent it operates to provide access to abutting properties. These classifications are consistent with County, Metropolitan, and State transportation plan classifications. These designations are also shown the SAINT PAUL FOR ALL 24040 Comprehensive Plan. A key takeaway in this map is that the City of Saint Paul classifies University Ave and Rice Street as “relievers” to traffic on parallel principal arterials, which may provide challenges to making these routes more pedestrian-friendly. More discussion is needed on this.

- **Principal Arterials:** roadways on the metropolitan highway system.
- **Minor Arterial System:** supplements the metropolitan highway system and emphasizes mobility. These are the main access routes to principal arterials and also provide access to the Central Business District (CBD) and to regional business concentrations. In the Twin Cities region, the minor arterials are separated into two parts: the “A minors” and “other” minor arterials.
- **A Minor Relievers:** provide supplementary capacity for congested, parallel principal arterial.
- **A Minor Augmentors:** supplement the principal arterial system in more densely developed or redeveloping areas.
- **Other Minor Arterials**
- **Collectors:** provide access to the arterial network. Also provide for movement between adjacent neighborhoods to replace some function of the minor arterials. Some through movement is accommodated.
- **Local Access Streets:** provide access for neighborhoods and within neighborhoods.

**Street Ownership**

The map shows street ownership in the Capitol Area. Coordination with multiple organizations and governmental agencies is required to encourage and implement improvements to the street network in the Capitol Area.

- **Municipal**
- **County**
- **State/Federal**
- **Private/Department of Administration**

*Figure 4: Data Source: Enterprise MnDOT Mapping Application https://mndotgis.dot.state.mn.us/emma/Freeway System: I-94 and 35E.*

*Figure 3: Data Source: Enterprise MnDOT Mapping Application https://mndotgis.dot.state.mn.us/emma/ and SAINT PAUL FOR ALL 2040 Comprehensive Plan.*
The ability to modify a street is constrained by the right-of-way available. The following map shows the existing right-of-way for each street in the Capitol Area.

Figure 6: Right-of-way Available. Data source: MnDOT Right of Way Mapping and Monitoring.
Current Traffic Demand

Current Annual Average Daily Traffic (Year of source data is shown in parenthesis):

Traffic counts show that many streets in the Capitol Area are overbuilt for the current traffic demands. Future traffic studies should serve to inform street redesign that responds to not only vehicular traffic, but also other modes of travel.

A goal for the Capitol Area concerning access and circulation is on improving neighborhood access so that neighborhoods are connected with employment, services and activities they seek. This includes all modes of transportation, not only cars.
**Going Forward...Calibrating City of Saint Paul Street Types to the Capitol Area**

While the CAAPB does not design streets, it does, per Statute 15B, approve substantial changes or improvements to public lands or public buildings in the Capitol Area. (MN Statute 15B.08, Subd 3). Street hierarchies indicate a graded level of importance among streets, often related to their size and the amount of pedestrian and vehicular traffic they accommodate. The scale of a street should also reflect the residential densities in neighborhoods. The widths of planting strips, sidewalks, front yards and driveways vary among different streets. The scale and rhythms of streetscape elements such as street trees, lamp posts and sidewalk paving affect the character and image of a neighborhood. Establishing common elements in streetscapes will provide design continuity throughout the Capitol Area.

To guide future development, the CAAPB assigns a hierarchy of street types based on multiple factors. Future design of the streets is guided by the Saint Paul Street Design Manual, Saint Paul Bicycle Plan and Saint Paul Pedestrian Plan.

![Figure 8: Future Streets (showing right-of-way widths)](image)

*Important Note: The City of Saint Paul is expressed commitment to the Street Design Manual as a useful tool to design specific elements of the public right-of-way, however it is also true that the City will likely be updating the document based on policy established in their 2040 Comprehensive Plan. Therefore, the designations shown here are based on slightly dated typological designations and may soon become officially obsolete. At such time of the update to the Street Design Manual, it will be necessary to review, in collaboration with the City, and with oversight of the Board, and update the future street type designations shown in this Chapter.*
Downtown Streets: Downtown Streets within the Capitol Area host a wide range of high-density uses and provide access to a mix of office, retail, restaurants, arts and entertainment and residential uses.

Mixed-Use Corridors: University Avenue and Rice Street provide access to a mix of small and medium size businesses as well as residences in mixed-use buildings. They have the highest volumes of vehicles and transit service as well as moderate to high volumes of pedestrian activity. Ideally, mixed-use corridors provide high-quality transit service while fostering a pedestrian scale in which walking and biking actively complement public transit. University Avenue and Rice Street are central to the Capitol Rice urban village (also see Chapter 7a) and connect adjacent neighborhoods along a common artery. Amenities and services found on these corridors should attract area residents and draw visitors from the Capitol Campus and beyond. CAAPB staff will continue to work with the local district council and organizations to improve the appearance of these commercial corridors near the Capitol Campus.

Residential Corridors: While the City of Saint Paul identifies Marion Street north of University as an Established Neighborhood Street and south of University a Mixed-Use Corridor, the width, speed of traffic, access to the freeway, truck traffic and predominantly residential character contribute to CAAPB assigning this street the Residential Corridor classification. Future development on the Sears block is expected to increase the medium-density residential character south of University Avenue.

Existing Neighborhood Streets: Local streets in residential neighborhoods should provide safe and inviting places to walk with direct access through the neighborhood to adjacent corridors and transit. Well-planned neighborhood streets knit a community together and offer a forum for the expression of community values. Good residential streets promote healthy communities and contribute to an increased quality of life.

NEW: Capitol Area Institutional Streets: Institutional Streets in the Capitol Area provide access to state buildings and other large office buildings. Pennsylvania Avenue, which does not connect with residential Capitol Heights between Rice Street and Jackson Street functions as an institutional street in the Capitol Area.

NEW: Capitol Area Civic Streets: Four civic streets in the Capitol Area are primary view corridors and pedestrian ways as people move about the Capitol complex. These streets have a design history dating back to Cass Gilbert. While each street has slightly different uses and design requirements, their axial relationship to the Capitol Building is a primary design consideration.

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7 This corridor classification is identified and defined in the Saint Paul Street Design Manual, pages 156-167.
8 Capitol Area Institutional is a subset of Saint Paul’s “Major Institutional” corridor classification.
9 Capitol Area Civic is a new corridor classification for the Capitol Area.
Street Framework: Top Opportunities for Improvement

- Preliminary study and comparing to national standards\(^{10}\) indicate that both Marion Street and Rice Street are likely overbuilt for current traffic demands. CAAPB supports re-envisioning these roads to create a more pedestrian-friendly, multi-modal public realm environment. Avoiding conflicts between all travel modes to ensure safety should be of primary concern in particular to the concerns of the pedestrian.

- Rice Street is an important corridor connecting neighborhoods to the north and northwest through the Capitol Area to downtown. While vehicular traffic is an important consideration in the Rice Street design, traffic movement needs to be balanced with a safe and vibrant pedestrian realm which encourages walking and creates community building opportunities. In addition, any changes on Rice Street that might restrict traffic must be weighed against negative impacts on local Capitol Heights residential streets. See chapter 3 of this plan for the vision for Rice Street: *Transform the Capitol/Rice corridor, the major north/south corridor of the Capitol Area connecting neighborhoods to the northwest with downtown Saint Paul, into a human-scale “great street”\(^{11}\).*

- Marion Street is wide and difficult to cross for pedestrians. In 2017 a community group at the Ravoux Hi-Rise succeeded in getting a temporary crosswalk at two points on Marion, including Ravoux Street. Still, the crossing of this wide boulevard is difficult for pedestrians. There is also no accommodation for bicycle, and given the landscaped boulevards and median, Marion may prove to be the safer and preferred route for a designated bike lane connecting downtown to points north via Como or Rice north of the commercial district where roadway is more limited.

- The unique condition along University Avenue between Marion and Rice Streets due to the south running alignment of the LRT creates a pedestrian safety hazard as the LRT runs adjacent to the pedestrian with no buffer. The Central Corridor Development Strategy and past Capitol Area Comprehensive Plans call for an improved pedestrian amenity and buffering from the adjacent LRT infrastructure.

- The intersection at Rice and Pennsylvania marks the transition to the Capitol Area from the north industrial rail area (aka North End Commercial District) north of Pennsylvania to the Rice Street commercial zone of the Capitol Area south of Pennsylvania. An urban design study could help define the character of this district better.

- Como Avenue between Marion and Rice is wide and difficult for pedestrians to cross. The street’s adjacency to residences and a city park calls for improved pedestrian access and safety to provide a connection for people from Como Place Apartments to Frogtown Community Center and Hmongtown Marketplace. Today the street is more of a barrier than a connector. The right-of-way width is wider than is necessary for the current function of the street and could be re-envisioned for other uses, but has been recognized as a major bike route and this should not be lost. *Also see the Capitol Rice Development Strategy.*

- Continued convenient access to 35E and I-94 is essential to enhancing future economic opportunities in the Capitol Area, and to making the neighborhoods convenient places to live. Given that the Capitol Area is a connector between neighborhoods to the north and downtown, as well as a major destination for people from around the state, good freeway access can protect the residential neighborhoods of the Capitol Area from excessive through traffic.

\(^{10}\) This will be referenced. NACTO or other standards on number of lanes and AADT.

\(^{11}\) The term “great street” is from urbanist Allan Jacobs, in his book by the same name. “First and foremost, a great street should help make community… A great street should be a most desirable place to be, to spend time, to live, to play, to work… Streets are settings for activities that bring people together.” ~quoted from *Great Streets* by Allan Jacobs (1995)
Baseline 3: Vehicular Parking network

Large Footprint of Parking

Today there is a large footprint of surface and structured parking in the Capitol Area, with surface parking lots especially concentrated around the Capitol Rice Station and along Rice Street in the Capitol Rice District. In all, approximately forty-five acres of land are devoted to surface parking in the Capitol Area.
### Surface Parking (Off-Street)

<table>
<thead>
<tr>
<th>State of Minnesota Lots</th>
<th># Stalls</th>
<th>Apx (Sq. Ft) Lot Footprint</th>
<th>State Ramps</th>
</tr>
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<tbody>
<tr>
<td>AA Lot AA</td>
<td>132</td>
<td>48,300</td>
<td>R1 Administration Building 249 22,200</td>
</tr>
<tr>
<td>BB Lot BB</td>
<td>32</td>
<td>11,000</td>
<td>R2 State Office Building 398 41,600</td>
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<tr>
<td>C Lot C (includes Park Street Lot)</td>
<td>237</td>
<td>86,000</td>
<td>R3 Ramp F (Transportation Bldg.) 530 46,600</td>
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<tr>
<td>D Lot D</td>
<td>97</td>
<td>82,300</td>
<td>R4 14th Street Ramp 898 53,300</td>
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<tr>
<td>G Lot G</td>
<td>83</td>
<td>45,200</td>
<td>R5 Centennial Building 1465 118,100</td>
</tr>
<tr>
<td>H Lot H</td>
<td>66</td>
<td>49,600</td>
<td>R6 Andersen Building 477 32,800</td>
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<tr>
<td>I Lot I</td>
<td>36</td>
<td>16,100</td>
<td>Sub Total 4017 314,600</td>
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<tr>
<td>J Lot J</td>
<td>147</td>
<td>52,600</td>
<td>Acres: 7.2</td>
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<tr>
<td>K Lot K</td>
<td>83</td>
<td>61,000</td>
<td>Sub Total 573 115,600</td>
</tr>
<tr>
<td>L Lot L</td>
<td>92</td>
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<td>Acres: 2.7</td>
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<td>N Lot N</td>
<td>26</td>
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</tr>
<tr>
<td>Q Lot Q</td>
<td>336</td>
<td>117,000</td>
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</tr>
<tr>
<td>U Lot U</td>
<td>44</td>
<td>46,100</td>
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<tr>
<td>W Lot W</td>
<td>99</td>
<td>46,100</td>
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<td>X Lot X</td>
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<tr>
<td>MNHS Minnesota History Center</td>
<td>402</td>
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<td><strong>Total</strong></td>
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<td>1,184,600</td>
<td><strong>Total</strong> 4590 430,200</td>
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<tr>
<td><strong>Acres:</strong></td>
<td>27.2</td>
<td><strong>Acres:</strong> 9.9</td>
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### Private Lots

<table>
<thead>
<tr>
<th>Private Lots</th>
<th># Stalls</th>
<th>Apx (Sq. Ft) Lot Footprint</th>
<th>Private Ramps</th>
</tr>
</thead>
<tbody>
<tr>
<td>S1 Como &amp; Pennsylvania Commercial Parking</td>
<td>69</td>
<td>45,800</td>
<td>R11 75 Como Ave. 170 24,400</td>
</tr>
<tr>
<td>S2 Rice Street Small Lots</td>
<td>128</td>
<td>51,100</td>
<td>R12 Office Building (Charles &amp; Park) 106 18,400</td>
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<tr>
<td>S3 Office Building (Sherburne &amp; Park)</td>
<td>214</td>
<td>76,300</td>
<td>R13 Bethesda 519 32,500</td>
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<tr>
<td>S4 Education Minnesota</td>
<td>216</td>
<td>57,600</td>
<td>R14 Regions (Robert &amp; University) 1000 54,800</td>
</tr>
<tr>
<td>S5 League of Minnesota Cities</td>
<td>158</td>
<td>52,600</td>
<td>R15 Municipal Ramp 7a 660 5,500</td>
</tr>
<tr>
<td>S6 White Castle</td>
<td>30</td>
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<td></td>
</tr>
<tr>
<td>S7 Christ on Capitol Hill Lutheran Church</td>
<td>54</td>
<td>9,900</td>
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</tr>
<tr>
<td>S8 Regions (Jackson &amp; University)</td>
<td>45</td>
<td>20,800</td>
<td></td>
</tr>
<tr>
<td>S9 Regions Hospital &amp; Emma Norton Residence</td>
<td>104</td>
<td>54,800</td>
<td></td>
</tr>
<tr>
<td>S10 St Paul License Bureau/Sunrise Bank/AFL-CIO</td>
<td>95</td>
<td>49,700</td>
<td></td>
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<tr>
<td>S11 Sears</td>
<td>445</td>
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<tr>
<td>S12 Best Western</td>
<td>242</td>
<td>61,800</td>
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</tr>
<tr>
<td>S13 545 Wabasha St. Lot</td>
<td>79</td>
<td>21,000</td>
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<tr>
<td>S14 Ramsey County Building Lot</td>
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<td><strong>Total</strong></td>
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<tr>
<td><strong>Acres:</strong></td>
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<td><strong>Acres:</strong> 3.1</td>
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</tbody>
</table>

### Summary

| Total Parking Stalls (Non-Residential) | 4319 | Total Parking Stalls (Non-Residential) | 7045 |
| Total Land Used (Acres) | 45.5 | Total Land Used (Acres) | 13 |
| Efficiency (stalls per acre) | 95 | Efficiency (stalls per acre) | 542 |
Parking Supply and Demand

Throughout the Capitol Area there are shortages and excesses of parking (both real and perceived). Variations to parking supplies happen during each day, during legislative session, and seasonally:

- Large employers dominate the area creating the greatest parking demand during daytime work hours. This leaves large expanses of parking lots empty in evening and weekend hours, creating empty and unwatched spaces which can decrease safety and adversely impact the area.
- Parking demand fluctuates throughout the year, with increased demand during legislative sessions.
- Daytime shortages in some areas of the district create spill-over parking in adjacent neighborhoods. The supply of parking in the Capitol Rice District may decrease in the coming years as surface lots are redeveloped. This will likely change conditions documented in a 2018 study of twelve parking facilities, which found, “When considering all available parking in the study area (the Capitol Rice District), many facilities are underutilized most of the time. When analyzed by ownership type, state lots and non-state lots were below the 85% occupancy rate, regardless of the legislative session (Figure 8). Only State Lots C (Ford Bldg) and Q during legislative session at noon met the 85% occupancy rate threshold. Occupancy rates at the twelve off-street parking facilities within the study area dropped off precipitously after 5pm, lowering to 17% overall.” However, if demand for parking remains the same, parking supplies will continue to tighten. This is most pronounced at the State, who is facing the loss of 500 leased surface parking spaces at the Sears site, now slated for private redevelopment.
- There are perceptions of parking shortages throughout the Capitol Area. Many of them are a function of an actual lack of supply at given times, others are fueled by perceptions that parking should simply be cheaper and/or easier to find.
- The difficulty in finding parking for constituents (or guiding constituents to convenient parking) is often cited as a top issue for legislators. (Chapter 1 of the Comprehensive Plan addresses the visitor experience.)

Parking is now managed in several ways in the Capitol Area:

- The State of Minnesota has a district-based parking model for employees in that all State agencies share the pool of parking available in State lots and ramps. Several travel demand management practices are in place that encourage carpooling and transit commuting. Smart parking technologies that help users and increase parking facility efficiencies are being planned and implemented incrementally. In today’s State campus parking model, shared parking and public-private mixed use of parking facilities is determined by the rate setting process and financing mechanisms now are in place, administered by The Department of Administration, changes to which require consultation with Minnesota Management and Budget (MMB).
- The City of Saint Paul manages on-street supplies of parking. The 2018 study mentioned above also documented on-street parking conditions: “On-street parking, (specifically in the Capitol Rice District) is used by a small number of vehicles parked for long(er) periods of time (relative to other districts). Occupancy rates of on-street parking were below the optimal 85% utilization as well. Turnover rates in on-street parking spaces were not discernably different between session and non-session observations; a relatively small number of vehicles took up a disproportionate number of the available vehicle hours. Encouraging greater turnover of on-street parking would help improve economic vitality of the area.” This finding, while helping business vitality and visitors, would also, for better or worse, lessen opportunities for employees that commute by car and rely on on-street parking.
**Going Forward...**

Collaborative, district-level and shared parking strategies should be explored by area property owners and tenants to better promote and utilize shared parking.

New structured parking solutions should be implemented that are strategically located, designed and programmed to serve as many users as possible throughout the day and the year. Specifically, structured private or public-private parking solutions at the Sears site may serve to replace surface parking supplies needed by the State and other nearby customers.

Innovative parking technology solutions should be explored to maximize the efficiency of off-street parking facilities. Innovative parking technology could allow operators to offer flexible parking plans combined with transit options to maximize parking facilities for more hours of the day and more days of the week.

Street parking in the area should be evaluated to ensure location, rates and meter durations result in maximum usage and compliance.

Parking should also be evaluated to ensure street parking in residential areas is not unreasonably encroached upon by commuters.

Designated curb space for drop off/pick up should be allocated to encourage turnover and shared mobility solutions.

Travel Demand Management strategies outlined in this chapter will help to lessen the demand for parking by decreasing commuters’ overall reliance on single occupancy vehicles (SOV’s) by up to a third of current percentages.
**Baseline 4: Pedestrian Network**

Supporting a high-quality pedestrian network in the Capitol area is a key goal (see chapter 3). Completing safe, quality connections to key locations will improve the overall pedestrian experience.

**Pedestrian Network: Top Opportunities for Improvement**

- The missing sidewalk along Winter Street approaching Jackson Street from the west (labeled #1) hinders access to Valley Park as well as the northbound bus stop at Winter and Jackson. Completing the sidewalk in this location is a priority. CAAPB will work with the City of Saint Paul to encourage completion of this sidewalk.

- The crushed granite trail along 12th Street east of Rice Street (labeled #2) should be converted to a permanent, accessible sidewalk that is useable by both walkers and wheelers, which is scheduled as part of a related MnDOT project in the I-94/I-35E commons section.

- A long-term objective in the Capitol Area is connection to the broader city and regional trail systems. A connection to the Gateway State Trail along Pennsylvania Ave (labeled #3) should be explored.
Baseline 5: Bicycle Network

Figure 14: Existing and Planned Bikeways, City of Saint Paul Bike Plan (2017)

- Off-Street Lane or Protected Lane
- In-Street Separated Lane
- Bicycle Boulevard
- Enhanced Shared Lane
- planned*

*New bike routes may be needed in the Sears site redevelopment that are not yet planned.

Yet to be Mapped: Bicycle support infrastructure

In 2019 Capitol Area Commutes conducted a Capitol Bicycle Facility Assessment. The study involved a gap analysis of the Capitol Campus’ bicycle facilities, including outdoor and indoor bike storage, bike lanes, and end of trip facilities. The Department of Administration manages the bike facilities on the Capitol Campus and has expressed readiness to work with others on future bike planning.

To be added: Data? How many bikers? Share of mode split?
Supporting bicycle commuting to the Capitol area will require connecting seamlessly to Saint Paul’s current and future bikeway network. The Saint Paul Bike Plan includes bikeway improvements to Saint Peter Street and Kellogg Boulevard near the Capitol which will make commuting from south and southwest safer. Connecting and completing on-street bicycle lanes through the Capitol Area will expand Saint Paul’s overall bicycle network while creating a safer cycling environment for local commuters.

**Bicycle Network: Top Opportunities for Improvement**

- Thoroughfares like Cedar Avenue, Robert Street and Dr. Martin Luther King Jr. (MLK) Boulevard either lack dedicated bike lanes, or only have them for short segments.

- The enhanced shared bike lane on University Ave behind the Capitol is a potential safety risk. The road is narrow due to the presence of the LRT and visibility is limited due to the hill sloping down toward Jackson Street. There is a need for a long-term re-thinking of a safe, east-west alternative for bikes, given the lack of options in this area, already shared by pedestrians, vehicles and LRT on a slope greater than normal, blocks from two hospitals.

- Extend the Capital City Bikeway to the Capitol Area along Rice and/or Marion Streets. This would provide a bicycle connection to the new Frogtown Community Center on Marion Street, to the Capitol Rice Station between Marion and Rice, and the commercial district along Rice Street itself.

- Across the Capitol Campus bike racks are in good condition, and most are well located and accessible. The most common issue with bike racks is their distance from main entrances—as a general rule, cyclists will lock their bike to whatever is closest to a building entrance, which creates issues if a bike rack is hidden along the side or in back of a building. Equip all buildings with bicycle parking within sight and reasonable distance of every visitor entrance.

- Connect the Willard Munger/ Gateway State Trail to the Capitol Area.
Baseline 6: Bus, BRT and LRT Network

The Capitol Area is well served by the bus network.

Going Forward...

Some bus stops, notably along Marion Street, provide no seating, no shelter from the elements, and little safety from traffic; are blocked by snow in the winter or are wet and muddy in the spring and are not accessible by a marked crosswalk directly to the stop. Crossing at these locations can be dangerous. All bus stops should be reviewed for accessibility, comfort and safety. Bus stops should provide benches, trash bins and adequate lighting and maintenance should be improved.

Bus Network: Top Opportunities for Improvement

- Bus stop at Marion and Ravoux should be improved. Other stops may be reviewed and added, as needed.
Future Mass Transit Corridors Will Enhance Accessibility to the Capitol Area

...and could change the way visitors and employees get here

**Rush Line Corridor:** The Rush Line Corridor is to the north of Saint Paul. The future Rush Line will be a limited stop BRT route connecting White Bear Lake to downtown Saint Paul, running along the eastern border of Capitol Heights on Jackson Street, with a station at Winter Street. According to the Rush Line BRT Project website, the bus will run seven days a week from early in the morning to late at night, every 10 minutes during rush hours and every 15 minutes at other times. Based on the project’s current timeline, it is anticipated that construction will occur in 2025-2026 and the Rush Line BRT will open for service in 2027.

**Gateway/Gold Line Corridor:** The Gateway/Gold Corridor is to the east of St. Paul, connecting eastern suburbs and Washington County. The Gold Line will be Minnesota’s first BRT line that operates primarily within exclusive bus-only lanes. These exclusive lanes are dedicated only to transit buses and will be built on the north side of Interstate 94. While the Gold Line does not run through the Capitol Area, development of this BRT will affect the overall transit accessibility of the area. Gold Line BRT is anticipated to open for service in 2024.

**Red Rock Southeast Corridor:** The Red Rock Corridor is to the south of St. Paul, connecting Saint Paul to southern suburbs and Hastings, MN. The Red Rock Corridor terminates at the Union Depot. While it does not run through the Capitol area, development of enhanced transit service along this corridor will affect the overall accessibility of the area. The timing of design and construction of BRT infrastructure will depend on additional evaluation and may not occur within the next ten years.

**Robert Street Corridor:** The Robert Street Corridor is recognized as a regional transitway by the Metropolitan Council. In 2012, the Dakota and Ramsey County Regional Railroad Authorities began an alternatives study to understand transportation needs in the area and identify transit projects that could address them. Two alternatives, bus rapid transit and streetcar on Robert Street in St. Paul and West St. Paul, were identified as the projects with the best potential to address the needs for improved transit service in the study area. A decision on which project to pursue was deferred to allow communities on the route to consider both options in their upcoming comprehensive plan processes. **Need timeline and confirmation of details.**

**Riverview Corridor:** The Riverview Corridor is a 12-mile planned transportation connection between neighborhoods and anchor destinations and employers in downtown Saint Paul, Minneapolis-St. Paul International Airport and the Mall of America. The planned modern streetcar line includes use of existing METRO Green Line stations and tracks in downtown Saint Paul and existing METRO Blue Line stations and tracks south of the Mississippi River beginning at Fort Snelling. Nine new stations are planned along State Highway 5 (West 7th Street). **Need timeline and confirmation of details.**

Image: modified from Ramsey County Red Rock Corridor [https://redrockcorridor.com](https://redrockcorridor.com)
**BEST PRACTICES AND GUIDELINES**

Following are goals followed by best practices and guidelines for future street and mobility improvements in the Capitol Area:

1. Develop balanced and coordinated networks of movement that allow for a mix of pedestrian, bicycle, LRT, bus, and vehicular circulation that is compatible with neighborhood needs.

2. Develop integrated mobility hubs at key locations.

3. Reduce single-occupancy vehicle (SOV) commuting to 50%.

4. Encourage the State and other large employers or land owners to begin or continue to implement travel demand management practices.

5. Encourage public-private collaborations on District Parking strategies to achieve parking efficiencies.

---

Note: As defined in MN Stat. 15B, the Capitol Area Architectural and Planning Board must approve any substantial changes or improvements to public lands or public buildings in the Capitol Area. (MN Statute 15B.08, Subd 3).

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1. Develop balanced and coordinated networks of movement that allow for a mix of pedestrian, bicycle, LRT, bus, and vehicular circulation that is compatible with neighborhood needs.

   1.1. Following the standards set in the Saint Paul Street Design Manual, implement a complete streets framework in the Capitol Area. *(See Baseline 2: Street Framework, page 15-16)*

   1.2. Following the standards set in the Saint Paul Bicycle Plan, identify strategic locations for bicycle facilities and new designated bike routes in the Capitol Area to connect people to destinations and to the wider bike network. *(See Baseline 5: Bicycle Network)*

   1.3. Following the standards set in the Saint Paul Pedestrian Plan, the quality and safety of the pedestrian environment must be a priority in all street design decisions.

   1.4. In certain areas where the extension of a specific character is important, develop public realm guidelines to guide future design.

   1.5. Maintain good freeway access, as the Capitol Area is a destination for people from around the state, accessing the area by chartered bus or vehicle.

   1.6. Discourage through traffic on residential streets.

   1.7. Explore opportunities to incorporate traffic calming techniques (including, but not limited to, reduced street widths, traffic islands, stop signs, and bump-outs) on major corridors throughout the district, starting with temporary measures tested during the summer, paired with traffic studies of nearby streets.

   1.8. Install sidewalks on all streets where pedestrian access is required for connection to key destinations, such as parks, public buildings and the trail system. *(See Baseline 4: Pedestrian Network)*

   1.9. Work to ensure that all pedestrian ways in the Capitol Area are ADA accessible, where topography allows.

   1.10. Continue to improve pedestrian connections in the Capitol Area and to nearby destinations.

   1.11. Make bicycle facilities an integral feature of the Capitol Area circulation system.
1.12. Accommodate expanded use of regulated, shared micromobility options in the Capitol Area and ensure pedestrian safety by taking appropriate measures to eliminate conflicts between motorized personal vehicles and pedestrians.

1.13. Improve and embed Bike Lane/Trail maps and signage along bike paths.

   1.14.1. In conjunction with the City of Saint Paul, Ramsey County and the area’s major institutions, identify transit needs and highlight opportunities for improving service.
   1.14.2. Work with Metro Transit to enhance routes and frequency of service in the Capitol Area.
   1.14.3. Work with Metro Transit to ensure that all transit stops provide clear signage and visual cues to help direct transit users to Capitol Area destinations, as well as adequate shelter, seating, recycling, and waste disposal facilities.
   1.14.4. Continue to explore opportunities to integrate other modes of transportation into existing and planned transit stops. For example, explore additional ways to provide access to scooters or bikes.
   1.14.5. Include pedestrian scale lighting within ¼ mile of transit stations where it is not present.
   1.14.6. Include drop-off area for rideshare and paratransit customers.
   1.14.7. Encourage a stronger partnership between large institutions, such as the State, and Metro Transit to share the cost of providing transit access to employees.

2. **Develop integrated mobility hubs at key locations.**
   2.1. Explore development of a multi-agency public-private initiative to plan and implement an integrated mobility hub at University and Rice.
   2.2. Integrate mobility hubs with surrounding context:
      2.2.1. Co-locate mobility hub elements around intersections such as University and Rice, including in any new buildings.
      2.2.2. Integrate seamlessly with existing transit options at adjacent intersections.
      2.2.3. Design to orient people using sight lines, wayfinding to nearby destinations, and signage that clearly identifies mobility options.
   2.3. Endeavor to include multiple mobility hub elements:
      2.3.1. Information and wayfinding: Incorporate transit and shared mobility information in a kiosk at Leif Erickson Park. Commercial signage or advertising logos are prohibited.
      2.3.2. Include a limited number of car-share parking spots, ideally within structured parking.
      2.3.3. Continue to provide electric vehicle (EV) charging stations.
      2.3.4. Identify areas for bikes and scooters to ride and park that avoid conflicts with pedestrians, and enforce those rules.
      2.3.5. Provide safe, well lit, comfortable waiting areas with places to sit.
      2.3.6. Plan for comfortable pedestrian connections.
      2.3.7. Provide space for ride-share drop-offs/pick-up.
      2.3.8. Provide reserved or on-street parking for vanpools.
2.3.9. Provide bike end-of-trip facilities in new buildings designed to meet the needs of those buildings’ users. In some cases, this may require additional funding to accomplish.

3. **Reduce single-occupancy vehicle (SOV) commuting to 50%**.

   3.1. Increase the use of sustainable commuting in order to reduce the dependency on single-occupancy vehicles.

   3.2. Large institutions, such as the State, hospitals and workplaces, should identify their own measures to reach the 50% SOV goal. See item 4 below.

   3.3. Large institutions, such as the State, hospitals and workplaces, should work collaboratively to accomplish the 50% SOV goal. See item 4 below.

4. **Encourage the State and other large employers or land owners to begin or continue to implement travel demand management practices.**

   4.1. Encourage implementation of the Capital Area TDM Implementation Toolkit created in 2019 with the State and other large employers or landowners in the Capital Area.

   4.2. Regular consultation with regionally designated travel management organizations is encouraged.

   4.3. Determine the costs and resources needed to develop and administer the TDM plan and identify the sources of the funding that can support the TDM plan as it is phased in.

   4.4. Encourage designation of a Transportation Coordinator at the State and other large employers or land owners that would develop a plan to assess and document progress toward TDM goals. Encourage coordination between Transportation Coordinators in various organizations.

   4.5. Add access control to all surface and structured parking. Access control, whether in the form of an automated gate arm or other vehicle identification system, allows for more efficient management of existing parking supply. Effectively administer parking to maximize utilization and manage demand.

   4.6. Encourage implementation of parking strategies to shift the demand for parking, such as unbundling the price of parking from leases, offer daily parking rates in addition to monthly contracts*, or providing preferential parking and rates for high-occupancy vehicles (carpools and vanpools).

   *Monthly parking contracts mask the real cost to drivers and disincentivize occasional non-SOV commuting. By offering a daily parking option, commuters can then be more aware of the daily cost of driving to work and have more flexibility in their transportation choices.

   4.7. Promote active transportation by including support in building design, such as shower facilities and changing rooms or a bike repair station; or incentivizing multi-modal transportation options, such as offering discounted or subsidized shared mobility memberships.

   4.8. Promote transit and other shared mobility by implementing workplace TDM strategies, such as subsidizing transit passes; where possible, sponsoring and hosting a car sharing service, subsidizing car-sharing or ride-sharing for employees/tenants; allowing employees to use on-demand ride-hailing services for work trips; or encouraging remote work.

   4.9. Educate community members about the availability of sustainable transportation options through marketing campaigns and education, such as a commuter cost calculator, providing new hire/new tenant packets on transportation options, designating a transportation coordinator, negotiating move-in mobility incentives, or maintaining current information about transit options in shared/public spaces and on internal and external websites.
5. Encourage public-private collaborations on District Parking strategies to achieve parking efficiencies.

5.1. Review and revise zoning requirements for parking to be consistent with transportation goals as outlined in the Comprehensive Plan.

5.2. At the time of planning for large new developments encourage collaboration and communication of parking needs by both public and private entities. See further location-specific policy established in Development Frameworks.

5.3. Explore opportunities for shared parking arrangements that better utilize stalls at all hours of the day, including municipally and privately-owned and -operated surface lots and ramps as well as street parking. This can facilitate the redevelopment of infill sites currently used for parking.

5.4. Make the parking system clearly defined and logical; it should be obvious where visitors and customers can park.

5.5. Provide visitors the greatest convenience by allocating visitor parking to parking facilities closest to visitor destinations.

5.6. Provide priority parking for carpool vehicles and high occupancy vehicles.

5.7. Review and update as necessary parking area design policies, in coordination with Administration Department and with consideration of findings from the 2017 Capitol Area Parking Study.

5.8. Reduce parking spillover by commuters into adjacent neighborhoods.

5.9. Explore opportunities to integrate structured parking into the design of buildings. Where feasible, encourage underground parking.

5.10. Reduce the parking ratios required for new development in areas within walking distance of LRT stations to account for the mixed-use nature of transit-oriented development. Allow ratios to be subject to negotiation in cases of shared or structured parking approaches.

5.11. Eliminate parking minimums for new State projects on State property.

5.12. Study the feasibility of adopting a parking dedication fund that would allow users in the Capitol Area to contribute cash to a parking fund in lieu of providing onsite parking. The parking fund would be used for public parking improvements in the Capitol Area. State participation would have to be analyzed and approved by MN Management and Budget.

5.13. Minimize the adverse impacts of parking lots and parking structures on the natural environment.

5.13.1. Encourage the use of pervious paving to reduce storm water runoff.

5.13.2. Encourage landscaped islands in surface lots to help storm water runoff.

5.13.3. Design parking lots and parking structures for infrastructure for plug-in electric vehicles and e-bikes.

5.13.4. Where possible, integrate solar technologies.

5.13.5. Explore the integration of other forms of alternative energy production and use as they relate to the design of parking lots.

5.14. Guidelines for Structured Parking Ramps:

5.14.1. Structured parking with shared parking should be encouraged within a district parking plan and within the guidelines set by this document. Also see the Capitol Rice Development Framework.

5.14.2. Design new parking ramps to blend with other buildings, using frontages that mask the function of the ramps.
5.14.3. Provide for active, street-oriented uses on the street level of parking ramps facing key street
frontages.

5.14.4. Whenever possible, structured parking ramps should be designed to accommodate other uses.
Ramps should have mainly flat floors with adequate clearances and with ventilation that can later be converted to windows. Inclines or spirals should be built to be able to be removed in the future without jeopardizing the integrity of the building.

5.14.5. Encourage the appropriate use of green roofs on parking structures.

5.14.6. Use smart parking technology to maximize use of the ramp at all hours of the day.

5.14.7. Provide preferred parking for carpools.


5.15. Guidelines for Surface Parking Lots:

5.15.1. Surface parking should not be expanded unless a clear need is demonstrated.

5.15.2. Surface parking lots should be reduced in size or eliminated if they are underutilized (less than 85% utilization at peak periods).

5.15.3. Surface parking lots on State land should be reduced or eliminated in areas zoned G-2 (Government Open Space) at the earliest possible point. Surface parking lots in G-2 Government (Open Space) District are considered 'temporary' or 'interim'. These lots are the two at the southernmost corners of the lower mall and Leif Erickson Park.

5.15.4. Until Parking Guidelines are updated, all surface parking lots should come into compliance with approved standards, which involve screening with plant materials and/or fences and with trees and planting in the interior of parking lots.

5.16. Guidelines for City on-Street Parking:

5.16.1. On-street parking opportunities should be maximized to reduce the demand for private, off-street parking.

5.16.2. Maximize on-street spaces on commercial streets and allow on-street parking to be counted toward required parking ratios in new development.

5.16.3. Review and revise, if necessary, on-street parking restrictions including time limits, hours of operation, and handicapped parking locations to meet customer needs.

5.16.4. Explore permit or time-limited parking for residential streets to ensure commuters use employer-provided parking facilities and commercial street parking, as available.

5.16.5. Where off-street parking is required for private development, a payment-in-lieu option should be provided that directs funds to a Municipal Parking Authority for the construction of a shared parking ramp.

5.16.6. Enforce rules governing food trucks for both payment and hours in order to increase availability of on-street parking for visitors.