Stadium Village
University Avenue

Station Area Plan

City of Minneapolis
Department of Community Planning & Economic Development

DRAFT

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1. Executive Summary

Introduction

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 light rail 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.

TCF Bank Stadium

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.

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 Design 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.

Land Use and Design Plan

The land use and development patterns in the Stadium Village have changed in many ways over the years. The historic 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. 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.

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

- Land use by parcel
- Designated land use features

Student housing project under construction

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 mixed use.

- **Residential** – Parcels with housing are proposed to fall primarily into low, medium, or high density. The future land use map identifies where each is appropriate.
- **Mixed Use** – The plan proposes that the location of retail, restaurants, and other commercial uses be located along the major corridors.
- **Public/Institutional** – The plan reflects the extent of the University of Minnesota, included planned expansion areas as shown in the Campus Master Plan.
- **Industrial/Office** – The Southeast Minneapolis Industrial Area (SEMI) falls partially within the study area, and is guided for industrial and office redevelopment.
- **Parks and Open Space -** The parks and open spaces depicted in the Future Land Use map indicate existing land being used for parks.

Land use features are designations in the City's comprehensive plan that provide policy guidance for specific areas within the City. This plan affirms the presence and extent of existing land use features.

Additional future land use recommendations are discussed by subarea in the land use chapter.

Urban Design and Public Realm

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 F. 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.

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 and hierarchy of vibrant public spaces and linkages
- Integrate a network and hierarchy of street treatments
- Encourage compact mixed-use developments
- Foster environmental and economic sustainability

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. Specifically, it focused on how promoting a compact mixed-use development pattern along the corridors within the study area and increasing density and housing opportunities encourages an active public realm.

Campus gateway element

Public Realm and Streetscape Improvements

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.

Pedestrian, Bicycle, and Multi-Modal Connectivity

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.

Public Open Space, Parks, and Plazas

A public realm strategy should be put into place to enhance and green the streets within the district over time, improving the area along the light rail route and encouraging redevelopment. The primary objectives for the open space system are to create stronger connections between existing amenities,

creating a public space network, and to provide a better meeting place for all sorts of activities.

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. 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

Implementation

This study both provides guidance for private development, and lays out a strategy for public investment. This includes an identification of projects, including descriptions and cost estimates.

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.

Older home in Motley neighborhood area

Housing market study research provides a context for housing conditions and issues. Student housing remains a dominant presence in the market at this time. However, other markets – including senior and workforce housing – are also emerging. Plan recommendations are consistent with the goal of providing a variety of housing types to meet varied needs of residents.

A separate study for the Central Corridor focused on affordable housing needs. There has been relatively little new affordable housing constructed in the study area in recent years. However, there is interest now in potentially funding more, to provide a range of transit-oriented housing options in support of Central Corridor buildout.

Economic Development

The study identified a number of characteristics of this area that influence economic development. These include:

- Valuable central location
- Dense pedestrian-oriented character
- Accessibility issues
- Land availability issues
- Student driven

The retail market was analyzed for the Stadium Village area. The study found a substantial amount of pent-up demand, but with some complications due to site availability and constraints. The office and industrial markets

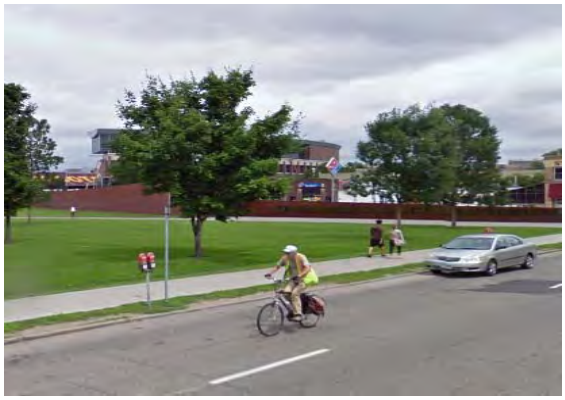
showed more limited prospects, except for the significant opportunity offered to firms that would benefit from close proximity to the University campus. This niche market is expected to develop over time.

Potential redevelopment sites were identified for the study area. 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. For a detailed account of the findings for each of the seven focus areas, see Appendix E.

Parking and Transportation

In terms of transportation, the Stadium Village plan study area is a complex and interesting place. 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 in Chapter 7)



Walking and bicycling near campus

Parking issues rise quickly to the top of the list in many discussions about public concerns related to the Stadium Village station area. To address these concerns, a parking study was conducted as part of the station area planning process.

The parking inventory looked at all available public parking facilities along the corridor. The inventory counted parking spaces available to the general public, located both off street and on street. Average utilization was calculated for a typical weekday versus an event day. The inventory showed generally a surplus of parking was present at most times, with some exceptions. However, the available parking was not always convenient to users or priced attractively.

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.

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 study also provided more detailed guidance on parking meter placement, advising they should be placed in areas with fairly high parking demand.

Implementation

The Implementation chapter outlines an implementation methodology 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 neighborhood. After adoption by the City Council, the Plan will become a part of the City's comprehensive plan. While many implementation strategies will be the responsibility of the City, most of the directives will take a cooperative effort over time to achieve from community organizations, the neighborhood institutions, and private developers and property owners.

Tables in the chapter outline ideas for how the recommendations in this Plan can begin to be realized. The table defines responsible parties, timeframe for implementation, and relevant notes to better understand how implementation can happen.

Top priorities for implementation by topic are outlined below:

Land Use

- Management of the University of Minnesota campus edge, including joint planning where appropriate for areas with shared interest and/or ownership.

- Direction of high density transit oriented mixed use development to designated areas in centers and corridors and at transit stations, with special attention to key intersections and gateways.

Urban Design and Public Realm

- Reconstruction of 4th Street SE with new streetscape and layout, to set the stage for new growth.

- New and improved bicycle and pedestrian connections where needed, especially around the Stadium Village station area.

- Enhanced streetscape on main bicycle and pedestrian corridors.

4th Street SE is in need of reconstruction

Housing

- Accommodation of a range of housing options and types to reflect the diversity of housing needs in the area.

- Support for additional affordable workforce housing options for people to live near where they work

Economic Development

- Support for a mix of retail and services, both supporting existing businesses and adding new ones.

- Development of the SEMI area into a research park that fully complements the University's biomedical discovery district.

Parking and Transportation

- Better utilization of existing parking resources, including on street meters, space in University ramps, and potential to share private parking lots.

- Accommodation of future parking demand in the context of multi-modal transportation options.

2. Introduction

Background

The Stadium Village 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 plan even differs with the timing of other station areas. This plan was completed 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.

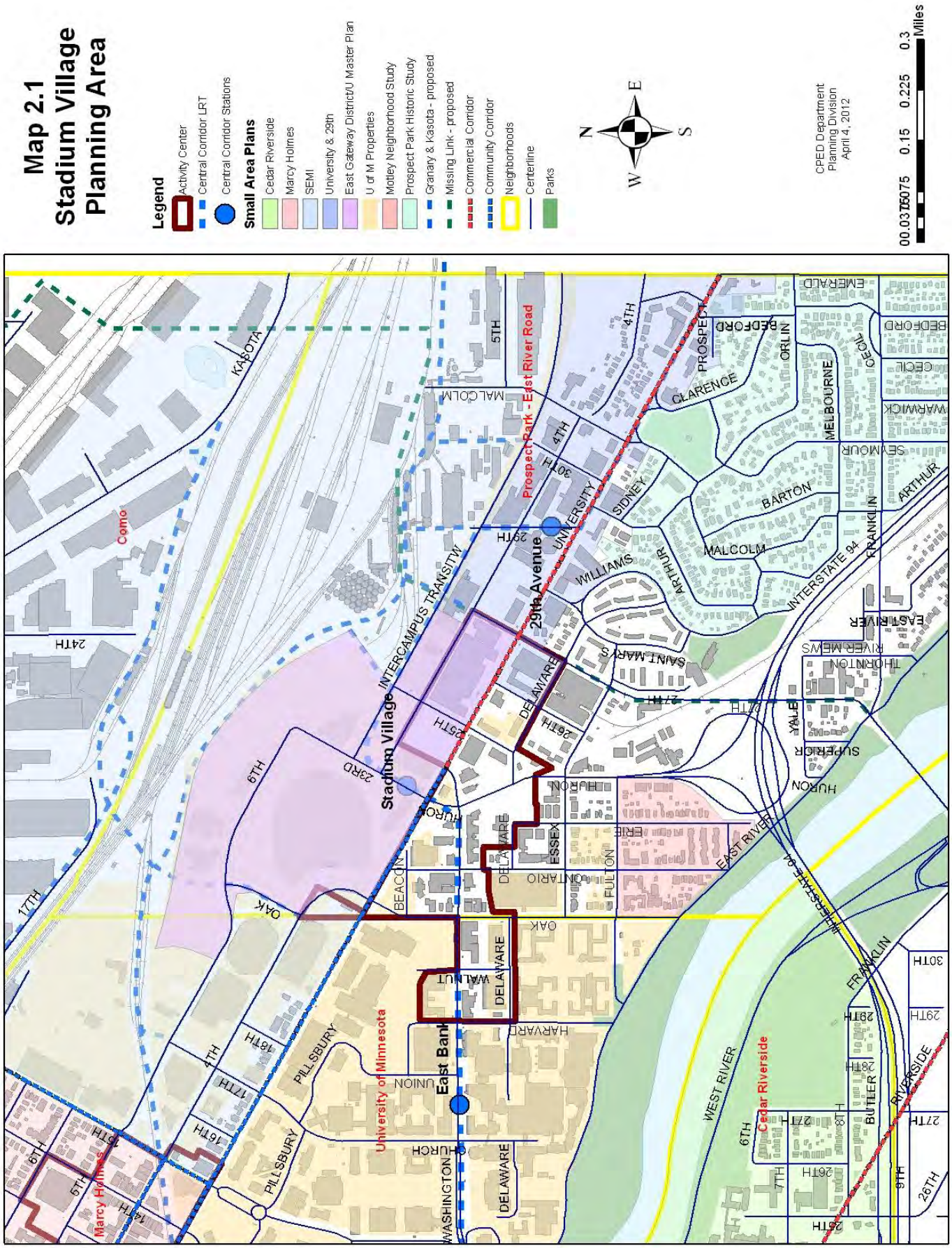
As this plan shows, the dynamics of this area point towards its central location as a prime place for transit oriented development. This is already a dense, dynamic urban place with ample bicycle and pedestrian activity and transit service. It has seen waves of development over time, and is currently experiencing rapid transition and growth. Development sites are valuable and in high demand.

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 simultaneous neighborhood-led development framework process for the Prospect Park station area. In fact, the study area for the Stadium Village plan has been stretched to cover the Prospect Park station area as well, in order to accommodate recommendations from the neighborhood process.

This is not the first planning effort for the area. Chapter 3 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” around the central intersection of Washington and Huron (see Map 2.1). 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.

New TCF Bank Stadium

Stadium Village commercial storefront


Map 2.1
Stadium Village
Planning Area
Legend
Activity Center
Central Corridor LRT
Central Corridor Stations
Small Area Plans
Cedar Riverside
Marcy Holmes
SEMI
University & 29th
East Gateway District/U Master Plan
U of M Properties
Motley Neighborhood Study
Prospect Park Historic Study
Granary & Kasota - proposed
Missing Link - proposed
Commercial Corridor
Community Corridor
Neighborhoods
Centerline
Parks
N
E
S
W
CPED Department
Planning Division
April 4, 2012
0 0.03 0.075 0.15 0.225 0.3
Miles
Como
Prospect Park - East River Road
Stadium Village
East Bank
University of Minnesota
Marcy Holmes
Cedar Riverside
29th Avenue
INTERCAMPUS TRANSITWAY
INTERSTATE 94
EAST RIVER
WEST RIVER
KASOTA
MALCOLM
UNIVERSITY
SIDNEY
WILLIAMS
ARTHUR
SAINT MARKS
DELAWARE
HURON
ESSEX
ONTARIO
FULTON
ERIE
BEACON
OAK
WALNUT
HARVARD
UNION
CHURCH
WASHINGTON
PILLSBURY
CLARENCE
PROSPECT
BEDFORD
ORLIN
MELBOURNE
CECIL
WARWICK
SEYMOUR
BARTON
FRANKLIN
EAST RIVER
RIVER MEWS
THORNTON
YALE
SUPERIOR
BUTLER
RIVERSIDE
EMERALD
24TH
23RD
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3RD

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 light rail 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.

University campus edge near Stadium Village

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 have 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.

This plan is largely designed to be compatible with the existing land use regulations. However, if there are differences identified, there will need to be additional steps after the plan's adoption to resolve these. A primary example would be a rezoning study, to update the zoning maps and code to meet the new policy framework.

One key difference in regulations versus policy is level of precision regarding development standards. This plan features a number of renderings and illustrations of development and infrastructure concepts. These are meant to be evocative and illustrate a point or policy. They are not meant to be taken literally as a site plan for any given site, or a design for any

infrastructure project. That level of detail comes later, during implementation.

Community Priorities

Early in the planning process, a survey was conducted to ask stakeholders what they thought were the most important priorities for the area (see Chapter 5 for more details and Appendix C for survey results). A total of 449 responses were received. These responses helped to frame the focus of this planning process.

Most Important

The survey asked what characteristics were most important to the respondent. The top responses are listed below:

- Access to the University of Minnesota (75%)
- Ability to walk/bike around area (66%)
- Mass transit options (58%)
- Availability of retail/services (49%)
- Sense of community/good place to live (43%)

Stadium Village station platform design

Not surprisingly, access to the University ranks high in terms of the value of the area to respondents. Access to multi-modal transportation was also considered a very important factor. A significant number also thought it was a good place to live. Lower down the list, people recognized the value of the area's central location, educational and cultural opportunities, and other factors that contribute this place.

Biggest Challenges

The survey also requested input into the biggest challenges the area faced. This was used to help inform the scope of the study and what was needed to improve the area.

- Not enough parking (60%)
- Traffic congestion (58%)
- Traffic safety (43%)
- Not enough retail/services (36%)
- Public safety/crime (35%)

Traffic and transportation issues dominated people's concerns about the area, again not surprising considering its busy location and the multi-modal nature of the place. Retail and services interestingly showed up on both lists – from other survey questions it becomes clear that (although existing retail

is valued) there are some key segments missing – such as stores with groceries and general merchandise.

When asked what they would like to see more of in the area, the most common response was bicycle and pedestrian connections (63%), followed by retail/services (54%).

Impact on Plan

The planning process acknowledged these concerns through three in-depth studies, which provided analysis and recommendations around specific areas of concern to stakeholders:

- Parking and Transportation Study – This provided a detailed analysis of parking supply and usage, and made specific recommendations related to improving parking supply and usage, as well as related transportation system improvements.

- Market and Development Study – This study took a close look at market issues in the area, including retail, services, office, and industry (residential was covered in a separate study). The results showed the gaps in the area. A related development study identified which sites were most likely to redevelop.

- Public Realm and Connectivity Study – This study addressed the issues of bicycle and pedestrian connectivity, with specific recommendations regarding how to improve the overall system. Through related analysis and recommendations for public realm, this plan also addressed issues like livability and public safety.

Stadium Village business access is being impacted by light rail

The plan has a broader scope than these three main subject areas. But this additional analysis informed and sharpened the recommendations for the topics of most concern to area stakeholders.

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 Design and Public Realm, Housing, Economic Development, and Parking and Transportation chapters provide analysis of the issues facing the neighborhood, describe options, and outline recommendations.

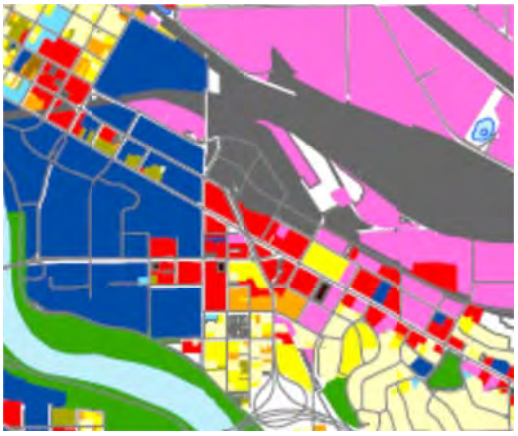
The Implementation chapter describes the steps needed for implementing the recommendations in the previous chapters. This outlines potential options for the implementation process; a more in-depth implementation strategy will need to be formulated once the plan is adopted.

The Appendix contains the full text of the three technical studies, as well as more documentation and information from the public involvement process. It also includes a brief glossary of planning terms used in this document that may be unfamiliar to some readers.

It should be noted that the technical studies in the appendix contain a number of recommendations. All the major recommendations from them have been incorporated into the main plan document, which as subsequently been edited. As such, though the appendices provide useful context and detail, the main policy direction will be found in the main document, not the technical reports.

3. History and Background

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



ɜe Plan

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 be found 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. Once this plan is complete, it will be incorporated into the comprehensive plan – including possibly 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.

ɜe SE

- **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 Street SE** west of Washington Avenue are designated as Community Corridors. Community Corridors are defined as having primarily a residential nature, with

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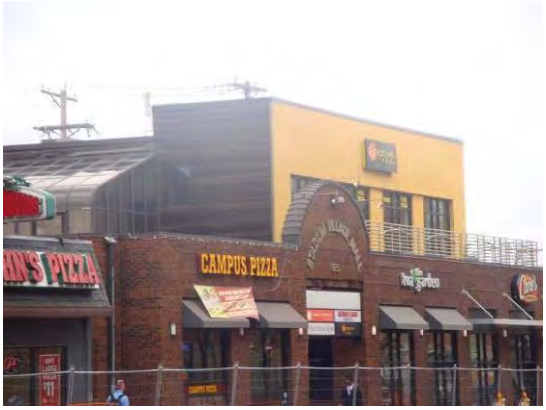

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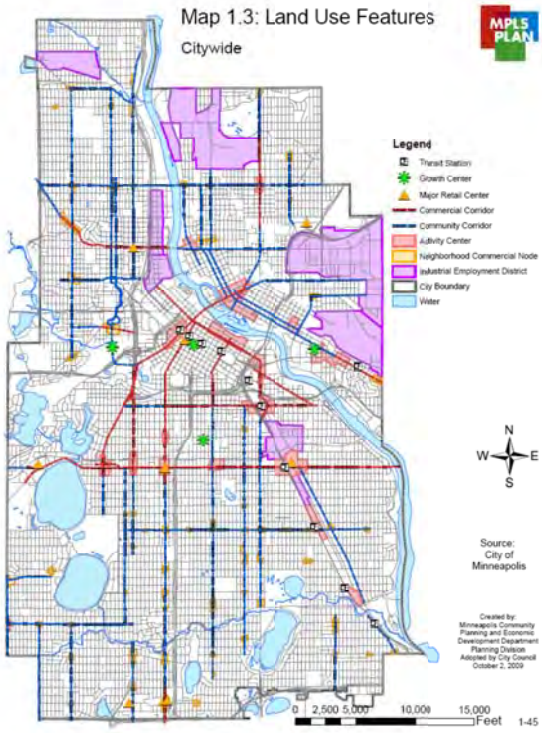
intermittent commercial clusters located at intersections. They have a range of traffic levels but are not generally high volume. The commercial uses along these corridors tend to be small-scale retail sales and services serving the immediate area. Medium densities are frequently allowed.

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 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 characterizes 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.



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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 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 Plan, industrial employment districts are specifically guided for job-generating 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. The SEMI area is the focus of City plans and ongoing efforts to construct new transportation and stormwater facilities in support of new development. The goal is to transform the area from an underutilized rail and grain storage yard to a biomedical technology campus to complement nearby University research activity.

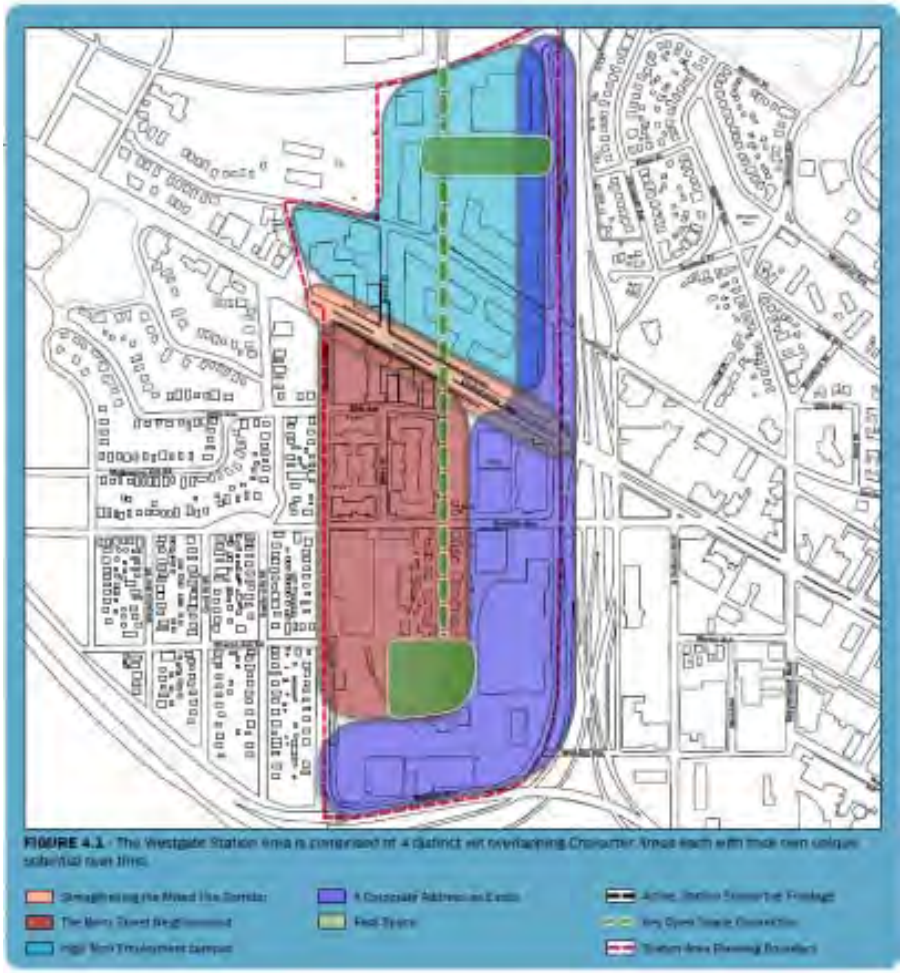
  Policy guidance in the comprehensive plan for Industrial Employment Districts includes: (1) develop regulations that promote compatible industrial development and the efficient use of land; (2) allow industrial uses outside of districts to transition over time to other uses; (3) restrict the development 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 Light Rail Stations** are the centers of designated Transit Station Areas. These are defined as the area within a half mile of a fixed-route transit station, such as light rail, 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) discourage 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 stations 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.

While the platform itself is located outside of city limits in St Paul, the Westgate light rail station area actually extends into Minneapolis. This means the area near the boundary also is effectively a transit station area. Planning guidance for this is somewhat simplified by the fact that the half mile radius from the Prospect Park station overlaps almost entirely with the Westgate station radius in Minneapolis.



Map from St Paul's Westgate Station Area Plan

Furthermore, the land use guidance reflects the presence of a station area. The core of the Westgate station area in Minneapolis is a designated neighborhood commercial node (University Avenue SE and Bedford Street SE). This complements the St Paul side of the station area, which envisions mixed use along University. On the south side, Minneapolis has adjacent moderate density residential zoning, similar to St Paul. On the north side, St Paul's industrial guidance is compatible with the industrial guidance for the Hubbard site in Minneapolis.

One additional key aspect the Westgate station area plays an important gateway role to the city, a fact also acknowledged by St Paul planning. At this point it is still to be determined how to best address that in design, as there is little dedicated public space available for doing so. However, it will continue to be an important consideration and require ongoing coordination with St Paul.

- **University Avenue SE & Bedford Street SE** is a designated Neighborhood Commercial Node. Neighborhood commercial 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.

Business at University and Bedford commercial node

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 2.1, which shows the "hole" at the center of this framework which this plan fills.

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.

- **Prospect Park East River Road Neighborhood Revitalization Plan Action Plans** (Prospect Park East River Road Improvement Association - PPERRIA, 1995-2005) – Through the citywide Neighborhood Revitalization Plan (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, and support for Southeast Minneapolis Industrial area redevelopment.

- **Southeast Minneapolis Industrial (SEMI)/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, stormwater 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** (Prospect Park East River Road Improvement Association/Hennepin County, 2007) - Provides guidance for the University & 29th transit corridor. The intent is to provide guidance for transit-supportive redevelopment of this

Missing Link Development Study

lan

area

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 Street Anthony Parkway to East River Parkway. Would include a connection through SEMI and along 27th Avenue SE. The Park Board 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 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. Separate sections of this plan include street design, pedestrian, and bicycle plans with specific recommendations for facility extensions and improvements in this area.

- **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 draft 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 the Local Initiatives Support Coalition (LISC) in partnership with the cities of Minneapolis and Street 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 design and public realm element in Chapter 7.

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shed)

area

- **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:

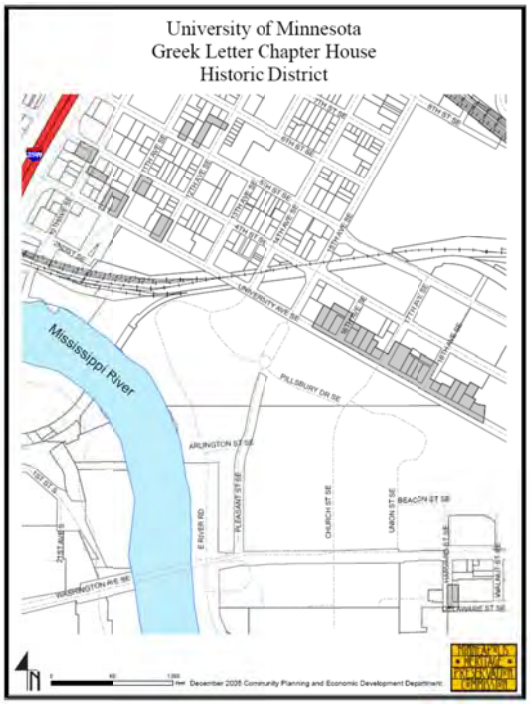
- Concern regarding maintaining quality and character of existing housing, and support for compatible infill development

- 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

e area



district

- 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.

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. Development of the west bank campus, across the river from the main east bank campus, began in the 1960's.

In recent years, land use change has been gradual but steady. The main chance 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.

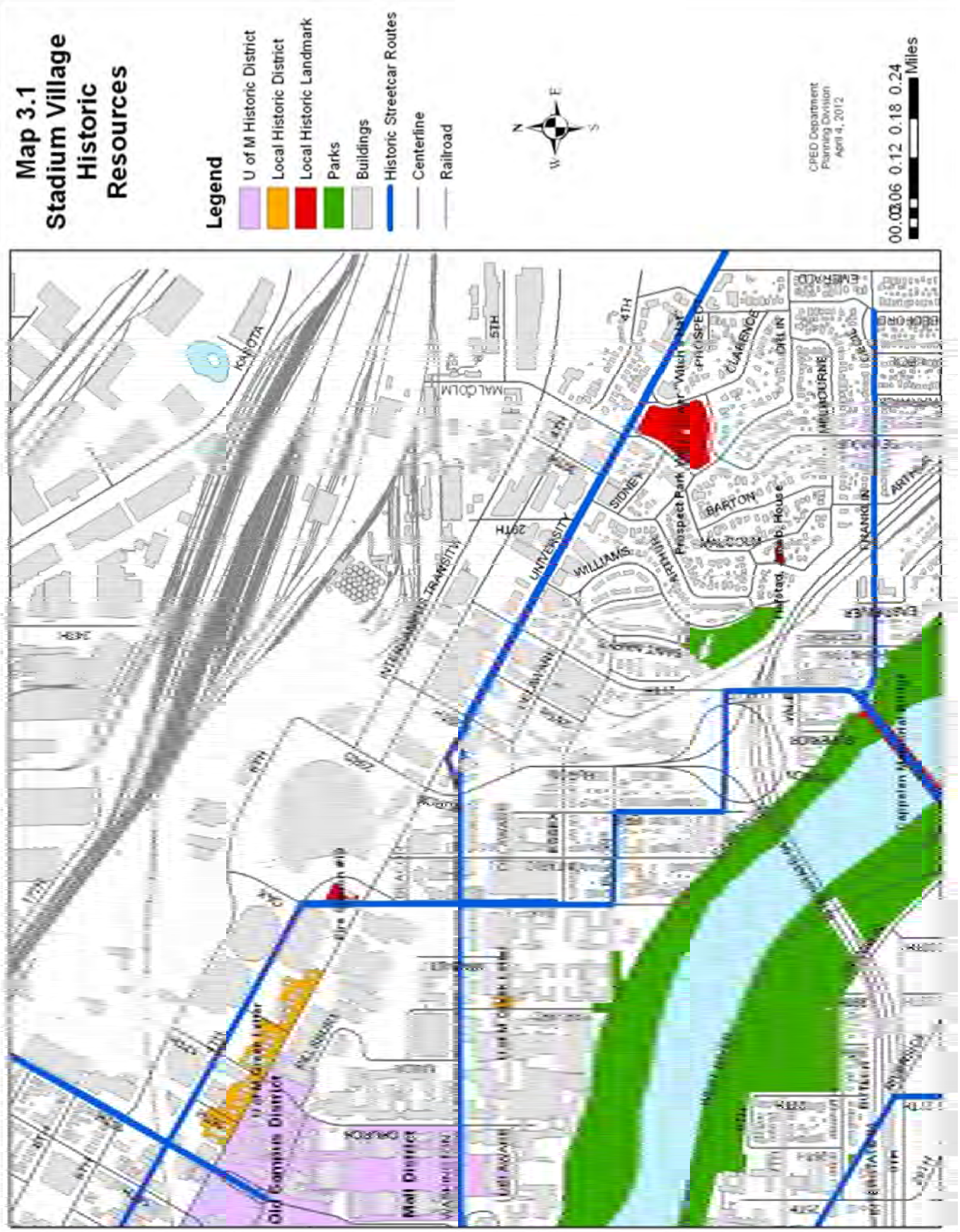
Renovated Fire Station #19 building

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 3.1):

- Fire Station #19, 2001 University Avenue 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.

- University of Minnesota 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 that still retain a fair level of historic integrity.


Map 3.1
Stadium Village
Historic
Resources
Legend
U of M Historic District
Local Historic District
Local Historic Landmark
Parks
Buildings
Historic Streetcar Routes
Centerline
Railroad
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CPED Department
Planning Division
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00.03 0.06 0.12 0.18 0.24
Miles
Old Campus District
Mall District
Prospect Park
Mt. Vilich Park
PROSPECT
CLARENCE
MELBOURNE
BARTON
SIDNEY
WILLIAMS
UNIVERSITY
20TH
5TH
4TH
MALCOLM
KNOTT
INTERSTATE TRANSITWAY
Historic Amos House

Some of buildings in Greek letter chapter house historic district

Some commercial buildings may have historic significance

Some industrial buildings and structures may be historic

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 (Minneapolis Community Development Agency, 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 (Minneapolis Community Development Agency, 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.

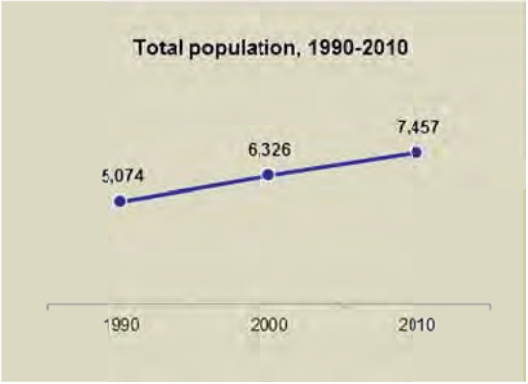
This plan will not focus specifically on individual historic resources. However, the prevalence of them, especially in industrial and residential – but also in commercial – areas means they will and should be a consideration when pursuing the redevelopment of the area. This is especially true in industrial 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

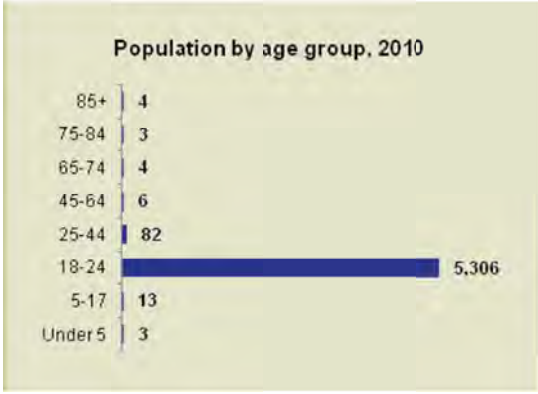
area north of the transitway. While there are industrial buildings south of that area, many of those are newer and less historically significant.

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.

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

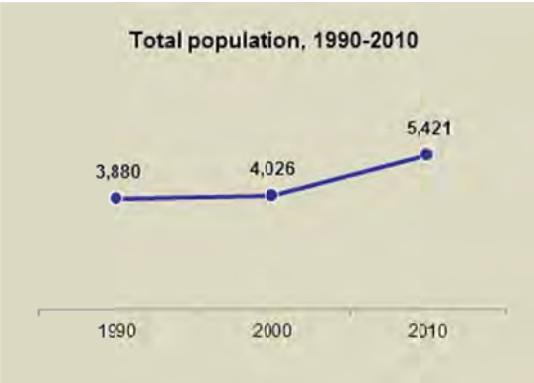
From 1990-2010, the population of the University neighborhood has been increasing, especially in the 2000's. This reflects the relatively recent decision of the University to expand some of their on campus housing options to accommodate more first year students – a policy decision in response to research 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.

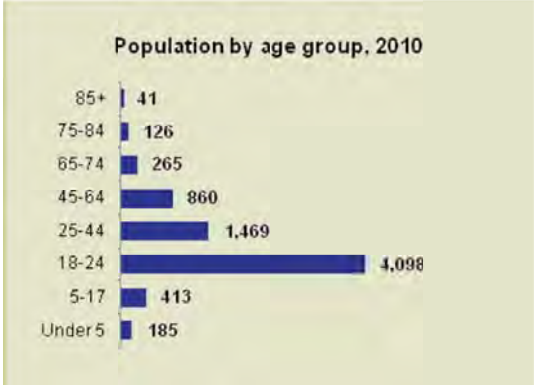
As is expected, the age distribution mirrors the student population. In 2010, 98% of the residents were between 18-24 years of age, a percentage that has increased since 1990.

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.





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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.

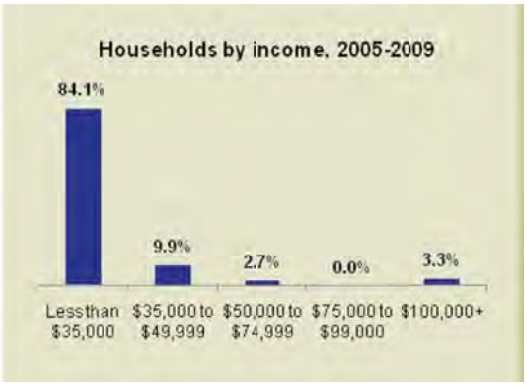
The age distribution changes reveal that this growth was driven by a surge in the 18-24 year old population, which accounted for 55% of the population in 2010. The next largest group was the 25-34 year old population, with 14% of the total. The percentages of residents under 18 or over 65 have declined. 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 participation. Of the 5,421 residents, only 403 were actively employed as of 2009. Although this would a 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.

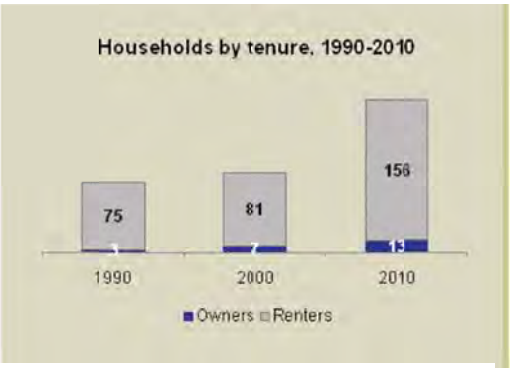
Consequently, the median income in 2009 ($43,976) is much higher than the University area – though still lower than the citywide number. Declines in this value since 1999 are most likely due to the increased presence of students in the neighborhood, who for the reasons given above tend towards low incomes. 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

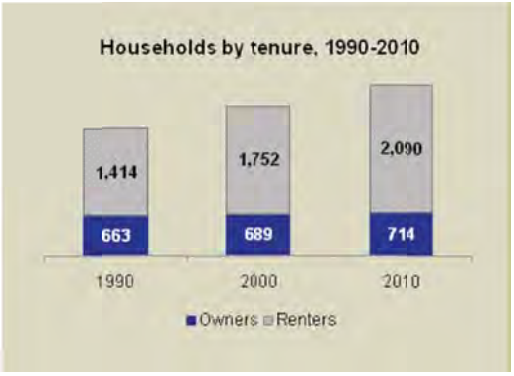
The unique character of this neighborhood is once again seen in the housing characteristics. Of the 169 occupied housing units in 2010, 156 of them were renter occupied. The percentage of renters has continually remained over 90 percent for decades. The number of housing units has been increasing, but 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

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

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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 due to the prevalence of full time students. The reported labor force is substantially larger than the number of employed residents, suggesting the nature of short term and seasonal (e.g. school year) employment.

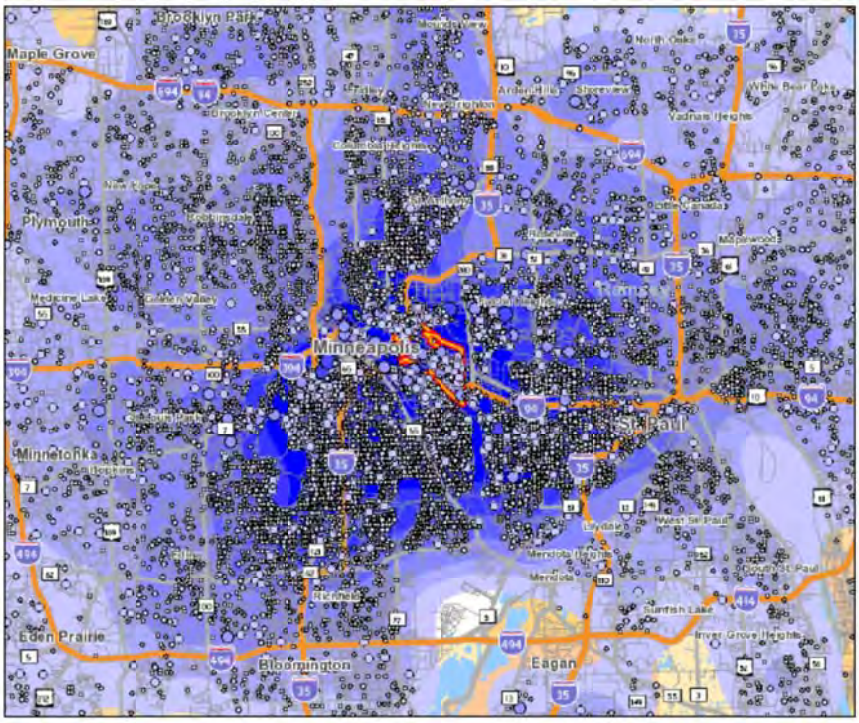
With regards to transportation to work, over 63% indicated they walked or biked to work or worked at home – compared to 15% citywide. Though not clearly identifiable in the data, this suggests that many of this group work in or near the campus area where they live.

Prospect Park

Workers residing in Prospect Park are moderately more likely than citywide averages to work in either Minneapolis or Street Paul – no surprise, given the central location between the two.

The percentage walking or biking to work, 30%, is higher than citywide numbers but lower than University ones. Around 54% of workers in this neighborhood drive to work.

The overall picture is that this area is an employment destination with high quality jobs that draw people from around the metro. This is a similar profile to Downtown Minneapolis, although with its education/medical focus, the Stadium Village area is much more specialized. Furthermore, unlike Downtown, the Stadium Village area is populated largely by those that are still up and coming in their careers and have not reached their full income potential.


Brooklyn Park
Maple Grove
Plymouth
Minneapolis
St. Paul
Minnetonka
Eden Prairie
Bloomington
Eagan

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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

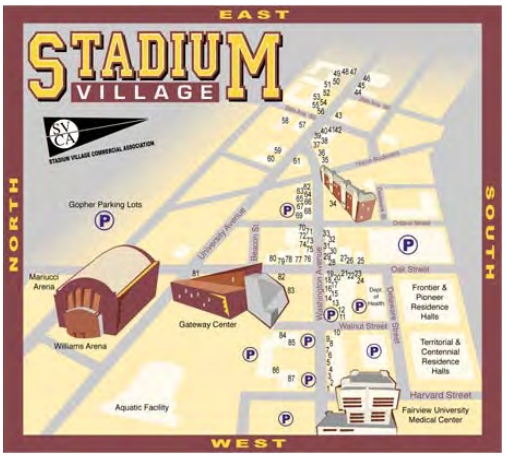
The mix of uses around the Stadium Village station area is as diverse as any in the City of Minneapolis. On all sides are a variety of land uses and zoning classifications, as outlined below. See Map 4.1 for existing land use and Map 4.2 for existing zoning. This mix offers interesting implication for 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 Institutional Office Residence (OR3), the City's highest density institutional zoning classification. The area around the TCF Bank stadium is zoned Light Industrial (I1), which is appropriate zoning for a regional sports arena.

- **Commercial**. The center of the Stadium Village business district and properties along University Avenue to the Street Paul border are primarily commercial mixed with some residential uses. The zoning is a range of mixed use and office residential zoning districts (including C1, C2, C3A, OR1,and OR2, with some 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 Medium Industrial (I2), though the parcels closer to University are Light Industrial



Map created by Stadium Village businesses

Industrial building north of transitway

Student housing near Huron Boulevard

(I1). While the policy guidance is for areas north of the transitway to stay industrial (or other job-generating uses), the currently industrial area between the transitway and 4th Street 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. This area is 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 high density multi-family (R5), reflecting past decisions to concentrate higher density housing near the University campus. A few blocks in this area are being actively acquired by the University for future campus expansion, with land sitting vacant or serving 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, are zoned medium density multi-family (R4). This area has been transitioning from former industrial use and still has some isolated industrial properties and zoning, including properties served by a rail spur. The lower density residential core (primarily single family, duplex, and small multi-family development) is zoned R1A and R2B.

Tower Hill Park on University Avenue SE

As noted elsewhere in the plan, the contiguous campus of the University of Minnesota is largely exempt from zoning regulations and other aspects of development review, due to its special standing under state statute as a land grant university. However, the City will continue to encourage the University to participate in development review, in the interest of furthering joint goals of well-integrated, attractive, functional development in and around the campus area.

Map 4.1
Stadium Village
Existing Land Use

from 2009 comprehensive plan

Legend

- Centerline
- Low-Density Housing (up to 20 DU/acre)
- Medium-Density Housing (20-50 DU/acre)
- High-Density Housing (50-120 DU/acre)
- Very High-Density Housing (>120 DU/acre)
- Congregate Living
- Commercial
- Mixed Use
- Public/Institutional
- Cultural/Entertainment
- Transportation/Communication/Utilities
- Light Industrial
- General Industrial
- Parks/Open Space
- Vacant

N E S W

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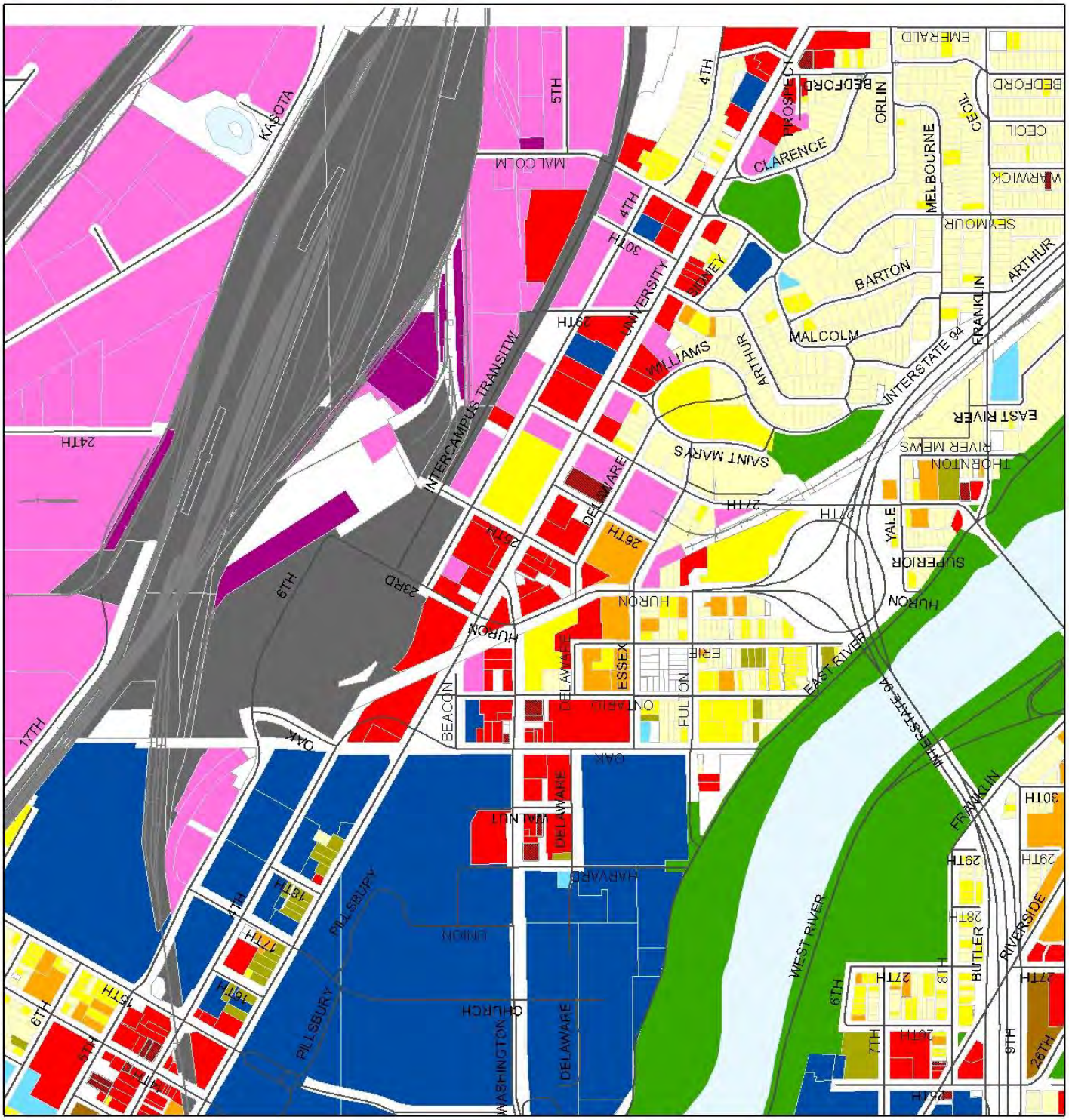

Map 4.2
Stadium Village
Existing Zoning

Legend

Industrial Living
Pedestrian Oriented
Shoreland

Zoning Areas

C1 C2 C3A C3S C4 I1 I2 I3 OR1 OR2 OR3 R1 R1A R2 R2B R3 R4 R5 R6

Centerline

N W E S

CPED Department
Planning Division
April 4, 2012

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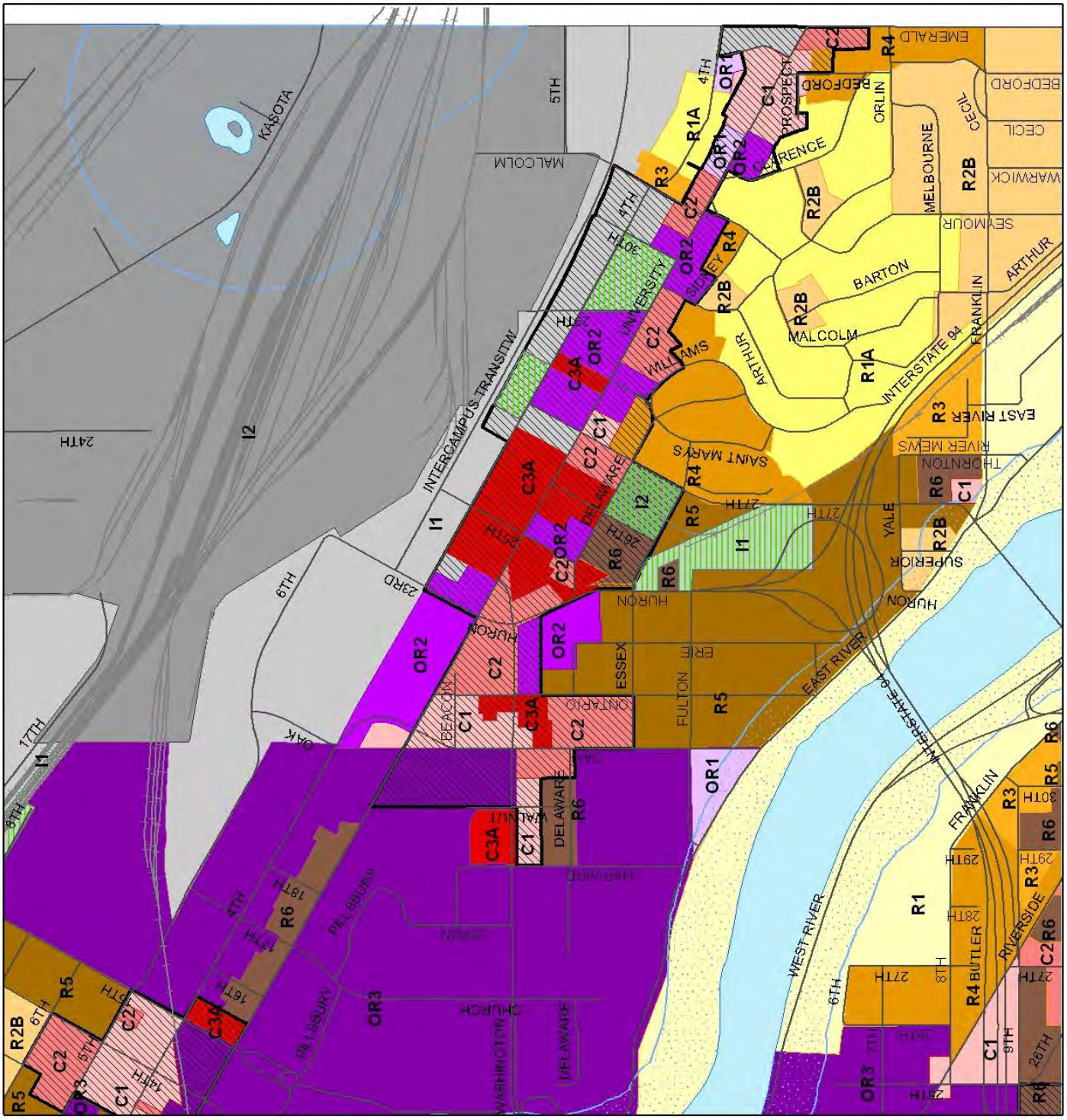

on)

gton
ape

Community Facilities

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

- **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 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 serves as 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. All of these are outside the study area. Busing to numerous other community and magnet schools is available. Obviously, the presence of the University 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 Street 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 the Southeast Library location may be substantially renovated or moved. The library system plans to assess this in a future study, yet to be scheduled.

Transportation System

platform

regional

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 4.3 for existing transportation facilities.

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 Avenue SE, including the Stadium Village commercial area and the University of Minnesota campus. Linking the downtowns of both Minneapolis and Street 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. 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 complete 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 issues 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 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.

Map 4.3
Stadium Village Existing/Planned Transportation

Note: Bus routes subject to change during and after CCLRT construction.

Legend

- Central Corridor LRT
- Central Corridor Stations
- Bus Routes (with route #s)
- Bus Stops

Bike Lanes & Trails

- Existing
- Funded
- Railroad
- Centerline
- Granary & Kasota - proposed
- Missing Link - proposed

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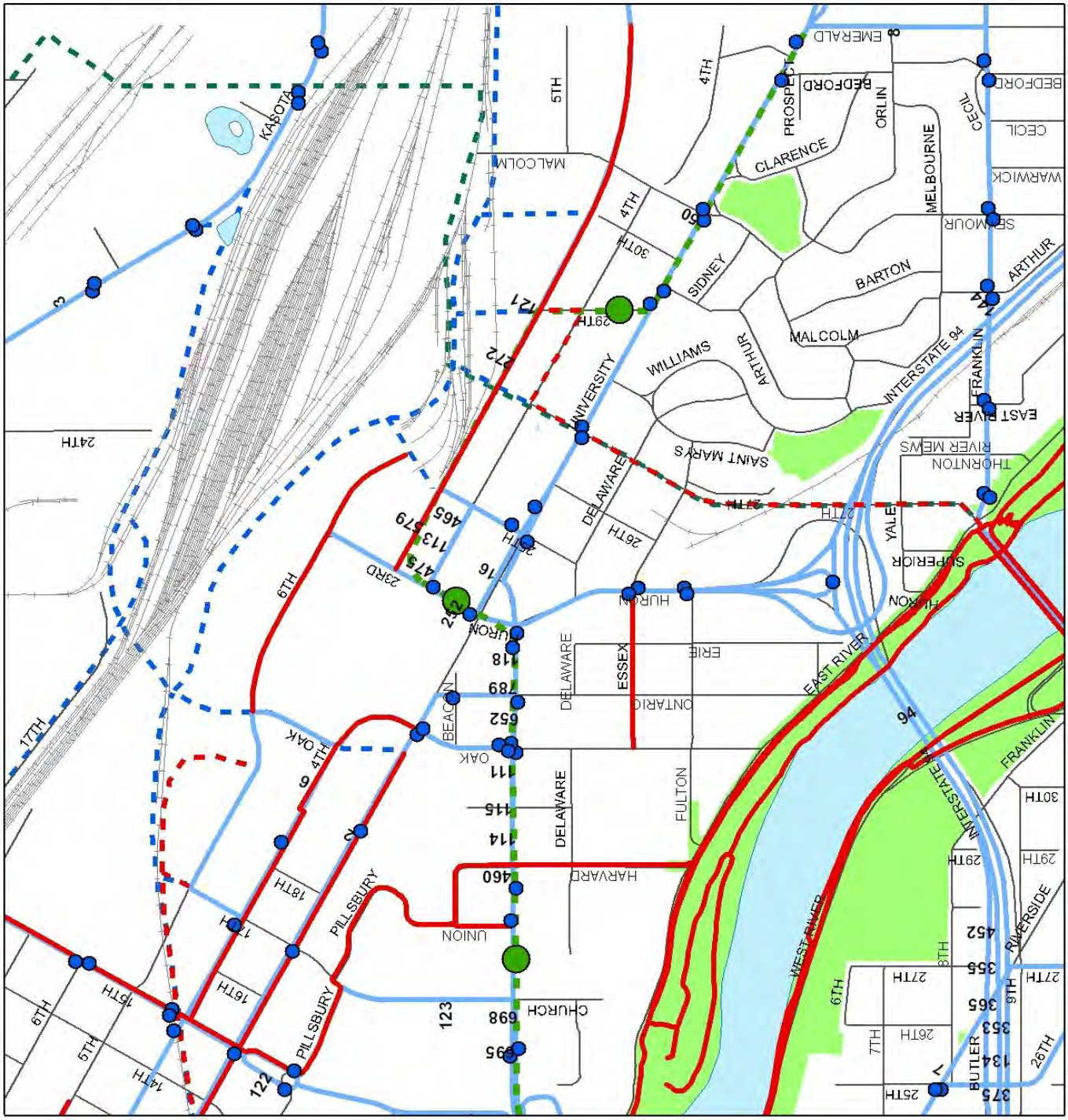
Planning Division
April 4, 2012

0 0.03 0.06 0.12 0.18 0.24 Miles



The Campus Connector is a University-run shuttle bus that connects the Minneapolis campus to the Street 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 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 4.4 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 Street Paul and the regional freeway network. Several arterial roads run through here as well, including University Avenue SE, 4th Street SE, Washington Avenue SE, Huron Boulevard 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 Boulevard with 19,000 and Washington Avenue with 17,000.

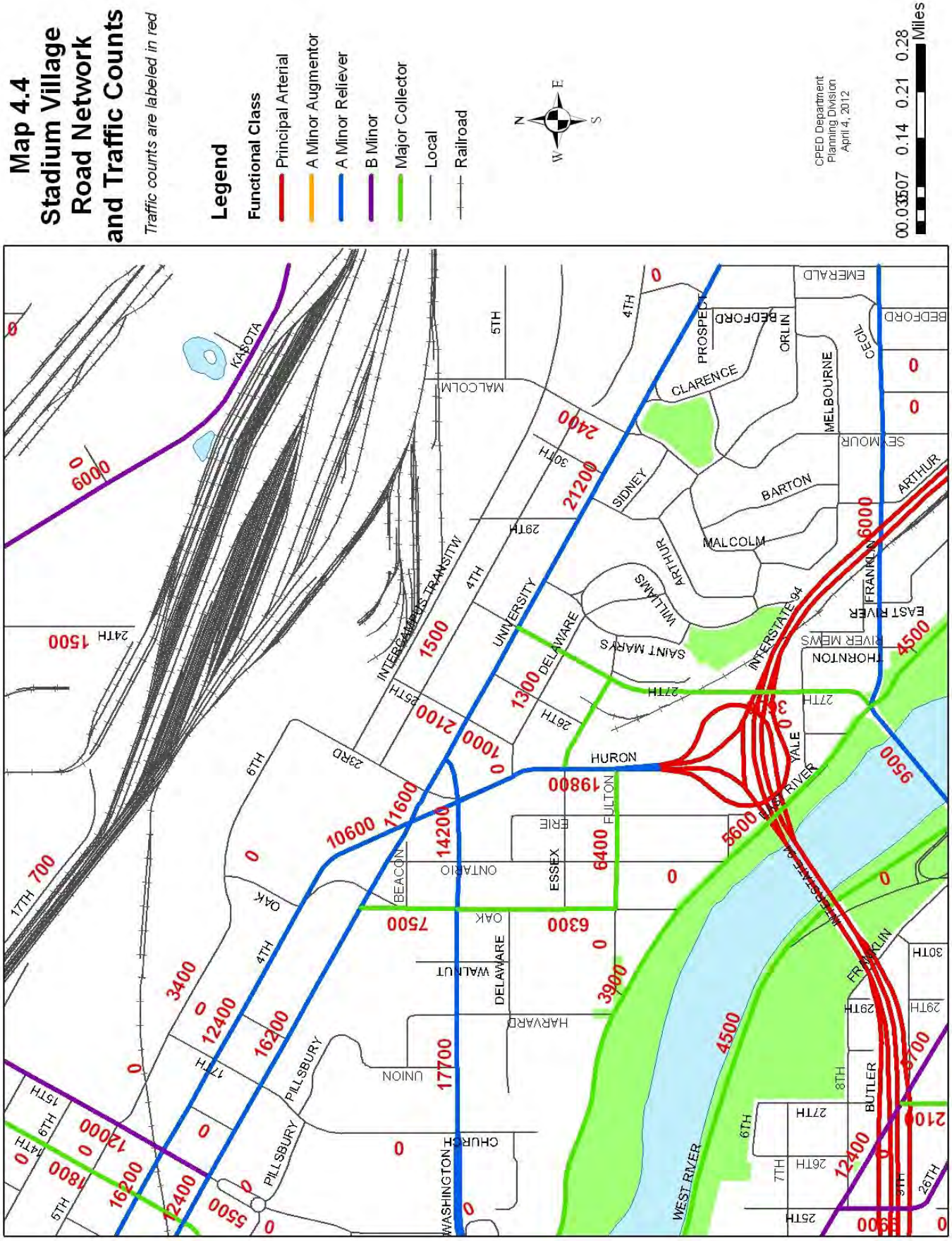
The closure of a segment of Washington Avenue SE for the campus transit mall as part of the Central Corridor project has shifted some traffic onto parallel routes like University and 4th. The exact impact is not yet known, as the project is still under construction and there are temporary routes and 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.

Planning for a new east-west connecting road through the SEMI industrial area has been underway for some time. The first phase, between Malcolm and 25th, will provide access to underutilized industrial parcels and set the stage for new development in that area. If the route is completed as originally planned in the SEMI Master Plan, it will stretch from Interstate 35W to Highway 280 in Street Paul, 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.

The most recent analysis of this corridor, the Granary Corridor Feasibility Study, was completed in 2012. This study used cost-benefit analysis to evaluate alternative proposals for both road and greenway connections

through the rail corridor between Interstate 35W and the Street Paul boundary. While results were in the form of findings, not recommendations, the study did demonstrate that current analysis does not support the construction of the road for the entire corridor. The study took into account traffic levels, costs, feasibility, livability, and other concerns. Completing the segment of road just through the SEMI area is more supportable, based on these criteria. Constructing all or part of road or greenway connections will require coordination between multiple jurisdictions and likely assembling funding from multiple sources.

The study also highlighted existing traffic conditions in the area. In addition to economic development of the SEMI area, much of the motivation for pursuing a road connection is related to the closure of Washington Avenue for light rail and the resulting increased traffic on University Avenue SE and 4th Street SE. The study demonstrates that the most substantial traffic problems occur at two bottlenecks – the interchange at Interstate 35W and 10th Avenue SE, and the intersections around the Highway 280 interchange – located at either end of the corridor. Any plans traffic mitigation will need to take this into account.


Map 4.4
Stadium Village
Road Network
and Traffic Counts
Traffic counts are labeled in red
Legend
Functional Class
Principal Arterial
A Minor Augmentor
A Minor Reliever
B Minor
Major Collector
Local
Railroad
N
E
S
W
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0 0.035 0.07 0.14 0.21 0.28
Miles
KASOTA
MALCOLM
5TH
4TH
30TH
29TH
PROSPECT
BEDFORD
ORLIN
EMERALD
CLARENCE
MELBOURNE
CECIL
SEYMOUR
SIDNEY
BARTON
ARTHUR
MALCOLM
WILLIAMS
SAINT MARYS
UNIVERSITY
DELAWARE
INTERCITY TRANSITWAY
INTERSTATE 94
FRANKLIN
EAST RIVER
RIVER MEWS
THORNTON
27TH
26TH
HURON
YALE
FULTON
ERIE
ESSEX
ONTARIO
BEACON
OAK
WALNUT
HARVARD
UNION
CHURCH
WASHINGTON
PILLSBURY
23RD
6TH
17TH
24TH
15TH
14TH
12TH
8TH
7TH
25TH
BUTLER
WEST RIVER
MISSISSIPPI RIVER
0
6000
1500
700
3400
12400
16200
12000
1800
5500
10600
11600
14200
1500
2100
1000
1300
2400
21200
19800
6400
6300
7500
3900
17700
5600
4500
9500
6000
4500
9700
2100
12400
9900

d bike

eded

Bicycle

The Stadium Village area sits near what could be considered the most prominent hub of bicycle commuting in the region. 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 Avenue SE, 3,400 on Washington Avenue on campus, and 1,700 on E River Parkway. The busiest location is close by: the Washington Avenue 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 than 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, 4th Street SE, 27th Avenue SE, and the University Transitway. A new path currently under development follows the Granary 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 was 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 15th 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.

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.

Some gaps in the system do remain, though. The industrial areas, including those along 4th Street SE 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 set the stage for new transit oriented development.

Additionally, the development of University Avenue SE 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 Burlington Northern (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.

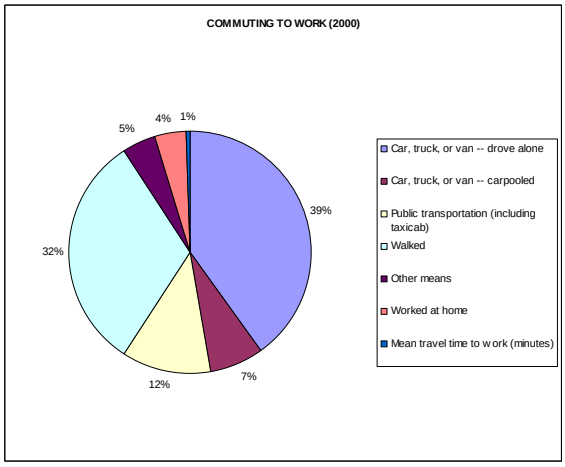
There are three at grade crossings on a spur track near Huron Boulevard/I-94 in the transitioning industrial area there, but they are very low volume serving only one user.

Travel Patterns

Given the context, it is not surprising that the residents this area do not rely exclusively on automobiles for travel. In fact, according to 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 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.



A large percentage of commuters in the area use alternative modes of transportation

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 has been 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.

Ownership of Parcels Within ½ Mile of Stadium Village Station			
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.

Ownership of Parcels Within ½ Mile of Prospect Park Station			
	# 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 4.5 shows the distribution of ownership by type, as well as the prevalence of homesteaded properties.

Map 4.5 Stadium Village Property Ownership

Legend

- Homesteaded Property

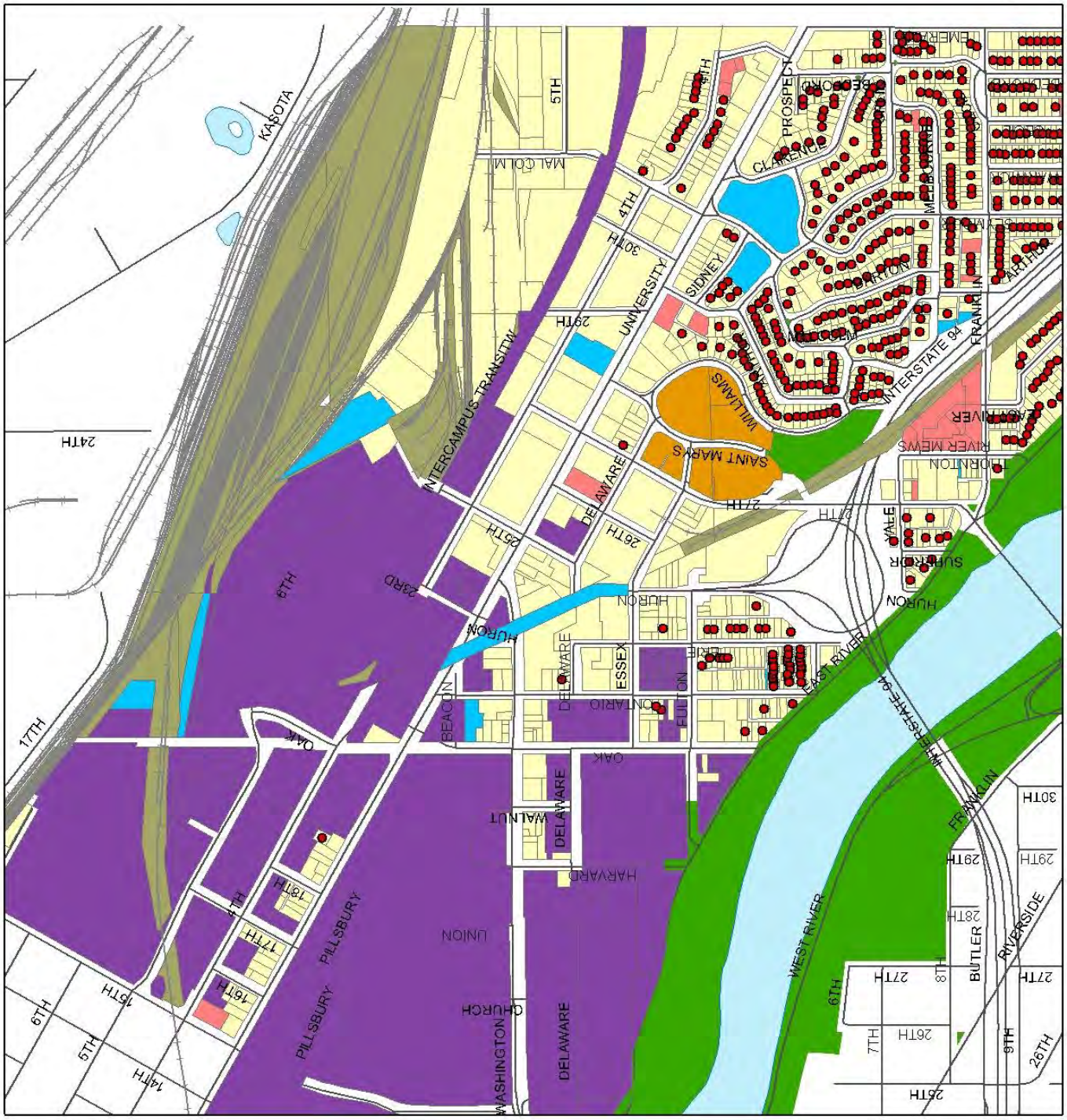
Ownership

- Multiple Owners
- University
- MPHA
- MPRB
- Other Public
- Railroad
- Private
- Centerline
- Railroad

N E S W

CPED Department
Planning Division
April 5, 2012

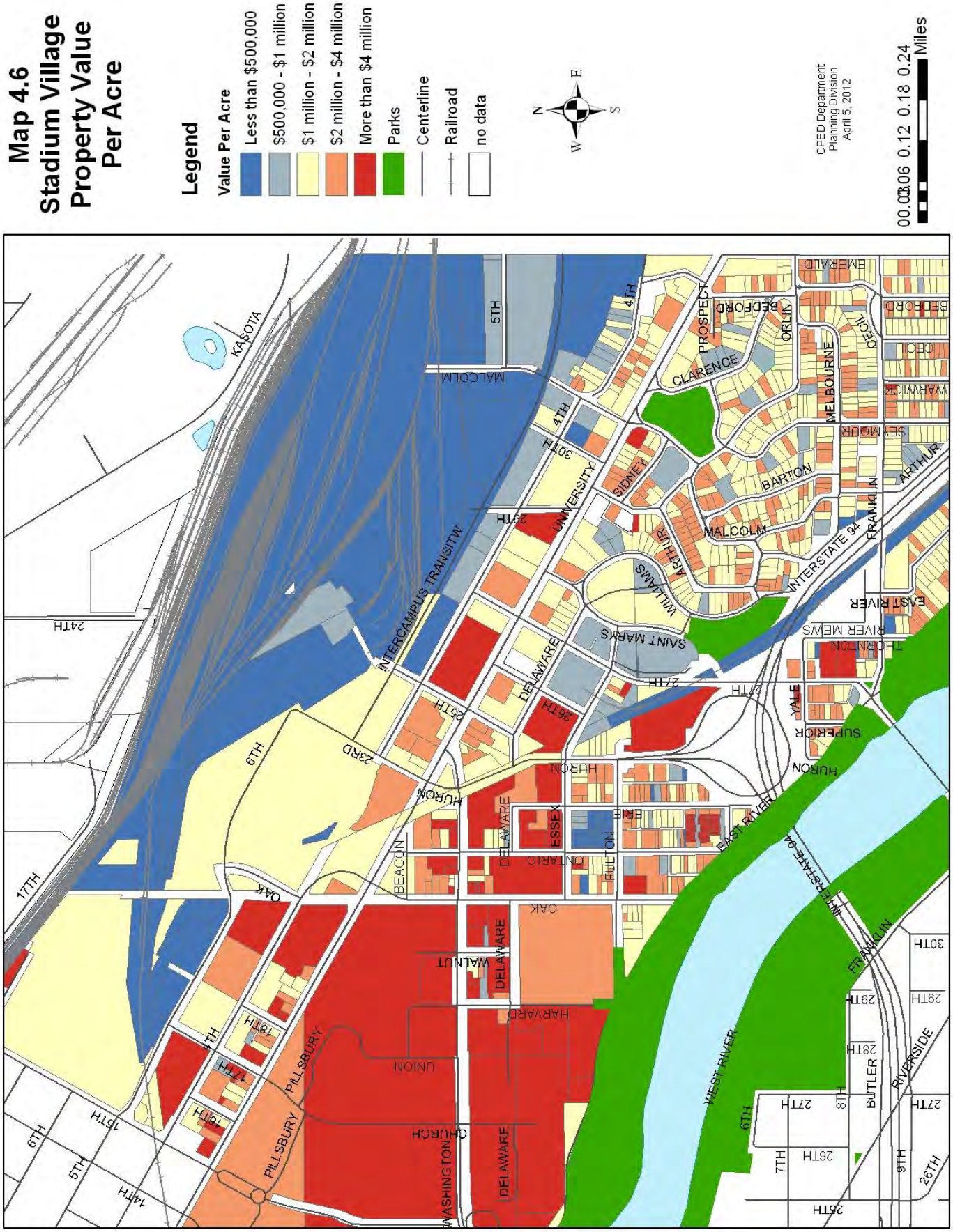
0 0.06 0.12 0.18 0.24 Miles



The main concentration of homesteaded properties (i.e. owner occupied residences) is in the Prospect Park residential core. There are some clusters closer to campus in the Motley area, but the majority of residences in that area 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 4.6 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 4.6
Stadium Village
Property Value
Per Acre
Legend
Value Per Acre
Less than $500,000
$500,000 - $1 million
$1 million - $2 million
$2 million - $4 million
More than $4 million
Parks
Centerline
Railroad
no data
N
E
S
W
CPED Department
Planning Division
April 5, 2012
0 0.03 0.06 0.12 0.18 0.24
Miles
KASOTA
5TH
4TH
MALCOLM
PROSPECT
BEDFORD
ORLIN
EMERALD
CLARENCE
MELBOURNE
CECIL
WARWICK
SEYMOUR
BARTON
ARTHUR
FRANKLIN
INTERSTATE 94
EAST RIVER
RIVER MEWS
THORNTON
SUPERIOR
YALE
HURON
SIDNEY
UNIVERSITY
WILLIAMS
SAINT MARKS
DELAWARE
INTERCAMPUS TRANSITW
24TH
30TH
29TH
28TH
27TH
26TH
25TH
23RD
6TH
17TH
16TH
15TH
14TH
ESSEX
ERIE
FULTON
ONTARIO
BEACON
OAK
WALNUT
HARVARD
UNION
CHURCH
WASHINGTON
PILLSBURY
WEST RIVER
RIVERSIDE
BUTLER
8TH
9TH
11TH

Map 4.7
Stadium Village Land:Building Value Ratio

Darker color = more attractive for redevelopment (currently underutilized based on land value)

Legend

Land to Building Ratio

- Vacant/No Data
- Less than 0.25
- 0.25 - 0.49
- 0.50 - 0.74
- 0.75 - 0.99
- 1.0 or greater
- Parks
- CCLRT Stations
- Railroad
- Centerline

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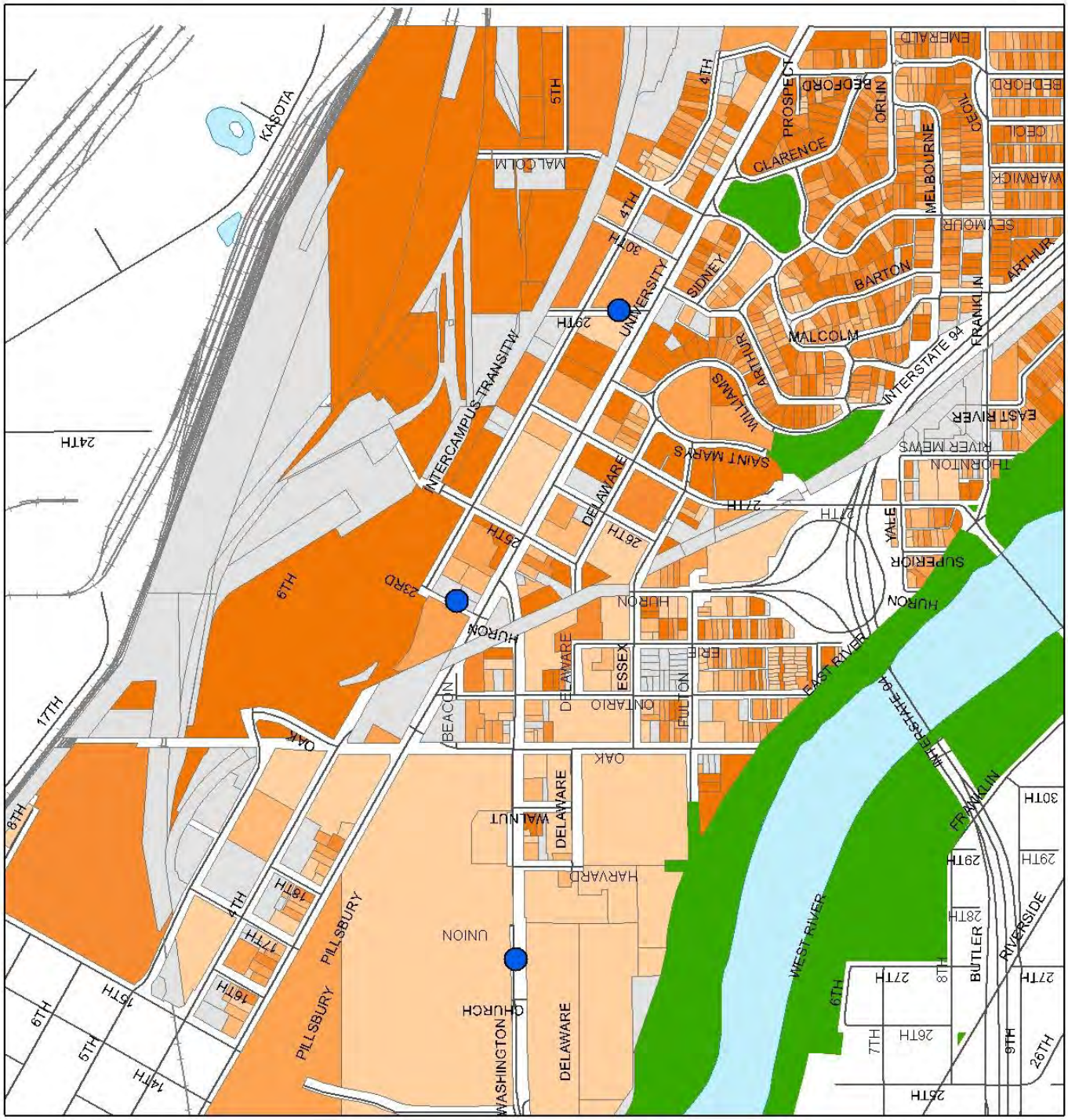
April 5, 2012

0 0.06 0.12 0.18 0.24 Miles



Map 4.7 shows the ratio of land value to building value. This shows which properties have buildings that are relatively low in value 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.

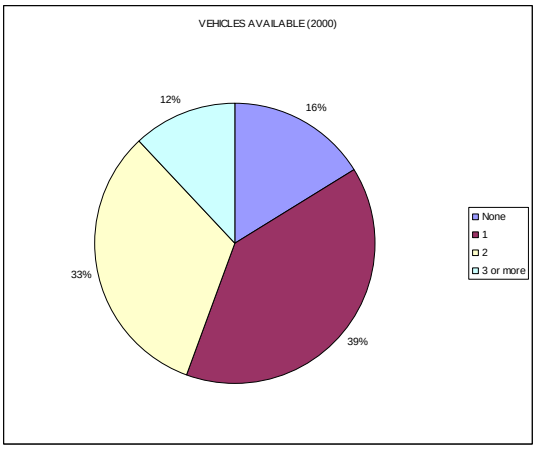
Property Age and Condition

Map 4.8 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 19th and early 20th 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 27th, as well as commercial and mixed use infill along University and 4th.

The most recent development has been campus and mixed use 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.



Most households in the area own at least one car

Map 4.8 Stadium Village Planning Area: Building Age

Legend

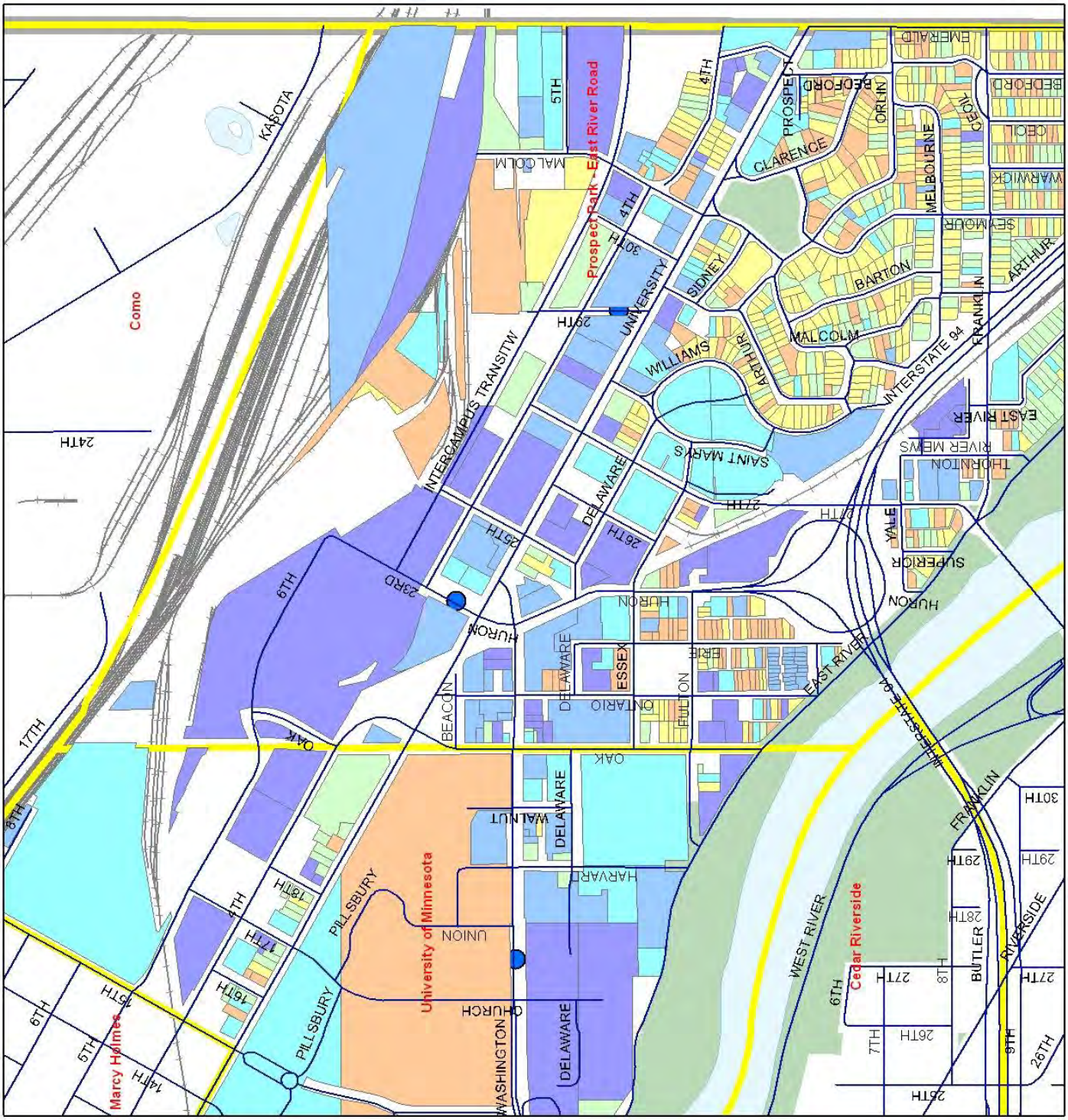
Year Built

- before 1900
- 1901 - 1920
- 1921 - 1950
- 1951 - 1970
- 1971 - 1990
- 1991 - present
- Centerline
- Central Corridor Stations
- Neighborhoods
- Parks

N E S W

CPED Department
Planning Division
April 5, 2012

0 0.035 0.07 0.14 0.21 0.28 Miles



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 4.9 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 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.

Map 4.9 Stadium Village Planning Area: Building Condition

Legend

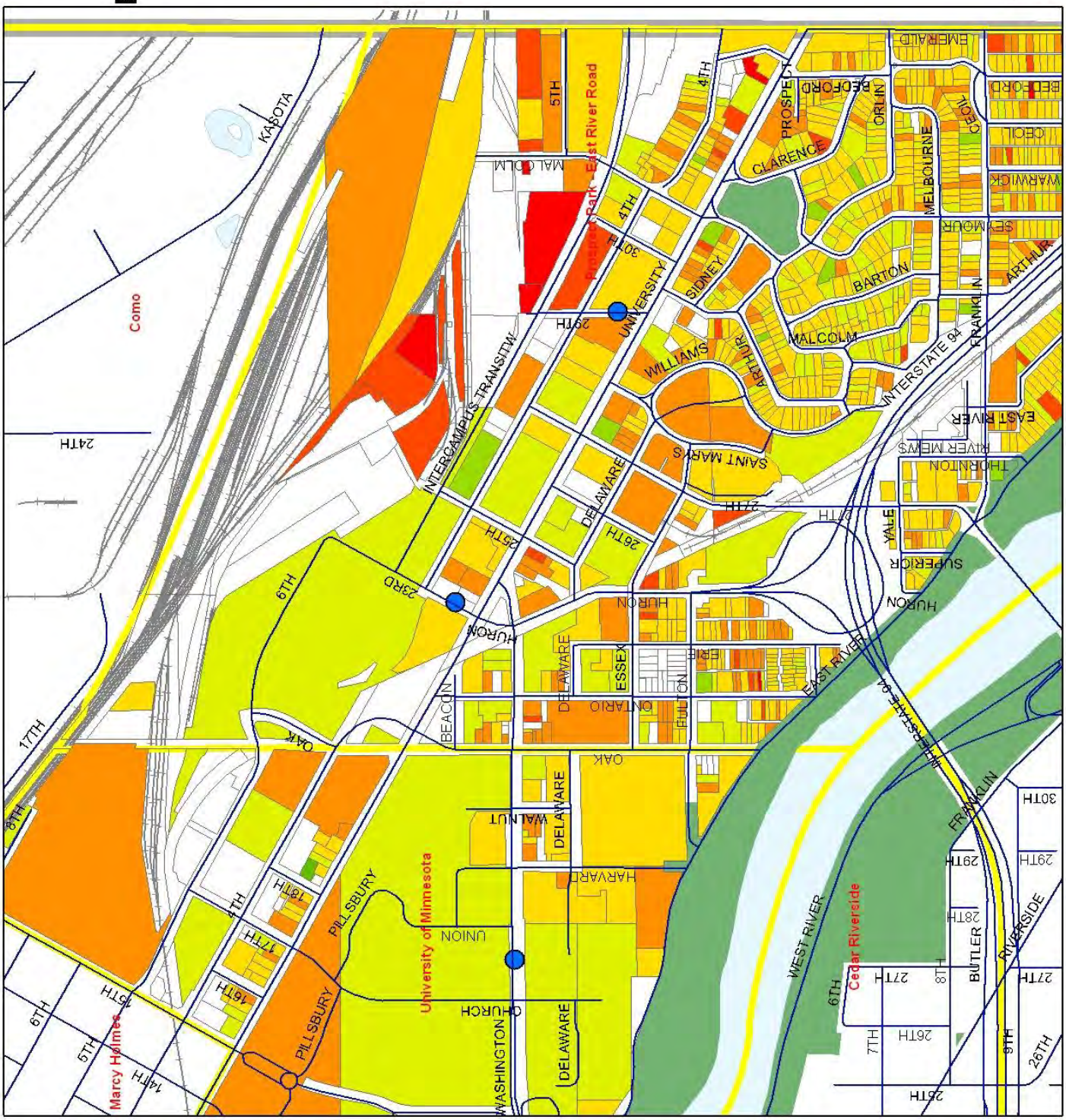
Building Condition

- Vacant/NA
- 1 - Excellent
- 2 - Good
- 3 - Average Plus
- 4 - Average
- 5 - Average Minus
- 6 - Fair
- 7 - Poor
- Centerline
- Central Corridor Stations
- Parks
- Neighborhoods

N E S W

CPED Department
Planning Division
April 5, 2012

0 0.035 0.07 0.14 0.21 0.28 Miles



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.

Writing comments at an open house

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. See Appendix B for a summary of steering committee meetings.

Among their roles, the steering committee members advised 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:

eting

- *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 to the University. The student presence tends to be transient, since most are only at the school for a few years. Transient populations often lack a sense of personal investment in an area and are less likely to see themselves as a 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 divisions, departments and varying interests, it needs to be addressed carefully. This is particularly 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 required 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. Appendix B contains a summary and dates of public meetings held.

Outreach Prior to Meetings

One-on-one conversations were part of outreach

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 compiled by the neighborhood and other stakeholders. All together, well over 1,000 people were reached directly via email.

- *University communications network.* The University itself utilizes 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 update key stakeholders, 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 throughout. 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.

Sharing thoughts on area priorities

- *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 a 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 C 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 the market consultant, Stantec, 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 the 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.

help

The results for this outreach were compiled and analyzed. As described in Appendix C, 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 initials 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 Southeast Business 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.

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.

Public outreach for this phase was kicked off 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 findings. As with previous phases, input was used to inform and update the plan content.

Based on feedback, the draft plan was completed in late April and release for 45 day public review. This was accompanied by a series of public meetings in May and early June 2012 to provide an opportunity for review and comment:

- University District Alliance board of directors
- University of Minnesota student focus group
- Stadium Village Commercial Association meeting
- PPERRIA board meeting
- Southeast Business Association meeting
- Glendale Resident Council Meeting (bilingual – presentation was translated into Somali)
- Prospect Park station planning group
- PPERRIA members – neighborhood subgroup
- University of Minnesota staff

A general public forum wrapped up this phase, to provide a final chance for public input prior to the official approval process. All total, over 240 participants attended these forums.

Word about the public review was circulated by email through a series of mailing list with an unduplicated total of at least 1,000 recipients (not to mention the much larger internal University mailing list used). The plan was also featured in a lead story in the local online newspaper, and was featured at the well-attended PPERRIA annual meeting in April.

All comments received – either verbal or written – were listed in a table, with a response to each one. This was provided to the Planning Commission upon their review and approval of the plan.

6. Land Use

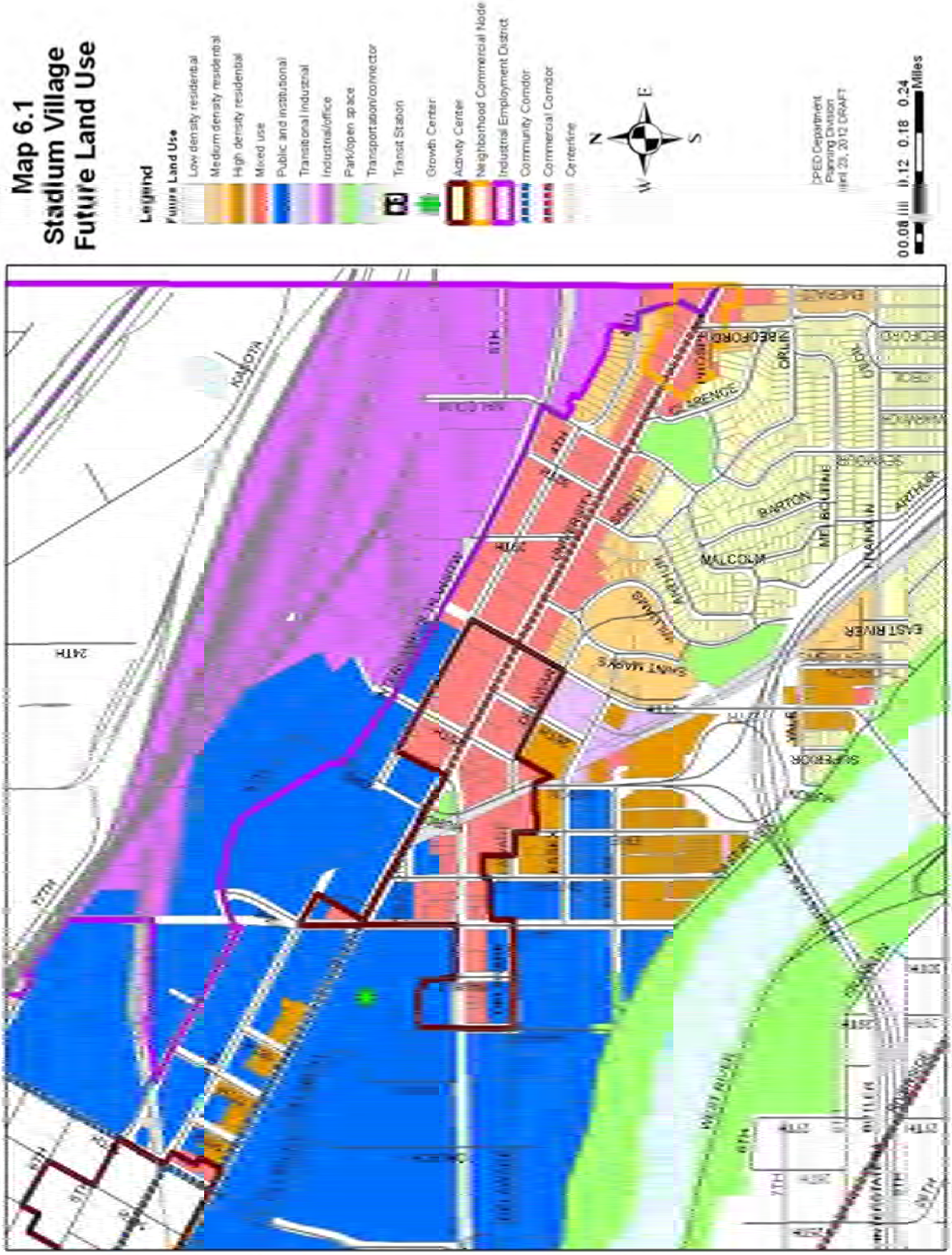
The land use and development patterns in the Stadium Village have changed in many ways over the years. The historical core of the University campus has expanded greatly. The industrial areas have contracted, as other uses redeveloped formerly industrial sites. Residential areas still contain historic lower density cores, but now include numerous high density multi-family areas, especially around the edges. And 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.


Map 6.1
Stadium Village
Future Land Use
Legend
Future Land Use
Low density residential
Medium density residential
High density residential
Mixed use
Public and institutional
Transitional industrial
Industrial/office
Park/open space
Transportation/connector
Transit Station
Growth Center
Activity Center
Neighborhood Commercial Node
Industrial Employment District
Community Corridor
Commercial Corridor
Centerline
N
E
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CPED Department
Planning Division
April 23, 2012 DRAFT
0 0.06 0.12 0.18 0.24
Miles
24TH
MALCOLM
BARTON
ARTHUR
EAST RIVER
SUPERIOR
ORLIN
UNION
BEDFORD
SAINT MARKS
ATLANTIC
MINNEHAHA
SIDNEY
HUBBARD
ROSCOE
WOOD BRIDGE
RAMSEY

The future land use map provides parcel and district level guidance as to planned future uses (see Map 6.1). 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.

New student housing under construction

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

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.

High density housing in some areas represents a change in the community character. The policy guidance therefore focuses recommendations for high density housing on areas closest to major centers and nodes, and along major

corridors. While a different character than adjacent areas, this housing type can broaden the range of housing options, and strengthen the community through increased customer base for retail and tax base for community services and amenities.

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, 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. Office may also be appropriate in some of these areas, as part of the mix of uses.

Public/Institutional – Currently, over half of the land area in the Stadium Village station area is owned by the University. As a result, its 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.

Mix of uses near Huron Boulevard

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. A small amount of land east of Huron Boulevard is labeled as "transitional industrial" – meaning that it may remain industrial but if the uses cease it could transition to another use – in this case, most likely high density housing.

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.

Transportation/Connector – A couple existing rail corridors are labeled with this on the future land use map. This reflects both their current use and the potential for those corridors to change over time – either through rail line vacation or the addition of other parallel uses. The Granary trench has long been studied for a trail and/or road connection, and the rail spur east of Huron serves just one user – and could possibly become a trail connection if that usage ceased and the rail was vacated.

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 6.1). 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.

Office building on University Avenue SE

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 Street 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

University campus building

East Bank station area concept

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 characterizes 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.

  Though not designated specifically in Minneapolis, the Westgate station area extends over the border from St Paul. See Chapter 3 for more analysis of this added feature.

- **Neighborhood Commercial Node: University Avenue SE & Bedford Street 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 immediately surrounding area, although they may also contain specialty stores that serve a regional client base.

This plan continues to support all of these designated land use features, with their existing boundaries and extents.

Specific land use guidance and recommendations are provided by subarea of the plan study area, listed below. These correspond approximately with the Character Districts from the Public Realm and Connectivity Study (see Chapter 7 and Map 6.2).

- **University Campus** – Includes contiguous campus area of the University of Minnesota; character area Washington Avenue

Academic District is called out as the link between the campus and the Stadium Village commercial area.

- **Stadium Village Commercial Core** – Commercial area along Washington Avenue between the campus and University Avenue. A portion of the Stadium Village Activity District.

- **Stadium Village Station Area** – Area adjacent and near to the Stadium Village LRT station. A portion of the Stadium Village Activity District.

- **University and 4th Corridors** – Areas along University Avenue SE and 4th Street SE between the stadium and the Street Paul border. Portions of the University Avenue/Neighborhood Commercial District.

- **Prospect Park Station Area –** Area adjacent and near to the Prospect Park LRT station. A portion of the University Avenue/Neighborhood Commercial District.

- **Motley Residential Area –** Portion of Prospect Park neighborhood west of Huron Boulevard SE and south of Fulton Street SE. Overlaps with Huron Boulevard Gateway District.

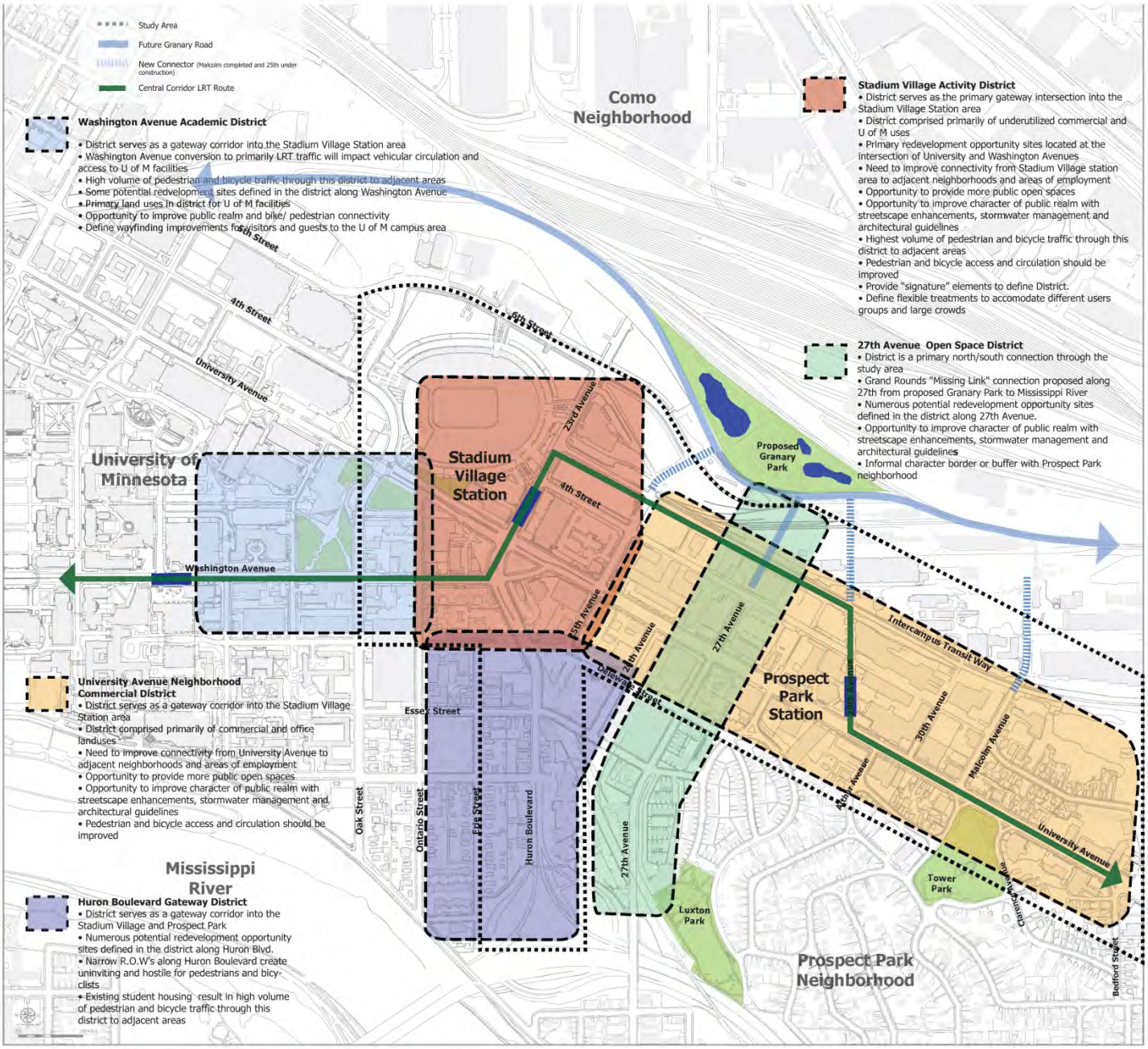
- **Huron Boulevard Corridor –** Area along Huron Boulevard through study area, especially south of Delaware Street. Overlaps with Huron Boulevard Gateway District.

New University research building under construction

While the residential core of Prospect Park is within the study area, this plan does not specifically call out land use recommendations for this area, besides general guidance by way of the future land use map. This was intentional, since the adjacent growth areas, not the neighborhood core, were the main focus of this study. Additionally, this area has already been the subject of in-depth discussion and planning – especially with regards to neighborhood and historic preservation issues – and is not anticipated to change greatly in use or character in the future.

The SEMI area also is not called out in policy, since this plan just affirms previously adopted policy in the SEMI Master Plan and other documents. The Economic Development chapter provides reinforcement of the City's policy commitment to advance the redevelopment of this area.

Map 6.2 – Stadium Village Character Districts



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.

The land use plan affirms what the University refers to as the Regent's Boundary, the official boundary showing the existing campus limits plus planned expansion areas. In specific, the plan calls out the expansion of the University campus for three blocks eastward, from Oak Street SE to Huron Boulevard SE, between Essex Street SE and Fulton Street SE.

Campus Growth: Regents Boundary

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

- Apply the published Regent's Boundary to guide future expansion of campus and to convey to the broader community the University's long term plans.

Village

- 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 light rail construction which removes or limits road access to a couple of the blocks in this area.

Central Corridor under construction through campus

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 23rd 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 23rd 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 light rail 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 campus building

University and 4th Corridors

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

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 4th Street SE 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 4th Avenue SE near station platforms, but generally speaking the retail analysis suggests it is not likely to be the best location for businesses.

This distinction between frontage of commercial is even more distinct on the south side of University Avenue SE, where the distance between commercial frontage and residential neighborhood is often very shallow. While some parcels actually front on both University Avenue SE and a side street (such as Williams Avenue SE and Sidney Place), it should be emphasized that any commercial uses developed on these parcels should not have a presence on these side streets, but rather should front on and be accessed via University Avenue SE.

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.

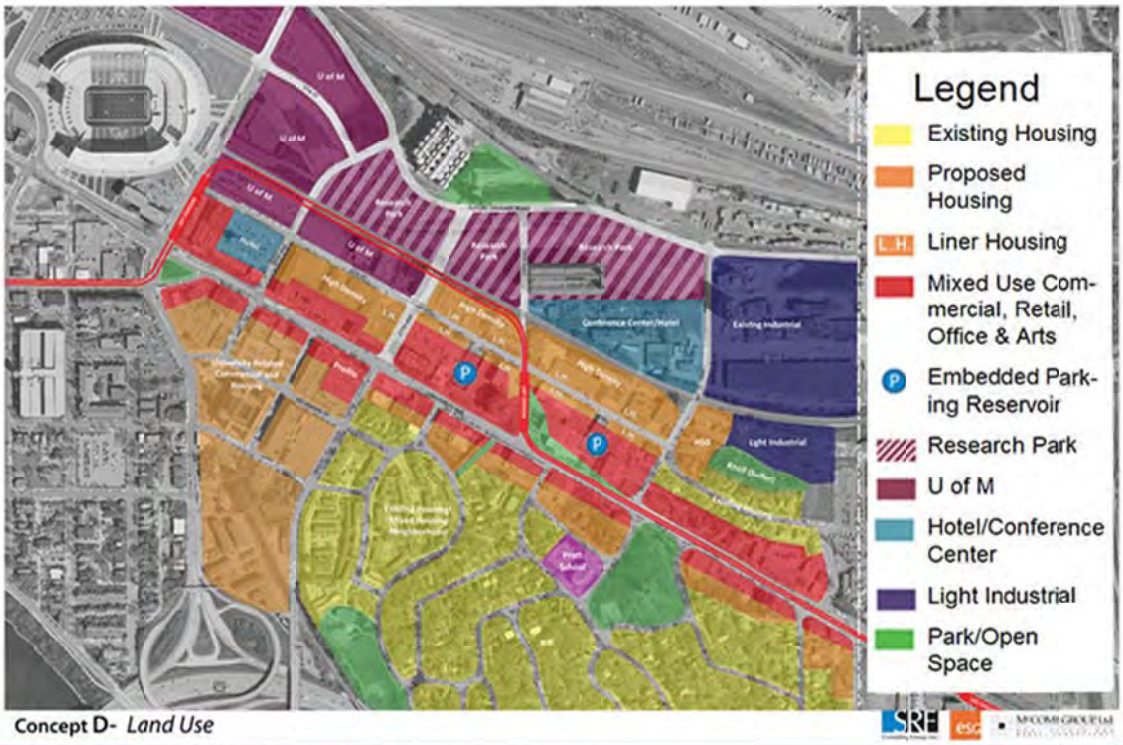
This process generated a draft land use map for the station area, as well as the area between the Stadium Village and Prospect Park stations. It is reproduced below, and largely incorporated into this plan's overall future land use map with some modest differences.

It should be noted the Prospect Park station area overlaps almost entirely with the Westgate station area's extension over the St Paul border into Minneapolis. The neighborhood commercial node at Bedford Street SE and University Avenue SE is near the core of this station area.

Light rail construction at Prospect Park station area

Characteristics of these land use recommendations include:

- Mixed use development along University Avenue, including commercial, retail, office, and arts uses
- Residential development along 4th 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 27th Avenue and on the neighborhood side of University Avenue.
- Lower density residential in the existing neighborhood core areas
- Open space at key locations connected by a cohesive, comprehensively planned public realm (further discussed in Urban Design and Public Realm chapter)
- Investigation of district parking as part of redevelopment at the Prospect Park station area (further discussed in the Parking and Transportation chapter).



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This area also has synergy and connection with the proposed redevelopment of SEMI industrial area. The vision for this area has shifted somewhat from the original guidance in the SEMI Master Plan. As the market study work shows, this area is uniquely suited for a biomedical research park that benefits from the proximity to the translational research laboratories in the University of Minnesota's Biomedical Discovery District. The focus of this development should still be job-generating rather than residential, but could include various uses that are supportive of that vision. As the research park is developed, connections to transit and uses south of the transitway should be established to form this area into a cohesive whole.

More details on the City's support for this vision are found in the Economic Development 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.

Apartment buildings in Motley area

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 protecting historic resources.

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.

The University's 2009 Campus Master Plan identified this as a joint planning area and called for a collaborative planning process between the University of Minnesota, the City and the neighborhood. In order to achieve the desired objectives for this neighborhood for both residents and other stakeholders, this area would benefit from a comprehensive development framework developed with the involvement of all these groups, defining circulation, public realm and long term institutional as well as private / nonprofit sector land use. This plan provides a general framework for the area, but more specific planning will need to be pursued as an implementation step.

Huron Boulevard Corridor

The Huron Boulevard 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 Minneapolis Public Housing Authority (MPHA) will continue to provide affordable housing at this location.

Recommendations

University Campus

Building construction underway on University campus

1. Apply the published Regent's Boundary to guide future planning and expansion of campus activities and to convey to the broader community the University's long term plans.

2. Strategically site new University and University-affiliated development in locations where they will contribute to defining, consolidating and adding to the vibrancy of campus and the surrounding community.

3. Design flexible learning, living, working, and gathering spaces to support community.

4. Ensure that new development located at the campus' edge conveys the institution's image and physical identity, while acknowledging and respecting the adjacent urban environment.

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.

TCF Bank stadium facing University Avenue SE

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 SE on both sides, with transitions to a residential character and frontage on parallel streets at the rear of the sites.

2. Encourage redevelopment of 4th Street SE as a primarily high density residential street with a range of housing types. Allow for a limited amount of mixed use, particularly around station areas, that complements the residential character.

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-

Industrial building near Prospect Park station area

Older home in Motley area

type facilities such as museums, libraries, conference facilities, and other institutional uses.

4. Investigate the feasibility of establishing a district parking system to serve parking needs of various uses in a centralized location, while discouraging the development of remote park and rides.

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.

6. Support the development of the SEMI area to accommodate uses compatible with the vision of a biomedical research park, building on the proximity to University research laboratories.

7. Work with St Paul to coordinate the vision and buildout around the Westgate station area. Encourage development of gateway features to mark this entrance to the city.

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.

5. Encourage coordinated planning efforts between the University and the Motley area, based on the joint planning area designation in the campus master plan, to provide more detailed guidance for the area.

Huron Boulevard 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, and acknowledging its role as a gateway to the area.

7. Urban Design and Public Realm

Background

As part of this planning process, a Public Realm and Connectivity Framework Study was completed for the study area. A full version of this plan is found in Appendix F. 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.

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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.

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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 and stormwater best management practices.
- 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.

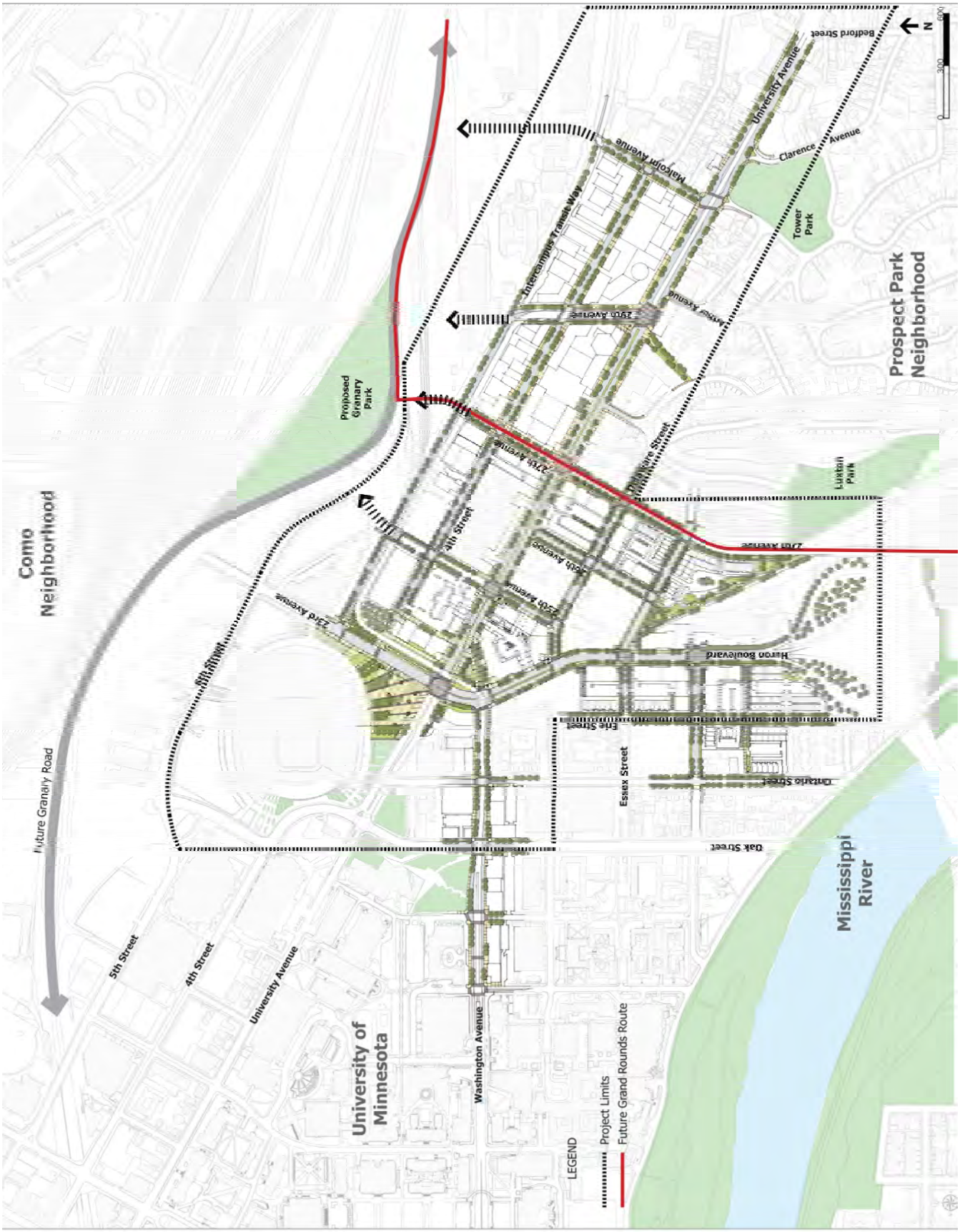
Design Elements

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.

Map 7.1 – Stadium Village Public Realm



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.

One key element of building placement is compatibility with surrounding uses, in terms of massing and scale. The land use recommendations concentrate the highest density development around station areas and major corridors, as well as those areas closest to the campus. Regardless of placement, appropriate buffering and transitions are important, as well as attention to shadowing of tall buildings.

Public Realm and Streetscape Improvements

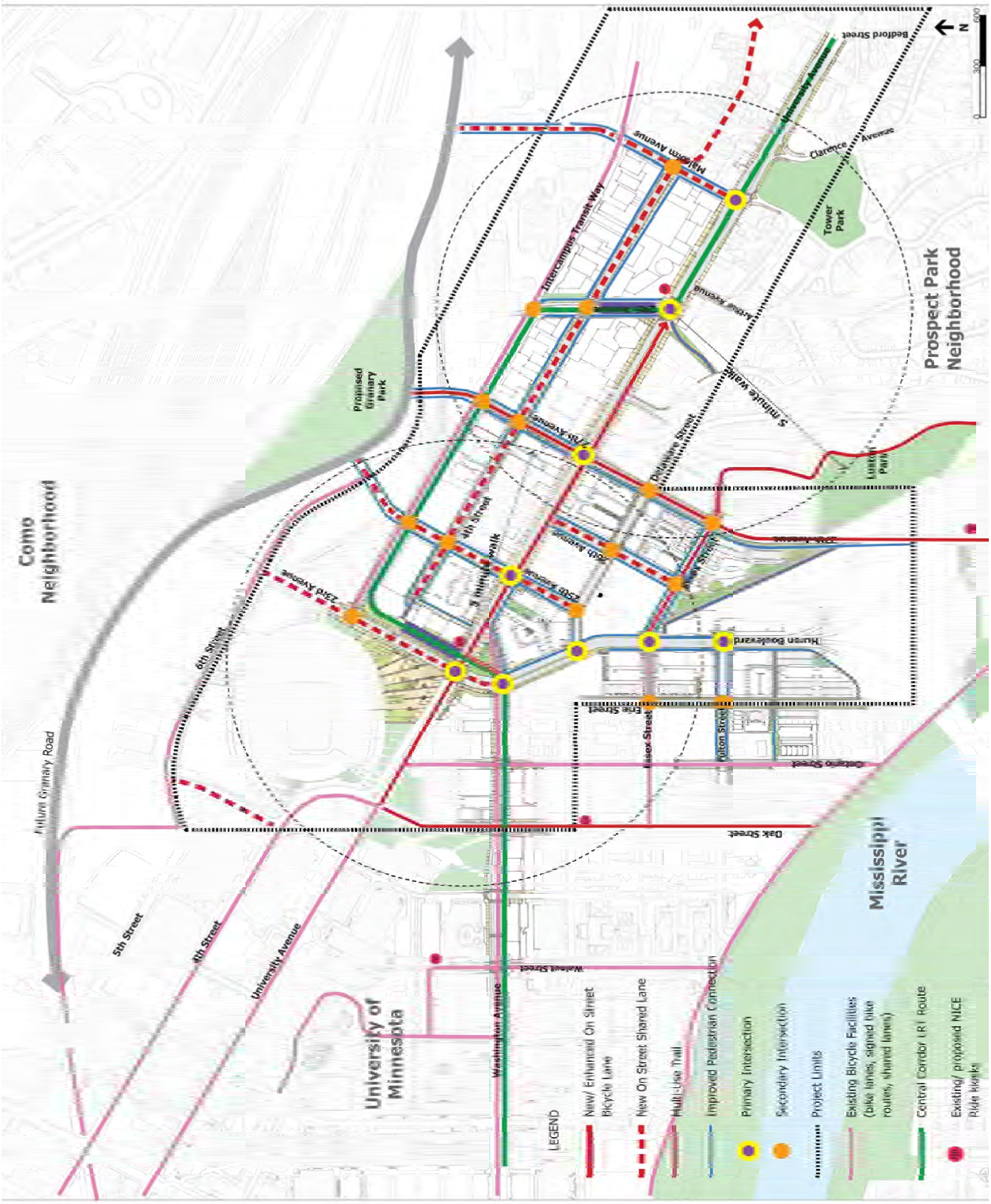
The right proportions, unique spaces, and appropriate amenities can make the public realm a comfortable, inviting and memorable space where people want to spend time. The quality, function and scale of the streets have a great deal to do with shaping the character of the streets within the study area. 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

Map 7.2 – Stadium Village Bicycle and Pedestrian Connections



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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.

The Park Board's work to complete the Grand Rounds Missing Link is integrated into this plan, as the finished connection would be right through the middle of the study area. The Park Board will also likely be the lead on improvements and/or expansions to any public park facilities or off-street trail connections through the area.

With regards to the proximity to St Paul, there was some discussion about the need for a connection across the border on the north side of University Avenue. Map 7.2 shows a tentative connection there – the details of the route will require ongoing cooperation between the cities.

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.

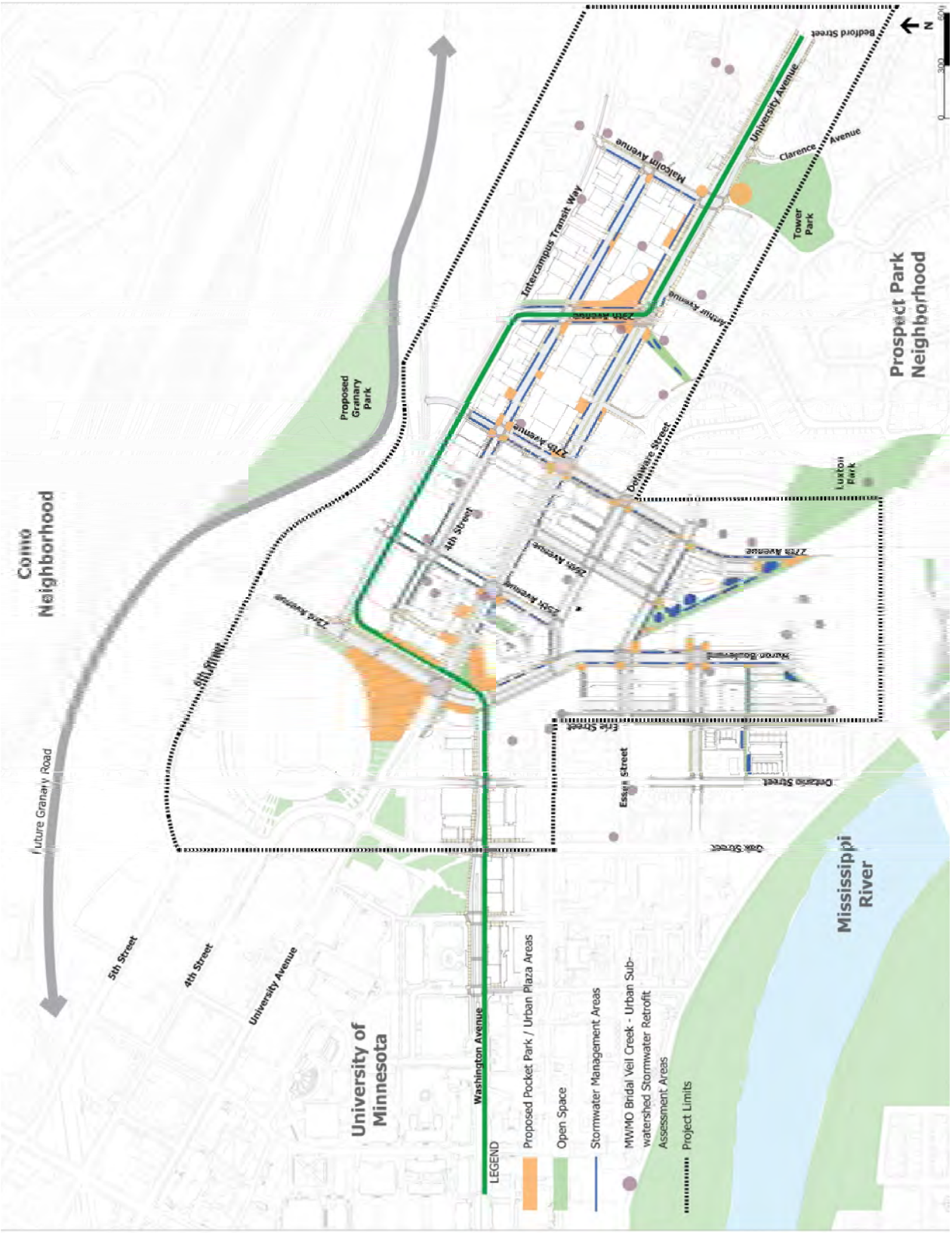
The primary objectives for the open space system is to create stronger connections between existing amenities to create a public space network and provide better meeting places for all types of activities such as outdoor festivals, seating areas, coffee and lunch breaks, and art displays.

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.

The system of public and private spaces should not be placed randomly, but rather function to create an interconnected public realm. This is especially important in an area with limited park space and a large amount of density and impervious surface. Private green spaces and plaza can contribute to public areas and corridors, to extend the pedestrian realm and contribute to the aesthetics and livability of the area.

Map 7.3 outlines some concepts for potential open space, based on evaluation done through this planning effort and the Prospect Park 2020 plan. It should be noted that these are just concepts, and this does not mandate that these specific improvements must be made – but that if they are feasible, they may be encouraged. It is anticipated that green space shown on private property would likely in most cases remain private property, and be maintained as such – though public access may be granted by the property owner. It should be noted that these connections should extend northwards into the SEMI area as well.

Map 7.3 – Stadium Village Open Space and Parks



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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 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.

The University of Minnesota for the most part maintains its own stormwater management system. This plan encourages best management practices in stormwater management by the University as well.

Public Safety

Public safety is an important consideration in the design of the public realm. Safety concerns have been raised by a number of members of the public during the planning process. Issues range from the concern that some people may target students in the area around the campus as potential victims, to the concern that parties and celebrations gone awry may pose a risk to neighborhood residents.

Generally speaking, small area plans such as these focus mainly on the public safety impacts of the public realm. While ensuring there is adequate staffing and coverage by law enforcement is an important goal, it is largely covered through other plans and programs managed by the City and University. While the City and University do have different public safety forces and jurisdictions, they continually work closely together in this area to address incidents and joint public safety concerns.

The focus in this plan is on how to create a public realm that follows the principles of Crime Prevention Through Environmental Design (CPTED): clear views along public pathways, adequate pedestrian lighting, transparency of ground floor buildings, and other strategies that encourage surveillance of the public realm and discourage criminal activity. This also includes a clear delineation of public and private space. These concepts are also considered contributors to vital, interesting places that encourage activity – another crime prevention strategy. These principles are found throughout the elements of this chapter and its recommendations.

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 Prospect Park neighborhood, while encouraging growth and development in appropriate areas.

2. As the opportunities for infill development emerge, the new development should reinforce the urban pattern by extending the street grid and placing buildings to define the streets and enhance pedestrian walkability.

3. 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. Ensure that proposed modifications to historic properties proceed through appropriate City review processes.

There is a lot of pedestrian activity in the Stadium Village area

4. Promote sustainable building practices and site design through energy efficient design, sustainable materials, and ecological landscaping and design.

5. When possible, reuse underutilized public right-of-way for open space, improved bicycle/pedestrian connectivity, or redevelopment. Appropriate use will depend on the size and location of the property.

6. Encourage appropriate buffering and transitions between adjacent uses, including evaluation of shadowing by tall buildings of nearby properties.

Pedestrian

1. Allow for safe, comfortable, and inviting pedestrian activity along the street to and from the light rail 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 4th Street SE, 29th Avenue SE, Malcolm Avenue and 25th Avenue SE.

4. Provide improved sidewalk connections along Huron Boulevard, 27th Avenue SE, Essex Street SE, 25th Avenue SE, 26th Avenue SE, and Harvard Street SE.

5. Provide new multi-use trail link along railroad ROW between Huron Boulevard and 27th Avenue SE and at the intersection of 29th Avenue/University Avenue into the Prospect Park neighborhood.

6. When possible, provide dedicated public pedestrian access between 27th Avenue SE and Huron Boulevard east of Fulton Street SE, as well as emergency access to development in this area.

7. Provide a minimum of 8 foot wide sidewalks throughout the corridor where feasible.

8. 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.

9. 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.

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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 27th Avenue SE to reinforce the "missing link" of the Grand Rounds.

4. Provide on street bike route along 4th Street SE to connect 23rd Avenue SE to Malcolm Avenue SE.

5. Provide a north to south pedestrian and bicycle links to the future Granary Road along 25th Avenue SE, 27th Avenue SE, 29th Avenue SE. and Malcolm Avenue.

6. Provide improved on-street bicycle route along 26th Avenue SE from Essex Street to University Avenue.

7. Provide improved on-street bicycle route along University Avenue from 25th Avenue SE to 29th Avenue SE.

8. Provide improved on-street bicycle route along Essex Street from Huron Boulevard to the Luxton Park area.

9. Encourage improved bicycle connections through the University campus, both east-west and north south, particularly those linking the Stadium Village station area to the campus core.

10. Work with St Paul to develop continuous bicycle connections across the city boundary that serve the area and the light rail stations.

Public Open Space, Parks, and Plazas

1. Where feasible, encourage the development of several small urban gathering places/green spaces along 27th Avenue SE, 29th Avenue SE, Huron Boulevard, Washington Avenue SE, University Avenue and 4th Street SE.

2. Encourage the development of 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 SE and 23rd 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, encourage new buildings to be set bank a minimum of 5-6 feet (within the frontage zone) when possible, 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.

7. Work with University in Stadium Village area to better utilize existing network of green space.

8. Support the development of an interconnected system of public and private open spaces, to extend the public realm and enhance the appearance and livability of the area.

New stormwater pond in industrial area

Green Infrastructure

1. Green corridors should be developed on all side streets connecting to the LRT route and primary street corridors (4th Street SE, University Avenue, 25th Avenue SE, 27th Avenue SE, 29th 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. Plant appropriate species of trees, based on size and location of site, presence of power lines, and other relevant factors.

3. Define opportunities for stormwater management, both as part of new development and as retrofits, that integrates functionality attractively and efficiently into the public realm. Ensure that these facilities do not compromise the accessibility of the sidewalk.

Public Safety

1. Continue to support adequate public safety staffing and coverage through both the City and University to address public safety concerns in the area.

2. Promote the concepts of Crime Prevention Through Environmental Design (CPTED) in urban design to enhance the safety of the public realm, in both public and private development projects.

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 a likely tied to University decision (based on research that it would improve student performance) to offer housing for all first year students on campus.

Student housing near Stadium Village

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.

New housing under construction

- 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.

Glendale Townhomes

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[1]	No. of Units	Pct. of Total	Development Timing
Owner-Occupied Housing (General-Occupancy)				
Single-Family/Detached Townhomes[2]				
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)
Total		22 - 28	100%	
Multifamily Townhomes/Twin Homes				
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+
Total		115 - 130	100%	
Condominiums[3]				
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+
Total		260 - 300	100%	
General Occupancy Rental Housing (Non-Student Oriented)				
Market Rate Rental Housing	$800 - $1,850	350 - 450	64%	2011+
Affordable Rental[4]	50% to 120% AMI	150 - 200	27%	2011+
Subsidized Rental[5]	30% AMI	50 - 100	9%	2011+
Total		550 - 750	100%	
Senior Housing				
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[6]	$4,500 - $6,500	35 - 45	11%	2012+
Total		315 - 390	100%	
Alternative Development Concept**				
Active adult rental - mixed income	*Mix of MR & affordable*	*90 - 100*	*29%*	*2011+*

[1] Pricing in 2011 dollars. Pricing can be adjusted to account for inflation.

[2] Replacement need only - based on age of housing stock 50 years and older. Development of single-family or detached townhomes will hinge on land availibilty and functional obsolence of existing older housing stock. Due to the University District's location, there is pent-up demand that exceeds the replacement need.

[3] Condominum development could exceed recommended units through high-rise development.

[4] The University District could potentially support multiple affordable products through 2020. However, we recommend phasing affordable housing development over the next decade.

[5] Although there is demand for over 500 subsidized units over the decade, it will be very challenging to develop given land costs in the Univesity District.

[6] Memory care housing could be a component of a assisted-living or service-intensive congregate building.

** Alternative development concept is to combine active adult afforable and active adult market rate into one mixed-income community.

Note: The University District may not be able to accommodate all recommended housing types based on land availibility and development contraints. Recommended development does not directly coincide with total demand.

Source: Maxfield Research Inc.

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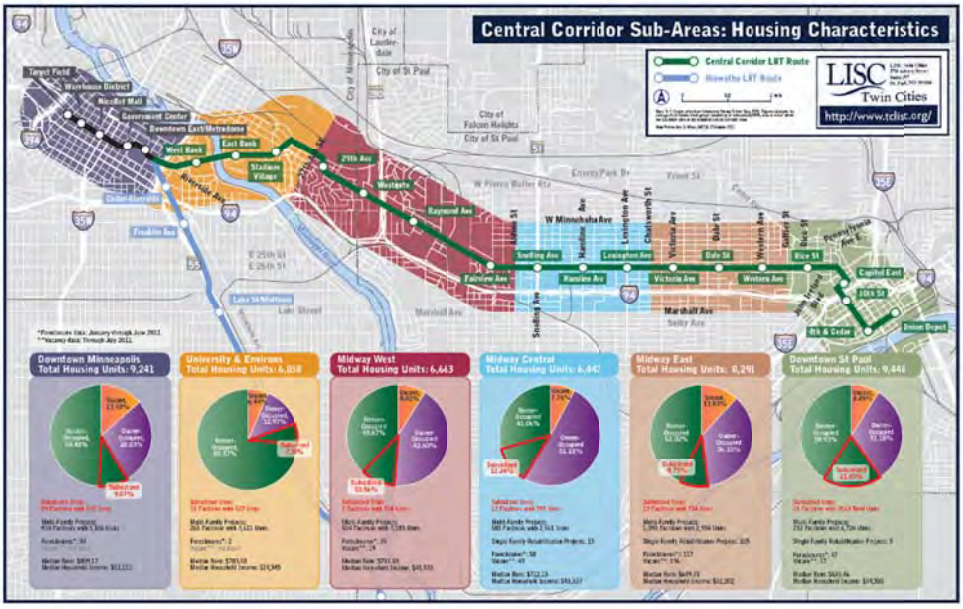
Affordable Housing

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 Street Paul.



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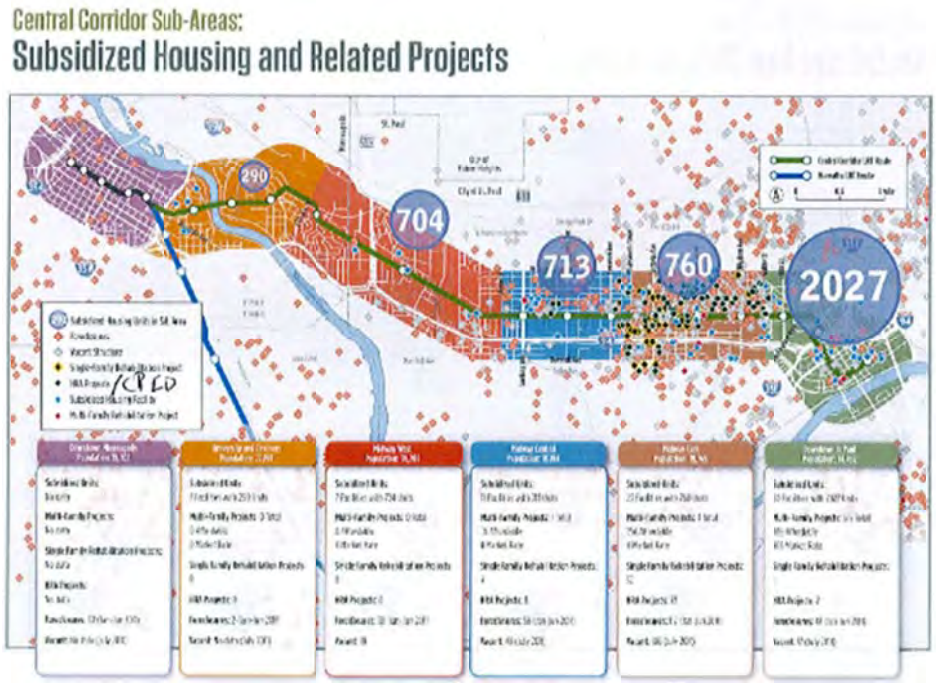
Except for the Glendale Townhomes, this study identified nearly no affordable housing in the study area. Furthermore, although there are a number of development projects underway in the area, none contain affordable units. Additionally, unlike other areas of the corridor the market values of residential 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.



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- *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 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. Encourage 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 and 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, along major corridors, and in designated land use features.

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. Encourage high quality construction in new housing projects, with durable structure, materials, and finishes.

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 D.

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 Street 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 introduce 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

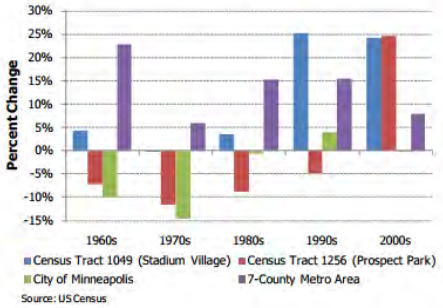

Figure 10: Median Age

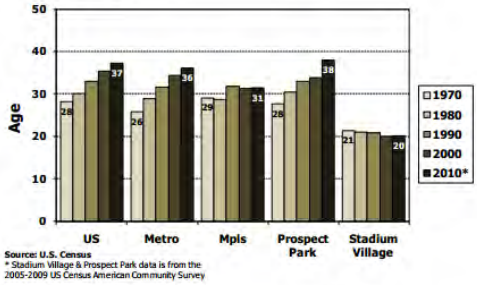

Figure 14: Ratio of Per Capita Incomes ($100 = US per capita Income)

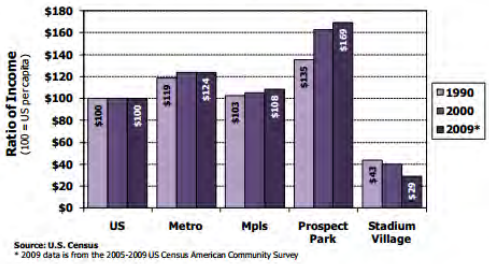

Figure 15: Households without Vehicles 2000

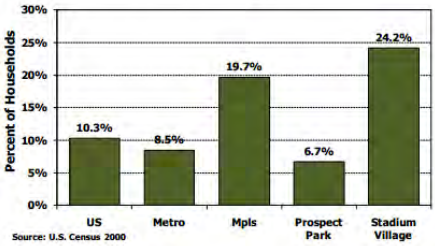

Figure 21: Stadium Village Retail Properties and Vacancy

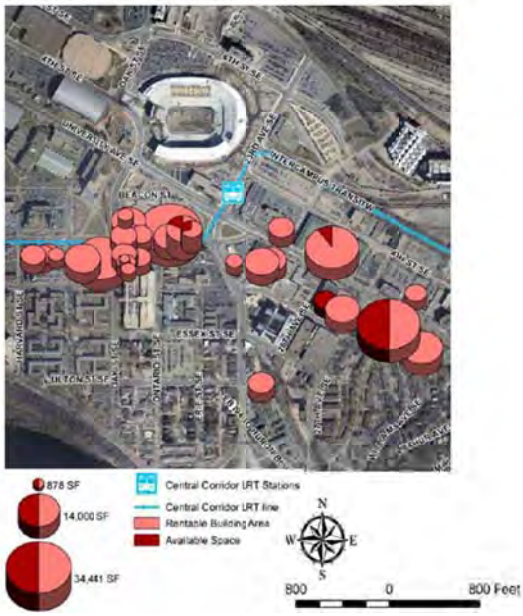

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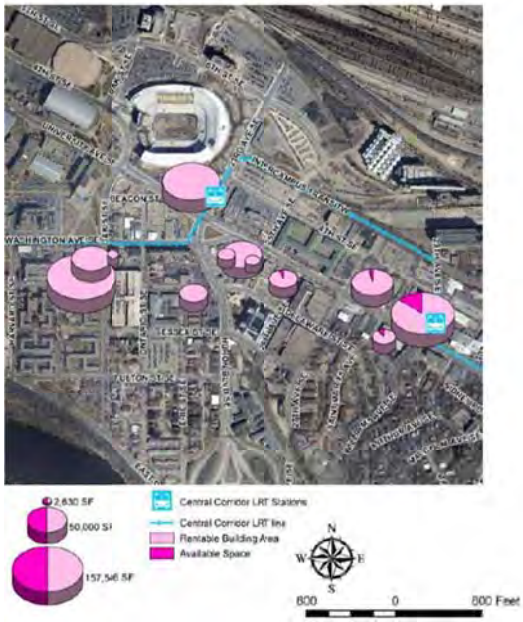
Figure 25: Stadium Village Office Properties and Vacancy



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- **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 m ore 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 f or 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 in the Stadium Village area was fairly limited – only about 40,000 square feet through 2020. This relatively low amount was explained by several criteria:

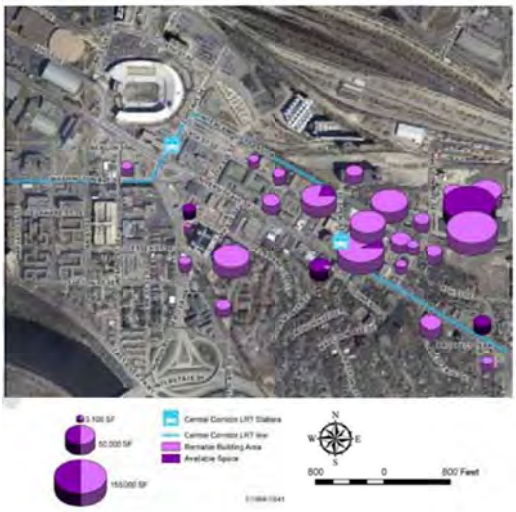
- **Very little market-driven space exists here**. This has not yet demonstrated strength as a private-sector office market, and hence is less competitive with other office markets. Part of this may be due to accessibility issues mentioned – users (who are not benefitting from being near the University) 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.

A separate market study was done specifically for for the Prospect Park station area. This had some different results, based on a less student-oriented market. The study projected demand for specialty and professional offices in

Figure 28: Stadium Village Industrial Properties and Vacancy



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the area of the Prospect Park station for those firms and businesses desiring proximity to the University of Minnesota, the medical center, and research park, but not choosing to be in the student directed environment of Stadium Village.

Industrial Market

The study found virtually no measurable industrial demand, based on a current understanding of the regional market. The industrial market in 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. A full copy of this report is in Appendix E.

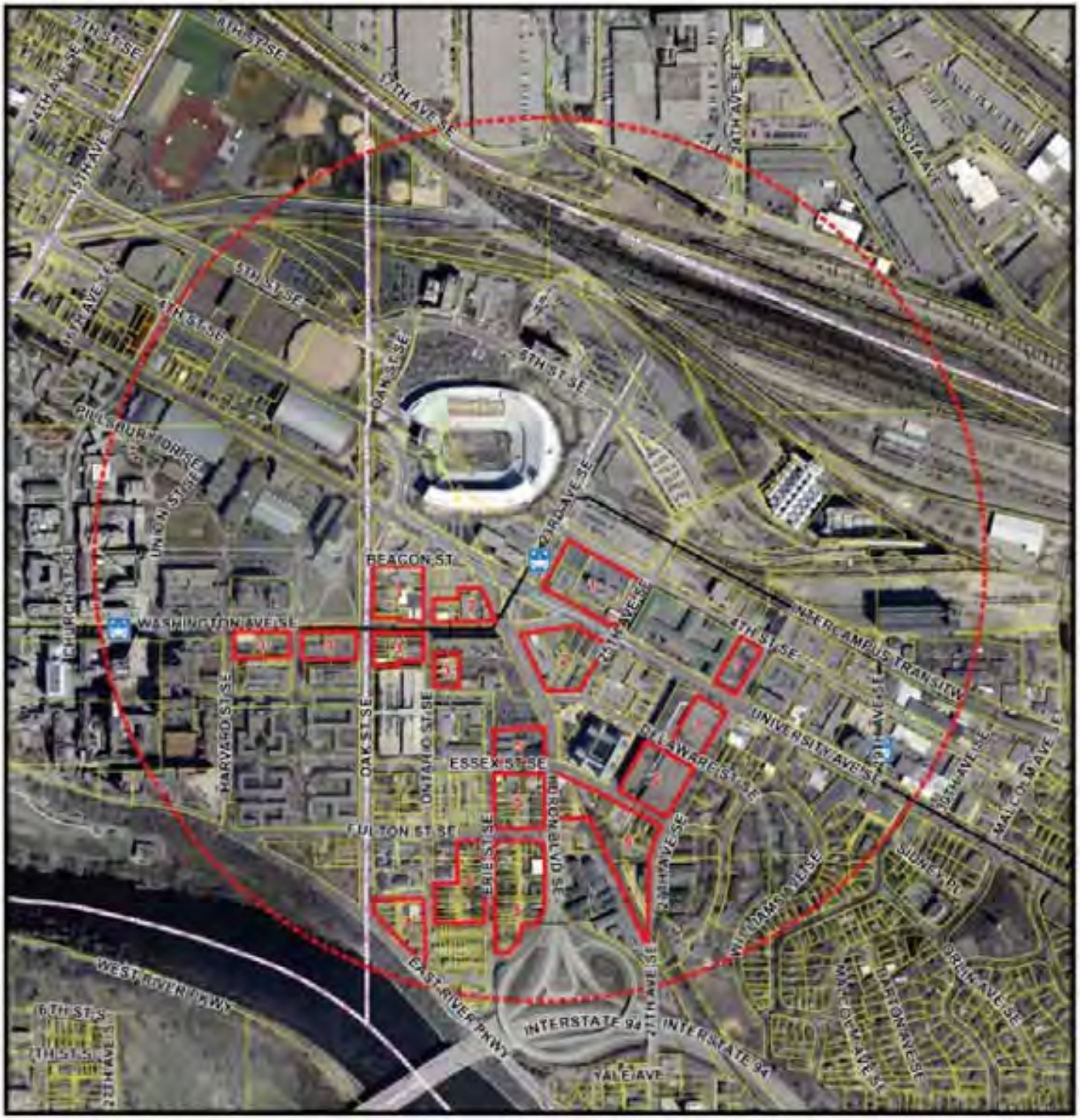
To identify the redevelopment Focus Areas, the consultant used a multi-step process to screen properties. The results of this screening process resulted in the identification of seven focus areas that appeared to contain similar issues and opportunities. The analysis considered factors such as building 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.

Figure 1: Stadium Village Focus Areas



Areas identified in Development Issues and Opportunities plan as attractive to developers

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

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

It should be noted that this study did not look at sites east of 27th Avenue SE. Those were addressed in the existing University & 29th study, as well as the ongoing neighborhood planning for that station area. Results were largely consistent with the Stadium Village market study, supporting increased retail and service presence to address underserved markets in the area, and identifying a number of potential redevelopment sites.

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.

This work is ongoing as of the date of this plan, and the strategies and approaches (beyond the mitigation phase) have not been fully developed. However, some of the topics that are being addressed include:

- Leveraging the advantages of the central location, high quality transit, and a major research university to attract businesses and investment that brings high quality jobs to the area.

- Maintaining a healthy mix of local and chain businesses, especially when small local businesses are challenged by rising rents for commercial space, especially in new buildings and prime locations

- Continuing to work to support and strengthen existing businesses.

- Helping to identify and prepare developable sites, in an area where many sites are contaminated, already occupied, or otherwise not immediately available.

- Encouraging situations where people are able to "live where they work" to maximize transit oriented development's potential.

- Assisting businesses whose property is likely to transition to another use and require them to relocate or close.

Recommendations related to these objectives are provided in the following section.

Retail commercial storefront

New University research facility under construction

Recommendations

Retail and Services

1. In the near term, help to mitigate against any negative impacts from Central Corridor construction on area businesses, and help prepare them to be successful once the line is open.

2. Support the growth and extension of the pedestrian oriented retail district around the Stadium Village commercial core, especially within the activity center and towards the station.

3. Encourage the development of a variety of goods and services to serve the needs of area residents, students, employees, and visitors.

4. Support the development of wayfinding and parking strategies that make accessing commercial areas easier and more convenient.

5. Encourage the development of retail and service uses along University Avenue SE, at the Prospect Park station, and at the Bedford Street SE and University Avenue SE neighborhood commercial node, complementing the development at the Stadium Village station.

6. Support a mix of local and chain businesses, to provide for a range of needs while retaining the diversity and unique identity of this area and its business district.

Office and Industrial

1. Support the redevelopment of the SEMI area with new office and light industrial development that complements University research

facilities, through infrastructure investments, support for site cleanup and preparation, and other means. Uses may include biomedical research, technology transfer, and other related industries.

2. Support the location of high value, job creating industrial and office uses within the area.

3. Encourage the development of office space in commercial districts where appropriate, including professional and specialty offices.

4. If industrial or office uses are displaced by redevelopment, assist them in finding alternative locations within the city when possible.

10. Parking and Transportation

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 ramp – also location of University bicycle center

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 Street 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 G. 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.

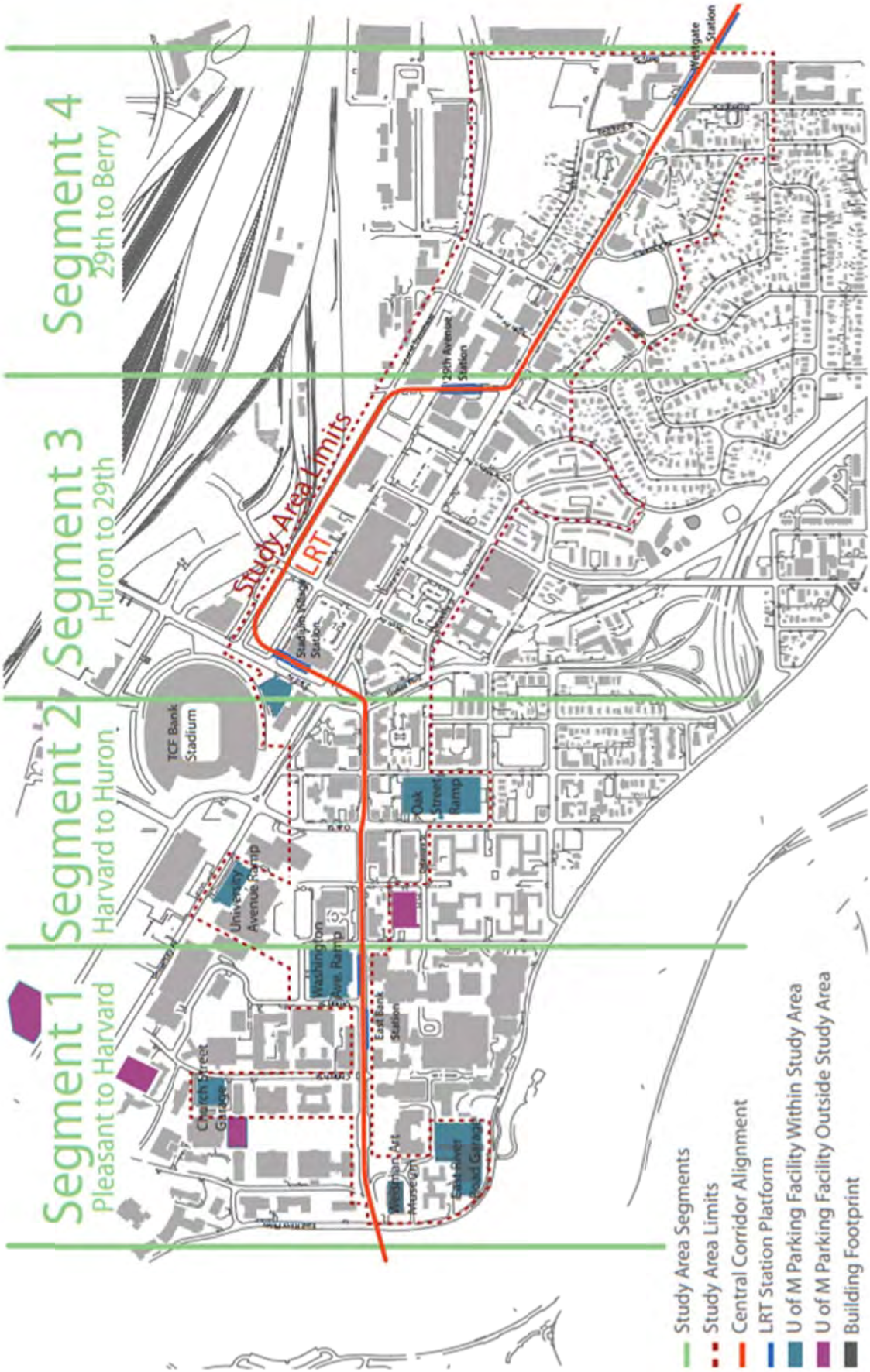
- Segment 4 is the area around the Prospect Park station area. As with Segment 2, much of the on street parking is being lost with LRT. The mix of commercial and industrial uses utilizes parking in different ways.

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


Segment 1
Pleasant to Harvard
Segment 2
Harvard to Huron
Segment 3
Huron to 29th
Segment 4
29th to Berry
Study Area Limits
LRT
TCF Bank Stadium
University Avenue Ramp
Church Street Garage
Washington Ave. Ramp
East Bank Station
Oak Street Ramp
East Bank Road Garage
Stadium Village Station
29th Avenue Station
Westgate Station
Study Area Segments
Study Area Limits
Central Corridor Alignment
LRT Station Platform
U of M Parking Facility Within Study Area
U of M Parking Facility Outside Study Area
Building Footprint

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 G 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.

One particular parking solution that has attracted a lot of attention is the concept of district parking, where users share parking in a centralized parking facility or system. This is already in existence in the Stadium Village area, in the form of University owned and operated parking facilities.

District parking has also been discussed as a possibility for the Prospect Park station area, to complement the vision for coordinated redevelopment of nearby sites. The parking study provides some guidance as to necessary steps to ensure that a district parking facility is feasible and viable:

- Accurately quantify the needed supply of parking for uses within the district. This will vary based on the planned uses and densities, as different uses often have very different needs in terms of their demand for parking and timing of use.

- Attract and retain tenants. In order to justify district parking, a developer will need to obtain commitments from tenants – preferably with a long term obligation – to lease spaces for their use. The parking will need to be situated, priced, and configured in a way to meet the needs of tenants. Conversely, for those investing in the area, there also needs to be the assurance that the parking will be available when and where they need it.

- Ability to fund district parking. This is a crucial step. This has been a role of the City in the past, but not one that has been undertaken in recent years – when the City has been divesting itself of underperforming parking facilities for repositioning or redevelopment. District parking can be handled as part of a larger master plan redevelopment, but that requires significant coordination with other planned developments.

While the City encourages shared parking arrangements in general, further study is needed to determine if district parking will be a viable option at the Prospect Park station area.

Other Transportation Topics

As referred to previously, many of the transportation elements of this plan are being addressed in other sections. This section summarizes these issues and how they are being handled:

Bicycle and Pedestrian

The Public Realm and Connectivity Study (see Chapter 7 and Appendix F) has analysis and recommendations related to the existing system and recommended improvements. Ensuring safe and convenient travel for bicyclists and pedestrians will remain a high priority for this area.

Automobile Traffic

Stadium Village area traffic

Existing conditions are summarized in Chapter 4. The Central Corridor project includes a fairly substantial reworking of circulation and signalization patterns, as well as some road improvements to mitigate some impacts of light rail construction, particularly the closure of a portion of Washington Avenue through campus. There will likely be additional work to be done once the light rail is open and traffic settles into its new patterns.

The Granary study looks at traffic volumes on 4th Avenue SE, University Avenue SE, and other major routes experiencing congestion. As discussed in the previous chapter, the findings suggest a significant amount of the traffic congestion is tied to backups at key intersections along the corridors. While increasing lane capacity is likely infeasible or cost prohibitive in many areas, opportunities to improve intersections may be effective in addressing traffic bottlenecks. However, the main strategies for mitigating traffic congestion for this area will likely be focused on non-motorized travel and transit.

Through the planning process, some roads and intersections have been identified as needing additional attention, due to poor condition of pavement, unsafe or substandard conditions, or other factors. These include:

- **4th Street SE** between 23rd Avenue SE and Malcolm Avenue SE is in poor condition. Additionally, a number of blocks lack curb, gutter, boulevard, and sidewalk – which is not compatible with the residential redevelopment planned here. The intersection of 23rd Avenue SE and 4th Street SE is being closed permanently as part of the Stadium Village station design, so there will need to a plan for managing traffic at that end. There is a need to reconstruct this street – and, since it is well-positioned for transit oriented redevelopment but is not a through street, it might provide an opportunity for some innovative treatments, such as stormwater management.

- **University Avenue SE** between 25th Avenue SE and 29th Avenue SE. This is largely outside the limits of the Central Corridor project so is not being upgraded with the remainder of the road. However, it is also in poor condition and in need of resurfacing or reconstruction. Additionally, since the rail will not be running on

Washington Huron intersection with light rail added

this section, there is the possibility of adding bicycle accommodations, extending them eastwards from their current end at the intersection of 4th Street SE.

- **Huron Boulevard** will continue to be a busy through street for traffic on and off of Interstate 94. The presence of residential development and bus transit means it will also be a pedestrian corridor as well. In particular, the bus stops near the interstate ramps have been identified as unsafe and needing better pedestrian access. The **intersection with University Avenue SE and Washington Avenue SE** is fully within the Central Corridor project, but the high traffic volumes and complex movements suggest it will need continual monitoring to address traffic flow and safety issues.

- **The intersection of East River Parkway, Franklin Avenue SE, and 27th Avenue SE** has been identified repeatedly as a challenging intersection. During rush hours, automobile traffic backs up in several directions. Pedestrian traffic is also significant, and cross is frequently unsafe, due to the volumes and traffic movements at this complex intersection. The nearby East River Parkway and Fulton Street SE intersection also draws complaints about traffic and pedestrian safety concerns. Further action on these intersections has been delayed due to uncertainty about future traffic patterns after the completion of the light rail project. However, once the new traffic patterns have been established, improvements to these intersections should be a priority.

- **30th Avenue SE** between University Avenue SE and the Transitway has very poor pavement condition and a lack of streetscape features. Reconstruction of this road is needed to support the new development envisioned for the Prospect Park station area. The SEMI Master Plan recommends that 30th Avenue SE should be extended northward to connect with the future alignment of Granay Road, though the exact configuration will likely depend on plans for redevelopment of the land north of the transitway.

- **27th Avenue SE** north of University Avenue SE only extends one block to 4th Street SE. However, City and Park Board plans support extending the road north to connect with the future Granary Road alignment. While this is a long term project, efforts should be made to obtain the right-of-way for this connection when possible, for instance with the redevelopment of the block between 4th Street SE and the Transitway.

- **The intersection of Bedford Street SE and University Avenue SE** is a large, offset intersection near the Westgate station area, with a substantial amount of both vehicle and pedestrian traffic. It would be beneficial to realign the two parts of Bedford to create a regular intersection. That has not been possible to date due to the land uses

at each corner. However, if opportunities arise in the future to acquire the needed right of way, this would be a good project.

- **The intersections of 15th Avenue SE** and the one way pair of University Avenue SE and 4th Street SE are on the extreme western edge of the study area, and largely outside the scope of this project. However, they are called out here as critical intersections due to the very high bicycle and pedestrian traffic and past conflicts with vehicle traffic. While no specific improvements are identified here, these should continue to be a priority for monitoring and safety upgrades as needed.

- **Granary Road**, as indicated above, was the subject of a recent feasibility study. While the study did not make specific recommendations, the findings did indicate that the first phase, between **25th Avenue SE and the St Paul border**, was the most viable segment, based on an analysis of costs and benefits. This plan affirms the value constructing a road in this segment of the corridor, for the purposes of economic development, connectivity of the network, and modest traffic relief on parallel routes including University Avenue SE. If there is to be an eastward connection into St Paul, that will require close coordination with St Paul to ensure the connection is appropriate and serves the needs of both cities.

Light rail corridor design along Washington Avenue SE

Freight Rail

Freight rail corridors remain a significant presence in the study area. Mainlines and rail yards in and around SEMI are unlikely to change in any near-term scenario – and freight rail should be continue to be seen as an important function of that area.

However, there may be some changes to spur tracks, especially in response to the advancement of the Granary Road project. There is also the spur track east of Huron, which serves one industry. If this one was to change or move, there is a possibility this spur could be vacated and converted to another use, such as a trail connection.

Transit

The Central Corridor LRT is an obvious factor in this study. As construction is ongoing, the plan will just affirm that this is an important asset to the area and anticipate the positive addition it will be to the already multi-modal transportation network.

Metro Transit is currently undertaking a route study to look at bus routes in proximity to the LRT corridor, to determine if there need to be any changes to planned services to better serve the area and integrate routes into a system. While results are still in the future, it is the hope they will balance the needs of both local and commuter transit riders efficiently and effectively, providing high quality, reliable transit options that further reduce reliance on automobile travel.

Recommendations

As a prelude to the parking recommendations it should be noted that these represent a menu of options for addressing parking concerns. It is not necessary to implement all of them, as many accomplish similar goals. Rather, these are designed to be flexible based on opportunities that emerge to address parking concerns. Additional parking tools and strategies are outlined in Appendix G.

Parking – Short Term

Segment 1:

1. Work together to define needs for wayfinding signage to direct parkers to available “transient” stalls in the University’s four ramps and pedestrians to businesses.

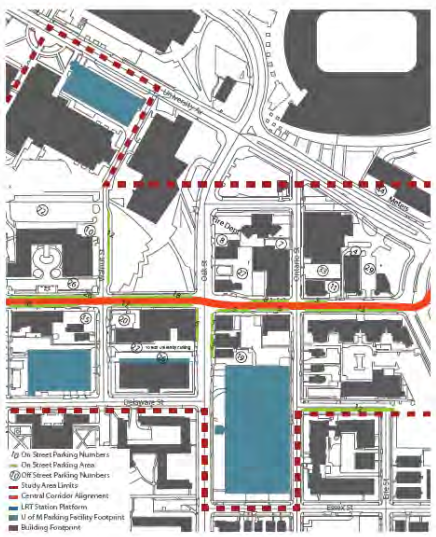
2. Work together to define needs for changeable message boards to notify parkers of available parking stalls in the ramps, especially during events.

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



Example of parking inventory element of study

facilitate higher turnover and cooperative arrangements with adjacent businesses.

4. Investigate the feasibility of a parking validation program where the University sets aside a block of parking spaces for the exclusive use of business patrons, who will be able to validate their tickets with local businesses and to receive reduced rate parking.

5. Investigate the feasibility of establishing reduced rates for business patrons that would go into effect during of-peak time periods.

6. Implement additional parking 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 SE and tow violators.

2. Consider adjusting the parking along the south side of 4th Street SE to be reconfigured for angle parking.

3. Install parking meters along 4th Street SE between 23rd and 29th Avenue SE, or mark on-street stalls with consistent dimensions to maximize the number of available stalls.

4. Establish time-limited critical parking around Glendale Townhomes, with exemptions for local residents who would be issued permits.

Segment 4:

1. Implement stricter enforcement of the City's ordinance on extended parking on 4th Street SE and tow violators.

2. Install meters along 4th Street SE between 29th Avenue SE and Malcolm Avenue SE, or mark on-street stalls with consistent dimensions to maximize the number of available stalls.

3. Allow metered parking along 30th Avenue SE between University Avenue SE and 4th Street SE. Investigate the potential to implement angled parking on 30th Avenue SE.

4. Allow metered parking on east side of Malcolm Ave SE between University Avenue SE and 5th Street SE.

5. Where allowed, permit the development of temporary surface parking lots during the Central Corridor construction phase, though sites should eventually be redeveloped.

Example of on street parking plan (from Dinkytown)

Overall:

1. Develop a consistent, universal signage directing motorists to public parking locations, and pedestrians to businesses and other attractions.

2. Develop a web page that identifies available parking supplies in real time, or provide parking assistance to the public via phone or other automated system.

3. Allow event day parking in privately owned parking lots, assuming proper permits and approvals are obtained.

4. Businesses with off-street lots should ensure lots are visibly striped and if possible restriped for optimization and efficiency.

5. Investigate the feasibility of converting weekday contract parking to public parking on weeknights and weekends.

6. Install additional metered spaces in the study area per City of Minneapolis Public Works recommendations, with the concurrence of University of MN when metered spaces are abutting University property.

7. Encourage shared parking arrangements between users when feasible to promote efficient parking utilization.

8. For residential areas off the main transportation corridors, consider expansion of critical parking areas to provide more thorough coverage, preserving more spaces for residents, especially at peak demand times.

9. Evaluate the possibility of off-peak on-street parking along University Avenue SE in the outside lane, if traffic volumes permit.

Parking – Long Term

Segment 2:

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

Segment 3:

1. Allow metered parking on east side of Arthur Avenue SE between Sidney Place and University Avenue SE.

2. Allow metered parking on 27th Avenue SE between University Avenue SE and 4th Street SE.

Segment 4:

1. Consistent with mixed-use transit oriented development in Segment 4, investigate the feasibility of centralized district parking facilities that serve uses within the immediate area. The physical design/layout of the integrated parking facilities should permit all uses in the redevelopment convenient, efficient, and safe access.

Overall:

1. Support the development of district parking strategies where feasible, to encourage efficient and convenient parking access in support of existing and new development.

30th Avenue SE needs to be reconstructed

Other Transportation

1. Once the LRT is in place, monitor traffic patterns and make necessarily modifications to signal timing and other traffic control devices to ensure safe, efficient flow of traffic in the area.

2. Continue to prioritize improvements to transit and to bicycle/pedestrian facilities and accessibility as the main means to address growth in traffic congestion.

3. Reconstruct 4th Street SE between 23rd Avenue SE and Malcolm Avenue SE, as well as connecting roads such as 30th Avenue SE. Add curb, sidewalk, boulevard and other streetscape elements, and consider incorporating innovative materials and stormwater management techniques.

4. Consider improvements to key intersections and interchanges (e.g. Interstate 35W & University Avenue SE/4th Street SE and Huron Boulevard/Washington Avenue SE/University Avenue SE) to improve safety and traffic flow.

5. Support the resurfacing or reconstruction of University Avenue SE between 25th Avenue SE and 29th Avenue SE, including potential upgrades to bicycle access and additional turn lanes where needed, while maintaining on street parking where possible.

6. Support improvements for pedestrian and bicycle safety at key intersections throughout the area, including along 15th Avenue SE and Huron Boulevard.

7. Monitor traffic and safety issues at East River Parkway intersections at Franklin Avenue SE/27th Avenue SE and Fulton Street SE, and make improvements to improve traffic flow and safety for vehicles and pedestrians.

8. When feasible, pursue the realignment of the Bedford Street SE and University Avenue SE intersection to improve intersection geometry and safety.

9. Pursue completion of the phase of Granary Road between 25th Avenue SE and the St Paul border, in support of system connectivity and economic development.

10. Support the extensions of 27th Avenue SE and 29th Avenue SE north of University Avenue SE through to the future Granary Road alignment, including right-of-way acquisition when feasible. Consider possible extension options for 30th Avenue SE.

11. Support the continuation of the mainline freight rail system as part of the overall transportation network.

12. When it is possible to vacate rail spurs, use the resulting right-of-way to improve overall connectivity for trails and green space and/or general traffic.

13. Encourage the development of a transit system for the area that provides high quality, reliable, and frequent service for the range of travelers in the area, including both the local users and commuters.

14. When needed, improve transit stops and access routes to ensure safe and convenient access by riders, including improvements to the stops near the Huron Boulevard/Interstate 94 interchange.

11. Implementation

The following chapter outlines an implementation methodology 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 neighborhood. After adoption by the City Council, the Plan will become a part of the City's comprehensive plan. While many implementation strategies will be the responsibility of the City, most of the directives will take a cooperative effort over time to achieve from community organizations, the neighborhood institutions, and private developers and property owners.

- The tables on the following pages outline initial ideas for how the recommendations in this Plan can begin to be realized. The table lists implementing agencies and timeframes for implementation, based on the following categories: Ongoing – These recommendations will be implemented on an ongoing basis, largely through regular planning and regulatory processes.

- Short Term – It is expected that these can begin to be implemented within the next five years, though full implementation may take longer. Exact timing will depend on opportunities that arise, for instance new proposed development projects or availability of funding sources.

- Medium Term – It is expected that these can begin to be implemented within the next ten years, though full implementation may take longer. Exact timing will depend on opportunities that arise, for instance new proposed development projects or availability of funding sources.

- Long Term – It is expected that these projects will take more than ten years to be implemented. In most cases, this is due to complicated or expensive logistics associated with implementation. However, if opportunities to pursue these arise sooner, this does not preclude supporting them within a shorter time horizon.

This long list of recommendations is not meant to convey an immediate obligation or intent to undertake all items at once. The implementation horizon for this plan is 20 years, though it will likely be revised before that time frame elapses. Resources are not readily available for all of these projects in the short term, so many will not proceed at once. However, having a plan in place allows the City and its partners to respond to opportunities as they emerge, and be proactive about making investments when the time is right.

This list of recommendations can be used as a basis to track progress over time on plan implementation. More detailed work on developing an implementation strategy will follow plan adoption.

Land Use

For the most part, the recommendations for land use will be implemented as sites redevelop or property owners make improvements to structures and their surroundings. The City's main tool for implementation will be the development review process, which provides community members and policymakers the opportunity to weigh in on specific land use and development changes in accordance with zoning regulations and existing policy direction. This plan will be the main policy tool used by city staff and policymakers in that decision-making process.

The expected time frame for implementation of land use elements varies, based on the market analysis and development opportunities evaluated in Appendices D and E. The strength of the market suggests that private development will continue to be a primary driver for change in much of the study area, in addition to the Central Corridor project itself.

Recommendation	Implementing Agencies	Time Frame
University Campus		
Apply the published Regent's Boundary to guide future planning and expansion of campus activities and to convey to the broader community the University's long term plans.	U of M	Ongoing
Strategically site new University and University-affiliated development in locations where they will contribute to defining, consolidating and adding to the vibrancy of campus and the surrounding community.	U of M	Ongoing
Design flexible learning, living, working, and gathering spaces to support community.	U of M	Ongoing
Ensure that new development located at the campus' edge conveys the institution's image and physical identity, while acknowledging and respecting the adjacent urban environment.	U of M	Ongoing
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.	U of M, CPED, neighborhood organizations	Ongoing
Stadium Village Commercial Core		
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.	CPED, neighborhood organizations	Short Term
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.	CPED, neighborhood organizations	Short Term
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.	CPED, neighborhood organizations	Short Term
Ensure that new development supports the pedestrian and transit oriented character of this area.	CPED, neighborhood organizations	Ongoing
Stadium Village Station Area		
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.	CPED, neighborhood organizations	Short Term
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.	U of M, CPED, neighborhood organizations	Medium Term
Support through development the extension of the pedestrian-oriented	CPED, neighborhood	Medium Term

commercial core on Washington up towards the station platform and stadium.	organizations	
University and 4th Corridors		
Encourage the development of medium to high density mixed-use development facing towards University Avenue SE on both sides, with transitions to a residential character and frontage on parallel streets at the rear of the sites.	CPED, neighborhood organizations	Medium Term
Encourage redevelopment of 4th Street SE as a primarily high density residential street with a range of housing types. Allow for a limited amount of mixed use, particularly around station areas, that complements the residential character.	CPED, neighborhood organizations	Medium Term
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.	CPED, neighborhood organizations	Medium Term
Prospect Park Station Area		
Support the redevelopment of this area with high density residential mixed use, with retail primarily fronting on University Avenue	CPED, neighborhood organizations	Medium Term
Encourage a mix of uses that complements those in the Stadium Village commercial core and expands upon the options available.	CPED, neighborhood organizations	Medium Term
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.	CPED, neighborhood organizations	Medium Term
Investigate the feasibility of establishing a district parking system to serve parking needs of various uses in a centralized location, while discouraging the development of remote park and rides.	CPED, neighborhood organizations	Medium Term
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.	CPED, neighborhood organizations	Medium Term
Support the development of the SEMI area to accommodate uses compatible with the vision of a biomedical research park, building on the proximity to University research laboratories.	CPED, U of M	Long Term
Work with St Paul to coordinate the vision and buildout around the Westgate station area. Encourage development of gateway features to mark this entrance to the city.	CPED	Medium Term
Motley Residential Area		
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.	CPED, neighborhood organizations	Medium Term
Where possible, maintain the historic character of the neighborhood area through both preservation and new development.	CPED, neighborhood organizations	Ongoing

Work with the neighborhood and University regarding the edges between the campus and community, and support collaborative planning and development review around proposed projects.	U of M, CPED, neighborhood organizations	Ongoing
Where possible, encourage development of a scale that allows for on-site management and amenities.	CPED, neighborhood organizations	Ongoing
Encourage coordinated planning efforts between the University and the Motley area, based on the joint planning area designation in the campus master plan, to provide more detailed guidance for the area.	CPED, U of M, neighborhood organizations	Medium Term
Huron Boulevard Corridor		
Generally speaking support high density residential development in this area.	CPED, neighborhood organizations	Short Term
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.	CPED, neighborhood organizations	Ongoing
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.	CPED, neighborhood organizations	Medium Term
Encourage land uses along Huron to support a pedestrian oriented environment, balanced against heavy vehicle traffic flow, and acknowledging its role as a gateway to the area.	CPED, neighborhood organizations	Ongoing

Urban Design and Public Realm

As described in Chapter 7, urban design and public realm guidance is relevant in both public and private spaces. As such, these recommendations will be implemented by both private development and public investment. The role of policy is to provide consistency and continuity, even as elements are completed at different times and in different places. Tools to implement this section will include the zoning code and other City regulations, capital improvement plans of various jurisdictions, and opportunities that emerge from land use changes or other projects.

Environmental sustainability and green design are recurring themes in discussions of good urban design. There are additional resources available through the utility-supported Energy Innovation Corridor and in partnership with the City and University to encourage this, especially on the topic of energy efficiency.

Appendix F provides extensive additional detail in support of implementation of public realm recommendations, including project scope and description, cost estimates with budget detail, and an extensive list of potential sources. The intent is that this will facilitate the ability to respond to opportunities to implement the plan by having project information readily available.

Specifically in reference to streetscape improvements, it is anticipated that many of these will be completed in whole or in part via coordination with new private development projects – rather than as stand-alone capital projects. Bicycle project recommendations are largely are consistent with the adopted citywide bicycle plan, though this plan provides additional detail and options. Both of these also could be accomplished as part of planned street resurfacing or reconstruction projects.

Recommendation	Implementing Agencies	Time Frame
Overall		
Preserve the unique character of the Prospect Park neighborhood, while encouraging growth and development in appropriate areas.	U of M, CPED, neighborhood organizations	Ongoing
As the opportunities for infill development emerge, the new development should reinforce the urban pattern by extending the street grid and placing buildings to define the streets and enhance pedestrian walkability.	CPED, U of M, neighborhood organizations	Ongoing
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. Ensure that proposed modifications to historic properties proceed through appropriate City review processes.	CPED, neighborhood organizations	Ongoing
Promote sustainable building practices and site design through energy efficient design, sustainable materials, and ecological landscaping and design.	CPED, neighborhood organizations	Ongoing
When possible, reuse underutilized public right-of-way for open space, improved bicycle/pedestrian connectivity, or redevelopment. Appropriate use will depend on the size and location of the property.	CPED, Public Works	Ongoing
Encourage appropriate buffering and transitions between adjacent uses, including evaluation of shadowing by tall buildings of nearby properties.	CPED	Ongoing
Pedestrian		
Allow for safe, comfortable, and inviting pedestrian activity along the street to and from the light rail stations to the adjacent neighborhoods and campus.	CPED, Public Works	Ongoing
Improve intersections to provide safe and accessible areas for pedestrian and bicycle crossings. These intersections may include alternative paving treatments, improved signalization, signage and other traffic calming techniques.	CPED, Public Works	Ongoing
Provide new sidewalk connections along 4th Street SE, 29th Avenue SE, Malcolm Avenue and 25th Avenue SE.	CPED, Public Works	Ongoing
Provide improved sidewalk connections along Huron Boulevard, 27th Avenue SE, Essex Street SE, 25th Avenue SE, 26th Avenue SE, and Harvard Street SE.	CPED, Public Works	Ongoing
Provide new multi-use trail link along railroad ROW between Huron Boulevard and 27th Avenue SE and at the intersection of 29th Avenue/University Avenue into the Prospect Park neighborhood.	CPED, Public Works	Medium Term
When possible, provide dedicated public pedestrian access between 27th Avenue SE and Huron Boulevard east of Fulton Street SE, as	CPED, Public Works	Long Term

well as emergency access to development in this area		
Provide a minimum of 8 foot wide sidewalks throughout the corridor where feasible.	CPED, Public Works	Ongoing
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.	CPED, Public Works, business associations	Ongoing
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.	CPED, Public Works	Ongoing
Bicycle		
Improve connections at the edges of the station areas to facilitate bicycle travel to adjacent neighborhoods, the broader campus area and regional bicycle facilities.	CPED, Public Works	Ongoing
Include provisions for bicycle facilities and improved infrastructure. This should be included at or near the Stadium Village and Prospect Park light rail stations. This may include bicycle racks, bicycle lockers, and/or other amenities to promote bicycle circulation to and from the light rail.	CPED, Public Works	Ongoing
Improve the connections and facilities along 27th Avenue SE to reinforce the “missing link” of the Grand Rounds.	CPED, Public Works, MPRB	Medium Term
Provide on street bike route along 4th Street SE to connect 23rd Avenue SE to Malcolm Avenue SE.	CPED, Public Works	Ongoing
Provide a north to south pedestrian and bicycle links to the future Granary Road along 25th Avenue SE, 27th Avenue SE, 29thAvenue SE. and Malcolm Avenue.	CPED, Public Works	Long Term
Provide improved on-street bicycle route along 26th Avenue SE from Essex Street to University Avenue.	CPED, Public Works	Medium Term
Provide improved on-street bicycle route along University Avenue from 25th Avenue SE to 29th Avenue SE.	CPED, Public Works	Medium Term
Provide improved on-street bicycle route along Essex Street from Huron Boulevard to the Luxton Park area.	CPED, Public Works	Medium Term
Encourage improved bicycle connections through the University campus, both east-west and north south, particularly those linking the Stadium Village station area to the campus core.	U of M, CPED, Public Works	Ongoing
Work with St Paul to develop continuous bicycle connections across the city boundary that serve the area and the light rail stations.	CPED, Public Works	Medium Term
Public Open Space, Parks, and Plazas		
Where feasible, encourage the development of several small urban	CPED, neighborhood	Ongoing

gathering places/green spaces along 27th Avenue SE, 29th Avenue SE, Huron Boulevard, Washington Avenue SE, University Avenue and 4th Street SE.	organizations	
Encourage the development of several small neighborhood park/amphitheater spots along University Avenue at Tower Park.	MPRB, CPED	Medium Term
Create a new festival plaza adjacent to the TCF Stadium at the northwest corner of University Avenue and 23rd Avenue SE.	U of M	Medium Term
Create a "convertible street" plaza along the extension of Washington Avenue to 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.	CPED, Public Works	Short Term
Where existing sidewalks are less than 10 feet wide, encourage new buildings to be set bank a minimum of 5-6 feet (within the frontage zone) when possible, to create wider sidewalks for outdoor seating and streetscape amenities.	CPED	Ongoing
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.	U of M, CPED, Public Works	Ongoing
Work with University in Stadium Village area to better utilize existing network of green space.	U of M, CPED	Ongoing
Support the development of an interconnected system of public and private open spaces, to extend the public realm and enhance the appearance and livability of the area.	CPED, U of M, MPRB, neighborhood organizations	Ongoing
Green Infrastructure		
Green corridors should be developed on all side streets connecting to the LRT route and primary street corridors (4th Street SE, University Avenue, 25th Avenue SE, 27th Avenue SE, 29th Avenue SE and Huron Boulevard). The green corridors will be developed with street tree plantings, sustainable infrastructure projects, streetscape enhancements and public art projects.	CPED, Public Works	Ongoing
Enhance the "urban forest" with trees, understory plantings, and above ground planting areas. Plant appropriate species of trees, based on size and location of site, presence of power lines, and other relevant factors.	CPED, Public Works, MPRB	Ongoing
Define opportunities for stormwater management, both as part of new development and as retrofits, that integrates functionality attractively and efficiently into the public realm. Ensure that these facilities do not compromise the accessibility of the sidewalk.	CPED, Public Works	Ongoing
Public Safety		
Continue to support adequate public safety staffing and coverage through both the City and University to address public safety concerns in the area	Public Safety	Ongoing

Promote the concepts of Crime Prevention Through Environmental Design (CPTED) in urban design to enhance the safety of the public realm, in both public and private development projects	CPED, Public Works	Ongoing

Housing

As described in Chapter 8, the private market is largely driving housing development at this point. However, public efforts will still impact the housing market in several ways. Like all land uses, it is influenced through the development review process and City regulations. The heaviest involvement will be in the development of affordable housing, which is unlikely (due to high land costs) to happen independently. Additionally, other forms of subsidy and involvement can help shape the housing that is developed, thereby supporting neighborhood goals.

By way of clarification, this does not mean that affordable housing is the primary housing goal –just that, by definition, it will have more public involvement that market rate housing, which is typically constructed with little or no subsidy by the private sector. A range of housing types should be encouraged, to meet the needs of a variety of people who wish to live in the area.

There are several existing channels through which implementation can happen. One is through the existing housing programs administered at various levels and facilitated through the CPED Housing Division. Another is community-based partnerships, including the one formed through the Big Picture Project planning process. The Metropolitan Council has gotten involved in helping to define housing goals and policies along existing and planned light rail lines, recognizing the need to support the infrastructure investment with investments in transit oriented development.

The housing market dynamics will almost certainly shift in the coming years. However, these general policies are designed to address long range goals, regardless of market conditions.

Recommendation	**Implementing Agencies**	**Time Frame**
Encourage 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 and rental, amenities, and other characteristics.	CPED, neighborhood organizations	Ongoing
Encourage the development of long term affordable workforce housing to accommodate people wanting to live near their work.	CPED, County	Medium Term
Encourage the development of higher density housing close to the University campus, along major corridors, and at transit station areas.	CPED, neighborhood organizations	Short Term
Support the maintenance of the Prospect Park low/medium density residential core, with higher density residential uses in areas closer to campus, along major corridors, and in designated land use features.	CPED, neighborhood organizations	Ongoing
Support the identification and allocation of additional resources for transit oriented housing and mixed use development, including affordable housing.	CPED, County	Ongoing
Support policies and initiatives that help to stabilize and strengthen existing residential neighborhoods through resources for regulatory enforcement and investment in housing stock.	CPED, neighborhood organizations	Ongoing

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.	MPHA, CPED	Ongoing
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.	U of M, CPED, neighborhood organizations	Ongoing
Encourage high quality construction in new housing projects, with durable structure, materials, and finishes.	CPED	Ongoing

Economic Development

As with housing, economic development of some parts of the area is already happening unaided. There is a surplus of demand for various retail and service uses near Stadium Village, with the main limiting factor being land availability. Implementation in such areas mainly focuses on guiding the market, assisting with parking and wayfinding issues where needed.

Economic development in other areas is likely to need more direct public involvement. The main example of this is SEMI, where the research park vision still is dependent on the buildout of transportation and stormwater infrastructure, as well as needed investments in site cleanup and preparation. This area will continue to need ongoing effort to prepare it to reach its potential as a research park.

Commercial areas along University Avenue and around the Prospect Park station area have been less robust than those closer to campus. Some assistance may be needed to ensure these areas grow and thrive. This may especially be true around the Prospect Park station, where the vision is to encourage an arts and cultural presence.

In the near term, there will continue to be need for assistance through the CCLRT construction process. But as that is already well underway, thoughts are shifting towards a longer term vision for how businesses will thrive once the line is complete in 2014.

Recommendation	**Implementing Agencies**	**Time Frame**
Retail and Services		
In the near term, help to mitigate against any negative impacts from Central Corridor construction on area businesses, and help prepare them to be successful once the line is open.	CPED, CCPO, Business Resource Collaborative	Short Term
Support the growth and extension of the pedestrian oriented retail district around the Stadium Village commercial core, especially within the activity center and towards the station.	CPED, business associations	Short Term
Encourage the development of a variety of goods and services to serve the needs of area residents, students, employees, and visitors.	CPED, business associations	Ongoing
Support the development of wayfinding and parking strategies that make accessing commercial areas easier and more convenient.	CPED, Public Works, U of M, business associations	Short Term
Encourage the development of retail and service uses along University Avenue SE, at the Prospect Park station, and at the Bedford Street SE and University Avenue SE neighborhood	CPED, neighborhood organizations, business associations	Medium Term

commercial node, complementing the development at the Stadium Village station.		
Support a mix of local and chain businesses, to provide for a range of needs while retaining the diversity and unique identity of this area and its business district.	CPED, business associations	Ongoing
Office and Industrial		
Support the redevelopment of the SEMI area with new office and light industrial development that complements University research facilities, through infrastructure investments, support for site cleanup and preparation, and other means. Uses may include biomedical research, technology transfer, and other related industries.	CPED, Public Works	Medium Term
Support the location of high value, job creating industrial and office uses within the area.	CPED, business associations	Medium Term
Encourage the development of office space in commercial districts where appropriate, including professional and specialty offices.	CPED, business associations	Medium Term
If industrial or office uses are displaced by redevelopment, assist them in finding appropriate alternative locations within the city when possible.	CPED, business associations	Ongoing

Parking and Transportation

As the parking study suggested, implementation of parking solutions depends in large part on managing the existing parking supply more efficiently and effectively. New parking will have to be added with new development, of course. However, the quantity should be informed by increased accessibility of transit with its power to limit dependence on automobiles.

On parking recommendations in particular: to meet parking demand, it may not be necessary to implement all or even a majority of the recommended actions. They are provided largely as a range of options to pursue, based on need and on opportunities and situations that may arise. The focus of the area is not on maximizing parking, but rather managing the supply efficiently to provide a needed option as part of a larger multimodal approach.

Many public entities have authority over transportation elements in the Stadium Village area. Roads are either owned by Hennepin County or the City of Minneapolis, the Metropolitan Council and Metro Transit are responsible for the bus and LRT lines and the University of Minnesota has authority over roads, bicycle paths, and sidewalks within its campus. Because of this complicated system of ownership and management, all parties will need to work in partnership to implement the transportation recommendations. From the public side, the primary implementation tool for infrastructure improvements are capital improvement plans. Federal, state, and local grants may also be a possibility should an opportunity for funding become available.

Implementation of this plan will include identifying these projects and seeking appropriate funding, either through the capital improvements process, public/private partnerships, general City funds, grant programs, or other sources.

The implementation of parking recommendations listed is anticipated to be primarily through three primary strategies: (1) coordination with the University around the management of their facilities; (2) ongoing City work on regulating on

street and other public parking, and (3) through working with individual property owners through both the development review and business assistance processes.

The implementation of other transportation recommendations is more in the form of capital projects. Some of the major ones are outlined below:

Recommendation	**Implementing Agencies**	**Time Frame**
Parking – Short Term		
Segment 1		
Work together to define needs for wayfinding signage to direct parkers to available "transient" stalls in the University's four ramps and pedestrians to businesses.	U of M, CPED, Public Works, business associations	Short Term
Work together to define needs for changeable message boards to notify parkers of available parking stalls in the ramps, especially during events.	U of M, CPED, Public Works, business associations	Short Term
Segment 2		
Install wayfinding signage to direct parkers to available "transient" stalls in the University's two ramps and other surface lots.	U of M, CPED, Public Works, business associations	Short Term
Install changeable message boards to notify parkers of available parking stalls in the ramps.	U of M, CPED, Public Works	Short Term
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.	CPED, Public Works, business associations	Short Term
Investigate the feasibility of a parking validation program where the University sets aside a block of parking spaces for the exclusive use of business patrons, who will be able to validate their tickets with local businesses and to receive reduced rate parking.	U of M, CPED, Public Works, business associations	Short Term
Investigate the feasibility of establishing reduced rates for business patrons that would go into effect during of-peak time periods.	U of M, CPED, Public Works, business associations	Short Term
Implement additional parking meters on nearby streets as agreed upon by the City and the University.	U of M, CPED, Public Works	Short Term
Segment 3		
Implement stricter enforcement of the City's ordinance on extended parking on 4th Street SE and tow violators.	CPED, Public Works, Regulatory Services	Short Term
Consider adjusting the parking along the south side of 4th Street SE to be reconfigured for angle parking.	CPED, Public Works	Short Term
Install parking meters along 4th Street SE between 23rd and 29th Avenue SE, or mark on-street stalls with consistent dimensions to maximize the number of available stalls.	CPED, Public Works	Short Term

Establish time-limited critical parking around Glendale Townhomes, with exemptions for local residents who would be issued permits.	CPED, Public Works, neighborhood organizations	Short Term
Segment 4		
Implement stricter enforcement of the City's ordinance on extended parking on 4th Street SE and tow violators.	CPED, Public Works, Regulatory Services	Short Term
Install meters along 4th Street SE between 29th Avenue SE and Malcolm Avenue SE, or mark on-street stalls with consistent dimensions to maximize the number of available stalls.	CPED, Public Works	Short Term
Allow metered parking along 30th Avenue SE between University Avenue SE and 4th Street SE. Investigate the potential to implement angled parking on 30th Avenue SE.	CPED, Public Works	Short Term
Allow metered parking on east side of Malcolm Ave SE between University Avenue SE and 5th Street SE.	CPED, Public Works	Short Term
Where allowed, permit the development of temporary surface parking lots during the Central Corridor construction phase, though sites should eventually be redeveloped.	CPED, Public Works	Short Term
Overall		
Develop a consistent, universal signage directing motorists to public parking locations, and pedestrians to businesses and other attractions.	U of M, CPED, Public Works, business associations	Short Term
Develop a web page that identifies available parking supplies in real time, or provide parking assistance to the public via phone or other automated system.	U of M, CPED, Public Works	Short Term
Allow event day parking in privately owned parking lots, assuming proper permits and approvals are obtained.	CPED, Public Works, business associations	Short Term
Businesses with off-street lots should ensure lots are visibly striped and if possible restriped for optimization and efficiency.	CPED, Public Works, business associations	Short Term
Investigate the feasibility of converting weekday contract parking to public parking on weeknights and weekends.	U of M	Short Term
Install additional metered spaces in the study area per City of Minneapolis Public Works recommendations, with the concurrence of University of MN when metered spaces are abutting University property.	CPED, Public Works	Short Term
Encourage shared parking arrangements between users to support efficient parking utilization.	CPED, Public Works, business associations	Short Term
For residential areas off the main transportation corridors, consider expansion of critical parking areas to provide more thorough coverage, preserving more spaces for residents, especially at peak demand times.	CPED, Public Works, neighborhood association	Short Term
Evaluate the possibility of off-peak on-street parking along University Avenue SE in the outside lane, if traffic volumes permit.	CPED, Public Works	Medium Term

Parking – Long Term		
Segment 2		
As sites along Washington Avenue SE are redeveloped, integrate off-street parking with the redevelopment.	CPED, Public Works	Ongoing
Segment 3		
Allow metered parking on east side of Arthur Avenue SE between Sidney Place and University Avenue SE.	CPED, Public Works	Medium Term
Allow metered parking on 27th Avenue SE between University Avenue SE and 4th Street SE.	CPED, Public Works	Medium Term
Segment 4		
Consistent with mixed-use transit oriented development in Segment 4, investigate the feasibility of centralized district parking facilities that serve uses within the immediate area. The physical design/layout of the integrated parking facilities should permit all uses in the redevelopment convenient, efficient, and safe access.	CPED, Public Works, neighborhood organizations, business associations	Medium Term
Overall		
Support the development of district parking strategies where feasible, to encourage efficient and convenient parking access in support of existing and new development.	CPED, neighborhood organizations, business associations	Medium Term
Other Transportation		
Once the LRT is in place, monitor traffic patterns and make necessarily modifications to signal timing and other traffic control devices to ensure safe, efficient flow of traffic in the area.	Public Works	Short Term
Continue to prioritize improvements to transit and to bicycle/pedestrian facilities and accessibility as the main means to address growth in traffic congestion.	Public Works, Metro Transit	Ongoing
Reconstruct 4th Street SE between 23rd Avenue SE and Malcolm Avenue SE, as well as connecting roads such as 30th Avenue SE. Add curb, sidewalk, boulevard and other streetscape elements, and consider incorporating innovative materials and stormwater management techniques.	Public Works	Medium Term
Consider improvements to key intersections and interchanges (e.g. Interstate 35W & University Avenue SE/4th Street SE and Huron Boulevard/Washington Avenue SE/University Avenue SE) to improve safety and traffic flow.	Public Works	Long Term
Support the resurfacing or reconstruction of University Avenue SE between 25th Avenue SE and 29th Avenue SE, including potential upgrades to bicycle access and additional turn lanes where needed, while maintaining on street parking where possible.	Public Works	Medium Term
Support improvements for pedestrian and bicycle safety at key intersections throughout the area, including along 15th Avenue SE and Huron Boulevard.	Public Works	Ongoing

Monitor traffic and safety issues at East River Parkway intersections at Franklin Avenue SE/27th Avenue SE and Fulton Street SE, and make improvements to improve traffic flow and safety for vehicles and pedestrians.	Public Works, Hennepin County, MPRB	Short Term
When feasible, pursue the realignment of the Bedford Street SE and University Avenue SE intersection to improve intersection geometry and safety.	Public Works	Long Term
Pursue completion of the phase of Granary Road between 25th Avenue SE and the St Paul border, in support of system connectivity and economic development.	CPED, Public Works	Long Term
Support the extensions of 27th Avenue SE and 29th Avenue SE north of University Avenue SE through to the future Granary Road alignment, including right-of-way acquisition when feasible. Consider possible extension options for 30th Avenue SE.	CPED, Public Works	Long Term
Support the continuation of the mainline freight rail system as part of the overall transportation network.	Public Works, railroads	Ongoing
When it is possible to vacate rail spurs, use the resulting right-of-way to improve overall connectivity for trails and green space and/or general traffic.	Public Works, CPED, MPRB	Medium Term
Encourage the development of a transit system for the area that provides high quality, reliable, and frequent service for the range of travelers in the area, including both local users and commuters.	Metro Transit, Public Works	Ongoing
When needed, improve transit stops and access routes to ensure safe and convenient access by riders, including improvements to the stops near the Huron Boulevard/Interstate 94 interchange	Metro Transit, Public Works	Ongoing

Priorities for Implementation

As noted above, the intent is that many of the recommendations here will likely be implemented based on opportunities as they arise. This is possible due to the fact this area is dynamic and growing, with significant investment from the private sector – as opposed to an area where stagnation or decline would require the public to take the lead.

However, it is worth calling out some top priorities for implementation, to identify where effort should be focused and resources directed. The ones below were identified as high priority through the planning process:

Land Use

- Management of the University of Minnesota campus edge, including joint planning where appropriate for areas with shared interest and/or ownership. This recommendation, outlined in the University's Campus Master Plan, will require ongoing collaboration between the City, University, neighborhood, and other stakeholders.

- Direction of high density transit oriented mixed use development to designated areas in centers and corridors and at transit stations, with special attention to key intersections and gateways. This is already supported by multiple layers of City policy, and is in the process of being implemented through private development projects.

Urban Design and Public Realm

- Reconstruction of 4th Street SE with new streetscape and layout between 23rd Avenue SE and Malcolm Ave SE, to set the stage for new growth. This street serves both the Stadium Village and Prospect Park station areas, and is currently a deteriorated industrial street with segments lacking sidewalks, curbing, boulevard, and other basic streetscape elements. Due to the synergy with development, there are several possible options for funding this project.

- New and improved bicycle and pedestrian connections where needed, especially around the Stadium Village station area. Some of these are already underway through the City, and others are in adopted plans. This study provides more detail and options to assist with implementation.

- Enhanced streetscape on main bicycle and pedestrian corridors. It is anticipated that this will happen in coordination with new development projects and/or the resurfacing and reconstruction of streets, rather than primarily as stand-alone projects. However, this plan also provides basic information needed to take advantage of other funding opportunities as they are identified.

Housing

- Accommodation of a range of housing options and types to reflect the diversity of housing needs in the area. This is an ongoing goal and priority of numerous groups in the area, including the University District Alliance, and will be implemented in a range of ways, from the development review process to support for quality new development. Additional regulatory adjustments may be needed to ensure the requirements for development incentivize high quality development that meets the diverse needs of the area. This would be a possible further area of study after the plan is adopted.

- Support for additional affordable workforce housing options for people to live near where they work. The Big Picture Project, described in the Housing Chapter, provides a structure for assisting with this, in addition to the work being done through CPED Housing.

Economic Development

- Support for a mix of retail and services, both supporting existing businesses and adding new ones. Again, this is largely being accomplished through existing development review and business assistance programs. The market study in this plan provides additional information on underserved market niches.

- Development of the SEMI area into a research park that fully complements the University's biomedical discovery district. This reiterates the goal of previous plans. The time frame for this may be farther out than others due to the complexity of project logistics and the current state of the office/industrial market, but it remains a priority.

Parking and Transportation

- Better utilization of existing parking resources, including on street meters, space in University ramps, and potential to share private parking lots. The University will take the lead on this in the area closest to

campus, with the City taking the lead in other areas. Some of this work is already ongoing, and will continue, particularly with the completion of the Central Corridor and additional private development.

- Accommodation of future parking demand in the context of multi-modal transportation options. This will continue to be a challenge. Additional regulatory work may be needed to adjust parking requirements and regulations to shifting conditions in the study area, once the plan is adopted.