

SEWARD LONGFELLOW GREENWAY AREA LAND USE AND PRE-DEVELOPMENT STUDY

November 8, 2004

prepared for:

Hennepin Community Works • Seward Redesign • Seward Neighborhood Group • Longfellow Community Council



prepared by:

L H B H N T B H K G i B o n z a n d C o m p a n y T D I

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Part I. Executive Summary



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GREENWAY

Executive Summary

The extension of the Midtown Greenway to the Seward and Longfellow neighborhoods is a compelling reason to consider changes to the patterns of land use in this area. Access to this recreation and transportation corridor will generate new investment and redevelopment that is important to the vitality of the city.

The study area is bounded by Hiawatha Avenue on the west, the Mississippi River on the east, 25th Street on the north and Lake Street on the south. It includes a range of residential uses, which are predominant in areas more than one block north or south of the Greenway. Industrial uses generally occupy parcels abutting the Greenway. These patterns are not entirely segregated and existing zoning results in non-conforming uses.

This study defines land uses appropriate to the neighborhoods, as well as reflecting the influence of the changing transit and recreation infrastructure in the Greenway study area. In broad terms, the study looked at two components:

- the identification of land use patterns, market potential and the impact of transit infrastructure; and,
- exploration of likely development scenarios for specific sites identified during the course of the study.

Guiding Principles for Development and Use

The Public investment in the Greenway is intended as a catalyst for reinvestment in the corridor. To guide the evolution of land use in the study area, several principles were recognized as important:

- Take advantage of the amenity of the Greenway and the area's proximity to Light Rail Transit (LRT);
- Balance the desire for a residentially-focused neighborhood with strategies for retaining industry that offers greater "job density," higher pay scales and has low impact on neighborhood livability;
- Discourage industrial uses that are heavily truck dependent adjacent to residential areas;
- Provide "on site" mitigation of the undesirable effects of development on neighborhood livability;
- Recognize that higher density in both residential and industrial development will be necessary to offset the costs of redevelopment.



Aerial photograph of study area with the boundaries delineated by the Hiawatha Corridor on the West, the Mississippi River on the East, 25th Street on the North, and Lake Street on the South.

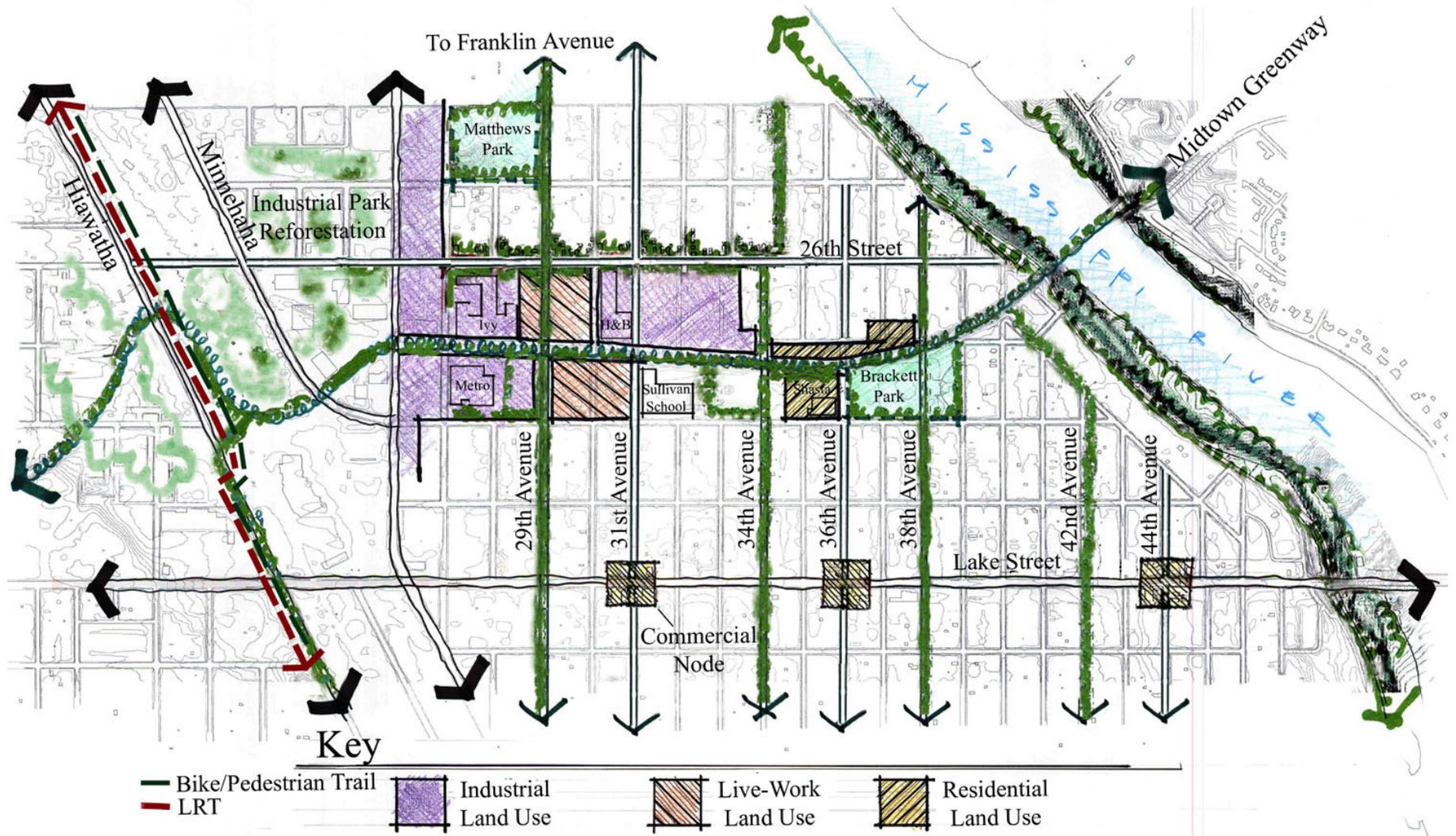
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Land Use Plan

The land use plan envisions a balanced approach for residential and industrial uses along the Greenway. This Plan retains the existing uses for the vast majority

of parcels. It will be important to engage in a proactive effort to spur redevelopment consistent with the proposed land use plan so that non-

conforming uses, and the area surrounding them, do not decline in a pattern of dis-investment.



Proposed Land Use Diagram for the greenway area.

Industrial Use evolving to Multi-Family Use

Existing industrial parcels at the east end of the study area should be changed to multi-family residential. Gopher Roofing and several surrounding parcels, Empire Glass, and the Shasta Building are currently zoned I-1. Redevelopment of these industrial properties for residential uses is likely because:

- The sites are near residential amenities such as the Greenway, the Mississippi River, Brackett Park and Anne Sullivan School;
- The railroad is no longer used by any of these sites
- The parcels and buildings associated with them, other than Shasta, are small and oddly shaped making them ill-suited for modern industrial uses.

The plan envisions that the Shasta Building itself would remain while the balance of the site would be developed as multi-family residences. Features should include well-designed three- and four-story buildings with parking below and a strong orientation to the Greenway. A transition in massing and scale and the development of buildings with a traditional residential feel will also be important, since these new structures will immediately abut existing single-family homes. Encouraging use of the pedestrian trail, bicycles and transit will be important in limiting the impact of traffic generated by development.



Sketch of potential multi-dwelling housing west of the Shasta Building.



Hauenstein & Burmeister



Mack Engineering

Existing industrial uses such as Hauenstein & Burmeister and Mack Engineering continue to provide jobs and long term economic viability to the neighborhood.

Industrial Uses remaining as Industrial Use

Larger industrial uses will not evolve quickly. Blocks containing Hauenstein and Burmeister, Hiawatha Metalcraft, Mack Engineering and Metro Produce all have larger-scale industrial operations, significant structures, and seemingly long-term economic viability. Some sites may have contaminated soils. While a transition in a particular user might occur, these factors suggest that it is unlikely these blocks can be economically redeveloped in the short-term. In this plan, these parcels retain their industrial land use classification, even though the long-term market pressure in the study area will be toward residential

use. Rezoning can occur when and if a project is proposed, since each parcel is large enough by itself to support a significant residential development.

Industrial to Multi-Family Residential

The so-called “island of residential” exists along 29th Avenue both north and south of the Greenway. Homes are located on several blocks of industrially zoned land with major industrial users located on adjacent blocks. As non-conforming uses, the owners of these homes cannot rebuild in the event of catastrophic damage. Traditional home mortgage choices are not available. The primary concern of residents in this area is with the lack of certainty posed by the underlying industrial zoning.

The land use plan recommends that this area be directed toward higher-density (3-4 story) residential use because:

- The majority of parcels in the “island of residential” are used for residential purposes;
- Industrial buildings in this area tend to be smaller and of limited utility, occupying in many cases a parcel that was once one or two single-family lots;
- The transition of this area from residential to industrial use anticipated by the area’s existing zoning has not occurred;
- Market forces support an evolution toward housing development;
- The area provides an important north/south link between Franklin Avenue, Matthews Park, the Greenway and Lake Street.
- Intensified residential development will create a respite from blank industrial walls and increase the hours and days the Greenway is populated.



Gamber Roofing



Doppler Gear Building

Single-family uses will likely continue in much of the area for some time to come. Higher-density uses should be allowed for, particularly in the area adjacent to the Greenway, with the option for resident's ground-level studios, offices or workshops.

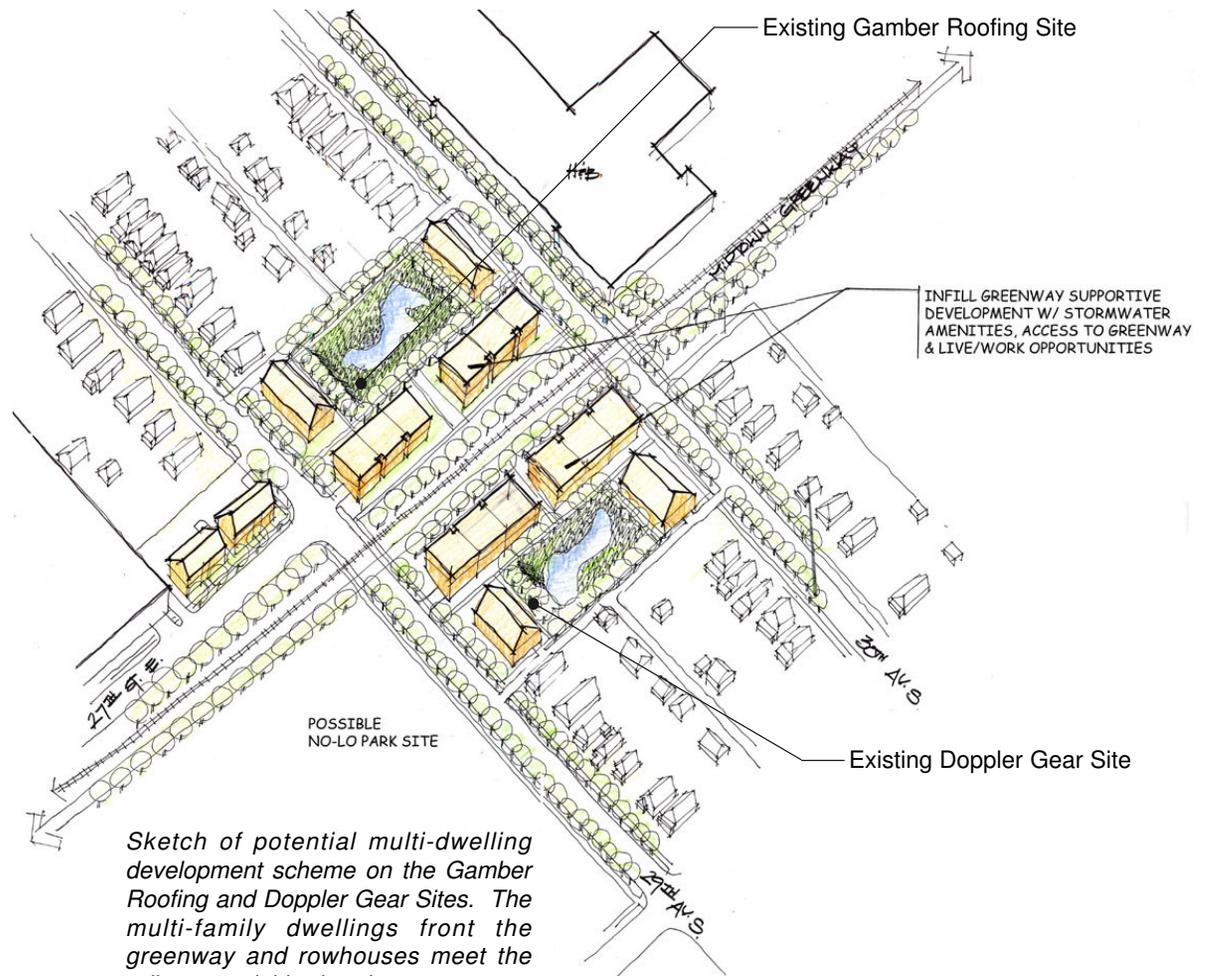
Industrial Uses and Employment

Residents value the job base that industrial uses provide. A goal of this plan is to promote higher paying jobs and businesses with greater job densities. The Seward Business Park occupies most of the study area west of 27th Avenue. Here, the goal of the plan is to intensify industrial development, including:

- reducing setbacks from the street;
- reducing setbacks between buildings;
- creating shared parking, truck maneuvering

- and loading docks;
- multi-story buildings;
- looking carefully at any vacant parcels for relocation of viable industry from areas to be developed along the Greenway and the LRT corridor;
- discouraging the use of industrial land for

- non-industrial uses, e.g. mini-storage facilities;
- discouraging distribution and other businesses that create heavy truck traffic or other negative impacts on adjoining residential areas.



Sketch of potential multi-dwelling development scheme on the Gamber Roofing and Doppler Gear Sites. The multi-family dwellings front the greenway and rowhouses meet the adjacent neighborhood.

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Green Space

One of the more universally supported components of this plan is the enhancement of the area's "urban forest." Evidence of "green" is significantly lacking in areas west of 27th Avenue, where newer development is notably out of character with areas to the east. While parts of industrial sites are not suitable for planting, peripheral portions could be intensely forested.

Other aspects of the plan will link the Greenway to other parts of the Seward and Longfellow

neighborhoods. An extension of the Greenway to create a pedestrian bicycle path along the east side of Hiawatha as a link to the Lake Street LRT station is a high priority. Creating enhanced pedestrian and bicycle links to Lake Street along north/south streets is also critical.

There is broad support for enhancing access to green space in this area of predominantly industrial uses. Brackett Park should be more tightly integrated with the Greenway by widening the corridor at varied

elevations as a transition to the lower grade of the Park. And, the well-formed proposal of a neighborhood group to create "NoLo Park" on the polluted Deep Rock site and portions of the Metro Produce parcels was highly favored at community meetings. Incentives should also be created to integrate private green space with the Greenway as new developments occur. In each of these ideas rests the notion that landscaping and green space make transit and pedestrian/bicycle corridors more appealing and neighborhood-friendly.



Plan view of proposed workshop studies including Gopher Roofing, Shasta Building, and Empire Glass design scenarios.

Next Steps

This Plan supports integrated land use, residential livability and industrial retention. While it looks to important catalyzing actions and trends that are market-supported, public infrastructure investment will be important in making new development a reality.

Seward Redesign will work with the neighborhoods to create a Development Implementation Plan that includes the following elements (not in priority order):

- Secure City adoption of this Plan;
- Rezone appropriate parcels consistent with the Plan as redevelopment occurs;
- Design pedestrian and bike friendly north/south connectors;
- Design a pedestrian and bike friendly environment where streets cross the Greenway at grade;
- Provide for a new at-grade or below grade crossing of the Greenway at 34th Avenue;
- Provide for ramps giving access to the Greenway at Anne Sullivan school and Brackett Park;
- Reinforce the Plan with designs for the reconstruction of Lake Street;
- Plan for a direct connection from the Greenway to the Lake Street LRT station on the east side of Hiawatha;
- Plan for future redevelopment with the owners and tenants of Target and Minnehaha Mall;
- Facilitate meetings, especially with businesses, to discuss the proposed Midtown Greenway Zoning Overlay District;
- Evaluate the feasibility of development at

specific sites identified in the Plan;

- Explore the viability of closing East 27th Street between 29th and 30th Avenues;
- Investigate the extent and implications of soil contamination in the study area;
- Study traffic impacts more globally, particularly as they affect access to the Industrial Park from Hiawatha at 26th Street, access to the Target/Minnehaha Mall site and the proposed closing of Minnehaha Avenue to truck traffic at Franklin Avenue.
- Work with the building owners to construct a sound containment wall at Metro Produce.

Community Input

The study was guided by a Steering Committee composed of representatives of the neighborhoods and neighborhood organizations, businesses, the City of Minneapolis and Hennepin County. Input from the community was gained through a series of interactive workshops and a concluding Open House. Numerous meetings were conducted with the Steering Committee to help interpret the information provided by neighbors and businesses.

