



Research

Linking Light Rail Transit to the City: Six Neighborhood Station Districts

CENTER FOR TRANSPORTATION STUDIES

Technical Report Documentation Page

1. Report No. MN/RC – 2000-01	2.	3. Recipient's Accession No.	
4. Title and Subtitle LINKING LIGHT RAIL TRANSIT TO THE CITY: SIX NEIGHBORHOOD STATION DISTRICTS		5. Report Date August 1999	6.
		8. Performing Organization Report No.	
7. Author(s) Mary Vogel Sishir Change James Pettinari Aaron Mikonowicz Lance Neckar Garneth Peterson		10. Project/Task/Work Unit No.	
9. Performing Organization Name and Address University of Minnesota Department of Landscape Architecture 110 Arch, 89 Church Street, S.E. Minneapolis, MN 55455		11. Contract (C) or Grant (G) No. c) 74708 wo) 100	
		13. Type of Report and Period Covered Final Report 1999	
12. Sponsoring Organization Name and Address Minnesota Department of Transportation 395 John Ireland Boulevard St. Paul, MN 55155		14. Sponsoring Agency Code	
		15. Supplementary Notes	
16. Abstract (Limit: 200 words) <p>In this project, landscape architects, architects, and urban design professionals explored land use opportunities and challenges in the six neighborhood light rail stations of South Minneapolis' Hiawatha Corridor. They studied the Cedar Riverside, Franklin Avenue, Lake Street, Thirty-Eighth, Forty-Sixth, and Minnehaha station areas, analyzing land use patterns, pedestrian and vehicular routes, current zoning, destinations, and potential development sites. They gathered comments from residents in public meetings.</p> <p>Based on the analysis and public feedback, the researchers identified potential development scenarios for each station area. This report summarizes those scenarios.</p>			
17. Document Analysis/Descriptors Transit oriented development LRT station area planning Land use		18. Availability Statement No restrictions. Document available from: National Technical Information Services, Springfield, Virginia 22161	
19. Security Class (this report) Unclassified	20. Security Class (this page) Unclassified	21. No. of Pages 126	22. Price

LINKING LIGHT RAIL TRANSIT TO THE CITY:

SIX NEIGHBORHOOD STATION DISTRICTS

Final Report

Prepared By
Mary Vogel, Senior Research Fellow
Department of Landscape Architecture
University of Minnesota

James Pettinari, Professor
Department of Architecture
University of Oregon
Senior Research Fellow
Department of Landscape Architecture
University of Minnesota

Lance Neckar, Professor
Department of Landscape Architecture
University of Minnesota

Sishir Chang, Research Fellow
Department of Landscape Architecture
University of Minnesota

Aaron Mikonowicz, Research Fellow
Department of Landscape Architecture
University of Minnesota

Garneth Peterson,
Department of Landscape Architecture
University of Minnesota

August 1999

Published by the
Minnesota Department of Transportation
Office of Research Administration
200 Ford Building, Mail Stop 330
Saint Paul, Minnesota 55155

This report represents the results of research conducted by the authors and does not necessarily reflect the views or policy of the Center for Transportation Studies or the Minnesota Department of Transportation. This report does not contain a standard nor specifies a technique.

THE UNIVERSITY OF MINNESOTA RESEARCH TEAM

Principal Investigator, Mary Vogel, Senior Research Fellow, Department of Landscape Architecture, University of Minnesota

Co-Principal Investigator, James Pettinari, Professor, Department of Architecture, University of Oregon and Senior Research Fellow, Department of Landscape Architecture, University of Minnesota

Co-Principal Investigator Lance Neckar, Professor, Department of Landscape Architecture, University of Minnesota

Staff Researcher, Sishir Chang, Research Fellow, and Garneth Peterson, Department of Landscape Architecture, University of Minnesota

Staff Support, Aaron Mikonowicz, Research Fellow, Department of Landscape Architecture, University of Minnesota

ACKNOWLEDGMENTS

The authors would like to acknowledge the help of the Hiawatha Corridor Land Use Committee.

Chair:

Craig Rapp, Community Development, Metropolitan Council

Members:

- Geoff Batzel, Planning Department, City of Minneapolis
- Larry Blackstad, Hennepin County Community Works
- John Bochek, Veterans Administration Medical Center
- Kurt Chatfield, Dakota County
- Caren Dewar, Midtown Community Works
- Mark Garner, Minneapolis Community Development Agency
- Clint Hewitt, University of Minnesota
- Judy Hollander, Community Development, Metropolitan Council
- John Kari, Livable Communities, Metropolitan Council
- Carol Lezotte, Hennepin County Works
- Jennifer Lovaasen, Community Development, Metropolitan Council
- Karen Lyons, Transportation, Metropolitan Council
- Monique MacKenzie, Planning Department, City of Minneapolis
- Jim Moore, Minneapolis Community Development Agency
- Bob Morgan, Department of Public Works, City of Minneapolis
- Steve Morris, Metro Transit, Metropolitan Council
- Glenn Olson, Downtown Minneapolis Transit Management Organization
- Mike Schadauer, Office of Rail Transit, Minnesota Department of Transportation
- Katie Walker, Transit & Environmental Services, Hennepin County
- Sandy Welsh, Minneapolis Park Board

TABLE OF CONTENTS

Executive Summary

Chapter I: Introduction	1-1
Background	1-1
Study Scope.....	1-2
Methodology.....	1-2
Citizen Comments.....	1-3
Principles	1-4
Design Guidelines.....	1-5
Chapter II: Cedar Riverside Station Area	2-1
Overview & Major Issues	2-2
Citizen Comments.....	2-4
Land Use	2-6
Pedestrian Access.....	2-8
Destinations & Movement	2-10
Zoning	2-12
Development Opportunities.....	2-14
Potential Development Scenario.....	2-16
Chapter III: Franklin Avenue Station Area	3-1
Overview & Major Issues	3-2
Citizen Comments.....	3-4
Land Use	3-6
Pedestrian Access.....	3-8
Destinations and Movement.....	3-10
Zoning	3-12
Development Opportunities.....	3-14
Potential Development Scenario I.....	3-16
Potential Development Scenario II	3-18
Potential Development Scenario III.....	3-20
Chapter IV: Lake Street Station Area	4-1
Overview & Major Issues	4-2
Citizen Comments.....	4-4
Land Use	4-6
Pedestrian Access.....	4-8
Destinations and Movement.....	4-10
Zoning	4-12
Development Opportunities.....	4-14
Potential Development Scenario I.....	4-16
Potential Development Scenario II	4-18
Potential Development Scenario II	4-20

Chapter V: Thirty Eighth Street Station Area.....	5-1
Overview & Major Issues	5-2
Citizen Comments.....	5-4
Land Use	5-6
Pedestrian Access.....	5-8
Destinations and Movement.....	5-10
Zoning	5-12
Development Opportunities.....	5-16
Potential Development Scenario.....	5-18
Chapter VI: Forty Sixth Street Station Area.....	6-1
Overview & Major Issues	6-2
Citizen Comments.....	6-4
Land Use	6-6
Pedestrian Access.....	6-8
Destinations and Movement.....	6-10
Zoning	6-12
Development Opportunities.....	6-14
Potential Development Scenario I.....	6-16
Potential Development Scenario II	6-18
Chapter VII: Minnehaha Park Station Area.....	7-1
Overview & Major Issues	7-2
Citizen Comments.....	7-4
Land Use	7-6
Pedestrian Access.....	7-8
Destinations and Movement.....	7-10
Zoning	7-12
Development Opportunities.....	7-14
Potential Development Scenario.....	7-16

LINKING LIGHT RAIL TRANSIT TO THE CITY

EXECUTIVE SUMMARY

This project used the case study method of the landscape architecture, architecture and urban design professions to explore the land use opportunities and challenges in the six neighborhood light rail stations in Hiawatha Corridor of south Minneapolis. The sites studied were the Cedar Riverside, Franklin Avenue, Lake Street, Thirty-Eighth, Forty Sixth and Minnehaha station areas. The work is presented in a graphic and written form. Efforts were focused on the area in a half mile radius of each station location. Land use patterns, pedestrian and vehicular routes, current zoning, destinations, and potential development sites were analyzed. Citizen comments were solicited in public meetings. Based on the analysis and the citizen input, potential development scenarios were developed for each station area. The following observations are presented in summary of the work.

Cedar Riverside Station Area has the potential to be a busy place due to the institutions in the area and the high residential density; however, efforts should be made to make the station less isolated and more connected to Cedar Avenue. Developing the land adjacent to the station and creating a pedestrian connection to Cedar are recommended.

Franklin Avenue Station Area has important revitalization possibilities, but a significant public investment in the public realm should be made to connect the Seward and Phillips neighborhoods to the station and spur economic development in this blighted and underutilized station area. Care should be made to structure bus stops and time traffic signals to aid pedestrian access to the station. Efforts should be made to locate uses that will increase personal safety close to the station.

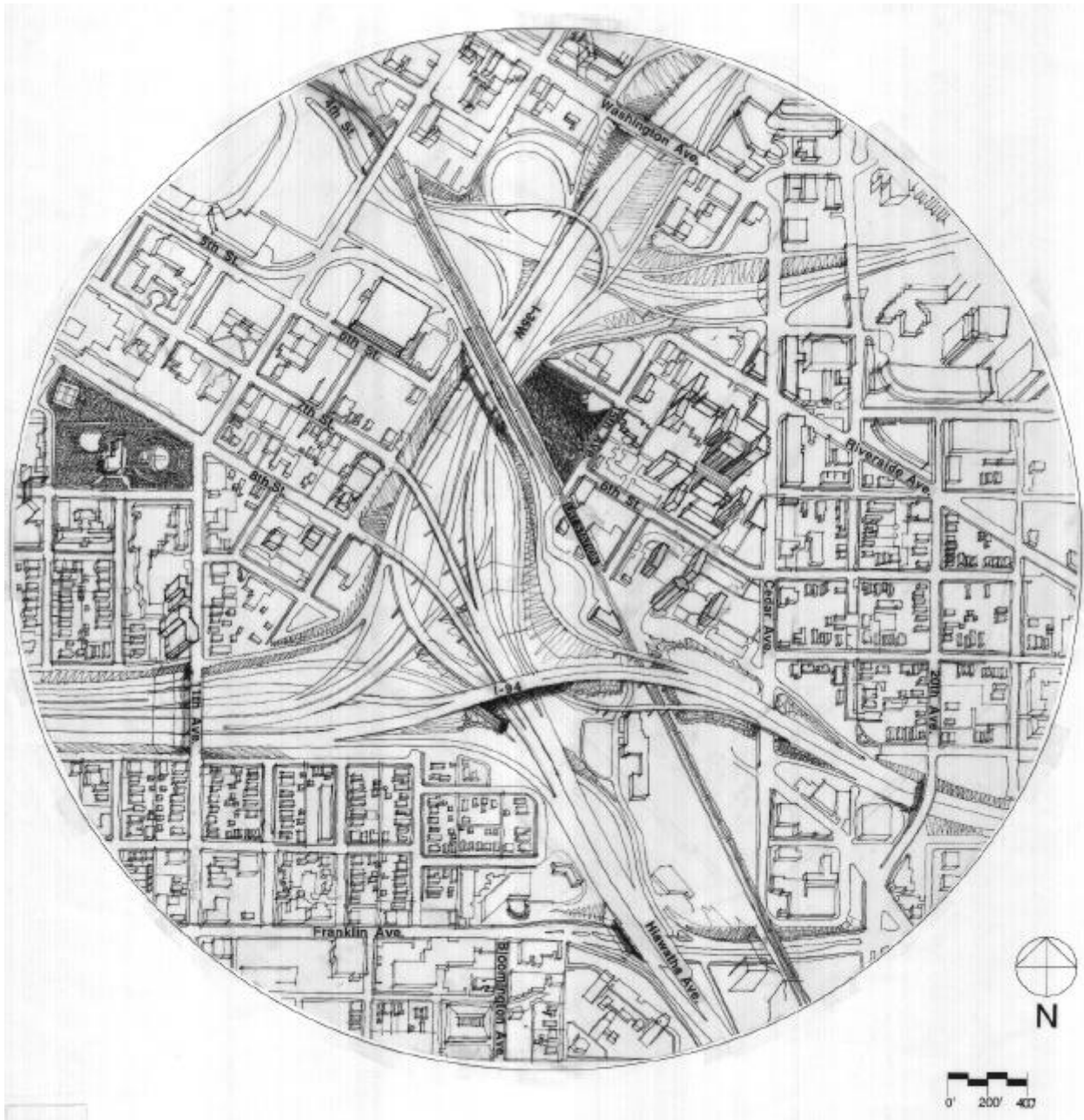
Lake Street Station Area has great potential for an urban village development scenario with dense development that provides employment, shopping and expands the type of housing available within the city. The largest obstacle to development is the Hiawatha overpass which separates the station from the area east of it. As currently planned, the pedestrian environment under the overpass is formidable.

Thirty-Eighth Street Station Area provides an opportunity of increasing employment opportunities east of Hiawatha; however, the Hiawatha pedestrian crossing at 38th needs to be designed to make it easier and safer to reach the station. The development west of the station should buffer the neighborhood from the station and the bus hub, and preserve the neighborhood gathering place adjacent to them. The triangle of land south of 38th should be developed as a neighborhood green space.

By using the rail corridor, Forty-Sixth Street Station Area offers an opportunity to create an urban village that connects the station area to Minnehaha Park by means of a greenway. East of Hiawatha there are opportunities to increase employment and retail opportunities in this area while providing dense housing on the greenway. West of Hiawatha there are opportunities to buffer the neighborhood from the bus hub with new housing that serves as a transition to the existing single family housing in the neighborhood. South of 48th there is an opportunity for a child care center or attached housing that overlooks the creek. As at 38th, the Hiawatha crossing is problematic and needs to be designed to accommodate pedestrians more safely.

Minnehaha Park Station Area will provide an entrance to the park and to the neighborhood. Pedestrian routes from the neighborhood should connect to the path system in the park. Small scale commercial and residential development should be encouraged in the station area. Crossing Hiawatha is an issue here also.

CHAPTER II: CEDAR-RIVERSIDE STATION



CEDAR-RIVERSIDE STATION

OVERVIEW AND MAJOR ISSUES

Overview

The Cedar-Riverside station is perhaps the only LRT station that will serve a high density neighborhood at the outset. While plans call for higher density development to support transit in most other station locations, the Cedar-Riverside station is at the foot of the Cedars and Riverside Plaza high-rise housing developments. Built in the late 1960s, the towers were the beginning of a new town redevelopment project that planned to remake this eclectic neighborhood. While not all the development envisioned in the plan was completed, the towers have remained as a visible symbol of the city's attempt to renew an aging inner city neighborhood.

Cedar-Riverside has a long history as a close-in urban neighborhood and one that has often housed new immigrants to the city. In the late nineteenth century, Cedar-Riverside was the center of Scandinavian population and Cedar Avenue had Scandinavian-oriented businesses. In the second half of the twentieth century institutional uses have dominated the neighborhood with Augsburg College, the West Bank campus of the University of Minnesota, and the Fairview and St. Mary's Hospital complexes. Surrounded by freeways and the Mississippi River, the Cedar-Riverside neighborhood is a distinctly urban setting in the midst of the city.

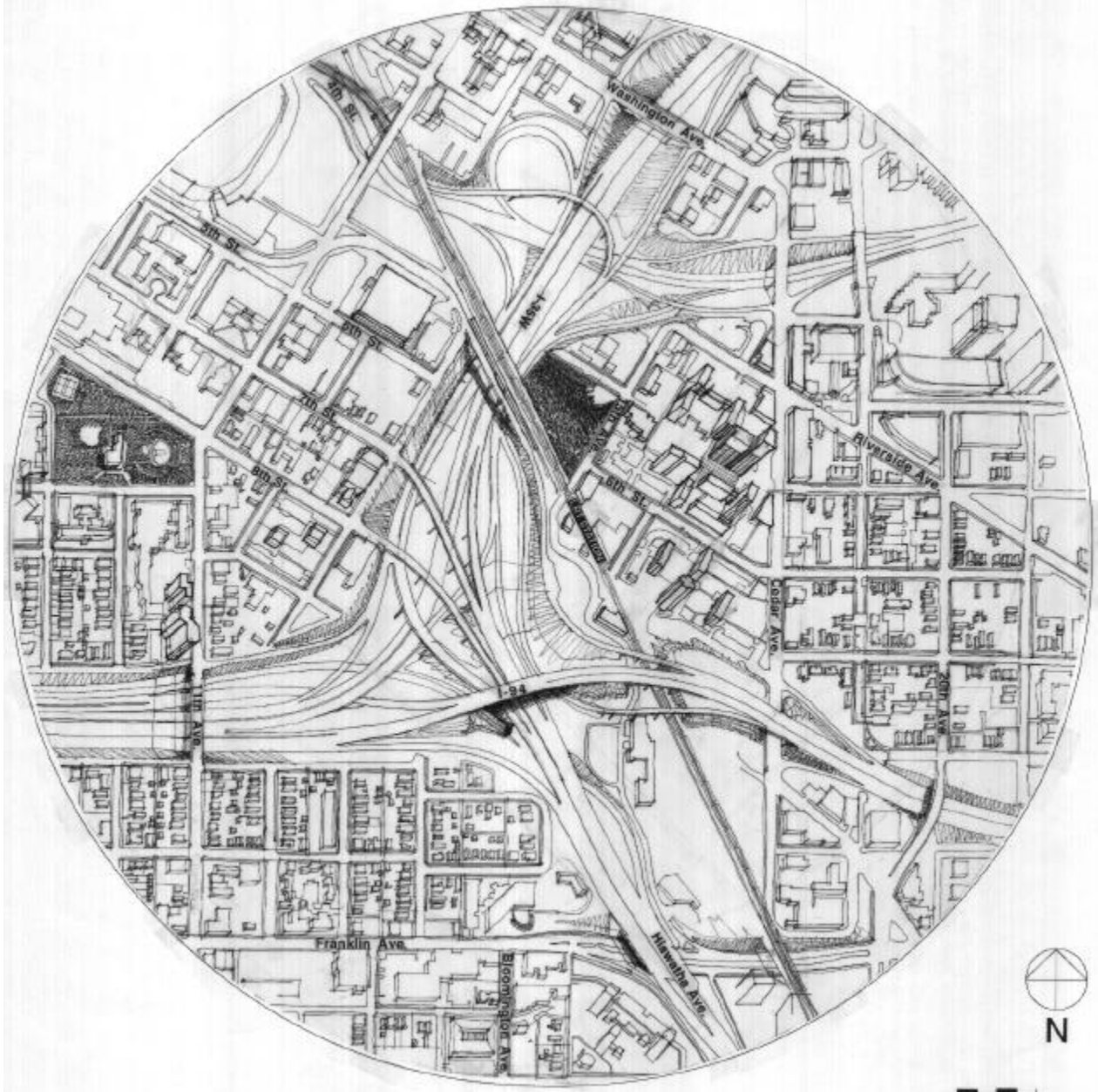
The LRT station for this neighborhood is planned at the far southwest corner, in the shadow of the 5th Street exit ramp from I-94 and removed from Cedar Avenue. Accessibility to the station and creating comfortable pedestrian paths will be critical issues for this station. Pedestrian ways will need to connect the station with local transit on Cedar or other locations, which are two blocks at a minimum from the station.

There is some potential for redevelopment around the station to provide small retail or

office uses; these uses would provide lively activity and "eyes on the street" in an area that now is somewhat isolated from the busyness of Cedar and Riverside.

Major Issues

- c Creating a station that feels safe and welcoming in a somewhat isolated area,
- c Encouraging small-scale redevelopment in the station area to provide lively activity and goods and services needed by LRT riders,
- c Establishing a "sense of place" for this station as a way of identifying it within the neighborhood as well as on the LRT line,
- c Developing comfortable pedestrian paths on the Cedar Avenue and 19th Avenue bridges from Seven Corners,
- c Identifying and marking paths along Riverside, Sixth and Seventh east of Cedar to guide pedestrians to the Cedar-Riverside station,
- c Enhancing crosswalk identification and signal timing across Cedar and Riverside to call attention to pedestrians and allow for safe crossings,
- c Clearly marking and identifying paths from Cedar through the Cedar and Riverside housing to the LRT station.
- c Consider creating a gateway plaza at 16th Avenue, and
- c Developing a pedestrian way along the path of 7th Street from Cedar to the station to provide access and offer greater visibility for the station.



Existing conditions 1/2 mile radius from proposed station

CEDAR-RIVERSIDE STATION

CITIZEN COMMENTS

Those citizen comments noted here were focused on the Cedar-Riverside station.

Most Valued Characteristics

Citizens were asked what things they most valued about the Cedar-Riverside neighborhood.

Two answers predominated:

- Ⓒ Theater and entertainment, and
- Ⓒ Diversity of people, businesses and institutions.

When asked to comment, respondents repeatedly noted diversity:

- Ⓒ "ethnic and social mix,"
- Ⓒ "active feel of neighborhood," and
- Ⓒ "neighborhood vitality."

The neighborhood amenities also spelled out were:

- Ⓒ A respondent wrote "cultural opportunity, e.g. Wilson Library, Rarig Hall, Mann Theater" and
- Ⓒ Another person stated "parks, shopping culture, ability to walk where I need to go."

Hindrances to Convenient Transit Access

The primary concern for respondents here was the station's location at the edge of the neighborhood and its safety. One person summed it up by saying that the station location was "more distant than I would like from where I live, very, very poor public lighting, poor street maintenance."

Issues for Focus in the Planning Process

The respondents from the Cedar-Riverside area were quite focused on their primary issues. They highlighted one concern in planning for the station: that stations be placed in locations near the density of people and businesses. This

question revealed a variety of thoughtful responses about station area planning:

- Ⓒ "Have many stations rather than few. System must be close to people and can't be at edge of neighborhood. Stations should be close to where people want to be, not isolated"and
- Ⓒ "Station appears to be the back door to the city, as observed when driving to/from airport. I think we need to put more people and positive activity along the route."

Another commenter focused on station design, suggesting that they be "attractive, well-lighted, safe; stations should reflect the 'pedigree' or history of their particular locale."

Proposed Type of Near Station Development

Respondents to this question highlighted some of the same issues raised earlier. The responses suggested:

- Ⓒ wonderful well lighted pedestrian connections, tree, and landscaped areas,
- Ⓒ welcoming atmosphere with signage,
- Ⓒ personal safety needed to be addressed, and
- Ⓒ service-oriented retail at the station.

Additional comments elaborated on these suggestions. One person wrote that the area should include "cafes, newspaper stands, other small businesses; there needs to be a drop-off area and walking access to the University of Minnesota and Augsburg College."

Another commenter wrote that the area should have a "bazaar feeling reflecting the wide variety of ethnic groups" in the neighborhood. One other person cautioned that "development should occur as the need is recognized. Avoid over development which could hurt the neighborhood feel."



CEDAR-RIVERSIDE STATION

LAND USE

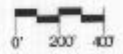
Land uses in the Cedar-Riverside area are a combination of residential, commercial and institutional. These uses are located north and east of the proposed station area, locations from which most riders are anticipated. The service area for this station includes a much larger area, but neighborhoods west and south are separated from the station by freeways and are less likely to provide large numbers of riders or experience any impact from the station.

The residential areas, the health care institutions and the institutions of higher education are anticipated to provide the largest numbers of riders. The concentration of the high-rise Cedars and Riverside housing, immediately adjacent to the station, will offer a large ridership base. Other residential uses are east of Cedar in an area with single-family and multi-family uses.

A large portion of the land in this service area is made up of institutional uses. Located east of Cedar are the University of Minnesota West Bank campus and Augsburg College. Farther east are the St. Mary's and Fairview Hospital complexes, out of the service area, but perhaps still close enough for some ridership. LRT access should be considered in planning new development.

Commercial uses in the area line Cedar Avenue north to Washington and go west on Washington into downtown Minneapolis. Other commercial land uses are found south toward Minnehaha and Franklin Avenue, within the service area of the Franklin Avenue station.

In the immediate station vicinity, land is currently in commercial use. Adjacent to the proposed station is the open space of Currie Park and the adjacent Brian Coyle Community Center.



Legend

- Open Space
- Residential
- Commercial



- Institutional
- Industrial



CEDAR-RIVERSIDE STATION

PEDESTRIAN ACCESS

While the service radius of the Cedar-Riverside station covers a distance from Franklin Avenue north to Washington, the major transportation barriers of I-94, I-35 and their multiple exit and entrance ramps hinder convenient access to the station. Although there is a pedestrian path from downtown, it seems likely that most riders will board LRT on that side of the freeways rather than cross to Cedar-Riverside. Potential riders south of I-94 are likely to board at the Franklin Station unless the walk to Cedar-Riverside is extremely convenient. The major ridership draw is anticipated to be the area east and north of the station, including the Cedar-Riverside residential and commercial neighborhood, the University of Minnesota, Augsburg College, and the Seven Corners neighborhood.

Because the station is located along the LRT line that skirts the edge of the neighborhood, pedestrian paths will be vitally important to tie the area to the station. Since adjacent streets have heavy traffic, making the area safer for pedestrians will be a high priority in this station area.

Average Daily 1997 Traffic Counts

Cedar Avenue (Washington to I-94)	20,900 to 13,100
Riverside (at I-94)	17,100
Washington Avenue (at Seven Corners)	23,800
19th Avenue (at Riverside)	13,600

Because of the commercial uses along Cedar and Riverside as well as the population density, the streets in this area always have pedestrians. With a high level of vehicular traffic and a variety of turning motions off Cedar to Washington, Riverside and other streets, pedestrians need safe, identified crosswalks. Crosswalks could be identified with paving materials, landscaping, bumpouts, or other devices to provide greater protection. Signals must be set to allow adequate crossing time, particularly across Cedar.

The map indicates some likely pedestrian paths for LRT riders. From the Seven Corners area pedestrians will cross either the Cedar Avenue or 19th Avenue bridge over the Washington

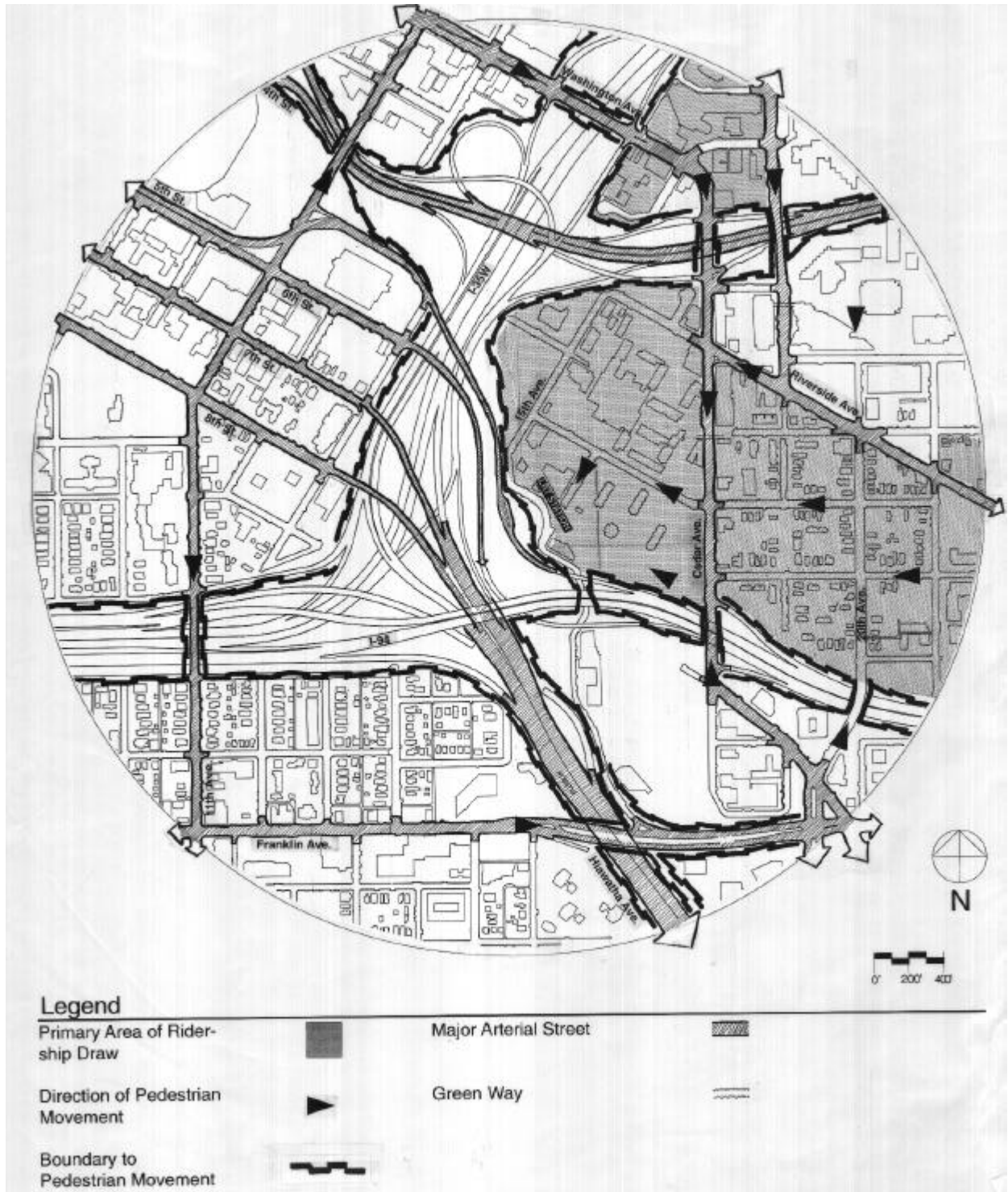
Avenue connection to the East Bank University campus. Both streets have heavy traffic and limited pedestrian amenities that do not promote walking. If this station is to draw riders from the Seven Corners area with its theaters, restaurants and hotel, a safe and comfortable pedestrian path must be carved out along the streets.

South of Washington Avenue east of Cedar, the West Bank campus of the University of Minnesota may also funnel pedestrians toward 19th Avenue S. and then along Riverside to Cedar. Riverside, with its mix of institutional and commercial uses, is a logical pedestrian path. Sixth and Seventh streets east of Cedar will probably function as pedestrian ways for residents in that area or for Augsburg College riders.

Once pedestrians reach Cedar, clear and identified paths must be established to the station. The size of the Cedars and Riverside housing developments form a visible and somewhat psychological barrier to way-finding. A primary pedestrian path can be developed along 6th Street and then south at 16th Avenue to create a new station entry. This street currently dead-ends in a barrier to the existing bike path. Sixteenth Avenue could become a landscaped pedestrian way that would provide a gateway to the station area and complement the green space at the Cedars housing.

Another pedestrian path could be developed along the line of 7th Street between the station and Cedar Avenue. Now a driveway for Cedars housing, the area is a natural location for a pedestrian walkway that would not only provide a connection from Cedar Avenue, but would create greater visibility for the station. This walkway could help to create a more natural connection to the neighborhood and reduce the sense of isolation in the current location.

It is important to make adequate connections to transit as well. Since many bus routes run on Cedar, care must be taken to develop stops where bus and LRT riders can wait for buses, or clearly identify the path to the station.



CEDAR-RIVERSIDE STATION

DESTINATIONS AND MOVEMENT

Destinations

The Cedar-Riverside station has the potential to serve a variety of destinations, including entertainment and commercial uses in Seven Corners and along Cedar Avenue, a number of significant institutions, and a large residential population concentrated in the neighborhood. It can also provide efficient connections to the bus routes that serve the neighborhood, as well as the high number of bicycle riders among the student population.

There are two main commercial and entertainment destinations in this area:

- C The section of Cedar Avenue south of Washington to I-94 has long been a commercial street for students and residents. It has a mix of retail shops, restaurants and bars and retains lively activity both day and evening. The Mixed Blood Theatre and the Southern Theatre are located here, and
- C The Seven Corners section of Washington and Cedar has restaurants, bars and the Holiday Inn Metrodome.

There are two recreational destinations in the area:

- C The Brian Coyle Community Center, at 420 15th Avenue S. and
- C Currie Park, a small neighborhood park adjacent to the Coyle Community Center and the LRT station.

There are two institutions of higher education in the area:

- C University of Minnesota West Bank Campus has classroom buildings including the Law School, the Humphrey Institute, the Carlson School of Management, and the Ted Mann Concert Hall, and
- C Augsburg College Campus is a destination not only for students, but attendees at cultural and sporting events.

There several kinds of housing in the area:

- C Single-family and smaller multi-family buildings are located primarily east of Cedar,
- C The high-rise Cedars housing and Riverside housing are adjacent to the LRT station, and
- C Apartments are located over commercial.

Movement

The Cedar-Riverside station has good regional road access and is in the midst of many transit lines that run on Cedar, on I-94, and the Washington Avenue connection to the East Bank University campus. While it is certain that there will be transfers with buses on Cedar Avenue, connections with other nearby lines have not been established. For example, a number of buses follow the 5th and 6th street I-94 ramps into and out of downtown. It is unclear whether those buses might have a stop at the Cedar-Riverside station, or if LRT riders would simply transfer downtown. If such transfers are envisioned, this station will be accessible to a large number of transit routes. This discussion will focus on the local routes, principally those on Cedar Avenue and adjacent streets.

Cedar Avenue has transit service from routes 2, 7, 19, and 20. Routes 19 and 20 connect to South Minneapolis. Route 19 runs on Cedar Ave. and connects to the Mall of America. Route 20 connects to Highland Park in St. Paul along 42nd Avenue S. and E. 25th Street. Both also connect to other LRT stations along the Hiawatha line. Routes 2 and 7 enter Cedar from Riverside Avenue. Route 7 runs along Minnehaha to Fort Snelling and the Mall of America, while Route 2 serves Franklin Avenue.

The high student population in this neighborhood has encouraged heavy bicycle use. Identified bicycle routes are few, however. One route runs along 6th Street east of Cedar and connects to 20th Avenue S., which in turn runs south across I-94 to Minnehaha Avenue. Additional routes should be identified with convenient crossings north and south along Cedar and 19th Avenue, as well as east/west across Cedar.

CEDAR-RIVERSIDE STATION

ZONING

Transit-supportive zoning is a principal tool for implementing land use and community development policies. By the end of 1999, Minneapolis anticipates adoption of a new zoning ordinance to replace its 1963 zoning code. The new ordinance will have an enhanced site plan review process that will give City staff the ability to foster transit-oriented development. This discussion is focused on the existing zoning and its relationship to development opportunities as noted later in this report.

The immediate area surrounding the Cedar-Riverside station is zoned primarily for high density residential uses. The actual station location is located in M2, limited manufacturing zone, a continuation of the zoning district for the car shops area south of I-94 to the Franklin Avenue station.

Zoning districts in the area around the Cedar-Riverside station include:

- R2B Single- and Two-Family Residence**
- R3 General Residential**
- R4 General Residential**
- R5 General Residential**
- R5A General Residential**
- R6 General Residential**
- B1 Office-Residence**
- B2S Neighborhood Service**
- B3S Community Service**
- B3C Community Commercial**
- B4 H Central Retail**
- M1 Light Manufacturing**
- M2 Limited Manufacturing**
- M3 General Manufacturing**

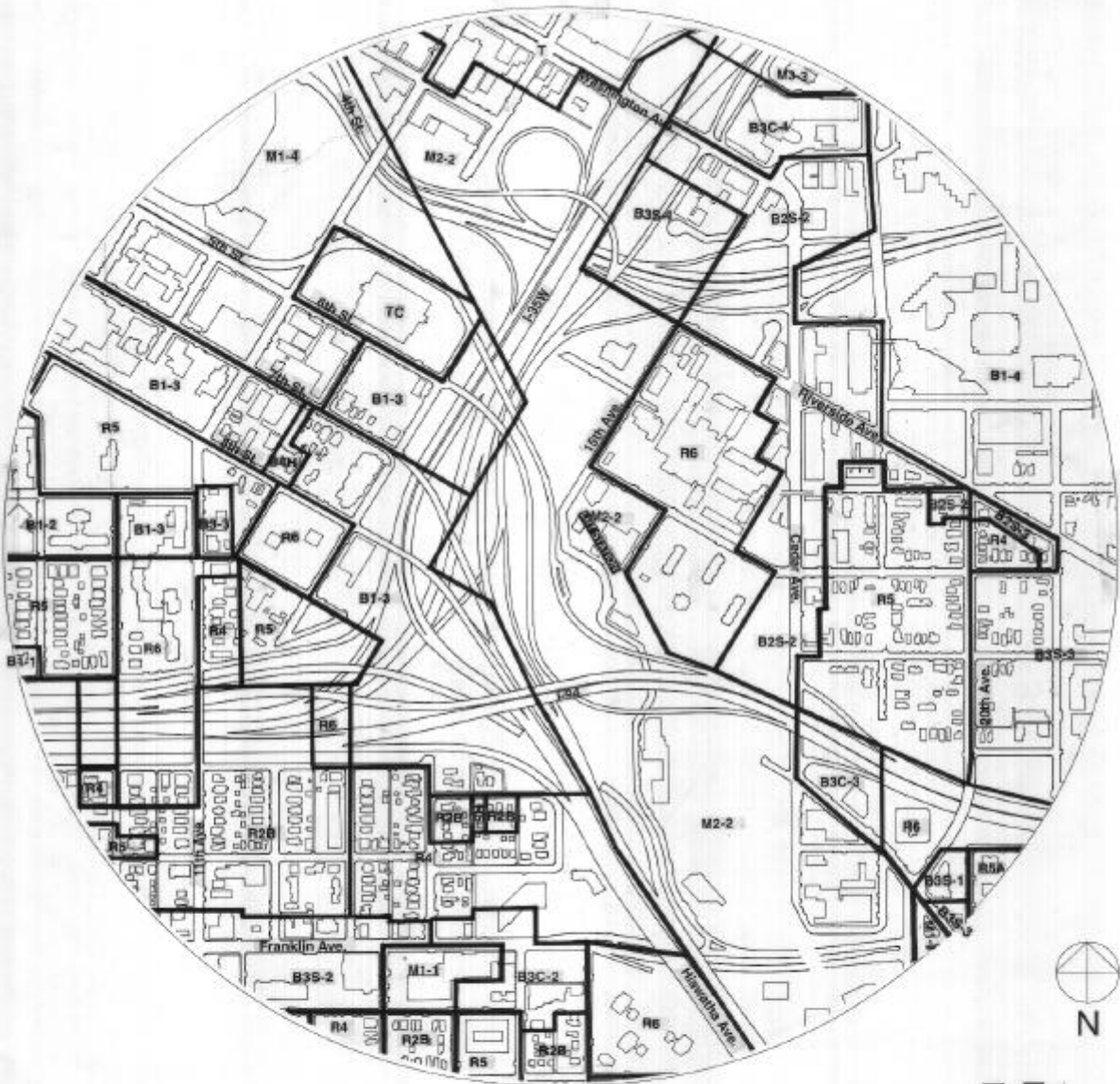
As with most zoning codes, in the Minneapolis code, lower numbers generally indicate less density and less intense uses. Thus M3, general manufacturing, allows an intensive use like a

scrap or salvage yard, while such a use is not allowed in M2 or M1.

Many of the business and manufacturing zoning categories shown on the map have a second number, such as B3S-1 or M2-2. The second number is a subdistrict of the base district and reflects the floor area ratio (FAR) and lot area, with the lower numbers again reflecting the least intensity.

In the case of the Cedar-Riverside station, the long list of zoning categories is somewhat misleading. Certainly these zones are located within the service radius of the station, but as noted earlier, the freeways are barriers to serving the area west and south of the station. The area east and northeast of the station, from which most riders for this station are anticipated, is zoned for residential, business service and community commercial uses.

The advent of LRT should encourage additional retail and service development along Cedar Avenue and in the Seven Corners area. Some limited service and commercial uses should be anticipated in the station area as well. It is unclear how the residential area east of Cedar will be affected. This small area of mixed housing has long been surrounded by institutions and managed to survive. While the area provides a remnant of the residential, the neighborhood has increasingly given way to institutional expansion. It is hard to predict if it can continue to survive in future redevelopment efforts.



Legend

Residential Categories

- R2B
- R3
- R4
- R5
- R5A
- R6

Business Categories

- B1-2
- B1-3
- B1-4
- B2S-2
- B3-3
- B3C-2
- B3C-3
- B3C-4
- B3S-1
- B3S-2
- B3S-3
- B3S-4
- B4H

Industrial Categories

- M1-1
- M1-4
- M2-2
- M3-3

CEDAR-RIVERSIDE STATION

DEVELOPMENT OPPORTUNITIES

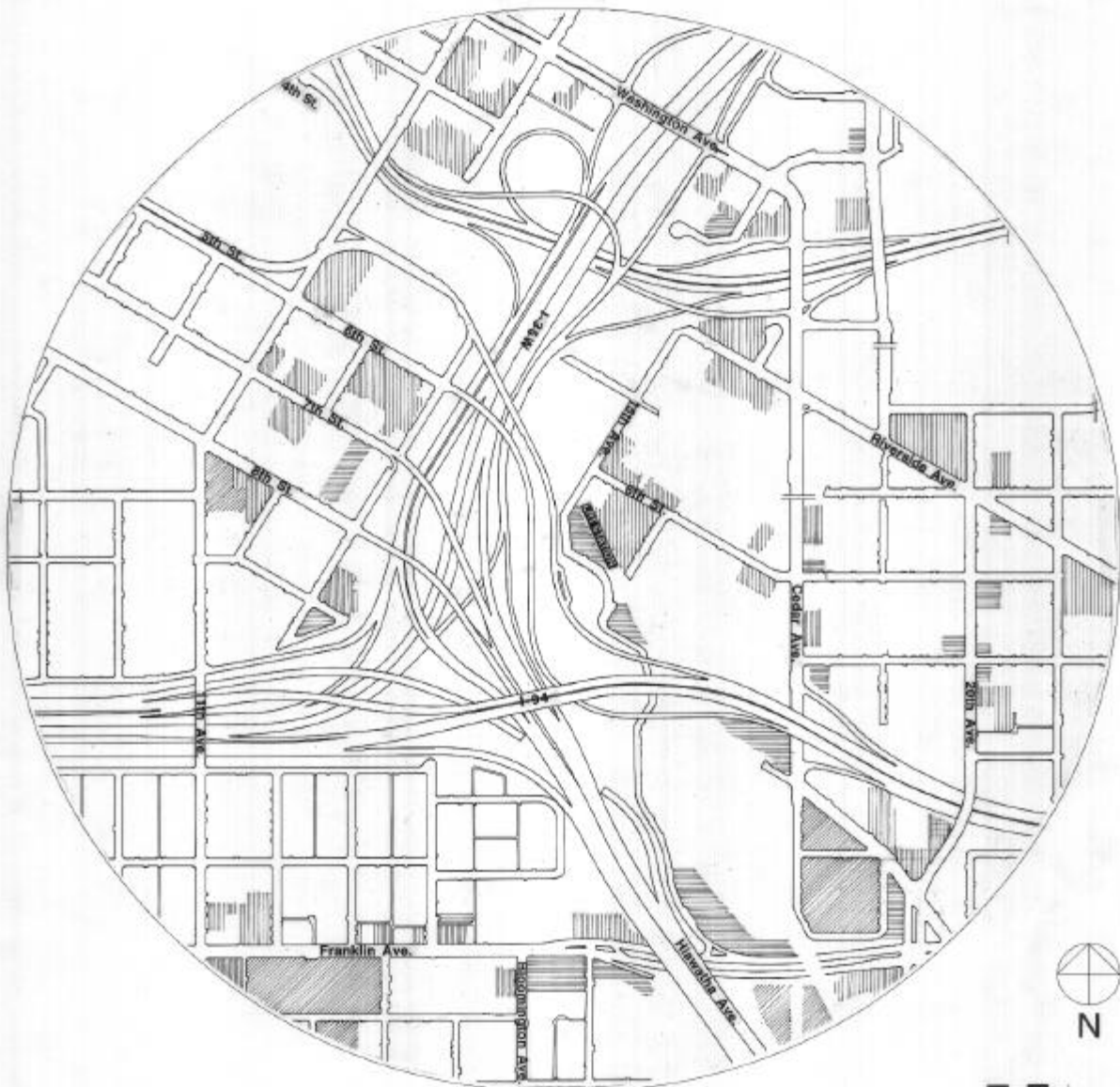
The density of settlement and growing institutions in this area of the city leave few large parcels for development within the station area. Most parcels available for development here are currently utilized as parking lots, and often attached to business or housing that need the parking spaces.

Vacant Parcels

Within the immediate station area there are several vacant parcels along the 15th Avenue/7th Street connection. Another small parcel lies west of Cedar under I-94. These small parcels will likely be used for the station construction and nearby uses. The parcel adjacent to Cedar could be a possible transit stop connected to the 7th Street pedestrian path to the station. Care would be needed to create an attractive walk under the I-94 bridge to connect with the path.

Underutilized Parcels

Several underutilized parcels present better opportunities for redevelopment. Parking areas along 6th Street northeast of the station are currently used by a restaurant and Riverside Plaza residents. While the need for parking would still need to be met, these areas would be excellent for small service/retail businesses serving LRT riders, and could be incorporated with a gateway entrance to the station from 16th Avenue. Two larger parcels currently devoted to parking are located on Riverside west of Cedar. These locations overlook the busy interchange and Cedar Avenue. A portion of these areas might be considered in improving pedestrian and bicycle access on Cedar north to Seven Corners. There are also large parcels suitable for development southeast along Riverside Avenue.



Legend

- Vacant Land**
 (Land not presently in use)


- Under-utilized Land**
 (Land that isn't being utilized for full development potential, i.e. parking lots)


- Land with Incompatible Land Uses**
 (Land Uses that don't support transit, i.e. auto focused uses)



CEDAR-RIVERSIDE STATION

POTENTIAL DEVELOPMENT SCENARIO

The challenge for the Cedar-Riverside station is to take a left-over corner of this neighborhood and open it up for a new use that reclaims the space and enhances it. This development scheme concentrates on the block between 6th and 7th streets, west of Cedar. It suggests a station that is visible to the I-94 traffic, but also one that relates back inward to the neighborhood.

Pedestrian paths are developed along 6th Street and a new path is created along the line of 7th Street from Cedar Avenue west. Another path is suggested along 15th Ave. Sixteenth Avenue is an entry to the station with a landscaped buffer along the Cedar housing. A new low- and mid-rise development is shown along 15th Avenue. This building fronts on the street and reinforces the pedestrian path along 16th Avenue.

The high-rise buildings nearby provide a different option for station area development. In most of the other station settings, low- to mid-rise buildings are appropriate, particularly in the neighborhood-oriented stations. At this site, however, a larger, more visible building could be accommodated and fit in well with its neighbors. Because of its visibility, this location could, like the Franklin station, provide a signature example of excellent transit-oriented development in Minneapolis. Creating a very visible destination would also help establish a sense of place in a corner that is now at the edge of a very vital urban neighborhood.



CHAPTER III: FRANKLIN AVENUE STATION



FRANKLIN AVENUE STATION

OVERVIEW and MAJOR ISSUES

The Franklin Avenue station raises major challenges and opportunities. It is located in an area dominated by automobiles, and isolated from the neighborhoods on either side. Interstate 94 is a major barrier. A large former railroad corridor north of Franklin has been reserved as the location for the regional LRT maintenance and storage facilities, that will serve up to three LRT lines. The agencies responsible for LRT implementation have agreed that although much of the railroad land needs to be reserved for these critical LRT facilities, the agencies are considering neighborhood recommendations to reserve a small portion of the land just north of the proposed Franklin station as potential development sites. The Franklin Avenue Station platform will be located in the middle of the LRT bridge directly over Franklin Avenue.

This station has real potential. The station could become an important connection between two neighborhoods that are now separated by a landscape of lanes of traffic that is suburban in form. The station offers an opportunity for other development that can begin to create an urban landscape. The neighborhoods see a station on the bridge as offering a wonderful opportunity to connect Seward Neighborhood on the east to Phillips Neighborhood on the west.

If the proper pedestrian and streetscape improvements are made on the street and under the bridge, the station can serve as a gateway to both communities. The current pedestrian path along Franklin is surrounded by concrete. It passes under a large overpass for Hiawatha Avenue on the west and crosses several wide, busy streets before reaching the Seward commercial area to the east. The station provides a center, and should be planned with landscaped paths that make it comfortable, safe and accessible for pedestrians.

Aside from the urban design potential for this station, Franklin Avenue is an important street in Minneapolis history. With a streetcar line and commercial district, historically Franklin was a center for the Scandinavians and the South Side Jewish community. Today the Phillips neighborhood located west of Hiawatha is associated with the Native American community

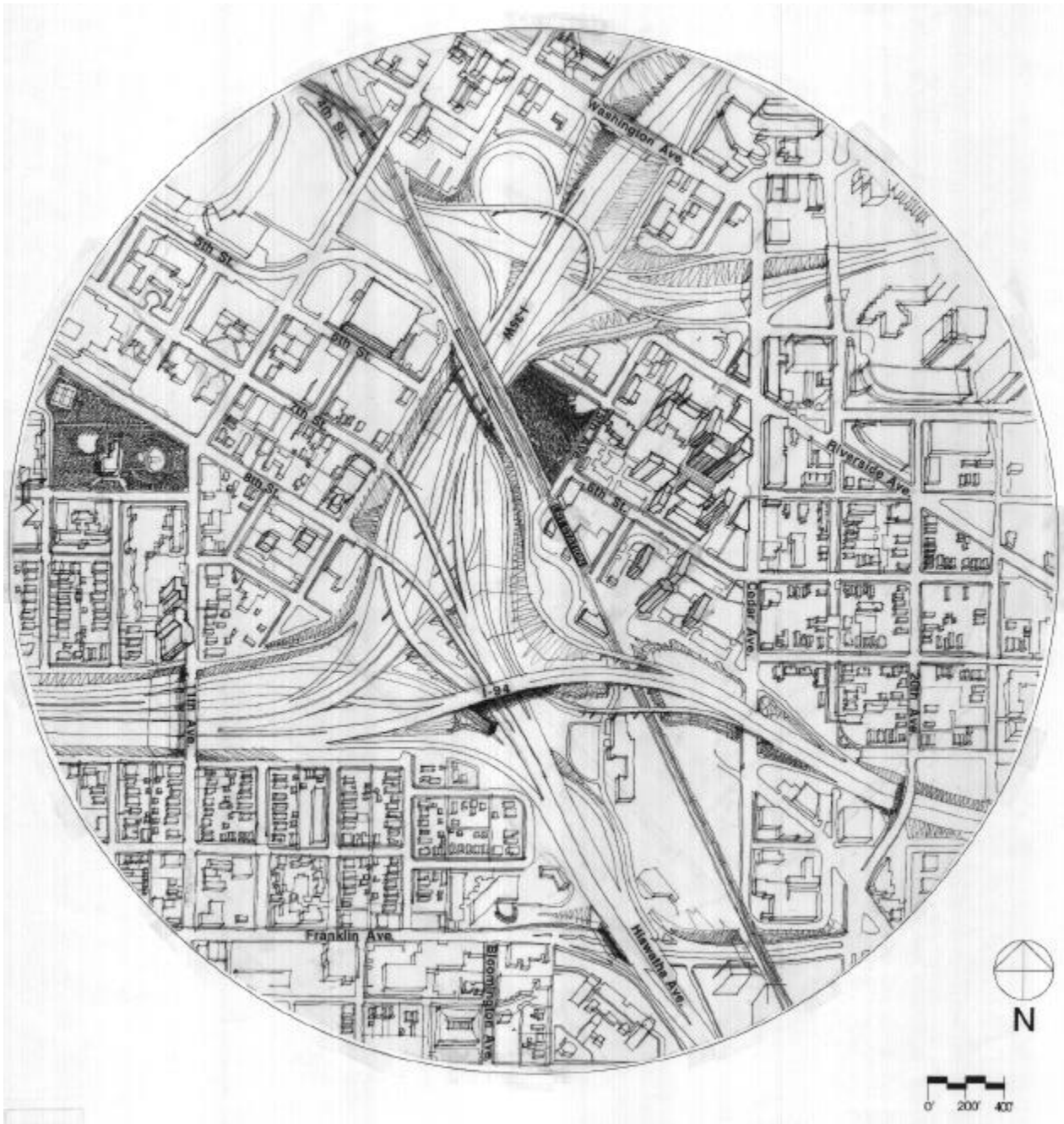
yet it has a very diverse population of new immigrants. It is the neighborhood with the highest rate of transit dependent population in the city. Many important Native American institutions are within the service area of this station. East of the station is the Seward neighborhood, a community known for its housing and commercial redevelopment efforts. Seward contains the Milwaukee Avenue historic district, a street comprised of late nineteenth century worker's houses.

The Franklin Avenue station could become a highly visible symbol that encourages development in the station area with significant positive effects for the adjacent neighborhoods. In order to achieve that goal, efforts must be made to create a pedestrian realm that connects the station to the neighborhoods and to other modes of transportation.

Major Issues

- C Establishing a station that creates a center for and unites adjacent neighborhoods,
- C Using the station to encourage new development and redevelopment in the station area,
- C Committing sufficient public resources in this area to create the needed connections and to attract the needed investment,
- C Encouraging new development that provides retail and service needs, as well as new neighborhood employment opportunities,
- C Linking LRT, regular route transit, bicycle and auto connections efficiently,
- C Clearly identifying pedestrian paths along major street connections by using lighting, street furniture, landscaping and other amenities to provide pleasing pedestrian ways to the station,
- C Making special efforts such as pavement materials or other indicators to develop a pedestrian path at the Minnehaha/Cedar/20th Avenue intersection where there are multiple auto/pedestrian interactions, and
- C Creating a safe pedestrian area along Franklin by providing better lighting (particularly underneath the Hiawatha bridge), buffers from street traffic, visible

crosswalks, and well-calibrated traffic signals.



Existing conditions 1/2 mile radius from proposed station

FRANKLIN AVENUE STATION

CITIZEN COMMENTS

Residents throughout the corridor responded with comments. Those noted here were focused on the Franklin Avenue station area.

Most Valued Characteristics

When citizens were asked what things they most valued about the neighborhood. Two answers predominated:

- C people, neighbors, known friends and
- C convenience to downtown, central location.

Numerous comments reinforced the importance of the neighborhood location, noting the convenience to the University of Minnesota and Augsburg College, downtown, and good transit, pedestrian and bicycle connections to the rest of the city. Many other comments cited the neighborhood character, stating that "the neighborhood 'feels' like a neighborhood; we see people we know." Other noted the "respectful inclusion of racial and economic diversity in community decisions," the "cultural diversity, particularly the strong Native American identity," and noted the many specific and unique institutions that serve the neighborhood.

Hindrances to Convenient Transit Access

All of the comments on this question related to the isolation of the proposed station location and the difficulty of reaching it. Four comments each received many responses:

- C Street and LRT station platform: safety, security, fear of people and crime,
- C Isolated,
- C Large car-dominated intersection at Franklin/Cedar/Minnehaha, and
- C Physical gap between Phillips and Seward.

Commenters repeatedly noted the concern for personal safety and pedestrian safety in crossing major auto-dominated intersections and under the Hiawatha overpass. These included:

- C "Sense of 'no-man's land' between but not in neighborhoods,"
- C "The no man/woman's land that demarcates Phillips from Seward,"
- C "Isolated in a wide open sea of intersection; too remote from everything," and
- C "The ugly Hiawatha overpass that I walk under and fear for my life."

Issues for Focus in the Planning Process

This question invited participants to guide the planning process by identifying areas of particular concern, the issues identified where:

- C Development should be stimulated by the station,
- C Design should reflect cultures of the area,
- C Connections should be provided to other transit: a neighborhood circulator, the cross-town bus service, and
- C Safety issues should be addressed.

Respondents offered many insights and concerns into station area planning; these insights include:

- C "Location next to LRT car yards and shops takes away a lot of space for economic development,"
- C "This station should be a stimulus for surrounding economic development and should reflect the cultural density in its design and enhancements (American Indian, Southeast Asian, African, and African-American),"
- C "Use good urban design--look at transit stations which work well in Portland, Oregon and elsewhere," and
- C "Make it pedestrian-bike rider friendly and safe (good lighting, emergency phones)."

Proposed Type of Near Station Development

The citizens wanted three kinds of development near the station:

- C Mixed use, commercial with residential,
- C Good street design, and
- C Developments that serve residents in the neighborhood as opposed to commuters.

Respondents offered these very thoughtful comments on their ideas for the station:

- C "Throughout history, transportation nodes have been pivotal. We should 'feel' that importance as we approach Franklin Station and interact there,"
- C "A variety of services like Uptown or Grand Avenue in St. Paul with food stores, dry cleaning, child care, coffee houses," and
- C "A mix of entertainment, small live theaters, smaller ethnic food restaurants; less large

commercial department stores such as
Target or Builder's Square."



FRANKLIN AVENUE STATION

PEDESTRIAN ACCESS

The pedestrian environment surrounding the Franklin Station is uncomfortable due to heavy automobile traffic and the numerous major street crossings and its isolation from activity. The current pedestrian ways are unfriendly, and require an arduous effort to cross the area between the Phillips and Seward neighborhoods where the station is proposed. Traffic counts indicate the high levels of use on adjacent streets even though the rate of automobile ownership in the Phillips Neighborhood is the lowest in the city.

Average Daily 1997 Traffic Counts

Hiawatha north of Franklin	
southbound	16,400
northbound	15,700
Franklin (at Cedar)	14,900
Cedar (north of Franklin)	15,300
Cedar (south of Franklin)	12,000
Minnehaha (north of Franklin)	15,300

Creating safe, comfortable pedestrian paths is a major challenge for the Franklin Station area. As the map shows, there are barriers to pedestrian movement in every direction. The portion of Franklin near the station has been lowered to create adequate clearance under the Hiawatha bridge. The pedestrian path under the bridge is dark, uninviting, and distant from areas of activity. It is an intimidating no man's land.

Along Franklin pedestrians must also cross major intersections. There are access roads on the east side of Hiawatha Avenue. The Cedar/Minnehaha/Franklin triangle area has numerous crossings and vehicle turning lanes. Creating a pedestrian path along Franklin will require major efforts to create a safe and walkable area that will encourage people to walk to the LRT station, and will connect the two neighborhoods on either side of the station area.

Aside from the challenges of Franklin Avenue, there are other areas that should have identified pedestrian ways. West of Hiawatha there are a number of community facilities and residential areas that should tie in with pedestrian paths.

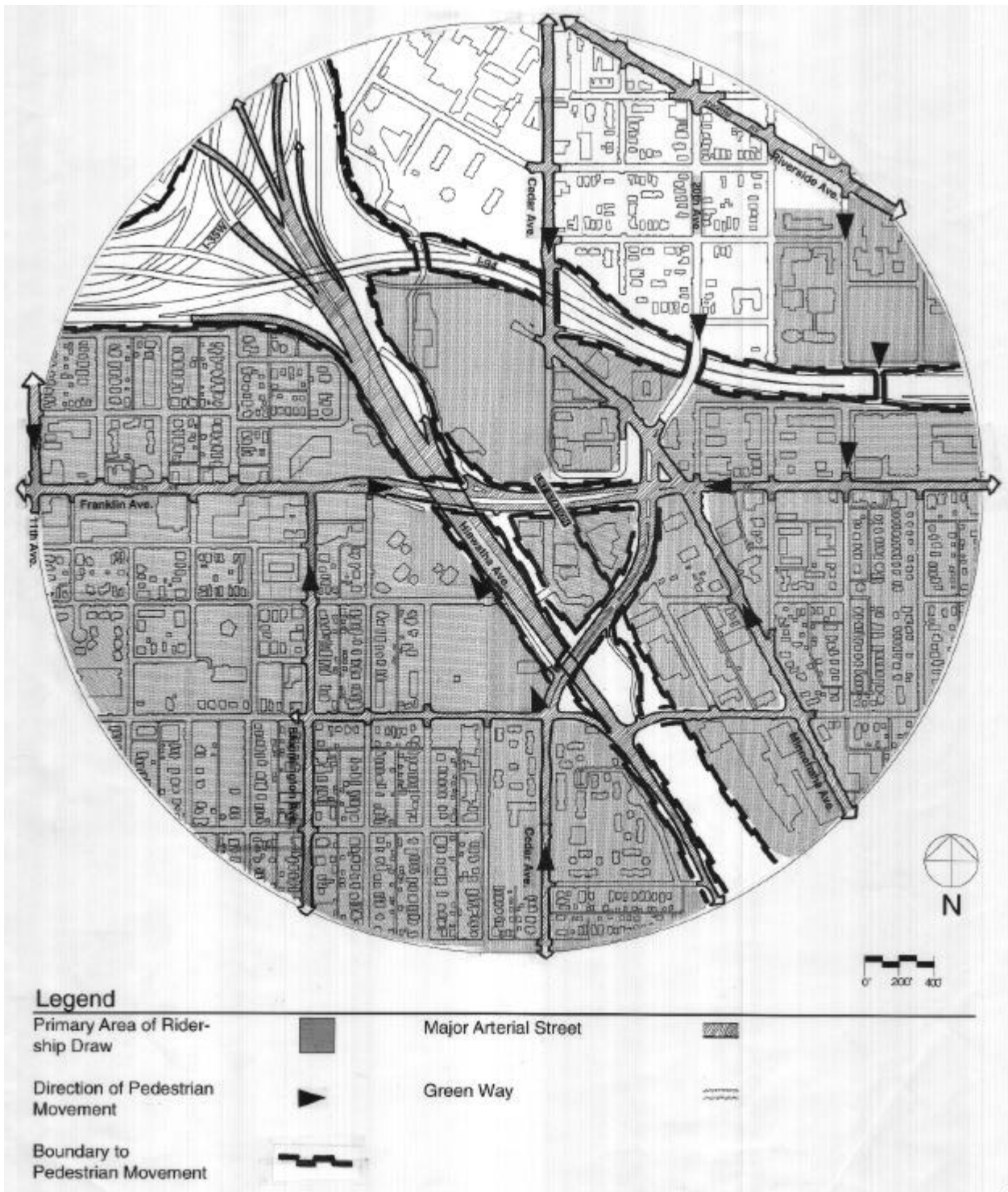
The Little Earth of United Tribes housing development adjacent to Hiawatha south of 24th Street is one of these, but there are many others.

Just north of 24th is a park with additional housing on the north side. A pedestrian path should follow along the park and go north to Franklin to provide convenient access for pedestrians to the LRT station. While Cedar also connects to the Little Earth complex, it has no provision for pedestrians and is not a safe route. A defined, enhanced walkway would help connect the park to adjacent residents and provide efficient access for people south of 24th Street to the services on Franklin.

Additional paths should be developed on 24th and north on Bloomington to Franklin. The Phillips Community Center and the American Indian Women's Resource Center are both on 24th, making Bloomington an efficient path to them from Franklin Avenue. Both Franklin and 24th are on bus lines, reinforcing their need for enhanced pedestrian walkways.

East of Hiawatha, Franklin Avenue is the primary pedestrian path for residents to reach the station. There is a concentration of housing between Franklin and I-94; these housing residents would follow Franklin to the station. To the south, Milwaukee Avenue is a logical pedestrian route into the Seward Neighborhood. An historic district of worker's houses, the street has been closed to automobile traffic and is a pedestrian mall. Twenty Second Street provides an east/west connection in this portion of the service area.

There is potential for serving residents in the area around Augsburg College as well. Twentieth Avenue South provides a connection across I-94 that leads to Franklin. A pedestrian bridge across I-94 is east of 22nd Avenue S. and connects to 9th Street S. adjacent to the freeway. While the Cedar-Riverside station will also serve the area north of I-94, some residents may find the walk to Franklin more convenient.



FRANKLIN AVENUE STATION

LAND USE

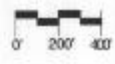
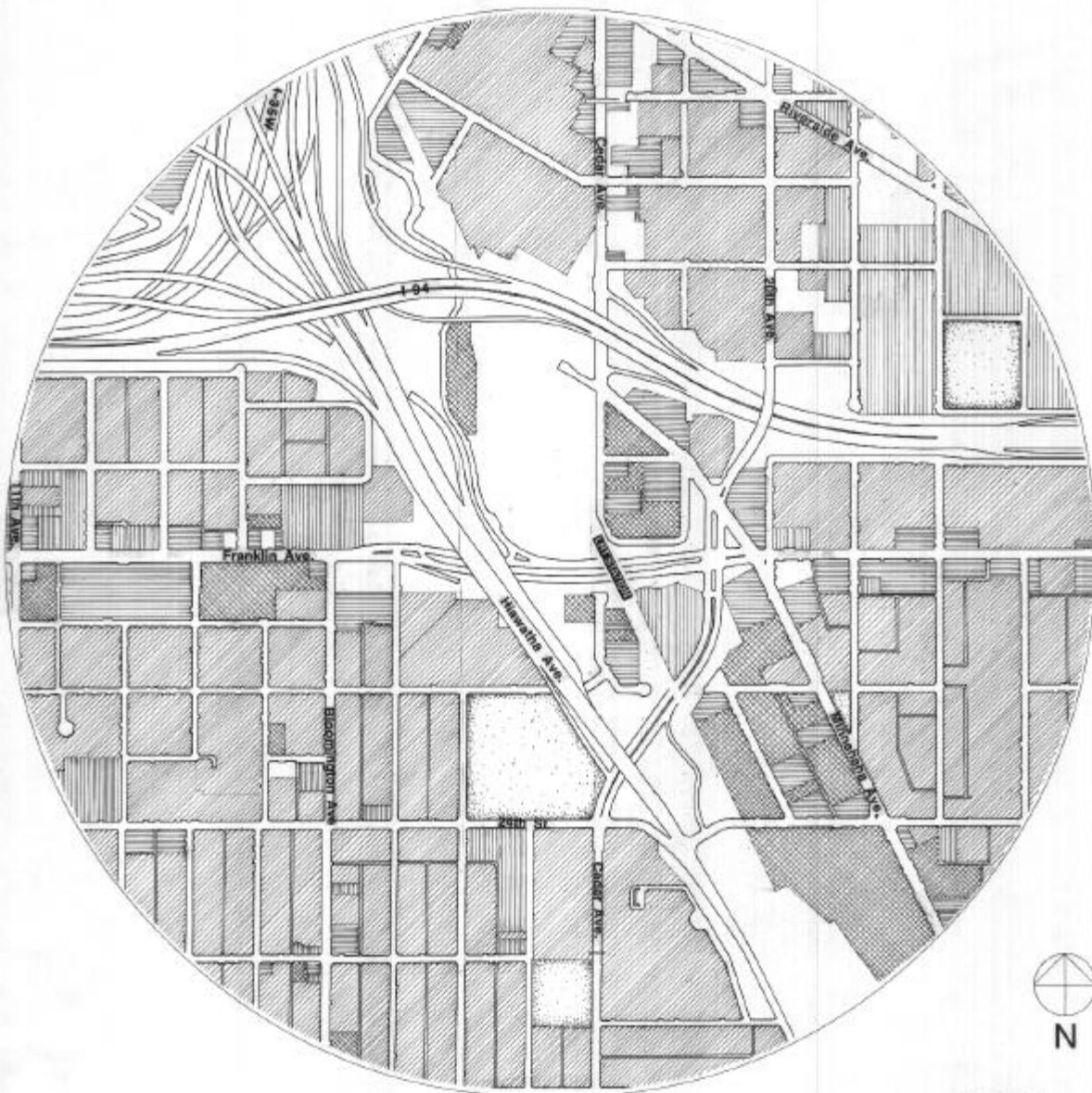
The Franklin station is in an area of mixed land uses, with residential, commercial and industrial uses all nearby.

The immediate station area for the Franklin station is comprised of industrial, commercial and institutional uses. The American Indian OIC is on a triangle of land adjacent to the proposed station location. The industrial and commercial uses are in buildings on either side of Franklin and are also adjacent proposed station location.

Located in what was an industrial railroad corridor, the station is near remnants of rail use and the open areas left when the railroads were removed. The bulk of remaining industrial uses are southeast of the station between Hiawatha and Minnehaha avenues.

Commercial uses predominate along Franklin in either direction from the station, with a smattering of industrial and residential uses also fronting on the street.

Residential uses are located in the Phillips and Seward neighborhoods. In Phillips single- and multi-family residences are located both north and south of Franklin. There is a similar distribution of residential types in the Seward neighborhood, although there is a stronger concentration of single-family residences south of Franklin and a higher concentration of multi-housing north of Franklin.



Legend

Open Space		Institutional	
Residential		Industrial	
Commercial			

FRANKLIN AVENUE STATION

DESTINATIONS AND MOVEMENT

Destinations

The Franklin Avenue station is well situated to bring riders to a variety of neighborhood destinations. In addition, it has great potential for connecting with other modes of transportation, particularly existing transit lines.

There are two commercial districts on Franklin:

- C The east section of Franklin Avenue contains coffee houses, a hardware store, restaurants and the Seward Cooperative. Often housed in older one- and two-story commercial buildings with no setbacks and easy pedestrian access, these businesses provide neighborhood commercial services to the surrounding area, and
- C In the avenue's west section the commercial center is focused in the mall at Franklin and 13th Avenue S. and the free-standing drug store adjacent to it. Set back from the street, the mall's parking is in front.

Area institutional destinations are:

- C American Indian OIC, 1845 Franklin Avenue East,
- C Minneapolis American Indian Center 1530 Franklin Avenue East,
- C Franklin Business Center, 1433 Franklin Avenue East,
- C Franklin Public Library, 1314 Franklin Avenue East,
- C University Health Care/Variety Children's Clinic, Bloomington Avenue,
- C Minnesota Indian Women's Resource Center, 2300 15th Avenue South and
- C Phillips Community Center.

There is a variety of housing in the area; the types are:

- C The large Little Earth of United Tribes housing complex which is located at 24th and Cedar,
- C Several concentrations of higher density public housing, senior housing and assisted housing which are in both Phillips and Seward, and
- C A large number of single-family residences.

People live in the area because of its convenience to downtown and its excellent access to transit.

Movement

The Franklin Station will connect with a number of bus lines that already serve the area. The route 2 runs along Franklin and connects the University of Minnesota with Hennepin Avenue. Route 14 runs along Bloomington Avenue and connects to downtown and North Minneapolis. Route 20 runs along Minnehaha and 25th Street in the Seward neighborhood and connects Highland Park in St. Paul with downtown Minneapolis and Plymouth Avenue in North Minneapolis. Route 19 operates on Cedar Ave. and connects with downtown, Olson Memorial Highway, and the Mall of America. On 24th Street route 22 provides local service from South Minneapolis to downtown.

While there are a number of bus lines nearby, the station will have to be designed to accommodate transfers from buses to LRT. Because the buses may be on Cedar, a block from the LRT station, care must be taken to create accessible connections from the bus routes to the station area with adequate bus shelters along the routes.

The primary bicycle route connecting to this station is 20th Avenue which connects the University of Minnesota and Augsburg College with Franklin and Minnehaha. Students who ride bicycles on campus may find it convenient to board LRT at Franklin because of this efficient connection.

FRANKLIN AVENUE STATION

ZONING

Transit-supportive zoning is a principal tool for implementing land use and community development policies. By the end of 1999, Minneapolis anticipates adoption of a new zoning ordinance to replace its 1963 zoning code. The new ordinance will have an enhanced site plan review process that will give City staff the ability to foster transit-oriented development. This discussion is focused on the existing zoning and its relationship to development opportunities as noted later in this report.

The immediate area surrounding the Franklin Avenue station is zoned for manufacturing uses. Beyond the industrial corridor, business districts are located along Franklin in both the Phillips and Seward neighborhoods. Residential areas are largely located behind the business districts.

Zoning districts in the area around the Franklin Avenue station include:

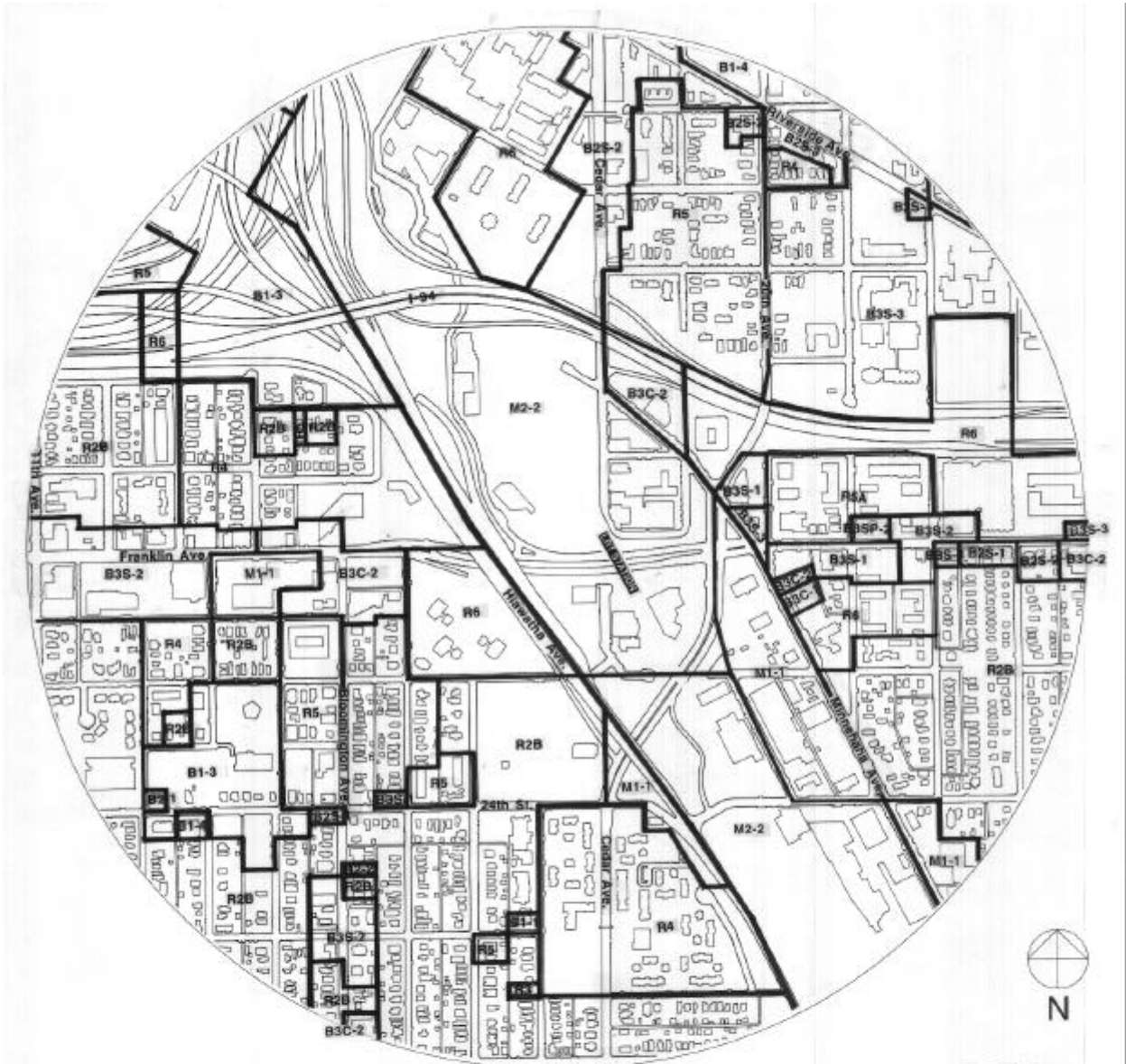
- R2B Single- and Two-Family Residence**
- R3 General Residential**
- R4 General Residential**
- R5 General Residential**
- R5A General Residential**
- R6 General Residential**
- B1 Office-Residence**
- B2 Neighborhood Retail**
- B2S Neighborhood Service**
- B3S Community Service**
- B3C Community Commercial**
- M1 Light Manufacturing**
- M2 Limited Manufacturing**

As with most zoning codes, in Minneapolis' code, lower numbers generally indicate less density and less intense uses. Thus M3, general manufacturing, allows an intensive use like a scrap or salvage yard, while such a use is not allowed in M2 or M1.

Many of the business and manufacturing zoning categories shown on the map have a second number, such as B3S-1 or M2-2. The second number is a subdistrict of the base district and reflects the floor area ratio (FAR) and lot area, with the lower numbers again reflecting the least intensity.

The Potential Development options suggested for the Franklin Avenue station focus on the area surrounding the station zoned M2-2 or M1-1. There are large areas surrounding the station area with underutilized land, or containing uses not supportive of transit. These areas may have redevelopment potential in a comprehensive station area plan and would be significant in tying this station into the neighborhoods.

The great number of zoning districts surrounding this station shows the wide variety of uses within the service area. There are a number of housing developments with a number of buildings, as well as multi-family and single-family housing nearby. Similarly, there is a mix of commercial uses that reflect both neighborhood commercial as well as neighborhood service uses. B2S and B3S zoning districts are prominent along Franklin and allow more auto-oriented uses than B2 (Neighborhood Retail) or B3 (Community Retail).



Legend

- Residential Categories
 R2B
 R3
 R4
 R5
 R5A
 R6

- Business Categories
 B1-1 B1-3
 B1-4 B2-1
 B2-2 B2S-1
 B2S-2 B2S-3
 B2S-4 B3C-1
 B3C-2 B3S-1
 B3S-2 B3S-3
 B3SP-2

- Industrial Categories
 M1-1
 M2-2

FRANKLIN AVENUE STATION

DEVELOPMENT OPPORTUNITIES

Because the Franklin Station platform will be located in the middle of the LRT bridge directly over Franklin Avenue, there are opportunities for transit related development both north of Franklin and south of Franklin that could be linked directly to the station . Some these potentials may not be realized at first, but over time auto and truck oriented uses in close proximity to the station may give way to denser transit oriented development.

Vacant Parcels

The large former railroad corridor north of Franklin has been reserved as the location for the regional LRT maintenance and storage facilities to eventually provide for up to three LRT lines. The agencies responsible for LRT implementation have agreed that although much of the railroad land needs to be reserved for these critical LRT facilities, the agencies are considering neighborhood recommendations to reserve a small portion of the land just north of the proposed Franklin station as potential development sites. Efforts should be made to reduce the amount of space needed for the car shops and surround them with transit-supportive development.

Vacant land is somewhat limited in the Franklin area. Some land is available adjacent to the shop area north of Franklin and could be critical in making an efficient connection to the LRT station. Another area currently used for parking is west along Franklin adjacent to Bloomington and the University health clinic. Development here should improve the pedestrian environment on this important corner and connect it with the pedestrian path on Bloomington as well.

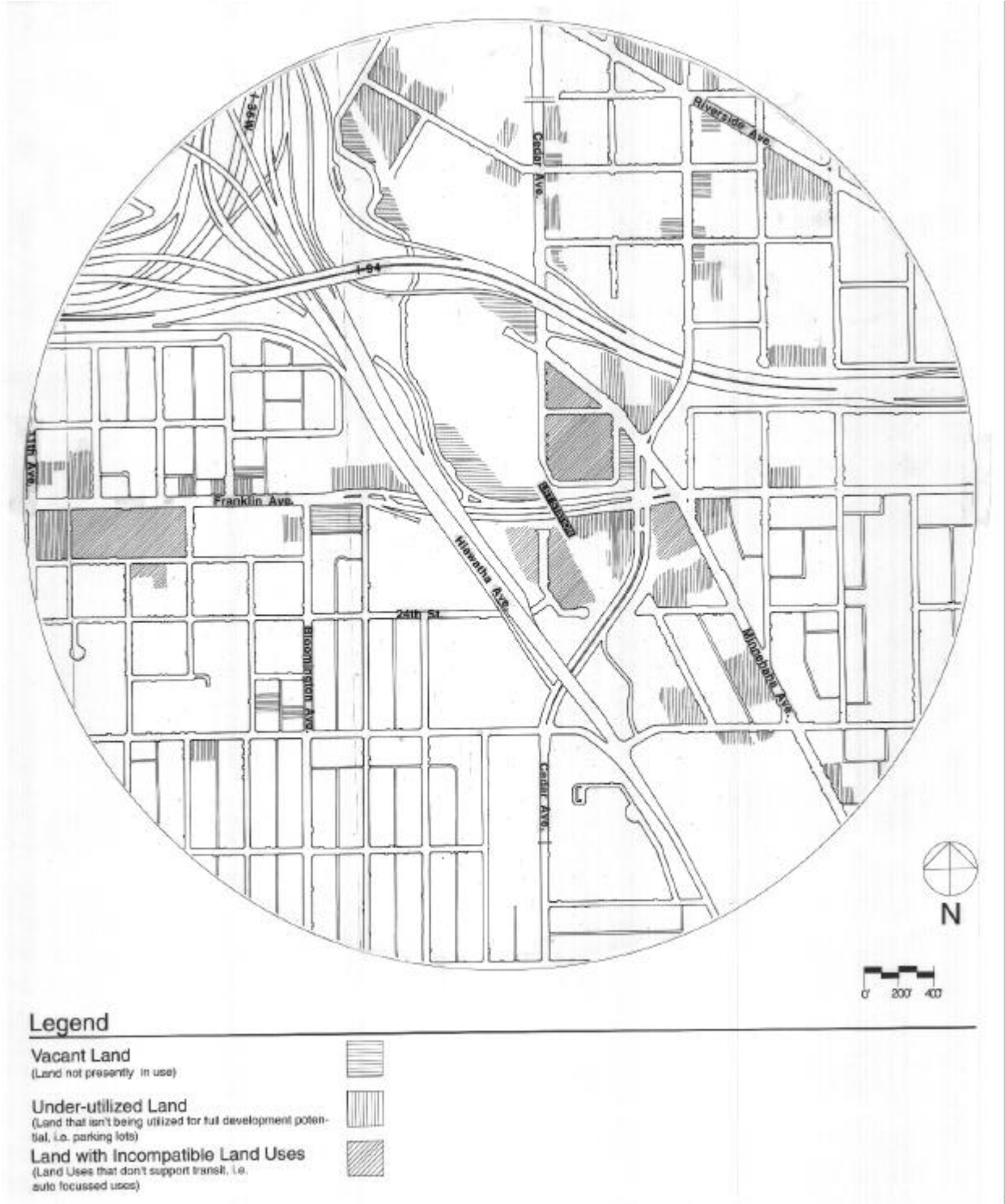
Underutilized Parcels

Underutilized parcels shown here are generally areas devoted to parking lots. In some cases, these parking lots are attached to businesses or institutions that will continue to need parking. In other cases, often the smaller parcels, these lots have become parking by default and may be more readily available for redevelopment.

Redevelopment/Enhancement

Because parts of Franklin Avenue in the vicinity of the LRT station are underutilized and blighted, in order for the potential for this station to be fully realized, careful planning and design and substantial public investment in the public realm are needed to take advantage of the location of the transit station. Some of these uses are adjacent to the proposed station area, on the south side of Franklin adjacent to the American Indian OIC and north of Franklin between Minnehaha and Cedar. These buildings currently house industrial uses and will likely be relocated as station development occurs.

Another large area is adjacent to the shopping area along Franklin west of 14th Avenue. The shopping center is set back from the street with a large parking lot in front. The parking lot could be made smaller and enhanced with buildings along the street that complement the existing stores and make a better pedestrian environment on these blocks. This section could be central to a more comprehensive effort to enhance the streetscape along Franklin west of Hiawatha making it a more comfortable and a safer pedestrian path to the LRT station.



FRANKLIN AVENUE STATION

POTENTIAL DEVELOPMENT SCENARIO I

Introduction to the Three Site Studies.

Three station sites were studied in this project. They included locations north of Franklin, south of Franklin and on a bridge over the street. Each scheme recommends increased density around the station and shows pedestrian connections that begin to provide the needed ties to the neighborhoods. The significant constraints on this site demand that major planning efforts be carried out to make the Franklin Station work for pedestrian access and multi-modal transportation.

Recently the Franklin Avenue LRT bridge site has been chosen as the station site. The locations north of the bridge and south of the bridge are shown to present other infill and redevelopment scenarios.

Each development scheme envisions high density uses along Franklin, which provide connections between the track level and the street below and enhance pedestrian paths to the adjacent streets and the Seward and Phillips neighborhoods. Each of these configurations might be adapted to create a defining building or office headquarters to create an image for the Franklin Station area.

Station Bridging Franklin Avenue

The opportunity to create a dramatic "signature" for LRT is possible with the station built on the bridge over Franklin. Such a station could be visible from all nearby neighborhoods as well as I-94, offering Minneapolis a literal platform to showcase its station area design and planning.

This scheme incorporates development on both the north and the south sides of Franklin. On the north, low- and mid-rise buildings front on Franklin. The buildings adjacent to the car yard west of Cedar have a shallow setback and pedestrian path overlooking Franklin. East of Cedar, a widened pedestrian path creates an entry and connection to the station from the 20th Ave./ Minnehaha/ Franklin intersection and a likely bus transfer point. An enhanced walkway at street level complements the track level walkways.

South of Franklin, this scheme retains the American Indian OIC at its current location, but proposes new transit-oriented development west of the tracks. These mid-rise buildings center around an internal courtyard, with those on Franklin providing a strong edge on the street. Landscaping buffers these buildings and the OIC from the tracks. This scheme also suggests a pedestrian walkway across Franklin to make LRT accessible to these businesses.



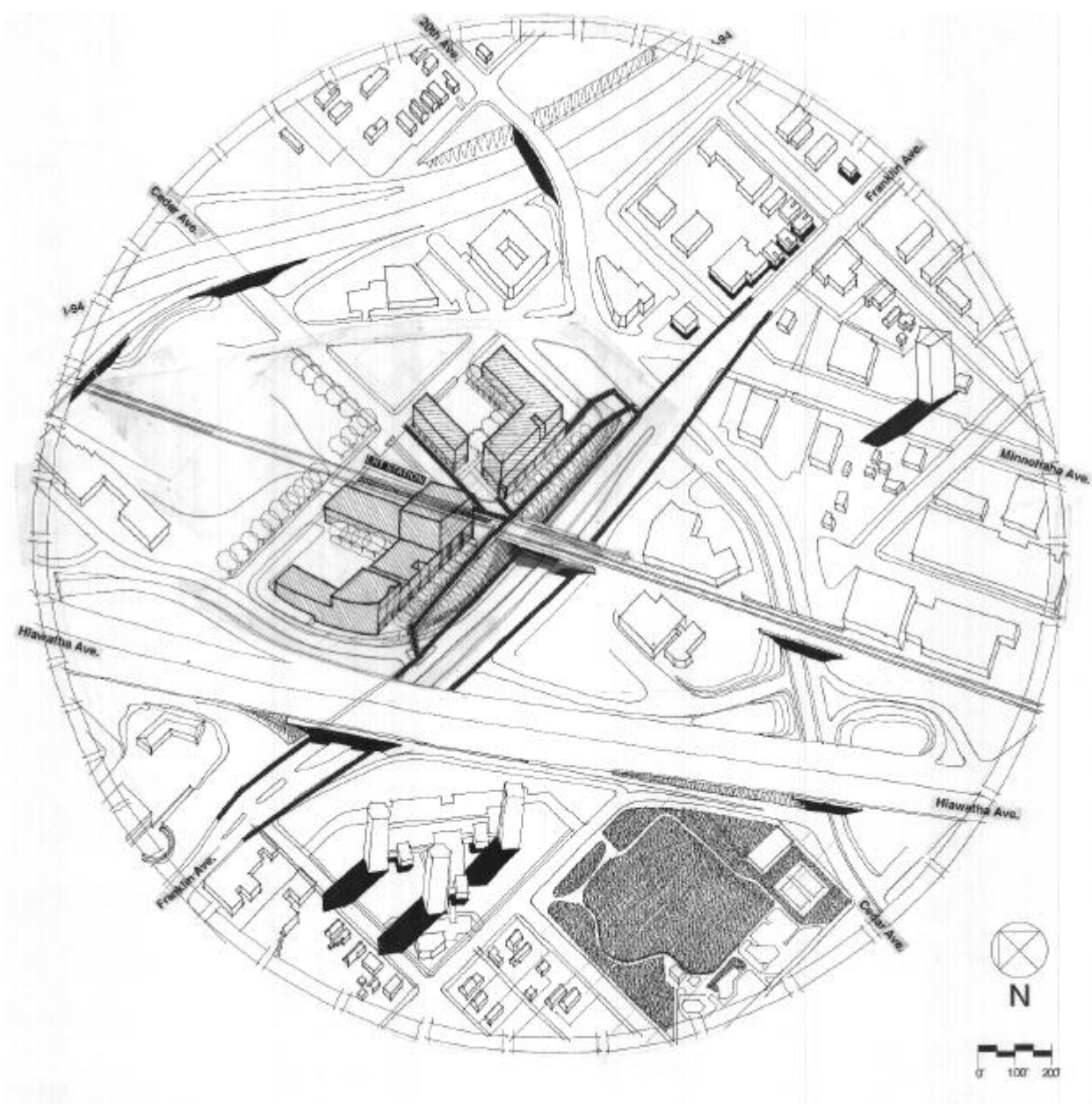
FRANKLIN AVENUE STATION

POTENTIAL DEVELOPMENT SCENARIO II

Station North of Franklin Avenue

The greatest amount of development potential is shown in the configuration that places the LRT station north of Franklin Avenue on land that is not available for development because the land is needed for the LRT system. This scheme assumed that the new station-related development could occupy a large share of the land that is slated for the LRT storage yard and maintenance shops west of Cedar Avenue. The station occupies a central place in this plan, fronting on Cedar just south of a reconstituted 9th Street S. that creates a grid system and connects Cedar with the Hiawatha frontage road. The blocks between the new 9th Street and Franklin have mid-to high-density buildings with a strong frontage overlooking Franklin.

The buildings sit at track level and have a pedestrian way in front that connects to a lower level pedestrian way at street level. All buildings face toward the street, but are configured in such a way as to provide an inner courtyard and efficient pedestrian connections to the station. By focusing on Cedar, the station starts to reinforce a pedestrian connection north along that street as well. Trees and other landscaping buffer the car yard on the north from the development. Other landscaping is used to unify the track level and street level pedestrian ways along Franklin. This scheme does not affect any of the buildings on the south side of Franklin.

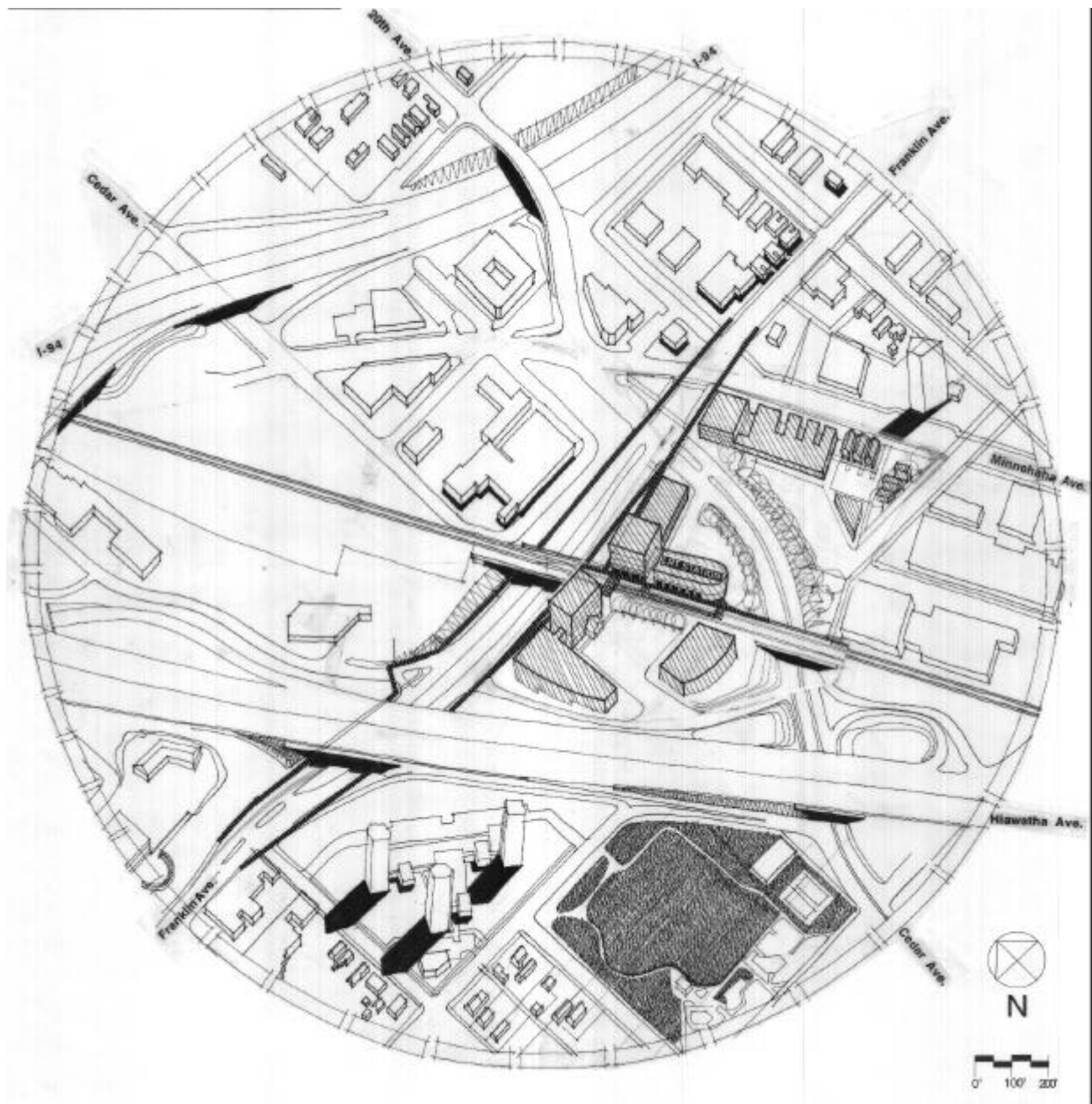


FRANKLIN AVENUE STATION

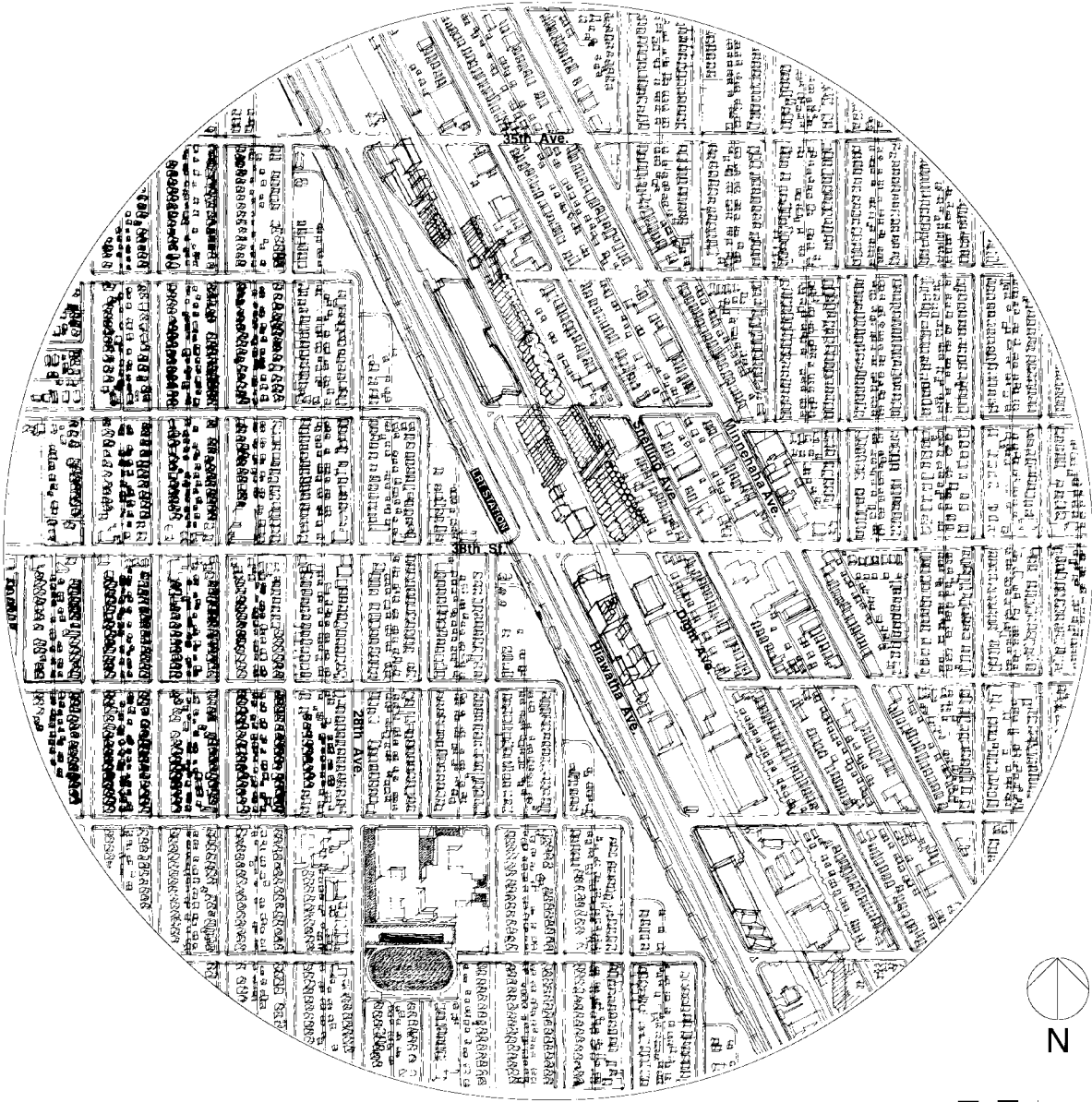
POTENTIAL DEVELOPMENT SCENARIO III

Station South of Franklin Avenue

The scheme proposing the station south of Franklin suggests mid- and high-rise development on either side of the station and across Cedar to the triangle of land west of Minnehaha. Buildings adjacent to the station front on Franklin with track level and street level pedestrian ways. Each block has a courtyard at the rear of the buildings on Franklin with landscaped plazas connecting to the station. Cedar Avenue south of Franklin is heavily landscaped. Pedestrian connections and landscaping are added at the Franklin Avenue street level to provide the connections to the neighborhood as well as to tie the new development to the station.



CHAPTER V: THIRTY EIGHTH STREET STATION



CHAPTER IV: LAKE STREET STATION



LAKE STREET STATION

OVERVIEW & MAJOR ISSUES

The Lake Street Station is located in one of the busiest and important commercial locations in the Hiawatha Corridor. Of all the neighborhood stations, this station has greatest potential for changing surrounding land use with transit-friendly development that creates jobs, as well as improve commercial opportunities and provides additional housing options.

Lake Street has historically been one of the major east-west corridors in Minneapolis with a bridge across the Mississippi River to St. Paul where it becomes Marshall Avenue. Because of the Selby-Lake streetcar line and later a bus line, the street developed as a transit corridor from the turn of the century onward. It has continued to serve as a major commercial artery along its length from the Mississippi River west to Lake Calhoun. Some of those commercial centers have kept their streetcar-era orientation, with dense construction--buildings up to the sidewalk and available little parking. Other areas have undergone various stages of redevelopment, from early 1960 shopping centers, to newer 1980 shopping malls that have large areas devoted to parking. The post-war shopping center development eroded the grid street system, leaving pedestrians to struggle in an automobile-dominated environment.

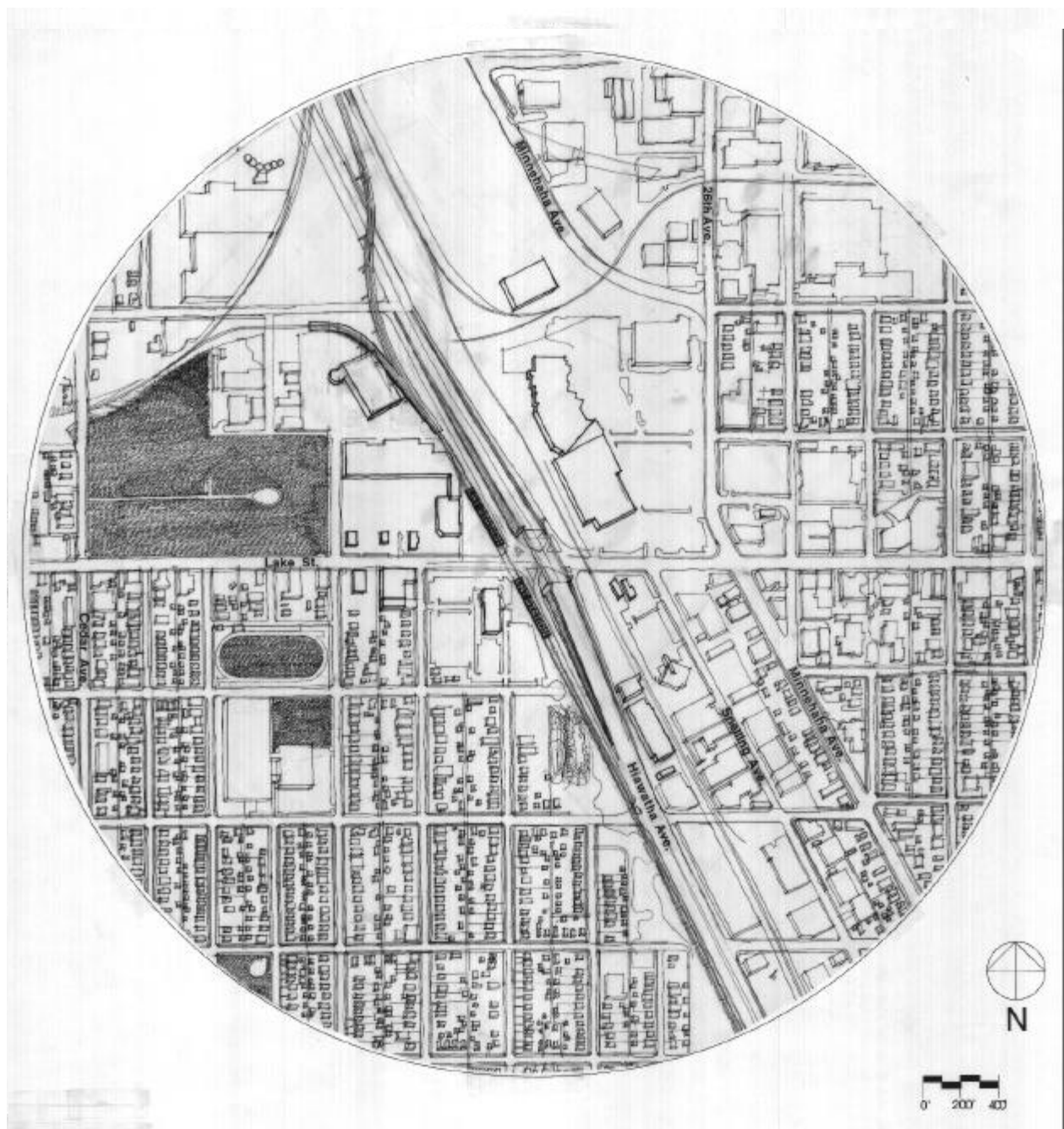
Because of Lake Street's historic function, the intersection with Hiawatha has been a major transportation and commercial center for a century. Hiawatha parallels the railroad that initially attracted industrial uses to the corridor. Hiawatha is an important truck and automobile corridor as well. When completed, the overpass over Lake Street will efficiently channel automobile traffic, but it will create an intimidating pedestrian corridor under it at the Lake Street level. Automobile traffic exiting and entering Hiawatha at the overpass, create challenging crossing areas for pedestrians.

In recent years, these important corridors have also been planned for bicycle routes, with marked routes extending along Hiawatha, Minnehaha south of Hiawatha, and a new east-west connection with the 29th Street Greenway. The impact of major transportation routes, including rail and the heavy traffic on both Lake

and Hiawatha, has split surrounding neighborhoods. The Lake Street Station is located in the Phillips community at the northwest corner of the area. The Corcoran neighborhood lies to the southwest and includes the South High campus while the Longfellow neighborhood is east of Hiawatha encompassing the commercial area both north and south of Lake. All three neighborhoods have residents who will use the Lake Street Station for transportation, along with the future commercial development, job opportunities and housing.

Major Issues

- C Reinforce urban character by encouraging transit-friendly development,
- C Encourage the redevelopment and retrofitting of outmoded and underutilized land and buildings,
- C Encourage mixed land uses that complement each other, such as residential, commercial and institutional,
- C Encourage smaller scale commercial development rather than "big-boxes,
- C Create new housing that adds to the variety of housing choices within the city,
- C Encourage housing with densities exceeding 20 units per acre where suitable,
- C In the station area encourage pedestrian uses that serve transit riders and residents and discourage additional auto-oriented uses,
- C Create safe, and pleasant pedestrian paths along streets and through parking areas,
- C Make efficient and understandable connections between transit, bicycle, auto and pedestrian systems,
- C Create a walkable, comfortable pedestrian area along Lake Street and under the Hiawatha overpass by providing extra lighting, buffers from street traffic and traffic signals with well-calibrated crossing phases,
- C Place buildings so that they help define the pedestrian realm along Lake Street,
- C Create well marked crosswalks at appropriate locations on Lake,
- C Provide clear pedestrian areas at corners, and
- C Provide a pedestrian and bicycle connection from the 29th Street Greenway and the Green Institute to the station area.



Existing conditions 1/2 mile radius from proposed station

LAKE STREET STATION

CITIZEN ISSUES

Residents throughout the corridor responded with comments. Those noted here were focused on the Lake Street Station area.

Most Valued Characteristics

When citizens were asked what three things they most valued about the Lake and Hiawatha neighborhood, three answers stood out:

- C Mix of residential and commercial land uses,
- C Access to downtown/ proximity to Minneapolis and St. Paul, and
- C Access natural amenities: river, trails, green spaces.

Each of these answers received at least ten responses as valued traits. Hand-written comments elaborated on these considerations, with one respondent supporting the "urban character of the area, diversity of people, entertainment and shopping opportunities," while another appreciated that she could "walk to grocery, coffee shop, library, and community center." Several others noted the proximity to downtown, and access to transit.

Hindrances to Convenient Transit Access

Citizen response to a question regarding what factors hinder walking to a transit station was overwhelming: *a poor pedestrian environment with empty spaces that is uninviting, and bleak*

This factor received at least 30 responses--no other factors were even considered significant by the participants. These are examples:

- C "I have to pass through an area which I consider a pedestrian wasteland."
- C "Back ends of buildings and developments do not create a friendly space."
- C "Hiawatha is quite a formidable obstacle to walking. Traffic moves very fast, it is very exposed to wind and weather."
- C "Streets designed for cars, not people."
- C "A rather ugly walk! Fumes, trash, ugly buildings."

Numerous comments noted the difficulty of crossing an automobile-dominated Lake Street, particularly with groceries and children in tow. Waiting safely to cross is also a big challenge.

Issues for Focus in the Planning Process

The issues that people wanted addressed are:

- C Put people first; design LRT to accommodate a non-motorized lifestyle,
- C Use mixed-use zoning to encourage density,
- C Provide a seamless connection to other paths and transportation modes, and
- C Emphasize amenities including architecture, street furnishing, lighting and landscaping.

The variety of comments on how to implement suggestions for station area planning are:

- C "LRT should be designed for people to be able to walk/bike as a lifestyle choice instead of drive cars or avoid cars on the road,"
- C "Use mixed use--residential and commercial around the station to attract riders to get off and spend money at Lake and Hiawatha,"
- C "Create a sense of place relative to neighborhood character," and
- C "Focus on attractiveness of corridor using design criteria to guide landscaping and an historical look."

Proposed Type of Near Station Development

Respondents were clear in their desire for a future look for the Lake Street station. The overwhelming responses:

- C An urban village development, similar to Uptown with a pedestrian-focused environment and mixed uses, and
- C Green space, trees and landscaping.

This question elicited some of the most detailed and thoughtful comments.

- C "The neighborhood around Lake Street should be one of the most urban and urbane neighborhoods in Minneapolis. A departure should be made from the strip mall and power center development types (while encouraging their tenants to stay). Mixed use development should look like older neighborhoods in San Francisco and Boston."
- C "The station area should be almost a destination point of its own--with coffee shops, gift shops, flower store, etc., so that there are things to do and look at."

LAKE STREET STATION

LAND USE

Of all the stations studied in this project, the Lake Street station has the greatest amount of commercial and institutional land in proximity to the LRT station. Like Franklin and the other stations to the south, the Lake station is adjacent to the former rail corridor and the industrial uses along it. At this location, however, industrial areas at Lake and Hiawatha have been redeveloped into commercial uses.

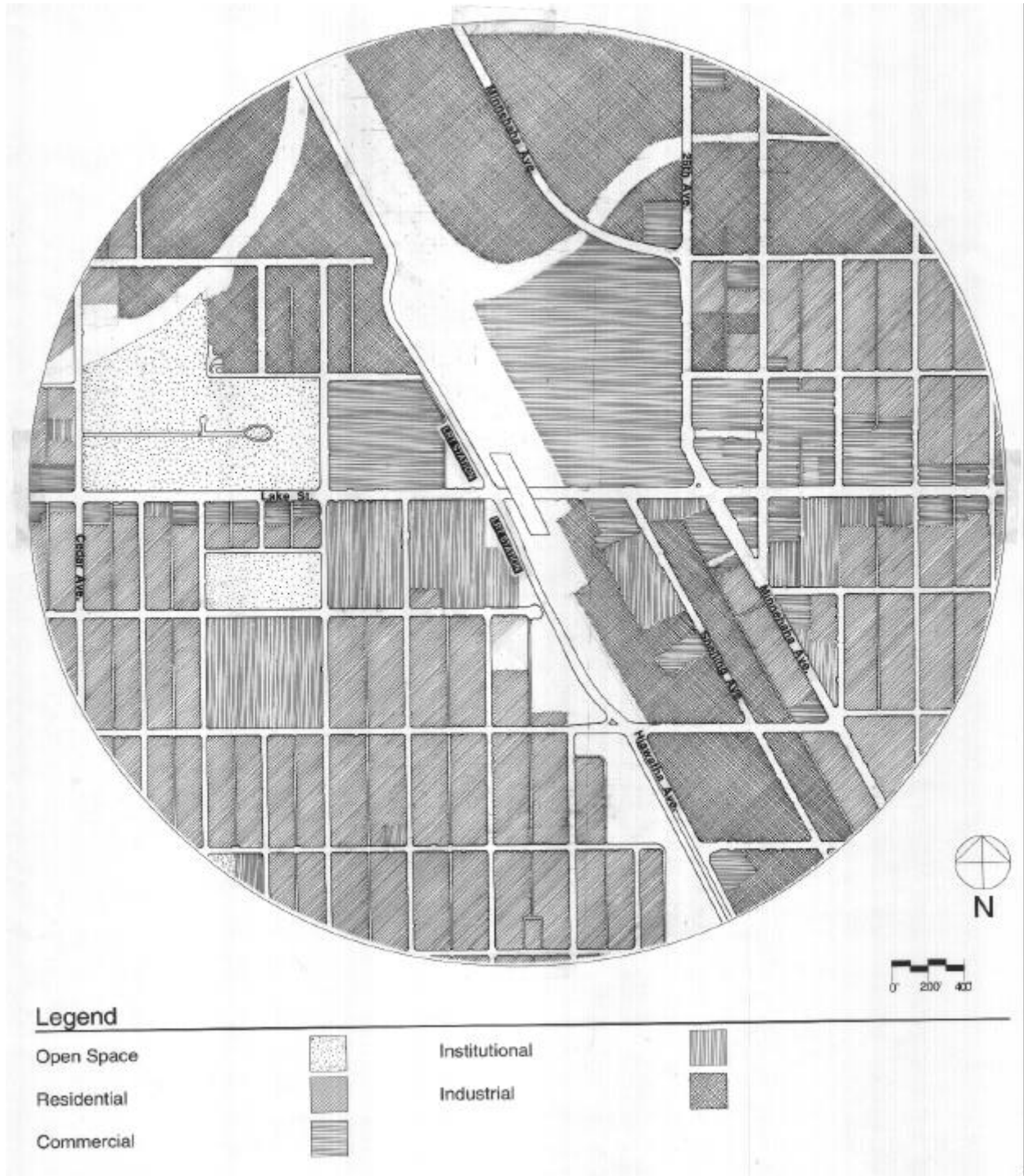
The largest commercial land uses are northeast and northwest of the station. To the northwest is the Hi-Lake Mall, a 1950s strip shopping center. To the northeast is the Minnehaha Mall, built on the site of the former Minneapolis-Moline plant. Other commercial uses are located along Lake Street in both directions from the station.

Institutional uses are also located nearby, with a number of community facilities within the service area of this station. These include schools and a YWCA in the quadrant southwest of the station, and municipal services including a library and police station east along Lake Street.

The remaining industrial uses are somewhat prominent in the station area. The corridor south of Lake from Hiawatha to Snelling retains its industrial uses. Other large industrial tracts are concentrated north of 28th Street on either side of Hiawatha.

Residential uses are located beyond main traffic arteries such as Lake and Minnehaha. Neighborhoods with largely single-family homes are located south of Lake on either side of Hiawatha. A smaller residential pocket is located north of Lake, east of Hiawatha.

Also within this station area is the historic Pioneers and Soldiers Cemetery at Lake and Cedar Ave. In this densely settled area, the cemetery is an important open space in the midst of the city. Along the east-west rail corridor north of the station the new 29th Street Greenway will connect the lake district to the west to the Mississippi River to the east.



Legend

- Open Space
- Residential
- Commercial



- Institutional
- Industrial



LAKE STREET STATION

PEDESTRIAN ACCESS

The major transportation routes have created an often uncomfortable pedestrian environment because of the heavy automobile and truck traffic and lack of adequate pedestrian crossings. Difficulties occur for pedestrians in getting across Lake, as well as crossing Hiawatha, due to the width of these busy arteries and the heavy traffic counts on them.

Average Daily 1996 Traffic Counts

Hiawatha (at Lake)	31,900
Lake (Cedar to 31 Ave. S.)	27,800 to 16,800
Minnehaha (south of Lake)	12,200
Cedar (at Lake)	16,700

Potential riders from east of Hiawatha have only one path to get to the station location on the west side: they must cross an unfriendly area under the Hiawatha Avenue overpass. Currently the sidewalk is broken up and littered, and it is dark under the overpass. Automobile traffic is uncomfortably close to pedestrians. Plans for this area create a mini traffic interchange under the overpass. If conditions are not changed substantially, pedestrians wishing to reach the station will have to make four separate crossings to get across all of the lanes of automobile traffic.

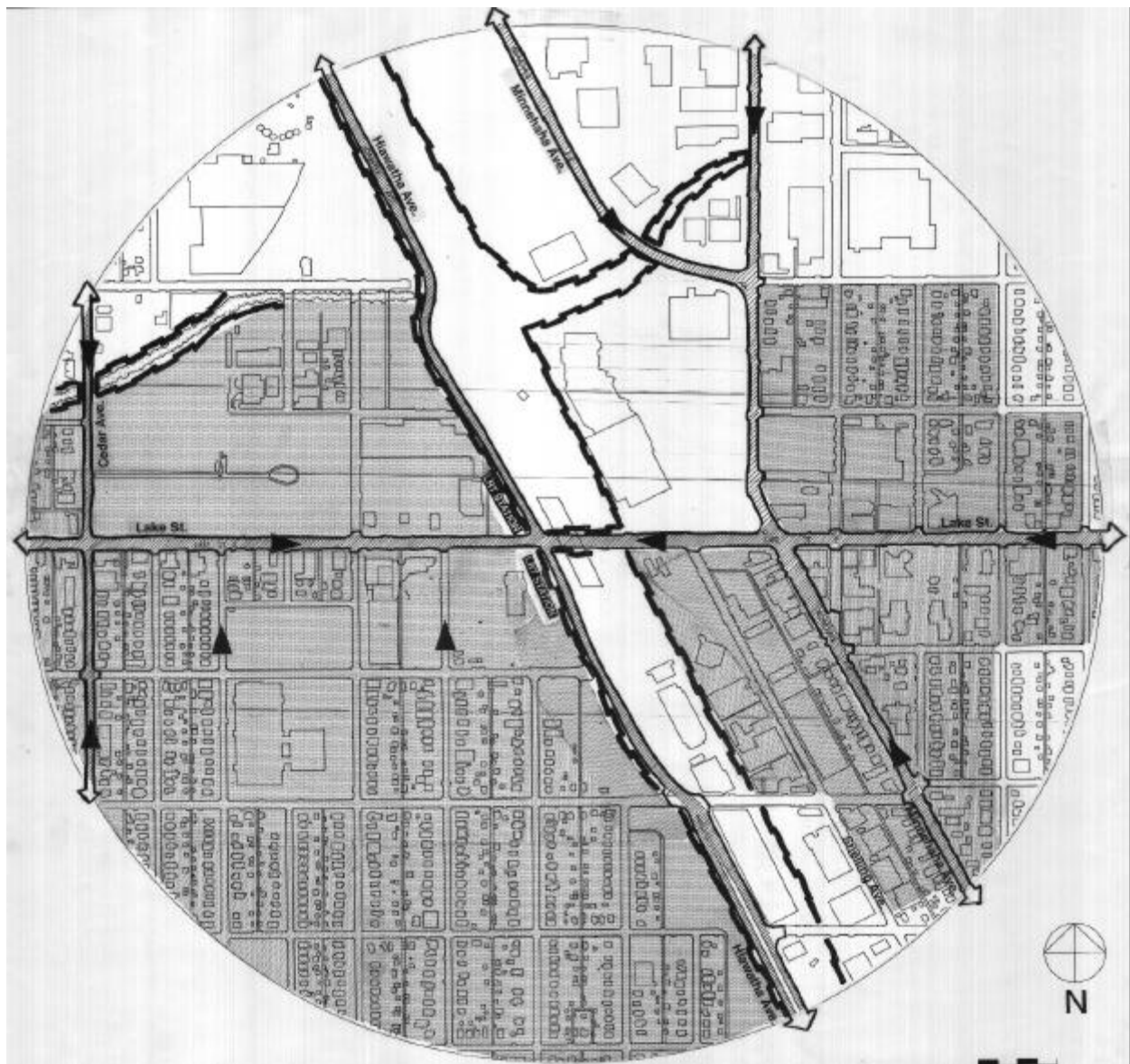
East of the overpass, the pedestrian environment is poor. This is an area of superblocks, malls and large parking lots with no pedestrian-scaled street grid for walking. The pedestrian way is an open corridor along Lake Street. The Target store parking lot is a popular short cut for pedestrians who frequently abandon shopping carts by the bus stop. There is no clear pathway through the lots for pedestrians, who must dodge automobile traffic entering and leaving the parking lot. Parking lot lighting does not provide a comfortable level of light for pedestrians. No nearby buildings provide "eyes on the street" to support personal safety while walking.

The large amount of parking at this shopping center should allow adequate space to create a safer and more comfortable pedestrian corridor to the east.

Pedestrian crossings for Lake Street, both east and west of Hiawatha, are inadequate and do not feel safe. There are traffic lights at Snelling and at 22nd Avenue S. and Lake, but there are no crosswalks or amenities such as wide sidewalks that make a comfortable place for pedestrians. With land use changes, it is possible that traffic lights and crosswalks should be relocated to more convenient and/or safer corners. For example, a crosswalk may be more suitable at 21st Avenue S. to serve pedestrians from the YWCA and South High School. Crosswalks should be clearly delineated at the Cedar and Minnehaha intersections. In each case, the crosswalks should be placed where they can safely serve the most people. They need to work safely with traffic flow to provide access to the Lake Street station.

The pedestrian environment on Lake west of Hiawatha should be enhanced. A comfortable pedestrian route should be identified in connection with the redevelopment opportunities on the northwest corner of Hiawatha and Lake. The Green Institute, on the parcel north of 29th Street, should have pedestrian connections to the station. There should be an identified pedestrian route along the Hi-Lake Shopping Center or any redevelopment in that area.

Minnehaha Avenue south of Lake retains a relatively comfortable pedestrian environment with both small business buildings and residences placed at consistent setbacks. They are oriented to the street.



Legend

Primary Area of Rider-ship Draw



Major Arterial Street



Direction of Pedestrian Movement



Green Way



Boundary to Pedestrian Movement



LAKE STREET STATION

DESTINATIONS AND MOVEMENT

A primary reason for locating a station at Lake Street and anticipating its heavy use are the converging of various modes of transportation and the numerous commercial, residential and institutional destinations within a one-quarter mile radius surrounding the station. This area also contains vacant and underutilized land that is suitable for development and redevelopment opportunities.

The number of commercial destinations at this area are:

- C The Hi-Lake Mall. Dating back to the 1950s, this is a strip mall, which is set back from the street with a parking lot in front. The major tenant is the Savers Department Store, with other smaller stores including an auto parts, discount clothing, laundromat and other services. Two fast food restaurants are located in separate buildings next to the street.
- C The Minnehaha Mall. Built approximately two decades ago on the site of the old Minneapolis-Moline plant, the Minnehaha Mall is anchored by a Target store. While the Target store has continued, smaller stores within the mall have languished. A large freestanding Cub grocery is located at the corner of Minnehaha and shares the mall's parking lot.
- C Rainbow strip mall. The Rainbow store is located east of Minnehaha, with a parking lot in front.
- C Lake Street East. This part of Lake Street has a variety of service and retail uses in the blocks east of Minnehaha, which are located in older, streetcar-era buildings.
- C Aspen Clinic. The clinic is located along Snelling south of Lake.

The institutional destinations are:

- C Edison PPL School. It is located south of Lake Street west of Hiawatha. This elementary school occupies the former Brown Institute building and is surrounded by a large parking lot.
- C The YWCA. A new YWCA will be built on the block between 22nd and 21st south of Lake.

- C South High School. This school is located between 19th and 21st avenues, north of 32nd Street.
- C East Lake Public Library. The library is located at 2727 E. Lake, convenient to both the shopping and adjacent residential neighborhoods.
- C Minneapolis Police 3rd Precinct Station. This station, is at 3000 Minnehaha Ave.
- C The new Green Institute. The Green Institute is being constructed at 29th and Hiawatha.

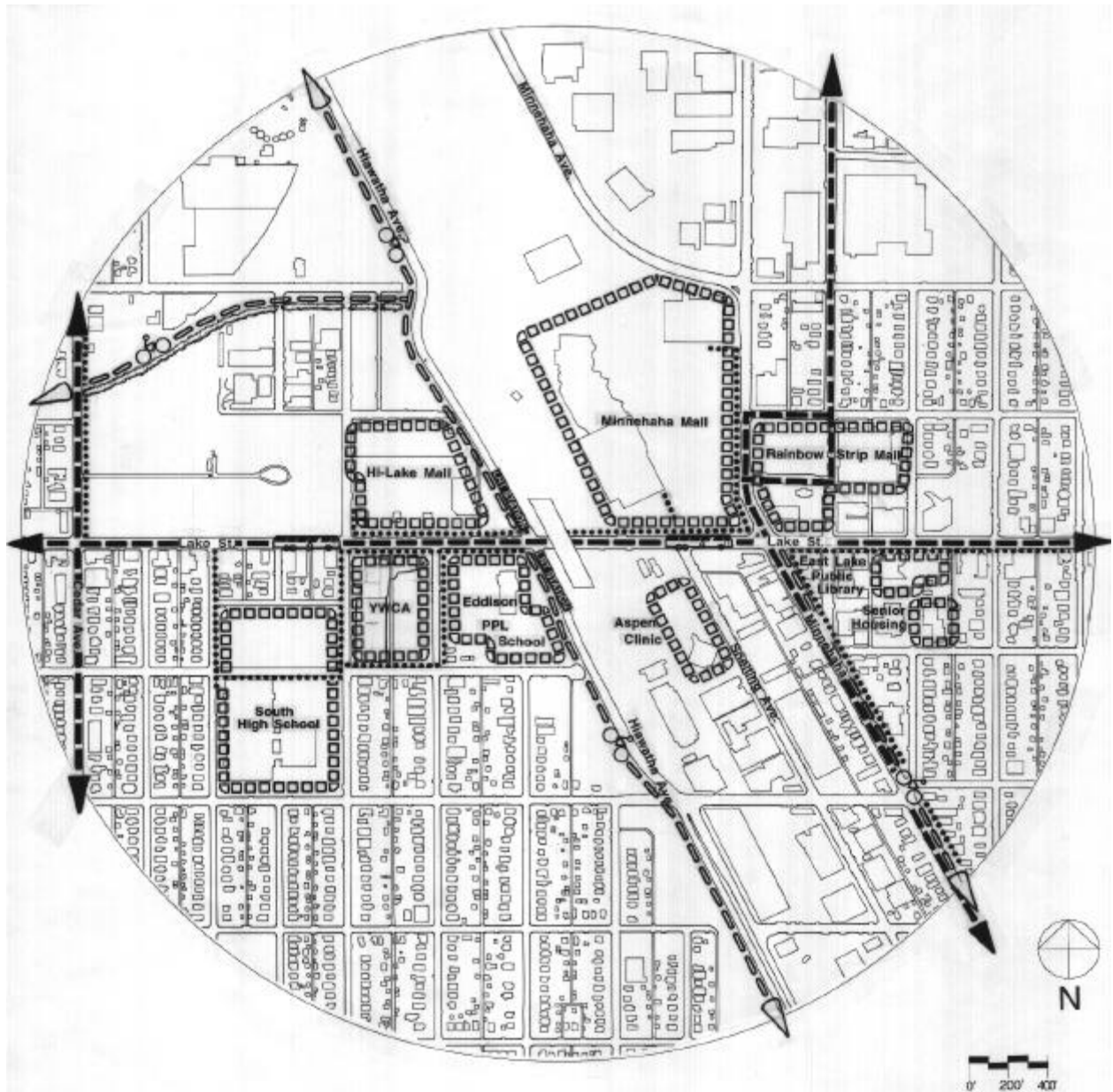
There is a mix of housing near the station, they are:

- C Trinity Apartments, senior housing located adjacent to Holy Trinity Lutheran Church and
- C A variety of single-family and low-density multi-family housing located in the surrounding neighborhoods, most heavily in Corcoran and Longfellow.






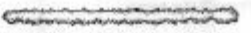
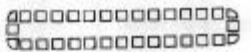
Movement

The Lake Street Station will be a multi-modal location, with converging regular route transit and bicycle routes as well as pedestrian routes.

The area is already well served with regular route transit. The route 21 bus line harkens back to the old Selby-Lake streetcar, connecting the Minneapolis Uptown area with downtown St. Paul. The 94L express runs the same route, but with limited stops east of Hiawatha on its way to downtown St. Paul. Route 7 follows Minnehaha Avenue, connecting downtown Minneapolis and Cedar-Riverside with Minneapolis-St. Paul International Airport and the Mall of America. Other routes are nearby or have limited runs along Hiawatha such as route 20, and routes 19 and 22 on Cedar Avenue west of Hiawatha. Passengers on these routes will be able to connect with LRT at the Lake Street station. Marked bicycle routes also connect with the Lake Street Station. Existing Hiawatha Avenue is a bicycle route, and another runs along Minnehaha south of Lake. The 29th Street Greenway will connect with the Hiawatha bikeway at 28th Street East.



Legend

- Pedestrian Routes 
- Bus Routes  
- Bicycle Routes  
- Green Ways 
- Major Destinations 

LAKE STREET STATION

ZONING

Transit-supportive zoning is a principal tool for implementing land use and community development policies. By the end of 1999, Minneapolis anticipates adoption of a new zoning ordinance to replace its 1963 zoning code. The new ordinance will give the city staff the ability to encourage transit-friendly development and redevelopment on outmoded and underutilized land and buildings. This discussion is focused on the existing zoning and its relationship to development opportunities as noted later in this report.

The immediate area surrounding the Hiawatha and Lake station is zoned for business and manufacturing uses. Residential uses are often a block back from Lake, although some residential fronts on Lake, and adjacent to Hiawatha in the quadrant southwest of the station.

Zoning districts in the area around the Lake Street station include:

- R4 General Residential**
- R5 General Residential**
- R6 General Residential**
- B1 Office-Residence**
- B2S Neighborhood Service**
- B3 Community Retail**
- B3S Community Service**
- B3C Community Commercial**
- M1 Light Manufacturing**
- M2 Limited Manufacturing**
- M3 General Manufacturing**

As with most zoning codes, in Minneapolis' code, lower numbers generally indicate less density and less intense uses. Thus M3, general manufacturing, allows an intensive use like a scrap or salvage yard, while such a use is not allowed in M2 or M1.

Many of the business and manufacturing zoning categories shown on the map have a second number, such as B3S-1 or M2-2. The second number is a subdistrict of the base district and reflects the floor area ratio (FAR) and lot area, with the lower numbers again reflecting the least intensity.

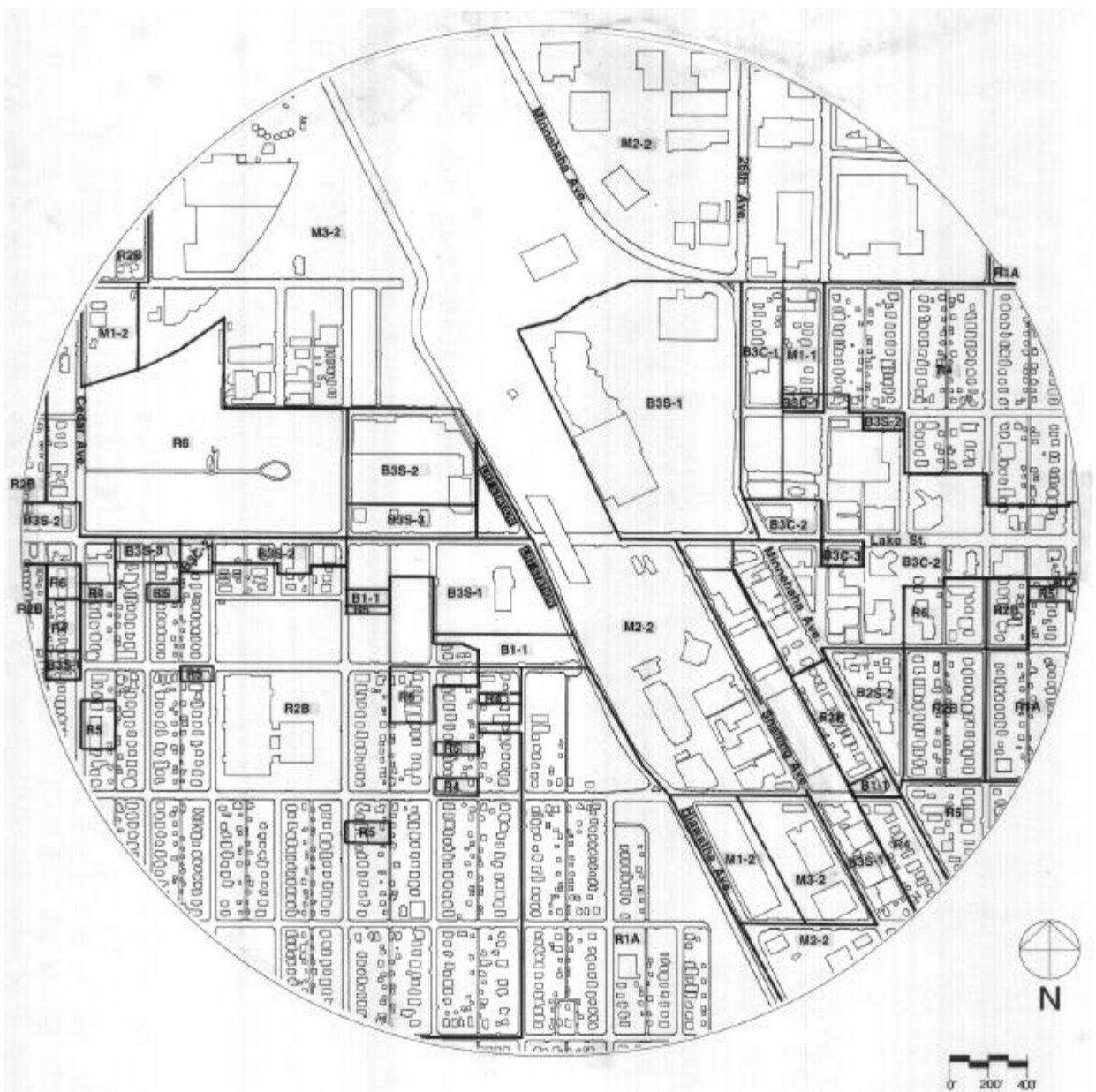
Potential Development options suggested for the Lake Street station focus on the immediate area surrounding the station .

Except for the diagonal corridor of Hiawatha Ave. zoned M2-2, much of the land in the immediate vicinity of the station is zoned B3S, Community Service. This zone allows goods and service uses not allowed in Community Retail (B3), particularly auto-oriented uses such as garages and motor vehicle sales. Other services such as dry cleaning and laundries, or institutions such as trade schools and hospitals, are also allowed uses in B3S.

Large areas of M2 and M3 zoning lie along Hiawatha, in the northwest quadrant north of 29th Street and in the northeast quadrant east of Minnehaha Avenue. Only the land north of 28th Street and west of Hiawatha, is vacant and presents a development opportunity; the other parcels are currently in use.

The residential zones are all classified as General Residence Districts, and allow for a wider variety of residential units. These districts can accommodate greater housing densities either by right, or with conditional use approvals.





Legend

Residential Categories

- R1A
- R2B
- R3
- R4
- R5
- R6

Business Categories

- B1-1
- B2S-2
- B3C-2
- B3C-3
- B3S-1
- B3S-2
- B3S-3

Industrial Categories

- M1-1
- M1-2
- M2-2
- M3-2

LAKE STREET STATION

DEVELOPMENT OPPORTUNITIES

There are a variety of opportunities for transit-oriented development in the Lake Street Station area. While there are several vacant parcels, there are also large areas that are underutilized. Many are parking lots. Other parcels have outmoded buildings that may be suitable for redevelopment or retrofit at a greater density. This map shows areas that fall into each of these categories. Illustrations on the following pages offer various scenarios for transit-friendly development.

Vacant Parcels

Much of the vacant land in the Lake Street Station area is currently zoned industrial. These parcels are located northwest of 29th Street and 21 Avenue S., and northeast of 28th Street and Minnehaha.

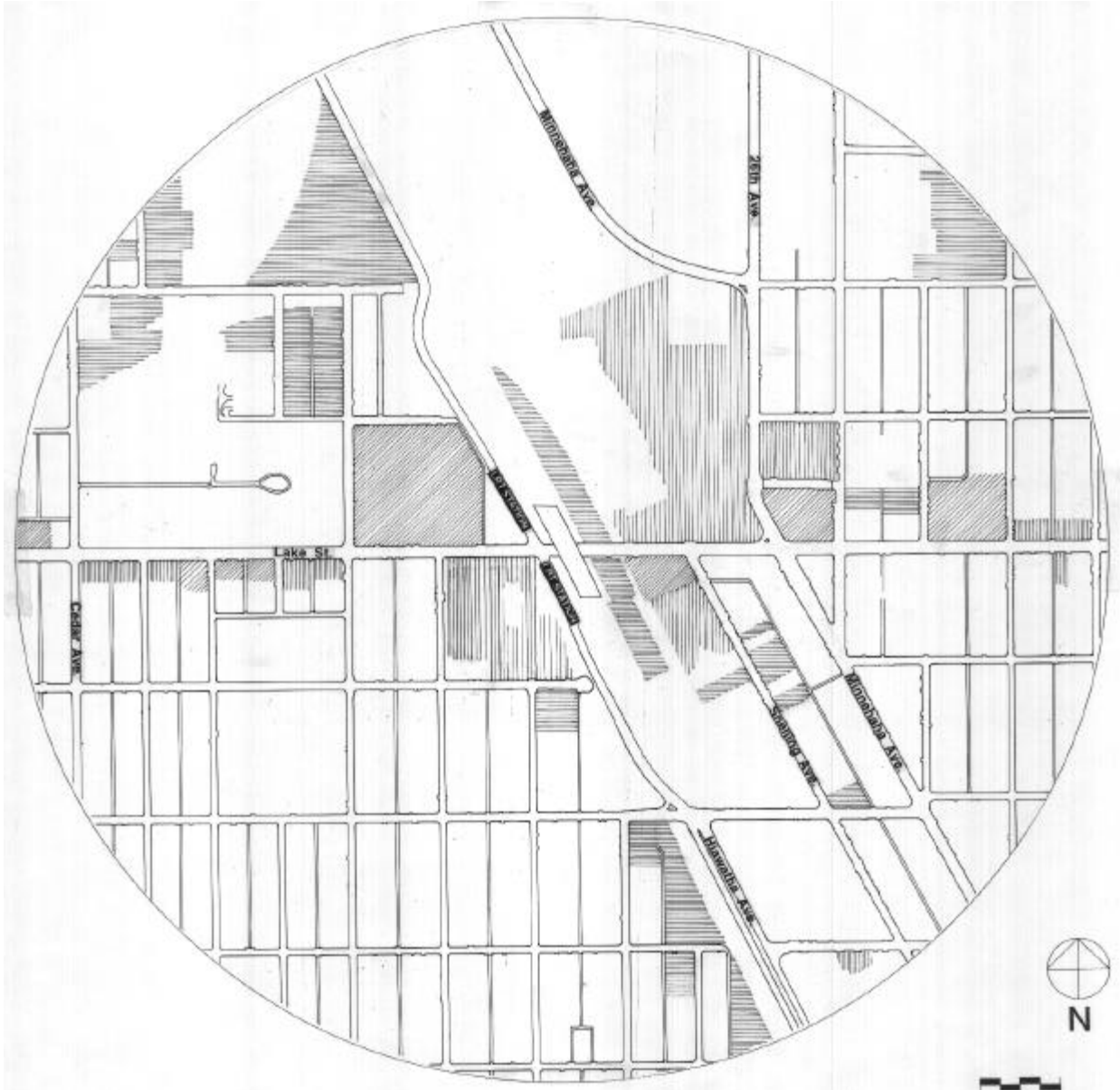
A potentially more significant strip of vacant land lies adjacent to the east side of the Hiawatha overpass and running behind the Minnehaha Mall and south across Lake for approximately one block. This narrow strip has the potential for pedestrian-oriented uses and/or badly needed green space that could enhance the needed pedestrian connections under the Hiawatha overpass.

Redevelopment/Enhancement

Areas close to the station have the potential for redevelopment and enhancement that make use of the opportunity that a light rail station provides. Several underutilized parcels are the large areas along Lake Street currently devoted to parking lots. The largest of these is the parking for Minnehaha Mall and the Rainbow Mall east across Minnehaha. The parking lot surrounding Edison PPL School offers another sizable tract. Although parking is needed for these uses, efforts should be made to diminish their size by using parking strategies that permit this land to be used more efficiently.

The Hi-Lake Shopping Center strip mall located adjacent to the LRT station also has the potential for a use that is more supportive of transit than the current uses.

The smaller commercial buildings located on Lake east of Minnehaha are prime candidates for new commercial uses that provide goods and services needed in the neighborhood. This section of Lake Street has real potential for creating an urban village because of the proximity of uses: the library, the Trinity Apartments, the church, and buildings with storefronts suitable for small businesses and offices.



Legend

- Vacant Land**
 (Land not presently in use)

- Under-utilized Land**
 (Land that isn't being utilized for full development potential, i.e. parking lots)

- Land with Incompatible Land Uses**
 (Land Uses that don't support transit, i.e. auto focussed uses)

LAKE STREET STATION

POTENTIAL DEVELOPMENT SCENARIO I

Introduction

The following three development scenarios present differing concepts of pedestrian amenities, redevelopment potential and development densities for the area surrounding the Lake Street station. All three focus on improving the Lake streetscape and the pedestrian connections under the Hiawatha bridge to encourage the east-west pedestrian movement that is vital to the success of the station. Even though the station location is northwest of Lake and Hiawatha, the project studied a south of Lake option.

Each scheme adds improved pedestrian connections along Lake, particularly under the Lake Street overpass, where the current road design accommodates the needs of cars but makes it very difficult for pedestrians. Enhanced crosswalks are placed at Snelling east of Hiawatha, and 21st, 22nd and 23rd avenues west of Hiawatha. The crosswalks on the west will provide an efficient connection to the institutional uses in that quadrant, including the new YWCA, South High School, the Edison PPL school plus any new redevelopment proposed for that area.

In terms of land use and density, each scheme also concentrates the highest density uses and buildings along Lake and Hiawatha, with proposed new housing set back from these busy streets which provides a transition to the nearby neighborhoods. All three proposals incorporate landscaping and some open space to enhance the pedestrian realm. The schemes portray different options to accommodate potential users around the Lake Street station, from industrial uses for buildings with large footprints, to greater density mid- to high-rise buildings that may be suitable for signature buildings serving as corporate headquarters.

Potential Development Scenario I

In the first scenario the LRT station is located at the chosen site, in the northwest quadrant at the intersection of Hiawatha and Lake. The quadrant is a mixed use area, replacing the current auto-oriented commercial uses. The grid street system is reinstalled; 22nd Avenue S.

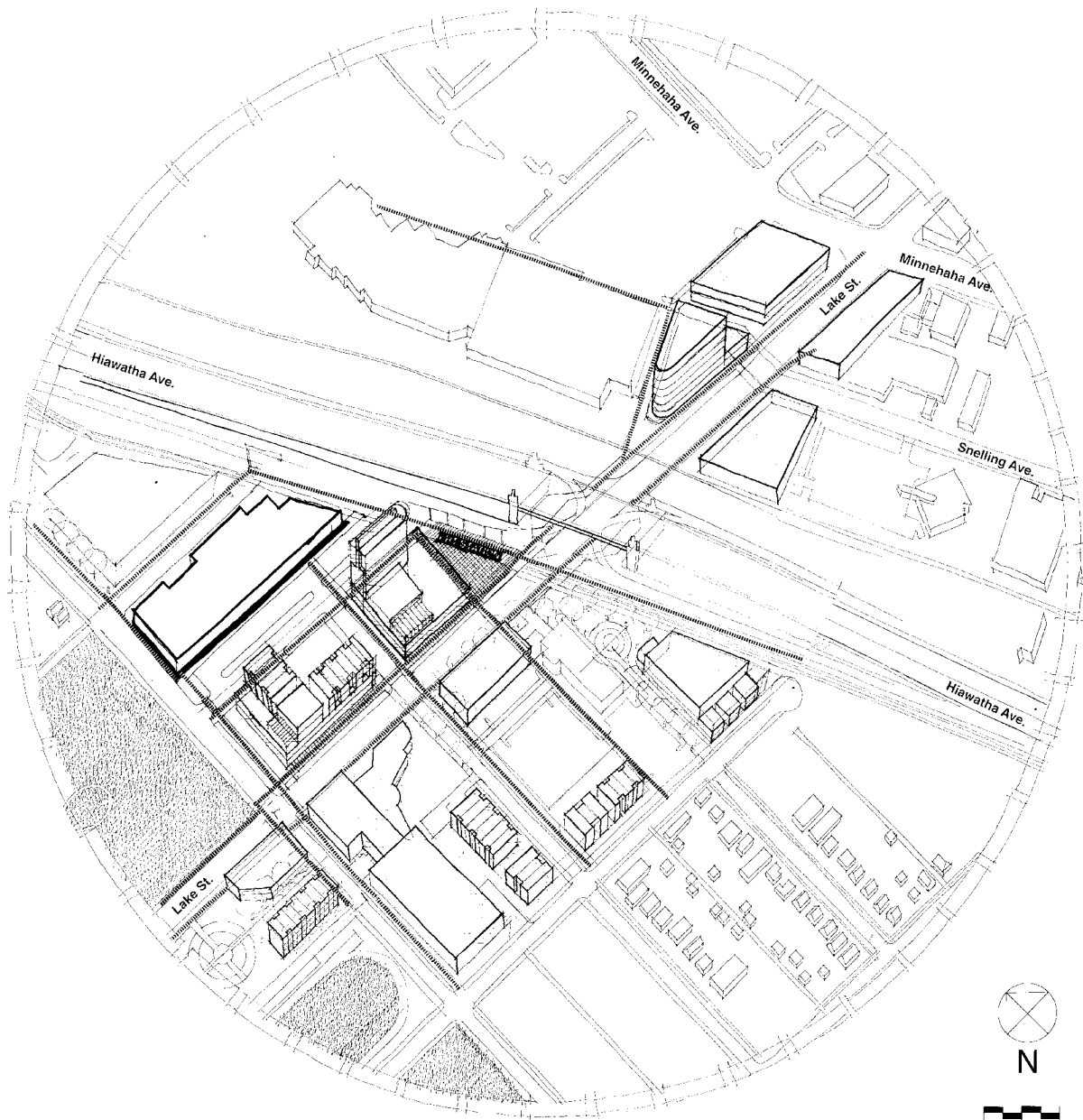
divides the area into two blocks. The mid-rise office buildings on Lake Street are built up to the sidewalk to encourage density adjacent to the station, but also to create a comfortable pedestrian corridor. The buildings provide an edge for pedestrians and offer a feeling of safety with ground-level windows providing "eyes on the street." Trees and landscaping along the street provide a canopy and help to soften the impact of heavy traffic along Lake.

Additional low-rise buildings are located on the north half of these two blocks, but instead of being the back of the block as in the current configuration, both buildings have street frontage on 22nd Avenue S. as well as on 29th Street. A pedestrian corridor between the buildings provides convenient access to the LRT station. On the west along 23rd Avenue S. the blocks overlook the historic Pioneers & Soldiers Memorial Cemetery, a green space amenity in this area. The mid-rise residential buildings take advantage of the green space view, and provide near station housing that could be live/work housing.

Much of the development proposed for the southwest quadrant is also mid-rise housing that will blend in well with the institutions already in place, as well as the single-family residential south of 31st Street. The exception is a mid-rise office building along Hiawatha, on the current parking lot of the Edison PPL School. The larger office building provides a buffer for housing from the noise of Hiawatha Ave., and also keeps the highest density closest to the busiest streets. A landscaped plaza extends to Lake, providing a visual connection from this building toward the LRT station and a green pedestrian gathering space at a busy intersection.

East of Hiawatha greater density is concentrated along the street. New multi-use buildings reflect the form of the streetcar era buildings farther to the east with setbacks at the sidewalk edge. A mid-rise office building takes advantage of the triangular site, which is currently a parking lot adjacent to Target, to not only increase the density of use in the neighborhood, but to add an architectural

signature that could define the Lake Street
station area.

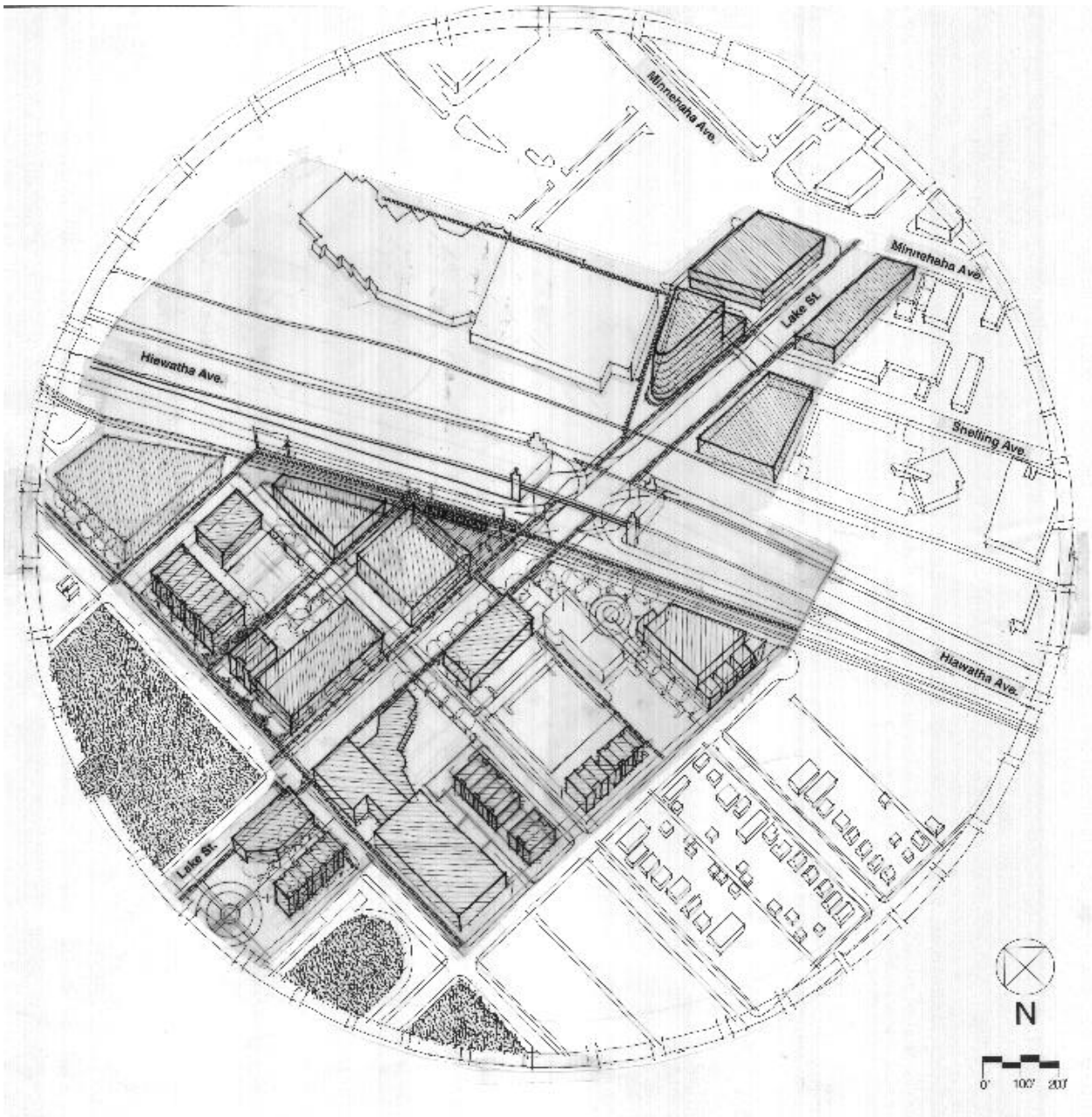


LAKE STREET STATION

POTENTIAL DEVELOPMENT SCENARIO II

Scenario II is very similar to scenario I. It has intense development along Lake, residential development in the southwest quadrant and pedestrian amenities along Lake which enhance the public realm. The major change in this scenario is the more intense use of the northwest quadrant adjacent to the station for mixed office, commercial, residential and industrial uses. The grid is partially restored to provide access into the block, although the northern end is closed with a large, low-rise, industrial building.

The portion of the block fronting on Lake has more intense development; a high tower steps down to the street. This configuration offers a prominent building adjacent to the station which could serve as a highly visible corporate headquarters. The western half of the block has high rise with mixed uses. It also steps down on the west taking advantage of the view of the green space.

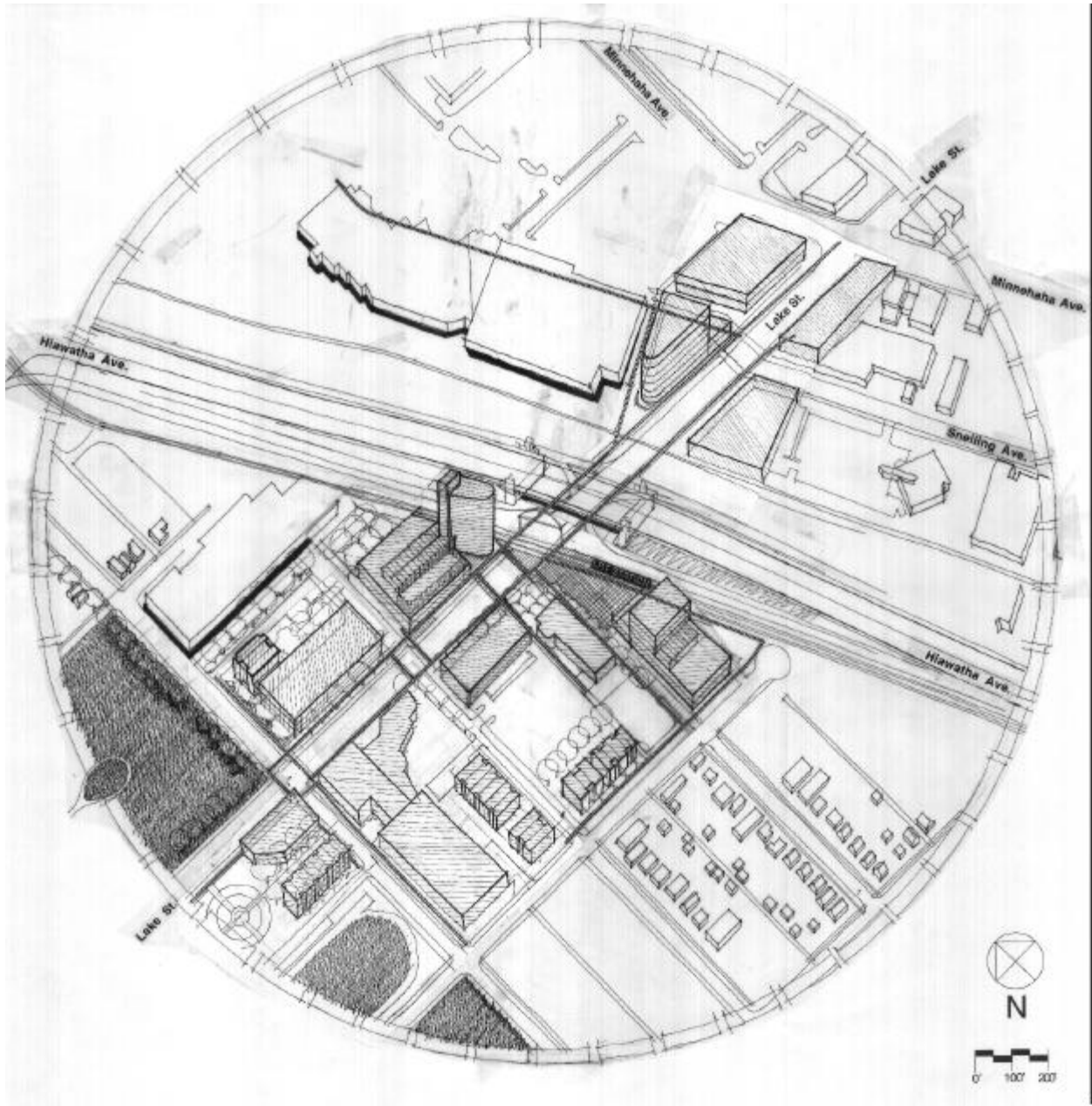


LAKE STREET STATION

POTENTIAL DEVELOPMENT SCENARIO III

The third scenario moves the LRT station to south of Lake Street and concentrates the highest intensity buildings adjacent to the LRT line. A mid-to high-rise office building is adjacent to the station on the south, with a large pedestrian plaza tying it to Lake Street. Across Lake is a high-rise, distinctive signature building with attached mid-rise structure. Both of these concentrate a high number of people very near the LRT station.

On the north side of the street, the grid is partially restored along 22nd Avenue S., but it ends mid-block with a low rise industrial building. A pedestrian walkway canopied by trees divides this building from the south half of the block. Between 22nd and 23rd avenues south are two buildings. A mid-rise office building is located on Lake Street, and an adjacent housing overlooks the cemetery. The addition of 22nd Avenue S. and the pedestrian walkway add interior amenities to these blocks and provide multiple entry points and flexibility for these buildings.



THIRTY EIGHTH STREET STATION

OVERVIEW AND MAJOR ISSUES

Overview

The 38th Street Station is located in a largely single-family neighborhood and can be anticipated to serve residents and neighborhood commercial functions. In contrast to Lake Street, this station will have limited commercial services that are focused on neighborhood riders and their needs.

The 38th Street station is in the shadow of grain elevators and heavy industrial uses on the east side of Hiawatha. While some smaller areas will be available for redevelopment, the overall industrial character of that side of the corridor north of 38th is not likely to have major changes.

South of 38th closer to Minnehaha Avenue, encompassed within the Howe and Hiawatha neighborhoods, there are some opportunities for higher density housing and enhancing commercial nodes to provide neighborhood services. Areas to the east of Minnehaha are predominantly single family and should provide riders for the 38th Street station.

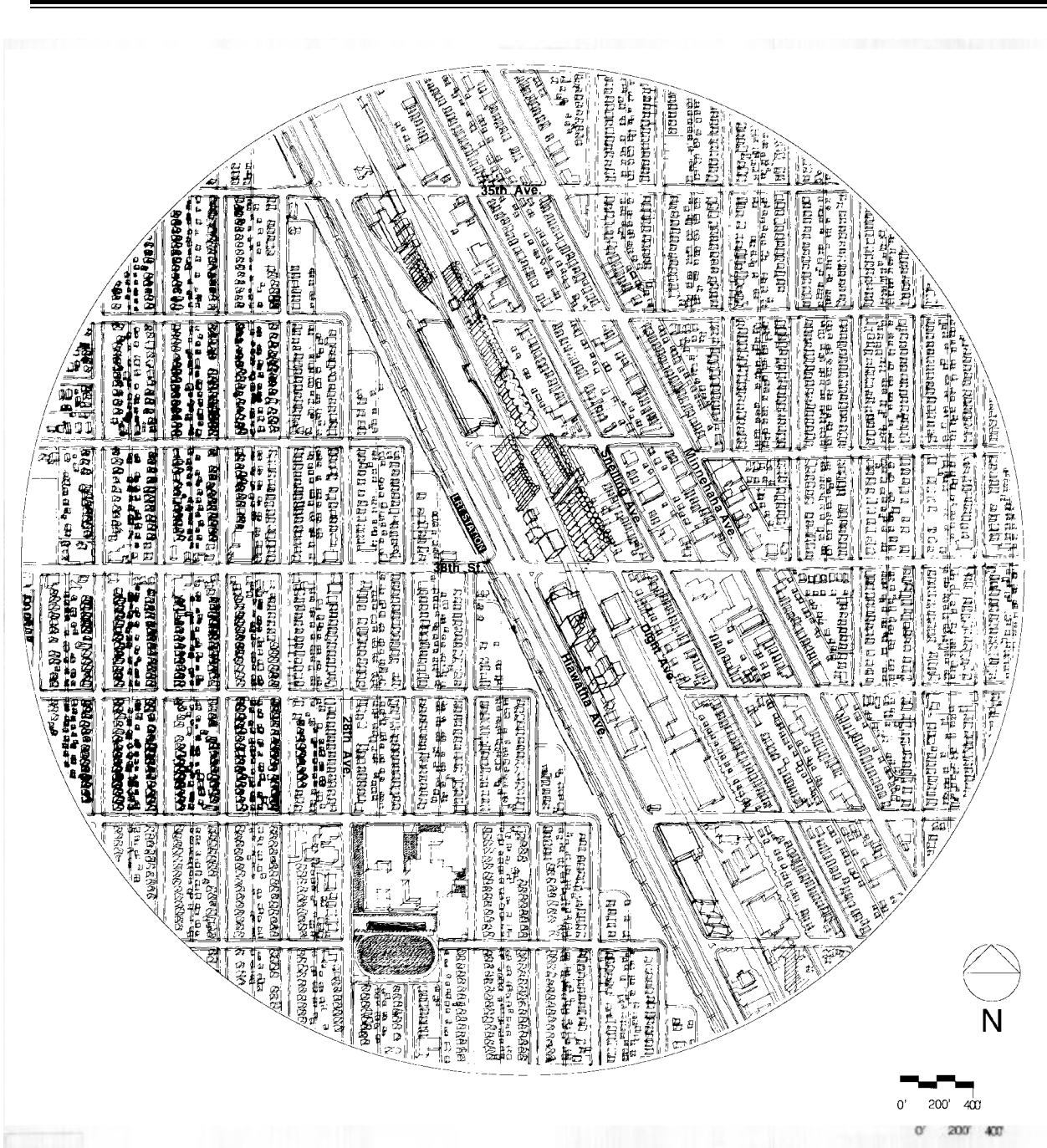
West of Hiawatha is the Standish neighborhood, one of the largest single-family areas accessible to LRT. These blocks of houses, along with Roosevelt High School on 28th Avenue. S. can also be expected to supply LRT riders.

A major concern of residents in the area is safety and improving access for pedestrians to the LRT station. The difficulty of crossing Hiawatha is a significant issue. There are also concerns about making the station feel less isolated and more comfortable for riders.

This station has great potential to serve a large number of neighborhood residents and some workers in the existing industries. It also has the potential to enhance neighborhood commercial nodes by providing for a clustering of businesses that provide needed neighborhood services both east and west of Hiawatha Avenue.

Major Issues

- c Encouraging light industrial uses and/or other job-providing businesses on underutilized parcels,
- c Encouraging transit-friendly commercial development along 38th Street,
- c Encouraging higher density residential development where appropriate,
- c Developing the green triangles of land south of 38th as a community amenity,
- c Accommodating the needs, if possible of the commercial business adjacent to the station site on 38th that serves as a neighborhood gathering place,
- c Creating a safe and pleasant pedestrian area at the station,
- c Buffering the housing to the west of the station from the station and the bus hub,
- c Providing safe pedestrian access across Hiawatha and 38th,
- c Creating pedestrian areas at corners to clearly identify crossings,
- c Creating a comfortable pedestrian area along 38th east of Hiawatha by identifying a pedestrian path and buffering it from street and industrial traffic,
- c Creating a comfortable pedestrian path along 38th Street west of Hiawatha by establishing continuity through landscaping along the street, and
- c Using landscaping, paving materials or other identification elements to establish pedestrian connections south of 38th along 28th Avenue S. to the Roosevelt High School area.



Existing conditions 1/2 mile radius from proposed station

THIRTY EIGHTH STREET STATION

CITIZEN COMMENTS

Residents throughout the corridor responded with comments. Those noted here were focused on the 38th Street station area.

Most Valued Characteristics

Citizens were asked what three things they most valued about the 38th Street neighborhood.

Three answers predominated:

- C Quiet community related to river and Minnehaha Park,
- C Accessibility to downtown, parks and trails, and
- C Easy access to airport and freeways.

Each of these answers received at least ten responses as valued traits. Participants elaborated on their responses with one person calling the neighborhood a "unique, with commercial, residential all in one area." The 38th Street area clearly has a community feel for residents, several of whom noted "good neighbors--watch out for each other," or "stable neighborhood--long-time residents," as being important characteristics.

Hindrances to Convenient Transit Access

As with other station areas, respondents in the 38th Street area noted walking to the station as the biggest problem. In this area, the railroad tracks and crossing a busy Hiawatha Avenue were identified as major obstacles, along with a resulting concern for safety. One respondent summed up all potential problems: "OMy! The hindrance would be crossing--passing through the milling/grain elevator corridor (smelly, windy, dirty), CP Railroad, Hiawatha Avenue (separates the quick and the dead)."

Three Issues for Focus in the Planning Process

This question invited participants to guide the planning process by identifying areas of particular concern. The overwhelming issue noted here was the clean up of industrial land and buildings in the station area. One respondent wrote of the need to address "the dark unsafe look of the grain elevators and graffiti."

Others commented on various land use-related issues:

- C Lack of shopping centers,
- C Concern for new high density housing in an area historically that has been single-family homes,
- C Concern for commercial redevelopment around the station and its impact on the existing commercial buildings on Minnehaha, and
- C The need for pedestrian-friendly access and development.

Proposed Near Station Development

Respondents provided clear direction in their vision for the future look of the 38th Street station. They envisioned:

- C An urban village with higher density and mixed use.
- C Uses limited to neighborhood service and small professional offices, and
- C Development should be 2-3 stories in height with commercial or office on first floor and housing on the upper levels.

Along with a land use vision, respondents recognized these parking and design issues:

- C One person suggested an "attractive design with a lake or mill theme to depict our neighborhood,"
- C Another wanted "sculptures and creative sidewalk type structures to enhance the area," and
- C Another comment suggested that the station area needed "enough square footage to accommodate 'kiss and ride' drop-off plus a bus turn around."



THIRTY EIGHTH STREET STATION

LAND USE

The 38th Street station most clearly serves a residential neighborhood located adjacent to an industrial corridor between Hiawatha and Dight avenues.

The prominent land use around the 38th Street station is residential. Residential uses fill virtually the entire station service area west of Hiawatha except for a few small commercial uses along 38th, and the primary institutional use in the area, Roosevelt High School on 28th Avenue S. and 40th Street. Residential uses are also primary east of the Dight Avenue corridor. A few commercial uses are located in this area, largely in scattered spots along Minnehaha.

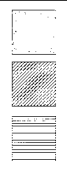
Industrial uses are prominent in this station area, exemplified by the grain elevators towering over the immediate station area. Industrial uses fill all the land between Hiawatha and Dight through the entire station service area.

The triangles of land along the western edge of Hiawatha are vacant.

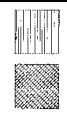


Legend

- Open Space
- Residential
- Commercial



- Institutional
- Industrial



THIRTY EIGHTH STREET STATION

PEDESTRIAN ACCESS

As with other station locations in the Hiawatha Corridor, the 38th Street area is difficult for pedestrians because of heavy automobile traffic. Traffic counts for nearby streets include the following:

Average Daily 1997 Traffic Counts

Hiawatha (at 38th Street)	35,300
38th Street (28th to 36th Ave. S).	10,100 to 5,600
Minnehaha (south of 38th St.)	9,300
Cedar (south of 38th St.)	15,400
35th Street (Cedar to Minnehaha,)	5,200 to 7,800

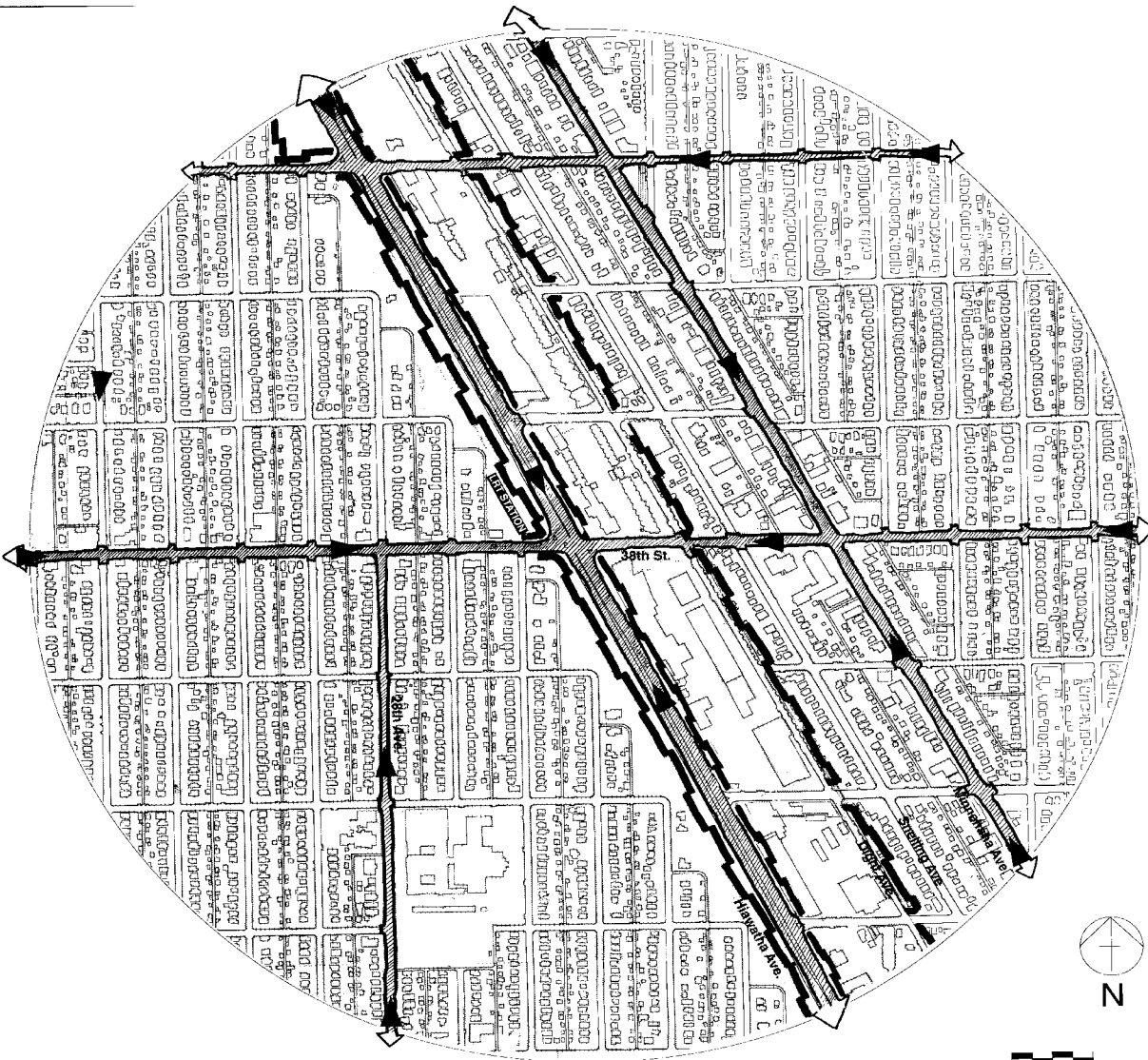
Potential LRT riders from east of Hiawatha have a difficult path to reach the station and must cross heavily traveled Minnehaha Avenue, railroad tracks, Dight Avenue and heavy industrial facilities with truck traffic before they reach Hiawatha. Major east-west crossings in this vicinity are 35th Street and 38th Street, neither of which currently has special provisions for pedestrian traffic.

The large number of single-family homes as well as various multi-family buildings east of Hiawatha make it imperative that a highly visible pedestrian way be developed along 38th Street using paving materials, landscaping or other elements that create a buffer from traffic. In addition, better crosswalks and pedestrian paths are needed to facilitate crossing 38th Street. Commercial nodes and housing both north and south of 38th, east of Hiawatha, need to be accessible to facilitate pedestrian movement.

West of Hiawatha there is great potential for developing pedestrian paths and commercial opportunities along 38th Street and south on 28th Avenue to the Roosevelt High School area. This area has predominantly single-family housing. There are commercial corners at 24th Avenue S. and another around 28th Avenue S. along 38th Street that can offer services for LRT riders. Housing is scattered along 38th and is usually oriented to the avenues, rather than 38th.

As a result, there is little continuity from block to block that helps to identify 38th as a pedestrian way.

Landscaping and encouraging pedestrian-oriented businesses will create better pedestrian routes to the station. Care should also be taken to improve pedestrian connections with the Roosevelt High School area along 28th Avenue S. This institutional area can be expected to provide riders and should be enhanced along with the commercial node at 28th Avenue S. and 38th Street.



Legend

Primary Area of Rider-ship Draw



Major Arterial Street



Direction of Pedestrian Movement



Green Way



Boundary to Pedestrian Movement



THIRTY EIGHTH STREET STATION

DESTINATIONS AND MOVEMENT

Destinations

While in the shadow of one of Minneapolis' heavy industrial areas, the 38th Street station will serve largely single-family residential neighborhoods on either side of Hiawatha. It also has the potential to enhance neighborhood commercial activity in the area near the station.

A number of small retail and business outlets line 38th Street west of Hiawatha.

Several neighborhood commercial nodes are located along Minnehaha Avenue east of Hiawatha. The largest of these nodes is at the intersection with 38th; smaller nodes occur at 35th, 36th, 39th and 40th.

There is a cluster of institutions within walking distance of the station. They are:

- c The Roosevelt High School,
- c The Roosevelt Public Library and
- c Our Redeemer Lutheran Church.

All are located at 28th Avenue S. and 40th Street approximately two blocks south of the proposed LRT station.

The industrial corridor that occupies virtually all the land from Hiawatha east to Dight is an employment destination for potential users of the 38th Street station.

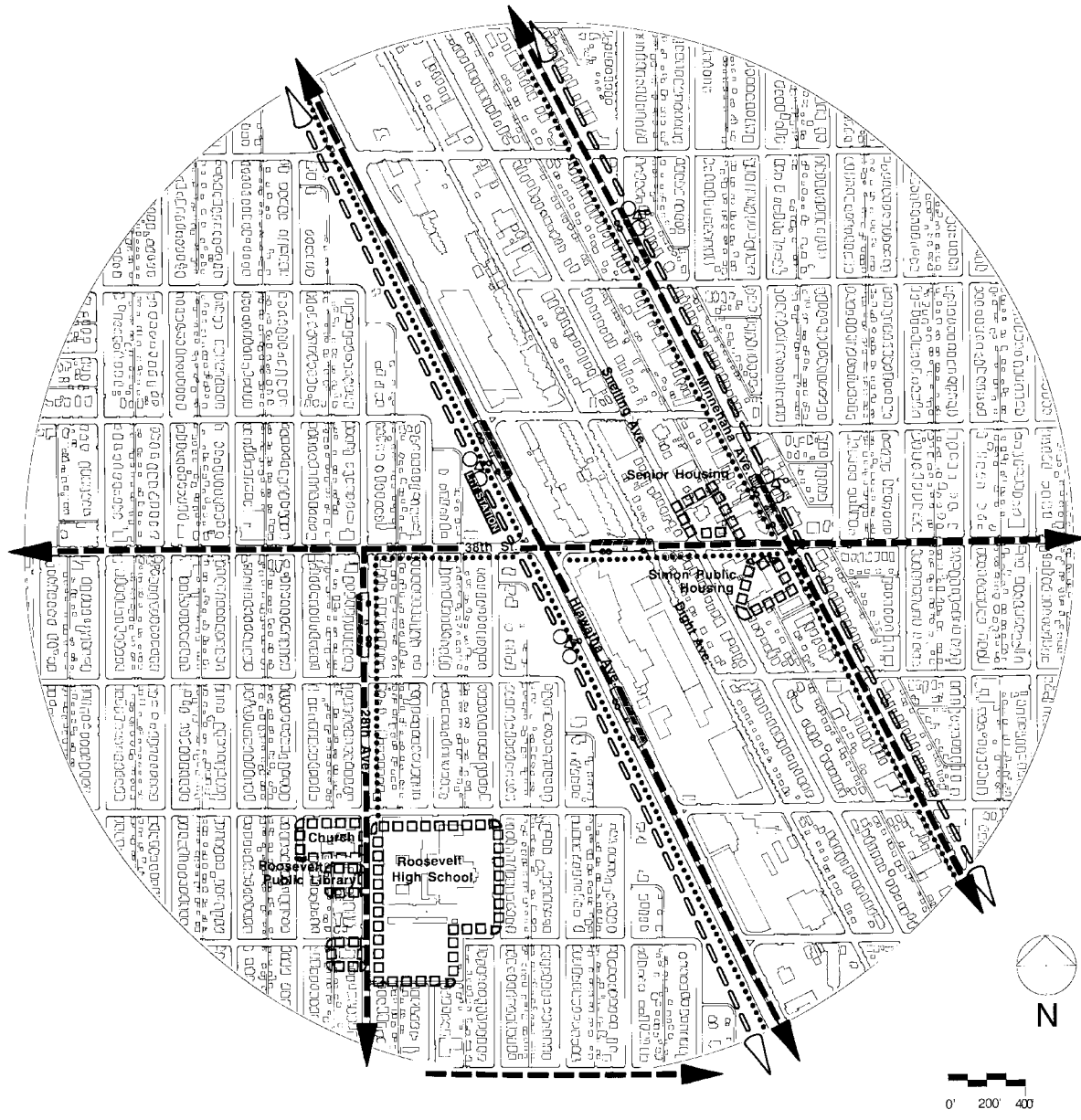
There are number of residential types in the area:

- c The Simmons Manor housing complex is located at the southwest corner of 38th and Minnehaha,
- c Additional low-rise apartment buildings are located on Snelling north of 38th Street,
- c Single-family neighborhoods include the Standish neighborhood west of Hiawatha, and the Howe and Hiawatha neighborhoods east of Hiawatha, and
- c A mix of housing types in the area from Dight to Minnehaha that include some multi-family units.

Movement

The 38th Street station will be accessible to pedestrian, bicycle and bus routes. The area is already well served with regular route transit. Route 19 connects the Mall of America with downtown and runs along 28th Avenue S. to 38th and then west in the station area. Route 7 follows Minnehaha Avenue, connecting the airport and Mall of America with downtown via Cedar-Riverside. Other routes are nearby and have limited weekday runs along Hiawatha, such as routes 20 and 22. These routes typically stop at 38th and then run directly into downtown.

Marked bicycle routes also connect with the 38th Street station. Bicycle routes currently run along Hiawatha Avenue and along Minnehaha Avenue.



Legend

- Pedestrian Routes>
- Bus Routes - - - - ->
- Bicycle Routes - - - - ->
- Green Spaces ~~~~~>
- Major Destinations □□□□□□□□□□>

THIRTY EIGHTH STREET STATION

ZONING

Transit-supportive zoning is a principal tool for implementing land use and community development policies. By the end of 1999, Minneapolis anticipates adoption of a new zoning ordinance to replace its 1963 zoning code. The new ordinance will have an enhanced site plan review process that will give City staff the ability to foster transit-oriented development.

This discussion is focused on the existing zoning and its relationship to development opportunities as noted later in this report.

The immediate area surrounding the 38th Street station is single-family residential and neighborhood and community commercial on the west side of Hiawatha. The area east of Hiawatha is much more diverse with uses that include large grain elevators, manufacturing, and a mix of commercial and housing prior to the predominantly single-family housing approximately five blocks east from Hiawatha along 38th Street.

Zoning districts in the area around the 38th Street station include:

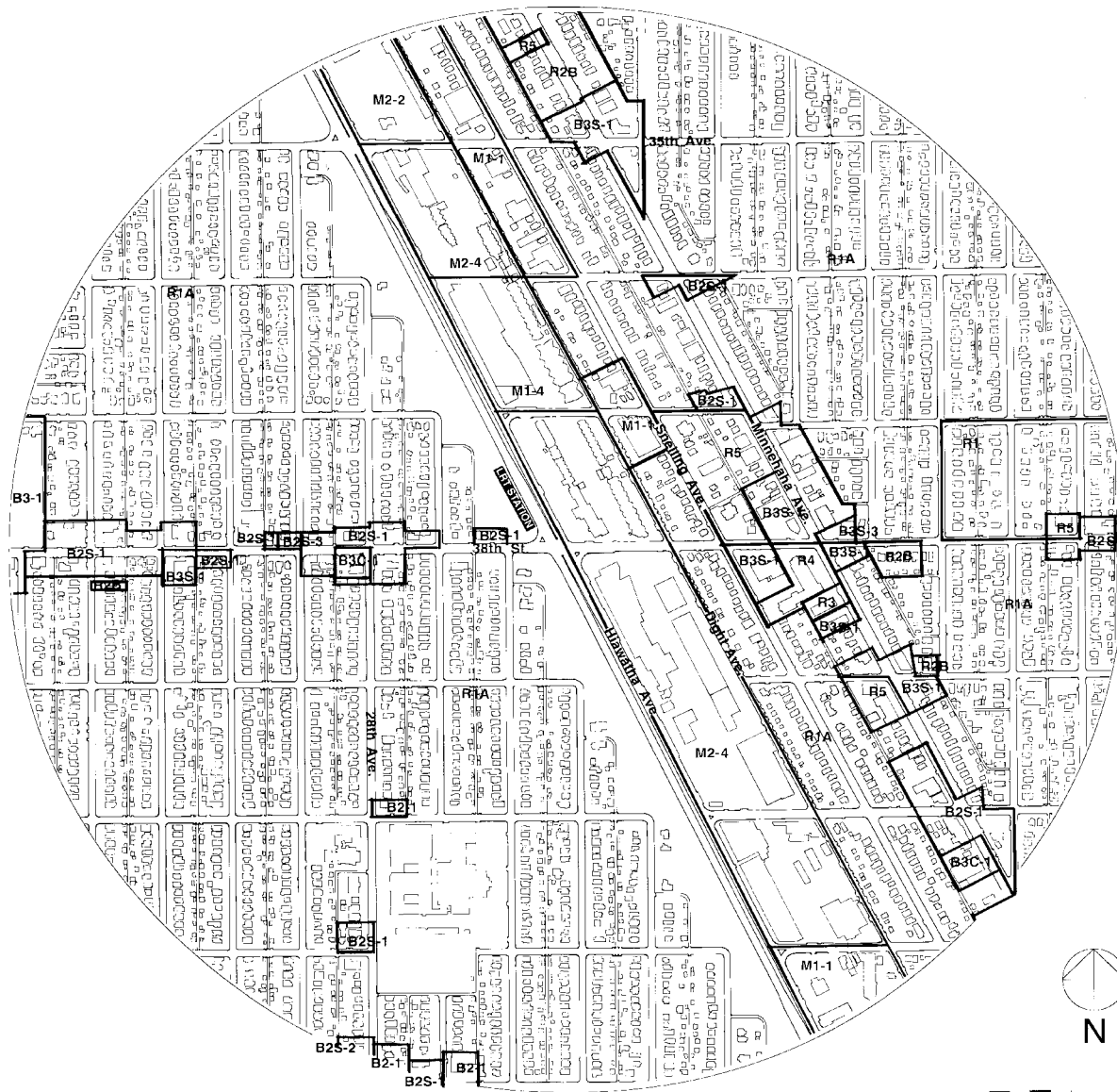
R1	Single Family Residential
RIA	Single Family Residential
R4	General Residential
R5	General Residential
B2S	Neighborhood Service
B3-1	Community Retail
B3C	Community Commercial
B3S	Community Service
M1	Light Manufacturing
M2	Limited Manufacturing

As with most zoning codes, in the Minneapolis code, lower numbers generally indicate less density and less intense uses. Thus M2, limited manufacturing, allows a more intensive use than allowed in M1.

Many of the business and manufacturing zoning categories shown on the map have a second number, such as B3C-1 or M2-4. The second number is a subdistrict of the base district and reflects the floor area ratio (FAR) and lot area, with the lower numbers again reflecting the least intensity.

Potential Development options suggested for the 38th Street station are concentrated on the east side of Hiawatha in areas that are currently zoned M1 or M2. The current manufacturing zoning will allow a wide variety of uses; some areas may be downzoned to accommodate lesser intensity business and commercial uses.

Much of the surrounding residential area is zoned R1A. This station area has predominantly single-family dwellings and a strong neighborhood character that will continue. Some higher density housing may be appropriate east of Hiawatha along 38th and 37th where R4 and R5 zoning are present along Minnehaha. Other housing may be appropriate as part of mixed use developments in the business and community zones along 38th Street. The business zoning along 38th west of Hiawatha indicates a variety of enterprises along the street that might be enhanced as part of a major access corridor to the LRT station.



Legend

Residential Categories

- R1A
- R2B
- R3
- R4
- R5

Business Categories

- B2-1
- B2S-2
- B3-1
- B3S-1
- B2S-1
- B2S-3
- B3C-1
- B3S-3

Industrial Categories

- M1-1
- M1-4
- M2-2
- M2-4

THIRTY EIGHTH STREET STATION

DEVELOPMENT OPPORTUNITIES

The 38th Street station area has its greatest potential for development in the areas immediately adjacent to Hiawatha Avenue. Unlike other areas in the Hiawatha Corridor, much of the land adjacent to the railroad tracks is still in heavy industrial use and not available for redevelopment at this time. This map shows areas that should be examined for development.

Vacant Parcels

The few vacant parcels in the 38th Street station vicinity consist of property just west of Hiawatha that was acquired for transportation uses. These triangular pieces of property will be adjacent to the LRT line but not particularly accessible from major streets. Much of the land has been used for new single-family housing. A few parcels remain open adjacent to the proposed station location on either side of 38th Street and may be suitable for limited commercial uses or mixed uses with apartments above the commercial. Any other remaining land will likely be a green space amenity between the residential neighborhood and Hiawatha Avenue.

Underutilized Parcels

The underutilized parcels offer the best opportunity for development in this station area. These parcels are east of Hiawatha on either side of 38th and near the intersection with 35th, 40th and 41st. They consist of land with industrial buildings that may no longer be in use or parking lots. Located at Hiawatha and cross streets that are paths to the stations, these parcels are strategically located to take advantage of pedestrian traffic. Several of these parcels are large enough to allow for several buildings or a large building.

Redevelopment/Enhancement

Land is classified in this category because it does not support transit and is typically auto-oriented. There are only a few scattered sites that have these land uses in the 38th Street station vicinity: two are located on 38th at Dight and at Minnehaha.



Legend

Vacant Land
(Land not presently in use)



Under-utilized Land
(Land that isn't being utilized for full development potential, i.e. parking lots)



Land with Incompatible Land Uses
(Land Uses that don't support transit, i.e. auto focussed uses)



THIRTY EIGHTH STREET STATION

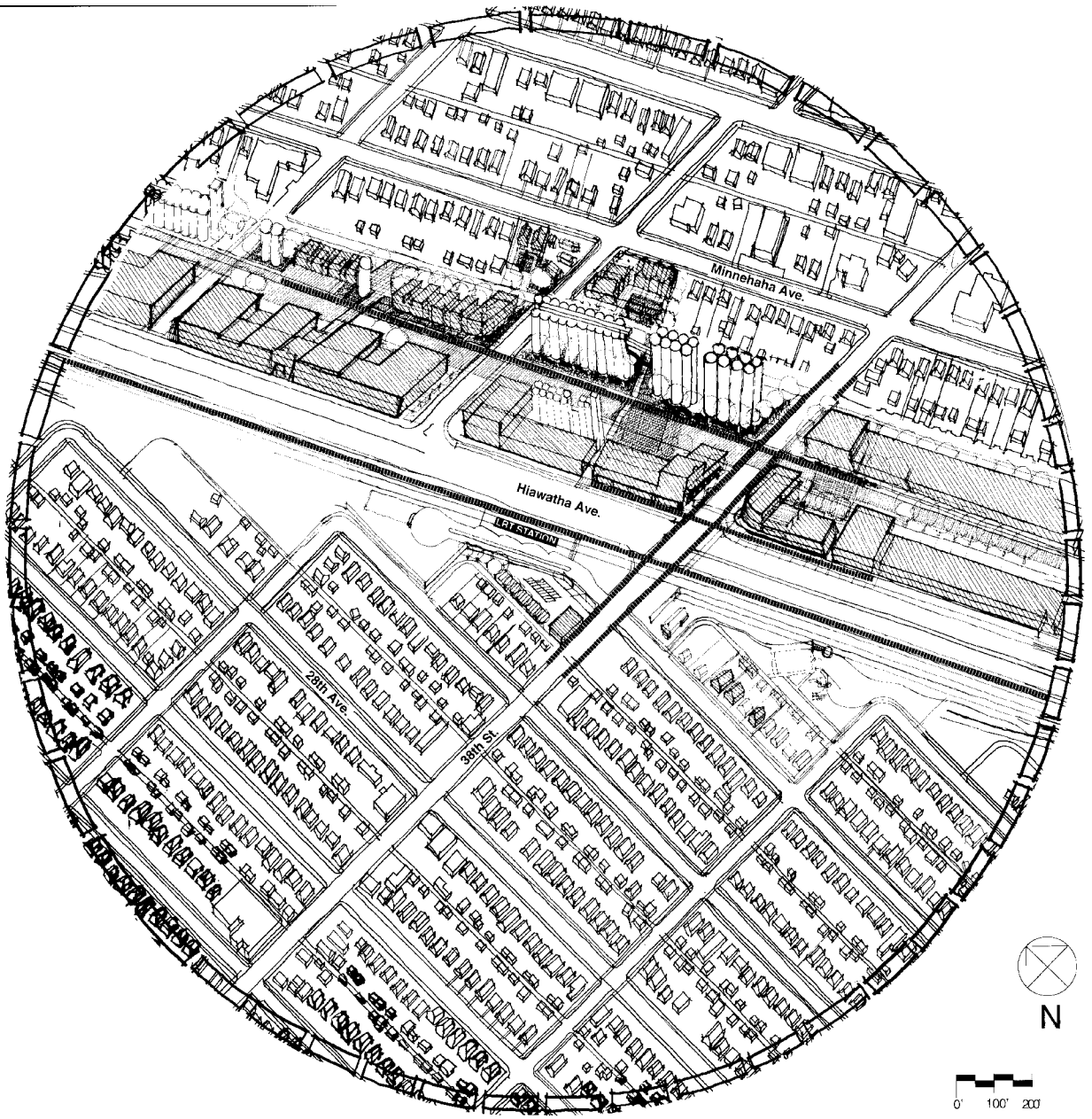
POTENTIAL DEVELOPMENT SCENARIO

This potential development option suggests a landscaped station area and turn around north of 38th Street. Because the station is adjacent to housing, a landscaped area buffers the LRT facilities from the rear yards of housing fronting on 29th Avenue. S. The kiss and ride parking that serves the station can serve as a parking lot for the commercial building that serves as a neighborhood gathering place for many residents. A neighborhood park for children is made on the triangle piece of land one half block south of 38th.

East of Hiawatha Avenue, this scheme envisions new low- and mid-rise commercial buildings fronting on Hiawatha and 38th on underutilized industrial land. Other low-rise structures for business or light industrial uses are shown along Hiawatha both north and south of 38th Street.

Landscaping is suggested along 38th, Dight, Snelling and Minnehaha both to enhance pedestrian paths and to soften the impact of the grain elevators.

New mid-rise housing units are shown at 37th and Minnehaha, providing an example of how new construction could blend into the neighborhood without harming the single-family character of the 38th Street station area.



CHAPTER VI: FORTY-SIXTH STREET STATION



FORTY-SIXTH STREET STATION

OVERVIEW AND MAJOR ISSUES

Overview

The 46th Street station area has excellent potential to become the urban village that many residents and planners hope will evolve around LRT stations. This station area already includes residential, commercial and recreational uses that will contribute to creation of a successful transit station. In addition, there is significant redevelopment potential in underutilized land.

The 46th Street station is a gateway to Minnehaha Park and the Minnehaha Parkway biking and walking trail, a part of the citywide park system. It is also an efficient connection to St. Paul along 46th Street and the Ford Bridge. Numerous institutional uses are in the vicinity, including the Minnesota Veteran's Home east of Minnehaha Park, and the Veteran's Administration Hospital farther south along Hiawatha.

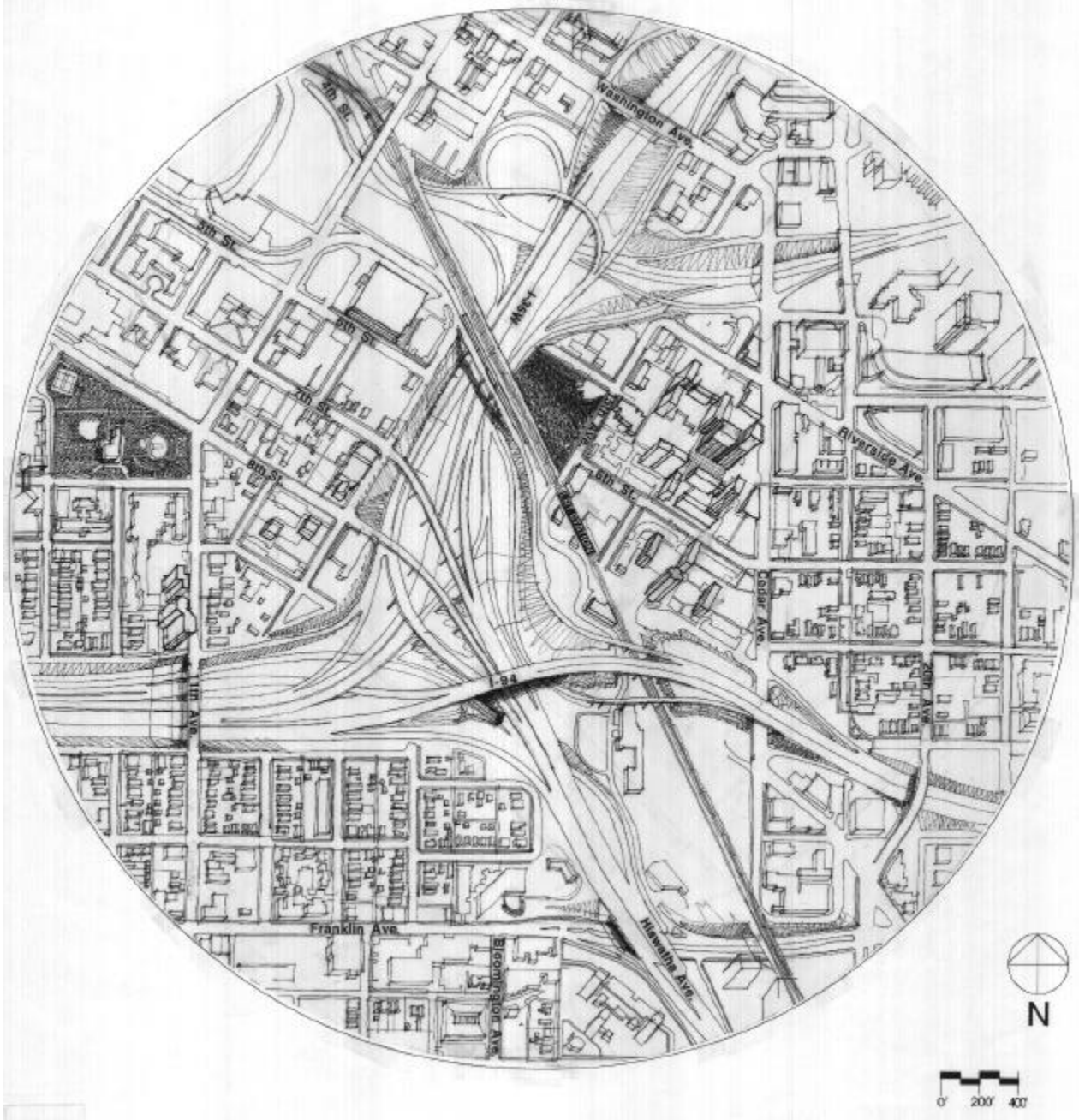
The 1960s Parkway Plaza strip shopping mall along with several freestanding restaurants currently provide commercial outlets in the area. These uses take up much of the block between Nawadaha Blvd. and 46th Street; all are aimed at automobile users.

There are strong, single-family neighborhoods on either side of Hiawatha, including the Ericsson and Minnehaha neighborhoods on the west and Hiawatha on the east. Residents enjoy the area because of its proximity to the parks and because they are safe, comfortable neighborhoods.

In order for an urban village style of development to occur, efforts must be made to provide better pedestrian pathways throughout the station area, and particularly to improve access across Hiawatha. Redevelopment options should concentrate on pedestrian-oriented development to serve transit riders in the neighborhood.

Major Issues

- C Encouraging transit-friendly development and redevelopment on outmoded and underutilized land that take advantage of the proximity of Minnehaha Park,
- C Recycling existing buildings and creating new buildings which relate to a new greenway that connects to Minnehaha Park,
- C Creating new development west of the LRT station that buffers the neighborhood from the new bus hub,
- C Creating comfortable, safe and pleasant pedestrian paths along Hiawatha, 46th Street and Minnehaha.,
- C Linking transit, bicycle, auto and pedestrian connections efficiently,
- C Using landscaping and pedestrian paths to tie the 46th Street station to Minnehaha Park,
- C Creating walkable, comfortable crossings at 46th and Godfrey/ Minnehaha Parkways to enable pedestrians to cross Hiawatha safely, and
- C Developing pedestrian paths through the commercial area from Minnehaha to 46th east of Hiawatha, and a path on the west for pedestrians walking from the parkway area.



Existing conditions 1/2 mile radius from proposed station

FORTY-SIXTH STREET STATION

CITIZEN COMMENTS

Residents throughout the corridor responded with comments. Those noted here were focused on the 46th Street station area.

Most Valued Characteristics

Citizens were asked what things they most valued about the 46th Street neighborhood. Two answers received the most support:

- C Proximity to green space, river and park and
- C The safety and security of the neighborhood.

Some of the comments elaborated on these characteristics, citing the "proximity of residential to recreation ensures a safe environment," and "neighbors have invested in the quality of life in a residential community." One consistently-noted comment was that the area was quiet, a significant characteristic for these responders.

Hindrances to Convenient Transit Access

Only one major issue stood out as a hindrance: safety concerns in crossing the industrial area, the railroad tracks and Hiawatha. Other comments reflected concerns over lack of ice and snow removal, through traffic in the neighborhood and congestion on neighborhood streets.

Issues for Focus in the Planning Process

This question invited participants to guide the planning process by identifying areas of particular concern. Those identified were:

- C Stores and services convenient to riders,
- C Pedestrian friendly design,
- C Sound barriers, and
- C Parking by non-resident riders.

One respondent urged development that has "architecture/aesthetics that match neighborhood characteristics." Others urged the "preservation and enhancement of park systems," and support for a "new urban" design. There was support for "surrounding development that provides services to transit users."

One respondent urged that the corridor not "look like a war zone--any barriers should be constructive, artistic outlets." Others noted pedestrian safety, accessibility to the station area and concerns about commuter parking on

residential streets. Others reiterated a concern for safety in walking to the station and within the station area.

Proposed Near Station Development

Respondents were clear in their vision for the station area. A high number of respondents supported the following:

- C Mixed use (retail, residential, commercial),
- C Landscaping and streetscape that supports pedestrians, and
- C No parking lots or large stores.

Among the detailed comments was one that stated "development should be like an 'urban village' which combines multistoried buildings with retail on first floor, living space on other floors." Several others suggested a need for three story, low-rise apartments, townhouses and condominiums within the station area.



FORTY-SIXTH STREET STATION

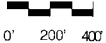
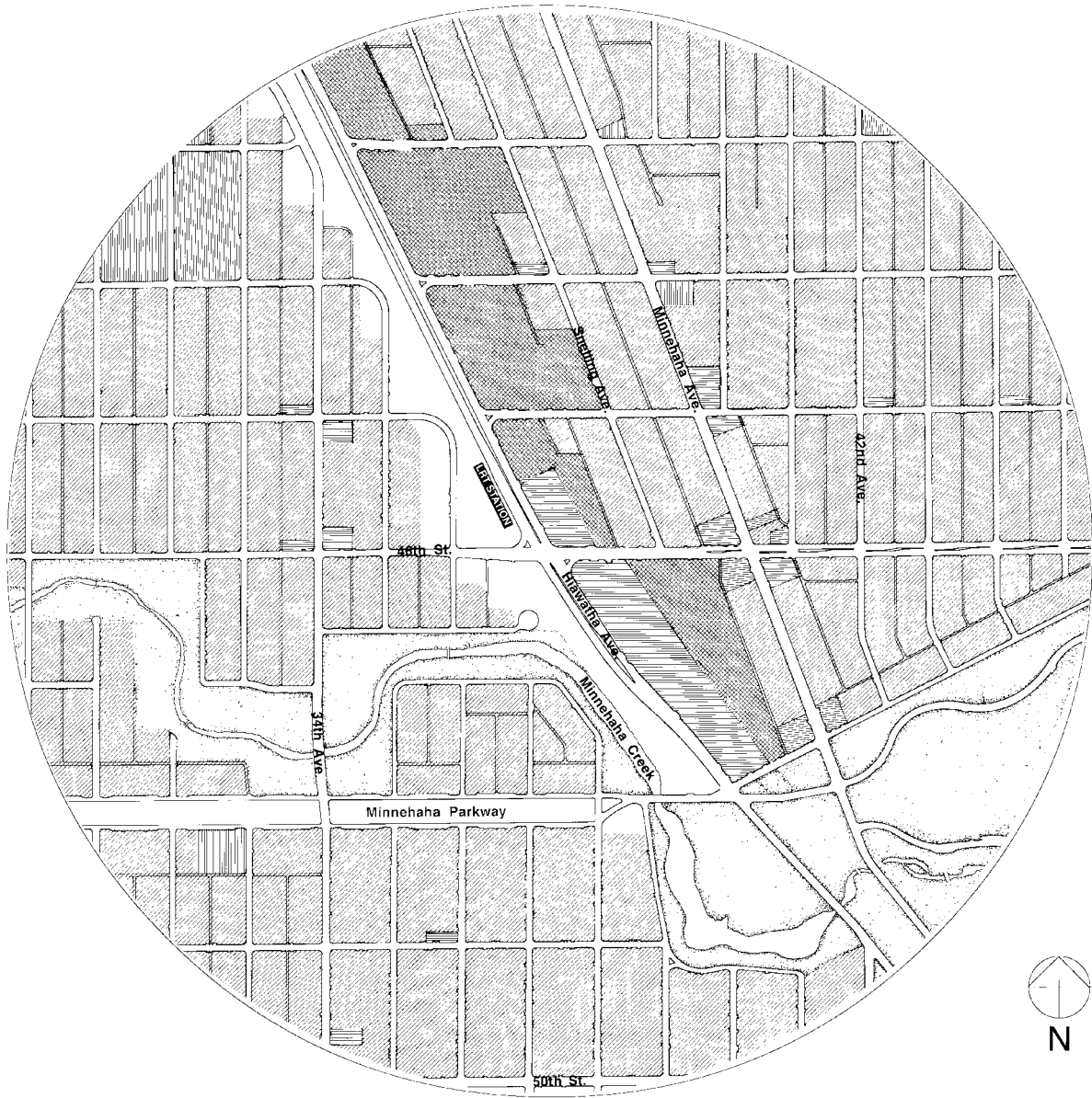
LAND USE

Of all the stations in the corridor, the 46th Street and the nearby Minnehaha Park stations have the largest open space land uses nearby. The location of the park to the southeast as well as Minnehaha Creek meandering south of 46th offers an amenity for this station.

A neighborhood commercial center east of Hiawatha forms the largest commercial land use in this station service area. Other smaller commercial corners are located at intersections along Minnehaha.

There are industrial uses located in the rail corridor east of Hiawatha to Snelling Avenue. The industrial uses are more prominent farther north and decline substantially by 46th Street. Here the area becomes more commercial and residential.

Aside from the commercial and industrial corridor along the east side of Hiawatha, the predominant land use in this service area is residential. Much of the service area is single-family residential, especially west of Hiawatha. The area to the east is also single-family with multi-family buildings scattered along Minnehaha Avenue.



Legend

Open Space		Institutional	
Residential		Industrial	
Commercial			

FORTY-SIXTH STREET STATION

PEDESTRIAN ACCESS

Pedestrian access is particularly important at the 46th Street station because of the variety of attractions that will cause lively activity here. The combination of access to transit, the availability of shopping and restaurants, the parkway, bike routes and the nearby location of Minnehaha Park will all bring pedestrians and multi-modal transportation options to the station area.

Traffic counts here are high and compounded by a number of intersections which cause multiple stops and turning actions within a short distance of each other.

Average Daily 1997 Traffic Counts

Hiawatha (north of 46th)	27,700
Hiawatha (46th to Minnehaha Pkwy)	26,800
Hiawatha (south of Minn. Pkwy)	23,500
46th Street (west of Hiawatha)	6,300
46th Street (east of Hiawatha and at Ford Bridge)	12,800 to 16,200
Minnehaha (north of 46th)	8,700

At this location also Hiawatha Avenue is the major barrier for pedestrians trying to reach the station from the east. There is a traffic light at 46th and another at Minnehaha Parkway to the south, but these crossings are not comfortable pedestrian ways. Both crossings can be anticipated as major pedestrian paths and should be designed using paving materials, signs, and landscaping. Signal timing should be pedestrian friendly.

46th Street is a major connection to St. Paul via the Ford bridge. Currently the street is four-lane, divided by concrete medians. Although there is some auto-oriented commercial at Minnehaha, much of the rest of the street is housing that is oriented to the avenues, rather than 46th. This corridor could become an excellent pedestrian path with lighting, landscaping and judicious use of paving materials to help identify a pedestrian realm. Replacement of the concrete medians with landscaping would enhance the visual connection to the bridge and nearby Minnehaha Park.

Residents in the neighborhoods east of Hiawatha and north of 46th will probably use 46th Street to

reach the station. Other east/west streets do not cross Hiawatha, and a continuous pedestrian path along the east side of Hiawatha seems unlikely because of industrial uses. As a result, it seems logical to emphasize pedestrian paths along Minnehaha, 46th, and the Nawadaha Blvd. and Godfrey/Minnehaha Parkway. These areas should be enhanced by landscaping, street furniture, paving materials, crosswalks and signs to identify their use for pedestrians.

While a pedestrian path is less likely along Hiawatha Avenue north of 46th, a better pedestrian way should be developed in the commercial area concentrated between 46th and Godfrey/Minnehaha Parkway. The current strip mall configuration emphasizes automobile, rather than pedestrian traffic. If the current mall remains, efforts should be made to create a pedestrian area through the large parking lot. If new development occurs on the site, a transit-oriented design that emphasizes pedestrians over automobiles should be incorporated.

West of Hiawatha, Minnehaha Creek itself is a barrier to pedestrian movement. Pedestrian paths here should follow 34th Avenue or be placed adjacent to Hiawatha Avenue where it would serve pedestrians crossing at the parkway. There are also footbridges at selected locations to enable crossing the creek. The paths along 46th and 34th Avenue should be enhanced and identified as pedestrian ways, similar to the streets east of Hiawatha.



Legend

Primary Area of Rider-ship Draw



Major Arterial Street



Direction of Pedestrian Movement



Green Way



Boundary to Pedestrian Movement



FORTY-SIXTH STREET STATION

DESTINATIONS AND MOVEMENT

The convergence of residential, commercial and recreational uses make the 46th Street station an excellent location for transit. The area is easily accessible from St. Paul across the Ford bridge.

The commercial destinations are:

- C The Parkway Plaza, a strip mall which dates back to the 1960s, occupies over half of the block from Nawadaha Blvd. to 46th on the east side of Hiawatha. Set back from the street, it has a parking lot in front and contains a variety of commercial services that are appropriate for a station area. These include restaurants, copy service, hair salon, cleaners, dentist, sewing shop and a video store. There are free-standing, auto-oriented restaurants at either end of the mall and
- C A new drug store is located on the northeast corner of Hiawatha and 46th. An auto-oriented commercial node consisting of two gas stations and a convenience food store are located on three corners of the intersection.

The institutions in the area are the:

- C Ericsson Elementary School and Saint Helen's School which are located at 44th Street and 32nd Avenue S.,
- C Hiawatha Elementary School which is located at 42nd Street and 42nd Avenue S. and
- C Minnesota Veteran's Home which is located on the east side of the park.

The major recreational destinations are:

- C The 171-acre Minnehaha Park which is located just to the southeast of the station. Home of the famous Minnehaha Falls, the park also provides access to hiking and biking trails along Minnehaha Creek, and
- C The Minnehaha Parkway which is a very popular part the Grand Rounds Parkway System connecting the lakes to the west to the Mississippi River to the east.

In this area there are work-related industrial destinations. These are located along Hiawatha and Dight north of 45th Street. Some sites have potential for redevelopment that may offer additional job opportunities.

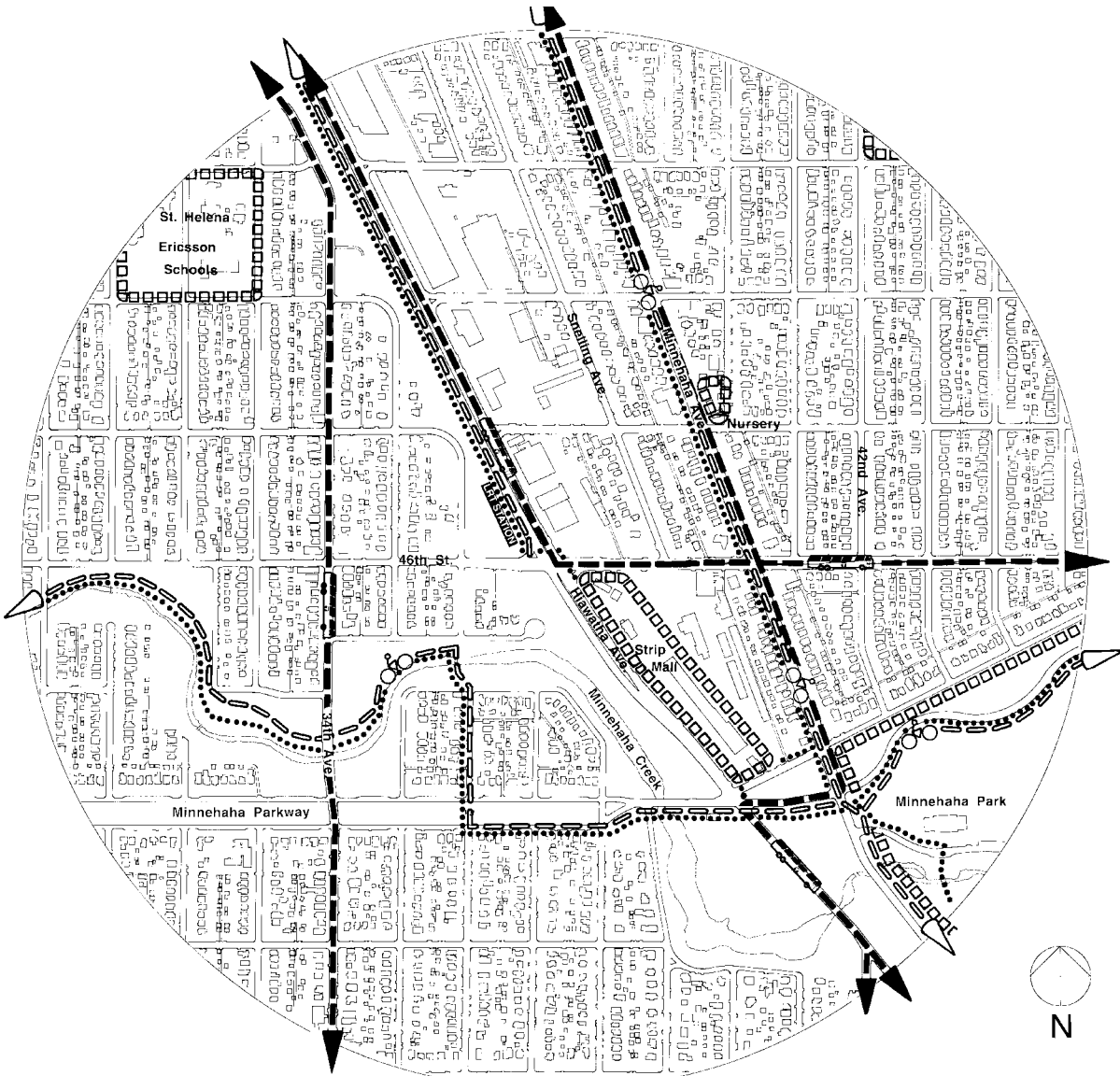
A variety of single-family and low-density multi-family housing is located in the surrounding Ericsson, Minnehaha and Hiawatha neighborhoods.

Movement

The 46th Street station will be multi-modal, with regular route transit, LRT, bicycle routes and pedestrians all converging at the location.

The primary bus route serving the area is route 7 which follows Minnehaha Avenue connecting downtown and Cedar-Riverside with Minneapolis-St. Paul International Airport and the Mall of America. Route 22 runs on 34th Avenue S. and 42nd Street, connecting the airport and Veterans Hospital with downtown. Passengers on these routes will be able to connect with LRT at the 46th Street station.

Marked bicycle routes also connect with the 46th Street station. Routes run along existing Hiawatha Avenue, and Minnehaha Avenue is a bicycle route along its entire length. Another popular route runs along Minnehaha Parkway and along Minnehaha Creek, both of which are convenient to the 46th Street station.



Legend

- Pedestrian Routes (dotted line)
- Bus Routes - - - - - (dashed line with bus icon)
- Bicycle Routes - - - - - (line with bicycle icon)
- Green Spaces (wavy line)
- Major Destinations (rectangle)

FORTY-SIXTH STREET STATION

ZONING

Transit-supportive zoning is a principal tool for implementing land use and community development policies. By the end of 1999, Minneapolis anticipates adoption of a new zoning ordinance to replace its 1963 zoning code. The new ordinance will have an enhanced site plan review process that will give City staff the ability to foster transit-oriented development.

This discussion is focused on the existing zoning and its relationship to development opportunities as noted later in this report.

The immediate area surrounding the 46th Street station is primarily single-family residential on the west side of Hiawatha. The area east of Hiawatha has business and service uses on either side of 46th Street, but light manufacturing just north of and behind the commercial frontage. A mix of residential and business uses line Minnehaha Avenue farther east along 46th Street.

Zoning districts in the area around the 46th Street station include:

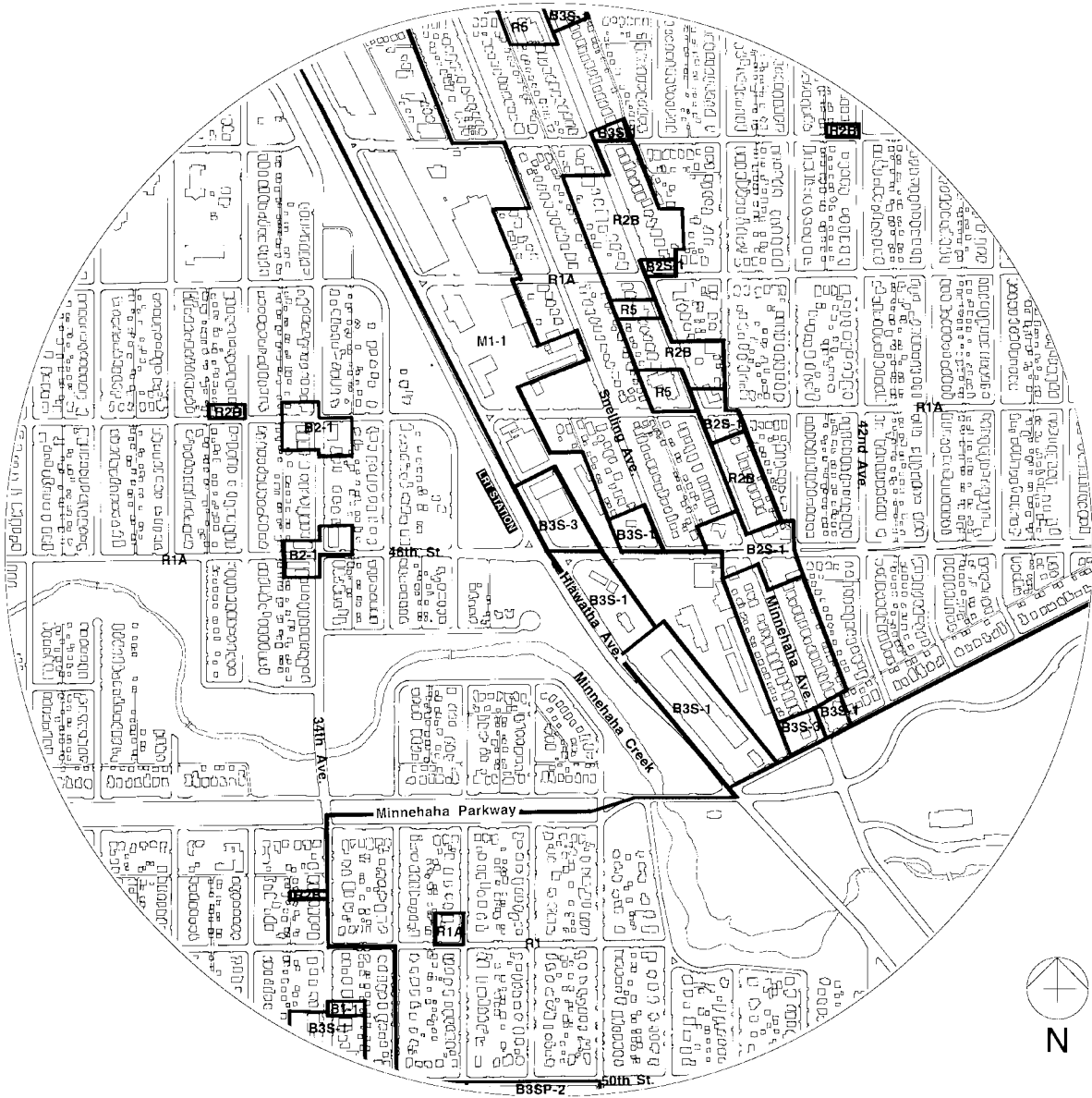
- R1** **Single Family Residential**
- RIA** **Single Family Residential**
- R2B** **Single and Two-Family Residential**
- R5** **General Residential**
- B1** **Office-Residence**
- B2** **Neighborhood Retail**
- B2S** **Neighborhood Service**
- B3S** **Community Service**
- B3SP** **Community Service Parking**
- M1** **Light Manufacturing**

As with most zoning codes, in Minneapolis' code, lower numbers generally indicate less density and less intense uses.

Many of the business and manufacturing zoning categories shown on the map have a second number, such as B3C-1 or M2-4. The second number is a subdistrict of the base district and reflects the floor area ratio (FAR) and lot area, with the lower numbers again reflecting the least intensity.

Most of the potential development options suggested for the 46th Street station involve land east of Hiawatha that is currently underutilized or has land uses that are not supportive to transit. One large tract behind the strip mall is currently zoned M1-1 and has large spaces devoted to parking and some obsolete industrial buildings. Other areas for potential development, such as the northwest corner of 45th and Snelling, are zoned R1A.

There is a strip of mixed housing zoning categories along Minnehaha Ave. Other residential neighborhoods in the station vicinity are zoned R1A and R1 south of Minnehaha Parkway.



Legend

Residential Categories

- R1A
- R2B
- R5

Business Categories

- B1-1
- B2S-1
- B3S-3
- B2-1
- B3S-1
- B3SP-2

Industrial Categories

- M1-1

FORTY-SIXTH STREET STATION

DEVELOPMENT OPPORTUNITIES

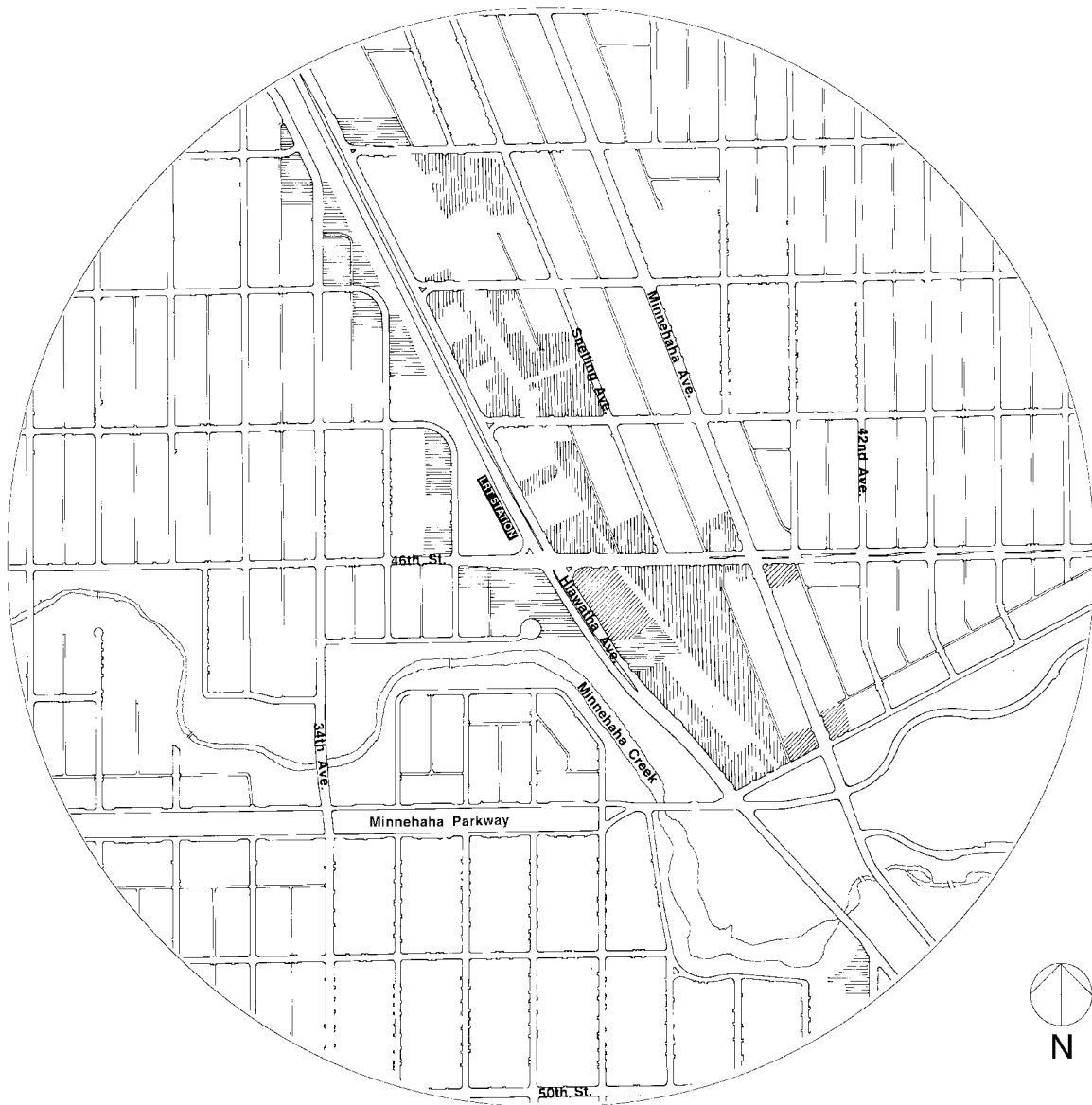
There are several opportunities for transit-oriented development in the 46th Street station area. While there are few vacant parcels, there are a number that are underutilized, often with large parking lots. Other parcels have outmoded buildings that may be suitable for redevelopment at a greater density.

Vacant Parcels

The bulk of vacant parcels in this station area are located west of Hiawatha in the area acquired for roadway expansion a number of years ago. Many of these areas, such as those along 34th Avenue S. from 43rd to 44th streets, have new single-family construction. The areas immediately north and south of the station area remain open for new transit-oriented development.

Underutilized Parcels

Most of the land available for development opportunities falls into this category. It is largely land with one story buildings or land devoted to automobiles, usually in parking lots, as is the case for the tract in front of the shopping center south of 46th Street. Although cars need to be accommodated in the corridor, the proximity to the LRT line makes these uses more attractive. For example, open parking or storage areas that front on Snelling Avenue could be utilized for redevelopment, such as the tract at 45th and Snelling zoned R1A.



Legend

Vacant Land

(Land not presently in use)



Under-utilized Land

(Land that isn't being utilized for full development potential, i.e. parking lots)



Land with Incompatible Land Uses

(Land Uses that don't support transit, i.e. auto focussed uses)



FORTY-SIXTH STREET STATION

POTENTIAL DEVELOPMENT SCENARIO I

This development scheme presents a mixed-use, pedestrian-oriented urban village in the 46th Street station area. West of Hiawatha the scheme envisions a mixed use development between the station and the existing housing that buffers the new housing units further to the west from the bus hub and the LRT station. A child care center is a possibility for the site south of 46th Street.

East of Hiawatha the development and redevelopment is much more extensive. In addition to the new housing that faces the existing neighborhood, new light industrial buildings with job opportunities and /or mixed use development line Hiawatha. These buildings provide for denser development and at the same time provide a buffer for the housing to the east on Snelling.

A commercial center is set on Hiawatha on either side of 46th Street. It reflects smaller commercial businesses, rather than "big-box" type retailers that are incompatible with the scale of this neighborhood. Live/work units are possible on 46th Street west of Snelling.

The pedestrian connections and landscaping are important elements. Landscaping helps to define the pedestrian realm on 46th. East of Hiawatha and south of 46th, the new crossing leads to the center of the mixed use development of residential and commercial on the current strip mall site. The scenario reintroduces a grid system into an otherwise large, triangular-shaped block. Low- to mid-rise housing units fill the area, focusing on an internal courtyard.



0' 100' 200'

FORTY-SIXTH STREET STATION

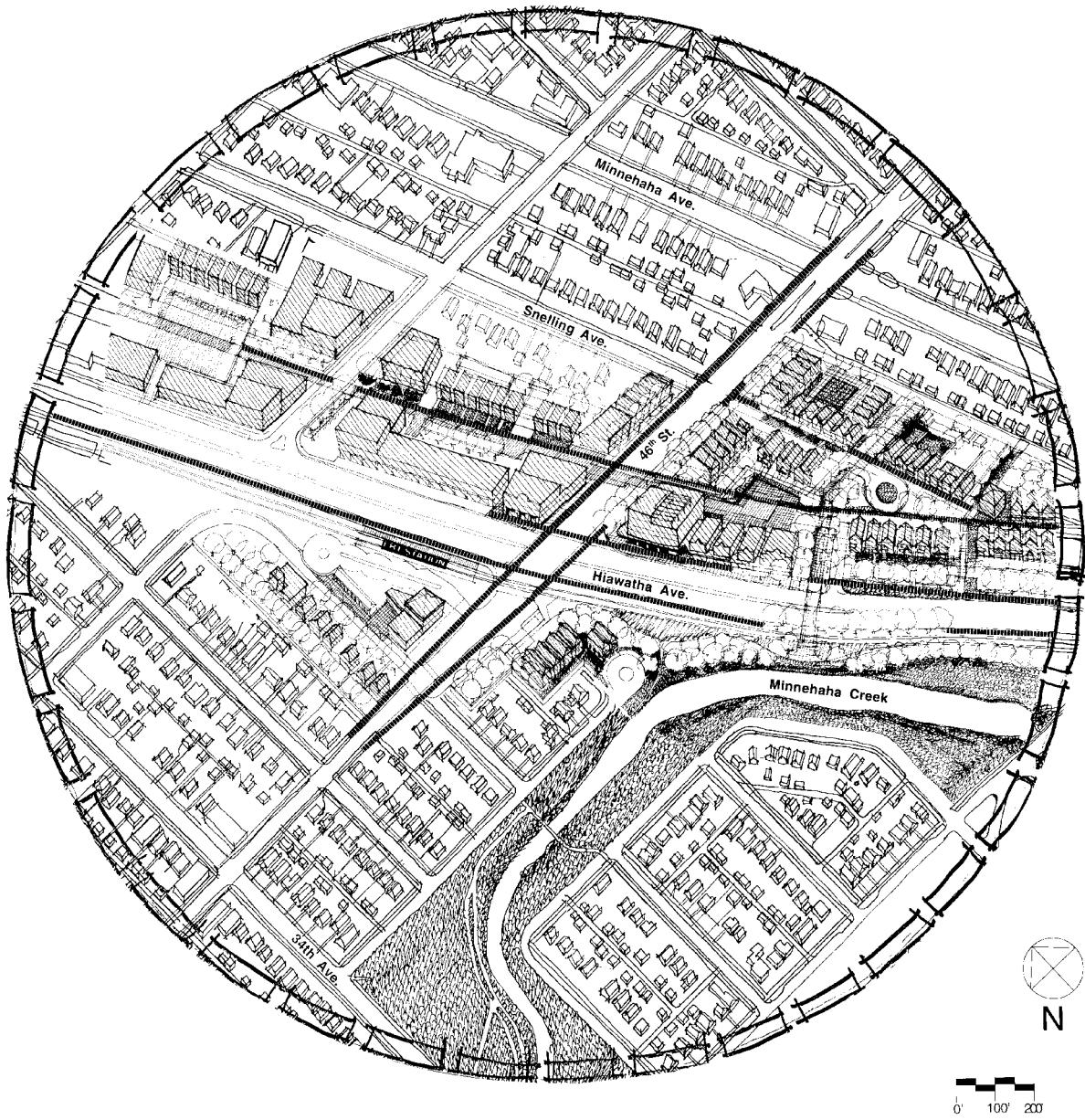
POTENTIAL DEVELOPMENT SCENARIO II

Like the one before it, this development scheme presents a mixed-use, pedestrian-oriented urban village in the 46th Street station area. West of Hiawatha the scheme envisions a mixed use development between the station and the existing housing that buffers the new housing units further to the west from the bus hub and the LRT station. Instead of a child care center, it adds a mix of single-family and attached, low-rise units on the site south of 46th.

A commercial center is set on Hiawatha on either side of 46th Street. It reflects smaller commercial businesses, rather than "big-box" type retailers that are incompatible with the scale of this neighborhood.

East of Hiawatha the development and redevelopment is even more extensive than the first scenario. New light industrial buildings with job opportunities and /or mixed use development line Hiawatha as in the first scheme, but the development is more intense along Dight and there is more housing south of 46th Street.

Pedestrian connections and landscaping are important elements in defining the 46th Station area. There is a new pedestrian crossing at Dight south of 46th. This crossing is part of a new green street that starts above 45th and extends to Minnehaha Park. In addition to being an amenity that gives character to the development, this green spine capitalizes on the proximity of Minnehaha Park by linking this new urban village to the park.



CHAPTER VII: MINNEHAHA PARK STATION



MINNEHAHA PARK STATION

OVERVIEW AND MAJOR ISSUES

Overview

As indicated by its name, the Minnehaha Park station is one of the few stations with a major recreational use in its service area. Located at 50th Street opposite Minnehaha Park, the station also serves the predominantly single-family Minnehaha neighborhood to the west. Because the station will be across from a pedestrian-bike only access point to Minnehaha Park, it will serve as a Gateway to Minnehaha Park. Nokomis neighborhood residents see the LRT station as an asset to the community and feel a station will provide a great entrance to both Minnehaha Park and the Nokomis Neighborhood.

Modest levels of additional development are desired by community residents, particularly south of the Minnehaha Park Station and a couple blocks north of the Veterans Administration Medical Center station. Any commercial development that occurs should serve residents as well as transit riders, and complement, rather than compete with the development that is already in the area.

Citizens who responded to questions about this station clearly value the park and want to preserve it and the character of the neighborhood when LRT is built. They suggest a station that provides information about the park and reflects an architectural style in keeping with the park, neighborhood character, and the heritage and history of the area.

Issues surrounding this station are related to creating safe pedestrian paths to the area and insuring pedestrian safety in crossing Hiawatha. Redevelopment opportunities are limited because there is little available land. Some redevelopment may occur on the commercially-zoned land between 52nd and 53rd streets south of the station, but will be smaller in scale because of the sizes of parcels available. Any redevelopment around the station at 50th Street would be smaller-scale commercial with some housing included.

Major Issues

- C Safe pedestrian access across Hiawatha,
- C Creating a safe and comfortable pedestrian area around the station and along the pedestrian ways leading to the station,
- C Building a station that reflects the character of the neighborhood and provides an informational entry to Minnehaha Park, and
- C Encouraging smaller-scale, transit-oriented redevelopment around the station and along Hiawatha.



Existing conditions 1/2 mile radius from proposed station

MINNEHAHA PARK STATION

CITIZEN COMMENTS

Comments noted here are focused on the Minnehaha Park station area.

Most Valued Characteristics

The most predominant answer on all questions related to the 50th Street station was the natural setting, and the access to Minnehaha Park and its amenities. Residents here value the park and want it respected in all station area planning considerations.

Respondents also noted that they enjoyed the small town atmosphere of the area, and in their comments noted "great people" and "good neighbors" as important to them.

Hindrances to Convenient Transit Access

One answer predominated as a hindrance to transit access: the distance to the station. Respondents noted several aspects related to connections:

- c "Buses only go north-south; no east-west bus access to the station,"
- c "Traffic light timing at 50th and Hiawatha,"
- c "Cold; winter snow and ice," and
- c "Sidewalk not available for full length of 50th Street."

Issues for Focus in the Planning Process

The respondents in the park station area overwhelmingly chose one primary issue: Bus feeders into and through neighborhood. No other issue received many responses to this question.

In comments, respondents also noted other considerations, stating that safety was an issue. One person wrote "access to Minnehaha Park is restricted at 50th Street, creating safety concerns. An underpass should provide access at 50th." Others suggested that stations be "equipped with devices that indicate when the LRT vehicle is on the road and when it will arrive," and also suggested security cameras be placed in all stations.

Proposed Near Station Development

In their vision for development near the station, residents noted the following:

- c The architecture of the station should be compatible with the style of park structures particularly the historic train station,
- c New denser housing should be located close to the station and respect the scale of the neighborhood
- c New commercial development should serve transit riders and community residents, and
- c There should be a sense of awareness that Minnehaha Park and Minnehaha Falls are nearby.

Residents did not want a large commercial node at 50th and Hiawatha, but rather wanted the station to blend into the area and have "signage that directs people to park attractions." One respondent suggested adding a neighborhood node bus feeder to 50th and 34th Avenue S. commercial uses, as well as a "pedestrian promenade" from the station to Lake Nokomis as an amenity.



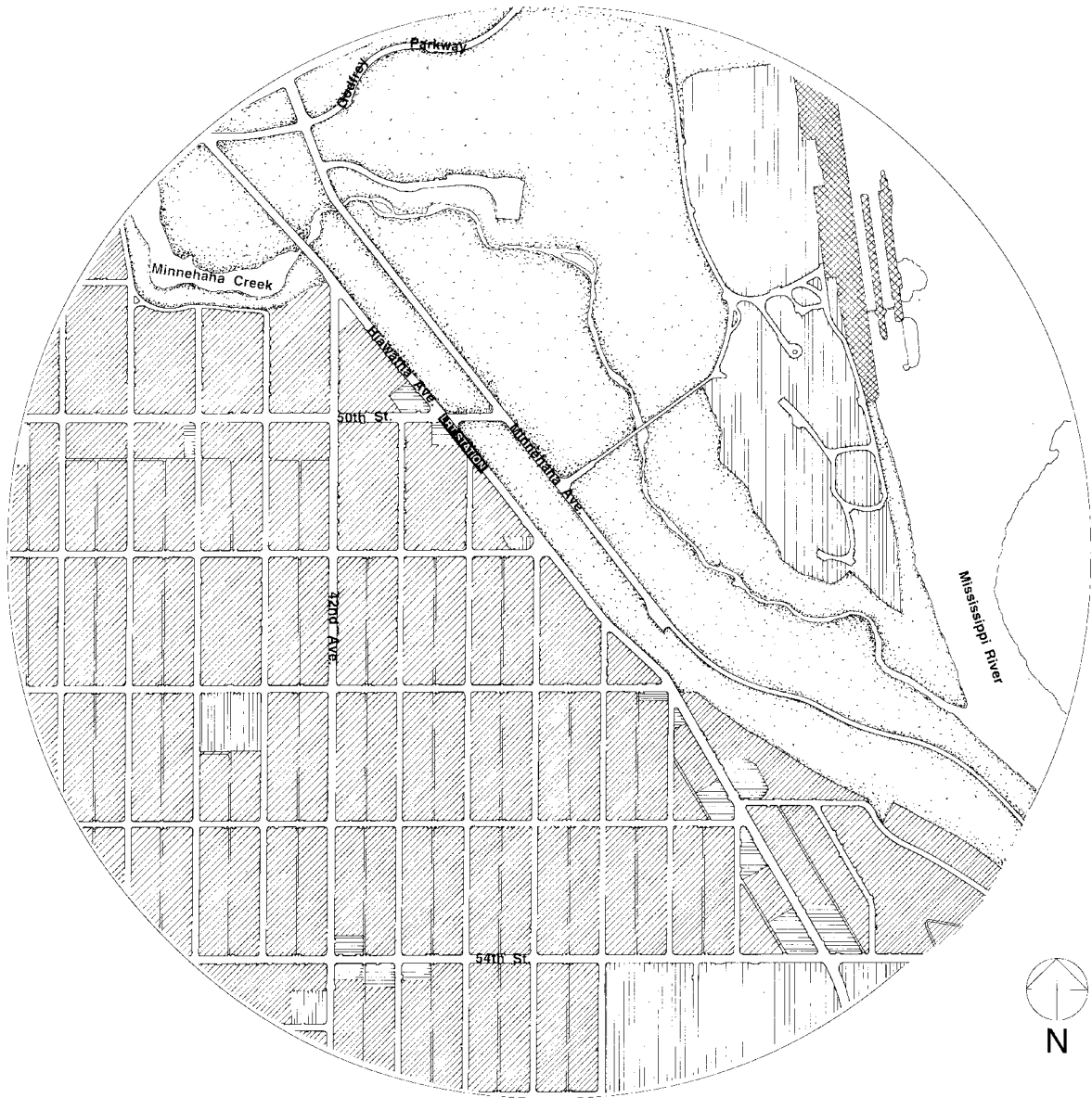
MINNEHAHA PARK STATION

LAND USE

The Minnehaha Park station serves institutions, large areas of open space and single-family residential neighborhoods. As its name implies, the station will serve visitors to the park, a regional open space that dominates the eastern side of Hiawatha Avenue near this station.

The major institutional use in this station area is the Minnesota Veteran's Home east of Minnehaha Park. This large, historic facility will be more accessible to transit with the proximity of this station. Other veterans facilities in the station area include the hospital south of 54th Street.

Single-family residential uses dominate the area west of Hiawatha Avenue, with remarkably few intrusions. There are a few two-family dwellings and one multi-family concentration. Commercial uses in the neighborhood are concentrated along Hiawatha, primarily south of 52nd.

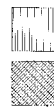


Legend

Open Space
 Residential
 Commercial



Institutional
 Industrial



MINNEHAHA PARK STATION

PEDESTRIAN ACCESS

The Minnehaha Park station is somewhat unique in that it does not have residential neighborhoods on both sides of Hiawatha Avenue. The location of Minnehaha Park and the Minnesota Veterans Home on the east side of the road create a different type of LRT ridership than the residential neighborhoods on the west side of the line. While residents might be expected to ride LRT for work commutes, riders to the park or veterans facility might be using LRT on evenings or weekends when commuter ridership is low. In either case, Hiawatha Avenue will still be a barrier for pedestrians.

Average Daily 1997 Traffic Counts

Hiawatha (north of 50th)	23,500
Hiawatha (south of 50th)	26,600
50th St. (at Hiawatha)	1,400
42nd Ave. S. (at 50th)	2,300
54th St. (at Hiawatha)	3,100

Virtually the only pedestrian crossing from the east side of Hiawatha in this station area is at 50th Street. The only other crossings are at Godfrey/ Minnehaha Parkway to the north, or to the south at 54th Street. This crossing would also be appropriate for persons walking to the veteran's facility, with the path crossing Minnehaha Creek nearby.

The park station should also be reached by a well defined pedestrian path along the west side of Hiawatha Ave. This path should extend north to the Minnehaha Creek area where it could connect with the path to the 46th Street station.

Within the residential neighborhood to the west of Hiawatha, 50th Street, 42nd Avenue S., and 54th Street are the primary pedestrian paths. Both 42nd and 54th are bus lines as well and should be enhanced to encourage comfortable pedestrian pathways. The regular street grid system in this area of Minneapolis facilitates pedestrian access to the station and other neighborhood facilities.



Legend

Primary Area of Rider-ship Draw



Major Arterial Street



Direction of Pedestrian Movement



Green Way



Boundary to Pedestrian Movement



MINNEHAHA PARK STATION

DESTINATIONS AND MOVEMENT

Destinations

Although Minnehaha Park predominates, there are a variety of destinations in the Minnehaha Park station area.

Minnehaha Park is a major recreational destination at this station. The 171-acre park is located along the eastern boundary of Minnehaha Avenue from Godfrey Parkway on the north to roughly 52nd Avenue on the south. It contains Minnehaha Creek, the renowned Minnehaha Falls, picnic areas, hiking trails, biking trails. Several historic buildings, the Stevens House, the Longfellow House, and the Princess Depot are located in the park.

There are two major institutional destinations by this stop; they are:

- C The Minnesota Veterans Home, 5101 Minnehaha Avenue and
- C The Veterans Administration Hospital located south of 54th Street which will have a separate LRT station.

There are two commercial areas near this station; they are:

- C A small commercial district consisting of a mix of motels and auto-oriented businesses which form a line along Hiawatha between 52nd and 54th streets and
- C A small node at 50th and Hiawatha with a restaurant and a small commercial building. This node is immediately adjacent to the station location.

There are both single family and multi-family housing near the station:

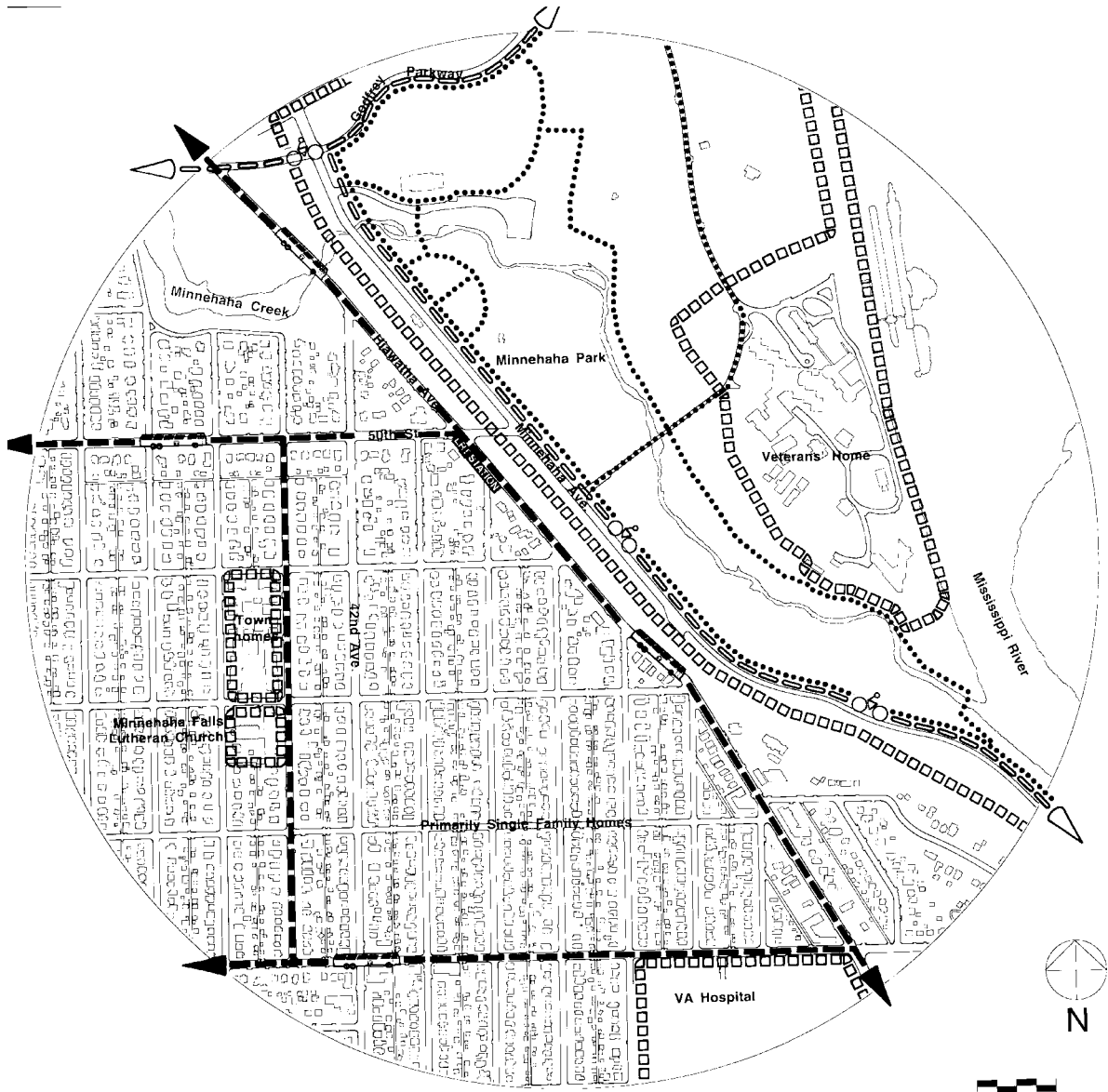
- C The neighborhood west of the station is predominantly a variety of single-family residences, and
- C There are some low-density multi-family buildings located close to the station site.

Movement

The Minnehaha Park station is accessible to bicycle paths and regular route transit. Route 7 is the primary bus route through the neighborhood, running along 54th Street and 42nd Avenue. It connects the airport with downtown, primarily along Minnehaha and Hiawatha. Route 20 serves Minnehaha Park, but runs to downtown via 46th Avenue, 36th Avenue, and 25th Street and does not serve the Minnehaha residential area. As noted by citizen comments, there are no east-west bus lines in the area except route 15 on 54th Street, which runs west to Cedar Avenue and into Richfield.

The Minnehaha Avenue bicycle route that runs through South Minneapolis continues through Minnehaha Park across from the station.

Bicycle users following the route will pass the 50th Street station along Minnehaha Avenue in the park.



Legend

- Pedestrian Routes>
- Bus Routes - - - - ->
- Bicycle Routes - - - - ->
- Green Spaces [wavy line symbol]
- Major Destinations [grid symbol]

MINNEHAHA PARK STATION

ZONING

Transit-supportive zoning is a principal tool for implementing land use and community development policies. By the end of 1999, Minneapolis anticipates adoption of a new zoning ordinance to replace its 1963 zoning code. The new ordinance will have an enhanced site plan review process that will give City staff the ability to foster transit-oriented development. This discussion is focused on the existing zoning and its relationship to development opportunities as noted later in this report.

The immediate area surrounding the Minnehaha Park station is primarily single family residential. The area east of Hiawatha is devoted to Minnehaha Park and the Minnesota Veterans Home on the banks of the Mississippi River.

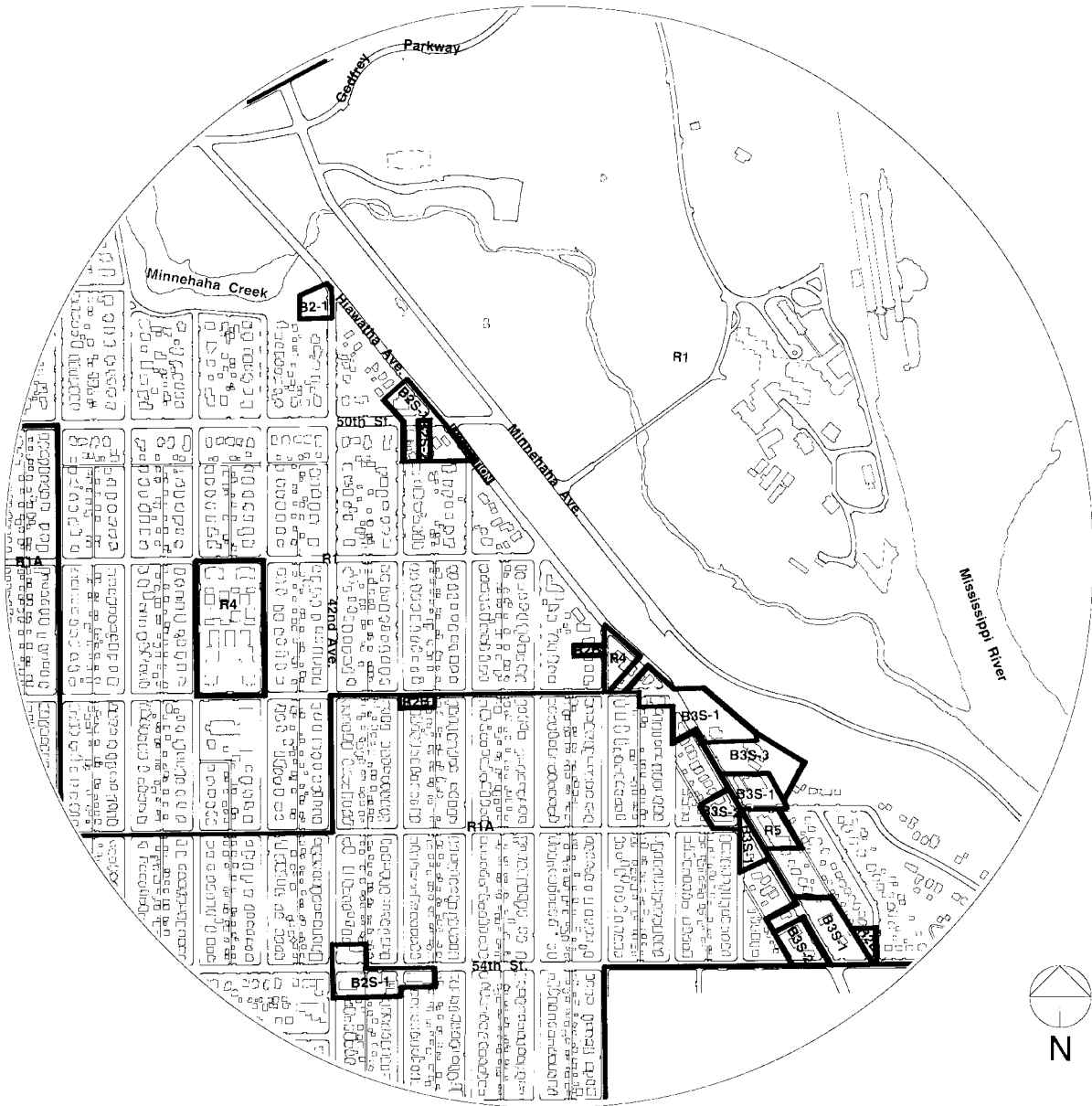
Zoning districts in the area around the station include:

- R1 Single Family Residential**
- RIA Single Family Residential**
- R4 General Residential**
- R5 General Residential**
- R2B Single- and Two-Family Residence**
- B2 Neighborhood Retail**
- B2S Neighborhood Service**
- B3S Community Service**

As with most zoning codes, in Minneapolis' code, lower numbers generally indicate less density and less intense uses.

Many of the neighborhood retail and service zoning categories shown on the map have a second number, such as B2-1 or B3S-2. The second number is a subdistrict of the base district and reflects the floor area ratio (FAR) and lot area, with the lower numbers again reflecting the least intensity.

The large majority of area around the station is zoned R1 or R1A, both districts for single-family residential uses. This district is also used for the park and veteran's facility. The commercial districts are limited to small business uses along Hiawatha, including stores, restaurants, automotive uses and several motels in the two blocks between 52nd and 54th streets.



Legend

- Residential Categories**
 R1
 R1A
 R4
 R5
 R2B

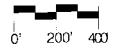
- Business Categories**
 B2-1 B2S-1
 B2S-2 B3S-1
 B3S-2 B3S-3

MINNEHAHA PARK STATION

DEVELOPMENT OPPORTUNITIES

Opportunities for transit-oriented development are limited in the Minnehaha Park station area. The residential neighborhood to the west of the station is fully developed, while Minnehaha Park and the Veterans Home occupy most of the land to the east of Hiawatha. There are several small parcels along Hiawatha that are suitable for infill development.

Because there are so few parcels available for development, they will be discussed generally, rather than individually in this section. There are three small parcels noted as vacant in the block north of 50th Street. Most other parcels are in the small commercial node between 52nd and 54th along Hiawatha. These parcels are a combination of auto-oriented businesses and parking areas. While an infill commercial building might be suitable on these lots, any larger redevelopment would require acquisition of existing businesses. This location could be suitable for convenience businesses serving the neighborhood. Residents expressed a desire for some small commercial development at 50th Street and envisioned a moderate amount of redevelopment over time between 52nd and 54th streets near the station. They were concerned that the signage respect the character of the neighborhood.



Legend

Vacant Land
(Land not presently in use)



Under-utilized Land
(Land that isn't being utilized for full development potential, i.e. parking lots)



Land with Incompatible Land Uses
(Land Uses that don't support transit, i.e. auto focussed uses)



MINNEHAHA PARK STATION

POTENTIAL DEVELOPMENT SCENARIO

This development scheme concentrates on small-scale development in the immediate station area, enhanced landscaping, pedestrian paths and biking paths for Minnehaha Park. While some redevelopment may occur in the areas with commercial zoning, it is likely that any changes could increase density, but not greatly alter the current land uses.

The scheme identifies an improved pedestrian path along 50th Street, drawing pedestrians toward the station at its intersection with Hiawatha. The station is buffered from nearby residential by landscaping, which also helps to frame the pedestrian path. A small business/commercial building is integrated into the block south of the station; it connects to the neighborhood with landscaping and a small plaza along Hiawatha. Redevelopment continues in the triangular block south at 44th Avenue S. with several low-rise buildings that could house residential, commercial or mixed uses. New residential buildings that match existing single-family dwellings occupy the west side of the block facing other single-family houses. Extensive landscaping ties each of these areas to each other and to the station.

The proposal for the park envisions extensive landscaping framing new roadways and paths for driving, biking and hiking. The plan takes what is currently a large open area and divides it into a series of outdoor spaces and vistas that introduce visitors to various sections of the park. A grand entry is envisioned at 50th Street, where crosswalks provide a prominent, safe crossing of Hiawatha. The plan also incorporates a broad path to the Minnesota Veterans Home and provides a more grand entrance to that facility.

Types of modest intensity developments that neighborhood residents envision for this particular area include both multifamily housing and retail. They suggested a moderate amount of multifamily housing such as apartments over commercial, apartment buildings and senior housing. Community and transit based retail suggested right at the station or close by include restaurants, coffee house, small coop grocery, child care facility, bakery, bookstore, post office, library branch and sports equipment

rental and sales for use in the park, such as cross country skis, snowshoes, rollerblades and bicycles.

