Redevelopment of the Ford Motor Company Site

Prepared for The City of Saint Paul, Minnesota

Phase 1 Summary Report:
5 Major Development Scenarios

Prepared by the EDAW Team
October 17, 2007

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1: Introduction

A. PURPOSE OF STUDY

The City of Saint Paul acknowledges the incredible opportunity and responsibility in planning for re-use of the Ford site. In 2006 the City launched its Phase 1 planning process to work with Ford Motor Company, local neighborhood groups and citizens to shape a vision and a range of planning options for a redeveloped Ford Site. Through both this Phase I process, and the Phase II analyses to ensue, the City will identify a plan that creates a positive legacy for the City and Ford Motor Company.

The purpose of this Phase I Planning study was to work with the general public, a task force established by the city, city officials, Ford Motor Company and the adjacent property owners to develop a series of development scenarios for reuse of the Ford Motor Company property, located on a bluff of the Mississippi River in the Highland Park Neighborhood of Saint Paul.

The scenarios fall within an overarching vision for the site, which is supported by a list of goals that define the key physical, social and economic objectives for the site.

The development scenarios were crafted to be purposely divergent and have enough detail to undergo the Phase II analyses, including a State of Minnesota Alternative Urban Areawide Review (AUAR) process. An AUAR, as described by the Minnesota Environmental Quality Board (EQB), has "the content and format of an Environmental Assessment Worksheet (EAW), but must provide for a level of analysis comparable to that of an EIS for impacts typical of urban residential, commercial warehousing, and light industrial development and associated infrastructure." More information on the AUAR Process can be found at http://www.eqb.state.mn.us /pdf/AUARFormatrev4-05.pdf.

This report also provides enough detail to complete a preliminary fiscal analysis for each scenario. All the scenarios respond to preliminary potential market demands as identified in Phase I by Colliers International, consultants hired by the Saint Paul Port Authority.

The five scenarios organize the mix of land uses, open space, transportation networks and job creation within the context of the surrounding neighborhood fabric and in response to specific community issues.

B. OVERVIEW OF STUDY AREA

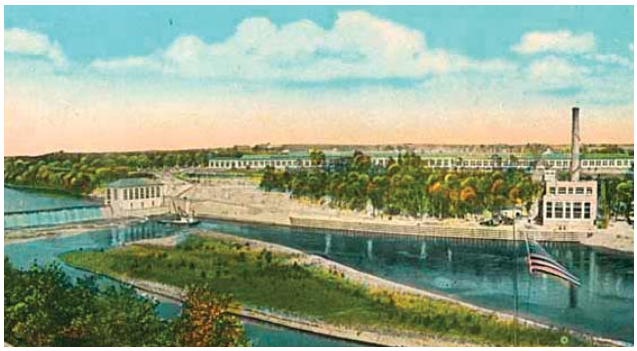
The Ford Motor Company plant site is located within the Highland Park neighborhood and adjacent to the Mississippi River in southwestern Saint Paul, Minnesota.

Metro Site Context

The site's location in the greater metropolitan area offers several strategic advantages including:

- Proximity to downtown Saint Paul and downtown Minneapolis (20 min) and the Minneapolis/Saint Paul International Airport. (10 min)
- Proximity to several college and university facilities that provide a research base and educated population.
- Views and recreational access to the Mississippi River and the larger regional open space system.
- Immediate adjacency to the successful Highland Park Business District.
- Existing high quality, high value residential neighborhoods.
- A large contiguous land area located within one of the major metropolitan areas of the country.

Site Context



The site includes 122 acres of Ford Motor Company land utilized for the plant as well as 13 acres of Canadian Pacific Rail property, for a total of 135 acres. The site is bounded by Ford Parkway to the north, Mississippi River Boulevard and Hampshire Avenue to the south, Mississippi River Boulevard to the West, the alignment of Finn extended into the site and Cleveland Avenue to the east. The physical dimensions of the site are approximately 1,800 feet east to west and a half mile, or 2,640 feet, north to south. It is mostly occupied by manufacturing, assembly and warehouse buildings, parking lots for employees, and new vehicles.

C. BACKGROUND

The Ford Motor Company has operated the assembly plant on the site since 1924. For over 80 years, Ford has been an active and generous community partner, a good neighbor, and a strong employer. Ford has historically provided as many as 1,800 well-paying manufacturing jobs in the heart of the Twin Cities region, with minimal disruption to the surrounding community, due primarily to the use of rail to bring in materials and send out finished vehicles. However, due to corporate and global economic reasons, Ford plans to close the plant in 2008. The closure of the plant is a significant loss for the community, the City and the region. However, it provides an unprecedented redevelopment opportunity in the center of the Twin Cities region.

An employee training center, developed by the Minnesota State College and University (MNSCU) in conjunction with Ford and the UAW, was built within the last 5 years and is located on the north central portion of the site. The 40,000 square foot training center and its high-tech equipment are also available for instructional use by MNSCU faculty and students.

Approximately 13 acres of the study area is property owned by Canadian Pacific railroad. This land abuts the Ford property in the southeast corner. It contains a railroad spur that terminates at the Ford site, with the eastern extension of the spur serving only one other customer a couple of miles east. If no heavy rail line user replaces Ford, the future of the spur is in question.


Canadian Pacific line to the southeast of site

Three baseball fields are located on the eastern edge of the Ford property. For decades Ford has generously offered that portion of its property for recreational use by the community. Today, the fields are a deeply treasured asset and continuation of this recreational use on some area of the site is a priority for many in the community.

An active hydroelectric facility exists on 15 acres of land between the Ford property and the Mississippi River. The facility, recently sold to a Canadian company, uses an Army Corps of Engineer's dam to generate enough electricity to power the Ford plant, plus excess capacity that Ford sells. The sale agreement includes a provision for the new owner to sell up to 5 megawatts of energy produced from the plant to the Ford Site. In addition, a steam plant located west of the site is still functional and operational. Neither of these facilities were part of the study area.

The extent of environmental contamination at the Ford site is not known at this time, but it is possible that environmental impacts may affect development plans. Ford is currently undergoing extensive environmental analysis of the property.

Nearly half of the Ford site is covered by the Mississippi River Critical Area Overlay district, which guides land use and development within the Mississippi River corridor. The district boundary was fixed by Governor's Executive Order 79-19. The City of Saint Paul is responsible for writing and implementing the zoning standards within the critical area districts, as guided by state statutes. At this time, revisions to the City's Critical Area Ordinance are under discussion, and revised standards for the Ford area are pending.

A small portion of the site is also affected by airport overlay zones which restrict building heights and/or uses.


Public meeting / workshop

Hidden Falls Park is located to the south of the site with Mississippi River Boulevard running along its western edge. A multi-use trail system along the boulevard connects a large part of the Saint Paul population to the Ford Site.

While the City believes that reuse of the Ford site presents a unique and exciting development opportunity in the heart of Saint Paul, there were a number of issues, concerns, and questions that needed to be addressed to forge a common vision the community could embrace. These issues include:

- Scale and type of development
- Environmental sustainability
- Traffic
- New employment opportunities
- Recreation and open space


Public meeting / workshop

D. PROCESS & PARTICIPANTS

Critical to the success of the planning effort was the integration of public participation in the planning process. City officials established a public/private partnership to ensure that the immediate neighborhood and the broader Saint Paul community were engaged in the planning effort throughout the first planning phase.


Public meeting / workshop

Project Participants

The primary stakeholders involved in the Phase I planning are described below. A list of individual participants representing various stakeholder groups is included in the Acknowledgements section of this report.

1. Ford Site Planning Task Force

City staff and the consulting team worked cooperatively with the Ford Site Planning Task Force, a group of community leaders appointed by the Saint Paul Planning Commission to oversee the public planning process and the development and selection of a preferred alternative.

This twenty five member Task Force met eleven times between February and June 2007.

The Task Force was charged, (through Phase I and the upcoming Phase II), with planning for reuse of the site and "to prepare for consideration by the Planning Commission, City Council and Mayor a development framework for a mixed-use development that will represent a fitting legacy for both the Ford Motor Company and the City of Saint Paul."

2. Public Meetings

Three large public meetings took place during the Phase I process. The first was a listening session early in the process, the second included presentation and break out discussions of initial ideas for the site, and the third was a presentation of the five draft Major Development Scenarios followed by a question/comment and answer session. The meetings were typically attended by 90-170 individuals.

3. Web Page and Press

The City maintained a project web page (WWW.STPAUL.GOV/PED/FORDSITE) throughout the first phase planning process. In addition, several different local press and radio affiliates wrote articles about the project.

4. City Staff

Varying representatives from the City participated in this first planning phase. The Saint Paul Department of Planning and Economic Development (PED) led the planning process for the City. Ward 3 Councilman Patrick Harris and his office were intimately involved in the effort. Mayor Chris Coleman was briefed regularly and a representative from the Mayor's office participated in most Task Force and public meetings. In addition, a Technical Advisory Group including representatives from numerous local, metropolitan and state organizations, met periodically to discuss technical aspects associated with the site and its potential reuse.

5. Developer Panel

After initial schemes were formulated, a developer panel consisting of local and national developers with brownfield and urban infill experience, met to review and comment on the schemes and the site's potential. Comments focused on the local/regional market, the

Developer Panel

Public meeting / workshop

Task Force meeting


Public meeting / workshop


Public meeting / workshop


Task Force meeting

specific market for the site, preferences for uses, and initial feedback on the schemes. The panel represented all segments of the developer market including residential, office, retail and industrial.

6. Consulting Team

A multi-disciplinary consulting team led by EDAW was retained by the City of Saint Paul to lead the Phase I planning effort. This team included national land and transportation planners, urban designers, landscape architects, and engineers. The EDAW Team participants included EDAW, Close Landscape Architecture, ESG Architects, Inc., Meyer Mohaddes Associates, Inc., Dewar and Associates, Inc., and URS Corp.

7. Saint Paul Port Authority

The Saint Paul Port Authority provided input on industrial needs and opportunities for the site. They also generously retained the services of Colliers, International, an independent market analyst to conduct a market assessment of the Site. The Saint Paul Port Authority has been a leader in manufacturing and job-creation in the City since 1932.

8. Capstone Students

A University of Minnesota-Humphrey Institute of Public Affairs-Capstone Class utilized the Ford site and the Phase I planning for their Capstone class project in spring 2007. Ten students attended and helped at various Task Force and public meetings, as well as prepared a series of 'deliverables' as outlined by their instructor. These deliverables related to case study research on sustainable brownfield projects and public input from targeted stakeholders, culminating in a final presentation to the Task Force in May 2007.

9. Other Stakeholders

The Consultant Team conducted one-on-one interviews with various core stakeholders. These focused interviews were selected based on input from the City and Task Force. The Capstone students supplemented these interviews with broader outreach to the business and resident community within the Highland neighborhood by conducting public survey sessions and interviews.

Project Schedule

The City began the Phase I Ford planning process by releasing a request for proposals in December 2006 and selecting a consulting firm in January 2007. The first Task Force meeting took place in early February 2007, with meetings following every two to three weeks during the Phase I process.

The schedule began with identification of issues, stakeholder interviews, site analysis documentation, establishing goals and objectives, and creating a vision statement.

In addition, a series of best practice case studies were presented by the Capstone students and EDAW to the Task Force.

Next, 16 initial "what if" land use framework diagrams, or themes, were presented to the Task Force as a litmus test to gage acceptance. These themes included both single use and multi-use scenarios for the site to evoke discussion. All land uses, from industrial to open space, were considered. Ten themes were primarily single land use ideas, while six represented more mixed-use approaches. Imagery representing each theme was also presented to help the Task Force understand the overriding thought and character behind each.

The Task Force voted on the top five and lowest five themes and provided written comments that allowed the consultant team to determine the most preferred land use themes. The consultants created ten draft land use themes. Each identified the road network organization of land uses, location of key civic/public structures, integration with the surrounding neighborhood context, as well as initial building massing. Eight of the ten themes were mixed-use, and two of the themes had a primary use of either industrial or office/institutional supplemented with modest retail and civic uses. Photo imagery of other built projects were included to help the Task Force understand the character of the various uses, their physical setting, and statistical land use data.

Two meetings were devoted to presentation and discussion of these schemes, with time in between for the Task Force to further review and comment. These comments, in addition to comments from the second public meeting, were synthesized and prioritized to move to the next phase of the process.

The final step of the Phase I Planning process generated five draft development scenarios, including one that must comply with the Responsible Government Unit's (RGU – in this case the City of Saint Paul) Comprehensive Plan – or the equivalent of the "no-build" alternative - as required for an Alternatrive Urban Areawide Review (AUAR).

The five development scenarios are explained in detail in Chapter 5 of this document. The draft development scenarios were reviewed, commented on and modified based on three weeks of Task Force meetings and commenting period, as well as a final public meeting. These five development scenarios will now undergo the extensive analyses in the Phase II process, including review of environmental impacts, traffic impacts, job creation potential, fiscal impacts, and sustainable design potential.

2: Vision and Goals

The following Vision Statement and Goals were established with the Task Force at the onset of the project. The next phases of planning work should adhere to these important vision and goal statements.

Vision:

The redeveloped Ford Site will balance economic, social and environmental sustainability in a way that conserves and improves the qualities and characteristics of the unique Highland Park neighborhood and Mississippi River Valley Corridor in which it sits, while advancing the City's economic wealth and community goals, resulting in a forward-thinking 21st Century development.

Goals:

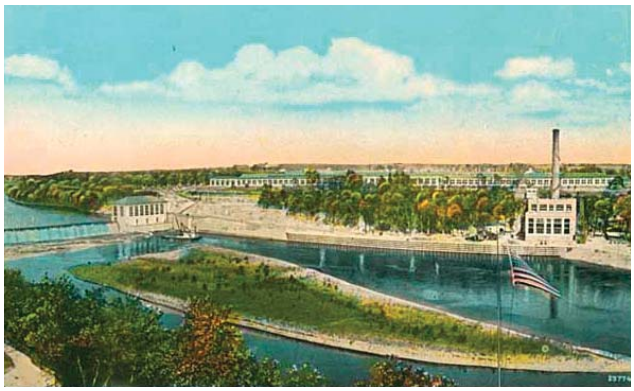
Character and Built Form

- Redevelop the site to be integrated with the physical neighborhood and fabric of the community.
- Balance built and natural systems, and implement through zoning, standards and/or guidelines that assure that the form, massing and location of different uses and intensities complements the surrounding neighborhood.
- Create a street system of tree lined streets and sidewalks, with some boulevards, to complement the surrounding block and street patterns within the Highland Neighborhood.
- Provide opportunities for public art and cultural amenities, some of which reflect the heritage of Ford and the Highland neighborhood.

Community Amenities and Open Space

- Redevelop the site to exhibit a high level of compatibility with the surrounding natural systems, retaining the distinct character of the Mississippi River Corridor and providing additional natural, active and passive open space to support both natural systems and residents' recreational needs.

- Re-establish an urban tree canopy and green space within the site with street trees and private and public green spaces, with an emphasis on integrating native plant materials.



Economic Viability

- The redevelopment of the Ford Site must have long term economic viability.

- Provide an increase in the tax base and improve surrounding property values.

- Provide a strong and innovative business base with an emphasis on family sustaining jobs.

- Recognize and highlight the unique location of the site along the scenic Mississippi River, in the heart of a healthy and vibrant neighborhood, centrally located in the greater Metropolitan area, and 10 minutes from the region's international airport.

- Retain opportunities for continuing education, training and other educational opportunities on the site.

Land Use

- Provide a mix and pattern of land uses that keeps traffic impacts manageable and encourages walking, biking, and transit use.

- The proposed mix of land uses within the site shall respect and complement existing abutting uses to provide an extension of the existing Highland neighborhood.

Policy

- The final Preferred Development Scenario shall be consistent with the policies and goals relating to land use, transportation, housing and economic development outlined in the City's Comprehensive Plan.

- The Final Development Scenario shall complement the goals of the Highland Park Neighborhood Plan and the Highland Village Plan.

Sustainability

- Redevelopment of the Ford site shall exhibit the highest examples of environmental sustainability, becoming a local, state, national, and global model for sustainable planning, design, and day-to-day living.

- To the extent possible, capitalize on the hydropower and steam plant as ongoing energy sources for the site.

- Recognize the opportunities and constraints, both short and long term, of economic, social and environmental sustainability to develop the site as a model for balanced sustainability.

- Consider retention or adaptive reuse of existing site facilities and amenities.

Transport and Infrastructure Connectivity

- Establish a new street pattern through the site to provide multiple choices, interest and to reflect the surrounding street patterns.

- Provide for multi-modal transport alternatives to and throughout the Site, including pedestrian, bicycle, transit, and vehicular .

- Integrate / reuse the Canadian Pacific Railway right-of-way to maximize multi-modal opportunities.

- Integrate the site with existing infrastructure systems and utilize existing renewable energy sources wherever feasible.

3: Context & Existing Conditions

The following diagrams identify some of the key physical constraints and opportunities that shape the character of the existing site and the neighborhood context.

A thorough understanding of this background information was critical in the preparation of the alternative development scenarios. In particular, two key physical findings influenced all the scenarios and the ultimate preferred plan. These were:

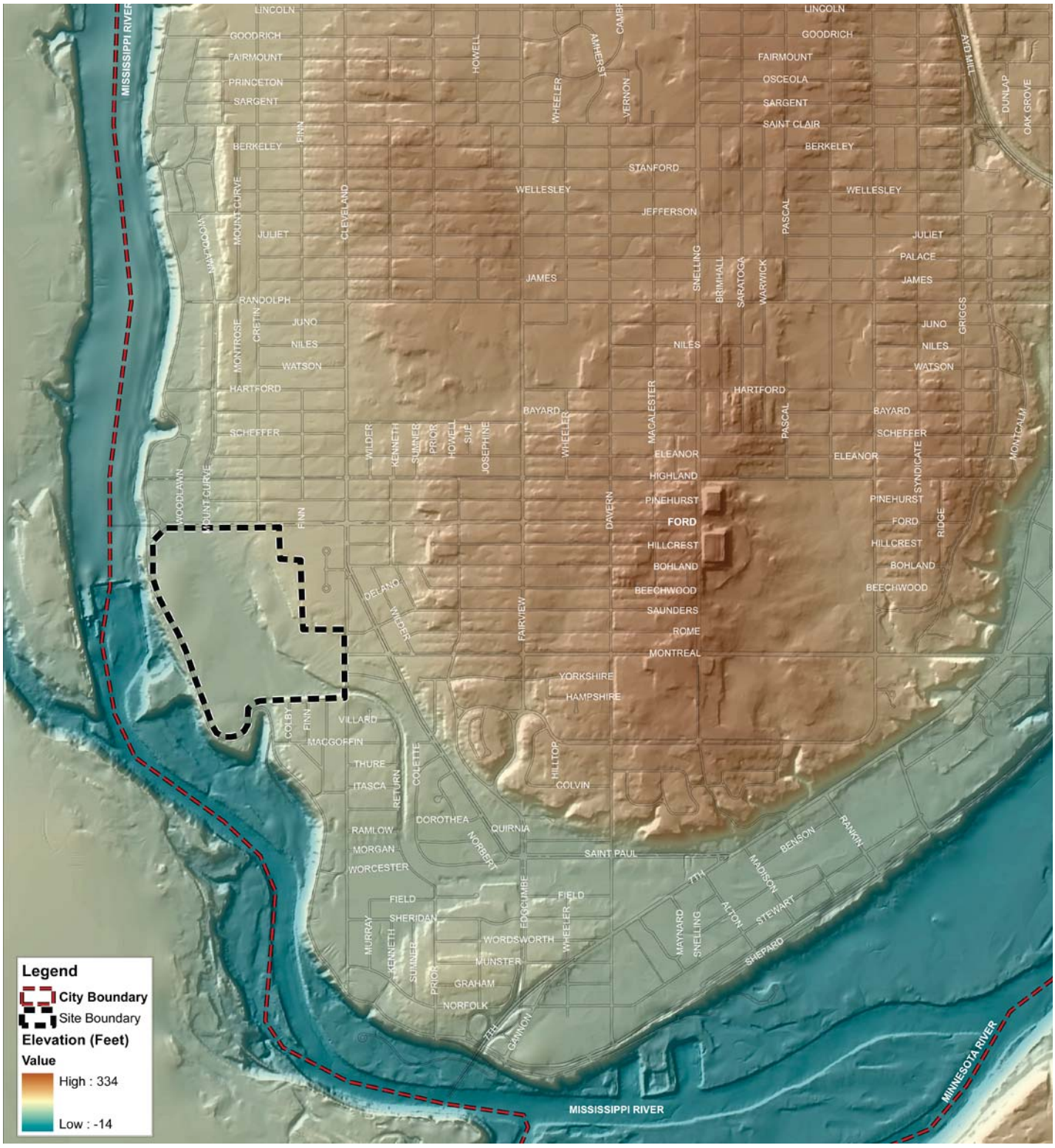
1. the Mississippi River Critical Area overlay designations and;
2. the approach flight path to the Minneapolis/Saint Paul International Airport, that identify restrictions on the type of land uses as well as building heights across portions of the site.

The Site


PINEHURST
FORD
FINN
HILLCRES
Site
135 Acres
YORKS
HAMPSHIRE
COLBY
FINN
BOWDOIN
VILLARD
MACGOFFIN
BOWDOIN
THUR
ITASC
BORDN
RAMLE

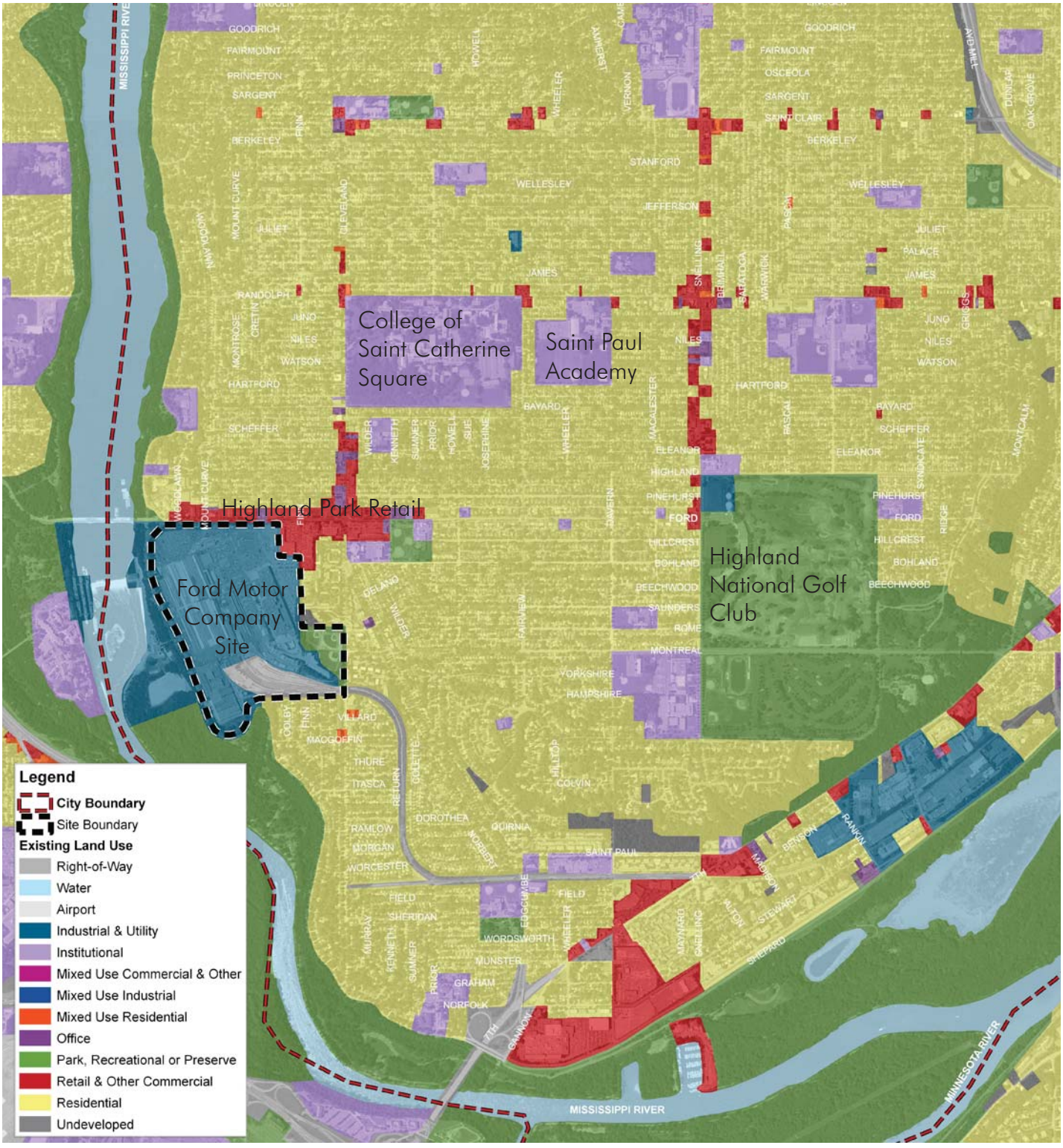
Site Context Elevation Analysis

The site slopes gently from east to west toward the Mississippi River. At the western edge it drops dramatically into the deep river gorge. There is a modest change in elevation east of the site as it rises to one of the higher spots in the city at the Highland National Golf Course.



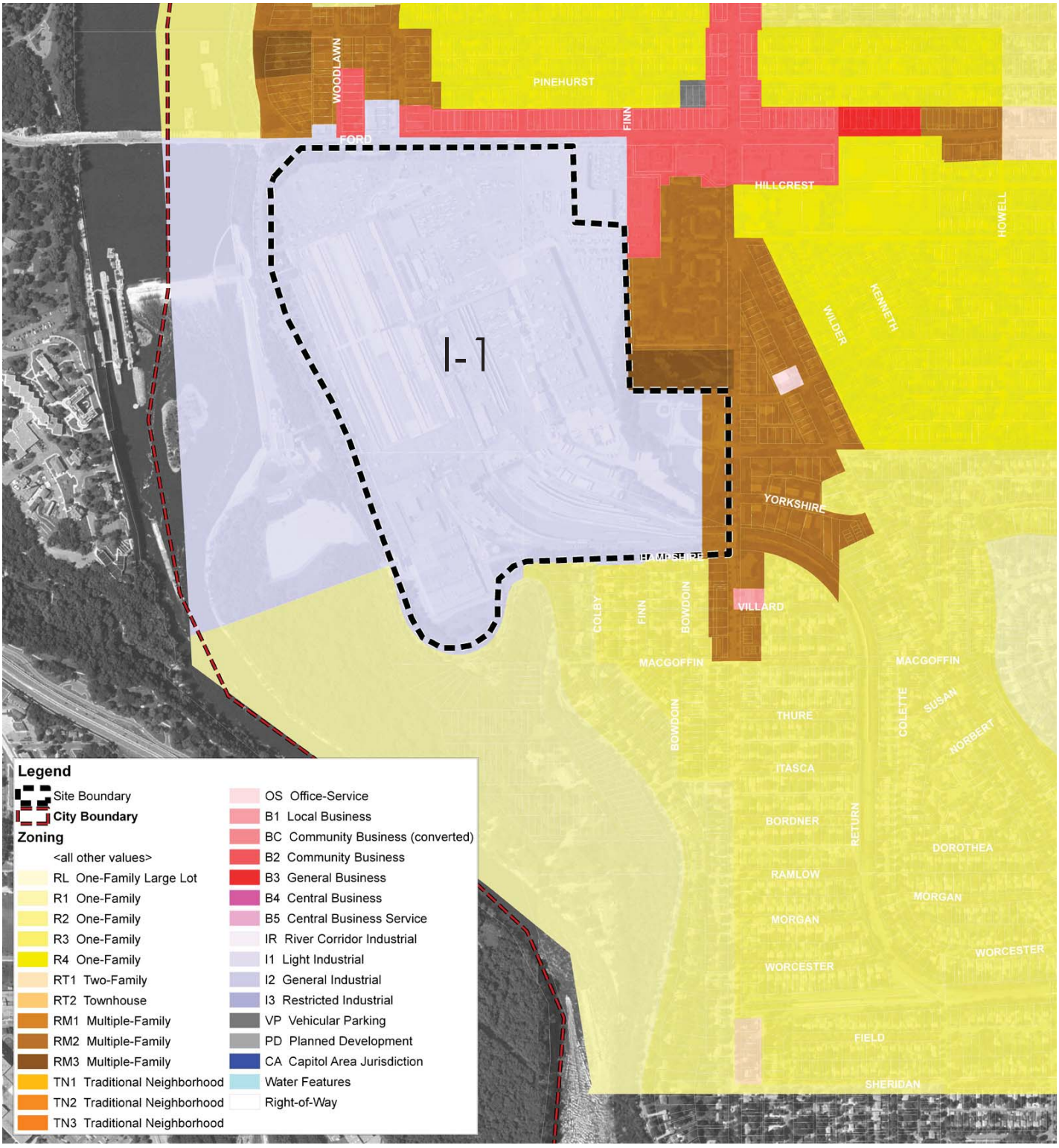
Site Context and Current Land Use

Land uses surrounding the Ford site are primarily single family and low density residential. There is a commercial strip along Ford Parkway and Cleveland Avenue totaling approximately 325,000 square feet of retail and office space that serves the Highland Park Neighborhood and visitors. As the map below indicates, there are several institutions, most notably Saint Paul Academy and the College of Saint Catherine, which are located within one mile of the site (highlighted in purple).



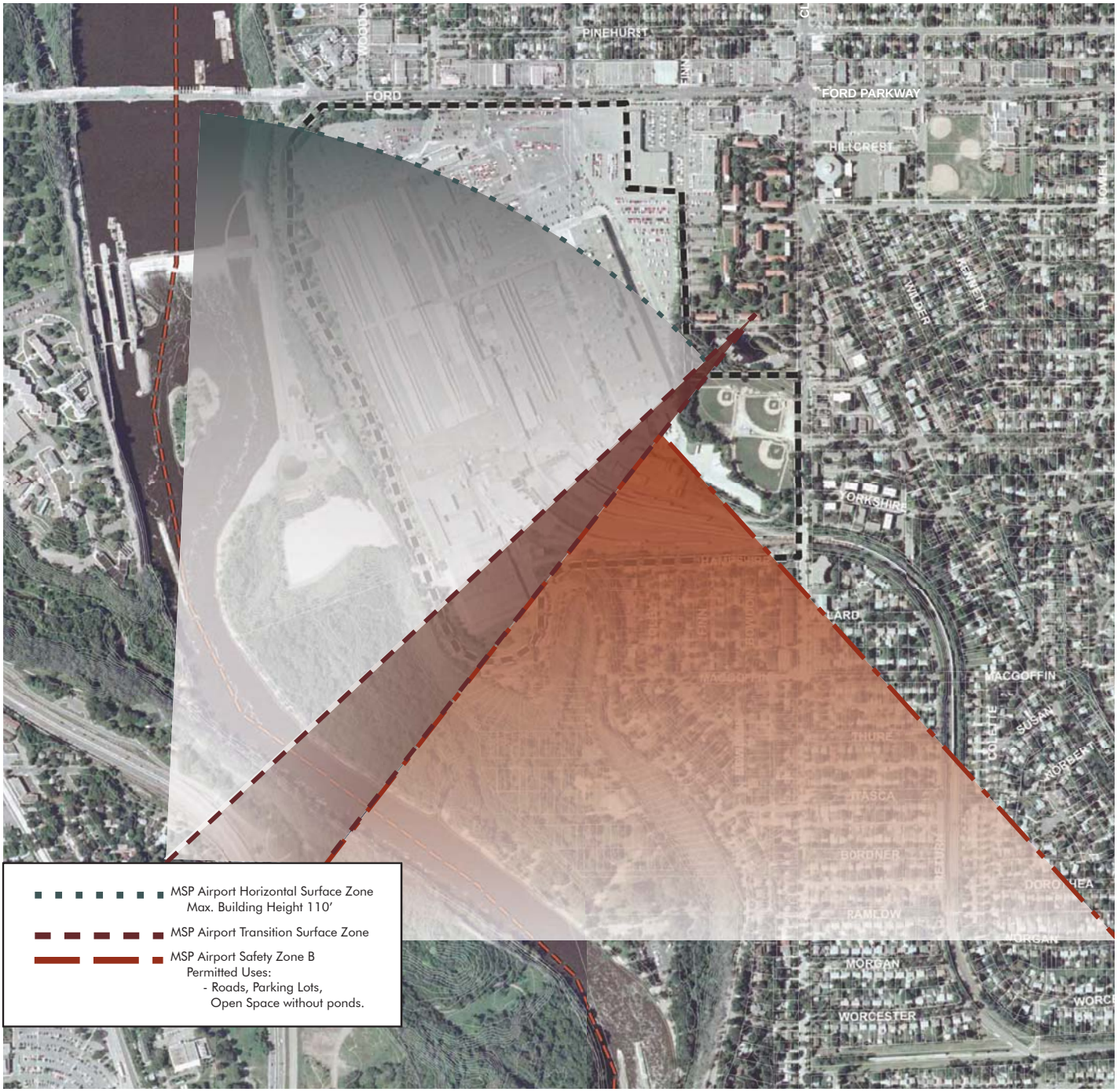
Current Site Zoning

The Ford site is currently designated in the City's land use code as Zone I1, permitting light industrial uses on the site. The land surrounding the site is zoned for business along Ford Parkway and otherwise for a variety of residential uses.



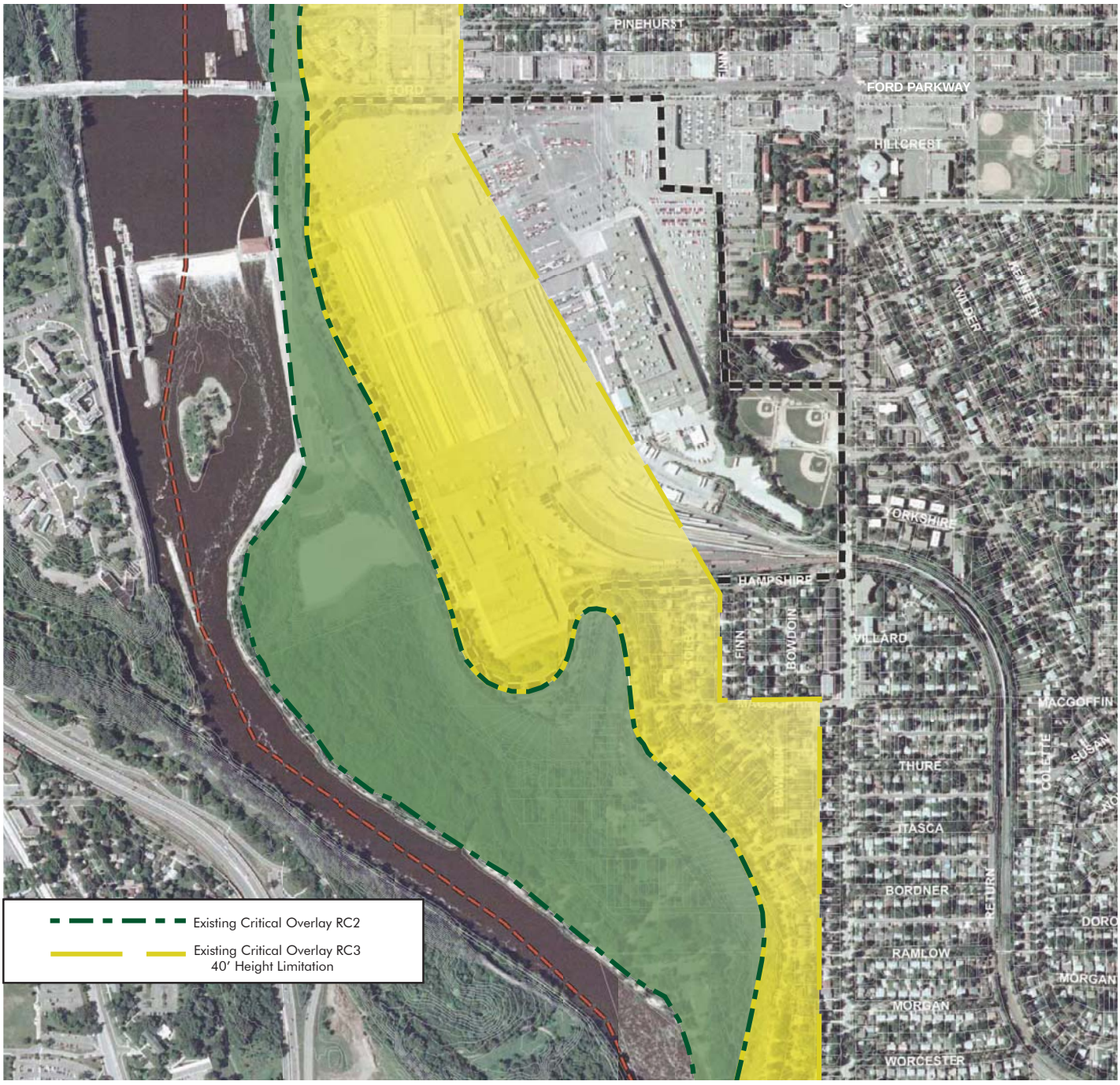
MSP Airport Zoning Overlay

The graphic below represents the airport restrictions for the Ford site based on its proximity to the Airport. The large red triangle indicates Safety Zone B in which residential and institutional uses are generally not allowed. Office and Industrial uses are permitted as well as parking lots and open space without ponds. The grey cone denotes the area where buildings cannot be over 110' tall.



Mississippi River Critical Area Overlay

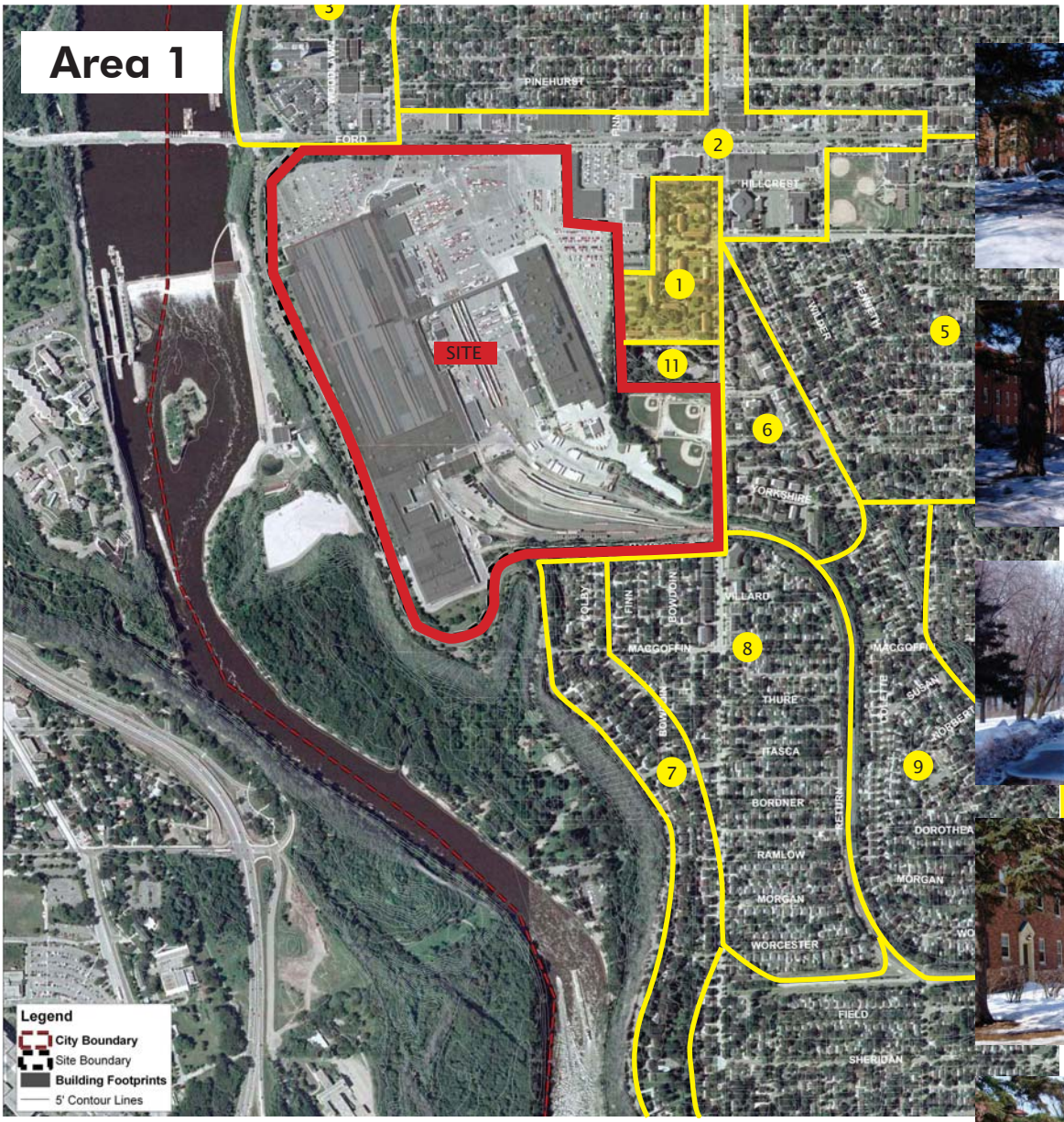
A separate task force has been studying the Critical Area Overlay along the Mississippi River in the City of Saint Paul. The Critical Area Overlay is being reviewed regarding the limits in height, uses and setbacks within the designated overlay areas. The graphic below shows the current boundaries of the Critical Area Overlay on the Ford site. While the location of these lines will not shift, the current CA3 zoning (in yellow) allows for a maximum height of 40', but may be re-designated to allow a new maxiumum height 48'.



Surrounding Neighborhood Architectural Assessment

The EDAW Team conducted a neighborhood Assessment of current structures surrounding the Ford Site to gain an understanding of the historical context of the site. In general, the neighborhood areas to the north of the site were developed prior to World War II while the residential neighborhoods to the South and East were developed post World War II with the exception of the Ford Parkway Village Apartments that were developed as housing for the original Ford Plant workers in the early 1920's.

Additionally, much of the Highland Park Business area was built post World War II as housing began to fill in around the Ford site. The following pages provide a few examples from this study, highlighting areas 1, 3, 7 and 9.

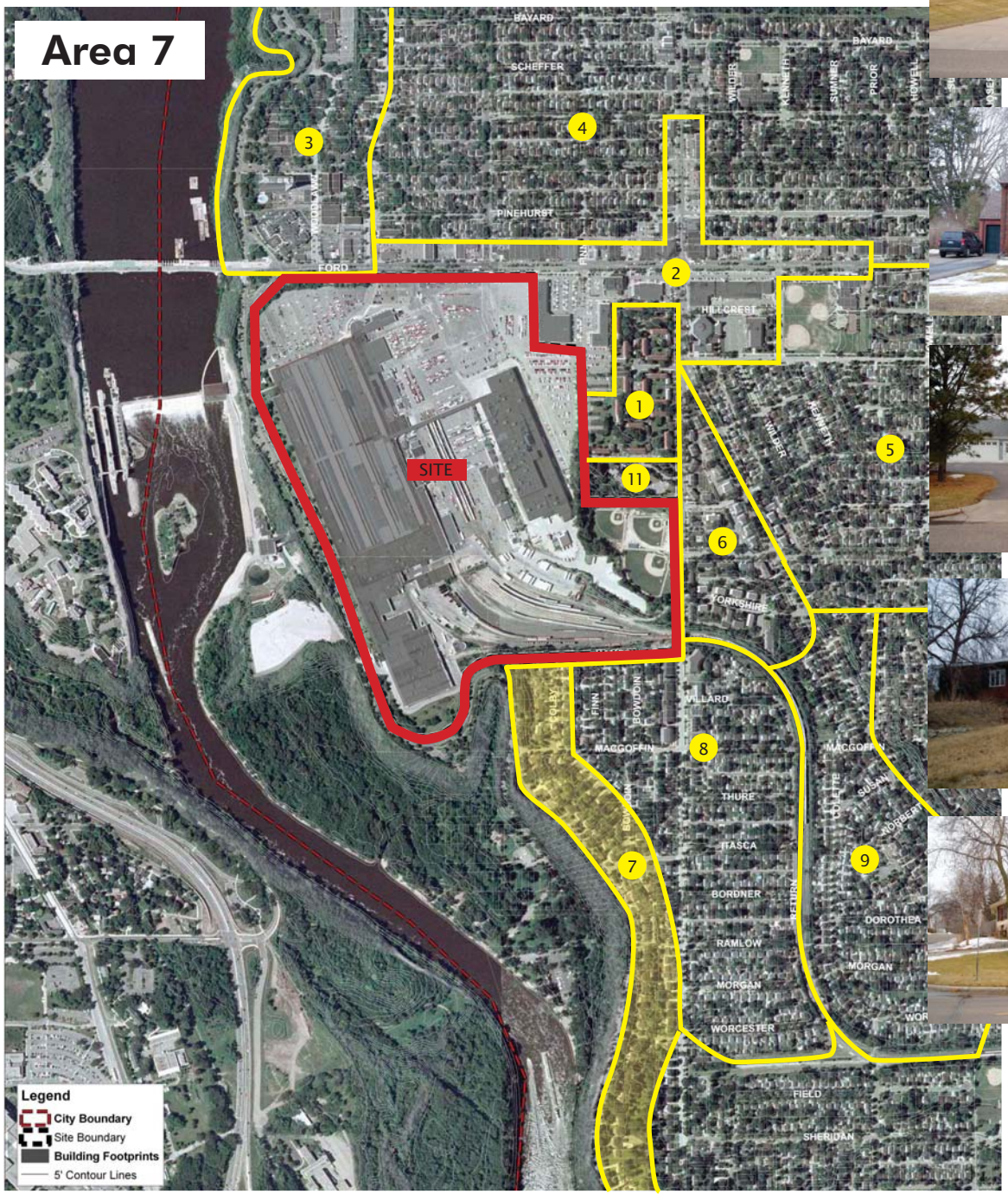


- Historic garden apartments (for Ford employees)
- Characterized by large amounts of green courtyard space and mature trees
- Simple & elegant brick residential architecture
- Combination of townhomes and walk-ups
- Good precedent for mid-density residential

Surrounding Neighborhood Architectural Assessment

- Characterized by larger lot, high-end single family homes north of Highland Parkway along Mississippi River Boulevard, Mount Curve Avenue and Woodlawn Avenue
- Diverse mix of building types between Ford Parkway and Highland Parkway, including high-rise, historic brownstones, Rosewood Estates and single-story commercial buildings along Ford Parkway
- Good example of green boulevards (Mount Curve, Mississippi River Boulevard)

Surrounding Neighborhood Architectural Assessment



- Characterized by a variety of large single family homes on wide lots ranging from ramblers to two-story to recent remodels
- Newer stock of homes with slightly more suburban character than those seen on Mississippi River Boulevard, north of Ford Parkway

Surrounding Neighborhood Architectural Assessment

- A key aspect of this sub-district is the railroad linear trench, which runs along the west edge of the neighborhood. The back yards are directly on the trench with no access road.
- Character of this residential neighborhood is defined by simple post WWII bungalows intermixed with two story single family residences
- Examples of late 1960s walk-up apartments on the South portion of Saint Paul Avenue

Unavailable Site Analysis Information

Several key pieces of site analysis were not available during this study due to current ongoing business operations at the Ford Plant. Physical conditions and constraints that will require further investigation and may impact the current layout and program of the proposed 5 alternative development scenarios include the following:

- Environmental Contamination

  As with any industrial site that has been in operation for over 80 years, environmental contamination is not uncommon. An environmental assessment is currently being done by a consulting firm hired by Ford Motor Company, but the findings of their investigations were not available at the time of this report. However, these findings must be incorporated as part of the evaluation of development alternatives for the site.

- Existing On Site Infrastructure and Tunnels

  Again, due to ongoing operations of the Ford plant, the capacity and location of the onsite utility infrastructure system was not available. However, given the high demand for electric, water and sewer utility systems that exist as part of Ford's current operations, adequate capacity for most reuse alternatives is not anticipated to be an issue. Additionally, an extensive network of underground tunnels exists throughout the site, dating back to early operations of the Ford Plant and access to the Mississippi River. Information regarding the location and condition of this tunnel system was not available during this study.

4: Development Potential

A. MARKET STUDY*

In conjunction with the planning process being undertaken by the EDAW Team, the Saint Paul Port Authority retained a market analyst, Colliers, International, to complete a market study to identify potential absorption ranges for various land uses in redevelopment of the site. The initial research from Colliers identified the following absorption potential for the site:

Use	Size/Units	Notes
Industrial	30 Acres or 24% of the site	Light Industry - high finish space
Office	Up to 100,000 sf	Either office or institutional
Retail	100-150,000 sf	Neighborhood scale
Residential	422-1,422 units	All ranges of the market

Key findings from the Colliers study for specific land use categories are summarized as follows:

Industry

- Saint Paul is in better shape than the overall Metro Market
- Saint Paul Business Parks have performed admirably, absorption has been good
- There is a current shortage of properly zoned, development-ready industrial sites
- Arterial and Roadway Traffic access to site needs to be improved/upgraded before the site becomes viable for today's industry market
- The more specific types of industry believed to be viable for the site include: light assembly/ fabrication, high tech, medical, R&D, laboratory and business service uses

**Note: all information for this section is based on an independent market study completed by the consultant to the Port Authority*

Office

- The office market in Saint Paul, outside of the downtown's Central Business District (CBD) is surprisingly strong
- There is a 8.5% vacancy in Saint Paul's outlying areas vs. 27.7% in the CBD
- Low density, free standing buildings and/or neighborhood scale office buildings (inline or above retail) are envisioned
- Neighborhood office uses including smaller suites, attorney, accountant, insurance agency, medical, dental type tenants
- Modest corporate campus potential
- Traffic / road access must be improved
- Other location amenities such as proximity to good housing stock, neighborhood retail and institutional uses such as higher educational facilities would make it an attractive site
- Stronger institutional campus expansion potential should be more thoroughly studied

Retail

- Basically 0% vacancy currently in the Highland Park Business District
- There is strong demand for neighborhood convenience/ main street retail as this is an under-served market
- Best positioned along Ford Parkway
- The absorption could occur via a mixture of independent retailers and some chain retailers
- Consider residential or office space above the retail

Residential

- Strong Market Potential for virtually all housing types at all price levels.
- Highest value housing most appropriate on Mississippi River Boulevard or anywhere with river views.

Type	Range of Units	Price Range
Single Family	72	$200,000-$400,000
Two/Three Story Row Homes	50-300	$250,000 - $500,000
Low Rise Condo (4 Story)	100-250	$300,000 - $1,500,000
Mid Rise Condo (8 Story)	0-100	$250,000 - $1,000,000
Low Rise Rental (4 Story)	200-250	$200,000 - $400,000
Senior	0-200	$250,000 - $500,000
Total Housing Units	422-1,422	Estimated Absorption Period: 2-4 Years

B. DEVELOPER PANEL

A developer panel was convened to review the 10 schemes, mid-way through the Phase I planning process. This panel consisted of local and national developers with experience at varying scales and with backgrounds representing all land uses. The common themes from the panel included:

- They would be able to build residential "all day long" on the site.
- The residential that would be the easiest to build/ sell would be lower density, primarily single family homes.
- Some felt higher density residential would also be successful on the site.
- The site could accommodate more than 100,000 sf of retail. Some felt as much as 200,000 - 300,000 sf could be possible.
- The distance from major interstate roadway access would be an issue largely for industrial uses or a single large regionally scaled retail use, due to reliance on truck traffic which cannot be accomodated and is heavily dependent on good access to the interstate system.
- Most felt that surface parking for retail use would not be a good utilization of the site's land value.
- Vehicular oriented retail should be kept primarily along Ford Parkway, but a more pedestrian scaled retail environment could be viable immediately off of Ford Parkway.
- Some said they would want to get involved immediately and partner with Ford, others stated that they would wait until further environmental analysis was complete and entitlements were in place.
- All acknowledged the huge unknown of the environmental issues.
- There was generally consensus on a relatively short build out of the site – 2-3 years after construction startup
- Everyone agreed this was a very 'hot site' in terms of its local, metropolitan and regional location.
- Some felt a portion of the site would be appropriate for lighter industry – or flex tech uses that did not require significant trucking.

5: Major Development Scenarios

Overview

The five major development scenarios presented in this section are a product of the five month long analysis and alternative planning concept process. This was an interactive process that continually relied on feedback from stakeholders, and the public, evaluation by the Planning Team, market data and physical realities to align the alternative development scenarios, the vision, and goals for the project.

Each scenario features:

- Narrative Description
- Preliminary Development Program
- Land Use Distribution Graph
- Framework Diagrams
- Conceptual Site Plan
- Three Dimensional Massing Models

The five scenarios will be evaluated through the Phase II analyses.

The following assumptions were utilized in creation of each scenario:

The scenarios do not reflect any specific policy, or environmental factors. *(e.g.: They do not account for existing use or zone regulations that may change when the site is developed. They do not account for currently unknown environmental factors. They ARE cognizant of flight restrictions at the airport.)*

The market information presented on 04/16/07 and on 05/07/07 was considered in formulating the draft schemes, recognizing that this information is still preliminary, and that the land may not be capable of accomodating projected land use programs.

For the purposes of planning each scenario, the following basic land acreage assumptions were used:

- Ford site: 122 acres
- Canadian Pacific Rail Yard: 13 acres
- **Total**: **135 acres**

The following residential typologies and density assumptions were used in the development of the scenarios; the abbreviations for each term are used in the development program summaries for each of the scenarios:

- **Single Family Detached (SFD)**: 4-8 dwelling units (du)/acre

- **Townhome (TH)**: 16 du/acre

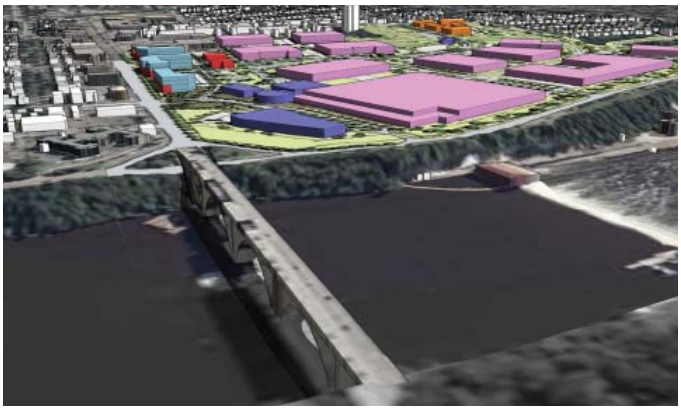
- **Apartment/Condo - Low Density (A/C-LD)**: This apartment/condo building type is typically 2-4 stories in height that can be surface parked: 28 du/acre

- **Apartment/Condo - Medium Density (A/C-MD)**: This apartment/condo building type is typically up to 5 stories in height and utilizes a podium structure with stick frame construction that has structured parked associated with the building: 45 du/acre

- **Apartment/Condo - High Density (A/C-HD)**: This apartment/condo building type is typically anything above 6 stories in height. These structures are either reinforced concrete or steel frame construction and will have structured parking associated with the building: 80 du/acre

Scenario 1. AUAR Baseline - Primary Reuse for Industry

The AUAR Baseline Scenario retains the Ford-UAW-MnSCU training center, the assembly office/ showroom building, and part of the existing assembly facility. Two freight rail lines coming into the Site are also retained, taking advantage of the existing railroad tracks for raw materials in/product components out without disrupting existing neighborhood traffic patterns. A bike path will now share the right-of-way with the existing railroad tracks. Some newly laid out sites will be able to accommodate a rail spur. The site includes modest retail along Ford Parkway and some low density residential development as a buffer along Cleveland. Bike paths will be integrated into the Site as well, passing through the active and passive parks and along Mississippi River Boulevard (MRB). This ecologically driven 'Green Industrial Park infrastructure' provides adequate and varied light industrial to flex tech pad sites for single or multiple tenants. Such features would include rain gardens, green roofs, innovative storm water treatment systems, walking and recreation linkages and the reuse of existing buildings on site. The original ball fields will be rebuilt and reconfigured within their current general location along Cleveland. Existing bus routes would be maintained and amended as necessary to service the Site. This scenario also features Civic and Educational uses as a 'front door' along Ford Parkway.



Scenario 1 Program Elements

Scale (Intensity)

- Industrial Buildings: 1- and 2-story buildings
- Ancillary Uses: Civic/Training 2 to 3 stories
- Mixed Use Retail: 2 to 3 stories

Form (block/lot)

- The basic infrastructure and block layouts are characterized by a green transport spine along the freight line, with a paralleling boulevard to parkway (Cretin to Cleveland Connection).
- Large flexible industrial single or multiple user blocks are provided.

Development Program

(All areas are conceptual estimates)

Open Space

- 10 acres active open space
- 21 acres passive open space

31 Total Acres Open Space

Civic:

- MnSCU Training Facility: The 40,000 sq. ft. training facility as it is today would remain.
- New civic building and plaza: 60,800 sq. ft.

Residential:

- Apartment/Condo-Low Density: 168 units

Retail:

- 7 acres
- 90,000 sq. ft.

Office/Institutional:

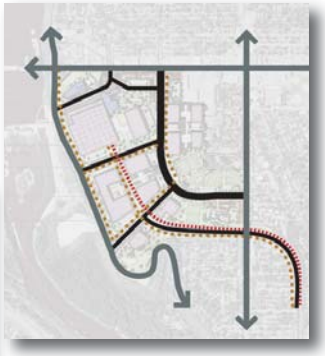
- 7 acres
- 140,000 sq. ft. mixed over retail

Industrial: Multiple Industrial Users

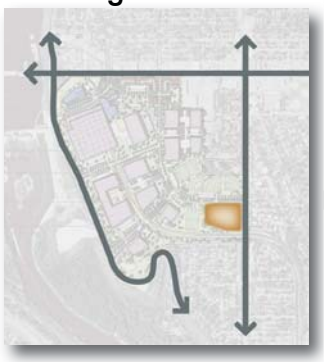
- Total Land Area 80 Acres ±

Scenario 1 Framework

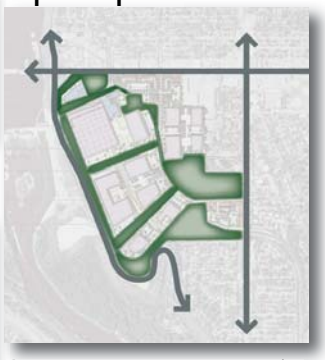
Roads



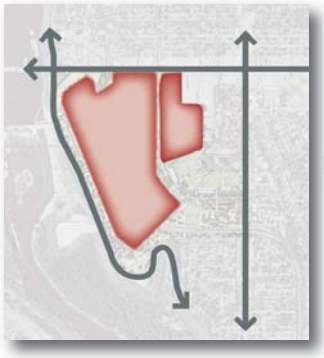
Housing



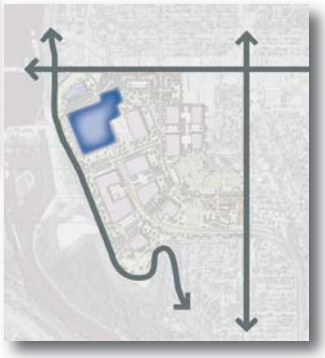
Open Space



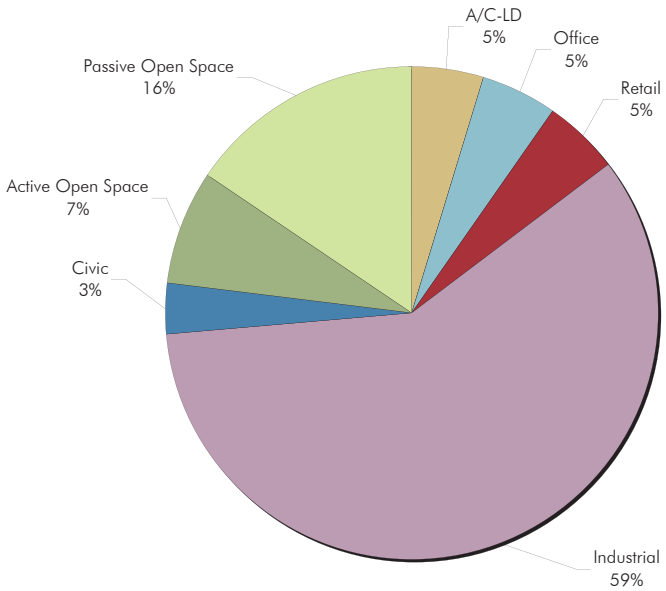
Jobs



Structures to Remain



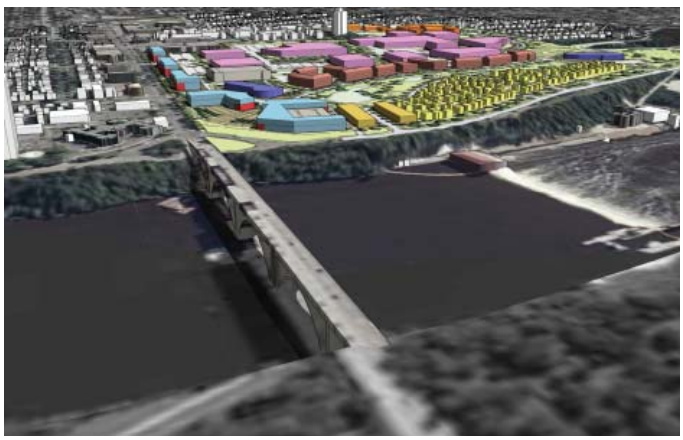
Scenario 1 Land Use Distribution



Scenario 1 Conceptual Site Plan

Scenario 2. Mixed Use - Light Industrial/Flex Tech

In this scenario a sigificant amount of light industrial / flex tech uses are accommodated on site, while also providing a greater mix of uses from retail to residential. These uses are meant to be clean light manufacturing/warehousing, high tech, research and development on 2-10 acre sites nestled internally on the Site. The new Montreal/Cretin parkway will be the backbone for the light industrial/ flex tech park. Retail mixed use is located along Ford Parkway, and a mixed intensity of residential uses starting with single family estate homes along MRB are accommodated. The Ball Fields will move to the Canadian Pacific rail yard area of the Site and become part of a much larger active and passive park that reaches from Cleveland to MRB. Included in this park would be a significant recreation/ community center that is the anchor for the park, terminating a new green passive core to the site with residential uses flanking it. Along Ford Parkway, a series of plazas will provide new gathering spaces for the new retail/office buildings. All streets will have adequate sidewalks for bike/ped movement through the Site. A bike lane would extend from MRB through the Site and connect to Montreal and the Canadian Pacific Railroad right-of-way which will be converted into a new multi-purpose recreational corridor.



Scenario 2 Program Elements

Scale (Intensity)

- 2-3 story mixed use retail buildings along Ford Parkway
- 1-3 story industrial/flex tech buildings
- 2-2.5 story single family detached homes
- 2-3 townhomes
- 3-5 story condominiums / apartments / senior housing

Form (block/lot)

- Larger blocks for retail uses
- Significant blocks/parcels of 2-10 acres for light industrial/flex tech uses
- Medium scaled parcels for attached residential product
- Smaller scale blocks appropriate for lower density product that is similar to the existing surrounding block sizes.

Development Program

(All areas are conceptual estimates)

Open Space:

- 10 acres active open space
- 22 acres passive open space

32 Acres Total Open Space

Civic:

- MnSCU Training Facility: The 40,000 sq. ft. training facility as it is today would remain.
- New civic building: 52,500 sq. ft.

Residential:

- Single Family Detached: 87 units
- Townhome: 36 units
- Apartment/Condo - Low Density: 250 units
- Apartment/Condo - Med. Density: 251 units

651 Total Units

Retail:

- 7.6 acres
- 135,000 sq. ft.

Office/Institutional:

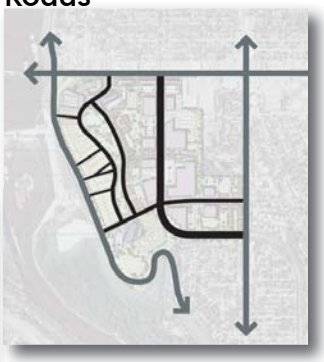
- 8 acres
- 250,000 sq. ft. mixed over retail

Industrial/Flex Tech:

- 45 acres

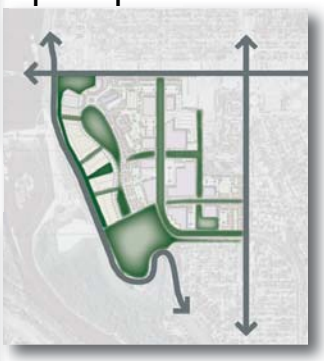
Scenario 2 Framework

Roads



Housing

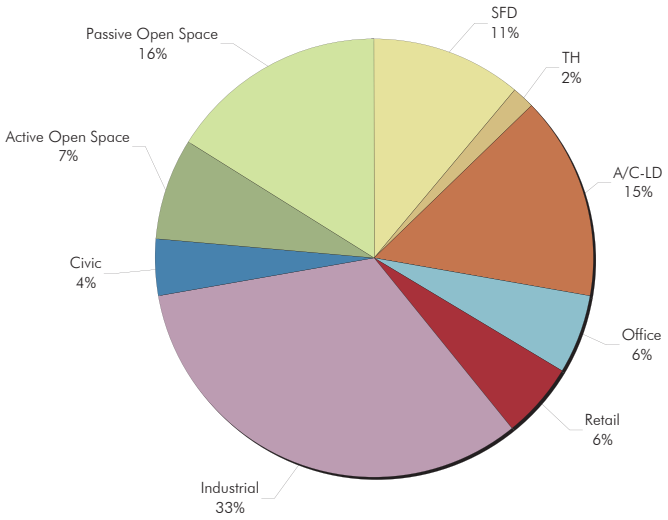
Open Space



Jobs

Structures to Remain

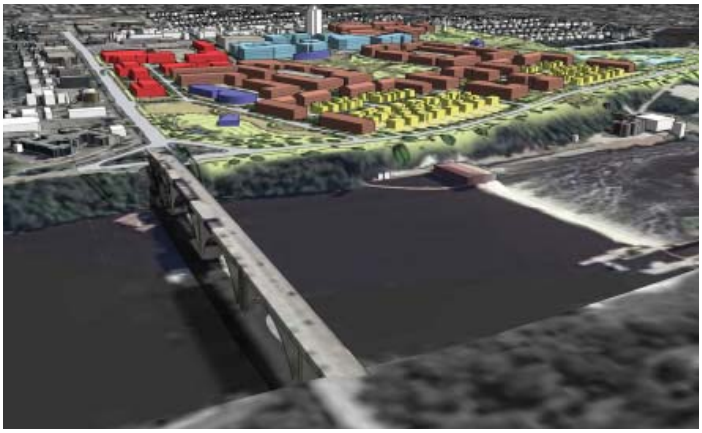
Scenario 2 Land Use Distribution



Scenario 2 Conceptual Site Plan

Scenario 3. Mixed Use - Office/Institutional

This scenario provides a higher percentage of land for an urban campus – whether institutional, office or a combination thereof – within a mixed use setting. Such uses could be educational and learning, research and development, and/or traditional office. This campus is embedded internal to the site, utilizing Cretin and Montreal as a new backbone connector and front door address and identity for buildings within this campus. The campus will be organized around a central green which also serves as recreational space for the residential community. These office/institutional buildings will utilize the highest green building technologies available. Onsite water retention/detention and best management practices would be employed. All building on this Site would be required to achieve LEED Certification. New retail will be accommodated along Ford Parkway and along the first block of Cretin south of Ford Parkway. The ball fields will be moved from their current location to the Canadian Pacific rail yard, which will be incorporated into a larger park. A variety of residential typologies and intensities provide the transition from the campus uses to the existing surrounding residential uses and to Mississippi River Boulevard (MRB). Planning for future uses, the Canadian Pacific Rail right-of-way will be preserved for a future multi-modal corridor that will connect the Site to both downtown Saint Paul and to the Hiawatha Light Rail Line to the west.



Scenario 3 Program Elements

Scale (Intensity)

- 2-3 story Mixed Use buildings with ground floor retail along Ford Parkway and extending into the site along Cretin for one block.
- 3-8 story campus buildings
- 2 story single family detached homes
- 2-3 story townhomes
- 3-6 story condominiums / apartments / senior housing

Form (block/lot)

- Larger blocks appropriate for retail uses
- Larger blocks appropriate for campus uses
- Medium scaled blocks appropriate for attached residential product of a higher intensity
- Smaller scale blocks appropriate for lower density attached and single family detached residential product that is similar to the existing surrounding block sizes.

Development Program

(All areas are conceptual estimates)

Open Space

- 14.4 acres active open space
- 30.2 acres passive open space

44.6 Acres Total Open Space

Civic:

- MnSCU Training Facility: The 40,000 sq. ft. training facility as it is today would remain.
- New civic park/amphitheater as gateway

Residential:

- Single Family Detached: 44 units
- Townhome: 74 units
- Apartment/Condo - Low Density: 404 units
- Apartment/Condo - Med. Density: 723 units

1245 Total Units

Retail:

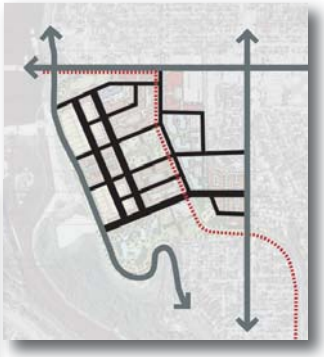
- 11.8 acres
- 200,000 sq. ft.

Office/Institutional:

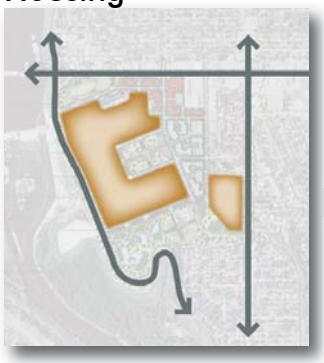
- 13.8 acres
- 750,000 sq. ft.

Scenario 3 Framework

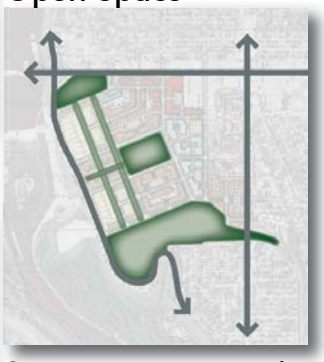
Roads



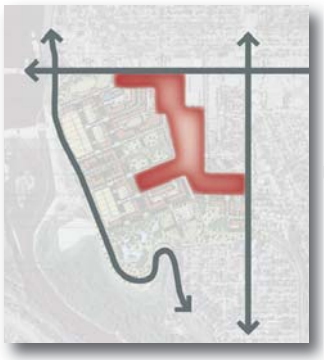
Housing



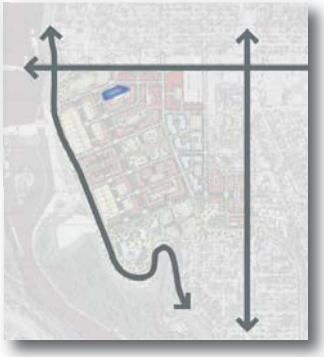
Open Space



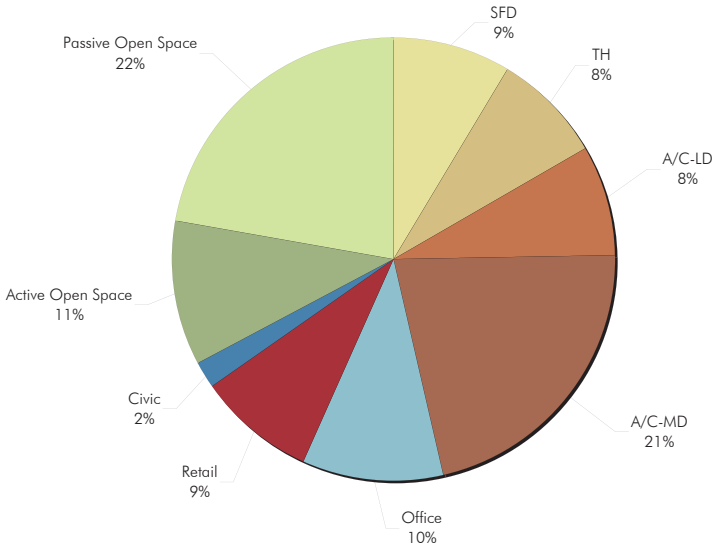
Jobs



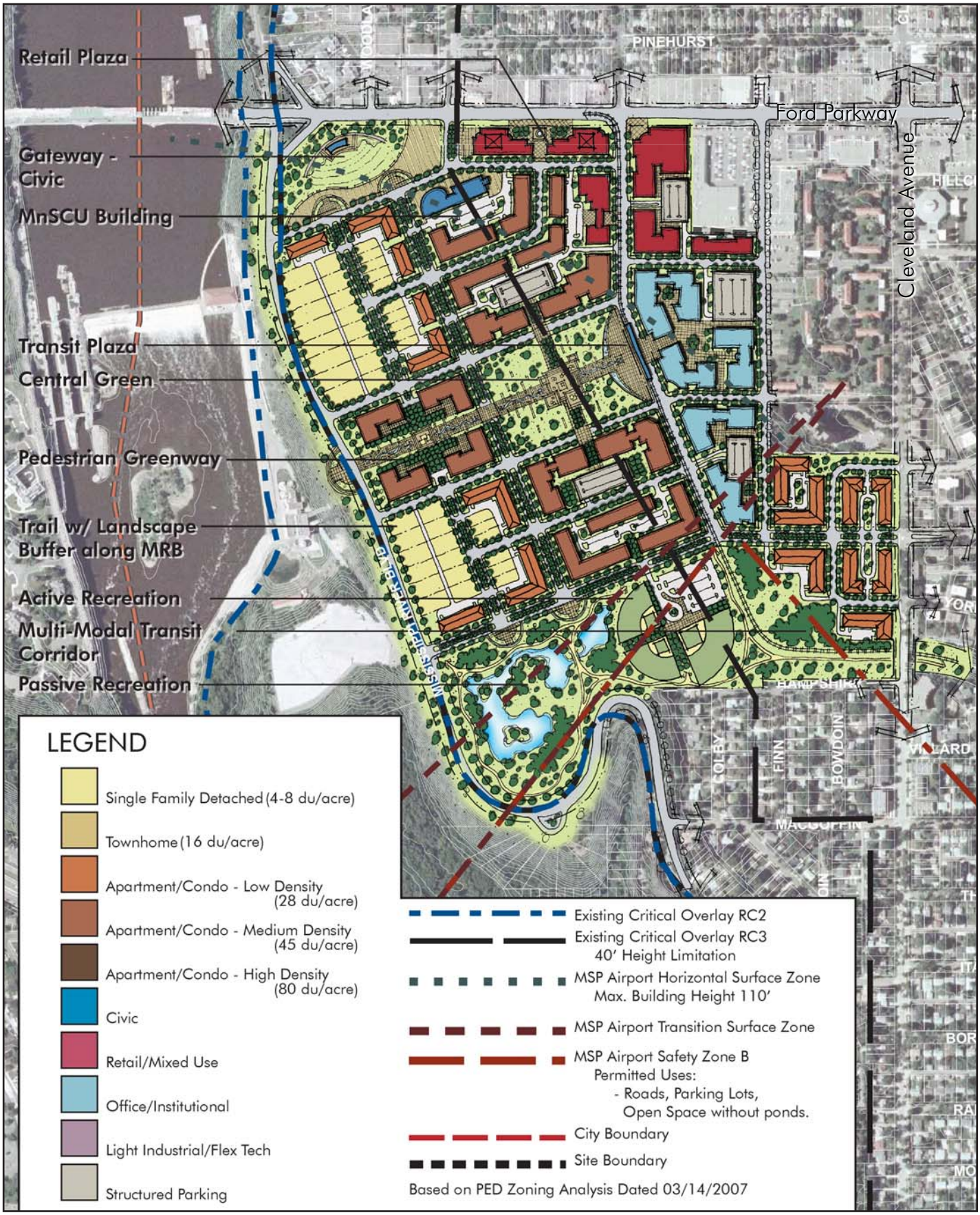
Structures to Remain



Scenario 3 Land Use Distribtution



Scenario 3 Conceptual Site Plan



Scenario 4. Mixed Use - Urban Village

With an emphasis on single family detached housing and a reflection of the development pattern and urban framework of the surrounding community, this mixed use scenario focuses primarily on the development of residential land uses. This scenario provides a greater percentage of land area for residential uses of varying intensities, with lower intensity uses at the edges of the site to integrate with the surrounding neighborhood, and higher intensity uses towards the center of the site. Vertically mixed use buildings with ground floor retail and predominately upper floor offices line Ford Parkway. A larger cluster of office buildings – perhaps a mini-campus, is located as a gateway at the Ford Bridge and MRB.

Homes will frame smaller parks/gathering spaces that are nestled within the new neighborhood. More dense housing typologies are also included closer to the eastern and northern site edges. The ball fields will be relocated to the southern portion of the site, set in a larger park-like environment that connects to the gorge and MRB. A series of "green fingers" with pedestrian trails extend into the neighborhood from MRB. These fingers will also accommodate stormwater pathways. Cretin Avenue is extended to the south, curves and becomes Montreal extended westward from Cleveland. Mount Curve is also extended through the site as a boulevard, connecting to MRB at Hidden Falls. The ball fields are relocated southward but still abut Cleveland and the existing neighborhood. A new multi-use trail system would utilize the Canadian Pacific Railroad right-of-way.

Scenario 4 Program Elements

Scale (Intensity)

- 2-3 story Mixed Use buildings along Ford Parkway
- 2-2.5 story single family detached homes, primarily closer to MRB
- 2-3 story townhomes
- 3-6 story condominiums / apartments / senior housing

Form (block/lot)

- Larger blocks appropriate for retail-mixed use along Ford Parkway.
- Larger residential blocks for higher intensity development.
- Smaller scale blocks appropriate for lower density attached and single family detached residential product that is similar to the existing surrounding block sizes.

Development Program

(All areas are conceptual estimates only)

Open Space

- 15 acres active open space
- 11 acres passive open space

26 Acres Total Open Space

Civic:

- Small civic structure at park along Cleveland

Residential:

- Single Family Detached: 242 units
- Townhome: 206 units
- Apartment/Condo - Low Density: 230 units
- Apartment/Condo - Med. Density: 250 units

928 Total Units

Retail:

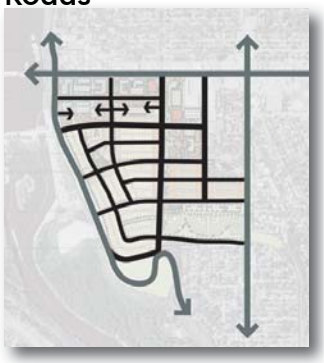
- 9 acres
- 275,000 sq. ft.

Office/Institutional:

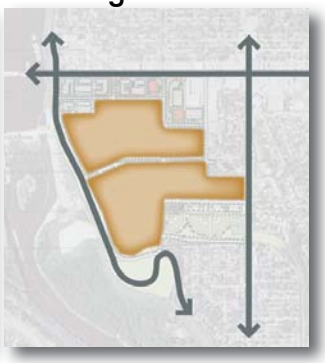
- 12.56 acres
- 260,000 sq. ft.

Scenario 4 Framework

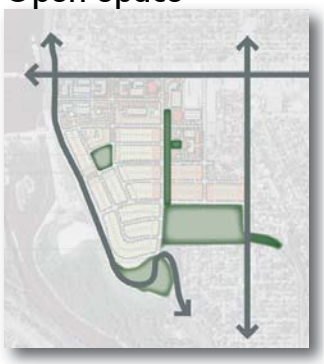
Roads



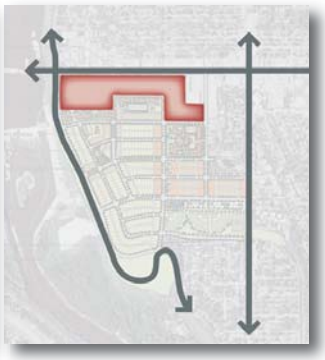
Housing



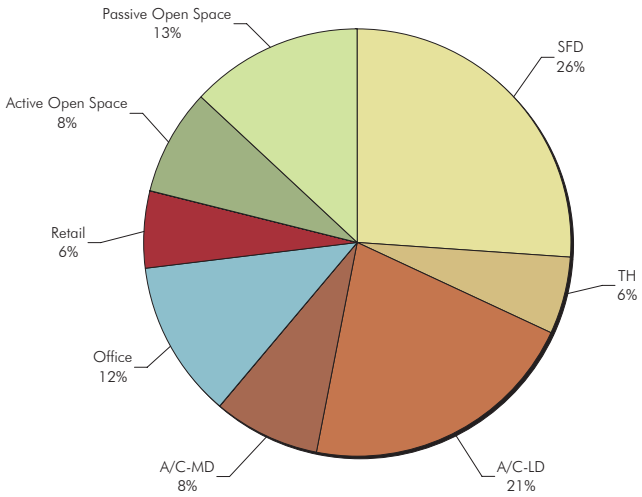
Open Space



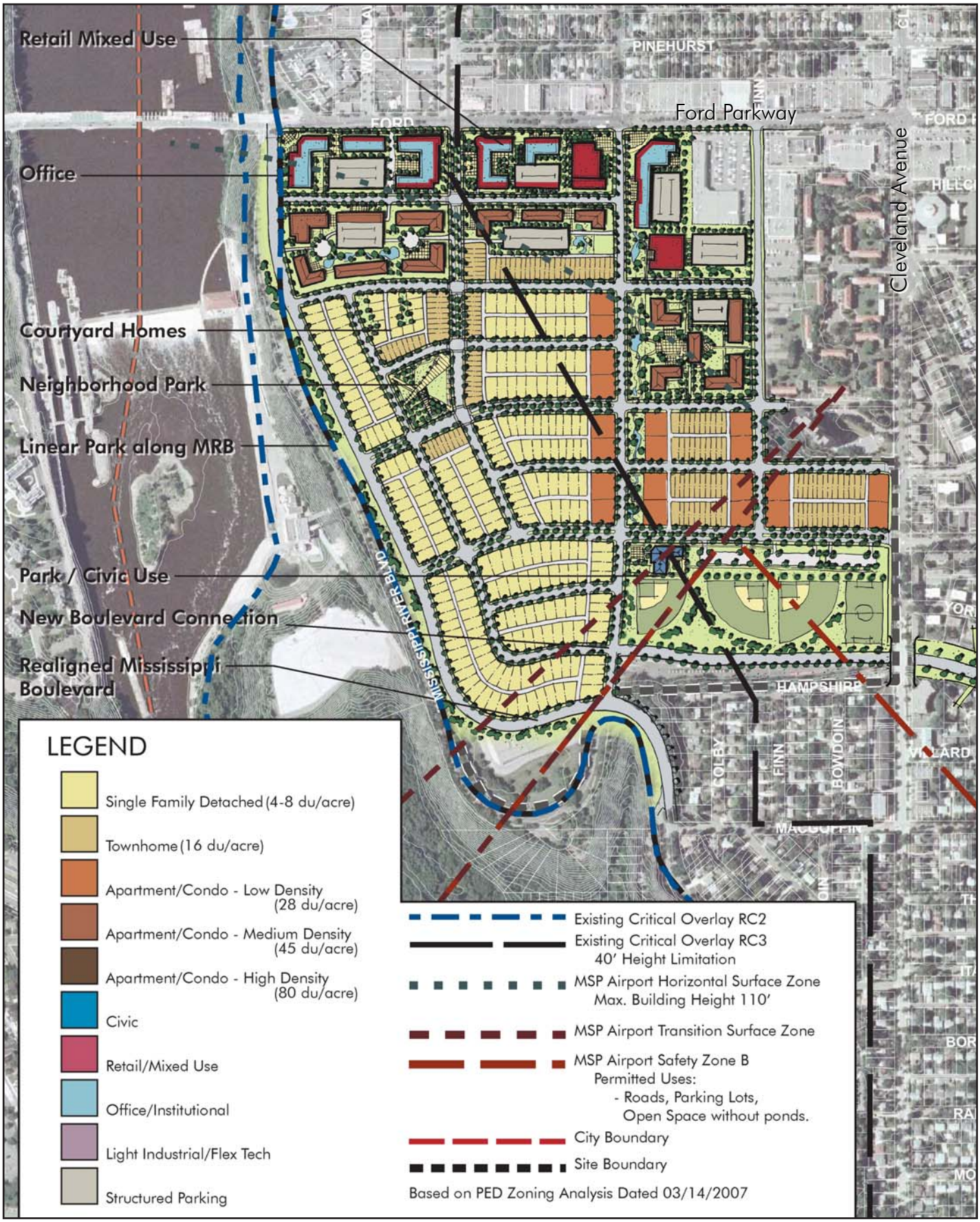
Jobs



Scenario 4 Land Use Distribution



Scenario 4 Conceptual Site Plan



Scenario 5. Mixed Use - High Density Urban Transit Village

The High Density Urban Transit Village provides a compact, mixed-use community organized around a multi-modal transit corridor and an interconnected system of public parks. The scenario is characterized by medium density attached housing between the transit corridor and MRB, and to the east, a vertically layered community of employment uses, residential, and support retail, including restaurants and shopping. Lower rise buildings will be capped by green community roof gardens out of which will grow small footprint point towers. The three legacy ball fields would remain proximate to their existing locations, incorporated into a new open space system that includes more expansive, naturalized parks overlooking Hidden Falls. A more structured park running through the heart of the site and a gateway park that includes civic gathering spaces at the intersection of Ford Parkway and MRB contribute to the overall park system and open space plan. Along MRB a weaving pattern of small pocket parks allow for smaller gathering areas next to the lower density residential uses. A porous system of streets and blocks interconnect with the surrounding community and allow multiple points of access and egress to and from the site. The main spine of this scenario is the multi-modal corridor that runs through the center of the site. This corridor links the former Canadian Pacific rail corridor to the south with Ford Parkway to the north, which will connect downtown Saint Paul to the Hiawatha Light Rail line to the east. The focal point of this multi-modal corridor is the transit station that would be located at the center of the scenario, providing all residents access to transit.

Scenario 5 Program Elements

Scale (Intensity)

- Office: Fabric podium base – 3-4 floors;
- Residential: Fabric podium base–apartments/ condos 4-5 floors; Point Towers mid-rise–apartments/condos 8-10 floors above base; 2-3 story apartments/condos near MRB.

Form (block/lot)

- The blocks are based on a traditional dense urban model. East of the open space spine, developed blocks will contain 4-5 story podiums with narrow point towers above. West of the open space spine, a compact assemblage of 2-3 story residential housing will front onto MRB and surround a more intimate open space system.

Development Program

(All areas are conceptual estimates only)

Open Space

- 13.4 acres active open space
- 52.8 acres passive open space

66.2 Acres Total Open Space

Residential

- Apartment/Condo - Low Density : 300 units
- Apartment/Condo - Med. Density: 730 units
- Apartment/Condo - High Desnity: 320 units

1350 Total Units

Retail

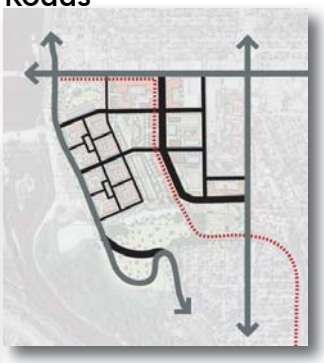
- 5.4 acres
- 46,775 sq. ft.

Office/Workplace

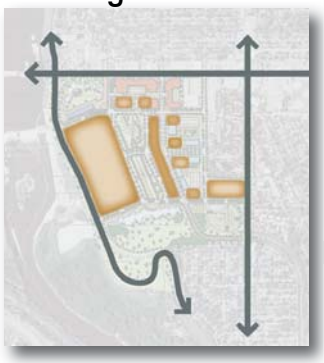
- 11.50 acres
- 194,000 sq. ft.

Scenario 5 Framework

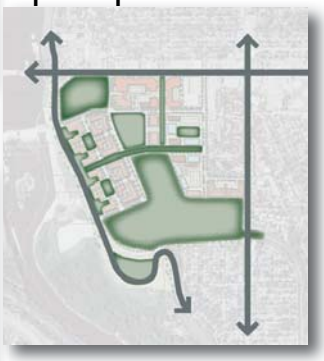
Roads



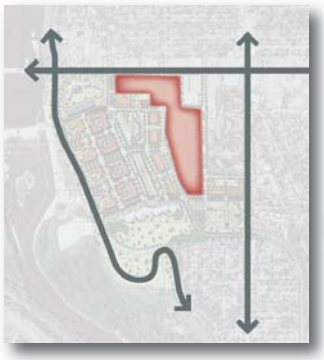
Housing



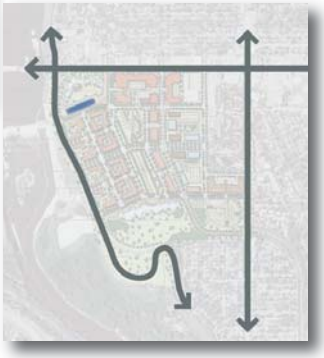
Open Space



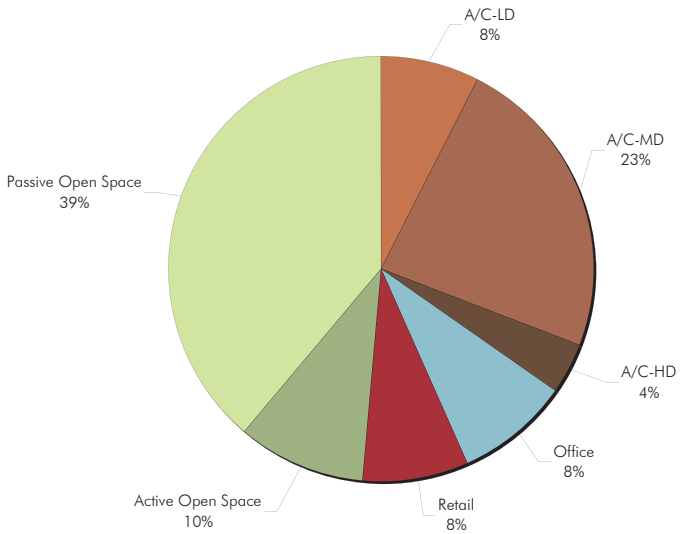
Jobs



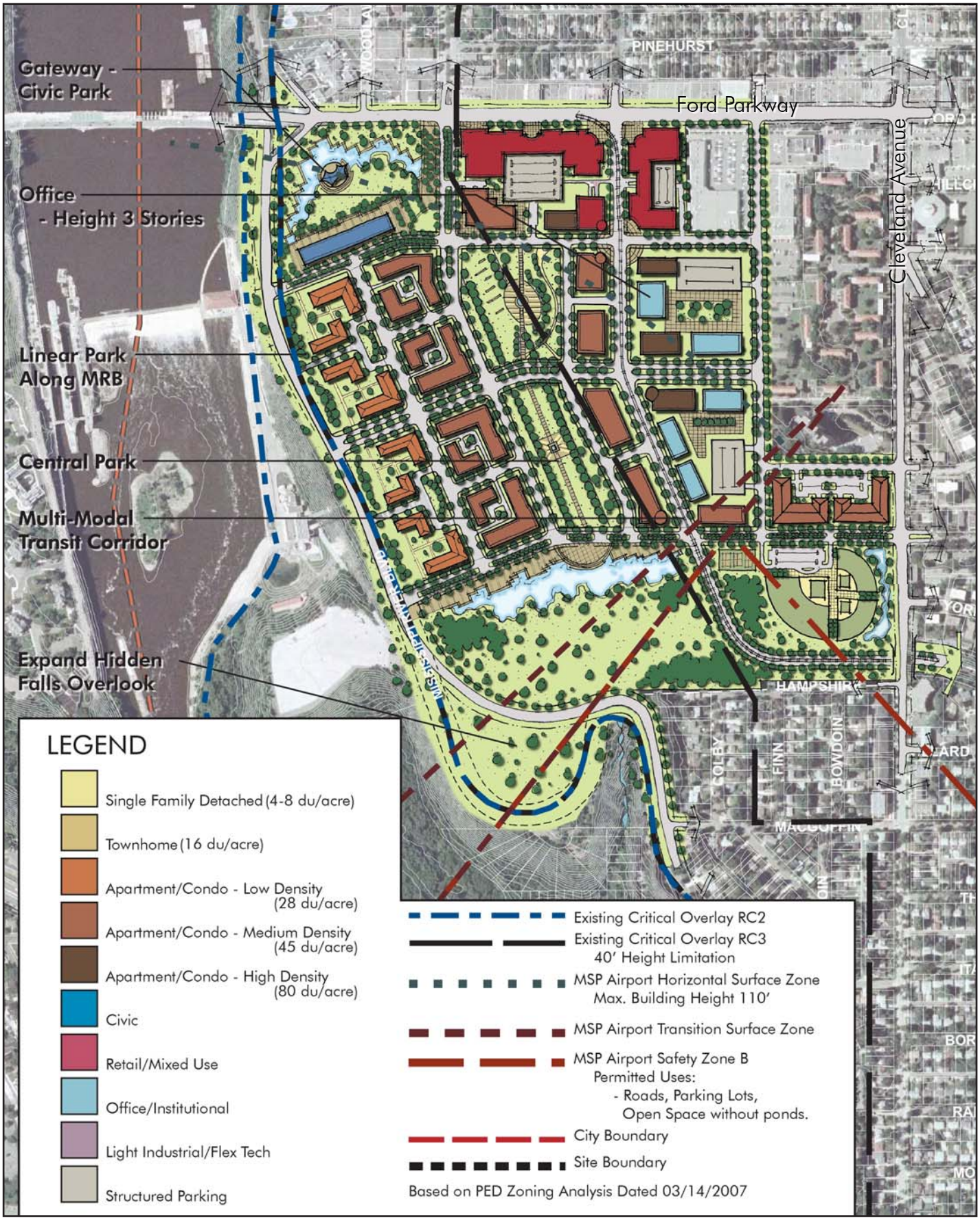
Structures to Remain



Scenario 5 Land Use Distribution



Scenario 5 Conceptual Site Plan



Scenario	Scenario	Program										
		Residential					Office/Institutional	Retail	Industrial	Civic	Active Open Space	Passive Open Space
		SFD	*SFA Townhome*	*SFA-LD*	*SFA-MD*	*SFA-HD*						
1	AUAR Baseline: Primary Reuse for Industry	0	0	168	0	0	140, 000 sq. ft.	90,000 sq. ft.	80 acres	MnSCU Stays / 60,800 sq. ft. new building	31 Acres	15 Acres
2	Mixed Use: Light Industrial / Flex Tech	87 Lots	36	250	251	0	250,000 sq. ft.	135,000 sq. ft.	45 Acres	MnSCU Stays / 52,500 sq. ft. new building	10 Acres	22 Acres
3	Mixed Use: Office / Institutional	44 Lots	74	404	723	0	750,00 sq. ft.	200,000 sq. ft.	NA	MnSCU Stays / new civic park as gateway	7 Acres	37 Acres
4	Mixed Use: Urban Village	242 Lots	206	230	250	0	260,000 sq. ft.	275,000 sq. ft.	NA	MnSCU Removed	18 Acres	11 Acres
5	Mixed Use: High Density Urban Transit Village	0	0	300	730	320	375,000 sq. ft.	194,000 sq. ft.	NA	MnSCU Removed	13 Acres	45 Acres

Ford Motor Company Site Planning Study: Phase 1

Saint Paul, Minnesota

Jobs Analysis - Saint Paul Port Authority

9/26/2007

		LAND USE PROGRAM (SQUARE FEET)									
Scenario	Type	Office	Jobs - Day One(1)	Retail	Jobs - Day One(2)	Light Industrial	Jobs - Day One(3)	Civic Use Bldgs	Open Space (acres)	Residential	Jobs - Day One - Total Per Scenario
1	AUAR Baseline: Primary Reuse for Industry	140,000	467	90,000	234	1,220,000	1,830	100,800	31	balance of site	2,531
2	Mixed Use: Light Industrial / Flex Tech	250,000	833	135,000	351	686,000	1,029	92,500	32	balance of site	2,213
3	Mixed Use: Office / Institutional	750,000	2,500	200,000	520	0	0	40,000	30	balance of site	3,020
4	Mixed Use: Urban Village	260,000	867	275,000	715	0	0	NA	29	balance of site	1,582
5	Mixed Use: High density Urban Transit Village	375,000	1,250	194,000	504	0	0	NA	59	balance of site	1,754

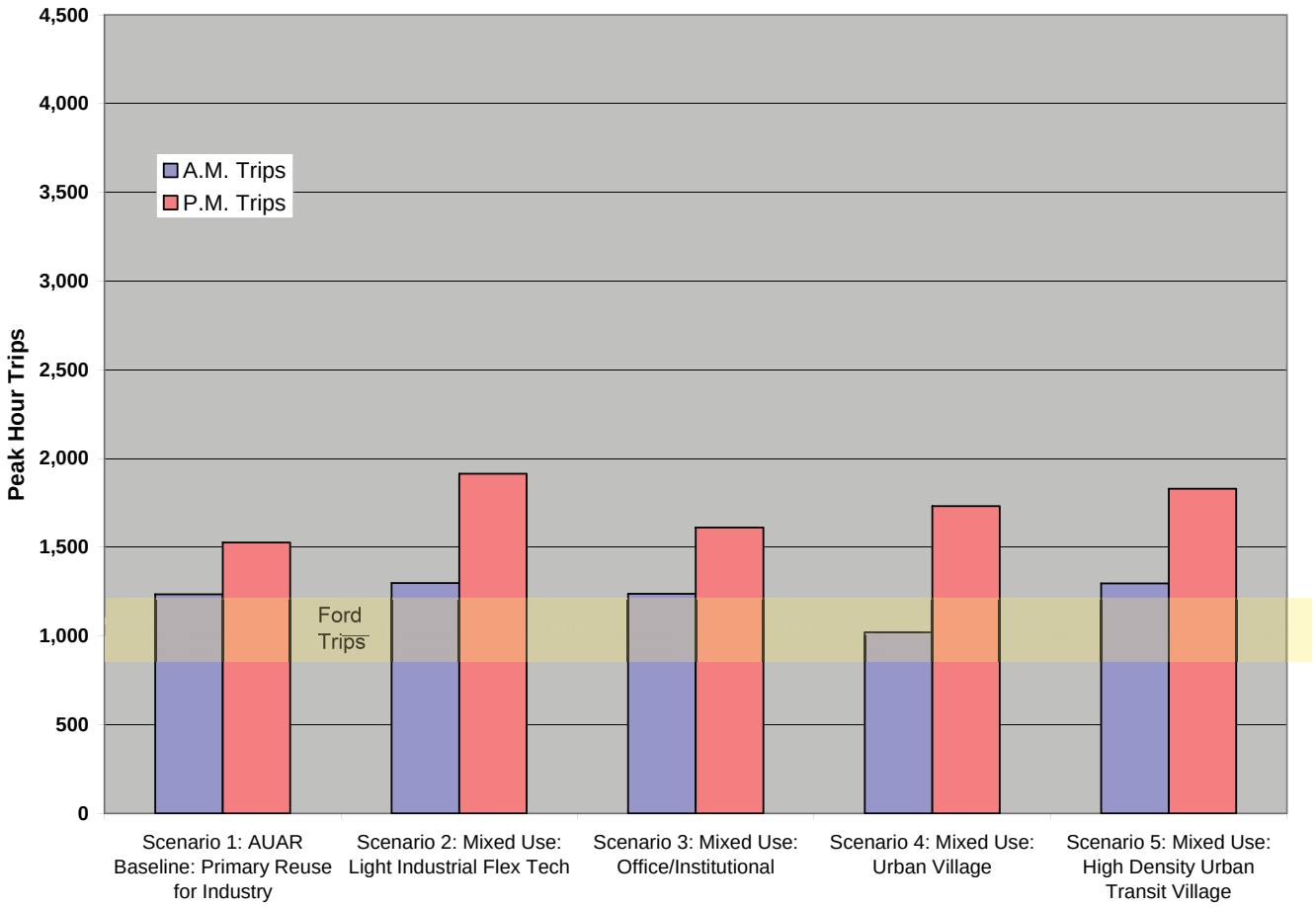
(1) Office job density estimated at 1 job per 300 gross square feet of building (Int'l Facility Mgmt Association, Colliers International), actual job densities will vary.
(2) Retail job density estimated 2.6 jobs per 1,000 gross square feet of building (Colliers International), actual job densities will vary.
(3) Light Industrial job density estimated at 1.5 jobs per 1,000 gross square feet of building (Saint Paul Port Authority), actual job densities will vary.

Traffic Analysis - Trip Generation

The current operation at the plant is at a historically low level, but there are still roughly 800 employees on site. Employment has been as high as 1,800. This type of employment would equate to between about 1,700 and 3,800 trips per day.

Estimates of the total number of vehicular trips generated in both the morning and evening rush hours and on a daily basis were calculated for the final five scenarios. Typical trip generation rates were applied to the type and quantities of land uses in each scenario to estimate the amount of vehicle trips generated by each scenario. Since all of the five scenarios have some component of mixed use, the grouping of trips into one trip would be expected to occur within all scenarios. What is not quantified by the trip grouping analysis is the the propensity for trips to and from the site to be linked to other uses (both residential and commercial) in Highland Park. It is assumed that any of the five scenarios would include trips that are currently leaving Highland Park.

In this analysis, the existing trip generation for the site was not subtracted from the values calculated for the scenarios, thus not all of the trips generated will be "new" trips. The existing trip generation associated with the Ford plant is shown in the horizontal band, "Ford Trips."



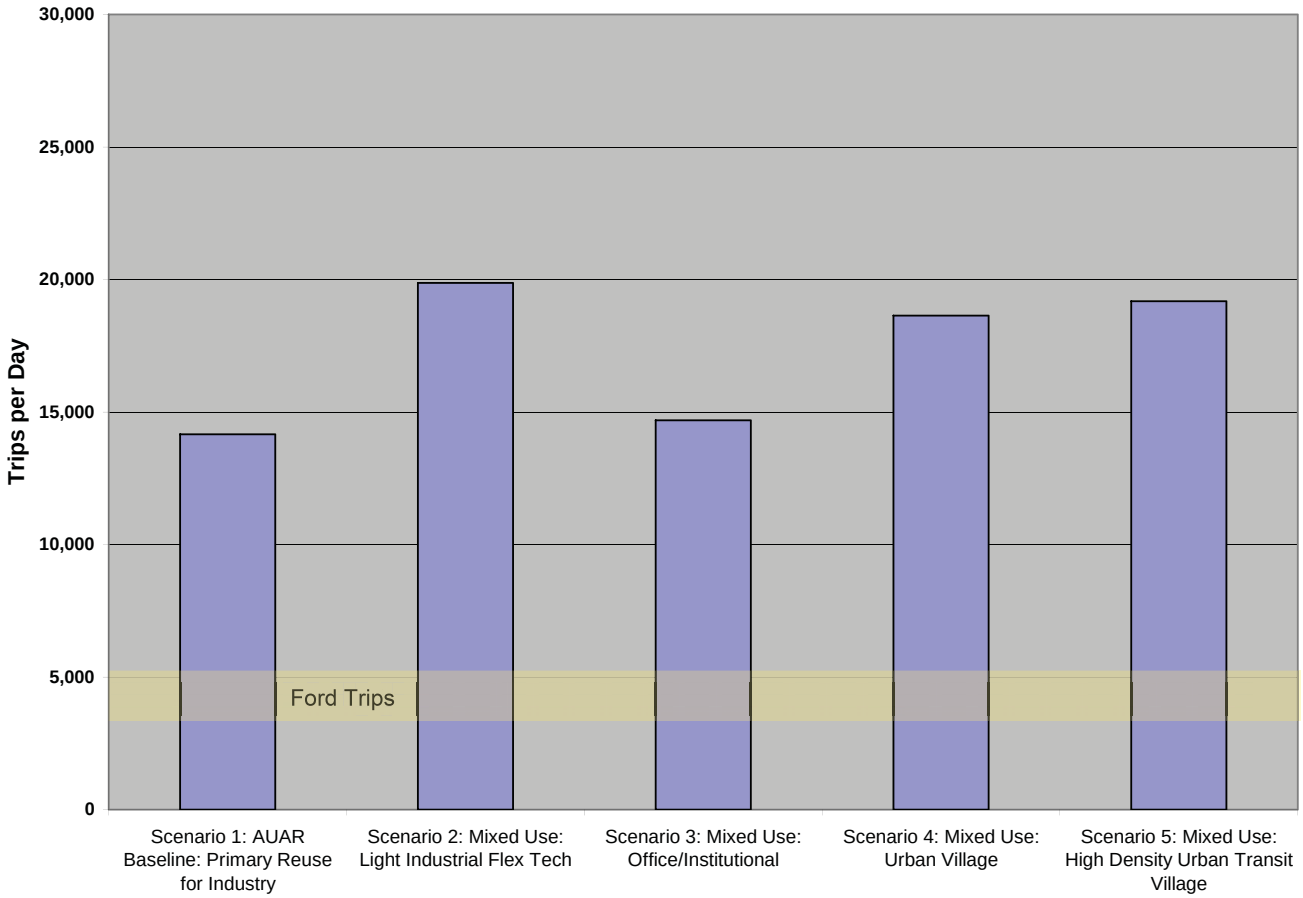
Traffic Analysis - Trip Generation

The table belows shows trip generation calculations for the five scenarios.

Directional Distribution

The model anticipates that predicted traffic to/from the Highland Park neighborhood will generally move in the following directions:

North – 20%	East – 20%
South – 35%	West – 25%



6: Next Steps

The Phase I planning work for the Ford site resulted in the preparation of five alternative development scenarios. These scenarios were created for the purpose of comparing and analyzing different land use infrastructure implications and development choices for the site.

The Phase II planning analyses of the five alternative development scenarios will inform the public, the Ford Site Planning Task Force and policy makers about the estimated costs, opportunities, and impacts of each scenario and possible mitigation measures. This information will assist the Task Force in selecting a preferred alternative to recommend to the Planning Commission and City Council. The recommended alternative may be one of the five scenarios analyzed, or it may be a combination of the best elements from two or more of the scenarios.

The Phase II planning analyses will begin in Fall 2007 and are anticipated to be complete by late plant closure in 2009. The results of the environmental assessment of the Ford properties will be available in stages in 2007 and 2008 and will be taken into account as the scenario analyses proceed. If minor adjustments to any scenario are deemed appropriate in light of environmental contamination information, the City and Ford Site Planning Task Force will review and approve these adjustments for analysis purposes.

Adoption of a preferred alternative by the City Council will guide future zoning and Comprehensive Plan amendments for the site.

The Phase II analyses of the five alternative development scenarios will include three types of review:

Alternative Urban Areawide Review (AUAR)

An AUAR is a substitute review process to evaluate development scenarios for an entire geographic area rather than for a specific project. An AUAR substitutes for an Environmental Assessment Worksheet (EAW) when "several different projects in the same area will require preparation of an EAW, or if an RGU (Responsible Governmental Unit – the City of Saint Paul in this case) has concerns about overall development in an area". [From the EAW Guidelines www.mnplan.state.mn.us] The AUAR evaluation must include one development scenario that is consistent with the existing land use(s) of the area, in this case 'Industrial'.

The final AUAR document must include a mitigation plan – a commitment by the RGU to prevent potentially significant negative impacts from occurring from specific projects. It is beyond a list of ways to reduce impacts—it must include information about how the mitigation will be applied and assurance that it will. The RGU's final action on the AUAR must specifically adopt the mitigation plan.

Major Components Typically Analyzed in an AUAR include:

1. Fish, wildlife, & ecologically sensitive resources
2. Physical impacts on water resources
3. Water Use
4. Water-related land use management districts
5. Erosion & sedimentation
6. Stormwater runoff
7. Wastewater Systems
8. Geologic hazards and soil conditions
9. Solid wastes; hazardous wastes; storage tanks
10. Traffic
11. Vehicle-related air emissions
12. Sensitive resources: archeological, historic, architectural; designated parks, rec. areas, trails; scenic views
13. Compatibility with regional, municipal and neighborhood plans
14. Impact on infrastructure and public services
15. Cumulative impacts
16. Other environmental impacts

The AUAR will also evaluate the potential for sustainable design solutions as part of the mitigation plan for each scenario. Sustainability elements and solutions to be examined include:

- energy efficiency
- alternative energy systems
- stormwater management and water quality treatment
- reduced emissions
- multi-modal transportation
- natural open space systems
- other factors to be identified

Fiscal Review

The fiscal analysis will compare the five scenarios for potential infrastructure costs, tax base generation, public service needs, and financing options, in addition to other measures to be defined.

Evaluation of Public Purpose Goals

In addition to the AUAR and fiscal analyses, each scenario will also be measured against public purpose goals to be defined, based largely on key issues identified by the City of Saint Paul, the public, stakeholders, and the Task Force during the Phase I planning work. Such goals may include:

- environmental sustainability
- integration with the physical neighborhood and fabric of the community
- compatibility with the surrounding river valley and natural amenities
- creation of strong tax base and family sustaining jobs
- integration with the existing street and infrastructure system
- a mix and pattern of land uses that minimizes traffic impacts and encourages walking, biking, and transit use

7: Acknowledgements

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