

VI. Land Use

The land use and development patterns in the project area around the Midtown Greenway have experienced a great deal of change over the past 10 to 15 years. Some of this change has resulted from the abandonment of the railroad line, while other changes can be attributed to changes in the real estate and development market. These market-based development pressures will continue to shape the kinds of redevelopment proposed by the private sector in the Greenway. The Midtown Greenway Land Use and Development Plan offers an opportunity to influence the mix of land uses and types of development patterns that strengthen the community, support enhanced transit service and business districts, and are compatible with existing development in the surrounding neighborhoods. The future land uses proposed here build from the City's comprehensive plan and was the subject of considerable community input throughout the Midtown Greenway Land Use and Development Plan process. It is anticipated and recommended that the land use guidance proposed in this document be implemented with a rezoning study and subsequent rezoning.

The future land use plan was developed concurrently with the Development Guidelines discussed in Chapter VIII below. These two components of the Midtown Greenway Land Use and Development Plan are meant to be used together to guide future development in the corridor. The residential densities outlined in the land use plan (i.e. low, medium and high density housing) correspond to the development intensities depicted in the Development Guidelines that address building height and massing. These intensities increase from Neighborhood-Oriented, to Urban-Oriented and Transit-Oriented districts.

Future Land Use Map

West of Hennepin Avenue, current and future land uses are significantly affected by the presence of Lake Calhoun and Lake of the Isles (see Figure 2 at end of chapter). Park land is identified on the map between the lakes in the central part of this western subarea. The plan supports the location and scale of existing residential development on both the east and west sides of the lakes; however, it suggests a change of the development pattern for property along Lake Street just west of its intersection with Excelsior Boulevard. If there is a proposal to redevelop this property, the plan suggests that it include medium- or high-density housing along with new commercial space to correspond with the future transit-oriented nature of the area. This could be in the form of residential uses above ground floor commercial businesses in vertical mixed-use buildings.



Land uses in the western subarea are affected by the presence of the Chain of Lakes

In the central subarea of the project (roughly Hennepin Avenue to I-35W – see Figure 3), mixed-use commercial/retail development is proposed at key business nodes. This is quite compatible with the historical development patterns at these locations. These areas include Lagoon and Hennepin Avenues in the Uptown area, at Lyndale Avenue and at Nicollet Avenue. For the latter, consideration was given to the potential for reconnecting Nicollet south through the Lake Street area as indicated in the Midtown Land Use and Development Plan. Other future uses in the central subarea



Mixed-use commercial/retail development is proposed at key business nodes in the central area.

Commercial development is integrated both vertically and horizontally at existing key commercial nodes, where a variety of uses and activities is encouraged.

range from medium- to high-density residential, and the provision of open space at the Mall area, at the Soo Line Gardens and at the northwest quadrant of the Greenway and I-35W. The medium density housing designation along the northern part of the study area provides a transition from relatively more intensive development along the greenway to the mixed development pattern that the Whittier and Lowry Hill East neighborhoods exhibit north of 28th Street.

The subarea east of I-35W (see Figure 4) includes larger commercial parcels at the Wells Fargo campus immediately east of I-35W and at the Midtown Exchange area between Columbus and 10th Avenues . These areas have exhibited strong commercial and institutional growth trends in recent years. Larger industrial parcels near Hiawatha Avenue continue to be guided for industrial development. The future land use plan suggests a preference for mixed-use development for one of the industrial properties, supporting consideration of industrial development mixed with office or residential elements (such as live-work housing), and that would provide various options for transitions from the industrial edge at the west to the residential communities at the east. The open space and recreational character of land north of the Greenway near 4th and 5th Avenues is suggested to be maintained and even strengthened. Between the aforementioned features, property is by and large guided medium- to high-density residential depending on its proximity to transit and commercial goods and services, and the character of nearby existing development.

Policy Basis

The land use designations in the future land use map were chosen based on several factors. These include current land use and zoning, City land use designations and planned uses, community input and potential for redevelopment. The following section discusses in more depth the research findings, policies and principles upon which these decisions were based. The policy basis for decisions included current policies in The Minneapolis Plan, and the development principles proposed in this Midtown Greenway Land Use and Development Plan.

Future Commercial and Mixed Uses

In addition to the citywide and corridor-specific policies established in The Minneapolis Plan, the following considerations were used to determine areas that should be guided commercial in the Future Land Use map. These considerations are supported by this plan’s Vision Statement and its Principles of Greenway-Supportive Development (see above).

- New commercial development should be located in existing commercial nodes and along existing commercial corridors in and near the Greenway to complement and not compete with the vibrant commercial activities already present along Lake Street, and Lagoon and Hennepin avenues.
- In most locations guided commercial, new developments are encouraged to integrate residential and/or office uses in order to strengthen the commercial district and build the city at an appropriate level of density. This is the case at Lake Street and Excelsior Boulevard, in Uptown



In the eastern segment, larger industrial parcels continue to be guided for industrial development.

While the future land use plan allows the continuing transition of industrial land in the Midtown Greenway area, it **doesn't encourage the elimination of viable existing industrial businesses.**

(centered on Hennepin Avenue), along Lyndale, Nicollet and Chicago Avenues, and limited ground-floor commercial at Bloomington Avenue and Lake Street.

- Future commercial-only uses are proposed to be located adjacent to existing corporate institutional locations, such as Wells Fargo near I-35W, and in the designated Bioscience Corridor along Chicago Avenue near Abbot Northwestern/Allina and the Midtown Exchange.

Future Industrial Uses

The following considerations were important in guiding the location of industrial development in the Midtown Greenway Land Use and Development Plan project area.

- Access is the primary driver for locational decisions by industrial businesses. Industrial businesses want to be located near highways and truck routes on primary arterials. This allows them good access to receive supplies and distribute products.
- Industrial property close to residential development can negatively impact the value and livability of the nearby homes. Conversely, proximity to residential neighborhoods yields diminished value and desirability for industrial property because of property use constraints that result from the need to minimize impacts on neighboring development. As an example, truck traffic may become a sensitive issue as such sites are unlikely to be on truck routes.
- Many of the existing buildings on industrial properties are quickly becoming obsolete for today's industrial technologies, which often require up to 24-foot clear heights and few obstructions. This can make it difficult for the owner of an older industrial property to find tenants.
- Developers of new industrial space are generally looking for properties that are larger in area than typical industrial properties in the MGLUD Plan area. Additionally, many industrial users require outdoor storage, which is not supported by the principles of this plan and not allowed under current zoning for most industrial properties in the MGLUD Plan area.
- Land values and market pressures are rising for industrial property in the MGLUD Plan area. Industrial land values in the Greenway are 30 percent higher on average than in the rest of the City, and the return on investment is considerably higher for residential development than industrial development in most parts of the project area.
- The City is currently completing an Industrial Land Use and Employment Policy Plan, which includes an examination of industrial property in the project area. The recommendations of this concurrent plan are compatible with the preliminary results of this study since the Midtown Greenway area is not being proposed as one of the City's Employment Districts.
- The future land use plan does not encourage the elimination of current and viable industrial uses. Existing businesses whose business needs are being met in their current location are entitled to remain, and may be valued for their contribution to neighborhoods that supply much needed jobs to

New housing development should be generally located in areas that have good transit access, and that are close to commercial goods and services and in other high-amenity areas.

community residents. It does, however, support the transition of much of the industrial land along the Midtown Greenway to other uses over time at a pace determined by the market.

- The decline of scattered industrial sites in the Midtown Greenway does not necessarily imply an overall reduction in living-wage jobs close to area residents. Vibrant commercial businesses in the many nearby commercial districts provide growing employment. The Midtown Greenway area is home to the Midtown Exchange/Wells Fargo/Hospitals Growth Center, which continues to expand dramatically in scale and numbers of people employed in living-wage jobs. The Seward Industrial Park and Downtown Minneapolis are in walking distance for many area residents. Finally, certain light-industrial uses, such as printing and publishing businesses, are allowed in any of the City’s commercial zoning districts, and can, therefore, be legally established along most parts of Lake Street, Hennepin Avenue, Lyndale Avenue, Nicollet Avenue and Chicago Avenue.

Future Residential Uses

The following considerations were used to determine areas that should be guided residential in the Future Land Use map, along with the appropriate level of development intensity.

- City policy supports housing and population growth in appropriate locations. New housing development should be generally located in areas that have good transit access, and that are close to commercial goods and services and in other high-amenity areas. All of the property in the MGLUD study area has these characteristics to varying degrees.
- The Future Land Use map provides general guidance for residential density in the MGLUD study area. The Development Intensity Maps provide a finer level of distinction among development intensity levels in the “high-density housing” areas of the Future Land Use map. The most intensive residential development in the project area occurs in the Transit-Oriented Districts on the Development Intensity Maps. These areas correspond to anticipated transit station locations, and to the commercial districts at the intersections of the City’s existing bus routes along Lake Street and the primary north-south transit corridors that intersect the MGLUD study area. Lower development intensity is supported for development more distant from these locations.
- Existing residential development within, and immediately adjacent to, the MGLUD study area ranges from high-density apartment or condominium development to uniformly single-family houses. The proposed development intensity of new residential development is sensitive to this context. Policies in the Development Guidelines chapter below offer additional strategies that can be employed to make appropriate transitions between new development and existing housing.
- The most intensive residential land use category on the Future Land Use Map is “Very high-density housing (more than 120 DU/acre).” This housing is primarily intended for urban core or downtown residential uses and, thus, is not used in the Midtown Greenway project area.

Primary future public realm features include open spaces, Greenway access points, pedestrian edges, extension and enhancement of 29th Street, and transit plazas

Future Open Space Uses

The parks and open spaces depicted in the Future Land Use map indicate existing park land and recreation or open space that is likely to remain as such, or could be considered for acquisition and management by the Minneapolis Park and Recreation Board. The public realm associated with the Midtown Greenway goes well beyond these parks and open spaces, and offer extensive opportunities for enhancing the Midtown Greenway environment. A few of these are called out in detail in the Existing and Future Public Realm maps, and described below.

Please refer to “Public Realm Features Map” (the following section) for further information on parks and open space amenities.

Public Realm Features Map

Along with the Chain of Lakes, the Mississippi River, Theodore Wirth Parkway and Victory Memorial Drive, the Midtown Greenway is among the largest contiguous greenspace/public realm amenities within the City of Minneapolis. Together, these contiguous greenspaces form an important part of the city’s green infrastructure, providing connected corridors for people and wildlife. The importance of a connected system of open spaces, pedestrian, bicycle and other amenities cannot be overstated. This section of the report illustrates and describes the public realm features associated with the Midtown Greenway and how they interrelate with the significant system of open spaces and trails that exists today. Please refer to Figures 5, 6 and 7 for locations of the following features.

Green/Open Spaces

A varied set of open spaces exists in the Midtown Greenway area today. These spaces – neighborhood and pocket parks (both public and private), boulevards, parkways and sports fields – are valued and useful, but not always well connected to a larger network. Nor are they necessarily as ample and robust as would be desirable, particularly considering the continued household and business growth that is anticipated. Enhancements in the Greenway area can build on the existing amenities and provide stronger connections between them.

Along the western part of the Midtown Greenway, a semi-connected system of open spaces begins at Dean Parkway and follows the north side of Lake Calhoun to the shores of Lake of the Isles and continues east into the Mall. Smaller and more isolated park spaces exist near the intersection of the Kenilworth Trail with the Greenway and on the west side of I-35W. Other nearby parks, including Bryant Square and Whittier, serve to anchor some Midtown Greenway neighborhoods.

In addition to the properties that are owned and managed by the Minneapolis Park and Recreation Board, there are several smaller open space features adjacent to the Midtown Greenway. Examples include Vera’s Garden and the Soo Line Gardens. Additionally, Kix Field and related properties to its east and west about the Midtown Greenway in the vicinity of 4th Avenue; these privately owned properties are held by Urban Ventures. Along with

adjacent properties owned by Wells Fargo, they have been the subjects of conversations concerning the creation of a new park, preliminarily called “Crossroads Park”. This proposed park space is accessible at grade from the Midtown Greenway and 5th Avenue, and could potentially be owned and operated by the Minneapolis Park and Recreation Board. Other elements of the Midtown Greenway public realm such as Access Points to the Greenway, promenades and public sidewalks along the greenway edge, and future public transit stations, offer additional opportunities for an enhanced environment that may include landscaping, public art and viewsheds to and from the Greenway.

Future Access Points

In addition to the existing Midtown Greenway access points (at-grade, ramps and stairs) discussed in Chapter III, several new access points have been proposed. These access points provide direct access for pedestrians and bicyclists to the Midtown Greenway from adjacent streets and sidewalks. They also provide excellent opportunities to enhance the Midtown Greenway environment by including related open and green space amenities, landscaping and public art.

Refer to Transportation Recommendations in Chapter VII for more detailed descriptions of the proposed access point locations as indicated in Figures 5, 6 and 7, and for selection/location criteria for future access points.

Design guidelines for Midtown Greenway access points can be found in Chapter VII. Recommended implementation strategies related to the provision of additional and enhanced access points are located in Chapter IX.

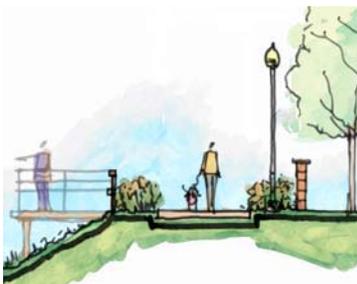
Future Pedestrian Greenway Edge

Maintaining access for pedestrians along the upper Greenway edge or rim is a principle of the 1999 Lake Street/Midtown Greenway Corridor Framework Plan, and is a similarly important element in the Midtown Greenway Land Use and Development Plan. These pedestrian edges are referred to as either “promenades” or sidewalks in this plan, to distinguish between public pathways adjacent to private development and public sidewalks adjacent to public streets. They serve a similar function, which is to allow pedestrians to circulate above the Greenway level and interact visually with the Midtown Greenway without entering the Midtown Greenway proper.

Design guidelines for promenades and sidewalks along the greenway edge can be found in Chapter VII. Recommended implementation strategies relating to the provision of these enhancements are located in Chapter IX.

Future 29th Street Extension

To provide both pedestrian and minor vehicular circulation, as well as additional front door addresses for residences and perhaps businesses on the south side of the Greenway, the Midtown Greenway Land Use and Development Plan proposes that 29th Street be re-established between Emerson and Dupont avenues to provide a continuous roadway from



A pedestrian “promenade” is proposed along portions of the Greenway edge



A connected and enhanced 29th Street is proposed south of the Greenway.

Lyndale Avenue to Fremont Avenue. Because the 29th Street right-of-way between Lyndale Avenue and Fremont Avenues is not wide enough to accommodate on-street parking and sidewalks along the Midtown Greenway edge, this plan proposes acquiring additional right-of-way sufficient to provide these elements.

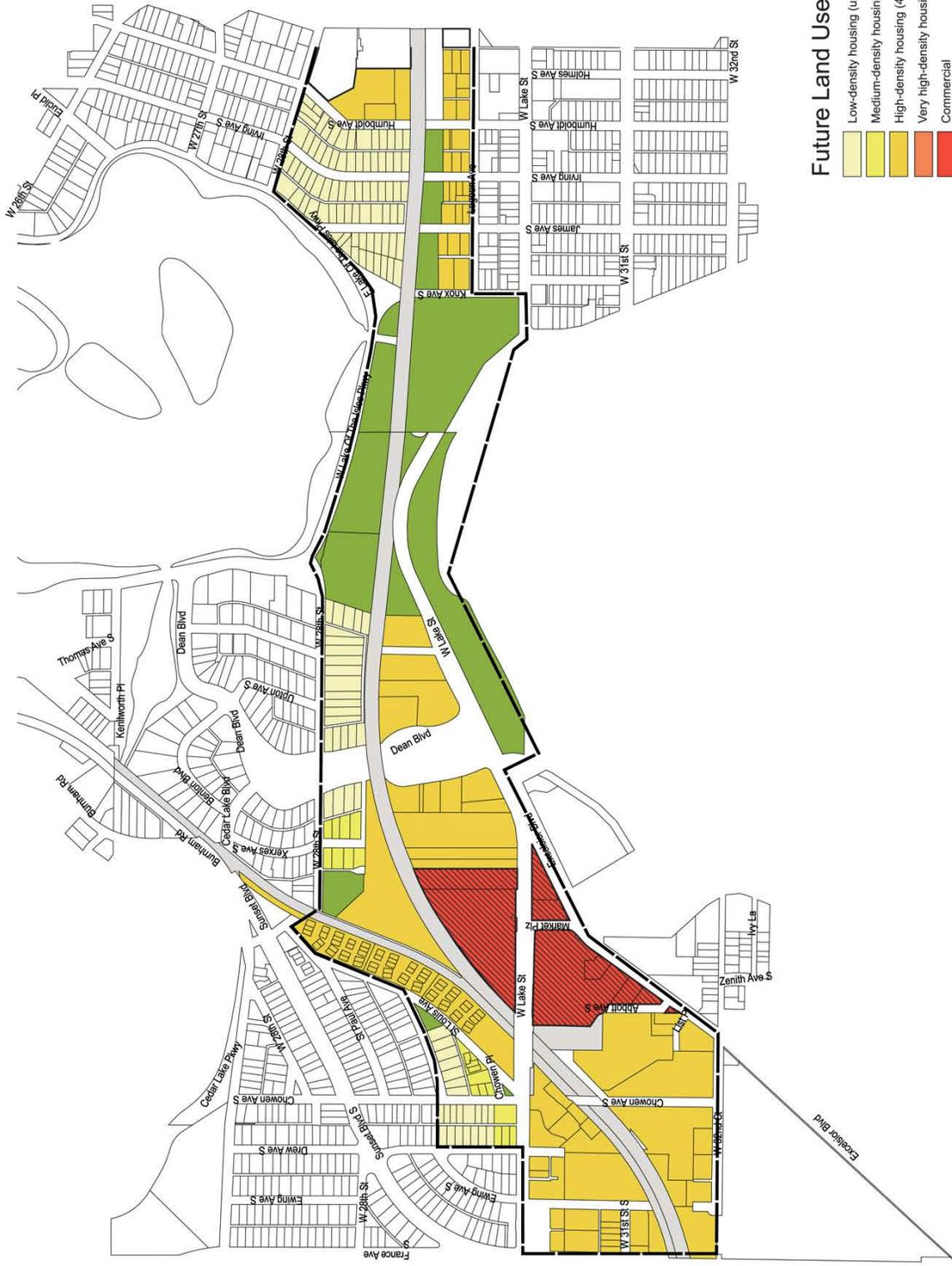
A concept design for this part of 29th Street can be found in Chapter VII. Recommended implementation strategies are located in Chapter IX.

Future Transit Plazas/Station Areas

Potential locations of future transit stations in the Midtown Greenway have been determined in previous transit studies. These station areas offer opportunities for public enhancements such as open space and landscaping, plaza elements, aesthetic enhancements, and various types of vertical circulation at/to the Greenway level. Future transit stations are indicated in the Public Realm Features maps at the following locations:

- West Lake Street
- Hennepin Avenue
- Lyndale Avenue
- Nicollet Avenue
- Chicago Avenue
- Bloomington Avenue

Additional design considerations for transit station areas can be found in Chapter VII. Recommended implementation strategies are located in Chapter IX.



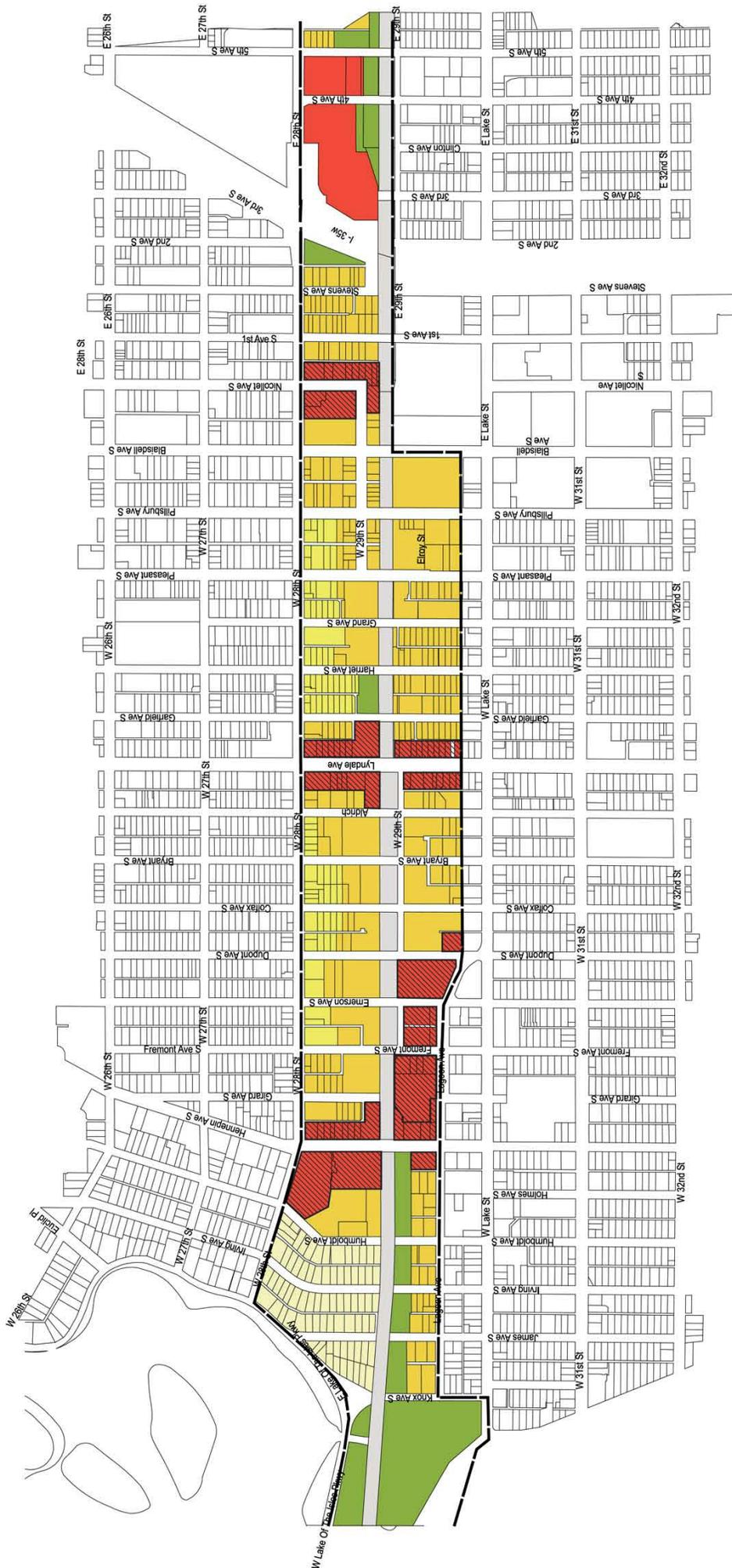
Future Land Use Categories:

- Low-density housing (up to 15 DU/acre)
- Medium-density housing (10-50 DU/acre)
- High-density housing (40-120 DU/acre)
- Very high-density housing (over 120 DU/acre)
- Commercial
- Public/institutional
- Transportation/Communications/Utilities
- Light/medium industrial
- General industrial
- Parks, open space
- Preferred mixed-use



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Midtown Greenway Land Use and Development Plan
FUTURE LAND USE: EAST SUBAREA
 Figure 4

