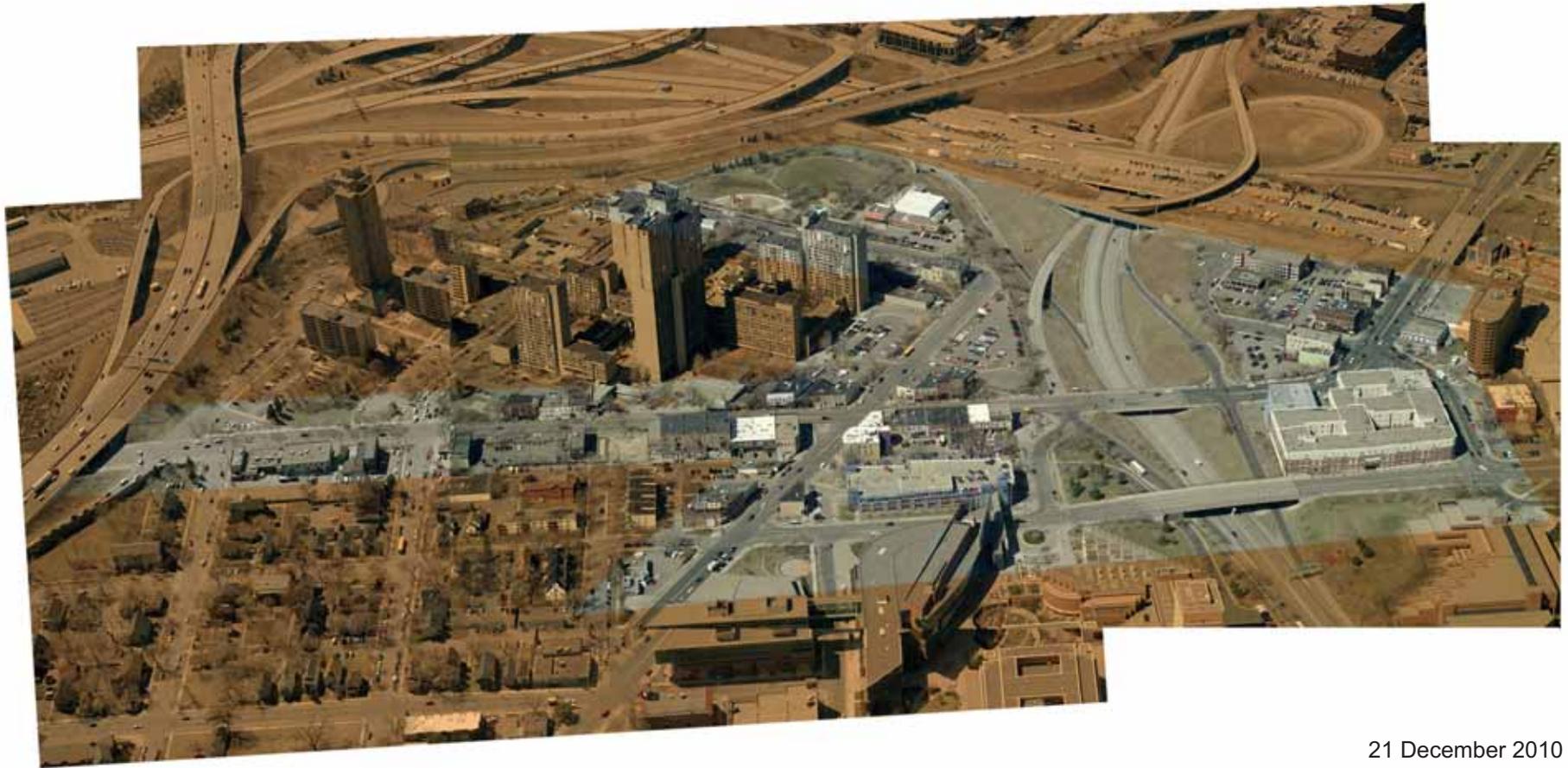


WEST BANK STATION AREA IMPLEMENTATION STUDY

Development Opportunities, Needed Infrastructure, and Public Realm Improvements



21 December 2010



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PROJECT TEAM

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INTRODUCTION

Why this study?

The Cedar Riverside / West Bank station area has tremendous potential to become an anchor of one of the region's top transit-oriented neighborhoods. It is a high density residential community, with over 1800 units in Riverside Plaza and The Cedars alone. It also includes major institutional employers including three college campuses and a hospital, a central location, stations for both the Hiawatha and Central Corridor light rail transit (CCLRT), a vibrant commercial district, a thriving arts community and a diverse population.

However, the neighborhood also has many infrastructure and public realm challenges resulting from past actions—partial completion of urban renewal projects, the construction of two interstate highways, the decision to lower the grade of Washington Avenue through campus and the West Bank, and fragmentation of many local streets. While development of two LRT lines represents a tremendous opportunity for this area, additional strategic investment is needed to ensure the district is able to reach its potential to shape development and create a high quality public realm.

Why now?

This area does not lack for preliminary planning work. In recent years, it has been the subject of numerous studies and projects, ranging from City and University neighborhood master plans to community visioning and prioritization exercises for specific sites. Many of these create ambitious visions for the area, but typically lack details about how these visions will be implemented.

There are also numerous projects—big and small—that are planned in the Cedar Riverside / Seven Corners / West Bank area over the next several years, culminating in the opening of the Central Corridor LRT line in 2014. Central Corridor will become the second major transit investment serving the community, and it is imperative to optimize its impact.

The West Bank Station Area Implementation Study takes this work to the next level. Through a detailed implementation study that identifies development opportunities, needed infrastructure and public realm improvements, the study is intended to guide the City and County as it secures commitments from responsible parties to move projects forward.

Who is funding the study?

This study has been funded through the Central Corridor Funders Collaborative. It is staffed jointly by Hennepin County and the City of Minneapolis, with a consultant team led by the firm of Ellerbe Becket / AECOM.

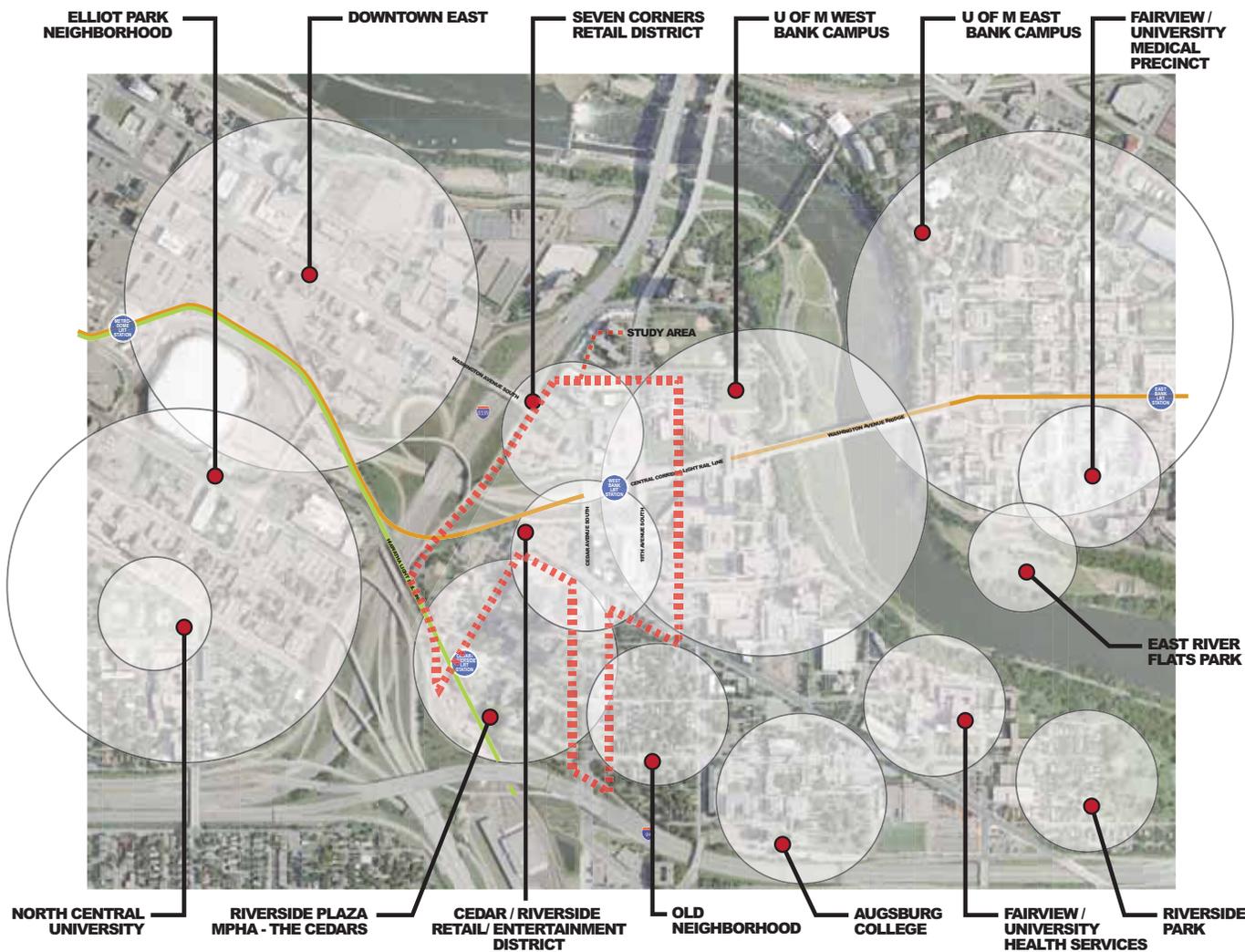
What is its primary purpose?

Hennepin County and the City of Minneapolis realize the importance of using public investment to stimulate high quality private development and create an urban neighborhood. The arrival of light rail presents the community with a unique opportunity to “stitch back together” the two severed sides of Cedar Avenue and create an urban street on Washington Avenue, more than twenty feet below. The tightened re-urbanization yields new buildable land from leftover freeway frontages.

Light rail also makes this location highly desirable for investment by the private sector. By developing a strategic plan that addresses district-wide issues such as parking, creating good connections from light rail into the broader community and from Cedar down to Washington, the table will be set for developers to invest in the neighborhood. The plan includes recommendations for new infrastructure and for the development of architectural guidelines, which will serve both to reduce developer uncertainty and to provide a framework that protects the value of public and private investment in the area.

Where is the study area?

The study area is shown on the adjacent aerial image of the West Bank district. It focuses on the immediate station area on Washington between 19th Avenue and Cedar Avenue, but also includes Seven Corners, the Cedar / Riverside intersection, and 15th Avenue between Washington Avenue and the Cedar / Riverside station of the Hiawatha Line.



The primary focus of this study is the transformation of the West Bank Station Area from an auto-dominated district to a multi-modal one. To be successfully implemented, it is imperative that City and County departments, including Public Works, work together to support development of a more balanced system of movement, still including buses and cars, but emphasizing a safe pedestrian and bicycle-oriented environment. Specifically, our team was asked to:

- Identify pedestrian connections to and from the platform into the broader community, including connections to the Hiawatha Cedar/Riverside Station
- Identify existing and proposed bicycle routes to ensure ease of access to the platform from the surrounding areas, including the University of Minnesota, Augsburg, and the immediate mixed-use district
- Recommend additional infrastructure improvements that will encourage private development
- Recommend and locate types of development, including building heights and densities
- Recommend street improvements to enhance non-motorized movement and improve the image and vitality of the West Bank District.
- Identify funding sources for public realm improvements

STUDY AREA CONTEXT

PREVIOUS REPORTS

The Team reviewed previous studies as part of the design process. These documents reflect the visions and goals of the community and also addressed nuts and bolts issues such as parking and infrastructure improvements. In aggregate, they provided our team with valuable perspective and a solid foundation for moving ahead with implementation recommendations within our focused study area. Previous reports include:

- Cedar Riverside Small Area Plan 2008
- University of Minnesota Twin Cities Campus Master Plan
- Capital plans currently in progress at city, county, regional and state levels
- Design concepts for station area improvements (including Metropolitan Design Center, Cuningham/University Alliance, Ellerbe Becket work)
- Cedar Riverside Partnership's infrastructure investment framework
- University Alliance Gateway Project on Cedar
- Public Art/Wayfinding project for Hiawatha LRT
- Great Streets Projects in area
- Concepts for surrounding area developed as part of LRT design process
- Plans for Interstate 35W, 3rd/4th interchange ramp reconfigurations
- Planning for publicly owned redevelopment sites (including Dania Hall site and Lot A)
- Potential development plans for other sites (including Cedars, Currie Flats, Brian Coyle Community center)
- Plans for funded Riverside/19th bicycle lanes and future reconstruction of Riverside Avenue
- Plans for funded Cedar Avenue resurfacing and pedestrian improvements at Seven Corners
- Cedar Riverside Parking Management Study
- Cedar Riverside Partnership – Integrated Framework of Infrastructure Improvements
- Franklin – Cedar Riverside Transit Oriented Development Master Plan
- The Minneapolis Plan (2000)
- The Minneapolis Plan for Sustainable Growth (2009 – update to TMP)
- Minneapolis Bicycle Master Plan
- Access Minneapolis

Perhaps most relevant to our Implementation Study is the *Cedar Riverside Small Area Plan*, completed in 2008. It emphasized the unique character of the community and the importance of creating a bicycle and pedestrian-friendly district, especially with the arrival of the CCLRT. Specifically, it called for:

- Safe and pleasant routes and facilities for pedestrians and bicycles
- Reinforcing an integral multi-modal transportation system
- Favoring compact infill development
- Providing ample parking to support new growth
- Creating a prominent public realm of parks, open spaces and plazas
- An accessible, visible station landing on the Cedar Avenue bridge

In addition, our study supports the investment in Cedar and Riverside Avenues, but calls for much higher levels of investment on Cedar Avenue, defined as a Commerce Street in *The Minneapolis Plan* and *Access Minneapolis*. We understand the financial limitations of reconstructing Cedar Avenue, but we suggest that it may be completed in phases to ensure that the streetscape is high quality. The portion of Cedar north of Riverside is the most important block for upgrading, primarily because it will receive a significant amount of pedestrian traffic when light rail begins service.

The Cedar Riverside Neighborhood Parking Study recommends adding critical parking to support increased development. Our study is in agreement, but is more specific in how parking should be designed. We favor eliminating or severely limiting surface parking. Parking should go beneath buildings or in parking structures at the edge of the district. Any surface parking should be in small increments and to the side or back of buildings.

A parking deck as proposed in the study would allow the district to develop more quickly without forcing parking requirements on each small parcel. It is critical to address parking in a district context to create street walls and a handsome, functional pedestrian environment.

This district would benefit from an entity to market and manage the parking inventory. Communications and wayfinding regarding parking capacity can often improve conditions at a fraction of the cost of more inventory.

CONTEXT STUDY

Central Corridor Light Rail Line



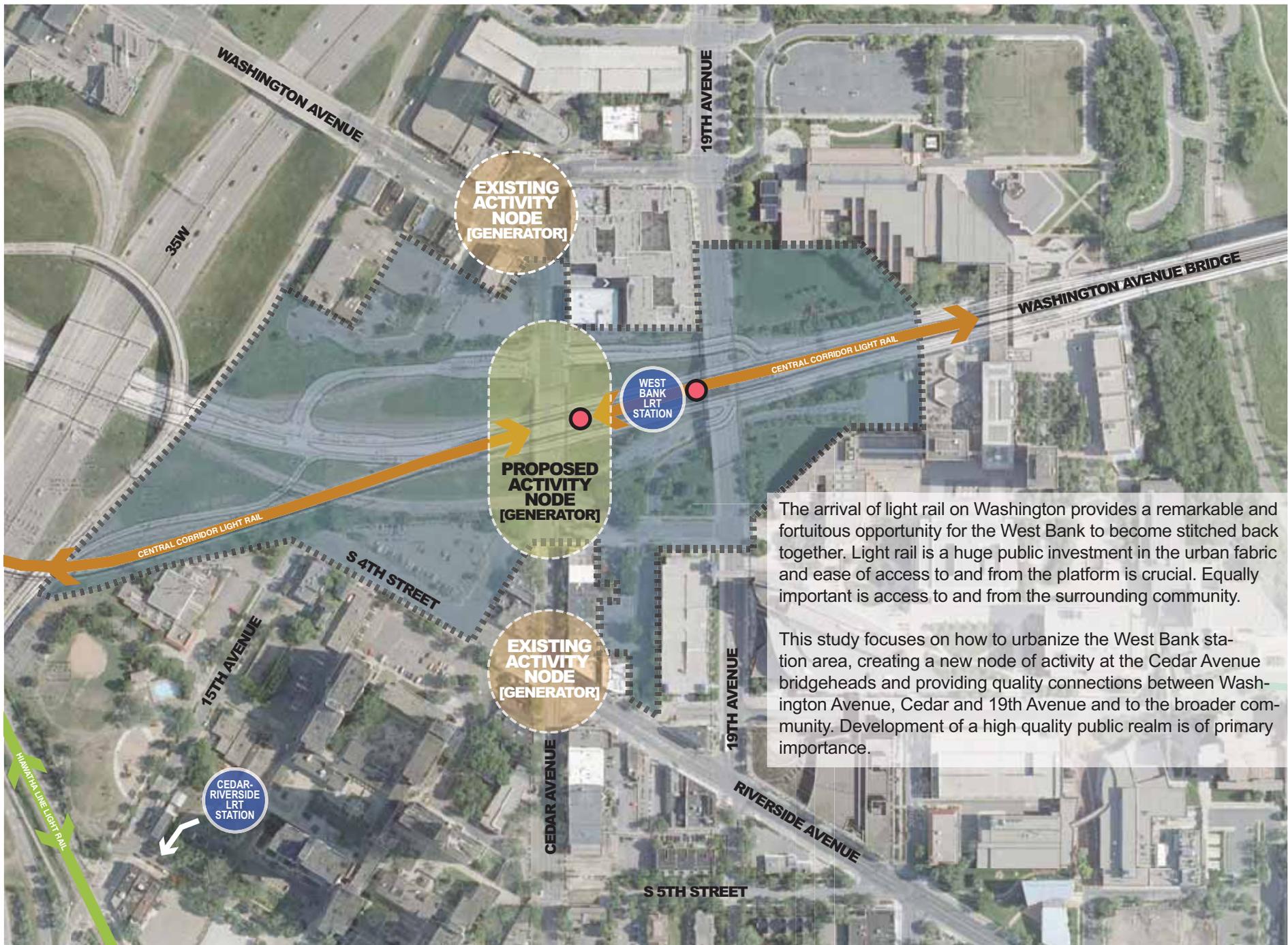
In the 1960's, a bold vision was developed for the West Bank community by local developers Keith Heller and Gloria Segal. It envisioned a "new town in town," stretching from the heart of the Cedar Riverside neighborhood south along Riverside Avenue all the way to Riverside Park. A key component of the vision was to separate vehicles from pedestrians by creating a two-tiered public realm, with people and bicycles moving on the upper level and cars, trucks and transit on the lower level. Remnants of the concept remain evident at the Washington Avenue Bridge and West Bank plaza of the University, where the segregation of systems is now problematic as the new LRT station occupies the lower level, but most pedestrians are a level above.

Riverside Plaza, formerly Cedar Square West, is another remnant of the vision: cars move at grade and park in at-grade lots beneath the towers and plazas of the complex. Most pedestrian amenities and open spaces are located on the second level and until recently, a pedestrian bridge crossed Cedar Avenue at 5th, designed to link to new multi-leveled housing and retail east of Cedar Avenue that was never developed.

As part of the grand redevelopment plan, the old Washington Avenue Bridge was removed and the connection to Washington Avenue into downtown Minneapolis was severed. In its place, a freeway-style cut was developed to receive the new bridge traffic, and this sub-grade, limited-access street was routed beneath the new I-35W and into downtown.

The unintended consequence, of course, was that Cedar Avenue was severed by the new Washington Avenue, and the vital and vibrant Cedar Riverside and Seven Corners neighborhoods were separated by a long and uninviting freeway-style bridge. The damage to both districts was significant and has endured for over forty years.

“A GRAND PLAN AND A NEIGHBORHOOD DIVIDED”



The arrival of light rail on Washington provides a remarkable and fortuitous opportunity for the West Bank to become stitched back together. Light rail is a huge public investment in the urban fabric and ease of access to and from the platform is crucial. Equally important is access to and from the surrounding community.

This study focuses on how to urbanize the West Bank station area, creating a new node of activity at the Cedar Avenue bridgeheads and providing quality connections between Washington Avenue, Cedar and 19th Avenue and to the broader community. Development of a high quality public realm is of primary importance.

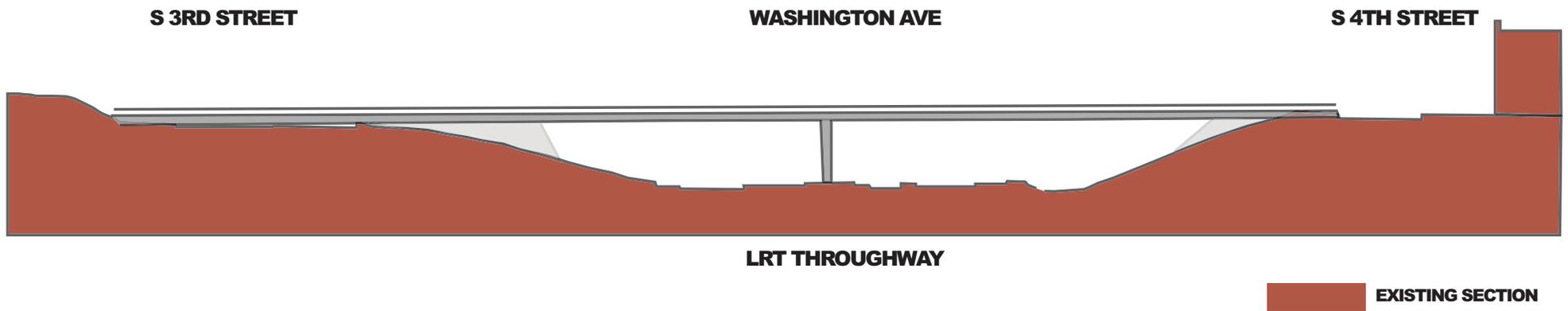
 VERTICAL CIRCULATION

THE “ONCE IN A GENERATION OPPORTUNITY”



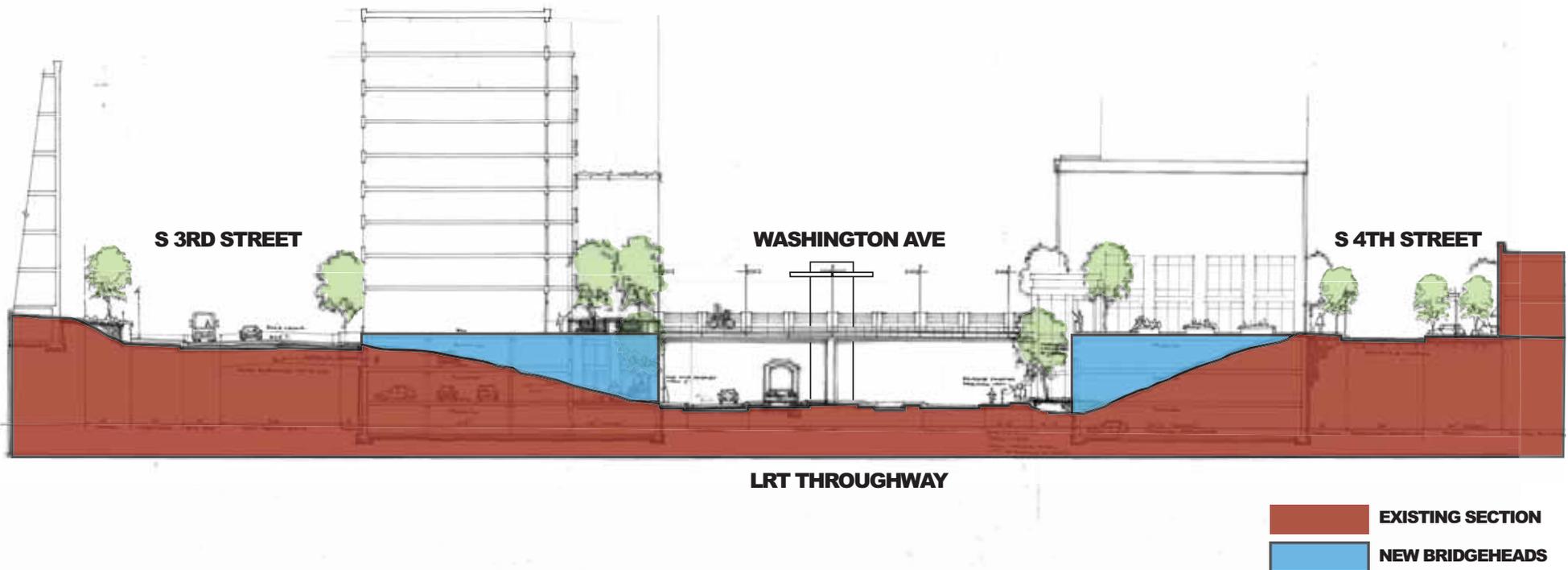
The site of the future LRT platform is currently a hostile pedestrian environment.

LOOKING EAST FROM CEDAR AVENUE ALONG WASHINGTON AVENUE TOWARDS THE UNIVERSITY OF MINNESOTA'S WEST BANK.



Currently, the Cedar Avenue Bridge is itself 180' long, but the space between buildings on the north and south sides of Washington Avenue is 500'. It is a daunting pedestrian experience.

EXISTING CROSS SECTION THROUGH 3RD AND 4TH STREET

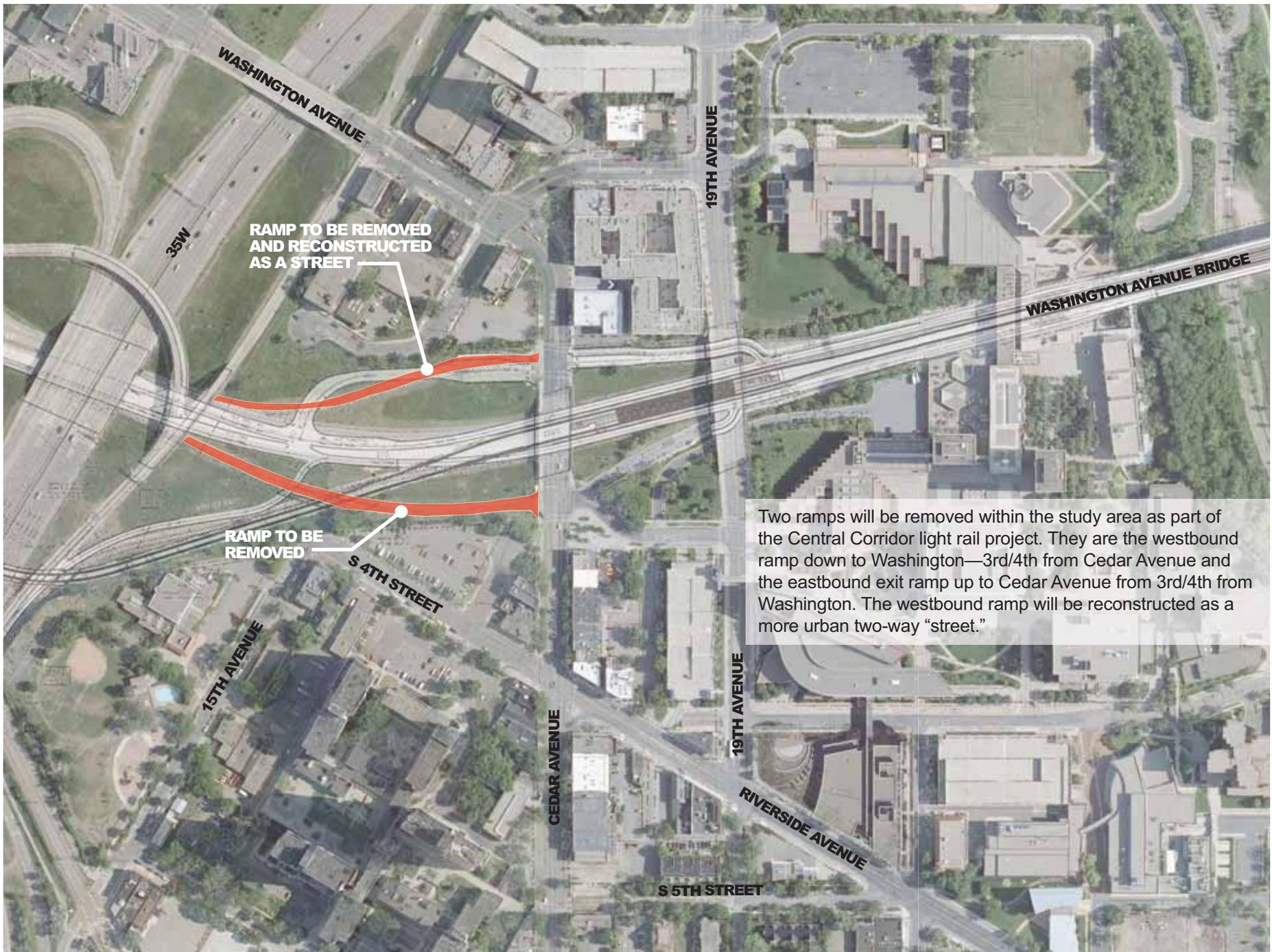


By providing development sites on the north and south Cedar Avenue bridgeheads, the distance between buildings on Cedar will be reduced from 500' to 150' and frontages on Washington Avenue will activate the lower level and urbanize the street around the platform.

PROPOSED CROSS SECTION THROUGH 3RD AND 4TH STREET

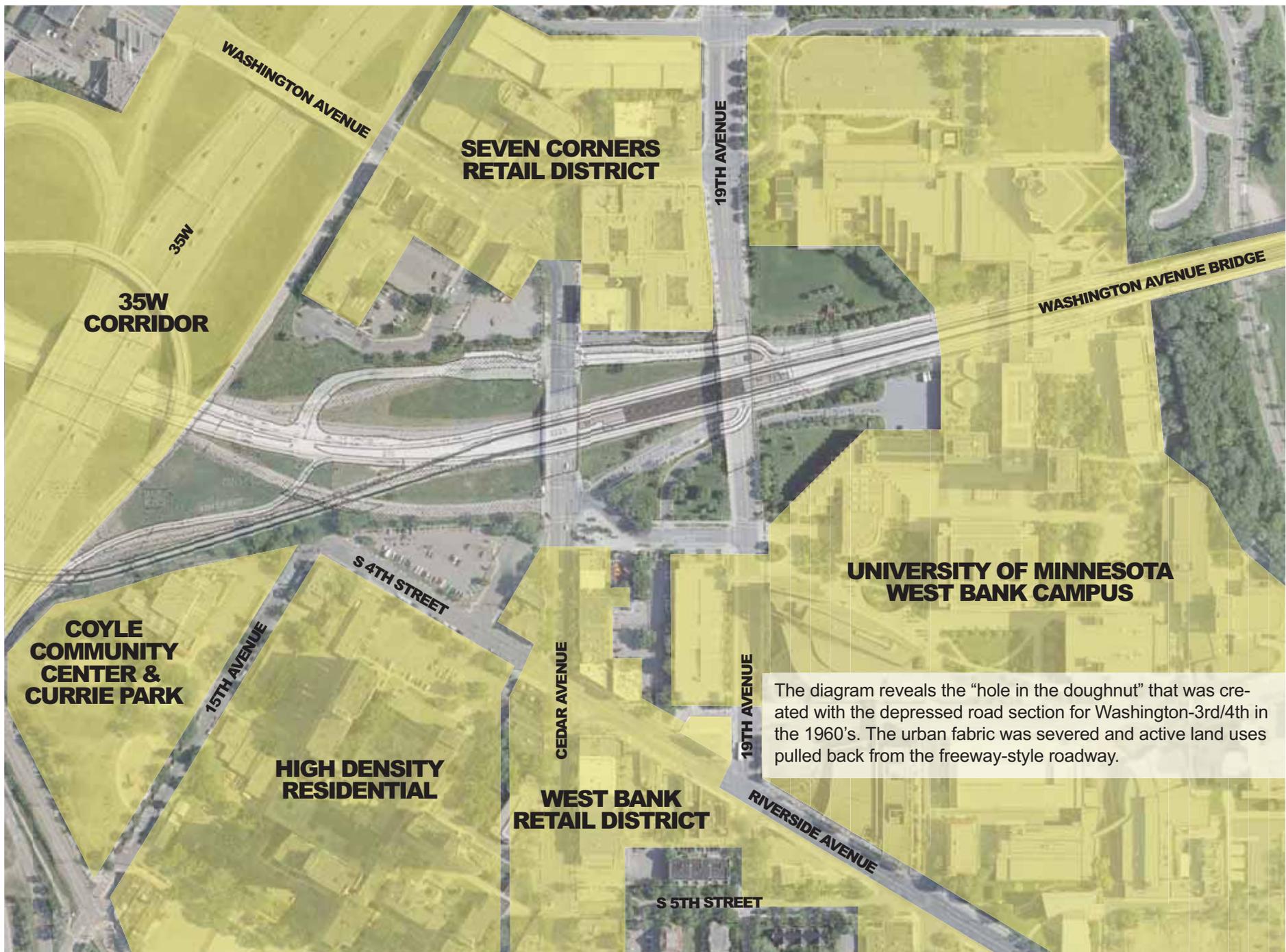
CONTEXT STUDY

Potential Development Zones

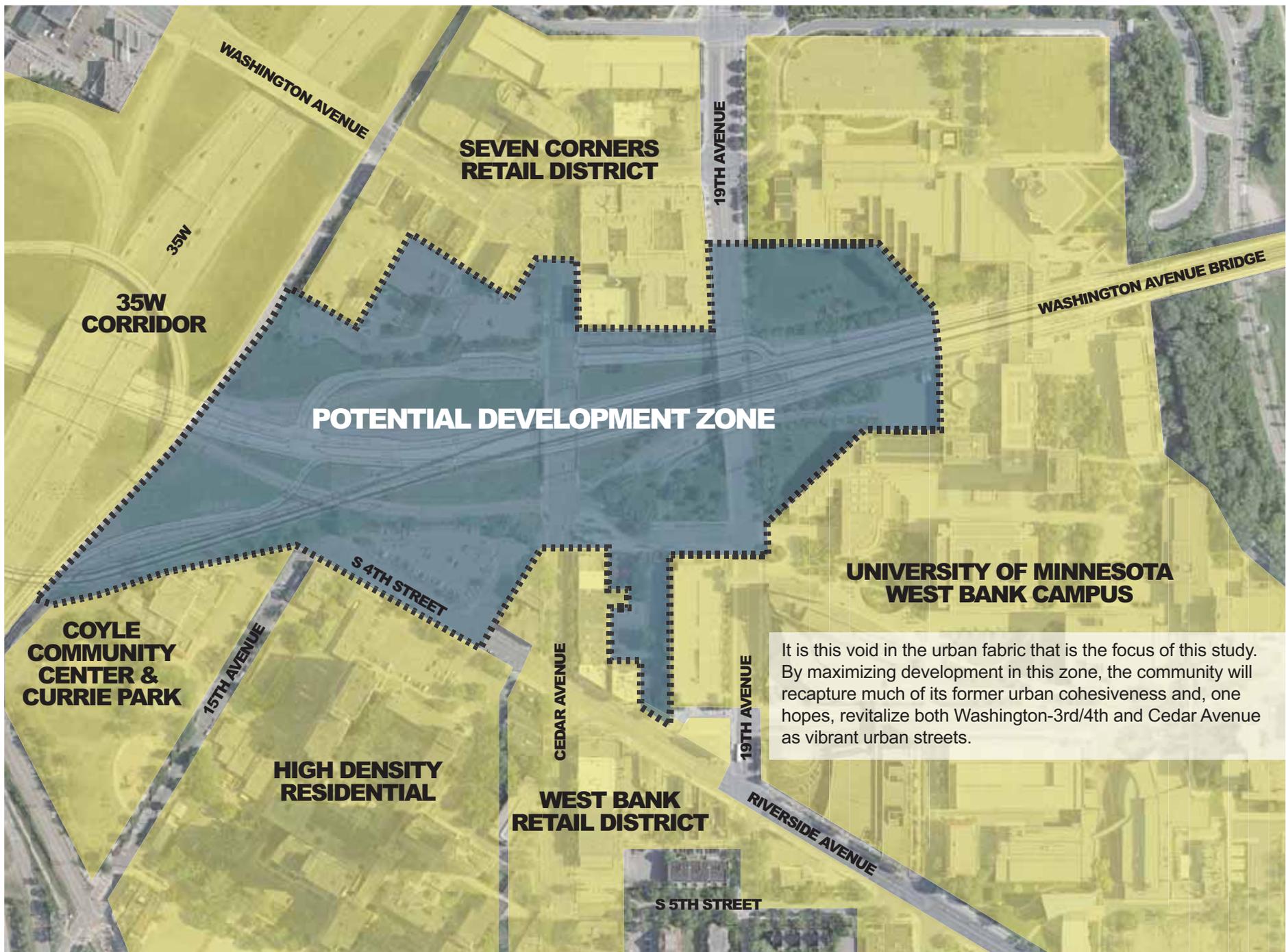


Two ramps will be removed within the study area as part of the Central Corridor light rail project. They are the westbound ramp down to Washington—3rd/4th from Cedar Avenue and the eastbound exit ramp up to Cedar Avenue from 3rd/4th from Washington. The westbound ramp will be reconstructed as a more urban two-way “street.”

LRT-RELATED CHANGES

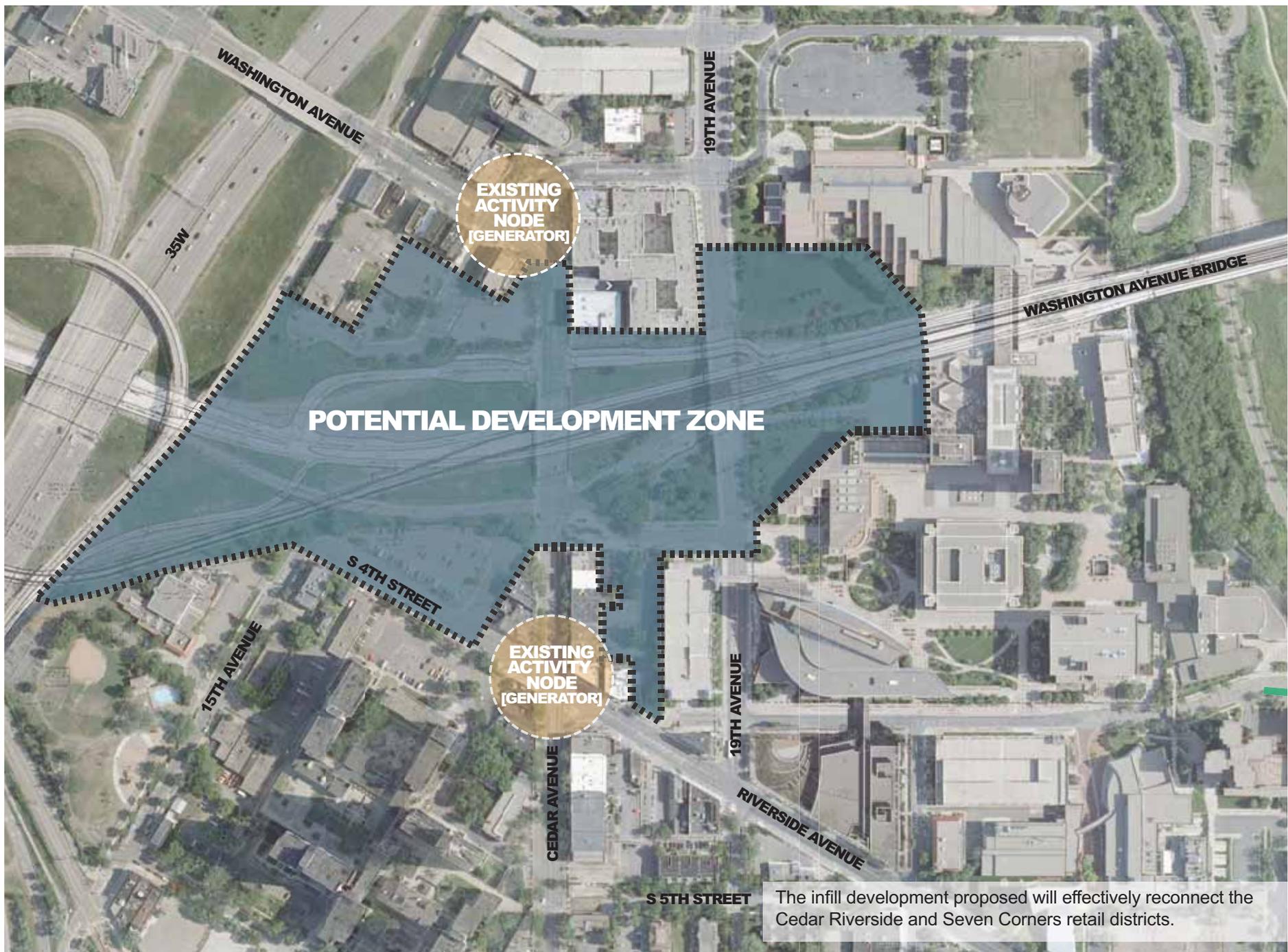


LAND USES SURROUNDING THE CEDAR/WASHINGTON INTERSECTION



It is this void in the urban fabric that is the focus of this study. By maximizing development in this zone, the community will recapture much of its former urban cohesiveness and, one hopes, revitalize both Washington-3rd/4th and Cedar Avenue as vibrant urban streets.

POTENTIAL DEVELOPMENT ZONE



RECONNECTING URBAN PLACES

INFRASTRUCTURE IMPROVEMENTS

Recommended Public Realm Investment

West Bank Station Area Implementation Study							
List of Infrastructure Improvements							
Project	Proposed Work	Estimated Construction Cost	Priority	Necessary Coordination	Notes	#	Rationale
Cedar Avenue Bridge	Re-deck bridge, cantilever both sides to widen sidewalks by 2'; narrow lanes to gain another 2' of sidewalk on east side; new parapets and railings at 4'-6" height.	\$1,000,000	Very High		See also Cedar Avenue Bridgehead below	1	Public Realm - reconnect Cedar Ave.
Cedar Avenue Streetscape "A" Street, key intersecting streets and intersections (see plan) (Commerce Street)	Develop a new, high quality streetscape from 7 Corners to I-94, including new sidewalks, durable and attractive detailing, furnishings, lighting, tree and containerized plantings, structural soils, permeable paving, etc.	\$2,000,000 (4000 LF @ \$500/LF)	High		Includes a block of Riverside Avenue, a portion of 4th Street, proposed 3rd Street between Cedar and 19th Avenue, Washington Avenue from 7 Corners to 19th Avenue, and a portion of Washington Avenue west of 7 Corners.	3	
Public Plazas	Cedar and 3rd Street - "Market Plaza"	\$675,000	High			5	
	Cedar and 5th Street - "Cedar Cultural Center Commons"	\$425,000	High				
	Cedar between 6th St/7th St - "MPHA Green"	\$250,000	High				
Cedar Avenue Bridgehead	Construct new retaining walls on either side of the north and south bridgeheads to widen bridgehead to accommodate wider sidewalks and trees approaching the bridge.	\$750,000	Very High	Requires the design of proposed CCLRT walls 1K and 1F to be modified.	Includes cost of additional cost to modify proposed CCLRT wall 1K. Some retaining walls paralleling Cedar Avenue could be removed when construction takes place.	2	Development Opportunities
Eastbound Ramp from Cedar Ave to Washington (trench)	Remove ramp, realign 3rd Street to create a t-intersection with Cedar (its historic alignment)	\$375,000	High	Requires relocation or removal of Eastbound ramps to Cedar		4	
Parking Deck	Construct 500 - 1000 car parking deck along I-35W to include a bus layover facility and serve local and regional users	\$12,500,000 - \$25,000,000	Medium High			6	Solve Parking issues
Multi-use trail (14'wide)	Construct a multi-use trail linking the existing Hiawatha trail at the southwest corner of Currie Park to the West Bank CCLRT station on the lower level. Trail would run along the west side of Currie Park and parallel to the LRT alignment. Trail is assumed to be bituminous.	\$150,000 (trail only)	Medium High		May have right-of-way impacts. Add \$300,000 for retaining wall construction.	7	Neighborhood Connectivity - Create great streets
Reconstruct "B" Streets (see plan) (Neighborhood Collector)	Re-build local streets (back of curb to building face) to accommodate new development, with new sidewalks, grass verges (boulevards), lighting, trees, etc.	\$350,000 (1800 LF @ \$200/LF)	Medium High		This includes 15th Ave from Hiawatha LRT Cedar Riverside station along 15th Ave and 4th Street west of Cedar Avenue.	8	
New sidewalks	Construct new sidewalks on:				Add for retaining wall construction (assume CIP where supporting roadway or >6' high):	9	
	North side of Washington-3rd St/4th St (trench)	\$60,000 1000 LF	Medium High	West of TPSS site only. Requires modification of proposed CCLRT wall 1F.	\$450,000		
	South side of 2nd St (NW ramp)	\$35,000 520 LF	Medium		\$400,000		
	North side of 2nd St (NW ramp)	\$26,000 430 LF	Medium	Requires modification of proposed CCLRT wall 1E.	\$160,000 May have right-of-way impacts		
	South side of 2nd St (NE ramp)	\$21,000 400 LF	Medium	West of TPSS site only.	\$200,000		
Due to existing slopes, retaining walls will be required if these sidewalks are constructed in advance of new building construction. At some of the locations, retaining wall construction could potentially be minimized if sidewalks are constructed in conjunction with private development. It is also an option to construct bituminous paths instead of concrete sidewalks, construct temporary retaining walls, and incorporate final sidewalk construction into new development costs.							
District Storm water Management	Implementation of new or innovative storm water management techniques.	8% - 10% surcharge	Medium			10	Administrative
Property Line / ownership resolution	Rework property lines to facilitate clear ownership	100,000	Medium	discussion between property owners		11	tasks
ADDITIONAL NOTES: Cost estimates are preliminary and include construction costs only; project development, design, and administration are not included. A 15 - 20% contingency should be assumed for all projects, due to the preliminary nature of these estimates. The construction costs above include best management practices for stormwater, such as structured soil and pervious pavers in non-traffic (e.g., boulevard) areas.							

This matrix lists 11 important projects that are considered important to the successful redevelopment of the immediate West Bank station area and surrounding neighborhoods.

RECOMMENDED INFRASTRUCTURE IMPROVEMENTS

In conjunction with the Advisory Committee, the consultant team identified eleven infrastructure projects which are important to the success of the new station. These projects are in direct response to the charge we were given at the outset of this implementation study:

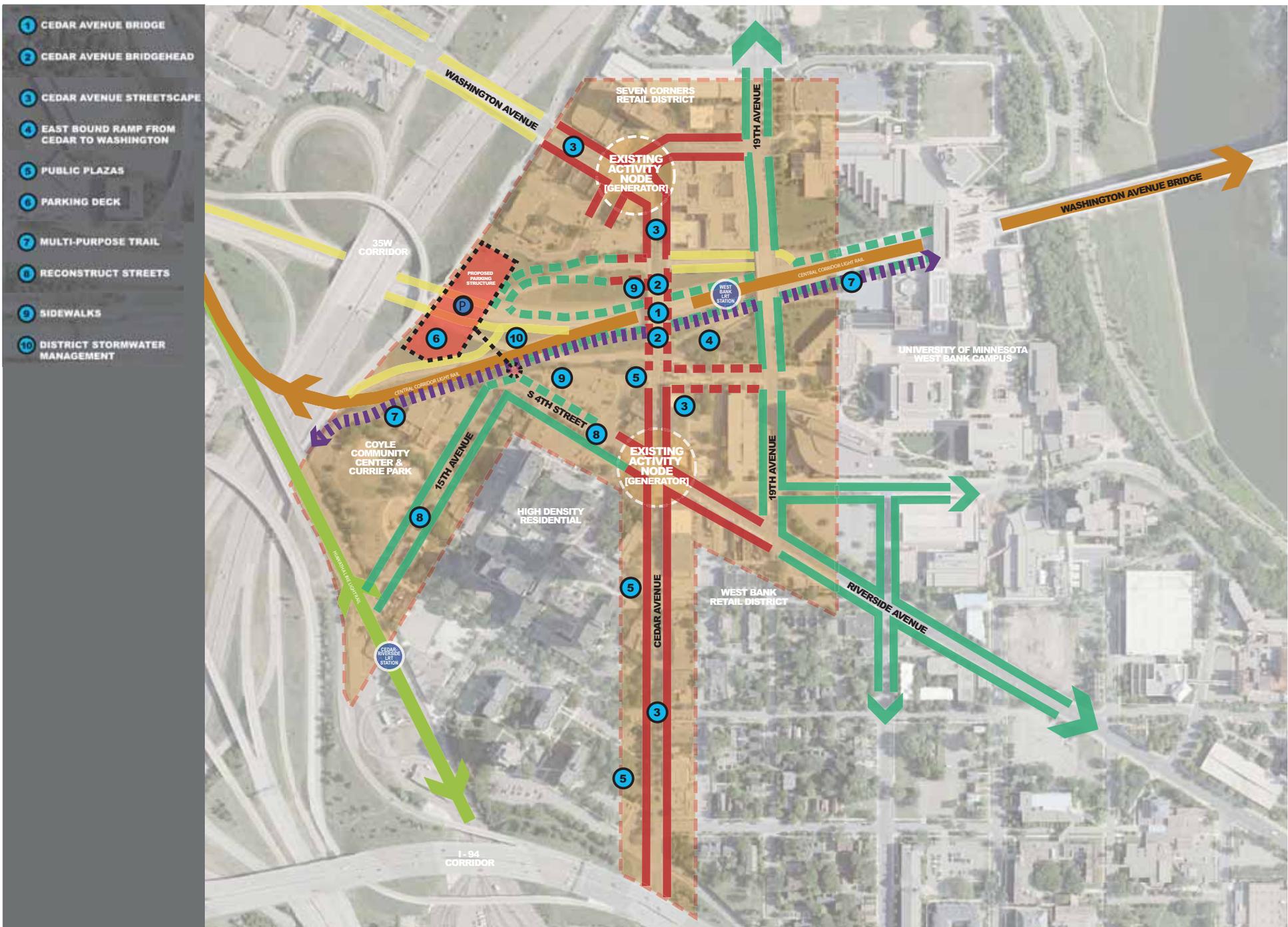
- To identify and optimize pedestrian connections to and from the platform into the broader community, including connections to the Hiawatha Cedar/Riverside Station
- To identify existing and proposed bicycle routes and recommend additional links to ensure ease of access to the platform from the surrounding areas, including the University of Minnesota, Augsburg, and the immediate mixed-use district
- To recommend additional infrastructure improvements that will “tee up” private development, including the Cedar Avenue bridge and bridge-head
- To recommend and identify appropriate types of development for various locations, including building heights and densities
- To develop a parking strategy that enhances the urban character of the community, provides ample parking for greatly increased density and moves away from surface parking
- To recommend street improvements to enhance pedestrian movement and improve the image and economic vitality of the West Bank District
- To identify property ownership issues that need to be resolved by governmental jurisdictions to create cohesive and logical building pads for development

The recommended projects are numbered to help locate them on the accompanying diagram. The numbers are not intended to suggest a prioritized order of implementation. They are “bracketed” to identify which projects might logically be done together. The brackets address:

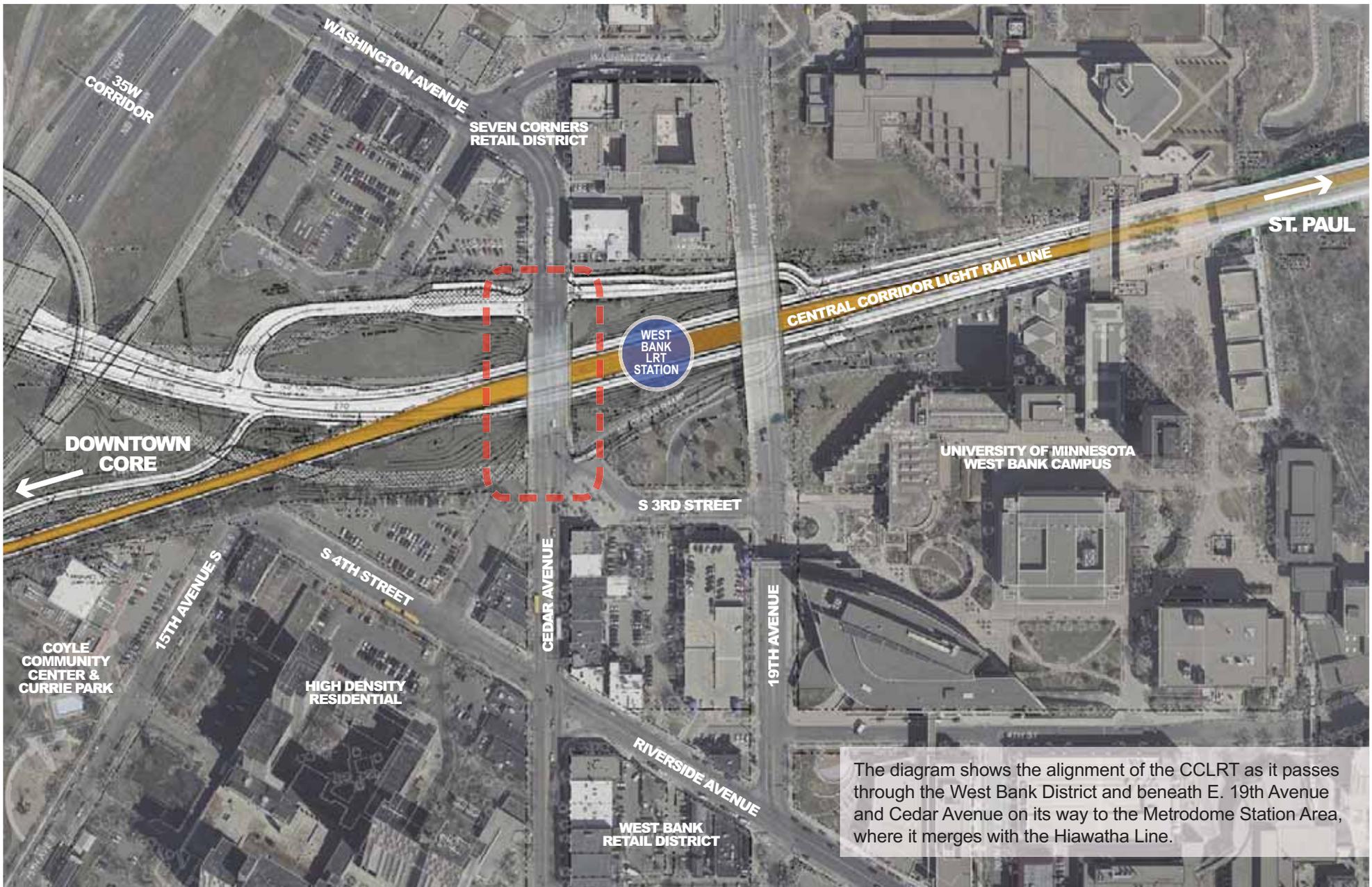
- Public realm projects
- Neighborhood connectivity projects
- Projects to enhance development opportunities
- Parking
- Administrative tasks

The projects with color-toned numbers are those where coordination with CCLRT construction is especially important.

RECOMMENDED INFRASTRUCTURE IMPROVEMENTS



INFRASTRUCTURE PROJECTS



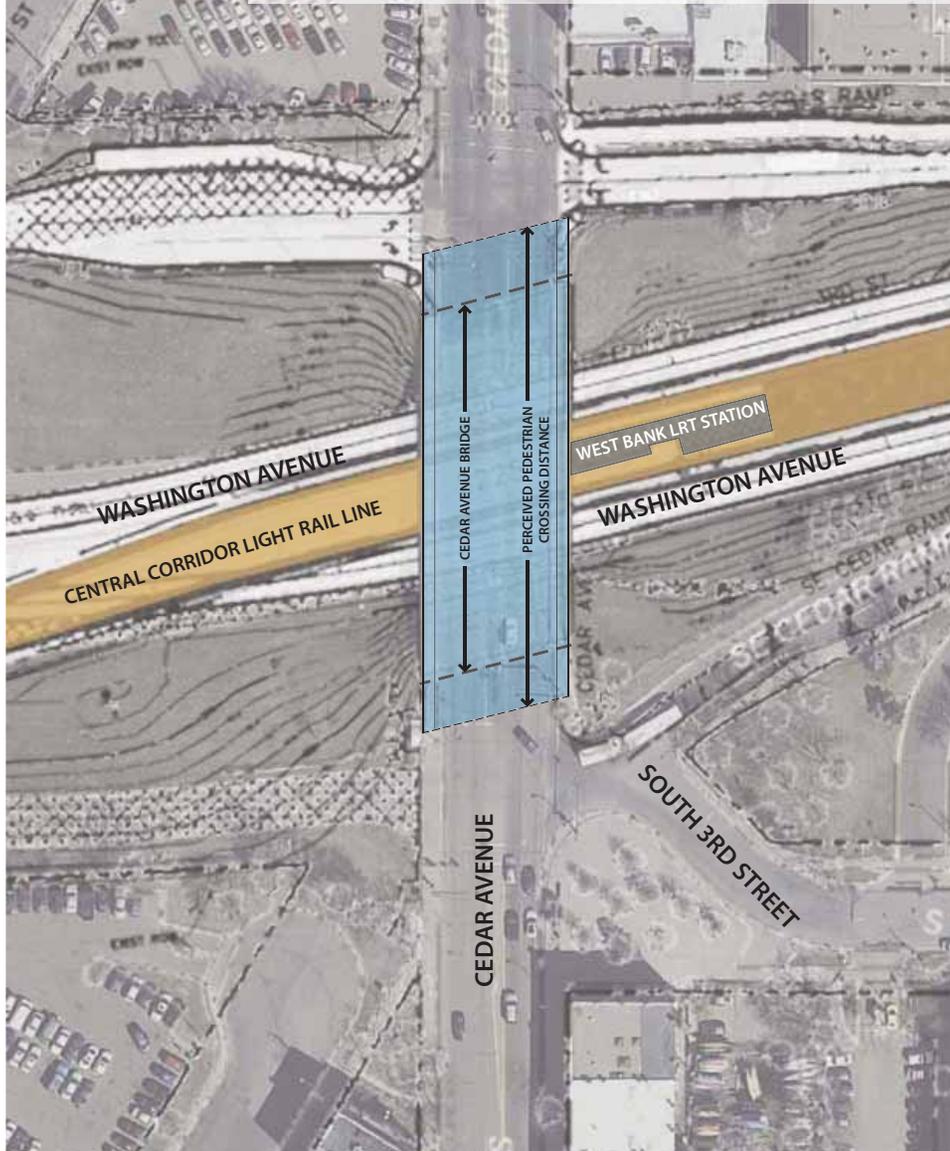
The diagram shows the alignment of the CCLRT as it passes through the West Bank District and beneath E. 19th Avenue and Cedar Avenue on its way to the Metrodome Station Area, where it merges with the Hiawatha Line.

AERIAL: PATH OF THE CENTRAL CORRIDOR LIGHT RAIL LINE THROUGH THE WEST BANK

CEDAR AVENUE BRIDGEHEAD

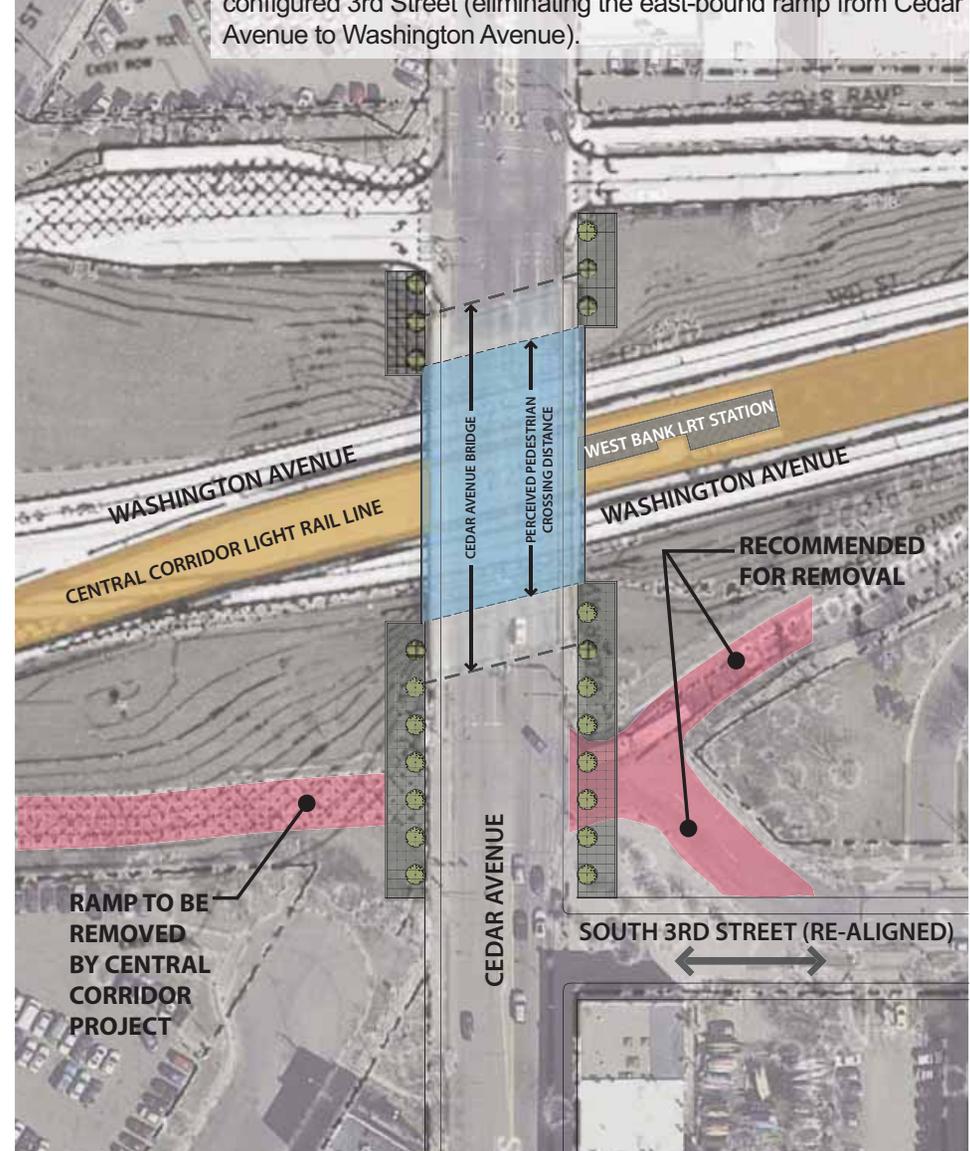


The diagram below shows the existing Cedar Avenue Bridge, with narrow sidewalks and a long distance (real and perceived) from end to end. The environment on Cedar and Washington Avenue below is definitely not pedestrian-friendly.



BEFORE: NARROW SIDEWALKS, LARGE DISTANCE BETWEEN BRIDGE ENDS

The diagram below shows new, widened bridgeheads that will enhance the pedestrian realm when approaching the bridge, provide plaza-like sidewalks against which new buildings will front, wider sidewalks using cantilevering on both sides of the bridge, and a re-configured 3rd Street (eliminating the east-bound ramp from Cedar Avenue to Washington Avenue).



AFTER: WIDENED SIDEWALKS, REDUCED PEDESTRIAN BRIDGE CROSSING

CEDAR AVENUE BRIDGEHEAD



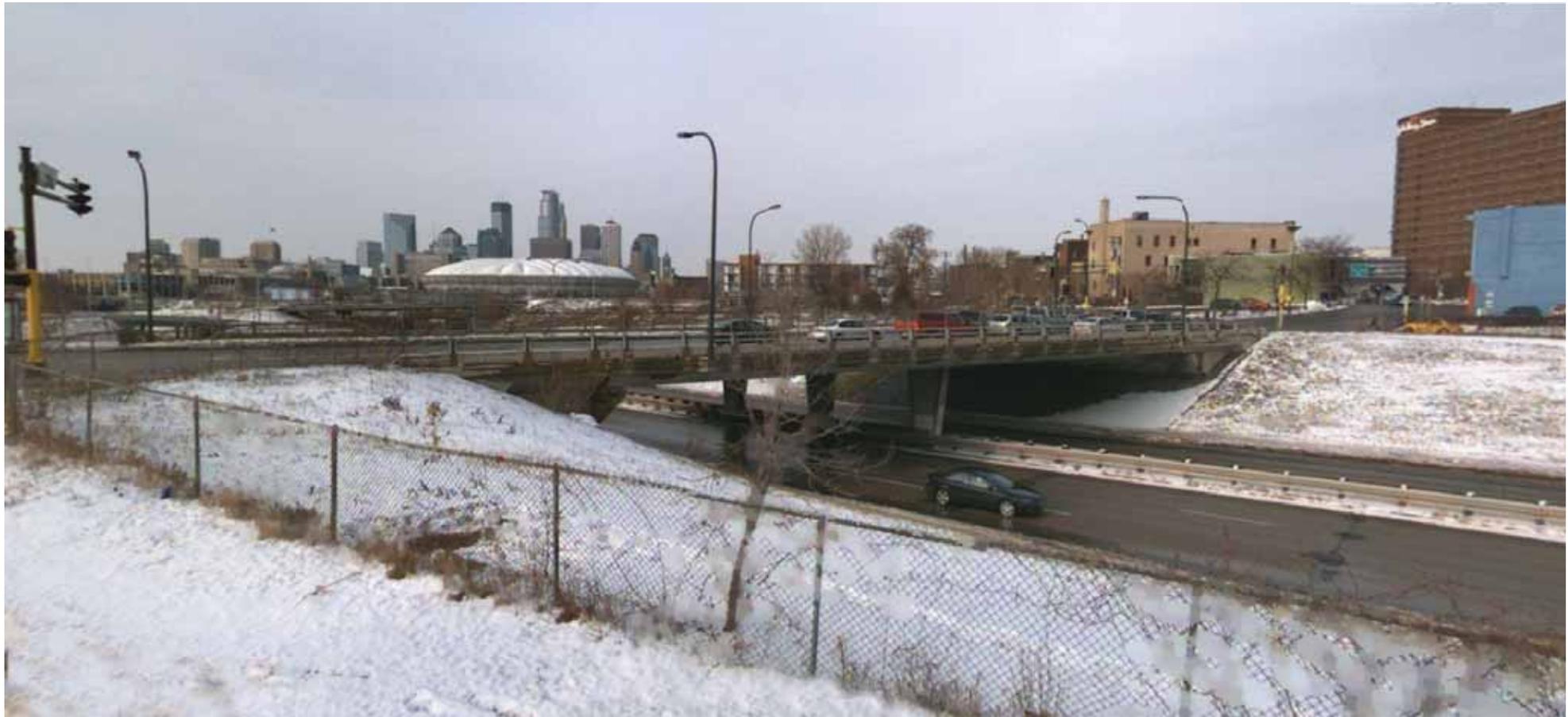


VIEW FROM CEDAR AVENUE LOOKING SOUTH ACROSS CEDAR AVENUE BRIDGE

The image looking south on Cedar Avenue (with Washington-3rd/4th below) shows the existing condition and the huge empty span between the Seven Corners and Cedar Riverside Districts.

CEDAR AVENUE BRIDGEHEAD





EXISTING CONDITION: LARGE DISTANCE BETWEEN BRIDGE ENDS

The image shows the impact that the freeway design of Washington and the Cedar Avenue bridge have had on the urban fabric of the Cedar Riverside – Seven Corners Community.

CEDAR AVENUE BRIDGEHEAD (LOOKING WEST) **1** **2**

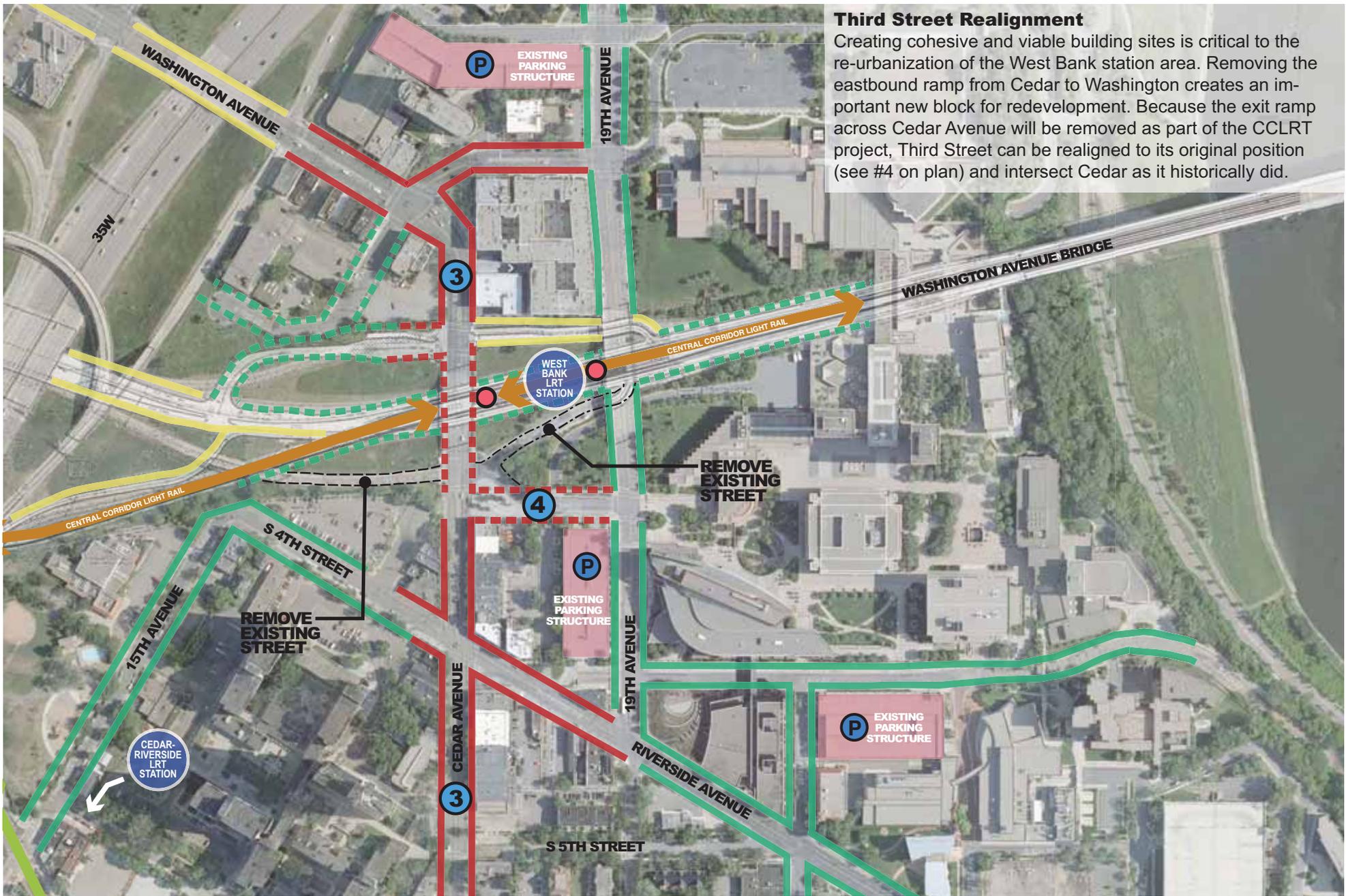


NEW BRIDGEHEADS: WIDENED SIDEWALKS, REDUCED PEDESTRIAN BRIDGE CROSSING

The drawing shows how new bridgeheads with vertical abutments instead of sloped grades narrow the bridge on Washington Avenue, while also providing widened sidewalks along Cedar Avenue. New buildings would be able to locate doors along the widened bridgeheads, extending the urban fabric to Washington Avenue (a distance of 150' +/- each side). Critical to the successful redesign of the bridge is using a nicely designed, pedestrian-friendly railing rather than a chain link fence, as originally proposed. The Cedar Avenue bridge needs to be a comfortable pedestrian experience.

IMAGE SKETCH OF CEDAR AVENUE BRIDGE





Third Street Realignment

Creating cohesive and viable building sites is critical to the re-urbanization of the West Bank station area. Removing the eastbound ramp from Cedar to Washington creates an important new block for redevelopment. Because the exit ramp across Cedar Avenue will be removed as part of the CCLRT project, Third Street can be realigned to its original position (see #4 on plan) and intersect Cedar as it historically did.

CEDAR AVENUE STREETSCAPE



3RD STREET RE-ALIGNMENT



- COMMERCE STREETS "A"**
— EXISTING
— PROPOSED CHANGE
- NEIGHBORHOOD COLLECTOR STREETS "B"**
— EXISTING
— PROPOSED CHANGE
- COMMUTER STREETS "C"**
—
- VERTICAL CIRCULATION**
●



Commerce Street

- Primary retail street focuses on pedestrian movement
- Space for bike racks, benches, potted plants
- Trees help define and add light shade to pedestrian zone
- Color and texture change help define main walkway
- Places to gather and relax

The nomenclature of *Access Minneapolis* refers to primary retail streets as “Commerce Streets.” Cedar Avenue fits within this category, and should include the amenities noted above and in the image.

CEDAR AVENUE STREETScape – COMMERCE STREET





A STREET- CEDAR AVENUE NORTH OF 3RD STREET

The section shows Cedar Avenue at the proposed bridgeheads, with wide, inviting pedestrian walks and planted areas and new buildings fronting onto the plaza-like terraces.

CEDAR AVENUE STREETScape – COMMERCE STREET

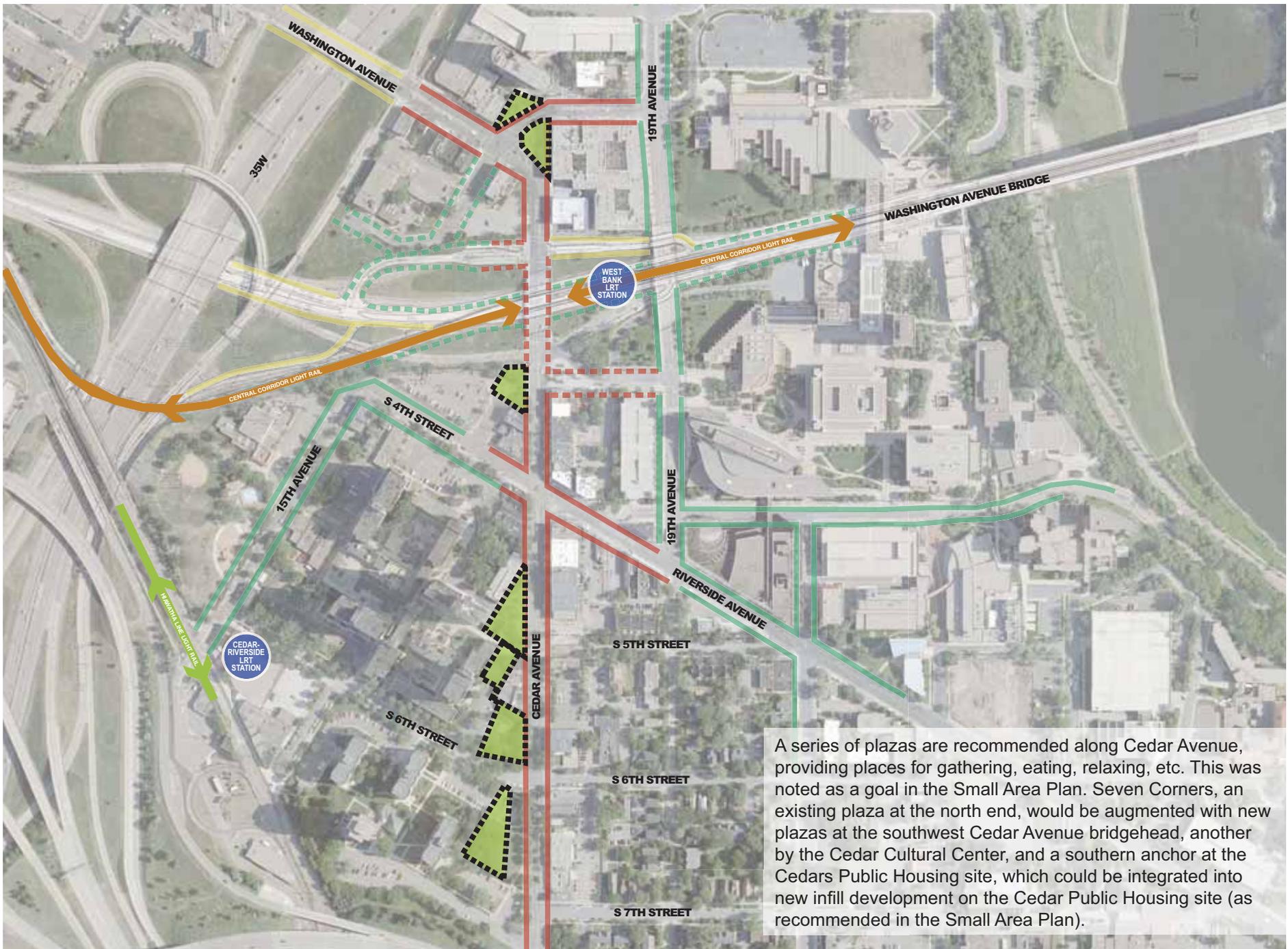




A' STREET- CEDAR AVENUE SOUTH OF RIVERSIDE

CEDAR AVENUE STREETScape SOUTH OF RIVERSIDE AVENUE – COMMERCE STREET





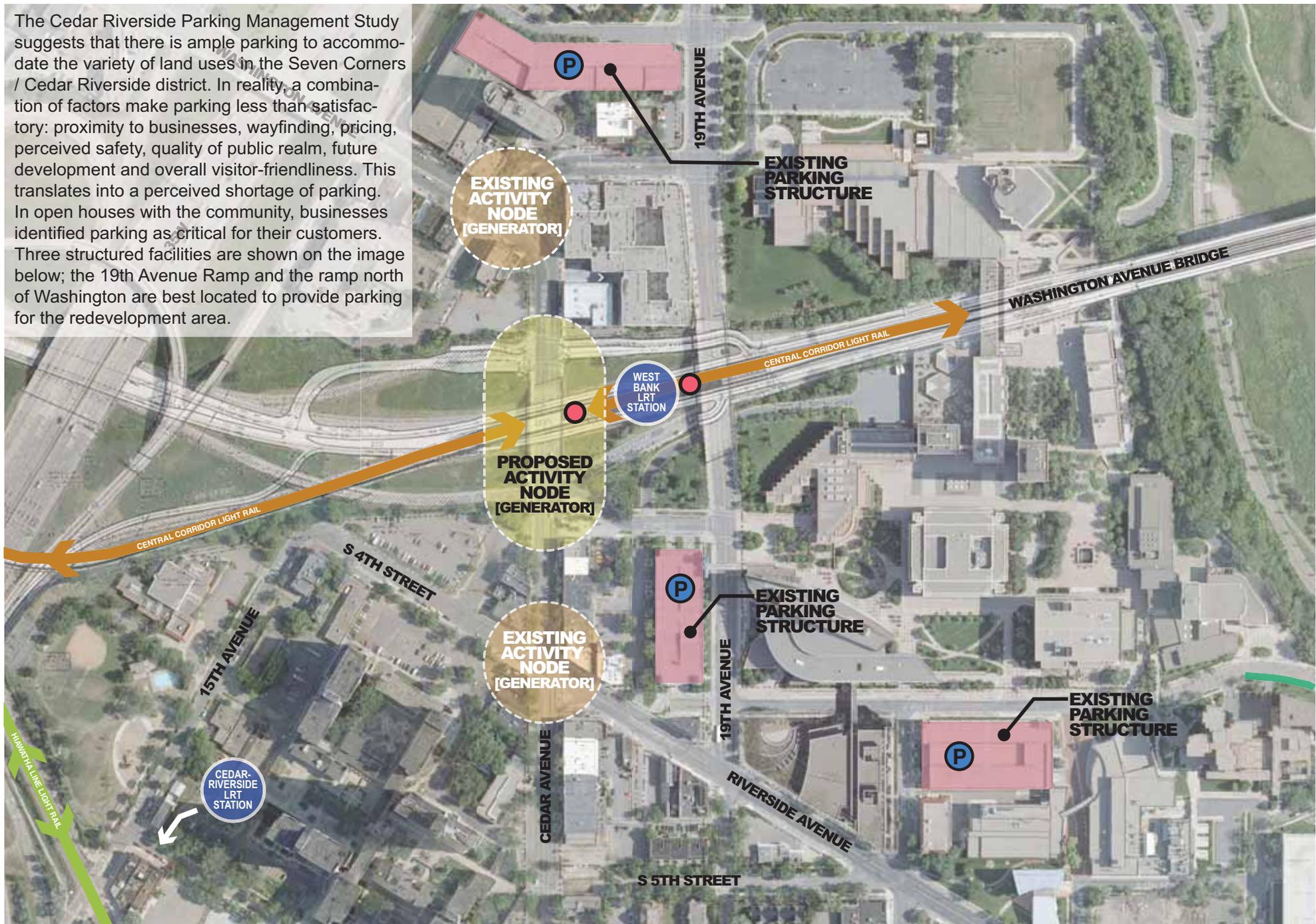
A series of plazas are recommended along Cedar Avenue, providing places for gathering, eating, relaxing, etc. This was noted as a goal in the Small Area Plan. Seven Corners, an existing plaza at the north end, would be augmented with new plazas at the southwest Cedar Avenue bridgehead, another by the Cedar Cultural Center, and a southern anchor at the Cedars Public Housing site, which could be integrated into new infill development on the Cedar Public Housing site (as recommended in the Small Area Plan).

PUBLIC PLAZAS

5

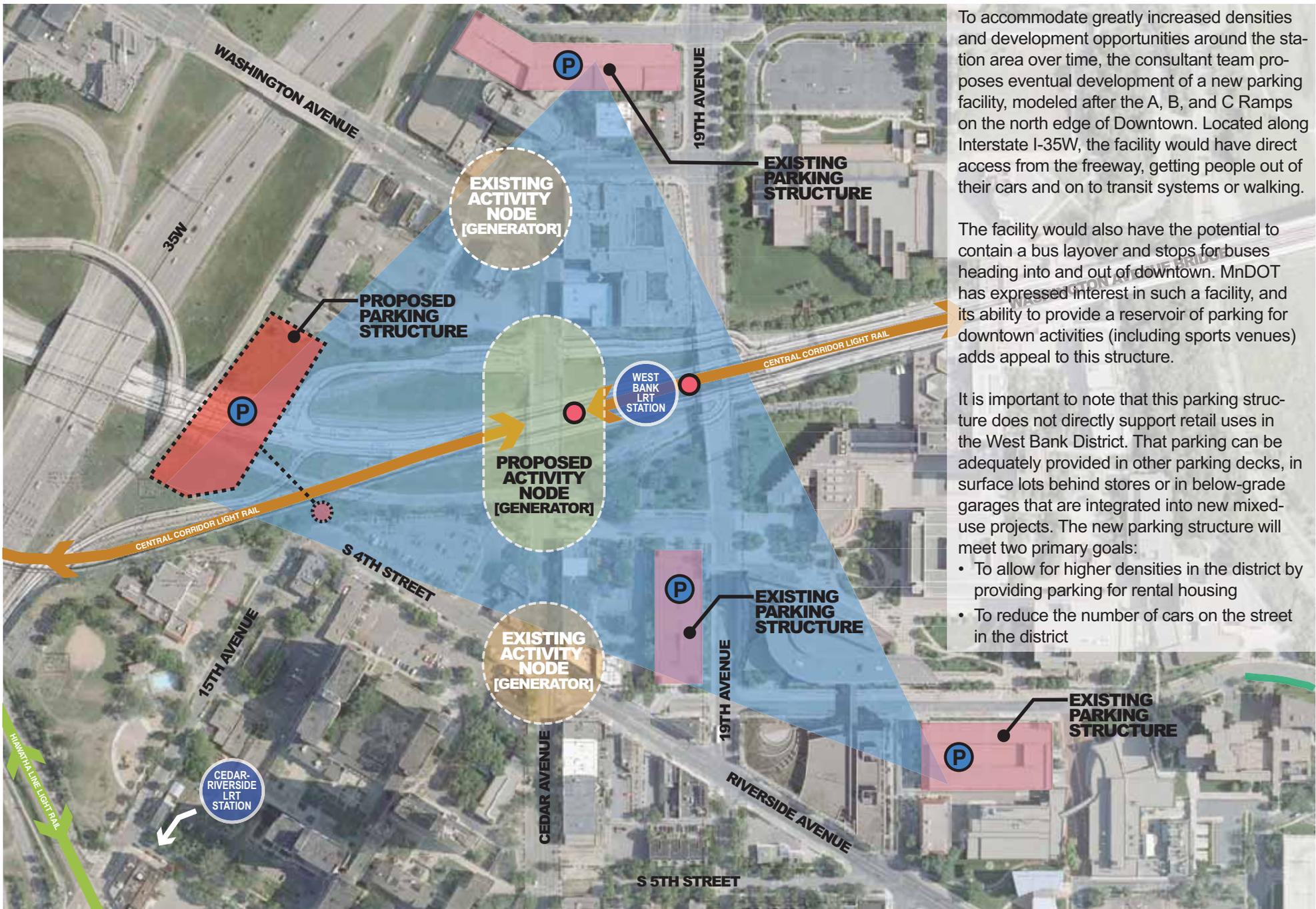
 = PUBLIC PLAZAS

The Cedar Riverside Parking Management Study suggests that there is ample parking to accommodate the variety of land uses in the Seven Corners / Cedar Riverside district. In reality, a combination of factors make parking less than satisfactory: proximity to businesses, wayfinding, pricing, perceived safety, quality of public realm, future development and overall visitor-friendliness. This translates into a perceived shortage of parking. In open houses with the community, businesses identified parking as critical for their customers. Three structured facilities are shown on the image below; the 19th Avenue Ramp and the ramp north of Washington are best located to provide parking for the redevelopment area.



EXISTING PARKING STRUCTURES





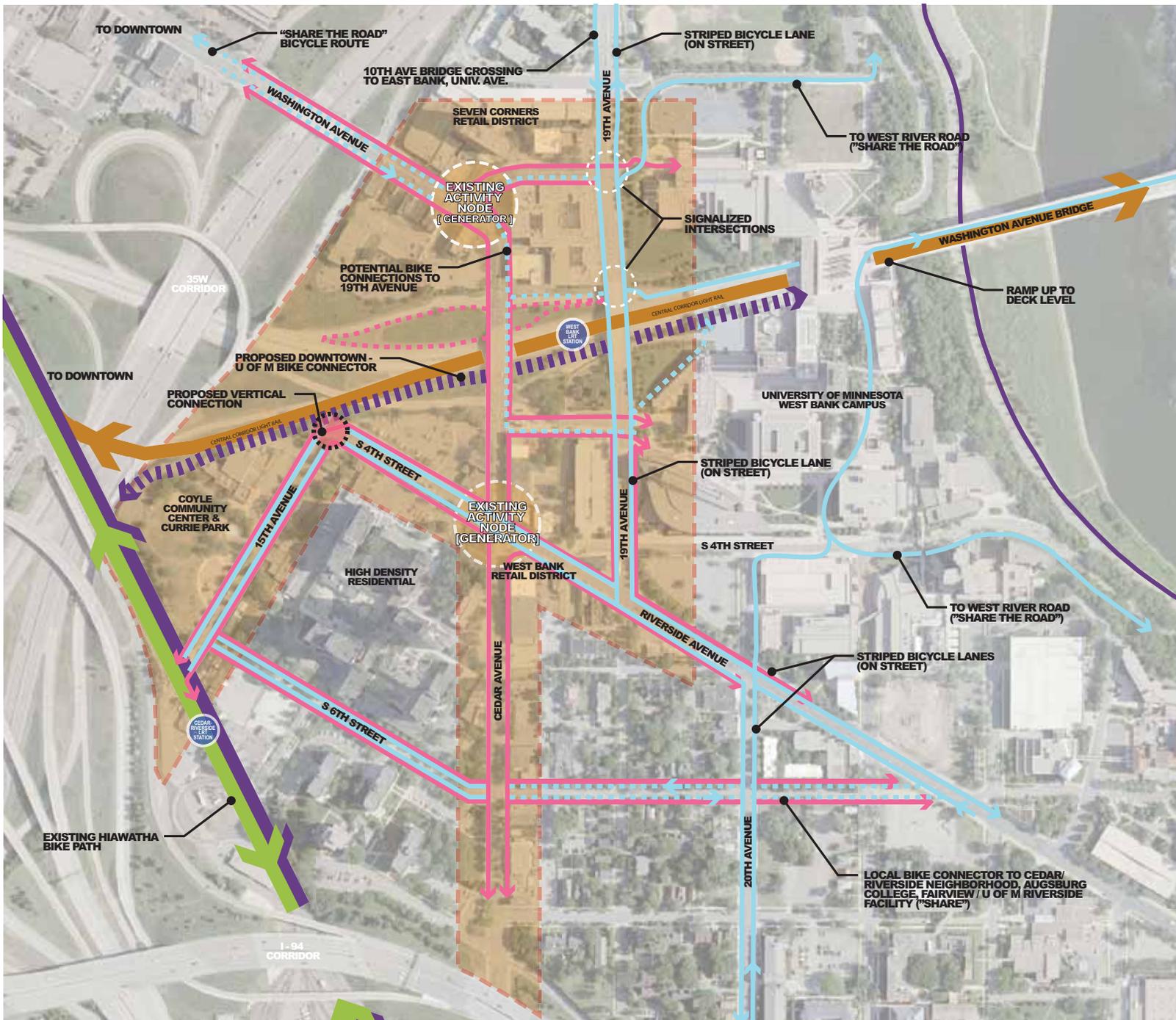
To accommodate greatly increased densities and development opportunities around the station area over time, the consultant team proposes eventual development of a new parking facility, modeled after the A, B, and C Ramps on the north edge of Downtown. Located along Interstate I-35W, the facility would have direct access from the freeway, getting people out of their cars and on to transit systems or walking.

The facility would also have the potential to contain a bus layover and stops for buses heading into and out of downtown. MnDOT has expressed interest in such a facility, and its ability to provide a reservoir of parking for downtown activities (including sports venues) adds appeal to this structure.

It is important to note that this parking structure does not directly support retail uses in the West Bank District. That parking can be adequately provided in other parking decks, in surface lots behind stores or in below-grade garages that are integrated into new mixed-use projects. The new parking structure will meet two primary goals:

- To allow for higher densities in the district by providing parking for rental housing
- To reduce the number of cars on the street in the district

PROPOSED PARKING STRUCTURES 6

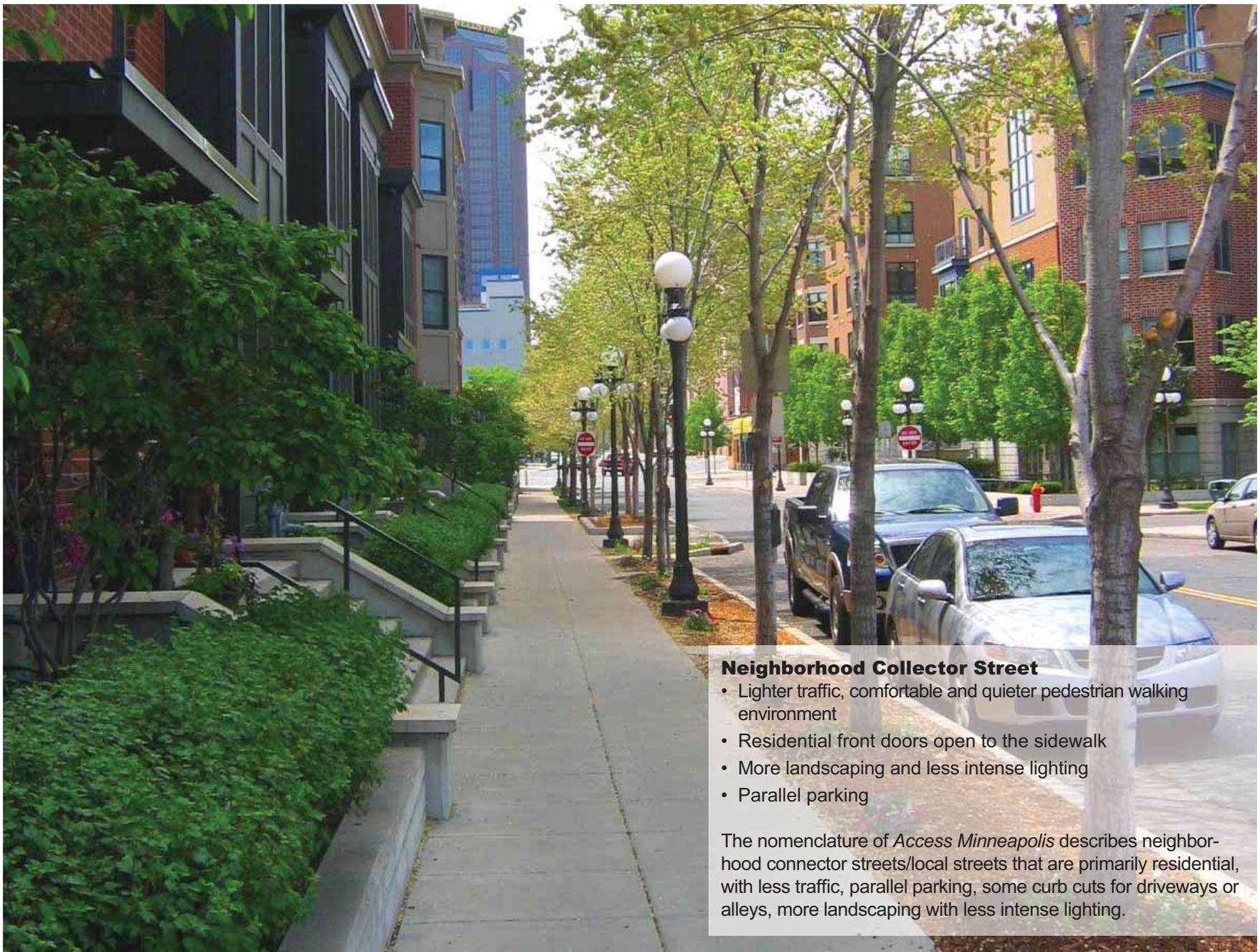


The diagram shows existing and proposed bicycle and pedestrian systems and key connections between the light rail platform on Washington and the street network above. Infrastructure projects are identified by circles containing numbers. Refer to pages 17 -19 for descriptions.

Note: There are proposed bicycle connections shown as dashed blue lines from the Cedar Avenue Bridge heading north and south on Cedar and connecting back to the striped lanes on 19th Avenue. We recognize that this may have to be a dismount zone in certain areas due to limited space for bicycle lanes. These connections should have further study.

BICYCLE / PEDESTRIAN NETWORK





Neighborhood Collector Street

- Lighter traffic, comfortable and quieter pedestrian walking environment
- Residential front doors open to the sidewalk
- More landscaping and less intense lighting
- Parallel parking

The nomenclature of *Access Minneapolis* describes neighborhood connector streets/local streets that are primarily residential, with less traffic, parallel parking, some curb cuts for driveways or alleys, more landscaping with less intense lighting.

NEIGHBORHOOD CONNECTOR/LOCAL STREETS

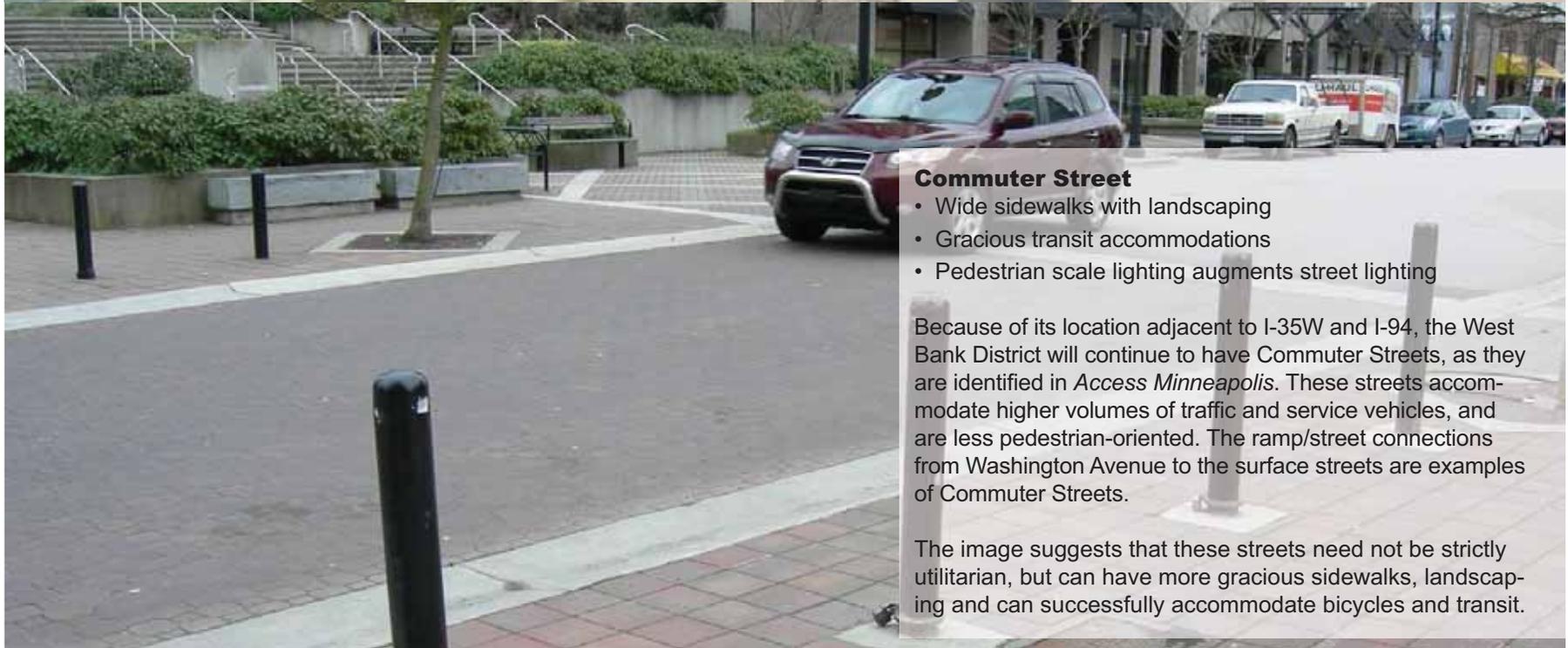


B STREET- 4TH ST.

Typical Section

The section shows gracious sidewalk widths, planted boulevards, canopy streets, room for bike lanes, etc. Fourth Street and 15th Avenue South are examples of proposed Neighborhood Collector Streets.

NEIGHBORHOOD CONNECTOR/LOCAL STREETS



Commuter Street

- Wide sidewalks with landscaping
- Gracious transit accommodations
- Pedestrian scale lighting augments street lighting

Because of its location adjacent to I-35W and I-94, the West Bank District will continue to have Commuter Streets, as they are identified in *Access Minneapolis*. These streets accommodate higher volumes of traffic and service vehicles, and are less pedestrian-oriented. The ramp/street connections from Washington Avenue to the surface streets are examples of Commuter Streets.

The image suggests that these streets need not be strictly utilitarian, but can have more gracious sidewalks, landscaping and can successfully accommodate bicycles and transit.

COMMUTER STREETS



C STREET- 2ND STREET

The section shows two through lanes with no parking. Sidewalks would be located on both sides to allow pedestrian movement (and, with the multi-purpose walks, bicycles) between Washington Avenue and the LRT platform and Cedar Avenue.

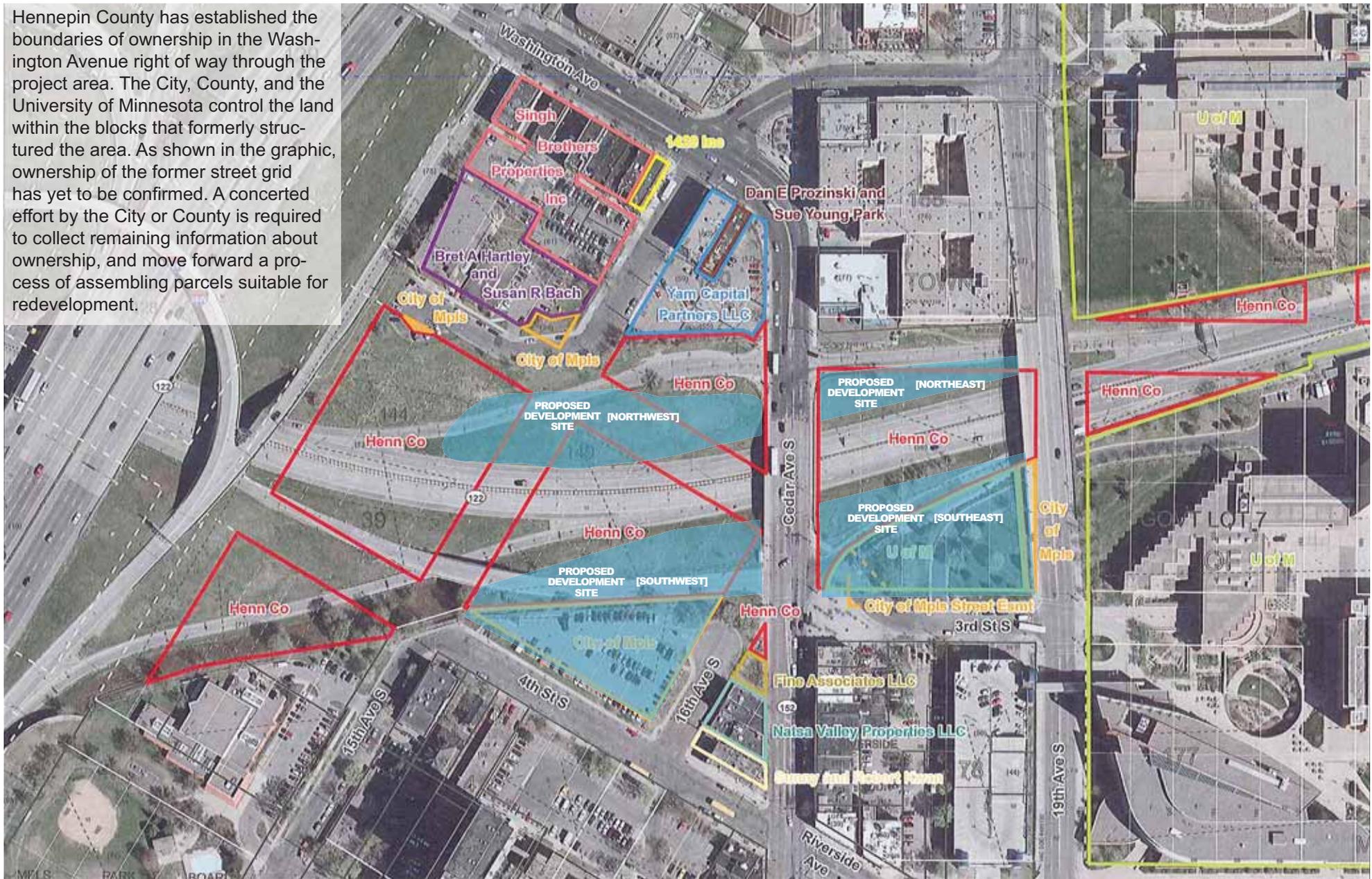
COMMUTER STREETS



Because the West Bank station area redevelopment sites are focused in a concentrated area, there is a tremendous opportunity to harvest and/or manage stormwater on a district basis. This idea is being implemented in numerous communities around the world; stormwater is regarded as a resource, and its management and use is shared by the development community. This is often done with readily available technologies, such as green roof installations, which can control quantities of stormwater and provide cleansing.

DISTRICT STORMWATER

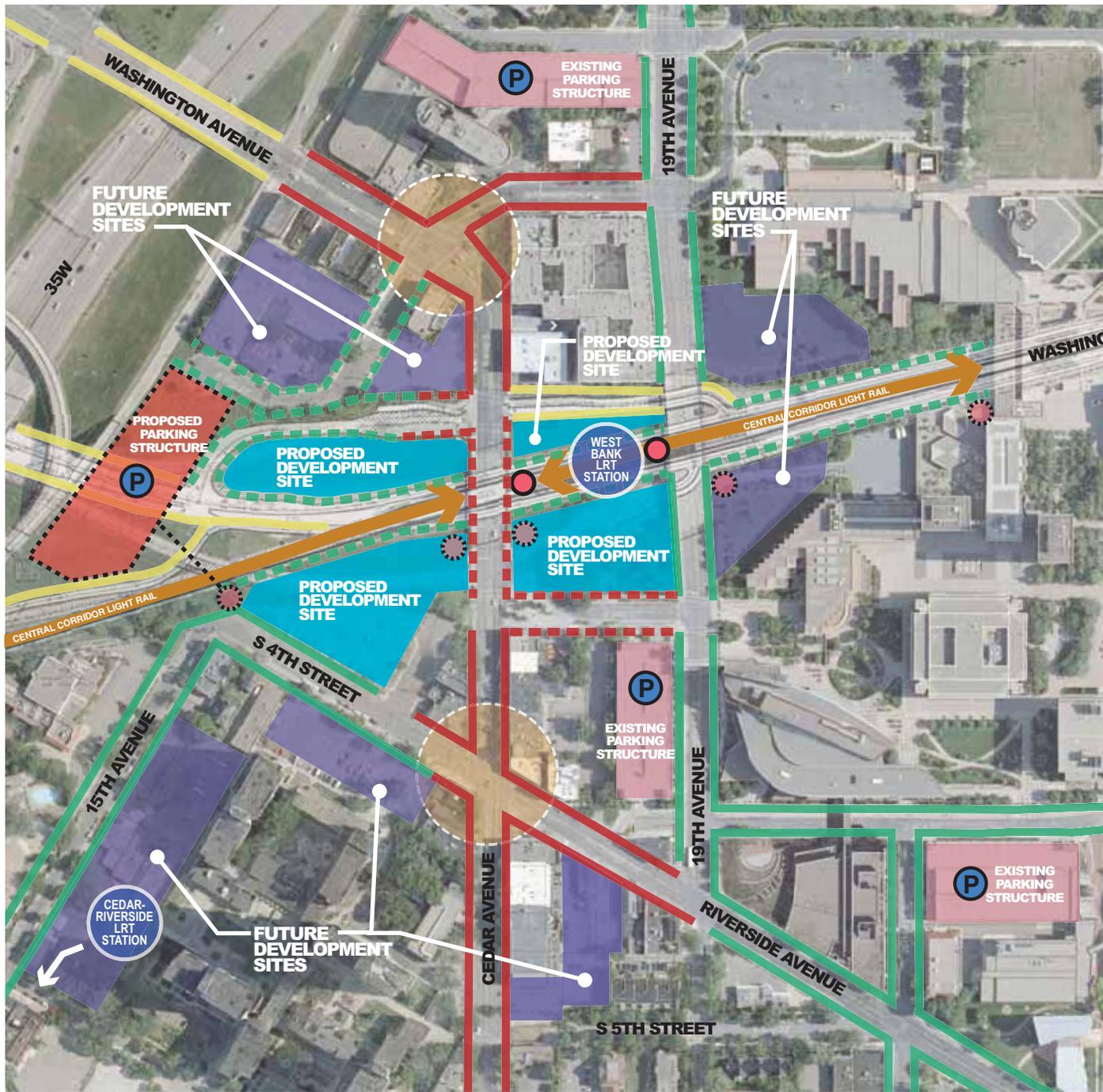
Hennepin County has established the boundaries of ownership in the Washington Avenue right of way through the project area. The City, County, and the University of Minnesota control the land within the blocks that formerly structured the area. As shown in the graphic, ownership of the former street grid has yet to be confirmed. A concerted effort by the City or County is required to collect remaining information about ownership, and move forward a process of assembling parcels suitable for redevelopment.



PROPERTY LINE/OWNERSHIP

POTENTIAL DEVELOPMENT

Proposed and Future Development Sites



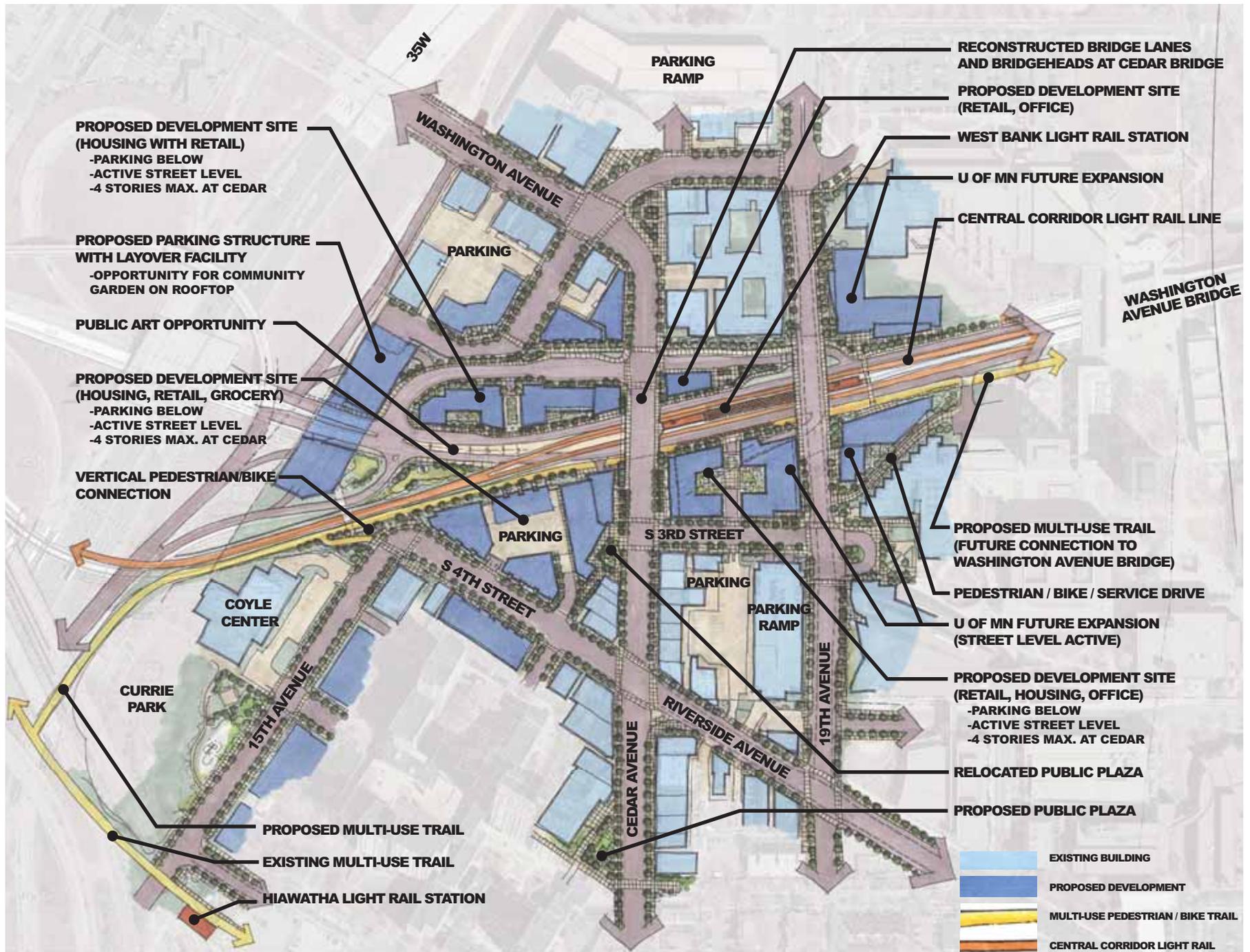
This diagram identifies recommended public infrastructure improvements as well as private development parcels. High priority development parcels are shown in blue and future sites are in purple.

Two vertical connections (shown as red circles) will be constructed at either end of the LRT platform, connecting to the Cedar Avenue Bridge and the 19th Avenue Bridge. Additional recommended connections are shown in dashed pink circles and emphasize the importance of providing numerous options for pedestrians and bicyclists to move from Washington Avenue grade up to street level. The connection to the upper level on the West Bank Campus is especially important for bicyclists accessing the platform from the Washington Avenue Bridge.

Existing and proposed streets are shown in red, green and yellow (solid for existing; dashed for proposed)—street types are based on categories from *Access Minneapolis*. Existing parking structures are shown in pink and the one new proposed structure on the west edge of the district is shown in red. The new structure, based on the A, B, and C ramps on the north edge of downtown, is proposed to house a bus layover (potentially serving both MetroTransit and University of Minnesota circulator buses) and heated bus shelters for routes going into and out of downtown.

POTENTIAL DEVELOPMENT

COMMERCE STREETS "A"	NEIGHBORHOOD COLLECTOR STREETS "B"	COMMUTER STREETS "C"	VERTICAL CIRCULATION
EXISTING	EXISTING		PROPOSED VERTICAL CIRCULATION
PROPOSED CHANGE	PROPOSED CHANGE		



CONCEPTUAL AREA PLAN

4 STORIES MINIMUM
F.A.R 2 : 4 STORIES
F.A.R 4 : 6 STORIES
F.A.R 6 : 10+ STORIES

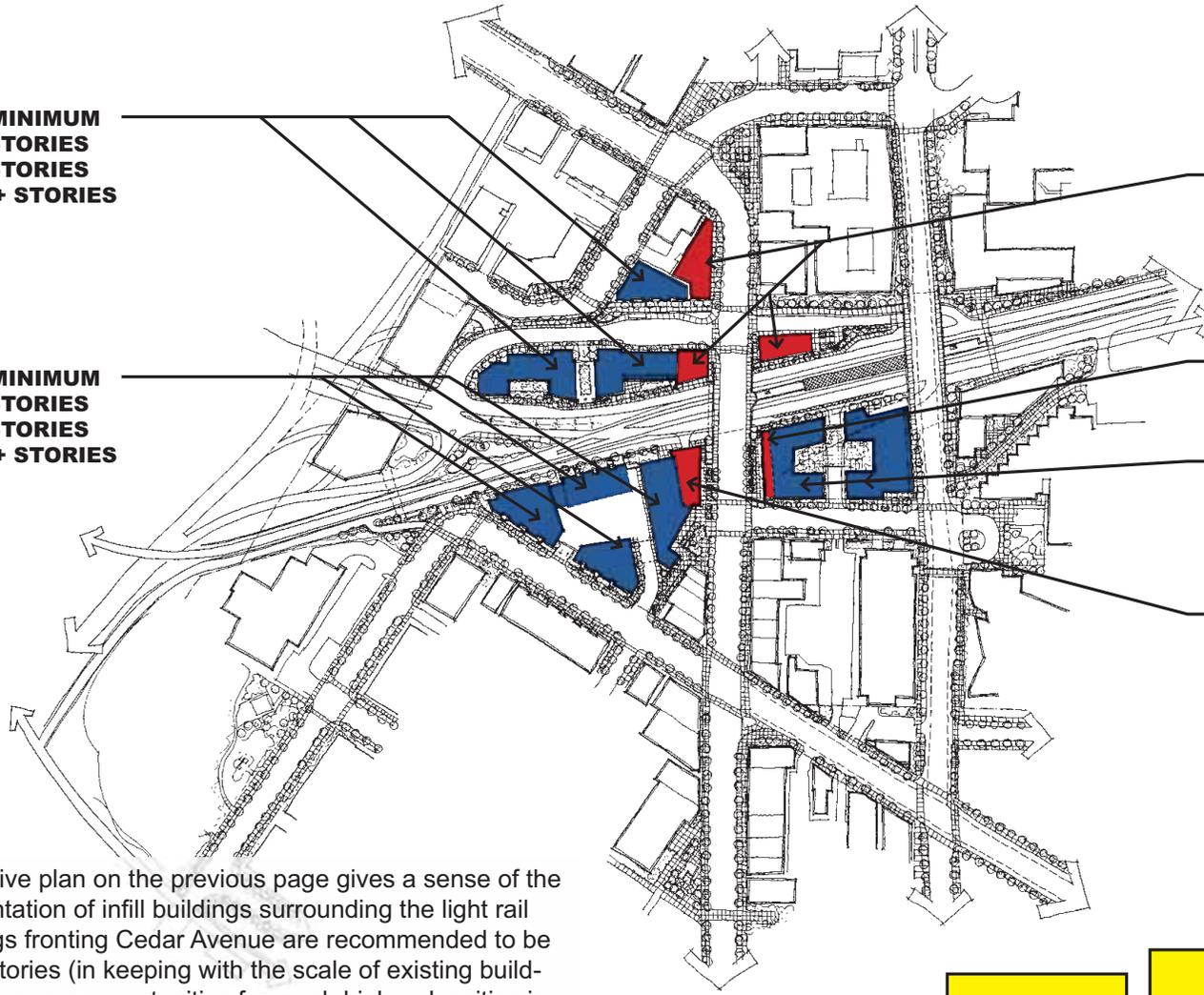
4 STORIES MINIMUM
F.A.R 2 : 4 STORIES
F.A.R 4 : 6 STORIES
F.A.R 6 : 10+ STORIES

4 STORIES MAX AT CEDAR

**4 STORIES MAX AT CEDAR
 (30' DEPTH)**

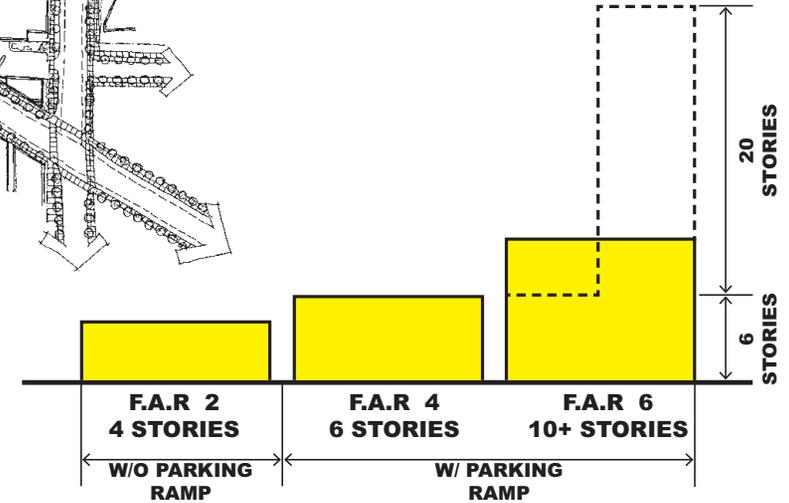
F.A.R 2 : 4 STORIES
F.A.R 4 : 6 STORIES
F.A.R 6 : 10+ STORIES

4 STORIES MAX AT CEDAR



The annotated, illustrative plan on the previous page gives a sense of the scale, texture and orientation of infill buildings surrounding the light rail platform. While buildings fronting Cedar Avenue are recommended to be at a maximum of four stories (in keeping with the scale of existing buildings fronting Cedar), there are opportunities for much higher densities in point towers set back from Cedar. Density will ultimately depend on availability of parking; while each building will have some below grade parking incorporated into the structure, the addition of the parking ramp on the west edge or small internal ramps within blocks will provide an ample reservoir of parking for a variety of land uses.

The consultant team believes a FAR of four is a realistic minimum goal for the overall district. This would require some ancillary parking in addition to parking located beneath buildings.



CONCEPTUAL AREA PLAN

Summary of Application of Tools

Application	Infrastructure and	
	Redevelopment	Public Realm
Linked Development Strategies		
Capitalization of Proceeds	√	√
In-Lieu Fees		√
Land Lease Revenues		√
Connection Fees		√
Special Services District / Business Improvement District	√	√
City and County General Obligation Indebtedness		√
Livable Communities Program		
Tax Base Revitalization Account	√	√
Livable Communities Demonstration Account	√	√
Housing Incentives Account	√	
Tax Increment Financing and Tax Abatement		√

Estimates of Property Tax Receipts and Bond Capacity

Scenario with 1.0 FAR Density

Program (Square Feet)	Southwest	Southeast	Northwest	Northeast	Total
Retail	4,000	2,000	1,000	2,000	9,000
Office	-	17,000	-	2,000	19,000
Rental Residential	73,000	15,000	69,000	-	157,000
Total Uses	77,000	34,000	70,000	4,000	185,000
<i>Density</i>					
Floor Area Ratio	1.0x	0.6x	1.7x	0.6x	1.0x
<i>Valuations</i>					
Total Property Value	11,610,527	5,026,448	10,554,873	603,152	27,795,000
<i>Estimated Public Revenue After Build Out (One Year)*</i>					
Total City Revenue	85,000	50,000	75,000	5,000	220,000
Total County Revenue	60,000	35,000	55,000	5,000	155,000
Total School District Revenue	30,000	15,000	25,000	-	75,000
Total Special District Revenue	10,000	5,000	5,000	-	20,000
Total Revenue	185,000	105,000	165,000	15,000	470,000
<i>Estimated Twenty-Year Bond Capacity</i>					
Est. City Bond Capacity					2,000,000
Est. County Bond Capacity					1,410,000
Est. School District Bond Capacity					680,000
Est. Special District Bond Capacity					180,000
Est. Total Bond Capacity					4,270,000
<i>Parking</i>					
Parking Spaces	89	88	79	13	269

FUNDING SOURCES AND STRATEGIES

Multiple funding sources are available to facilitate both redevelopment and support for public realm and infrastructure improvement contemplated in the study. What follows is a representative list.

Linked Development Strategies: Capitalization, In-Lieu Fees, Land Leases, Connection Fees, and Fast Track Review

- The capitalization of proceeds of a public land sale into uses for Cedar-Riverside and West Bank redevelopment goals presents one approach to financing community goals for the area.
- In-Lieu fees are one-time payments paid by developers who may acquire property adjacent to or near the West Bank station area, in exchange for reductions in parking requirements of height and density limitations.
- The City or County could elect to lease land holdings near the station area to private parties for long-term development, monetizing the value of the land without transferring ownership. Either agency could also lease space within the station area to vendors and advertisers.
- Connection fees reflect direct physical connections from private parcels to the public right of way or station area infrastructure, to fund station area improvements that strengthen connections to the light rail line.

Intergovernmental Sources

- The Tax Base Revitalization Account (TBRA) primarily focuses on reuse or contaminated sites for job creation and housing, and its funds are eligible for evaluation of areas such as the Washington Avenue right of way for real or perceived contamination.
- Proceeds of the Livable Communities Demonstration Account (LCDA) are used to leverage efficiency in land use and transportation infrastructure and integrate housing and job creation in sites such as this station area.
- The Local Housing Incentives Account (LHIA) provides investments in selected projects providing housing to households with low and moderate incomes.
- MnDOT's Transportation Economic Development Pilot Program is designed to support transportation investment with potential to deliver significant value as economic and job creation tools, and may represent a good fit to the project area.

Value Capture (TIF, tax abatement)

Tax increment financing and tax abatement are tools that may allow the City to capture value of redevelopment on sites in the project area, provided private ownership. The City currently uses tax increment financing to achieve redevelopment goals through value capture, and the dramatic potential increase in value in the project area—specifically on the four sites adjacent to the Washington and Cedar Avenues intersection—stands to provide substantial capacity to be collected through this funding approach.

The City and County have policies in place for use of tax abatement to provide funding for public infrastructure, but have not chosen to use the tool as a funding mechanism in recent years. As with tax increment financing, tax abatement presents a tool with strong application to the project area and the sites along Washington Avenue in particular.

Estimates of Property Tax Receipts and Bond Capacity
Scenario with 4.0 FAR Density

	Southwest	Southeast	Northwest	Northeast	Total
<i>Program (Square Feet)</i>					
Retail	16,000	8,000	4,000	8,000	36,000
Office	-	67,000	-	8,000	75,000
Rental Residential	294,000	59,000	277,000	-	630,000
Total Uses	310,000	134,000	281,000	16,000	741,000
<i>Density</i>					
Floor Area Ratio	4.0x	2.2x	6.7x	2.6x	4.0x
<i>Valuations</i>					
Total Property Value	46,442,110	20,105,791	42,219,493	2,412,606	111,180,000
<i>Estimated Public Revenue After Build Out (One Year)*</i>					
Total City Revenue	350,000	195,000	310,000	25,000	880,000
Total County Revenue	250,000	140,000	225,000	20,000	635,000
Total School District Revenue	120,000	65,000	105,000	10,000	305,000
Total Special District Revenue	30,000	15,000	25,000	-	80,000
Total Revenue	750,000	420,000	665,000	60,000	1,895,000
<i>Estimated Twenty-Year Bond Capacity</i>					
Est. City Bond Capacity					8,000,000
Est. County Bond Capacity					5,770,000
Est. School District Bond Capacity					2,775,000
Est. Special District Bond Capacity					725,000
Est. Total Bond Capacity					17,270,000
<i>Parking</i>					
Parking Spaces	356	350	314	49	1,069

*The consultant team believes that rental housing is the most feasible product in this district for the foreseeable future, given market conditions and proximity to the University of Minnesota and other institutions.

FUNDING SOURCES AND STRATEGIES

Development density of the project area will increase from its current use as road right of way; the concentration of development will determine the property tax capacity and revenue produced. The land area now used for Washington Avenue and its right of way, owned by the County and the City, contains prospective development parcels on the northwest, northeast, southwest and southeast quadrants of the Cedar/Washington Avenues intersection. A program of retail, office, and rental residential uses in each of these quadrants, presented in the above table for illustration, produces an overall level of density of 1.0 floor-area ratio (FAR). At this density, the property value created on land adjacent to the Cedar/Washington intersection would approach \$30 million, generating an estimated \$470,000 per year in property tax revenue to the City, County, Minneapolis School District, and special districts such as the Metropolitan Mosquito Control District and the Metropolitan Council. These revenues could be used to repay debt for over \$4.25 million in improvements in the project area, using a conventional municipal financing structure.

At a substantially higher level of density – 4.0 FAR – development adjacent to the Cedar/Washington intersection could exceed 740,000 square feet of space, primarily for rental housing.* Under these assumptions, property value in the immediate area could top \$110 million, producing over \$1.8 million in property tax revenue annually. Over \$17 million in improvements could be financed using this revenue stream. In this more dense scenario, over 1,000 parking spaces would likely be required to meet the demand of residential and commercial users.

The Role of Public Facilitation for Development

The City and County control a valuable collection of land holdings in the Washington Avenue right of way. Location close to the University of Minnesota and downtown Minneapolis, the immediate proximity to Central Corridor, and nearby access to the Hiawatha Line each contribute to the value of the area. The City and County will facilitate development most effectively by accomplishing key steps:

- Clarify and consolidate the ownership of the historical street grid, the County parcels, and the limited City holdings in the area adjacent to the station
- Consider an agreement with the University to enhance the development potential of the parcel southeast of the Cedar/Washington intersection, in conjunction with restoration of Third Street
- Address soil conditions, parking, stormwater and other infrastructure on a district basis, to reduce uncertainty and per-unit costs for prospective developers. Public financing is likely to play a role in managing stormwater management, and City initiatives can assist in reducing the demand for car parking (through transit usage, shared car services such as HourCar and Zipcar, and bicycle/pedestrian movements), and maximizing revenue generated by parking facilities through night time as well as daytime hours.
- Stress the value of high quality public realm in the area as its use changes from road right of way, in the approval process and through continued public investment.

CONCLUSIONS / NEXT STEPS

The Central Corridor light rail line is scheduled to open in 2014. In advance of that, there will be extensive construction that will impact the Cedar Riverside and Seven Corners Districts as well as the West Bank Campus of the University. Hennepin County and the City of Minneapolis recognize that light rail brings with it both challenges and opportunities. Critical to LRT's success will be the ease with which it is used and its connections to the surrounding neighborhoods, and key to that is urbanizing the area around the platform and Washington Avenue itself to create an active, porous and welcoming environment. Washington Avenue should no longer be a depressed trench; instead buildings should front onto sidewalks and buildings and landscaping should create an inviting urban streetscape.

Several infrastructure projects listed on pages 17-19 should be done before or concurrently with construction of light rail, due to their proximity to the line. For example, in the case of the Cedar Avenue Bridge, modifications recommended should be done before the line opens for business in 2014. Likewise, the reconstruction of the Cedar Avenue bridgeheads to accommodate new buildings fronting Washington Avenue and Cedar will require good access from below, which will be much more difficult when light rail opens.

The removal of the ramp from Cedar Avenue to eastbound Washington Avenue is important for two reasons: it allows the southeast bridgehead to be constructed and it frees up land for development sites. Permanent removal of the ramp remains an unresolved issue. A temporary ramp could be installed which would allow the bridgehead reconstruction as well as the re-location of 3rd Street to its original alignment. The location and design of a temporary (or permanent) ramp needs to be studied, but we assume it would include some access to the service court of the Humphrey Institute.

One long-term resolution would be to integrate a new street into new development on that block that would allow vehicles to go eastbound from Cedar Avenue to Washington. The other resolution would remove the ramp and divert east-bound traffic to the street in the northwest quadrant of the intersection.

Sidewalks along Washington Avenue, identified in the infrastructure matrix as important elements to urbanize the street, are best integrated into new development at the time it takes place.

The rest of the infrastructure projects are less time-sensitive, but other key moves, such as the redesign and reconstruction of the Cedar Avenue streetscape will also signal a commitment to the private development community that the City is serious about the renewal of the entire community.