University Avenue SE / 29th Avenue SE Transit Corridor

Development Objectives

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CORNEJO CONSULTING

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The purpose of preparing Development Objectives for the University Avenue SE and 29th Avenue SE Transit Corridor is to inspire and shape new development that is also compatible with the surrounding context.

These Development Objectives are intended to facilitate transit-supportive redevelopment and the evolution of a special place of high quality and enduring character. They also formulate a baseline set of criteria by which current and future development activities in this corridor should be directed and implemented. They are intended to establish the parameters within which decisions will be made regarding both public and private investment in the corridor. These development objectives will orchestrate how, when and where good transit-supportive development will evolve.

This report includes:

- an introduction to the purpose, process and vision for the project;
- a study area inventory and analysis;
- principles for transit-supportive development;
- development objectives for urban design character, transportation and circulation; and
- alternative redevelopment scenarios.

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Photo courtesy of the Minneapolis Design Center Image Bank.

View of project area looking west down University Avenue.

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Introduction

A pedestrian-friendly environment is perhaps the most important ingredient in a transit-supportive neighborhood.

Study Purpose

The purpose of preparing Development Objectives for the University Avenue SE and 29th Avenue SE Transit Corridor is to inspire and shape new development that is also compatible with the surrounding context.

These Development Objectives are intended to facilitate transit-supportive redevelopment and the evolution of a special place of high quality and enduring character. They will also formulate a baseline set of criteria by which current and future development activities in this corridor should be directed and implemented. They are intended to establish the parameters within which decisions will be made regarding both public and private investment in the corridor. These development objectives will orchestrate how, when and where good transit-supportive development will evolve.

Townhouses are an attractive option for a full range of life-cycle situations.

Geographic Area

The project area for the Development Objectives for the University Avenue SE and 29th Avenue SE Transit Corridor comprises a half-mile radius around the intersection of University Avenue SE and 29th Avenue, roughly the two- to three-block wide east-west corridor along University Avenue SE between the Minneapolis/St. Paul municipal boundary on the east, and the University of Minnesota on the west (see Transit Influence map in Appendix D). The half-mile radius for the study area does not mean that the entire area was evaluated for redevelopment. From the outset of this study, preserving the existing Prospect Park residential neighborhood south of University Avenue SE was a priority. These development objectives are focused primarily on land uses along University Avenue SE and to the north.

The "Witch's Hat" water tower is a familiar landmark in Prospect Park.

Process and Public Engagement

This study was funded by the Hennepin County Department of Housing, Community Works and Transit, in collaboration with the Minneapolis Department of Community Planning and Economic Development and the Prospect Park East River Road Neighborhood.

Throughout the six-month study process, the Transportation and Land Use Planning Committee of the Prospect Park East River Road Association (PPERRIA) guided the work of the consultant team and functioned as the Steering Committee and focal point for neighborhood input. In addition, community meetings/workshops were held on January 31 and March 21, 2004,a Developer Forum was held March 7, and a meeting with University Avenue business owners was held March 8.

As part of the January 31, 2005, community meeting, the consultant team carried out a visual preference survey with the approximately 75

Meetings were held with developers and business owners to ground the plans in market reality.

meeting attendees. Results of that survey were reported at the March 21 community meeting (see Appendix A).

The Developer Forum and the meeting with business owners were used to gain more business-sector insight into the clarity and applicability of the development objectives, and to "test" the market reality of two potential redevelopment schemes for the entire project area.

The full meeting notes for both of community meetings, and the notes from the Developer Forum and meeting with University Avenue businesses, can be found in Appendix B.

The Need for Enhanced Transit Service

Traffic volumes in the University Avenue/I-94 east-west corridor are already high, with high levels of congestion not only during morning and evening peak weekday commute periods, but also during the day, evenings and weekends. The Midway business district is one of the fastest growing in the Twin Cities metro. The University of Minnesota is growing and maturing not only for educational purposes, but also as a cultural and entertainment venue and a major medical facility. Even though the University Avenue central corridor is a major transit corridor now, future projected ridership is expected to reach 38,000 riders per day. There is a growing and recognized need to improve transit services on this corridor.

The University Avenue corridor already has very high transit ridership.

Necessary Elements for Transit-Supportive Development

Experience in other regions has demonstrated that improved and intensified transit facilities and service can stimulate land development near transit stations if (1) there is a sufficiently strong market for real estate investment, and (2) supportive public plans and regulations are in place. Transit improvements alone do not necessarily result in economic vitality or pedestrian-supportive environments; however, when holistically planned and properly leveraged, they can influence the success of redevelopment. They can also contribute to a city's social vibrancy, economic vitality and sense of inter-connectedness.

Well-designed, high-amenity transit stations are a key ingredient in increasing transit ridership.

Density, diversity and design are needed for transit-oriented and supportive development to work. Density is paramount – the more housing and more jobs within a short walk of the transit station, the greater the ridership. Early studies indicated that employment densities influenced people's choice of travel mode more than residential densities; however, more recent analyses indicate that people who live in transit-oriented residential developments are more likely to commute via rail transit than people who work in TOD office developments. Also, residential densities are needed to provide the market base for the retail and other services that create the amenities needed for a vibrant transit station area and corridor. Mixed use (and parking management) is the necessary ingredient for this diversity. And clear design guidelines are needed to create a framework of a

High-quality, medium-density mixed-use developments, built right up to the sidewalk, support a walkable neighborhood.

The Prospect Park-East River Road neighborhood has many fine homes of all values and styles.

University Avenue SE is home to many businesses, some residences and cultural institutions such as the Textile Center, a national center for fiber art.

street and building pattern that produces walkable streets. The interplay of these key ingredients will produce a sense of place, ownership and stewardship.

Shared Vision: Attractive, Lively and Safe Transit-supportive Neighborhoods

A key challenge in creating successful transit-supportive developments is getting stakeholders to find a common definition or agreement on the goals and outcomes.

In a collaborative effort, representatives from the Prospect Park neighborhood, Hennepin County, the City of Minneapolis, the University of Minnesota and the University Avenue SE business community established the following vision for the University Avenue SE and 29th Avenue Transit Corridor:

> *Prospect Park is a thriving neighborhood, with a rich history and cultural heritage. As this corridor's transit service is improved, to be faster, more convenient, and reliable, the community's desire is to maintain and enhance the best features of this vibrant neighborhood while creating the conditions for increased transit ridership, as part of a larger effort to create a desirable and attractive district.*
>
> *This corridor, which comprises primarily single-family residential neighborhood, with some apartments, a mix of residential and commercial uses along University Avenue SE, and a mix of office, industrial, and residential north of University Ave SE to the University of Minnesota Transitway, will be expanded and enhanced, (1) by the addition of a new mix of businesses and institutions to enrich the area's economic and cultural vitality, on University Avenue, (2) by diverse new housing choices at increased densities, primarily on University Avenue and to the north, and (3) by improving the environment for pedestrians and transit users, and (4) by carrying out a plan that attracts not transit-adjacent development, but rather, transit-supportive development.*

Study Area Inventory and Analysis

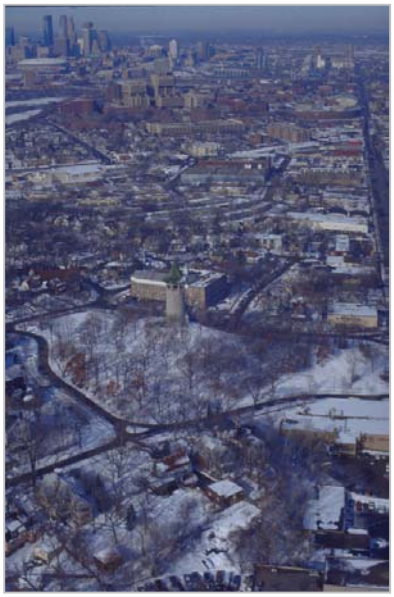


Photo Courtesy of the Minneapolis Design Center Image Bank

The Prospect Park Neighborhood is known for its "Witch's Hat" tower and proximity to Downtown Minneapolis.

The following documents and exhibits referred to below (and included in Appendices C and D) were assembled and prepared to serve as background information to gain a better understanding of the project's context. These items are summarized below:

Policy Direction from Previous Studies and Reports

The consultant team reviewed and summarized 11 past studies/reports provided by Hennepin County and the City of Minneapolis. These documents were reviewed to discern the policy direction applicable to the transit corridor area at University Avenue SE and 29th Avenue SE. Below is a summary/conclusion statement of these eleven summaries, which are included in Appendix C.

One of the purposes of transit station area planning is to use the LRT/BRT investment as a catalyst to achieve broader city and community goals. Another purpose is to help ensure that adjacent areas are protected from negative impacts, while at the same time facilitating their connections to the opportunities afforded by proximity to an LRT/BRT station.

The previous studies reflect and support these reasons to create development objectives for the area surrounding the Transit Station Area at University Avenue SE and 29th Avenue SE. The studies point to the need to create what is called a "transit village," a connected series of tightly clustered, mixed-use developments within a half-mile of the transit station. This approach will have the added benefit of growing transit ridership due to development policy and system expansion.

The project area includes significant civic assets such as the Pratt school building.

Design, density and diversity of uses are all equally important, and these aspects of a true transit village are referenced many times in these studies. The development objectives produced for this station area will need to embrace each of these elements so that the buildings and spaces that are created shape and define high-quality and memorable streets, plazas and other aspects of the public realm, while permitting sufficient flexibility to ensure a sustainable urban fabric. Perhaps more than any other study or report that was reviewed, the Refined Master Plan for the SEMI/Bridal Veil area emphasized that form and impact are more important than use when devising implementation and regulation strategies. This criterion of flexibility will work to generate and maintain a balanced mix of uses that will not only increase ridership, but will also provide places to work, live, relax and shop.

Inventory and Analysis Exhibits

The following exhibits were created to help the project team gain an understanding of the project area's history and content. The following are explanations of exhibits that are contained in Appendix D.

Opportunities for redevelopment exist in the project area and include the Kemps offices, which are for sale.

Buildings of historical significance can be adaptively reused, such as the new Cupcake Café in the Art and Architecture building.

The northern portions of the project area are known for its grain elevators.

Project Base Map

An aerial photograph of the University Avenue corridor study area.

Transit Influence Area

Project base map with business/place names indicated, and a preliminary determination of project boundaries. This boundary was drawn based on the following assumptions:

- Project area extends one-half mile each direction along the corridor (10-minute walk)
- Northern extents of the project will be approximately the Inter Campus Transitway (SEMI plan covers areas north)
- Southern boundary excludes established residential area to the south, but includes commercial properties along the south side of University Avenue.
- Pocket of residential properties east of Malcolm are also excluded.

Transit/Transportation Inventory

This exhibit illustrates the existing transit (bus) routes, average daily traffic, signalized intersections and designated bike routes in the area. In its current state, University Avenue in the project area is a heavily traveled transit corridor due to the high ridership of Routes 16 and 50, and Route 8 and the Inter Campus Transitway (two blocks north). Traffic counts are also fairly high, making University Avenue a high-volume transportation corridor.

The only designated off-street bike trail exists along the Intercampus Transitway from 23rd Avenue east to the U of M's St. Paul Campus. Other designated shared on-street paths exist along University Avenue, but they are much less bicycle friendly. There is also a lack of north-south connections through the project area.

Corridor/Study Area Images

These images, while just a sampling, represent some of the development and design characteristics within the project area. A variety of uses are evident here, including a combination of some newer pedestrian-level building improvements and more prevalent auto-oriented uses, which are indicated by lower-scale buildings with larger setbacks and parking in front. In addition, there is a fair amount of mature trees along the Avenue that enhance the pedestrian experience and thus should be preserved.

Land Value for ½-Mile Radius, Building Value for ½-Mile Radius and Total Value for ½-Mile Radius

This series of maps depicts the land, building and total (building + land) values in the project area, according to Hennepin County tax records. Generally speaking, land and building values are higher on the north side of University Avenue west of 30th Avenue SE, and also along Huron Street SE. As it might be expected, smaller single-family

The area has seen some investment in residential development, such as these townhomes located north of University Avenue.

Like Pratt, the Fraser School is an important educational and community asset worth preserving and encouraging.

The University Village is a recent mixed-use development that is experiencing some retail vacancies.

residential properties are valued less than commercial properties with frontage along major thoroughfares.

Property valuations begin to provide some understanding of building condition and position within the marketplace. Market values are assessed base on land costs and building values. Those properties with lower building values reflect potential areas to target redevelopment initiatives, particularly commercial properties along University Avenue where land values warrant a more intense building pattern.

Ratio of Land Value to Building Value

This map illustrates the ratio of land value to building value. This relationship is one factor to consider when determining if a property is "underutilized." Cases where the value of land area approaches or exceeds the value of a building would suggest that an opportunity to build more structure (or a higher-quality structure) exists. Several properties along and north of University Avenue (Citgo station, U Garden restaurant, 4-Star Auto Service and industrial lands north of the Transitway) are good cases in point. The value of the land is significantly higher in these locations than the values of the relatively small structures on these sites. Several factors contribute to this. The buildings were built in an era where construction practices where rather "ordinary" and commercial development was often oriented toward the automobile so more space was allocated to parking and drive aisles as opposed to building area and pedestrian connections. In addition, the grain elevators and other industrial structures are deteriorating and, in many cases, are unfit for reuse.

Year Built (Age of Structures)

The industrial and commercial structures in the area vary in age from just a few years to more than 80 years. Commercial and industrial properties built prior to 1980 may present opportunities for redevelopment. Older structures are present along the south side of University Avenue in the project area and along the north side east of 29th Avenue. Newer developments include University Village, Northstar Financial/Health Partners and the Fraser office building (north side) and Affinity Plus Credit Union (south side). Most of the single-family homes in the area were built before 1920.

Zoning

Zoning is the regulatory tool used by communities to implement land use plans (Comprehensive Plans). The zoning ordinance establishes standards for regulating uses and spatial arrangements. For example, districts are established that define permitted uses, building setbacks, lot dimensions, building heights, parking requirements, etc. The City of Minneapolis currently maintains 38 different zoning districts, which are categorized into residence, commercial, downtown, industrial, office residence and overlay zoning districts.

The strengths of the neighborhood and its location has attracted major corporate uses such as this HealthPartners facility.

The UPark office building is an icon that marks the project area's core.

The land fronting University Avenue is zoned in a variety of districts, most of which are commercial or office districts. These include:

- OR1 (neighborhood office residence)
- OR2 (high-density office residence)
- C1 (neighborhood commercial)
- C2 (neighborhood corridor commercial)
- C3A (community activity center)

Land north of University is generally zoned industrial (I1 and I2 – light and medium industrial), and south of University is generally zoned a combination of low- (the majority), medium- and high-density residential.

Property Type (Land Use)

Land use in the study area responds to a number of existing conditions and factors, including market pressures, zoning, historical use, public transportation routes, traffic, parcel size and ownership, and the unique regional role this corridor has in connecting the University and two major downtowns.

Existing land use patterns reflect a mixture of commercial, residential and industrial development. The commercial development is focused on the south side of University and is primarily retail or service oriented, with some office uses. Also along University Avenue, the land uses are mostly a mix of small- to medium-scale one- or two-story retail and services; a few automobile repair, service and sale businesses; and finance-related offices (i.e., banks and credit unions). There are also a few residences converted from single-family to rental and multi-unit housing. Some light industrial uses also front University on the north side.

Issues and Opportunities Diagram

The following Issues and Opportunities diagram was prepared as a culmination of the study area inventory and analysis phase of the project. While representing and incorporating the information and analysis assembled thus far, the primary purpose of this exercise is to create a diagram that serves as a framework for creating the development objectives and alternative redevelopment scenarios. An earlier version of this diagram was presented to the Steering Committee and the public for their input, which was then incorporated into the diagram that appears in this report. Analyses of land and building value, on-the-ground observation, and especially information from the Steering Committee regarding the status of individual properties proved invaluable for this stage of the project.

The locations indicated by an asterisk are what the project team considers landmarks or areas to preserve, protect and encourage. Examples of these are the Witch's Hat Tower, Pratt School, Profile

Center and adaptive reuse of significant buildings (such as the Art and Architecture building). Areas indicated in orange are redevelopment opportunity sites, where underutilized or vacant properties can be redeveloped into new uses. These include the Kemps site at 29th and University Avenues, run-down rental housing along University Avenue and surface parking lots along the transitway. Areas indicated in blue are rehabilitation and reuse opportunity sites, where existing buildings may be worth saving and adaptively reusing in the future. Examples include portions of the Boeser Sheet Metal structure and storefront buildings along University Avenue.


SEMI AREA: EMPLOYMENT & HOUSING
U of M Mpls Campus
Intercampus Transitway
Transitway
U of M St. Paul Campus
5th St SE
Storefront/ Building Reuse
SURFACE PARKING
BOESER SHEET METAL
AUTO SERVICE
HABITAT FOR HUMANITY
R-J EQUIPMENT
FOR SALE
VACANT INDUSTRIAL
New Townhome Development
Bedford St SE
4th St SE
Parking Structure
U GARDEN
Post Office
U Park Office
Northstar Financial/ Health Partners
KEMPS
30th Ave SE
R-J EQUIPMENT
MN TEAMSTERS
Malcolm Ave SE
Western Bank
PARKING
T.C. CREDIT UNION
RENTAL HOUSING
ALLIANCE CLINIC
Fraser School
SUPER AMERICA
25th Ave SE
U of M, Downtown
Transit Service
Storefront Reuse
CAR WASH
Textile Center
RENTAL HOUSING
University Ave SE
Art & Architecture Building
ASPHALT
4-STAR AUTO
Midway, Capitol, St. Paul
Affinity Plus Credit Union
ECONOLODGE
BEST WESTERN
Profile Center
CITGO
RETAIL/ STOREFRONT
Delaware St SE
26th Ave SE
27th Ave SE
Sidney Pl
Witch's Hat Tower
Pratt School
Saint Marys Ave SE
Williams Ave SE
Arthur Ave SE
Malcolm Ave SE
Fulton St SE
Essex St SE
Huron St
Saint Marys Pl
Development Objectives for the University Ave. SE and 29th Ave. SE Transit Corridor
ISSUES AND OPPORTUNITIES DIAGRAM
LEGEND
Opportunity Site: Redevelopment
Opportunity Site: Rehab & Reuse
Residential Exclusion Boundary
Landmark: Preserve, Protect & Encourage
N
0'
100'
Hennepin
SEH

The University of Minnesota transitway is a 3.1-mile dedicated bus route connecting the Minneapolis and St. Paul campuses.

The synergy between round-the-clock mixed-use and pedestrian-friendly environments produces sustainable real estate investment.

Ground-oriented housing with amenities such as a screened-in porch and generous landscaping provide an attractive option for urban living.

Principles for Transit-supportive Development

Hennepin County and the City of Minneapolis have several over-arching principles within the designated project areas. These will serve as an overall planning and development framework.

- **Use Transit as Catalyst.** Use transit corridor and station area planning and public/private investment as a catalyst to achieve broader city and community goals. Coordinate with Hennepin County, the City of Minneapolis, the Minnesota Department of Transportation, the Metropolitan Council, and private property owners to provide an intermodal transit station at University Avenue SE and 29th Avenue SE.
- **Promote Partnerships to Create Development Synergies.** Many times in the Twin Cities metro area where new development occurs on dispersed infill opportunity sites, the outcome adds up to less than the sum of its disconnected parts. In this corridor, new development should be "linked" to rehabilitation, reuse, redevelopment and public infrastructure investments to create synergistic activity, building and space relationships so that 1 + 1 = 3; promote development partnerships, co-investment, and joint public-private development partnerships.
- **Promote Mixed Uses to Create Economic Spin-off.** Promote a mix of housing, commercial retail, living-wage jobs, cultural offerings, entertainment venues and hospitality uses to increase visitors' propensity to make linked trips; organize land uses to capture value from the accessibility that transit provides; increase the economic productivity of the Corridor by promoting complementary development of both public and private facilities; promote new opportunities for locally owned and neighborhood-oriented businesses to locate and thrive.
- **Leverage Positive Relationships.** Improve neighborhood/institutional relationships; improve links and activity relationships among the Prospect Park neighborhood, the SEMI area and the Saint Paul Midway area; work closely with the University of Minnesota to promote a mutually beneficial relationship through the recognition of, and reduction of, negative neighborhood impacts that often arise due to University programs and activities.
- **Foster a Mature, Diverse Neighborhood with Expanded Housing Choices.** Preserve the single-family and garden apartment character of the existing Prospect Park neighborhood; foster new opportunities for an expanded mixed-income neighborhood by creating more affordable housing; recognize that housing has the potential to generate more transit riders per resident than employment uses generate per employee; focus housing developments on a range of market segments that include single professionals, childless younger couples, families with children,

This café, with its outdoor seating and shaded courtyard, is a good example of the type of special places and character that should form part of a mature neighborhood.

Well-designed, clear pathways play a key role in connecting the public realm.

Commercial offices above shops and restaurants provide jobs and amenities to support transit.

empty nesters, and students and faculty; increase the amount of market rate and home ownership along with rental opportunities.; facilitate the development of housing-related amenities such as childcare, small pocket parks/playgrounds, health clubs, and locally oriented retail and services. Since "retail follows rooftops," i.e., there is a strong link between housing density and retail vitality, recognize that the attraction of desired services requires an intensity of customers living and working close by.

- **Create a Pedestrian-scale Neighborhood with Special Places and Buildings.** Reduce the physical, symbolic and psychological barriers to pedestrian and bicycle traffic; create lively streets, especially for pedestrians, that have a sense of scale and special character; provide easy and inviting pedestrian access to transit stations; create special places of enduring quality and character to foster positive social interactions among residents, workers and visitors; attract complementary new infill development and redevelopment, while respecting the existing scale and character of the corridor that transit serves.
- **Respect the Natural Environment.** Protect, enhance and connect to the natural ecosystem; create new green spaces and vegetation to attract and connect residents, workers and visitors, and complement and soften the built environment.
- **Promote Locational Advantages.** Promote the locational advantages of this portion of the central corridor – specifically the jobs nearby in the SEMI, the University of Minnesota, and the Midway industrial area of Saint Paul – as well as the positive image and reality of the historic, vibrant Prospect Park residential neighborhood.
- **Provide Public Sector Incentives and Flexibility in Development Regulation and Review.** Where need has been demonstrated, provide financial incentives to developers to facilitate the achievement of public objectives in their projects; reduce other barriers to desired private sector development by facilitating early public involvement in development review; establishing supportive, clear land use/zoning/density requirements; and providing flexibility in the application of those requirements. Facilitate redevelopment by the assembling and banking land.
- **Think, Plan and Act with a Future Orientation.** Ensure that this Plan is future-oriented, and that it works for more than just the present stakeholders. This Plan should work for those who do not live or work here now, but who may in the future, and for current and future visitors to the corridor.

Traditional materials and landscaping help relate new designs to older neighborhoods.

Development Objectives

The following development objectives provide guidance to public and private sector initiatives in the project area. The consultant team produced two potential redevelopment schemes that indicated alternatives for proposed land use patterns, massing, public space, semi-private and private space, transit and pedestrian, bicycle and vehicular circulation (demonstrating intermodal transportation connections within the area), and parking facilities. The following describes the development objectives. The two potential redevelopment schemes are described and illustrated at the end of this section.

Land Uses and Transit/Neighborhood-supportive Densities

The Development Objectives I this section address the following uses:

Residential Development
Commercial Office / Hotels / Hospitality / Employment Development
Retail Development
Cultural, Entertainment, and Public Facility Development
Parks and Open Space

Office buildings of modest height designed to fit into a neighborhood context can offer local job opportunities.

- Throughout the corridor, encourage residential ownership and rental, as well as a variety of unit and building types, to accommodate a wide variety of income levels, life styles and life-cycles.
- Integrate potential transit station with other activities and amenities, perhaps as part of the same building (see below).
- Concentrate employment and housing densities adjacent to transit station areas.
- Create a mix of land uses that will generate increased transit ridership in terms of both volume and pattern; concentrate convenience retail and service uses to support transit riders; cater to jobholders, business visitors and residents; provide a central location for a moderate-size grocery store (similar to The Wedge Community Co-op or Riverside Market) that caters to local residents; increase office/light industrial uses that are job-intensive; and create non-work-related activities and uses (e.g., hotel, hospitality, cultural, entertainment) to extend street life into the hours between and following rush hour.
- Be creative and flexible in the vertical and horizontal mixing of uses; permit the renovation and conversion of houses located on University Avenue SE from residential to commercial uses to provide reinvestment, revitalization and diversity.
- Establish minimum site densities of FAR 0.5 to 1.0 for new buildings and an aggregate areawide density target of FAR 1.5. New development should be permitted up to an FAR of 3.0, with bonuses for including desirable features such as underground parking,

A well-designed streetscape includes large trees, benches, planters with flowers, waste receptacles and a wide sidewalk.

Programmed public spaces bring neighbors together.

This San Diego light rail station combines the transit use with retail shops, an art museum and offices.

Stepped building forms, balconies, a change in materials and semi-private courtyards help integrate this apartment with its surroundings.

mixed-use and affordable housing. Residential densities should average around 45 to 50 units per acre in the corridor.

- Provide a parks and open space system as a network of green spaces and corridors that unifies and organizes the corridor into an easily understood orientation system that, together with sidewalks, facilitates walking and transit use. See green space objectives below.

Urban Design Character

Open Space Form, Image and Identity

The Development Objectives in this section address the following elements:

Streetscape
Open Space within Private Developments
Public Improvements and Landscaping
Green Space
Public Safety

- Carry out streetscape improvements, such as special sidewalk treatments, landscaping, pedestrian-scale lighting and street furniture in the quarter-mile radius of the proposed transit station.
- Create mid-block pedestrian paths that augment the sidewalk system to provide a network of options for walking within the neighborhood and for accessing transit.
- Create a special and unique "Prospect Park-University Gateway" transit corridor image; establish "gateways" at each end of the transit corridor, and bold attractive landmarks (buildings, public art, civic plazas, landscaping) to create image, identity and orientation.
- Use open space and public realm to organize the mixed-use core and create links to other areas in the transit corridor; create civic spaces that are attractive and memorable and that function as programmed "outdoor rooms." Provide amenity-rich, well-defined, safe and weather-protected pedestrian pathways throughout the district.
- Emphasize large trees, green spaces and art in the design of the public realm.
- Reinforce a "Green Corridor" feeling and experience for this portion of University Avenue SE, establishing a true urban boulevard/parkway.
- Create a north-south green corridor to link Prospect Park neighborhood to the transit station and to the SEMI/Bridal Veil Creek area beyond.
- Use Crime Prevention Through Environmental Design (CPTED) principles to foster "round-the-clock" security, safety and the perception of safety. Provide good lighting and clear lines of sight in public spaces and developments to promote pedestrian activity and "eyes on the street."

Varying setbacks and an articulated building design provide room for high-quality landscape features.

Another example of a well-designed townhouse/apartment building that blends a variety of building materials and the design of windows and balconies to soften the impact of a large building mass.

Well-designed signs oriented to the pedestrian contribute to a neighborhood's vitality.

Building Form and Image

The Development Objectives in this section address the following elements:

Building Placement and Orientation
Views
Building Height and Mass
Building Facades
Structured Parking
Signage
Lighting

- Facilitate innovative and bold architectural design of an exciting transit station that incorporates other uses and activities, perhaps in the same building; use the new transit station to make a strong and memorable statement about the Prospect Park/University Gateway image and identity.
- Provide options for quarter-block, third-block, half-block and full-block developments to provide a range of development opportunities, design diversity and increased pedestrian circulation.
- Promote infill projects that use small block size, building massing and site planning and orientation to facilitate public/private pedestrian circulation and connectivity patterns.
- Orient buildings to the street and place buildings close to the sidewalk. Setbacks should be no more than eight feet (for landscaping and pedestrian activity, not for cars). Building placement should reinforce the streetwall. New development on corner sites should include buildings that extend out to the corner. Main entrances to buildings should front the street, and the number of primary entrances to housing units and commercial premises from street and grade level should be maximized.
- Site coverage for buildings should be generally no less than 50 percent or more than 70 percent.
- Preserve views of Pratt School and the "Witch's Hat" water tower. Design and locate "signature" building elements to create new views, identity and orientation features.
- On the north and south sides of University Avenue SE, permit/promote buildings of three to five stories. To the north of University Avenue SE, west of Malcolm Avenue SE, permit/promote a mixture of building heights, with some reaching a maximum of six to eight stories, with the majority at three to five stories.
- Create a mix of ground-oriented residential units (with street or pedestrian pathway entrances) and taller, apartment/condo buildings.
- Promote building designs that create visually interesting developments, complementary to their neighbors but unique unto themselves. New buildings should have a sense of their own style

The Uptown Transit Center, located near a library, restaurants and other amenities, has been very successful in increasing transit ridership.

Medians make it easier for pedestrians to cross wide streets.

(not copycat pretenders, nor pseudo-historic designs). Buildings should provide framed periodic openings (windows and doorways) through articulation of the façade to break down the scale, define the street and provide public views into open space features. Create pedestrian scale and residential character through changes in material, fenestration, detail, grade-level entrances, bay windows, porches and decks, and special paving and generous landscaping. Long facades should be broken up into smaller modules.

- New developments should provide generous landscaping to complement the public investment in streetscape enhancements.
- Where possible, incorporate "Green Building" techniques in developments that are consistent with the overall theme of greening the neighborhood.
- Use high-quality "permanent" materials such as masonry (stone, brick). Minimize the use of "artificial stucco" or EIFS (Exterior Insulation and Finishing Systems).
- Encourage building transparency, especially at the ground floor where the ratio of windows and doors to total frontal area should be at least 40 percent). Encourage the provision of numerous smaller openings rather than a few large ones to provide variety along building facades. Prohibit reflective or spandrel glass.
- Design aboveground, structured parking to include and present ground-floor retail or offices on the street-facing facades to facilitate pedestrian activity.
- Integrate building identification signage, and other private signage, with the building and/or landscape design. Signs should complement the overall architectural design of buildings. Promote perpendicular storefront signage that is easily read by pedestrians. Prohibit pole or pylon signs.
- Use a variety of lighting types, including high-level general street lighting, mid-level pedestrian lighting and low-level lighting in localized areas such as parks, plazas, stairways, paths and seating nodes. Lighting on buildings should be designed in a manner that contributes, but does not overpower, the light levels of nearby public open spaces

Transportation and Circulation

The Development Objectives in this section address the following issues:

Transit, Transit Station
Cars
Streets, Traffic, Vehicle Circulation, and Curb Cuts
Pedestrian and Bicycle Circulation
Parking and Parking Access
Service Areas (Loading Facilities and Garbage Storage)

Surface parking lots should be screened from pedestrian walkways.

Making provisions for bicycle use and storage is an important factor in reducing dependence on a car.

- Create a transit station/transfer experience that facilitates and promotes increased transit use. Combine the transit station/mode transfer function with other uses that provide opportunities to take care of daily business (such as dry-cleaning, buying breakfast/coffee) or a combination of daily/weekly business (such as deli-grocery, post office, hair-styling/grooming and banking) whose market demand is driven more by the density of residential units and jobs nearby.
- Facilitate transfer between bus and other transit modes (LRT or streetcar). Design arrival/waiting, drop-off/pick-up areas that are compatible with pedestrian-oriented environment.
- Support the creation of collective car ownership schemes, providing access to cars without requiring personal ownership, as well as the operation of private car-sharing companies (see HOURCAR here in the Twin Cities, Zipcar in Boston, Flexcar in Washington, DC), and encourage participation. Identify parking locations, either on-street or in new developments, for car-sharing vehicles near the transit station as demand increases.
- Reduce dependence on the car. Design and/or re-design streets and street patterns in a network that promotes walking and bicycling to transit station areas. Make walking within a quarter mile of the transit station a safe and enjoyable experience. Provide easily understood, direct and attractive pathways to and from the transit station. Extend the orthogonal grid pattern of streets and sidewalks to the development of the large vacant parcel in the northeast corner of the study area.
- Improve pedestrian crossings of University Avenue, shortening the walking distance through bump-outs and possibly with a median.
- Vehicle and parking access and vehicle circulation should be designed to minimize conflicts with pedestrian traffic and with surrounding residential uses. Curb cuts should be consolidated wherever possible.
- Provide mid-block and “diagonal” pedestrian pathways to achieve a high level of connectivity and “intersecting pedestrians.”
- Do not provide skyway connections.
- Where possible, provide dedicated bike lanes and provide bicycle lockers or attended storage.
- Minimize the amount of land devoted to parking.
- Maintain a good supply of on-street parking (for retail customers, buffering pedestrians from traffic).
- Promote structured parking, preferably underground. Where surface lots are provided, they should be small (30 spaces or fewer), and designed to reflect the fact that once people step out of their cars, they become pedestrians. Their visual impact should be

This well-designed St. Paul parking garage provides two levels of parking over retail shops.

reduced by interior landscaping and perimeter landscaping and screening.

- Place shared parking a five- to seven-minute walk from the transit station to open/retain prime real estate near the transit station for new development.
- Provide options to developers that would allow them to reduce parking requirements, including:
  - Flexible parking requirements that would allow developers to build less parking in exchange for funding transit passes or car-sharing programs
  - "Unbundle" the price of housing and parking to create a separate market for each. Allow tenants and homeowners to rent or purchase parking separately from their housing.
  - Create and promote structured shared/joint parking strategies between commercial and residential/visitor parking
  - Consider reducing parking requirements (75 percent of current requirements) for designated transit corridor/transit station area residential developments. Reduce parking requirements for retail and office uses. Establish off-street parking limits or maximums.
- Locate all service areas (loading and garbage storage facilities) off-street, away from and screened from view of streets, parks, plazas and landscaped walkways. They should not be visible from the public sidewalk.

Alternative Redevelopment Scenarios

The following two alternative redevelopment scenarios are presented here to illustrate the development objectives and transit-supportive development principles presented in this section. These scenarios are examples of how the study area could be redeveloped, and are not prescriptive maps in terms of development pro-formas and building footprints; however, while these scenarios differ in several respects, they both embody the shared vision and principles of the development objectives, and represent how variations in development types and densities can result, depending on sequence and circumstance.

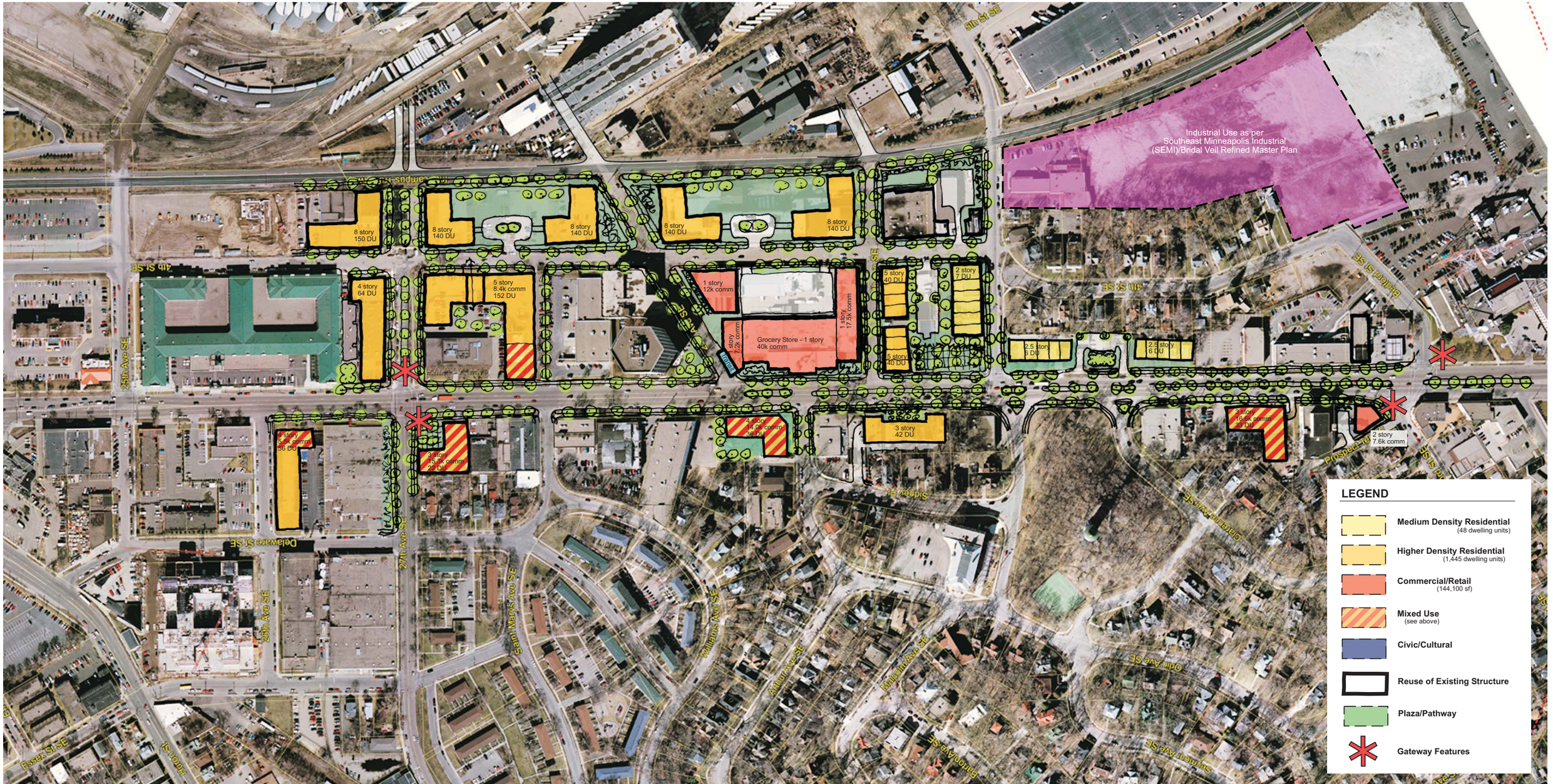
Some common elements that are included in both scenarios are a neighborhood grocery store located on the current Kemps site, gateway features at the east and west ends of the core project area and new housing located along the intercampus transitway. Given the current and future market for housing both at this location and near transit in general, both scenarios include a higher proportion of residential development that includes a mix of medium- to higher-density housing types. Most redevelopment is proposed north of University Avenue, with limited smaller-scale (three to four stories) infill along the south side of University. Underground parking is proposed in most locations, and on-street parking where possible.

Redevelopment Scenario A

In general, Scenario A framework concepts include taller buildings with smaller footprints and a median on University Avenue that is either landscaped or serves as a location for transit. As a result of having taller buildings and smaller footprints, there is more open space in this scenario, as well as slightly higher residential and commercial densities (1,493 new housing units, 144,100 sq. ft. of commercial). The new 40,000-sq.-ft. grocery store and adjacent specialty retail reuses some of the existing Kemps office building, and also incorporates a transit station on the west side. A four-story mixed-use building is proposed at the southern end of 29th Street to terminate the vista and to create synergies with the grocery store and other retail uses. Along the south side of the transitway, between 27th and 30th Avenues SE, are five, eight-story residential buildings that enclose plazas/open spaces above underground parking.

Redevelopment Scenario B

The primary conceptual difference for Scenario B is that it proposes shorter buildings with footprints that take up a greater portion of lots. Additionally, the developments include mid-block pedestrian pathways and a finer-grained mix of housing types to structure the overall circulation patterns. While there is no University Avenue median included in Scenario B, existing and potential improved transit would be located along the curb lanes of University (as it is currently configured). Densities are slightly lower for this scenario (1,174 new housing units, 134,900 sq. ft. of commercial), and the proposed grocery store (46,000 sq. ft.) is in a new building with some liner specialty retail. This block also includes a separate and more significant transit station and plaza, and a stepped eight-story residential building. A civic/community center is proposed at the southern end of 29th Street and is meant to anchor this core intersection as a community node. Moreover, where Scenario A included higher residential buildings along the transitway, Scenario B calls for a mix of two- to five-story housing.



Hennepin

Development Objectives for the University Ave. SE and 29th Ave. SE Transit Corridor

REDEVELOPMENT SCENARIO A

North

0 50 100 200 Feet

SEH

Hennepin

Development Objectives for the University Ave. SE and 29th Ave. SE Transit Corridor

REDEVELOPMENT SCENARIO B

North

0 50 100 200 Feet

SEH

Appendix A

January 31 Community Workshop Visual Preference Exercise Results

Image	Like	Dislike	Undec.	% Of Positive Responses
A1	38	11	1	76%
A2	29	20	1	58%
A3	22	27	1	44%
A4	46	3	1	92%
A5	25	24	1	50%
A6	18	32	0	36%
A7	21	29	0	42%
A8	17	32	1	34%
A9	17	33	0	34%
A10	6	43	1	12%
A11	6	44	0	12%
A12	13	36	1	26%
A13	44	5	1	88%
A14	13	37	0	26%
A15	42	7	1	84%
A16	26	3	1	87%
B1	36	14	0	72%
B2	17	33	0	34%
B3	36	14	3	68%
B4	0	49	1	0%
B5	30	20	0	60%
B6	13	37	0	26%
B7	41	9	0	82%
B8	47	3	0	94%
B9	35	15	0	70%
B10	49	1	0	98%
B11	29	21	0	58%
B12	0	50	0	0%
B13	41	8	1	82%
B14	3	47	0	6%
B15	2	47	1	4%
C1	30	20	0	60%
C2	37	13	0	74%
C3	38	12	0	76%
C4	3	47	0	6%
C5	47	3	0	94%
C6	21	28	1	42%
C7	2	48	0	4%
C8	32	17	1	64%
C9	48	2	0	96%
C10	44	6	0	88%
C11	17	33	0	34%
C12	19	31	0	38%
C13	15	34	1	30%
C14	37	13	0	74%

Land Uses and Urban Design Examples

Development Objectives for the University Avenue/29thAvenue Transit Corridor

January 2005

Neighborhood Retail

Single–Family Character

Market Rate Housing

Trees

Mixed Use/Greater Density

Preservation of Views

Density Appropiate Housing

Life Cycle Housing

Entertainment Creep

Green Corridor

Land Uses and Urban Design Examples

Development Objectives for the University Avenue/29thAvenue Transit Corridor

January 2005


B1


B2


B3


B4


B5


B6


B7

Pedestrian Amenities

Landscaping

Community Theaters

Public Safety

Identity

Entrance/Gateway

Building Form and Image

Open Space Form

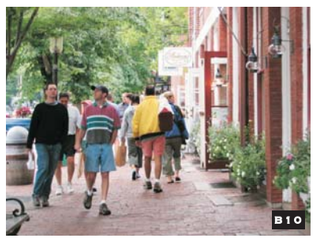
Streetscape

Building Facades

Green Space Connections


B8


B9


B10


B11


B12


B13


B14


B15

Transportation & Circulation Examples

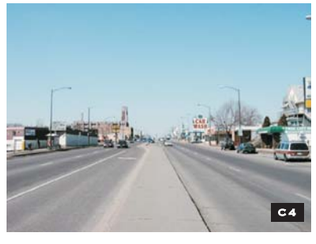
Development Objectives for the University Avenue/29thAvenue Transit Corridor

January 2005


C1


C2


C3


C4


C5


C6


C7

Off-Street Parking/Surface Lots

Transit Station Connections to University Busway/Bikeway

Pedestrian-Oriented Development

Bicycle Circulation/Storage

On-Street Parallel Parking

Auto-Dependent Uses

Pedestrian Safety and Aesthetics

Intermodal Transit Station

Pedestrian vs. Auto Circulation


C8


C9


C10


C11


C12


C13


C14

Appendix B

Meeting Minutes

Development Objectives for the University Avenue SE and 29th Avenue SE Transit Corridor

Notes from Community Meeting and Workshop January 31, 2005

Location: 7:00 - 9:30 pm
Saint Frances Cabrini Catholic Church
1500 Franklin Avenue SE
Minneapolis, MN

Attendance: Approximately 75 persons participated, including residents, business persons, staff from Hennepin County (Larry Blackstad), the City of Minneapolis (Jennifer Bever), Ramsey County, the Metropolitan Council, the University of Minnesota, and the SEH consultant team (Dan Cornejo, Bob Kost, Mark Nolan, Dan Jochum, and Chris Behringer).

I Open House

From 6:30 to 7:00, consultants from Short Elliott Hendrickson Inc., and staff from Hennepin County Department of Transit and Community Works and the Minneapolis Planning Department conducted an Open House for residents. Several boards were exhibited, containing maps, photo sheets of land uses, urban design situations, and transportation options/methods, and other information.

II Introduction

John DeWitt, Chair of the Transportation and Land Use Committee of PPERRIA, opened the meeting by welcoming everyone. He stated that the meeting was part of a larger study funded by Hennepin County, in concert with the City of Minneapolis, being conducted by the consultant team of Short Elliott Hendrickson (SEH). He reiterated that the meeting was not to determine the form of transit for the University Avenue corridor, but rather we were to discuss desired development to support the transit corridor, whether it becomes a more responsive from of bus transit, or becomes light rail or a streetcar. He also responded to the many comments (during the Open House) about the status of Pratt School by explaining that there was a graphics error on the Issue and Opportunities map: There is no change to the status of the school, i.e. Pratt School has recently been renovated and will remain in school use.

Dan Cornejo of the SEH team then introduced the balance of the team and Hennepin County and City of Minneapolis officials. He stated some of the "givens" going into the study, namely that the University Avenue / I-94 corridor already has congested traffic

volumes, that the University Avenue / Central Corridor is a major transit corridor now, with projected ridership expected to increase (to 38,000 riders), the University of Minnesota is growing and maturing, and that there is a recognized need to improve transit services along this corridor.

He stated that the purpose of the study was to prepare development objectives to guide future projects in this transit corridor (University Avenue from the St. Paul boundary on the east to the University of Minnesota campus boundary at about 23rd Avenue SE), focused on the intersection of University Avenue SE and 29th Avenue SE. He said that the consultant team was doing this work to establish a specific level of criteria by which future development activities should be measured and implemented. The resulting plan would be a framework, not a blueprint.

He pointed out that the handout contained the agenda, the Planning and Development Framework Worksheet, and Ten Principles for Successful Development Around Transit. He briefly explained the evening's agenda.

III Process and Expectations

Mark Nolan explained that there have been two steering committee meetings thus far, and described the information on the display boards. He summarized the inventory work and the main messages from the many previous studies that related to the project area, namely:

- Use transit station area planning and private investment as a catalyst to achieve broader city and community goals;
- Ensure that adjacent areas are protected from negative impacts;
- Facilitate connections to the opportunities afforded by LRT/BRT;
- Create a "transit village" – tightly-clustered mixed use development;
- Focus on design, density, and diversity;
- Create high quality, memorable streets and plazas;
- Form of development and impact are more important than land use;
- Provide flexibility – generate and maintain balanced mix of uses that over time will increase ridership, provide places to work, live, relax, and shop for daily needs.

Mark advised that the main point of the meeting was the workshop portion that asked for the participants to make choices in an image preference survey. The expected outcome of this exercise was advice and guidance to the consultant team and steering committee on the kind of development the community wanted see over the next 5-15-20 years as part of transit improvements to the University Avenue corridor

IV Community Workshop

Bob Kost explained the image preference exercise, the purpose of the small group discussions, and the concluding reports from the small groups. The main themes from the seven tables were:

General

- This Plan should be a voice for all, including students
- All factors are interrelated and need to be looked at as affecting each other; this needs to be considered when planning for each of them
- Saint Paul, along University Avenue, needs to do this same process to help improve and develop this area
- Create lively streets, esp. for pedestrians, with a sense of scale and special character; University Avenue is not now a pleasant experience, so transit-oriented development should help transform this corridor to become more conducive to pedestrian uses
- Make this Plan work for others who aren't here now (in terms of neighborhood residents and future users of the area (residents and visitors).

Land Uses and Transit / Neighborhood-Supportive Densities

- Integrated development is better; mixed uses in an urban village
- Create retail clusters, to promote walking
- Provide destination uses, like coffee shops and restaurants, for the existing neighborhood and for transit-oriented amenities
- Provide opportunities for "Grand Avenue type" businesses to locate and flourish
- Include cultural uses
- Higher density north of University Avenue
- Integrate transit station with new development, perhaps as part of same building; consider Prospect Park Transit Center, with shops and other amenities
- We need green space with commercial, and green space generally
- Reinforce the desire of residents to stay in the neighborhood, with new affordable housing development to serve a variety of family types and incomes, i.e. lifecycle housing
- Provide a range of housing choices, including students and moderate income households, especially near the new transit station
- Need a grocery store (not large one like CUB, but a smaller one like Trader Joe's); hardware store
- Higher density is okay, but to the north of University
- There are four target housing markets for new developments: (1) current Prospect Park residents, (2) students, (3) suburbanites with cars who now drive to this area, and (4) lower-income people who need to be near their jobs and near transit
- Prefer locally-owned stores (to function as destinations) rather than chain stores that are everywhere

Urban Design Character

- Neighborhood-scale services are desired
- Pedestrian amenities to promote walking
- Create new parks and special green areas, for active and passive uses
- Trees, trees, and more trees; plant tree types that grow BIG; create a boulevard; make sure plantings are DURABLE
- Preserve the green along University, esp. the trees
- Create green east-west connection to Bridal Veil creek
- Public investment is needed to create public spaces and green connections
- Development should be 3-4-5 stories high along University, with a few spikes; put higher buildings (possibly 6-8 stories with good design) "at the back"; don't like high rises, so find better ways to add density
- Build buildings right up to the sidewalk, with some room for landscaping (but no parking allowed in front of buildings)
- Vertical elements are important to give character and orientation
- Brick and stone are warm, natural materials, and no EIFS (fake or synthetic stucco); but not continuous; vary materials; promote sense of permanence (for many generations) and grandeur; use older, traditional styles, not fake ones
- Attract a mix of developers, to give developments variety
- Consider the University Avenue corridor as a "valley," with the Prospect Park neighborhood the high ground on the south and new taller buildings on the north
- Grant Park housing example had some merit, with residential uses surrounding parking
- Make all development, private and public, accessible to all
- Preserve views to and from the water tower
- Hide parking, integrate with ground floor uses, like the Grand-Victoria development in Saint Paul
- No more concrete and asphalt: Use street elements to tie developments together; University Avenue is very eclectic in terms of building types and styles
- Green courtyards and patios (not hard-scape), with lots of sunlight and landscaping to soften the higher density; public vest-pocket parks/resting places to promote walking
- Avoid "walling off" University Avenue; break up building facades, using lots of windows and frequent entrances
- Create sense of Entry and Gateway at St. Paul border and at the University of Minnesota campus; create a sense of special place in the corridor
- Promote interesting and unique developments, complementary to each other, but unique unto themselves; new buildings should have a sense of their own style (not copy-cat pretenders like Block E downtown); frustrate generic, boxy developments
- Provide option for small developments and small areas
- Make signs more oriented to pedestrians and neighborhood-scale (current signs are too suburban and car-oriented); signs should be diverse and exhibit variety and interest; make them fun like the coffee cup

- Foster good design and site planning for auto-oriented uses (esp. curb cuts)
- Need pedestrian level lighting, both on streets/sidewalks and around building (to promote safety and aid orientation)

Transportation and Circulation

- Hide cars, put underground
- Make neighborhood developments walkable, very pedestrian-oriented
- Parking should be shared; create several parking structures along University Avenue, and to the north, so that these joint facilities could serve multiple developments
- If LRT, consider its affect on vehicle traffic
- Provide "Kiss-and-Ride" design for station area
- Consider possibility of streetcars instead of buses or LRT
- If transit improvements are LRT, then consider alternative alignments to the north of University Avenue
- Need more pedestrian crossings, esp. at 27th and Malcom
- Need landscaping between pedestrians and cars
- Place a resting spot, or green median, on University Avenue
- Yes, provide for bike use, circulation, and open and locker storage; make it neat and organized, not cluttered
- Create separate bike lanes; make sure that they connect to each other
- Maintain on-street parking along University Avenue (consider bump-outs)
- Reduce visual impact of asphalt and cars
- Disguise parking (wrap other uses around it, put parking behind other uses)
- Truck loading areas should be away from University Avenue
- Provide sufficient sidewalk widths to promote walking and pedestrian-oriented shopping

V Wrap-Up and Next Steps

Mark advised that the Steering Committee would be meeting with the consultant team during the next month to review this evening's input, and to also review draft development objectives based on this input and to examine preliminary redevelopment schemes with representatives from the development community. The next and final public meeting on this project is scheduled for Monday, March 21, to be held in this same room. He noted that there would be an advertisement placed in the SE Angle to publicize the meeting, and that PPERRIA would also be circulating flyers, as they had done for this meeting. He thanked everyone for their attendance and active participation in the workshop.

Meeting notes by Dan Cornejo

#####

Dan Cornejo Notes
March 7 Developer Forum – Steering Committee Meeting

Developers/invited guests present were:

Linda Donaldson – Brighton Development Corp.
Steve Wellington – Wellington Management Inc.
Karen Dubrosky – The Cornerstone Group
Brian McMahon – UNIVERSITY UNITED

1. Taxpayers should not lose money, because of TIF. This type of financing should be used for getting public improvements that would not otherwise happen.

2. TIF also needs to be used to rectify site conditions that are a negative to proceeding with new development. TIF was needed to facilitate the East River Mews development.

3. Be careful regarding the use of condemnation powers. It does not appear very feasible now.

4. The feasibility of development is not related to transit availability. Rather, new development is market-driven. Right now, and for the foreseeable future, there is a strong market for all types of urban housing. The suburban traffic congestion, and associated commuting difficulties, are contributing to the desire to live within the two core cities.

5. Site assembly is paramount. There are very substantial challenges in this area. The public sector must help with this, because it too expensive (in terms of time and money) for the private sector to do it all. There are not many willing sellers these days.

6. The public sector needs to take the lead in cleaning up polluted sites, then transit and market development will follow.

7. How would this transit village relate to others proposed for the Central Corridor? This transit stop must have its own (nearby) market for day-t0-day needs, including a small grocery store.

8. Design Guidelines should not be translated into hard zoning requirements. One developer indicated that he felt that the Hiawatha Corridor zoning ordinances were too constraining. He commented that even with TN2 and TN3 urban village zoning in Saint Paul, there was still a need for variances to permit certain desirable features of some developments.

9. The proposed transit station should be bold. This is one chance to create truly innovative architectural design and

mixed uses. This is the place to make a bold statement about image and identity.

10. Don't worry too much, and don't fuss too much with early developments. Just go for it. It doesn't have to be the perfect project. Get it approved and built. Create the momentum.

11. Put performance standards into the zoning.

12. Fast-food restaurants are always looking for sites. You must have realistic alternatives for those sites, so that transit- and pedestrian-oriented developments are made easier to get approved.

13. We talk about Grand Avenue being a model of what we want. University Avenue is too wide, and will continue to be wide, so Grand Avenue is not really a good model. However, perhaps the row of houses (between the Credit Union and Alliance Clinic) could be permitted to be renovated and converted to commercial uses, to provide opportunities for small businesses and to retain/create a small initiative that reflects the desired character of Grand Avenue. Therefore, remove the "townhouse" designation for that area, and indicate a "rehab-reuse-commercial" designation for those houses.

14. High rises are really "gated communities." They have a place in the downtown, but not here. You should be looking for, and providing for, ground-oriented housing. Get your density in low-rise developments, with lots of sidewalk-oriented front doors to the units.

15. Why is the single-family area always the area you must leave alone? It is so low density, is not transit-oriented. Why not think more boldly and consider redevelopment?

16. Leave the U-Garden Restaurant alone. Restaurants, especially ones that own their own sites, want to be free-standing and to have their own parking.

17. The plazas that are shown on each of the two scenarios should not be depicted with so many trees. The reality is that those plazas will be over underground parking; therefore, trees are not feasible. Show more hard surface, perhaps with shrubs, because that will be the reality.

18. Reverse the location of the proposed grocery store on Scheme B: the grocery store should really be a part of a mixed-use development that is an integral part of the proposed transit station. You want to cluster significant amenities and activities.

19. There should be some new cultural, arts and entertainment uses, as well as civic-type uses, but not a "community center" function that would compete with Pratt School.

20. Leave the Post Office right where it is. It is good community activity, one that should remain.

21. The large area, colored yellow, in the northeastern part of your maps, should be detailed out for housing. Show a proposed street system, and show buildings at 45-55 units per acre, in apartment and townhouse forms. That area should be seen as a significant housing opportunity right now. Of course, you will have to talk to the Saint Paul planners about this, since a portion of that area, on the Saint Paul side of the line, is slated for a bio-tech facility.

####

Mark Nolan Notes
March 8 Business Community Luncheon

Business community guests present were:

Paul Zerby
Greg Simbeck
Patrick Kellis
Clay Lambert
Jerry Showalter
Dave Barnhart
Denise Currie
Michael McLaughlin
Gary Moore
Jim Forsyth
Jan Morlock
Bill Gullickson
Steve Scaller
Carl Robertson
David Carland

1. Some general questions were asked by various attendees regarding the purpose of the study and the involvement of the City and County. These were summarized and reviewed by the consultants.

2. Several questioned the absence of light industrial in the plans given the focus on that in the SEMI plan. We informed them that we were assuming that the job mix/employment base would primarily be rooted north of the transitway. After a brief discussion, several attendees supported the focus of residential development along the transitway.

3. One person questioned the validity of a grocery store in the plan. She suggested that some demographic/rooftop counts be performed to determine this. At this point, input from the developer's forum the night before was summarized, including the fact that that there is indeed a market for a smaller grocery store, and someone has expressed interest to the city as well.

4. Future efforts to develop residential uses on former industrial land will have to consider the economic gap that may be involved in cleaning those sites up.

###

Development Objectives for the University Avenue SE and 29th Avenue SE Transit Corridor

Notes from Community Meeting March 21, 2005

Location: 7:00 – 9:00 pm
Saint Frances Cabrini Catholic Church
1500 Franklin Avenue SE
Minneapolis, MN

Attendance: Approximately 45 persons participated, including residents, business persons, staff from the City of Minneapolis CPED (Jen Beaver), Ramsey County Regional Rail Authority (Steve Morris), and representatives from the SEH consultant team (Mark Nolan and Dan Cornejo).

I Introduction

John DeWitt, chair of the Transportation and Land Use Committee of PPERRIA opened the meeting by welcoming everyone and introducing the SEH team members Mark Nolan and Dan Cornejo.

II Purpose of Meeting and Review of Process

Dan Cornejo indicated that the purpose of the meeting was briefly review the work to date and the process, review the "findings" from the image preference survey that was conducted at the previous community meeting held on January 31, present recommended Development Principles and Development Objectives, and to present and review the two redevelopment scenarios produced by the consultant team.

Dan reminded the attendees that the study process started last fall. He reiterated that the purpose of the study was to prepare development objectives to guide future redevelopment in the transit corridor. He stated that the consultant team first reviewed all previous studies that related to the study area, including the SEMI study of the Bridal Veil Creek industrial area to the north of the U of M transitway, which included a portion to the area south of transitway – so there was an overlap of that study and master plan and this current transit corridor study.

Dan noted that the Steering Committee and consultant team had met three times. In terms of significant public input, there were three events over the past few months: the January 31 Issues and Opportunities community meeting, a March 7 Developer Forum (held in conjunction with a Steering Committee meeting), and a March 8

meeting with members of the University Avenue business community. He commented that tonight's meeting was the final public meeting for this study process.

He concluded by noting that the Development Objectives that will be presented at tonight's meeting have already been reviewed by the Steering Committee, the developers who participated in the Developer Forum (Brighton (who did the East River Mews development), Cornerstone (who have done many transit-oriented developments in Richfield, St. Louis Park, and elsewhere), Wellington (who did Emerald Gardens), and a representative from UNIVERSITY UNITED). Tonight's meeting is the final opportunity for public comments on the Development Objectives and the two redevelopment scenarios.

III Review of January 31st Community Workshop

Mark Nolan briefly reviewed the range of public input from the January 31st meeting, and then he presented a slide show that showed which images scored the highest and which scored the lowest, in terms of land use/densities, urban design (open space and building form), and transportation.

IV Draft Development Objectives

Using slides, Dan Cornejo presented the recommended ten Principles of Transit-Supportive Development, which he indicated were "big picture" directions that set the foundation for the more specific development objectives. He encouraged everyone to follow along with the handout. Dan then presented the draft Development Objectives.

V Draft Alternative Redevelopment Scenarios

Mark and Dan presented the two redevelopment scenarios, which portrayed different siting of buildings and density allocation over the length of the University Avenue transit corridor. The following comments and questions were received:

1. You (we) need to talk to the industrial property owners because those properties seem to be most likely candidates for creating shared/joint parking structures.

2. The Development Objectives are right on the mark. I like what you have done to make sure that the new development will fit in.

3. Open up the northeast area by opening up 4th Street (which was closed). That area should be connected by roadway and sidewalks to the rest of the area.

4. No matter what (even if we get improved transit), you still need to address parking, because we will all have cars too.

5. I think we do need good retail in a walkable environment like you have said. Why not create a "Main Street" on a back street,

such as 4th Street, instead of trying to remake University Avenue, which will always have fast-moving traffic?

6. Consider making LRT "go north" prior to entering the Prospect Park portion of University Avenue. You should leave University Avenue as a car-oriented street.

7. What about dedicated bikeways? Your plan does not indicate *where* these would be, and it should.

8. I like that your plans, and the Development Objectives, focus on making the new development more green, with landscaping and internal walkways. Could you amend your development objectives to include "green buildings" too? This would be consistent with the overall theme of making the environment better.

9. The Development Objectives seem predicated on the fact that we are trying to reduce dependence on the car. Shouldn't your report say that, boldly and explicitly? Shouldn't it also say that we are trying to reduce through traffic?

10. Consider recommending that University Avenue should have left-turn lanes like Grand Avenue in Saint Paul. Having left-turn lanes is what makes the congestion on Grand Avenue not seem so bad.

11. We are looking for an organic food grocery store, not a Cub, or Lund's. The size of the store does not have to be as large as you indicate on your plans.

12. The Development Objectives text should say that we are looking for a grocery store. The two redevelopment scenarios both show a large footprint for the grocery store. The footprint should be smaller, to indicate that we are looking for a store like the Riverside Market, not a larger Lund's-type store.

VI Wrap-Up and Next Steps

John DeWitt thanked everyone for coming and for participating. Dan and Mark indicated that the consultant team would be completing the full final report and submitting it to Hennepin County staff. The Development Objectives would also be routed to City of Minneapolis staff to present to the Planning Commission and City Council for adoption. Also, as part of implementation, there would likely be design guidelines prepared by staff and/or consultants, as well as possible rezonings (such as the transit overlay zoning recently developed by City staff). These latter items would follow the adoption of the Development Objectives.

Notes by Dan Cornejo

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Appendix C

Summary of Previous Studies and Reports

Policy Direction from Previous Studies and Reports

Introduction

As part of Task 2, SEH reviewed the following studies and plans (listed in order from most recently approved) to discern the policy direction applicable to the transit corridor area at University Avenue SE and 29th Avenue SE in Minneapolis:

- The Central Corridor: Tech. Memorandum re Station Site Characteristics and Potential Station Locations (Draft September 2, 2004)
- Southeast Minneapolis Industrial (SEMI) Bridal Veil Area Alternative Urban Areawide Review (AUAR) – Volume 3 Refined Master Plan (May 2001)
- Prospect Park East River Road: Community Survey Report (2002)
- Central Corridor Transit-Oriented Development Analysis (March 2002)
- Prospect Park, Minneapolis: An Historical Survey (October 2001)
- Franklin-Emerald Area Plan, St. Paul (February, 2001)
- The Minneapolis Plan (Adopted March 2000)
- A Vital Urban Avenue: University Ave. Corridor Land Use Plan (Winter 1998)
- A Livable Campus: Univ. of Minnesota Twin Cities Campus Master Plan (1996)
- Prospect Park & East River Road Improvement Association Neighborhood Action Plan (July 28, 1995)
- Economic Development Potential Around Central Corridor LRT Stations (May 1995)

The following pages:

(1) summarize each of these reports, and

(2) identify the policy directions from each of these reports that should inform the formulation of development objectives that can be used to shape future transit-oriented and transit-supportive development.

The Central Corridor: Technical Memorandum: Station Site Characteristics and Potential Station Locations (Draft Sept. 2, 2004)

Prepared for: Ramsey County Regional Railroad Authority. Prepared by: Zimmer Gunsul Frasca Partnership, with DMJM-HARRIS.

1. Summary

The purpose of the DRAFT memorandum is to document Central Corridor site characteristics for three station areas: (1) Prospect Park (29th Ave. SE), Fairview, and Snelling. Site characteristics are based on a description of an area within a five minute walk (1/4 mile radius) of the station. Evaluation criteria include:

- Neighborhood density
- Pedestrian access
- Transit oriented development potential
- Intermodal transfer options
- Existing commercial viability

Also, this memorandum illustrated preliminary layouts of station location alternatives, identifying two for the University Avenue SE and 29th Avenue SE station. The first station location was identified for 29th Avenue SE north of University Avenue SE as a gateway to the TOD in the SEMI area as presented in the Draft Environmental Impact Statement (DEIS). The second station location was identified for University Avenue SE, east of 29th Avenue SE, building on the pattern of station locations on University Avenue to the east and the University Avenue development corridor. However, this second option would require the removal of the existing mature trees. Since the community prefers the preservation of these trees, this second option has been dropped from further consideration. Therefore, this report considers only a station located on 29th Avenue SE north of University Avenue.

In terms of land use, this report stated that the Prospect Park neighborhood south of University Avenue SE and the nine-story University Park Plaza office building north of University Avenue SE are the existing centers for transit ridership. It notes that *The Minneapolis Plan* projects 7,000 to 10,000 new jobs in the University of Minnesota area, as well as 750-2,000 new housing units. And in terms of transportation, the report states that there are opportunities for intermodal transfers with the east/west bus routes #16 and #50 on University Avenue; however, there are no transfer opportunities for north/south bus service proximate to the site. Also, since University Avenue SE is designated a Community Corridor in *The Minneapolis Plan*, the mix and intensity of land use within this corridor area are intended to support pedestrian character, residential livability of streets, and enhanced transit service. In terms of parking, there are limited opportunities for shared off-street parking, due to the curvilinear streets in Prospect Park and irregular block pattern north of University Avenue SE.

2. Policy Direction

This report states that major redevelopment is anticipated at this location due to its suitability for development and strategic location near the University of Minnesota. Under *The Minneapolis Plan*, the University of Minnesota/Southeast Minneapolis Industrial (SEMI) Area is a designated Growth Center. Also, this report relates that the master plan for the 700-acre SEMI area, the *Southeast Minneapolis Industrial (SEMI/)Bridal Veil Refined Master Plan*, envisions a sustainable development sympathetic to the principles of "New Urbanism" and focusing on research and technology employment. The master plan allows for the following development densities (up to five floors):

- Commercial 3.5 million sq. ft.
- Residential 700,000 sq. ft. (850 units)
- Lt. Industrial 300.000 sq. ft.
- Industrial 700,000 sq. ft.

Lastly, this report notes that *The Minneapolis Plan* designates University Avenue SE and Bedford Street SE as Neighborhood Commercial Node, as well as a Transit Station Area (TSA) to maximize the potential community development benefits of transit while strengthening and protecting surrounding neighborhoods.

Southeast Minneapolis Industrial (SEMI) Bridal Veil Alternative Urban Areawide Review – Vol. 3 Refined Master Plan (May 2002)

Prepared for: City of Minneapolis, Minneapolis Community Development Agency (MCDA) and Southeast Economic Development (SEED) Committee. Prepared by: The Cuningham Group.

1. Summary

The SEMI Refined Master Plan focuses on coordinating the urban and natural systems into a single coherent strategy that will assure orderly, incremental growth patterns that reflect the needs of the City, the neighborhoods, and the needs of investors in the area. This Plan points out that the central location of the SEMI poses several opportunities, however, its scale and history pose significant constraints.

- Opportunity: Central Location, i.e., adjacent to major regional transportation routes, major transit (bus and rail) routes, a nationally renowned research and teaching institution, and several vibrant residential neighborhoods.
- Constraint: Environmental, i.e., significant and documented environmental contamination (posing significant site assembly constraints).
- Constraint: Scale, i.e., relatively isolated, large scale area with intense rail use, disconnect between north and south (between Prospect Park and Como Park).
- Constraint: Existing Structures: i.e., large grain elevators and silos that would require demolition and removal, high pre-development costs, some historical significance issues.
- Constraint: Natural Systems, i.e., Bridal Veil Creek crosses the SEMI; it exists as a stream and surface pond in the northern portions of the AUAR study area; historically the area was a wetland.

This Plan provides the following:

- A comprehensive and regional stormwater management plan.
- Differentiates size, intensity, and purpose in the use of the parcels and blocks in the areas south of the yards.
- Organizes truck traffic to better serve the large industrial users in the northern areas, while minimizing the negative impacts of trucks on the surrounding residential areas.
- Provides for direct truck access to the area's major arterials.
- Develops a more intense structure of buildings and uses.

2. Policy Direction

This Plan coordinates several of the individual components (traffic, stormwater, utilities, land use) into a physical plan that predicts,

accommodates, and designs for the likelihood of significant growth and development, thereby making it a mitigation plan, as well.

This Plan organizes the study area into three distinct Redevelopment Areas. The North Redevelopment Area and the Central Redevelopment Area are located north of the rail yards. The South Redevelopment Area is located south of the tracks.

With respect to the South Redevelopment Area which represents the northern portion of the proposed transit station, this Plan states that, because of this area's access and proximity to the University of Minnesota, to a major mixed use corridor/arterial (University Avenue), and to residential neighborhoods, several related directions and recommendations are put forward:

- The general character and land use should change from one dominated by manufacturing and industry to one of balanced mixed uses (light industrial, office research, medium-to-high density residential and limited retail/service uses). Development will be relatively dense and consist primarily of three-to-five story buildings.

- Flexibility is important because implementation and regulation should be driven not by use, but rather by *form and impact*.

- The land uses prescribed in this Plan are not a reiteration of the current zoning code. Therefore, this Plan assumes that rezoning may be required (such as Industrial Living Overlay District) to achieve redevelopment as envisioned in this Plan.

- The Redevelopment Scenarios for the South Redevelopment Area identify a range of development based on a desired level and type of redevelopment (not on actual development proposals):

Use	Low Intensity	Medium Intensity	High Intensity
Commercial	642,300 sq. ft.	1,694,500 sq. ft.	3,477,750 sq. ft.
Light Industry	306,450 sq. ft.	340,566 sq. ft.	255,375 sq. ft.
Residential	681 units	908 units	851 units

- This Plan completes the local street network by extending the regular pattern of four-sided blocks along University Avenue. This pattern not only creates multiple access points to University Avenue and does not burden any one intersection, it also serves to integrate new development with existing.

- This Plan structures the provision of a significant public amenity of parks, open space, and water formed around and in response to the stormwater management plan.

The development objectives developed for this study should be supportive of and complement the vision for the SEMI area.

Prospect Park East River Road Community Survey Report (2002)

Prepared for: The Prospect Park East River Road Improvement Association. Prepared by Peggy Lawless of The Lawless Institute.

1. Summary

This resident survey was part of larger neighborhood planning process that involved residents of Prospect Park in developing a vision of what they wanted their neighborhood to look like in the future. This 23-question survey was delivered to 2,000 households as an insert in the *Southeast Angle* community newspaper. The response rate was 10 percent, with 190 returns.

The key findings, as well as the questions, were organized into four groups: Quality of Life, Preserve and Protect, Concerns and Changes Needed, and Transportation.

2. Policy Direction

The survey documented the general satisfaction with the existing quality of life and distinctive sense of place, the loyalty of residents, and their shared sense of stewardship. With respect to the possibility of light rail transit on University, the respondents were split on whether LRT would help or harm their neighborhood. Thirty-five percent anticipated a mix of positive and negative effects. Forty percent expected LRT to have a mostly positive effect. And, 25 percent believed LRT would have a negative effect. However, possibly reflecting that a high percentage (19%) currently bike, walk, carpool, or take the bus, the majority of respondents said they would likely use LRT along the University Avenue corridor.

Overall, from the responses to the survey questions, and from a reading of the responses to the four open-ended questions, this survey appears to be supportive of LRT. It also points to the eagerness of residents to continue to take an active role in ensuring that new transit-supportive development takes place, so that new complementary goods and services, and more housing, might be established on University Avenue. However, the comments also point to a desire that the new developments be of high quality and that the public realm be improved for pedestrians.

Central Corridor Transit-Oriented Development Analysis (March, 2002)

Prepared for: Ramsey County Regional Railroad Authority. Prepared by: BRW Inc.

1. Summary

This report summarizes the conclusions of previous analysis that determined sixteen (16) proposed Central Corridor LRT Stations (linking to the Hiawatha LRT line at the Downtown East station near the Metrodome). Along University Avenue the primary criteria was to place stations at major intersections where community nodes are present and where access for pedestrians and feeder bus service is most easily afforded. This report evaluates each of the stations with regard to the following criteria, and makes the following conclusions:

- Land use pattern: Highly mixed commercial, industrial, and residential
  Four distinct land-use patterns come together: (1) the SEMI, (2) between Univ. Ave. and the transitway is an area of offices, industry, and retail, (3) between Huron Blvd. and 27th Ave. is an area of mixed commercial uses, and (4) single-family and multi-family housing units in the Prospect Park neighborhood.

- Urban form: Highly differentiated
  Due to the confluence of the university campus, the SEMI, and the Prospect Park neighborhood, the street pattern has strained alignments.

- Infill potential: Medium
  Large parking lots serving the university campus and open land in the SEMI area offer some infill potential.

- Redevelopment potential: Moderate
  Main redevelopment opportunity is in the SEMI.

- Planned development: Light industrial and business park
  A new business park is proposed for the SEMI area.

- Potential major trip generators: University Park Plaza, Prospect Park residential neighborhood, new SEMI area development

- Overall TOD rating: Fair

2. Policy Direction

Relatively speaking, this transit station area does not rank high. Fourteen other proposed transit station areas ranked higher.

Prospect Park, Minneapolis: An Historical Survey (October 2001)

Prepared for: The Minneapolis Heritage Commission/Minneapolis Planning Department. Prepared by: Marjorie Pearson of Hess, Roise and Company.

1. Summary

This report documents an intensive survey and compiles an historical-architectural inventory of the buildings, structures, sites, and objects within a Prospect Park study area to determine the potential for creation of a National Register historic district, a local historic district, and/or individual National Register listings and local designations.

This report recommended that Prospect Park (the area illustrated on the map accompanying the report) be nominated for listing in the National Register of Historic Places as the Prospect Park Historic District for its significance in the areas of social history, community planning and development, and architecture. If a local historic district designation is pursued, the report recommended that the boundaries be the same as those identified for the proposed National Register historic district. Such a district, the report said, would be significant for its social history, community planning and development, architecture, and association with distinctive elements of city identity.

2. Policy Direction

Because of Prospect Park's historic significance, the development objectives must ensure that infill development and new development must be contextual and complementary to this distinctive neighborhood.

Franklin-Emerald Area Plan (February 2001)

Prepared for: St. Anthony Park Community Council/St. Paul City Council. Prepared by: Franklin-Emerald Task Force and St. Paul PED (with assistance from LHB Engineers and Architects).

1. Summary

This report develops recommendations for potential future land use changes and redevelopment in the area bounded by University Avenue to the north, Highway 280 to the east, Interstate 94 to the south, and Emerald Street to the west, which is the St. Paul-Minneapolis border. The study and report were undertaken in response to the potential for redevelopment given the area's location, (then) current market conditions, and developer interest.

This report recognizes that St. Paul's Comprehensive Plan, especially the land use and housing chapters, support increased housing and jobs in the Midway corridor, taking advantage of its status as an excellent corridor. Design Guidelines are presented in this report, emphasizing that new development should be designed to create a gradual transition from the (single-family) residential character of Prospect Park to a more commercial and industrial character moving east to Highway 280. Also, the Design Guidelines state that the design of new commercial buildings should reflect the design elements of the Prospect Park neighborhood, in terms of materials and site planning.

The Redevelopment Strategy divided the area into eight sub-areas, labeled A through H. Area A: Curfew to Emerald, North of Franklin, borders Prospect Park, is designated for a continuation of the mixed use nature of this area, i.e., residential, office, and light industrial. The University Avenue frontage is designated for office and complementary retail, rather than industrial use. Area C: Weyerhaeuser, is the (now former) location of the Weyerhaeuser Lumber Co., which separates the Curfew Street residential area from the Prospect Park neighborhood. The report encouraged redevelopment of Area C with residential, office, or light industrial use. This area is now mostly redeveloped, with 4- to 5-story apartments. The report also encouraged the recreation of the street grid, which has largely been accomplished.

2. Policy Direction

The City of Saint Paul, in collaborative planning with area residents (including representation from the Prospect Park neighborhood) and businesses, is pursuing a redevelopment strategy similar to that of Hennepin County and Minneapolis. Key to their deliberations has been the desire to positively respond to the opportunities that changing demographics and transit initiatives offer.

The Minneapolis Plan (March, 2000; amended 2004)

Prepared for: The Minneapolis City Council. Prepared by: The Minneapolis Planning Department, in collaboration with Minneapolis residents, businesses, property owners, development representatives, advisory commissions, government officials, institutions, staff from other City agencies, and others.

1. Summary

This report is based on a community vision that articulates the City's values and spirit, and focuses on physical, social, and economic change. The Minneapolis Plan is a collection of ideas and recommendations about how to make decisions about future growth and development in Minneapolis. The Plan has nine chapters, each dealing with a specific area of interest. Those particularly relevant to this project are:

- Chapter 3: Marketplaces: Growth Centers
- Chapter 4: Marketplaces: Neighborhoods
- Chapter 8: Movement
- Chapter 9: City Form

University of Minnesota/SEMI area is a designated Growth Center. A Growth Center is an area growing in terms of both employment and population, where offices, research facilities, clean industrial uses and related amenities, services, complementary businesses and housing locate to their maximum advantage.

SEMI area is a designated Industrial/Business Park Opportunity Area. This type of Area should have immediate access to the regional freeway network, restricted residential land use presence within immediate adjoining parcels, and location preference to higher job density and light industrial uses.

Stadium Village (Harvard Avenue SE and University Avenue SE) is a designated Activity Center. Activity centers are pedestrian-oriented areas that support a wide variety of commercial, office-residential and residential uses.

University Avenue SE is a designated Community Corridor. These corridors have a land use pattern that is primarily residential with some commercial uses clustered at intersections. Corridor land uses and building forms exhibit traditional commercial and residential form and massing, supported by transit.

University Avenue SE at Bedford Street SE is a designated Neighborhood Commercial Node. These nodes are small-scale business and service areas for a neighborhood typically located at an intersection of a Community Corridor.

University of Minnesota area is a designated Transit Corridor. The U of M busway, the proposed Central Corridor LRT line, and the

Northstar Commuter rail line currently serve or are intended to serve the University campus.

Central Corridor LRT line proposes a station for University Ave. SE and 29th Ave. SE. Should that occur, the City would take steps to formally amend the Comprehensive Plan and designage it as a Transit Station Area (TSA).

2. Policy Direction

The Minneapolis Plan contains numerous references to the need for linking transit development to complementary infill and new development, in a mutually beneficial manner. In terms of built form and massing, the Minneapolis Plan supports urban design standards that emphasize a traditional urban form, and restore and maintain the traditional street grid. The Plan calls for coordinating land use and transportation planning on designated Community Corridors, developing Growth Centers, and supporting Activity Centers, all the while mixing and intensifying land uses and enhancing design features that give these areas a unique and urban character.

A Vital Urban Avenue: University Avenue Corridor Land Use Plan (Winter, 1998)

Prepared for: University Avenue Business Corridor Study Committee.
Prepared by: The Planning Workshop: The Hubert H. Humphrey Institute of Public Affairs, U of M

1. Summary

This report presents a vision for University Avenue (from the University of Minnesota to the Saint Paul boundary) to seek to create a vital urban avenue with strong regional and local economic linkages, supported by a distinct aesthetic identity and appropriate transportation infrastructure. Three overarching goals were identified:

1. Improve aesthetic identity to create a pedestrian-friendly feel that will keep people on the Avenue.
2. Change the transportation infrastructure to manage traffic and support safe and easy access to businesses along the Avenue.
3. Encourage mixed use development both at commercial nodes and along the length of the Avenue.

The report recommends a series of Implementation Action Steps under the categories of Regulatory Standards, Public Infrastructure, and Land Use and Development and programmed in increments of over 0-2 years, 3-5 years, and 6+ years.

This report comments on several market studies that indicate that the trends in neighborhood commercial potential are negative. However, the report notes that there may be a stronger market for vertically mixed use development, if these uses serve the region. Constraints on new mixed uses would come from (1) the Avenue's limited amount of developable space, (2) from the problem of supporting high land or redevelopment costs with low rents, (3) possibly from potential new zoning requirements, and (4) from a combination of residential preferences and lending practices.

The report sets out five Objectives:

1. Promote redevelopment efforts through utilization of mixed use concepts.
2. Pursue clustering strategies to enhance and expand the Avenue's neighborhood and regional commercial businesses.
3. Capitalize on the potential economic activity of the proposed Bridal Veil industrial development.
4. Protect residential neighborhoods from incompatible commercial and industrial uses.
5. Locate medium-intensity mixed uses on the north side and sides where housing is absent, and lower-intensity mixed uses on the south side of University Avenue adjacent to housing.

The Implementation Plan outlines numerous recommendations for a revised regulatory framework (including zoning changes and a design

review process), infrastructure improvements, and marketing of the new vision and image.

2. Policy Direction

This report, though somewhat dated, should be "reality checked," especially the market-based assumptions. Over the last six years since this report was completed, demographic changes and residential buyer preferences have shifted toward an increased demand for mixed use development, and lending practices for development of this type have responded accordingly.

This report directs that attention be given to the need to alter the regulatory framework for infill and new development, which is still valid.

A Livable Campus: University of Minnesota Twin Cities Campus Master Plan (1996)

Prepared for: U of M Master Planning Advisory Committee. Prepared by: Berridge Lewinberg Greenberg Dark Gabor Ltd.

1. Summary

This report creates a vision for the physical development of the campus. As the physical expression of that process, this Master Plan sets out a vision that will sustain the Twin Cities Campus through the next state of its evolution and contribute to ensuring the University's continued high standing in the Big Ten and as one of the top institutions of higher learning in the United States.

The Master Plan works on two levels allowing flexibility and refinement over time. Campus-wide Policies outline a strategy for achieving the Structure Plan Elements. Precinct Plans and Precinct Guidelines interpret the campus wide policies, identifying opportunities and providing detailed guidance at the local scale. The Precinct Plans will be amended from time to time in response to changing conditions and initiatives, ensuring the Master Plan remains a living and relevant document.

2. Policy Direction

Of the 11 underlying Guiding Principles, the following are most relevant to the creation of development objectives for the University Avenue transit station area at 29th Avenue SE:

Guiding Principle 6: Increase the mix of uses on the campus, including housing.
Guiding Principle 7: Develop connections.
Guiding Principle 8: Foster accessibility, and a sense of safety and security.
Guiding Principle 9: Promote architectural integrity.
Guiding Principle 10: Preserve historic buildings and landscapes.

The Access: Vehicle Movement element calls for working toward a new balance between vehicles and all other modes of movement on streets in and around the University. The intent is also to ensure a connected of streets to create a diversity of possible routes. Further, capital improvements to the arterial routes surrounding and penetrating the campus should focus on the sharing of the street corridor by pedestrians, bicyclists, transit riders, and motorists. And, more pointedly, Policy 16.2 states, in part: Bus services should be provided with facilities planned for future adaptation to LRT requirements, and regional LRT service should be the centerpiece of the next generation of campus access.

Prospect Park & East River Road Improvement Association Neighborhood Action Plan (July 28, 1995)

Prepared for: Minneapolis City Council. Prepared by: PPERRIA Steering Cte.

1. Summary

This report documents the process and outlines a "blueprint" for proposed projects using Neighborhood Revitalization Program funds in the following areas: housing, transportation, environment, education and human services, safety and security, livability, business, jobs and employment, parks, art, and culture.

The Action Plan also endorses the Principles of the New Urbanism, a concept of redesigning neighborhoods "so that your entire life, from work to school to shopping and recreation, is within a ten-minute walk from your home." Neighborhoods would not be segregated by economic status. Homes of all values and styles would be intermixed.

2. Policy Direction

In terms of housing, the Plan calls for maintaining and creating a variety of housing options.

In terms of transportation, the Plan seeks to reduce the negative impact of motor vehicles on the neighborhood, reduce dependence on automobiles in the neighborhood, improve pedestrian-friendliness within the community, and encourage and facilitate the use of public transportation.

Perhaps one of the strongest messages from this Action Plan is the Livability section that seeks to create an appealing neighborhood with easy access to services and cultural resources by not only improving the physical appearance of the neighborhood, but also strengthening the sense of identity of the community through the urban village design concept.

Part of this neighborhood's stewardship of place also relates to the people: this community seeks to connect to the employment opportunities of the University of Minnesota and the SEMI area, as well as encouraging new service and retail businesses to serve residents of the Prospect Park East River Road area.

Economic Development Potential Around Central Corridor LRT Stations (May, 1995)

Prepared for: Metropolitan Council of the Twin Cities Area. Prepared by: Met Council staff, in cooperation with the Cities of Minneapolis and St. Paul, the HCRRA, RCRRA, and MnDOT, and consultants.

1. Summary

This study examined the potential of LRT to encourage economic development within about ¼ mile of the proposed Central Corridor light rail transit (LRT) stations, identified concepts for five station areas, and outlined strategies for achieving such development. This was a preliminary study, and "does not take the place of more specific 'station area land use and urban design plans' and market feasibility studies which would be recommended if LRT moves forward."

This study concluded that:

- LRT in the Central Corridor would maintain the vitality and enhance the image of areas that the alignment would traverse, including the University of Minnesota.
- LRT would have positive impacts by influencing the type, character, timing, clustering, and mix, and even the amount and intensity that is built in these areas.
- Where LRT stations are directly adjacent to development parcels, LRT would offer opportunities for economic development and revitalization.

Five station areas are analyzed:

1. Metrodome and Mills District
2. Stadium Village
3. Westgate
4. Snelling
5. Downtown St. Paul

2. Policy Direction

Even though this study did not consider the University Avenue SE and 29th Avenue SE intersection as a potential transit station area, the report provided several key implementation principles for effective integration of land use and LRT that should guide the creation of development objectives for this area:

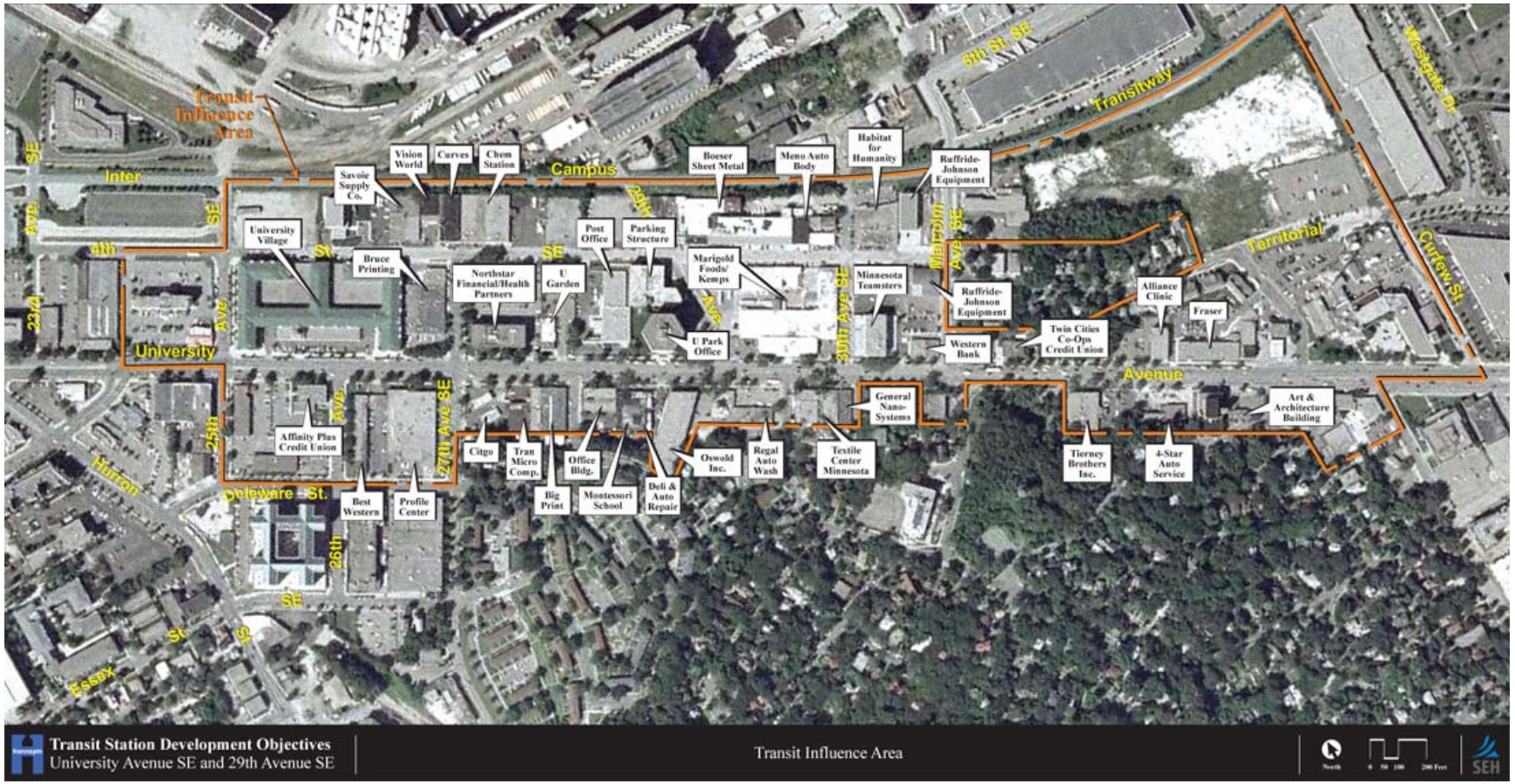
- LRT should serve more than a transportation agenda.
- Synergistic relationships between LRT and development should be created.
- LRT should be a complement to the community it serves, contributing towards community development goals.
- LRT stations should be located where people are, and woven into the urban fabric.

- LRT should be accompanied by investments in the public realm and pedestrian environment.
- LRT should be integrated with other transportation modes.
- LRT needs to be designed in a collaborative effort among the transportation agencies, the cities, the existing community, and new business interests.

Appendix D

Inventory and Analysis Exhibits


Transit Station Development Objectives
University Avenue SE and 29th Avenue SE
Project Base Map
SEH


Transit Influence Area
Inter
Campus
University
Transitway
Territorial
Avenue
5th St. SE
Westgate Dr
Curfew St
Savoie Supply Co.
Vision World
Curves
Chem Station
Boeser Sheet Metal
Meno Auto Body
Habitat for Humanity
Ruffride-Johnson Equipment
University Village
Bruce Printing
Northstar Financial/Health Partners
U Garden
Post Office
Parking Structure
Marigold Foods/ Kemps
U Park Office
Minnesota Teamsters
Ruffride-Johnson Equipment
Alliance Clinic
Fraser
Twin Cities Co-Ops Credit Union
Western Bank
General Nano-Systems
Art & Architecture Building
Affinity Plus Credit Union
Citgo
Tran Micro Comp.
Office Bldg.
Big Print
Montessori School
Deli & Auto Repair
Oswold Inc.
Regal Auto Wash
Textile Center Minnesota
Tierney Brothers Inc.
4-Star Auto Service
Best Western
Profile Center
Transit Station Development Objectives
University Avenue SE and 29th Avenue SE
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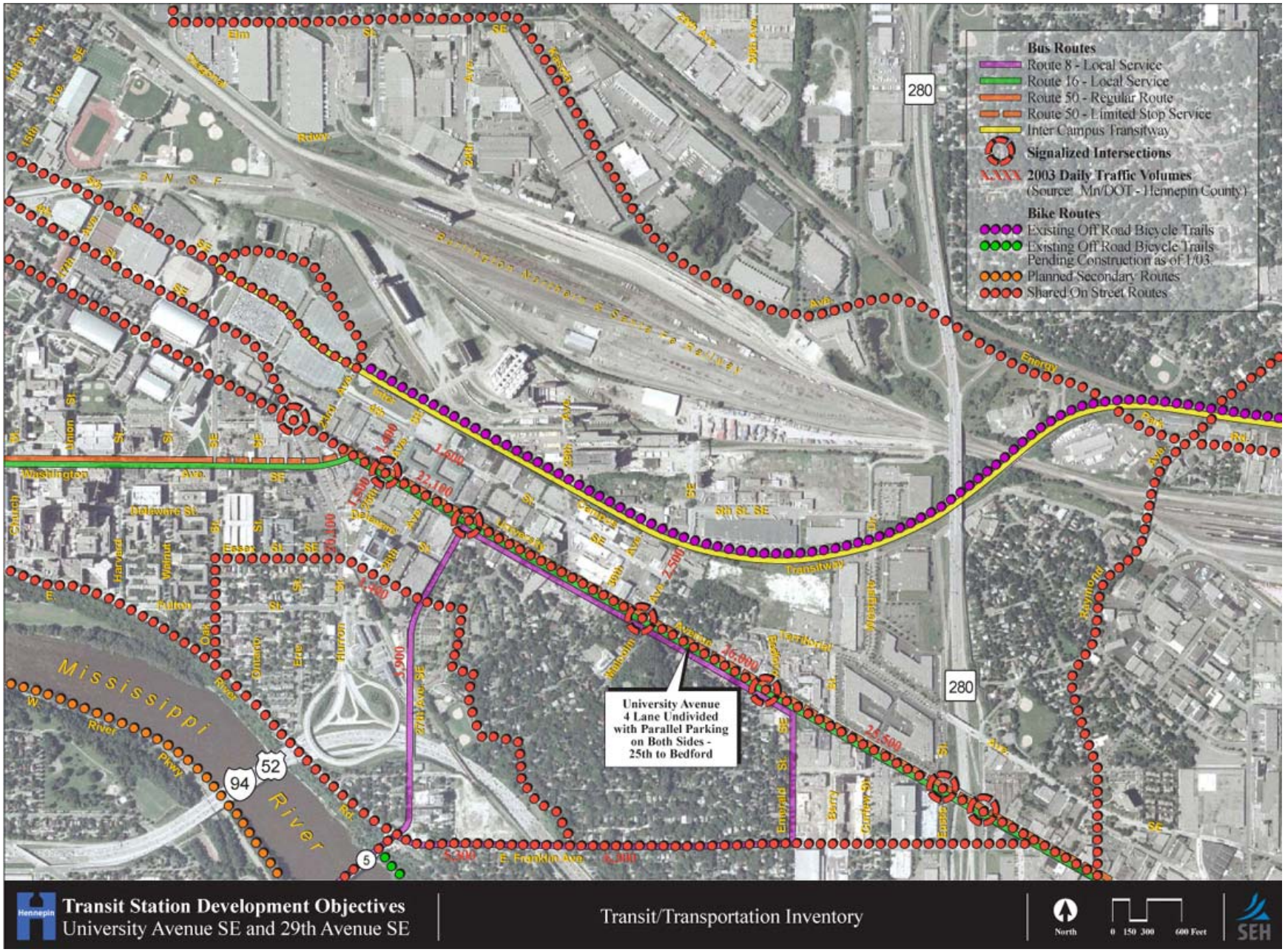
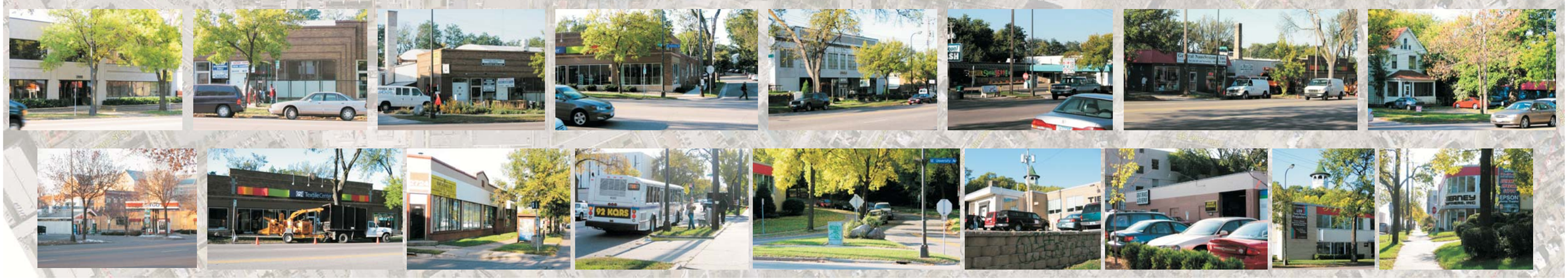
0 50 100 200 Feet
SEH


Bus Routes
Route 8 - Local Service
Route 16 - Local Service
Route 50 - Regular Route
Route 50 - Limited Stop Service
Inter Campus Transitway
Signalized Intersections
X,XXX 2003 Daily Traffic Volumes
(Source: Mn/DOT - Hennepin County)
Bike Routes
Existing Off Road Bicycle Trails
Existing Off Road Bicycle Trails Pending Construction as of 1/03
Planned Secondary Routes
Shared On Street Routes
University Avenue 4 Lane Undivided with Parallel Parking on Both Sides - 25th to Bedford
Mississippi River
Burlington Northern & Santa Fe Railway
BNSF
280
94
52
5
Transit Station Development Objectives
University Avenue SE and 29th Avenue SE
Transit/Transportation Inventory
North
0 150 300 600 Feet
SEH



Transit Corridor Development Objectives
University Avenue SE and 29th Avenue SE

Project Base Map and Images

North

0 50 100 200 Feet

Transit Points

LANDVALTOT

- 0
- < $60,000
- $60,001 - $150,000
- $150,001 - $400,000
- $400,001 - $1,500,000
- $1,500,001 - $2,500,000

0 400 800 Feet

Projection:
Hennepin Co. Coordinates Feet
Source:
Hennepin Co, City of Minneapolis and SEH
Drawn by:
sh

LAND VALUE

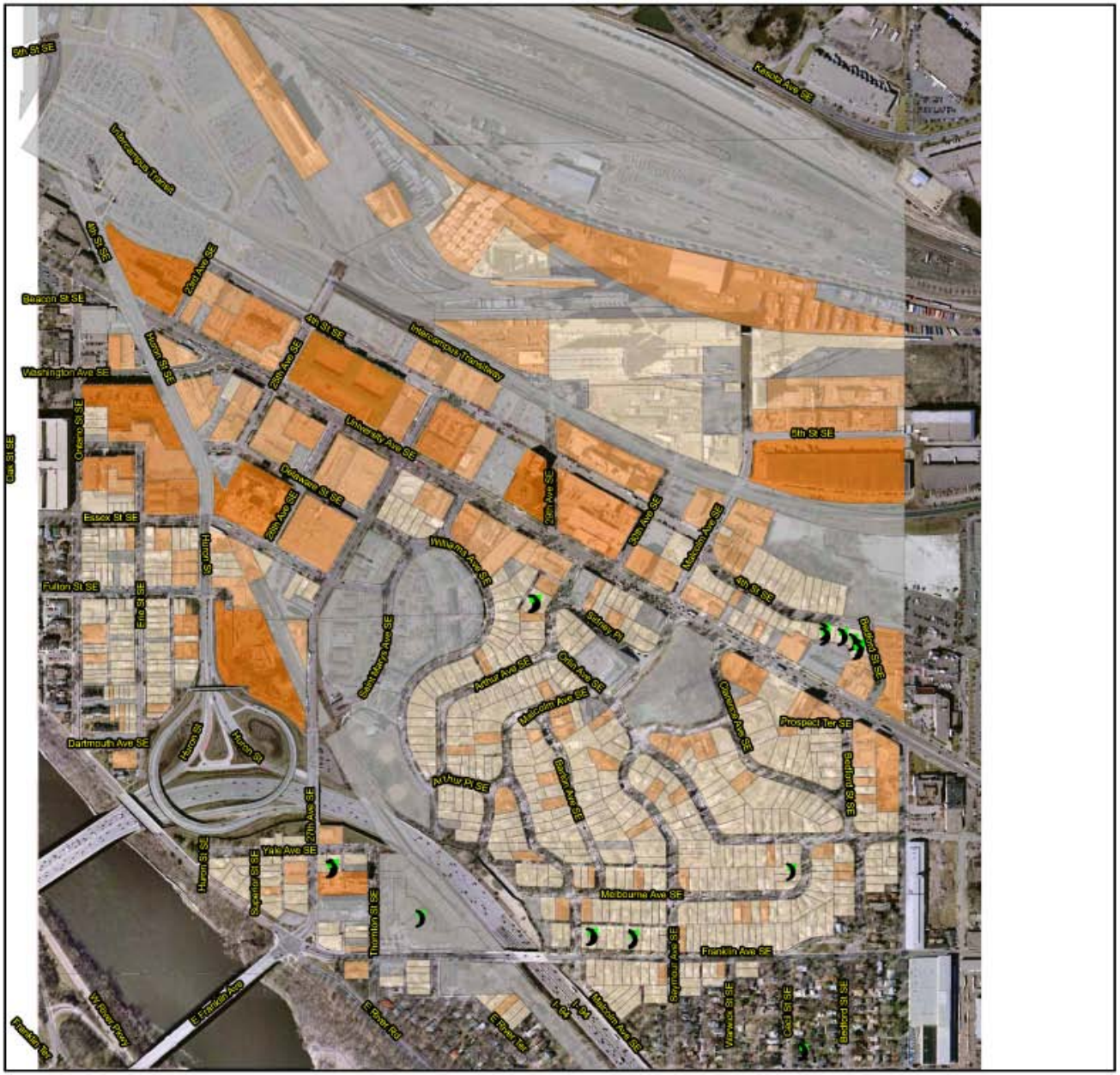
UNIVERSITY AVE SE
29th AVENUE SE
TRANSIT CORRIDOR
DEVELOPMENT OBJECTIVES

Minneapolis
Minnesota

SEH

Figure 1

Project Number
AHENNC0502.00



BUILDING VALUE

UNIVERSITY AVE SE
29th AVENUE SE
TRANSIT CORRIDOR
DEVELOPMENT OBJECTIVES

Minneapolis
Minnesota

SEH

Figure 2

Project Number
AHENNC0502.00

Transit Points

TOTAL VALUE

- Data Not Available
- < 400000
- $400,001 - $1,000,000
- $1,000,001 - $3,000,000
- $3,000,001 - $7,000,000
- $7,000,001 - $25,000,000

0 400 800 Feet

Projection: Hennepin Co. Coordinates Feet
Source: Hennepin Co. City of Minneapolis and SEH
Drawn by: vh

TOTAL VALUE

UNIVERSITY AVE SE
29th AVENUE SE
TRANSIT CORRIDOR
DEVELOPMENT OBJECTIVES

Minneapolis
Minnesota

SEH

Figure 3

Project Number
AHENNC0502.00

Transit Points

RATIO LAND/BUILDING

- < 0.25
- 0.25 - 0.49
- 0.50 - 0.74
- 0.75 - 0.99
- 1.0 <
- Tax Exempt or No Value Information

0 400 800 Feet

Projection
Hennepin Co. Coordinates Feet
Source
Hennepin Co, City of Minneapolis and SEH
Drawn by:
sh

RATIO

UNIVERSITY AVE SE
29th AVENUE SE
TRANSIT CORRIDOR
DEVELOPMENT OBJECTIVES

Minneapolis
Minnesota

SEH

Figure 4

Project Number
AHENNC0502.00

YEAR BUILT

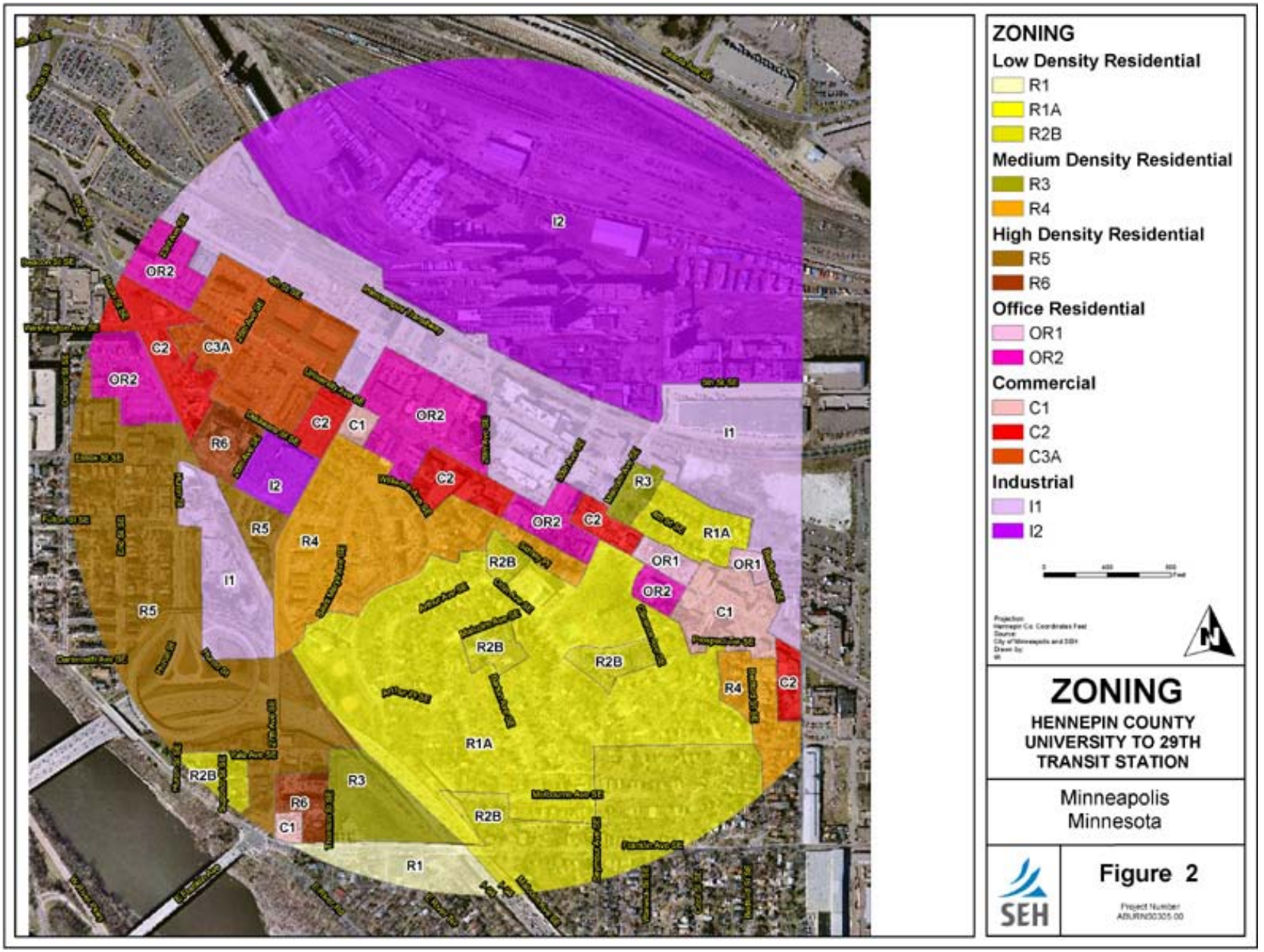
UNIVERSITY AVE SE
29th AVENUE SE
TRANSIT CORRIDOR
DEVELOPMENT OBJECTIVES

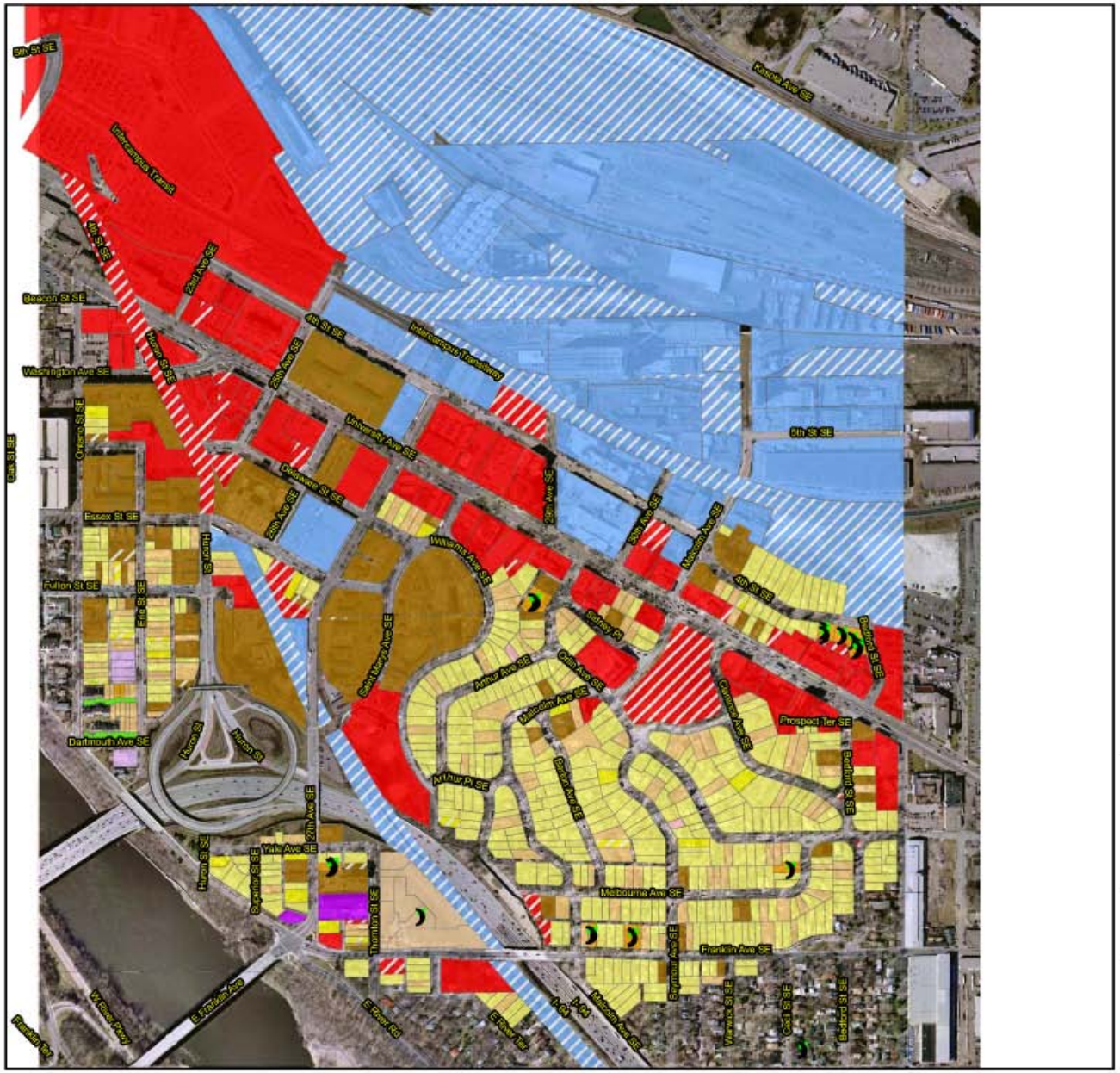
Minneapolis
Minnesota

SEH

Figure 5

Project Number
AHENNC0502.00


ZONING
Low Density Residential
R1
R1A
R2B
Medium Density Residential
R3
R4
High Density Residential
R5
R6
Office Residential
OR1
OR2
Commercial
C1
C2
C3A
Industrial
I1
I2
ZONING
HENNEPIN COUNTY
UNIVERSITY TO 29TH
TRANSIT STATION
Minneapolis
Minnesota
SEH
Figure 2



- Transit Points

General
- Data Not Available
- Commercial
- Industrial
- Common Area
- Blind

Residential
- Residential
- Triplex
- Double Bungalow
- Condominium
- Townhouse
- Apartment
- Residential - Miscellaneous

Institutional
- Sorority/Fraternity Housing
- Nursing Home

Vacant Land
- Vacant Land - Residential
- Vacant Land - Apartment
- Vacant Land - Commercial
- Vacant Land - Industrial

0 400 800 Feet

Projection:
Hennepin Co. Coordinates Feet
Source:
Hennepin Co, City of Minneapolis and SEH
Drawn by:
sh

PROPERTY TYPE

UNIVERSITY AVE SE
29th AVENUE SE
TRANSIT CORRIDOR
DEVELOPMENT OBJECTIVES

Minneapolis
Minnesota

SEH

Figure 6

Project Number
AHENNC0502.00