

# STADIUM VILLAGE

## University Avenue

### Station Area Plan



City of Minneapolis  
Department of Community Planning & Economic Development

DRAFT

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# Acknowledgements

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# 1. Executive Summary

## Background

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## 2. Introduction

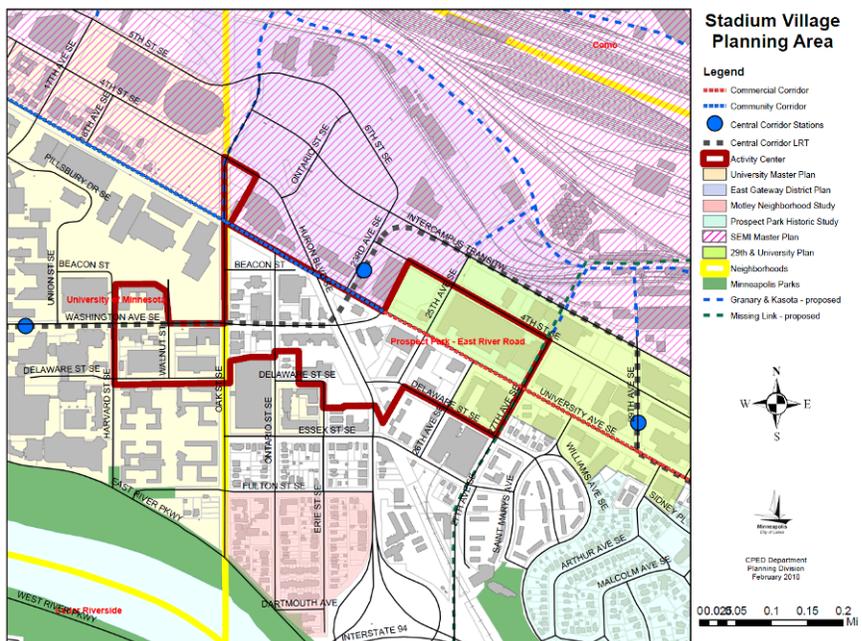
### Background

The Stadium Village LRT Station Area is a unique place along the Central Corridor line. Much of the land is owned and controlled by the University of Minnesota. Many of the primary roads are controlled by the County and feed into the regional network. And the land itself is guided by the City for high density, mixed use redevelopment.

The Stadium Village study is even out of synch with the timing of other station areas, coming somewhat later to allow for the completion of University planning and projects which shape its core – including the recent completion of the TCF Bank Stadium and the resulting road reconfigurations.

As the following plan shows, this dynamics of this area point towards its central location in the region, and central function in terms of plans for transit oriented development. This is already a dense, dynamic urban place with ample bicycle and pedestrian traffic and transit service. It has seen waves of development over time, and is currently experiencing rapid transition and growth.

Due to its unique configuration, the planning effort is being led by a three-way partnership of the City of Minneapolis, the University of Minnesota, and Hennepin County. Moreover, it is being closely coordinated with a neighborhood-led development framework process, being done simultaneously for the Prospect Park station area – which overlaps heavily with the Stadium Village station area. In fact, the study area for the plan has been stretched to cover the Prospect Park area as well, in order to



accommodate recommendations from the neighborhood process.

This is not the first planning effort for the area. Chapter \_\_\_\_ lists a number of past plans which cover parts of the study area. However, when looking at the areas they cover it is apparent there is a “hole” in the middle, around the central intersection of Washington and Huron. A primary purpose of this planning effort is to fill that hole, while knitting together and integrating the policy guidance for the various studies that cover portions of this area.

## **Purpose of Plan**

The Stadium Village University Avenue Station Area Plan is a policy document produced by the City of Minneapolis, in partnership with the University and County, to guide land use and development around the Stadium Village station and surrounding areas along the LRT line for the next 20 years. It builds upon the policy direction of The Minneapolis Plan for Sustainable Growth, the City’s comprehensive plan. It is meant to articulate a vision for the neighborhood based on existing City policy and input from residents, businesses, students, and employees throughout the planning process. The City, public institutions, and community organizations will use the plan to guide their own decision-making processes with incremental changes to realize the full vision.

The plan examines the current conditions of the area, develops a future vision of what area stakeholders want the area to become and then formulates specific goals, objectives, and policies that will help implement that vision. The plan itself builds on past planning efforts and public involvement processes, particularly with regards to themes that have emerged repeatedly.

Following successful completion and public review of the Stadium Village University Avenue Station Area Plan, **it was presented** to the Minneapolis Planning Commission and City Council for approval as official policy direction within the study area. The Plan is to be used by city planners, Planning Commissioners, policymakers, developers, community organizations, institutions and other stakeholders to guide future land uses and development in the study area. Additionally, it will be used to help guide future public investments – including transportation and other infrastructure improvements – which would impact the neighborhood.

In some cases, the plan may supersede existing policy in previously adopted plans, for portions of the station area. Efforts has been made to keep general themes consistent, in respect to previous plans, so these are fairly limited. For the most part, this plan provides more detail and direction related to topics that had already been identified.

## **Plan Overview**

The plan is broken up in several main sections:

The History and Background, Existing Conditions, and Community Engagement Process chapters provide a summary of information that sets the stage for the plan's analysis and recommendations.

The Land Use, Urban Character and Public Realm, Housing, Economic Development, and Parking chapters provide analysis of the issues facing the neighborhood, describe options, and outline recommendations.

The Implementation chapter describes the steps needed for implementing the recommendations in the previous chapters. This outlines potential options for the implementation process; a more in-depth implementation strategy will need to be formulated once the plan is adopted.

### 3. History and Background

This chapter provides a summary of the existing and current planning, and a historic and socioeconomic profile of the Stadium Village study area.

#### Existing Plans

##### *Comprehensive Plan*

*The Minneapolis Plan for Sustainable Growth*, the City's official comprehensive plan adopted in 2009, provides long term vision and policy guidance for the city as a whole. Other city plans, regulations, and city actions must by law found to be consistent with the comprehensive plan

In contrast, small area plans such as this one provide more specific guidance for particular neighborhoods, while remaining consistent with the overall comprehensive plan. These plans are initiated generally in areas facing growth or change, including transit station areas. The goal is that once this plan is complete, it can be incorporated in some form into the comprehensive plan – such as updates to the overall future land use map.

The land use section of the comprehensive plan has both general policies, and those specific to land use features. These features are located throughout the City and defined by their function, density, and concentration of certain types of uses. Several corridors and locations in the Stadium Village station area are designated as land use features. These are described below.

- **University Avenue SE** east of Washington Avenue is designated as a Commercial Corridor. Commercial Corridors are historically prominent destinations in the city, and are characterized by a mix of uses with commercial uses dominating. High densities are frequently allowed along these corridors, and traffic volumes are often significant. Urban form is typically traditional, and there is a focus on a substantial and high quality pedestrian realm.

Policy guidance in the comprehensive plan for Commercial Corridors includes: (1) support a compatible mix of uses; (2) encourage commercial development, including active uses on the ground floor; (3) discourage uses that diminish the transit and pedestrian character at key locations; (4) encourage a height of at least two stories for new buildings; (5) encourage the development of high-density housing; and (6) encourage the development of medium-density housing on properties in adjacent areas.

- **University Avenue SE and 4th St SE** west of Washington Avenue are designated as Community Corridors. Community Corridors are defined as having primarily a residential nature, with intermittent commercial clusters located at intersections. They have a range of traffic levels but are not generally high volume. The commercial



*Existing Land Use*



*Future Land Use*

uses along these corridors tend to be small-scale retail sales and services serving the immediate area. Medium densities are frequently allowed.

Policy guidance in the comprehensive plan for Community Corridors includes: (1) support existing small-scale retail sales and commercial services; (2) support new small-scale retail sales and services, commercial services, and mixed uses at Commercial Node intersections; (3) discourage uses that diminish the transit and pedestrian oriented character; (4) discourage the conversion of existing residential uses to commercial uses; (5) encourage the development of low- to medium-density housing; and (6) promote more intensive residential development at appropriate locations.

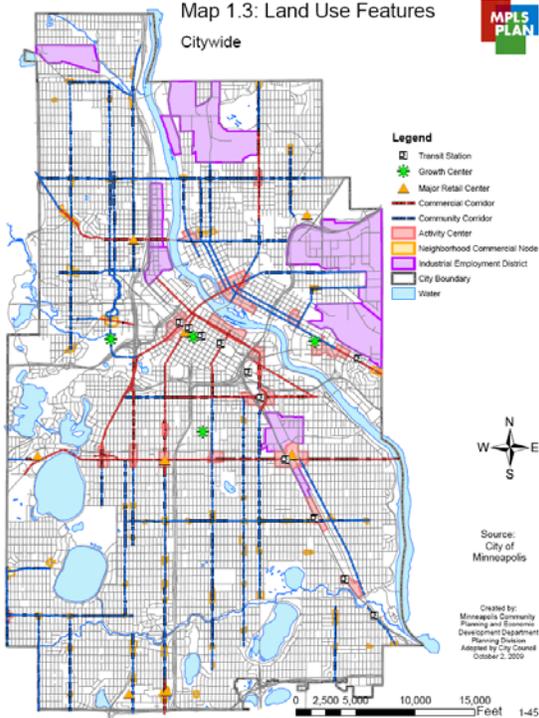
- **Stadium Village’s commercial core** is a designated Activity Center. Activity Centers support a wide range of commercial, office, and residential uses. They typically have a busy street life with activity throughout the day and into the evening. They are heavily oriented towards pedestrians, and maintain a traditional urban form and scale. Activity Centers are also well-served by transit. There are sometimes needs to mitigate the impacts of typical uses here on surrounding areas.

Policy guidance in the comprehensive plan for Activity Centers includes: (1) encourage a variety of commercial and residential uses that generate activity all day long and into the evening; (2) encourage mixed use buildings; (3) encourage active uses on the ground floor of buildings; (4) discourage uses that diminish transit and pedestrian character; (5) encourage a height of at least two stories for new buildings; (6) encourage the development of high- to very-high density housing; (7) encourage the development of medium- to high-density housing immediately adjacent; (8) support district parking strategies; (9) encourage architectural design, building massing and site plans to create or improve public and semi-public spaces; (10) encourage developments to incorporate climate sensitive site and building design practices.

- **University of Minnesota’s campus** is the heart of a designated Growth Center. Growth Centers are characterized primarily by a high concentration of employment. They are typically guided for high density uses that complement the employment center, including residential, office, retail, entertainment and recreational uses. The plan specifically calls out the University as the second largest employment concentration in the city after Downtown and identifies its important regional role – while also describing the need to mitigate some impacts on surrounding areas.

Policy guidance in the comprehensive plan for Growth Centers includes: (1) support development through planning efforts to guide decisions and prioritize investments in these areas; (2) support the

Map 1.3: Land Use Features  
Citywide



intensification of jobs through employment-generating development; (3) encourage the development of high- to very high-density housing; (4) promote the integration of major public and private institutional campuses with the function and character of surrounding areas.

- **Southeast Minneapolis Industrial (SEMI) Area** is a designated Industrial Employment District. As described in the Industrial Land Use and Employment Policy Plans, these are areas specifically guided for job-creating industrial development. Residential uses are discouraged within these districts, both in order to preserve land for jobs as well as to limit land use conflicts. SEMI in particular is the focus of City plans and investment to construct new transportation and stormwater facilities in support of new development.

Policy guidance in the comprehensive plan for Industrial Employment Districts includes: (1) develop regulations that promote compatible industrial development and the efficient use of land; (2) allow industrial uses outside of districts to transition over time to other uses; (3) restrict the development and expansion of non-industrial uses within designated Industrial Employment Districts, limiting non-industrial uses to the types of uses and locations designated in the Industrial Land Use and Employment Plan; (4) strongly discourage new residential uses; (5) encourage and implement buffering through the site plan review process to mitigate potential conflicts between industrial uses and adjacent other uses.

- **Stadium Village, Prospect Park, and East Bank LRT Stations** are the centers of designated Transit Station Areas. These are defined as the area within one half mile of a fixed-route transit station, such as LRT, commuter rail, or busway. Since not all transit stations have the same guidance or context, these often coincide with other land use features that provide additional direction.

Policy guidance in the comprehensive plan for Transit Station Areas includes: (1) encourage pedestrian-oriented services and retail uses as part of higher density development; (2) pursue opportunities to integrate existing and new development with transit stations through joint development; (3) encourage uses that diminish the transit and pedestrian character; (4) encourage architectural design, building massing and site plans to create or improve public and semi-public spaces; (5) concentrate highest densities and mixed use development at station and along connecting corridors; (6) encourage investment and place making around transit stations through infrastructure changes and the planning and installation of streetscape, public art, and other public amenities.

- **University Ave SE & Bedford St SE** is a designated Neighborhood Commercial Node. These nodes generally provide

retail or service uses on at least three corners of an intersection. They serve the surrounding neighborhood, with a limited number of businesses serving a larger area. A mix of uses occurs within and among structures.

Policy guidance in the comprehensive plan for Neighborhood Commercial Nodes includes: (1) discourage the commercial territorial expansion, except to adjacent corners of the node's main intersection; (2) support the continued presence of small-scale, neighborhood-serving retail and commercial services, (3) discourage new or expanded uses that diminish the transit and pedestrian character; (4) encourage a height of at least two stories for new buildings, in keeping with neighborhood character; (5) encourage the development of medium- to high-density housing where appropriate, preferably in mixed use buildings; (6) encourage the development of medium-density housing immediately adjacent to nodes to serve as a transition to surrounding low-density residential areas; (6) encourage the redevelopment of vacant commercial buildings and direct City services to these areas.

As these policies from the comprehensive plan show, the Stadium Village station area is located at the convergence of numerous land use features guided for growth. Generally speaking, the area has clear direction for high density, transit oriented mixed use – with attention to public realm and surrounding community character. Policies for such areas include a focus on excellent transit service, high quality bicycle and pedestrian connections, and traditional urban form.

### *Other Planning Efforts - Past and Ongoing*

Although there have been no recent plans focused specifically on the Stadium Village station area, there have been a number of plans done for portions of the study area. Together with the comprehensive plan, these plans form the policy framework and general context for this current plan. Additionally, there are some planning efforts that were ongoing at the same time this plan was being developed. These are listed below, with brief descriptions. Study areas covered by these plans are shown on Map , which shows the “hole” at the center of this framework which this plan aims to fill.

Where most relevant, recommendations from these related plans are incorporated throughout this document, depending on subject matter. In particular, technical and other in-depth studies provide more scope to this study's content.

- **PPERR Neighborhood Revitalization Plan Action Plans** (PPERRIA, 1995-2005) – Through the citywide NRP process, the neighborhood association completed both Phase I and Phase II action plans. Issues prioritized and funded included: housing preservation and expansion, pedestrian connectivity, noise pollution mitigation, support for the neighborhood school Pratt,

safety/security and livability initiatives, support for SEMI redevelopment, and other initiatives.

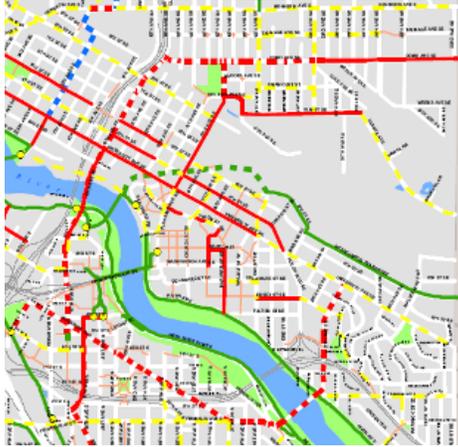
- **Southeast Minneapolis Industrial/Bridal Veil Area Refined Master Plan, Alternative Urban Areawide Review** (City of Minneapolis, 2000) - As a designated Growth Center, the SEMI area is proposed for redevelopment in order to provide jobs and housing. The primary land use proposed for this area is light industrial with housing and commercial proposed along the University Avenue SE corridor. The plan also gives detailed direction for bridge and roadway infrastructure improvements, storm water management infrastructure and park components.
- **Industrial Land Use and Employment Policy Plan** (City of Minneapolis, 2006) - Provides policy direction for industrial land uses and industrial sector employment in Minneapolis. Key recommendations include adopting Employment Districts for industrial uses, protecting industrial areas from redevelopment, and pursuing economic development strategies for fostering industrial job growth and city resident employment.
- **University Avenue SE & 29th Avenue SE Development Objectives and Design Guidelines** (PPERRIA/Hennepin County, 2007) - Provides guidance for the University & 29th transit corridor. The intent is to provide guidance for transit-supportive redevelopment of this corridor. Land use guidance is for a mix of uses, including a variety of residential, commercial, and open space. Built form and site development urban design guidelines are also included. Includes development scenarios for potential distribution of uses, density, and open space.
- **Missing Link Development Study Report (Minneapolis Park and Recreation Board, 2008)** – Develops an alignment and strategy for completing the “missing link” of the Minneapolis Grand Rounds parkway system from St Anthony Parkway to E River Parkway. Would include a connection through SEMI and along 27th Avenue SE. MPRB is currently working to identify resources for implementation.
- **University of Minnesota Twin Cities Campus Master Plan** (University of Minnesota, 2009) - This plan establishes a framework for guiding the evolution of the campus environment to support the academic mission. It sets the vision for the future, building upon the existing physical attributes, including natural features, open spaces, existing buildings and infrastructure, land use relationships, and the network for movement to, from, and around the campus.
- **East Gateway District Master Plan** (University of Minnesota, 2009) - The East Gateway District Master Plan, completed by the



*Missing Link Development Study*



*East Gateway District Master Plan*



*Planned bicycle routes in the study area*

University of Minnesota, creates a vision for the campus area surrounding the new TCF Bank Stadium. This plan proposes a mix of new research and academic facilities, core technical support functions, and new office and retail uses within the 54-acre District. Construction is already underway on several University buildings described in this study document.

- **Access Minneapolis** (City of Minneapolis, 2009-2010) – Access Minneapolis is the City’s transportation action plan that addresses a full range of transportation options and issues, including pedestrians, bicycles, transit, automobiles, and freight. The purpose of Access Minneapolis is to identify specific actions that the City and its partner agencies need to take within the next ten years to implement the transportation policies articulated in The Minneapolis Plan for Sustainable Growth. Includes street design, pedestrian and bicycle plans with specific recommendations for facility extensions and improvements in this area (see Map [REDACTED]).
- **University District Urban Design Framework** (University District Alliance, ongoing) – The University District Alliance, a collaborative effort of stakeholders in the neighborhoods surrounding the University of Minnesota campus, has been working on various elements of urban design guidance for development and investment in the area. To date, the Alliance has developed some development principles to be used in reviewing and responding to development proposals. Work to integrate this with neighborhood level review is ongoing.
- **Historic Resources in the Central Core Area** (Mead & Hunt, July 2011) – As part of a citywide initiative to survey historic resources, this study covered the Stadium Village area and vicinity (with the exception of the U of M main campus, which regulates its own historic resources independently). The purpose was to identify resources that might be eligible for local and/or national designation and to call out themes that merit additional research and study. Results have been incorporated into this plan’s historic resources section in this chapter.
- **Central Corridor Investment Framework** (Central Corridor Funders’ Collaborative, ongoing). Commissioned by a group of funders interested in the development potential of the Central Corridor line, this study looks at the costs and logistics associated with making transit oriented development happen. It compiles and reviews projects and corresponding costs including both public infrastructure and private development, and includes an assessment of development feasibility. The study concluded that the section of the corridor passing through the Stadium Village study area had some of the highest development potential anywhere along the line, and would therefore be among the first to see things happen.

However, it did caution that in the short term, market conditions would slow many developments that lacked subsidy.

- **Big Picture Project** (LISC, 2012). Developed by LISC in partnership with the cities of Minneapolis and St Paul, its purpose was to create a unified housing strategy for the whole Central Corridor. The goals included stabilizing existing housing stock, preserving long term affordability, and making sure new development projects improve the quality of life for residents in surrounding neighborhoods. Results and related recommendations are summarized in Chapter 8 on housing.
- **Bridal Veil Creek Subwatershed Study** (Mississippi Watershed Management Organization, 2011). The MWMO's study details a relative subwatershed stormwater retrofit assessment recommending catchments for placement of Best Management Practice (BMP) retrofits in the Bridal Veil Creek Subwatershed. The area includes the Stadium Village station area as well as some nearby areas. The study recommended a series of stormwater management retrofits with rankings based on effectiveness relative to cost. This plan incorporates many of these into the urban character and public realm element in Chapter 7.
- **Granary Corridor Feasibility Study** (City of Minneapolis, 2012). The purpose of this study was to conduct a cost benefit analysis of constructing a road and/or greenway in the path of the planned Granary Road, between the SEMI industrial area and the river. The study produced mixed results, with findings supporting road infrastructure at the eastern (industrial) end but not at this time at the western end. Although the corridor itself is largely north of the Stadium Village study area, it has implications for traffic, connectivity, economic development, and other factors here. Relevant results and findings are in Chapter 4.
- **University District Open Space Framework** (Metro Design Center, 2010-2011). This collaborative effort between the Metro Design Center and the University District Alliance had two main phases. The first looked at defining a network of intersections between natural ecological corridors and existing urban features to create an open space framework. The second looked at way to build on this to create a sustainable and healthy community. The future of Granary Corridor (as discussed in the previous item) was also a consideration. Key results are incorporated into Chapter 7.
- **Prospect Park 2020** (PPERRIA, 2012). This process bears a special relationship to this plan, with overlapping study areas, stakeholders, and scopes. The purpose of this study was to create a predevelopment framework for the Prospect Park LRT station area, including land use, public realm, market analysis, parking, and related elements. It included working closely with property owners,

in particular the Textile Center - an anchor institution of the area. Many of the recommendations are incorporated throughout this study, especially in terms of land use and public realm. Prospect Park is current planning a second phase to address specific development-related issues.

Identified issues and themes in these plans with bearing on this current plan include, but are not limited to, the following:

- Concern regarding maintaining quality and character of existing housing, and support for compatible infill development
- Livability concerns regarding safety, noise, property maintenance, and other issues
- Support for redevelopment of transitioning industrial areas, with some areas still guided for jobs (including building on the University's investment in biomedical research capacity) and others for transit oriented mixed use
- Need for design guidance for both private development and public realm
- Support for increased pedestrian and bicycle connectivity, including open space areas as part of a network of amenities
- Attention to the edge between the University campus and the surrounding area, and how it develops and changes

## Historical Context

At the heart of Stadium Village for many years was the University of Minnesota's football stadium - Memorial Stadium, which was dedicated in 1924 and remained in use until 1981. It was demolished in 1992 and was eventually replaced in 2009 by the TCF Bank Stadium, constructed across University Avenue from the commercial core. The old stadium site is now home to the University's alumni center and a large open plaza.

The commercial core of this area, with its close proximity to the stadium and the main University of Minnesota campus, predictably developed into a student-oriented residential and retail district, as it remains today. The other areas around the core had a variety of uses, reflecting their historical development.

On the north, the proximity of a major rail yard and grain storage area to the north created a industrial center, which extended southwards just east of Stadium Village along rail spurs. For a time, the grain elevator concentration was the largest in the country. While the main rail yards remain, shifts in industry and land use have seen some of these areas transition to housing and commercial, as well as expansions to the University campus. These newer uses are now mixed in among the older industrial uses.

*Historic images of Stadium Village area*





On the east and west, desirable neighborhoods developed and grew. With convenient access to busy historic job centers, plus access to the river and some appealing topography, the neighborhoods of Prospect Park and Marcy Holmes developed. Both contain numerous historic homes, some dating back to the 1880's and before. For years, they have housed staff, faculty, students, and others with a connection to the University campus.

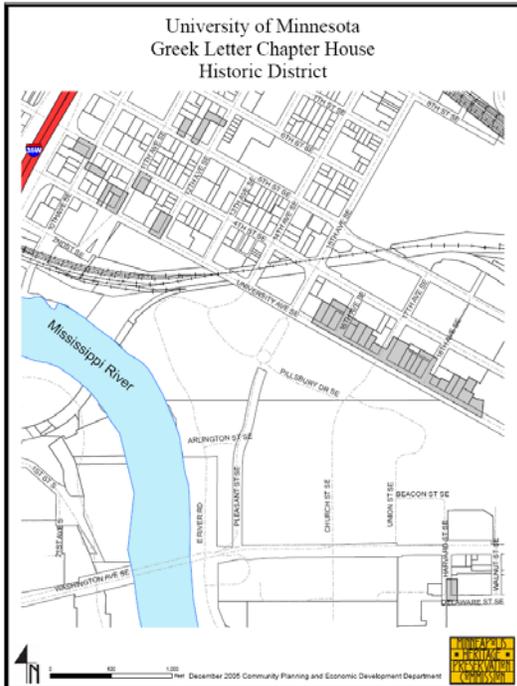
On the south, the area is split between the changing boundary of the main University campus and adjacent neighborhood areas, both stretched along the Mississippi riverfront. The University's presence in this area dates back to its original purchase of land (an area now known as the Knoll) in 1854, with its first permanent building completed in 1858. Expansion and development of the campus has continued ever since on the east bank of the river, as well as the west bank starting in the 1960's.

In recent years, land use change has been gradual but steady. The main change has been the conversion of nearby industrial areas into expansions of the University campus, and new mixed use development capitalizing on close access to the campus. Significant industrial areas remain, however, in the SEMI area.

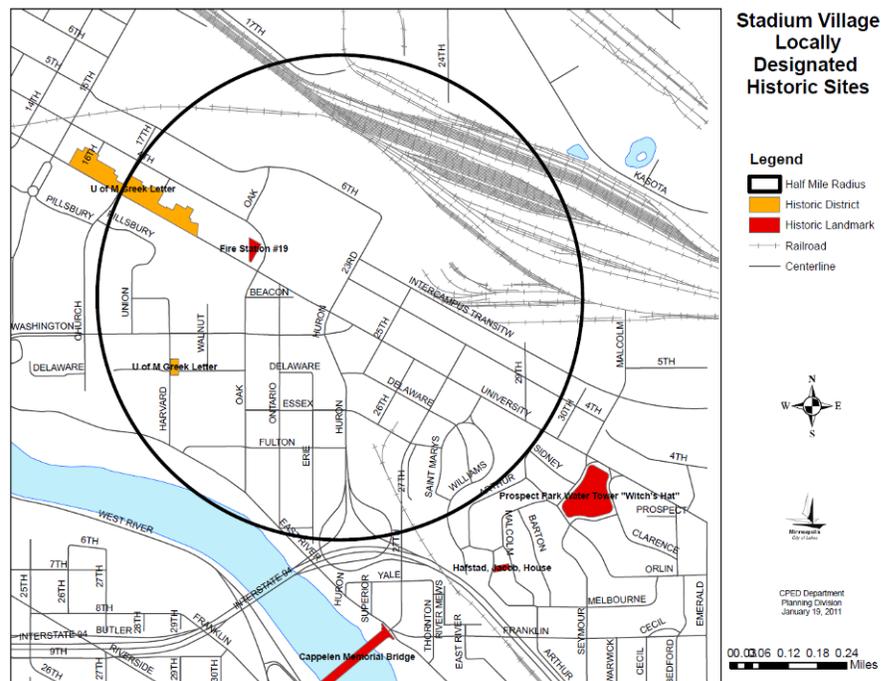
### *Historic Resources*

The Stadium Village area is enriched by many historic properties in the near vicinity. To the west is the historic campus area of the University of Minnesota. To the east is the historic Prospect Park neighborhood, with many significant properties. Even the nearby industrial areas have historic grain elevators. The current significant properties in the study area include (see Map         ):

- Fire Station #19, 2001 University Ave SE (local landmark). Constructed in 1892, this fire station served the Southeast Minneapolis area until 1983. In addition to its classic architecture, it is significant as the birthplace of kittenball, a variant of softball. After its closure and the construction of a replacement fire station nearby, it was converted to office and retail space.



- U of M Greek Letter Chapter House Historic District (local landmark historic district). The emergence of a thriving Greek letter system at the University of Minnesota reflected the tremendous growth and prosperity of the University during the first three decades of the twentieth century. Recognized as well for their highly symbolic, architecturally distinctive 20th century designs, the houses defined the northern edge of the campus. The core of the district extends east along University Avenue from 15th Avenue SE to 19th Avenue SE in an area commonly known as "Fraternity Row." During the period of significance, from 1907 to 1930, a total of thirty-three chapter houses were built still retain a fair level of historic integrity.



As noted above, the timing of this plan coincided with another City of Minneapolis initiative to re-survey potentially historic properties and report on the results in the same area. The study did not result in the designation of any additional properties, but did identify a number that have potential historic significance and merit further study. While the survey of properties is too numerous to list here, a few trends emerged in properties recommended for further study:

- *Commercial properties along University Avenue.* University Avenue hosts a mix of commercial and industrial properties that have been built over a number of years. The study singled out a few of those with architecture typical of varying periods to recommend for further study. It is worth noting that there are some older

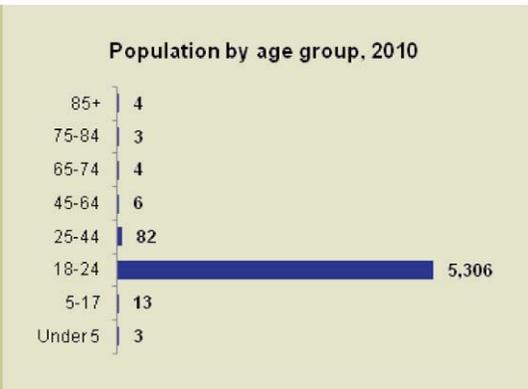
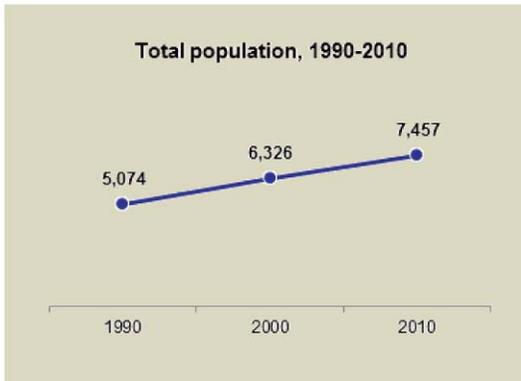
commercial properties in the Stadium Village core, the study did not find a concentration significant enough to merit consideration for historic commercial district designation.

- *Industrial properties in SEMI.* The historic concentration of grain elevators and other industrial buildings and campuses remains a notable feature of this area. Though most (with some key exceptions) are no longer in use, a number of them still remain, and have potential significance for reasons of commerce and industry, as well as architecture. These resources have been previously documented in a citywide Grain Elevator Study (MCDA, 1997), Historic Resources in the SEMI Area (MCDA, 1997), and The Junction of Industry and Freight: The Development of the Southeast Minneapolis Industrial Area – A National Register Assessment (MCDA, 2003). This research made the conclusion that a historic district here was unlikely due to loss of intensity of development. However, there are a number of properties that are potentially eligible for national or local designation.
- *Potential residential district and expansion.* The core of the Prospect Park neighborhood has already been evaluated as a potential historic district. The most recent survey suggested an even wider area be included in this diverse district. More investigation is pending whether this area will be nationally designated, or another strategy will be used to preserve the area’s historic context. The core of Prospect Park does have some individual historic landmarks, but as that area is largely outside the Stadium Village study area they are not specifically referenced here.

This plan will not focus specifically on individual historic resources. However, the prevalence of them, especially in industrial and residential – but also in commercial – areas means they will be and should be a consideration when pursuing the redevelopment of the area. This is especially true in industrial areas, where single-purpose structures like grain elevators are often hard to adaptively reuse, and will need creative solutions in the face of potential redevelopment. This is particularly true in the SEMI area north of the transitway. While there are industrial buildings south of that area, many of those are newer and less historically significant.

## Demographic Context

The Stadium Village area is not a “typical” neighborhood. Many of the residents closest to its center live in dormitories or Greek housing - which the US Census terms “group quarters”. The high percentage of students means any population profile is skewed by age, education status, income, and other factors. The presence of a number of non-student households in surrounding areas is also represented. The result is not a completely clear picture of the demographic features of this area.



University area population

To provide a better look at the demographics of Stadium Village, this chapter will consider two parts of the area separately. The Stadium Village actually straddles two neighborhoods: Prospect Park-East River Road and University. Prospect Park, represented by the oldest neighborhood organization in the city, has a mix of household types in low to medium density housing. University, which is dominated by the campus itself, has no formally recognized neighborhood organization and is home primarily to students in medium to high density housing.

### Population

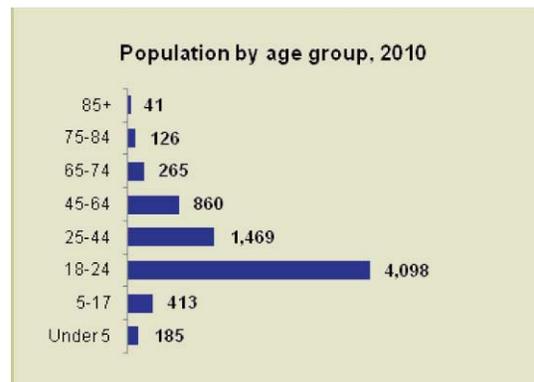
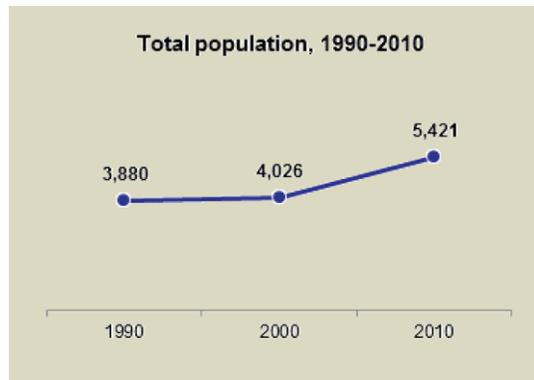
#### University

From 1990-2010, the population of the University neighborhood has been increasing, especially in the 2000's. This reflects the relatively recent decision of the University to expand some of their on campus housing options to accommodate more first year students – a policy decision in response to research that students living near or on campus generally perform better and graduate at a higher rate than those that do not. This has set the stage for increases in student housing in the surrounding neighborhoods for the subsequent school years, as students have developed a preference for living near campus rather than commuting.

As is expected, the age distribution mirrors the student population. In 2010, 98% of the residents were between 18-24 years of age, percentage that has increased since 1990.

Likewise, the population's racial and ethnic distribution reflected the student body. The area remained predominantly white, but saw increases in the percentages of Asian, Black, and Latino residents.

Since most of the residents lived in group quarters (dormitories and Greek housing), the number of households was very small in comparison. Though there were 5,421 residents in 2010, there were only 169 households, with the vast majority of the population living in group quarters (dormitories). Additionally almost all of those in households were either people living alone or with unrelated individuals (i.e. roommates). In 2010, only 4 family households were identified.



Prospect Park area population

#### Prospect Park

From 1990-2010, the population of Prospect Park grew significantly more than the city average with a 47% increase, to a total of 7,457. This reflects the construction of some new medium to high density infill housing along the edges of the established residential core. This includes several large student housing developments, as well as some smaller scale housing aimed at families.

The age distribution changes reveal that this growth was driven by a surge in the 18-24 year old population, which accounted for 55% of the population in 2010. The next largest group was the 25-34 year old population, with 14% of

the total. The percentages of residents under 18 or over 65 have declined. However, Prospect Park still has a more diverse age spread than University.

The neighborhood has also become more racially diverse, especially in the category of Asian and Pacific Islander which now accounts for 16% of the population. As this mirrors the trends in the University neighborhood, it likely also reflects the demographics of the students.

Unlike in the University neighborhood, most residents live in households. However, the composition is shifting. In 2010, 72% of the households were classified as non-family – which likely means students. By comparison, less than 11% of households were families with minor children.

One more notable trend is that the neighborhood, not surprisingly, is very well educated. For the population 25 years and older, 62% have a bachelor’s degree or higher. Of those, half have a graduate degree – twice the percentage rate for the city as whole.

### *Employment and Income*

#### *University*

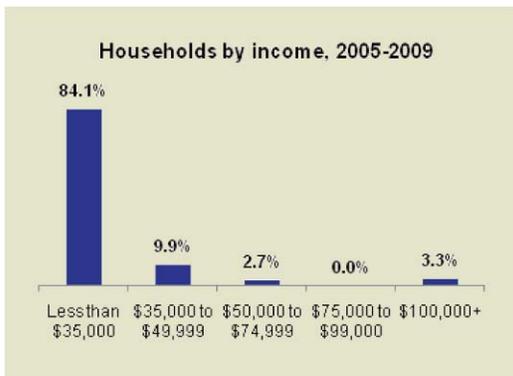
The University neighborhood's labor force and employment trends followed its unusual composition with much lower than average workforce. Of the 5,421 residents, only 403 were actively employed as of 2009. Although this would be a sign of stress in many neighborhoods, it is not surprising in a place where many residents are full time students for whom their current employment situation may be only a supplementary or temporary arrangement. It is possible that there may be some undercounting of these part time jobs in this total.

Likewise, the neighborhood's very low incomes (around \$14,713 in 2009 - a third of the city average) reflect a temporary situation while students are obtaining degrees, rather than a longer term condition of poverty. It should be noted that these income measures would not typically capture payments from the students' families and other sources of financial aid, for tuition, room, board, and other expenses. Therefore, they would also not equate closely to their actual standard of living.

#### *Prospect Park*

Compared with University, the statistics for Prospect Park show a somewhat different picture. As of 2009, 1,644 residents were employed. It is notable that almost half of these (47%) work in Minneapolis, a higher rate than in the city as a whole.

Consequently, the median income in 2009 (\$43,976) is much higher than the University area – though still lower than the citywide number. Declines in this value since 1999 are most likely due to the increased presence of



*University area income*



*Prospect Park area income*

students in the neighborhood, who for the reasons given above tend towards low incomes. However, a look at the income distribution shows that there are also a substantial number of households with higher than median incomes.

This is evident in the poverty statistics as well. In 2009, over 47% of the residents were identified as being in poverty. (This information is not available at present from the University neighborhood due to disclosure issues related to the small number of actual households.) There is some subsidized housing that may account for a portion of this, but it is likely that the majority is due again to the student effect.

## Housing

### University

The unique character of this neighborhood is once again seen in the housing characteristics. Of the 169 occupied housing units in 2010, 156 of them were renter occupied. The percentage of renters has continually remained over 90 percent for decades. The number of housing units has been increasing, but remains low – only 170 total, with only one of these being vacant.

The average household size was much higher than the citywide average – 3.7 people per household compared to the citywide 2.2. There is a split by tenure: rental households average 3.9 residents, while the small number of owner occupied ones average 1.4. This suggests once again that the rental units are student housing shared by multiple students.

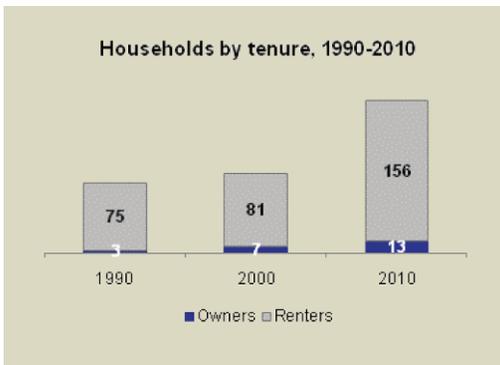
Residents also experience extremely high turnover: 79% said they had lived in a different residence one year ago.

### Prospect Park

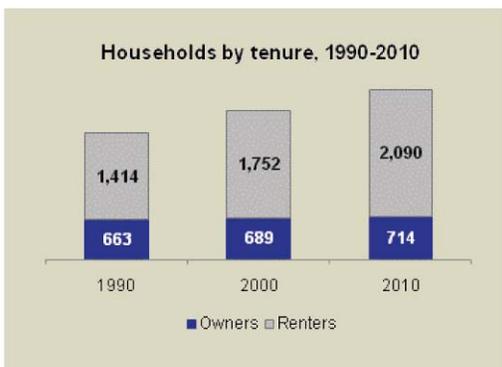
Compared with the low number of housing units in University, in 2010 Prospect Park had around 2,800 residences, with 94% of these occupied. The consistent majority of these units are rental - increasing to around 75% of the total in 2010. Approximately a third of the units are in the form of single family residences, with the remainder in multi-family structures.

The median household size is fairly close to the citywide average, at 2.4 people per household. Also similar to citywide averages, around 17% of these households do not own a car. The housing stock is a mix of new and old, with 40% of the units dating back to 1939 or earlier, and 20% of the units constructed within the past 10 years. Around 50% of residents had moved from another residence within the previous year – a fairly high rate, but lower than in University.

## Employment and Worker Profiles



University area housing



Prospect Park area housing

Employment and workforce information was obtained from the Census' Local Employment Dynamics tool, which is updated as of 2009.

### **Jobs Profile**

#### **University**

There are approximately 25,000 jobs in the University neighborhood in 2009. They were more likely to be held by older workers and to receive higher pay in comparison with citywide averages. Workers were also more likely to be highly educated – 42% had a bachelor's degree or higher compared to 33% of workers citywide.

Not surprisingly, the most prevalent industries were educational services (56%) and public administration (15%).

Comparing the numbers of the statistics on the population, it is clear that the residents are younger and lower paid in comparison with the employees. This again reflects the dynamic of a large resident student population.

#### **Prospect Park**

Prospect Park by contrast had around 3,200 jobs in 2009. In marked contrast to University, the jobs were more likely to be held by younger workers and to receive lower pay in comparison with citywide averages. Educational attainment also appeared to be lower.

Consistent with these statistics were the types of industries that were represented here. While health care and social assistance was the top category (17% of jobs) it was closely followed by lower-paying accommodation and food services (14%). Around 10% of the jobs were in manufacturing, reflecting the proximity to the SEMI industrial area.

### **Employed Residents Profile**

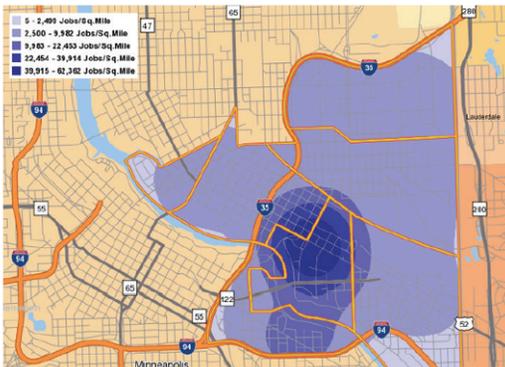
#### **University**

As mentioned above, the reported labor force participation for this neighborhood was quite low to the prevalence of full time students. The reported labor force is substantially larger the number of employed residents, suggesting the nature of short term and seasonal (e.g. school year) employment.

With regards to transportation to work, over 63% indicated they walked or biked to work or worked at home – compared to 15% citywide. Though not clearly identifiable in the data, this suggests that many of this group work in or near the campus area where they live.

#### **Prospect Park**

**Jobs per square mile, 2009**



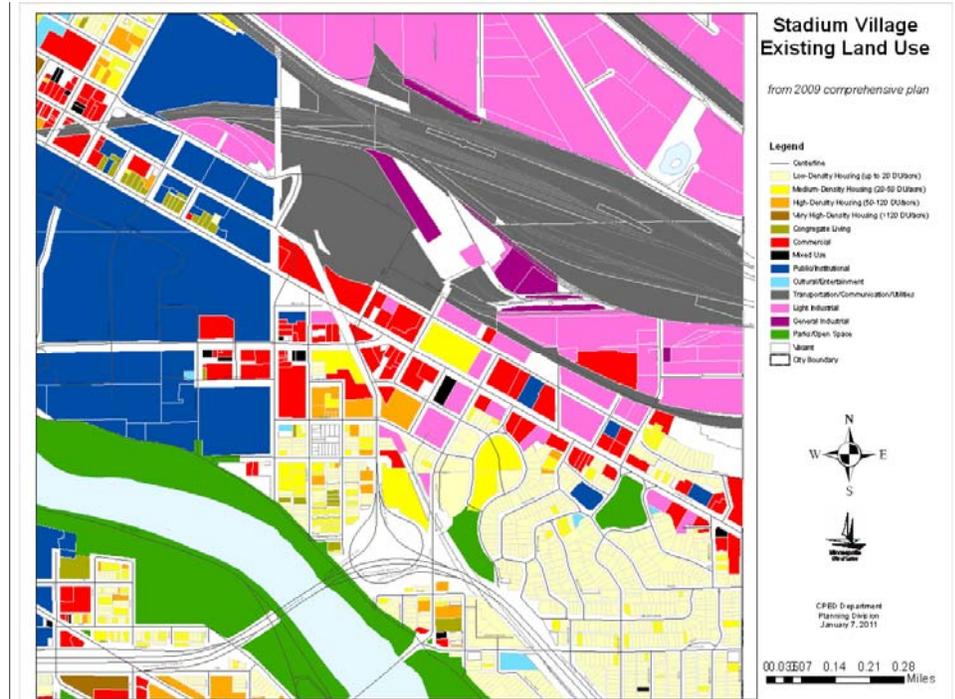
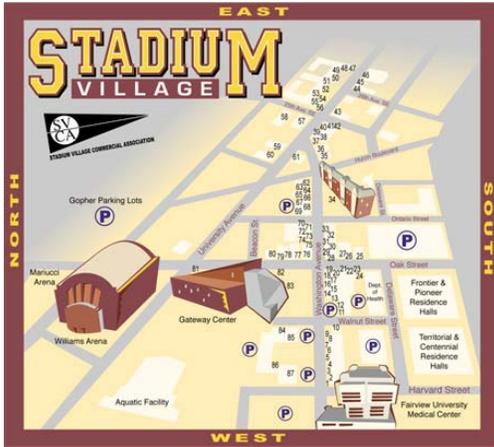


## 4. Existing Conditions

This chapter provides a summary of the existing land use, zoning, community facilities, property characteristics, and transportation systems within the study area.

### Zoning and Land Use

The mix of uses around the Stadium Village station area is as diverse as any in the City of Minneapolis. On all sides are a variety of land uses and zoning classifications, as outlined below. See Map [redacted] for existing land use and Map [redacted] for existing zoning. This mix offers interesting implication for planning.



On the positive side, there is potential for creative mixed use redevelopment projects, and a dense urban fabric where home, shopping, work, recreation, and school are all within walking or bicycling distance. It also offers the potential for transit oriented mixed use development to take advantage of the coming light rail and existing high frequency bus service. On the other hand, mixing uses requires careful attention to buffers and transitions, so that incompatible uses do not negatively impact their surroundings

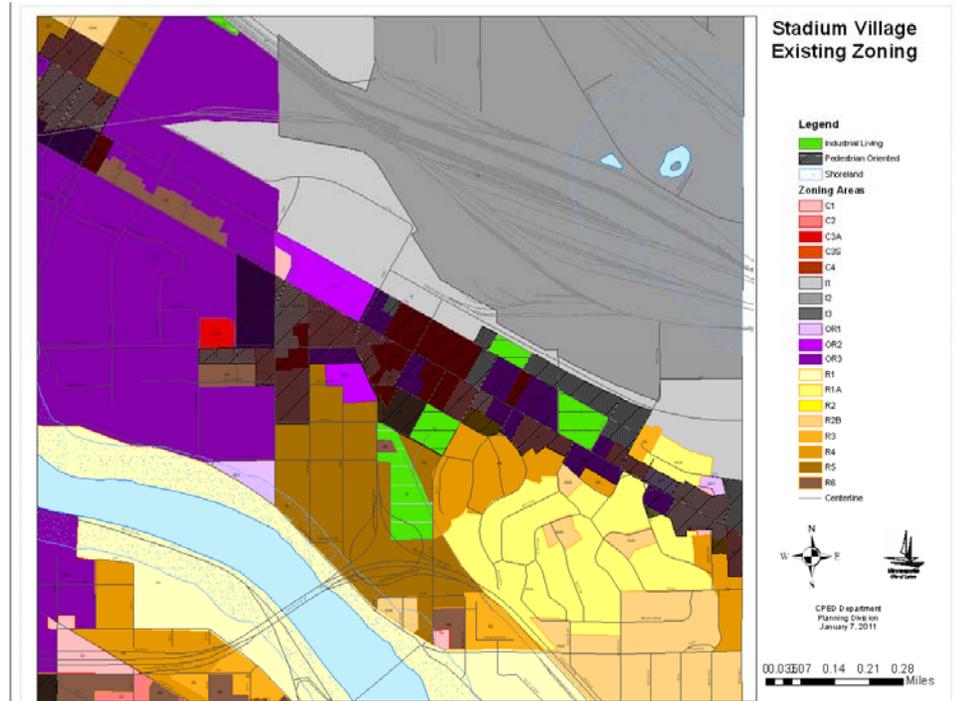
- **Institutional.** The western side of the study area is dominated by the large institutional presence of the University of Minnesota. The campus is mostly zoned OR3, the city's highest density institutional zoning classification. The area around the TCF Bank stadium still shows up as industrial and is zoned I1. This reflects the fact the development was still in process in the past year or two, and that there was no need to rezone the

property (from its original zoning reflecting the fact it was previously rail yards) as the University of Minnesota is exempt from all city zoning requirements.

- **Commercial.** The center of the Stadium Village business area, and properties along University Avenue to the St Paul border are primarily commercial mixed with some residential uses. The zoning is a patchwork of C3A, C2, C1, OR2, and a few others (including OR1 and I1). The character varies, from the walkable campus-oriented commercial district along Washington to the more destination business focus along University. These commercial areas are largely contained within a large Pedestrian Oriented overlay district which stretches from Harvard to Emerald.
- **Industrial.** North of the station area is the Southeast Minneapolis Industrial (SEMI) Area, the site of the planned Minnesota Science Park redevelopment. Presently, this area is industrial, dominated by rail yards served by Burlington Northern, Union Pacific, and Minnesota Commercial operations. The core of this area is zoned I2, though the parcels closer to University are I1. While the policy guidance is for all areas north of the transitway to stay industrial (or other job-generating uses), the currently industrial area between the transitway and 4th St SE is largely guided for transition to mixed use commercial and residential.
- **High Density/Mixed Residential.** South of the station area is a residential neighborhood with a mix of densities and uses, commonly known as Motley, although it is technically part of the Prospect Park neighborhood. This includes some congregate living facilities and higher density residential development mixed in with older low to moderate density residences. The overall zoning classification is R5, reflecting past decisions to concentrate higher density housing near the University campus. A couple of the blocks in this area are being actively acquired by the University for future campus expansion, with land sitting vacant or as temporary surface parking in the interim. The University's campus master plan describes this as a "joint planning area," representing a need for coordination between the University and the community regarding the area's future.
- **Low-Medium Density Residential.** East of the station area is the residential core of the Prospect Park neighborhood. The blocks closer to campus, currently occupied by Glendale Townhomes, an affordable housing development, and several large-scale student housing developments is zoned R4. This area, some of which still has railroad spurs, has been transitioning from former industrial use and still have some isolated industrial properties and zoning. The lower density



core (primarily single family, duplex, and small multi-family development) is zoned R1A and R2B.



## Community Facilities

While not completely self-sufficient, the area has access to many community services which make a neighborhood work.



*Pratt School*

- **Parks and open space.** There is access to the riverfront parklands along East River Road from several points in the study area, through both the University campus and Prospect Park neighborhood. The steep bluffs limit accessibility to some of this land for recreational use. The Prospect Park neighborhood core has both Tower Hill Park and Luxton Park. And the University campus itself, while not officially a park, has some attractive green spaces such as the Northrop Mall, which are available to campus students, staff, and visitors.
- **Schools.** Prospect Park is home to Pratt Community School, a public school for grades pre-K through 5th that is the community school for the Prospect Park and University neighborhoods. This school serves a widely diverse population of students, and has an arts and science focus. Middle School students attend Sanford Middle School or Anwatin Middle, and high school students attend South High School, both outside the study area. Busing to numerous other community and magnet schools is available. Obviously, the presence of the University



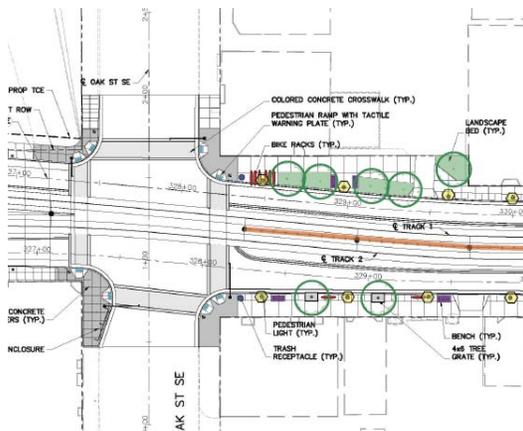
Fire Station 19 (current location)

of Minnesota provides many opportunities for continuing education.

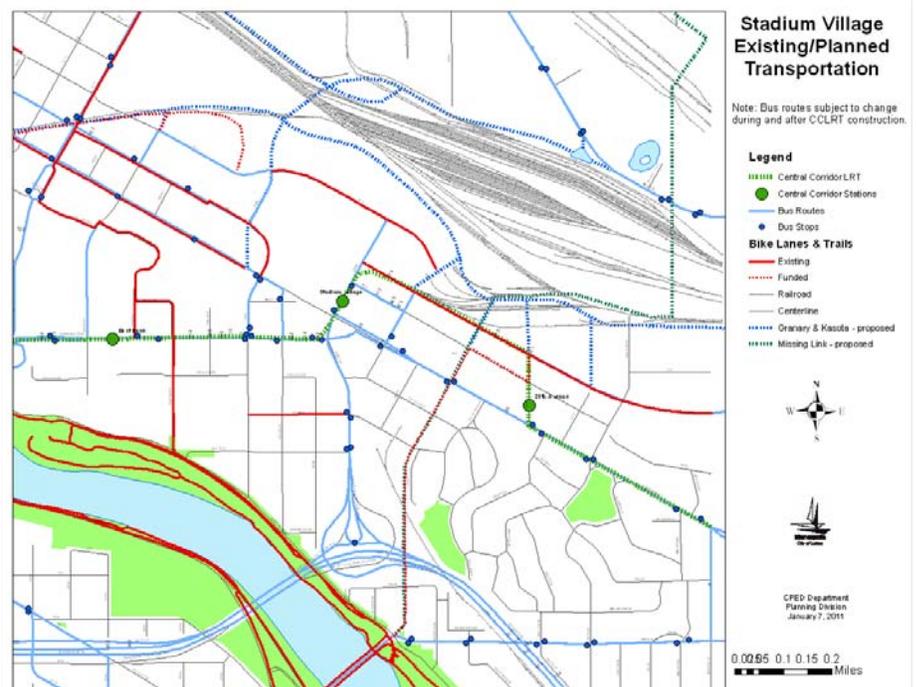
- **Fire Station.** The study area is served by Fire Station #19, centrally located near the commercial core of Stadium Village on Ontario Street. This is actually a newer location – the historic Station 19 still exists and is currently being used as a commercial building.
- **Police Station.** The study area is located within the 2nd Police Precinct, whose main offices are outside the study area on Central Avenue. The campus area is patrolled by the University of Minnesota Police Department.
- **Library.** The nearest public library is Southeast Library, located just west of the study area on 4th St SE in Dinkytown. The University of Minnesota has numerous general and specialized libraries on its campus that have some availability to the public. There has been some discussion that this location may be substantially renovated or moved. The library system plans to assess this in a future study, yet to be scheduled.

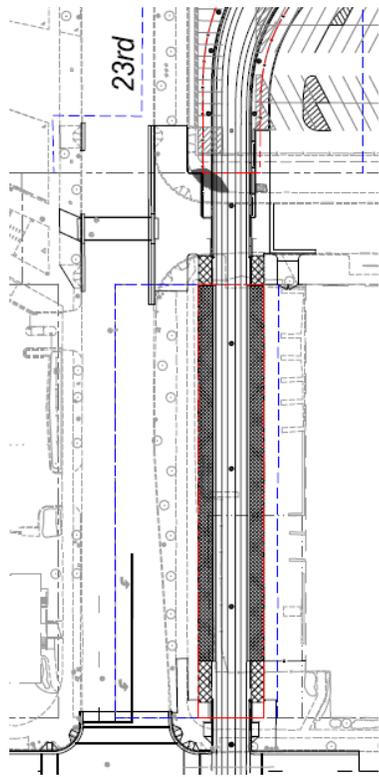
## Transportation System

Just as this area is characterized by a diverse mix of land uses, it is also marked by a diversity of transportation facilities and options. The upcoming Central Corridor is definitely the focus at this time, but many other modes need to be taken into account as well. See Map [redacted] for existing transportation facilities.



LRT project concept for Washington Avenue streetscape





Layout for 29<sup>th</sup> Ave station platform

### Light Rail

The planned Central Corridor LRT project, now under construction, cuts right through the middle of the study area along University Avenue SE and Washington Ave SE, including the Stadium Village commercial area and the University of Minnesota campus. Linking the downtowns of both Minneapolis and St Paul, this route will also serve the University of Minnesota, with an automobile free transit mall through the center of the East Bank main campus area along Washington. Indeed, due to the student population and other University-related riders, the stretch of LRT through campus is projected to be among the busiest on the entire route. The line is expected to be completed and open for service in 2014.

The light rail project has both long term and short term implications for this study. In the short term, the loss of on-street parking and the disruption caused by construction will impact many property owners, businesses, residents, and others in this area. This planning process may capture some of these concerns and offer solutions – although the Central Corridor project itself has the responsibility for short-term mitigation efforts regarding transportation, and business outreach groups are working on other related angles regarding business impacts. The plan will more extensively inform the long term, in which the LRT service both provides a high quality transportation option and sets the stage for transit oriented development.

While this study is centered on the Stadium Village station, located on 23rd Avenue SE near University Avenue, the study area also includes two other stations: East Bank (located in the middle of the University Campus on Washington Avenue) and Prospect Park (located on 29th Avenue near University Avenue).

### Bus Transit

While the light rail will greatly enhance the transit options for this area, it is already well-served by transit. In fact, the LRT route is very similar to the existing bus Route 16, a Metro Transit Hi-Frequency route. Hi-Frequency routes run every 15 minutes (or better) throughout most of the day on weekdays and Saturdays. Another Hi-Frequency line, Route 6, serves the area from areas to the west of the study area. Also in the area are routes 2, 8, 50, and numerous commuter and express buses. Most of these are expected to continue when the LRT is open, though some routes, stops, and schedules will change.

The Campus Connector is a University-run shuttle bus that connects the Minneapolis campus to the St Paul campus via its own dedicated transitway. This will also be impacted by the LRT but will continue to serve the route.

Bus ridership is very high in this area, in part due to the large employment destination, frequent service on multiple routes, and availability of the U-Pass, a deeply discounted bus pass available to students at the University, and the Metropass, a similar program for University faculty and staff. In



The area is well-connected to the regional bus transit system

In addition to Metro Transit and Campus Connector buses, the area is also a destination for suburban opt-out lines like Southwest Transit.

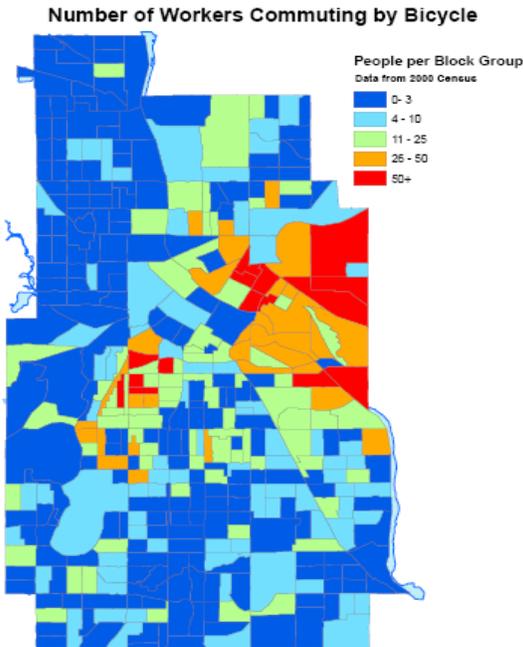
A route study was initiated in early 2012 to look at bus routes along the Central Corridor and assess the need for any changes.

### Roads

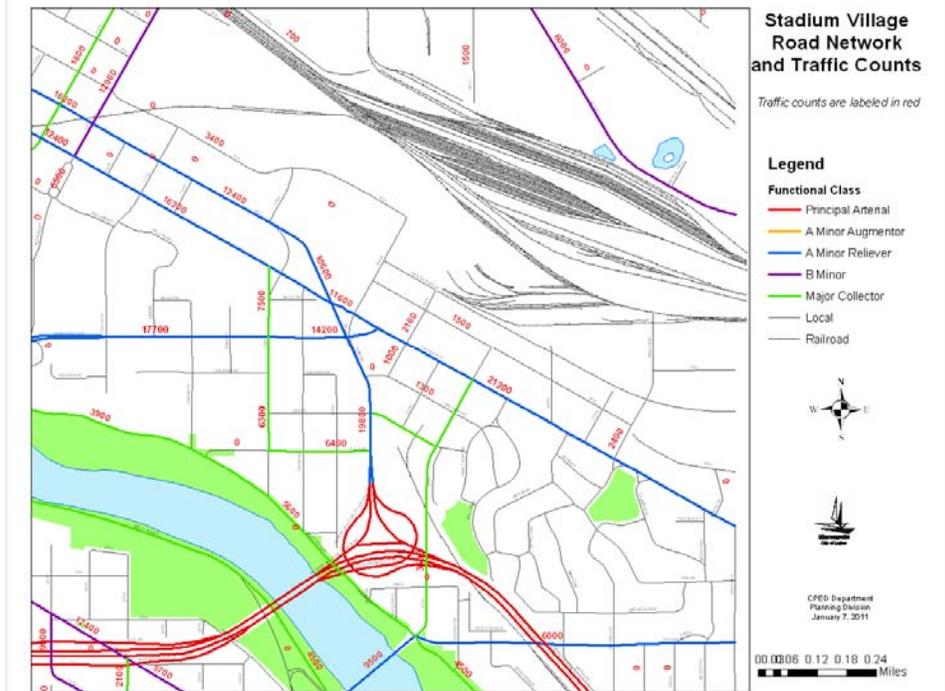
See Map [\[Yellow Box\]](#) for additional details on the road network in the study area. The area is served by Interstate 94, providing access to the downtowns of both Minneapolis and St Paul. Several arterial roads run through here as well, including University Avenue SE, 4th Street SE, Washington Avenue SE, Huron Avenue SE, and Franklin Avenue SE. These roads are owned and maintained by Hennepin County. Oak Street SE, Fulton Street SE, 27th Avenue SE, and Essex Street SE serve as collectors.

Currently, the highest volume street is University Avenue with over 21,000 vehicles per day, followed by Huron Avenue with 19,000 and Washington Avenue with 17,000.

The closure of a segment of Washington Ave SE for the campus transit mall as part of the Central Corridor project has shifted some traffic onto parallel routes like University and 4th. The exact impact is not yet known, as the project is still under construction and there are temporary routes and detours in place. In preparation, some changes were made to the local road network through the University campus to accommodate changes in traffic patterns and shifting volumes.



*The area is a hub for bicycle commuting*



Planning for a new east-west connecting road through the SEMI industrial area has been underway for some time. The first phase, currently in right-of-

way acquisition, will provide access to some underutilized industrial parcels and set the stage for new development in that area. If the route is completed as planned in the SEMI Master Plan, it will stretch from I-35W into St Paul to 280 and beyond. This route would provide an alternative to University and 4th and other east-west routes. However, the future phases are uncertain and unfunded at this time. A feasibility study/cost-benefit analysis underway in 2011 for one of the future phases. **RESULTS**

### *Bicycle*

The Stadium Village area sits near what could be considered the most prominent hub of bicycle commuting in the city. Based on Census data, no other area has higher bicycle commuting than the University campus and its environs. Bicycle traffic counts collected in 2009 revealed some of the highest bicycle path usages on area streets: 3,500 trips per day on 15th Ave SE, 3,400 on Washington Ave on campus, and 1,700 on E River Parkway. The busiest location is close by: the Washington Ave bridge over the Mississippi, with over 6,800 trips per day.

Interestingly enough, despite the high levels of bicycle usage, the crash rates involving bicyclists do not appear abnormally high compared to other parts of the city. This is perhaps because bicyclists are so prevalent that automobile drivers are more alert to their presence than they would be otherwise.

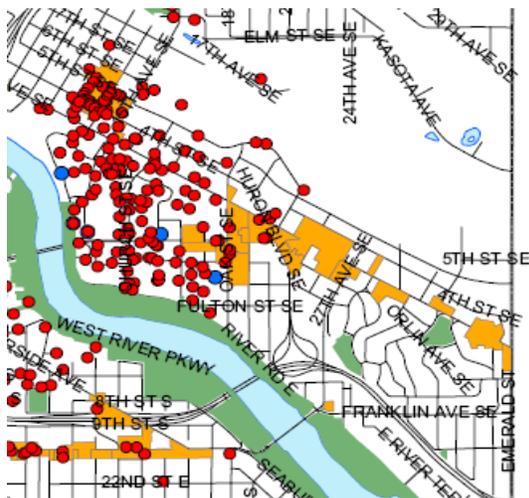
Not surprisingly, there are a number of bicycle facilities serving the area. A series of lanes and paths run along major corridors including University Ave, 4<sup>th</sup> St, 27<sup>th</sup> Ave, and the University Transitway. A new path follows the Dinkytown trench and crosses the Mississippi River to the West Bank campus. Recent investments in lanes and paths have created an intentional ring of bicycle access around the entire East Bank and West Bank campuses. Additionally, on campus routes provide access through the campus itself. The campus and its surroundings have numerous bicycle parking facilities.

However, there still are some gaps in the network. The most obvious is in the core of the Stadium Village commercial area itself. While a number of paths lead up to this area, there is no designated bicycle facility through it. At present, bicyclists are directed to take more roundabout routes that bypass this busy area. However, with so many destinations in near proximity and such a high level of bicycle traffic, it seems there should be a more defined plan for how they should be accommodated. This topic will be undertaken as part of this study.

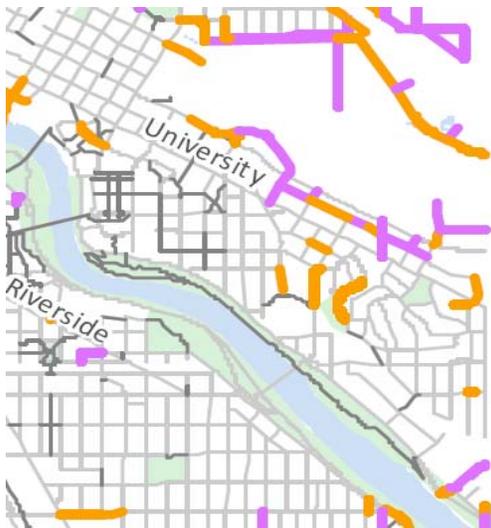
Additionally, there is a significant hole in the network in the area of the rail yards, in terms of a connection to northern neighborhoods such as Como. Bicycle traffic does find its way around on 15<sup>th</sup> Avenue SE, which is effectively the highest traffic on-street bicycle lane in the city according to recent bicycle counts. Plans for Granary connections and the Grand Rounds Missing Link address this, but funding and feasibility are still in question.



*There are numerous heavily traveled bike routes in the study area*



*A large number of bike racks are needed to meet demand*



*Gaps in the pedestrian network*



*Accident locations involving bikes/peds – numerous but not out of proportion with high levels of bike/ped traffic*

## **Pedestrian**

For the most part, like much of the city, the pedestrian network is fairly intact. There are typically limited pedestrian amenities, but that doesn't prevent a high level of pedestrian traffic using the area, especially the areas on and immediately adjacent to the campus. A recent pedestrian count of select locations throughout the city showed the center of the East Bank campus as by far the highest volume pedestrian area, with over 20,000 pedestrians per day. The Walkscore.com rating of this campus area is 94 out of 100, one of the highest outside of Downtown.

The streetscape reconstruction that will occur as part of the Central Corridor project will improve the pedestrian experience through new sidewalks and landscaping, some new street furniture, and a significant amount of new pedestrian lighting. The transit mall on the campus will feature an "amenity zone" for pedestrians along with high quality streetscape. The lighting is a particularly significant addition as the majority of the study area, outside of the University campus and the residential core of Prospect Park, has very little in terms of pedestrian level street lighting.

A few gaps in the system do remain, though. The industrial areas, including those along 4th Street south of the transitway, typically lack sidewalks on one or both sides of the street. The city's Pedestrian Master Plan identifies this as a "medium" priority for correction in terms of gaps needing attention. These areas do not have a lot of pedestrian traffic, but this still is a concern, as students and business patrons often park in these areas and walk to destinations. Furthermore, the minimal or nonexistent streetscape does not really set the stage for new transit oriented development.

Additionally, the development of University Avenue as a pedestrian friendly corridor, in support of transit oriented development, is hindered by its width and the subsequently daunting task of crossing it on foot. This issue will need to be addressed if the area is to develop as a cohesive whole rather than a string of single destination establishments.

As with bicycles, the crash rates in the area are quite low in comparison with the pedestrian volumes. However, this may not be capturing all the crashes as University crash statistics are sometimes reported separately from city totals.

## **Freight**

Although the focus of this study will be on transportation for people, freight transportation also plays an important role in this study area. The SEMI area serves as a main rail yard for BNSF, Union Pacific and Minnesota Commercial operations. Likewise, truck traffic (associated with both the rail and other industries/businesses) is prevalent on the designated truck routes.

Although some peripheral storage areas have been sold off and converted, the mainline remains an important part of the rail network in the area, as it has been for over 100 years, and will continue to function as such. However, redevelopment adjacent to these parcels is unlikely to be as rail-oriented as it

was in the past - when the area was predominately focused on grain storage and transport.

Most of the rail activity is fairly isolated from other uses, and the mainline tracks are generally grade separated from streets and pedestrian activity. There are three at grade crossings on a spur track near Huron Blvd/I-94 in the transitioning industrial area there, but they are very low volume serving only one user.

## Travel Patterns

Given the context of this area, it is not surprising that residents this area does not rely exclusively on automobile for travel. In fact, according to 2000 Census data, only 40% of the employed residents drive alone to work – much less than the city or regional averages. Of the remainder, 32% walk to work and 12% take public transportation.

Looking at the area closest to campus, it is even more pronounced: only 31% drive alone and 42% walk. These totals are very high and point towards the need to heavily prioritize creating a walkable environment in and around campus.

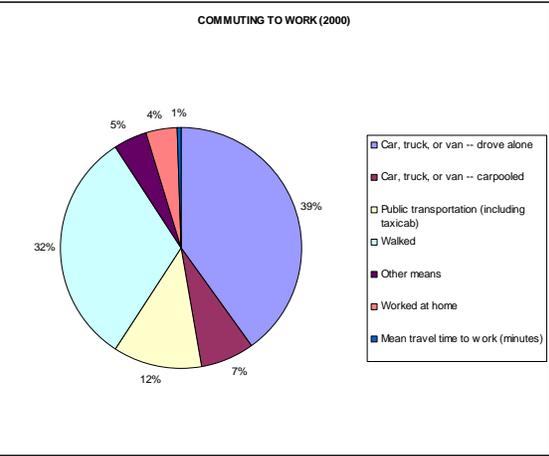
Despite this high non-auto mode split, most households still own at least one automobile – only 16% are car free. With student housing this might be somewhat skewed, as “households” of roommates are frequently comprised of more than the typical percentage of licensed drivers. On the other hand, the more student dominated areas nearest campus have higher percentages of auto-free households: 24% compared with 7% in the remainder of the area. Still, it indicates that despite the pedestrian focus, parking and general accommodation of automobiles must be taken into account.

The University of Minnesota keeps parking statistics on travel to and from campus. Some recent facts they have compiled include:

- 80,000 people per day arrive on campus
- Only 30% drive alone
- Only 40% are traveling more than five miles to get to campus

The University itself has been a major advocate of encouraging alternative forms of transportation, ranging from transit passes to car sharing. They are also the biggest owner and manager of parking in the area by far. Their information and analysis will be incorporated in this planning process to help provide a full and comprehensive picture of transportation dynamics.

## Property Ownership and Value



One of the most distinctive characteristics of property ownership in the Stadium Village area is the predominance of publicly owned land.

Approximately 54% of land within ½ mile of the station is owned by the U of M. The railroads and Minneapolis Public Housing Authority are also significant land owners. In total less than a quarter of the land (23%) is privately held.

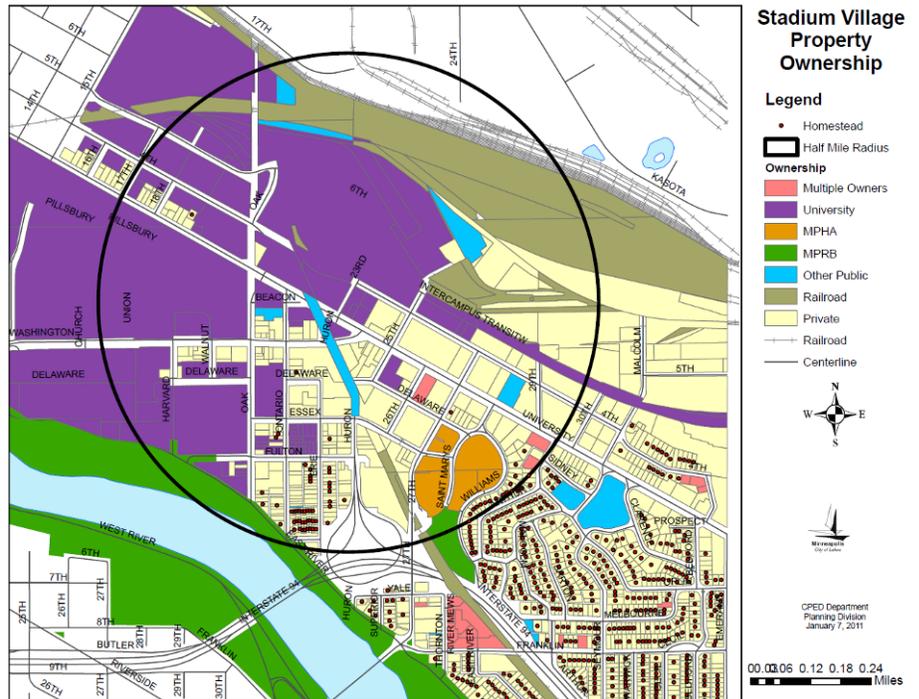
<b>Ownership of Parcels Within ½ Mile of Stadium Village Station</b>			
Owner	# Parcels	Total Acres	% of Acres
University	83	293.9	54%
Private	271	125.6	23%
Railroad	18	98.0	18%
MPHA	7	9.8	2%
City	4	6.5	1%
MPRB	2	4.8	1%
Other Public	3	2.5	0%

By contrast, over half the land within ½ mile of the Prospect Park station is privately owned. (Note that there is overlap between the two radii, so a number of parcels are counted in both.) This suggests greater availability for private development.

<b>Ownership of Parcels Within ½ Mile of Prospect Park Station</b>			
	# Parcels	Total Acres	% of Acres
Private	595	217.8	53%
Railroad	17	86.0	21%
University	37	79.7	19%
MPHA	7	9.8	2%
City	5	9.4	2%
MPRB	4	4.7	1%
Other Public	3	2.8	1%

Both areas show a fairly low percentage of land dedicated to public parks, as indicated by around just one percent ownership by the Minneapolis Park and Recreation Board (MPRB). This does not account for public spaces in the right-of-way or other areas that may not be parcelized.

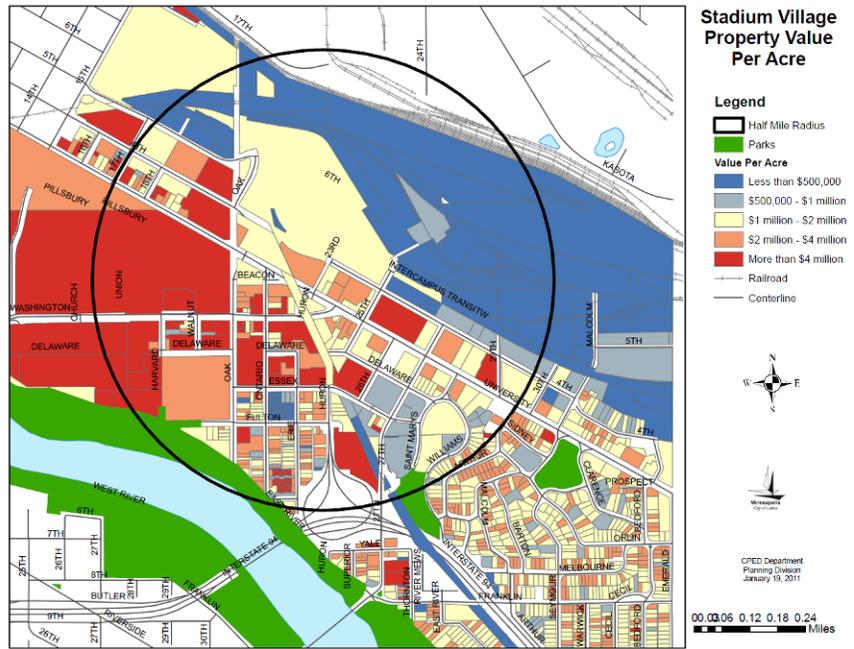
Map  shows the distribution of ownership by type, as well as the prevalence of homesteaded properties.



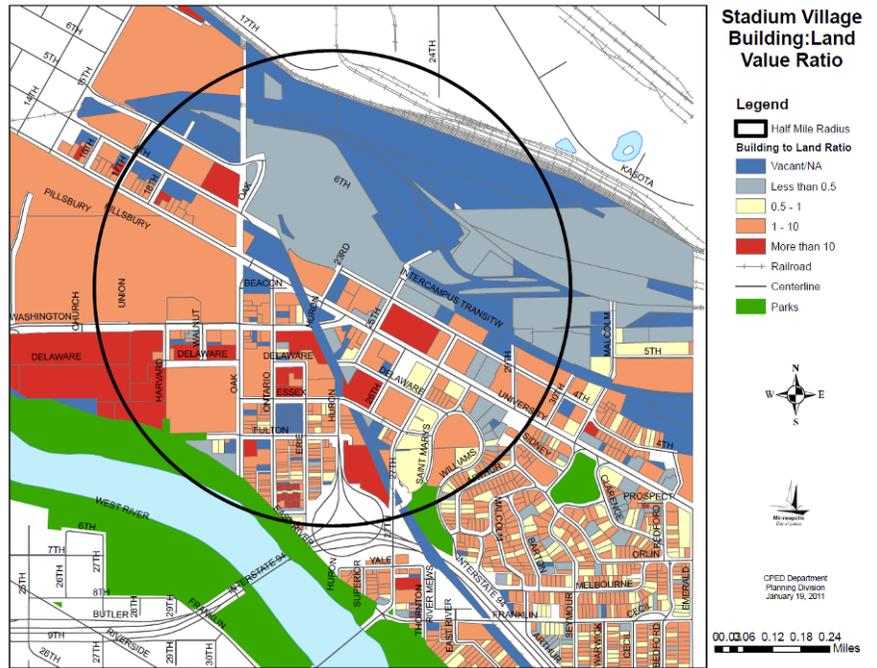
Generally speaking, the core of homesteaded properties (i.e. owner occupied residences) is in the main portion of the Prospect Park residential core. There are some clusters closer to campus in the Motley area, but the majority of those residences appear to have been converted to rental. Within a half mile of the Stadium Village station, there are just 64 homesteaded properties. By contrast, there are 312 within a half mile of the Prospect Park station.

University ownership has implications for property values as well. While University property is not valued the same as others (it is exempt from property taxes), it impacts the property values of adjacent areas by limiting the number of additional sites available for private development.

Map      shows the valuation of properties by acre. The highest value properties in the study area per acre are on the University campus and in some of the immediately adjacent parcels close to the Stadium Village core. This is likely due to both the high level of investment in these properties (University buildings are often high value structures) and the market value associated with immediate, convenient access to campus. The lowest value is associated with railroad lands in the industrial area, not surprising since these are often minimally improved with few structures of value besides rail and limited and/or obsolete industrial uses.



Map  shows the ratio of land value to building value. This shows which properties have buildings that are relatively low compared to their land, and hence may be possible targets for redevelopment.



This map tells a similar story to the property value per acre. In addition it highlights that some residential properties may have homes that are relatively low value compared to their property. However, these are unlikely to change uses significant due to limitations placed by low to moderate residential zoning. Likewise, the industrial areas typically trail other types of areas in value, but are unlikely to transition away from job generating uses

due to zoning restrictions. That said, this does give a very general sense of what parcels might be attractive to developers.

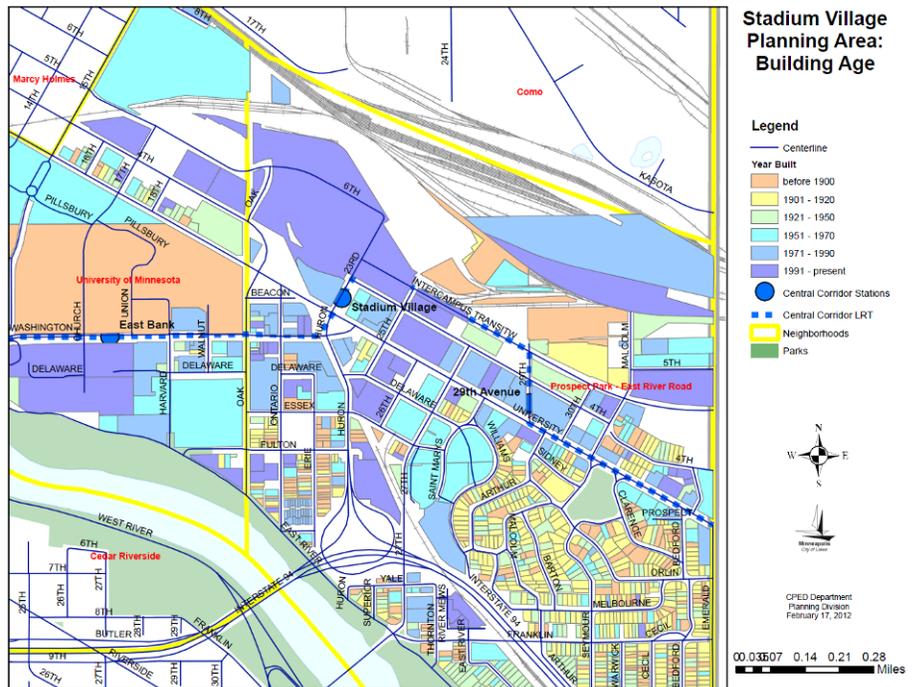
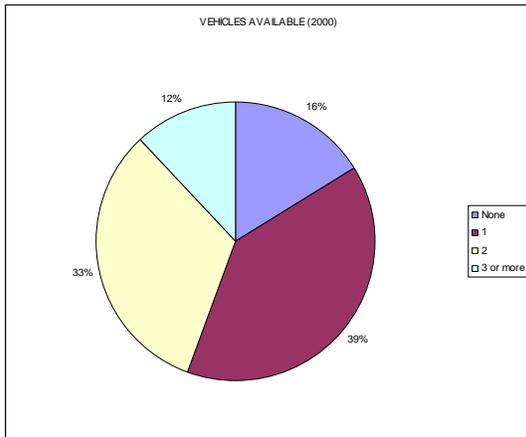
## Property Age and Condition

Map  shows the age of buildings in the Stadium Village area. It is clear from the pattern the transformation that has taken place over time. The oldest areas are the original extent of the University campus, some core residential areas in Prospect Park, and some industrial areas in SEMI. These areas contain a number of buildings from the late 19<sup>th</sup> and early 20<sup>th</sup> centuries.

However, much of the growth in the area has taken place in more recent years. Most notably was the expansion of the campus to the south and east, and redevelopment of industrial areas along Huron and 27<sup>th</sup>, as well as commercial and mixed use infill along University and 4<sup>th</sup>.

The most recent development has been campus and residential expansion in these areas. The residential development has been mostly in the form of larger scale student housing development.

The overall picture of development is a dynamic, changing one, largely shaped by the presence and expansion of the campus and its influence.

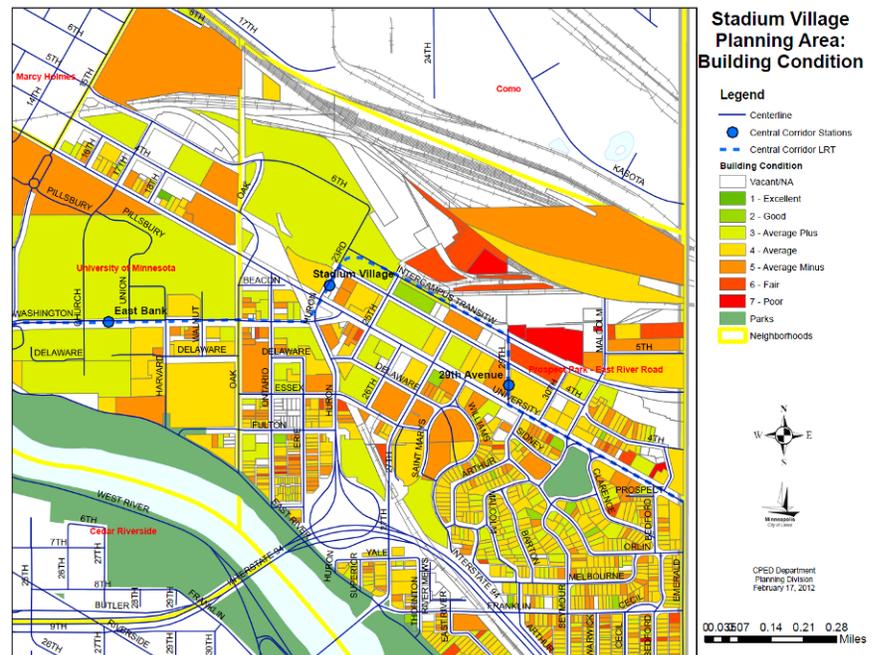


The City periodically reviews the condition of all buildings citywide to assess their condition. They assign a rating of 1-7 to each building, with 1 being excellent and 7 being poor.

Map   shows the building condition for all parcels where it is available in the study area. The majority of the buildings tend to be around average condition, with some excellent and some poor. Concentrations of buildings with below average to poor condition ratings are found

- In the SEMI industrial area. This is not surprising, as it includes a number of vacant and/or underutilized sites slated for redevelopment.
- Some blocks housing near campus, especially smaller sites along Ontario and Erie. There are also limited stretches elsewhere along some of the busier roads, including University, Huron, and Franklin.
- Portions of the Glendale public housing community appear to be in below average condition, as well as some nearby properties.

Since buildings are reviewed only every few years, this source is not always completely up to date. For instance, several below average properties along Washington Avenue have since been demolished to make way for new developments. However, in general it provides useful insights into areas with property maintenance issues.



## 5. Community Engagement Process

This chapter gives an overview of the community engagement process used during the development of the Stadium Village University Avenue Station Area Plan.

### Steering Committee

Early in the planning process, a steering committee was chosen for the Stadium Village University Avenue Station Area Plan. The steering committee plays an important role in any small area planning process such as this one. This role includes:

- Advisory on process. The steering committee provided guidance to City, County, and University staff and consultants on how to structure the planning process.
- Communication with appointing organizations. Steering committee members served as a communication link between the study process and the entities they represents.
- Public engagement. Steering committee members were asked to work with community organizations in getting the word out about public events related to this study.
- Advisory on plan content. Although the committee had input in the plan, broader public input is essential in informing the plan. The steering committee was asked to be a sounding board and offer preliminary feedback on plan options in preparation for broader public engagement.
- Representative. Steering committee members represented the values of their appointing organization. They also had a responsibility to factor in the perspectives of other groups and individuals. They must consider: citywide policies and values, the satisfaction of multiple needs, and the feasibility of plan implementation.

The membership of the Stadium Village University Avenue Station Area Plan steering committee was carefully chosen to be representative of the neighborhood's demographics, organizational affiliations, and geographic distribution. Although not all of them were able to regularly attend steering committee meetings, all members were kept informed of the plan's progress via frequent informational updates.

Among their roles, the steering committee members helped advise as to the best way to reach out to the neighborhood as a whole. This is described below.



## Public Outreach Strategy

Public involvement is a key component of any community planning process. In addition to providing valuable insight into neighborhood needs and preferences, it helps the public to become more informed about how policy decisions are made, and hopefully increases public support for the plan once it is completed. Strong support from neighborhood stakeholders increases the likelihood of timely and effective plan implementation. Without good public involvement, the plan may present a vision for the neighborhood that is inconsistent with neighborhood priorities and lacks support.

It is the goal of a good planning process to reach and engage a representative sample of the area's stakeholders, including residents, employees, businesses, and visitors. This is not always easy. At the start of the planning process, several public engagement challenges for the Stadium Village area were identified:



- *Transient student population.* In addition to more permanent residents, there is a major student presence in Stadium Village – both residents and those who commute from elsewhere at the University. The student presence tends to be transient, since most are only at the school for a few years. Transient populations typically lack a sense of personal investment in an area and are less likely to see themselves as having a stake in its future.
- *Large non-resident stakeholder group.* The University and its adjacent medical campus are clearly the area's major employers, with tens of thousands of employees coming to the area daily. And this does not even account for the large number of clients, customers, patients, and others that travel here. Trying to gather input from these groups is challenging, as they are not likely to come to a neighborhood meeting.
- *Diverse resident and business stakeholders.* As stated above, this area is highly diverse – and stakeholders mirror the diversity. From high end homes to public housing, small retail to larger industrial – there is a full gamut of groups with a wide range of interests. Finding locations and times and topics that work for all groups is challenging.
- *Role of the University campus as a stakeholder.* Owning a large percentage of the land around the station area, the University itself is a major stakeholder. With all the division, departments and varying interests, it needs to be addressed carefully. This is additionally important as the University is largely exempt from local land use regulations and plans.
- *Parallel neighborhood planning process for Prospect Park station.* This ended up being both a challenge and an opportunity. With overlapping geography and stakeholders, this did require careful coordination with the Stadium Village process. However, as the extensive public involvement of that process yielded results that could be included in the Stadium Village results, it provided a richer

and deeper look at community preferences and vision – especially those of the Prospect Park neighborhood farther away from the University core.

To address these various challenges, a framework for public involvement was crafted. Three major stages of the public process were identified: general visioning and goals, research and analysis, and development of recommendations. These three phases, and the techniques used, are described below.

## Outreach Prior to Meetings

Getting the word out about meetings is always an important part of community outreach. People cannot attend something they are not aware is happening. A number of approaches were used throughout the plan development process to let people know about upcoming events and opportunities. These included:



- *Neighborhood contact list.* Email addresses were collected from a variety of sources. The station area plan built on already existing lists of key stakeholders and interested participants put together by the neighborhood and other stakeholders. All together, well over 1,000 people were reached directly via email.
- *University communications network.* The University itself maintains a well-maintained and structured electronic communications system. Word of meetings and surveys was distributed through this system, reaching thousands of staff, faculty, and students.
- *Other communications networks.* In addition to the University system, updates on progress were also distributed through the PPERRIA neighborhood and area business association lists. This reached hundreds of additional stakeholders.
- *University District Alliance.* Many of the key stakeholder groups in this area are also represented on the University District Alliance, a University-community partnership that has worked to address shared issues for several years. Regular participation in and communication through the Alliance provided an effective way to keep additional key stakeholders updated, including adjacent neighborhoods that were not as directly involved in the planning process but wanted to track with it.
- *Press releases and media advisory.* A media list was developed early in the process and used consistently. It included local and regional media sources (including newspaper, radio, and television) serving the area.
- *Flyers.* Flyers were distributed throughout the neighborhood prior to public meetings.

- *Website.* The Stadium Village University Avenue Station Area Plan website was regularly updated throughout the planning process. It contained information about upcoming events, meeting summaries and materials from previous presentations.
- *Steering committee.* The steering committee performed the valuable service of reaching out to their own contact networks to let them know about upcoming community outreach opportunities.

## Phase #1: Community Priorities

The first phase of outreach kicked off in Spring 2011. The main purpose of this phase was to determine the top concerns, issues, and priorities of stakeholders. Because of the unique nature of the area, outreach was conducted in two main parts:

- **Public meetings.** Two public meetings were held in April and May 2011. One was scheduled during the weekday at a location on campus, to be convenient to University students and staff and Stadium Village area businesses. The other was scheduled in the evening at a location away from campus, to be convenient to residents in the surrounding neighborhood. Between the two meetings, there were approximately 70 attendees. The meeting format included a brief presentation with Q&A followed by an open house format with displays and staff available to answer questions.
- **Electronic survey.** Due to the unique character of the area and the challenges listed above, it was realized that many stakeholders would be unlikely to attend a traditional meeting. As a result, an electronic survey was created in Survey Monkey addressing the same topics that would be covered in the meetings. This was distributed widely via email networks. As an added incentive, a small prize was offered via random drawing for survey respondents. Around 450 completed surveys were received – see Appendix [\[redacted\]](#) for a summary of results. The survey was also available at the public meetings in paper format for those who preferred to respond this way. However, it was clear that most were comfortable with the electronic format.

The main topics covered in this phase of outreach included:

- **General priorities for the area.** The survey and meeting requested information from stakeholders regarding what they likely about the area, what were the biggest challenges, and what they saw as priorities for the improvement of the area.
- **Demand for new development .** Coordinated with materials and graphics put together by our market consultant, Bonestroo, this portion of the outreach focused on what types of new development stakeholders would like to see. This included both types of housing as well as various categories of retail and service businesses. This helped to support the market study by providing a look at what area stakeholders would like to see.



- **Parking and transportation.** Coordinated with materials and graphics put together by our parking and transportation consultant, Biko Associates, this portion of the outreach focused on parking and transportation needs in the district. Specific questions were asked regarding issues and preferences for parking and transportation solutions, including non-motorized ones.

The results for this outreach were compiled and sorted by category of respondent – resident, employee, business owner, etc. As described in Appendix [redacted], this provided a lot of insight into area issues. It was particularly useful in that it provided a good number of respondents from each of these groups.

## **Phase #2: Focused Research and Analysis**

After the first phase of outreach was concluded, there was a period of research and analysis, based on the initial findings.

As it was clear there were distinct interest groups and issues within the community, the decision was made to move away from community wide meeting to a series of smaller, more focused discussions organized around particular topics. As such, the outreach is grouped topically below:

- Development and market issues. On these topics, there were meetings with neighborhood residents, including those engaged in the Prospect Park station planning, which included its own market assessment. There were also meetings with business association representatives to discuss commercial market trends. The housing market study used for this analysis was conducted largely through the University District Alliance, and involved outreach to a variety of area neighborhood groups on housing topics.
- Parking and transportation. Business representatives (from the Stadium Village and SEBA associations) were met with to discuss parking issues facing businesses. There were also several neighborhood-based meetings with Prospect Park, Motley, and Glendale Townhomes groups to discuss their parking and transportation issues. Additionally, staff and consultants met with University Parking and Transportation services about how this interfaced with University systems.
- Public realm and urban form. This focused on outreach to the neighborhood groups, again in coordination with the Prospect Park station area study. Consultants met with neighborhood representatives and others to discuss priorities for the public realm and how this effort worked with and integrated findings from the Prospect Park study.
- General updates. General updates and discussions were held in a variety of forums, including with the Motley and



Prospect Park neighborhood groups, the University Rotary, SEBA, and others.

This phase was concluded by a pair of public forums at the end of February 2012, in coordination with the University District Alliance. Over 90 participants attended these forums, and they received television and newspaper coverage. The forum presented a summary of the technical reports and findings to date, including preliminary recommendations based on these. As with previous phases, input was used to inform and update the plan content.

### **Phase #3: Draft Recommendations**

After the second phase of public involvement, staff began drafting recommendations for the plan based on the input received to date and the research and analysis conducted. The third phase presented these draft recommendations to the public and asked for their opinions.

**NEED TO COMPLETE**

## 6. Land Use Plan

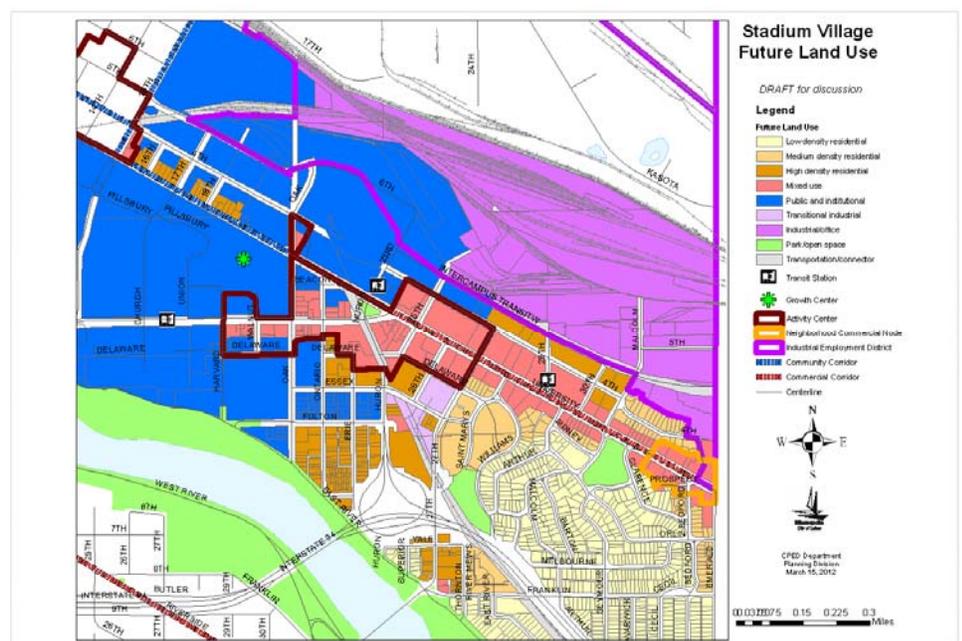
The land use and development patterns in the Stadium Village have changed in many ways over the years. The historical core of the University campus has expanded greatly. The industrial areas have contracted, as other uses redeveloped formerly industrial sites. Residential areas still contain historic lower density cores, but now include numerous high density multi-family areas, especially around the edges and near the University. And commercial areas, while continuing to do fairly well, have changed in mix and composition of retail and services in response to changing customer base.

The Stadium Village University Avenue Station Area Plan offers an opportunity to positively influence the type and character of land uses and development patterns in a way that strengthens the community, enhances livability, complements high quality transit service, supports business districts, and encourages compatibility with existing development.

### Future Land Use Plan

A major component of the Stadium Village University Avenue Station Area Plan is a Future Land Use Plan. This provides guidance as to the location and type of uses desired in the neighborhood in the future.

The future land uses proposed here build upon *The Minneapolis Plan for Sustainable Growth*, the City's comprehensive plan, while making some changes in response to the analysis and input received through this planning process. The Future Land Use Plan will be used by the community organizations, institutions, and City as a tool for encouraging and regulating long-term land use decisions. If redevelopment occurs within the neighborhood, it will be required to adhere to the future land use plan.



The future land use map provides parcel and district level guidance as to planned future uses (see Map [\[redacted\]](#)). The land use designations in the future land use map were chosen based on several factors. These include current land use and zoning, City land use designations and planned uses, community input and potential for redevelopment. The following section discusses in more depth the research findings, policies and principles upon which these decisions were based. The policy basis for decisions included current policies in the comprehensive plan and the guiding principles established in this plan.

There are two major components of the Future Land Use Plan:

- Land use by parcel
- Designated land use features

### *Land Use by Parcel*

Reflected in the ongoing update to the City's comprehensive plan, every parcel in the City is assigned a future land use designation. Minneapolis and other cities in the region are required by the Metropolitan Council to regulate land use so they can accommodate new growth and respond to change. Identifying future land uses also allows a city to preserve areas that should largely stay the same over time, such as established neighborhoods, while promoting change in other areas where needed.

The Stadium Village University Avenue Station Area Plan calls out future land uses generally for residential, mixed use, public/institutional, parks and open space, and parking/mixed use.

**Residential** – Parcels with housing are proposed to fall primarily into three categories of residential density, based on units per acre:

- Low-density residential – Primarily single family and two family residential, with less than 20 dwelling units/acre
- Medium-density residential – Primarily smaller scale multi-family residential, with 20-50 units/acre
- High-density residential – Primarily higher intensity multi-family housing, with 50-120 units/acre.

Very high density uses (120+ units per acre) may be suitable in some areas identified as high density. However projects of that scale will need to be considered on a case-by-case basis. Generally speaking, the ranges are broad to allow for flexibility in complementing the existing character of an area. In the Stadium Village area, the future residential use designations reflect proximity to the campus, transit stations, and other amenities supporting transit oriented development.

**Mixed Use** – The plan proposes that the location of retail, restaurants, and other commercial uses be located along the major corridors, such as Washington Avenue and University Avenue, and near LRT stations. Parcels identified for future mixed use may include commercial uses combined with housing and office uses, particularly on floors above the ground level. Mixed use guidance does not require that every building have ground floor retail, but does require an active ground floor use of some sort to strengthen the walkable pedestrian character of these districts.

**Public/Institutional** – Currently, over half of the land area in the Stadium Village station area is owned by the University. As a result, their physical presence has a tremendous impact on the neighborhood. There are some limited expansion areas for the University indicated, as identified in the University’s Master Plan. Presumably these will be for additional classroom, medical, office, or other buildings related to the University’s core mission. The plan supports an ongoing discussion around these planned expansions with the adjacent neighborhood, paying attention to both how the physical edge of campus interacts with surrounding areas, and how potential impacts such as traffic and noise are mitigated.

**Industrial/Office** – The Southeast Minneapolis Industrial Area (SEMI) falls partially within the study area. As designated in the SEMI Master Plan, the City’s Comprehensive Plan, and Industrial Land Use and Employment Policy Plan, this area is guided for industrial and office redevelopment. Specifically, the vision is for a research park that builds on the unique advantage of proximity to the University, in particular the Biomedical Discovery District. Industrial guidance and zoning also provides for the possibility of office uses, or a mix of office/industrial. While this is technically a type of “mixed use” this plan will simplify past guidance by not calling it that, as it is often confused with residential mixed use – and residential redevelopment would not be appropriate in this area.

**Parks and Open Space** - The parks and open spaces depicted in the Future Land Use map indicate existing land being used for parks and/or owned by the Minneapolis Park and Recreation Board. See Chapter 7 for more detailed guidance regarding plazas and open space accommodated on privately held land. At present, there is no specific plan to add to the acreage of parks. However, also see Chapter 7 for recommendations related to future trail connections, which may include potential for linear and connecting park areas as future plans are developed.

**Mixed Use/Parking** – As discussed in Chapter 10, district parking is an active topic in this study area. It is already in place around the University campus and Stadium Village station, in the form of University-owned ramps. And it is actively under consideration around the Prospect Park station area, where neighborhood planning suggests it may contribute to a more successful future commercial base. Due to the various complexities of how these are established and maintained, this plan will not go so far as to mandate the precise location of future district parking facilities. However, it

will indicate where there are existing ones, and suggest the general location of where they should be considered in the future.

### ***Designated Land Use Features***

Land use features are designations in the City’s comprehensive plan that provide policy guidance for specific areas within the City, particularly those where growth is anticipated or desired (see Map  at the end of the chapter). Designated areas typically have functioned as centers for transportation, economic activity, and more intense development. Refer to Chapter 4 Existing Conditions for a more thorough explanation of the land use features.

Currently the study area has ten land use features as designated in *The Minneapolis Plan for Sustainable Growth*:

- **Activity Center: Stadium Village**

Activity Centers support a wide range of commercial, office, and residential uses. They typically have a busy street life with activity throughout the day and into the evening. They are heavily oriented towards pedestrians, and maintain a traditional urban form and scale. Activity Centers are also well-served by transit. There are sometimes needs to mitigate the impacts of typical uses here on surrounding areas.

- **Commercial Corridor: University Avenue SE (east of Washington Avenue)**

Commercial Corridors are historically prominent destinations in the city, and are characterized by a mix of uses with commercial uses dominating. High densities are frequently allowed along these corridors, and traffic volumes are often significant. Urban form is typically traditional, and there is a focus on a substantial and high quality pedestrian realm.

- **Community Corridors: University Avenue SE and 4th St SE (west of Washington Avenue)**

Community Corridors are defined as having primarily a residential nature, with intermittent commercial clusters located at intersections. They have a range of traffic levels but are not generally high volume. The commercial uses along these corridors tend to be small-scale retail sales and services serving the immediate area. Medium densities are frequently allowed.

- **Growth Center: University of Minnesota**

Growth Centers are characterized primarily by a high concentration of employment. They are typically guided for high density uses that

complement the employment center, including residential, office, retail, entertainment and recreational uses.

- **Industrial Employment District: Southeast Minneapolis Industrial (SEMI) Area**

Industrial Employment Districts are areas specifically guided for job-creating industrial development. Residential uses are discouraged within these districts, both in order to preserve land for jobs as well as to limit land use conflicts.

- **Transit Station Areas: Stadium Village, Prospect Park, and East Bank LRT Stations**

Transit Station Areas are defined as the area within one half mile of a fixed-route transit station, such as LRT, commuter rail, or busway. Since not all transit stations have the same guidance or context, these often coincide with other land use features that provide additional direction.

- **Neighborhood Commercial Node: University Ave SE & Bedford St SE**

Neighborhood Commercial Nodes are typically comprised of a handful of small- and medium-sized businesses focused around one intersection. These nodes primarily serve the needs of the immediate surrounding area, although they may also contain specialty stores that serve a regional client base.

This plan continues to support all these designated land use features. **ANY ADDITIONAL ONES OR MODIFICATIONS?**

Additional future land use recommendations are summarized by area of the neighborhood below.

### *University Campus*

This plan largely affirms the University's land use guidance as laid out in the Twin Cities Campus Master Plan.

The existing extent of campus will remain largely as it is, a dense mix of classroom, research, residential, and related uses all contributing to the academic mission of the institution. Generally speaking, the main campus will be identified on the land use map as "institutional," with the specific mix left up to the University to evaluate and determine on an ongoing basis.

However, there is reason to look more closely at the edges of campus, in terms both of how buildings interact with the public realm and adjacent private development, as well as the scope and scale of potential campus expansion plans. These issues will be addressed more thoroughly in the Urban Design and Public Realm chapters.

Regarding land use, this plan affirms the guidance from the Campus Master Plan, including:

- Apply the published Regent's Boundary (**DEFINE**) to guide future expansion of campus and to convey to the broader community the University's long term plans.
- Strategically site new development in locations where it will contribute to defining, consolidating, and adding to the vibrancy of campus and the surrounding community.
- Design flexible learning, living, working and gathering spaces to support community.

### *Stadium Village Commercial Core*

The commercial core of the Stadium Village area is a moderately dense mixed use area with a number of retail businesses and student-oriented housing. There is a strong campus orientation, and much of the traffic through this area is pedestrian or bicycle – made even more so through the LRT construction which removes or limits road access to a couple of the blocks in this area.

There is general support for maintaining this lively, interesting place – including the businesses which serve area clientele. The market study shows that there is virtually no vacancy and a surplus of demand, so maintaining retail space seems both likely and appropriate.

At the same time, there are opportunities for denser redevelopment, as witnessed by a couple mixed use projects already underway. The 1-2 story development on some blocks may well be underbuilt and may be attractive to buy up and redevelop.

One of the potential down sides of this redevelopment is the loss of some of the character, especially related to locally owned businesses. Business rents have been increasing substantially in recent years, and rents in new buildings are often out of reach of local businesses and tend to attract mainly national chains. While some of this may just be reflecting larger market forces, it raises questions regarding whether some of these blocks are worth saving to maintain space for more local businesses (although there are already few left that have not been replaced).

### *Stadium Village Station Area*

The station area itself is an important location. The market study and development opportunities analysis identify the area around the station and the intersections of Washington, University, and Huron as effectively being the 100% corner of the area – a high visibility, high value location ripe for gateway treatment and dense transit oriented mixed use development.

An important component of this vision is an extension of the walkable pedestrian realm from Stadium Village commercial core (see above) up

towards and across University Avenue. This is particularly key for the retail component, as it is characteristic of and key to the success of the existing commercial district.

The land uses in this area are somewhat divided by ownership. North of University Avenue, in the area immediately adjacent to the station platform, much of the land is controlled by the University. On the west side of 23<sup>rd</sup> Avenue SE is the stadium itself, and on the east are University owned parking lots.

While there is no immediate plan for redevelopment of the parking lots, it has been discussed in the past a plan to build a multimodal facility with some mixed use development at the corner of 23<sup>rd</sup> and University. The specific vision for these sites may shift, but this plan encourages the University to think strategically about this location relative to its high visibility and proximity to the LRT station. The future use should be one that capitalizes on these advantages, and is an asset both to the University as well as the surrounding area.

Land south of University Avenue includes more private property. As suggested by the market study, this is prime space for dense transit oriented mixed use. Due to its central location and prominence, and at the same time being somewhat removed from residential cores, this is likely one of the best locations for higher density infill with significant height.

### *University and 4th Corridors*

The space along University Avenue and 4<sup>th</sup> Street SE between the Stadium Village and Prospect Park station areas is somewhat outside the main focus areas. As the LRT will be running down the transitway in this section, the streets will be less directly impacted by the LRT facility itself. Additionally, although still within the ½ mile walk radius, the station platforms will be less convenient.

That said, there are still a number of opportunities for infill development. Guidance for University Avenue, as the main commercial corridor, will continue to focus on mixed use development with retail or other active uses on the ground floor. By contrast, guidance for 4<sup>th</sup> Street remains primarily residential, as the area transitions away from the industrial land uses that have historically been located there. Commercial uses may be a possibility on 4<sup>th</sup> near station platforms, but generally speaking the retail analysis suggests it is not likely to be the best location for businesses.

As the distance from campus increases, the character of the area gets increasingly less pedestrian oriented, though walk and bike friendly features are still important considerations. The market analysis suggests that excess demand for development that cannot be accommodated in the Stadium Village core may find a location here – including retail that needs larger square footage. This may also be the case in the Prospect Park station area.

The guidance for this area does not differ greatly in intent from that in the previously adopted University Avenue SE & 29th Avenue SE Development Objectives. However, it does provide more clarity as to the future land use patterns, as shown on the maps. Furthermore, the vision for the Prospect Park station area itself has been updated, as described below.

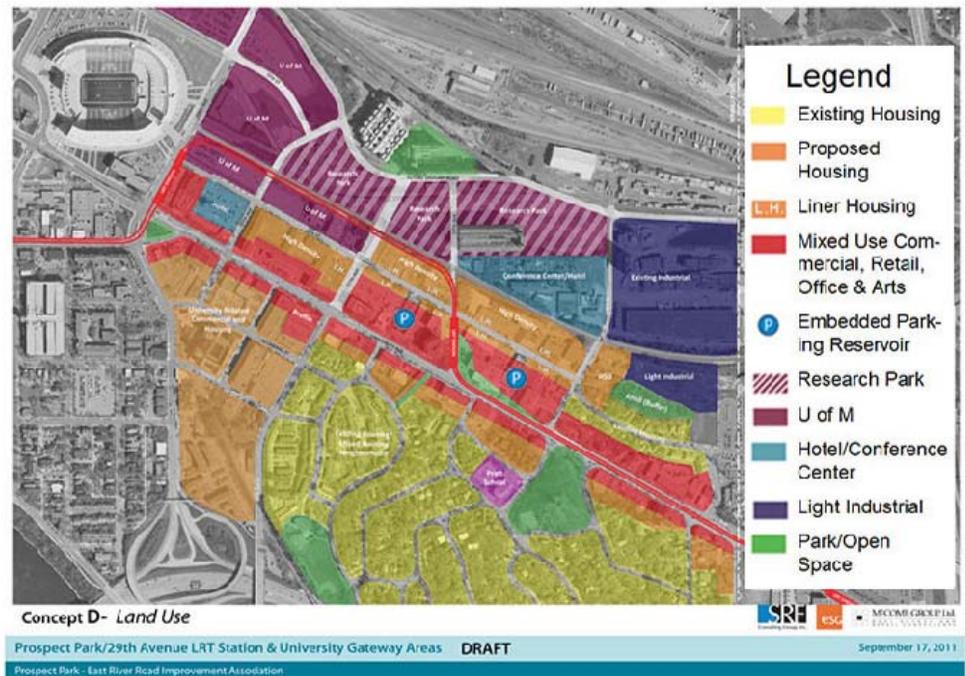
### *Prospect Park Station Area*

As referenced elsewhere in this plan, the Prospect Park station area has been the subject of a parallel planning process led by PPERRIA to create a pre-development framework for the area.

This process generated a draft land use map for the station area, as well as the area between the Stadium Village and Prospect Park stations. It is reproduced below, and largely incorporated into this plan's overall future land use map.

Characteristics of these land use recommendations include:

- Mixed use development along University Avenue, including commercial, retail, office, and arts uses
- Residential development along 4<sup>th</sup> Street SE
- Industrial/office/research park development in the SEMI area north of the transitway, including potential space for a conference center that would complement other development in the area.
- Higher density residential development in the area west of 27<sup>th</sup> Avenue and on the neighborhood side of University Avenue.
- Lower density residential in the existing neighborhood core areas
- Open space at a couple key locations (further discussed in Public Realm chapter) as part of private development.
- Planned accommodation of district parking as part of redevelopment at the Prospect Park station area (further discussed in the Parking and Transportation chapter).



### *Motley Residential Area*

The Motley area is primarily residential, with a transitional nature. The zoning has been higher density residential for decades, and a number of properties have been developed as such. However, there remain a number of older single family homes, with a mix of owner and renter occupied properties.

The development opportunities analysis suggests that the transition to moderate to high density residential will continue to be an attractive option for developers in this area, especially as other nearby sites are taken. The main obstacle is likely to be parcel assembly, as numerous small lots with different owners often provides a challenge for someone wishing to combine a number of them for a larger scale development.

Due to the proximity to campus, past redevelopment in the area, and the demonstrated market demand, it makes sense to affirm previous zoning decisions and continue to guide the area for higher density redevelopment. As evidenced elsewhere, lower density guidance in such neighborhoods frequently just incentivizes smaller scale infill, which often lacks the quality, amenities, and management capacity of larger projects.

The plan does recognize that there are a core group of homeowners which wish to preserve some of the smaller scale housing stock. While this may still be possible in some areas, the dilapidated condition of a number of the small rental properties in this area does not give strong support for the sustainability of this housing pattern in this location. The development review process does provide a mechanism for slowing or halting the demolition of any truly significant properties.

As shown in past neighborhood-led processes, moderate density can be accommodated in attractive ways that are compatible with existing lower density development and diversify the mix of housing options for area residents.

### *Huron Ave Corridor*

The Huron Avenue area is a transitional zone which has seen a fair amount of redevelopment in recent decades from industrial to high density residential. It is anticipated this trend is likely to continue, as projects continue to be proposed and built on some of the remaining sites.

The development opportunities analysis suggests the likelihood of a second wave of multifamily redevelopment, taking out some of the older small-scale apartment buildings (which are becoming increasingly less attractive and competitive with newer housing stock) and replacing them with new development.

The presence of an active rail spur serving one industry in the area limits redevelopment options for a segment of this area. At some point if this was to go away, sites could be reconfigured to allow for better layout and more complete redevelopment. There would also be the possibility of open space and trail connections, as laid out in the Public Realm chapter.

Huron itself is somewhat of a barrier, due to the high volume of traffic traveling to and from the interstate. The pedestrian realm is somewhat lacking along this corridor. The Public Realm chapter speaks to this, in specific how to better set the stage for walkable urban redevelopment.

The Glendale Townhomes development sits on the eastern edge of this area. It is anticipated this will remain as an important source of affordable housing for families in a part of the city where similar options are very limited. The only recommendation from this plan is that if there is the potential for redevelopment of this site that the MPHA will continue to provide affordable housing at this location.

## **Recommendations**

### *University Campus*

1. Support the development of the University of Minnesota campus within designated boundaries and planned expansion areas, with particular attention to compatibility along the edges of the campus.
2. Encourage the University to strategically site new development in locations where it will contribute to defining, consolidating, and adding to the vibrancy of campus and the surrounding community
3. Support the design of flexible learning, living, working and gathering spaces to support community.
4. Ensure that development on the edge of campus is designed in a way that is compatible with surrounding neighborhood character,

and buildings do not focus exclusively inward towards campus and turn their back on the adjacent area.

5. Work in partnership with the University and neighborhood through the development review process, to ensure that new development is generally consistent with City policy and regulations regarding land use, zoning, and related topics.

### *Stadium Village Commercial Core*

1. Encourage the development of multi-story mixed use development in the Stadium Village activity center, with active uses on the ground floor such as retail and services.
2. Support the diversification of retail and services available in the commercial area to meet needs of customers, while retaining the existing mix and character of current retail.
3. Encourage high density residential both within the commercial core areas on upper floors, and in surrounding areas, as designated on the future land use map.
4. Ensure that new development supports the pedestrian and transit oriented character of this area.

### *Stadium Village Station Area*

1. Redevelopment at the intersection of Huron Boulevard/ University Avenue and Washington Avenue should be designed as signature buildings and gateway into the Stadium Village station area. High density mixed use is appropriate for this area, and may include significant height.
2. Encourage the University to consider the importance of the sites immediately at the station platform in their future plans for development, taking advantage of the transit accessibility and high visibility in choosing the use.
3. Support through development the extension of the pedestrian-oriented commercial core on Washington up towards the station platform and stadium.

### *University and 4th Corridors*

1. Encourage the development of medium to high density mixed-use development facing towards University Avenue on both sides, with transitions to a residential character and frontage on parallel streets at the rear of the sites.
2. Encourage redevelopment of 4<sup>th</sup> Street SE as a primarily high density residential street, with a range of housing types.

3. Support the development of the SEMI industrial area with new office and industrial uses, including research-based businesses that capitalize on proximity to the University's Biomedical Discovery District.

#### *Prospect Park Station Area*

1. Support the redevelopment of this area with high density residential mixed use, with retail primarily fronting on University Avenue
2. Encourage a mix of uses that complements those in the Stadium Village commercial core and expands upon the options available.
3. Continue to foster development of arts related businesses and destinations around the station area, as well as other destination-type facilities such as museums, libraries, and conference facilities.
4. Investigate the feasibility of constructing a district parking system to serve parking needs of various uses in a centralized location.
5. Support development of office/industrial uses in the adjacent SEMI area and Hubbard site. Ensure uses are appropriately buffered from nearby residential, but also designed with the intent to be connected and accessible from residential areas and the station platform.

#### *Motley Residential Area*

1. Consistent with existing zoning and development guidance, support the redevelopment of the area with quality high density residential development that is compatible with the surrounding area.
2. Where possible, maintain the historic character of the neighborhood area through both preservation and new development.
3. Work with the neighborhood and University regarding the edges between the campus and community, and support collaborative planning and development review around proposed projects.
4. Where possible, encourage development of a scale that allows for on-site management and amenities.

#### *Huron Ave Corridor*

1. Generally speaking support high density residential development in this area.
2. Allow existing industrial uses to remain for as long as they wish to be there. When they leave, guide their locations for high density residential development.
3. If the rail spur at some point is vacated, encourage the reconfiguration of development sites to be more efficient, while maintaining space for an intra-neighborhood trail connection.

4. Encourage land uses along Huron to support a pedestrian oriented environment, balanced against heavy vehicle traffic flow.

## 7. Urban Character and Public Realm

### Background

As part of this planning process, a Public Realm and Connectivity Framework Plan was completed for the study area. A full version of this plan is found in Appendix [REDACTED]. This chapter summarizes the key findings from the study, and lists recommendations.

The purpose of this study is to illustrate the intent of the design principles, project goal and objectives and to offer recommendations to guide the evolution of the public realm and connectivity within the Stadium Village Station area.

The public realm environment associated with the Stadium Village is comprised of the streets, public spaces, and infrastructure that define the framework for future public and private development and improvements to be made. The character and design of the public realm will be one of the determining factors for the success of the Stadium Village Station area. The design of the Public Realm must encourage diverse urban experiences and create a good and flexible environment for people to gather, congregate, and visit in order reinforce the sense of community. The design should also foster social and economic interactions, create an attractive destination with strong businesses, vibrant neighborhoods, and beautiful places; and result in streets that are safe, comfortable, and convenient for motorists, pedestrians, bicyclists, and transit users.

### Design Principles

This study identified a number of design principles and goals and objectives that serve as a foundation on which the recommendations are based. These principles are essential to create a safe, comfortable, pleasant and pedestrian-friendly multimodal public realm environment that helps the creation of vibrant and interconnected civic spaces and adds to the economic vitality of the Stadium Village area.

#### Define a Framework & Hierarchy of Vibrant Public Spaces and Linkages

- Provide flexible parks, open spaces and plazas for a variety of uses and a focus for community gatherings and provide an increased link between the broader neighborhood and LRT.
- Create pedestrian friendly linkages within a 5 to 10 minute walk of the station areas.
- Open spaces, public realm & streets provide a framework for future redevelopment.

#### Integrate a Network & Hierarchy of Street Treatments



- Treat streets as part of the public realm system, not as barriers.
- Accommodate alternative forms of transportation throughout the study area.
- Define a hierarchy of treatments for approach routes, commercial and residential streets.
- Balance vehicular, bicycle, and pedestrian needs.

### **Encourage Compact Mixed-Use Developments**

- Place new buildings to reinforce public realm, open spaces, and pedestrian accessibility.
- Reinforce a compact urban development pattern through proper placement, alignment, and building proportions.
- Design excellence is the foundation of successful and healthy communities.

### **Foster Environmental and Economic Sustainability**

- Include green infrastructure components such as urban forest, stormwater BMP's, and other
- Low Impact Development techniques within the public realm where feasible.
- Encourage people to walk, bike, and use public transit to reduce traffic congestion, protect the environment and encourage physical activity.

## **Design Elements**

Consistent with these principles, the study explored a number of elements which contribute to the public realm and connectivity of the area. The findings are summarized briefly below.

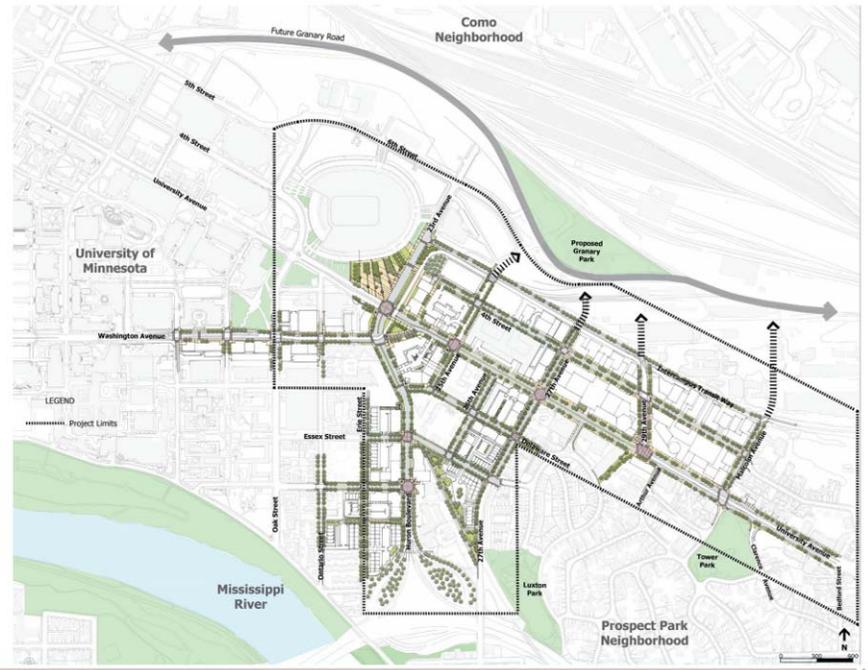
### ***Land Use and Built Form***

The study looked at how land uses contribute to the public realm. In specific, it focused on how promoting a compact mixed-use development pattern along the corridors within the study area and increase density and housing opportunities encourages an active public realm. The public realm should evolve as redevelopment along the streets occurs or as public infrastructure projects are advanced and completed.

The placement, scale and character of buildings is one of the most important components of the built environment that will shape the different street corridors and determine the long term success as an attractive destination with strong businesses, human scale, vibrant neighborhoods and an attractive



place for investment. The primary focus here is to promote design excellence in all aspects of the corridor and to design new development to fit into its surroundings and respond to neighborhood transitions with building massing and architecture. the intent is to reinforce a compact urban development pattern with well-designed, attractive, functional, safe buildings that reinforce a distinct identity for the Stadium Village Station area.



Attention to these overall themes is important, as the study is home to



diverse range of buildings of different style, scale, age, and quality. As redevelopment will often happen incrementally, it is important to have overall principles in place to guide decisions as they happen. The study identifies a series of character areas, approximately corresponding to the areas called out in the Land Use chapter. Recommendations from this have been incorporated into the recommendations in that chapter.

### ***Public Realm and Streetscape Improvements***

The right proportions, unique spaces, and appropriate amenities can make the public realm a comfortable, inviting and memorable space where people want to spend time. The quality, function and scale of the streets have a great deal to do with shaping the character of the streets within the study area. A goal of this plan is to provide an integrated system of streets, bikeways, transit lines, and pedestrian paths throughout the Stadium Village Station area. The intent of this section is to present ideas and to define a range of costs for the streetscape for budgeting purposes and inclusion in capital improvement plans.

The Stadium Village streets and other public spaces should be designed as an interconnected network of human-scale outdoor rooms in which the safety and comfort of pedestrians and bicyclists is priority. The main purpose of streets is to let people move about, and every street should provide safety, convenience, and comfort for pedestrians and bicyclists.

For purposes of planning, the study divided streets into three major categories, each with its own set of detailed cross sections and recommended layout. These included:

- Type 1 – Wide sidewalks, with intense urban development and heavy pedestrian activity
- Type 2 – Similar to Type 1, but where right-of-way is more constrained and the pedestrian realm is thereby limited
- Type 3 – Less urban, more residential areas with less pedestrian traffic than other types

### ***Pedestrian, Bicycle, and Multi-Modal Connectivity***

One of the most important objectives defined in the planning study is to make the Stadium Village Station area as interconnected, comfortable and accessible to pedestrians and bicycles. Walking and biking to many are preferred modes of transportation and a major force for fostering a livable community.

This plan promotes a safe and inviting pedestrian and bicycle experience to and from the station areas by creating a hierarchy of pedestrian scaled streetscape treatments and by strengthening the connections between nearby points of interests, neighborhoods, University of Minnesota Campus, trails and open spaces. Street and streetscape improvements will play a large role in improving the public realm and the environment for pedestrians.



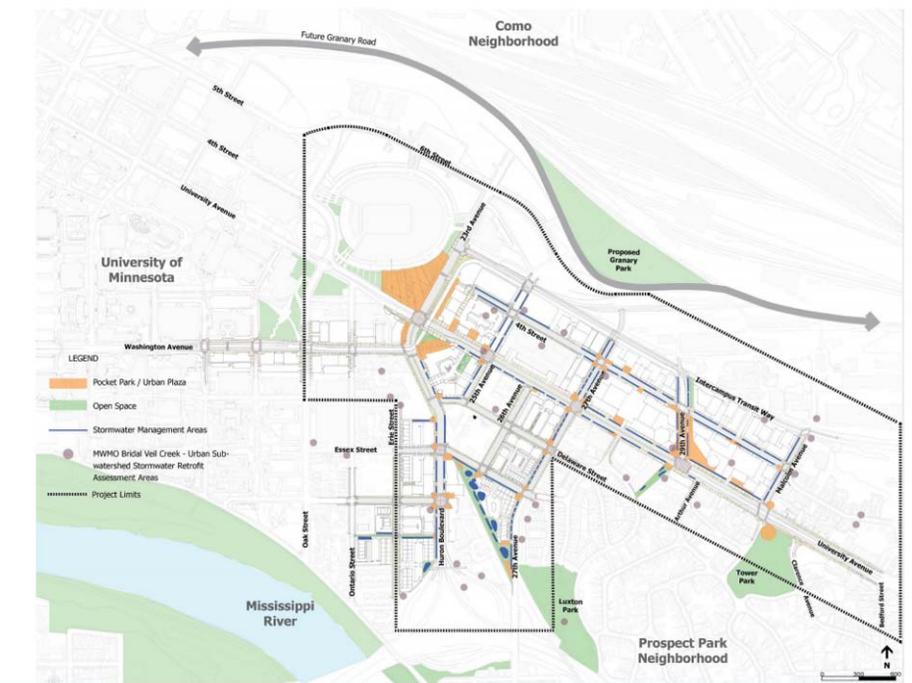
4th Street

### *Public Open Space, Parks, and Plazas*

To enhance the reconstruction of the LRT route and priority public realm improvements at the station areas, a public realm strategy should be put into place to enhance and green the streets within the district over time. A systematic program of gradual street improvements has the inherent ability to change the overall character of the project area to create an enjoyable and connected network of green pedestrian streets.

The success of future public realm improvements will be dependent on the opportunity to create these flexible spaces that will be able to accommodate a wider range of civic functions and activities that are district in character and tie to unique characteristics of the University and adjacent neighborhoods.

The primary objectives for the open space system is to create stronger connections between existing amenities to create a public space network and provide better meeting places for all types of activities such as outdoor festivals, seating areas, coffee and lunch breaks, and art displays.



This plan naturally supports the continuation of existing public parks. However, since these are limited in number and opportunities to create new parks are few, it emphasizes creating public spaces on private land, in coordination with redevelopment. Additionally, development of linear connections and trails in the open space network can improve access and overall functionality of the system – from both a recreational and environmental perspective.

Another study that informs these recommendations is the Metropolitan Design Center’s open space framework for the University District, which includes the Stadium Village study area. The Design Center’s work complements this analysis by providing a different lens – looking at the underlying environmental features (past and present) with specific focus on hydrology and connectivity to the river. Input from this work is reflected in the recommendations in this chapter.

### *Green Infrastructure*

Green Infrastructure is the creation of the interconnected network of sustainable practices to enhance the built environment and contribute to the overall health of natural ecosystems. Green infrastructure includes the expanded urban forest to provide shade and shelter, protection of healthy soils and promote clean water through the utilization of best management practices (BMPs) for stormwater.

This study was able to rely on a separate but related analysis undertaken by the Mississippi Watershed Management Organization (MWMO) of the Bridal Veil Creek Sub-Watershed, which covers much of the Stadium Village study area. The study, available [\[redacted\]](#), identifies specific needed stormwater retrofits throughout the area and ranks them according to feasibility and cost effectiveness. Locations of these needed retrofits are reflected on maps and in recommendations in this study of the placement of green infrastructure features and multi-function open space.

An additional study of the entire Central Corridor line, underway as of early 2012, will provide additional guidance as to the design and placement of stormwater management facilities, especially in relation to new transit oriented redevelopment. Preliminary conversations suggest that on-site stormwater management for private development is still likely preferred, as there is not the space in public right-of-way or other property to accommodate all the stormwater demands of a dense urban environment. However, there is an opportunity to explore options for attractively and efficiently addressing stormwater management, to be investigated and summarized through this process.

### *Implementation*

This study both provides guidance for private development, and lays out a strategy for public investment. For the former, the guidelines and recommendations will be applied as development projects move forward for review. For the later, the study provides descriptions and cost estimates of

infrastructure projects – as well as potential funding sources. These will be further discussed in the Implementation chapter.

The infrastructure project implementation is also scalable.

Recommendations generally are for complete projects, but if there is an opportunity to introduce one or more elements in the public realm as a retrofit, there are dimensions and specifications to provide guidance on this as well. Examples may include landscaping, trees, lighting, public art or other elements that enhance the overall system.

## **Recommendations**

### *Overall*

1. Preserve the unique character of the University of Minnesota campus and Prospect Park neighborhood. As the neighborhood and the campus continue to evolve, and reinvestment is enhanced by the LRT, there should be an emphasis on preserving the unique character of the area.
2. As the opportunities for infill development emerge, the new development should reinforce the urban pattern by extending the street grid and placement of buildings to define the streets.
3. The placement of buildings to reinforce the street edge will enhance the public realm by creating more walkable streets and increased access to the LRT stations.
4. Where possible, preserve and/or rehabilitate historic properties and districts in the study area, including the Greek Letter District, the potential Prospect Park residential historic district, historic industrial properties in SEMI, and other structures.

### *Pedestrian*

1. Allow for safe and comfortable pedestrian movements along the street to and from the LRT stations to the adjacent neighborhoods and campus.
2. Improve intersections to provide safe and accessible areas for pedestrian and bicycle crossings. These intersections are to include alternative paving materials, improved signalization, signage and other traffic calming techniques.
3. Provide new sidewalk connections along 4<sup>th</sup> Street SE, 29<sup>th</sup> Avenue SE, Malcolm Avenue and 25<sup>th</sup> Avenue SE.
4. Provide improved sidewalk connections along Huron Boulevard, 27<sup>th</sup> Avenue SE, Essex Street, 25<sup>th</sup> Avenue SE, and 26<sup>th</sup> Avenue SE.
5. Provide new multi-use trail link along railroad ROW between Huron Boulevard and 27<sup>th</sup> Avenue SE and at the intersection of 29<sup>th</sup> Avenue/University Avenue into the Prospect Park neighborhood.

6. Provide a minimum of 8 foot wide sidewalks throughout the corridor where feasible.
7. Incorporate streetscape elements such as more street trees, planters, monuments, public art, kiosks and benches to create a more inviting and comfortable sidewalk environment and promote more sidewalk activity.
8. Sidewalk bump outs are also recommended where possible to decrease cross walk distances, moderate vehicular speeds, provide more sidewalk space for large numbers of pedestrians waiting to cross streets, and to define parking bays.

### ***Bicycle***

1. Improve connections at the edges of the station areas to facilitate bicycle travel to adjacent neighborhoods, the broader campus area and regional bicycle facilities.
2. Include provisions for bicycle facilities and improved infrastructure. This should be included at or near the Stadium Village and Prospect Park LRT stations. This may include bicycle racks, bicycle lockers, and/or other amenities to promote bicycle circulation to and from the LRT.
3. Improve the connections and facilities along 27<sup>th</sup> Avenue SE to reinforce the “missing link” of the Grand Rounds.
4. Provide a safe (dedicated) east/west on street shared bike route along 4<sup>th</sup> Street SE to connect 23<sup>rd</sup> Avenue SE to Malcolm Avenue.
5. Provide a north to south pedestrian and bicycle links to the future Granary Road along 25<sup>th</sup> Avenue SE, 27<sup>th</sup> Avenue SE, 29<sup>th</sup> Avenue SE. and Malcolm Avenue.
6. Provide improved on-street bicycle route along 26<sup>th</sup> Avenue SE from Essex Street to University Avenue.
7. Provide improved on-street bicycle route along University Avenue from 25<sup>th</sup> Avenue SE to 29<sup>th</sup> Avenue SE.
8. Provide improved on-street bicycle route along Essex Street from Huron Boulevard to the Luxton Park area.

### ***Public Open Space, Parks, and Plazas***

1. Create several small urban gathering spaces/pocket parks along 27<sup>th</sup> Avenue SE, 29th Avenue, Huron Boulevard, Washington Avenue, University Avenue and 4<sup>th</sup> Street SE.
2. Create several small neighborhood park/amphitheater spots along University Avenue at Tower Park.

3. Create a new festival plaza adjacent to the TCF Stadium at the northwest corner of University Avenue and 23<sup>rd</sup> Avenue SE.
4. Create a “convertible street” plaza along the extension of Washington Avenue and University Avenue. This space will provide for normal traffic operations for a majority of the time but can be closed for programmed community/ University events.
5. Where existing sidewalks are less than 10 feet wide, setback buildings a minimum of 5-6 feet (within the frontage zone) to create wider sidewalks for outdoor seating and streetscape amenities.
6. Create a wayfinding system for the station areas, public transit, businesses, parks, and University of Minnesota campus that is not only informative but also contributes to the area’s design character.

### *Green Infrastructure*

1. Green corridors should be developed on all side streets connecting to the LRT route and primary street corridors (4<sup>th</sup> Street SE, University Avenue, 25<sup>th</sup> Avenue SE, 27<sup>th</sup> Avenue SE, 29<sup>th</sup> Avenue SE and Huron Boulevard). The green corridors will be developed with street tree plantings, sustainable infrastructure projects, streetscape enhancements and public art projects.
2. Enhance the “urban forest” with trees, understory plantings, and above ground planting areas.
3. Define opportunities for stormwater management and reuse underutilized public ROW space.

## 8. Housing

The purpose of this chapter is to outline findings from research and planning on housing issues in the study area and to provide recommendations.

### Market Conditions

#### *Student Housing*

At present, the student housing market continues to be a strong and dominant presence in the study area's housing market.

Rental apartment vacancy rates in the University area have hovered for some time around 1-2%, and newer projects have filled up quickly upon completion. It has been widely speculated when this demand will taper off, but there is no consensus – estimates range from near saturation to potential demand for thousands of more units. Developers have indicated a willingness to continue to pursue new projects until negative signs emerge.

Although the student body has not been increasing in size, there has been an increased interest in living near campus which has caused a number of students to seek housing nearby rather than to commute from farther away. This is likely tied to University decision (based on research that it would improve student performance) to offer housing for all first year students on campus.

Additionally, new student housing frequently has many more amenities than existing ones (e.g. wireless internet, game and party rooms, in-unit laundry, exercise facilities, high quality interior finishes, etc.). This has likely caused some students to “trade up” from existing housing to new units.

Favorable capital market trends have also spurred this development. At this troubled time in the real estate market, investors have found that student housing is a safer bet than many other housing types, and have flocked to it. This is due in part to the fairly high per square foot rents these units command, especially when rented out on a per bedroom model.

As a result, developers have been more entrepreneurial in seeking out eligible student housing sites, and a number are completed or underway in the Stadium Village area

This trend is likely to continue to play out. Potential concerns and issues that need to be addressed include:

- Although this is less the case with larger well managed projects than smaller rentals with no on-site staff, student housing can have negative impacts on adjacent residential areas. This needs to be addressed through regulation and enforcement, as well as by property owners and managers directly.
- Other housing types may remain unaddressed during the student housing boom, as they are unable to command higher

rents per square foot – and hence outbid student housing developers. Additionally, they may not be as attractive to capital markets for other reasons.

- Student housing is most logically located very close to campus, although high quality transit service may expand the area where it can be located. As many students either do not have a car or use their car rarely, having them within walking, bicycling, or transit proximity to campus is a priority.
- As there is a risk of overbuilding a housing type, it is worthwhile to encourage developers to not select a housing model that is too student-specific – e.g. four-bedroom units with a shared common area. Rather a more flexible type like one or two bedroom units might be a more sustainable model over the long term, as it is more suitable for a variety of household types rather than just a group of undergraduates.

### *Other Housing Types*

Residential market conditions were assessed through a University Alliance market study which encompassed the neighborhoods surround the campus. The study, completed in February 2011, had a particular focus: namely on identifying housing markets that were currently underserved, due to the primary focus on student housing. In addition to market research, it included an extensive survey of University alumni (especially older adults) regarding their housing preferences and potential interest in living near the University.

The study found significant demand for several housing types, including general occupancy rental and ownership housing, as well as senior and affordable housing. Key findings from this study included:

- **Demographic Trends.** The population of the area is expected to continue to grow, with the 18 to 24 age cohort likely to remain the largest in the near future. The second largest is the 25 to 34 age cohort. One to two person households and non-family households will dominate due to the large amount of rental housing in the area.
- **Rental Housing Market.** General occupancy rental vacancy rates are low and student-oriented rental vacancy rates are even lower (3.8% and 1.4%, respectively). As such student housing is expected to remain a dominant development activity near the University campus. Affordable housing units in the Stadium Village area are limited, with the exception of Glendale Townhomes.
- **Ownership Housing Market.** As with much of the region, the ownership market and property values have been in decline in recent years. The market has been somewhat “recession proof” related to sales due to proximity to the University and the

related high demand for rental properties, which has kept the inventory of available listings low.

- **Senior Housing Market.** There is no existing market rate senior housing anywhere in the University district neighborhoods. However, some nearby newer condominium development has been popular with older adults. There are a couple subsidized developments, but not in the Stadium Village station area or Prospect Park. The alumni survey demonstrated some interest in senior housing near campus.

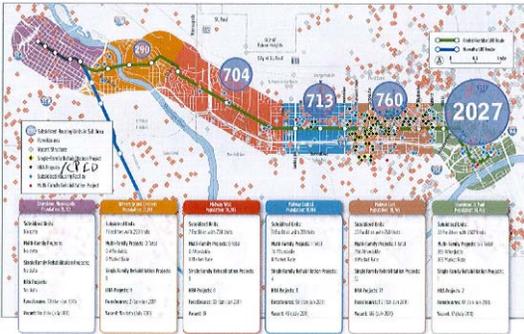
The accompanying chart summarizes the housing demand projections they made for the period from 2011 to 2020. This is not specific to the Stadium Village area as the study encompasses all the neighborhoods surrounding the University campus. However, it does illustrate some demand in the area for other housing types.

As the heart of the Stadium Village area is in one of the most student-oriented areas, it may be that student housing will continue to be the most suitable use for some time. However, as that market is built out, it will be useful to see what other housing types might emerge – even as the area retains its campus orientation.

Additionally, on the Prospect Park station area side, it is possible that the character of the redevelopment may be significantly less student oriented. The Prospect Park neighborhood plan focuses more on general occupancy, senior and affordable housing markets in its recommendations.

RECOMMENDED HOUSING DEVELOPMENT UNIVERSITY DISTRICT 2011 to 2020				
	Purchase Price/ Monthly Rent Range <sup>1</sup>	No. of Units	Pct. of Total	Development Timing
<b>Owner-Occupied Housing (General-Occupancy)</b>				
<b>Single-Family/Detached Townhomes<sup>2</sup></b>				
Entry-Level	\$225,000 - \$300,000	6 - 8	27%	2011+ (ongoing)
Move-up	\$350,000 - \$500,000	8 - 10	36%	2011+ (ongoing)
Executive	\$500,000+	8 - 10	36%	2011+ (ongoing)
<i>Total</i>		<u>22 - 28</u>	<u>100%</u>	
<b>Multifamily Townhomes/Twin Homes</b>				
Entry-level	\$200,000 - \$250,000	25 - 30	22%	2013+
Move-up	\$325,000 - \$450,000	45 - 50	39%	2013+
Executive	\$450,000+	45 - 50	39%	2013+
<i>Total</i>		<u>115 - 130</u>	<u>100%</u>	
<b>Condominiums<sup>3</sup></b>				
Entry-level	\$175,000 - \$250,000	110 - 130	42%	2014+
Move-up	\$275,000 - \$350,000	80 - 90	31%	2014+
Upper-end	\$375,000+	70 - 80	27%	2014+
<i>Total</i>		<u>260 - 300</u>	<u>100%</u>	
<b>General Occupancy Rental Housing (Non-Student Oriented)</b>				
Market Rate Rental Housing	\$800 - \$1,850	350 - 450	64%	2011+
Affordable Rental <sup>4</sup>	50% to 120% AMI	150 - 200	27%	2011+
Subsidized Rental <sup>5</sup>	30% AMI	50 - 100	9%	2011+
<i>Total</i>		<u>550 - 750</u>	<u>100%</u>	
<b>Senior Housing</b>				
Active adult affordable rental **	Moderate-income	50 - 60	16%	2011+
Active adult market rate rental **	\$875 - \$1,800	50 - 60	16%	2012+
Active adult owner	Market (coop/condominium)	70 - 90	22%	2013+
Congregate	\$1,500 - \$2,400	50 - 60	16%	2013+
Assisted Living	\$2,900 - \$3,900	60 - 75	19%	2012+
Memory Care <sup>6</sup>	\$4,500 - \$6,500	35 - 45	11%	2012+
<i>Total</i>		<u>315 - 390</u>	<u>100%</u>	
<b>Alternative Development Concept**</b>				
Active adult rental - mixed income	Mix of MR & affordable	90 - 100	29%	2011+
<sup>1</sup> Pricing in 2011 dollars. Pricing can be adjusted to account for inflation. <sup>2</sup> Replacement need only - based on age of housing stock 50 years and older. Development of single-family or detached townhomes will hinge on land availability and functional obsolescence of existing older housing stock. Due to the University District's location, there is pent-up demand that exceeds the replacement need. <sup>3</sup> Condominium development could exceed recommended units through high-rise development. <sup>4</sup> The University District could potentially support multiple affordable products through 2020. However, we recommend phasing affordable housing development over the next decade. <sup>5</sup> Although there is demand for over 500 subsidized units over the decade, it will be very challenging to develop given land costs in the University District <sup>6</sup> Memory care housing could be a component of a assisted-living or service-intensive congregate building ** Alternative development concept is to combine active adult affordable and active adult market rate into one mixed-income community.				
<b>Note: The University District may not be able to accommodate all recommended housing types based on land availability and development constraints. Recommended development does not directly coincide with total demand.</b>				
Source: Maxfield Research Inc.				

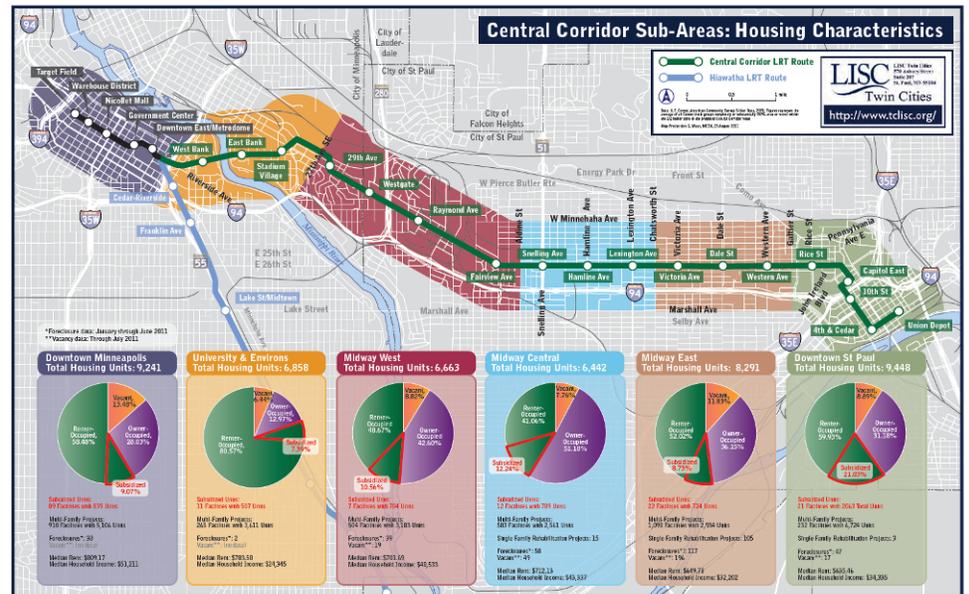
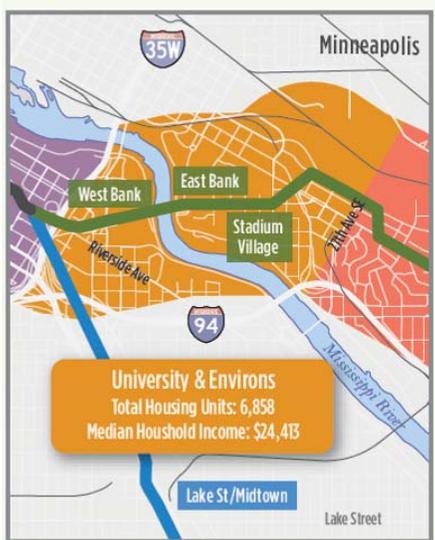
Central Corridor Sub-Areas:  
Subsidized Housing and Related Projects



## Affordable Housing

At the same time as the Stadium Village University Avenue Station Area Plan was underway, the Central Corridor Funders Collaborative funded a Central Corridor-wide affordable housing study. Called the Big Picture Project, its purpose was to create a unified housing strategy for the whole corridor. The goals included stabilizing existing housing stock, preserving long term affordability, and making sure new development projects improve the quality of life for residents in surrounding neighborhoods.

The intent was to align efforts and resources around the shared value of providing for a range of housing types, which serve a mix of income levels, ownership and rental, family size/age/ethnicity, and affordability. The lead agency was LISC, with numerous partners including the cities of Minneapolis and St Paul.



Except for the Glendale Townhomes, this study identified nearly no affordable housing in the study area. Furthermore, although there are a number of development projects underway in the area, none contain affordable units. Additionally, unlike other areas of the corridor the market values of residential properties tend to be high enough so they are not “naturally” (i.e. non-subsidized) affordable either.

The plan had three main categories of recommendations, described below. While these were presented as corridor-wide rather than specific to individual stations, due to lack of affordable housing stock the policies impacting Stadium Village most tend to be related more to production than preservation – with Glendale Townhomes being the notable exception.

- Invest in the production and preservation of long-term affordable housing. This includes pursuing and allocating additional development resources, value capture and tax incentive strategies, and identifying opportunity sites. While the



Multiple strategies will be needed to achieve our goals

plan stopped short of identifying specific sites, it did suggest that additional resources coming to the corridor for development (from public, private, and philanthropic sources) could be used to further the goal of equitable transit oriented development.

- *Invest in activities that help low-income people stay in their homes, and address substandard and vacant properties.* This recommendation includes a focus on mortgage foreclosure prevention, home improvement loans, reuse of vacant and foreclosed properties, and others. As stated above, these may be less relevant than other areas of the corridor. However, helping people to maintain their existing homes is a priority for the neighborhoods and University Alliance, regardless of affordability.
- *Stabilizing families through coordinated investments.* While this did not have specific recommendations, it noted the importance of additional investments in the community to support families (jobs, open space, infrastructure etc.).

The next phase of the Big Picture project has yet to be determined, but may involve additional work on implementing the plan's recommendations.

## **Recommendations**

1. Support the development of a variety of residential types to serve the diversity of people who live and/or work in the area, with a mix of affordability levels, unit types, ownership vs. rental, amenities, and other characteristics.
2. Encourage the development of long term affordable workforce housing to accommodate people wanting to live near their work.
3. Encourage the development of higher density housing close to the University campus, along major corridors, and at transit station areas.
4. Support the maintenance of the Prospect Park low/medium density residential core, with higher density residential uses in areas closer to campus and along major corridors.
5. Support the identification and allocation of additional resources for transit oriented housing and mixed use development, including affordable housing.
6. Support policies and initiatives that help to stabilize and strengthen existing residential neighborhoods through resources for regulatory enforcement and investment in housing stock.

7. Continue to support the presence of Glendale Townhomes, and encourage the MPHA to invest in the property as needed to meet the needs of its residents.
8. Continue to work with the University regarding strategies and approaches for accommodating students, faculty, and staff near campus in a way that is sustainable and strengthens neighborhoods.

## 9. Economic Development

### Overview

As part of the Stadium Village University Avenue Station Area Plan, a market study was conducted for the study area in 2011.

This study focused on non-residential uses, to complement the work done on residential markets in the University Alliance study (see Chapter 4). The scope included retail and service businesses, as well as office and industrial uses. In addition to assessing market conditions, the study identified a number of development sites.

A summary of the findings is provided in this chapter. For a more complete report of study results, see Appendix [\[redacted\]](#).

### Market Area Characteristics

The study identified a number of characteristics of this area that influence the market. These include:

- **Valuable central location.** The study area benefits from proximity to the University of Minnesota as well as the downtowns of Minneapolis and St Paul, and Midway area.
- **Dense pedestrian-oriented character.** This brings traffic of all modes to the area, including walking, bicycling, and transit in addition to automobile.
- **Accessibility issues.** Due to its location, however, it has both real and perceived accessibility issues – especially for those who are not already traveling to the area to access the University campus.
- **Land availability issues.** Due to demands from the University and related uses, land availability for development is very limited. The University’s acquisition plans also introduces some uncertainty for future use of adjacent sites.
- **Student driven.** To date, the market in this area – both residential and commercial – has been largely driven by the predominant population group, namely 18-24 year olds. This dynamic changes for areas a little farther from campus, as discussed below.

### Retail Market

The retail market – including both goods and services – was analyzed for the Stadium Village area. The study found a substantial amount of pent-up demand, but with some complications:

Figure 7: Population Growth Rates, Stadium Village, Prospect Park, Minneapolis, and Metro Area 1960-2010

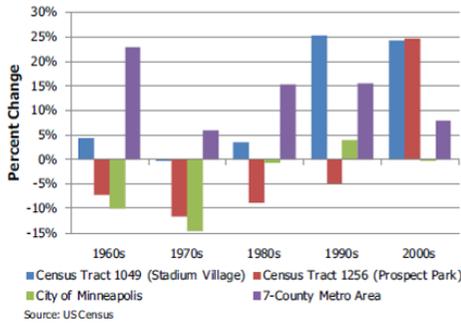


Figure 10: Median Age

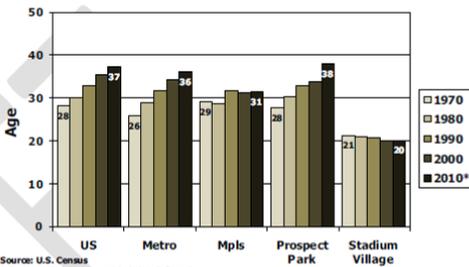


Figure 14: Ratio of Per Capita Incomes (\$100 = US per capita Income)

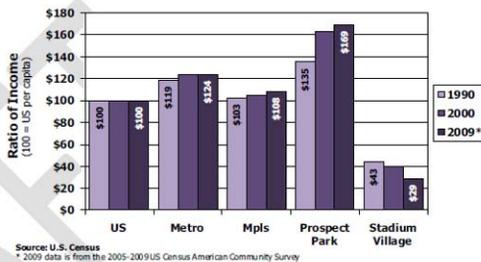


Figure 15: Households without Vehicles 2000

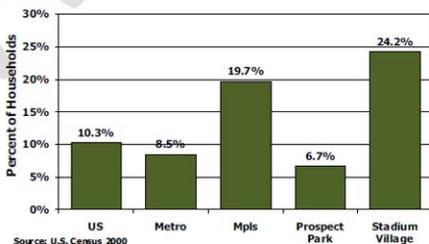
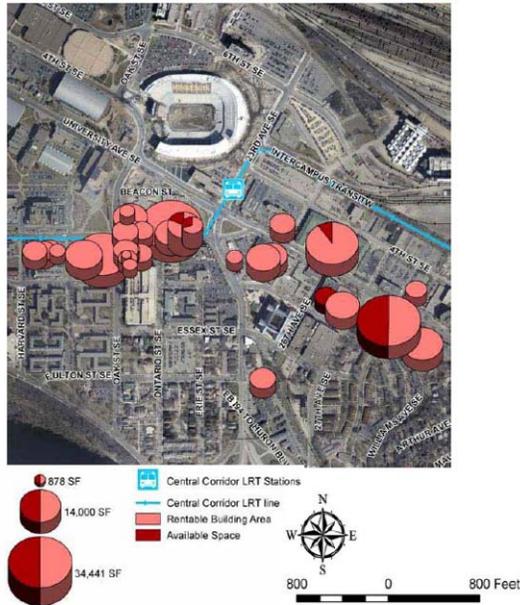


Figure 21: Stadium Village Retail Properties and Vacancy



- **Significant opportunity for expansion.** The retail market currently does not meet all the needs of area residents, workers and visitors. With a little over 100,000 square feet of retail now, the study estimates an additional 50,000 could be added in the short term, with even more in the longer term.
- **Finding suitable locations is a challenge.** Land availability and competition with other uses will limit how much retail is able to expand. Highly visible locations are important to some uses. Pedestrian accessibility matters more than vehicular in this market – as spaces closest to the walkable core of Stadium Village’s commercial district are most in demand.
- **The size and format of some store types is an issue.** While there is demand for goods like groceries and general merchandise, the size of some of the standard chains may be too large for this particular market.
- **The Prospect Park station area may be a companion retail location.** Due to the substantial limitations in the Stadium Village area, it may be more appropriate to develop a companion retail hub at the Prospect Park station, especially for larger format retailers and those need more extensive parking.

## Office Market

The forecasted demand for office was fairly limited – only about 40,000 square feet through 2020. This relatively low amount was explained by several criteria:

- **Very little market-driven space exists here.** This has not yet demonstrated strength as a private-sector office market, and hence is less competitive with other office markets. Part of this may be due to accessibility issues mentioned – users (who are not benefitting from being near the University) do not want the hassles of traveling to and from here.
- **Competition for other uses outbid office.** This area is highly attractive for residential and retail, and office cannot compete for the cost of developable sites.
- **University Avenue sites may be more attractive.** There is more office space along University Avenue away from the Stadium Village station. That area enjoys better highway access and less University-related accessibility issues. Office space, to the extent it develops, will be more likely there.

## Industrial Market

The study found virtually no measurable industrial demand, based on a current understanding of the regional market. The industrial market in

Figure 25: Stadium Village Office Properties and Vacancy

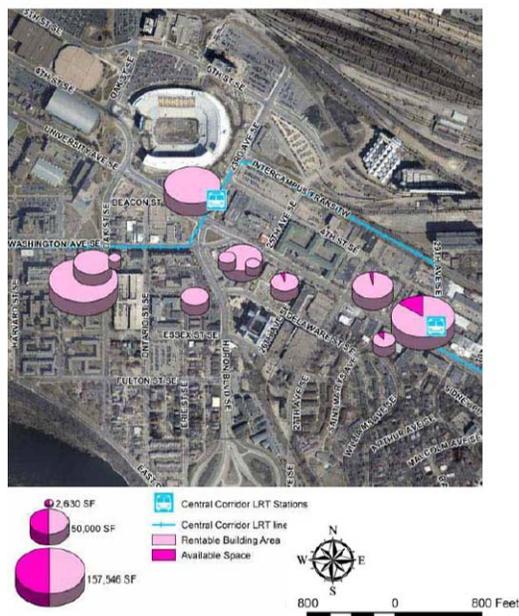
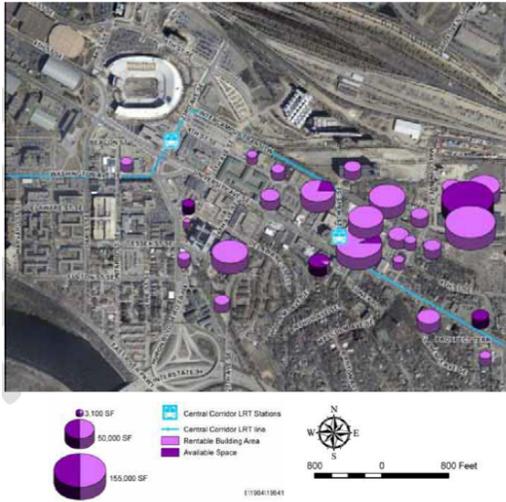


Figure 28: Stadium Village Industrial Properties and Vacancy



general is fairly weak, and this area does not compete well with many other industrial park locations regionally.

This finding is mitigated in part by the development underway of the Minnesota Science Park concept. Although successful in many other places in the country, the region does not yet have a university research park area. The concept of this is a place where research from the University is translated into private-sector science and technology-based business startups.

The City has invested for years in the Southeast Minneapolis Industrial Area (SEMI) through the development of Granary Road and related stormwater infrastructure. Meanwhile, the University has invested in their Bio-Medical Discovery District, which will house (when completed) hundreds of researchers working on translational research.

This niche market may well develop in time. It is difficult to predict within the limitations of this current study, however. Also to be seen is if these business function more like an office or industrial use – or a combination.

## Development Issues and Opportunities

The purpose of the Stadium Village market study was to determine what markets are likely to be seeking to locate in the Stadium Village area. The focus of second related study was to determine whether there are redevelopment sites available that may be able to absorb some of this latent demand and identify issues and opportunities associated with these redevelopment focus areas.

To identify the redevelopment Focus Areas, the consultant used a multi-step process to screen properties. The results of this screening process resulted in the identification of seven focus areas that appeared to contain similar issues and opportunities. The analysis considered factors such as building ages, ownership patterns, planned infrastructure improvements, property valuation, natural features and land/building ratios.

It should be noted that property in the Stadium Village area is generally in high demand and therefore vacancy is rare due to its unique location in proximity to the University of Minnesota. This high level of demand means that almost all redevelopment would necessitate the discontinuance or relocation of a use that is already viable on the redevelopment site.

This study does not address the policy issue of whether it is more desirable to maintain existing uses or redevelop sites into new uses. Focus areas should not be considered priority redevelopment sites or threatened properties. The goal of this analysis was to identify sites where there appeared to be conditions that might make developers view the redevelopment potential as positive and therefore result in redevelopment pressure.

Knowing where development pressures are located can help policymakers understand where there may be opportunities that need to be nurtured to ensure they reach their full potential or if the existing conditions are to be preserved, where steps may need to be taken before it is acquired for redevelopment.

For a detailed account of the findings for each of the seven focus areas, see Appendix [REDACTED]. Briefly, the identified properties include:

- Area 1 – University & Huron, northeast corner
- Area 2 – University & Huron, southeast and southwest corners
- Area 3 – Frontage along Washington Ave in Stadium Village business district
- Area 4 – Portions of central Motley area, south of Fulton
- Area 5 – Motley area, frontage along west side of Huron
- Area 6 – South of University between Huron and 27<sup>th</sup>
- Area 7 – University & 27<sup>th</sup>, northwest and southwest corners

It should be noted that this study did not look at sites east of 27<sup>th</sup> Avenue. Those were addressed in the existing University & 29<sup>th</sup> study, as well as the ongoing neighborhood planning for that station area. **MORE ON THIS FROM PPERRIA?**

Figure 1: Stadium Village Focus Areas



## Economic Development Activities

The Business Resource Collaborative, an organization representing the business community along Central Corridor, is actively engaged in planning for future economic development along the line. While the initial focus has been on assisting existing businesses with surviving the challenges of the construction phases, attention has turned to how the line will attract new businesses, development, and jobs.

Businesses and business associations in the Stadium Village area have been active in this planning. Building on what they have done related to construction phase mitigation, they are now looking to the future. The City, along with numerous other partners, has been involved in supporting this effort and the business associations involved. **COMPLETE**

## Recommendations

1. Support existing businesses, including aiding them in responding to changes brought about by the establishment of the light rail line.

2. Encourage the diversification of the business mix in the study area, to respond to underserved markets and to better serve the needs of residents, students, employees and visitors in the area.
3. Continue to support the maintenance of a special services district for Stadium Village, to maintain the area, promote the area, place banners, and provide other services.
4. Encourage cooperative relationships between businesses and University parking facilities to meet the needs of customers and employees of businesses.
5. Encourage the development of businesses at the Prospect Park and other nearby station areas that complement the mix in Stadium Village, including those that do not fit in the Stadium Village core.
6. Support the development and placement of wayfinding signage to direct people to business districts, especially near the University.
7. Promote the redevelopment of the SEMI Industrial Employment District with office and industrial uses that capitalize on access to the University's research district, create jobs, and connect to the residential and mixed use development south of the transitway.
8. Investigate the feasibility of a special services district and/or parking district as part of the redevelopment of the Prospect Park transit station area.
9. Support the extension of the pedestrian oriented retail district in the Stadium Village commercial core.
10. Support the establishment of a commercial and arts oriented district around the Prospect Park station.

## 10. Parking

In terms of transportation, the Stadium Village plan study area is a complex and interesting place. It combines high traffic through streets with heavily used bicycle and pedestrian routes. It has quiet neighborhood streets, and major truck route and interstate access. It has a tremendous in-migration of workers, students, customers, and visitors daily, which creates parking pressures throughout the area. But it also has well-used, high quality transit service – with the pending LRT raising the bar still higher.

To develop a clearer picture of the transportation network and needs, this plan relies on two technical studies:

- A **parking study**, which looks at existing public parking supply, projected future needs, and possible solutions
- A **connectivity study**, which focuses on the bicycle and pedestrian network and what improvements are needed (results and recommendations Chapter 7)

The results of the parking study are summarized below. Additionally, traffic analysis results from the Central Corridor project itself and the recent Granary Corridor Feasibility Study were used to better understand the road network and how it functions to meet the needs of the area.

At present, a route study is underway by Metro Transit, to revisit the bus routes along the Central Corridor in the light of how they will function with and alongside the light rail service. This study will make some general recommendations related to transit, but leave the more detailed analysis to this parallel effort.

### Parking Study

Parking issues rise quickly to the top of the list in many discussions about public concerns related to the Stadium Village station area. This is due to a convergence of factors including: a busy, centralized location, a large university and medical campus, and residential areas where on-street parking is the norm.

To address these, a parking study was conducted as part of the station area planning process. The study covered issues over a wide swath along the Washington and University Avenue corridors, from the University east bank campus to the St Paul border. The scope included an inventory of existing facilities and their usage rates, as well as recommendations for targeted areas along the corridor.

The complete report from the study is available in Appendix       . A summary of the findings is given below.

### *Parking Inventory*

The parking study area was broken down into four sections, as shown on the map below:

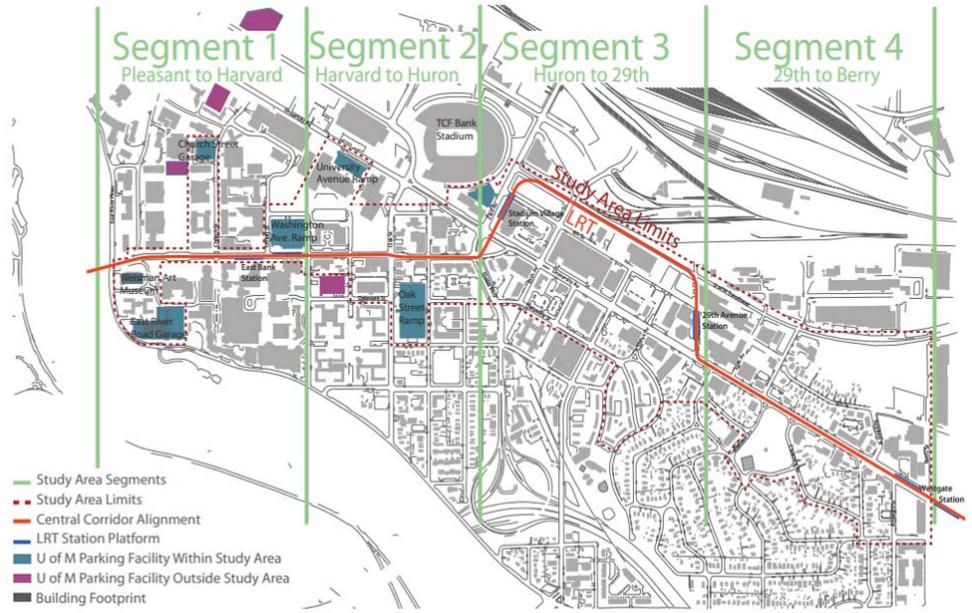
- Segment 1 is the University's east bank campus. There is no on street parking, and off street parking consists almost entirely of University owned ramps. Little change is anticipated to the parking in this section.
- Segment 2 is the Stadium Village commercial core and area around the station platform. This area has limited on and off street parking as well as some University ramps. A large percentage of the on street parking is being removed by the LRT project.
- Segment 3 is the area between the Stadium Village and Prospect Park station. This area has a variety of parking sources and some excess capacity, although not always in a convenient location for potential users.
- Segment 4 is the area around the Prospect Park station area. As with Segment 2, much of the on street parking is being lost with LRT. The mix of commercial and industrial uses utilizes parking in different ways.

The parking inventory looked at all available public parking facilities (surface and structure) along the corridor. It also contained an assessment of parking with restricted use – i.e. contract parking on the campus. On-street parking was included in the assessment, though only residential blocks closest to the corridor were counted, on the assumption the issues regarding parking were most intense there.

The inventory counted parking spaces available to the general public (as opposed to those for a dedicated use), located both off street and on street. Average utilization was calculated for a typical weekday versus an event day, when parking demand was higher. Counts included winter days when snow storage reduced the overall number of usable spaces.

The inventory showed generally a surplus of parking was present at most times, although University ramps tended to fill up during events and on street parking was almost always highly utilized. However, the available parking was not always convenient to users or priced attractively (e.g. ramp parking for all-day users is less suited for businesses that need high turnover parking, and on street spaces designed for high turnover parking don't always meet the needs of employees.

Overall, however, the combination of surplus parking, recent trending downward of parking usage (based on reports from residential developments that lease parking), and the projected impact, it was determined much of the strategy around parking should center around making better use of existing parking facilities as opposed to constructing new ones.



### Parking Toolbox

To address the parking needs of this area, the study created a parking toolbox, presenting a range of parking management options that could be implemented. The goal was not to develop a strategy for each specific site, but rather to be prepared with a range of options to address issues as they arise. Categories of tools included:

**Table 9. On-Street Parking Utilization Matrix**

	SEGMENT 1 PLEASANT TO HARVARD	SEGMENT 2 HARVARD TO 23RD	SEGMENT 3 23RD TO 29TH	SEGMENT 4 29TH TO BERRY
NON-EVENT DAY PARKING UTILIZATION	NA			
EVENT DAY PARKING UTILIZATION	NA			

- 0 to 40 percent occupied; up to 60 percent excess capacity
- 41 to 75 percent occupied; between 25 and 59 percent excess capacity
- 76 to 100 percent occupied; up to 24 percent excess capacity

**Table 10. Off-Street Parking Utilization Matrix**

	SEGMENT 1 PLEASANT TO HARVARD	SEGMENT 2 HARVARD TO 23RD	SEGMENT 3 23RD TO 29TH	SEGMENT 4 29TH TO BERRY
NON-EVENT DAY PARKING UTILIZATION	NA			
EVENT DAY PARKING UTILIZATION	NA			

- 0 to 40 percent occupied; up to 60 percent excess capacity
- 41 to 75 percent occupied; between 25 and 59 percent excess capacity
- 76 to 100 percent occupied; up to 24 percent excess capacity

1. Demand Tools mitigate or reduce the demand for parking.
2. Location Tools are strategies that can: a) move demand away from the “core” areas (with high demand and comparatively low supply) into areas with excess parking supply and b) clearly locate or define where parking is available for users.
3. Pricing Tools provide a wide range of flexibility. When appropriately calibrated, these tools can reduce occupancy in high-demand areas and create a market for off-street parking.
4. Supply Tools evaluate the availability of the existing parking supply and work to optimize its use to the maximum extent possible before building/developing new supply.
5. Time Tools introduce or modify time restrictions to encourage turnover and better use of parking spaces. Influencing factors include surrounding land uses, time of day, and availability of supply.

See Appendix      for the full list of strategies. The study also provided more detailed guidance on parking meter placement, advising they should be placed in areas with fairly high parking demand (which characterizes much of the study area). Additionally, it suggests they function most efficiently when calibrated to meet short term parking needs.

## **Recommendations**

### *Parking – Short Term*

#### **Segment 1:**

1. Install wayfinding signage to direct parkers to available “transient” stalls in the University’s four ramps and pedestrians to businesses.
2. Install changeable message boards to notify parkers of available parking stalls in the ramps, especially during events.

#### **Segment 2:**

1. Install wayfinding signage to direct parkers to available “transient” stalls in the University’s two ramps and other surface lots.
2. Install changeable message boards to notify parkers of available parking stalls in the ramps.
3. Enter into discussions with owners of existing parking facilities to identify ways existing parking services might be modified to facilitate higher turnover and cooperative arrangements with adjacent businesses.

4. Initiate a parking validation program where the University sets aside a block of stalls in the Washington Avenue Ramp for the exclusive use of business patrons who will be able to validate their tickets with local businesses and receive reduced rate parking. for example: the first 30 minutes at no cost and/or a reduced rate for short term parking.
5. Discuss with the University the possibility of establishing reduced rates for business patrons that would go into effect during of-peak time periods.
6. Install meters and allow on-street parking on the east side of Ontario Street between Fulton and Essex Streets and on the north side of Essex Street between Ontario and Huron.
7. Implement additional meters on nearby streets as agreed upon by the City and the University.

**Segment 3:**

1. Implement stricter enforcement of the City's ordinance on extended parking on 4th Street and tow violators.
2. Improve unimproved segments of 4th Street with new curb, gutter, pavement, pedestrian scale lighting, and landscaping.
3. Consider adjusting the parking along the south side of 4th street to be reconfigured for angle parking.
4. Install parking meters along 4<sup>th</sup> Street SE between 23<sup>rd</sup> and 29<sup>th</sup> Avenue. If metering isn't approved, mark on-street stalls with consistent dimensions to maximize the number of available stalls.
5. Establish time-limited parking around Glendale Townhomes, with exemptions for local residents who would be issued permits. This should prevent non-residents from occupying these spaces, especially on days when events are being held.

**Segment 4:**

1. Implement stricter enforcement of the City's ordinance on extended parking on 4<sup>th</sup> Street SE and tow violators.
2. Improve unimproved segments of 4<sup>th</sup> Street SE with new curb, gutter, pavement, pedestrian scale lighting, and landscaping between 29<sup>th</sup> and Malcolm Avenue.
3. Install meters along 4th Street between 29<sup>th</sup> and Malcolm Avenue. If metering along 4th Street in Segment 4 isn't approved, mark on-street stalls with consistent dimensions to maximize the number of available stalls

4. Allow metered parking along 30<sup>th</sup> Avenue between University Avenue and 4<sup>th</sup> Street. Investigate the potential to implement angled parking on 30<sup>th</sup> Avenue.
5. Allow metered parking on east side of Malcolm between University Avenue and 5<sup>th</sup> Street.
6. Monitor impacts in the Prospect Park neighborhood. If problems become worse, expand the newly established Critical Parking Area.
7. Develop shared parking at Alliance Clinic (Fraser) lot and/or Spire lot.
8. Permit development of a temporary surface lot at the Hubbard Broadcasting site, between the Transitway and 4<sup>th</sup> Street, though site should eventually be redeveloped.

**Overall:**

1. Implement a remote parking program in privately owned parking facilities, north, east, south, and west of the study area. Remote parking facilities should have excess capacity and should be located along transit routes that serve the study area.
2. Develop a consistent, universal signage directing motorists to public parking locations, and pedestrians to businesses and other attractions.
3. Locate at each cross street along University to guide to parking destinations.
4. Develop a University of Minnesota web page that identifies available parking supplies in real time.
5. Provide parking assistance to the public via a “311” system.
6. Allow event day parking in privately owned parking lots, assuming proper permits and approvals are obtained.
7. Businesses with off-street lots should ensure lots are visibly striped and if possible restriped for optimization and efficiency.
8. University of Minnesota contract surface lots in Segments 2 and 3 should convert from contract parking during weekdays to public parking during weeknights
9. Install additional metered spaces in the study area per City of Minneapolis Public Works recommendations.

***Parking – Long Term***

**Segment 1:**

1. Install permanent signage directing motorists traveling eastbound on University Avenue to University of Minnesota parking facilities

**Segment 2:**

1. As sites along Washington Avenue are redeveloped, integrate off-street parking with the redevelopment

**Segment 3:**

1. Acquire underutilized uses for redevelopment and develop surface parking lots, parking ramps, or underground parking garages that would be associated with a block's redevelopment.
2. Allow metered parking on east side of Arthur Avenue between Sidney and University.
3. Allow metered parking on 27th Avenue between University Avenue and 4th Street.

**Segment 4:**

Consistent with mixed-use TOD redevelopment in Segment 4, develop centralized district parking facilities that are integrated within the TOD. The physical design/layout of the integrated parking facilities should permit all uses in the redevelopment convenient, efficient, and safe access.

**Overall:**

1. Install universal "P" signs at strategic locations along University and side streets directing motorists to public parking.
2. Identify all lots providing public parking with clearly visible universal "P" sign designations.
3. Develop district parking consistent with any redevelopment. The district parking concept would provide off-street parking for patrons of the uses within a district redevelopment.

## 11. Implementation

The following chapter outlines an implementation approach for the Stadium Village University Avenue Station Area Plan and offers tools to assist the public and private sectors in the realization of the community vision for the area. After adoption by the City Council, the plan will become part of the City's policy framework and comprehensive plan. While many implementation strategies will be the responsibility of the City, most of the directives will take the cooperative effort of multiple stakeholders, including the University, County, neighborhood, Park Board, businesses, private developers, property owners, and others.

The tables on the following pages outline initial ideas for how the recommendations in this plan can begin to be realized. The table defines responsible parties and timeframe for implementation (Near Term: 0-5 years; Mid Term 5-10 years; Long Term: 10+ years).

**FINISH**