

I. Executive Summary

Introduction

Since the late 1800s, the urban landscape of the Minneapolis Warehouse Historic District has been shaped by rail yards, warehouses, factories, and many other commercial and industrial businesses. The lasting impact of these former commercial and industrial uses can still be seen today with many historic buildings, brick paved streets, active loading docks and rail corridors that are the predominant features that shape and reinforce the historic character of the district. The transition of the District to include more residential uses has created a conflict between the need to create a more pedestrian friendly and accessible public right-of-way to support all modes of transportation and the desire to maintain the historic infrastructure which defines the overall character of the District.

The retention of the historic infrastructure of the Minneapolis Warehouse Historic District is critical to understanding and interpreting the historic relationship between the warehousing and manufacturing industries of the district and their transportation needs. The interaction between the buildings and transportation infrastructure formed the essential character of the area and is explained in the Minneapolis Warehouse Historic District Designation Study (2009). The treatments of these infrastructural resources are outlined in the Minneapolis Warehouse Historic District Design Guidelines (2010). The preservation and retention of these resources are paramount to the character of the Minneapolis Warehouse Historic District, the North Loop Neighborhood and the City of Minneapolis. The Warehouse District Heritage Street Plan provides an approach to preserve and rehabilitate the historic infrastructure, improve pedestrian accessibility and increase sustainable practices through better stormwater management.

The Warehouse District Heritage Street Plan has been made possible by the Arts and Cultural Heritage Fund through the vote of Minnesotans on November 4, 2008 and administered by the Minnesota Historical



Society. The Plan is intended to provide a blueprint for the enhancement of the public right-of-way. This report documents the existing condition of historic infrastructure within the Minneapolis Warehouse Historic District and provides the guidance and recommendations for the improvement of the project area. It will be used to identify infrastructure and capital investments, elements to enhance accessibility within the project area, and provide a recommended implementation plan with detailed street-by-street recommendations for the preservation, rehabilitation and reconstruction of the historic street materials and industrial infrastructure.

Purpose of the Plan

The issues listed below prompted the creation of the Heritage Street Plan. They are as follows:

- District Transition - The transition of the District to a mix of residential, commercial and industrial uses has increased the demand to

improve the limited public rights-of-way to accommodate all travel modes.

- Loading Docks - Recent rehabilitation projects in the District have resulted in the significant alteration to historic loading docks to provide ADA accessible building entries and/or sidewalks within the public right-of-way. These alterations have resulted in a degradation of the historic fabric of the District.
- Utility and Infrastructure Improvements - A defined plan to address how to deal with the utility and infrastructure needs in the District is critical to preventing further degradation of the historic character of the District.
- Historic Preservation – The plan will need to maintain the character of the project area by preserving the remaining historic paving materials, industrial infrastructure and loading docks.
- Stormwater Management – The recommendations should integrate stormwater innovation and management techniques into the design.
- Public Involvement - Stakeholder involvement will nurture a responsive plan and foster a core group of advocates to share in its implementation.
- Potential Funding Opportunities - It will be important to define creative opportunities for future funding of Heritage Street improvements and recommendations.

Plan Outcomes

This Plan takes a comprehensive approach to correct current piecemeal decision-making for improvements to streets with historic materials and industrial infrastructure while accommodating accessibility needs for all modes of transportation.

Outlined within this document are detailed recommendations for a street-by-street strategy to:

- Preserve the character of the Warehouse District by preserving and

rehabilitating the remaining historic street materials and maintaining the industrial infrastructure and loading docks.

- Accommodate ADA requirements and accessibility
- Resolve urban stormwater management issues
- Create methods to preserve and rehabilitate the historic paved streets
- Address the street paving materials when street, sewer and utility repairs are required
- Inform the individual site decisions related to loading docks and accessibility that the City makes when buildings are rehabilitated.
- Balance interests related to sustainability, accessibility, and preservation to get to a product that will make final recommendations

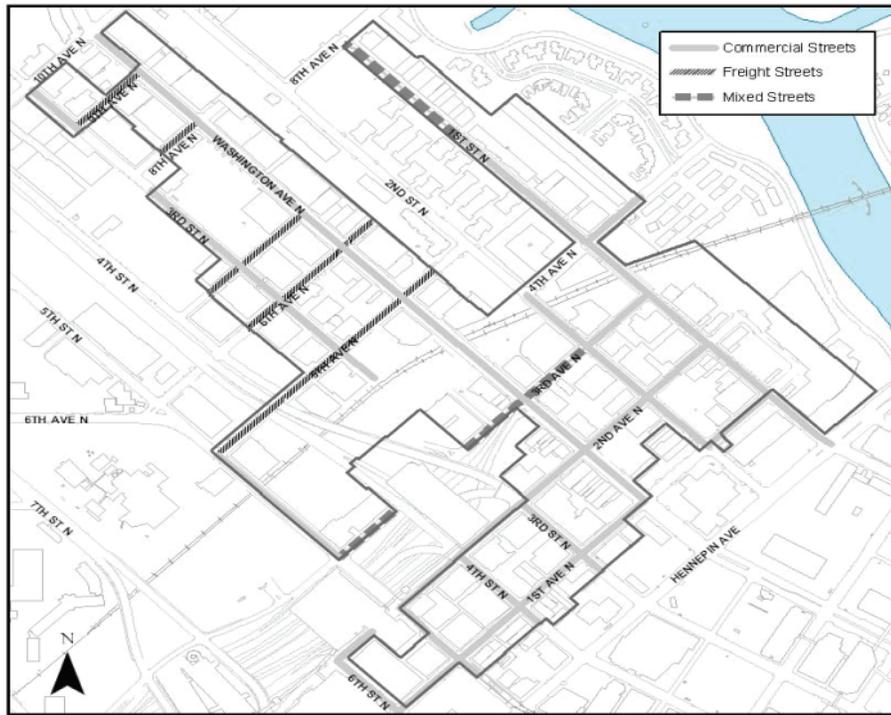
This Plan will also be used as the guiding document for the development of City capital improvement projects for the reconstruction and repair of the streets and alleys.

Project Location/ Boundary

The project boundary for the Warehouse District Heritage Street Plan is defined as the approved boundary for the current Warehouse Historic District as defined in the *Minneapolis Warehouse Historic District Designation Study (2009)*. The lessons learned from this document related to the preservation and enhancement of each Heritage Street can be applied to other areas of the City not included within this defined boundary.

The primary heritage streets as defined for this project include:

- Traffic Street
- 2nd Avenue North from 1st Street N. to the Federal Reserve
- 6th Avenue North from Washington Avenue N. to 5th Street North
- 8th Avenue North from Washington Avenue N. to 3rd Street North
- 3rd Street North from 10th Avenue North to 5th Avenue North



Study Area Map

- 9th Avenue North from Washington Avenue North to 3rd Street North
- 7th Avenue North from Washington Avenue North to 4th Street North
- 5th Avenue North from Washington Avenue North to 5th Street North

Plan Overview - How to Use this Document

The following document is to be used as a framework for the preservation, rehabilitation and reconstruction of the historic streets and infrastructure within the Minneapolis Warehouse District. The document has been formatted to allow the users to access specific chapters based on the information of interest from the planning process. The document has

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been divided into the following key areas divided into several main sections as outlined below:

- The Plan Purpose and Background chapter provides a summary of the planning process, defines the critical project issues and outlines recommendations for preservation, rehabilitation, restoration and reconstruction of the historic streets and infrastructure within the Minneapolis Warehouse Historic District.
- Issues, Analysis and Planning Policies chapter provides a District-wide analysis of the current conditions of the historic pavements and infrastructure within the Warehouse District Heritage Street Plan study area. This analysis identifies the critical study issues/concerns, summarizes the existing condition of historic pavements, condition and usage of loading docks, and outlines current accessibility issues.
- The Historic Context and Precedent Case Study Chapter provides a summary of the contribution of the historic wood, brick and granite paving to the significance and integrity of the Warehouse Historic District. The Chapter also provides examples of how other industrial historic districts across the nation have achieved access for all modes of transportation, complied with the Americans with Disabilities Act (ADA), retained historic street character, and dealt with confined right-of-ways.
- Heritage Street Analysis and Concept Plans chapter provides a street-by-street analysis of each Heritage Street and provides recommendations for the Street concept options.
- The Implementation Recommendations and Strategies chapter identifies best practices and recommendations for the preservation, restoration and maintenance of the historic paved streets and loading dock areas within the project area, defines a prioritized project phasing, provides capital and maintenance costs for specific street projects and identifies potential funding strategies and funding resources.



Historic Context and Precedent Case Studies

The preparation of the Historic Context and Precedent Case Studies was necessary to define the contribution of the historic wood, brick and granite paving to the significance and integrity of the Warehouse Historic District.

The Precedent Case Studies were prepared to look to other historic warehouse districts and/or cities for guidance on how to preserve historic infrastructure while accommodating ADA requirements, achieved access for all modes of transportation, retained historic street character, dealt with confined rights-of-way, and provided recommendations for street and sewer repairs.

Overarching Lessons from Case Studies

- Many cities that have retained their historic street materials and related infrastructure have implemented a historic streets maintenance plan and have separate funds available for needed maintenance.
- Successful district rehabilitation projects used a combination of funding sources including (but not limited to) governmental funding, grants, tax credits, private investments, and TIF.
- Flexibility of design in historic districts can be granted by governing entities when focus of project serves a communal need, i.e. complete streets, ADA accessibility, sustainability, etc.
- Creative design options are necessary to make streets/district ADA compliant (sidewalk areas adjacent to historic infrastructure, accessibility in industrial districts with active loading areas, exterior elevators on loading docks, building orientation access, ADA compliant pavers, narrow public ROW, PED strips, loading dock ramps, etc.).
- “Best Practices” for the removal, repair and replacement of historic pavements. Also an understanding of general maintenance

practices and policies for street repair and utility work.

- Downtown Improvement Districts can be instrumental in executing projects such as historic street restoration.
- Expect most projects to be multi-year and multi-phased.
- Natural ecology as a storm water management tool can function in an historic district.

Heritage Street Concept Plans

A street-by-street detailed analysis for each specific Heritage Street was prepared that provides design recommendations based on the existing site conditions, planning policies, guidelines, primary project goals and objectives, historic context and precedent studies.

For each specific Heritage Street, a detailed analysis graphically depicts the existing conditions of the streets, sidewalks, loading docks and public ROW areas. Each street-by-street analysis graphic identifies the following:

- Existing Right of Way (ROW) dimensions
- Current Street Width
- Historic pavement conditions (pavement quantities, visual appearance of pavements, identification of drainage problems, and street crown conditions)
- Current Street Average Daily Traffic Counts (ADT's)
- Current on street parking
- Sidewalk conditions
- Accessibility issues and concerns

Based on the analysis of each street, a series of general recommendations for all of the Heritage Streets has been created with more street-specific recommendations also defined. The



following is a list of the primary recommendations for improvement of all Heritage Streets:

Primary Heritage Street Recommendations

- Narrow all streets where possible throughout the district in compliance with MSA standards and Access Minneapolis.
- Consider providing street trees on all non - Freight streets. Integrate stormwater management into tree planting areas. Location of future tree plantings associated with Heritage Street projects will be considered on a case by case basis by the HPC.
- Provide accessible walks on both sides of all heritage streets. Sidewalks will be a minimum of 5'-6" but most will be at least 6'-0" wide.
 - Walks will utilize a standard City curb design (B6-24). This recommendation will serve to protect integrity of historic loading docks throughout the district.

- Sidewalks around loading docks should be designed to meet City standards which is 8'-0" sidewalks. This provides sufficient space to place signs and light poles behind the back of curb. Each construction project should verify the opportunity to widen sidewalks to meet this standard. Away from loading docks, a minimum 12' sidewalk and planting/ furnishing zone between the face of curb and property line is recommended.

- Do not allow any alterations to historic loading docks.
- Maintain a majority of on-street parking throughout the district except along 7th Avenue N.
- Remove, clean and re-install historic pavements on all heritage streets except for along 5th Avenue N.
 - It is recommended that new bricks not be used for the reconstruction of any Heritage Streets. Do not mix new pavers with any historic bricks when restoring or reconstructing streets
 - A verification of historic brick quantities needs to occur prior to the construction or restoration of any specific Heritage Street. If an insufficient quantity of bricks is available for a reconstruction or restoration project than City needs to verify if any other sources of bricks exist to augment the paver quantities.
- Recommendation for 3rd Street N. is the removal and replacement of historic pavements within the drive lanes with concrete to replace the parking lanes.
- Historic Street pavers will be removed from all intersections except at 6th Avenue N. and 3rd Street N.
- Provide concrete crosswalks and ADA compliant pedestrian ramps.
- Add pedestrian scaled lighting and other streetscape elements to improve neighborhood livability.



Additional Project Recommendations

In addition to the primary recommendations identified for each specific Heritage Street, a secondary list of recommendations has been created and should be considered on a case-by-case basis when there is an opportunity to preserve, rehabilitate or reconstruct a specific Heritage Street.

The following is a list of the secondary project recommendations.

Street Trees

- The Heritage Street Plan recommends adding street trees on all streets within the project area that are not defined as Freight Streets. The primary streets we would define for street trees are along 3rd Street, and portions of 6th and 7th Avenues.
- Future Heritage street rehabilitation or reconstruction projects should consider the location of street trees on a project by project basis with final review and approval by the HPC.
- Street trees should be planted in groups of three to five trees that are clustered together along the street edge. Approximate interval of the tree plantings within the clusters shall be 18'-0" on-center.
- Street trees should be planted to maintain visual access to the front of historically significant buildings along the street. It is recommended that street trees should be located between building bays or centered between buildings. Final street tree locations should be approved by the HPC.
- Street trees should be more columnar in form to prevent large arching branching structure that would grow over the street and block the significant view corridor to Downtown. Street trees should be coordinated with City of Minneapolis Park and Recreation Board Forester.

- The proposed street tree plantings should integrate stormwater management. The street trees should be planted in accordance with the recommended street tree planting detail found in Chapter V.
- Coordinate street tree plantings with Public Works staff and Minneapolis Park Board and the Heritage Preservation Commission.

Interpretation of Historic Spur Rail Lines

- Recommendations are to discuss and analyze in greater detail the opportunity and process to interpret the historic rail spur corridors that exist within the alley rights-of-ways within the project area.
- Interpret the entire rail corridors rather than just portions of the rail corridors (say at a street crossing).
- Reinstall actual metal rail sections rather than trying to interpret the rails with a different material (concrete, bricks, etc.).

Stormwater Management

- Meet the requirements identified by the City of Minneapolis and the Mississippi Watershed Management Organization (MWMO).
- As projects are identified we should look for all available opportunities to improve and incorporate stormwater management into the project area.
- Utilize trees as stormwater infrastructure.
- Planted boulevards are not recommended in accordance with the Warehouse District Design Guidelines.

Implementation Strategies

The Implementation Recommendations and Strategies section of the document identifies best practices and recommendations for the preservation, restoration and maintenance of the historic paved streets and loading dock areas within the project area. This section also provides the capital project costs and maintenance related costs based on the study recommendations. Finally, this section also outlines the prioritization for the preservation of specific Heritage Streets, a phasing plan based on the prioritization criteria and potential funding sources for implementing the design recommendations.

Recommendations for Heritage Street Preservation and Restoration

This section of the document identifies best practices and recommendations for the restoration, reconstruction and maintenance of the historic paved streets within the Warehouse District Heritage Street project area.

The recommendations provided in this section of the document include:

- Street Reconstruction and Restoration
- New Heritage Street Pavement Design Section including the removal, cleaning and costs
- Salvage and storage of historic pavements
- Paver maintenance including how to deal with utility cuts and snow removal

Potential Funding Sources

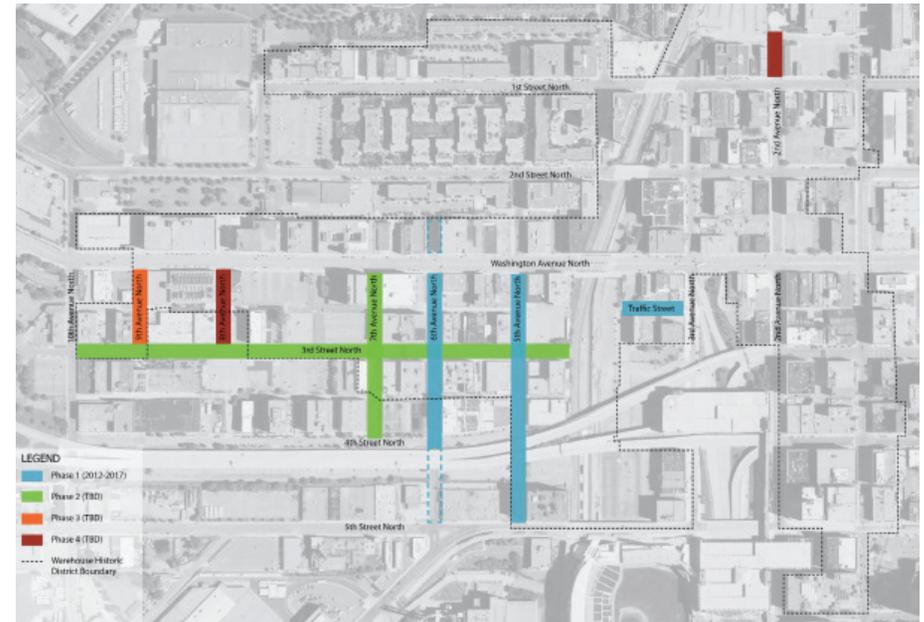
Based on information available in 2011, this section is intended to provide a preliminary assessment of State and Federal funding options that the City could consider for the recommended improvements for the Warehouse District Heritage Street project.



Because there are many factors that could initiate the rehabilitation and/or reconstruction of a Heritage Street, this list is to serve as a starting point to begin to evaluate potential funding sources as a specific project is programmed for implementation. It should be noted, that in most cases, grant and loan financing provided by State and federal government must be made by the City of Minneapolis requiring coordination between City departments. Additionally, many funders require a City match and programming in the City's Capital Improvement Projects (CIP).

The overall recommended funding sources for future Heritage Street reconstruction projects are listed below:

- Minnesota Historical and Cultural Grants Program (Legacy Grants)
- Special Assessments
- Metropolitan Council Livable Communities Demonstration Account (LCDA) Development Grants
- Minnesota Department of Transportation (MNDOT) STP, Transportation Enhancement Program
- Minnesota Department of Transportation (MNDOT) – Municipal State Aid (MSA)
- Stormwater Funding: Mississippi Watershed Management Organization (MWWO) and other Clean Water Funding



Project Phasing Map