

# Metro Blue Line Extension : Downtown Robbinsdale Station Area Recommendations

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Hennepin County

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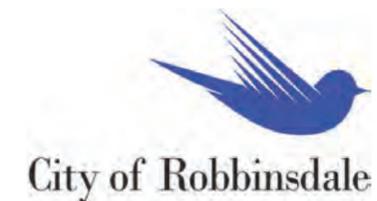
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# Introduction and Plan Goals

## GOAL 1:

*To grow the diversity of experiences, places, customers, and residents in the downtown while maintaining the authentic human scale of the core blocks of West Broadway.*

## GOAL 2

*To transform Bottineau Boulevard from a barrier between east and west Robbinsdale into a valued front door to the community.*

## GOAL 3:

*To ensure the introduction of LRT serves the long term interests of Robbinsdale .*

## GOAL 4:

*To build an efficient and amenity-rich public realm .*



Downtown Robbinsdale is a beloved asset to its residents and visitors. The core blocks of West Broadway offer a simple, walkable, and authentic and human scaled environment. The physical fabric of downtown was established in the 1940's as the community grew into a streetcar suburb. Unlike many suburbs of Minneapolis, Robbinsdale boasts a walkable grid of streets with a strong mix of uses, flanked to its east and west by urban neighborhoods.

As the region grew around Robbinsdale, County State Aid Highway 81 (Bottineau Boulevard) expanded to meet the demand of automobile traffic in the decades following WWII. Predictably, roadway expansion attracted automobile-oriented development - strip malls and drive throughs. While this pattern of development brought much needed commercial tax base to the city, it created a barrier between east and west Robbinsdale and made it challenging for residents to cross Bottineau Boulevard.

Today, there is a strong desire to reduce the negative impacts of Bottineau Boulevard, and to stitch the community back together. There is also strong regional demand to live and do business in walkable environments such as downtown Robbinsdale. In recent years this demand has manifested into several hundred new housing units within the city, a measure of progress that only scratches the surface of Robbinsdale's potential as a thriving transit-oriented community.

In 2016 the City and County completed a station area plan in anticipation of the Blue Line Extension project - a major light rail extension project connecting Minneapolis to Brooklyn Park. Since that time, much has changed including the proposed route, which now runs through the middle of the downtown rather than at its edge. The thrust of that station area plan was to ensure there were strong connections between the station and Bottineau Boulevard.

This plan builds on that prior work, while reflecting the realignment of the light rail and the new station location. As such, recommendations in this Plan serve as both a station area plan and a downtown plan. Robbinsdale will experience continued development pressure regardless of when or whether light rail transit is built. While connectivity to the station and location of park and ride is important, this plan focuses more on connectivity to and within the downtown, and across Bottineau Boulevard for residents of Robbinsdale. In doing so, the plan helps create a place that is *supportive* of transit, not a place that exists *because* of transit. The plan therefore focuses on recommendations to make downtown a place that is loved because of its broadly shared local benefits.

The purpose of this plan is to guide the existing and future infrastructure and redevelopment potential toward broad public benefits as expressed by city council, residents, and staff. The plan suggests a coordinated set of public and private investments to create a robust and mixed use downtown that spans Bottineau Boulevard and offers a variety of experiences, housing choices, and business opportunities to existing and future residents of Robbinsdale. The plan acknowledges the complexity of redevelopment, the area's unique geographic features, the post-covid marketplace, and the need for the city to be patient, adaptable, yet firm with its vision for the future.

The plan offers four simple goals and six main recommendations organized under three topics: *Connectivity, Development* and *Place*. The recommendations are not for the city alone to lead. They offer guidance and opportunities for the county, private investors, the Blue Line Extension Project team, and others to participate in the making of a beloved and thriving downtown Robbinsdale.



## 1. Background & LRT

# Station Area Background

## Robbinsdale and LRT

The planned alignment of the Blue Line Extension will connect downtown Minneapolis to Brooklyn Park, running along Bottineau Boulevard / County Road (CSAH) 81 through Robbinsdale. The recommendations in this report seek to maximize the benefits of the Blue Line Extension to the Robbinsdale community. The recommendations in this plan seek to build on prior planning efforts while establishing a comprehensive vision for the downtown center of the city that can put Robbinsdale in the drivers seat of guiding change.

This plan is a set of recommendations to multiple jurisdictions (City, County, State) and the private sector (multiple property owners) to create a transit oriented downtown that serves the needs of Robbinsdale today, and into the future.

Several assumptions framed the recommendations of this plan. They are as follows:

- The Blue Line Extension project in Robbinsdale should prioritize local benefits for Robbinsdale residents and businesses.
- The core area of downtown is a critical economic and physical location in the city, and the primary connective hinge between west and east Robbinsdale.
- CSAH 81 today is primarily a regional through street, with approximately 80% of the drivers simply passing through Robbinsdale, and not visiting the city or patronizing its businesses
- The use of public easements and ROW for private uses, as exists today, is likely not the highest and best use for this land.
- There is substantial development potential within downtown Robbinsdale, and some amount of development is inevitable.
- Diversifying the city's tax base will support its economic strength and resiliency, while bolstering city finances.
- Introducing LRT to CSAH 81 can fit within the existing right of way if CSAH 81 is 'localized' in its design.
- East and west Robbinsdale are separated by CSAH 81, which is not always easy or comfortable to cross.
- A future design of CSAH 81 should be considered through the lens of promoting safe and comfortable pedestrian crossing by minimizing the crossing distance and vehicle speeds at intersections along the corridor.

### PRIMARY CITY GOALS

- Protect the human-scaled character of W Broadway Ave.
- Protect and grow the city's tax base.
- Create a 'front door' to the community along Bottineau Blvd
- Create a "walk up" station in downtown Robbinsdale that supports residential and business growth in Robbinsdale.
- Manage local traffic impacts from a park & ride.
- Enhance the safety of Bottineau Boulevard in coordination with LRT
- Explore the option of a new civic campus.

### PRIMARY COUNTY GOALS

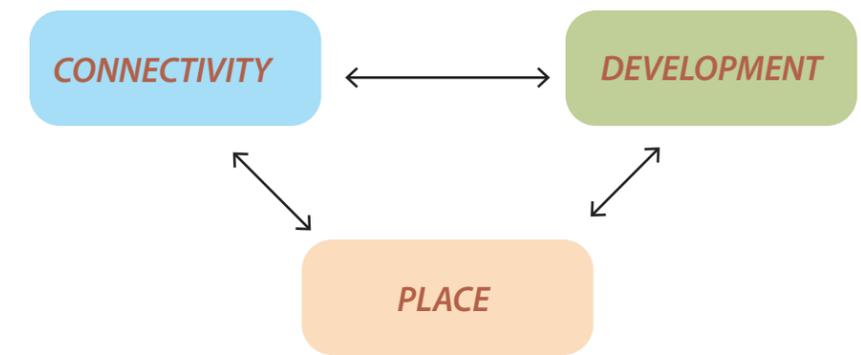
- Support transit-oriented development (TOD) in the county.
- Enhance the quality of places, prioritizing high-quality pedestrian environments.
- Reduce vehicle miles traveled, greenhouse gas emissions, and support compact redevelopment.
- Support climate and economic resiliency.
- Advance county disparity reduction efforts.
- Support the county's modal priority framework.
- Act on the county's climate action goals.

### PRIMARY BLUE LINE EXTENSION PROJECT GOALS

- Expand the regional LRT transit network to improve regional connectivity.
- Deliver a feasible and safe LRT project in a timely and cost effective manner.

## Station Area Framework

A vibrant transit station area is more than a single element - it is the sum of many complimentary parts working in tandem to create a cohesive and connective place. This plan approaches downtown Robbinsdale station area planning with a lens of the interrelated nature of *Connectivity*, *Development*, and *Place*.



### CONNECTIVITY

Connections into and within a transit station area should be convenient, safe, and comfortable for multiple users, while reinforcing local connectivity. Transit infrastructure can be a major and disruptive investment, and requires strong connections to maximize its potential.

### DEVELOPMENT

Private and public development, and the spaces between them, create the space in which life plays out. Transit-oriented development can support local businesses, provide needed housing, and enhance local tax base - but requires guidance and partnerships to make happen.

### PLACE

The arrangement and connections between development and transit should celebrate local identity and strengthen public spaces. Transit-oriented places should be celebrated as a unique place both locally and regionally.

# Planned Blue Line Extension: Station, Park & Ride Locations

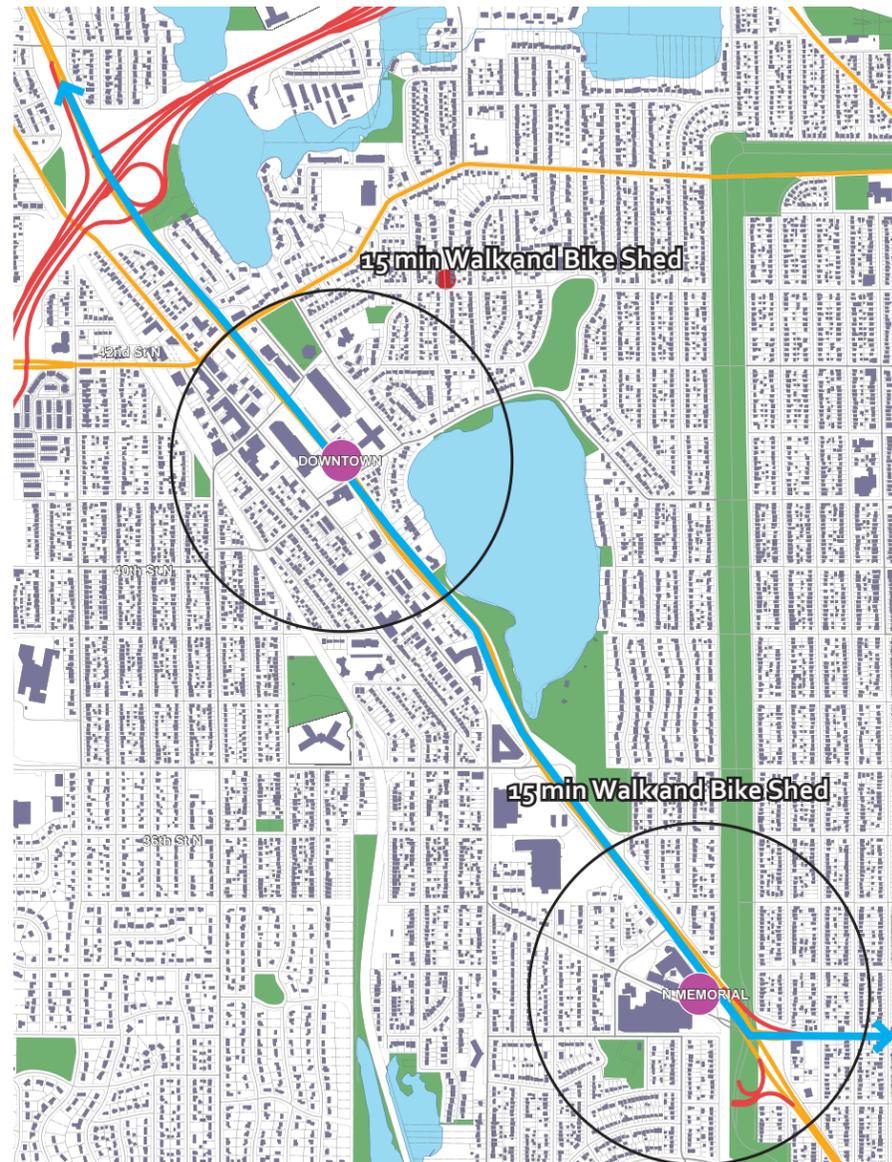
## Downtown Station Area

Two potential LRT station locations were identified for Robbinsdale by the Blue Line Project team. During a multi-day design workshop with city staff, elected officials, Blue Line staff, and a public open house, the station area team evaluated potential station and park & ride locations between 42nd Ave and 40th Ave. Key considerations of locating the station included:

- Maximizing LRT access and benefits to Robbinsdale residents
- Supporting the city's downtown
- Promoting safety and comfort of existing city infrastructure and future LRT facilities
- Integrating aesthetics and beauty of future public realm improvements
- Blue Line project requirements, and LRT operational feasibility

From this process, a station on the south side of the 40th Avenue intersection was identified as the city-preferred location, with a park and ride to be located diagonally across the street at the US Bank site. This station location would provide local ridership access benefits for the predominantly residential areas south of 40th Ave; would maintain relatively easy and direct access to destinations within the core of downtown; and would anchor a southern gateway into Robbinsdale's downtown core and a future urbanized corridor (see Sections 2 and 3).

While there would likely be some benefits to other potential locations along CSAH 81, this plan generally views a station location at 40th Ave (either north or south of the intersection) as having substantively minimal differences in overall LRT efficiency and user access.



Proposed Blue Line Route and station locations within Robbinsdale

## Park & Ride

The presence of a park and ride in a traditional downtown presents both opportunities and challenges. While a park & ride provides convenient access to a station platform, it will also create vehicular volumes and patterns that can negatively impact the pedestrian nature of a traditional pedestrian oriented downtown. On the other hand, if a park & ride can provide more efficient parking for a Downtown, thereby allowing existing surface parking to be redeveloped, it can be of great value to downtown Robbinsdale.

While traditionally sited adjacent to each other, transit stations, park & rides, and area destinations can be located some distance apart while preserving the viability of a park and ride. A greater distance between a park & ride and these other uses increases the need to have clear, comfortable, and safe connections between each.

To maximize local benefits to Robbinsdale, clear wayfinding and pedestrian routes should be provided from a park and ride at the US Bank site, to downtown businesses. Additional considerations include:

- The park and ride should be modestly sized and serve different user groups throughout the day, and could serve as district parking for downtown businesses and destinations.
- The parking entrance to the park and ride should be easily visible and accessible from CSAH 81 / Bottineau Boulevard.
- The park and ride should anticipate moving the driver layover facility from the Hubbard Transit Station, and serving local transit routes.

		Weekdays	Weekends
Park and Ride Users	Transit Only	many	few
	Transit and Downtown	some	some
	Downtown only	few	many

← impacted by distance



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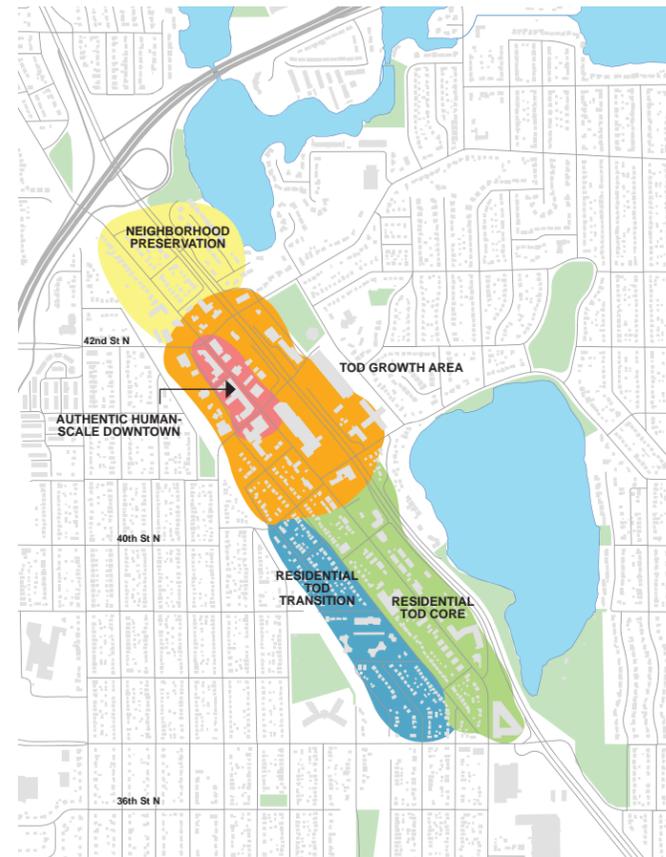
## 2. Goals and Primary Recommendations

## GOAL 1:

*To grow the diversity of experiences, places, customers, and residents in downtown Robbinsdale while maintaining the authentic human scale of the core blocks of West Broadway Ave.*

Many people perceive the limits of downtown Robbinsdale as two blocks of Broadway Avenue with restaurants and a few service and retail establishments. This plan proposes downtown as a broader and larger area, offering residents and visitors a range of experiences, places, and opportunities to live and conduct the daily activities of life. Downtown Robbinsdale stretches from the railroad tracks on the west to Lakeland Avenue on the east, between 40th and 42nd.

Expanding the definition of downtown will help absorb development pressure while allowing the two blocks of Broadway to remain the human-scaled center of Robbinsdale.



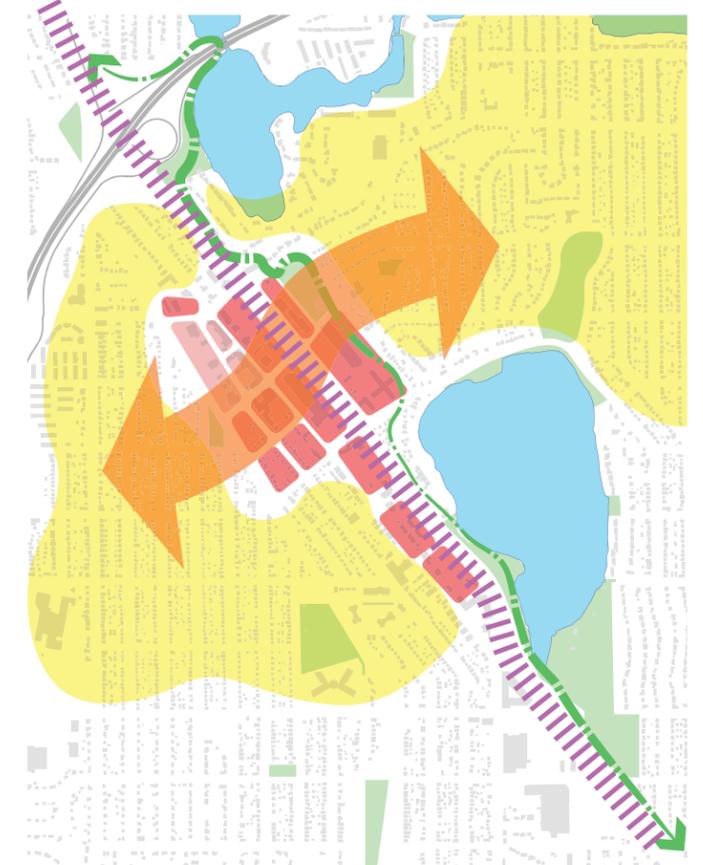
## GOAL 2:

*To transform Bottineau Boulevard from a barrier between east and west Robbinsdale into a valued front door to the community.*

Bottineau Boulevard was originally established as a connection between two communities - north Minneapolis and Robbinsdale. Over time, and as the region grew, the road was widened to ensure traffic capacity. Today it is a 45 MPH four lane county highway with right and left turn lanes.

Though the county and city have made aesthetic and safety improvements to Bottineau Boulevard in the past decade, the road remains a significant divide between east and west Robbinsdale because it functions primarily as a through route, not a local street.

This plan makes strong recommendations to transition Bottineau Boulevard from a roadway that favors regional through traffic to one that favors local access and connectivity. In doing so, it becomes a more desirable address for mixed use development, a comfortable street to walk along and cross, and a more positive front door to the community.



## GOAL 3:

*To ensure the introduction of LRT in Robbinsdale serves the long term interests of residents and businesses in Robbinsdale.*

The benefits of LRT to Robbinsdale, like many infrastructure projects, will be significantly enhanced by thoughtful planning. The purpose of this plan is to give context and guidance to the Blue Line Extension Project so the residents and businesses of Robbinsdale accrue as many benefits as possible from the implementation of the project.

This plan serves as a series of recommendations to the county, city, and Blue Line Extension Project that work in the best interests of the city while balancing the needs and considerations other governing jurisdictions and stakeholders.



## GOAL 4:

*To build an efficient and amenity-rich public realm.*

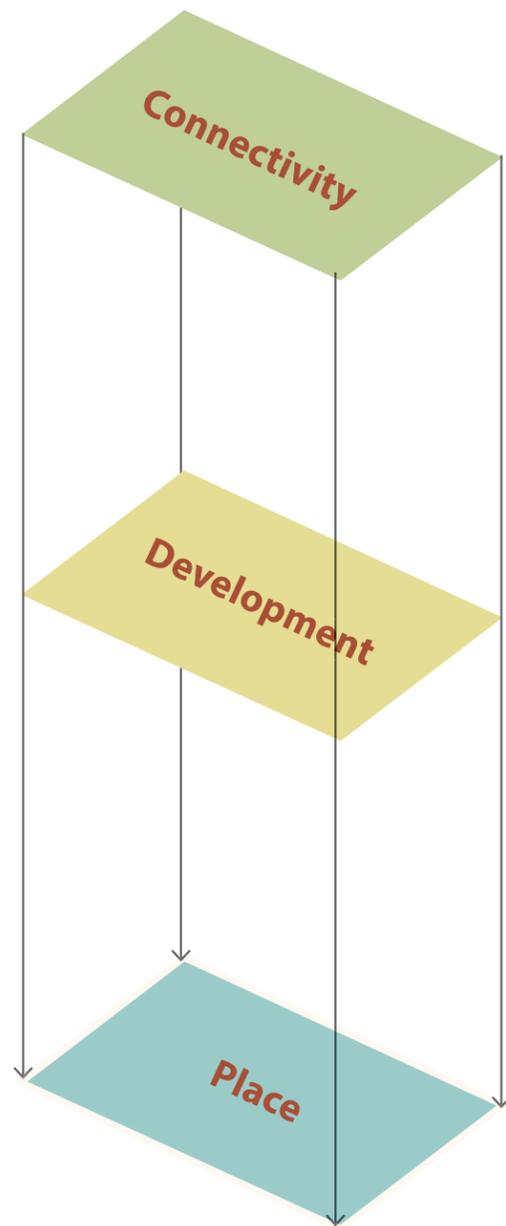
A prominent and well connected public realm is essential to creating a welcoming, inclusive and resilient community. Streets, parks, sidewalks, trails, and plazas all contribute creating a unique and positive quality of life. As Robbinsdale grows, and downtown adds businesses residents and visitors, it is important for the public realm to grow and diversify along with it.

This plan recommends several investments (private and public) aimed at increasing the amount of and quality of the public and semi-public realm in the downtown. This includes new multi-modal trails connecting across Bottineau Boulevard, expansion of Spanjers Park, a new civic campus, and wider more comfortable sidewalks throughout the downtown.



# Primary Recommendations

Emerging from these goals, a series of primary recommendations were developed that guide the structure of this plan, and seek to inform future investments in downtown Robbinsdale.



- 1. *Develop local multi-modal connections to and through downtown from all parts of Robbinsdale.*
- 2. *Enhance the safety and comfort of Bottineau Boulevard and its crossings to serve Robbinsdale businesses and residents.*

- 3. *Encourage redevelopment on underutilized properties in order to strengthen the broader downtown and protect its historic core.*
- 4. *Establish a district parking system that simplifies access to parking and allows people to park once and walk to multiple places.*

- 5. *Establish a civic campus that improves delivery of and access to public services.*
- 6. *Create new public spaces that elevate economic activity and quality of life value for all who visit, live, and work in downtown.*



# Primary Recommendations

**A** *Develop local multi-modal connections to and through the Downtown from all parts of Robbinsdale*

- Shared use paths on 40th, 41st, and 42nd Avenues.

**B** *Enhance safety and comfort of Bottineau Boulevard and its crossings to serve Robbinsdale businesses and residents.*

- Reduce design speeds to 35 MPH.
- Eliminate all dedicated right turn lanes.
- Provide single left turn lanes at 36th, 40th and 42nd Avenues only.
- Provide pedestrian & bike priority signals at all signalized intersections.
- Introduce limited-access cross streets at new 41 1/2 and 40 1/2 Avenues.
- Where feasible, eliminate slip lanes and frontage roads.

**C** *Create new public spaces that elevate economic and quality of life value for all who visit, live, and work in the Downtown.*

- Convert 41 1/2 Avenue between Hubbard and Broadway into a convertible plaza/street space.
- Add a pocket park / plaza to redevelopment of Town Center, similar to that in the core.
- Provide a frontage park/plaza at 41st St and Bottineau Boulevard as an amenity to new retail.
- Expand Spanjers Park so it serves the community year round
- Provide a civic green adjacent a new civic campus.



**D** *Encourage redevelopment on underutilized properties in order to strengthen the broader downtown and protect its historic core*

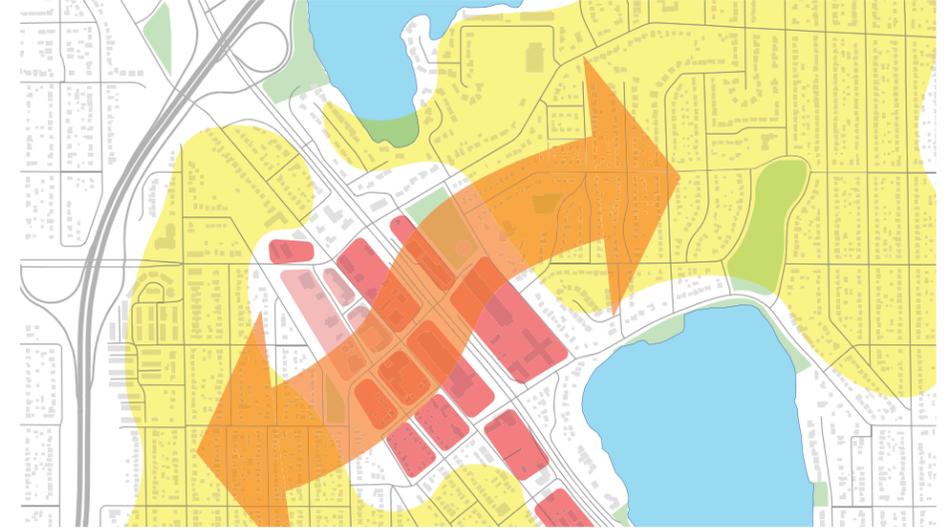
- Extend the retail and restaurant activity on Broadway south to 40th Street
- Gradually transition away from auto-oriented retail to more pedestrian-oriented uses.
- Support new residences within the downtown area, and within 5 minutes walking distance of LRT and the core of downtown.
- Redevelop the Hubbard Marketplace as a feature for downtown – such as a food hall, new library, or event space.

**E** *Establish a district parking system that simplifies access to parking and allows people to park once and walk to multiple places.*

- Integrate planned park and ride facilities with existing retail uses and line with high-density multi-family housing.
- Establish public parking in conjunction with a new civic campus to support Broadway businesses.

**F** *Establish a Civic Campus that improves delivery of and access to public services*

- Locate a new city hall adjacent to the police department and hubbard marketplace
- Create a public green space / campus adjacent to new city hall and hubbard marketplace.
- Improve the parking area along the BNSF rail line as a publicly shared parking area.



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## 1. Connectivity

# Introduction

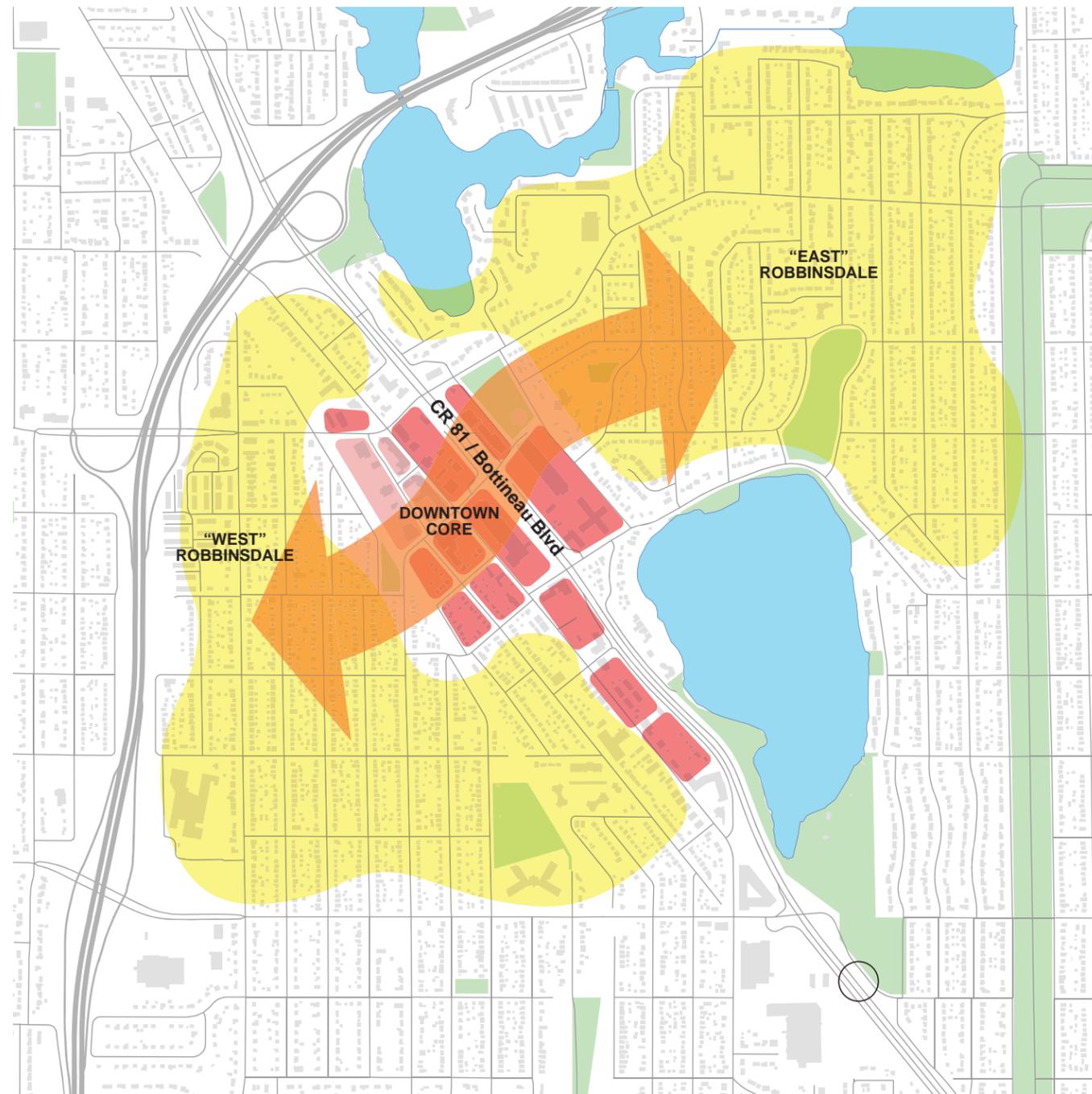
## A Road Runs Through It

Connectivity in Robbinsdale's downtown area is more than just getting to transit facilities. Connections to the LRT station and park and ride are critical for the operation of these regional amenities. However, in a station area emphasizing a TOD model of design, connectivity must be more broadly understood as the series of connections between uses in a manner that accommodates all forms of travel. Connectivity recommendations within the Robbinsdale station area focus on how users of all types get to, around, and through the downtown area.

The investment of LRT is a chance to reconsider this connectivity, and should be leveraged to catalyze mobility improvements beyond just CSAH 81. This ensures benefits are shared with Robbinsdale residents, businesses, and visitors.

Doing so first requires recognition that downtown is located at a 'hinge' point between 'east' and 'west' Robbinsdale, providing critical east/west access between the two halves of the city. While CSAH 81 provides important north/south access, it also bisects the city and, due to its wide width and relatively high design speed, creates divisions between the two halves of the downtown area.

As LRT and adjacent projects progress, each should consider how investments are benefitting safe and comfortable connectivity both locally, and regionally.



### Key Connectivity Considerations

- Downtown extends from about 42 1/2 Avenue, to about 36th Avenue - the segment from 42nd Avenue to 40th Avenue is at a critical 'hinge' in connectivity between 'east' and 'west' Robbinsdale.
- 42nd, 41st, and 40th Avenue are critical east/west connections across CSAH 81, and should be enhanced to promote safe and comfortable crossings.
- CSAH 81 bisects the Downtown core into two halves and is a significant physical and psychological barrier.
- Nearly 80% of the approximately 20,000 daily travelers (2021) along CSAH 81 are simply passing through Robbinsdale, and don't stop within the Downtown Area (see Appendix).
- Hwy 100 (via 42nd Avenue and 36 Avenue) can and should intercept regional through-trips, allowing CSAH 81 to operate in a way that is more Robbinsdale-serving. This may include reducing lanes, calming speeds, and improving crossings for all users.
- Broadway Avenue, particularly the commercial area south of 42nd Ave, is a unique centerpiece of the city that should continue to be celebrated and preserved.

## Recommendation: *Develop local multi-modal connections to and through the downtown from all parts of Robbinsdale.*

### Biking Around Town

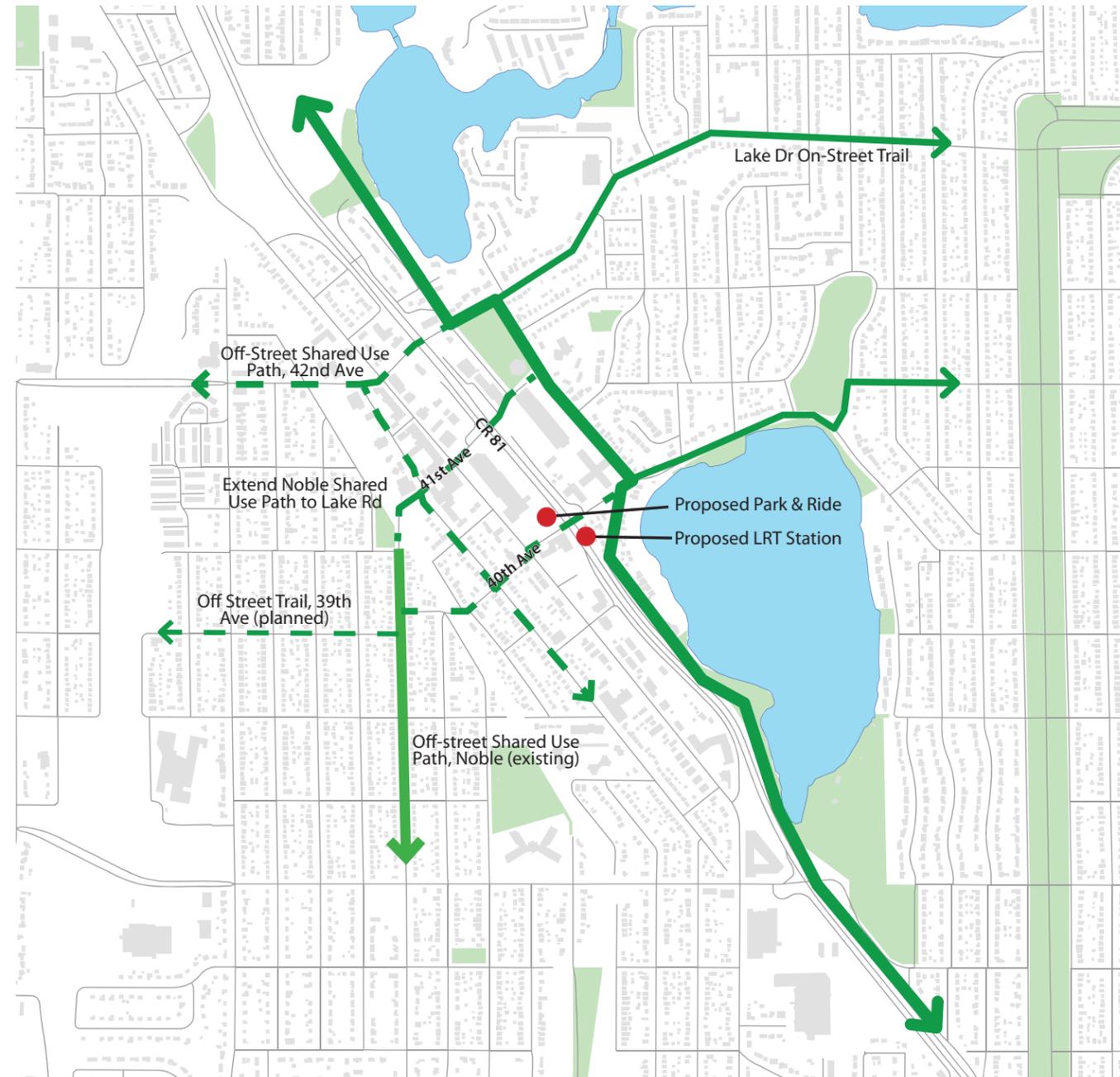
Robbinsdale hosts fairly strong bike facilities, anchored by the Crystal Lake Regional Trail. However, these facilities primarily support surrounding neighborhoods and the edges of downtown. There are limited bike connectivity options within the core of downtown itself, and biking tends to occur on the edges of downtown. Creating a complete network that threads through downtown is critical to supporting local access to area businesses, public spaces, and LRT.

This plan proposes the eventual development of a 'Robbinsdale Loop' around downtown, with a centralized trail bisecting downtown along 41st Ave between the Crystal Lake Trail and Noble Ave trail.

As discussed more later, these recommended improvement projects include:

- *Off-street shared use path on 42nd Ave*
- *Bike Lanes along Hubbard Ave*
- *Extend Noble Ave trail along 41st Ave to Lake Rd*
- *Extend Noble Ave trail along 40th Ave to Lake Rd*

These improvements will close gaps in the existing bike network while stitching together east and west Robbinsdale. In doing so, improvement projects should coincide with safer crossing designs along CR 81 to promote multimodal accessibility across the corridor. These crossing improvements are discussed more below and in Section 3.



Bike Network



Opportunity by city hall for a new road and bike lane connection to Lake Road and Crystal Lake Trail



End of shared use path on Noble Ave, before entering into downtown Robbinsdale.



Opportunity bike facility along Hubbard Ave, with the potential to connect to a future civic campus around hubbard station.

## Roadway Network & Street Typology

A street network typology for downtown can guide roadway design decisions with an eye toward intended users, circulation patterns that benefit the city, and future land use context. The below typologies were developed based on current use and anticipated future role in the transportation network.

**CONNECTORS:** “Connectors” provide critical east-west access across downtown, complimenting the north-south access of CR 81 and Hwy 100. Connectors are the only crossings on CR 81. ROW and street widths are generally wider, have limited on-street parking, and abut some of the densest mix of uses.

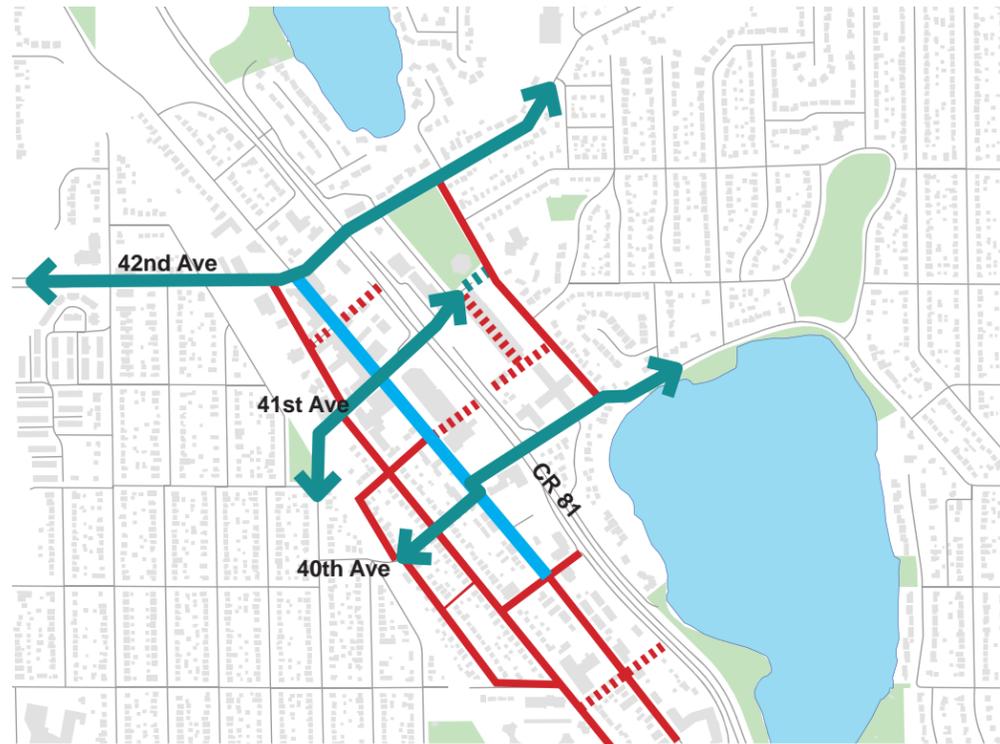
**42nd Ave:** Conduct a 4-to-3 conversion to promote safety while maintaining a carrying capacity well above current ADT (see Appendix X). Resulting space allows for an off-street shared use path. The left turn from west-bound 42nd into the municipal parking lot / McDonald’s should be prohibited via a new median to improve safety, turning that entrance into a right-in/right-out.

**41st Ave:** Maintain the existing roadway design, but remove dedicated turn lanes throughout the segment. The intersection of CR 81 should be closed to through traffic, only allowing for right-in / right-out traffic on both sides of CR 81 (see Section 3).

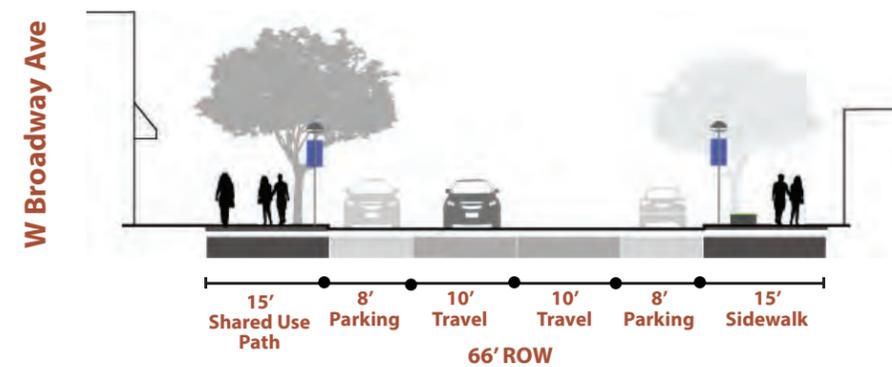
**40th Ave:** Maintain most of the roadway design, but remove dedicated turn lanes throughout the segment.

**BROADWAY:** Broadway is a unique pedestrian and commercial-oriented main street, anchoring the heart of Robbinsdale. The street is well-scaled to a comfortable pedestrian experience and commercial access, with on-street parking, abundant pedestrian amenities, and a strong mix of retail uses. The roadway should be preserved as-is.

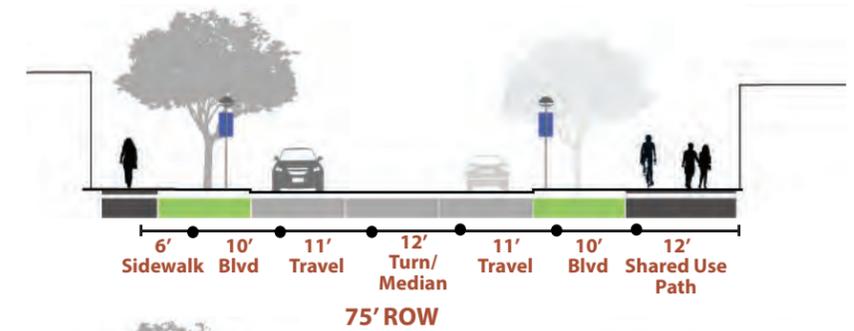
**CIRCULATORS:** Local streets facilitate the circulation of people and cars in equal balance *within* the downtown area. These streets are generally narrower, have on-street parking, and abut a lower density of residential uses.



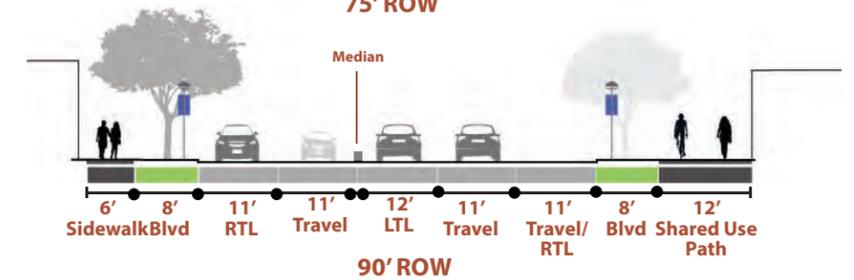
- █ Broadway
- █ Circulators
- █ Connectors
- New connections



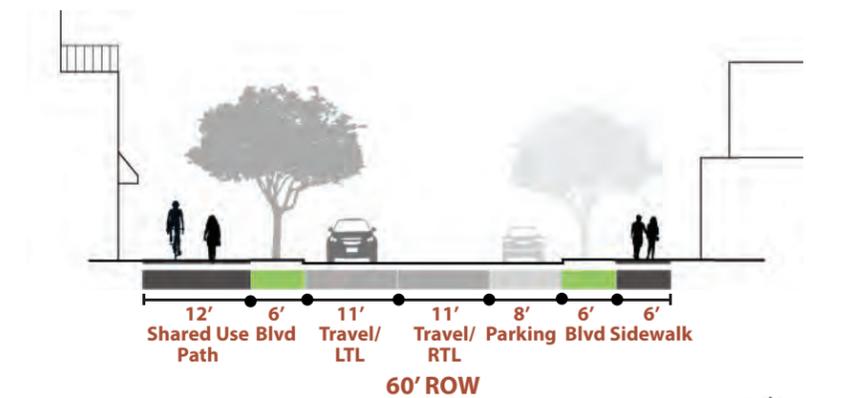
42nd Ave East of Broadway



42nd Ave W of Broadway



41st Ave



40th Ave N



# Recommendation: Enhance the safety and comfort of Bottineau Boulevard and its crossings to serve Robbinsdale businesses and residents.

## Localizing Bottineau Blvd

Within the core of downtown, Bottineau Blvd & CSAH 81's design should prioritize the needs of those walking, rolling, biking, and using transit, while supporting an urban built form. This approach requires encouraging regional through traffic to use Hwy 100 rather than CSAH 81. This plan suggests the City and County orient the design of CSAH 81 to support local multimodal circulation, safe crossings, and local economic vitality. While this approach will likely result in some delay in traffic efficiency on CSAH 81, rebalancing the road to prioritize local traffic needs is anticipated to result in an eventual traffic demand 'right-sizing'.

A locally-balanced roadway design should:

- Remove all dedicated right turn lanes, transitioning to thru/right turn lanes
- Close the 41st Ave / CSAH 81 intersection to east-west vehicle crossings, making the intersection right-in/right-out only and prioritizing high quality pedestrian and bike crossings (see Section 3).
- Remove dedicated left turn lanes on 40th Ave and 41st Ave, and transition to a thru/left on 40th Ave.
- Remove one of the double left turns on north-bound CR 81 to west-bound 42nd Ave.
- Preserve the left turn lanes on 36th Ave and 42nd Ave to accommodate access to Hwy 100.
- Introduce gentle chicanes (horizontal/lateral shift) at each intersection to help further calm traffic and channel turn movements. Reduce Design speed to 35 MPH.
- Maintain a minimum 16' between back of curb and ROW line to enhance pedestrian space, art, streetscape, and lighting
- Establish high visibility crossings, utilizing color, materials, elevated sections, art, or similar approaches.

It is anticipated that the current (and proposed) design capacity of 42nd Ave and 36th Ave can accommodate traffic choosing to move to Hwy 100. However, an origin/destination study is recommended to confirm these impacts, and determine the estimated potential rerouting capture that Hwy 100 could provide.



### Local Priority, Local Roadway

Encouraging regional thru traffic off CR 81 and onto Hwy 100 will allow for CR 81's design to be "localized", meaning reducing crossing distances, creating safe crossings for all modes, and supporting multimodal access to local businesses.

#### CR 81 Today....



#### CR 81 Tomorrow...

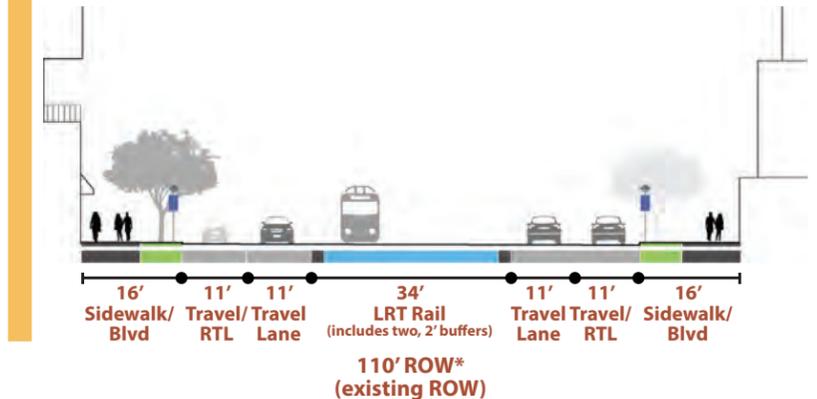


## Bottineau Blvd ROW

Introducing LRT to CR 81's current design will present significant spatial constraints on the existing ROW. In particular, the space required by the road's many dedicated turn lanes constrains the utilized ROW while creating longer crossing distances, encouraging faster thru-speeds and presenting a wide physical divide within downtown.

Leveraging an approach that shifts regional thru-traffic off of CR 81 allows for a redesigned Bottineau Blvd that prioritizes local circulation and safe crossings for all modes. Removing dedicated turn lanes between 40th Ave and 42nd Ave would support this vision. As noted in Appendix X, an average of just 3% directional traffic turns off CR 81 at a given intersection. This minimal amount of turning vehicles can continue to be supported via thru-right or thru-left lanes at most intersections.

### Plan-recommended CR 81 redesign



This plan recognizes that turn lanes improve traditional level of vehicular service measures on CR 81, however, this comes at the expense of safe pedestrian crossings, safe vehicle speeds, and a roadway oriented toward a main street and human scaled character and operations. Additionally, this approach would not require additional public ROW or easements to be utilized for the roadway. Rather, as discussed more in Section 3, alternative higher and better uses could be explored for these public spaces.

\*Approximate average utilized ROW width, as measured from the retaining wall along Town Center on the west, to back of sidewalk across CR 81 on the east.

# Downtown Robbinsdale “Spot” Improvements

## A 42nd Ave Bike Trail, Mini-Roundabout

Adding an off-street bike trail to 42nd Ave would connect the Crystal Lake Trail on Lake Drive to future bike facilities along Hubbard Ave, while improving the current designated bike facilities on 42nd Ave into the City of Crystal.

A mini roundabout at the 42nd Ave / Broadway intersection would offer placemaking opportunities while accommodating safe flows of traffic, reduced delays, reduced emissions, and continued access to Broadway. A mini roundabout could also mitigate access concerns from west-bound 42nd to the municipal lot and McDonald’s to the south, as it would allow vehicles to U-turn at the roundabout onto east-bound 42nd Ave.

A mini roundabout would likely require partial usage of the municipal parking lot, which is viewed as underutilized, and could be offset with other district parking solutions as discussed in Section 2 and 3.

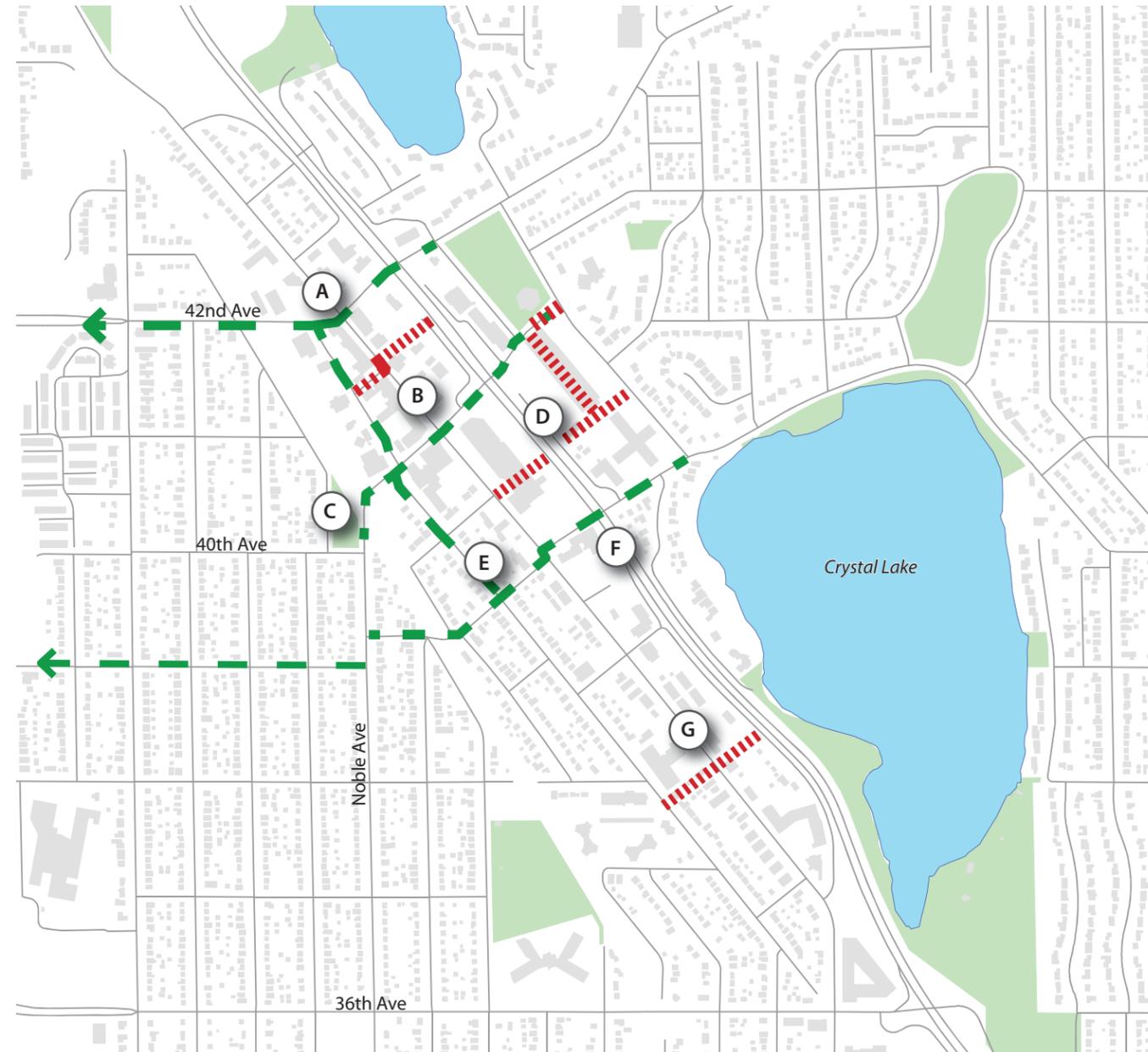
MINI ROUNDABOUT CONSIDERATIONS	RECOMMENDED	42ND AVE & BROADWAY
Dimension	Min 90’ diameter	110’ (to include curb, sidewalk, trail)
AADT	<10,000 (efficiency up to 15,000)	10,300 (2022)
MPH	< 30mph	30mph (signed)

## B Extend a Pedestrian-Oriented 41st 1/2 Ave

Extending 41st 1/2 Ave from Hubbard Ave to Bottineau Blvd as a pedestrian oriented street would provide a direct connection from Hubbard / Civic Campus to Broadway to CR 81, while presenting small spaces for public gathering (see Section 3).

## C Extend Noble St Trail to 41st Ave

An off street trail on Noble St currently ends at 40th Ave / Triangle Park. Completing the trail connection along 41st Ave, across downtown to the Crystal Lake Trail on Lake Rd would close gaps in the local bike network.



## D Extended and New Development Roadways

Arranging redevelopment at Lower Robbin Center and Town Center with new streets can create a better pedestrian environment while improving circulation. Extending 40th 1/2 Ave will break up the 1000 ft Town Center block, provide direct connections to CR 81, and establish access to a city utilities running under Town Center. Shorter blocks create a better pedestrian environment because they create more ways to move throughout a district and shorter distances between places.

Creating new through vehicle access streets north and south of Town Center would establish new connections from the downtown core to Lake Rd, access to the adjacent neighborhoods, and break up the nearly 1800 ft “block” of Lake Rd (see Section 2).



## E Hubbard Ave Bike Lane

A new bike lane or trail along Hubbard Ave would anchor bike access along downtown’s west edge, while connecting with a future civic campus (see Section 3)

## F 40th Ave Bike Trail

Extending a trail connection from Noble Ave via 40th Ave across downtown to the Crystal Lake Trail on Lake Rd would close gaps in the local bike network. It would also provide direct bike access to the city-preferred LRT station location. Beyond downtown, 40th Ave connects to Theo Wirth Regional Trail as across Hwy 100 to the Fair School

## G New Through Streets

New or extended streets elsewhere in the downtown area can break up large blocks while creating new vehicle, ped, and bike access. These streets can be inserted into the system as new redevelopment projects come on line.

# SUMMARY: Connectivity Recommendations and Action Steps

**Recommendation:** *Develop local multi-modal connections to and through the downtown from all parts of Robbinsdale.*

## Key Considerations

- *Introduce off-street shared use paths along 42nd, 41st, and 40th Avenues, introducing a "bike box" throughout downtown.*
- *Construct bike facilities along Hubbard Ave to connect 42nd Ave down to 36th Ave.*
- *Extend the Noble Ave trail to 41st Ave, connecting the trail into downtown.*
- *Improve intersection design and crossing safety along Bottineau Blvd, to include clear markings, shorter distances, and a pedestrian phase to the signal.*
- *Conduct an intersection study to determine feasibility and benefits of a mini roundabout at the Broadway / 42nd Ave intersection, considering impacts of the adjacent BNSF rail line.*
- *Extend 40 1/2 Ave to Bottineau Blvd, creating more connections and access while breaking up a super block.*
- *Extend 41st Ave and 40 1/2 to Lake Rd to create greater circulation and local access.*

**Recommendation:** *Enhance the safety and comfort of Bottineau Boulevard and its crossings to better serve Robbinsdale businesses and residents.*

## Key Considerations

- *Conduct an O/D Study to determine capture potential of Hwy 100, and design impacts for 42nd Ave and 36th Ave.*
- *Eliminate dedicated right and left turn lanes to shorten the crossing distance, with the exception of left turns at 42nd Ave, in effort to "localize" Bottineau Blvd.*
- *Maintain a roadway section that utilizes 110' of ROW based on the recommended layout design.*
- *Improve intersections across Bottineau Blvd to include clear markings, shorter distances, gentle chicanes, and a pedestrian phase to the signals.*
- *Close the east-west vehicle crossing at 41st Ave and Bottineau Blvd, prioritizing ped and bike crossings while making vehicle access right-in/right-out only.*



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## 2. Development

# Overview / Introduction

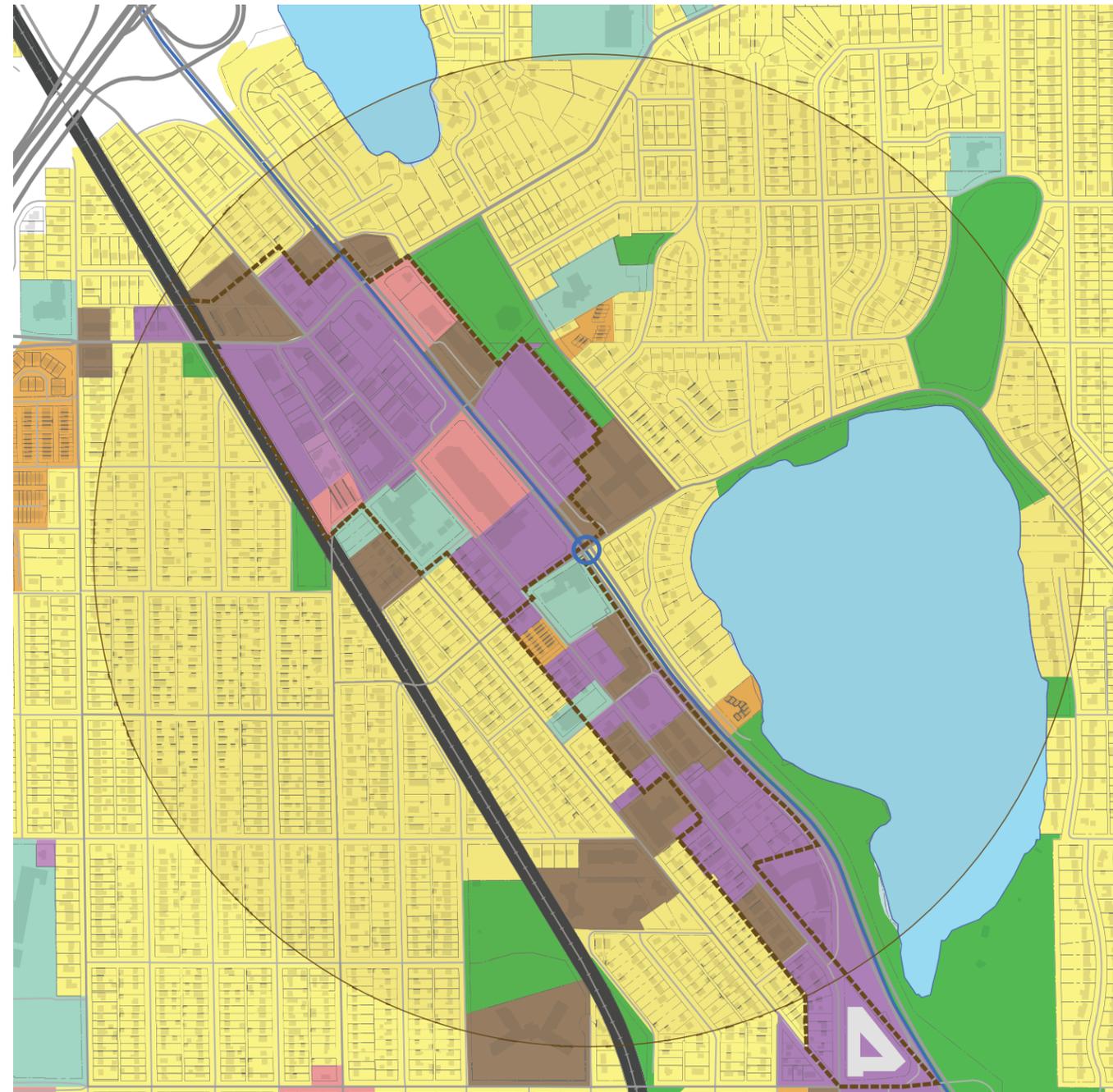
## Land Use & Zoning

Robbinsdale is considered a fully developed city. The city's 2040 comprehensive plan anticipates that the arrival of light-rail transit will likely spur the redevelopment of aging properties and underutilized sites for new mixed use and high-density residential development. The adopted future land use plan guides sites within the downtown for land use intensification and growth while reserving some sites specifically for commercial and institutional uses.

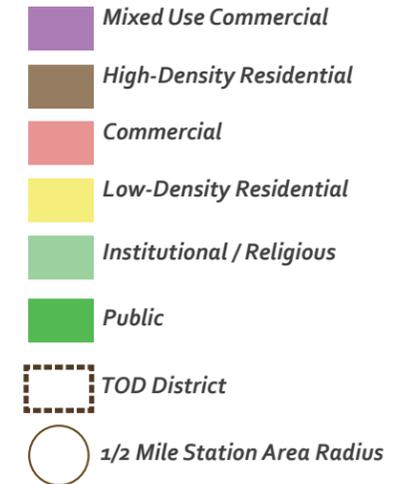
The city's zoning code reinforces this plan through the implementation of a transit-oriented development overlay district in order to further guide and shape new development within the transit station area and downtown. Areas outside of downtown are primarily reserved for single-family residential uses.

### Key Considerations

- Guide all major redevelopment parcels within the downtown district for high-density mixed uses, including Upper Robin Center and Town Center.
- Implement zoning reform to allow for more low-density multi-family residential uses outside the downtown core.
- Guide additional parcels east of the railway and west of Bottineau for multi-family housing.
- Reserve a portion of the Hubbard site for institutional uses to accommodate a new civic campus.



Future Land Use



Hubbard Transit Center



W Broadway Avenue Commercial District

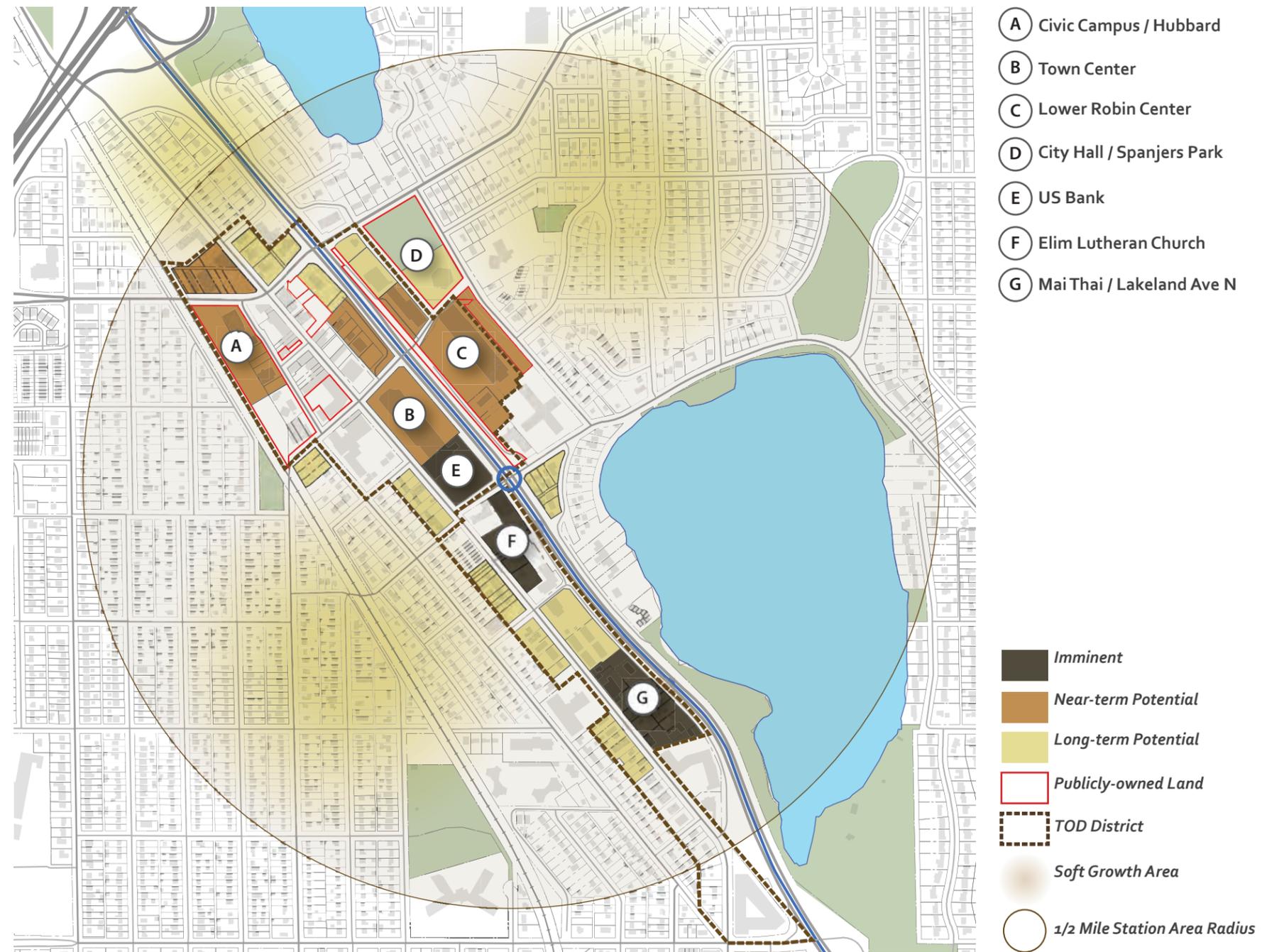
## Recommendation: Encourage redevelopment on underutilized properties in order to strengthen the broader downtown and protects its historic core.

### Redevelopment

Robbinsdale's 2040 comprehensive plan lays out a vision for how the city can develop over the next 20 years. Several sites are identified for potential redevelopment based on their age, relationship to existing and future transit infrastructure, and site utilization characteristics. Additionally, there is a significant amount of public land and public right of way in and around downtown, providing extra leverage to municipal and county entities in achieving development outcomes. Some sites are currently undergoing redevelopment and others are longer term opportunities.

#### Key Considerations

- Leverage public easements to facilitate positive development outcomes and public benefits.
- Eliminate frontage roads where feasible.
- Consolidate public land and coordinate city services through the implementation of a new civic campus at the Hubbard site.
- Subdivide large development sites and facilitate through-block connections.
- Require new development to invest in public realm infrastructure and enhance pedestrian connectivity and safety.
- Incorporate soft growth strategies in areas of downtown outside the TOD district boundary (see page 22 for details)



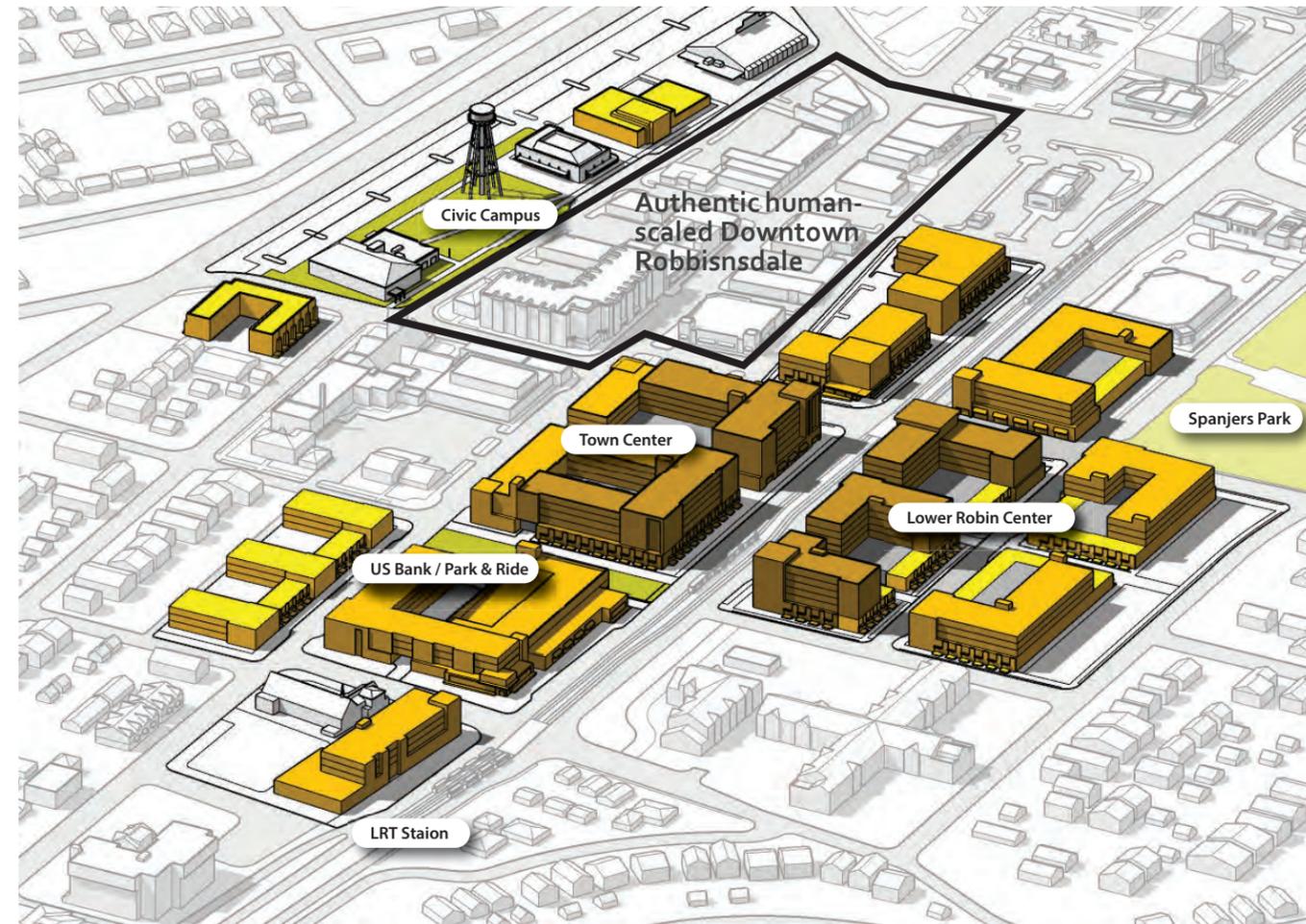
Development Opportunity Sites

## Development Intensity

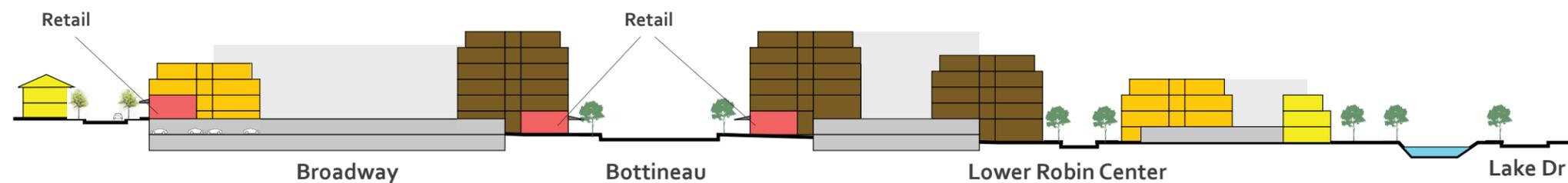
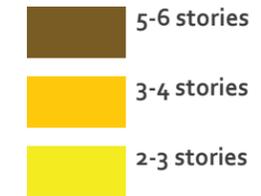
Downtown Robbinsdale has a varied architectural character with primarily low-density residential and commercial uses in the older properties and high-density residential and mixed uses in newer developments. As the city continues to develop in conjunction with infrastructure upgrades, growth should be concentrated at the center of the downtown along Bottineau Boulevard and taper outward toward lower-density residential neighborhoods. Building height recommendations reinforce existing transit oriented development policies with a maximum building height of six stories at the core of the district.

### Key Considerations

- Concentrate high-density development along Bottineau Blvd at the core of the downtown.
- Taper development heights and densities downward as you move away from Bottineau toward lower intensity existing uses.
- Encourage a variety of building types and scales to accommodate multiple types of housing, street frontage, and architectural styles.



Development Intensity

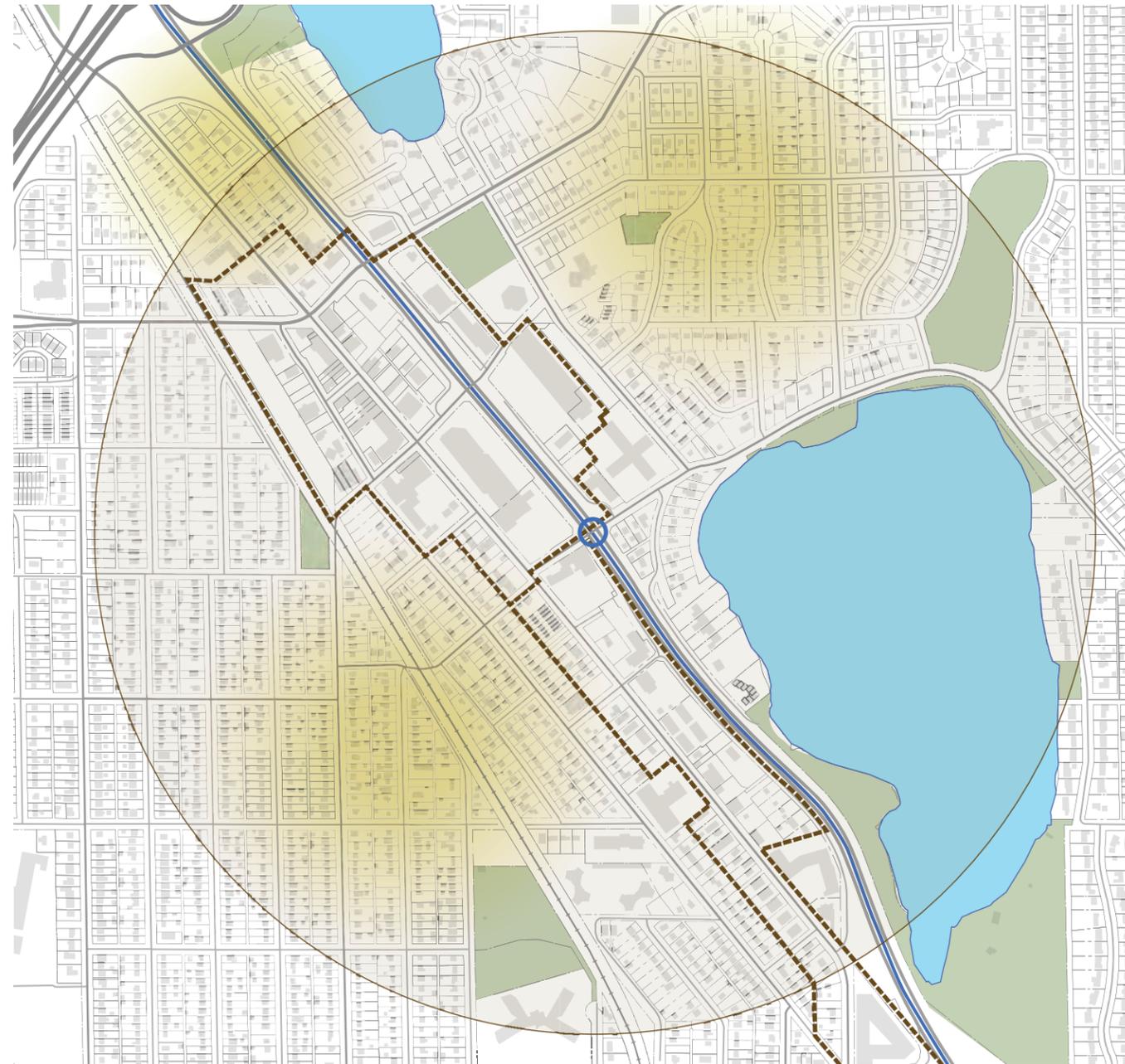


Downtown Section

## Soft Growth

Areas of Robbinsdale that are located just outside the transit station area but still within walking distance to the station are well-suited to soft growth strategies. These zoning and development interventions work to add density, activity, housing choices, and transit users to neighborhoods without disturbing the existing character and perceived scale of the place.

- **Accessory Dwelling Units** - ADU's are a way to add gentle density to existing single family lots as either an accessory structure or an internal unit in an existing structure. ADU's can facilitate intergenerational living and caretaking and help create additional revenue streams for homeowners.
- **Duplexes & Triplexes** - Duplexes and Triplexes are a housing type commonly found in the early to mid twentieth century development patterns that established the Twin Cities. Changing zoning codes to allow duplexes and triplexes is an easy strategy for legalizing existing multifamily housing and for adding new gentle density and soft growth to areas of the city that may already have this character.
- **Cluster Developments & Common Lot Developments** - Cluster Developments or Common Lot Developments are a zoning tool that allows more than one residential structure on a single zoning lot. They are a unique way to add density on larger lots to an area that is predominantly lower-scale. Cluster developments can also be a good model for intergenerational living or intentional communities that provide additional services or incorporate communal amenities.



Soft Growth Area



Accessory Dwelling Unit



Duplex



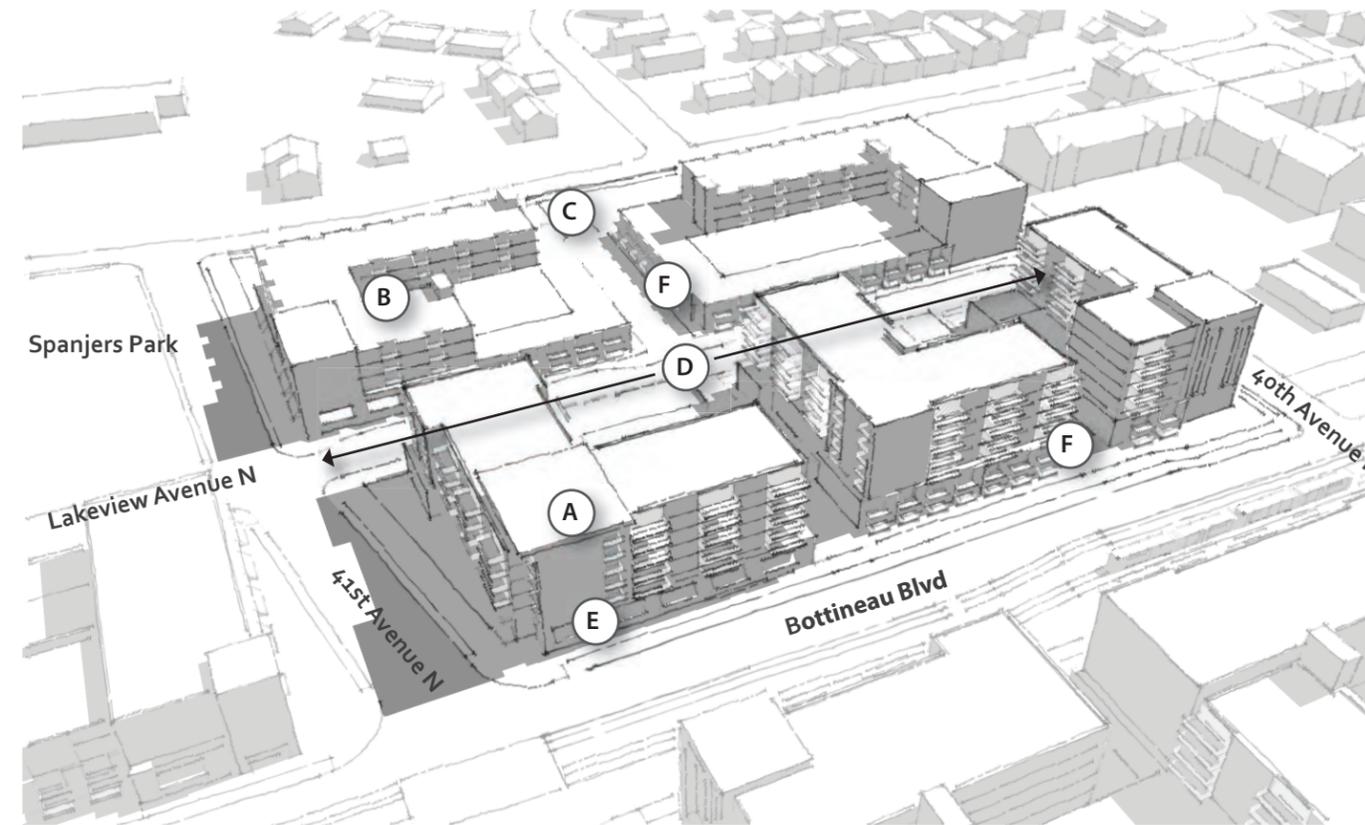
Cluster Development

## Lower Robin Center

Lower Robin Center is currently occupied by a large surface parking lot and associated strip mall. The mall contains several important retail and commercial uses including a post office, fitness center, and discount store. The site is underutilized for a transit oriented district. Redevelopment of the site should prioritize retention of existing small businesses while creating a new connection between Spanjers Park and 40th Avenue N along the Lakeview Avenue N vacated right of way. The existing stormwater facility along Lake Road offers an opportunity to create a new site amenity and provide a buffer between new development and existing neighborhoods.

### Key Considerations

- Leverage public easements to achieve positive development outcomes.
- Stage new development to retain existing retail uses during construction and where feasible, relocated existing uses to new developments.
- Utilize public easement along Bottineau for development and establish setbacks relative to proposed uses.
- Create a new public shared street connection between 41st Avenue N and 40th Avenue N through Robin Center.
- Enhance the existing stormwater feature along Lake Rd to become a site amenity.
- Concentrate retail uses at the corner of Bottineau and 41st Avenue N. Utilize residential walk-ups elsewhere along the ground floor.



- (A) 6-7 Stories Mixed Use Development
- (B) 3-4 Stories Residential Development
- (C) Enhanced Stormwater Amenity
- (D) New Shared Street Connection
- (E) Retail Uses
- (F) Walk-up Residential Units



Development Metrics	
Building Height	3-6 Stories
FAR	2.0-3.0
Density	~125 du / acre

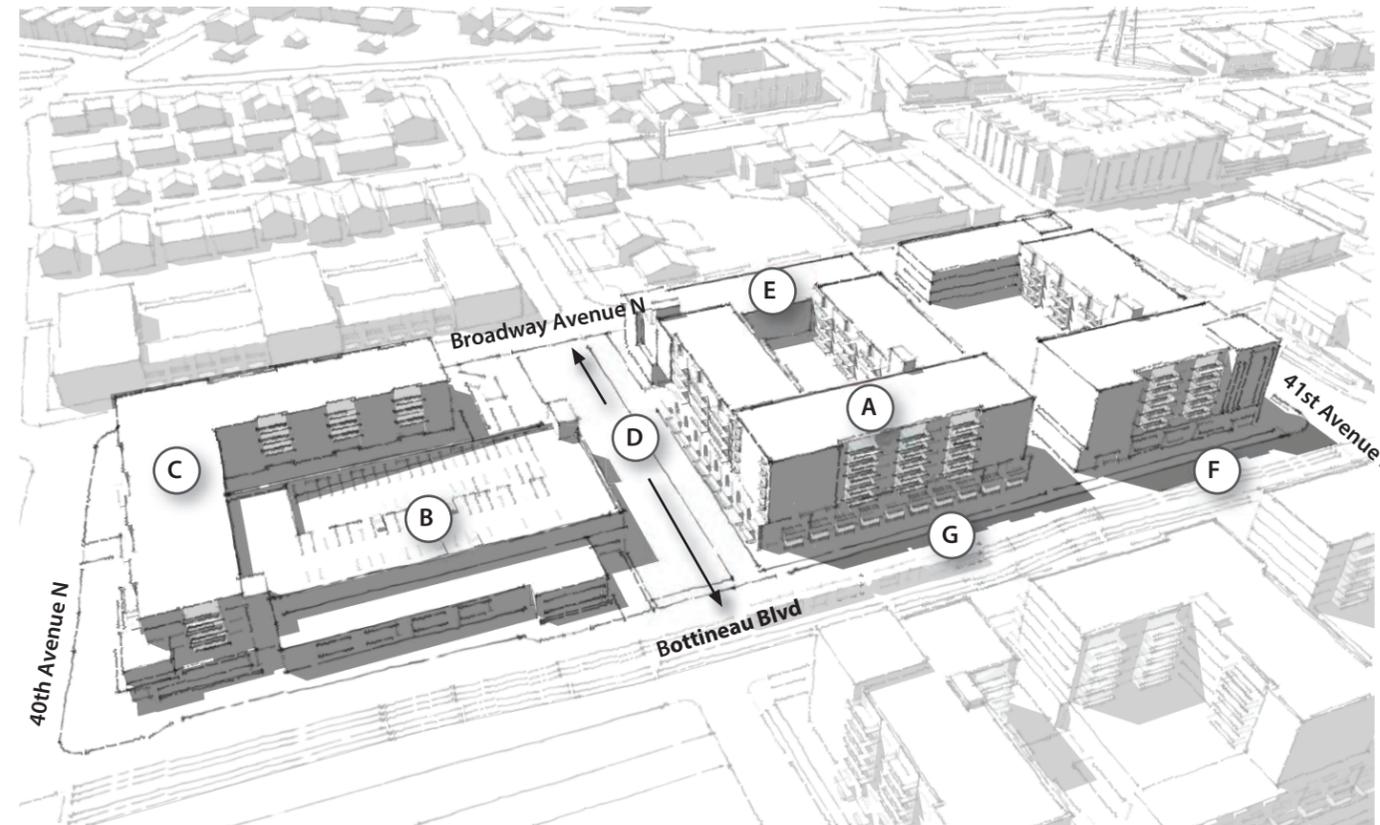
## US Bank & Town Center

The US Bank site offers a unique opportunity to integrate a new park and ride facility with the existing bank retail use and to incorporate new high-density multi-family housing as a liner to the parking garage. Additionally, transit integration between bus and rail on the site can improve access and coordination between services.

Town Center is a large underutilized strip mall site with a significant amount of surface and structured parking and inactive street frontages. Both sites provide opportunities to grow the downtown population while better serving transit users and creating a more pedestrian-oriented Bottineau public realm.

### Key Considerations

- Integrate a new park and ride structure with the existing bank use and line it with multi-family housing.
- Concentrate the highest density development along Bottineau (6 stories).
- Continue neighborhood-serving retail uses along Broadway with medium-density mixed use development (4 stories).
- Create a new linear park and shared street connecting Bottineau to Broadway adjacent to the park and ride.
- Concentrate any retail uses at the corner of Bottineau and 41st Avenue N and along Broadway. Utilize residential walk-up units elsewhere along the ground floor.



- (A) 6-7 Stories Mixed Use Development
- (B) Park and Ride
- (C) Park and Ride Residential Liner
- (D) Multi-Use Linear Park / Shared Street
- (E) 4 story mixed-use development
- (F) Retail uses
- (G) Walk-up residential units



Development Metrics	
Building Height	4-6 Stories
FAR	2.0-3.0
Density	~100 du / acre

## Tall Building Design

While current guidance limits development intensity in downtown Robbinsdale to six stories, future changes to land use and zoning guidance may result in an increase to maximum building height. Incorporating towers into mixed use development in TOD districts can be an effective way to concentrate density while reducing the impact of building bulk on surrounding development and the public realm. Tower design needs to be carefully considered and implemented to avoid negatively impacting the existing character of urban neighborhoods. While building height can be a controversial element of new development, thoughtfully designed high-density projects can become architectural assets and character defining elements of urban places.

### Key Considerations

- Limit tower floorplates to no more than 8,000 sf to reduce the impact of shadowing and building bulk on the surrounding built environment.
- Where feasible, set the tallest portions of the building back from the public right of way and create architectural breaks between the base and tower massing.
- Locate towers strategically on the block to reduce shadowing of neighboring buildings / public space for a majority of the day.
- Differentiate tower design from building base design and integrate building base with surrounding development to create a seamless pedestrian experience along the public right of way.



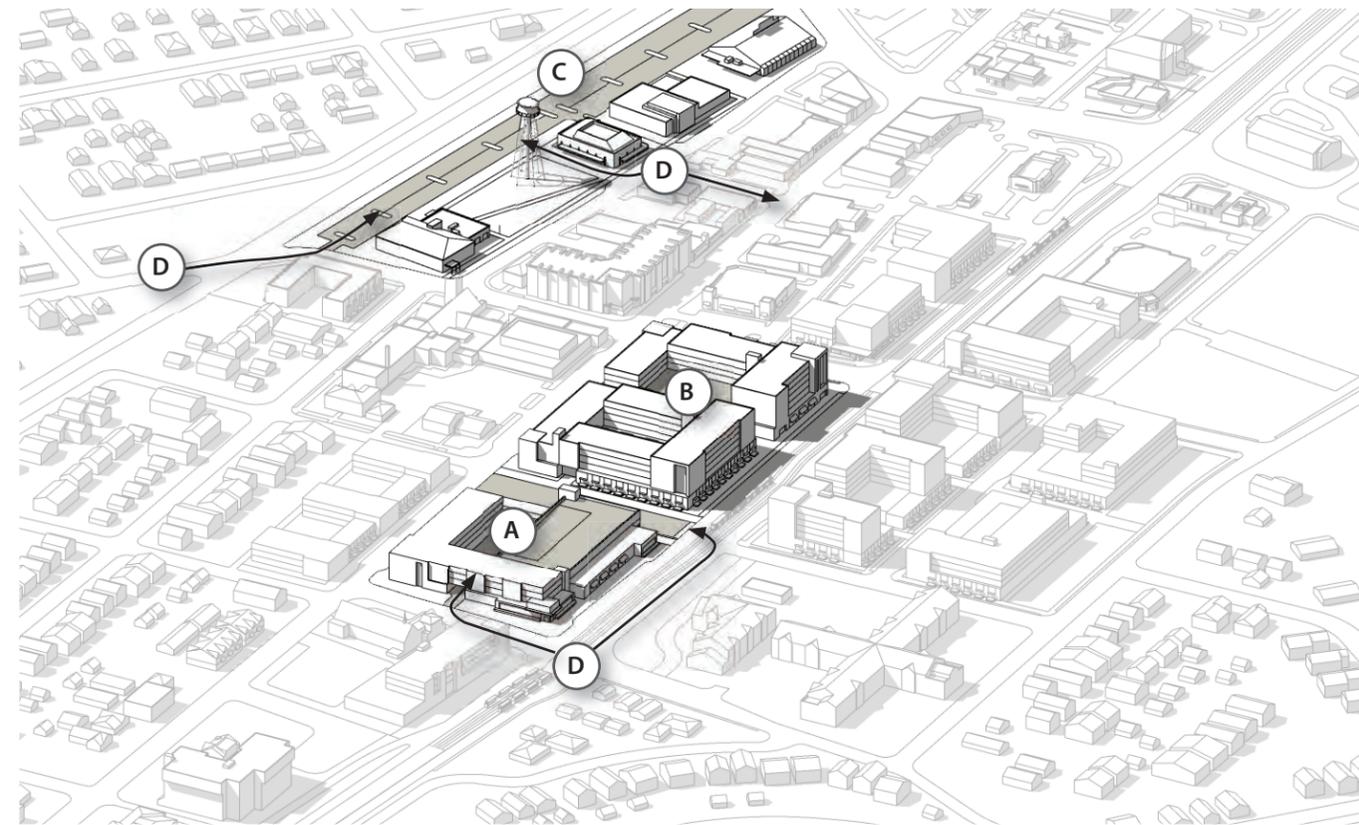
## Recommendation: Establish a district parking system that simplifies access to parking spaces, allows people to park once and walk to multiple places, and effectively manages the short, medium, and long term needs of parkers.

### Parking

A significant amount of land area in downtown Robbinsdale is currently occupied by surface parking. As underutilized sites become redeveloped, and as transit becomes integrated with the existing vehicular traffic and circulation, a downtown area parking strategy should be developed to accommodate parking for residents, visitors, and transit users. District area parking strategies can have a variety of benefits. They reduce the need for excessive surface parking by coordinating parking between uses. District parking can generate revenue for the city to help maintain public infrastructure. Public parking can be integrated with new development, reducing the need for public financing of parking facilities. Wayfinding strategies can direct visitors to public parking areas. District parking can reduce the burden on street parking spaces and help support local business traffic.

#### Key Considerations

- Integrate planned public shared parking facilities with new development and provide public access for local commercial traffic in addition to transit users.
- Provide public surface parking integrated with a new civic campus to support local businesses along Broadway.
- Integrate public parking with new development and require shared parking among uses.
- Integrate wayfinding with new development and public realm infrastructure to direct visitors to public parking facilities.



- (A) Park & Ride integrated with development
- (B) Public parking integrated with development
- (C) Public district parking
- (D) Wayfinding for public parking



Parking Wayfinding



Park & Ride

## The Future of Downtown Robbinsdale

Robbinsdale has a bright future. As a former streetcar suburb on the first ring, Robbinsdale is uniquely positioned to grow in coordination with transit investments while retaining its human-scaled character and unique sense of place. Existing development patterns support the implementation of urban-scaled infill development that will add to the city's tax base, grow its community, drive economic development, and support the thriving of existing businesses.

As a transit-oriented community, downtown Robbinsdale will continue to thrive by delivering increased housing and mobility options, allowing people of all ages and income levels to live in Robbinsdale while participating in the broader Twin Cities culture and economy. Additionally, creating a transit-oriented community will attract new visitors and grow an already thriving local economy into a regional destination for shopping, dining, and recreation.



# SUMMARY: Development Recommendations and Action Steps

**Recommendation:** Encourage redevelopment on underutilized properties in order to strengthen the broader downtown and protect its historic core.

## Key Considerations

- Guide all major redevelopment parcels within the downtown district for high-density mixed uses, including Upper Robin Center and Town Center.
- Implement zoning reform to allow for more low-density multi-family residential uses outside the downtown core.
- Guide additional parcels east of the railway and west of Bottineau for multi-family housing.
- Reserve a portion of the Hubbard site for institutional uses to accommodate a new civic campus.
- Leverage public easements to facilitate positive development outcomes and public benefits.
- Eliminate frontage roads where feasible.
- Consolidate public land and coordinate city services through the implementation of a new civic campus at the Hubbard site.
- Subdivide large development sites and facilitate through-block connections.
- Require new development to invest in public realm infrastructure and enhance pedestrian connectivity and safety.

- Concentrate high-density development along Bottineau Blvd at the core of the downtown.
- Taper development heights and densities downward as you move away from Bottineau toward lower intensity existing uses.
- Encourage a variety of building types and scales to accommodate multiple types of housing, street frontage, and architectural styles.
- Leverage public easements to achieve positive deployment outcomes.
- Stage new development to retain existing retail uses during construction and where feasible, relocated existing uses to new developments.
- Bring new development up to the property line along Bottineau to maximize pedestrian activity and natural surveillance of the public realm.
- Create a new public shared street connection between 41st Avenue N and 40th Avenue N through Robin Center.
- Enhance the existing stormwater feature along Lake Rd to become a site amenity.
- Concentrate retail uses at the corner of Bottineau and 41st Avenue N. Utilize residential walk-ups elsewhere along the ground floor.

- Integrate a new park and ride structure with the existing bank use and line it with multi-family housing.
- Concentrate the highest density development along Bottineau (6 stories).
- Continue neighborhood-serving retail uses along Broadway with medium-density mixed use development (4 stories).
- Create a new linear park and shared street connecting Bottineau to Broadway adjacent to the park and ride.
- Concentrate retail uses at the corner of Bottineau and 41st Avenue N and along Broadway. Utilize residential walk-up units elsewhere along the ground floor.

**Recommendation:** Establish a district parking system that simplifies access to parking, allows people to park once and walk to multiple places, and effectively manages the needs of short, medium, and long term parking users.

## Key Considerations

- Integrate planned public park and ride facilities with new development and provide public access to parking facilities for local commercial traffic in addition to transit users.
- Provide public surface parking integrated with a new civic campus to support local businesses along Broadway.
- Integrate public parking with new development and require shared parking among uses.
- Integrate wayfinding with new development and public realm infrastructure to direct visitors to public parking facilities.



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### 3. Place

# Introduction

## Public Realm

High quality, prominent, and connected public spaces are an important part of all successful downtowns. In their best form these spaces:

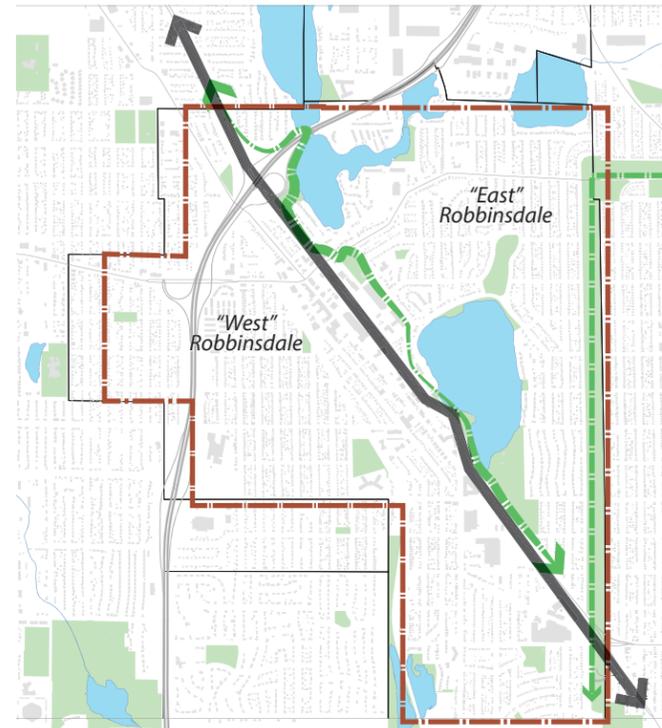
- provide equitable access to public spaces.
- create a positive identity to a district.
- promote a diversity of civic and social activities.
- create economic value to properties and businesses.
- improve the daily quality of life for those who use downtown.

Robbinsdale boasts a series of parks throughout the city in support of recreational and community needs, and is fortunate to be well connected with several regional trails.

### Downtown

Robbinsdale has invested in the public realm to support the health and vitality of the historic core along Broadway Avenue. Pedestrian scale lighting, banners, planters, public art, and a small plaza at 41 1/2 street all contribute to a public realm that welcomes visitors to downtown to enjoy a variety of experiences and activities.

As the Downtown grows, it will be important to continue investing in the city's public spaces. They should provide a variety of experiences and activities for the growing diversity of businesses and residents that will live, work, and recreate downtown.



### City Parks and Open Spaces

Robbinsdale has several parks and trails serving the community, however east west connectivity across Bottineau Boulevard is lacking.



### Connecting Parks and Creating Spaces to Enjoy

This Plan proposes creating a strong connection between Spanjers and Triangle Park, while augmenting the downtown with a series of small interventions and a civic campus.



### Places in Downtown

The city has invested in several placemaking amenities in and around Broadway Avenue. The small plaza, lighting, public art, and kiosk enhance the quality of experience for visitors coming to downtown.

## Recommendation: Create new public spaces that elevate economic value and quality of life for all who visit, live, and work in downtown.

### Public Realm

Robbinsdale is known throughout the region for its two block Main Street (Broadway Avenue) which is home to multiple small businesses offering daily goods and services to residents of Robbinsdale as well as several regionally known businesses that attract customers from well beyond the city.

Broadway works well because the public space (streets, sidewalks, public parking) work together with the private buildings, and the businesses within them, to create a comfortable environment for people who are using the area. As a result, a variety of small-scaled businesses operate within a well designed physical environment. The built environment fosters a sense of positive identity which in turn attracts new businesses and more customers.

As downtown evolves, this plan recommends the creation of several additional public spaces to support the growing residential and customer base in the downtown. The interventions are relatively modest but they each have a specific purpose for gathering, enjoyment, or connectivity.



- A** *Spanjers Park*  
Park design improvements to increase its use and integration into the downtown
- B** *Stormwater Ponds*  
Existing stormwater pond is improved and becomes an amenity for lower robbin center redevelopment
- C** *Transit Plaza*  
Public Art, wayfinding, kiosks, and other amenities to create a welcoming environment upon arriving in Robbinsdale
- D** *40 1/2 Avenue Link*  
Pedestrian-oriented connection on south edge of town center
- E** *Town Center Parklet*  
Small plaza and amenity for new retail along Broadway Avenue
- F** *41st Avenue Promenade*  
Pedestrian promenade connecting two downtown parks, with safe and comfortable crossings at Bottineau Boulevard. New plazas along 41st Avenue provide periodic public space helping address grade changes along CR 81
- G** *411/2 Avenue Link*  
A pedestrian promenade and curbless street that connects the Civic Campus to Broadway Avenue.
- H** *Civic Green*  
A green space for passive park activities, gatherings, and events.

## 41st Street Promenade

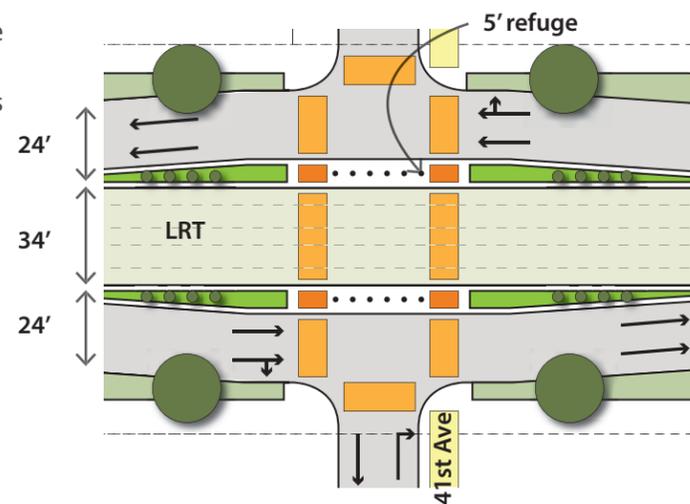
Spanjers Park and Triangle Park provide east and west anchors to downtown. Connections between these two parks, especially across Bottineau Boulevard, are challenging. As downtown grows on both sides of Bottineau Boulevard, this plan recommends improvements to 41st Avenue to create comfortable and convenient connection between parks and through the downtown, connecting east and west Robbinsdale. The intent is to design a connection that is comfortable and safe for people of all ages and abilities. It should include wide sidewalks, a multi-use path, and ample landscaping and amenities.

New small plazas can be incorporated alongside 41st Avenue as properties redevelop. These plazas would set the buildings back slightly from 41st Avenue creating space for dining tables, seating, landscaping, and additional pedestrian amenities. The plaza spaces would help transition the first floor of buildings to the adjacent sidewalk as the 41st Avenue slopes east to west.

Special attention should be given to the 41st Avenue and Bottineau Boulevard intersection. The plan recommends making this intersection as pedestrian friendly as possible by eliminating dedicated turn lanes, preventing vehicle through movements and creating safe pedestrian refuges on both sides of the LRT tracks. These changes will reduce crossing distances, increase available pedestrian crossing times, create refuge areas, and additional space for landscaping.



**41st Ave Promenade**  
Connecting two parks on the edges of downtown, 41st Avenue can become an important pedestrian connection through the heart of downtown, across Bottineau Boulevard, and into neighborhoods



Bottineau Boulevard / 41st Ave Intersection



## Spanjers Park

The plan proposes improvements to Spanjers Park in order to meet the needs of a growing downtown. Currently, the park has a natural grass ballfield surrounded by a healthy grove of trees on its Lakeland Avenue edge, stormwater on the north east corner, and shared parking with city hall.

The city has expressed interest in moving city hall to a civic campus on Hubbard Avenue. Doing so opens up the opportunity to improve, redesign, and possibly rearrange the existing Spanjers Park so it is more flexible and usable for the growing downtown population envisioned in this plan.

Lakeview Avenue and Lake Road can be used for parking, and the southern edge can become a strong urban edge to the park as it is oriented to the 41st Avenue promenade.



### Existing Conditions

Spanjers Park and city hall share a block on the edge of downtown. With the possibility of city hall moving to create a civic campus, the site can be rearranged and improved to serve more users, generate revenue, and be a greater benefit to the community.



### Spanjers Park: Downtown's Central Park

If a new city hall is built on Hubbard Avenue, the site is available to increase the size, function, and usability of Spanjers Park. Growing the park allows it to serve a variety of needs for the downtown community and the overall city.



### Alternate Plan for Spanjers Block

If soil conditions permit, consideration should be given adding development to the block if possible. Doing so would bring financial value to the city (sale of land and tax revenues). Housing can be located on 42nd Avenue, which would allow the ballfield to move away from a busy road. The 41st Avenue edge can be developed as an urban edge oriented to the new housing and retail.

### Key Considerations

- *Modify Spanjers Park so it becomes Robbinsdale's downtown park.*
- *Increase the diversity of amenities within the park so the park has more user groups and activity.*
- *In lieu of creating a separate parking lot within the park, consider maximizing on street parking on Lakeview Avenue and Lake Road.*
- *Create an urban edge to the south edge of the park oriented to the activity at the 41st Avenue Promenade.*
- *If soil conditions permit, consider utilizing the 42nd Avenue edge of the park for new housing.*

## Blue Line Extension

The Blue Line Extension presents an opportunity to enhance the aesthetics and identity of Bottineau Boulevard through Robbinsdale. As discussed earlier in this report, the plan recommends modifications to the roadway and to intersections to create an urban boulevard through downtown Robbinsdale.

In addition to intersection improvements, the LRT Project can enhance the aesthetics of Bottineau Boulevard which is the front door to the community for many who visit by train or by car. As the Blue Line Extension advances through design, the city should work with the project to develop a robust public art program associated with the project. There are several opportunities to integrate art into the Blue Line Extension. Among them:

- *Linear art installation between 40th and 42nd that creates a distinct environment for the downtown.*
- *Location specific artwork at the station to create a welcoming and comfortable environment for visitors arriving in Robbinsdale.*

In addition to public art, important considerations should be given to designing the circulation patterns and spaces surrounding the station platform to ensure easy access, safety, and comfort for transit riders and general residents. This Includes:

- *Modifications to the 40th Avenue / Bottineau Boulevard intersection to eliminate right turn lanes, thereby reducing the distance for pedestrians to cross Bottineau Boulevard and enhancing overall safety.*
- *Small corner plazas on all four corners of the 40th Avenue / Bottineau Boulevard intersection to ensure adequate cueing space for pedestrians in all directions.*
- *Enhanced pedestrian and bike crossings at all legs of the intersection (adequate width, pedestrian/bike crossing phase, etc)*

- *Mobility hub attached to the park and ride (bike share, bike lockers, wayfinding, etc)*
- *Wider sidewalks in front of the park and ride to make for adequate space for bus loading and unloading, clear sight lines down the sidewalk and unobstructed visibility of storefronts.*
- *New intersection at 39 1/2 Avenue and Bottineau Boulevard to ensure safe pedestrian access to the south end of the station platform.*



## 41 1/2 Ave Plaza Street

The plan proposes converting 41 1/2 Avenue from Hubbard Avenue to West Broadway Avenue into a pedestrian promenade and a plaza street, an idea proposed in previous downtown plans. The space would act as both a functional link between the proposed civic campus and West Broadway while serving as a place for outdoor dining, small gatherings, landscaping, and additional public art.

Currently the 60' ROW functions more as a parking lot than a pedestrian space to benefit the downtown. Approximately 50' of the available ROW is used exclusively for travel and parking.

The plan proposes converting the ROW into a plaza street with flush curbs that can be closed down for events.

When open, it should have a single eastbound travel lane and parking on one side, thereby allowing approximately half of the ROW to be used for landscaping and pedestrian amenities.

Consideration should also be given to extending the 41st 1/2 Avenue pedestrian walk to Bottineau Boulevard.



# Recommendation: Establish a civic campus that improves delivery of and access to public services while supporting the commercial areas of downtown.

## Civic Campus

The plan recommends consolidating several city facilities in a civic campus located on Hubbard Ave. City hall was built in 1970 and does not serve the public or staff as well as a contemporary building would. Co-locating a city hall on Hubbard Ave together with the police and fire department, public parking, and a public green would provide better service to residents and a more efficient working environment for staff.

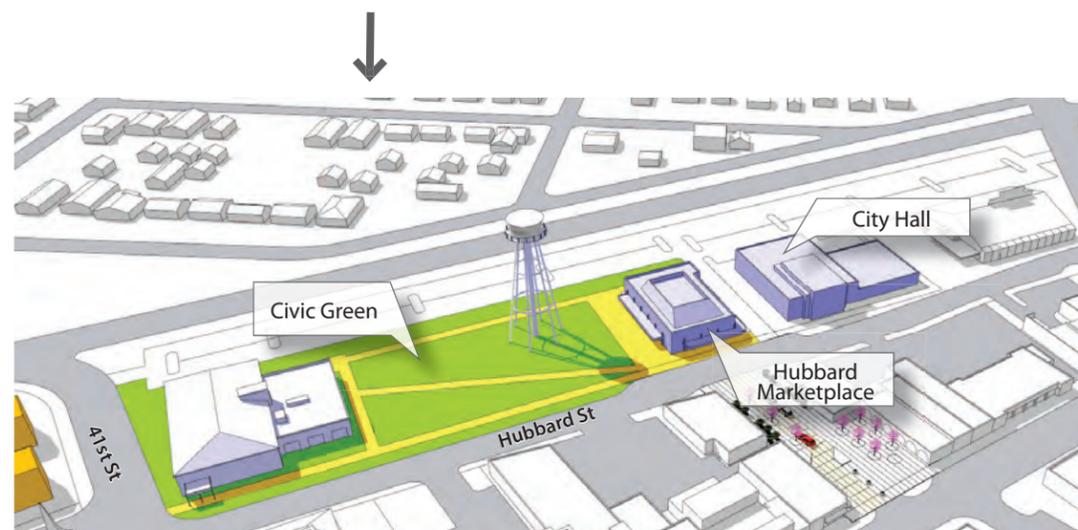
Public parking behind the buildings could be used for staff and visitors during the day, and downtown businesses in the evening and weekends when city offices are closed.

The plan also recommends redeveloping the Hubbard Marketplace into a public market, library, or other public-facing building that would draw people to the downtown and compliment West Broadway.

The public green, between the Hubbard Marketplace and police/fire building would serve as a passive space for flexible use.

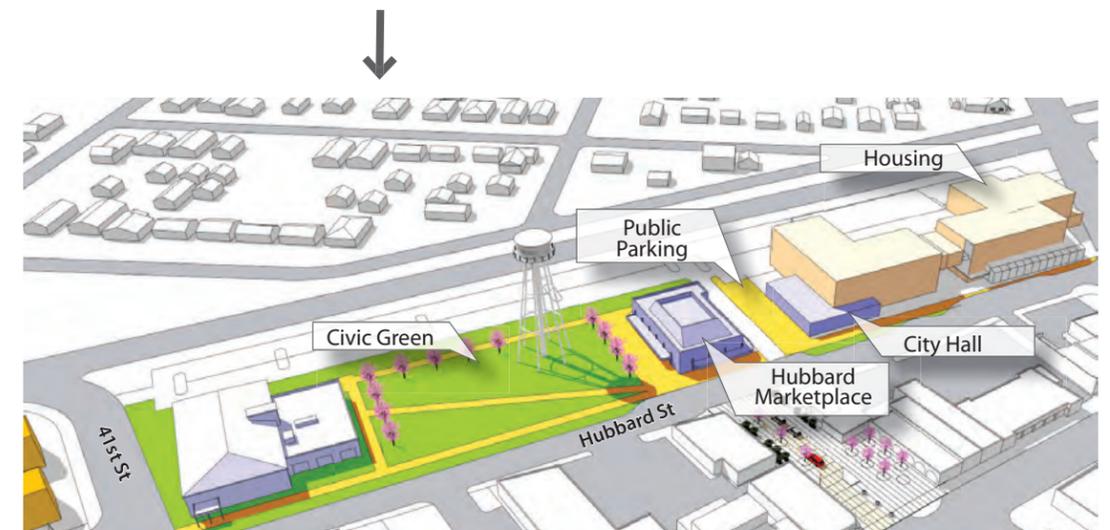


**Alternative 1: Stand Alone City Hall**  
Space adjacent to the Hubbard Marketplace can be developed into a two story, 20,000 - 25,000 SF city hall.



**Alternative 2: Integrated with Housing**  
A city hall can be developed in the ground floor of a residential building on the northeast corner of downtown. As has been recently completed in Columbia Heights, the building is privately developed and city hall is an anchor tenant in the building. This alternative requires acquisition of the EMI Audio building. In doing so, it creates a new gateway to the downtown from the west.

Additional parking would be developed underground or behind the building to accommodate residential parking needs.



# Summary: Place Recommendations and Action Steps

**Recommendation:** *Create new public spaces, that elevate economic value and quality of life for all who visit, live and work in downtown.*

**Recommendation:** *Establish a civic campus that improves delivery of and access to public services while supporting the commercial areas of downtown.*

## Key Considerations

- Create a strong pedestrian link along 41st Avenue, connecting Triangle park to Spanjers Park. Augment the link with publicly accessible private spaces that terrace between floor level and sidewalk
- Provide a small park on Broadway Avenue as town center redevelops.
- Convert 41 1/2 Avenue into a shared street / plaza street.
- Create transit plaza at the LRT station with a mobility hub, wayfinding, public art, and other amenities that offer a welcoming environment to all who arrive in Robbinsdale.
- Expand Spanjers Park to meet the growing needs of residents and visitors to downtown.
- Create link between Broadway Avenue and Bottineau Boulevard at 40 1/2 Avenue.

## Key Considerations

- Relocate city hall to Hubbard Avenue in either a free standing building or integrated with a housing development.
- Redevelop hubbard marketplace into a market, library, food hall, or other public-facing amenity.
- Create a civic green in between police/fire building and hubbard marketplace.
- Organize parking along BNSF rail line as a reservoir of public parking.