

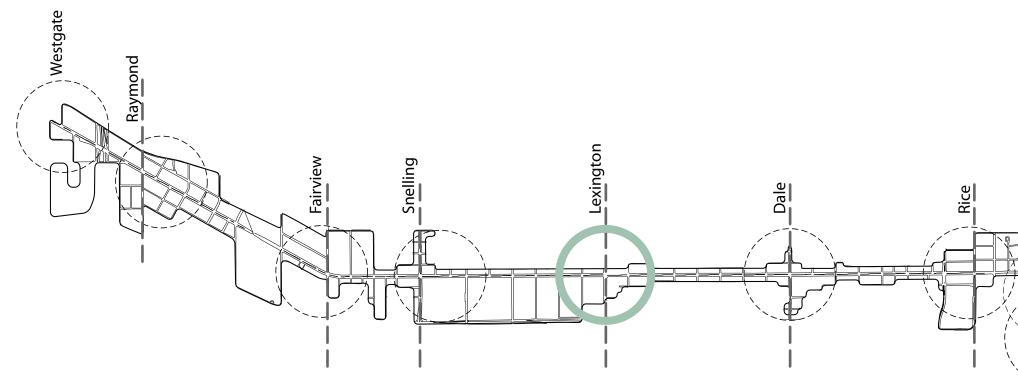
# LEXINGTON

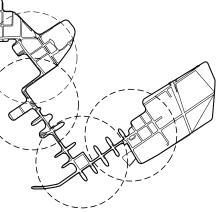












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The Station Area Plans, Introduction, and Moving Forward chapters are adopted as addenda to the Central Corridor Development Strategy.

#### **Planning for the Central Corridor**

As stated in the Central Corridor Development Strategy (CCDS), Light Rail Transit (LRT) along the Central Corridor represents a tremendous opportunity for Saint Paul to become "a place that has stronger businesses, more vibrant neighborhoods, and more beautiful urban places." The CCDS establishes a set of strategies for how the Corridor should grow and change over the next 25-30 years in response to the LRT investment. The station area plans, using the foundation of the CCDS, provide a more detailed framework for integrating decisions about future land use and development; the public realm; and the movement of LRT, buses, cars, pedestrians, and bicycles at each station area.

Planning for the Central Corridor is an opportunity to focus and guide future investment, both public and private, to create a stronger, more vibrant community that is a better place to live, work and do business. The goal is to support economic development and overall corridor prosperity that result in new housing at all income levels, more and better jobs, and more business activity. The resulting increases in the property tax base and sales tax revenue will provide the resources for additional public services and infrastructure that, in turn, support economic development activity. The plans focus on an improved movement network, high- quality design, and improved open space and pedestrian amenities that will support and encourage economic investment, as well as create a more livable, attractive and vibrant community.

#### **Station Area Plans and Future Development**

The station area plans were developed through a series of community-based roundtables, workshops and open houses, guided by a steering committee of community representatives. Property owners, residents, business owners, and institutional and organizational representatives participated in this grass-roots process.

**3-D Model of the Corridor.** During the workshops, participants created a 3-D model of potential future development at station areas. The model depicts potential new buildings, open spaces and other public realm improvements. Since there is little vacant land along the Corridor, most of the change depicted involves redevelopment and replacement of existing buildings and surface parking lots. While photos of the model are used throughout these plans to illustrate how the principles and objectives for new development could be realized, it is important to note that the model represents only one of many possible development scenarios. The model is not intended to prescribe how new development will look, but to present one example of how the vision, goals and objectives of these plans might be realized. The intent was to model potential building height maximums, open spaces and streets to demonstrate transit-supportive developments for individual parcels.

**Change Over Time.** Change will occur when individual property owners decide it is either the right time to reinvest in their properties, sell to someone else who will reinvest in the property, or the City has the resources and appropriate public purpose to purchase property. Change will happen incrementally over time, and likely more slowly until LRT is up and running.



# The Lexington Station Area Today

This chapter provides a snapshot of the Lexington Station Area's history, and a brief description of the physical conditions that are shaping the role and character of the Lexington Station Area today.



# The History of the Lexington Station Area

Lexington Park, home of Saint Paul's minor league baseball team, the Saints, was located on the southwest corner of Lexington Parkway and University Avenue.

When it was built in 1897, Lexington Park was far removed from downtown, which allowed the Saints to skirt "blue" laws that prohibited baseball from being played on Sundays. On the first opening day, the Saint Paul Pioneer Press gushed "St. Paul fans will see a ball ground that is not excelled in the West, and those who are familiar with the National League parks say that few, if any, of them surpass the St. Paul park." The only fault with the park's configuration was that the streetcars dropped fans off outside center field—a long walk from the grounds' entrance near home plate. Lexington Park survived two fires in 1908 and 1916, but was demolished in 1956 after the construction of Midway Stadium on North Snelling Avenue. The Saints beat the Minneapolis Millers in the last game played at the Saint Paul landmark. Over six decades, more than 7 million fans cheered on the home team at Lexington Park. Several neighborhood landmarks outlasted the stadium in the Lexington Station Area. Brown and Bigelow Company (1913), known for its Hoyle brand playing cards, and the Saint Paul Casket Company (1922) shared a service railroad that ran to the southwest of University and Lexington avenues. (The corner of the Brown and Bigelow Building was angled to accommodate the trains.) Near the railroad tracks was Circus Hill (the site of the Central Medical Building). Up until the 1960s, this site was a stop for the Ringling Brothers and Barnum and Bailey circuses. In the latter half of the 20th century, several automotive dealerships lined this section University Avenue. Although the dealerships have vacated University, the Whitaker Buick and Midway Chevrolet buildings recall the caroriented character of University. Recent large-lot redevelopment has occupied the large site that once housed the ballpark.

The establishment of Lexington Parkway in the early development of the area also served to define the character of this area. The Parkway provides a direct link and grand boulevard to Como Park, the jewel of the City's park system.



FIGURE 1.1 - Opening Day, 1929



FIGURE 1.2 - Lexington Park Aerial, 1930



FIGURE 1.3 - University and Lexington Aerial, 1952



FIGURE 1.4 - Hmong Shopping Market, 1981

Source of photos: Minnesota Historical Society

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# The Lexington Station Area Today

**The Lexington Station Area's** strong institutional community and small businesses provide a solid foundation on which to grow.

Its most recent and promising characteristic is the growth of an institutional cluster, which includes such anchors as the Wilder Foundation headquarters, Gordon Parks Academy, Hubbs Center for Life-Long Learning, Creative Arts School and Episcopal Homes. The area is also enriched by a strong multi-cultural presence, both in its many entrepreneurial businesses and in the diversity of area residents. Lexington Parkway is also a highly-visible and attractive feature that defines this community.

Despite recent institutional and entrepreneurial investment, underutilized land parcels continue to erode the quality of place. The former Whitaker Buick site and other vacated car dealerships have left large gaps along the streetscape, and contribute to the neglect, sterility and lack of architectural character that residents have come to associate with this segment of the Avenue. A collection of large vacant parcels west of Lexington and south of the Avenue also creates discontinuous street and block arrangements, prohibiting connections with the eastern edge of Midway Shopping District, a large destination retail center, or east into the residential neighborhood of Summit-University.

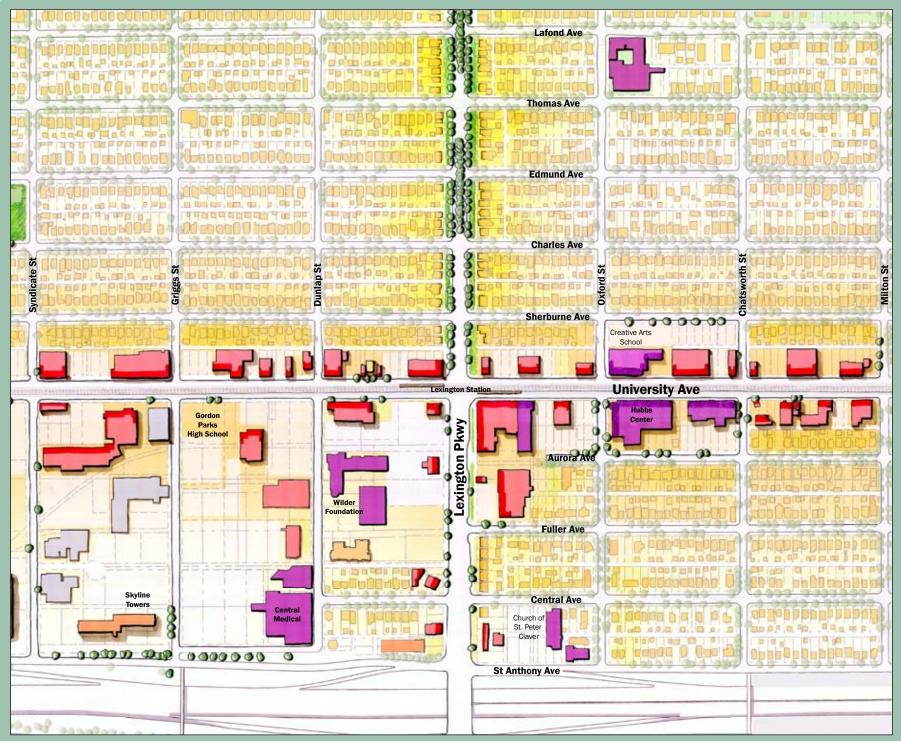


FIGURE 1.5 - The Lexington Station Area today is characterized by the strong Lexington-Hamline and Summit-University neighborhoods, an emerging core of institutional and educational centers, and an evolving focus for retail and small businesses.



**FIGURE 1.6** - Underutilized parcels minimize the sense of place along **University Avenue**.



**FIGURE 1.7** - **Lexington Parkway**, as a green street, is a heavily landscaped central feature for the neighborhoods north of the Avenue.



**FIGURE 1.8** - Several **auto-dealerships** on the north side of University have recently vacated, providing opportunities for transit-supportive redevelopment.



**FIGURE 1.9** - Small, **culturally diverse businesses** such as Hoa Bien restaurant, serve the local community, but are also key city and regional destinations.



**FIGURE 1.10** - **Skyline Towers** has parking and large vacant sites that front the south side of the Avenue, west of Lexington.



**FIGURE 1.11** - **The (former) Saint Paul Casket Company** adds character and a sense of urban scale to the Avenue.



# The Future of the Lexington Station Area

The Future of the Lexington Station Area chapter describes:

- the planned location of the future LRT platform;
- forecasted market opportunities for new growth and investment;
- a description of the Station Area Boundary and Areas of Stability and Change within the Lexington Station Area; and
- a vision statement describing the future potential role and character of the Station Area with regard to both the immediate community and the broader Central Corridor.





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# The Future of the Lexington Station Area

In the Lexington Station Area, strengthening the existing neighborhoods, institutions and small businesses will be key to its on-going transformation.

Even in advance of investment in LRT, the sum of the area's recent reinvestments in educational and institutional entities. strong neighborhoods and diverse retail offerings speak to the potential to continually improve this station area as a complete and healthy community with vibrant public spaces, a range of movement options, a diverse mix of uses, and attractive buildings framing lively, pedestrian-friendly streets.

#### **2.1** The Lexington LRT Platform

The future Lexington LRT platform (Figure 2.1) is currently planned as a split-side platform centered on the intersection of Lexington Parkway and University Avenue. The split-side platform is a two-platform configuration, which means that LRT passengers will access their respective platforms from signalized pedestrian crossings located on opposite sides of the intersection: westbound passengers will board and disembark from a platform on the west side of the intersection adjacent to the westbound travel lane for vehicles; eastbound passengers will board and disembark from a platform on the east side of the intersection adjacent to the eastbound travel lane.

Traffic operations at the intersection of Lexington and University will continue to function largely as they do today, with traffic lights controlling all vehicular, pedestrian and LRT movement through the intersection.



FIGURE 2.1 -Illustrative Lexington Side Platform Configuration

Building on the Central Corridor Development Strategy market forecast, a more detailed review of the Lexington Station Area characteristics and market potential was undertaken to consider the extent and timing of future development potential. The Lexington Station market area exhibits modest growth potential in all residential, commercial and retail sectors. Residential demand, at a range of 275 to 400 total new units, is among the lowest forecast for station areas along University Avenue. Demand for new office space is also modest at 150,000 square feet. Relative to market forecasts from other station areas, retail is moderately stronger at 90,000 square feet, the third highest retail demand for Station Areas forecasted.

The table below provides the estimated breakdown of the total potential development within the Lexington Station Area over the next 25 years.

	Market Forecast 2030 January	Pre- Construction	During Construction	Early Operation 2015-2020	Mature Operation	Specific Market Opportunities
	2008	2008-2009	2010-2014		2020-2030	
Residential: Rent	200 - 250	-	-	50 - 75	150 - 175	-
Residential: Own	75 - 150	-	-	25	50 - 125	Rental market must be established first to push ownership market.
Office Space (sq ft)	250,000	-	50,000	75,000	125,000	Institutional development will drive office development first 10-15 years.
Retail Space (sq ft)	90,000	-	-	30,000	60,000	Ample redevelopment sites for retail development. Snelling will influence success at Lexington.
Industrial (sq ft)	-	-	-	-	-	-
Hotel Rooms	-	-	-	-	-	-

development and additional institutional facilities.

#### 2.2 Market Forecast

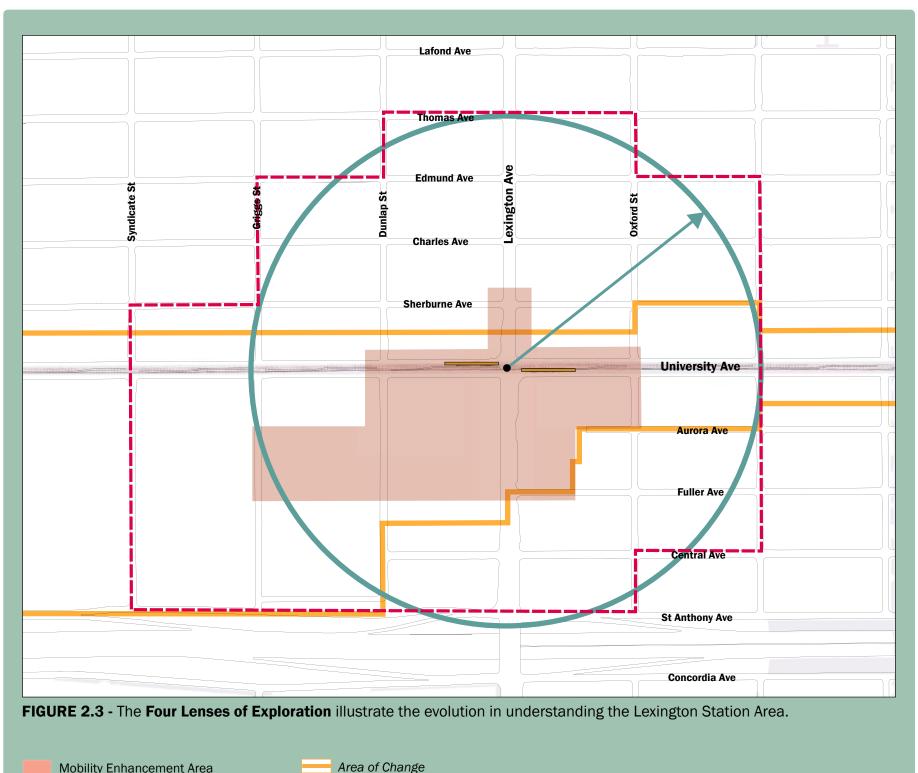
#### 2.3 Defining the Study Area

The Lexington Station Area has the potential to evolve as a place with more employment, a greater range of businesses, more vibrant neighborhoods, and new and enhanced beautiful public spaces. The station area plan process used four mapping layers to investigate and understand the Lexington Station Area.

The Station Area Boundary extends considerably west of the traditional one-quarter mile boundary to reach Syndicate and capture the significant redevelopment potential located north of the SkyLine Apartment tower and the largely under-utilized sites around the Central Medical Clinic.

Within the boundary, a refined Area of Change has been delineated through the station area planning process. The Area of Change denotes the parcels where change is welcome and should be encouraged within the Lexington Station Area, whether through gradual infill and/or intensification or comprehensive redevelopment.

Finally, the current and future area of high pedestrian activity has been identified to explore the current condition and potential for improvements to promote high levels of pedestrian amenity.



Mobility Enhancement Area

5-minute Walking Radius (1/4 mile)

Station Area Planning Boundary



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# The Future of the Lexington Station Area

# 2.1 Looking Ahead – The Lexington Station Area in 2030

Looking Ahead describes a community-crafted vision for the future of the Lexington Station Area. This narrative generally describes the desired characteristics for this community, and its future role within the broader Central Corridor.

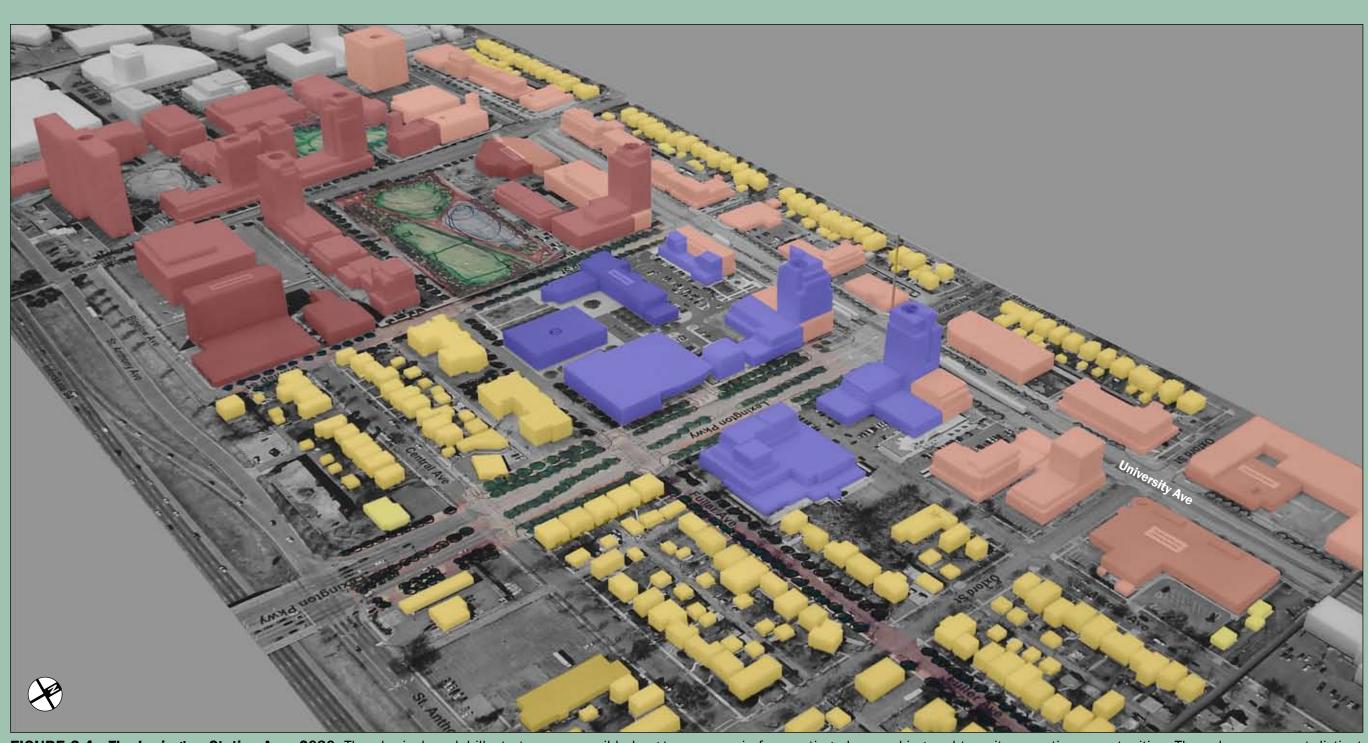
The Avenue will be restored as a continuous mixed-use corridor with a diverse range of uses: commercial, cultural, destination retail, medical offices, large-scale institutions, and residences of all types. It will evolve as both a vibrant strip and cohesive urban village that invites area workers to gather with colleagues at the end of the day and residents to meet local needs and run errands on weekends.

In response, the station area will evolve over time with two distinct sides:

- The north side will consist primarily of block infill and corridor repair through a series of low-and mid-rise, mixed-use buildings. The first floor of new buildings will accommodate neighborhood retail and services.
- The south side will consist of a series of new urban villages, each oriented around a primary feature: the Lexington/ University intersection, the proposed Central Medical Commons and the proposed Skyline Commons.

#### **The Lexington Station Area Vision:**

Avibrant commercial corridor that successfully hosts and connects a multitude of uses, including largescale institutional headquarters, local and small businesses, retail stores, community services, cultural destinations, new community gateway spaces, and a dynamic new urban village that structures and incorporates many of these uses and destinations.

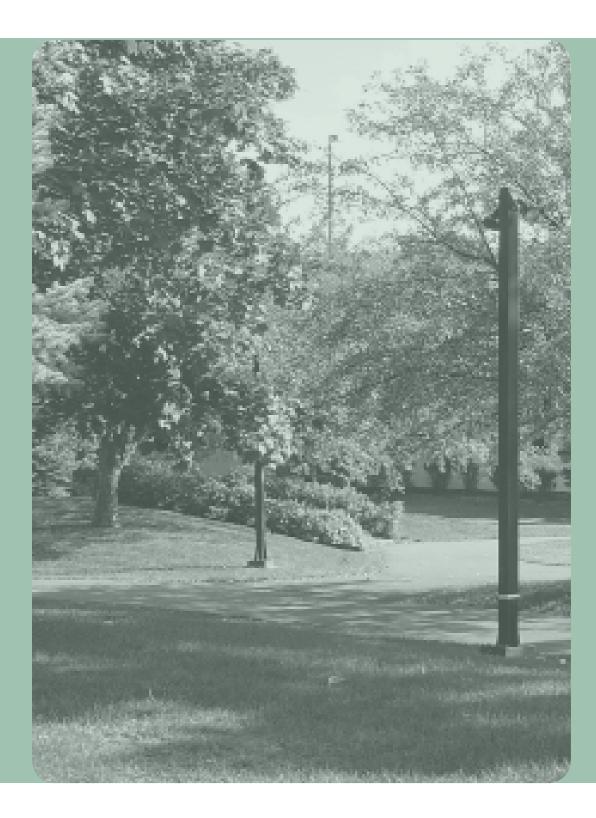


**FIGURE 2.4** - **The Lexington Station Area 2030:** The physical model illustrates one possible long-term scenario for meeting place making and transit-supportive opportunities. The colors represent distinct *Character Areas* addressed in Chapter 4 of the Station Area Plan. Rather than attempting to predict the location and distribution of anticipated long-term investment, this conceptual model illustrates the application of transit-supportive principles throughout the entire Station Area. The total development yield illustrated is therefore not meant to be precisely representative of the 2030 market forecast (Figure 2.2) for this Station Area, but demonstrates examples of transit-supportive developments for individual parcels.



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# Public Realm - Creating Places

The following *Key Moves* identify priority investments for improving the public spaces and pedestrian environment in the Lexington Station Area in a manner consistent with the Vision of the Central Corridor Development Strategy: a beautiful urban place with pedestrian-friendly, attractive tree-lined boulevards. These recommendations explore opportunities for streetscaping, new passive and active park spaces, community gathering places and expressions of public art. EXINGTON |

# Public Realm - Creating Places

In contrast to the green character of Lexington Parkway north of University Avenue, the Avenue here typifies the barren and auto-dominated qualities so characteristic of Central Corridor today. This area is also void of any significant community public space, a notable condition given the strong presence of educational institutions, high-density apartment towers, and large single-family neighborhoods.

#### 3.1 Lexington's Public Realm: Key Moves

The following Key Moves describe a series of ideas for future investment in the public realm. While the eventual location and configuration of these spaces may be different than the images presented here, developers, City departments and other stakeholders should strive to achieve the general intent and purpose of the Key Moves described below. These conceptual Moves will require a range of implementation measures, from allocation of City capital improvement budgets to private investment and parkland dedication and/or acquisition, determined on a site-by-site basis as development occurs.

The southwest quadrant of the Lexington Station Area has a need for several high-quality open spaces, as the area offers few green spaces for residents of all ages to meet, play, or relax.

A sequence of three linked new park spaces is proposed to provide place-making structure around which transit- supportive redevelopment on large urban blocks can occur.

A significant new public space should be constructed for a variety of existing and future users: the area's substantial employee population based in institutions such as the Wilder Foundation and Central Medical Clinic; students from Gordon Parks Academy; patients and visitors of the Central Medical building; and the current and future residents. This new park should accommodate both passive and active areas.

A minimum of 14-foot sidewalks should be established within the "Mobility Enhancement Area" defined for each station area. The Mobility Enhancement Area is the area around each station where a higher level of pedestrian activity is anticipated and a high-quality pedestrian environment is key.



FIGURE 3.1 - The Public Realm Plan illustrates a series of recommended Key Moves for creating an improved network of open spaces and pedestrian routes.

A Public Art Opportunities

#### **Establishing a Lexington Village Commons**



FIGURE 3.2 - Lexington Village Commons will introduce a significant new public space at the heart of a new urban transit village.

A pair of new park spaces will act as a focal point for community life and culture within the existing Skyline Towers and new high-density neighborhood. In addition to providing a gathering space for existing residents, these future park spaces will support a substantial increase in residential density in the surrounding area, and generally create a stronger sense of place and community within the Lexington Station Area.

#### **Establishing a Skyline Commons**



FIGURE 3.3 - The proposed Skyline Commons will provide much needed community gathering space at the forecourt to Skyline Towers, and create a focal point for new mid-rise residential and commercial development to the north.

Skyline Commons will also provide important linkages to nearby destinations and routes. A linear extension of the Commons could provide an attractive and green pedestrian connection through the middle of this large redevelopment block and link directly to the Avenue.



FIGURE 3.4 - Aurora Community Park proposes to transform this small woods into a community green.

A neighborhood parkette is proposed on the south side of Aurora Avenue near the middle of the first block east of Lexington Parkway. This small open space should provide a focal point for new mixed-use development in the southeastern quadrant of University and Lexington, as well as a buffer between taller buildings located at the intersection and the lower-intensity single family homes in the Summit-University neighborhood.

#### **Establishing an Aurora Avenue Community Park**

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#### **Realizing Public Art Opportunities:**



FIGURE 3.5 - Public art celebrates the station area's historic link to baseball .

Public art should be integral to all future development and public realm projects within the station area. The public art collection should express distinct station area character, as well as the wholeness and continuity of the corridor.

Public art is:

- 1) the result of including artists on professional design teams to affect space design from the initial stages of planning;
- 2) the creation of site-specific objects to beautify public spaces, improve their function and enhance their meaning in the community; and
- 3) the creation of site-specific experience using various art forms and media, including time-based works, to enhance the sense of place.

Public art strategies should engage both public agencies and private property owners and developers as they build the city.

While public art opportunities are broadly available to national and even international artists, special efforts should be made to engage local artists. Artists engaged in shaping the form and experience of the key station areas should consider the following concepts and opportunities identified through the workshop process:

• The Lexington LRT Platform offers the opportunity to explore the neighborhood's rich history, carry through its identity as a green parkway, and express welcome to the many new citizens for whom this is the gateway to their new home.

Just as the new Wilder Tower was designed to project public art, the platform offers the opportunity for interactive mediabased work.

• **Skyline Commons** offers opportunity for artists to work with young people and cultural organizations, such as the nearby Center for Hmong Art and Talent, to explore a new multi-cultural "pattern language" in shaping the landscape. The Commons may be designed to accommodate public art events and temporary art installations.

• Lexington Village Commons and Aurora Community Park offer the opportunity to explore the area's rich and evolving history through the landscape form, public amenities, and permanent and temporary public artworks.







# Future Character Areas -Policy Directions

Recognizing the diverse places within each station area, a series of distinct *Character Areas* has been identified for the Lexington Station Area.

Utilizing a series of working 3D foam models produced in community workshops, this section builds on the transit-supportive development types identified in the Central Corridor Development Strategy to describe historic and emerging *Character Areas* within the Lexington Station Area. Each *Character Area* contains a series of policy directions to guide future investment and change in built form, land use and circulation over time. These directions include identifying the appropriate location and scale of taller buildings; strategies for transitioning to stable neighborhoods; a desirable mix of transit-supportive uses,;and recommendations for accommodating a system of movement that balances modes of active, transit and automobile transportation.

This section is illustrative of how the goals and objectives of the station area plan may be realized. It is intended, in the case of transit-supportive development or other development that will increase density within station areas, that the policy directions under this section be interpreted to support flexibility in the application of these guidelines in order to achieve transit-supportive or denser development within station areas.



### **Future Character Areas - Policy Directions**

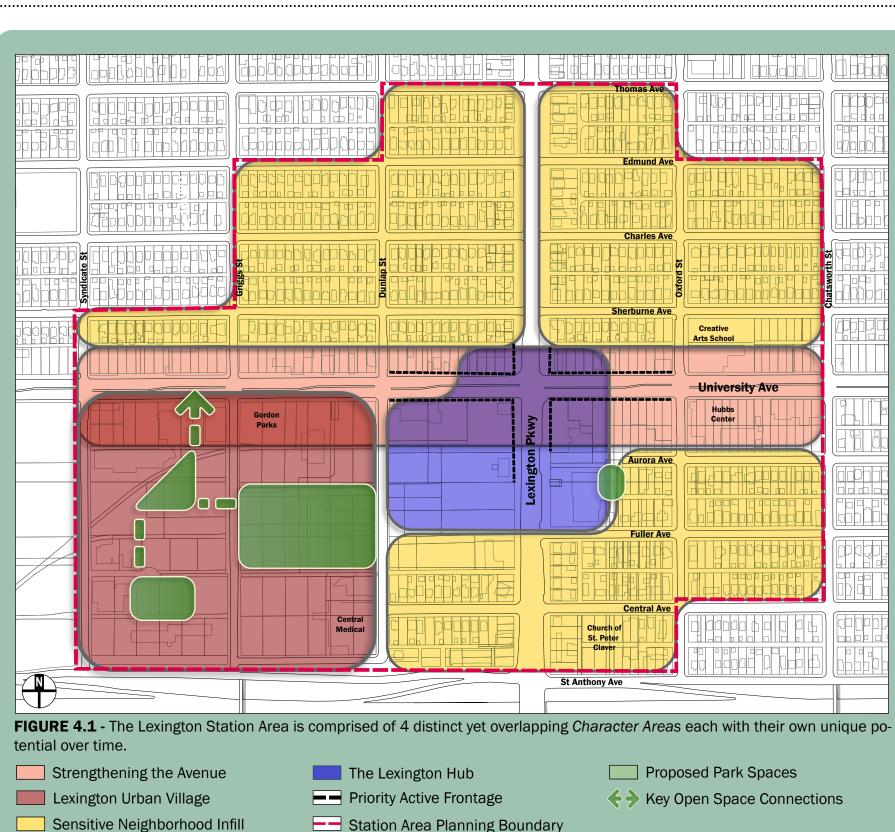
#### investment in the Future Lexington Station Area should build on four Character Areas.

Future development in the Lexington Station Area should preserve the integrity and character of the stable residential neighborhoods adjacent to the Avenue, while continuing to promote new and diverse housing options. A flexible and permissive land use strategy follows that emphasizes connectivity, design performance and transit-supportive qualities, including a broad mix of uses, flexibility of regulation over time, active buildings faces at grade, and shared parking solutions. Together, these approaches will strengthen and repair the Avenue, and reinforce the fabric of the area as a complete community with housing, employment and movement options for all.

While this overall direction will help guide change over the entire Lexington Station Area, this section describes four areas that will require specific policy direction to achieve their built form and land use potential over time. The following Character Area descriptions and policy directions respond to these distinct areas and provide clear guidance to the forms of development that will support the defined future and potential of the broader station area.

Each Character Area relies on images of the demonstration model to illustrate key structuring principles for the area, including a narrative describing the general character and structure of the place, and a series of policies that provide guidance relative to the distribution of building heights, massing, block structure, transition to lower intensity neighborhoods, and circulation.

The final section of the chapter outlines policy directions for parking and access that apply to all Character Areas.



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## **Future Character Areas - Policy Directions**

#### 4.1 Lexington Urban Village

southwest quadrant the The of Lexington Station Area (west of Dunlap Street) is isolated and detached from the surrounding area.

A number of factors contribute to this condition, including proximity to Interstate 94 at its southern edge, a lack of east-west connections for pedestrians and vehicles, and a predominance of vacant lots and surface parking. The discontinuous street pattern and poor public realm offers limited outdoor gathering spaces, and deters pedestrian activity and vitality on the streets.

However, these challenges present significant opportunity to completely reinvent this place. The underutilized Skyline Towers site, the large former auto dealership storage site south of the Gordon Parks Academy, and other adjacent parcels possess the size, flexibility and access to transit that make each an excellent candidate for integration within a larger, revitalized transit-supportive urban village. Future redevelopment should bring structure to the surrounding area through the introduction of an east/west street aligned with Fuller and the creation of three new core community green spaces around which new buildings and streets are oriented. These three green spaces will become an asset to the larger community, utilized by new and existing residents, as well as students from area schools and employees of nearby institutions and work places.

The Lexington Urban Village should be extended north to fill in the existing gaps that separate St. Anthony Avenue and University Avenue. This will make the walk from the south end of the Station Area more interesting and safe. The existing Skyline Towers establishes a precedent for mediumto high- density building forms over time to support transit,

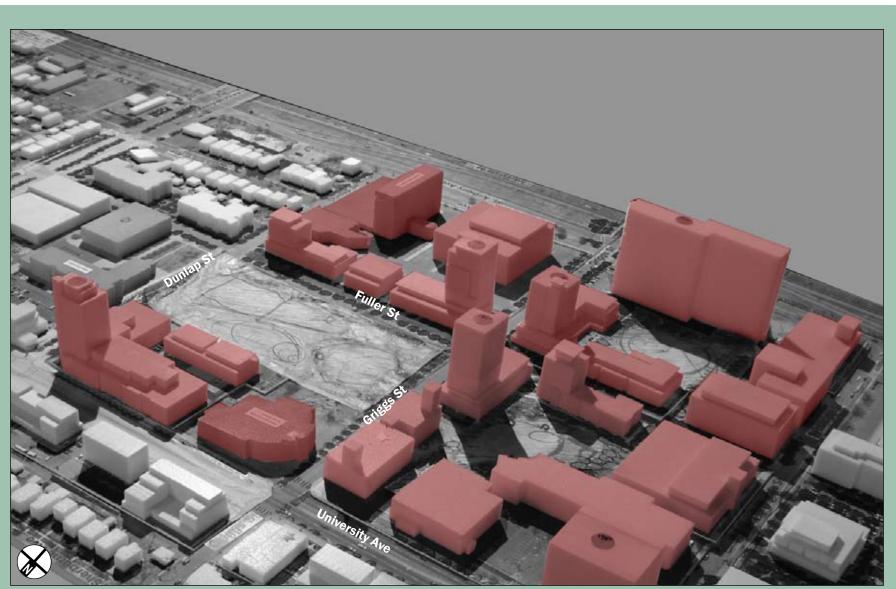


FIGURE 4.1 - The model illustrates the potential for a new urban village with buildings at a variety of heights and densities around a new green. The model is intended to represent one possible built form scenario, and it is not intended to be interpreted as prescriptive for evaluating future development proposals.

enliven surrounding streets and open spaces, and expand the existing market for local retail and service uses. Parcels immediately adjacent to the Midway Shopping District may also be suitable for retail, employment or mixed use buildings, oriented to Syndicate Street, the marketplace to the west, and the proposed Skyline Commons to the east.

#### 4.1.1 Built Form

#### **Buildings should frame open space.**

- a) New development should face onto the three new park spaces and/or the public streets, and establish a base podium height of between 4 - 6 residential stories. Along Syndicate Street, commercial buildings may be permitted to a height of 3 - 5 commercial stories.
- b) Taller "point towers" of up to 10 stories adjacent to Skyline Commons would be appropriate. These should be set back from the base podium height in order to reduce their impact at ground level.

#### Buildings should enliven park spaces and streets.

- c) First-floor units and storefronts should orient their entrances towards public streets and open spaces.
- d) Buildings should provide, where feasible, first-floor residential units with private entrances and/or semiprivate terrace spaces oriented to the adjacent Skyline Commons. This layout will help to enliven the surrounding streets and park spaces, provide attractive housing options for families, and create long-term flexibility for live-work units.
- e) Limited local commercial or retail uses may be located on the first floor, and should be developed to animate public spaces by incorporating large glass frontages that allow the activity within to be seen from the park or street.
- f) The first-floor corner spaces on buildings facing the park should allow for outdoor cafes.

#### 4.1.2 Land Use & Development Program

A complete mixed-use community should be developed.

#### Fronting Griggs Street

- a) Land use should be primarily residential, though all firstfloor units should provide the long-term flexibility for adaptation as a live-work or professional office units.
- b) A limited amount of neighborhood retail to accommodate cafes, corner store and other service uses, should be permitted adjacent to open spaces and along Griggs Street near University Avenue.

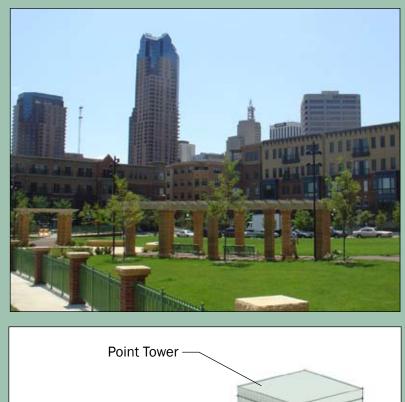
#### Fronting Syndicate Street

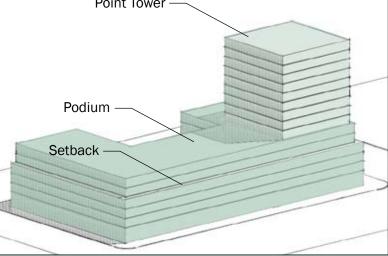
- c) The accessibility and relationship of Syndicate Street to the adjacent Midway Marketplace make this an appropriate location for new retail and commercial uses.
- d) Other appropriate employment uses include new community services, such as daycare and library services needed to support new residential development.

#### 4.1.3 Circulation, Parking and Access

#### The urban grid pattern should be re-introduced.

- a) Where large single parcels of land exist, they should be subdivided to create a more walkable environment of smaller-scaled streets and blocks. The proposed extensions of the urban grid pattern listed below are illustrated in Figure 5.1.
  - i) Extending Fuller Ave West of Lexington is an important strategy to create a Corridor-wide bike route, connecting the Midway Shopping Center to the west with the Capitol to the east.
  - ii) A new east-west street south of University Avenue will help create a finer block pattern and create new frontage facing the proposed Lexington Village Commons.





the tower's impact at ground level.



**FIGURE 4.2** - Buildings in the 4-6 story range help to define the open spaces in the Wacouta Commons neighborhood, while taller residential point towers create a transition in height west towards the taller buildings of the downtown core. An example of a typical "point tower" above illustrates how the tower is set back from the base podium to reduce

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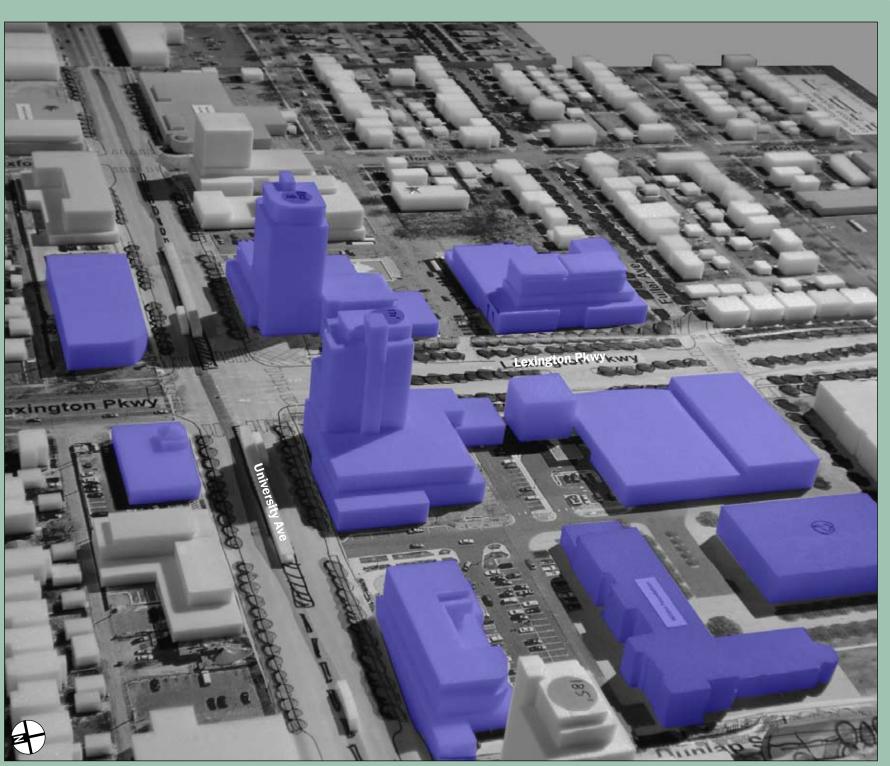
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#### **4.2 The Lexington Hub**

The intersection of Lexington Parkway and University Avenue is the focal point of this station area, framed by new residential and commercial uses and an emerging institutional presence.

Future redevelopment of this focal point should reinforce the public and active nature of this place through the creation of landmark buildings, dynamic public art installations, and an extension of the Lexington Parkway's green and processional qualities along the Avenue. Critical to the success of this hub will be its integration with the employment uses (Wilder Foundation, TCF Bank) located internal to the large block in the southwest quadrant. Future redevelopment here will strengthen the edges of this block, and better define entrance points for pedestrians and vehicles.



**FIGURE 4.3** - The model illustrates the potential to construct transit-supportive densities at the intersection of Lexington Parkway and University Avenue.

#### 4.2.1 Built Form

#### New buildings should landmark the corner.

a) Future development at the Lexington and University intersection should hold and define the intersection as a prominent site. This intersection is an appropriate location for the use of a base podium of 3-4 stories and a "point tower" of up to 10 stories.

### All new development should promote transparency and activity at street level.

- b) Developments within the area defined as Priority Active Frontage should provide for active uses on the first floor to support their immediate proximity to the future LRT station platform.
- c) First-floor units and storefronts should have at least one entrance oriented towards both University Avenue and Lexington Parkway.
- d) Commercial or retail uses located at grade should animate the street by incorporating large glass frontages that allow the activity within to be seen from the street.

#### 4.2.2 Land Use & Development Program

#### A true mixed-use corridor should be developed.

a) All transit-supportive uses should be permitted here, including medium-to high-density family residential, and commercial and retail uses. Transit-supportive uses exclude traditionally low employment density and autooriented uses, such as large-format retail, commercial drive-throughs and car dealerships.

## Shared driveways and parking solutions should be promoted.

b) The newly-built Wilder Foundation's 400-stall parking ramp is ideally situated to serve the broader commercial market of the future Lexington Hub. The City of Saint Paul should work with the Wilder Foundation to explore options for sharing this ramp on a fee basis during offpeak hours. This partnership would help to consolidate vehicular access and traffic within the block, reduce the need for smaller businesses to provide on-site surface parking within the Lexington Station Area, and potentially generate a long-term revenue source for the Wilder Foundation.

#### 4.1.3 Circulation, Parking and Access

#### The urban grid pattern should be re-established.

- a) Where large single parcels of land exist, they should be subdivided to create a more walkable environment of smaller-scaled streets and blocks. The proposed extensions of the urban grid pattern listed below are illustrated in Figure 5.1.
  - Formalizing existing access routes to create a new pattern of streets and blocks in the Lexington Hub will help to tie together the diverse use of the area by providing sidewalks and more formalized connections between uses.





**FIGURE 4.4** - These developments in Portland, Oregon define the street with a podium consisting of first-floor retail (top) and density in a smaller point tower above (bottom).







#### 4.3 Strengthening the Avenue

Improving the character and quality of University Avenue at and around Lexington Parkway represents the single greatest challenge and opportunity within the Lexington Station Area.

Recent investments, such as Hoa Bien Restaurant, the Wilder Foundation Headquarters and the Gordon Parks Academy, are reducing gaps in the streetscape and helping to draw more people to the area. However, new development adjacent to the Avenue is needed to fill in the gaps, create a critical mass of activity, and create a vibrant corridor with more "eyes on the street".

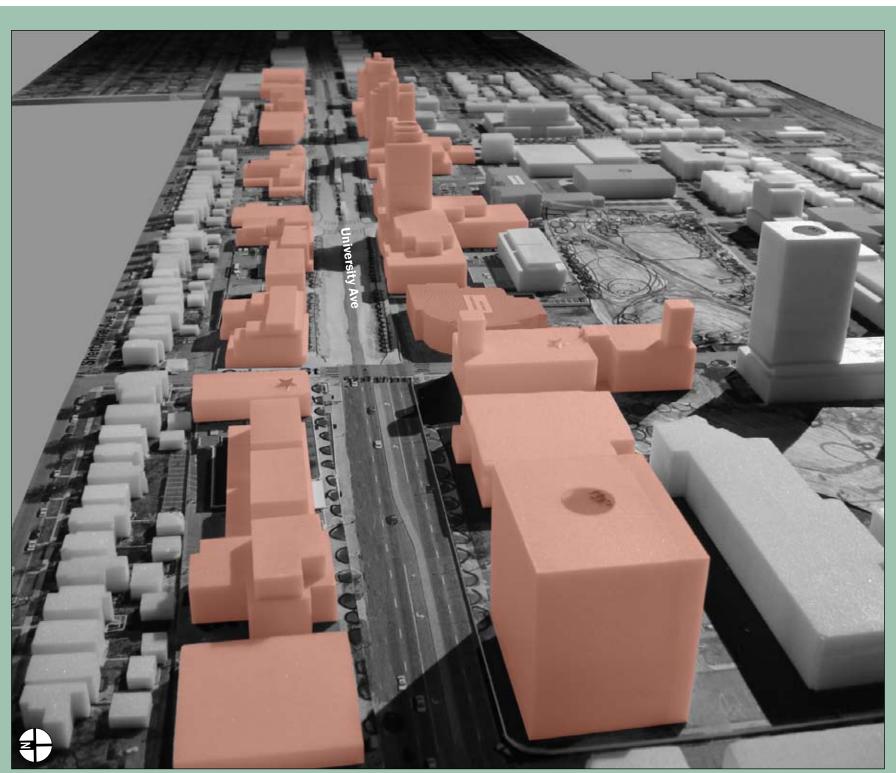


FIGURE 4.5 - The model illustrates a strengthened Avenue capable of supporting more vibrant levels of activity.

#### 4.3.1 Built Form

New development along the Avenue should fit with its surroundings.

#### North of the Avenue

 a) Along the north side of the Avenue, new development or expansion of existing buildings should be predominantly low-to mid-rise in scale up to 3 commercial stories in height or 3 residential stories above one story of firstfloor retail.

#### South of the Avenue

- b) The south side of the Avenue has the potential for greater height given its physical separation from the low-rise neighborhoods to the north, the large scale of parcels and its proximity to Interstate 94 (at least west of Lexington).
- c) New development or expansion of existing buildings along the south side of the Avenue should line streets and open spaces with a podium height of 4-6 residential stories or 3-5 commercial stories. This base height will reinforce the (former) Saint Paul Casket Company building as an area landmark.
- d) To create a comfortable relationship with the Avenue, taller buildings should be stepped back from University Avenue above the third floor.
- e) In instances of larger full-depth sites with frontage along Aurora, buildings should transition down in height towards the south and incorporate residential uses with direct access at street level. To repair the residential character of the street, buildings along Aurora should adopt setback, height and massing similar to existing residential development.
- f) In certain prominent locations such as the Lexington/ University intersection, fronting the new Lexington Commons, or at corner locations south of the Avenue, taller "point towers" of up to 10 stories may be appropriate.

These should be set back from the base podium height of 3-4 stories to reduce their impact at ground level.

#### 4.3.2 Land Use & Development Pattern

#### A vibrant mixed-use corridor should be created.

- a) A broad mix of uses should be concentrated along the Avenue, where they afford an easy connection to public transit, and benefit from the visibility and profile of being located on a major transportation corridor.
- b) New developments should allow for first-floor live-work units over time to accommodate a wide range of uses: studios, professional offices, community services, etc.

### All new private development should contribute to adjacent streetscape improvements.

- c) Where there is not sufficient public right-of-way for new street tree planting or public realm amenities, new buildings should be set back from property lines to establish an outdoor area for seating, display space and/ or landscaping as appropriate. A minimum pedestrian promenade dimension of 14 ft. would provide for street trees, sidewalk and some outdoor seating space.
- d) Developments within the area defined as Priority Active Frontage should provide for active uses at grade to support their immediate proximity to the future LRT station platform.
- e) Building gaps along the street frontage within the Station Transfer Zone should be discouraged. Where gaps do exist they should be adequately landscaped along the street frontage.





**FIGURE 4.6** - These mixed-use development examples from Vancouver show three stories of residential above a story of first-floor retail. They would be appropriate along the northern side of the Avenue.



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#### 4.4 Sensitive Neighborhood Infill

The strong neighborhoods of Lexington, Thomas-Dale, Hamline and Summit-University that surround the Lexington LRT Station should be reinforced through reinvestment and sensitive residential infill.

New buildings should respect and fit in with the development pattern, scale and height of adjacent properties. This will entail rehabilitation of existing single-family homes; the construction of new single-family and multiple-family townhome dwellings; and the construction of new accessory units.

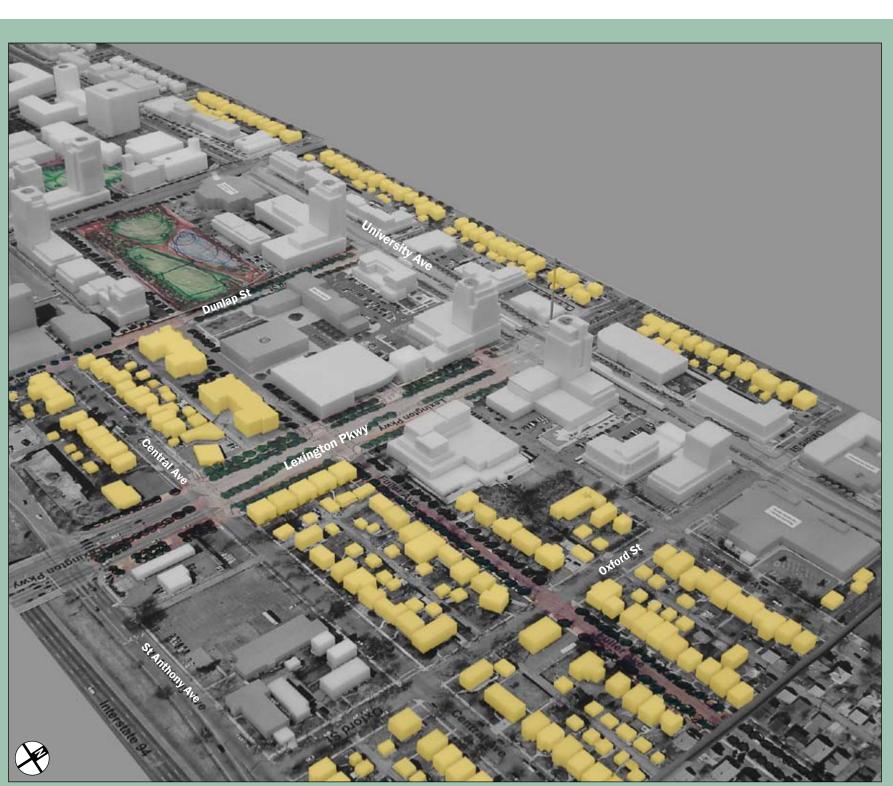


FIGURE 4.7 - The model illustrates the potential to improve the entrance to the Dale neighbourhood north of I 94.

#### 4.4.1 Built Form

Infill should be sensitively designed to fit its context.

- a) All development should be designed to preserve light, views, and privacy in single-family neighborhoods.
- b) To repair the residential character of the existing lowrise neighborhoods, buildings should be no greater than three residential stories in height and have setback and massing characteristics similar to the existing residential development along their street.

#### 4.3.2 Land Use & Development Pattern

Accessory units should be encouraged in Areas of Stability.

a) Accessory units and multi-unit dwellings can simultaneously increase density and housing options within the Lexington Station Area. These renovations represent excellent opportunities to repair and strengthen residential properties.



**FIGURE 4.8** - New infill housing such as these local examples will help to fill in the gaps and reinforce the existing neighborhoods.







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#### 4.5 Managed Parking Strategies

Accommodating parking associated with existing businesses and residents and new development will be an important challenge as the Lexington Station Area evolves.

To properly assess and manage Park & Ride and Hide & Ride, comprehensive strategies must be implemented so that remaining on- and off-street parking can best serve residents and businesses in the Corridor, and support walkable, transitoriented neighborhoods.

Clearly, the reliance on surface parking at current development standards is a large contributor to the underutilization of land within the station area. A transformation from surface parking to structured and underground parking will need to happen over time and in conjunction with new development. The following policies provide the direction to facilitate this transformation, critical to the creation of active and vibrant streets within the Lexington Station Area.

- a) The establishment of new single-use surface parking lots on University Avenue, and the expansion of existing lots within the station areas, should be discouraged.
- b) Major redevelopment sites should be explored for opportunities to create shared, structured or below-grade parking.
- c) Where surface parking occurs along University Avenue, it should occur to the side or behind buildings, be limited to a maximum of 60 feet in width (for the provision of two parking aisles and one drive aisle), and utilize landscape buffers to minimize the impact on the pedestrian environment.

- d) Parking requirements should be reduced or eliminated to reduce development costs, support transit ridership and open new possibilities for flexible live-work spaces on smaller sites where on-site parking is not available.
- e) On-street parking opportunities should be maximized to reduce the demand for private, off-street parking. This can be accomplished by minimizing curb cuts on all major streets by consolidating driveways, implementing flexible stall spacing, and utilizing meters and time-limited signage on side streets to ensure higher vehicle turnover.
- f) Access to surface parking lots from side streets or alleys should be encouraged. Curb cuts on University Avenue should be minimized and consolidated as opportunities arise, encouraging shared access with neighboring uses.
- g) The implementation and management of the current residential permit parking system should be evaluated.
- h) Both long-and short-term bicycle parking should be provided.



**FIGURE 4.9** - A 56-foot wide surface parking lot in Portland, Oregon incorporates features such as permeable paving, integrated bike parking and pedestrian-scaled lighting. It is heavily landscaped and concealed from the street by an integrated former building facade.



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# Movement - Balancing Modes

This chapter contains strategies for improving options to move to, from and within the Lexington Station Area. These include *Connections* to improve the linkages, safety, efficiency and quality of pedestrian and cyclist routes; and *The Mobility Enhancement Area*, to provide safe and efficient pedestrian access to the Lexington LRT platform and destinations along University Avenue.



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# Movement - Connecting the Corridor

Traffic in the Lexington Station Area today is generated by a high concentration of institutional and employment uses with strong transit ridership clustered along the south side of University Avenue. and by its proximity to the Midway Marketplace immediately to the west.

Owing to the abundance of vacant and under-utilized parcels, there are relatively fewer destinations along the north side of University Avenue, although the Creative Arts High School at Oxford Street and the recently built Hoa Bien Restaurant at Lexington are both well-trafficked by pedestrians.

The block structure is generally intact here, though both eastwest and north-south connections erode west of Lexington and throughout the entire southwest quadrant of the station area. Likely a remnant influence of the former Lexington Park, which was situated on the site of current Wilder Foundation building, these blocks will require more frequent and legible connections with the Avenue and adjacent destinations.

Recommendations for improving and expanding mobility options are structured here into two key themes:

The first theme is Connections, which describes a strengthened pattern of movement options for pedestrians, transit riders and cyclists to reach destinations in the Lexington Station Area, from both the Central Corridor's many neighborhoods and the broader region.

The second theme is the *Mobility Enhancement Area*, which more closely examines the future impact of LRT on movement patterns in and around the proposed platform location, and provides recommendations for ensuring a safe, efficient and pleasant pedestrian experience for area residents, workers and visitors.

#### 5.1 Connections

The goal of this section is to identify improved movement options for pedestrians, transit riders and cyclists in reaching the Lexington Station Area from adjacent neighborhoods and the broader region. A Connections diagram identifies key routes to and within the Lexington Station Area, and illustrates recommendations for improving the connectivity, safety, efficiency and quality of these routes for pedestrians and cyclists.

#### **Greening Lexington Parkway south of the Avenue**

A beautification initiative should be undertaken for Lexington Parkway south of the Avenue. This program should include street-tree planting, new pedestrian furniture and improved lighting to extend the processional quality and stature of the parkway north of the Avenue to the southern segment within the station area.

#### **Strengthening Griggs Street and Chatsworth Street as North-South Bike Routes**

Griggs and Chatsworth are natural north-south bicycle routes through the Lexington Station Area, as each connect northbound cyclists to West Minnehaha Avenue, and south to existing pedestrian and bike crossings over Interstate 94. Each of these routes also has a signalized crossing at University.

#### **Strengthening Charles and Fuller avenues as East-West Bike Routes**

#### **Extending Fuller Avenue West to Syndicate**

#### **Future Bus Service**

The Route 16 serves a distinct market from the proposed LRT service. When the Route 50 was added, it did not diminish the ridership on the Route 16, as the Route 16 is particularly important to those who cannot easily walk long distances the very young, the very old, those who are transporting goods (i.e. groceries and some durable goods) and/or children, and those who are transit-dependent with physical limitations. Although not uniformly true, most of these patrons need service more during the mid-day and on weekends, rather than during the peak hours. Therefore, it is important that the current Route 16 service during the mid-day, evenings and weekends be retained.

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Plan

Two preferred east-west bicycle routes, north and south of University Avenue, have been identified through the station area planning process. North of the Avenue, Charles Avenue has been identified as the preferred route for its calm traffic pattern and convenient but safe distance from the Avenue. South of the Avenue, Fuller is the preferred route. It would extend west to the Midway Marketplace site and east until it crosses Dale Street, where it would eventually connect with Aurora and terminate at the State Capitol campus.

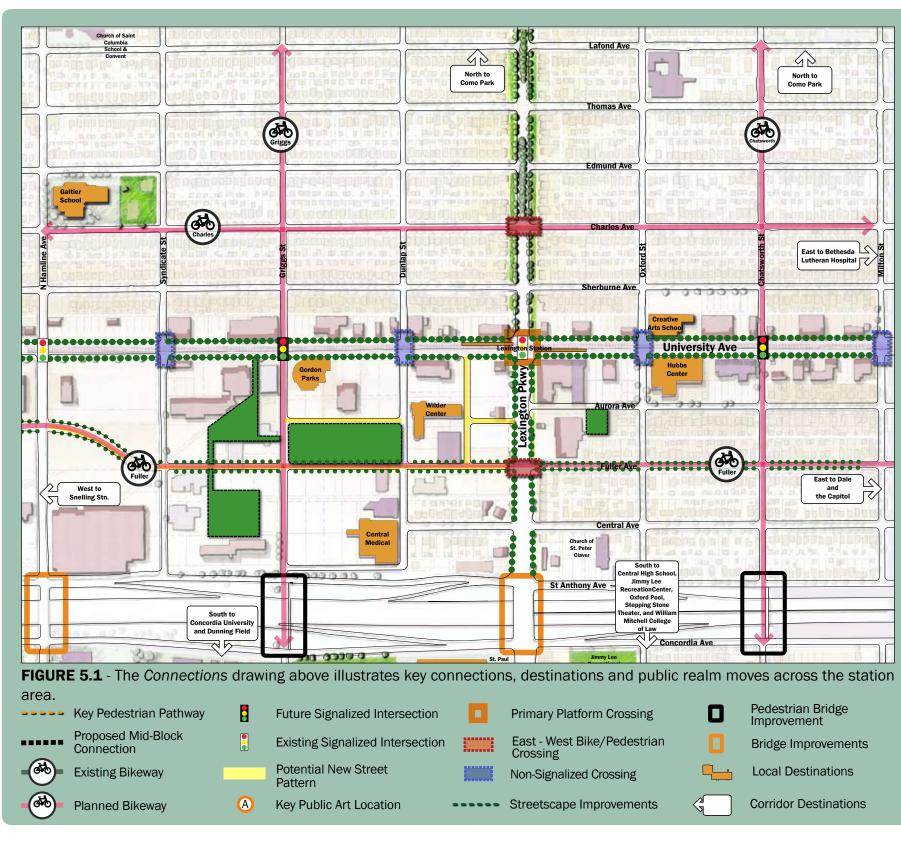
The terminus of Fuller at Lexington represents a critical missing link in the larger Lexington Station Area block pattern. Extending Fuller Avenue west of Lexington as a public street will improve the porosity and legibility of the entire southwestern quadrant. This key structural component will improve access for the potential construction of three new park spaces, the Skyline Towers surface parking area, and east-west access to the Midway Marketplace.

The Route 94 service, running between the downtowns, will also be retained, but with an abbreviated schedule. The abbreviation of the service should continue to meet the demand for express service between downtown Minneapolis and downtown St. Paul."

It is essential that north-south service be bolstered, as current service is insufficient to adequately serve the greater Midway area. The Midway is an area of relatively high residential densities, high transit-dependent populations and numerous jobs. As such, a <sup>1</sup>/<sub>2</sub>-mile urban grid of transit service is essential. To accommodate timed transfers between the 1-mile grid of north-south bus service and LRT, bus service should be no less frequent than meeting the LRT every other train (15-minute frequency) during peak hours. In particular for the Lexington Station Area, 15-minute peak-hour and 30-minute non-peak hour minimums connecting Victoria Park, and Como Park with the Rosedale Transit Center are required. Supplemental service with the Hamline, St. Clair, Victoria, University circulator route 60 is also necessary.

#### **Improved Freeway Crossings**

As freeway crossings (with traffic bridges) are redesigned and reconstructed, widened sidewalks, crash barriers between traffic & sidewalk, pedestrian-level lighting, and approach sidewalk lighting and landscaping should be included. Pedestrian-only freeway crossings should be rebuilt or retrofitted to include well-lit crossings of St. Anthony and Concordia, bridge lighting, and landscaping that does not obscure views to and from the bridge.



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# Movement - Enhancing Mobility

#### **5.2 The Mobility Enhancement Area**

The *Mobility Enhancement Area* diagrams (figure 5.2) illustrate the current and future hub of movement patterns within the Lexington Station Area.

#### **Mobility Enhancement Area**

A key opportunity for enhanced mobility around the Lexington Street Station occurs in two key areas. West of Dunlap, an opportunity exists for the creation of a new *Lexington Urban Village* structured around several proposed new open spaces. Strategies should ensure that new streets and blocks contribute to the creation of a pedestrian-friendly neighborhood with active streets and a balanced range of movement options.

On either side of Lexington within the *Lexington Hub* an opportunity exists to enhance mobility by strengthening the character of the parkway and tying together the diverse employment uses to create a more cohesive and walkable environment.

Special strategies for the Lexington Station Mobility Enhancement Area include:

- urban streetscape standards within the proposed Lexington Urban Village and Lexington Hub with reduced curb radii, bump-outs, narrower streets and special paving patterns. In the Lexington Hub, a new pattern of streets and blocks will help to tie together the diverse uses of the area by providing sidewalks and more formalized connections between uses;
- on-street parking within the proposed Lexington Urban Village to support more active uses at grade, calm traffic ,and create an additional buffer between pedestrians and moving vehicles;

- special streetscape and landscaping treatments that reflect the historic parkway condition along the Avenue and help repair the Parkway condition where it has been eroded;
- enhanced pedestrian crossings of Lexington Avenue at Fuller to create a green east-west connection along the Corridor; and
- sidewalks of 14 feet in width.

#### **The Station Transfer Zone**

The Station Transfer Zone is identified in Figure 5.2. It stretches from Dunlap Street on the west to Oxford Street on the east and encompasses a large section of the Avenue Character Area (page 30). An opportunity exists to improve the character of the Avenue by expanding sidewalks and incorporating pedestrian amenities that will support a more vibrant corridor.

Special strategies for the Lexington Station Transfer Zone include:

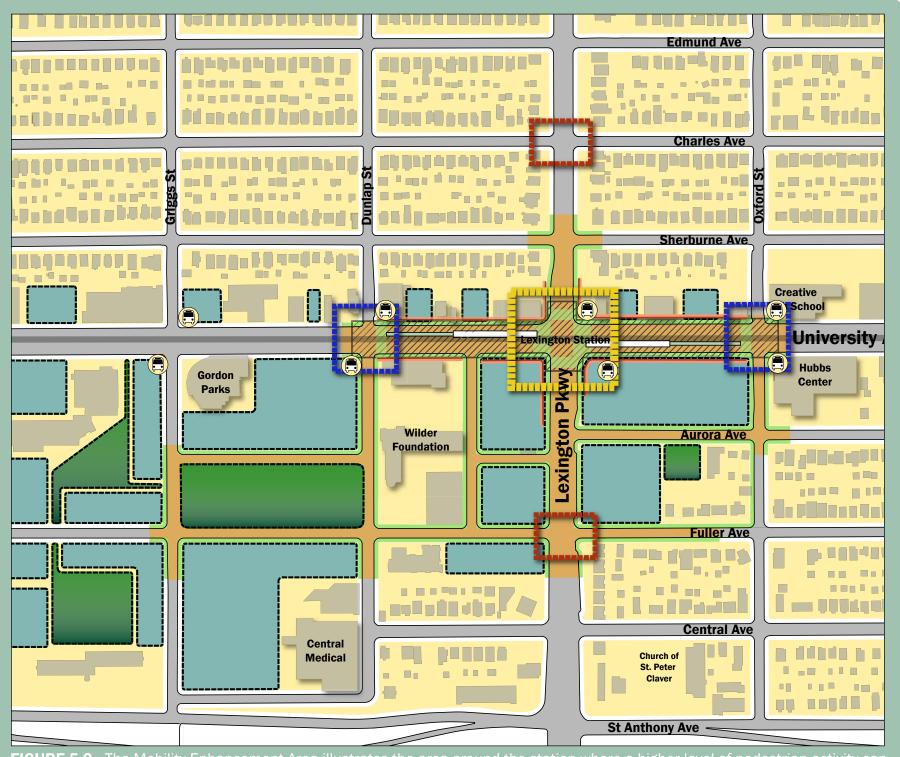
- capitalizing on the substantial redevelopment opportunities to provide setbacks along the south side of the Avenue above and beyond the minimum 14-foot requirement. This will help to mitigate against the proposed scale of new development and provide additional room for street-related activities such as sidewalk patios and cafes,
- incorporating special streetscape and landscaping treatments to celebrate the parkway character of Lexington Avenue at the intersection of University Avenue and Lexington Parkway.

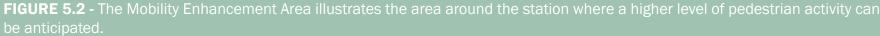
#### **The Designated Crossings**

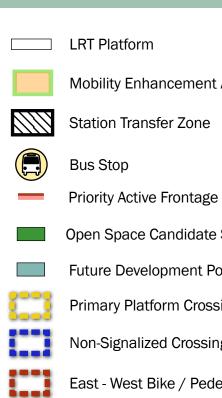
Within the Lexington Station *Mobility Enhancement Area*, there are a number of *Designated Crossings*. The *Primary Platform Crossing* is located at the intersection of Lexington Parkway and University Avenue. It will be the primary area where the LRT links with the city's bus network and the principal hub of station activity.

Two Non-Signalized Crossings are located along University at Dunlap Street and Oxford Street. These will be linked directly to the far ends of the station platform to provide additional access to the station. The crossing at Oxford Street will provide a particularly important community connection as it links the Creative School north of the corridor with the Hubbs Center to the south.

Along Lexington Parkway, there are two *East* - *West Bike* / *Pedestrian Crossings* at Charles and Fuller. These are important crossings that will extend the Corridor-wide east - west bicycle routes east to the Capitol Area and west towards Snelling.







Mobility Enhancement Area

Open Space Candidate Site

**Future Development Potential** 

Primary Platform Crossing

Non-Signalized Crossing

East - West Bike / Pedestrian Crossing

Westgate | Raymond | Fairview | Snelling | LEXINGTON | Dale | Rice

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# Getting There

Achieving the long-term objectives set out in this document for the Lexington Station Area will require the collaboration of many local partners, investors and stakeholders, and will occur over time. The following recommendations provide direction on key initiatives that are core to the success of the future Lexington Station Area. 6



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## Getting There

In addition to the broader Community-Building Strategies described in the Central Corridor Development Strategy, and the Station Area Implementation Strategies set out in Chapter 9 in this series of Station Area Plan documents, the following describes place-specific considerations for the Lexington Station Area. These considerations should be read in conjunction with the aforementioned implementation recommendations, and deemed to take precedence where discrepancies exist.

#### **Using This Station Area Plan**

The development concepts illustrated in this plan, including the location of new open spaces, represent one of many possible development scenarios. Their purpose is to illustrate how the principles and objectives for new development, as contained within the CCDS and this Station Area Plan, could be realized over time. They are not intended to be prescriptive for evaluating future development proposals, but are examples of how the vision, goals and objectives of this plan can be realized.

Until such time as the City is able to secure necessary resources, either through public investment or through negotiation with private developers for desired new open spaces or other public infrastructure, private property may be used for any legal use permitted under the current zoning classification, provided that the proposed use meets all applicable conditions and/ or standards.

Once adopted as a component of the City of Saint Paul's Comprehensive Plan, City staff intend to pursue mechanisms, programs and partnerships that will collectively assist in realizing the vision and objectives created for each station area. The sum of the Central Corridor Development Strategy's 21 Community-Building Strategies (Section 4.3); the Getting There recommendations from individual Station Area Plans (Section 6.0); and the Station Area Plan Chapter 9 - Moving Forward, contain a range of strategies, partnerships and recommendations for assisting in realizing the strategic placemaking and economic development potential of this station area.

#### **Securing Lexington Network of Park Spaces**

As development applications proceed, all future parkland dedication within the Lexington Station Area should be applied to the acquisition of lands for the creation of these new park spaces. This will require that land dedication be the preferred approach for future redevelopment on lands located near the proposed future parks, while the future redevelopment of all adjacent parcels within the station area will require cash-in-lieu of dedication to acquire and construct additional park lands. The potential may exist for these new parks and open spaces to be partially funded through Tax Increment Financing and/or a Regional Transit-Oriented Development "Bank," as described in Chapter 9 Moving Forward.

### South-West Corner of Lexington and University as a TOD Demonstration Site

The City should work with the owners of this strategic quadrant to develop a master plan for its future redevelopment. The master plan should reinforce the long-term vision set out in this document, describe the more precise location and configuration of new roads, and set detailed guidelines for public realm improvements. All future development applications within the site should then demonstrate compatibility with the master plan, clearly indicating how dedications for public rights-ofway and open space are being met, and how the incremental creation of an urban block pattern is being achieved. The future viability and success of this site coming forward as a TOD Demonstration Site may in part be assisted through some combination of Tax Increment Financing, the STAR Program, and/or a Regional Transit-Oriented Development "Bank," as described in Chapter 9 Moving Forward.

#### **A Shared Parking Structure**

To ensure that the redevelopment and place-making potential of this station area is not lost through the retention and/or creation of additional surface parking, possible locations for a shared parking structure(s) (such as the Wilder Foundation parking structure) should be identified as development is proposed in the station area. These structures should consist of a central above-grade facility or dispersed throughout the station area in a series of below-grade structures incorporated into employment and mixed-use developments.

#### **Transition Over Time**

Meeting the full development potential of the Central Corridor, as conceptually illustrated in each station area plan, will occur over a long period of time. Recognizing the market may not be uniformly ready to respond to the ambitious visions illustrated in each plan or to the full extent of the Transit Opportunity Zone (TOZ) regulatory framework outlined in the Central Corridor Development Strategy, both sets of policy documents should allow for market transformation and uptake over time.

For example, a near-term development proposal that does not meet density expectations for central, strategic sites, or does not secure a shared parking agreement with a neighboring land owner, yet meets other long-term objectives such as increasing the range of available housing types, supporting economic development, increasing retail options and employment opportunities, or providing active uses at grade, should be accommodated. In these instances, proponents of development applications should demonstrate how specific physical and/or market constraints make the full range of station area objectives difficult to achieve, how the general intent and purpose of the CCDS and respective Station Area Plan will be met, and additionally how other standards are being met and/or exceeded.

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The development principles matrix, outlined in Chapter 9. may also assist City officials, staff, and community members in evaluating the benefits of development proposals in terms of economic value and transit-supportive principles included in the CCDS.

Please refer to Chapter 9 - Moving Forward of the full set of Station Area Plans for additional details.

#### **Complete Communities**

The greatest strength of this community is its diversity. The potential for gentrification and displacement of low-income individuals, families and small businesses from the Corridor as property values rise is a primary concern of area residents and stakeholders. This would erode the unique gualities that distinguish the area's past, present and future. Members of the community who wish to stay in this area and contribute to and benefit from its revitalization must have the option to do S0.

Chapter 4 of the Central Corridor Development Strategy, the companion document to this station area plan, contains a series of strategies and recommendations for realizing a complete and inclusive housing and business community. These include supply-side regulatory and financial incentives to encourage the construction of affordable housing units; assistance to individuals and families to purchase their own home; strategies to support small businesses, both through the short-term construction of LRT, and for the long-term benefits afforded by this investment; and options for securing community benefits as new development occurs throughout the corridor. In addition, some combination of Tax Increment Financing, the STAR Program, a Regional Transit-Oriented Development "Bank," or Invest Saint Paul, each described in Chapter 9 Moving Forward, may assist in the creation of more inclusive and complete communities.

#### **Involving Local Partners:**

Meeting the long-term objectives of the Lexington Station Area Plan will require coordination with:

District 7, 8, 11 and 13 Councils. To review development applications coming forward, promote and work towards quality development projects and meet with residents, institutions, business and property owners to discuss and document evolving community concerns and objectives for new development.

**Institutional stakeholders,** such as the Wilder Foundation, Gordon Parks Academy, Hubbs Center for Lifelong Learning, and the Creative Arts School.

Skyline Towers community. Should be engaged as key stakeholders.

Selby Area CDC. To continue setting high standards for redevelopment in the community; strengthening stable neighborhoods through rehabilitation and infill, and through development of larger parcels as they become available.

Aurora / St Anthony CDC. Should be engaged as key implementing agents and partners in public realm improvements.

St. Paul Smart Trips. As the Transportation Management Organization for the city, Smart Trips should work with local partners to provide information about parking in the corridor, and to promote opportunities for walking, bicycling, and transit.

Midway-Chamber, University Avenue Business Association and other business groups. To ensure the interests of area businesses and property owners are adequately represented through comprehensive policy framework reviews.

# other stakeholders.

**Central Corridor Funders Collaborative.** To assist in securing resources for community improvement projects.

Individual Property owners. Consultation and discussion should begin well in advance of submission of development applications, and continue through the development approvals process.

The Central Corridor Design Center. The Central Corridor Design Center is an initiative by the City of Saint Paul to apply the proven practices of the Saint Paul on the Mississippi Design Center along the Central Corridor. Its mission is to be a champion and advocate for the principles and vision of the Central Corridor Development Strategy as they guide public and private investment in the corridor.

The CCDC will be involved in design review and guidance of the Central Corridor LRT and other public realm improvements: design development conversations with large and small property owners; technical assistance to small businesses to redesign their facilities to take advantage of the LRT and proposed public improvements; providing leadership in energy and environmental design; and education and training of City staff, consultants, developers and property owners in maximizing transit-oriented design opportunities along the Corridor and in the neighborhood.

**University UNITED.** To assist in the on-going review of development applications in conjunction with District Council offices, and to continue enriching dialogues around improving the character and quality of area planning and development. U-Plan, a program of University UNITED, will provide technical support services to community groups, small businesses, and

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