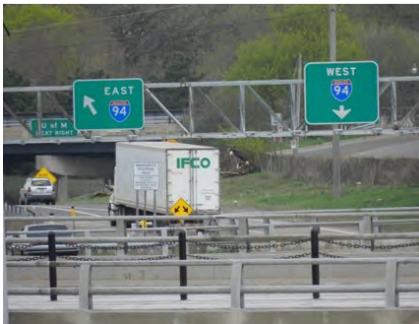


# WEST MIDWAY INDUSTRIAL AREA

AN AMENDMENT TO THE SAINT PAUL COMPREHENSIVE PLAN  
FEBRUARY, 2014



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# WEST MIDWAY INDUSTRIAL AREA COMPREHENSIVE PLAN AMENDMENT

This Comprehensive Plan Amendment is excerpted from the West Midway Industrial Strategy, July, 2013. The Strategy is broader in scope than is appropriate for a Comprehensive Plan Amendment, so it has been captured in three different documents: 1. The West Midway Industrial Area Plan; 2. The West Midway Working Agreement among public agencies for implementation of the Strategy; and 3. A White Paper – “The City’s Great Employment Challenge – Optimizing the Use of Industrial Land for Job Growth.”

Development of the Strategy went through a rigorous community participation process between 2010 and 2013, before being completed. This Plan Amendment keeps to the format and content of the Strategy.

The West Midway Industrial Plan is intended to foster reinvestment and redevelopment in the West Midway Industrial Area. Industrial business is the engine that drives the city’s growth in livable-wage jobs, and helps stabilize the property tax base. As such, it is in the community’s best interests to help local business grow, while attracting new industrial investments. Industrial investments are increasing nationally and locally. According to the Federal Reserve Bank of Chicago, manufacturing continues to grow at .75 percent to 1.0 percent per annum. And, the Federal Reserve Bank of Minneapolis is projecting 2013 to exceed the growth of 2012 in seven of the eight industrial growth indicators. (Source: January 3, 2013 issue of **fedgazette**)

The West Midway Industrial Area needs to be prepared to attract and accommodate investments in both existing businesses and new development. The improving economy, completion of the Green Line LRT and its central location suggest that NOW is the time to prepare the Area for industrial business and developer investments. However, the improving economy, great location and LRT are not enough to realize major industrial growth in the West Midway Area. Antiquated or abandoned buildings, small development sites, and lack of a coordinated strategy will keep the Area from realizing its best potential unless the community takes action. The actions proposed by this Strategy will require cooperation and intensified efforts by the business community and public sector (primarily the City of Saint Paul and Saint Paul Port Authority), with assistance from the greater Saint Paul community and the philanthropic sector.

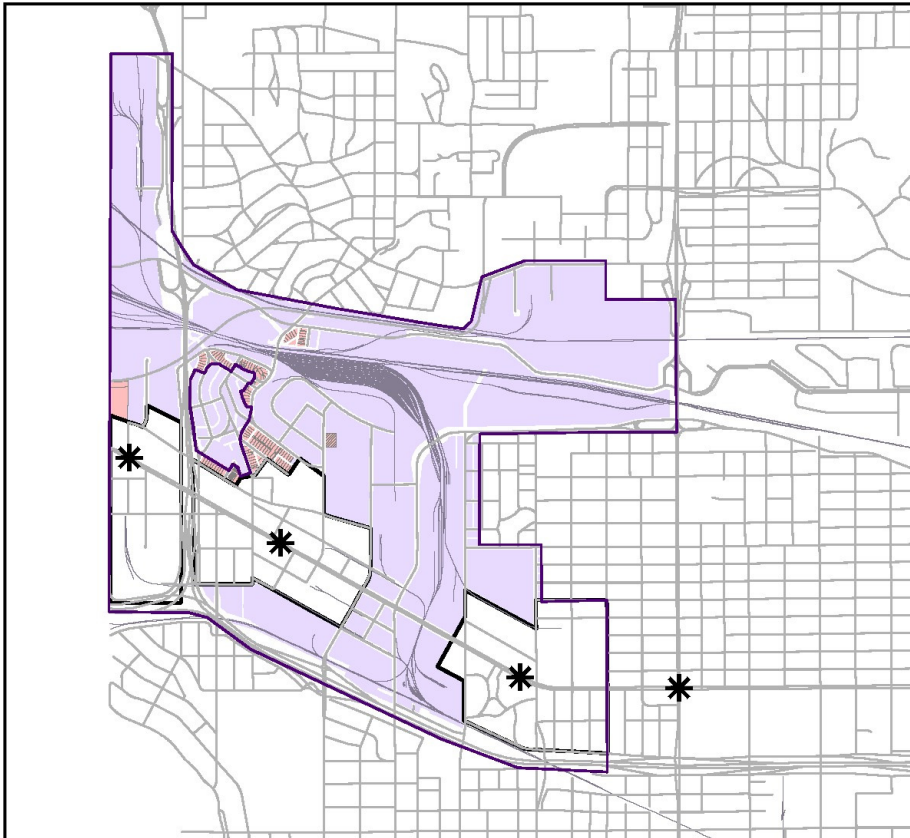
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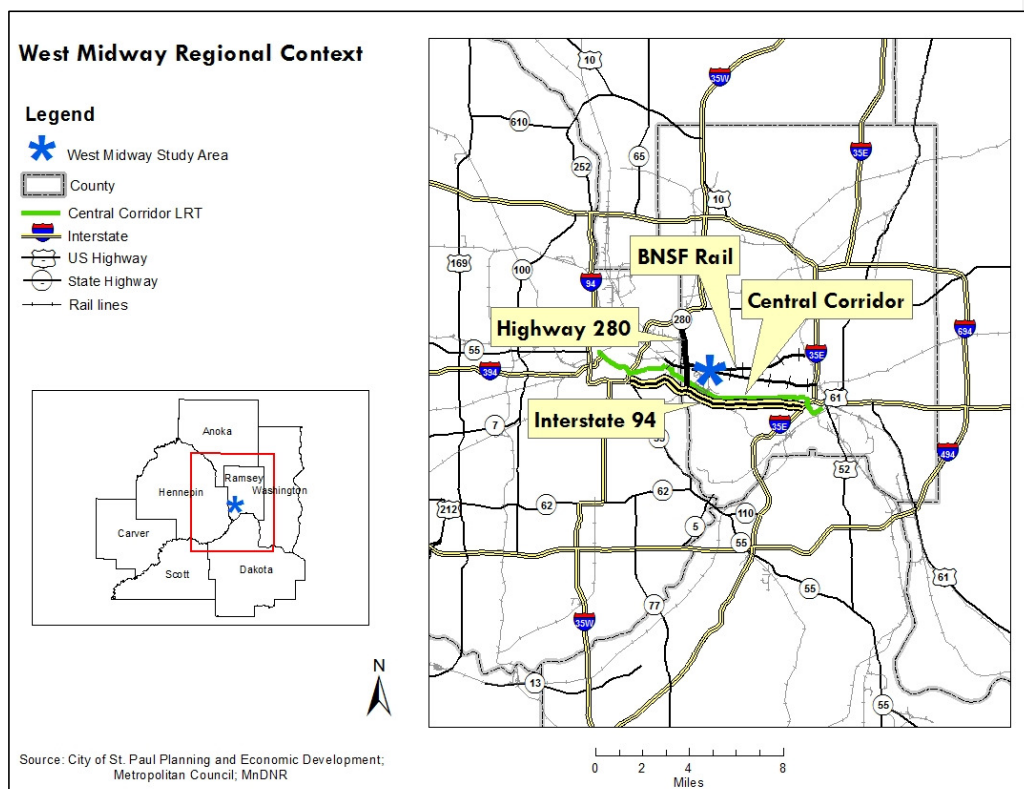
The Saint Paul Planning Commission, on May 21, 2010, established the West Midway Industrial Study Task Force to make recommendations for land use for the Planning Commission's consideration as an addendum to the Saint Paul Comprehensive Plan. The geographic scope of the Strategy includes the area depicted in purple on the following page, while strategically excluding the three Green Line LRT station areas and the South St. Anthony residential area.

## LOCATION

*The West Midway Industrial Area is ideally located for industrial development, with access to transportation infrastructure and an employment base unparalleled in the region.* At the northern edge of West Midway is the mainline track for the BNSF railroad – connecting the massive Chicago freight rail hub to the northern Great Plains and the Northwest/Pacific Rim ports. (See Appendix D) Through the southern portion of West Midway is the soon-to-be completed **Green Line LRT, which will carry 45,000 to 60,000 riders per day** and connect the three largest employment concentrations in the state (the University of Minnesota Minneapolis Campus, downtown Minneapolis and downtown Saint Paul). On the southern edge and through the western portion of West Midway are Interstate 94 and Highway 280. In combination, access to rail, transit and highways is unparalleled in the metropolitan area. In addition to the transportation network, the West Midway Industrial Area is in the geographic middle of a very dense concentration of workers. Situated halfway between the two downtowns and **within a 20-minute commute of over 900,000 potential workers**, this area is ideal for businesses to access a qualified workforce. (ESRI Community Analyst, 2012; residents ages 18-65)

### West Midway Industrial Area





## THE VISION

*To ensure that the West Midway industrial area becomes a major center of "high value employment"\* in the region, while enhancing the vitality of surrounding residential neighborhoods*

\*High-value employment components:

- Has a high multiplier effect on additional jobs (an additional to 3 new jobs for each industrial job added, varying by industry type)
- At-least livable wages for entry-level employment
- High industrial property tax revenues
- Dense concentration of industrial employment (20+ jobs per acre)

## PLAN POLICY

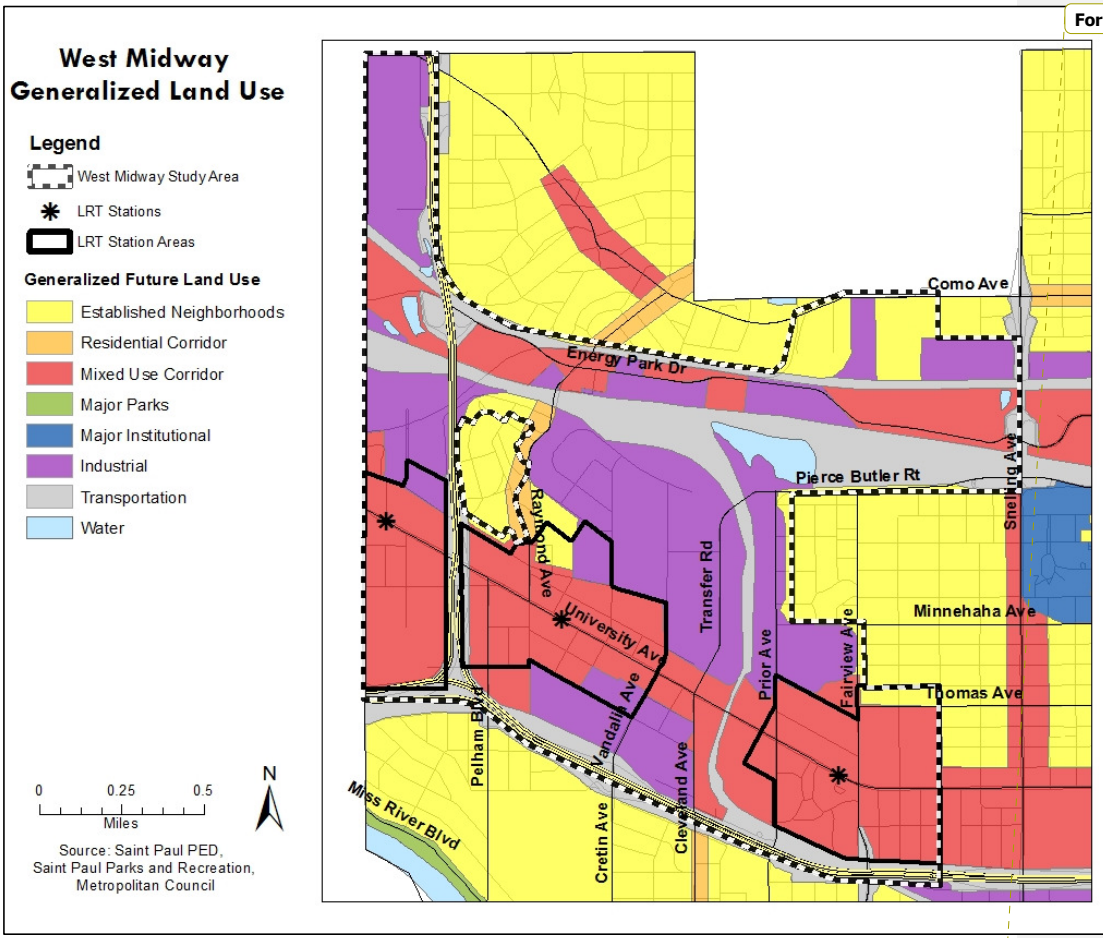
There is a variety of City Plans that has been adopted that set the stage for land use policies in the Study Area. This Strategy accepts all of the City adopted plans, and uses them as groundwork

for the recommendations. Specific portions of these plans have been brought into the Strategy, as appropriate. (See Appendix C)

In addition, there are important studies that should be referenced for a complete picture of community interest, including:

- "Bridging the Gap" Report from District 12:  
<http://sapcc.org/bridgingthegap>
- "Prospect Park Station Area and Gateway Planning":  
<http://www.prospectpark2020.org/>

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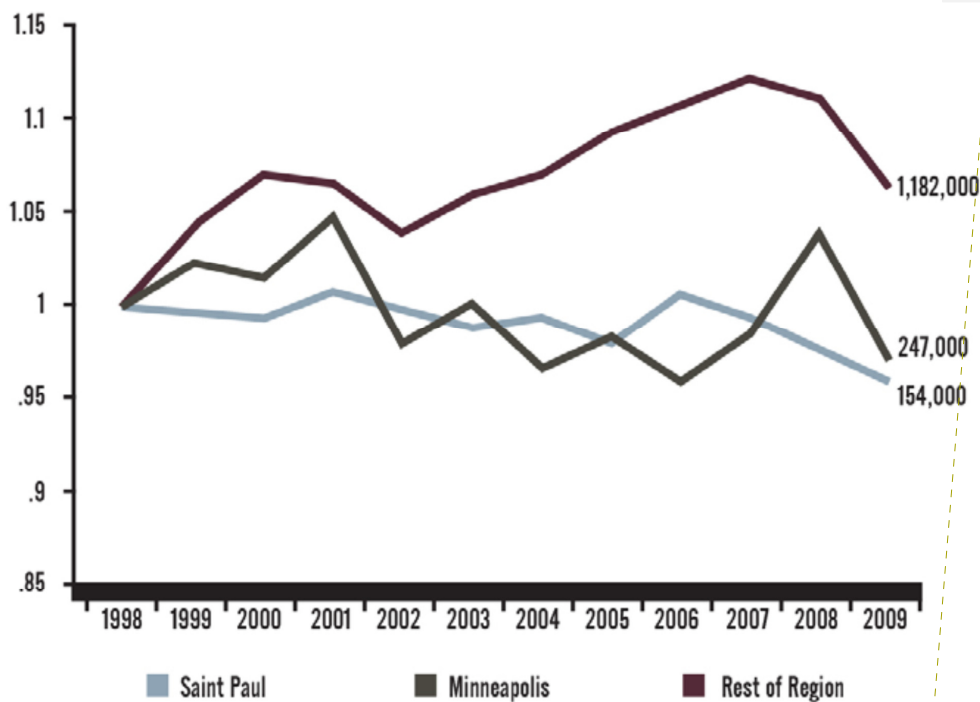




## INTRODUCTION

The economic condition of Saint Paul's industrial sector is best characterized by “An Industrial Strategy for the City of Saint Paul”, 2012 (aka The ICIC Report). This report was commissioned by the Saint Paul Port Authority, and prepared by the Initiative for a Competitive Inner City (ICIC), Interface Studios LLC and the Pennsylvania School of Design. (See the ICIC Report on the Port Authority web site: <http://www.sppa.com/> ) The following are summarized from the ICIC Report, pages 3-9:

- City is lagging behind in employment growth in the region, as gaps persist in the regional economy.
- Despite the region's strong asset base, its economy...has lagged national growth in productivity, wages, and employment. (Brookings Institute)
- Technology transfer and spinoff from research institutions have not generated enough impact in terms of regional jobs and growth.
- There is pressure to convert existing industrial land to non-industrial uses.
- Locally, existing industrial assets and a robust manufacturing legacy provide the opportunity to leverage industry into a sustainable vision that promotes growth in the city and region.
- Over the course of the previous decade, the region's urban core lost more than 100,000 jobs while less developed suburbs added roughly 36,000. This movement of jobs, combined with urban poverty rates that are more than twice those of the region, highlights the importance of equitable development throughout the region.
- However, this is not a totally bleak picture. Modern industry represents a range of activities involving the production, distribution, and repair of goods and materials.
- In fact, the focus suggested by the ICIC Report is a focus on PDRL signifying ***Production, Distribution, Repair, and Logistics***.
- Modern industrial land may be occupied by laboratories, flex space, warehouses and distribution centers, or purpose-built manufacturing. This mix results in a broad array of opportunities for cities and their residents.
- Modern industrial development does not have to be an eyesore or environmental degradation for the surrounding community. In fact, more recent industrial development is typified by modern looking buildings, many of which were developed by expanding businesses located across the street or very close to residential areas.



Responding to these challenges and opportunities, the Plan focuses on three major policy areas:

- 1.Business Engagement**
- 2.Strategic Public Investments**
- 3.Land Development.**



# BUSINESS ENGAGEMENT

There are many things that can be done at the local level to improve the business climate. Over time, those measures can have profound impacts on the success of local businesses and in gaining the most productive industrial uses in the area.

In cooperation with the Midway Chamber and Port Authority, a forum of local business leaders will establish a coordinated dialogue for the benefit of existing businesses. That dialogue will help define resources needed to improve business conditions for both individual businesses and for reinvestment/redevelopment in the West Midway Industrial Area. The Midway Chamber, Port Authority and PED staffs will help get that dialogue started, including outreach to individual businesses, but this effort must be led by local business leaders.

Collective action among the businesses may take the form of sharing resources to better deal with parking, energy conservation and stormwater issues. It may take the form of better marketing within business sectors and to the broader community. It may include better ongoing outreach to adjacent residential neighborhoods. And it may take the form of exterior improvements to buildings and properties including landscaping and facade improvements.

**B-1 Better define the common and individual needs of business.** Currently, the West Midway Industrial Area contains various businesses that do not generally communicate amongst themselves, much less come to common understandings of issues they face. In this area, the City should play a catalytic role in business outreach and bringing businesses together. Initially, the Port Authority and City will expand efforts at outreach to individual industrial businesses with focus on business retention, expansion, community relations, accessibility, regulatory processes, and capitalization.

**B-2 Develop a "West Midway Industrial Area Partnership" among local industrial business leaders, developers/leasing companies, the Port Authority and the City.**

Understanding common interest needs a vehicle for discussion and action. This Partnership will:

- i. Define those issues that are common to all/most local businesses. This can begin with the outreach to businesses, defining elements of common interest, and common issues. In cooperation with the Midway Chamber of Commerce and Port Authority, expand ongoing outreach efforts.
- ii. Develop/promote private efforts that ensure efficient goods and employee movement. Define those issues of freight movement and access by customers/employees beyond those included here, in development of ongoing improvements to the transportation network.
- iii. Develop and promote cooperation among businesses for physical improvements – shared parking, street/alley/driveway reconstruction, stormwater recharge areas, streetscape landscaping on private property, front entrance spruce-up and site cleanup campaigns. These efforts may include a business improvement district concept whereby businesses pool their resources for a common project. Such arrangements may take the form of an informal agreement between two parties for a common

improvement, or a larger agreement where the businesses pool funds for a larger project, such as stormwater ponding. Or the agreement may take a more formal form, where businesses approach the City to establish a local assessment district. Any and all approach will be determined by the participating businesses.

***Business Improvement Districts (BIDs)*** have a strong track record of success in commercial areas and are being increasingly utilized for urban industrial areas as well in major cities. Challenges stemming from older infrastructure and older buildings are more easily resolved when there is a clear management presence for both exterior spaces and interior common areas of multi-tenant business center facilities. This is a straightforward way of increasing retention of existing firms. If, and only if, agreed upon by area firms, a small assessment based on street frontage, facility square footage or even employment could be pooled to fund clean and safe improvements and development/communications programs in the immediate vicinity of the assessments.

- ICIC Report page 63 [http](http://)

**B-3 Engage in the discussion of a Regional Economic Development Strategy.** A series of regional economic development discussions have occurred over the last 30 years: various Metropolitan Council efforts; creation of the Capitol City Partnership; and the Itasca Project. (The current Greater MSP effort focuses on marketing primarily and is explicitly not an effort to develop and implement a regional economic development strategy.) The current lack of a regional economic development strategy puts the Twin Cities Metropolitan Area at a marked disadvantage in growing the industrial sector and in competing internationally with other regions.

Recently, the Metropolitan Council has begun efforts to develop such a regional strategy by integrating economic competitiveness and economic development into their latest regional strategy: THRIVE MSP 2040. Historically, the Metropolitan Council's charge included the "orderly and economical development" of the region. However, since the early 1980s the Metropolitan Council has been somewhat passive about asserting a regional economic development strategy. The Saint Paul community should support a robust regional strategy that includes local development agencies as well as regional policy-making efforts. That new strategy needs to focus on workforce preparedness, important changes to the State's tax codes and first-rate infrastructure.

- i. Participate in the regional THRIVE MSP 2040 discussions
- ii. Insist the discussions include a broad range of constituents including: Greater MSP; Itasca Project; Chambers of Commerce; Urban Land Institute- Minnesota; the Minnesota Center for Fiscal Excellence; the State Legislature, local development agencies and key business representatives.
- iii. Promote an aggressive regional approach to workforce training and development.

- iv. Promote changes and simplifications to the State tax codes that improve transparency and do not over-burden job-creating industry to the extent that the region loses its competitive edge.
- v. Promote a first-rate transportation system, particularly transit services in the urban area - proven to be essential in global economic competitiveness.

**B-4 Cultivate stronger relations among building owners, the City and the University of Minnesota.** The presence of the University of Minnesota campuses may offer opportunities for new business formation. Currently, the University is not contemplating new university buildings that might locate in the West Midway area. However, there are University-supportive businesses that may be interested in proximate location to University research facilities- particularly in the areas of medical and technological research and manufacturing.

- i. Develop stronger direct relationship with University departments that offer the greatest opportunities for new industrial developers and/or businesses.

**B-5 Cultivate stronger relations between the industrial business community and residential neighborhoods.** The importance of good design is essential, particularly older industrial areas that are proximate to residential neighborhoods.

- i. Initiate a "Business-Neighborhood Dialog" that meets periodically (perhaps quarterly) and discusses projects and issues of common interest. Such a dialog would include business and neighborhood leadership as well as staff from the City and Port Authority.

**B-6 Expand workforce preparedness focused on existing and emerging industrial business needs.** A healthy industrial business climate relies on an appropriately-trained and motivated workforce. The Saint Paul area has some very strong and ongoing efforts to improve the readiness of the local workforce. Saint Paul College is a national leader in strategic and dynamic curriculum that results in viable, trained workers and has an exemplary placement track record (82%). Programs include the Career Pathways Academy (working with high school students) and curriculum focused on work habits and good citizenship as well as relevant technical training. In addition, the State Department of Employment and Economic Development (DEED) has a series of relevant programs to help business find strong work candidates, including: Minnesotaworks.net (helping employers find qualified candidates); "National Career Readiness Certification" program ensuring awardees possess critical thinking skills, problem-solving skills and mathematic skills; and "Business Service Representatives" assisting employers find quality workers, analyze hard to fill positions and assessing salary requirements. Also, Ramsey County's "Workforce Solutions" program includes job-matching services, a "try-out" temporary employment program underwritten by the County, and connections among employers, job counselors and employment service agencies. The County has also developed the Workforce Investment Board, which oversees public workforce programs and builds community partnerships to fill training needs of local businesses. The Port Authority is developing a new collaborative on workforce training geared to needs of specific employers that includes training groups, DEED and Port staff. Finally, the District Council Collaborative has undertaken a

yearlong pilot project ("Corridors to Careers") aimed at workforce readiness of communities along the Green Line.

However, even with these current workforce efforts in place, there is more that can and should be done. First, high school training is uneven, and there is not a uniformly strong relationship between local businesses and local high schools. Second, there is a skills gap at the upper limits of expertise, requiring advanced degrees in engineering and the sciences. There are very high-paying jobs that are hard to fill. Third, even though the efforts of DEED, Saint Paul College, Ramsey County, the Saint Paul Port Authority and the District Council Collaborative are exemplary, an ongoing conversation needs to continue and grow to keep efforts on the cutting edge.

- i. Expand the ongoing Work force Investment Board conversations among public agencies and consider a parallel conversation among business leaders that connects the work force needs of the community and the local high schools. Such conversations should lead to intern/apprenticeship programs and strengthening of school curriculum.
- ii. Develop training for specific high tech industry groups, while encouraging such industry groups to strengthen their relations with all colleges and universities in Saint Paul. Engage appropriate local businesses and the Chambers of Commerce in such discussions.
- iii. Enhance the conversations among business leaders, local community, DEED, Saint Paul College, Ramsey County Workforce Solutions and the Saint Paul Port Authority. Focus on coordinated industry training among local colleges and universities.

**B-7 Enhance the environmental sustainability of industrial development in the area.**

Sustainable elements include:

- i. Encourage stormwater retention practices both on private property as well as within the public realm. Such practices may include permeable pavement techniques in parking lots, surface ponding, underground treatment systems, green roof technology and surface recharge areas as specified by the Capitol Regions Watershed District and Saint Paul Stormwater practices.
- ii. Improve accessibility by means other than the single occupant automobile. Assist individual businesses in developing Transportation Demand Management strategies, with incentives for employees to carpool, use transit, walk, and/or bicycle. Develop sidewalks for better access to transit, adjacent neighborhoods and services along commercial streets. Enlist the services of St. Paul Smart Trips.

St. Paul Smart Trips works with businesses to provide commuting solutions that benefit both employers and employees and ensure continued business growth, employee satisfaction and a sustained quality of life for our region. St. Paul Smart Trips free consulting services helps identify, develop and support a variety of transportation options that lead to more productive, healthy and satisfied employees. Participating employers have seen increases in tax savings, work-site accessibility and employee earnings. Programs include: Commuter Options Surveys; Commuter Options Plans; New Employee Orientations; Commuter Fairs; Informational Materials; and Promotional Efforts. <http://www.smart-trips.org/>

- iii. Improve energy efficiency within existing buildings. Assist individual businesses with energy audits and programs to improve efficiencies in heating and cooling. Education and outreach are critical to promotion of energy conservation programs that are already available for current businesses and new development. The Port Authority has partnered with Xcel Energy and the Center for Energy and the Environment (CEE) to offer the Trillion BTU Energy Efficiency Program for commercial and industrial Xcel customers. Customers choose the project and the contractors, with Xcel providing the rebate and the Port Authority providing the financing. The Port Authority also has a sustainable development policy, requiring new buildings to go through Xcel Energy's Energy Design Assistance Program.
- iv. Encourage reuse of selected older<sup>2</sup> buildings through the Greenpoint model. Selected buildings within the South St. Anthony area may be adaptable for market niches that promote smaller, artisanal, creative enterprises, and to nurture the area as a fertile laboratory of entrepreneurship, business incubation, artistic endeavor and eclectic urban design. Careful adaptation of such buildings will be job-retaining and job-producing, help create a "buzz" for the industrial area, and be assets to the overall objectives of broader industrial area stabilization and growth.

**B-8 Promote development/redevelopment of sites such that they benefit the existing businesses as well as promoting new, intensive job-creating businesses.** The City, Port Authority, Metropolitan Council and State of Minnesota must work cooperatively toward redevelopment of sites for industrial reuse. No one agency can achieve this redevelopment alone.

- i. Assemble parcels of sufficient size and regular configuration. Actively pursue site assembly for new industrial development, business growth, and job creation and retention. Priority will be given to underutilized and vacant land. All viable financing alternatives will be sought and utilized. Property to be acquired will be determined by a majority of willing sellers, the site's strategic location and size, and the ability to assemble multiple parcels into larger sites of sufficient size to attract major new business investment.
- ii. Use tools that can capture value (e.g. Tax Increment Financing) from new developments to support such site assembly. In particular, the City needs to champion the use of TIF by the Saint Paul Port Authority for industrial redevelopment that removes blight and increases the local employment base.

"Light industrial and commercial office complexes often require significant parcels of land, or parcels reconfigured to meet the requirements of modern business...Creating parcels large enough for an employment complex requires land assembly [even though] the Minnesota Legislature in 2006 significantly limited eminent domain as a tool for assembling parcels."  
Saint Paul Comprehensive Plan, Land Use Chapter, p 26.

- iii. Without the tool of eminent domain, the City and Port Authority are extremely limited as to site assembly for new potential developments. However, eminent domain has been very controversial within the recent past, as there have been abuses in some parts of the country. If the City seeks eminent domain authority from the State Legislature, it should be for the express purpose of assisting in assembly of such large sites, and for the purposes of:
- Maximizing job creation through reuse of unusable industrial parcels/buildings;
  - Increasing the property tax base, thereby keeping down local property tax rates;
  - Eliminating blight of abandoned/substantially vacant industrial buildings, which have a deleterious effect on business reinvestment and new investment; and
  - Maximizing use of current infrastructure capacities in freight rail, the principle highway system and the Green Line LRT.

# STRATEGIC PUBLIC INVESTMENTS

The relationship between the efforts of business and those of the public sector are essential in the health of the individual business as well as the well-being of the community. Creating a business-friendly environment is neither easy nor inexpensive. The business community desires, and deserves an equal partnership that makes it as easy as possible to conduct business while adequately protecting the public health and safety of the community. Infrastructure investments, regulatory transparency and responsiveness, and workforce development are all critical intersections between business and the public sector. Although this Plan is not exhaustive in detailing programs, there are certain aspects that are singular to the West Midway Industrial Area; listed below.

At the same time that the Business Engagement work is beginning, the City and Port Authority will work to provide the necessary elements needed to support the growth of businesses, tax base and jobs. Improvements to streets, regional highway access, stormwater facilities, curb & gutter, sidewalks and boulevard landscaping (where practical) will be defined within a multi-year improvement program. In addition, the City and Saint Paul Port Authority will seek public resources to be used to assist in site assembly, environmental remediation (when necessary) and marketing – all within the context of establishing the West Midway Industrial Area as the preeminent urban industrial area in the region. The City will continue to work toward streamlining business and building permitting, for quicker and smoother turnaround times for approvals – while ensuring safeguards for public health and safety. And City/Port Authority staffs will help in energy conservation that benefits both the individual businesses as well as the broader community.

**PI-1 Retain and Protect Current Industrial Land from Conversions to Non-Industrial Uses in the West Midway Industrial Area:** It is vital to protect the industrial economy in a way that balances competing land uses while preserving industrial business growth. There will be instances when the market dictates that conversion from industrial to another use is optimal. Such conversions should be considered carefully.

- i. The City will convert industrially-zoned lands to non-industrial uses in the West Midway Industrial Area only in circumstances where new development will be high density (either jobs or residential), and proximate to regional transportation.

**PI-2 Invest in the Street and Roadway Network:** There are selected improvements to the street and roadway network that can substantially improve truck access to the regional highway system (I-94 and TH 280). For some time the Minnesota Department of Transportation (MnDOT) has been concerned about the capacities of the Snelling, Vandalia and Highway 280 interchanges with I-94. These concerns have been heightened with the collapse of the I-35W river crossing bridge and the decision to add lanes on I-94 west of Highway 280 to deal with congestion. In addition, regional transportation plans recommend high-occupancy lanes along I-94 between the two downtowns.



- i. Ensure that discussions with MnDOT and the City of Minneapolis on the 1-94 MnPASS project be broadened. Such discussions must include: Hwy 280 redesign north to the Larpenteur interchange (particularly access at Franklin Avenue); redesign of the Vandalia Bridge to accommodate growth in freight traffic; and north end of Ayd Mill Road to relieve congestion at the 1-94/Snelling interchange.
- ii. Continue to study managed lane analysis on 1-94.
- iii. Improve direct access for trucking from city streets to 1-94 and Highway 280. The following recommendations are an outgrowth of the Northwest Quadrant Transportation Study, completed in 2012 by the City Public Works Department in cooperation with the community bounded by 1-94, Snelling Avenue, Highway 280 and Larpenteur Avenue. (See also SD 1-1 through SD 1-5, SD 2-1 and SD-2)
  - a. Improve/rebuild Ellis between Transfer Road and Vandalia Street. (Short-term) This connection will improve freight trucking connection between Pierce Butler Road and the 1-94 Interchange and direct truck traffic away from University Avenue between Transfer Road and Vandalia.
  - b. Designate Territorial Road a truck route, between Vandalia and Highway 280. (Short-term)
  - c. Resurface Territorial from Carleton Street to Highway 280. (Short-term) Reconstruct with bike lanes and pave with materials that minimize noise to the adjacent properties.
  - d. Redesign and Resurface Vandalia from Capp Road to south of 1-94 to act as the primary north/south spine for industrial traffic. Include sidewalks.
  - e. Design and install trailblazing signage in the industrial area to both 1-94 and Highway 280. (Short-term) Such signage will minimize wandering trucks and focus traffic on the most appropriate streets. Such signage will be coordinated with MnDOT.
  - f. Reconstruct Territorial Road between Carleton and Vandalia. (Mid-term) Reconstruction will deal with loading dock issues.
  - g. Reconstruct the Vandalia Bridge over 1-94. (Mid-term) Reconstruction will enhance capacity for semi-trailer trucks, especially for left-turn movements.
  - h. Periodically reassess the usefulness of a new North/South connection across the BNSF rail right-of-way to Energy Park Drive and Como Avenue. (Long-term)
- iv. Seek better options for truck traffic in the Westgate Industrial Area. Traffic and truck movements have become a significant problem for businesses in the Westgate Industrial Area. There is great concern that these problems will intensify due to planned and potential developments immediately to the north of Fifth Street and to the west in Minneapolis. This is particularly timely because there is development interest in the immediate area that may be discouraged if relief is not found. However, potential solutions are likely to be very expensive or greatly impact existing development. Nevertheless, the City is committed to greater coordination between Minneapolis and St. Paul in search of viable options.

- v. Continue to coordinate the monitoring of traffic operation issues with the City of Minneapolis with regard to the Westgate Industrial Park area and more regional east/west industrial traffic demand.
- vi. Outline potential relievers of such traffic and evaluate their effectiveness and cost.

**PI-3 Improve the Physical Environment in ways that helps **Businesses**.**

- i. Enhance streetscaping throughout the area with sidewalk installation, curb and gutter, landscaping and lighting. Such improvements will calm traffic, create a more positive atmosphere for workers, enhance property values, and improve marketability of property for resale.

Older industrial districts and Business Centers often lack characteristics of well-designed, attractive, and environmentally sustainable buildings/properties. This leaves districts and the specific businesses that occupy them vulnerable to intrusion from other uses, as the job creation opportunities associated with these areas may be overshadowed by physical traits.

In such districts it is critically important to incorporate modern amenities and aesthetics in order to maximize firm retention and avoid negative perceptions around industry. To do so requires upgrades that are both functional and cosmetic.

ICIC Report, page 62

**PI-4 Improve the Physical Environment in ways that helps **Workers**.**

- i. Improve sidewalks throughout the area to promote walking. Sidewalks will promote walking and improve the health of the workforce. In addition, sidewalks help workers access transit and services along commercial corridors.
- ii. Create bicycle facilities on selected streets. This will create options for workers to bicycle to work. Bicycle commuting is increasing rapidly in Minneapolis and St. Paul, although it currently represents a small percentage of total trips in the region (2.2%). In addition, bicycling promotes a healthier workforce.

**PI-5 Improve the Physical Environment in ways that helps **Neighborhoods**.** (See specific recommendations in the following Land Development section.)

- i. Reduce conflicts with trucks by developing a system of sidewalks. The industrial areas currently have few sidewalks, yet certain streets are the only connection for neighborhood people to access services and transit on commercial streets. Sidewalks on at least one side of most streets will substantially reduce conflicts and allow for needed pedestrian access.
- ii. Promote inter-neighborhood and regional bicycle connections. Bicycle facilities, striping or signage on selected streets will help ensure connections and safety for bicyclists and vehicles.

- iii. Define and improve the problematic edges between neighborhoods and industrial uses. Such improvements may include fencing, paved alleys (where none exist today), landscaping, and conversion of residential-to-industrial or industrial-to-residential uses.

**PI-6 Improve bicycle and pedestrian facilities.**

- i. Ensure adequate walkways from the Green Line Stations into the heart of the industrial area and to the nearby residential areas. Select street segments where installation of new sidewalks will not substantially disrupt access to adjacent property, particularly loading areas for trucks. The sidewalk segments to be constructed in the short-term (as depicted in the Sidewalk Infill Program map, page 23) are included in an existing, funded program.
- ii. Create bicycle links through the heart of the industrial area to connect neighborhoods one to each other and to the regional links. Bicycle links to be constructed in the short- and mid-term are depicted in the City's Bikeway Plan.
- iii. Begin to fill in the grid of sidewalks within the heart of the industrial area, beginning with the Sidewalk Infill Program; begun in the Fall of 2013.
- iv. Ensure sufficient street lighting for pedestrian and bicyclist safety as part of any streetscape and street reconstruction projects.

# LAND DEVELOPMENT

***Market forces as well as impacts from light rail transit, will result in changes in the land development pattern. It is important to set the context and basic preferred direction for land use in the West Midway Industrial Area.*** Because Saint Paul is a fully-developed city, almost all of the new industrial facility construction in Saint Paul has occurred on former industrial brownfield sites that must be transformed into marketable parcels. This trend is expected to continue. Therefore, a key land development strategy for economic growth in the West Midway Industrial Area is to focus on identifying land opportunities for industrial business expansion. Properties currently containing warehousing uses may be converted to more value-added and job-intensive uses. Conversions will usually require either a willing seller, or an owner that is willing to invest in the real estate transformation of the existing facility.

## BACKGROUND

*The following is excerpted from "A very brief history of the West Midway's early years" by Brian McMahon:*

Three modes of transportation -first railroads, then streetcars and motor vehicles -have been instrumental in shaping the West Midway Industrial Area. From the post-Civil War years until the mid-20th Century, West Midway was one of the largest industrial/commercial freight facilities in the country. Minnesota's first train made its initial run between Saint Paul and Saint Anthony (now Minneapolis) in 1862.

It was the freight handling that transformed the flat, industrial land between the two downtowns into a clearinghouse for most freight bound for the two coasts. And by 1880 nine railroads came into Saint Paul or Minneapolis - each with individual terminals and trackage. Inefficient freight transfer was a huge part of the rail activity until James J. Hill developed an association of railroad companies to fund construction of a rail yard near University and Prior. Called the Minnesota Transfer Railway (MTR), the new venture coordinated freight transfers in a much more coordinated manner.

In the early 20th Century manufacturing, warehousing and wholesaling companies located in the area, seeking expansion space that neither downtown could provide. This expansion created one of the largest rail shipping centers in the U.S. Meanwhile, regional streetcar ridership quadrupled between 1900 and 1920. The heaviest-used streetcar line- the 1st Interurban - on University Avenue between the two downtowns was critical to the development of the industrial district; particularly for commuting industrial workers.

The trucking industry achieved a foothold in the industrial district during World War I, when the nation's railroad system was converted to military use and trucks were used to ship non-military goods. By the early 1920s, more than 50 trucking firms were operating from the industrial area, shipping goods throughout the state and beyond. Just as in the late 1900s with the MTR, truck-to-rail and truck-to-truck transfers grew rapidly in the area. By 1940 there were almost 20 motor freight companies operating in the West Midway, most near the MTR yards. Another growth

spurt occurred after World War II until, by 1958, the West Midway was the third largest trucking center in the U.S., behind only New York and Chicago. And to serve the trucking industry Mack International Truck Motor Company and General Motors Truck Company located major outlets in the area.

Today, the Minnesota Commercial Railway, an industrial switching operation, acquired the MTR facilities in 1986 and operates on 120 miles of track in the region, connecting with all the railroads that serve the area.

### **WEST MIDWAY INDUSTRY TODAY**

From the ICIC Report: "Midway is home to a range of distribution activities, some manufacturing and light industrial uses, warehouses and offices. Its geographic location makes it accessible via public transportation for workers. In addition, existing rail infrastructure provides a key strategic advantage for firms and freeway access to Interstate 94 and Highway 280 create opportunities for businesses that rely on truck transport. In addition, the proximity of Midway to some of the region's largest and most prestigious universities, including the University of Minnesota, helps to attract firms, especially in those industries that require high levels of education and innovation, or those that supply educational (and other) institutions.

"Pressure on land in these Business Centers has been increasing in recent years. Among the primary reasons for this has been the introduction of the Central Corridor [Green Line] light rail line along University Avenue, which includes three station stops...Partly as a result, mid-rise housing on University Avenue has become increasingly prevalent; in some cases, this has resulted in the conversion of buildings that were once home to industrial activity. On some streets, like Charles Avenue, residential and industrial now co-exist in close proximity. This residential encroachment, not surprisingly, has led to inflated land values, increased traffic, and resistance to important new industrial activity."

Meantime, the City of Saint Paul has endeavored to protect industrial land from further conversions by limiting the area of change along University Avenue to those parcels proximate to the three LRT stations. Lands for a new IT-Transitional Industrial District have already been defined and rezoned - with the commitment that additional industrial lands NOT be converted by zoning to non-industrial uses in the area. In fact, by policy the City's Comprehensive Plan extolls the virtues and need to retain industrial uses and jobs in the city. In addition, the Port Authority and the City recognize future industrial development in this area should be focused on Production, Distribution, Repair and Logistics (PDRL).

## SUB-DISTRICTS

Since there is such variety in the type and mix of the West Midway Industrial Area, this Plan outlines generalized "sub-districts" each with its own character and needs. For each sub-district, strategies are defined for improvements to edges between industrial and residential, roads/accessibility, truck traffic/routes, stormwater strategies, other infrastructure needs, bicycle routes and sidewalks.

The Plan does NOT focus on specific industries or re-use sites. However, priority sites for redevelopment should be on underutilized/mostly vacant sites. In addition, sites with buildings that are functionally and/or economically obsolete are also likely sites for redevelopment. Finally, sites with willing owners (either to sell property or be part of redevelopment) will be high priority for redevelopment.

**Three predominantly industrial "sub-districts" are identified for purposes of more finely-grained recommendations:**





- A. Northern district focused on rail and heavy industry (Northern Core Manufacturing/Distribution) that includes the Como Park/ State Fairgrounds/Energy Park area;
- B. Southern district focused on infill development (Southern Core Manufacturing/Distribution), with special attention paid to relationships with University Avenue, and the Raymond Historic District; and
- C. Western district (Emerging Research/Bio-Tech/Manufacturing) focused on innovative new industrial uses.

**Within each of the three Sub-Districts, guidance is established for the following:**

- **Roadways and Trucking.** These sections focus on improving selected roadways, particularly for the benefit of truck travel access to regional roadways.
- **Stormwater.** This includes both potential to improve stormwater retention/conveyance within the public rights-of-way as well as potential of joint private accommodations of stormwater retention.
- **Transit Access**
- **Vulnerable Land Use Edges** (description and map on page 24)
- **Bicycle Facilities** (details in the City's Bikeway Plan)

## West Midway Study Area Sub Districts

### Legend

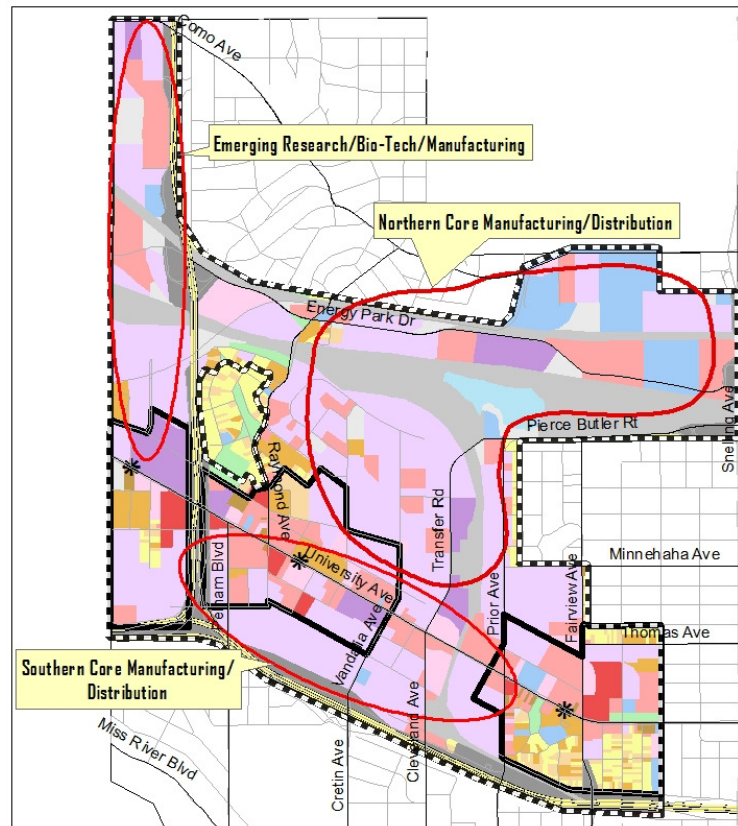
-  West Midway Study Area
-  LRT Station Areas
-  LRT Stations
-  West Midway Sub District

### Land Use

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

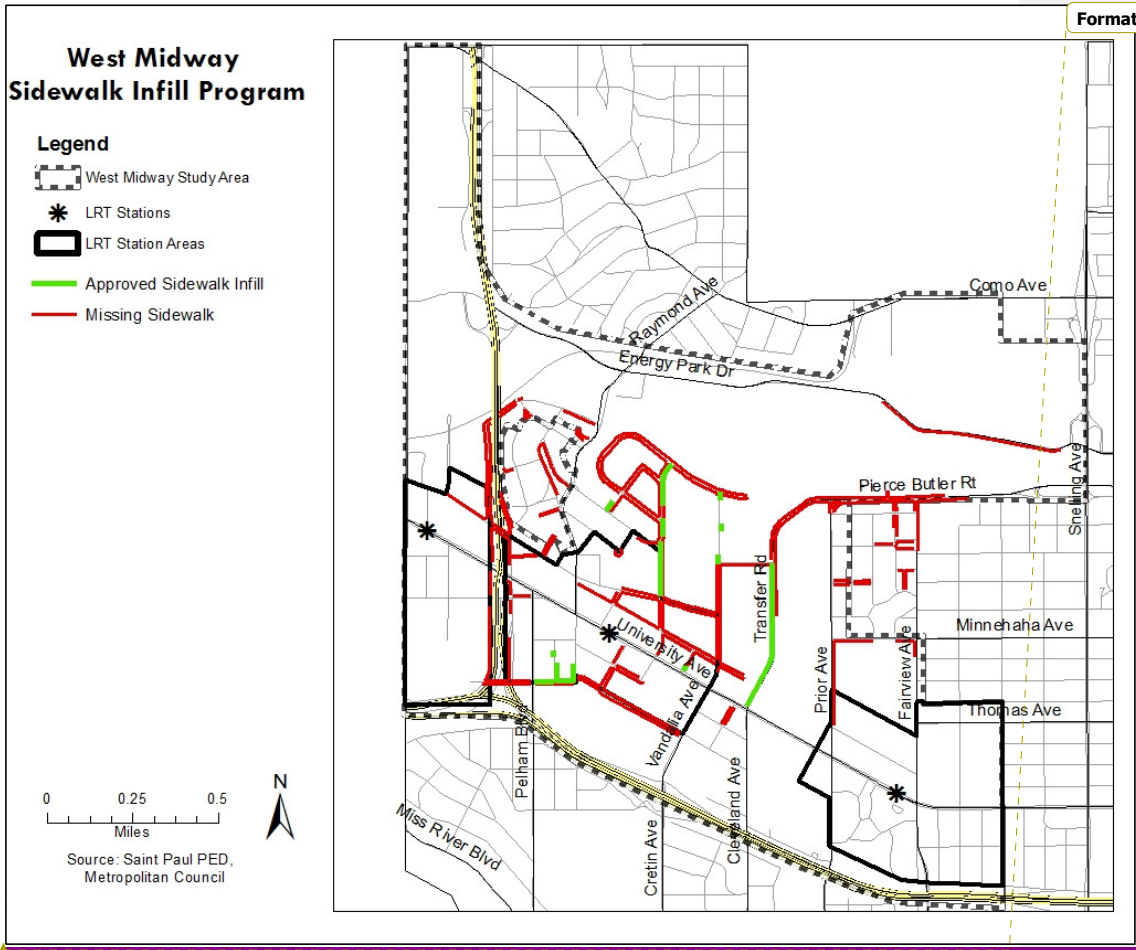
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Metropolitan Council



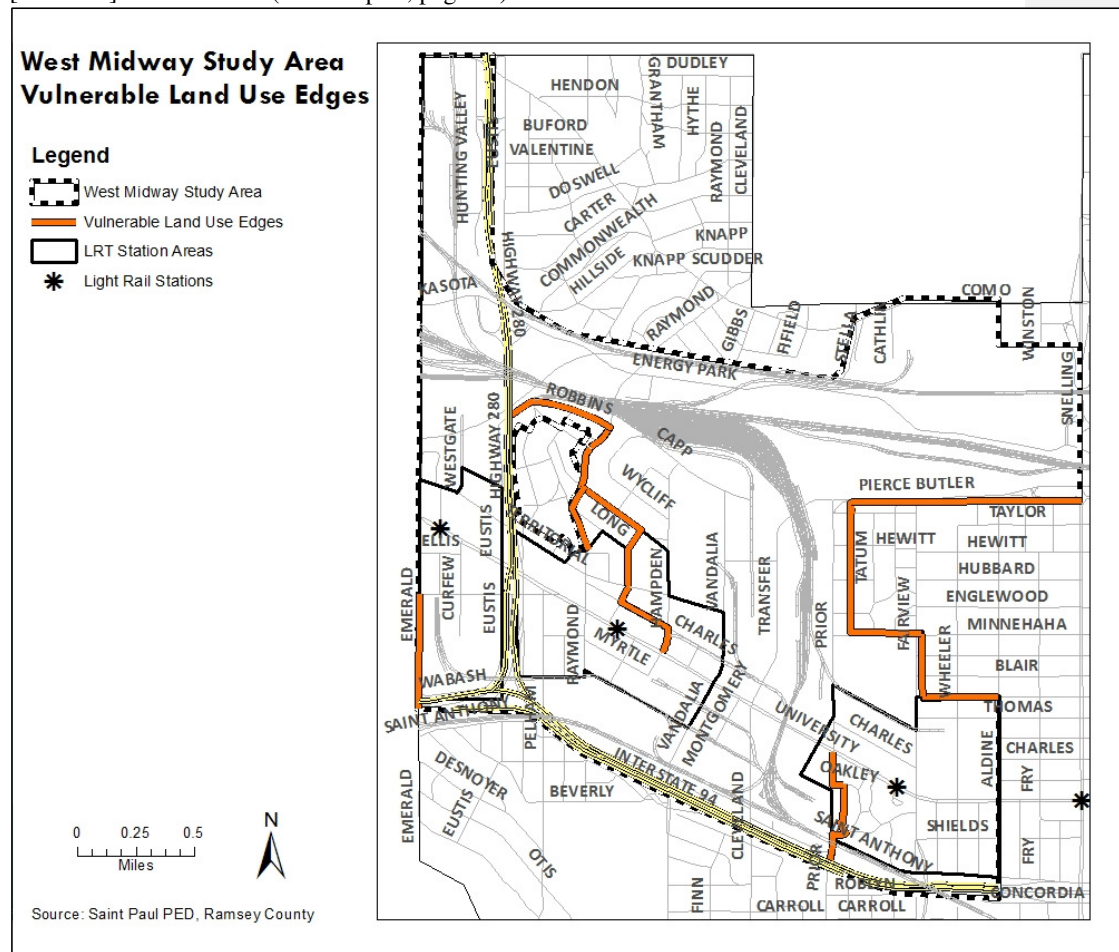


**Transit Access** Since the Green Line LRT is now completed, these sections focus on making access to that transit as easy as possible, particularly for pedestrians.



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**Vulnerable Land Use Edges** Because of the proximity between residential and industrial along certain edges, improved buffering is appropriate. In particular, the ICIC Report emphasized such buffering as being a “key tool” in reducing residential/industrial conflicts. Such buffers may include “stormwater management systems...dense landscaping...street design [elements] and setbacks” (ICIC Report, page 61)



**Bicycle Facilities** As bicycling becomes a more important element of everyday transportation, facilities are defined across industrial areas to connect neighborhoods, but also to connect activities along University Avenue into the heart of the industrial area.

In January, 2014 the City released its draft of the Draft Bikeways Plan. It can be found at: <http://www.stpaul.gov/index.aspx?nid=4604> When the Bikeways Plan is adopted it will be incorporated into this document by reference. Some of the recommendations are referenced below.

## **Northern Core Manufacturing/Distribution Sub-District**

The Northern Core Sub-District is dominated by the BNSF Intermodal facility (See Appendix D), includes industry along Energy Park Drive, and a mix of industrial users north of Charles Avenue. The Intermodal facility is an industry in its own right, focusing on import-export business, and located on 44 acres between the BNSF tracks and Pierce Butler Road. It generates a tremendous volume of truck traffic – approximately 150 operations a day. Its principal cargo includes mail and consumer goods, and to a lesser degree, agricultural products, car parts, produce, construction materials, and electronics – so vital to the local and regional economy. There is a steadily increasing demand for such services in the region, and the State of Minnesota Rail Plan identifies this facility as an important asset for local, regional and state economics.

Trucking from the Intermodal facility has generated much study in the course of the last few years. The Northwest Quadrant Transportation Study (completed in 2012) evaluated the potential of a new north/south roadway connection that would give more direct access to the principal highway system for trucking. While a north-south connection is recommended, it is a long-term recommendation and in the near term the recommendation is to make it easier for trucks to get to 1-94 via Vandalia Street and Highway 280 North via Territorial Road.

The mix of industrial includes active manufacturing, trucking, warehousing, and offices, as well as a few very large vacant manufacturing sites and numerous un- or under-used sites. The area is significantly underused with substantial potential for industrial infill, some major development of vacant sites and redevelopment of brownfield sites. There is also the potential for a few Greenpoint-type building conversions.

Access in this area is fairly simple, with access to the principal highway system via Energy Park west to Highway 280. Although the interchange ramp designs could be improved for heavy truck traffic, for the near-term this will be the principal access point.

One significant land use organizing principle is an emphasis on Vandalia Street as a major north/south transportation spine. Given that there will not be new major roadways built in the foreseeable future, Vandalia will need to carry the majority of that north/south industrial traffic to the 1-94 interchange. Transfer Road/Cleveland will be developed as the primary north/south pedestrian and bicycle route through the Sub-District. Finally, Transfer Road/Cleveland's redevelopment offers the opportunity as a green corridor with boulevards providing stormwater recharge and landscaping opportunities.

### **Roadways and Trucking**

The primary objective in this sub-district is to try to get truck traffic in and out in the most direct and least obtrusive manner possible. For truck traffic from the Intermodal facility heading to 1-94 or Hwy 280 North, the current preferred route is Pierce Butler to Transfer Road, south to Ellis, west to Vandalia Street, south to 1-94 or west on Territorial Road to Hwy 280 North. To facilitate these movements, both for the Intermodal facility and industries south of the BNSF tracks, the following actions are required. (Repeated from PI-2 iii, page 16)

SD 1-1 Reconstruct Ellis between Transfer and Vandalia to best accommodate the primary travel from Transfer to Vandalia. (This connection will direct many trucks off of Transfer south of Ellis and off of University between Vandalia and Transfer.)

SD 1-2 Rehabilitate Territorial Road between Vandalia and Hwy 280 and designate it as a truck route. Phase I will include reconstruction on the stretch from Carleton to Hwy 280.

SD 1-3 Rehabilitate Vandalia to eventually be the primary north/south spine, accommodating additional industrial traffic, and pedestrians, including boulevard areas with stormwater recharge and landscaping areas.

SD 1-4 Design and implement pathfinder signage (with MnDOT) to direct traffic to Hwy 280 north via Territorial and to 1-94 east and west via Vandalia. Sign the entire area from Pierce Butler and Capp Road.

SD 1-5 Coordinate with MnDOT to reconstruct the Cretin/Vandalia interchange at 1-94 to better accommodate semi-trailer connections.

### **Stormwater**

Stormwater generally flows to the west and southwest and is mostly conveyed in storm sewers. There are two stormwater ponding areas in the Sub-District (as defined by St. Paul Public Works Department): Fairview North (aka Burlington Pond, aka Lake Newell) and Snelling/MnDOT at the northwest quadrant of the Snelling/Pierce Butler interchange. There is also the Sarita wetland (aka Lake Sarita) north of Como Boulevard, at Fifield Street. Since a high percentage of the Sub-District is impervious, stormwater management is best done on-site as redevelopment occurs.

SD 1-6 For larger, new developments consider surface ponding, underground treatment systems, green roof technology and surface recharge areas as specified by the Capitol Regions Watershed District and Saint Paul Stormwater practices.

SD 1-7 Incorporate stormwater holding/ planting environments on new boulevard areas as part of any street reconstruction and/or sidewalk construction (e.g. Vandalia from Ellis Avenue to 1-94, Ellis Avenue from Transfer to Vandalia, and Territorial from Vandalia to Highway 280).

SD 1-8 When considering the addition of planting areas, encourage existing industrial businesses to also consider installation of stormwater holding environments in which to plant landscaping.

SD 1-9 Investigate the potential for a "community" stormwater ponding area that could serve the needs of multiple users. Such a ponding area would take up space for potential redevelopment but may allow for on-site efficiencies that allow for greater density and/or land coverage.

SD 1-10 Consider potentials for community stormwater ponding near the north end of Vandalia.

### **Transit Access**

As a fully-built city, Saint Paul has limited options in terms of expanding capacity for autos and trucks. At the same time, accessibility for commuters and shoppers must be expanded if redevelopment is to occur. Business expansion relies on good access for workers as well as for freight and supplies. Yet growth in capacity and accessibility for workers in the city will come predominantly from transit, walking and bicycling; not from roadway expansion. The Green Line LRT has enormous capacity to carry workers and shoppers - the equivalent of 2 freeway lanes in each direction! Although it may not be apparent now, the Green Line in the future will carry many commuters to work in the West Midway Industrial area. And although transit will mostly augment automobile use for commuting, it will accommodate an ever-larger proportion of workers. (The Sidewalk Infill Program map on page 23 depicts sidewalk improvements for the entire Study Area.)

SD 1-11 Best utilize the capacity of the Green Line LRT by accommodating riders so they can easily walk from LRT stations to employment destinations via sidewalks and pedestrian walkways.

SD 1-12 Implement the West Midway Sidewalk Infill program.

### **Vulnerable Land Use Edges**

In some instances, transitional land uses can buffer residential neighborhoods from industrial uses. But in others, there is little opportunity for transitional uses, so buffering is limited to alley construction, landscaping, and fences/ walls. (The Vulnerable Land Use Edges map on page 24 depicts the vulnerable edges for the entire Study Area.)

There are five critical edge segments between industrial use and residential neighborhoods:

SD 1-13 Pierce Butler Route from Snelling to Prior. Maintain and infill the landscaping on both sides of the street. Also, an off-street bicycle facility may help strengthen the buffering.

SD 1-14 Prior Avenue from Pierce Butler Route to Minnehaha. Build a continuous alley between Prior and Howell, adding fencing, landscaping and/or walls where appropriate.

SD 1-15 Minnehaha Avenue from Prior to Fairview, Fairview Street from Minnehaha to Thomas, and Thomas from Fairview to Aldine. Maintain and infill the landscaping on both sides of the street.

SD 1-16 Robbins Street, Raymond to Hwy 280. Maintain and infill the landscaping on both sides of the street, and the community garden on the north side of the street.

SD 1-17 Raymond Avenue, from the BNSF RR Bridge south to Bradford. Maintain and infill the landscaping on both sides of the street.

SD 1-18 Hampden from Raymond east to Carleton extended, south to Charles, east to Hersey and south to University. Maintain and infill the landscaping on both sides of the street.

### **Bicycle Facilities**

Another important aspect of accessibility is the use of bicycle facilities. In particular, the West Midway Industrial area is situated between the South St. Anthony and Newell Park neighborhoods (east-west) and includes the South St. Anthony neighborhood from Energy Park Drive to 1-94. As part of the urbanized development, connections among residential neighborhoods and through the industrial areas require safe bicycle facilities along a few routes. Existing opportunities to cross the freight railroad tracks between these two neighborhoods are limited to University Avenue and Pierce Butler/Transfer Road, both of which carry high traffic volumes and can be intimidating for some bicycle riders.

SD 1-19 Establish an East/West bicycle connection between the South St. Anthony and Newell Park neighborhoods as identified in the Saint Paul Bikeways Plan. A connection across the freight railroad to connect the existing bike lanes on Minnehaha Avenue with the planned bike lanes on Territorial Road presents bicyclists with an alternative to using University Avenue. The Territorial Road segment will be implemented as it is rebuilt, with on-street bicycle lanes. The connection across the freight railroad east of Transfer Road will require land acquisition and take some time to implement.

SD 1-20 Establish North/South bicycle connections on Cleveland/Transfer from south of 1-94 to Pierce Butler with bicycle lanes as shown in the Saint Paul Bikeways Plan. An off-street path along Transfer Road should be considered.

SD 1-21 Improve North/South bicycle connections on Raymond from University Avenue to the BNSF Bridge.

### **Southern Core Manufacturing/Distribution Sub-District**

The area roughly bounded by Charles Avenue on the north, Interstate-94 on the south, Prior Avenue on the east and the City limits on the west, includes portions of three LRT station areas, the Rock-Tenn complex and other industrial uses on either side of University Avenue. As in the Northern Core, this Sub-District generates a fair amount of truck traffic, but is complicated by activity along University Avenue including substantial retail, services, offices and the Green Line LRT. The City-adopted Station Area Plans for the Westgate, Raymond and Fairview Stations make specific land uses for most of this Sub-District. (See Appendix C)

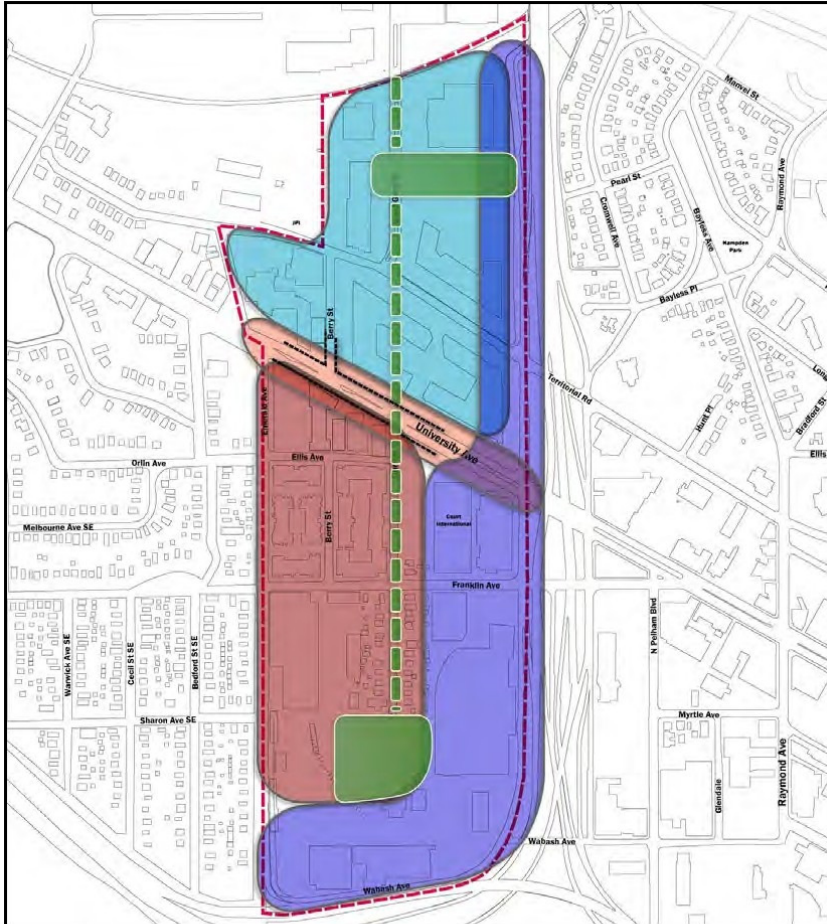
The three station area plans are part of the City's Comprehensive Plan and as such, dictate land uses and zoning for designated station areas. The main intent for land uses within the station areas is the development of Transit Oriented Development within approximately ½ mile of the LRT stations. The City anticipates the Central Corridor area to be the highest intensity of development in the city, outside of the downtown. As such, it is likely the development will be mostly higher-density residential and office with some retail development.

To memorialize these changes, the City has already amended the Zoning Code; which resulted in changing some zoning designations in those areas. However, the Zoning Code changes were

undertaken with the understanding that no additional industrial areas will be converted to non-industrial zoning, except in extraordinary circumstances. (See Strategy PI-1.)

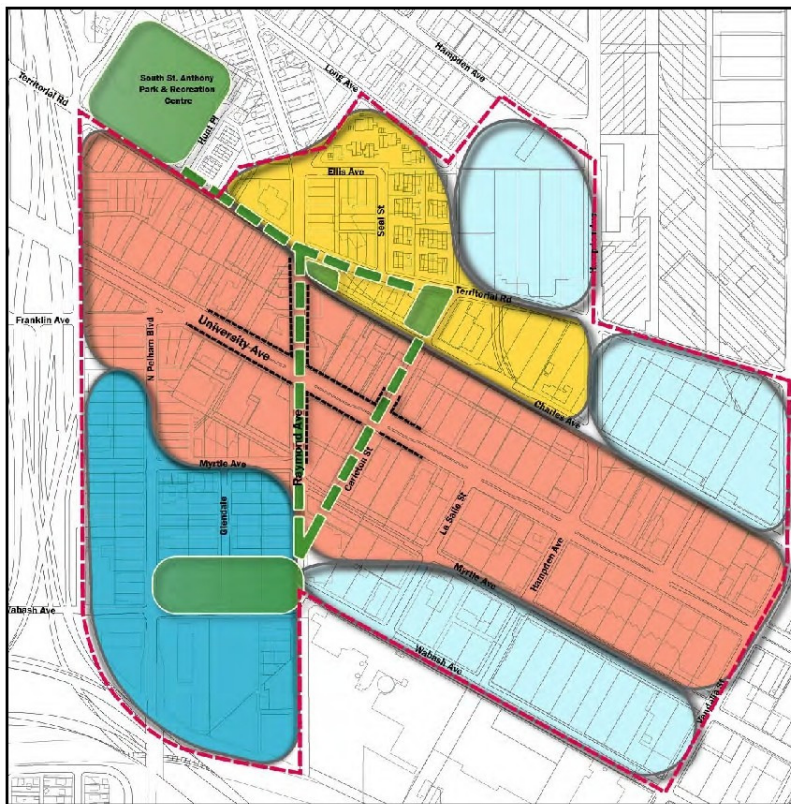
**The Westgate Station Area Plan** anticipates significant high-density redevelopment, characterized by mid-to high-rise office and residential. Estimates include 1,800 to 2,500 new housing units, 700,000 additional square feet of office, 60,000 square feet of retail and possibly 150 hotel rooms. This level of development will not allow for much industrial growth in the immediate area, and will put additional stress on the street/ highway network. Outside of downtown, this area is envisioned as the densest area in the entire City. Curfew south of University Avenue is envisioned as a major pedestrian link, with a Curfew- extended path connecting north to the Inter-Campus Busway, as redevelopment occurs.





Future Character Areas from the Westgate Station Area Plan highlight policy directions to address green spaces and connections and High-Tech Employment

**The Raymond Station Area Plan** envisions continued focus on the historic nature of the area, with a strong employment and residential character. It anticipates 700 to 1,100 additional housing units, 950,000 square feet of office space and 60,000 square feet of retail. Some of the housing and office space growth will be through conversion of existing heretofore industrial buildings and infill new construction. The geographic reach of redevelopment will be somewhat less than that of the Westgate Station Area, with industrial sites not fronting on University Avenue to retain industrial use. Pelham, LaSalle and Carleton are all recommended for pedestrian connections to the LRT Station. Territorial from Carleton to Hunt Place is also designated a pedestrian connection.



Future Character Areas from the Raymond Station Area Plan highlight

**The Fairview Station Area Plan** anticipates the developments of Episcopal Homes, renewal of Griggs Midway, and Goodwill Building will set the tone for likely new development in the Area. The reach of the redevelopment goes four blocks to the north of University Avenue and may see some conversions from traditional industrial uses to institutional, office or residential uses. The Plan estimates the addition of 600-800 new housing units, 300,000 square feet of office and 40,000 square feet of retail will be added by 2030.



### **Roadways and Trucking**

The primary objective is to limit the use of heavy truck movements along University Avenue, reduce difficult turning movements for large trucks and improve access to Vandalia/1-94. (See also PI-2 iii)

SD 2-1 Through trailblazing, channel north/south truck traffic from the Vandalia, Hampden and Franklin intersections on University Avenue to the Cretin/Vandalia/1-94 interchange via Vandalia Street.

SD 2-2 Through trailblazing and selective roadway improvements, channel truck traffic on Territorial Road to northbound Hwy 280.

### **Storm water**

Stormwater generally flows to the west and virtually all is conveyed in storm sewers. There are no stormwater ponding areas in the Sub-District (as defined by St. Paul Public Works Department).

SD 2-3 For larger, new developments, consider surface ponding, underground treatment systems, green roof technology and surface recharge areas as specified by the Capitol Regions Watershed District and Saint Paul Stormwater practices.

SD 2-4 As part of street reconstruction, incorporate stormwater holding/planting environments in new boulevard development (e.g. Vandalia).

SD 2-5 Encourage existing industrial businesses to consider adding planting areas with stormwater holding environments at street corners and to frame business entrances.

### **Transit Access**

SD 2-6 Implement the West Midway Sidewalk Infill program. (See Sidewalk Infill Program map, page 23)

### **Vulnerable Land Use Edges**

There are two vulnerable edge segments between industrial use and residential neighborhoods in this Sub-District. (See Vulnerable Land Use Edges map, page 24)

SD 2-7 Prior Avenue between University and St. Anthony. Improve the north/south alley east of Prior with paving and fencing.

SD 2-8 Emerald Street from University to Wabash. Ensure that new development on the east side of Emerald has sufficient setbacks and landscaping to buffer uses from single-family development to the west.

## **Bicycle Facilities and Sidewalks**

SD 2-9 Implement the West Midway Sidewalk Infill program.

SD 2-10 Establish an East/West bicycle connection along Franklin Avenue between the City Line and Pelham Boulevard to strengthen connections to Minneapolis and to connect with bicycle facilities to be implemented on Franklin Avenue in Minneapolis. Enhance bicycle connections along Pelham Boulevard, Myrtle Avenue and Raymond Avenue to reflect the recreational Grand Round designation along these streets. They plan an important role in completing the vision for a recreational bicycle and pedestrian loop around the city as well as being primary routes for transportation bicycling. Specific bicycle facility types for each of these corridors are recommended in the Saint Paul Bikeways Plan.

## **Emerging Research/Bio-Tech/Manufacturing Sub-District**

This Sub-District is located west of Highway 280 from the Westgate Industrial Park in the south to Como Avenue in the north, and immediately east of the Minneapolis Mid-City Employment District. Its proximity to the two University of Minnesota campuses (via the Inter-Campus Busway) and potential for medical and technological developments to the west in Minneapolis suggest this Sub-District could also house bio-medical and research as well as manufacturing businesses. Existing uses appear compatible with this new focus: University Enterprise Labs (contemplating a Phase 2 of development); DaVita Universal Dialysis; Allina Health Medical Equipment; and University of Minnesota buildings in the north.

Regional accessibility has been studied extensively, both by the Cities of Minneapolis and Saint Paul. In the Northwest Quadrant Transportation Study, the City of Saint Paul studied the effectiveness of extending Pierce Butler west from Transfer Road and connecting with a new Minneapolis 'Granary Road'. Even if the connection were made, it would not provide any appreciable relief to streets in the City, but it would give better regional business access to Highway 280. The Transportation Study concluded that Pierce Butler should not be extended to the west. Meanwhile, Granary Road was being evaluated in Minneapolis to connect Highway 280 to the East Bank Campus of the University through the Southeast Minneapolis Industrial Site (SEMI). However, they too concluded that such a road would not provide appreciable relief, and are not pursuing a new roadway at this time.

Even though those studies did not conclude there were regional benefits to Pierce Butler and Granary Roads, local access is still a problem. Truck traffic within and from the Westgate Industrial Area is a growing concern. Such trucking movements might be better served with a connection to Highway 280 via the Energy Park/Kasota Interchange, but would require major new infrastructure to accomplish. In addition, the Highway 280 ramps may be substantially improved at Kasota and Como in the long run. As this area redevelops, along with the SEMI area in Minneapolis, there may be momentum to re-evaluate street options in the area.

Regional access is also a concern, particularly with the on-ramp to eastbound 1-94 and the interchange at Hwy 280 and 1-94. Ongoing coordination with MnDOT is required to ensure that

any reconstruction of Hwy 280 includes improvements to the interchanges at Energy Park Drive, at Como Boulevard and at Larpenteur Avenue.

### **Roadways and Trucking**

Traffic and truck movements have become a significant problem for businesses in the Westgate Industrial Area

SD 3-1 Continue to coordinate the monitoring of traffic operation.

SD 3-2 Outline potential relievers of such traffic and evaluate their effectiveness and cost.

### **Stormwater**

Stormwater generally flows to the west and southwest and is mostly conveyed in storm sewers. There are two stormwater ponding areas in the Sub-District, next to one another west of Highway 280 designated as “Hwy 280 Ponds” by Saint Paul Public Works Department (aka Kasota Pond/s). There may be opportunities for creation of more ponding in this Sub-District due to its proximity to Bridal Veil Creek. And although there has been some speculation about daylighting portions of the Creek, none is contemplated for Saint Paul. In addition, there is a division of opinion as to the benefit/cost of such action.

SD 3-3 For larger new developments, consider surface ponding, underground treatment systems, green roof technology and surface recharge areas as specified by the Mississippi Watershed District and Saint Paul Stormwater practices.

SD 3-4 As part of street reconstruction, incorporate stormwater holding/planting environments in new boulevard development.

SD 3-5 Encourage existing industrial businesses to consider adding planting areas with stormwater holding environments at street corners and to frame business entrances.

### **Vulnerable Land Use Edges**

There are no critical edges defined for this Sub-District.

### **Transit Access**

There are no transit access recommendations defined for this Sub-District

### **Bicycle Lanes and Sidewalks**

Since a strong pattern of development has not emerged, there are no specific recommendations for bicycling and walking.

SD 3-6 Ensure that design provisions for sidewalks, landscaping and lighting are integrated into any new industrial development.

**IMPLEMENTATION MATRIX: Implementers** - Port: Saint Paul Port Authority; PED: Department of Planning and Economic Development; PWD: Department of Public Works; MnDOT: Minnesota Department of Transportation; MC: Midway Chamber of Commerce; B: local businesses; DC: District Councils

| Strategy #              | Summary-Name                                                 | Implementers                                       | Priority |
|-------------------------|--------------------------------------------------------------|----------------------------------------------------|----------|
| B-1                     | Define needs of business                                     | Port, PED, MC                                      | High     |
| B-2                     | Industrial Area Partnership                                  | MC, B, Port, PED                                   | High     |
| B-3                     | Participate in Regional Economic Development Strategy        | Metro Council, PED, Port                           | Medium   |
| B-4                     | Relations w/U of M, bldg. owners                             | PED, Port, MC                                      | Low      |
| B-5                     | Relations w/bldg. owners + residents                         | PED, Port, MC, B, DC                               | High     |
| B-6                     | Expand workforce preparedness                                | Local Universities & Colleges, Port, Ramsey County | High     |
| B-7                     | Environmental Sustainability                                 | Port, MC, B                                        | Medium   |
| B-8                     | Assemble parcels; develop financing; seek Legislative help   | Port, PED, Metro Council, Legislature              | High     |
| PI-1                    | Protect industrial land from other uses                      | PED, Port                                          | Medium   |
| PI-2                    | Street & roadway network improvements                        | PWD, MnDOT                                         | High     |
| PI-3                    | Physical environment improvements that benefit businesses    | B, PWD, Port                                       | Medium   |
| PI-4                    | Physical environment improvements that benefit workers       | PWD, B, Parks Division                             | Medium   |
| PI-5                    | Physical environment improvements that benefit neighborhoods | PED, DC, Port, MC, B                               | Medium   |
| PI-6                    | Bike and Pedestrian improvements                             | PWD, Parks                                         | Medium   |
| SD 1-1                  | Reconstruct Ellis                                            | PWD, MnDOT                                         | High     |
| SD 1-2                  | Rehab Territorial                                            | PWD, DC                                            | High     |
| SD 1-3                  | Rehab Vandalia                                               | PWD, MnDOT                                         | High     |
| SD 1-4, 2-1             | Pathfinder Signage to Interstate                             | PWD, MnDOT                                         | High     |
| SD 1-5                  | Reconstruct Vandalia Interchange at I-94                     | PWD, MnDOT                                         | Medium   |
| SD 1-6, 1-7, 3-4        | Consider ponding in public ROW                               | PWD                                                | Medium   |
| SD 1-8 to 10, 3-3, 3-5  | Consider ponding on private property                         | B, MC, Port                                        | Low      |
| SD 1-11, 12, 2-6, 2-9   | Sidewalk Infill                                              | PWD, PED                                           | Medium   |
| SD 1-13 to 18, 2-7, 2-8 | Create/build buffers                                         | PED, PWD, DC                                       | High     |
| SD 1-19 to              | Bicycle improvements                                         | PWD                                                | Low      |



|             |                                                            |               |        |
|-------------|------------------------------------------------------------|---------------|--------|
| 1-21        |                                                            |               |        |
| SD 2-2      | Thru trailblazing, channel trucks to Territorial to NB 280 | PWD, MnDOT    | High   |
| SD 2-3, 2-5 | Consider ponding on private property                       | PED, MC, B    | Low    |
| SD 2-4      | Stormwater recharge along Vandalia street improvements     | PWD           | Medium |
| SD 3-1      | Monitor traffic in Westgate                                | PWD, PED      | High   |
| SD 3-2      | Evaluate possible relievers to truck traffic in Westgate   | PWD, PED      | High   |
| SD 3-6      | Sidewalks integrated into all new industrial development   | PWD, DSI, PED | Medium |



## APPENDIX A: NEW INDUSTRIAL BUILDING DESIGN REQUIREMENTS

### Zoning Code

As the result of a study initiated by the Saint Paul Planning Commission, design standards for new industrial building construction have been changed. Note that the vast majority of industrial lands in the City are zoned I1 – Light Industrial. Most of the West Midway Industrial Area is zoned I1 or I2 with only a small portion zoned IR (now IT); which occurs one block either side of University Avenue between Transfer Road and Vandalia Street.

#### Sec. 66.542. Required conditions in the IT transitional industrial district.

- (a) *Design standards.* Development shall be consistent with the following design standards unless the applicant can demonstrate that there are circumstances unique to the property that make compliance impractical or unreasonable:
  - (1) *Buildings anchor the corner.* At intersections in pedestrian-oriented areas characterized by such things as buildings located up to the public sidewalk, pedestrian-scale street lighting, a mix of uses, and availability of transit service, buildings shall "hold the corner," that is, have street facades within fifteen (15) feet of the lot line along both streets, or the site plan shall include pedestrian-oriented elements such as substantial landscaping, public art, monument signage, and vertical structural elements that "hold the corner."
  - (2) *Building facade articulation.* Building facades facing a public street shall include modulation and articulation, proportionate to the height and length of the façade, and human-scale elements, such as but not limited to doors and windows, awnings and canopies, vertical or horizontal variations in color, texture, and material, and/or ornamentation, offset or recessed structural bays, projecting elements such as colonnades or bay windows, or other roof or wall features. Building designs should seek opportunities to express the nature of the industrial activity within, in keeping with the other requirements of this section and respecting the necessary business functionality.
  - (3) *Materials and detailing.* Buildings shall be constructed of high-quality materials, including, but not limited to, brick, stone, textured cast stone, tinted masonry units, concrete, glass and architectural metal. The following materials are generally not acceptable:
    - Unadorned plain or painted concrete block or panels;
    - Corrugated metal;
    - Reflective glass; and
    - Vinyl, fiberglass, asphalt or fiberboard siding.

Building designs should seek opportunities to express the nature of the industrial activity within, in keeping with the other requirements of this section and respecting the necessary business functionality.

- (4) *Door and window openings.* For office portions of principal buildings, above grade window and door openings shall comprise at least fifteen (15) percent of the total area of exterior walls facing a public street. Such windows shall be clear or translucent to improve visibility, add visual interest, and provide daylighting of interior spaces.
  - (5) *Parking location and design.* Surface parking shall be located to the side or to the rear of principal buildings to the greatest extent possible, or on a separate lot in compliance with [section 63.304](#). In reviewing a site plan, the zoning administrator may permit up to two (2) rows of parking spaces between the principal building and a street.
  - (6) *Landscaping and street trees.* Landscaping shall be provided along the public streets and sidewalks to define the street edge, buffer pedestrians from vehicles, and provide shade. Any fence along a public street and sidewalk shall be decorative. Street trees in the street right-of-way, as prescribed by the city forester and [section 69.600](#) of the subdivision regulations, shall be provided along all streets. Street trees shall be located in a planting strip at least five (5) feet wide between the curb and sidewalk, or in structural soil or its equivalent.
  - (7) *Sidewalks.* When redevelopment occurs, public streets shall be designed with a public sidewalk along the frontage of the property being developed.
- (b) *Park setbacks.* In any yard which adjoins a publicly owned park, buildings may be constructed at the lot line subject to setbacks being provided in accordance with the table below:

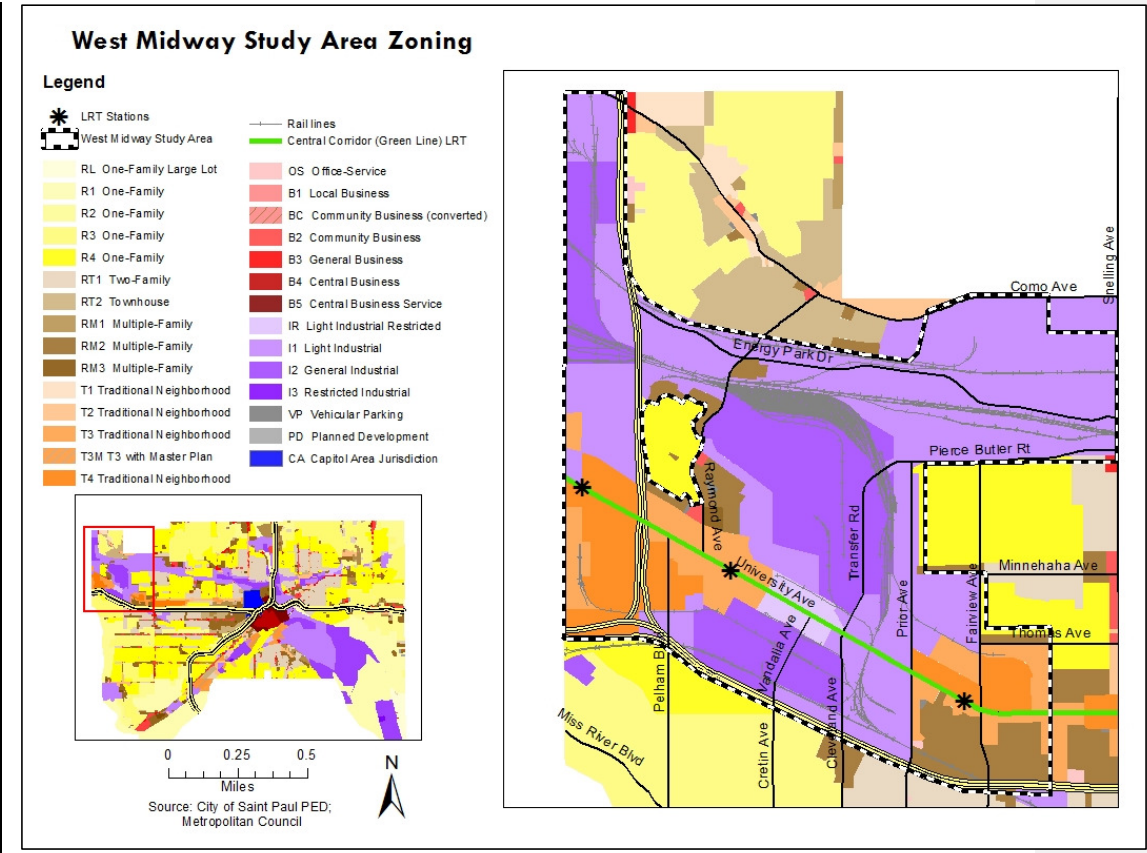
| Building Height   | Setback from Lot Line |
|-------------------|-----------------------|
| Up to 35 feet     | 0                     |
| 35–50 feet        | 15 feet               |
| More than 50 feet | 30 feet               |

(C.F. No. 06-112, § 6, 2-22-06; Ord. No. 11-27, § 1, 4-20-11; Ord 13-22, § 6, 8-21-13)

#### **Sec. 66.543. I1 light industrial district design standards.**

In the I1 light industrial district, development is subject to design standards (4), (6), and (7) in [section 66.542\(a\)](#), and portions of buildings on land within one hundred fifty (150) feet of a parcel of land in a residential or traditional neighborhood district shall be subject to design standards (2) and (3).

APPENDIX B: CURRENT ZONING



## APPENDIX C: CITY PLAN POLICY

A few comments on each Plan pertaining to this Strategy are outlined below:

### Land Use Chapter of the Comprehensive Plan (pp 23, 24, 26)

#### Strategy 2: Provide Land for Jobs

Cities can be the fulcrum for regional economic prosperity. When the assets of urban centers are utilized creatively and with energy, they are catalysts for investment in industries and, thus, jobs for residents.

Cities inherently have much to offer. For many decades they were centers for economic and political activity and for culture and education. They had quintessential neighborhoods where men and women who worked in the city lived and raised their families. Although much economic activity has shifted to the suburbs and to other countries, the basic elements that made cities successful for so long are still in place: mature physical infrastructure; universities and vocational training schools; institutions and cultural amenities, which provide ideas; and important economic centers, such as medical facilities and financial institutions.

During the past 20 years, Saint Paul pulled together an array of strategies and projects intended to address the loss of manufacturing jobs. The focus has been reclaiming vacant and underutilized industrial lands and making them productive once again. Elements central to this effort included brownfield cleanup, redevelopment, and workforce development.

Now, early in the 21st Century, factors are converging that compel Saint Paul and its partners to hone these strategies and to supplement them, so that revitalization can continue to provide for job-rich industries. Globalization of many industries has intensified. Technologies have become increasingly more sophisticated. The land likely to be developed with job-rich industries may often be found in smaller parcels throughout the city rather than in large swaths of land in railroad corridors. Changing demographics are producing shifts in the labor market. Immigration is giving Saint Paul a new pool of potential employees – energetic and hard-working but sometimes lacking skills needed for jobs that are available – at the same time that baby boomers, though close to retirement age, are continuing to work, sometimes at part time jobs.

#### Development Guidelines

There are core guidelines that establish a foundation for the formation and maintenance of employment centers.

##### **2.1 Ensure the availability of sufficient quantities of land suitable for existing and new employment centers; prepare an inventory of properties zoned for industrial and commercial uses that have the potential for redevelopment as employment centers.**

An inventory of vacant and underutilized buildings and land currently zoned for industrial and commercial use will provide the City and its development partners with baseline information necessary to pursue a program to develop employment centers.

**2.2 Promote the redevelopment of outmoded and non-productive sites and buildings so they can sustain existing industries and attract emerging industries to Saint Paul; focus on issues that include, but are not limited to, energy efficiency, water conservation, and broadband capability.**

**2.3 Attract industries that use best management practices regarding environmental issues (e.g., air and water quality, soil contamination, solid waste, sustainable construction practices, etc.) in their site development and operations.**

### **Job-Rich Employment Centers at Strategic Locations**

Saint Paul's employment districts historically have been located either in Downtown office buildings or within railroad corridors running through the city. Location, land availability, and transportation contributed to this pattern, which has continued with new employment centers developed since the late 1980s and early 1990s and is expected to continue into the future. The shift to an information-based economy, producing more service-sector employment and small-scale manufacturing, presents opportunities for redevelopment on all types of sites, including smaller sites and those on arterial streets.

#### **Citywide**

2.4 Focus the growth of employment centers in Downtown, the Central Corridor [Green Line], industrial corridors, and on larger tracts of land, where there is infrastructure capacity and where redevelopment as employment centers, or as mixed-use development that includes employment centers, could occur...

**2.7 Develop opportunity sites consistent with the Saint Paul Comprehensive Plan, with mixed-use development that incorporates employment centers.**

#### **Corridors**

**2.15 Redevelop underutilized or vacant land in railroad corridors.**

There has been significant redevelopment in the Phalen Corridor and the Great Northern Corridor in the last two decades. Ample acreage is available for light industry, commercial office development, and capitalization on the growth of freight rail.

**2.16 Prepare a study of the West Midway industrial area outside the line of change as identified in the Central Corridor [Green Line] Development Strategy to determine how the industrial area may be best used to strengthen Saint Paul's industrial sector and employment base.**

The West Midway, one of Saint Paul's historic railroad corridors, is strategically located, with much of its current business activity closely tied to the railroad lines that run through it. Many existing businesses, though successful, do not employ large numbers of people. The study, in part, will focus on how the West Midway can evolve to capture "knowledge-based" business activity and to take advantage of the potential for a jobs/housing match because of its proximity to the Central Corridor [Green Line].

### **Land Assembly**

Light industrial and commercial office complexes often require significant parcels of land, or parcels reconfigured to meet the requirements of modern business. Much land that might otherwise be appropriate for redevelopment as employment centers is on relatively small or oddly shaped parcels. Creating parcels large enough for an employment complex will require land assembly. The Minnesota Legislature in 2006 significantly limited eminent domain as a tool for assembling parcels for redevelopment except for the construction of public facilities. Consequently, government must use other tools, specifically negotiation with property owners, to assemble sites and, if needed, to clean up contaminated land.

#### **2.17 Utilize appropriate financial tools to assemble parcels to be redeveloped for industrial and intense commercial uses.**

#### **2.18 Analyze the feasibility of using the City's land assembly bond program to acquire parcels for light industrial and business development as those parcels become available.**

Using the land assembly bond program depends on the strength of the market to support the sale of projects so the bonds can be repaid. The program should be used with this caveat in mind.

#### **2.19 Seek a revision to state legislation that limits the use of eminent domain as a tool for redevelopment.**

See the full text of the Land Use Plan section on providing land for jobs see:  
<http://www.stpaul.gov/DocumentCenter/Home/View/11883>

## Central Corridor Development Strategy

“The Central Corridor Development Strategy is a vision and set of strategies for how University Avenue...should grow and change over the next 25-30 years in response to the planned investment in light rail transit. The vision is grounded in six principles including:

1. Reposition Saint Paul in the Region,
3. Link and Foster Economic Activity, and
4. Improve People’s Mobility Throughout Their Community.”

The Development Strategy also called for station area plans to be done for each station along the Corridor. <http://stpaul.gov/index.aspx?NID=156>

## Westgate Station Area Plan

“This area, more than any other Station Area along University Avenue, has come the farthest to prepare itself for LRT; and to demonstrate the marketability of higher-density infill and its ability to sensitively fit into a traditional neighborhood fabric...The Westgate Station Area will leverage its location, accessibility and boundary conditions to define two distinct mixed-use transit villages that combine a high concentration of employment and residential uses in proximity to the LRT. These villages, located on the north and south sides of the Avenue, will each be structured around two shared elements: first, the Avenue, which will be the focus of civic life for this community,...; and second, two proposed open spaces that anchor opposite ends of the Westgate villages, and act as transitional and defining spaces for the residential and employment functions found here.” <http://stpaul.gov/DocumentCenter/Home/View/7502>

## Raymond Station Area Plan

“The Raymond Station Area is distinguished by an enviable historic building stock, clusters of cafés, and small retail stores. This unique character must be strengthened and preserved through future development...[The Station Area will become] [a] model mixed-use urban village that successfully combines new and old: buildings, streets, land uses, and modes of transportation. This Station Area will evolve with an authenticity and sense of place that distinguishes it within the Corridor, and becomes a must-see district for visitors seeking to discover the places that make Saint Paul unique.” <http://stpaul.gov/DocumentCenter/Home/View/7499>

## Fairview Station Area Plan

“The Fairview Station Area consists of distinct residential and employment districts separated by the Avenue...[The Station Area will become] [a] healthy and functioning “Main Street” with buildings, open spaces and many connections oriented towards University Avenue; and whose activities, uses and destinations are expressive and supportive of the diverse and daily needs of the surrounding residential and business community.” <http://stpaul.gov/DocumentCenter/Home/View/7495>

## Hamline Midway Community Plan

The Plan includes five core values, defined to shape all aspects of planning and to serve as criteria for evaluating the success including: diversity; environmental sustainability; and quality design. Plan and carry out improvements in transportation alternatives. Policies of particular note include:

- Mitigate noise and pollution problems at the intermodal hub as well as to advocate for its relocation.
- Create bicycle routes on non-arterial routes that link parks and make connections outside of the area.
- Reduce truck traffic through the neighborhood.
- Strengthen relationships between businesses and residents.
- Coordinate workforce development efforts through the Greater Midway Work Resources Hub.
- Help smooth the transitions between land uses where industrial, commercial or institutional uses are adjacent to or abut residential property, especially along...Prior...and near Pierce Butler Route.

<http://www.stpaul.gov/DocumentCenter/Home/View/3110>

## St. Anthony Park Community Plan

The Plan's visions include: "St. Anthony Park seeks substantial land use change in the existing industrial area to support more intensive use of the land and increased tax base...envisioning a healthy balance of transportation options...encourage[ing] transit, bicycle and pedestrian connections between homes and workplaces, and between workplaces and commercial services."

Policies of particular note include:

- "[Ensure that] introduction of Light Rail Transit to the University Ave corridor [will result in] a more connected residential and commercial area, while respecting the area's industrial base.
- Design Greenbelt buffers along edges between residential and commercial or industrial areas.
- Work with the University, railroads, land owners and policy makers to redevelop underused industrial land for higher value knowledge based industries requiring proximity to University research functions."
- Add a direct connection between Vandalia Street and its connection with Interstate 94 and Transfer Road.
- Enforce a truck ban on Raymond Avenue.
- Maintain and/or expand riparian zone surrounding the Kasota Ponds...[and] achieve measurable water quality improvements to the Kasota Ponds, Cathlin Wetland, and other natural remnants.



- Increase the level of ground water infiltration...by 30 percent through development standards,...and the retrofitting of existing structures and properties...[including use of ] green roofs, pervious pavements and sustainable site designs.
- Develop a St. Anthony Park Business Association to work with area businesses on local goals and initiatives in conjunction with the Midway Chamber of Commerce.”
- Create a pedestrian and bicycle route along Raymond Avenue between Langford Park and University Avenue. <http://www.stpaul.gov/DocumentCenter/Home/View/7062>

## **District 12 Plan Amendment**

Creative Enterprise Zone. “[S]tabilize and advance conditions in which creative enterprises – light industry, artisans and artists – can thrive... including:

- Consideration of a special designation for the zone...to help advance job retention and creation for workers in light industry, artisans and artists.
- Public assistance] through site preparation, zoning, cleanup, design standards, financial incentives, tax credits and/or financing...”

## **Bike Walk Central Corridor Action Plan**

“The success of the Central Corridor [Green Line] project depends on people’s ability to access its stations and move through the corridor on foot or bicycle. The City of Saint Paul initiated this Bike Walk Central Corridor Action Plan to ensure that bicycle and pedestrian connections and facilities create a safe and inviting environment around the LRT line and within the greater Central Corridor area. The plan sets priorities and strategies for creating a bicycle and pedestrian friendly environment. This Plan builds on other Central Corridor and City of Saint Paul planning work, including the Central Corridor Development Strategy, the University Avenue Station Area Plans...[and] the Transportation and Parks Chapters of the Comprehensive Plan...”

<http://www.stpaul.gov/DocumentCenter/Home/View/12923>

## **An Industrial Strategy for the City of Saint Paul**

Although this Study has no official plan status it is foundational for many of the recommendations in this Strategy. Commissioned by the Saint Paul Port Authority, the Initiative for a Competitive Inner City (ICIC), Interface Studio and Laura Wolf-Powers at the University of Pennsylvania, the Study is a wide-ranging set of findings and recommendations. In addition, there is an analysis of the Midway/Pelham Business Center which gives some insights into the immediate geography. <http://www.sppa.com/>

## **APPENDIX D: BNSF RAILWAY COMPANY/REGIONAL INTERMODAL HUB 9/27/10**

- The BNSF intermodal facility is an industry in its own right, focusing on import-export businesses. Prior to its being an intermodal facility, it was the “Western Fruit Express/Burlington Northern company. It became the intermodal facility 27-28 years ago under the Burlington Northern Railway. The BN Railway merged with AT&SF Railway, becoming the BNSF Railway, which currently operates the facility. Currently:
  - 150 direct jobs are supported onsite
  - 100 percent of the facility’s business revenue is from the intermodal traffic
  - 60 percent of the facility’s business revenue from the transport of domestic intermodal traffic (UPS, JB Hunt) and 40% from international intermodal traffic (imports and exports).
- The BNSF intermodal facility is an intermediate station in the system, but it also originates daily trains to Chicago. Three trains per week also go to/come from ports in Tacoma or Seattle, WA. Also ships to Los Angeles, CA
- Container traffic comes from either steamship traffic (ports on the west coast) or truck trailer traffic (many of which are smaller companies in the Twin Cities).
  - BNSF no longer owns the containers that are transported on the trucks/trails; they are owned by international steamship companies or national shipping companies
- National companies include Schneider, UPS, JB Hunt, and others. These are “door-to-door” trucking/shipping companies
- A brokerage company coordinates this traffic; the intermodal facility is an intermediary

### **Capacity**

- The site is 44 acres
- Before the recession, over 260,000 lifts were done per year. The theoretical capacity for the intermodal is up to 338,000 lifts per year. The facility has grown its capacity level in the last 8-10 years
- Over the last four years, BNSF has made greater use of an overflow lot at Dale St (Lot 20) via an access road, as well as the “Bridal Veil” facility near Westgate
- A study published 15 years ago, entitled “Need for Intermodal RR Terminal Facilities in the Twin Cities Metropolitan Area” aka the MIRTHS study, concluded a new intermodal facility should be built in Rosemount. BNSF and CP Railroad companies were not happy with this conclusion as it would have required UP lines to be utilized, as well as would have required the construction of extensive new infrastructure. (MnDOT, BN, CP and Met Council participated).

### **Cargo Carried**

- 500 trucks/container units enter the facility per day. Many long haul trucks originate in other parts of the state or Iowa, the Dakotas, and parts of Wisconsin
  - 120 of these trucks/container units per day are from UPS alone. UPS has two sorting facilities in Minneapolis and Saint Paul. (USPS uses Amtrak).
  - Large retailers like Walmart and Target have direct accounts.

- Principal cargo transported through BNSF Twin Cities Regional Intermodal Facility includes mail/packages and consumer goods. Agricultural products and raw materials for export are also transported to a lesser extent.
- Car parts, refrigerated cars with produce, other agricultural goods, glass, wood, construction materials, electronics, coal, industrial products, etc., are also transported through the larger BNSF network.
- See [www.bnsf.com](http://www.bnsf.com) and [www.bnsf.com/tour/](http://www.bnsf.com/tour/) for more information on volumes of goods and end destinations, and the economic impacts.

### **Trains**

- Class 1 railroad companies include BNSF, CP, UP, C and Norfolk and Southern
- 5-7 trains stop in or set out per day from the intermodal facility
- 2 major, high priority trains run out of the intermodal facility at night (the Z St Paul to Chicago 8 and 9). This includes UPS containers plus others.

### **MN Commercial Railway**

- This is the former “Minnesota Transfer Railway,” once jointly owned by the railroad companies (now it’s privately-owned). It appears on a map as the large expanse of tracks between Prior and Transfer, in the Midway. Daily connections are made with BNSF, CP, UP, CN IC&E, and TC&W.
- It is a short line railroad (unlike the Class 1 railroad companies), and does switching work. MN Commercial focuses mainly on local industries, and “local-to-local” goods delivery:
  - Operates 150 miles of trackage dedicated to serving the Twin Cities manufacturers, warehouses, lumber and steel transloads, and grain mills. It operates a transload facility equipped to handle multiple commodities. Operates 7 days a week, 24 hours a day.
  - Offers leasing tracks, transloading, team track services, and logistical assistance. From [www.mnnr.net/index.html](http://www.mnnr.net/index.html)

### **Future of Twin Cities Regional Intermodal Hub Facility**

- There is a high demand for intermodal facilities by other states.
- The State of Minnesota Rail Plan identifies the Twin Cities Regional Intermodal Facility/Hub as an important asset for the local/ regional/state economy.
- BNSF plans to increase its volume of goods transported without increasing its land use footprint.
- BNSF desires improved transportation connections, including the eastbound extension of Pierce Butler Route. They are studying ways to possibly remove traffic from Snelling Ave N, and create better north-south alternatives.



**APPENDIX D: BACKGROUND STATISTICS ON JOBS  
(DENSITIES AND TYPES)**













## **APPENDIX E: ELIGIBILITY CRITERIA FOR DEVELOPING FACILITIES IN PORT AUTHORITY BUSINESS CENTERS**

### **Criteria Used to Maximize Jobs and Career Opportunities for Saint Paul's Working Families**

1. Real Estate & Financing Principles: Used by the Port Authority to determine Brownfield sites appropriate for acquisition and other environmental and land preparation, for ultimate sale to private sector businesses.
  - a. No Port Authority competition with private sector acquisition and development.
  - b. Availability of Port Authority financial resources.
  - c. Proximity to freeways and major arterial streets.
  - d. Marketable location that feels safe, inviting to customers and vendors, and likely to have stability of land use type.
  - e. Reasonable site costs.
  - f. Provision of developable site to business customer with no liability regarding formerly contaminated site.
  - g. Convenient/accessible to employees and visitors. Proximity to public transportation.
  - h. Good investment. Likely property value appreciation.
  - i. Well-trained workforce.
2. The Port Authority's customer base is comprised of companies that have grown past their start-up phase and have at least three years of profitable operations.
3. Minimum \$75 per square foot construction value for manufacturing facility.
4. Building to land coverage ratio of at least 35%.
5. At least one job per 1,000 square feet of building space.
6. Minimum wage rates of \$11.00 per hour plus benefits for entry-level production positions.
7. Execution of legally binding 10-year Workforce Agreement and Port Authority monitoring for compliance on job counts (with financial penalties for noncompliance).
8. Commitment to employ Saint Paul residents in at least 70 percent of new hire positions.
9. Commitment to abide by the Port Authority's Protective Covenants for building and site design.
10. Commitment to the Port Authority's Green Design Investment review process to evaluate energy-efficient building designs and sustainable site features (e.g. best stormwater management practices, water efficiency, native plantings) and share utility data to track building energy and carbon performance.