

HIAWATHA / LAKE STATION
AREA MASTER PLAN

FINAL REPORT: JUNE, 2000



IBI
GROUP

C A L T H O R P E A S S O C I A T E S

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Table of Contents

Executive Summary

1. Introduction	1
2. Existing Station Area Land Use	4
3. Neighborhood Profiles	8
4. Opportunities & Constraints	18
5. Development Scenarios	22
6. Density & Built Form	29
7. Streetscapes	35
8. Preferred Concept Plan	43
9. Implementation	52
9.1 Conditions Favorable to Development	52
9.2 Moving Forward	54
9.3 Transit-Supportive Corridor Policies	54
9.4 TOD Incentive Programs	55
9.5 Development Regulations	56
9.6 Public Infrastructure	68
9.7 Catalyst Development: Hi Lake Shopping Center	68
9.8 Site-Specific Development Strategies	71
9.9 Timelines	73

Appendices

A. TOD Guidelines	A1
B. Communications Strategy	B1
C. Workshop / Open House #1	C1
D. Workshop / Open House #2	D1
E. Workshop / Open House #3	E1
F. Technical Memorandum: Implementation	F1
G. Lake Street Station Vertical Alignment Study	G1
H. Summary Of Prior Reports	H1



EXECUTIVE SUMMARY



Executive Summary

1. Introduction

The Lake Street Station Area Master Plan is the first in a series of land use planning studies for transit-oriented development (TOD) around station sites along the 11.5 mile Hiawatha Light Rail Transit (LRT) corridor, Minneapolis, MN.

The area of study includes portions of four residential neighborhoods – Phillips, Corcoran, Longfellow and Seward – located within a ten minute walking distance (1/2 mile radius) of the proposed LRT station situated at the intersection of Lake Street and Hiawatha Avenue.

Existing station area land uses include 500 acres of residential, industrial, commercial civic / institutional and open space. Approximately 20 % of the total land area has been identified as having redevelopment potential, with the majority of candidate sites located along Lake Street or adjacent to the Hiawatha transportation corridor.

2. Liveable Neighborhoods and Sustainable Futures: Building Consensus

Impacted by the continuing trend to suburban growth at the expense of the inner city and by changes in area demographics and employment base, the Lake Street station area has experienced declining population, jobs and tax base over the past four decades. The introduction of LRT holds the potential to reverse the trend via ‘catalyst’ TOD initiatives.

Working towards the goal of vibrant, pedestrian-friendly urban environments, Lake Street residents, in a comprehensive public consultation process, agreed that the new rapid transit infrastructure could help achieve the following objectives:

- Improved pedestrian connections between station area neighborhoods and local shopping and employment destinations
- Enhanced neighborhood-serving retail offerings (via mixed-use development along a revitalized Lake Street corridor)
- An expanded local employment base (via selective redevelopment in existing industrial / commercial areas)
- Increased housing opportunities (with an emphasis on diversifying choice and affordability)
- Encourage 'Smart Growth' development linking transportation, land use, economic development and housing



Community objectives were enabled through a series of interactive workshops where residents and stakeholders participated directly in building and refining plans that became the basis for the Preferred Concept Plan.

3. Market Potential and Urban Design Capacity

A companion study of market potential at Lake Street station (ref. Hiawatha LRT TOD Market Study, ZHA-ZVA Consulting Team) estimates that 1,250 housing units and 150,000 square feet of commercial development could be absorbed within the station area over a twenty year timeframe given favorable conditions.

From an urban design perspective (based on an analysis of inherent site suitability and development capacity) the station area could support upwards of 500,000 square feet of new development, realize commercial space development targets greater than market-based estimates and generate more than 430 new jobs.

Hiawatha/Lake Street Station Area-Preferred Alternative							
Land Use	Land Use (Acres)	Floor Area Ratio (FAR)	Square Footage (S.F.)	S.F. / Jobs	Jobs Generated	Density (Units/Acre)	Units
Mixed-use	25.7						
Retail		0.25	279,873	1,000	280		
Res						35	900
Multi-family	1.7					35	60
Townhouse	10.14					25	254
Single family	2.67					8	21
Industry	7.32	0.25	79,715	500	159		
Open Space	23.3						
Civic (Public Works)	14.9	0.25	162,261				
Civic (School)	4.0						
Total	89.73		521,849		439		1,234

4. Preferred Concept Plan

Key elements of the long range land use and circulation framework plan are shown on the accompanying Preferred Concept illustration.

In the public realm, the concept plan contemplates:

- Streetscape improvements to Lake Street integrated with street oriented mixed-use development
- Establishment of a ‘community circuit’ providing pedestrian connections to LRT from each of the four station area quadrants (integrated with the proposed Hiawatha bikeway and Midtown Greenway)
- Civic open space (a public plaza adjacent to the LRT station site)
- Neighborhood open space enhancements (e.g. South High playfields, passive recreational access to the Pioneers & Soldiers Cemetery)

Preferred land use futures for key sites identified through the community consultation process include:

1. Hi-Lake Shopping Center

A key early development opportunity at the center of the mixed-use TOD core area. The strategic location of this site supports densities in the range of F.A.R. 2.5 to F.A.R. 3.0 for high intensity ground-related residential uses mixed with street level retail fronting Lake Street. The extension of the Hiawatha pedestrian path and bikeway parallels the elevated LRT guideway and connects to a transit plaza and the north access to the LRT station spanning Lake Street.

2. Edison / PPL School Site

The demonstration plan indicates comprehensive redevelopment of this site in a manner similar to the built form proposals for the Hi-Lake Shopping Center site. Retail and commercial office uses are indicated along the south side of Lake Street with direct linkages to LRT. Multi-family residential buildings arrayed along the perimeter of the site stepping down in height towards the 31st Street neighborhood edge. Open space is preserved in the block interior.

3. West Lake Street

Existing marginal commercial properties are shown redeveloped with liner buildings (i.e. street-fronting mixed-use development featuring at-grade retail with apartments above).



4. **Corcoran Residential Infill**
Lands surplus to the LRT alignment are proposed as infill townhouse development adjacent to established single family residential areas. The site overlooks the new Hiawatha bike route with convenient access to LRT.

5. **South Phillips Commercial**
Existing uses contributing to the local employment base are preserved in the long range vision for intensification of commercially-based employment opportunities. The existing City Transfer Station structure is retained for future community use.

6. **Bituminous Roadways Site**
Asphalt plant operations have outgrown this site. Given it's strategic location on the proposed Midtown Greenway, redevelopment to townhouse type residential uses designed to conform to the sloping terrain represent the highest and best use.

7. **North Phillips Industrial**
Land use proposals include: reconstruction / expansion of the existing Public Works yard; new light industrial and office commercial uses north of 28th Street; police station (relocated from Lake Street); environmental re-mediation of vacant industrial lands and new open space adjacent to Hiawatha Avenue; and selective residential infill along the east side of Longfellow Avenue.

8. **Seward Industrial**
Industrial park uses presently developed in the Seward Place Business Park are shown expanded into surplus lands adjacent to the Hiawatha transportation corridor. A similar form of development is proposed for commercial lands between 27th Street and 28th Street, east of 26th Avenue. Landscaped surface parking and storage areas are integral to the development concept.

9. **East Lake Street Regional Commercial**
Existing large-format shopping center retail is supplemented with smaller commercial retail units developed as free-standing pads or liner buildings fronting Lake Street and 26th Avenue. Surface parking areas are landscaped.

10. **East Lake Street Mixed-Use**
Mixed retail and residential uses similar in type and scale to the built form proposed for West Lake Street are proposed as infill projects together with renovation of selected commercial structures.

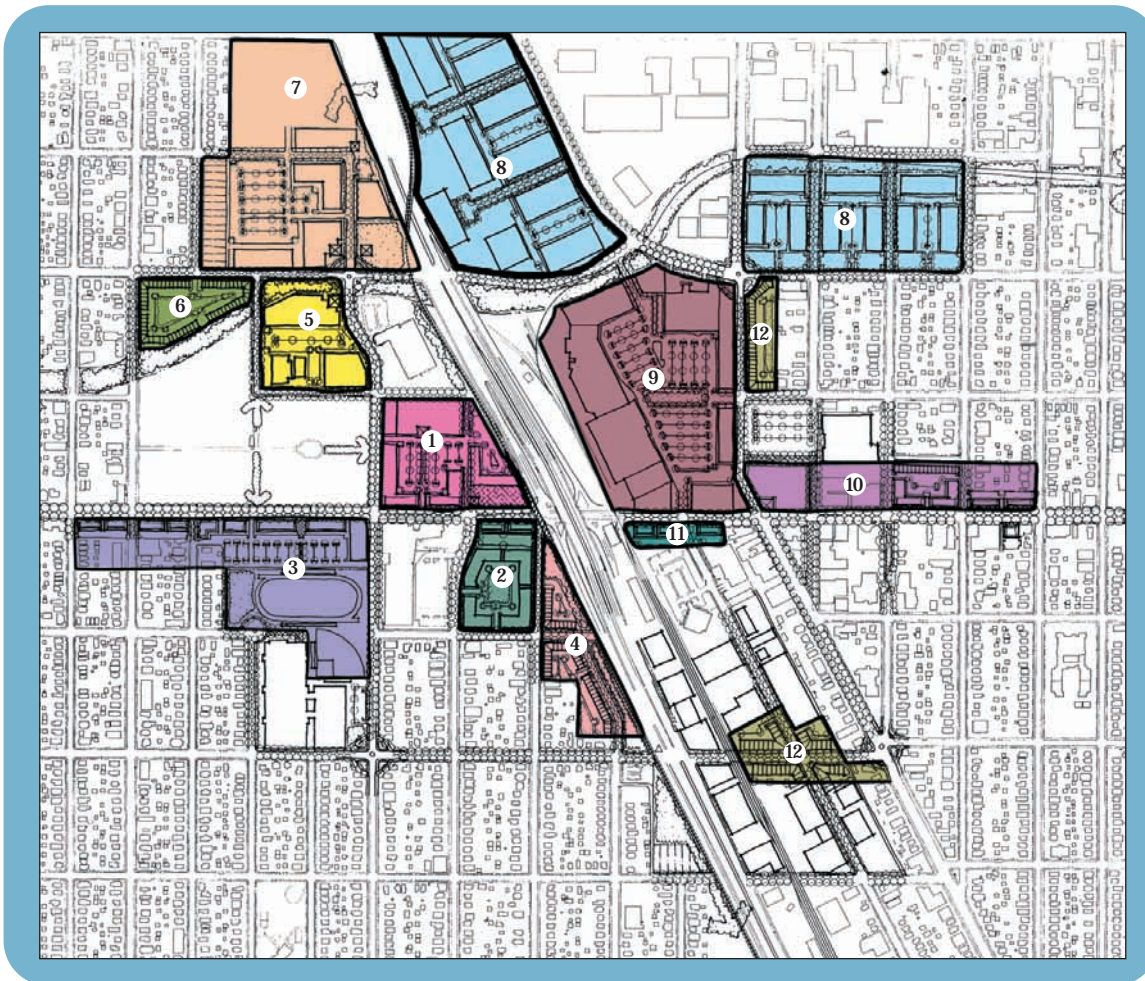


11. East Lake Entertainment Zone

A neighborhood cinema and related entertainment venues are contemplated for the south side of Lake Street opposite the East Lake Street Regional Commercial shopping center zone.

12. Longfellow Residential Infill

Two key locations along the neighborhood pedestrian community circuit have been identified as potential townhouse or live-work housing sites: along 32nd Street at Minnehaha Avenue (the gateway to the Longfellow neighborhood); and along 26th Avenue across from the shopping center.



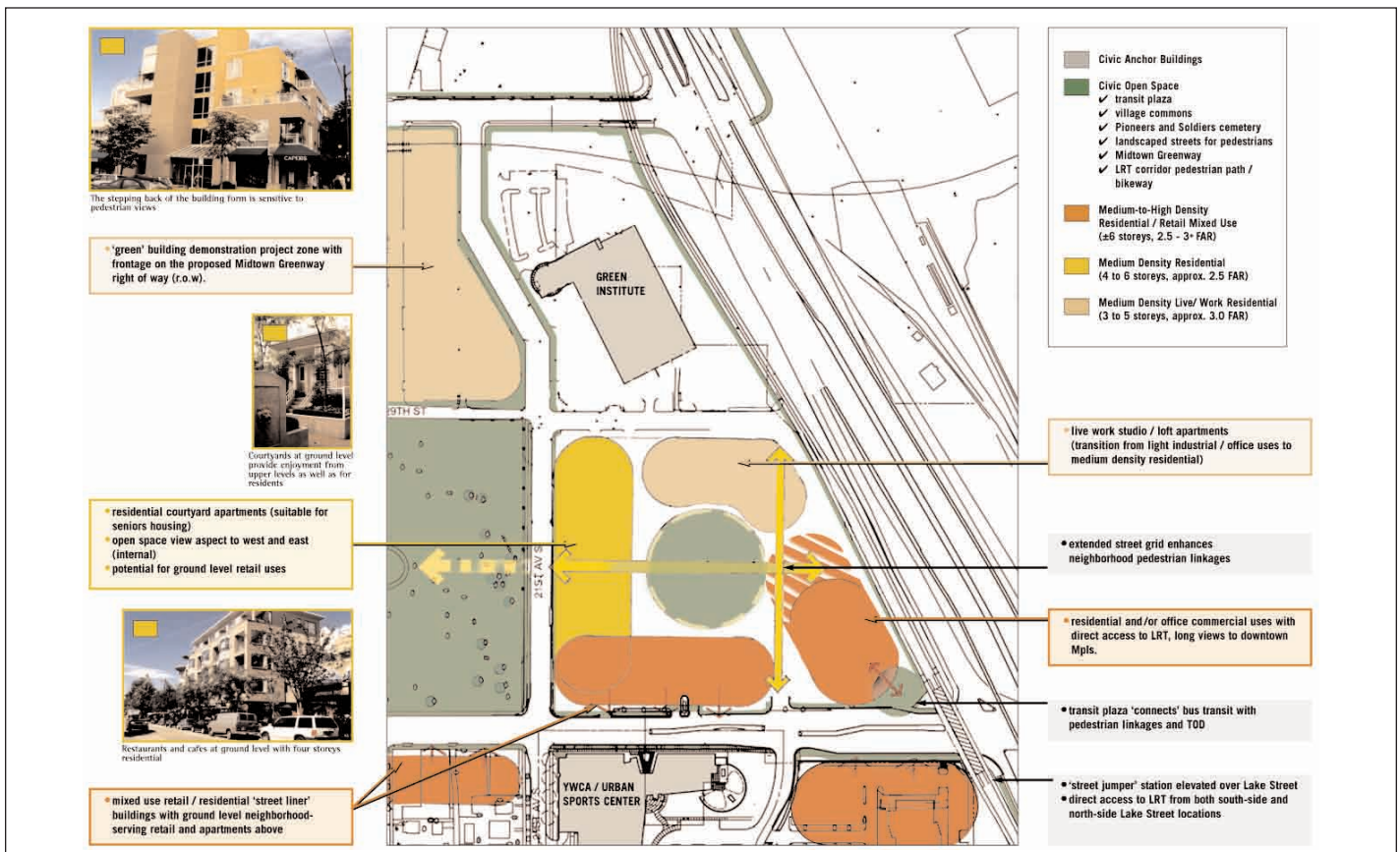
- | | |
|--|---|
| 1. Hi-Lake Shopping Center | 7. North Phillips Industrial |
| 2. Edison / PPL School Site | 8. Seward Industrial |
| 3. West Lake Street | 9. East Lake Street Auto-Oriented Shopping Center |
| 4. Corcoran Residential Infill | 10. East Lake Street Mixed-Use |
| 5. South Phillips Commercial | 11. 27th and Lake Entertainment District |
| 6. Bituminous Roadways / Smith Foundry Sites | 12. Longfellow Residential Infill |



Catalyst Development

Conditions favoring development are substantially in evidence in the Lake Street station area. Aided by transit-supportive corridor policies and incentive programs, implementation of TOD should take advantage of early opportunities associated with the construction of LRT as a first priority.

On the strength of its strategic location adjacent to the north access to the LRT station and potential contribution as a seed project for Lake Street commercial revitalization, the Hi-Lake Shopping Center qualifies as a catalyst TOD site. Site suitability and development capacity studies suggest that a mix of rental apartments / senior housing, condominium apartments and live-work townhouses could be accommodated in a phased development program that would also support neighborhood-serving retail uses. At a net developable area of 5 acres and two times site coverage (i.e. average F.A.R. 2.0), total development capacity is in the order of 450,000 square feet or approximately 3.5 times the present density. Up to 450 new housing units and 15,000 sq. ft. to 50,000 sq. feet of retail could ultimately be accommodated in ground-related buildings ranging from four to six stories in height. Lake Street improvements should be completed concurrent with the target date for completion of the first phase of development to enhance marketability and provide a high amenity environment for subsequent phases.



Implementation

To promote a transit-oriented character of development, prevailing regulations that govern land use, development densities, parking location and ratios, building orientation, setbacks, height and open space provisions will be required. It is anticipated that new development regulations will be applied in the form of a TOD overlay district designed specifically to promote mixed-use development, neighborhood redevelopment and rehabilitation, and pedestrian-oriented design. The Lake Street overlay district boundaries should correspond to the 1/2 mile radius prescribing the station area plan limits and include for the following provisions:

- **Development Density:**
 Within the core mixed-use TOD zone, densities in the range of F.A.R. 2.0 to F.A.R. 3.0 are recommended, with higher densities proposed adjacent to the LRT station site. Commercial and residential densities outside the 1/4 mile radius from the station (excluding the east side of Hiawatha Avenue) can range up to F.A.R. 0.25 / 50 jobs per acre and 35 dwelling units per acre.

- **Parking:**
 Parking requirements for ‘walkable’ access to shopping, recreational and civic destinations should be substantially reduced to reflect a corresponding reduction in required vehicle usage for local trips. For regional destination-oriented uses, it is recommended that current minimum parking requirements be initially discounted by 15% to 20% to reflect parking demand offset by transit access. In the early stages of TOD, requirements should be reviewed on a project-by-project basis to establish ratios that are appropriate to the intended uses and location.

- **Building Setbacks:**
 For street-fronting development sites, buildings should generally be sited at or within five feet of a street and occupy at least 80 per cent of each block’s linear street frontage.

- **Building Height:**
 The maximum height of buildings should not exceed the limits for ground-related built form or 6 stories above grade. The principles of transitional zoning suggest a height gradient from 2 to 4 stories adjacent to established single family residential areas rising to the maximum allowable height adjacent to the LRT station site.



- **Open Space Requirements:**

On-site open space requirements should be assessed on a case-by-case basis. Open space 'credits' may be considered for sites in close proximity to public open space. Where buildings are sited more than five feet away from a street, connecting landscaped walkways should be provided.

- **Non-Conforming Uses:**

Minor changes to existing land uses proposed for redevelopment over the long term should be subject to a supplementary landscaping requirement to provide visual screening from adjacent uses (where land use incompatibilities exist). Improvements to site access and internal landscaping of parking lots may also be required in support of pedestrian-oriented development objectives.





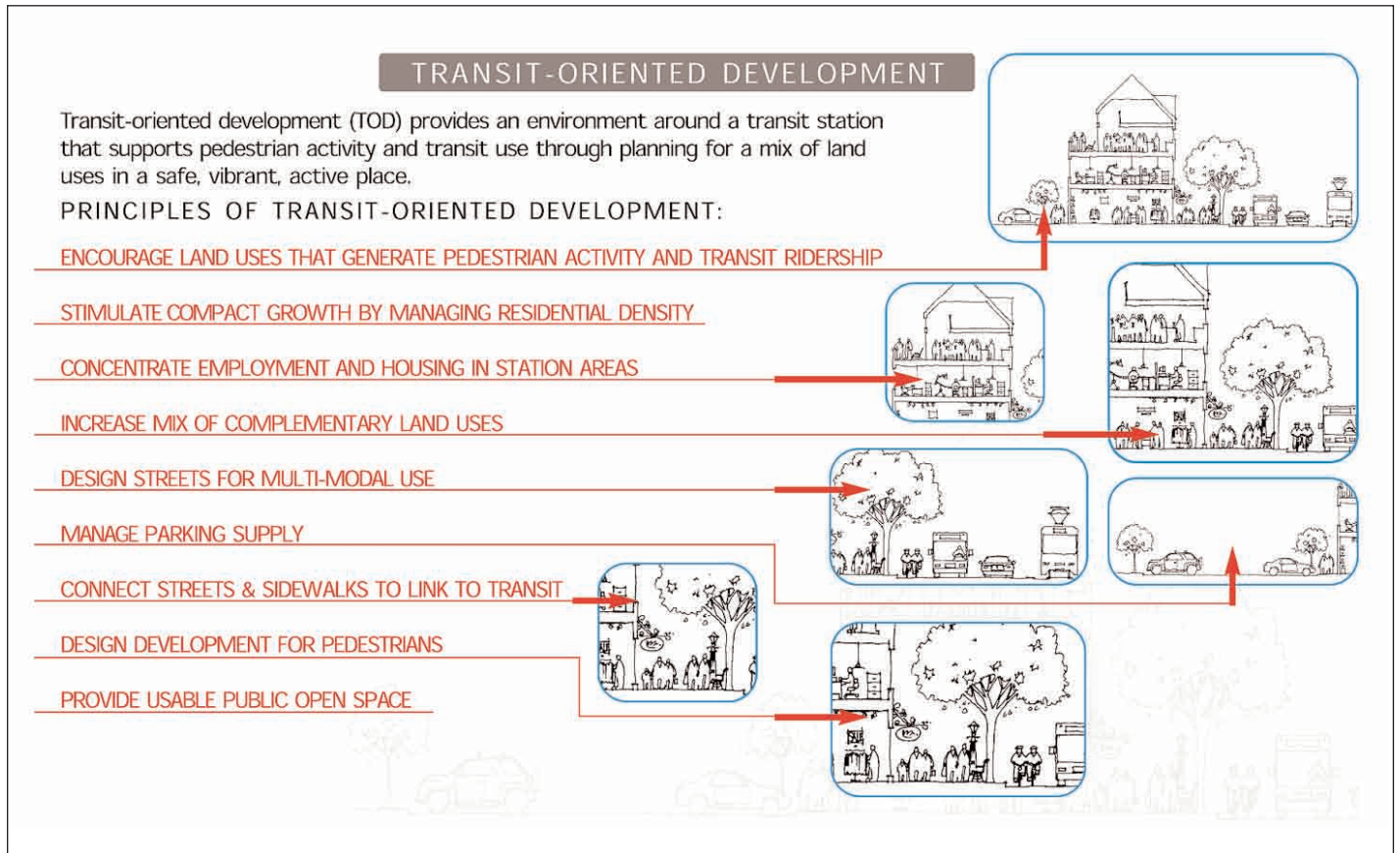
1. INTRODUCTION



1. Introduction

The Lake Street Station Area Master Plan (the Master Plan) is the first in a series of station area land use plans for potential transit-oriented development (TOD) zones along the proposed 11.5 mile Hiawatha Light Rail Transit (LRT) corridor (refer to corridor map).

Consistent with objectives for livable communities and a sustainable region, the Master Plan applies the principles of TOD to promote vibrant, mixed-use neighborhoods within a land use and transportation framework that supports transit ridership and pedestrian activity.



The **process** by which the Master Plan has been developed is built on the foundation of extensive dialogue with stakeholders and the general public. A series of three interactive workshops and Open House sessions reviewed, in succession, ‘issues & ideas’, ‘concepts & solutions’ and a ‘preferred land use plan’ over the course of a seven month study program (from September 1999 to March 2000).

The **product** is in the form of a plan that reflects broad community aspirations and enables ongoing community building. Specifically, the Master Plan report includes: a land use plan illustrated with development concepts; a physical plan for circulation, access and community amenities; station area urban design guidelines; and development strategies based on market potential. The report content incorporates an extensive portfolio of illustrated storyboards designed for the public Open House sessions to talk to people through the medium of graphic communication.

The **story** behind the Master Plan is summarized in this report in the following chapters documenting the analysis and development of land use recommendations. While any chapter may be referenced independently, the reader is encouraged to read the report in its entirety to gain a fuller appreciation of the rationale for the Lake Street Station Area planning vision.

For additional background information, the reader is referred to the following companion reports:

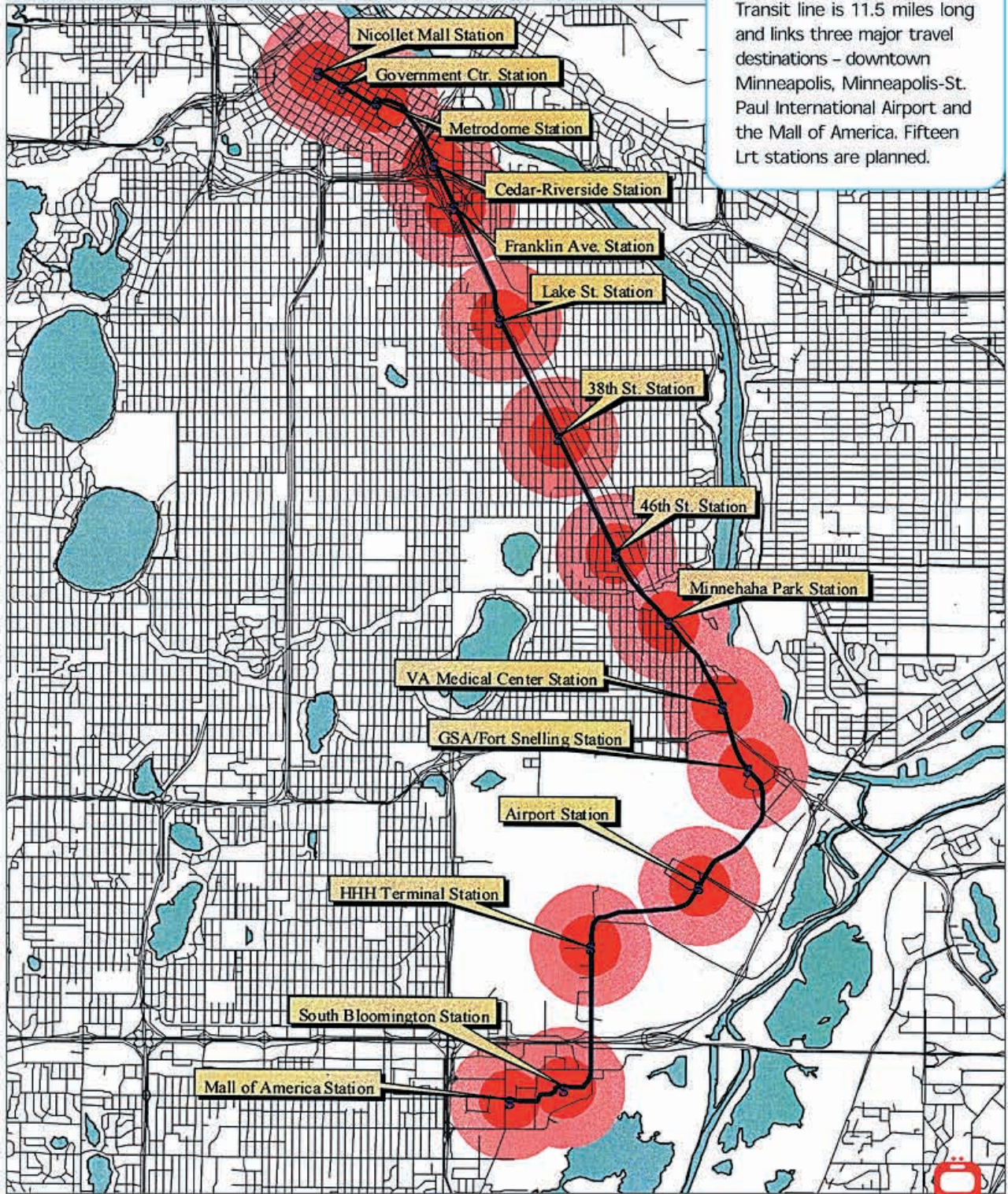
- Creating Transit-Oriented Development for Livable Communities and a Sustainable Region: A Handbook (Calthorpe Associates, Metropolitan Council, September 1999);
- Hiawatha LRT TOD Market Study (ZHA Inc. et al, MCDA, November, 1999);
- Midtown Greenway Framework Plan (Close Landscape Architecture, Midtown Community Works, February, 2000);
- Lake Street Station Vertical Alignment Study (IBI Group/ Calthorpe Association / Coen + Stumpf, Hennepin County, October 1999).



HIAWATHA LRT CORRIDOR MAP

CITYWIDE MAP

The Hiawatha Light Rail Transit line is 11.5 miles long and links three major travel destinations - downtown Minneapolis, Minneapolis-St. Paul International Airport and the Mall of America. Fifteen Lrt stations are planned.





2. EXISTING STATION AREA LAND USE



2. Existing Station Area Land Use

For the purposes of this study, the Lake Street station area is described by a half mile radius from the LRT station site on Lake Street (see aerial photo) and includes approximately 500 acres of residential, industrial, commercial, civic / institutional and open space uses (see existing land use map).

Historically, Lake Street has served as a major east / west commercial corridor traversing the City of Minneapolis south of downtown. Healthy residential neighborhoods north and south of Lake Street, an active industrial zone along the 29th Street rail corridor and a trolley line along Lake Street were features of a thriving urban community into the 1950s. With the construction of the interstate highway system and an emphasis on suburban growth over the past four decades, the area has experienced a shift in demographics and employment base that has led to a net loss of population, jobs, tax base and property values.

Although vestiges of the former urban fabric remain, a number of developments have impacted the area's neighborhoods creating disincentives to community investment:

- Changing types and economies of industrial production coupled with alternative means of goods movement (via truck) have eliminated hundreds of traditional blue collar jobs and undermined the viability of rail-oriented industrial uses, particularly along the 29th Street corridor;
- Shifts in retail commercial development patterns towards auto oriented shopping malls and large format 'big box' stores have had the effect of displacing the main street commercial function of Lake Street;
- The Highway 55 (Hiawatha Avenue) construction project, including the grade-separated Hiawatha / Lake single-point interchange, bisects the station area and limits pedestrian movements between neighborhoods east and west of Hiawatha Avenue.

Notwithstanding the recent general trend towards auto-oriented suburban development, a number of projects and planning initiatives preceding LRT signal a renewed interest in returning the Hiawatha Avenue / Lake Street area to a viable living and working community. These include:

- The Midtown Greenway (a project of the Midtown Community Works public / private partnership to redevelop the Lake Street / 29th Street corridor);



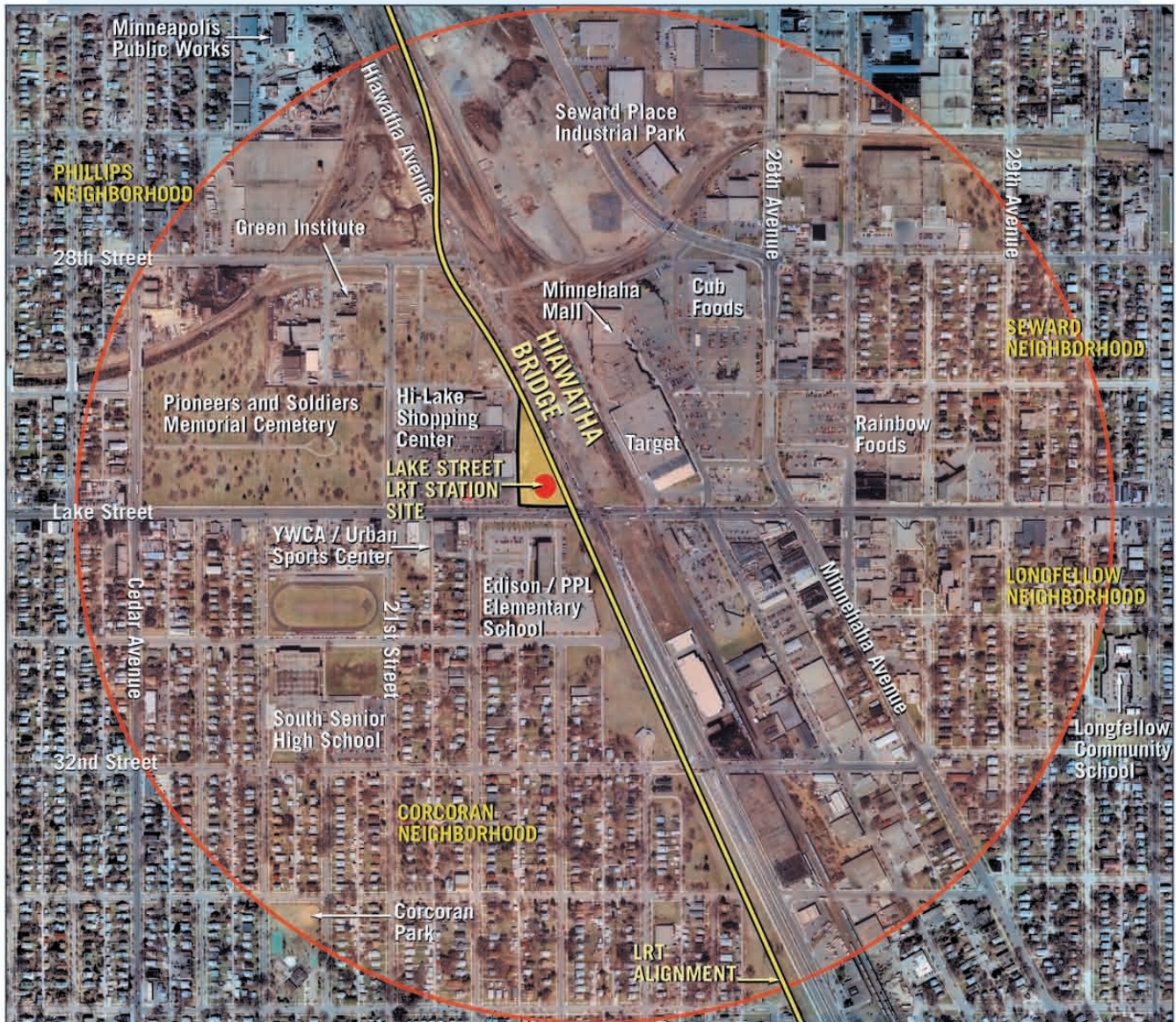
- The Green Institute (a new environmentally-oriented business incubator facility located adjacent to the Midtown Greenway);
- Seward Place Industrial Park (a project by the Minneapolis Community Development Agency to develop reclaimed railway lands for industrial park type uses);
- YWCA / Urban Sports Center (a new regional recreational facility nearing completion of construction on Lake Street at 21st Avenue).

The largest land use in the station area is residential (predominantly low density single family housing) at 32% of the total land area. Public lands represent 14% and vacant lands 8% of the total. Commercial and industrial lands account for 24% and 22% respectively. In broad terms, the mix of uses holds the potential to support sustainable community objectives through selective, incremental redevelopment boosted by the opportunities for transit-oriented development associated with the construction of the Hiawatha LRT Lake Street Station.



LRT AT HIAWATHA/LAKE STREET

AERIAL PHOTOGRAPH



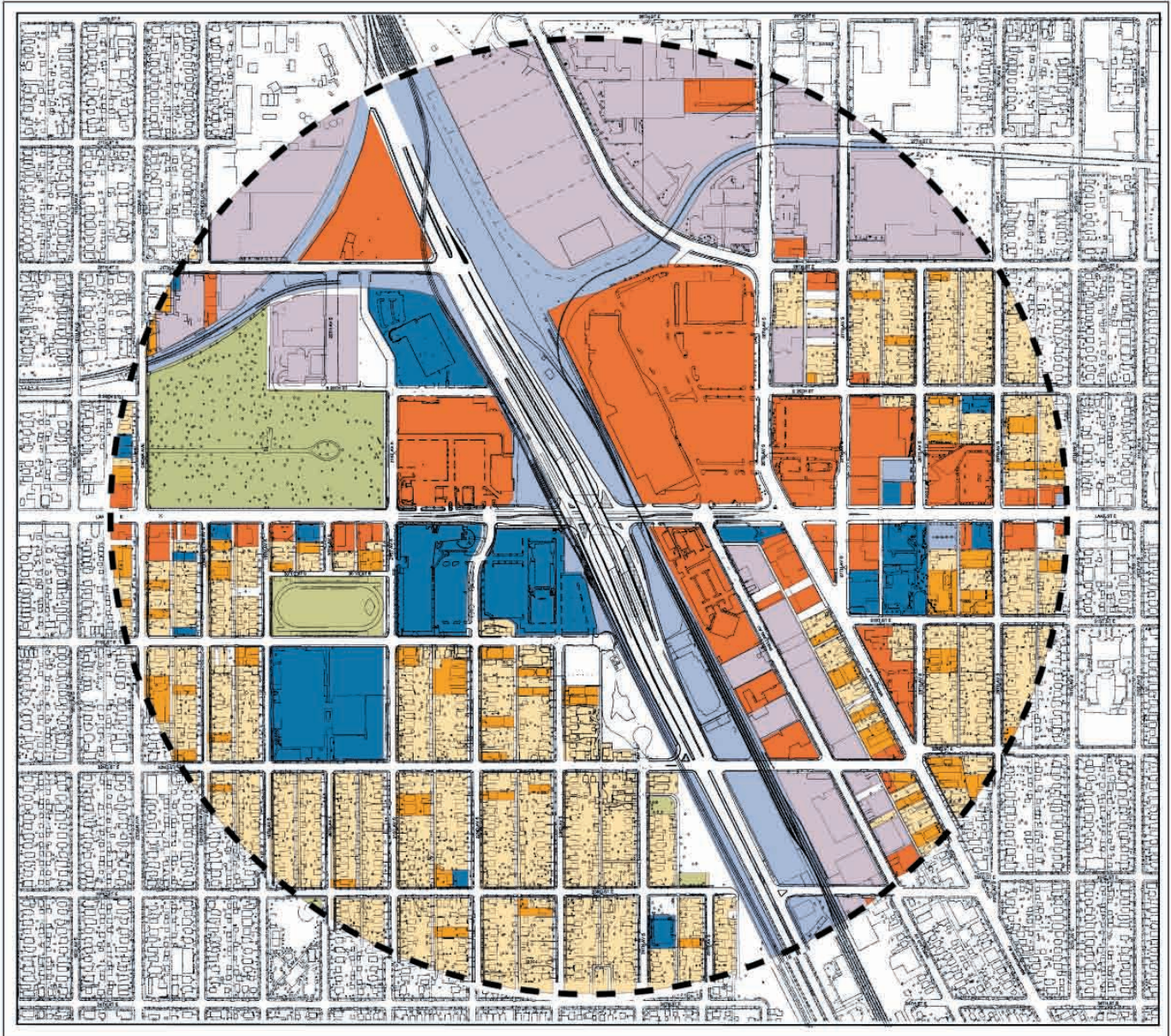
The proposed location of the Lake Street LRT station is at the centre of a planning area defined by a half mile radius from the intersection of Hiawatha Avenue and Lake Street. The area has been identified as a prime candidate for transit-oriented redevelopment consistent with the objective of channeling higher-density mixed-use to the Hiawatha LRT corridor to curtail urban sprawl / limit future regional infrastructure requirements.

It is hoped that the introduction of rapid transit will provide the catalyst for revitalization of existing Hi-Lake urban neighborhoods: current forecasts suggest that the transit-oriented growth centre could accommodate from 700 to more than 3,000 new housing units, 600 to 1,000 new jobs (primarily in the Seward Industrial area) and related commercial uses.



BASE MAPPING 1

EXISTING LAND USE



Legend

- Single Family
- Multi Family
- Commercial
- Industry
- Parks and Open Space
- Public/Institutional/Civic
- Quasi Civic

HIAWATHA / LAKE STREET STATION AREA PLAN
 Minneapolis, Minnesota
 September 1, 1999



Hennepin County
 Minneapolis, MN



IBI Group
 Irvine, CA
 Calthorpe Associates
 Berkeley, CA
 Coen & Stumpf Associates, Inc.
 Minneapolis, MN





3. NEIGHBORHOOD PROFILES



3. Neighborhood Profiles

The Lake Street station area includes portions of four inner city neighborhoods:

- **Phillips Neighborhood:**
 Located north of Lake Street and west of Hiawatha Avenue, Phillips is a culturally and ethnically diverse neighborhood characterized by a low income households, low proportion of home ownership and high unemployment. Dominant land uses include: the Hi-Lake Shopping Center (adjacent to the LRT station site); Pioneers and Soldiers Cemetery; the Green Institute; several commercial industrial enterprises in the Midtown Greenway / 28th Street corridor; and the Minneapolis Public Works yard. Single family residential uses extend north and west from the 1/2 mile limit of the station plan area with modest housing flanked by mature tree-lined streets.

- **Corcoran Neighborhood:**
 Located south of Lake Street and west of Hiawatha Avenue, Corcoran is a middle-income predominantly single family residential neighborhood characterized by well-maintained housing stock and mature tree-lined streets. Housing quality deteriorates closer to Lake Street where marginal auto-oriented retail uses have replaced neighborhood-serving street-oriented shops and services. Major educational / recreational uses (South High School, Edison / PPL Elementary School and the new YWCA / Urban Sports Center) are co-located in an institutional precinct extending west and south from Hiawatha Avenue and Lake Street.

- **Seward Neighborhood:**
 Located east of Hiawatha Avenue and north of 28th Street, Seward residents are more closely located to the Franklin Avenue station with only the southernmost commercial industrial portion of this neighborhood within the Lake Street station planning area. The new Seward Place Industrial Park is the largest single land use in the station area.

- **Longfellow Neighborhood:**
 Located east of Hiawatha Avenue and south of 28th Street, the Longfellow neighborhood contains a mix of industrial and auto-oriented commercial uses along Lake Street and parallel to the Hiawatha transportation corridor. Minnehaha Mall and the large format Cub Foods and Rainbow Foods dominate the Lake Street commercial environment, displacing street-related neighborhood-serving retail. The CP rail tracks and associated heavy industrial and commercial uses between Hiawatha and Minnehaha Avenues have been a fixture in the neighborhood for several decades and are likely to remain as viable land uses in the



foreseeable future. Good quality single family housing stock in a mature urban landscape setting extends east from Minnehaha Avenue and north and south of the Lake Street commercial corridor.

Key issues identified in the September 1999 'Issues & Ideas' workshop included:

- **Phillips Neighborhood:**
 - Midtown Greenway connection across Hiawatha Avenue;
 - Pedestrian linkages from residential areas to the station;
 - Compatibility of existing industrial uses with proposed redevelopment futures (i.e. greenway, more residential development);
 - Environmental remediation of the CMC Heartland industrial storage site adjacent to Hiawatha Avenue;
 - Impact on local employment base through redevelopment of industrial and commercial land uses;
 - Adaptive re-use of the 'South Side Destroyer' (City Transfer Station);
 - Improved access to the Pioneers and Soldiers Cemetery as a passive recreational park space.

- **Corcoran Neighborhood:**
 - More community green space (e.g. South High outdoor commons);
 - Rehabilitation of the Lake Street commercial strip to provide for neighborhood-serving retail and personal service commercial uses combined with housing;
 - Safe and convenient pedestrian connections to LRT;
 - Integration of educational facilities / programs with the community (e.g. technology center, theatre, athletic facilities);
 - Through neighborhood traffic (primarily related to school access).

- **Seward Neighborhood:**
 - Pedestrian and bicycle connections to the Midtown Greenway;
 - Hiawatha pedestrian / bike path connecting to the Lake Street LRT station.

- **Longfellow Neighborhood:**
 - Revitalization of the Lake Street commercial strip;
 - Pedestrian connections to the Lake Street LRT station;
 - Bike path connections to the Midtown Greenway;
 - Community development opportunities associated with TOD.

Please note: Through the course of the planning process, many of the issues listed above were discussed and ultimately resolved by consensus.

Comments received from workshop participants and neighborhood residents are summarized in the Open House Newsletter #1 (see Appendix C).

Neighborhood profiles and photo surveys referenced in the initial workshop / Open House sessions are presented on the following pages.



COMMUNITY ISSUES 1

PHILLIPS: NEIGHBORHOOD REVITALIZATION PROGRAM ISSUES



NEIGHBORHOOD ACTION PLAN

CONCERNS IDENTIFIED BY PHILLIPS RESIDENTS INCLUDE:

- **Housing** (high percentage of substandard and rental housing);
- **Jobs / economic security** (high unemployment and persons below poverty level);
- **Culture / arts / ethnicity** (racism, cultural and language barriers);
- **Community safety / lifespan** (family and health services, education – services not reaching residents);
- **Environment / transportation** (high pollution rates, from housing contaminants to traffic & industry);
- **American Indian Plan** (discrimination, transitional housing, needs of community).

Phillips is the largest Minneapolis neighborhood geographically, and more than twice as densely populated:

- **46% White**
- **54% People of Color** (24% Native American; 21% African American; 9% Asian)
- **49% Poverty Rate**
- **87% Rental Rate**



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Photographic Survey
Northwest Quadrant: Phillips Neighborhood



COMMUNITY ISSUES 2

CORCORAN: NEIGHBORHOOD REVITALIZATION PROGRAM ISSUES



CORCORAN NEIGHBORHOOD NRP FULL ACTION PLAN (1997 REVISED)

CONCERNS IDENTIFIED BY CORCORAN RESIDENTS INCLUDE:

- **Housing** (improving condition and encouraging construction, increasing value);
- **Youth and Family** (providing positive, after-school & volunteer opportunities);
- **Safety & Livability** (block clubs, newspaper, close Sauna on Cedar Avenue/ anti-prostitution projects, lighting);
- **Transportation** (excessive traffic: traffic calming, repaving Lake & Cedar, bus shelter improvement);
- **Business** (recruit, promote and retain businesses – money allocated to YWCA and physical appearance of businesses around YWCA, Lake Street);

CORCORAN NEIGHBORHOOD ORGANIZATION (SEPTEMBER 1999)

FORMATION OF CORCORAN/SOUTH COMMUNITY WITH SOUTH HIGH SCHOOL TO FORM COMMUNITY CAMPUS WITH CAMPAIGN FUNDS:

- Expand green space in and around South High for outdoor commons;
- Provide technology center for residents and students
- Provide mentoring programs and multi-use facilities (athletic, theater);
- Interior and exterior improvements to South High School

Two-dimensional drawings for the community campus are in progress.



11x17 placeholder

Photographic Survey
Southwest Quadrant: Corcoran Neighborhood



COMMUNITY ISSUES 3

SEWARD: NEIGHBORHOOD REVITALIZATION PROGRAM ISSUES



NEIGHBORHOOD ACTION PLAN (1995)

CONCERNS IDENTIFIED BY SEWARD RESIDENTS INCLUDE:

- **Condition and affordability of housing** (range of housing choices);
- **Crime;**
- **Cultural and recreational programs for families and youth;**
- **Compatibility of business, commercial and residential uses** (employers of community people, mixed-used);
- **Revitalization of Franklin Avenue** (as main street for area);
- **Traffic and walkability** (transportation alternatives – bicycle, ISTEAF funds for Franklin);
- **Historic preservation;**
- **River recreation, green space and pollution** (community gardens, polluted site clean-up funds);
- **Neighborhood identity and appearance.**

Top priorities for 1993 included the YWCA/YMCA, bike paths, and programs for housing improvements. The allocation of funds is outlined, including funding for three bike paths to connect to Midtown Greenway, and Franklin to Hiawatha.



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Photographic Survey
Northeast Quadrant: Longfellow / Seward



COMMUNITY ISSUES 4

LONGFELLOW: NEIGHBORHOOD REVITALIZATION PROGRAM ISSUES



COMMUNITY NRP ACTION PLAN (1995)

CONCERNS IDENTIFIED BY LONGFELLOW RESIDENTS INCLUDE:

- **Neighborhood safety** (home security, volunteer neighborhood patrols);
- **Environment and transportation** (bike connection at 29th Street Greenway, along Minnehaha; tree planting);
- **Housing** (grants for remodeling, improvements);
- **Community development** (studies of Minnehaha, Lake & Hiawatha development opportunities; job center for Minnehaha);
- **Youth and Families** (employment, 500K to YWCA, links between schools and neighborhoods);



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Photographic Survey
Southeast Quadrant: Longfellow Neighborhood





4. OPPORTUNITIES & CONSTRAINTS



4. Opportunities & Constraints

The Lake Street station area land use fabric is comprised of a mix of:

- Established residential areas;
- First and second generation industrial and commercial uses;
- Auto-oriented retail commercial development (including regional destination-oriented shopping centers and ‘big box’ stores);
- Major institutional uses (schools and recreational facilities);
- Underutilized open space (e.g. the Hiawatha transportation corridor, Pioneers & Soldiers Cemetery);
- Areas in transition (characterized by vacant or underutilized buildings and sites).

The original urban land use pattern featured neighborhood friendly mixed-use development organized within a traditional urban block and street grid. This has changed substantially in the post WWII era, giving way to the auto-oriented development of high volume roadways and single use land zoning designed to segregate uses rather than integrate them.

At Lake Street, transportation ‘improvements’ have had the effect of creating barriers to pedestrian movement between neighborhoods contributing to the decline of the once healthy Lake Street commercial strip and impacting adjacent residential neighborhoods. Indeed, with the consequent impact on property values – an indicator of desirability – Lake Street has not attracted new residential development and associated infrastructure improvements except that its strategic location within the region has served to maintain a significant commercial and industrial land base.

At issue is the shift in the type of commercial and industrial uses that currently occupy sites in the Lake Street station area and their compatibility with residential development. Equally significant are the accumulated environmental problems of urban blight and site contamination that must be overcome to restore the viability of Lake Street as an attractive investment opportunity.

The initial analysis of station area land use patterns suggests that up to 100 acres or 20% of the land area could be considered for redevelopment (see ‘Potential for Change’ map at the conclusion of this section). Of the sites identified, the large majority is located along Lake Street or adjacent to the Hiawatha transportation corridor.

The development potential suggested in this highest-and-best land use analysis is confirmed by the findings of the Hiawatha Transit-Oriented Development (TOD) Market Study (see Section 5 – Development Scenarios). This study identifies the Lake Street station area as a catalyst site for initial public action and investment based on market support, urban enhancement



potential (associated with TOD), and land availability (i.e. redevelopment opportunities). A demonstration plan for the station environs developed as part of a separate study (see Appendix G – Lake Street Station Vertical Alignment Study) further serves as proof-of-concept of the catalyst site potential.

Streetscape improvements to Lake Street can serve to build the amenity infrastructure needed to create the environment for new mixed-use development with access to LRT west of Hiawatha. The proposed street jumper LRT station over Lake Street can also serve to connect the west-side neighborhoods of Phillips and Corcoran.

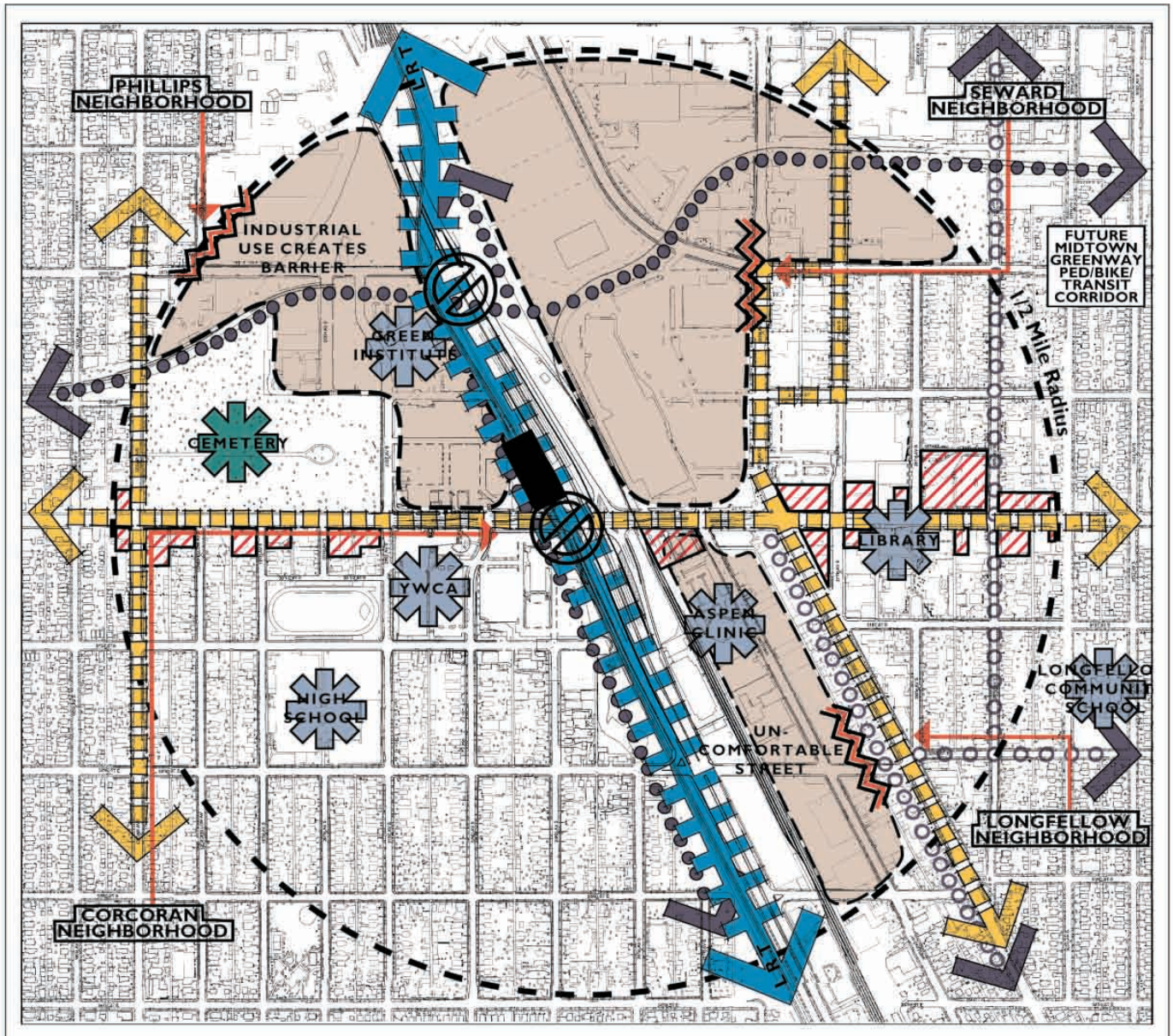
Pedestrian access from the Seward and Longfellow neighborhoods is challenged by a limited number of at-grade crossings of Hiawatha Avenue, the single point Hi-Lake interchange and the impact of auto-oriented shopping center uses adjacent to the east side of the Hiawatha Avenue bridge portal.

Existing major road alignments effectively divide the station area into four neighborhood quadrants: northwest (Phillips); southwest (Corcoran); northeast Seward / Longfellow) and southeast (Longfellow). North / south traffic and pedestrian movements through the station area are accommodated by the existing street grid east and west of Hiawatha Avenue. Pedestrian mobility and access to Lake Street and the LRT station can be enhanced through selective streetscape improvements and linkages to the Hiawatha pedestrian / bike pathway via the proposed Midtown Greenway / 28th Street connector and 32nd Street as alternative east / west routes to Lake Street.



BASE MAPPING 2

OPPORTUNITIES AND CONSTRAINTS



Legend

- | | | | |
|--|-----------------------------|--|-------------------------------|
| | LRT | | Industrial/Commercial Barrier |
| | Bus Route | | Pedestrian Access Constraint |
| | Public/Civic Amenity | | Lake Street Station |
| | Proposed Bicycle Trails | | Retail Renovation Sites |
| | Neighborhood Bicycle Routes | | Pedestrian/Vehicle Conflicts |

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 Minneapolis, Minnesota
 September 1, 2009



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 Minneapolis, MN

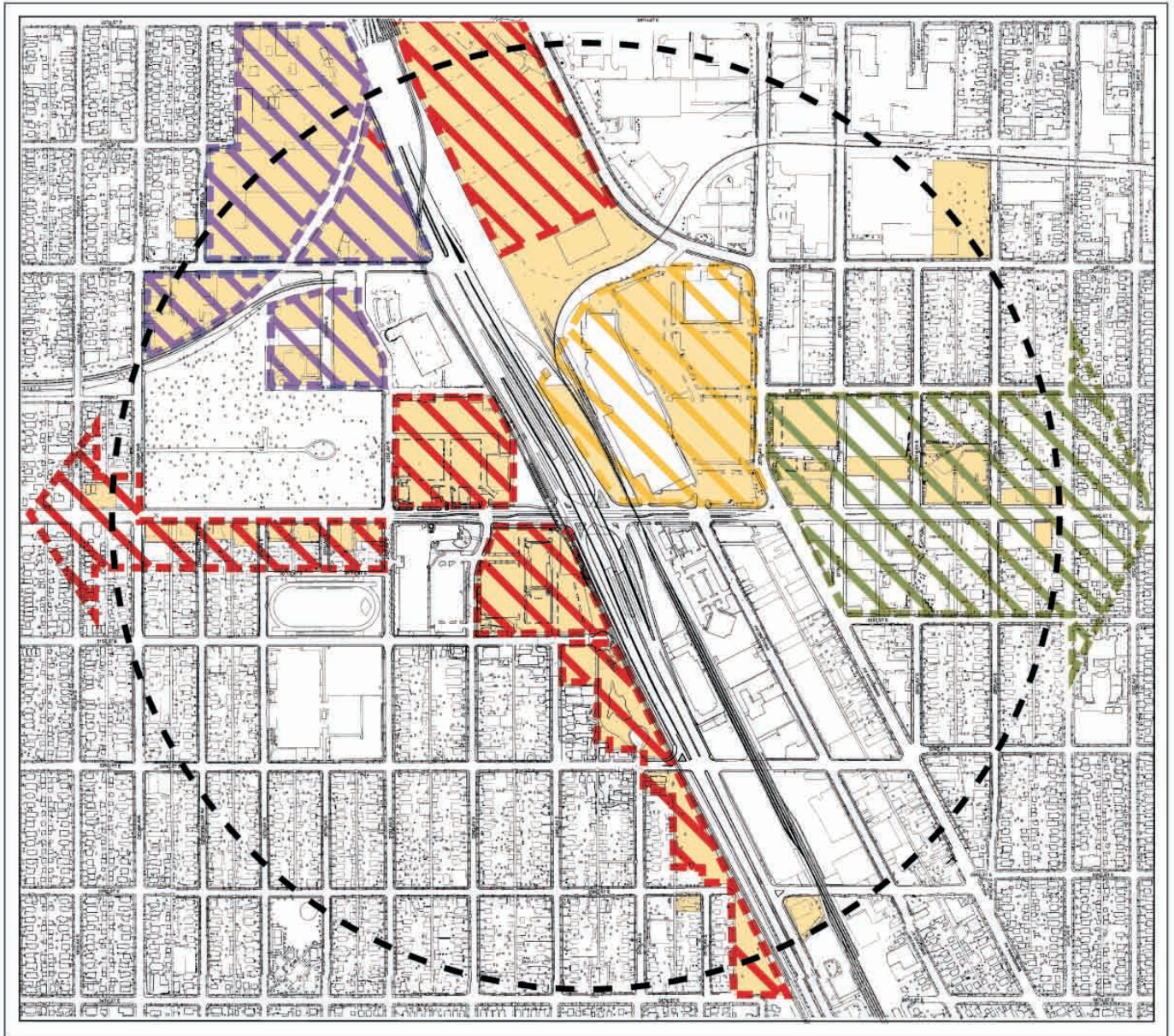


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


BASE MAPPING 3


POTENTIAL FOR CHANGE





Legend


 Potential for Changes Sites 101 ac

Redevelopment Timeframe


 Now – 2005


 2005 – 2010

 2010 – 2020

 2020 and Beyond


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5. DEVELOPMENT SCENARIOS



5. Development Scenarios

In the September 1999 ‘issues & ideas’ workshop session with community stakeholders, participants engaged in a community building exercise (see Appendix C: Workshop / Open House #1). Seven groups produced land use plans based on the prior analysis of opportunities and constraints and potential for change.

The gaming session resulted in consensus on several key points that informed the planning team’s efforts working towards possible development alternatives:

- Build connections between LRT and neighborhoods east and west of Hiawatha Avenue;
- Promote mixed-use residential / retail development along an upgraded Lake Street (complete with improved lighting and pedestrian amenities);
- Enhance pedestrian connections to the proposed Midtown Greenway;
- Expand the local employment base in existing industrial areas
- Build more housing with an emphasis on choice and affordability.

Site-specific development scenarios for each station area quadrant were developed by the planning team and subsequently incorporated in two alternative consensus plans featuring a ‘residential’ and ‘employment’ emphasis respectively (see Appendix D: Workshop / Open House #2).

Strategic directions enabling transit-oriented development are summarized below with details provided on the accompanying illustrations:

- **Northwest Quadrant: Phillips Neighborhood**
Redevelopment opportunities were identified in two areas, the industrial precinct (generally located north of 28th Street) and the Hi-Lake Shopping Center site (situated adjacent to the Lake Street station site).

Land use strategies for the industrial precinct include three possibilities: ‘status quo’ (existing land intensive industrial / commercial uses remain); ‘industrial revolution’ (encourage employment-intensive ‘clean and green industrial commercial uses compatible with residential development); and ‘residential renaissance’ (repatriate industrial lands for housing as an extension of the adjacent residential neighborhood).

For the Hi-Lake Shopping Center site, a mixed-use transit village concept is advocated on the strength of the sites strategic location and the relatively low density of existing development.



- **Southwest Quadrant: Corcoran Neighborhood**
Four possible redevelopment initiatives have been identified in this area:
 - West Lake Street: redevelop marginal commercially zoned properties flanking the south side of Lake Street for neighborhood-serving retail with housing above retail as an option;
 - Edison / PPL School site: extend the transit village concept to the south side of Lake Street and incorporate school board uses (i.e. replacement school or administrative office center) as an option;
 - South High School precinct: develop shared neighborhood / school use facilities and open space to include a community theatre and technology center;
 - More housing: an area-wide initiative focussing on selective infill development to augment housing choice options and build a more diverse residential demographic base.



11x17 placeholder

Development Scenarios / Key Issues
Northwest and Southwest Quadrants



- **Northeast Quadrant: Seward / Longfellow Neighborhood**
Auto-oriented retail commercial uses are firmly entrenched in the area northeast of Lake Street, but incremental redevelopment over time can serve to improve linkages to adjacent residential areas and accommodate more neighborhood-serving retail into the mix of commercial land uses. Possible land use strategies include:
 - Lake Street Destination Retail: diversify large format regional shopping center with supplementary street-fronting commercial retail units in support of pedestrian-friendly streetscapes and community linkages;
 - East Lake Street Commercial Corridor: encourage a mix of neighborhood-serving retail with housing above through a progressive infill redevelopment program.

- **Southeast Quadrant: Longfellow Neighborhood**
Development opportunities in this sector include:
 - East Lake Street Commercial Corridor: (see Northeast Quadrant above);
 - Railway Commercial / Industrial Corridor: promote warehouse loft housing, entertainment uses and employment-intensive commercial / light industrial uses through incremental redevelopment.



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Development Scenarios / Key Issues
Northeast and Southeast Quadrants



The Hiawatha LRT TOD Market Study (prepared by the ZHA-ZVA Consulting Team) estimates that 1,250 housing units and 150,000 square feet of commercial development could be absorbed within a half mile radius of the LRT station over a twenty-year time frame. The estimates are based on the analysis of trends and forecasts for economic growth in the Hiawatha LRT corridor, market conditions, competitive locations, development capacities and residential potential.

The following illustration (Market-Based Development Potential) ‘translates’ the projected estimates into area-specific developments, showing the most plausible distribution of new transit-oriented (and related commercial) development in the Lake Street corridor.

- **Westerly Subarea:**

Future potential in that portion of the station area west of Hiawatha Avenue assumes significant public sector intervention to acquire land for new TOD in the immediate vicinity of the LRT station. The market study concludes that this area presents short-term opportunities for TOD on the strength of excellent access to various modes of transportation, a mixed-use environment, housing opportunities and suitability of land uses for redevelopment.

Up to 1,250 new housing units could be accommodated west of Hiawatha. The optimum market position forecasts a mix of: rental apartments over ground level retail (6%); rental apartment (44%); rental senior housing (12%); for-sale apartments (22%); and for-sale live-work townhouses (16%). New housing and existing residential uses could support up to 25,000 square feet of neighborhood-serving commercial space.

- **Easterly Subarea:**

Market analysis of the station area east of Hiawatha Avenue envisages continuation of current auto-oriented development trends. The strong regional commercial focus is presumed to remain, strengthened by recent roadway access improvements at Hiawatha Avenue and Lake Street. Commercial retail absorption estimates suggest that as much as 100,000 square feet could be added to the regional (destination) commercial zone north of Lake Street over the next twenty years. A further 25,000 square feet of street front redevelopment could be accommodated in a neighborhood commercial zone south of Lake Street.



MARKET-BASED DEVELOPMENT POTENTIAL

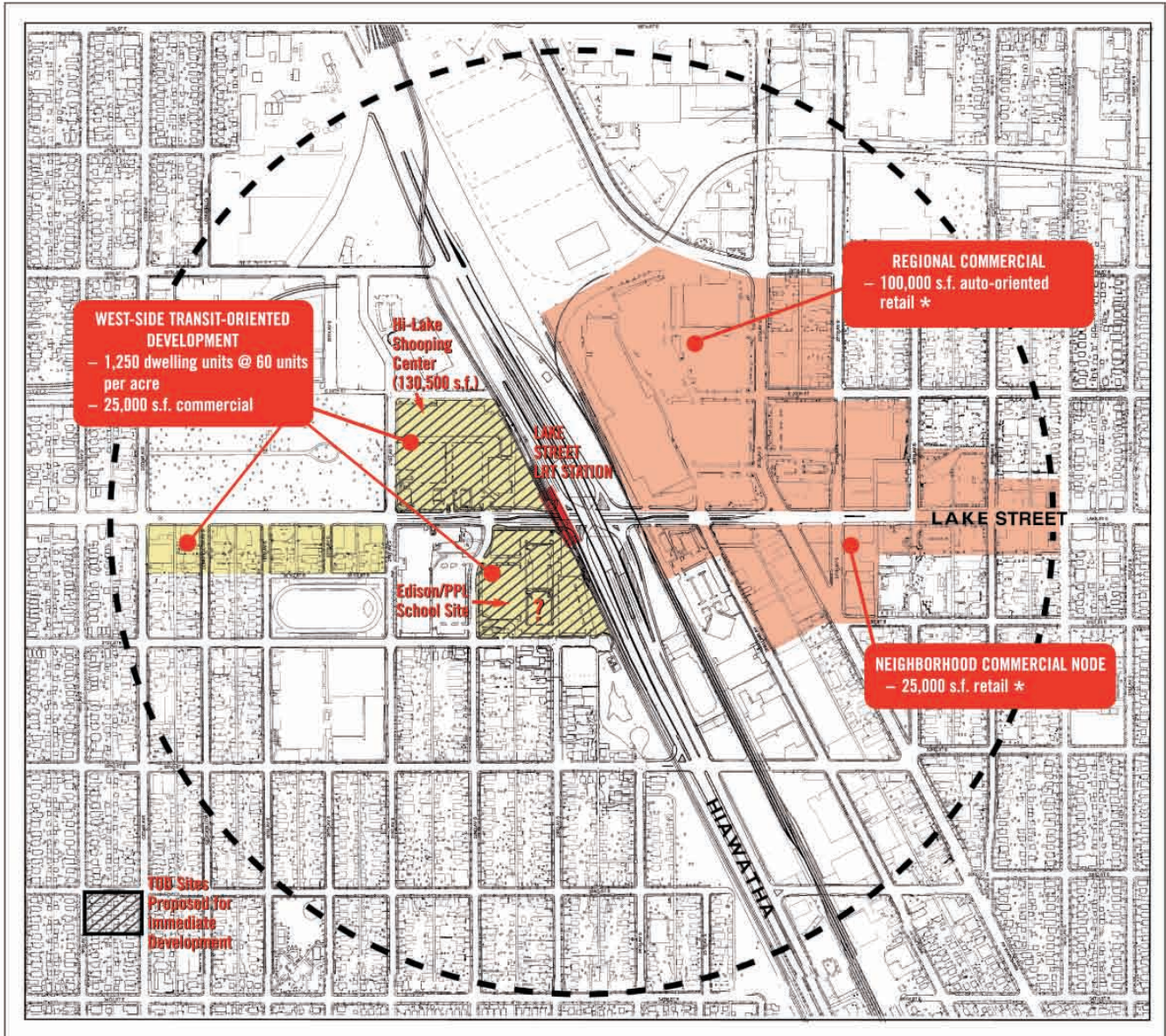
RESIDENTIAL / COMMERCIAL PROJECTIONS TO 2020

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RESIDENTIAL DEVELOPMENT					
	2000-2005	2005-2010	2010-2015	2015-2020	TOTAL
Residential (Units)	500	500	250	0	1,250
OPTIMUM MARKET MIX					
TYPE/SIZE	PERCENT		NUMBER		
Rental Apartments over Retail Space (550-950 s.f.)	6%		75		
Rental Apartments (500-950 s.f.)	44%		550		
Rental Apartments Senior Housing (650-1,100 s.f.)	12%		150		
For-Sale Apartments (675-1,300 s.f.)	22%		275		
For-Sale Live-Work Townhouses (1,400-1,800 s.f.)	16%		200		

COMMERCIAL DEVELOPMENT					
	2000-2005	2005-2010	2010-2015	2015-2020	TOTAL
New Office Space (s.f.)	0	4,000	6,000	5,000	15,000
New Retail Space (s.f.)	20,000	35,000	35,000	45,000	135,000
Retail Relocation (s.f.) *	(130,500)	0	0	0	(130,500)
NET NEW COMMERCIAL TOTAL	(110,500)	39,000	41,000	50,000	19,500

* Hi-Lake Shopping Center retail floor space (displayed by new TOD is absorbed in east-side commercial space projections)





**6. DENSITY AND
BUILT FORM**



6. Density and Built Form

Existing station area densities and built form reflect an urban fabric generally characterized by low-rise, single-use buildings separated by open space prescribed by development regulations (i.e. setbacks) and surface parking.

In residential areas, the subdivision of land into a conventional block and lot configuration establishes a fine-grained development pattern enhanced by an urban landscape of mature street trees (see Section 3. Neighborhood Profiles).

In contrast, commercial and industrial areas interrupt the pedestrian-friendly residential urban fabric with larger single-use buildings and expansive surface parking lots and service / storage areas.

In the interest of maintaining a pedestrian-scaled form of development, new transit-oriented development should emphasize ground-related building forms compatible with the prevailing residential character. Applying the principles of transition zoning, mixed-use or single-use buildings from two to six storeys in height can achieve significant increases in the intensity of land use without sacrificing neighborhood quality. In fact, increased densities attract amenities such as enhanced convenience retail and personal service commercial uses, civic open space and community facilities that are essential to urban pedestrian-oriented neighborhood life.

Adapting the model of the traditional home and street, new residential, commercial and mixed-use development can take a variety of neighborhood-friendly forms, varying in density from 15 to 60 dwellings per acre or up to a floor area ratio (FAR) of +3.0 for residential/commercial mixed-use projects.

The examples shown on the following pages illustrate the range of alternatives compatible with transit-oriented development and form the basis for site-specific built form proposals illustrated in the land use plan (see Section 8 - Preferred Concept Plan).



DEVELOPMENT INTENSITY

FLOOR AREA RATIO

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Minneapolis, Minnesota

Hennepin County
Minneapolis, MN



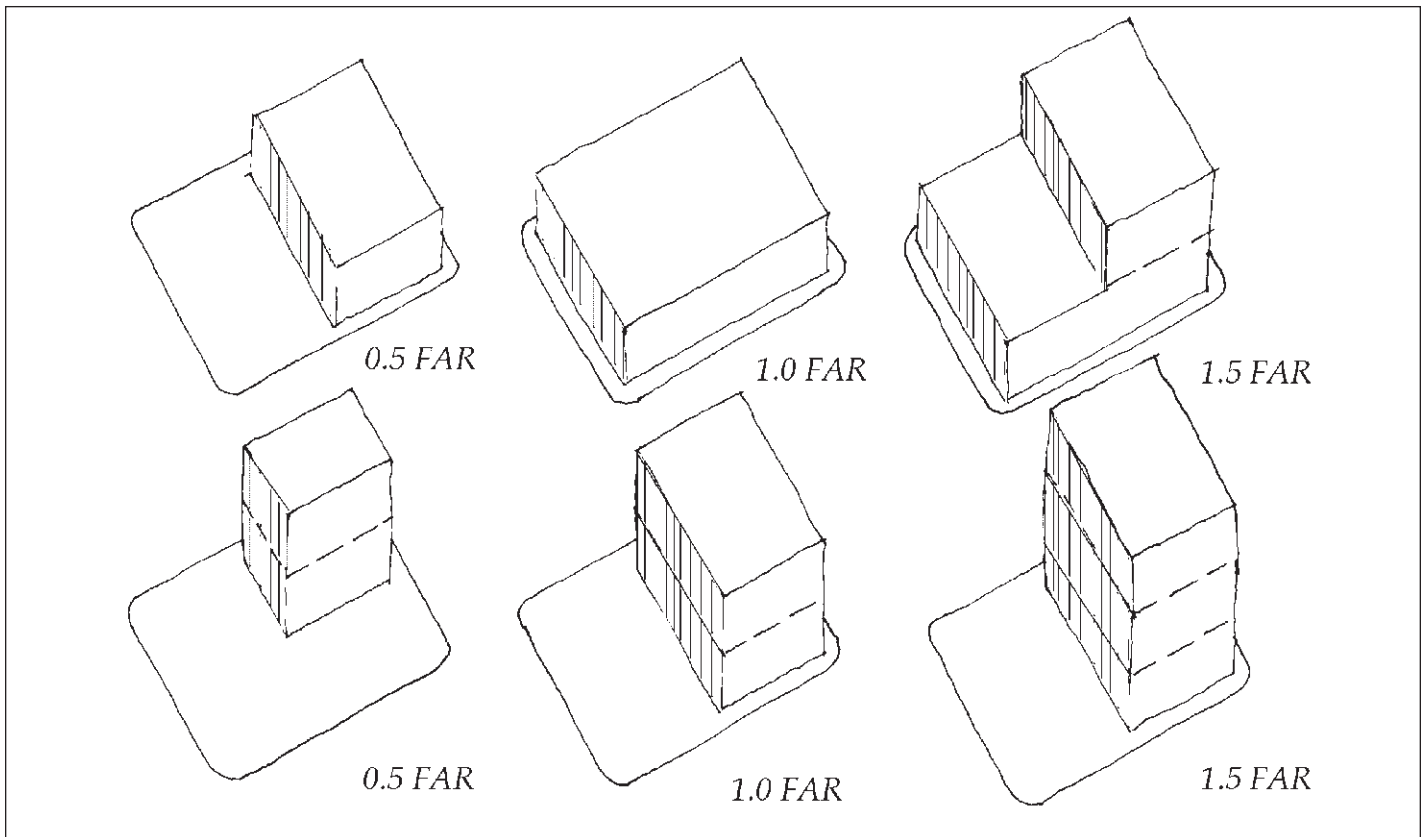
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FLOOR AREA RATION (FAR)

Floor Area Ration (FAR) is a measure of development intensity, measured on a parcel-by parcel basis and is the ratio of habitable floor area to lot or parcel area:

Habitable Floor Area is the space contained within the exterior walls of all buildings on a lot, except for the space therein in light courts or open air courtyards and except for the are in an accessory building used for parking motor vehicles. Residential and commercial parking garages and accessory units do not contribute to meeting the FAR requirement.

Development at the maximum FAR would likely require structured parking, although structured parking garages do not count toward the FAR calculation. At the minimum level of development, a compact, pedestrian-friendly setting can be created with the use of surface parking.



FAR: Floor Area Ratio is a measure of development intensity that is the ratio of built area to site area. FAR can be satisfied in many configurations. For example, an FAR of 1.0 may be satisfied with a one-storey building covering the lot or a two-storey building of half the footprint. These diagrams are schematic only and do not reflect other regulations such as setbacks, entries and windows.

TOD TYPOLOGY

BUILT FORM AND DENSITY

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EXAMPLES OF RESIDENTIAL DENSITY

SINGLE FAMILY WITH GARAGE AND/OR SURFACE PARKING

INTENSITIES:
5-15 DWELLING/ACRE

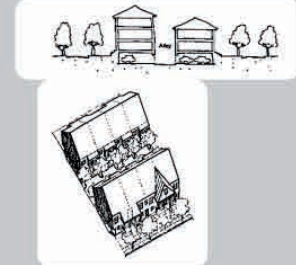
APPROPRIATE USES:
SMALL-LOT SINGLE-FAMILY
STANDARD-LOT SINGLE-FAMILY
CARRIAGE UNITS
DUPLEXES



MULTI-FAMILY WITH ATTACHED GARAGES

INTENSITIES:
20-35 DWELLING/ACRE

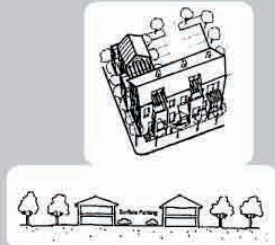
APPROPRIATE USES:
'TUCK-UNDER' APARTMENTS
TOWNHOMES
LIVE/WORK



MULTI-FAMILY WITH SURFACE PARKING

INTENSITIES:
15-25 DWELLING/ACRE

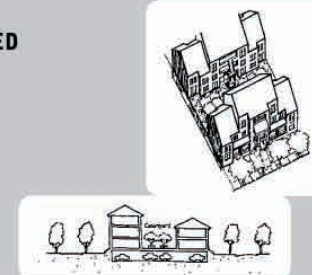
APPROPRIATE USES:
GARDEN APARTMENTS
SENIOR HOMES



MULTI-FAMILY WITH REQUIRING STRUCTURED PARKING

INTENSITIES:
35-60 DWELLING/ACRE

APPROPRIATE USES:
MID-RISE APARTMENTS
PODIUM APARTMENTS
MIXED-USE RETAIL W/ APARTMENTS

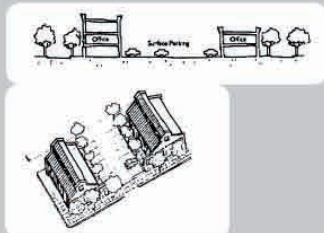


EXAMPLES OF COMMERCIAL/RETAIL DENSITY

OFFICE / R&D WITH SURFACE PARKING

INTENSITIES:
18-80 JOBS/ACRE

APPROPRIATE USES:
OFFICE (LOW-INTENSITY)
RESEARCH & DEVELOPMENT
INDUSTRIAL



MIXED-USE WITH SURFACE PARKING

INTENSITIES:
40 JOBS/ACRE WITH
50 DWELLING/ACRES
OR 80 JOBS/ACRE

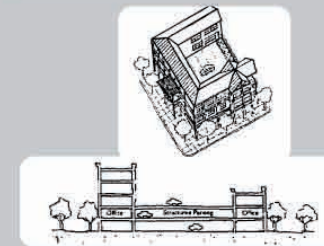
APPROPRIATE USES:
RETAIL - RESIDENTIAL
RETAIL - OFFICE (LOW-INTENSITY)



OFFICE / R&D WITH STRUCTURED PARKING

INTENSITIES:
250 JOBS/ACRE

APPROPRIATE USES:
OFFICE (HIGH-INTENSITY)



MIXED-USE WITH STRUCTURED PARKING

INTENSITIES:
100 JOBS/ACRE WITH
50 DWELLINGS/ACRE
OR 150 JOBS/ACRE

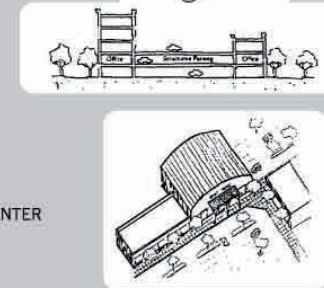
APPROPRIATE USES:
RETAIL - RESIDENTIAL
RETAIL - OFFICE (HIGH-INTENSITY)



RETAIL WITH SURFACE PARKING

INTENSITIES:
18-50 JOBS/ACRE

APPROPRIATE USES:
REGIONAL ANCHOR STORE
NEIGHBORHOOD SHOPPING CENTER
CONVENIENCE RETAIL
CINEMA



11x17 placeholder

Mixed Use Development
Housing Prototypes A



11x17 placeholder

Mixed Use Development
Housing Prototypes B



TOD TYPOLOGY

BUILT FORM AND DENSITY

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Minneapolis, Minnesota

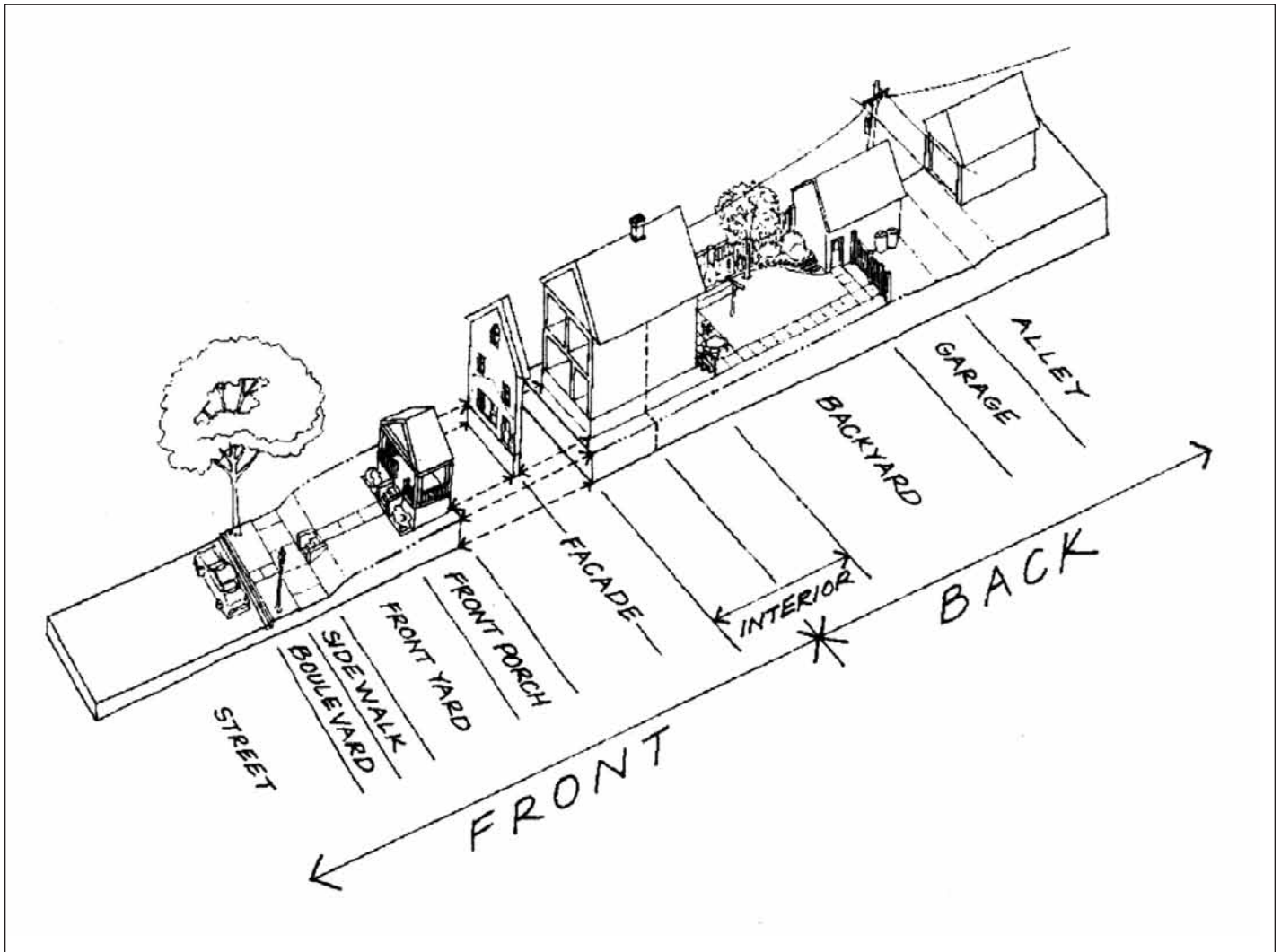
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SINGLE FAMILY RESIDENTIAL

The traditional house in the Twin Cities contains several elements that help make it a comfortable, safe and interesting place to live. Physical cues such as sidewalks, fences, yards and porches help define the transition from public to private, clearly indicating where visitors are welcome and what areas are intended for residents. The placement of the house and orientation of windows and entries allow residents to survey activities on the street.



Source: Design Center for the American Landscape, "Making Housing Home", the College of Architecture and Landscape Architecture, University of Minnesota, 1996.



7. STREETSCAPES



7. Streetscapes

The public realm of the street serves both functional and symbolic purposes. At its best in mature urban settings, the blend of vehicular and pedestrian traffic along streets and sidewalks animates the environment and serves as a neighborhood-friendly extension of the traditional front porch.

The patterns of movement – the circulation framework – should enable accessibility, safety and express neighborhood identity. Working in harmony with land use, active and pedestrian-friendly streets are integral to a healthy urban environment.

In the Lake Street station area, the regular pattern of streets and avenues characteristic of the Phillips, Corcoran and Longfellow residential neighborhoods intersect at Hiawatha Avenue and Lake Street. Prior to the 1950s, the railway industrial corridor along Hiawatha Avenue was a powerful presence, but had only a benign influence on pedestrian movement between neighborhoods and access to the commercial ‘Main Street’ (Lake Street) and places of employment. Since that time, changes in commercial development patterns coupled with the increased demand for convenient auto access through the station area and to regional destination-oriented uses within the station area have significantly impacted pedestrian mobility. The railway industrial corridor has been reborn as a limited-access, high-volume highway corridor bisecting the station area east to west. Lake Street has also evolved into a major traffic arterial at the expense of its former pedestrian-oriented ‘main street’ function and ambience, bisecting the station area north to south (see Appendix G).

At the nexus of the Lake Street neighborhoods is the proposed site of the Lake Street LRT station. Although largely dependent upon bus-to-LRT transfer traffic for ridership in the first instance, the unrealized potential lays in the future ridership that may be made possible by repairing local neighborhood linkages and providing convenient access to rapid transit through station area redevelopment.

The ingredients for success are contingent upon:

- Implementation of functional, effective streetscape improvements to Lake Street and;
- Establishment of a community circuit providing connections to LRT from each of the four station area quadrants.



Lake Street Improvements:

Critical to the success of TOD redevelopment in the vicinity of the LRT station are substantial improvements to the pedestrian environment along Lake Street east and west of Hiawatha Avenue. Public sector initiatives are needed to create an urban amenity infrastructure and climate of confidence for investment in the area. Curb-side to building-face streetscape improvements - including wide sidewalks, comfortable bus transit shelters and street furnishings - are contemplated in the Hennepin County capital plan for Lake Street and illustrated conceptually on the following pages. Collaboration with Lake Street property owners - via a merchant association focusing on business revitalization - and the City of Minneapolis is also needed to realize neighborhood redevelopment potential.

Community Circuit:

In an effort to provide connections between the Lake Street neighborhoods and provide area residents with safe and convenient access to transit, a series of existing streets and avenues have been designated as a 'community circuit'. The basic infrastructure for this concept - Cedar Avenue / 21st Avenue, 32nd Street, Minnehaha Avenue / 26th Avenue, and 28th Street - already exists. Construction of the Midtown Greenway to include the extension of 28th Street across Hiawatha Avenue will complete the circuit (see attached 'Streetscapes' photographic survey).

Proposed improvements to the pedestrian realm along the designated streets and avenues are shown diagrammatically on the following pages. Elements of the urban design program include: generous sidewalks, bike paths, improved lighting, enhanced landscaping (to include supplementary street tree planting), wayfinding signage, new bus transit shelters and street furnishings.

At the intersection of community circuit streets and avenues, there are opportunities to introduce traffic calming measures and special features as neighborhood identifiers and focal points (see Section 8. Preferred Alternative Plan).

Generalized guidelines for street landscaping and furnishings and traffic calming techniques are illustrated at the conclusion of this section. Implementation of public sector initiatives is discussed in Section 9. Implementation.



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Photographic Survey
Streetscapes



STREETSCAPE

STREETSCAPE ENHANCEMENTS

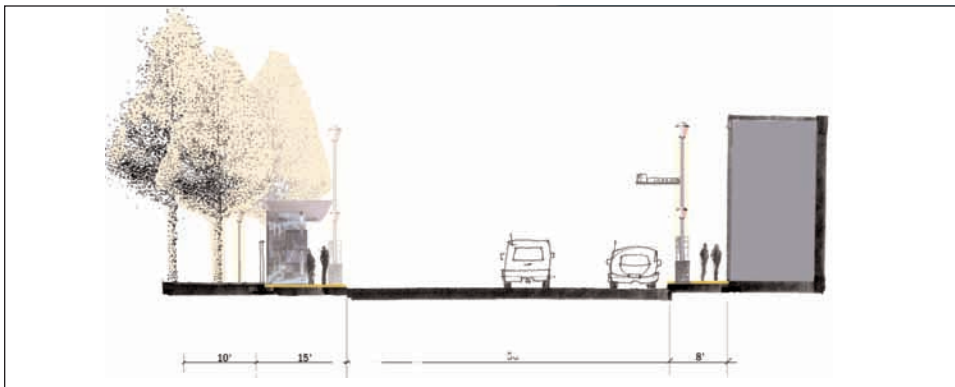
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Minehaha Avenue at 32nd Street showing intersection of 'green loop' street network. Streetscape features include pedestrian pathways, bike lane, transit shelters and increased planting.



Section through Lake street at Pioneer Cemetery. Enhancements include street tree planting, widened sidewalk, articulated lighting and transit shelters.



Section through Minnehaha Avenue and 26th Street tree planting, transit shelters and sidewalk renovations.



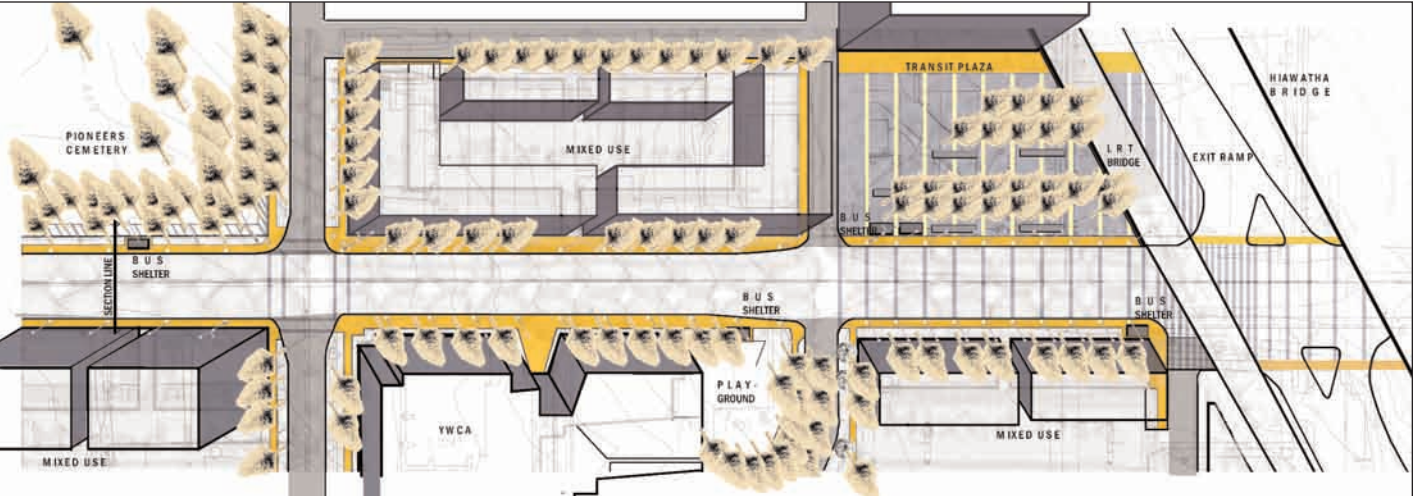
LAKE STREET TRANSIT DISTRICT

STREET DESIGN

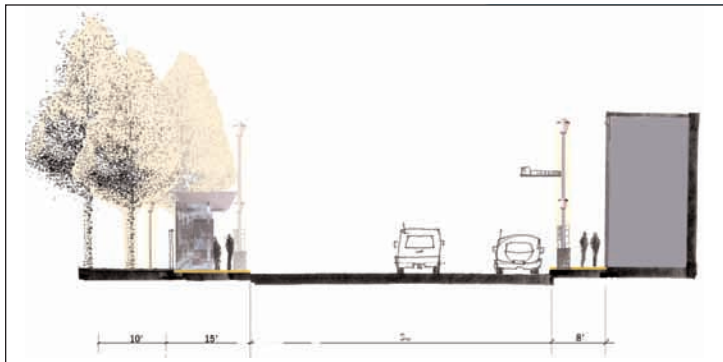
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Perspective of Lake Street from Cemetery to Hiawatha Bridge showing proposed mixed-use infill and street design. Opportunity for flyover to occupy transit plaza as designed feature-plaza elements extend under Hiawatha Bridge.



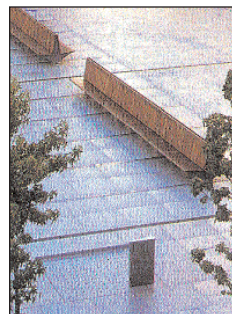
Section of Lake Street at Pioneers Cemetery. Amenities include increased vegetation at cemetery edge, widened sidewalk, articulated lighting and transit shelter enhancements.



Lighting gives a nighttime identity to plaza spaces.



Lighting at different levels can define new spaces at night.



Rich materials give plazas life.



Transit shelters and lights give rhythm to street.



STREET GUIDELINES

STREET LANDSCAPING

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Minneapolis, Minnesota

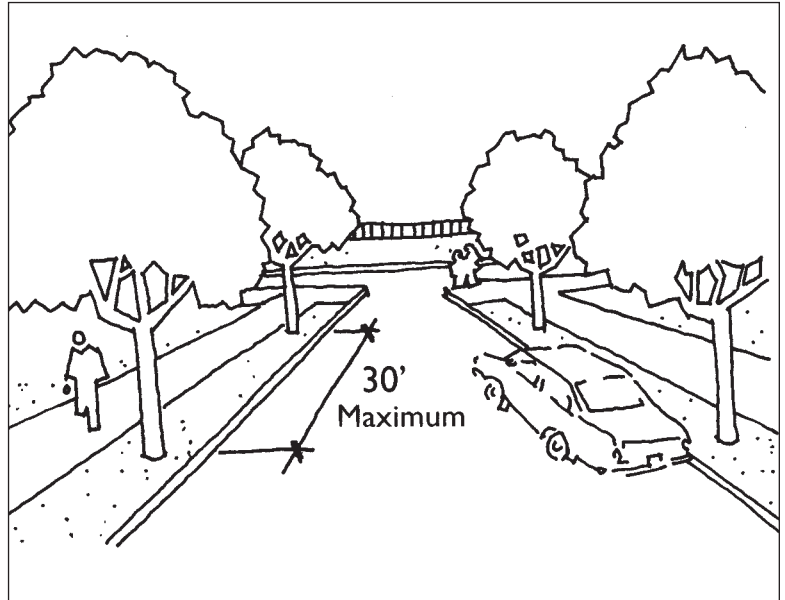
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Calthorpe Associates
Berkeley, CA
Coen & Stumpf Associates, Inc.
Minneapolis, MN

Hennepin County
Minneapolis, MN



Street Trees:

Streets should be landscaped with a palette of trees and groundscaping keyed to the types of streets, such as major shopping streets, through-streets and residential streets, to help establish the hierarchy of streets. Street trees should be planted on both sides of streets and spaced no more than 30 feet apart.



Tree Grates:

Tree grates should occur along side-walks and in plazas where a continuous walking surface is needed. A distinctive shape that combines a circle and square should be used, where possible, with the square end adjacent to paving edges or curbs. Narrow openings should radiate from the center. Tree openings should be expandable. Grate sizes should be a minimum of four feet in diameter. Grates should be painted with multiple coats of low-luster enamel.

Plan Materials:

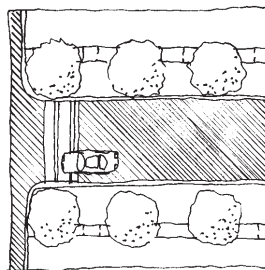
In commercial areas, sidewalks are likely to be all hardscape, with generous tree grates around street trees. On residential streets, a common palette of groundscaping such as turf and low plants is recommended for the sidewalk area between paving and roadway. A judicious selection of plants includes consideration of site-specific conditions such as shade, wind, moisture and soils. Sidewalks and planting areas should provide adequate width for storage of snow from plows, while still allowing a plowed walkway.

TRAFFIC CALMING

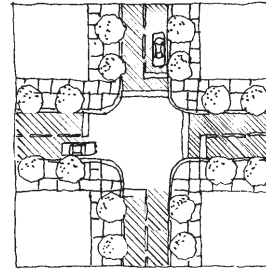
Traffic calming techniques may be used at intersections, in combination with the required street section designs to slow down traffic and make street crossings safer for pedestrians. 'Knockdowns' or 'bulbouts' narrow the effective crossing distance for pedestrians at crosswalks while still permitting on-street parking along the majority of the block.

Traffic Calming Measures:

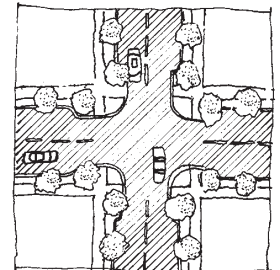
A combination of techniques may be used in areas of heavy pedestrian or bicyclist traffic to effectively "tame" traffic. Drainage, snow removal and storage shall be considered in the design and maintenance of these features.



Textured Crosswalk Paving



Raised / Textured Intersections



Knockdown or Bulbouts

STREET GUIDELINES

STREET FURNISHINGS

HIAWATHA / LAKE STREET STATION AREA PLAN
Minneapolis, Minnesota

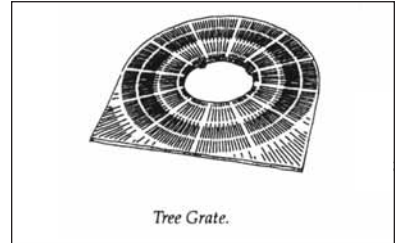
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Tree Guards:

Tree guards should extend vertically from tree gates to protect trees in highly active areas. Tree guard bars should be narrow and vertical and attached to the tree grate. Welds should not be visible. Guards should be painted with multiple coats of low-luster, black enamel for durability. Tree guards should be about four feet in height with openings varying in diameter according to tree species.



Kiosks:

Kiosks serve as information booths and/or shelter for small vendors.

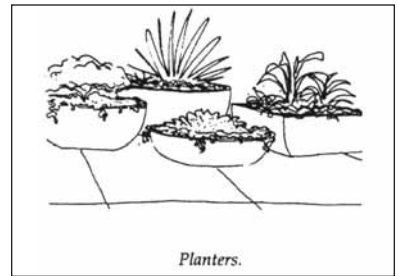


Newspaper Racks:

Newspaper racks should occur around major pedestrian gathering areas. The design should consolidate all vending boxes into one rack. Rack construction should use masonry elements or metal that compliments other site furnishings in the area, or the architecture of adjacent buildings. The rack should be attractive on all sides and properly anchored.

Bicycle Racks:

Bicycle racks should be selected that are durable and visually subdued. Based on their performance, "loop racks" and "ribbon bars" are recommended and should be sized according to parking requirements.

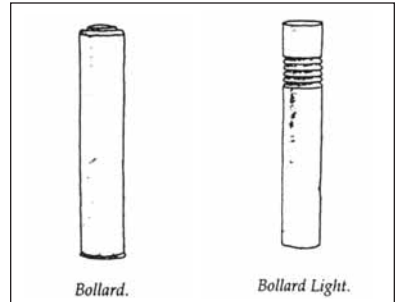


Planters:

Planters should be simple in form. Round and square types are recommended. Material should consist of cast stone or precast concrete. Planters should be at least three feet in diameter. Where planters are called for, group various sizes in clusters to enrich streetscapes and plazas.

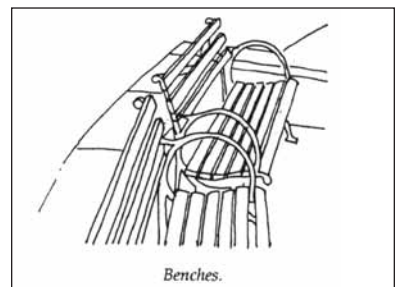
Bollards:

Pedestrian plazas should be designed with the consistent use of pavers and without curbing. Bollards should be placed to restrict vehicle access at the perimeter of plazas, where pedestrians and vehicles cross paths. Collapsible bollards should be used where service vehicles or emergency vehicles may need to pass. Design of bollards should have a classic style and consist of iron or aluminum to be painted with multiple coats of low-luster black enamel. Bollards may be fitted with lighting for dramatic or intimate settings. Bollards should be at least 29 inches in height.



Seating:

Low walls should be integrated into the design of parks and plazas for seating. Wooden benches are appropriate within parks and plazas in intimate setting or where flexibility in the location of seating is desired. Wood benches should use smoothly finished, exterior-grade members. Wood members should be supported by cast iron or aluminum ends with a low-luster black enamel finish. Benches should range from four to eight feet long. Intermediate arms are recommended for longer benches.



STREET GUIDELINES

LIGHTING

HIAWATHA / LAKE STREET STATION AREA PLAN
Minneapolis, Minnesota

Hennepin County
Minneapolis, MN



IBI Group
Irvine, CA
Calthorpe Associates
Berkeley, CA
Coen & Stumpf Associates, Inc.
Minneapolis, MN

LIGHT STANDARDS

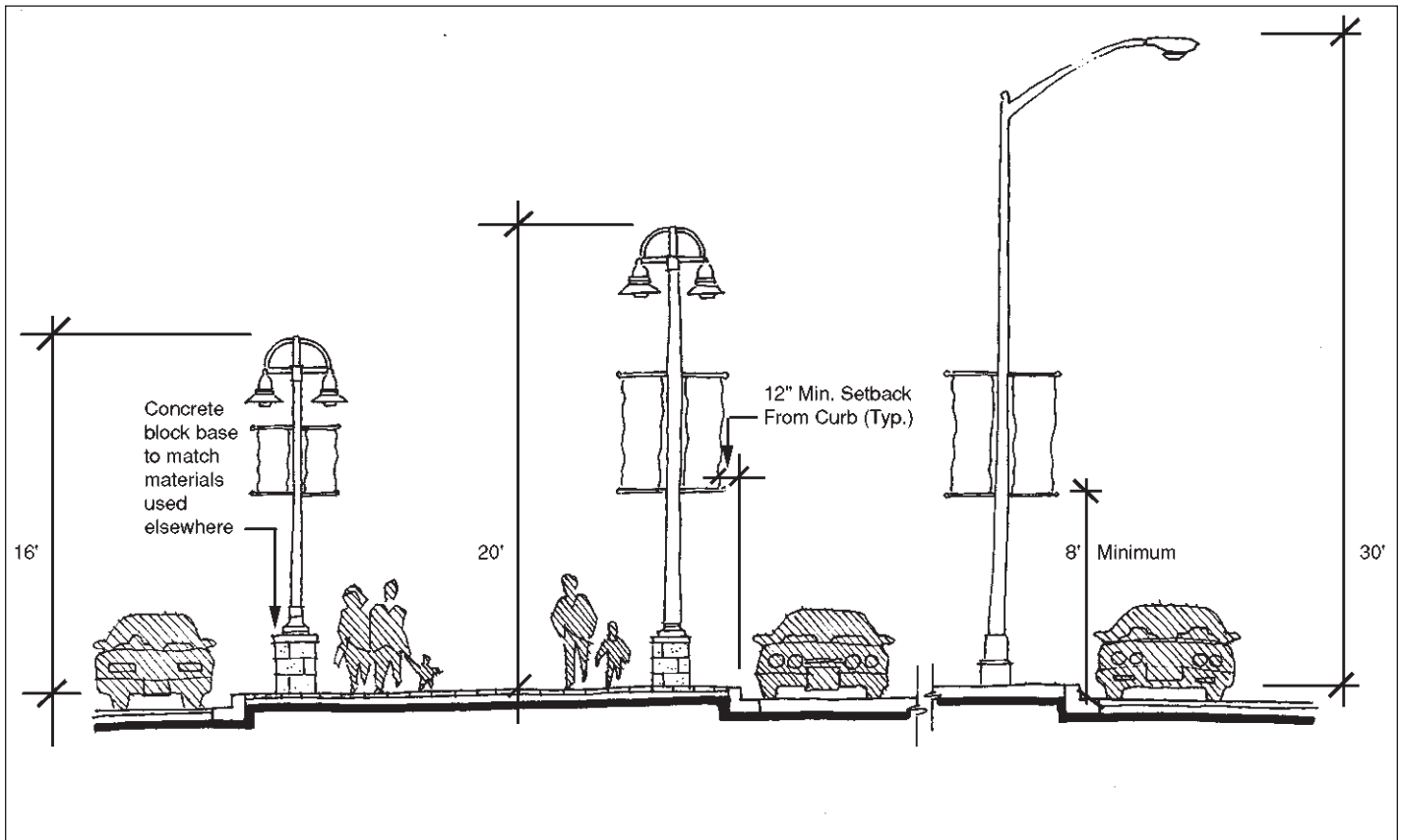
Streets must be lit with light standards (fixtures and poles) with a consistent and high quality appearance to the extent feasible, pairs of light standards should be placed symmetrically along opposite sides of the street.

The height of light standards should correspond to the activities they illuminate:

Along pedestrian-oriented streets: light standards in environments where pedestrians are the primary focus (such as shopping and residential streets) should be lower in height to create an environment that is more human in scale.

Along primarily automobile-oriented streets: light standards along major streets must relate to both vehicles and pedestrians at the edge of street, but may be taller in street medians.

MAXIMUM LAMP HEIGHTS AND LOCATIONS



Lighting: Lighting of streets and parking lots shall correspond with the scale and pedestrian-oriented nature of the area.



8. PREFERRED CONCEPT



8. Preferred Concept Plan

The shape of transit-oriented development (TOD) should be configured such that all areas within the TOD have easy pedestrian connections to transit and the core area of mixed uses. Impediments to pedestrian movement such as busy arterial roadways and large parking lots should not break up the walkable environment of a TOD (Creating Transit-Oriented Development for Livable Communities and a Sustainable Region, Calthorpe Associates, Sept. 1999).

At Lake Street, the central core area for mixed use redevelopment is located west of Hiawatha Avenue adjacent to the LRT station site. Generally, the core area of the Lake Street TOD extends in a semi-circular shape defined by a quarter mile (5 minute walk) radius from the LRT station west of Hiawatha Avenue and encompasses approximately 60 acres. General guidelines for TOD and the mixed-use core are outlined in the tables below.

General Guidelines for the TOD

	Transit-Oriented Development Locations			
	Transitway, Rail & Major Bus Transfer Stations	Bus Corridors		
		CBD / Core Zone	Inner Urban/ Suburban Zone and Pockets	Outer Suburban Zone
Allowable size of TOD acres	60-125	30-125	30-125	30-125
Land devoted to mixed-use Core	10-50% of TOD area			5-30% of TOD area
Land devoted to employment uses (outside the Core)	20-50% of TOD area	0-70% of TOD area	0-20% of TOD area	0-20% of TOD area
Land devoted to residential uses (outside the Core)	20-50% of TOD area	0-70% of TOD area	50-80% of TOD area	50-80% of TOD area
Land devoted to civic uses (anywhere in the TOD)	10% minimum of TOD area for small parks or plazas, recreation, government / civic, day care			

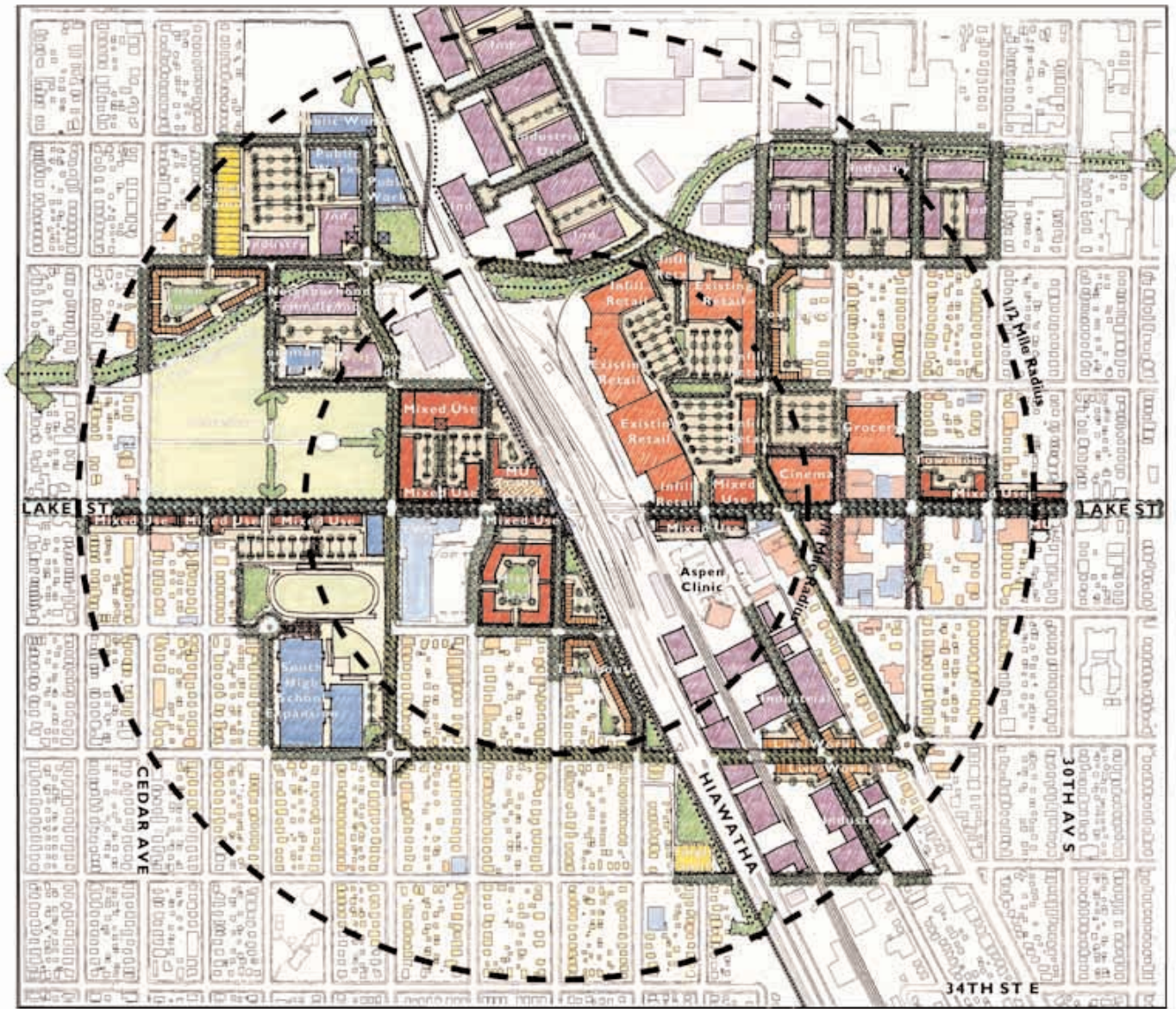
PREFERRED ALTERNATIVE

HIAWATHA / LAKE STREET STATION AREA PLAN
Minneapolis, Minnesota

Hennepin County
Minneapolis, MN



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Calthorpe Associates
Berkeley, CA
Coen & Stumpf Associates, Inc.
Minneapolis, MN



LEGEND:

- | | |
|------------|--------------------------------|
| Mixed Use | Single Family |
| Retail | Industry |
| Apartments | Parks and Open Space |
| Townhouses | Public / Institutional / Civic |



Guidelines for the Mixed-Use Core of the TOD

	Transit-Oriented Development Locations			
	Transitway, Rail & Major Bus Transfer Stations	Bus Corridors		
		CBD / Core Zone	Inner Urban/ Suburban Zone and Pockets	Outer Suburban Zone
Mix of uses*	Retail, restaurants, personal services, office, cinema, grocery, hotel, apartments / condominium, Live-work, day care and other civic uses, park / plaza *(at least 40% of mixed-use core must have ground-floor retail restaurant / cafes, service commercial or personal services, except in low-intensity bus corridors where as little as 5,000 square feet of these uses meets the requirements)			
Minimum net FAR ⁽¹⁾	0.5	0.4	0.35	0.25
Minimum gross residential density (units / acre) ⁽²⁾	30	25	15	10
Frontage of street along each block with street-facing buildings ⁽³⁾	75% of each street		65% of each street	
Setback for street-facing buildings	0-10 feet			
Minimum transparent area (windows or or doors) in primary facade, for street-facing buildings	40%			

- (1) FAR, Floor Area Ratio, is averaged across the Core, based on all uses including residential. The intention is to allow a diversity in the intensity across the Core. Net FAR is based on the parcel size and does not include streets or other public spaces.
- (2) Residential density is measure (averaged) across all land devoted to residential use, rather than on a lot-by-lot basis. The intention is to allow a diversity in residential types and in density. Measurement of residential density includes local streets, but excludes common or publicly owned open space and major streets.
- (3) A small number of automobile-dominated streets may be exempt from the frontage standards. For example, streets used for loading or along suburban arterials.



Outside the mixed-use core, a broad range of housing types and employment opportunities within walking distance of transit are encouraged. Guidelines for residential and employment uses outside the core area but within the larger station area TOD zone are summarized on the following tables.

Guidelines for Residential uses Outside the Core but within the TOD

	Transit-Oriented Development Locations			
	Transitway, Rail & Major Bus Transfer Stations	Bus Corridors		
		CBD / Core Zone	Inner Urban/ Suburban Zone and Pockets	Outer Suburban Zone
Allowable uses	Apartments, condominiums, townhomes (alone or as part of a mixed-use building), duplexes and small-lot single-family homes			
Minimum gross residential density (units / acre) ⁽¹⁾	20	20	12	7
Maximum block size ⁽²⁾	3 acres			
Minimum frontage of street block with street-facing buildings ⁽³⁾	65% of each street		55% of each street	
Setback for street-facing buildings	5-20 feet			
Parking (garaged plus on-street)	0 - .75 spaces per bedroom			

- (1) Residential density is measured (averaged across all land devoted to residential use, rather than on a lot-by-lot basis. The intention is to allow a diversity in residential types and in density. Measurement of residential density includes local streets but excludes common or publicly owned open space and major streets.
- (2) Existing residential uses may be exempted from the maximum block size requirements.
- (3) A small number of automobile-dominant streets may be exempt from the frontage standards. For example, certain existing suburban arterial streets.



Guidelines for Employment uses Outside the Core but within the TOD

	Transit-Oriented Development Locations			
	Transitway, Rail & Major Bus Transfer Stations	Bus Corridors		
		CBD / Core Zone	Inner Urban/ Suburban Zone and Pockets	Outer Suburban Zone
Allowable uses	Office, research & development, other employment uses with high employees / acre ratio			
Minimum net (FAR) ⁽¹⁾	0.5	0.4	0.35	
Minimum employees / acre ⁽²⁾	150		100	50
Maximum block size	7 acres	4 acres	7 acres	
Minimum frontage of street along each block with street-facing buildings ⁽³⁾	75% of each street		65% of each street	
Setback for street-facing buildings	5-20 feet			

- (1) FAR, Floor Area Ratio, is averaged across all parcels devoted to employment uses. The intention is to allow a diversity of intensity. Net FAR is based on the parcel size and does not include streets or other public spaces.
- (2) Employees / Acre is measure across all the areas devoted to employment in the TOD, rather than on a parcel basis. The intention is to allow a diversity in intensity of employment uses.
- (3) A small number of automobile-dominant streets may be exempt from the frontage standards. For example, streets used for loading or along suburban arterials.



In the context of general guidelines and station area specific opportunities, the long range potential for redevelopment in the Lake Street station area is depicted in the Preferred Concept Plan. This illustrated demonstration plan, based on an an analysis of site suitability and inherent development capacity provides for more than 500,000 square feet of new development on 90 acres and includes for 900 new residential units and the potential for more than 430 new jobs generated by new commercial / industrial development.

Hiawatha/Lake Street Station Area-Preferred Alternative							
Land Use	Land Use (Acres)	Floor Area Ratio (FAR)	Square Footage (S.F.)	S.F. / Jobs	Jobs Generated	Density (Units/Acre)	Units
Mixed-use	25.7						
Retail		0.25	279,873	1,000	280		
Res						35	900
Multi-family	1.7					35	60
Townhouse	10.14					25	254
Single family	2.67					8	21
Industry	7.32	0.25	79,715	500	159		
Open Space	23.3						
Civic (Public Works)	14.9	0.25	162,261				
Civic (School)	4.0						
Total	89.73		521,849		439		1,234

In comparison to the TOD Market Study projections to 2020, site-based commercial development potential exceeds the 20-year market estimates by a considerable margin, site-based commercial capacity contemplates that 80,000 square feet could be accommodated on the Hi-Lake Shopping center site, 50,000 square feet of infill development could be absorbed on the Minnehaha Mall property, 40,000 square feet could be added to the Edison / PPI school site and approximately 70,000 square feet could be developed in new and renovated space along Lake Street. These estimates suggest that, under less than most favorable conditions, it may be possible to realize commercial development targets greater than market-based estimates over the long-term.



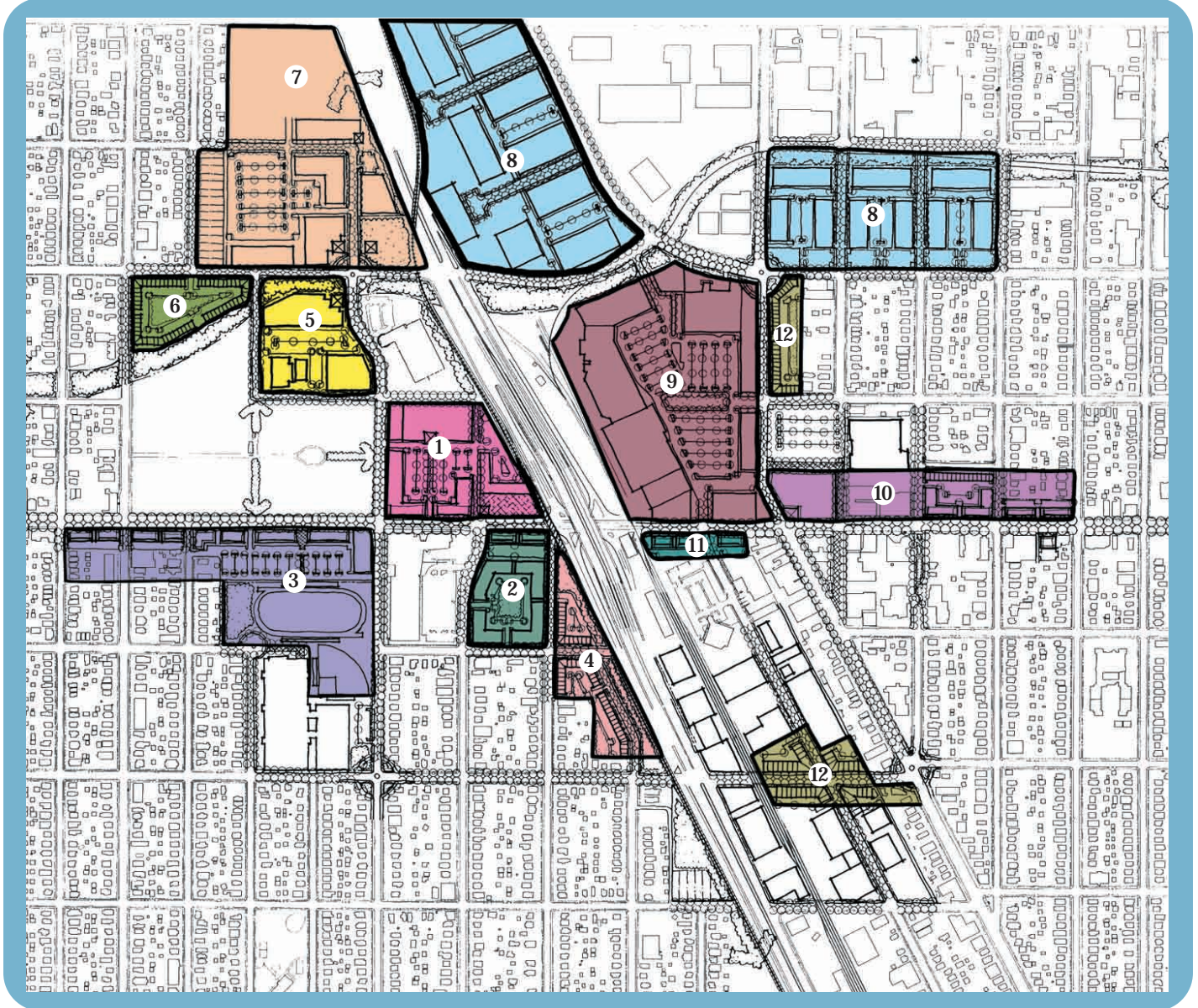
PREFERRED CONCEPT

SITE KEY PLAN

HIAWATHA / LAKE STREET STATION AREA PLAN
Minneapolis, Minnesota

Hennepin County
Minneapolis, MN

IBI Group
Irvine, CA
Calthorpe Associates
Berkeley, CA
Coen & Stumpf Associates, Inc.
Minneapolis, MN



- | | |
|---|---|
| 1. Hi-Lake Shopping Center | 7. North Phillips Industrial |
| 2. Edison / PPL School Site | 8. Seward Industrial |
| 3. West Lake Street | 9. East Lake Street Auto-Oriented Shopping Center |
| 4. Corcoran Residential Infill | 10. East Lake Street Mixed-Use |
| 5. South Phillips Commercial | 11. 27th and Lake Entertainment District |
| 6. Bituminous Roadways /
Smith Foundry Sites | 12. Longfellow Residential Infill |



Preferred futures for key sites identified through the community consultation process are summarized below. Refer to key plan for site locations.

1. Hi-Lake Shopping Center

A key early development site at the centre of the mixed-use TOD core area. The strategic location of this site supports densities in the range of FAR 2.5 to FAR 3.0 for high intensity ground-related residential uses mixed with street level retail fronting Lake Street. Neighborhood-serving retail uses could be expanded to include a grocery store. At grade parking would be augmented by a below grade parking structure. The extension of the Hiawatha pedestrian path and bikeway parallels the elevated LRT guideway and connects to a transit plaza and the north access to the LRT station spanning Lake Street.

2. Edison / PPL School Site

The demonstration plan indicates comprehensive redevelopment of this site in a manner similar to the built form proposals for the Hi Lake Shopping Center site. Retail and commercial office uses are indicated along the south side of Lake Street with direct linkages to LRT. Multi-family residential buildings arrayed along the perimeter of the site stepping down in height towards the 31st Street neighborhood edge. Open space is preserved in the block interior.

3. West Lake Street

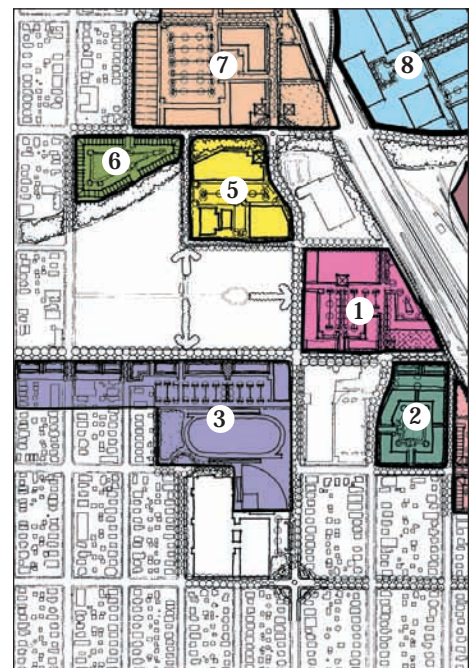
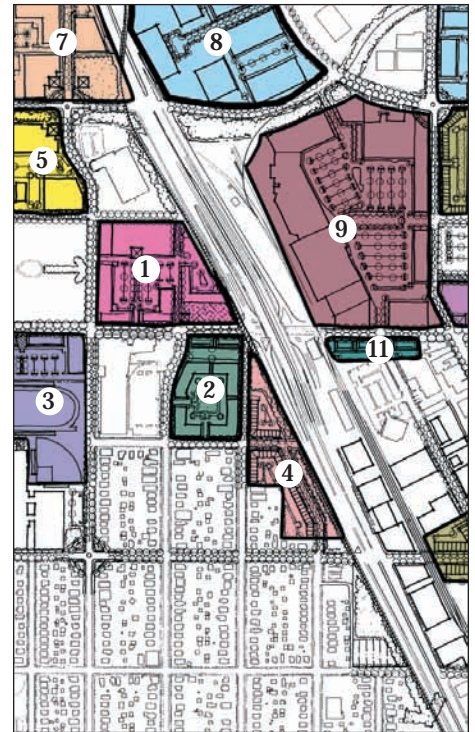
Existing marginal commercial properties are shown redeveloped with liner buildings (ie: street-fronting, mixed-use development featuring at-grade retail with apartments above). Off street parking is shown to the rear and is shared with South High School adjacent. Existing recreational open space has been reconfigured to add a baseball field.

4. Corcoran Residential Infill

Lands surplus to the LRT alignment are proposed as infill townhouse development adjacent to established single family residential areas. The site overlooks the new Hiawatha bike route with convenient access to LRT.

5. South Phillips Commercial

Existing uses contributing to the local employment base are preserved in the long range vision for intensification of commercially based employment opportunities. The existing City Transfer Station structure is retained for future community use.



6. Bituminous Roadways / Smith Foundry Sites
 Asphalt plant operations have outgrown this site. Given its strategic location on the proposed Midtown Greenway, redevelopment to townhouse type residential uses designed to conform to the sloping terrain represent the highest and best use.

7. North Phillips Industrial
 The demonstration plan indicates comprehensive redevelopment of this area. Land use proposals include: reconstruction / expansion of the existing Public Works yard; new light industrial and office commercial uses north of 28th Street; a new animal shelter facility; police station (relocated from Lake Street); environmental remediation of vacant industrial lands and new open space adjacent to Hiawatha Avenue; and selective residential infill along the east side of Longfellow Avenue.

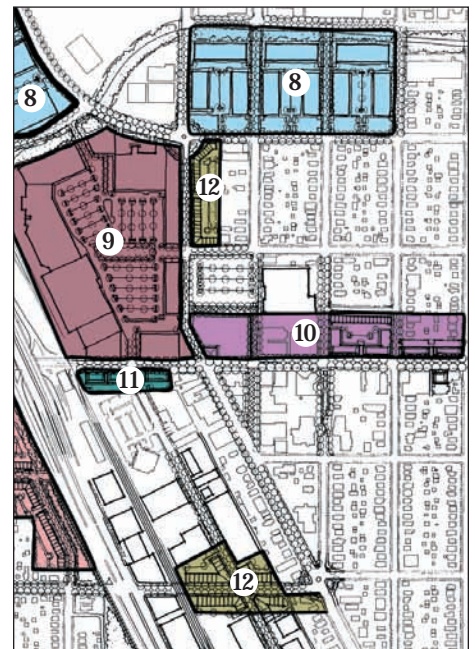
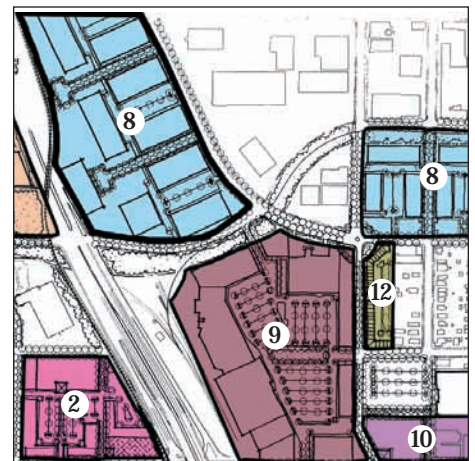
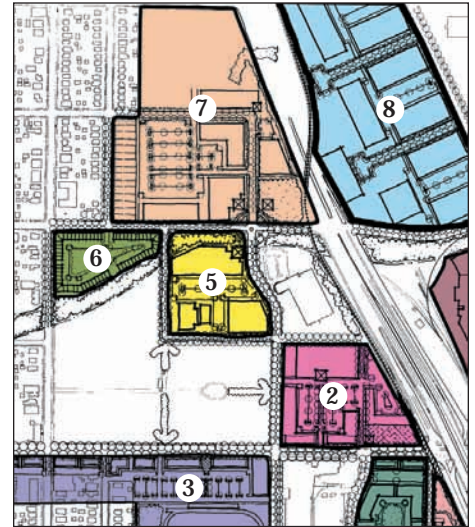
8. Seward Industrial
 Industrial park type uses presently developed in the Seward Place Business Park are shown expanded into surplus lands adjacent to the Hiawatha transportation corridor. A similar form of development is proposed for commercial lands between 27th Street and 28th Street, east of 26th Avenue. Landscaped surface parking and storage areas are integral to the development concept.

9. East Lake Street Auto-Oriented Shopping Center
 Existing large-format shopping center retail is supplemented with smaller commercial retail units developed as free-standing pads or liner buildings fronting Lake Street and 26th Avenue. Surface parking areas are landscaped.

10. East Lake Street Mixed-Use
 Mixed retail and residential uses similar in type and scale to built form concepts for West Lake Street are proposed as infill projects together with renovation of selected commercial structures.

11. 27th Lake Entertainment District
 A neighborhood cinema and related entertainment venues are contemplated for the south side of Lake Street opposite the East Lake Street Regional Commercial shopping center zone.

12. Longfellow Residential Infill
 Two key locations along the neighborhood pedestrian community circuit have been identified as potential townhouse or live-work housing sites: along 32nd Street at Minnehaha Avenue (the gateway to the Longfellow neighborhood) and along 26th Avenue across from the shopping center.





9. IMPLEMENTATION



9. Implementation

The Lake Street Station Area Plan is a long range (20 year plus) framework for incremental change. Based on the principles of transit-oriented development (TOD) outlined in this report, the plan promotes coordinated land use and transportation development to create complete and sustainable neighborhoods.

Prior to the advent of the Hiawatha LRT project various area revitalization initiatives, with the Midtown Greenway project being the most wide-ranging of these, were well underway in the Lake Street corridor. Building on previous planning efforts, this plan delineates a strategy for ‘catalyst’ (short-term) development and mid-to-long range public and private investment.

9.1 Conditions Favorable to Development

To create a climate favorable to transit-oriented development within the station area, a number of conditions must be met:

- Strong market support;
- Competitive location;
- Available land base;
- Healthy environmental 'balance sheet';
- Development-friendly regulatory environment;
- Commitment to public infrastructure improvements;
- Integrated transit facility design;
- Community acceptance.

The following is an assessment of these conditions in the Lake Street Station study area:

- **Market Support:**
The Hiawatha TOD Market Study has indicated relatively strong market support for the addition of a significant new housing component to the mix of uses in the station area. The arrival of rapid transit at Lake Street is the primary factor spurring new development, but market demand and the rate of absorption will depend also on building a high amenity environment.
- **Competitive Location:**
Attracting development to LRT is most successful in those instances where the station area is well-served by a pre-existing roadway system enabling convenient access between home, work, school, shopping and recreational and entertainment venues. These assets make such sites competitive with other potential development sites. At Lake Street, the network of local streets and arterial roadways supplemented by rapid transit has the potential to raise the ‘location value’ for the full range of land uses both at the neighborhood level and regionally.



- **Available Land Base:**
 Urban settings are at a distinct disadvantage to alternative suburban ‘greenfield’ properties where undeveloped land is unencumbered by existing uses. Issues of land assembly and change of use incur cost premiums impacting the economics of redevelopment. In the Lake Street station area, a combination of declining property values, low intensity of development and existing land uses that may be termed ‘marginal’ or ‘in transition’, translate into potential economic development opportunities on approximately 90 acres of land. Significantly, a large number of the potential development sites are adjacent to or within a 1/4 mile (5-minute walking distance) radius of the LRT station site.

- **Healthy Environmental Balance Sheet:**
 Environmental impacts and visual blight are strong disincentives to new development. Steps must be taken to re-mediate these conditions where they exist to provide a foundation for the amenity infrastructure needed to support quality projects. At Lake Street, high-impact industrial sites could be put to more productive use through application of the Livable Communities Tax Base Revitalization Account providing funds for cleaning up and redeveloping polluted sites. Associated visual impacts should also be addressed at the same time in support of attractive, livable neighborhoods.

- **Development-Friendly Regulatory Environment:**
 In established urban areas, development regulations specified in the zoning ordinance tend to reflect current development patterns and, conversely, discourage new uses and innovation. Anticipating change, the City of Minneapolis has enacted an interim zoning ordinance in the Hiawatha LRT corridor prohibiting new building unless it promotes pedestrian-friendly TOD objectives. Permanent changes to zoning district regulations will be forthcoming from the City of Minneapolis Planning Department.

- **Commitment to Public Infrastructure:**
 A high amenity civic environment is inseparable from quality, neighborhood-enhancing residential and commercial development. Public investment in streetscape improvements, urban open space, and civic / institutional facilities helps build the ‘critical mass’ for sustainable communities. In the Lake Street station area, streetscape enhancements to Lake Street, Minnehaha Avenue and Cedar Avenue are proposed. Also, the Hiawatha LRT project includes a new bike route / pedestrian path (connecting neighborhoods to the station site) and provision for a bus / LRT ‘transit plaza’.



- Integrated Transit Facility Design:**
 Functional ‘connectivity’ between the LRT station and its environs is critical to realizing the potential for TOD. The Lake Street station is elevated over Lake Street and the design provides for a widened platform to accommodate neighborhood pedestrian linkage above grade. Transit engineering must be balanced with site planning for adjacent development projects to ensure maximum community benefit.
- Community Acceptance:**
 Local support for TOD will ensure that proposed changes in type, scale and intensity of land use are appropriately reflected in the municipal zoning ordinance and that new or enhanced public amenities and infrastructure improvements are justified at the funding authority level. Broad-based community support for station area TOD initiatives is being consolidated through the active involvement of residents and property owners in a collaborative consensus-building planning process that has included meetings with neighborhood and local business groups, station area planning and LRT station design workshops, and public Open Houses.

9.2 Moving Forward...

Conditions favoring development are evident in the Lake Street station area. Aided by transit-supportive corridor policies (9.3) and incentive programs (9.4), implementation of TOD should take advantage of early opportunities associated with the construction of LRT as a first priority. Land assembly, conveyance and TOD-supportive development regulations for key sites are necessary pre-conditions for first stage demonstration projects. Priority projects should focus on sites immediately adjacent to the LRT station to maximize opportunities for mixed-use development and demonstrate the value-added benefits of TOD (see 9.5 Catalyst Development).

Realizing long term development opportunities will depend upon the timing and success of first priority projects. Quality, high-amenity catalyst projects will invariably attract broad interest from the development and real estate industry and further investment in the station area generally, and high-potential sites specifically (see 9.6 Site-Specific Development Strategies).

9.3 Transit-Supportive Corridor Policies

The Lake Street TOD is supported by Regional and City plans and policies designed to contain urban sprawl and encourage compact mixed-use development in transit ways such as the Hiawatha corridor.



The Metropolitan Council’s Regional Blueprint and Transportation Policy Plan contain transit-friendly development policies for increased housing densities and employment opportunities along the transit corridors together with policies for infrastructure improvements designed to connect uses and enhance the public realm. These policies are backed up by resources earmarked for streetscape and pedestrian amenity improvements and community-based planning effort.

Regional policies are mirrored at the local government level: the City of Minneapolis Comprehensive Plan reflects a commitment to developing TOD centers at station locations such as Lake Street in the Hiawatha LRT corridor. These policies are back up by the Capital improvements Plan providing funds for infrastructure improvements and quality pedestrian amenities and by public / private development partnerships sponsored through the Minneapolis Community development Agency (MCDA).

9.4 TOD Incentive Programs

Shifting away from auto-oriented development patterns to more pedestrian-oriented urban fabric requires inducements and incentives to realize change. These changes must come from both the public sector’s approach to encouraging and regulating development, as well as the private sector’s willingness to finance and build viable projects that differ from standard development formulas.

Regionally, the Metropolitan council offers the following incentive programs applicable to the Lake Street station area TOD:

- Livable communities demonstration funding for sustainable community development projects;
- Transit tax incentives to property owners amounting to a 12% to 15% reduction in property taxes to induce transit-supportive commercial development;
- Federal ISTEA / TEA 21 and Transit Capital Funding for transportation infrastructure improvements.

Locally, the City of Minneapolis is positioned to enable transit-oriented development through the MCDA. Tax increment financing (TIF) programs, assistance in land assembly, land cost write-downs and loan guarantee / credit enhancement programs are among the possible incentives available. Within the jurisdiction of the Zoning Ordinance, development bonuses can be used to leverage key projects.



9.5 Development Regulations

To promote transit-oriented development, prevailing regulations governing land use, development densities, parking location and ratios, building orientation, setbacks, height and open space provisions will require adjustment. An interim zoning ordinance which has been in effect since November 1998 has the effect of limiting new commercial and industrial development unless TOD-related improvements are provided. A separate planning process working towards enactment of amendments to the zoning ordinance will follow adoption of the station area concept plan.

It is anticipated that new development regulations will be applied in the form of a TOD overlay district designed specifically to promote mixed-use development, neighborhood redevelopment and rehabilitation, and pedestrian-oriented design. The Lake Street overlay district boundaries should correspond to the 1/2 mile radius prescribing the station area plan limits.

Development controls promulgated in the preferred station area plan concept are referenced in the Regulating Map and architectural standards attached. General recommendations are summarized below:

Permitted Land Uses:

To achieve the desired balance between residential and employment-based uses, land use patterns remain essentially as they currently exist except that a mixed-use commercial / residential development designation is proposed for sites adjacent to the station and along Lake Street. Marginal commercial and industrial sites are proposed for redevelopment to residential uses.

Development Densities:

Densification of existing uses applies throughout the station area. Within the core mixed-use TOD zone, densities in the range of FAR 2.0 to FAR 3.0 are recommended, with higher densities proposed adjacent to the LRT station site. Commercial and residential densities outside the 1/4 mile radius from the station (excluding the east side of Hiawatha Avenue) can range up to FAR 0.25 / 50 jobs per acre and 35 dwelling units per acre (see Section 6 Density and Built Form).

Parking:

To the extent that convenient ‘walking’ access to shopping, recreational and civic destinations may be enhanced, parking requirements for these uses should be substantially reduced from current standards commensurate with



reduced reliance on the automobile for local trips. For regional destination-oriented uses, it is recommended that current minimum parking requirements be initially discounted by 15% to 20% to reflect reduced parking demand due to transit access. In the early stages of TOD, requirements should be reviewed on a project-by-project basis to establish ratios that are appropriate to the intended uses and location.

Building Setbacks:

The Regulating Map and attached guidelines show 'build-to' lines for street-fronting development sites. Generally, buildings should be sited at or within five feet of a street and occupy at least 80% of each block 's linear street frontage.

Building Height:

The maximum height of buildings should not exceed six storey's above grade. The principles of transitional zoning suggest a height gradient from two to four storey's adjacent to established single family residential areas rising to the maximum allowable height (six storey's) adjacent to the LRT station site.

Open Space Requirements:

On-site open space requirements should be assessed on a case-by-case basis. Open space 'credits' may be considered for sites in close proximity to public open space. Where buildings are sited more than five feet away from a street, connecting landscaped walkways should be provided.

Non-Conforming Uses:

Minor changes to existing land uses proposed for redevelopment over the long term should be subject to a supplementary landscaping requirement to provide visual screening from adjacent uses (where land use incompatibilities exist). Improvements to site access and internal landscaping of parking lots may also be required in support of pedestrian-oriented development objectives.



11x17 placeholder

Station Area Plan
Regulating Map



BUILDING SETBACKS AND ORIENTATION

HIAWATHA / LAKE STREET STATION AREA PLAN
Minneapolis, Minnesota

Hennepin County
Minneapolis, MN



IBI Group
Irvine, CA
Calthorpe Associates
Berkeley, CA
Coen & Stumpf Associates, Inc.
Minneapolis, MN

ALONG BUILD-TO LINES

Where build-to Lines are shown on the 'Regulating Map' buildings shall be sited at or within 5 feet of a street or plaza and shall occupy at least 80 percent each blocks' linear street frontage. The primary entries to buildings must face onto Build-to-Lines (rather than on to rear or side parking lots or alleys).

WHERE BUILD-TO LINES DO NOT GOVERN

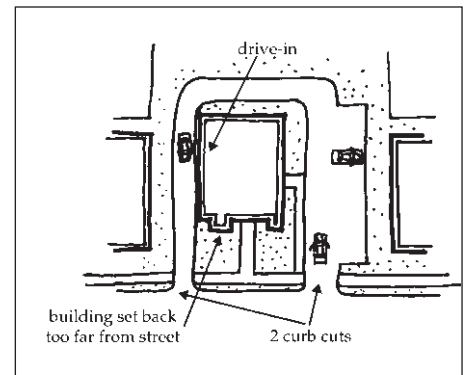
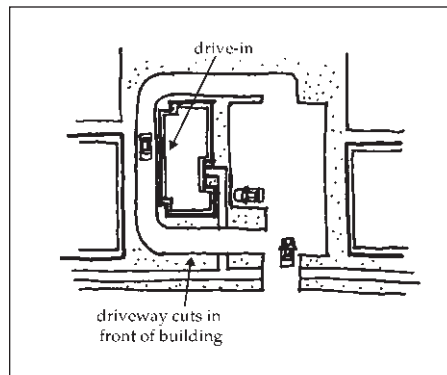
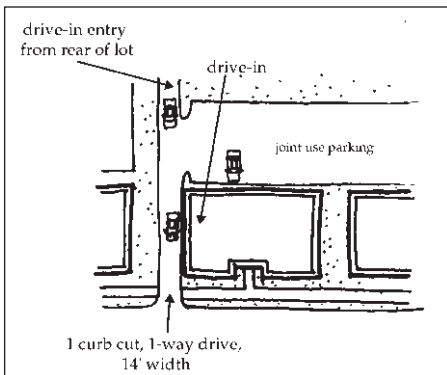
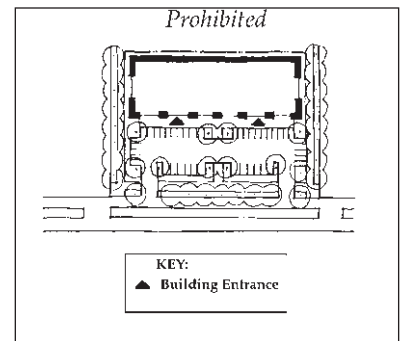
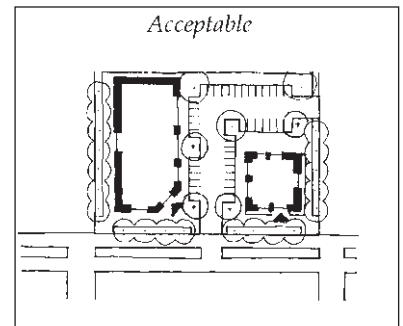
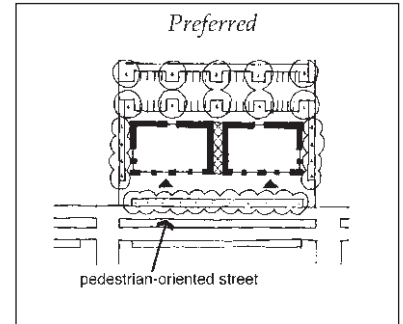
For locations where there are no Build-to Lines, buildings may be sited anywhere in the block. It is recommended that buildings be sited at the street, but if parking lots separate buildings from the street, the primary entrances of buildings must be connected to the street with a landscaped walkway (landscaped walkways are discussed in the section on Parking Lot Landscape Requirements below).

BUILDING ORIENTATION

Building shall be sited close to streets, with doors and windows facing the street. Parking lots along street frontages shall be minimized. Buildings set back from the street, beyond 5 feet from the public right-of-way are prohibited along Build-to Lines. Elsewhere the entrances shall be connected to the street with Landscaped Connecting Walkways.

DRIVE-THROUGHS IN MIXED-USE DISTRICTS

Drive-throughs, such as for fast food restaurants and banks, are acceptable in Mixed-Use districts only if they maintain a continuous street frontage. Buildings shall have direct pedestrian connections to the sidewalk and the primary entrance facing the street (left). Driveways shall not come between the sidewalk and building entrances (center). Multiple curb cuts are prohibited (right). Only one curb cut is allowed per building, not to exceed 14 feet in width (left). Additional vehicle entries are acceptable from rear parking lots entrances on non-pedestrian oriented streets (left). Drive-through windows shall be located to the side or rear of the building. Other, more "standard" drive-through configurations are acceptable in Highway Commercial Districts.



ARCHITECTURAL STANDARDS

FACADE TRANSPARENCY

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The following guidelines help strengthen the relationship between buildings and the street and increase public safety by placing ‘eyes’ and activity on the street.

STREET-FACING FACADES ALONG BUILD-TO LINES

For buildings which contribute to frontage along Build-to Lines:

- Street-facing building facades shall not have a section of blank wall exceeding 30 linear feet without being interrupted by a windows or entry;
- At least 60 percent of the linear length of street-facing facades must contain windows doors, or arcades at all levels (storey’s). Clerestory windows or other high, no-eye-level windows do not count towards the 60 percent requirement;
- Along Build-to Lines, the ground floor of parking structures must contain shops or other inhabitable spaces;
- Garage doors or entrances to parking structures shall not occupy more than 30 feet of street-facing within each block.



Transparency: buildings shall have frequent doors and windows.

FACADES NOT ALONG BUILD-TO LINES

For buildings that do not contribute to frontage along Build-to Lines:

- The primary building entry and windows shall be visible from a street(s);
- The main entrance(s) shall open directly onto a publicly-accessible Connecting Walkway. this walkway shall connect directly to the sidewalk or pedestrian walkway of an adjacent street;
- Building facades that are visible from the street shall not have a section of blank wall exceeding 30 linear feet without being interrupted by a window, entry, or a section of lattice with vines. Lattices may extend no more than 30 feet in length without being interrupted by a door or window.

See the discussion on ‘Connecting Walkways’ for further guidance.

BUILDING ENTRIES AND WINDOWS

Entries: Building massing shall be used to highlight the location of building entries. Primary pedestrian entries shall be clearly expressed and be recessed or framed by a sheltering element such as an awning, arcade, porch or portico. Greater height may be used to accentuate entries in the form of tower elements, tall openings or a central mass at an entry plaza.

Reveals: Windows and doors must be recessed at least two inches from walls or exterior trim to create shadow for visual interest.



ARCHITECTURAL STANDARDS

MATERIALS AND FINISHES

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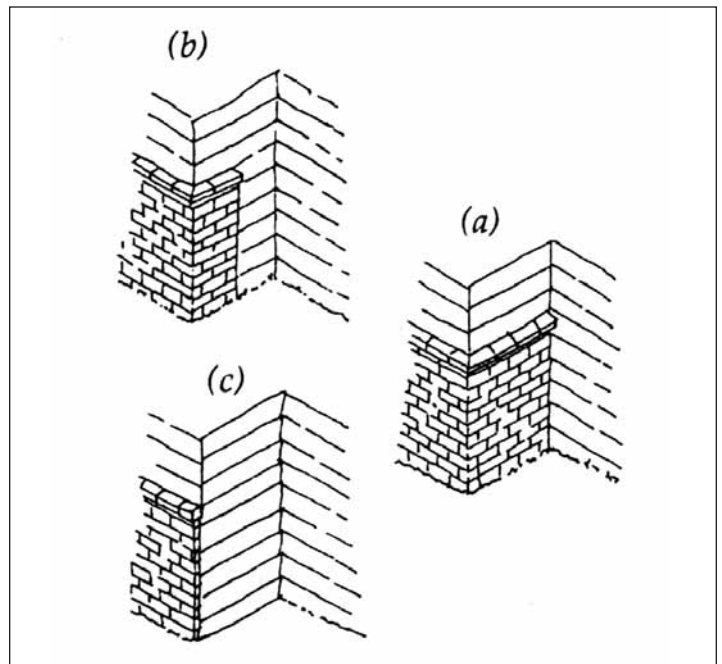
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MATERIALS AND FINISHES

Exterior materials and finishes should convey a sense of integrity and durability. Buildings must incorporate consistent, pedestrian-scale textures and details on all sides that are visible from public streets and pedestrian pathways. Materials that are visibly simulated or pre-fabricated are prohibited. Clear glass must be used for all windows and doors; mirrored glass is prohibited.

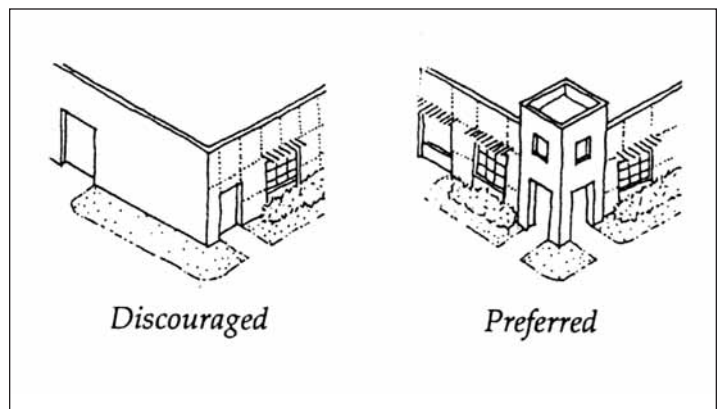
Proper Application and Detailing:

Material changes shall occur at interior or reverse corners (a) or as a 'return' of at least 4 feet from exterior corners (b). Material changes shall not occur at external corners (c).



Consistent Application on Facades

All sides of buildings that face streets, parks or other pedestrian-oriented areas shall have the same level of architectural detail and fenestration (windows). Entries at corners should address both sides.



ARCHITECTURAL STANDARDS

BUILDING SCALE AND DEFINITION

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The guidelines in this section are intended to create buildings with a human scale, making the Town Center more pedestrian-friendly and a pleasant place to walk.

STRUCTURAL LEGIBILITY AND ARTICULATION

Facade articulation is required. Building fenestration (windows and doors) and changes in mass shall relate to structural system(s) and the organization of interior space. Vertical architectural features such as columns and piers help articulate building mass.

BASE AND TOP TREATMENTS

Unless an exceptional quality of design and materials is demonstrated, building facades must have 3 recognizable elements: a base, a middle and top.

Base: The design of the base shall visually support the building. The base must be 10-4 feet in height and must be defined by (but not limited to) one or more features such as:

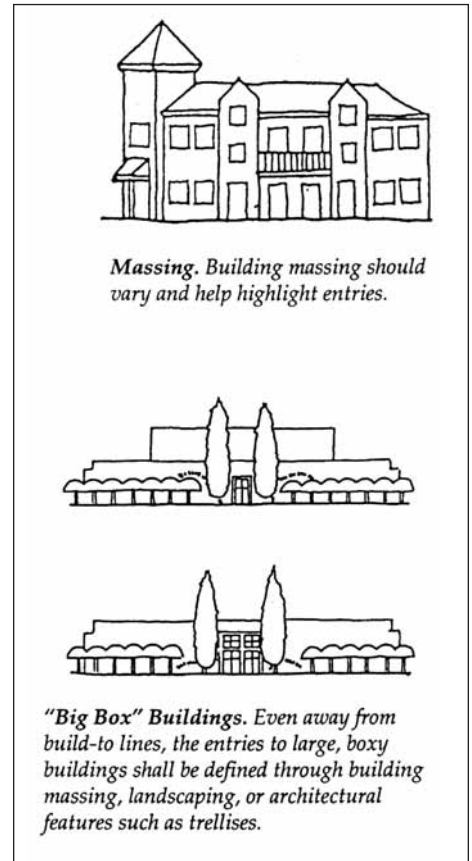
- Thicker walls;
- Richly textured materials (tile or masonry treatments);
- Special materials such as ceramic tile, granite and marble.

Top: The top shall create an attractive profile for the building and must be defined by (but not limited to) one or more features such as:

- Cornice treatments;
- Roof overhangs with brackets;
- Stepped parapets;
- Richly textured materials (tile or masonry treatments).

ROOF FORM / ROOFTOP EQUIPMENT

A variety of roof forms are permitted. Changes in roof form must correspond with a building's structural bays and massing. Mechanical equipment must be integrated into the overall mass of a building and screened behind parapets or recessed into hips, gables or similar features. Plain equipment boxes are not acceptable.



ARCHITECTURAL STANDARDS

BUILDING SCALE AND DEFINITION

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SERVICE AREAS

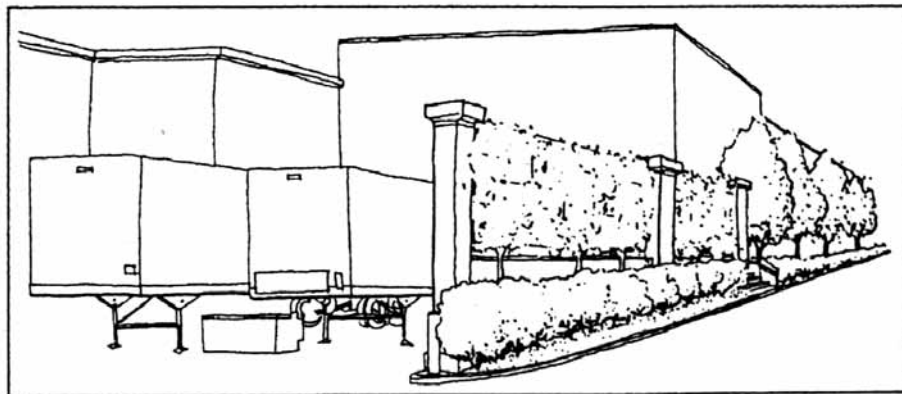
Service areas are places where truck loading takes place, refuse is stored or mechanical equipment is mounted. Service areas must be located away from and screened from view of streets, parks and plazas and landscaped walkways.

Appropriate screening strategies include vine-covered walls or fences, trellises, arcades, dense landscaping reaching a height of 6 feet or some combination thereof. Where service areas cannot be avoided along a street, park or plaza, they must be recessed within a buildings' envelope.

FENCES & WALLS

A masonry wall of seven to nine feet in height is required between any adjacent non-residential and residential uses. Such tall walls shall not extend to the street property line but must end 20 feet away, or must drop to 42 inches or less in height within 20 feet of streets.

Walls and fences within view of streets, parks or plazas must be constructed out of attractive, long-lasting materials, such as wood, wrought iron, masonry or stone. Chain link and wire fencing must not be used. With the exception of the tall walls between non-residential uses discussed above walls and fences must not exceed 42 inches in height within 20 feet of streets, parks and plazas.



Service Areas. Trash or loading areas shall be screened from view with landscaping, walls, or other structures.

ARCHITECTURAL STANDARDS

BUILDING SIGNS

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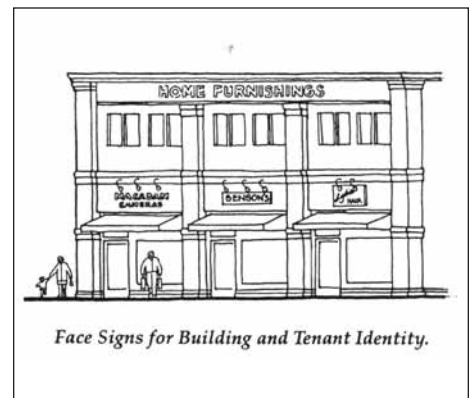
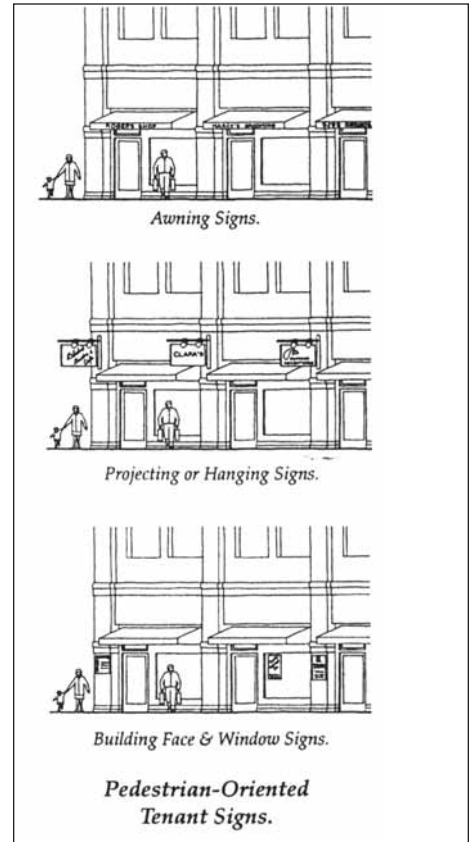
These signs identify buildings and individual building tenants while respecting the character and human scale of buildings. Signs shall not obscure architectural elements such as pilasters, cornice lines, capping or the edge of openings. Building signs serve several purposes and may take several formats.

BUILDING SIGN PURPOSE

- Signs for building identification announce the building, either with a street address name (for example 100 Town Center Drive) or a building name (for example The Birch Building). Building identification signs are usually placed at the top of the building or over major entrances;
- Signs for individual ground-level tenants;
- Signs for shared-entry tenants address conditions in which multiple tenants share a building entry and an exterior identity or when upper-storey tenants share a ground-level entry;
- Additional minor, pedestrian-oriented signage for individual tenants.

BUILDING SIGN FORMATS

- Building Face Signage lies against the plane of the building and is integrated into building details along cornices, base treatments, entrances or centered within building recesses;
- Projecting or hanging signs are panels perpendicular to and projecting from a facade to identify a business tenant. Projecting signs shall be at least eight feet above pedestrian paths and 13 feet above streets that are used by trucks or emergency vehicles;
- Pedestrian-oriented signs. These smaller signs for individual building tenants may be flush with the building face, project at right angles, or be painted on awnings and shall not obstruct architectural features.



ARCHITECTURAL STANDARDS

PARKING

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MINIMIZING LAND DEVOTED TO PARKING

Requirements for parking spaces should be satisfied first through on-street parking in front of the building in question. If additional spaces are required, they may be provided through on-site garages or parking lots. Certain complementary uses should share parking facilities as described below.

SHARED PARKING

Different uses (such as retail, office and entertainment) shall share off-street parking spaces, particularly in mixed-use districts and the maximum number of spaces shall not exceed 125 percent of the combined peak demand as derived with the shared parking calculation. By recognizing that peak demand occurs at different times for different land uses, shared parking facilities help minimize the amount of land and expense devoted to parking lots or garages. The Urban Land Institute's *Shared Parking Standards*, or equivalent, shall be used to calculate the total number of shared parking spaces.

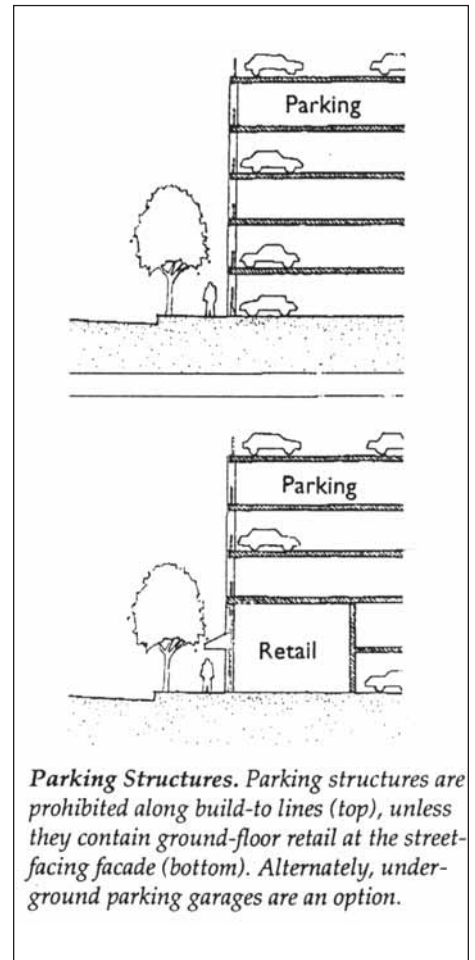
ON-STREET PARKING

Streets in the Town Center provide for the comfort of pedestrians and the needs of the automobile. On-street parking is an important component of street design, providing a 'buffer' between the traffic on the street and the pedestrians on the sidewalk. On-street parking is required on all streets, preferable on both sides of the streets. Either parallel or diagonal on-street parking may be appropriate, depending on the street width and parking demand.

PARKING STRUCTURES

Parking structures or garages may be provided in Commercial, Mixed-Use or Industrial Districts, subject to the following restrictions:

- Buildings combining structured parking with ground-floor retail, office or other uses are permitted and encouraged;
- Parking structures are prohibited along Build-to Lines unless retail occupies the ground-floor facing public streets;
- Parking structures along Build-to Lines, whether stand-alone or combined with other uses, shall be sited within 0-5 feet of the public right-of-way;
- Parking structures are prohibited within 40 feet of a residence;
- Parking structures may not exceed 35 feet in height.



ARCHITECTURAL STANDARDS

PARKING LOTS

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Parking lots for commercial and industrial uses should be sited behind buildings, away from the street or to the side of buildings in long narrow lots which minimize the street frontage.

LANDSCAPE REQUIREMENTS

Details for required landscape features, Landscaped Frontages and Connecting Walkways, are spelled out in the next section.

Parking Lots Adjacent to Streets

Where parking lots abut streets, a Landscaped Frontage shall be provided on the parcel adjacent to the sidewalk. Landscaped Frontages are not required when parking lots are sited behind buildings, away from the street.

Large Parking Lots

Parking lots shall not exceed 600 spaces without being segmented by Connecting Walkways, Landscaped Frontages or buildings.

Building Entrance Connections to Sidewalks

Where building entries do not abut a street, Connecting Walkways are required to link the building entrance to street sidewalks. This configuration is most likely for large anchor store tenants who require parking lots in front of building entrances.

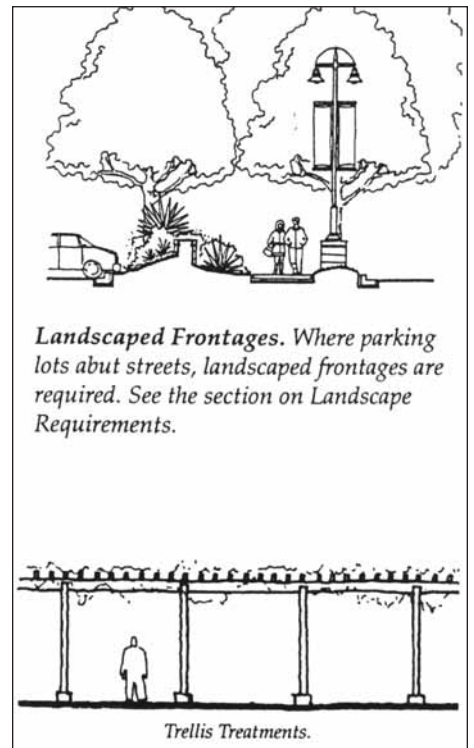
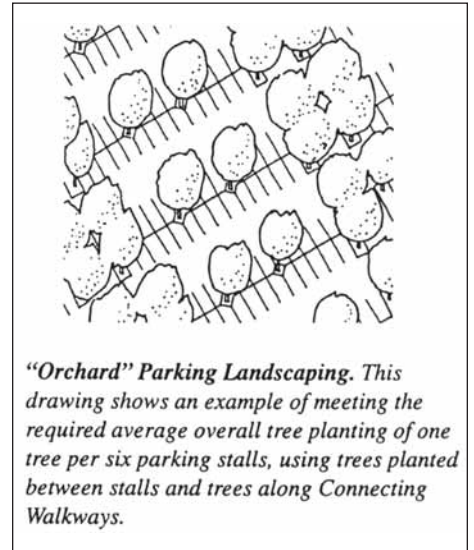
Orchard Planting

For parking lots, a minimum number of shade trees are required, equivalent to one tree per six parking stalls. Trees in parking lots shall be spread uniformly throughout the parking area. Trees planted along Connecting Walkways and adjacent Landscaped Frontages may also contribute to the one-per-six requirement for parking lots. Trees must be set into a tree well and protected by bollards or tree guards.

Landscape Frontage Guidelines

A ten foot wide landscaped buffer must be placed where parking lots abut local and surrounding streets. However, care shall be taken to design and site the buffers such that they do not provide ambush points or obstruct views. The buffer must include at least one of the following:

- Low fence or wall. Between 24-36 inches high, within three feet of the street's sidewalk and trees planted not more than 30 feet on-center;
- 'Hedgerow' of poplar, cypress or other tall, columnar trees planted not more than 30 feet on-center;



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PARKING LOTS CONT.

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- Trellis supported by posts not more than 15 feet apart on center within three feet of the street's sidewalk and trees planted not more than 30 feet on-center;
- Equivalent feature screens vies of parked cars and defines the street spatially.

(Chainlink and cyclone fences are strictly prohibited.)

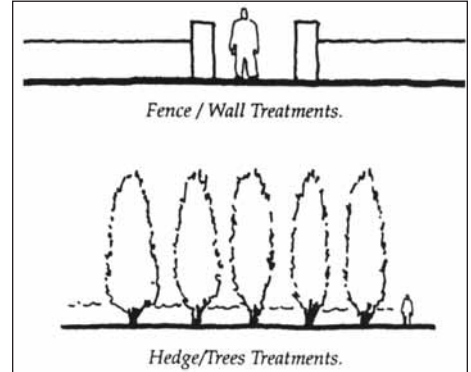
Connecting Walkway Guidelines

Connecting Walkways must meet the following minimum requirements:

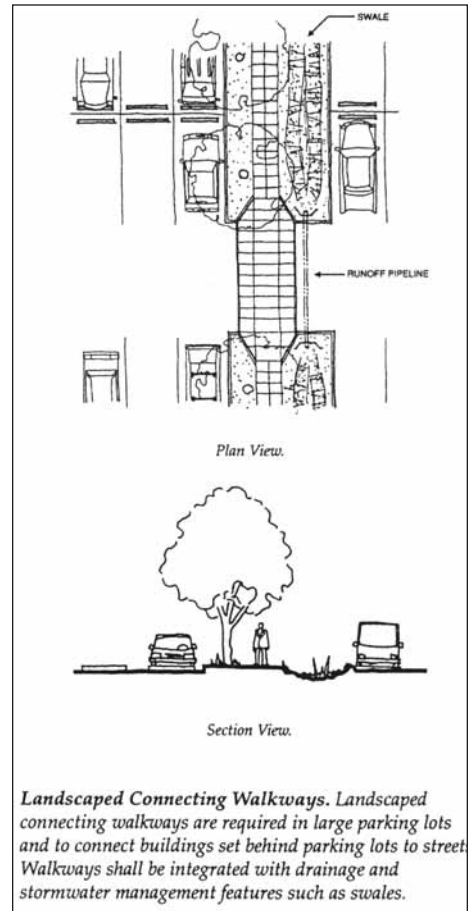
- **Width and Clearance:** the width of the paved walking surface must be at least six feet clear. Any covered structure such as a trellis must have at least 10 feet clear height but must not obstruct visibility or provide hiding or ambush places;
- **Paving:** Connecting walkways must be paved with a special paving or concrete in a pattern or color that contrasts with the surrounding pavement, as specified under Public Improvements;
- **Tree Planting:** Connecting walkways must be planted with either shade trees spaced 30 feet on center or a shade structure such as a trellis with climbing vines;
- **Lighting:** Connecting walkways must be equipped with lighting on one side, at least three feet in height in order to be visible in deep snow drifts or snow banks. Lighting standards spaced a maximum of 30 feet apart and a maximum of 10 feet tall, are recommended.

BICYCLE PARKING

Bicycle parking must be provided in easily-accessible locations in Mixed-Use and Commercial Districts, as well as in Public / Institutional / Civic Districts. One bicycle space shall be provided for every 2,000 square feet of building Net Floor Area. Bicycle parking must be visible from storefronts or office building front doors, in order to improve security for parked bicycles.



Allowable Landscaped Frontages. Along parking lots and other gaps in the building frontage along streets, Landscaped Frontages are required and may be in the form of trellises, fences, walls, or tall landscaping.



Landscaped Connecting Walkways. Landscaped connecting walkways are required in large parking lots and to connect buildings set behind parking lots to street. Walkways shall be integrated with drainage and stormwater management features such as swales.

9.6 Public Infrastructure

Creating functional and attractive public use environments are key to the marketability of new developments, particularly higher density TOD's. To enhance the competitive position of Lake Street in the regional development context, first priority should be placed on implementing existing streetscape upgrade programs and establishing joint development agreements for Lake Street. It is further recommended that a tax increment financing (TIF) district be established to provide ongoing funding for public redevelopment projects associated with TOD.

9.7 Catalyst Development: Hi-Lake Shopping Center

On the strength of its high rating related to favorable development indicators (refer to 9.1) the Hi-Lake Shopping Center site adjacent to the north access to the Lake Street LRT station qualifies as a high priority TOD site. Based on recommendations contained within the TOD Market Study, MCDA has initiated a process working towards City Council approval of site-specific development objectives and a financial plan for acquisition of the Hi-Lake Shopping Center property.

Preliminary site suitability and development capacity studies suggest that a mix of rental apartments / senior housing, condominium apartments and live-work townhouses could be accommodated in a phased development program that also includes neighborhood-serving retail uses. Assuming a net developable area of five acres and two times site coverage (ie: average FAR 2.0), total development capacity is in the order of 450,000 square feet or approximately 3.5 times the present density. Up to 450 new housing units and 15,000 square feet to 50,000 square feet of retail could ultimately be accommodated on this key TOD site in a series of buildings generally ranging from four to six storey's in height with structured parking. Comprehensive development of this magnitude would serve to create the critical mass to seed future TOD projects in the mixed-use core area.

The redevelopment plan for the Hi-Lake Shopping Center TOD must also consider relocation impacts on existing businesses. In the interest of retaining local neighborhood retail, efforts should be made to accommodate a portion of the existing 130,000 square feet of retail uses within the new development and relocate a portion off site to new retail space proposed along Lake Street. As an alternative, retaining existing shopping center uses and supplementing these with new infill development has been considered. Constraints on land availability, additional parking space and market potential (given the present tenant mix) do not, however, support new development at the densities required for a catalyst TOD site.



In anticipation of City approval of site acquisition and the subsequent request for proposals leading to the selection of developer, County and City efforts aimed at improvements to Lake Street should be advanced in step with the Hi-Lake TOD schedule. Streetscape upgrading should be completed concurrent with the target date for completion of the first phase of development to enhance marketability and provide a high amenity environment for subsequent phases.



11x17 placeholder

Land Use / Built Form Potential
Transit Village Demonstration Concept



9.8 Site-Specific Development Strategies

Opportunities downstream from the initial catalyst development focus will require on-going consultation with property owners to establish the viability and timing of future development. With reference to the sites identified in the Preferred Concept Plan, preconditions for long range station area redevelopment are summarized below:

- **Edison / PPL School Site**
The future disposition of this property as a TOD site depends upon several factors: potential for school relocation / reconstruction, board policy re: surplus lands and cost (land value with existing improvements).
- **West Lake Street**
Apart from the recommended streetscape improvements and new transit / pedestrian-friendly development regulations, the issue of land assembly needs to be addressed. Property ownership patterns are characterized by individual small parcel holdings making site assembly difficult. Consideration should be given to expanding the Hi-Lake TOD property acquisition proposals to include this area.
- **Corcoran Residential Infill**
The extent of lands surplus to LRT requirements in the MnDOT Highway 55 Corridor needs to be confirmed. Mechanisms for the conveyance of this land for future development will require subsequent negotiation.
- **South Phillips Commercial**
Re-use of the City Transfer Station site will be the subject of negotiation with the City of Minneapolis. Long term redevelopment of existing private commercial industrial lands requires on-going consultation with property owners.
- **Bituminous Roadways / Smith Foundry Sites**
Site redevelopment to residential uses proposed in the Preferred Concept Plan is contingent upon implementation of decisions related to city-wide housing development goals, including affordable housing and the construction of the Midtown Greenway project.
- **North Phillips Industrial**
This area is the subject of a planning process centered on the redevelopment and expansion of the City Public Works Service Node project. Open space development will require environmental re-mediation of the CMC Heartland site and funding for the Midtown Greenway project. Relocation of the Lake Street police station to this area could serve as a catalyst for redevelopment.

- **Seward Industrial**
Re-plotting of the existing Seward Place industrial park subdivision to incorporate adjacent lands surplus to the MnDOT Highway 55 corridor is required to maximize development and local employment potential. Consideration of similar development east of 26th Avenue will require discussion with property owners and area residents.
- **East Lake Street Auto-Oriented Shopping Center**
Discussions with owner of Minnehaha Mall and anchor tenants (eg: Target) are required to ascertain the feasibility of additional street-fronting retail development and reduced parking ratios.
- **East Lake Street Mixed-Use**
Application of TOD principles in this area requires further in-depth discussion with area residents and property owners to determine candidate sites for renovation, new infill construction sites and eligibility for financial incentives for redevelopment.
- **27th and Lake Entertainment District**
The future of the existing police station is key factor to redevelopment in this zone. Consultation with property owners to determine future land assembly potential is required.
- **Longfellow Residential Infill**
Development is contingent upon site availability and completion of the community circuit streetscape improvements proposed in this area.



9.9 Timelines

A proposed timeline for review and approval of the Lake Street Preferred Concept Plan is shown on the accompanying diagram.

Concurrent with the plan approval process, MCDA is working towards completion of the redevelopment plan for the Hi-Lake Shopping Center TOD catalyst site. With a target of early August 2000 for review and approval of a financial plan for site acquisition, it is anticipated that the first phase of new transit-oriented development may be completed concurrent with the in-service target date for the Hiawatha LRT line.

Post August 2000, various TOD implementation activities involving public and private stakeholders will be put in motion. A key focus will be revisions to the Zoning Ordinance as the enabling mechanism for mixed-use TOD and residential and commercial development intensification. Similarly, advanced planning for streetscape infrastructure improvements should be initiated with a focus on building the community circuit (pedestrian access network) and associated public open space.

