

Report

Midtown Greenway Land Use Development Plan

Draft for Public Review

The City of Minneapolis
Community Planning and Economic Development
Department

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Prepared by:

Short Elliott Hendrickson Inc.
Cunningham Group
Quam Sunnicht & Associates
Maxfield Research

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Acknowledgements

Steering Committee

Larry Blackstad	Hennepin County
Ralph Bruins	Urban Ventures
John DeWitt	Midtown Greenway Coalition
Eric Eloff	Abbott Northwestern Hospital
Meg Forney	West Calhoun Neighborhood
Steve Gove	Cedar-Isles-Dean Neighborhood Association
Tiffany Green	Ward 6 Policy Aide
Hannah Lieder	East Phillips Improvement Coalition
Jeff Lillemoe	Rep. Of Hennepin County Commissioner
Liz McLemore	Rep. Of Ward 6 Council Member Robert Lilligren
Michael Nelson	Lowry Hill East Neighborhood Association
Don Pflaum	City of Minneapolis Public Works
Kerry Rauschendorfer	Phillips West Neighborhood Organization
Jennifer Ringold	Minneapolis Park and Recreation Board
Jeff Rosenberg	East Isles Residents Association
Hussein Samatar	Rep. Of Ward 9 Council Member Gary Schiff
Tim Springer	Rep. Of former Ward 6 Council Member Dean Zimmerman
Blair Tremere	Metropolitan Council

City of Minneapolis

R. T. Rybak	Mayor
Robert Lilligren	Ward 6 Council Member
Dean Zimmerman	Ward 6 Council Member (2005)
Gary Schiff	Ward 9 Council Member
Ralph Remington	Ward 10 Council Member
Dan Niziolek	Ward 10 Council Member (2005)
Betsy Hodges	Ward 13 Council Member
Barrett Lane	Ward 13 Council Member (2005)

Consultant Team

Short Elliott Hendrickson Inc. – Planning/Transportation
Cunningham Group – Urban Design
Quam Sumnicht Associates – Implementation/Finance
Maxfield Research – Market Analysis



Midtown Greenway at Lyndale Avenue (Soo Line Gardens at right)



The Greenway is used for commuting, traveling, recreation and other purposes.

Introduction

Project Background

The Midtown Greenway consists of the former railway corridor running along 29th Street across central Minneapolis from Lake Calhoun in the west to the Mississippi River to the east. The intent for the railroad bed, currently owned by the Hennepin County Regional Transit Authority, is to combine rail transit service with bike and pedestrian trails. The first phase of paved trails opened in 2001, the second phase in November 2004. The final phase from Hiawatha Avenue to the river has a planned opening of 2006.

Land uses are changing dramatically along the Greenway spurred by the new Greenway amenity and by the construction of new projects such as Urban Village in Uptown (north of the Greenway between Aldrich and Colfax Avenues) and the Midtown Exchange near Chicago Avenue and Lake Street. Development pressure is also responding to the prospect of future rail transit along the Midtown Greenway corridor. A plan is needed to create a comprehensive vision and implementation strategy to guide development and public improvements along the entire length of the Midtown Greenway corridor.

Project Goal and Objective

The primary purpose of the plan is to provide clear policy direction for land use and development along the Midtown Greenway. The Midtown Greenway Land Use and Development Plan evaluates the long-term viability of existing land uses along the corridor. Future land uses are proposed along the Midtown Greenway as are development guidelines and concepts for selected case study sites that represent a range of development opportunities throughout the project area. These concepts take into consideration the development of Lake Street, current land use patterns, existing transit service and the anticipated rail transit under consideration for the area. Possible approaches to key implementation issues, such as open space ownership and management strategies, are explored and outlined in this report.

Following successful completion and public review of the Midtown Greenway Land Use and Development Plan, it is being presented to the Minneapolis Planning Commission and City Council for approval as official policy direction within the study area. The Plan is to be used by city planners, Planning Commissioners, policymakers, developers, neighborhoods and other stakeholders to guide future land uses and development along the Midtown Greenway.

Planning Process

A planning process that included extensive input from the community through a process of stakeholder and public engagement guided the Midtown Greenway Land Use and Development Plan. This process was directed by City staff and a Steering Committee, and was structured around an iterative methodology where planning and design solutions reflect shared community values. This process enabled the consultant team and City staff

to gather a wealth of information and insight that was incorporated into the Midtown Greenway Land Use and Development Plan.

Project Steering Committee

The City formed a project Steering Committee before preparing the Midtown Greenway Land Use and Development Plan to provide process guidance and assist with community outreach. In addition to Minneapolis CPED staff and members of the consultant team, members of the Steering Committee represented organizations such as Hennepin County, advocacy organizations, neighborhood groups, City Council staff and the Metropolitan Council.

The consultant team met with the Steering Committee six times throughout the planning process to update them on the study progress and to identify issues for Steering Committee resolution. Please refer to *Appendix A* for summaries of each meeting.

Community Outreach and Engagement

In addition to Steering Committee meetings, seven well-attended public meetings and one developer round table discussion were held. These public meetings were publicized on the City's project website, through flyer handouts, in local newspapers, through neighborhood and business organizations and on community radio stations. Attempts were made to see that all members of the community were represented and invited to these public meetings, including neighborhood organizations, residents (homeowners and renters), business organizations, business owners/managers, advocacy groups and property owners. The following are brief summaries of the purpose and content of each public meeting; more detailed meeting summaries are included in *Appendix B* of this document.

Community Meeting #1

The first community meeting and open house was held in July of 2005 at Intermedia Arts near 28th Avenue and Lyndale Avenue South. At this meeting, the consultant team and City staff presented the project team, stakeholders, purpose, process and final product examples. The second half of the meeting was held in an open-house format where participants were invited to ask questions regarding the purpose of the project, existing land use, zoning, development and market conditions in the Greenway. Meeting facilitators solicited input on the Greenway-Friendly Development Principles for the project (see Chapter IV. Vision and Principles of Development), and asked participants to identify on aerial photographs Greenway area assets and opportunities – potential areas of change. In addition, facilitators obtained feedback through a short survey completed by meeting participants.

Community Meetings #2 and #3

The second and third community meetings were held in August of 2005 at Salem Lutheran Church and the Midtown YWCA, respectively. These meetings were held on successive evenings to obtain input and feedback from the western and eastern halves of the Greenway project area. At both of



Seven public meetings were held throughout the process and project area to maximize public input

these meetings, attendees were given a presentation on the first open house, City policy and housing density in the Greenway area and the basics of the development market. Preliminary opportunity sites along the corridor were also presented (see Chapter V. Case Study Sites and Appendix F for a description of these sites). Staff, consultants and Steering Committee members facilitated small group discussions to obtain feedback on the Development Principles and Opportunity Sites for the project.

Community Meetings #4 and #5

The fourth and fifth community meetings were held in October of 2005, also at Salem Lutheran Church and the Midtown YWCA, to obtain input and feedback from the western and eastern halves of the Greenway project area. At these meetings, the consultant team gave a presentation that reviewed the inventory and analysis of the corridor and gave an overview of the four Case Study sites chosen to represent redevelopment opportunities in the Greenway (see Chapter V for a discussion of the roles and characteristics of these sites). Again, small group discussions helped obtain input from participants on the development concepts for each Case Study site and solicited new ideas for redevelopment.

Community Meeting #6

The sixth community meeting was held in November of 2005 at the Midtown YWCA. Members of the consultant team reviewed development trends in the corridor as well as street and block patterns, types and conditions. Additionally, greenspace implementation strategies, including preliminary ownership and management suggestions, and preliminary development guidelines, were presented to participants. Afterwards, participants broke down into small groups of eight to 10 to discuss greenspace strategies and development guidelines, and to provide feedback and suggestions.



The final public meeting was conducted both as a presentation and an open house

Community Meeting #7

The seventh and final community meeting and open house was held in February of 2006 at Intermedia Arts. At this meeting, the consultant team and City staff presented an update on the project's background and processes. The draft future land use plan was presented, as were the updated development guidelines, public realm features and open space management strategies. To obtain meaningful and reproducible input into these important plan elements, participants were invited to ask questions regarding the future land use, development and the public realm, and were asked to record their comments on comment sheets and notes on graphic boards. Additional information was obtained through a short survey that meeting participants completed.

II. Summary of Research

The following section summarizes project research related to The Minneapolis Plan, previous planning studies and demographic/ market findings. This background research was essential to gaining an understanding of the planning history and current development trends in the Greenway.

Relationship to The Minneapolis Plan *Related City Policies and Implementation*

The Minneapolis Plan – the comprehensive plan for the City of Minneapolis – was adopted by the Mayor and City Council in March of 2000. The Midtown Greenway Land Use and Development Plan is not only created within the framework and guidance of The Minneapolis Plan, but also strives to examine how the Midtown Greenway fits into the following overall vision for the City’s future:

“Minneapolis is a city that people choose to call home. It offers its residents a progressive tradition of good government, civic participation and a vibrant economy for business and industry. In Minneapolis, residents cherish their children, value education, embrace their diversity, respect their neighbors and protect their environment. Their promise to future generations is an even greater, more beautiful city than the one they inherited.”

The Minneapolis Plan outlines a set of overarching goals that work toward this vision; of these goals, the following are of particular interest to the Midtown Greenway Land Use and Development Plan:

- Minneapolis will increase its share of economic prosperity in the region by providing adequate land and infrastructure while emphasizing both business retention and expansion. Reinvestment in Minneapolis will be focused in designated growth centers and along major corridors.
- Minneapolis will increase its supply of housing, particularly in those areas of the City that are well served by transit and other amenities. A variety of housing types that accommodate a mix of incomes are encouraged throughout the City. Minneapolis will encourage medium- and high-density housing in appropriate locations within the City. New housing development should be compatible with its environment and provide gathering spaces for residents and the broader community.
- Minneapolis has a policy of “Transit First.” A system of public and private sidewalks, coupled with investment in transit alternatives, will provide better choices for the range of transportation needs. Minneapolis will support preserving and expanding the existing open space network, including greenways.
- New buildings should have an appropriate form and density compatible with the surrounding area while exhibiting a human-scale in relation to pedestrian activity on the sidewalk. Minneapolis will work with private

and other public-sector partners to invest in new development that is attractive, functional and adds value to the physical environment.

In addition to these goals, The Minneapolis Plan also provides a set of policy statements that address individual chapters or themes and that work toward achieving citywide goals. Several of these policies apply to the Midtown Greenway Land Use and Development Plan; they are organized by chapter and listed here.

Chapter 1 – Community Building

- Minneapolis will promote opportunities and activities that allow neighbors and residents to get to know each other better.
 - Support commercial activities that provide neighborhood-scale gathering places such as bookstores, art galleries, coffee shops and ice cream shops.
- Minneapolis will encourage both private and public development that provides gathering spaces in city neighborhoods.
 - Develop new facilities that act as gathering spaces in parks and on other publicly owned land.
 - Investigate needs for additional public land to create gathering places.
 - Encourage private developers to include gathering spaces in new developments.

Chapter 2 – The Market and the City

- Minneapolis will increase its share of economic prosperity in the region.
 - Create a growth center concept approach to economic development, housing investment, transit service planning and investment in amenities to focus major investments in the City.
 - Facilitate investments in land preparation through pollution clean-up and land-assembly activities.
- Minneapolis will support the existing economic base by providing adequate land and infrastructure to make City sites attractive to businesses willing to invest in high job density, low-impact, light industrial activity.
 - Identify appropriate areas for retaining and expanding existing industry and develop new industry in specific industrial and business park opportunity areas.
 - Promote light industrial uses as the preferred use of industrial land, but discourage warehouse or distribution uses in areas where truck traffic will negatively impact residential neighborhoods.
- Minneapolis will continue to provide high-quality physical infrastructure to serve the needs of business.
 - Develop and maintain the City’s infrastructure to help ensure the long-term success and competitiveness of Minneapolis in regional, national and global markets.

- Minneapolis will develop the existing economic base by emphasizing business retention and expansion.

Chapter 3 – Marketplaces: Growth Centers

- Minneapolis will designate and develop selected Growth Centers that will be well served by transit and alternative transportation, have superior amenities, accommodate a range of housing needs and offer attractive employment opportunities.
 - Designate downtown Minneapolis, the University of Minnesota area and the Honeywell/hospitals area as “existing growth centers” with adoption of this Plan.

Chapter 4 – Marketplaces: Neighborhoods

- Minneapolis will encourage reinvestment along major urban corridors as a way of promoting growth in all neighborhoods.
- Minneapolis will coordinate land use and transportation planning on designated Community Corridor streets through attention to the mix and intensity of land uses, the pedestrian character and residential livability of the streets, and the type of transit service provided on these streets.
- Minneapolis will support development in Commercial Corridors where it enhances the street’s character, improves its ability to accommodate automobile traffic and foster pedestrian movement, and expands the range of goods and services offered.
- Minneapolis will continue to provide a wide range of goods and services for City residents to promote employment opportunities, to encourage the use and adaptive reuse of existing commercial buildings, and to maintain and improve compatibility with surrounding areas.
- Minneapolis will identify and support Activity Centers by preserving the mix and intensity of land uses and enhancing the design features of each area that give it a unique and urban character.
 - Preserve traditional urban form in buildings where it currently exists, and encourage new development to relate to traditional siting and massing, where it is already established.
- Minneapolis will grow by increasing its supply of housing.
 - Support the development of new medium- and high-density housing in appropriate locations throughout the City.
 - Support the development of infill housing on vacant lots. Use partnerships and incentives to reduce City subsidy level and duration of vacancy.
 - Develop a close dialog with community participants about appropriate locations and design standards for new housing.
- Minneapolis will improve the availability of housing options for its residents.
- Minneapolis will promote housing development that supports a variety of housing types at designated Major Housing Sites throughout the City.

- Concentrate new housing development in close proximity to amenities or in locations where value will be sustained over time.
- Promote the development of new housing that is compatible with existing development in the area as well as to existing historic or older housing stock where appropriate.
- Minneapolis will encourage both density and mix of land uses in the Transit Station Areas (TSAs) that both support ridership for transit and that benefit from it users.
 - Explore and pursue opportunities to integrate development with transit stations.
 - Concentrate highest densities and mixed-use development nearest the transit station and/or along Commercial Corridors, Community Corridors and/or streets served by local bus transit.
 - See that new development density is well integrated with existing neighborhood character through transitions in scale and attention to design.

Chapter 6 – Leisure and Culture

- Minneapolis will develop and support a system of urban parks and ‘greenway’ connections throughout the City.
 - Preserve former transportation corridors that are intact or largely intact, and use them to connect neighborhoods to each other and to major amenities.

Chapter 8 – Movement

- Minneapolis will maintain and enhance the elements of a responsive transportation system by balancing the interests of economic development and neighborhood livability.
 - Maintain the continuity of the dense grid of City streets to prevent substantial traffic increases on a small number of residential streets.
 - Continue to maintain roadways and bridges in the City’s street system.
- Minneapolis will continue to build, maintain and require a pedestrian system that recognizes the importance of a network of private and public sidewalks that achieve the highest standard of connectivity and amenity.
 - Require the most generous sidewalk width possible for public sidewalks located in high pedestrian-volume areas, such as existing growth centers, neighborhood commercial areas, transit corridors and mixed use areas.
 - Promote the development of design standards that produce high-quality sidewalks for public- and private-sector development, with supporting street furniture (including street trees), ample widths for pedestrian traffic and transit loading, and the use of materials that require acceptable levels of maintenance.
 - Encourage new development to situate front doors so that they open onto the public sidewalk.

- Minneapolis will strengthen the transportation system in favor of transit alternatives to make transit a better choice for a range of transportation needs.
 - Work with the Metropolitan Council to develop projects (for consideration for funding from the Metropolitan Livable Communities demonstration account) that demonstrate how transit can be interrelated with housing and commercial redevelopment opportunities.
- Minneapolis will follow a policy of “Transit First” in order to build a transportation system more balanced than the current one.
 - Build partnerships with state and metropolitan agencies and other local government units to advance transit strategies and programs of mutual benefit.
 - Focus transit services and development growth along transit corridors.
 - Give public transit priority in development planning and on the Minneapolis street system.
- Minneapolis will direct its share of regional growth to areas well served by transit, to existing and potential growth centers, and along transit corridors.
- Minneapolis will continue to aggressively pursue transit improvements in corridors that serve major transit origins and destinations, with the eventual goal of a regional rail system that includes Light Rail Transit (LRT) and commuter rail.
 - Continue to pursue a regional network of improved transit, linking LRT service and existing bus service.
- Minneapolis will continue to enhance opportunities for cyclist movement.
 - Make it safer, easier and more convenient to cycle in the City by expanding and maintaining lanes, paths, trails and parking facilities for cyclists.
 - Continue to plan for and develop a coordinated system of commuter and recreational bikeways that use collectors, local streets and greenways.

Chapter 9 – City Form

- Minneapolis will support preserving and expanding the existing open space network, including greenways.
 - Support the Park Board’s “no net loss” of parkland policy.
 - Encourage new development projects to incorporate open spaces and green spaces through land use regulations and other regulatory tools.
 - Promote the development of financing, maintenance and community involvement tools that encourage the greening and improvement of transportation corridors and public spaces.
- Minneapolis will support the development of residential dwellings of appropriate form and density.

- Expand the understanding of the role that urban density plays in improving business markets, increasing the feasibility of urban transit systems and encouraging the development of pedestrian-oriented services and open spaces.
- Advance the understanding of urban housing and urban retailing among all members of the design and development community.
- Minneapolis will work with private and other public-sector partners to invest in new development that is attractive, functional and adds value to the physical environment.
 - Facilitate the location of new economic activity (office, research and development, and related light manufacturing) that takes advantage of environmental amenities and co-exists with neighbors in mixed-use environments.
 - Promote the use of progressive design guidelines and street-oriented building alignments to maximize compatibility with surrounding neighborhoods.
 - Curb the inefficient use of land by regulating maximum and minimum height, setbacks, build-to lines and parking through master planning methods and zoning code regulations.
 - Require site designs that maximize the potential for public transit and alternative transportation use in commercial, research and development, and light industrial developments.
- Minneapolis will work with institutional partners to see that the scale and form of new development or expansion will occur in a manner most compatible with the surrounding area.
 - Develop building forms on the edges of institutional property that are most reflective of neighboring properties.
- Minneapolis will maintain and strengthen the character of the City's various residential areas.
 - Infill development standards must reflect the setbacks, orientation, pattern, materials, height and scale of surrounding one and two family dwellings.
- Minneapolis will promote design solutions for automobile parking facilities that reflect principles of traditional urban form.
 - Require landscaping of parking lots.
 - Establish reduced minimum and new maximum parking standards to discourage excessive reliance on automobiles
 - Locate parking lots behind buildings or in the interior of a block to reduce the visual impact of the automobile in mixed-use areas.
- Minneapolis will restore and maintain the traditional street grid.
 - Maintain the street grid as the preferred option while evaluating new development of potential street changes

- Minneapolis will protect residential areas from the negative impact of non-residential uses by providing appropriate transitions between different land uses.
- Minneapolis will encourage new development to use human-scale design features and incorporate sunlight, privacy and view elements into building and site designs.
- Minneapolis will establish land use regulations to achieve the highest possible development standards, enhance the environment, promote flexibility in approaches and otherwise carry out the comprehensive plan.
- Minneapolis will preserve and enhance the quality of living in residential neighborhoods, regulate structures and uses that may affect the character or desirability of residential areas, encourage a variety of dwelling types and locations and a range of population densities, and help ensure amenities, including light, fresh air, privacy and open space.
- Minneapolis will promote increased housing production in designated areas of the City to accommodate population growth.
 - Use both infill development and new development opportunities to increase housing in the City.
 - See that new development projects incorporate a mix of housing types and affordability levels to reach a range of housing submarkets.
- Minneapolis will establish industrial districts to provide locations for industrial land uses, while seeing that new industrial development is compatible with its surroundings.
 - Develop regulations for the industrial districts that promote compatible industrial development and the efficient use of land.
- Minneapolis will prioritize growth in light industrial land uses to increase the tax base and create jobs for City residents.

Major Study Areas and Corridors

Due to the Midtown Greenway’s location running east-west across the heart of the City, it serves both as a connector of places and systems as well as a public realm and transportation feature. The Minneapolis Plan identifies a series of Major Study Areas, Housing Sites, Activity Centers, Growth Centers, Corridors and Connectors/Open Spaces, and the Greenway plays a prominent role in each. Please refer to the above policy statements for implementation steps regarding each of these designated features.

The Midtown Greenway is listed as a Major Study Area in the Minneapolis Plan, and intersects other Major Study Areas as well. The Greenway traverses through two Activity Centers: Uptown (Hennepin Avenue and West Lake Street) and Lyn-Lake (Lyndale Avenue South and West Lake Street). According to The Minneapolis Plan, Activity Centers generally have diverse uses that draw traffic from citywide and regional destinations, but do not generally support automobile uses. They are defined by medium- and high-density residential and mixed uses with a traditional urban form with a significant pedestrian and transit orientation. Both Uptown and Lyn-Lake

exhibit these elements, in addition to possessing a unique urban character that distinguishes them from other commercial areas.

The Greenway also plays an important role for housing growth in the City. The Minneapolis Plan designates several Major Housing Sites within the corridor area. The Midtown Greenway itself is considered a Major Housing Site, as is Urban Village, the Wells Fargo/Hospital Area and the Hiawatha/Minnehaha Corridor. These areas are characterized as possessing available land and being appropriate locations for redevelopment with higher density housing types.

In addition to housing, transit is an important component of The Minneapolis Plan. According to the Plan, transit station areas are important land use features that “represent unique opportunities and challenges that require special policy consideration.” One such area is designated at the intersection of the Midtown Greenway and the Hiawatha LRT corridor, at the Lake Street/Midtown station. This LRT station is located at the eastern end of the project area. Within this Transit Station Area (a half-mile radius around the station), tools must be identified that maximize the potential community development benefits of transit while also strengthening and protecting the surrounding neighborhoods.

The Minneapolis Plan also highlights other modes of transportation and related urban form. The Midtown Greenway not only is designated as a “potential greenway” by the Plan, it is also located a half block north of Lake Street, which is designated as a Commercial Corridor. According to The Minneapolis Plan, Commercial Corridors are characterized as streets that have high traffic volumes, a mix of uses (with commercial dominating), vertical mixed use and buildings fronting onto the commercial corridors with a traditional urban form. Other intersecting streets designated as Commercial Corridors include Hennepin, Lyndale and Nicollet Avenues north of Lake Street.

South of Lake Street, Hennepin, Lyndale and Nicollet avenues are designated as Community Corridors. These are corridors that usually connect more than two neighborhoods, exhibit land use patterns that are primarily residential with commercial uses clustered at intersections (nodes), have medium to high traffic volumes, are non-supportive of automobile-oriented shopping centers, and have small-scale retail uses that are traditional in form and that serve the immediate neighborhood. Other Community Corridors that intersect with the Greenway are Chicago, Bloomington and Cedar avenues.

Previous Planning Studies

Numerous planning and transportation studies have addressed and are addressing the Midtown Greenway and its study area. These studies have been conducted by the City, County, neighborhoods, business communities and other groups, and provide a foundation of goals and objectives to be carried into the Midtown Greenway Land Use and Development Plan.

While this Plan recognizes the value of these previous efforts, it is not the purpose to duplicate these efforts but to build upon them to help the City and neighborhoods guide the future of development in the corridor. The following studies/reports were reviewed and summarized for the Midtown Greenway Land Use and Development Plan. Please refer to *Appendix C* for these summaries.

- Midtown Minneapolis Land Use and Development Plan (2006)
- Southwest and Midtown Corridor Inventory of Studies (2004)
- Seward Longfellow Greenway Area: Land Use and Predevelopment Study (2004)
- Corcoran Midtown Revival – 2002
- Phillips/Central/Powderhorn Park Small Area Plan – 1997
- Whittier South Land Use Report and Redevelopment Plan – 1992
- Lake Street/Midtown Greenway Corridor Framework Plan – 1999
- Public Art Master Plan: Midtown Greenway Corridor – 2001
- Mitigation & Enhancements: I-35W Access Project – 2002
- Proposed Midtown Greenway Zoning Overlay District

Summary of Demographics and Market Findings

The following is a summary of the demographic trends and market findings for the Midtown Greenway project area. Please refer to *Appendix D* for a more detailed demographic and market analysis that includes the data used for the following summary.

For planning, demographic and market analysis purposes, the Midtown Greenway analysis area was split into three subareas. The first consists of areas west of Hennepin Avenue, the second between Hennepin Avenue and Chicago Avenue and the third between Chicago Avenue and Hiawatha Avenue. Dividing the Midtown Greenway into three subareas was based on both the demographic and physical characteristics of the Greenway. Census tracts that fall within or that cross study area boundaries were included in the demographic analysis.

Western Subarea Demographic Trends

The demographic analysis identified a slightly older household base in the area immediately west of Hennepin Avenue, and a higher proportion of owner-occupied households. There are a considerable number of mid-age householders living in the area who are renting their housing. Additional for-sale housing development in this area is expected to boost the proportion of owner-occupied households, but up to now there has been little new product in the neighborhood to attract these older householders, many of who would prefer to own their housing.

New projects are being proposed near Lake Calhoun that will attract this group. In addition, most of the small in-fill projects have been priced beyond a level where they would attract young and mid-age households to purchase. Young people are attracted to this area because of its high amenity and entertainment value. Most new construction housing units in the area are priced beyond the reach of many young households. Conversion condominiums have already attracted a significant number of young people to buy. Most of this product has already been absorbed. New units priced under \$300,000 would attract a higher proportion of young households to purchase in the area.

Housing Market Conditions

Demand for popular Calhoun locations continues, and buyers are responding to the availability of new construction and conversions. Loop Calhoun, on the former Waco Variant site, is a moderately priced condominium building that will not offer its residents views of Lake Calhoun. This has made the property more affordable and as such, absorption has been strong. Absorption of units at Loop Calhoun has averaged 20 units per month, relatively high in this market. Despite a lack of views, buyers have responded to the lower price points and the convenience of this location to a variety of amenities, recreational, entertainment and shopping. Loop Calhoun, 2626 West Lake Street and the pending Village Green rental development all back up to the Midtown Greenway. Embracing the Greenway on the northern boundary of these properties has enhanced absorption.

Central Subarea

Demographic Trends

The demographic analysis identified a young household base in the central subarea of the Greenway, with a median age of only 27.3 years. A more moderately priced housing stock has attracted a significant number of young people, both renters and owners, to the mid-section of the Greenway.

Redevelopment at the Midtown Exchange and other proposed projects are expected to impact the area's demographic profile. This area is expected to continue to attract a variety of immigrant households and sustain a sizeable base of white and black households. New housing developments in this subarea of the Greenway and in the immediate vicinity are primarily attracting younger households looking for moderate pricing and an eclectic neighborhood.

Redevelopment is pushing to the east along the Greenway, which is considered to be a catalyst for new development. The redevelopment of Lake Street and the Midtown Greenway from Nicollet Avenue to the Midtown Exchange was recently assessed through a planning analysis that considered primarily residential reuses along the Greenway and focusing on commercial retail uses on Lake Street. Industrial and commercial office uses are considered to be the most challenging due to limited sites, high land prices and difficult access.

Market Conditions

Most of the new residential development has been focused in the Lyn-Lake area near the intersection of Lake Street and Lyndale Avenue. New restaurants and other service and retail businesses have renovated spaces in the area and are drawing locally and regionally. The Jungle Theater's new venue serves as a landmark for this intersection. At the opposite end of the Central subarea is the Midtown Exchange, a significant mixed-use project that will combine residential, hospitality, office and other commercial retail within its compound when complete. The renaissance of the Lyn-Lake and Midtown Exchange areas serves as bookends to further redevelopment along the Central subarea of the Greenway.

Although there has been limited interest on the part of private developers for sites in the Central subarea, key nodes such as Lyndale-Lake, Nicollet-Lake, and Chicago-Lake are expanding their impacts to the surrounding area. We continue to see strong interest primarily from prospective residents about locating near the Greenway and the amenity value of the Greenway in relation to housing. We believe that as more developments are proposed near the Greenway, this impact will continue to increase.

Conversions are interspersed throughout the Wedge neighborhood near the core of the Central district. Most of the buildings are small with a heavy proportion of one-bedroom units having been converted to condominiums. Most of these properties have had units sell well to first-time buyers who want to live near Uptown's core at Lake and Hennepin. Most of the buildings that could be likely to convert in the future are those located in or very near the Wedge district between Lyndale and Hennepin avenues or those along the Greenway. If the housing market remains strong and redevelopment along the Greenway continues, there may be other conversion opportunities in the future. Appropriate conversions could help to stabilize some of the neighborhoods in the east of this area that currently have very high proportions of rental housing relative to owner-occupied housing. Initially though, conversions may be somewhat difficult to complete if projected price points are too low. A lower price structure could work if the property has been owned for a number of years by the same person with a modest amount of renovation.

Machinery Lofts may convert to a commercial use. This idea is being considered by the developer and by the neighborhood. The building appears appropriate for commercial use with modest reconfigurations. Retail uses are also being considered for the space, but we believe are somewhat unlikely given the location of the building off of primary travel routes, other than the Greenway, which still does not have the level of traffic necessary to support most retail users.

Eastern Subarea

Demographic Trends

The population density of this area is 9,691 persons per square mile, which is 18 percent higher than the western subarea, and 63 percent lower than the relatively dense central subarea. The eastern subarea population density is

also lower than the City as a whole. Additionally, the eastern subarea is more racially diverse than the rest of the study area and the City as a whole. Approximately 47.5 percent of the population is white, approximately 26 percent is Hispanic or Latino and 24.1 percent is black or African American. There are other races located in the area, but the above-listed races are the most prevalent. The median age in this section of the study area is 28 years of age as compared to 34.9 years of age in the western subarea, and 27.3 years of age in the Central subarea. The median age of the entire City is 31.2.

Approximately 59 percent of households in the eastern subarea are family-households, which is higher than the rest of the Greenway study area and the City as a whole. The average household size in the eastern subarea is 3.07, and the average family size is 3.84 persons, which is also higher than the household size of the western and central subareas and the entire City. In the eastern subarea, 48.6 percent of the housing units are owner occupied and 51.4 percent of the units are renter occupied. This owner occupancy rate is the highest in the study area and is slightly lower than the City rate of 51.4 percent.

Housing Market Conditions

There has been little new residential construction in the eastern subarea of the Midtown Greenway. The most recent has been the Sherman Associates development with 34 units of market rate and rental housing between 29th Street and Lake Street on Bloomington Avenue.

New investment in the Phillips neighborhood has occurred primarily in areas within the Central subarea of the Greenway, along Franklin Avenue between Portland Avenue and 11th Avenue South and along Portland Avenue between 26th and 28th Streets, but less in the Eastern subarea of the Greenway, east of Chicago Avenue. New housing is needed, but funding for large-scale redevelopments and the pricing structures necessary to support market demand for housing in the Eastern section of the Greenway is challenging.

Housing values for single-family homes in the area have risen substantially over the past few years. People moving into the area have been attracted by housing that is affordable compared to many other areas of the City. Home values however, remain relatively low.

The area is attracting new immigrant households, many of whom are investing in the neighborhood. Median incomes in the Eastern subarea are similar to those in the Central subarea, but household size is larger as well, indicating there are more people in the household that need to live on the family's income. Household sizes are larger with a greater demand for larger unit sizes. Developing units with more than two bedrooms in an area with moderate income levels also creates additional challenges in being able to produce housing units that are economically and financially feasible.

Summary

Western Subarea

Redevelopment in the western subarea is driven by strong market demand for housing that takes advantage of the amenity value of the Lakes and the entertainment and retail offerings at and near the intersection of Hennepin Avenue and Lake Street. The area has always attracted a predominantly younger group of people that prefer to live in the area because of its hip, trendy environment. With the new developments that are underway, this demographic is shifting toward greater interest from empty-nesters who have higher incomes and are able to afford the premium that is placed on the desirability of the location.

New buildings in this area are taking advantage of the Greenway's proximity and are directly embracing it. We believe that this design element has led, and will lead, to increased absorption of units at these developments.

Locations closer to Hennepin Avenue or fronting on major thoroughfares are also trying to incorporate commercial space on the street level. The size and type of the commercial space contemplated is determined by the property's location at high traffic areas and/or near other commercial concentrations. Retail and entertainment uses are often considered in the western subarea. There has also been a market identified for a modest amount of office space in this subarea.

Central Subarea

Redevelopment in the central subarea is occurring at specific nodes. These nodes at Lyn-Lake, Portland Avenue and Chicago Avenue are areas where market demand and redevelopment efforts have combined to create a critical mass that is attracting more households and commercial development to the area. Although housing is being developed in the Lyn Lake area, the renaissance first occurred with entertainment and retail offerings, followed by interest in additional housing. At Midtown Exchange (Chicago Avenue), a critical mass of redevelopment including housing, retail, office and hospitality are combining to round out the Abbott Northwestern health care campus and to tap into the activity along Lake Street.

There is, however, limited or no redevelopment occurring between Lyn Lake and the Midtown Exchange. The Midtown Minneapolis Land Use and Development Plan, approved in 2005, recommends land use changes at Nicollet and Lake Street in conjunction with the reopening of Nicollet south of the Midtown Greenway. This proposal depends to some degree on redevelopment of the Kmart site, and timing at this point is uncertain. We believe that as the Lyn-Lake area expands, there will be additional interest in parcels near Lyn Lake and adjacent to the Greenway.

The redevelopment potential, however, will depend to some degree on the ability to connect not only to the Greenway but to other activity and amenities along Lake Street. The Lyn-Lake district is successfully expanding its entertainment and retail offerings. We expect that this will

expand both along Lyndale and along Lake Street within a few blocks of the Lyndale and Lake intersection.

The intersection of Nicollet Avenue and Lake Street offers strong potential for a large-scale mixed use development as recommended in the Midtown Minneapolis Land Use and Development Plan. Reconnecting Nicollet Avenue to Lake Street would create stronger connections to the Greenway at this location.

Eastern Subarea

The eastern subarea is experiencing the least amount of redevelopment, except for the area immediately adjacent to the Hiawatha-Lake Light Rail Transit station where there has been some interest in developing housing.

The eastern subarea, while the most likely to benefit from housing close to public transit connections, is also the area where the greatest challenges are likely to occur regarding matching housing demand and needs with financial feasibility.

Investment in single-family homes has increased substantially during the recent housing boom. As a result, home values have risen dramatically. Housing values, however, have also risen substantially in other areas of the City. Homes still remain relatively affordable in this area of the City.

There are limited development opportunities evident along the Greenway in the eastern subarea.

There is likely to be some expansion of the redevelopment that is occurring at the Midtown Exchange. We believe that additional expansion may be likely to move to the east. This expansion will also likely require some financial support to achieve strong market acceptance of new products.

Opportunities exist in the eastern subarea to better connect the Greenway to Lake Street and to take advantage of the strong commercial district that exists adjacent to Hiawatha Avenue. To encourage more redevelopment within the eastern subarea, it may be necessary to consider specific projects closer to Hiawatha Avenue and then build over toward the west.

Development Density in the Midtown Greenway ***Current Development Density, Trends and Building Types***

As part of the research process for the Midtown Greenway Land Use and Development Plan, an initial task was to survey, analyze and document existing building and development conditions within the context of the Midtown Greenway. Contained here is a summary of this exercise; please refer to Appendix E for the full report. This exercise included identifying and photographing a variety of building types, documenting their location and context within the block pattern, and assembling parcel data, zoning and total units/density. The analysis included existing and recent development

projects. This information provided a foundation for the proposed building types (see Chapter VIII. Development Guidelines), which were a central component of the form-based approach to development guidelines. Proposed development was also identified and documented for a number of sites along the Greenway.

The analysis identified approximately 10 building types found in the study area. A majority of these were residential uses that make up most of the developed area, from single-family to two-family and multi-family buildings. Though residential development is prevalent throughout the study area, a number of more intense, mixed-use areas are prominent (i.e., Lake Street and Calhoun, Uptown, Lyn-Lake, Chicago and Lake, and Lake Street and Hiawatha).

For multi-family types, established “garden apartments” were commonly found, which are 3.5- story buildings with little or no on-site parking. A good example of this type is the area fronting the south side of Lagoon, just west of the Walker Library. Sited very close together, these buildings represent densities of 80 to 100 dwelling units per acre. While these buildings serve as models for transit-oriented development, these building types do not address current marketplace expectations of on-site parking.

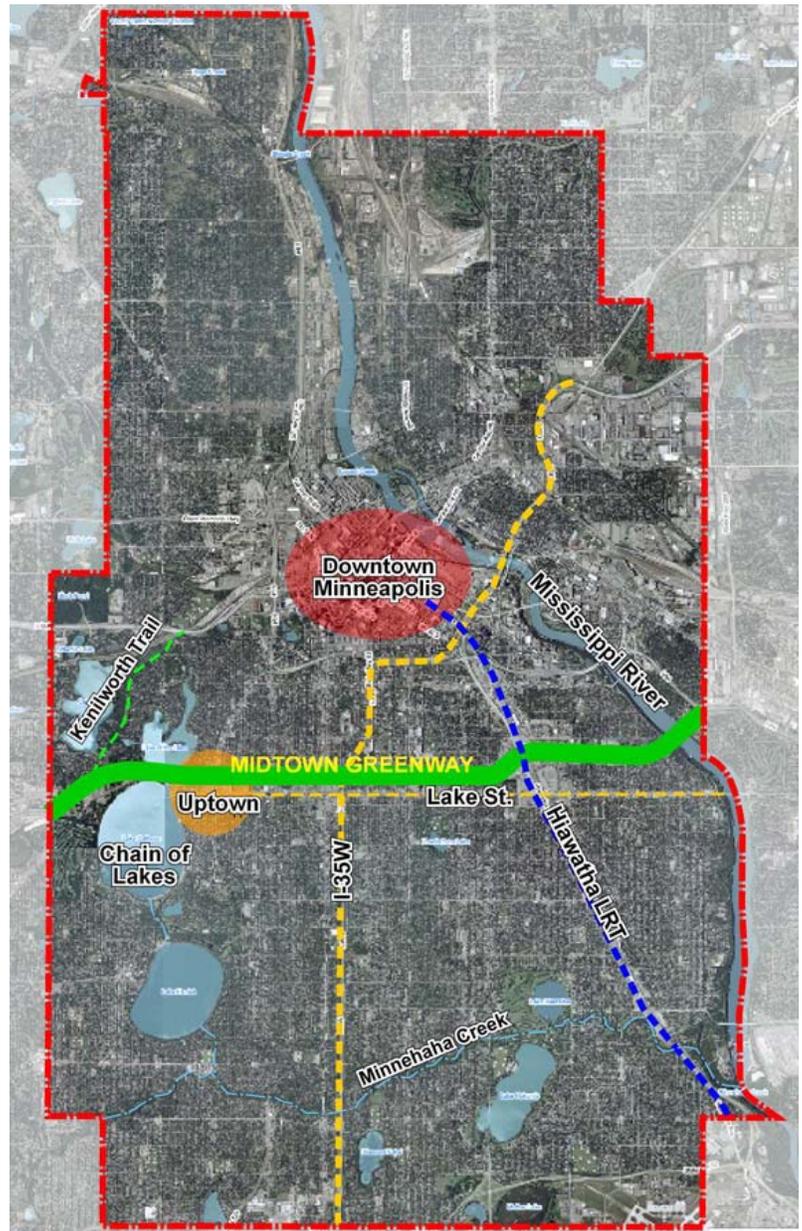
Essentially one building type was found in the survey of recent and proposed development: multi-family rental and for-sale development located in each of the identified Development Districts. These are typically four to six stories and include on-site, underground parking; a few also included a limited amount of commercial/retail space.

III. Site Conditions

Location and Context

Regional

The Midtown Greenway is a major component of the Minneapolis world-renowned parkway and open space system. From a regional perspective, the Greenway serves as a pedestrian and bicycle connection between two regional/national ecological elements: the Chain of Lakes to the west and the Mississippi River and trails to the east. Additionally, fixed-guideway transit in the Greenway has long been proposed as part of the evolving metropolitan area transit system.



Midtown Greenway: regional and neighborhood context

Local/Neighborhood

The Midtown Greenway also brings together several neighborhoods and areas that are important to Minneapolis and its residents. The Greenway passes through 10 city neighborhoods, connecting them to the major recreational/ecological features discussed above as well as commercial and entertainment centers such as Uptown, Lyn/Lake Eat Street, and the Midtown Exchange area. Persons traveling by bicycle, transit or automobile in the Lake Street/Greenway corridor can connect to downtown Minneapolis and other employment centers via the arterial streets that cross the Greenway.

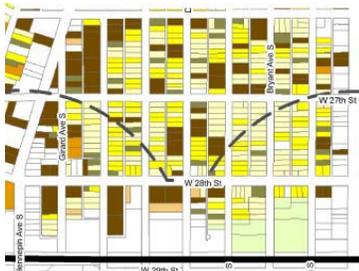
Property Characteristics

Specific property characteristics and trends for the project area were analyzed in this study. These included current land use and zoning as well as property/land value. The analysis area extended a couple of blocks beyond the Midtown Greenway study area in order to gain a more complete understanding of the Greenway context (see Figure 1 at end of chapter for Greenway area zoning and land use).

Current Land Use

Residential

Residential land uses dominate the area of analysis, representing 50 percent of the total land area. With notable exceptions, the majority of residential uses exist outside of the primary study area, between one and three blocks from the Greenway. Housing most directly addresses the Greenway in the far western and eastern parts of the study area, in the West Calhoun, Cedar-Isles-Dean and East Phillips neighborhoods. There are a wide variety of housing types and densities in the analysis area, (see Chapter II. Summary of Research for further information), including single-family homes, duplexes, townhomes, condominiums and apartments. Taller residential buildings are currently concentrated west of the Lakes, while the highest residential densities lie in the Uptown area between the lakes and Hennepin Avenue. Well-established, single-family neighborhoods abound throughout the corridor, especially along the Greenway near the lakes and in the Phillips Community.



Residential land uses represent 50% of the total land area in the project area.



Commercial land uses are concentrated along Commercial and Community Corridors.

Commercial

Commercial land uses make up approximately 46 percent of the land in the analysis area, and are concentrated along Commercial and Community Corridors, including Lake Street and Lagoon, Hennepin, Lyndale, Nicollet and Chicago Avenues. These commercial uses tend to serve the nearby neighborhoods, with the exception of the Uptown and Lyn-Lake areas that draw from a larger area. Many retail establishments are located in older, mixed-use buildings. Additional newer, more intense commercial uses exist in the corridor west of Lake Calhoun, east of I-35W (the Wells Fargo campus) and between Cedar and Hiawatha avenues, north and south of Lake Street.



Industrial land uses comprise about 4% of the project area and tend to be located adjacent to the Greenway trench.

Industrial

There are scattered industrial land uses throughout the corridor with a number of medium to heavier industrial uses located near 28th Street and the Greenway (near Hiawatha). These comprise about 4 percent of the total land area and tend to be located adjacent to the Greenway itself rather than in the outer portions of the analysis area, due to the historical use of the Greenway as a railroad corridor.

Land Use	1990		2000		Change	
	Acres	Percent	Acres	Percent	Acres	Percent
Retail/Office/General Commercial	182.7	23.2%	197.5	25.1%	14.8	8.1%
Institutional	50.2	6.4%	55.2	7.0%	5.0	9.9%
Commercial Total	232.8	29.6%	252.7	32.2%	19.8	8.5%
Industrial	146.6	18.7%	75.2	9.6%	-71.3	-48.7%
Industrial Total	146.6	18.7%	75.2	9.6%	-71.3	-48.7%
Single Family	131.5	16.7%	206.9	26.3%	75.4	57.3%
Multi-Family	210.3	26.8%	148.7	18.9%	-61.6	-29.3%
Vacant/Undeveloped	10.8	1.4%	17.2	2.2%	6.4	59.0%
Residential Total	352.6	44.9%	372.7	47.4%	20.2	5.7%
Park, Recreational, & Preserve	47.1	6.0%	72.0	9.2%	24.9	52.7%
Open Space Total	47.1	6.0%	72.0	9.2%	24.9	52.7%
Major Highway	3.0	0.4%	9.5	1.2%	6.5	216.3%
Water	3.6	0.5%	3.6	0.5%	0.0	0.1%
Other Total	6.6	0.8%	13.1	1.7%	6.5	98.7%
Grand Total	785.7	100.0%	785.7	100.0%	0.0	0.0%

Parks and Open Space

Please refer to the “Public Realm” section of this chapter (below).

Land Use Change

To better understand the land use trends in the project area, land use area was calculated within the analysis area for both 1990 and 2000 using geographic data obtained from the Metropolitan Council. The table on the following page shows land use area in acres for 1990 and 2000, as well as the relative change in land use over that period.

Several important trends are evident in these data. The commercial land area increased over the period by 20 acres or by approximately 8.5 percent. Industrial land decreased by 71 acres to around half its 1990 extent. The residential land area grew by about 20 acres—or on a percentage basis, a rather modest 5.7 percent. Park, recreation and preserve land increased by 25 acres, representing a gain of almost 53 percent over the decade.

The decrease in industrial land from 1990 to 2000 is partly attributed to the conversion of railroad right-of-way to the recreation/trails use of the Midtown Greenway. Approximately 25 acres of industrial land was converted to park, recreation and preserve land. Another 46 acres of industrial land has converted to commercial and residential land. This is most likely due to changes in the industrial market and a stronger market for commercial and residential uses (see Chapter II: Summary of Research).

Zoning

City of Minneapolis Zoning Designations

Property zoning was also reviewed as part of the location and context analysis. This involved aggregating certain similar zoning categories to get a clearer picture of relevant patterns. Similar comparisons were done with the City as a whole as a point of comparison. The following charts summarize this information.

Midtown Greenway Zoning Breakdown

Zoning Category	Acres	Percentage
C1 & C2 Total	129.0	16.4%
C3A & C3S Total	56.0	7.1%
C4 Total	7.3	0.3%
I1 Total	60.3	7.7%
I2 Total	11.2	11.5%
I3 Total	8.6	1.1%
OR1 – OR3 Total	45.5	5.8%
R1 & R1A Total	90.9	11.6%
R2 & R2B Total	175.4	22.3%
R3 & R4 Total	20.8	2.7%
R5 & R6 Total	181.7	23.1%
Grand Total	786.4	100.0%

City of Minneapolis Zoning Breakdown

Zoning Category	Acres	Percentage
C1 & C2 Total	1,227.6	3.3%
C3A & C3S Total	541.8	1.5%
C4 Total	31.3	0.1%
I1 Total	1,926.6	5.2%
I2 Total	3,129.6	8.4%
I3 Total	245.9	0.7%
OR's Total	1305.3	3.5%
R1 & R1A Total	20,111.8	53.9%
R2 & R2B Total	5,282.4	14.2%
R3 & R4 Total	1,143.3	3.1%
R5 & R6 Total	1,752.4	4.7%
Downtown	611.8	1.6%
Grand Total	37,309.8	100.0%

This analysis reveals that there is much more commercial and industrial zoned land in the Greenway area than the City of Minneapolis as a whole. The Greenway area has fewer single-family zoned (R1, R1A, R2, R2B) properties than the City as a whole, and it has more medium- and high-density residentially zoned properties (R3, R4, R5 and R6). This would be expected in that the density in the Greenway area is significantly higher than city's average density.

Land/Property Value

Land value varies widely in the study area depending on parcel size and proximity to the transit network and various commercial, recreational and natural amenities. In general, the average total property value (land + building) per square foot of land is greater in the western subarea of the project (west of Hennepin Avenue), and decreases in an easterly direction to Hiawatha (see table below). The increased property value in the western subarea is due to the presence of Lake Calhoun and Lake of the Isles, which has a positive effect on land value. Additionally, the Uptown area centered on Hennepin and Lake has benefited from significant and long-standing stability or rising of land values over the past two decades.

On average, property values are lower between Lyndale Avenue and I-35W, and lower still east of Chicago Avenue to Hiawatha Avenue. However, land values in this eastern subarea have experienced a recent rise over the past several years due to increased investment in the Wells Fargo campus area, the Midtown Exchange, Lake Street redevelopment and the Hiawatha LRT line.

Total Property Value per Square Foot by Subarea

Greenway Subarea	No. of Parcels	Total Value of Parcels	Total Area of Parcels (Sq Ft)	Total Value Per Sq Ft
West of Hennepin Ave.	387	\$362,363,800	5,316,729	\$68
Hennepin Ave. to Chicago Ave.	847	\$396,140,800	7,939,879	\$50
East of Chicago Ave.	621	\$136,301,500	4,967,187	\$27
	1,855	\$894,806,100	18,223,795	\$49



Much of the project area is characterized by a traditional urban street grid.

Transportation

Roadway Infrastructure

The vast majority of streets in the project area are arranged in a traditional urban grid street pattern, with the exception of the area west of the Chain of Lakes where the grid is interrupted and skewed to accommodate the lakes, the diagonal alignment of the Greenway and Excelsior Boulevard.

Elsewhere larger parcels and major transportation routes also interrupt the grid, including at the Wells Fargo campus, Pioneers & Soldiers Memorial Cemetery, the I-35W freeway, and the diagonal Hiawatha Avenue. It should be noted that the Midtown Greenway itself, as a former railroad bed

depressed through the city, also interrupts the street grid by limiting the number of crossings over it (see “Bridges” below).

The most prominent roadway in the project area is Lake Street, which is designated a Commercial Corridor in The Minneapolis Plan and is a Class “A” arterial that connects the neighborhoods in the project area west to St. Louis Park and east to St. Paul over the Mississippi River. The north-south major arterials that intersect the Greenway include Hennepin, Lyndale and Cedar avenues, connecting the project area to downtown Minneapolis and other parts of the City. Larger principal arterials include I-35W and Hiawatha Avenue, which carry a significant amount of automobile (and light rail) traffic. Access to south-bound I-35W, in the central subarea of the Midtown Greenway Land Use and Development Plan project area, is obtained via ramps at 31st Street.



There are 44 bridges that cross the Greenway throughout the length of the project area.



Access to the Greenway is obtained at grade (above) or via ramps or stairs.

Bridges

Forty-four bridges serve to connect the street grid across the railroad trench through the length of the Midtown Greenway. Twenty-nine of these bridges are nationally designated as historic and were constructed between 1913 and 1916. These bridges are a distinguishing characteristic of the Greenway as experienced from within the trench as well as across the landscape as one looks east or west from each bridge. A bridge study is currently being undertaken by the Minneapolis Public Works Department to identify which bridges merit replacement, removal or reclassification. The evaluation criteria generally include Level of Service (LOS), physical condition, traffic projections, nearby current and future land uses, and closure/reclassification implications.

Greenway Access Points

There are 19 points of access to the Midtown Greenway for pedestrians and bicyclists; several more are under consideration. These access points vary from informal trails within community gardens to timber-framed stairways or fully accessible ramps. The following is a list of current access points:

Ramps

- Dean Parkway
- Lake of the Isles Parkway
- Bryant Avenue
- Nicollet Avenue
- Park Avenue
- 13th Avenue
- 18th Avenue

Stairs

- Columbus Avenue
- Chicago Avenue
- Bloomington Avenue

At Grade

- Kenilworth Trail
- Calhoun Village

- James Avenue
- Irving Avenue
- Humboldt Avenue
- Soo Line Gardens
- 5th Avenue
- 28th Street

IV. Vision and Principles of Development

Vision Statement

The following is a comprehensive and inclusive vision statement for the Midtown Greenway Land Use and Development Plan. This vision allows the community to express its overall goals for the Plan and serves as the community's image of success for the Midtown Greenway and its surrounding neighborhoods.

“The greenway area is distinctive in its proximity to exciting and convenient commercial districts, in the availability of outstanding transportation options, and in the presence of the Midtown Greenway amenity itself. Over time it will grow as a place where the natural and built environments work together, where mixed-use development patterns of varying intensity are complemented by open space and traditional urban neighborhoods. New private development, and enhancement of the public landscape, will add to its commercial, residential and recreational assets, and strengthen its sustainability and connectedness.”

Principles of Greenway-Supportive Development

Based on meetings with the public, Steering Committee and City staff, as well as the inventory and analysis work, the following 12 Greenway-supportive development principles apply to the Midtown Greenway Land Use and Development Plan study area. These principles support the community's vision (above) and were useful in guiding the development of the case study concepts, future land use map and development guidelines.

1. Promote a safe, vibrant and active environment with calmed streets and widened sidewalks. Focus investments toward developing an enlivened, pedestrian-friendly public realm.
2. Encourage redevelopment projects to be transit-supportive by integrating bicycle and pedestrian amenities as well as accessible and visually appealing transit stops into projects.
3. Promote opportunities for additional public green space, dedicated parks, trail connections and public art along the Greenway edge, especially near transit stops and higher-intensity developments.
4. Support compact development and promote mixed use in existing commercial areas. Create a more lively and diverse urban environment.
5. Focus the most intensive development near future transit stops and existing commercial nodes and encourage the provision of open space and active stormwater management in new developments.
6. Promote development that reinforces appropriate architectural scale and relates to adjacent land uses. Employ development strategies that minimize Greenway shadowing.

7. Use new development, the pedestrian environment and open space to promote an integrated relationship between the Greenway floor and the Greenway edge/rim, fostering a sense of place and community.
8. Develop a premier public edge along both sides of the Greenway, including a more pedestrian and bicycle-friendly 29th Street and public promenades.
9. Promote Greenway safety and comfort through environmental design features such as doors located on the street or Greenway as appropriate, windows facing public space and the relocation of service doors away from the public realm.
10. Promote compatibility of industrial uses with residential areas and the Greenway through landscaping and enhanced urban design.

V. Case Study Sites

The Midtown Greenway project area includes a wide variety of neighborhood contexts with diverse development opportunities. To better understand these contexts and how they affect choices concerning site layout and the design of development, four (4) representative Case Studies were selected for analysis and public engagement. These sites were chosen because they individually represent common conditions that exist throughout the corridor. Their selection is not meant to signify that they are the most desirable or imminent development opportunities; rather, they simply offer opportunities to explore ways that the Greenway-friendly development principles might be applied to real sites.

Case Study Site Descriptions and Concepts

The following describes each of the four case study sites, their individual characteristics and the redevelopment concepts associated with each. This includes an explanation of why the sites were chosen and their relevance within the Midtown Greenway Land Use and Development Plan.

Case Study #1: Lake Street and Calhoun



Case Study #1: Lake Street and Calhoun

Site Characteristics

The 6.1 acre “Calhoun Village” site is located on the north side of West Lake Street and south of the Midtown Greenway. The site is currently zoned C3S (Community Shopping Center District) with a commercial (retail and office) land use. Total property value of the site is \$12,400,000 (land = \$5,100,000, building = \$7,300,000).

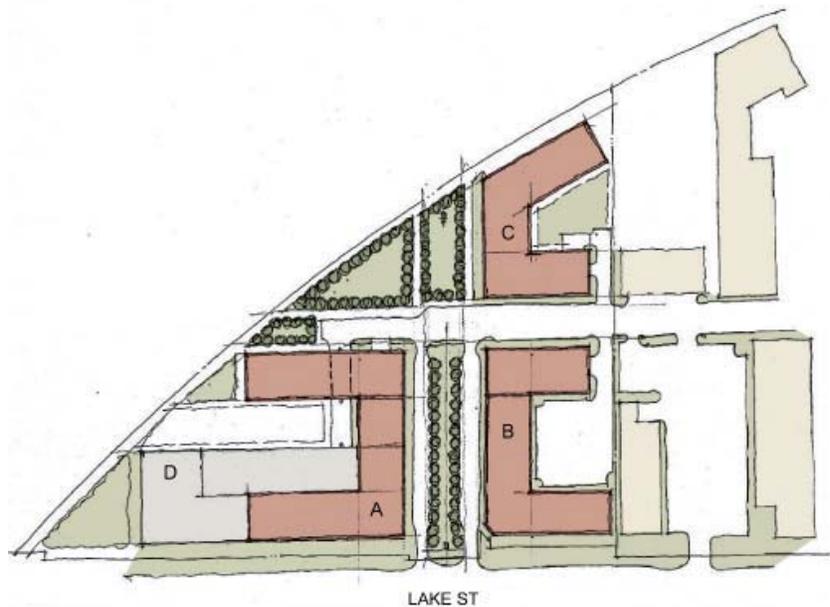
Lake Street/Calhoun is the only case study site west of Hennepin Avenue and is also unique among the four case studies in that it has commercial frontage on Lake Street. There is considerable on-site surface parking, which

is oriented towards West Lake Street, in addition to some structured parking. It is adjacent to current/recent development, including the new Tryg's restaurant and future medium- to high-density mixed-use residential projects to the east. Additionally, the site is near a proposed future Southwest Corridor transit station, currently planned for the southeast quadrant of West Lake Street and the Greenway.

Redevelopment Concept

This case study examines the potential for the site to be redeveloped using a more intensive development pattern. It suggests a more defined block and street pattern that connects with other proposed development in the area. A mixed-use development is shown organized around a boulevard that connects to a community greenspace at the Greenway. More intensive development is situated along Lake Street and includes structured parking and retail uses on the ground floor. Lower scale residential buildings front the Greenway. In comparison w/ the existing development, the redevelopment concept creates more activity at the street level and is less oriented to automobile usage.

Use	SF	Units
Mixed-Use	39,600	
Condo/TH		43
Rental Units		403
Total	39,600	446

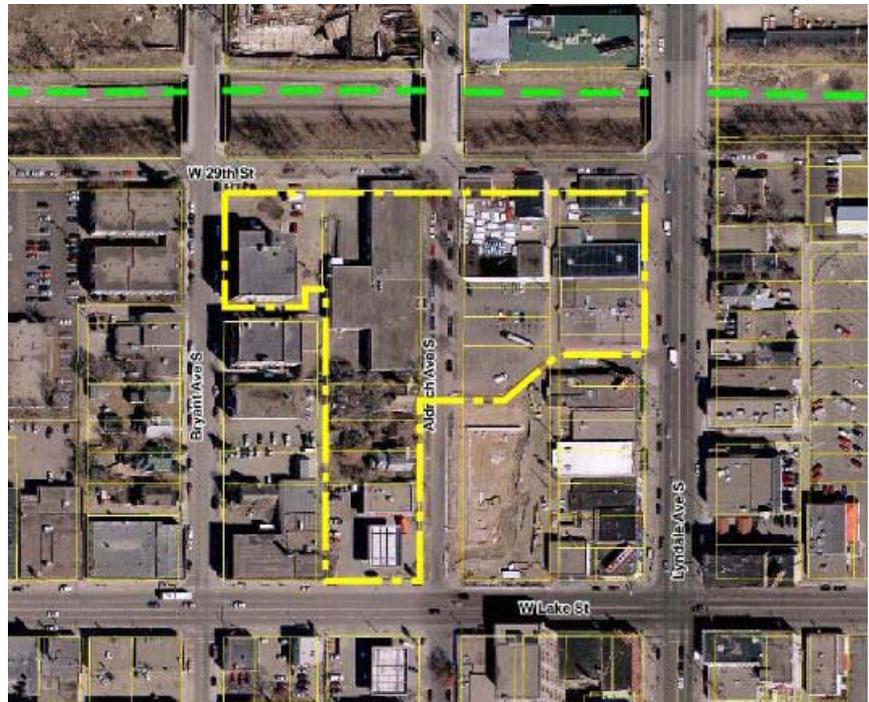


Case Study #1: Redevelopment Concept Plan



Case Study #1: Redevelopment Concept Axon View

Case Study #2: Lyndale Avenue & 29th Street



Case Study #2: Lyndale Avenue & 29th Street

Site Characteristics

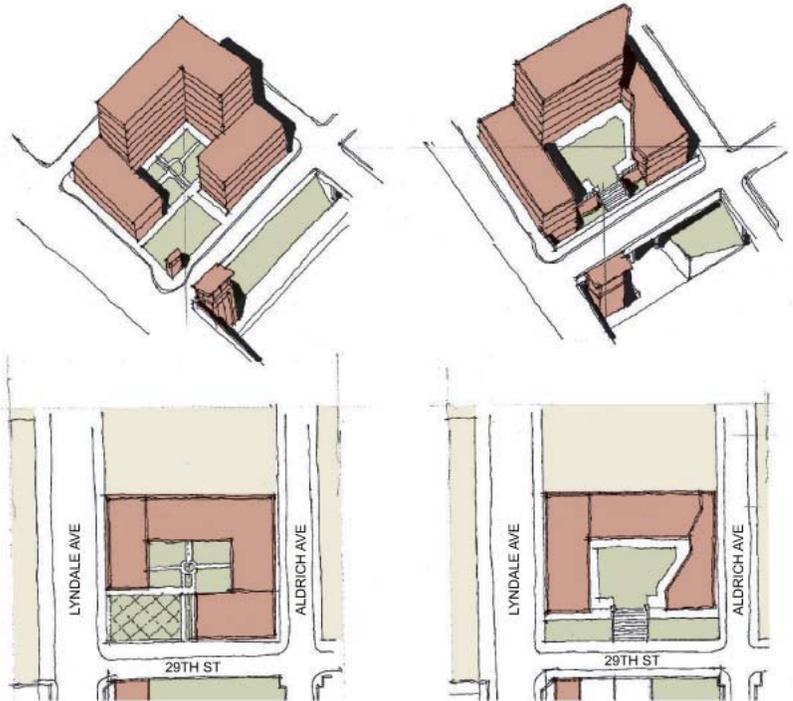
Case Study Site #2 is a 3.4-acre site that consists primarily of the northern half of the two blocks bounded by Lyndale and Bryant Avenues, and Lake and 29th Streets. The site is zoned both C2 (Neighborhood Corridor Commercial District) and I1 (Light Industrial District) with a variety of land uses, including commercial/retail, light industrial and surface parking. Total property value of the site is \$4,700,000 (land = \$1,200,000, building = \$3,500,000).

The Lyndale Avenue/29th Street site was chosen for several key reasons. Most importantly, it is the only case study site located on the south side of the Greenway and it thus allows an analysis of mitigation factors for development and its affect on Greenway shadowing. Also, it is located on 29th Street with direct adjacency to a proposed future transit stop in the Greenway at Lyndale Avenue. Other unique characteristics for this site are that it is located in an Activity Center (Lyn/Lake) and along a Commercial Corridor (Lyndale) as designated in The Minneapolis Plan.

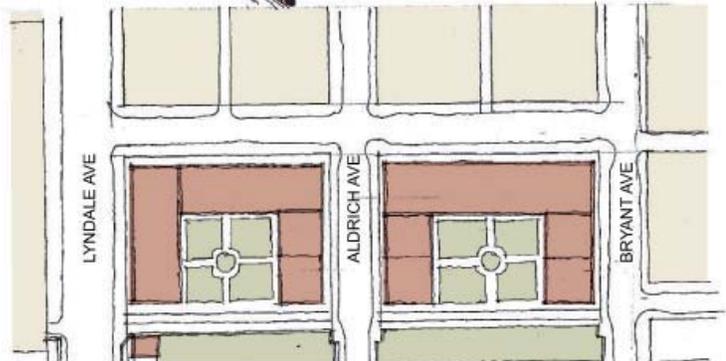
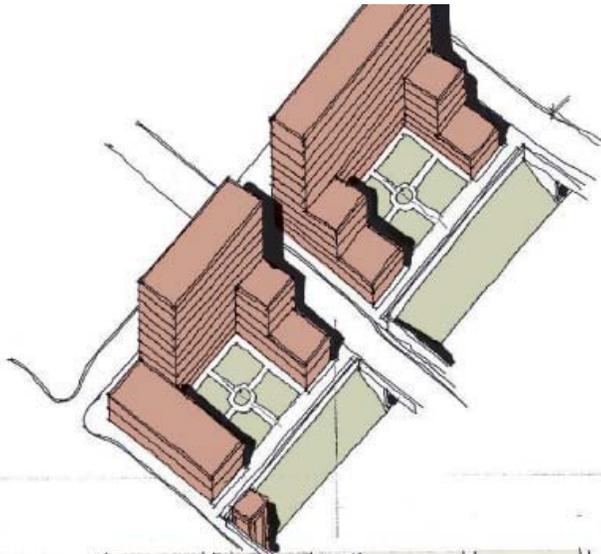
Redevelopment Concepts

This case study was prepared in order to illustrate how transit-oriented development, and specifically the transit station itself, can integrate and actively engage development with the Greenway in the trench. Three options were shown that organize a building type which is accessible from both the upper (street level) and lower (Greenway level) grades.

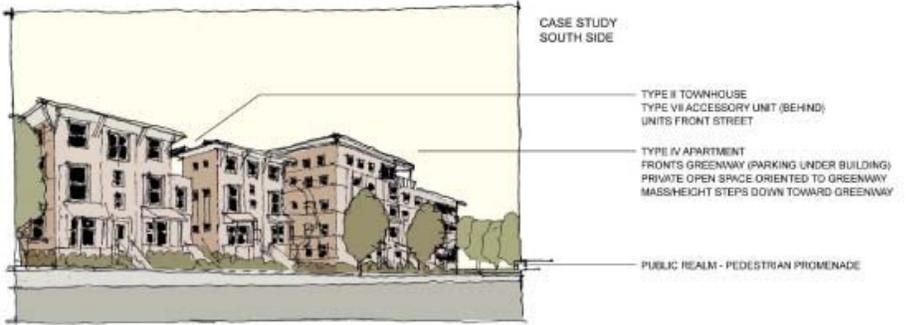
Each option includes stepping down the building massing toward 29th Street and the Greenway as one way of minimizing shadows on the Greenway. The second options reduces shadowing further by shaping the higher part of the building to allow more light to reach the Greenway over the course of the day. The second option also illustrates a courtyard building that accommodates at-grade access to the Greenway by excavating under 29th Street and creating a “bridge.” The third option proposes the idea of re-aligning 29th Street to the rear of Greenway-fronting development. It accommodates building development directly on the Greenway while still allowing for a pedestrian connection along the former 29th Street right-of-way.



Case Study #2: Redevelopment Concepts 1 and 2



Case Study #2: Redevelopment Concept 3



Case Study #2: Redevelopment Concept Perspective View

Case Study #3: North Side of Greenway, Near Midtown



Case Study #3: North Side of Greenway, Near Midtown

Site Characteristics

The third Case Study site, located along the north side of the Greenway, is approximately 3.4 acres within portions of two city blocks. The site is two blocks east of the new Midtown Exchange development and fronts on the Midtown Greenway between 12th and 14th Avenues. The site is zoned I1 (Light Industrial District) and is currently being used for industrial purposes, including outdoor storage and an airplane parts yard. Total property value of the site is \$1,200,000 (land = \$320,000, building = \$840,000).

This site is noteworthy because of its proximity to an area undergoing significant redevelopment, the former Sears building on Lake Street. Additionally, its location directly adjacent to the north side of the Midtown Greenway allows for redevelopment concepts to consider building types that

address the Greenway at grade. The area surrounding the case study site is an established single-family neighborhood. This made possible the exploration of options for making new medium density development sensitive to adjacent lower-density homes.

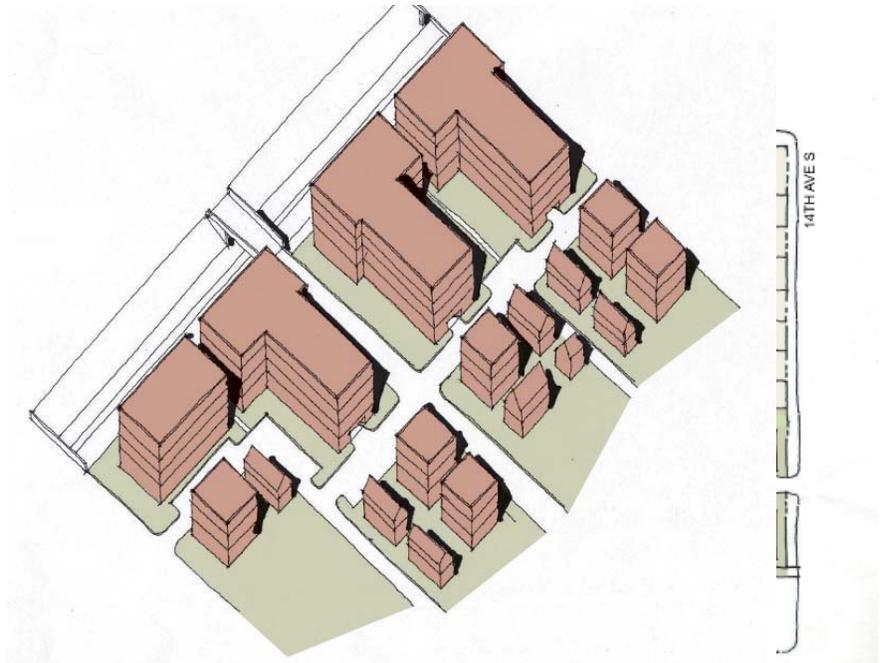
Redevelopment Concept

This case study illustrates the potential to redevelop within an existing neighborhood while responding to and maintaining the character and pattern of existing development. As a site on the north side of the Greenway, the case study shows multi-family residential that “fronts” onto the Greenway while also providing land for a pedestrian promenade along the greenway. This particular block configuration allows access to the building from the streets and connects to the alley. Facing the cross-streets are ‘big house’ style residential structures that are scaled and proportioned similar to a single family house but may accommodate up to 6 units per building. Off the alley above the garage is a third building type, an accessory unit that provides another potentially cost-effective option for adding density to a site.

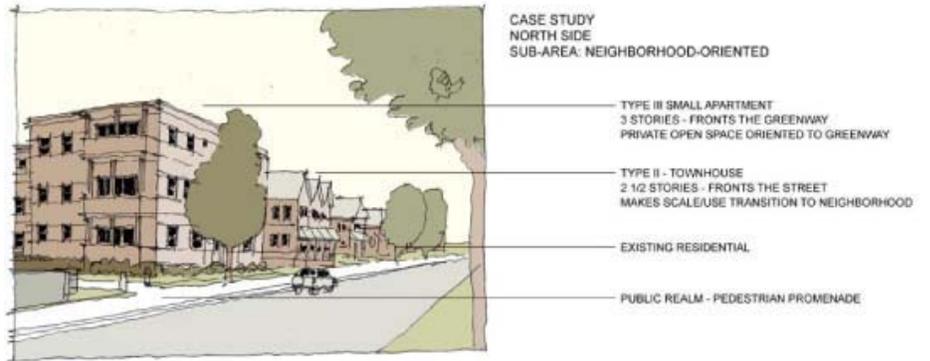
Use	SF	Units
Condo		140
Mansion Apts		36
Accessory Units		6
Single Family		1
Total		183



Case Study #3: Redevelopment Concept Plan



Case Study #3: Redevelopment Concept Axon View



Case Study #3: Redevelopment Concept Perspective View

Case Study #4: Industrial at 28th Street and Hiawatha



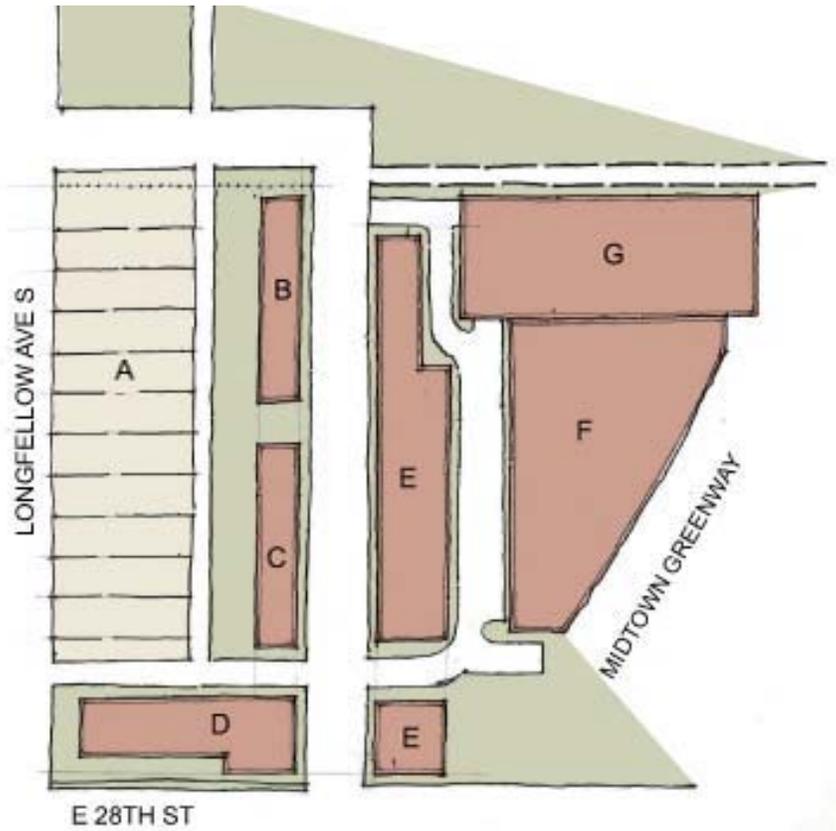
Case Study #4: Industrial at 28th Street and Hiawatha Avenue

Site Characteristics

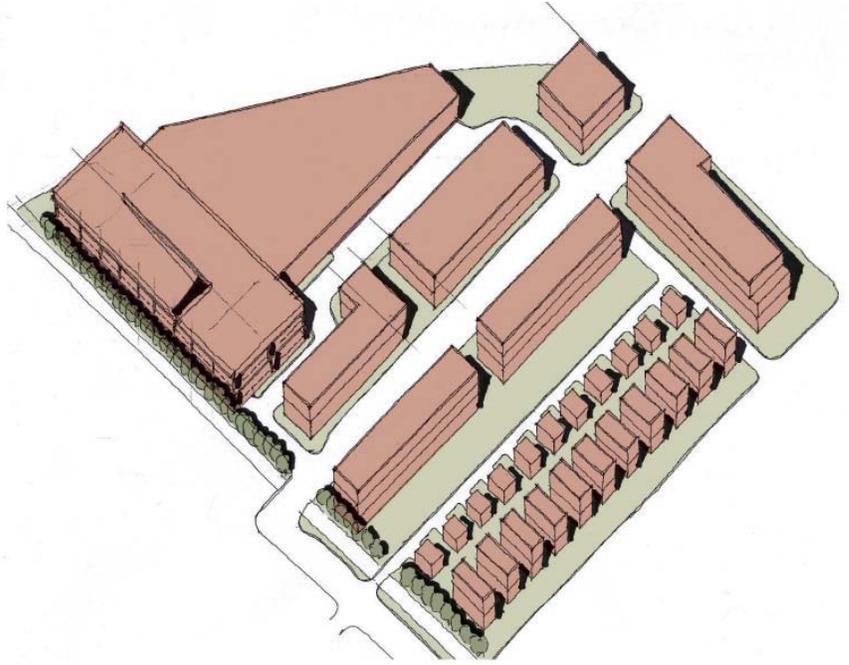
The fourth and final Case Study site is located at the eastern-most end of the study area. It focused on property between East 28th and 26th Streets, west of Hiawatha Avenue and east of Longfellow Avenue South. The 16.6 acre site is comprised of the Roof Depot (7.7 acres), and a City of Minneapolis Public Works facility (8.9 acres). The case study looked at edge conditions between industrial and residential uses. The site is a short distance from a LRT station, but is also attractive for industrial businesses because of its direct access to Hiawatha Avenue. The site is zoned I1 (Light Industrial District) and I2 (Medium Industrial District), and its land uses are industrial and some vacant commercial. Total property value of the site is \$3,500,000 (land = \$600,000, building = \$2,900,000).

This case study is unique in examining currently heavy industrial uses and their adjacency to an established residential neighborhood to the west. It considers how to maintain certain industrial uses along the Greenway in a manner that improves their relationship to neighboring property and the Greenway.

Use	SF	Units
SF Residential		12
Townhouse		9
Live/Work		9
Apartment		9
Office	56,800	
Workplace	41,200	
Parking		298 spaces
Total	98,000	64



Case Study #4: Redevelopment Concept Plan



Case Study #4: Redevelopment Concept Axon View

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. Ultimately, if this recommended land use plan is amended into The Minneapolis Plan, then the City zoning ordinance may also change in order to support the Plan.

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. 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. 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 well-established series of open spaces exists in the Midtown Greenway area today. Together these spaces – neighborhood and pocket parks (both public and private), boulevards, parkways and sports fields – serve as models for future open spaces in the Midtown Greenway and as a framework from which to construct future enhancements. 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 west abut 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 VIII 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.

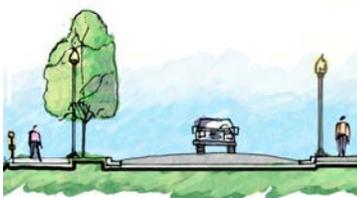
Design guidelines for promenades and sidewalks along the greenway edge can be found in Chapter VII. Recommended implementation strategies relating to the provision of these enhancements are located in Chapter IX.

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 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 also proposes acquiring additional right-of-way sufficient to provide these elements.



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



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

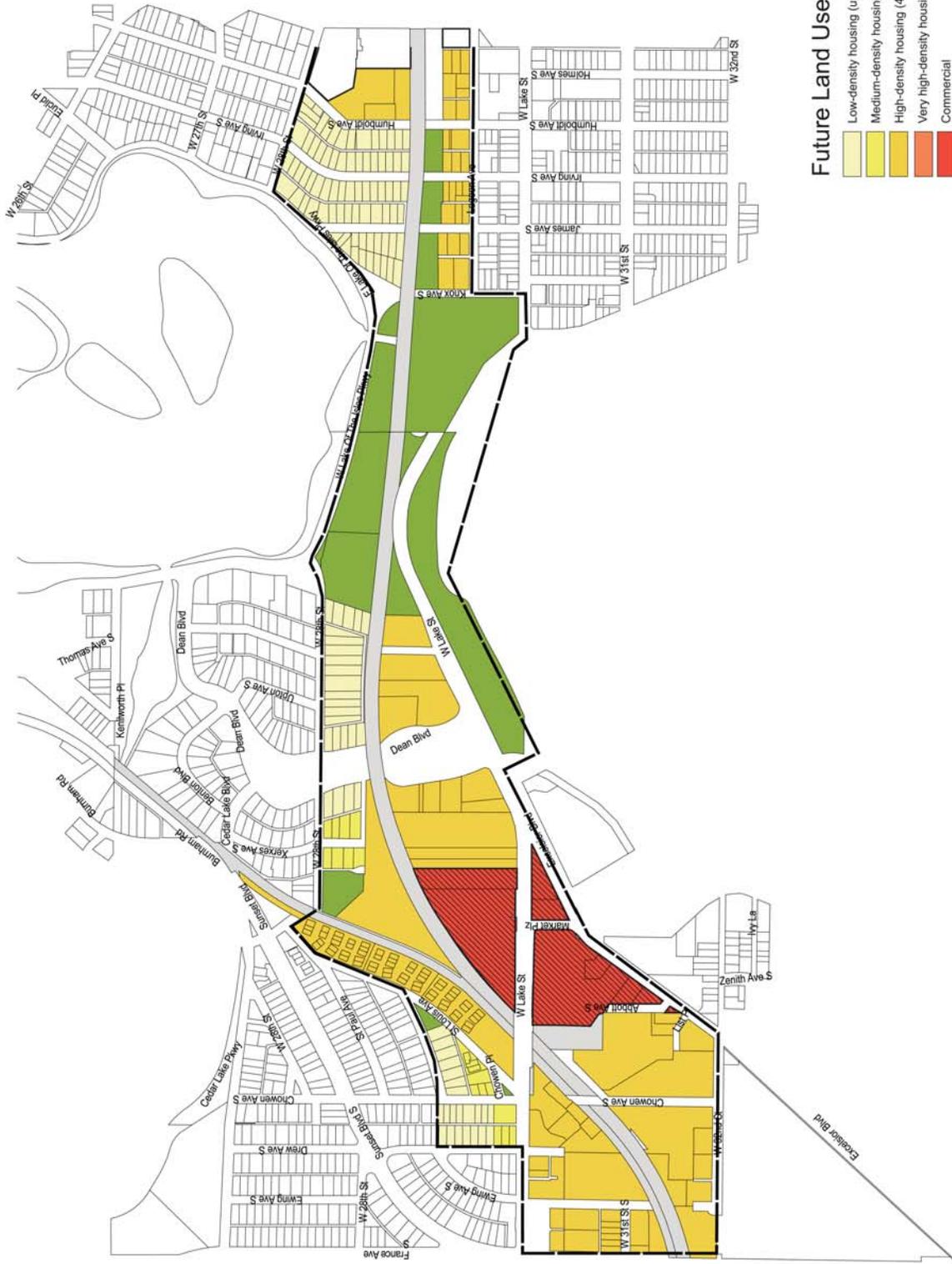
A concept design for this part of 29th Street can be found in Chapter VII. Recommended implementation strategies are located in Chapter IX.

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

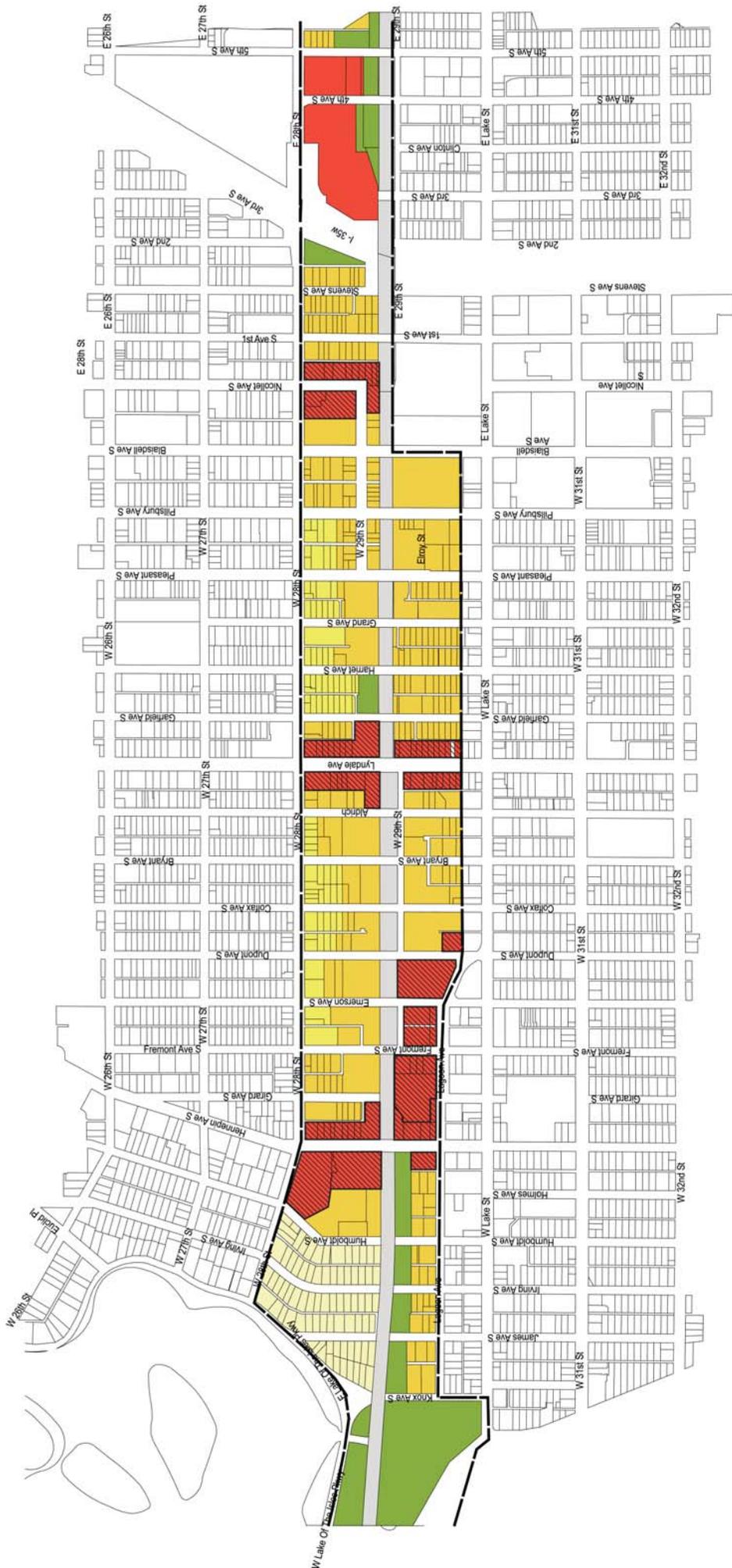
Additional design considerations for transit station areas can be found in Chapter VII. Recommended implementation strategies are located in Chapter IX.



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





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

Midtown Greenway Land Use and Development Plan
FUTURE LAND USE: CENTRAL SUBAREA
 Figure 3



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

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



VII. Transportation

The historical function of the Midtown Greenway as a freight rail corridor is physically evident in its linear orientation and its grade separation from the City's street grid above. Today, the Greenway still serves as a transportation corridor by providing a paved trail for bicyclists and pedestrians who use the Greenway as a commuting route and place of recreation. This function makes the Greenway a unique transportation amenity that highlights the City's commitment to the provision of multi-modal transportation opportunities for its residents.

Hennepin County purchased the Greenway corridor because of its value for accommodating transit that links commuters from the southwest metro with employment centers downtown, and provides an east-west link between the Chain of Lakes and the Hiawatha Light Rail line. While the future mode has yet to be determined (light rail, bus rapid transit or streetcar), the County remains committed to the provision of increased transportation choices to the neighborhoods in South Minneapolis, the City and the region.

The likely locations of future transit stations in the Midtown Greenway are well understood from the various studies that have been done. They will link with strong local bus service at each of the north-south commercial corridors that cross the greenway, and link as well with anticipated future bus rapid transit on I-35W.

The following recommendations were drafted within this evolving transportation context and its relationship to the neighborhoods and development surrounding the Midtown Greenway. They include recommendations for reconnecting and enhancing 29th Street on the south side of the Greenway, a public pedestrian circulation route of promenades and sidewalks above the Greenway, enhanced transit station areas at each future station location in the Greenway and provisions for public access to the Greenway.

29th Street Recommendations

29th Street is a local street parallel with the Midtown Greenway. It exists in some parts of the study area, and in some parts of the study area it is absent. Where it exists, it serves to provide internal circulation for automobile traffic that takes pressure off Lake Street and nearby residential neighborhoods. It also provides on-street parking for area businesses, and can potentially offer pedestrian sidewalks along the Midtown Greenway edge. Public sidewalks adjacent to the Greenway are recommended in the Lake Street/ Midtown Greenway Corridor Framework Plan. They are important for offering a continuous and robust street-level pedestrian network and for providing visual connections between the greenway and adjacent spaces. This enhances the place-making value of the Midtown Greenway and improves public safety.

Key Recommendation:
Acquire 29th Street right-of-way between Dupont and Emerson Avenues.

Key Recommendation:
Allow the vacation of 29th Street between Pleasant and Blaisdell in support of high-quality development fronting the Greenway.

29th Street exists in the following locations:

- On the south side of, and immediately adjacent to, the Midtown Greenway between Lyndale and Fremont Avenues, except for the block between Dupont and Emerson, which was vacated to support development of a grocery store. The width of the ROW is 40 feet in these blocks.
- On the south side of, and immediately adjacent to, the Midtown Greenway between 2nd and Portland Avenues south. The ROW width is 40 feet in these blocks.
- On the south side of, and immediately adjacent to, the Midtown Greenway between 10th and 18th Avenues south. The ROW width is generally 40 feet in these blocks.
- On the north side of, and separated by development from, the Midtown Greenway between Pleasant and 1st Avenues South. The ROW width is about 74 feet in these blocks.

In support of the objectives outlined above, 29th Street should be reestablished at two key locations along the south side of the Greenway—in the block between Emerson and Dupont Avenues and, as proposed in the Midtown Minneapolis Land Use and Development Plan, between Portland and Chicago Avenues west of the Midtown Exchange development project (see Figure 6). More specific recommendations are as follows.

- Lyndale to Fremont Avenues – Maintain all segments of existing 29th Street. Acquire and re-construct 29th Street between Emerson and Dupont avenues. The street should be widened to accommodate pedestrian sidewalks along the Midtown Greenway. Street design recommendations can be found in Chapter VIII.
- 2nd to Chicago Avenues – Maintain all segments of existing 29th Street. Acquire 29th Street ROW between Portland and Chicago avenues as recommended in the Midtown Minneapolis Land Use and Development Plan.
- 10th to 18th Avenues. Maintain all segments of existing 29th Street. The street should be widened to accommodate pedestrian sidewalks along the Midtown Greenway. Street design recommendations can be found in Chapter VIII.
- Pleasant to 1st Avenue. The 29th Street segments connecting Nicollet Avenue to Blaisdell Avenue on the west and 1st Avenue on the east provide essential connections to Lake Street, and even after the anticipated re-opening of Nicollet Avenue will provide important internal circulation for Nicollet/Lake businesses. The street segments between Blaisdell and Pleasant, however, have limited value because the 29th Street ends at Pleasant Avenue three blocks from Nicollet Avenue. These segments of 29th Street are not adjacent to the Greenway, and limit the redevelopment potential of the property between 29th Street and the Midtown Greenway by constraining the depth of that property to around 85 feet. The vacation of 29th street for these two blocks could be considered to support redevelopment of property along the Midtown Greenway. Redevelopment and street vacation would have the ancillary

Key Recommendation:
Support the provision of public promenades in association with new development that fronts the Greenway as indicated on the Proposed Public Realm Map.

benefit of allowing a pedestrian promenade to be constructed along the Midtown Greenway in these two blocks.

Public Promenades and Sidewalks

A primary recommendation of the Midtown Greenway Land Use and Development Plan is providing a linear public “promenade” or walkway wherever possible between private development and the Midtown Greenway. Promenades have similar value to sidewalks in that they create a street-level pedestrian network, and provide visual connections between the Midtown Greenway and adjacent spaces. Promenades are most easily provided in association with new development along the Greenway; however, it may also be possible in some instances to arrange for a new promenade where existing development abuts the Greenway.

Figures 5, 6 and 7 show the locations where promenades should be developed as events allow. They encompass most parts of the Midtown Greenway where it is bordered by private development rather than street. Where promenades cannot be located directly along the Greenway, such as where existing buildings directly address the Greenway acting as the Greenway wall, a mid-block pedestrian promenade is recommended. Despite not being located directly alongside the Greenway, a mid-block promenade still has value in that it supports the larger pedestrian network.

Promenades should be carefully designed so as to provide a high-value pedestrian environment while clearly distinguishing between public and private areas. Design guidelines for promenades can be found in Chapter VIII.

Transit Station Areas

Future transit stations are proposed for the Midtown Greenway corridor at several locations. The stations would be located at the Greenway level and, where grade separated from the street level, would provide vertical access between Greenway-level transit and the street-level bus system and pedestrian environment. Potential transit station locations include:

- West Lake Street and the Greenway
- Hennepin Avenue (currently the Uptown Transit Station)
- Lyndale Avenue South
- Nicollet Avenue South
- Chicago Avenue South
- Bloomington Avenue South

Transit station areas provide important opportunities for place-making. Aesthetic enhancements can be provided. Commercial goods and services can be integrated. These possibilities are constrained, however, by challenges related to funding, physical space, and the difficulty of synchronizing private development with transit development. Development guidelines and challenges related to transit station areas are further explored in Chapter VIII.

Key Recommendation:
Acquire and preserve
property adjacent to
future transit station
locations

While the primary function of transit station areas is to provide universal access to and from the transit stop in the Greenway (whether light-rail transit, bus rapid transit or streetcar), they can also serve as expanded and enhanced public spaces associated with adjacent development (as illustrated in Case Study #2 in Chapter V. Case Study Sites). Transit plazas in the Greenway can play host to neighborhood activities and gathering spaces by providing amenities that include landscaping, seating, lighting, public art, rest room and event facilities, bike racks/lockers and limited service-oriented retail that can be used by nearby residents, employees and users of the Greenway path. Where located in the grade-separated part of the Midtown Greenway, an expanded physical space allows for an easing of the Midtown Greenway walls, making it possible to provide more comfortable pedestrian access to the transit stations, and increasing the perceived proximity of Greenway-level transit.

The first requirement for transit stations is physical space. Although it may be possible in most future station locations to develop a transit platform and elevators to street level within the existing Midtown Greenway property lines, additional property will be required if ridership is to be optimized or additional objectives are to be achieved. Existing development at Lyndale and Chicago Avenues makes the property to the west of these streets most conducive to the development of an expanded transit station. At other station locations the most opportune future station location will be on the south side of the greenway, but its exact location is less clear. In each of these locations, serious consideration should be given to buying or otherwise controlling land contiguous to the greenway as opportunity arises. This requires vigilance as property is developed privately so that new buildings are not located where they would significantly diminish the opportunity to provide appropriately scaled public spaces.

Future Greenway Access Points

Midtown Greenway access points (ramps, stairs and at-grade) are currently provided at 18 locations (see Chapter III for a list of existing access points). Additionally, at least five new access points have been proposed and considered by private parties and citizen-based organizations (see Figures 5, 6 and 7 for locations). These include access points proposed by a developer at Girard Avenue at the future Mozaic redevelopment project and by the Midtown Greenway Coalition near Pleasant/Pillsbury Avenues. Three additional access points are proposed in the eastern subarea of the project area east of Chicago Avenue near the Midtown Exchange development, at the CEPRO site at 11th Avenue and near Bloomington Avenue.

The CEPRO site, formerly grain elevators located between 10th and 11th Avenues on the north side of the Greenway, provides an illustration of the potential for enhanced open space in association with a Midtown Greenway access point. Hennepin County has been working with the neighborhood and the Midtown Greenway Coalition to design a space that provides access to the Midtown Greenway via ramps and stairs, but that offers landscaping, public art and open space enhancements. It also offers a window on the challenges that are involved in pursuing these types of enhancements. Issues

of ownership, management and funding of enhancements have not been resolved, and have strongly impacted conversations about what is possible.

Criteria for Future Greenway Access Points

There does not seem to be a tipping point where the provision of additional public access to the Midtown Greenway has negative value. For this reason, where the challenges of cost, ownership and management of Greenway access points is resolved, as where an additional public connection to the Greenway is being proposed in association with private development, such new access should be encouraged and supported.

Future access points to the Midtown Greenway should, however, benefit the general public, and not just one property owner or a group of owners. Thus, the following criteria should be considered when additional Greenway access points are proposed (including those listed above and included on the Public Realm Features Diagram):

Future Midtown Greenway access points shall fit at least one of the following criteria:

- Originate from the public right-of-way;
- Originate from a publicly-used promenade;
- Be part of a publicly-used green space; or
- Be part of a transit station area

Recommended implementation strategies related to providing additional and enhanced Midtown Greenway access points are located in Chapter IX.

Urban design can
mitigate effects of
density with:

- A connected street network
- Prominent public realm
- Clear architecture and landscape standards

VIII. Development Guidelines

The following Development Guidelines are meant to support and function alongside the future land use plan (refer to Chapter VI) and address development intensity and other characteristics of development within the context of the land use and residential categories indicated in the future land use plan. These guidelines are in part a physical and illustrative representation of the Principles of Greenway-Supportive Development, and were derived from input obtained from Greenway-area residents and stakeholders, as well as the development community. The Development Guidelines are organized into three primary elements and address the following issues relating to the Midtown Greenway:

- Development Intensity (figures 8 – 10)
- General and Private Development
- Primary Public Realm Features (figures 5 – 7)

Urban Design as Mitigation

The guidelines described here are to complement essential and fundamental urban design principals, including the Greenway-friendly development principles outlined in this plan, which can be used as tools to mitigate possible obtrusive physical characteristics often associated with more intensive development patterns and higher density. In addition to the design of buildings and other structures that adhere to these principles, the careful implementation and maintenance of a prominent public realm is also a key to the creation of a human-scaled, pedestrian-friendly environment.

These fundamental urban design principles include: 1) the establishment of a connected network of streets that provide circulation for automobiles, pedestrians, bicyclists and transit, as well as parking and landscaped boulevards that allow for the urban forest to grow and prosper; 2) a prominent public realm of parks, plazas, and open spaces that are convenient, accessible and well designed, and; 3) development standards that clearly define street frontages at the pedestrian level of the built environment and that guide the overall massing, height and form of buildings. These context-sensitive and form-based mitigating factors are addressed here by guidelines relating to development intensity, private development and public realm features.

The following text and referenced illustrations describe the Development Guidelines and mitigation tools in greater detail while putting them within the context of the Midtown Greenway.

Development Intensity *Development Districts*

The Development Intensity maps categorize Greenway area property into three Development Districts – Transit-Oriented, Urban-Oriented, and Neighborhood Oriented. Each district corresponds to a level of development intensity and density related to current and anticipated uses in the Greenway.

The Transit-Oriented District is the most development-intense, the **Urban-Oriented District** is consistent with medium density buildings of up to five stories, and the **Neighborhood-Oriented District** is compatible with existing residential neighborhoods.

Building types graphically illustrate **basic form, site placement, elements and relationship** to the Midtown Greenway.

The Transit-Oriented District is located around the dominant north-south corridors and anticipated station areas and is the most intensive, from a development standpoint, of the three districts. The Urban-Oriented District supports land areas that are developing in a pattern consistent with medium density building types of up to four or five stories. The Neighborhood-Oriented District is intended to support new development that is compatible with the existing density and pattern of adjacent lower density residential neighborhoods.

This approach is compatible with a district-node pattern of urban development, where a mixed-use core or center is surrounded and supported by a concentric pattern that is more intensive near the center and less intensive near the edge of the district. It is also consistent with policies in The Minneapolis Plan, which supports housing growth near features such as commercial and community corridors, activity centers and transit station areas. (See “Relationship to The Minneapolis Plan” in Chapter II for relevant city policies.)

Building Types

A primary component of these Development Guidelines is the identification of a menu of prototypical building types that are coded for each of the Development Districts. Meant to be used in concert with the Development Districts and future land use plan, the building types graphically illustrate basic form, site placement, elements and relationship to the Midtown Greenway. They are based on similar buildings found throughout the study area, surrounding neighborhoods and recently-developed properties. In this model, several building types are considered appropriate for any of the Development Districts, and new development would not be expected to consist uniformly of buildings of the maximum allowable height and density.

The following are brief descriptions of each of the seven building types included in the Midtown Greenway Land Use and Development Plan. Refer to Figures 11 to 17 for more detailed illustrations and descriptions of each type.

Type I - Single Family / Two Family

Single family and two family buildings are generally 1½- to 2½-story residential structures commonly located on a roughly 40-foot wide city lot.

Type II - Rowhouse / Townhouse

Rowhouses and townhouses are attached building types, but otherwise are similar in scale to single family residential buildings.

Type III - Small Apartment

Small apartments are a common neighborhood building type that contains 4 to 16 dwelling units with surface parking. The category encompasses both rental and for-sale housing. In commercial districts, small apartments may include commercial businesses on the ground floor.

Type IV – Apartment

Apartments include for-sale (condominiums, lofts and co-ops) and rental buildings three to five stories in height. Newer developments generally provide parking beneath the building. In commercial districts, the apartment building type may include commercial businesses on the ground floor.

Type V - Tall Apartment

Tall apartments include for-sale and rental buildings that exceed five stories. In commercial districts, tall apartments may include commercial businesses on the ground floor.

Type VI - Greenway Building

Greenway buildings are structures that form part of the wall of the Greenway trench and may have a lower level with doors or windows that face the Greenway. Some Greenway buildings represent the rehabilitation of formerly industrial buildings.

Type VII - Accessory Unit

An accessory unit is a dwelling unit in a secondary structure located on the same lot as the principal structure. The most common example is a dwelling unit over a detached garage, sometimes referred to as a carriage house.

Other Guidelines for Private Development

This series of general guidelines addresses how private development reflects the shared community vision and principles of the Midtown Greenway Land Use and Development Plan. Primary factors considered here are lessening the perceptual impact of development intensification, how development and related improvements address the Greenway, and how it relates to the surrounding neighborhoods and adjacent development. Recommended here are the orientation of block patterns, surface parking areas, doors/entries, windows and balconies toward the public realm and other development.

As an important public realm feature, the Midtown Greenway will continue to influence adjacent and nearby development. It is appropriate for the City to emphasize how new investment responds to the overall characteristics of the Greenway infrastructure while respecting the surrounding neighborhood and development areas.

Mitigating development intensity

- New developments of larger sites are encouraged to utilize building types of different scales within the development.
- The first few stories of taller buildings should relate to the street level by recessing the taller part of the building in relation to the first few stories, or by utilizing architectural elements and detailing to create a separation between the first few stories and the higher stories.
- Open space within new developments and visible from the public right of way is encouraged.

Relationship to the Greenway

- The primary face and main entrances of buildings should address the public street.
- Balconies, windows and additional entries oriented toward the Greenway are strongly encouraged.
- Solar access to the Greenway is highly important. Any given part of the Greenway trail should have exposure to the sun for much of the day. A number of strategies may be employed to achieve this objective. These include stepping back the mass of future buildings along the south side of the Greenway, giving taller buildings a relatively narrow east-west dimension, and pivoting the orientation of buildings to a diagonal that allows morning and afternoon sunlight to pass by the northeast and northwest building faces to shine on the greenway.
- Wherever possible, a minimum of 12 feet should be provided between private development and the Midtown Greenway right of way for a publicly accessible pedestrian promenade.
- New access and connection to the Greenway from the street and pedestrian network is encouraged in conjunction w/ new development.

Relationship to Surrounding Development

- Building height and mass is encouraged to step down at the boundary between a higher-density development district and a lower density district and existing residential neighborhoods.
- Architectural features of nearby development may be employed in new development to reinforce its compatibility with existing development.
- Access and parking for new developments should be from the alley or a private driveway.
- Parking is discouraged between the primary building façade and the street; surface parking should be adjacent to or in the rear of buildings. Underground parking is encouraged for new residential developments.
- Alleyways are a typical, functional element of the street system that can tie future development to the surrounding neighborhood. They should be generally be utilized and reconnected.
- Dead-end and/or cul-de-sac public streets should be avoided. The abandonment of rights-of-way to support private development is discouraged.

Guidelines for Public Realm Features

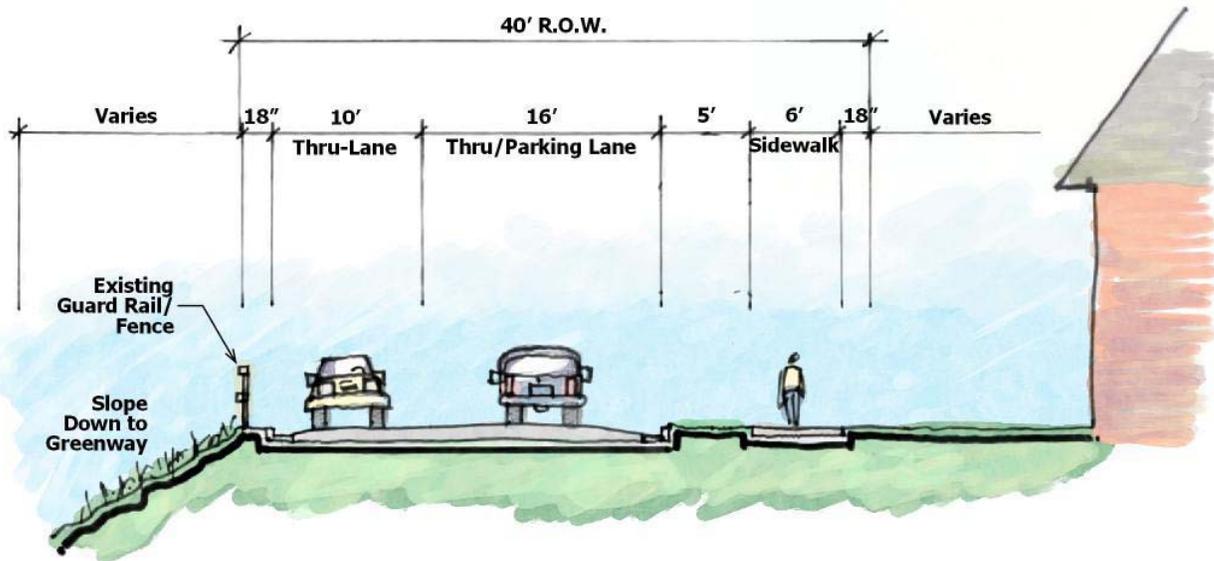
Important public realm elements include the 29th Street right-of-way, Greenway access points and promenades, and future transit station areas. The following describes general guidelines associated with the design and development of these public realm features. Refer to Chapter VI for land use issues and locations associated with future public realm features, Chapter VII for transportation-related issues and Chapter IX for public realm feature implementation strategies.

29th Street

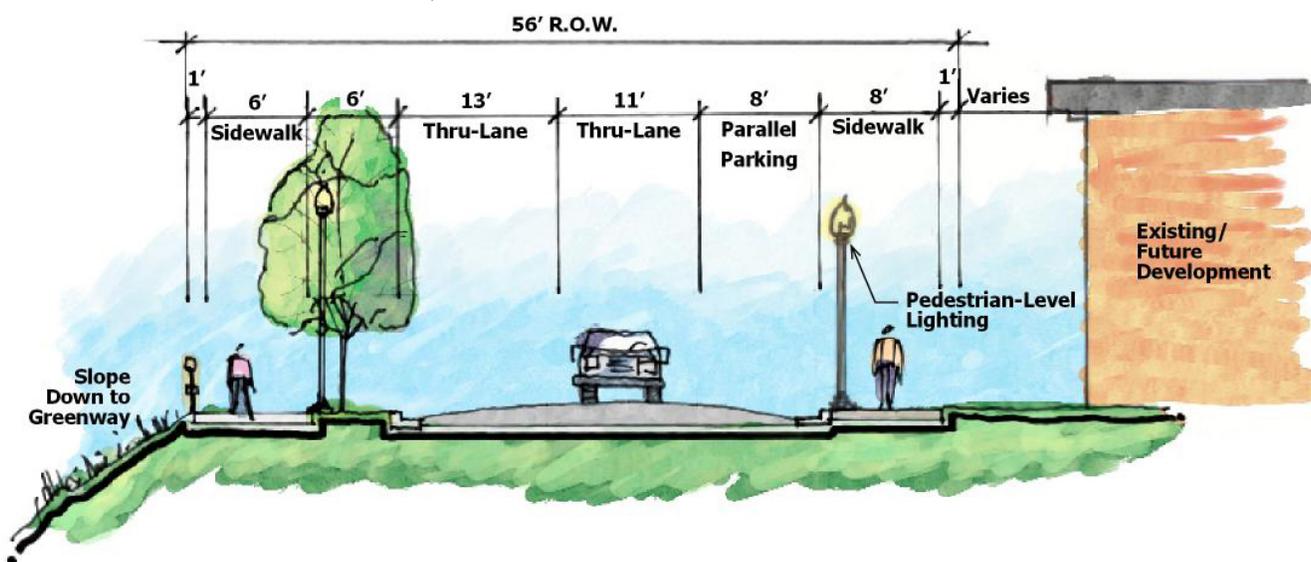
Maintenance, improvement and re-establishment of 29th Street, which generally parallels the Greenway on its south side, is an important element of the public realm. It accommodates vehicular, bicycle and pedestrian traffic, serves an internal circulation function that relieves the traffic impacts on Lake street and residential areas, and provides access to Greenway area businesses and residences. Currently, 29th Street is not a continuous right-of-way. It is interrupted by private property at times. The Midtown Greenway Land Use and Development Plan recommends the reestablishment of 29th Street at several key blocks (see chapter VII Transportation Recommendations).

The 29th Street right of way along the south side of the Greenway is typically 40 feet wide, with 26 feet of pavement for autos, a five foot boulevard, six-foot sidewalk and an additional 18” on either side (see top, following page). There is very little landscaping or pedestrian-friendly amenities, and there is no sidewalk or walkway along the north side of 29th Street adjacent to the Greenway.

This study proposes standards for a reconfigured 29th Street right of way. The cross section (see following page) illustrates a proposed 56 feet right of way that includes a sidewalk and planted boulevard along the north side of 29th Street, providing a walkway for pedestrians to overlook the Greenway. A clearly marked parking lane is recommended along the south side of the street, adjacent to existing and future development. Pedestrian level lighting is proposed to increase the aesthetic character and safety of the street. These improvements generally require the acquisition of an additional 16 feet of right-of-way from properties on the south side of 29th Street, which can be phased along with street improvements as new development occurs or as property is obtained to expand the street (see Chapter IX for implementation strategies).



Typical existing cross-section of 29th Street west of Lyndale Avenue.

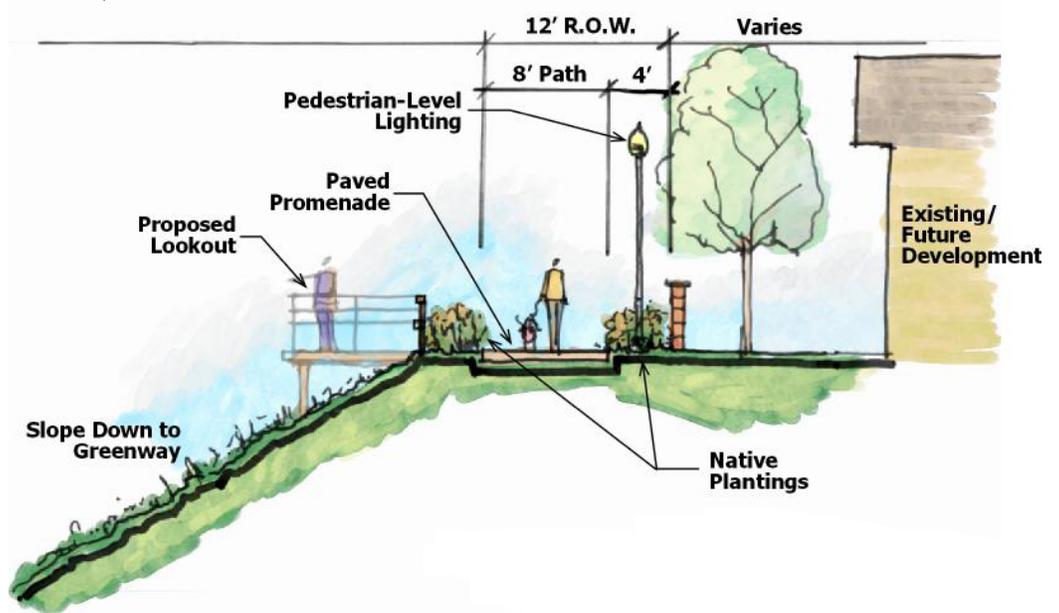


Typical proposed cross-section of 29th Street west of Lyndale Avenue.

Public Promenades

This study proposes minimum expectations for public promenades located between the Greenway and private development. An eight foot sidewalk within a twelve-foot public realm provides ample space for pedestrians and slow-moving bicycles. The transition between the promenade and private development should include a decorative wall or fence and landscaping in a four foot or wider planting strip. The fence and landscaping elements should clearly indicate the boundary between the public promenade but maintain visibility between the spaces over a height of 3-1/2 feet. This contributes to

the safety of the promenade and its desirability as a public space, which in turn makes it more likely to be well used. Promenades should be lit with pedestrian-level lighting. Other enhancements are welcome such as the provision of seating and Greenway overlooks. (Enhancements that encroach into the Midtown Greenway right of way require the approval of Hennepin County).



Proposed typical cross-section of Public Promenade, looking east along north side of the Greenway.

Greenway Access Points

This study establishes minimum standards for new Midtown Greenway access points. New access points made available in conjunction with new or existing private development should be a minimum of eight feet wide within a twelve-foot public realm. This provides a path or stairway of adequate width for pedestrians to pass one another. The boundary between the promenade and private development should be clearly delineated by landscaping in a four foot or wider planting strip. The landscaping should maintain visibility between the spaces over a height of 3-1/2 feet. This contributes to the safety of the access point. Access points should be lit with pedestrian-level lighting. Access points are excellent locations for additional enhancements. The provision of expanded open space, stormwater management features, enhanced landscaping, and public art is encouraged. New Midtown Greenway access points require the approval of Hennepin County.

Transit Station Areas

Future transit stations in the Midtown Greenway will be designed to meet the system requirements of the transit service being provided. This will include platforms and, in the grade separated parts of the Midtown Greenway, elevators offering vertical circulation between street and Greenway levels.

The desirability of easing the Greenway wall at transit station locations—in order to create a sense of space at the station level, reduce the perceptual distance to and from the transit service and provide opportunities for functional additions and aesthetic enhancements to station areas—has been discussed previously. In this Development Guidelines section, the provision of associated amenities such as seating, landscaping, lighting and public art, and the further enlivenment of the space with the provision of commercial goods and services or community activity is again encouraged. However, the physical constraints and the opportunities of the various transit station areas are bound to vary to such a degree that no hard and fast guidelines can be offered with respect to the amount of space that should be acquired for the improvement of transit stations, or the particular services or amenities that should be developed.



Proposed Pedestrian Edge at Greenway:

- Promenade
- Sidewalk

Proposed Greenway Access Point

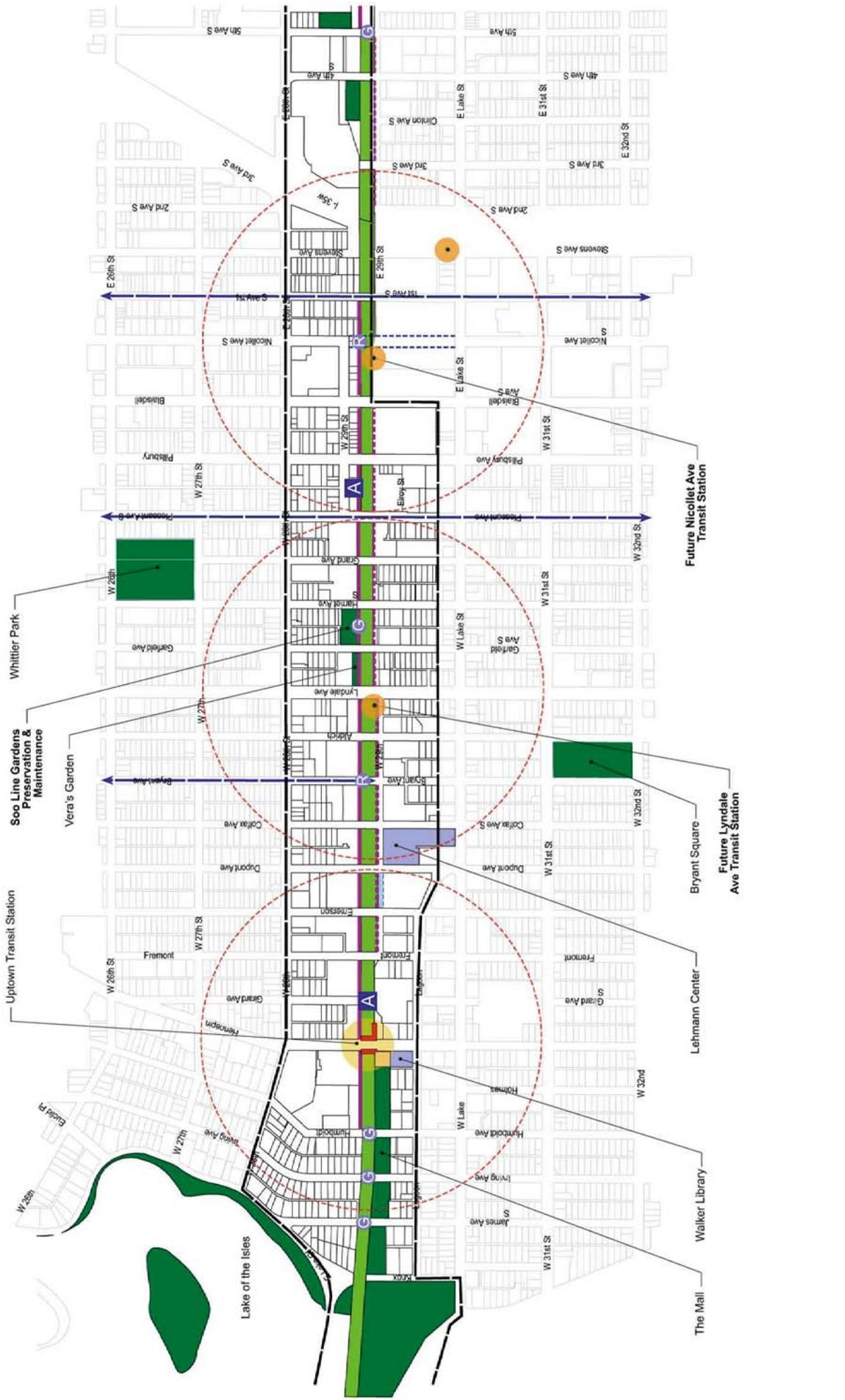
- Public Institutions
- Exist. Green/Open space
- Greenway Corridor

Existing Greenway Access Point:

- 29th Street Extension
- Exist. Transit/Transfer Center
- Study Area Boundary

Midtown Greenway Land Use and Development Plan
PROPOSED PUBLIC REALM FEATURES: WEST AREA
Figure 5

Logos: City of Minneapolis, SEH, and other project partners.



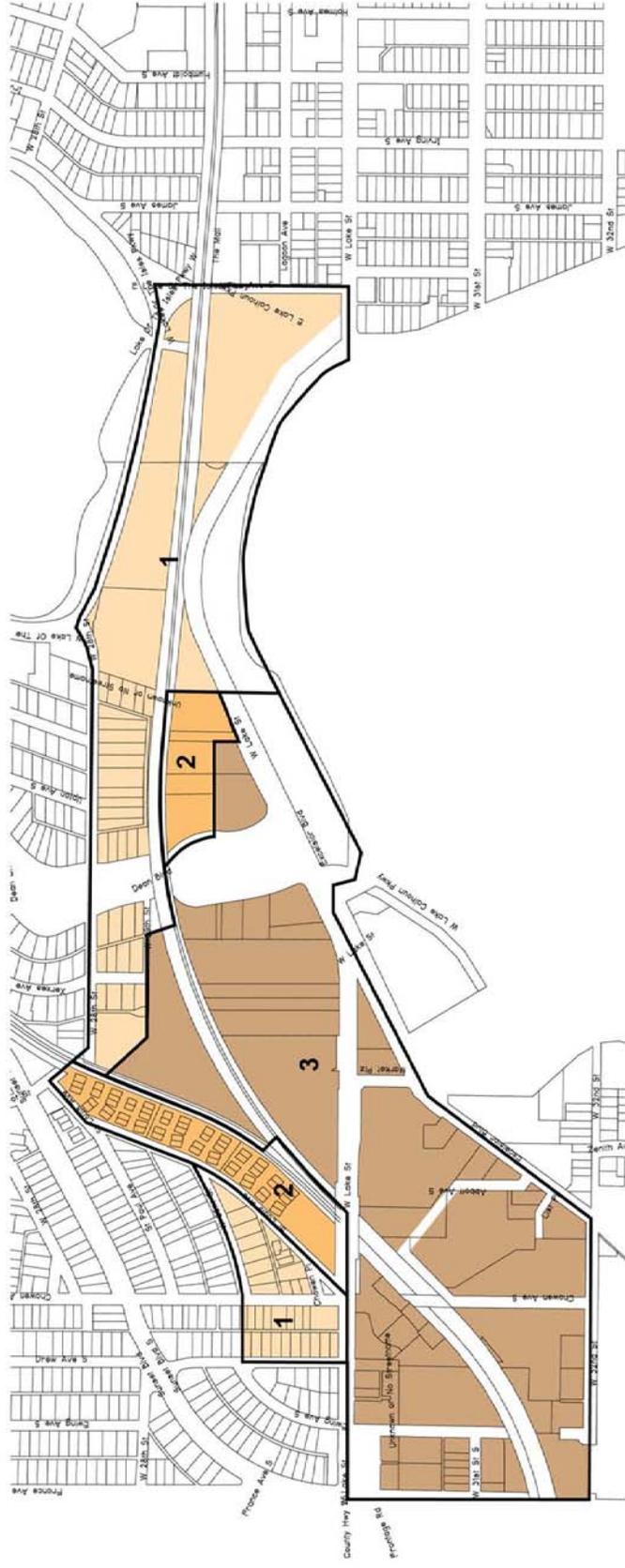
Midtown Greenway Land Use and Development Plan
PROPOSED PUBLIC REALM FEATURES: CENTRAL AREA
 Figure 6

- Proposed Pedestrian Edge at Greenway:
- Promenade:
- Sidewalk:
- Proposed Greenway Access Point:
- Existing Greenway Access Point:
- Proposed Transit Station Area:
- Existing Transit Station Area:
- Proposed Bike Route:
- Existing Bike Route:
- Public Institutions:
- Exist. Green/Open space:
- Greenway Corridor:
- 20th Street Extension:
- Existing Transit/Transfer Center:
- Study Area Boundary:



Midtown Greenway Land Use and Development Plan
PROPOSED PUBLIC REALM FEATURES: EAST AREA
 Figure 7

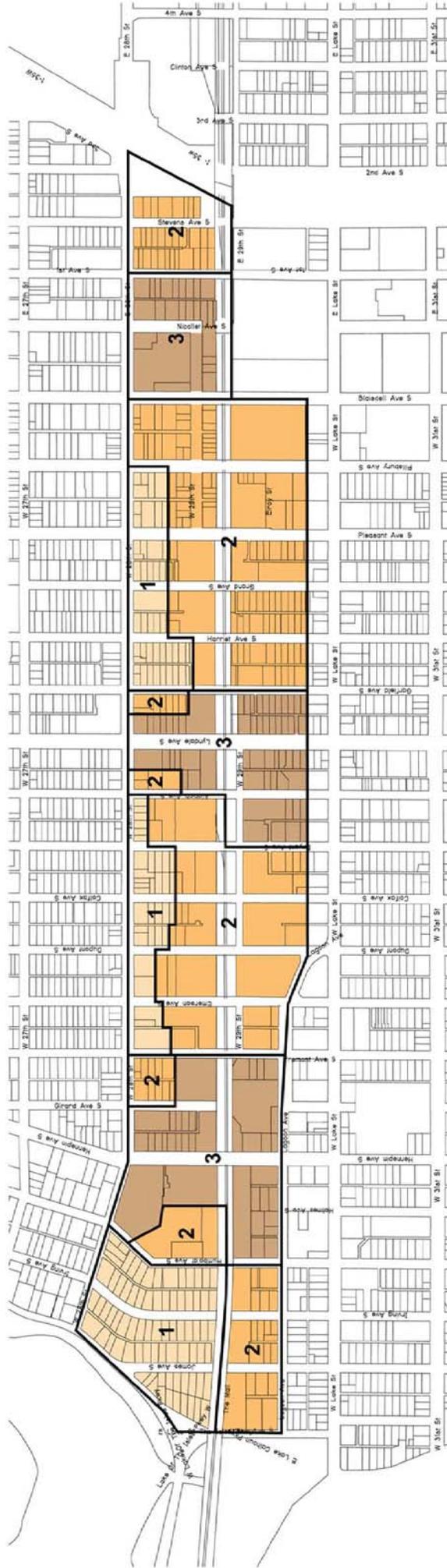
Proposed Pedestrian Edge at Greenway: - - -
 Proposed Greenway Access Point: A, B, C, D, E, F, G, H, I, J, K, L, M, N, O, P, Q, R, S, T, U, V, W, X, Y, Z
 Existing Greenway Access Point: A, B, C, D, E, F, G, H, I, J, K, L, M, N, O, P, Q, R, S, T, U, V, W, X, Y, Z
 Proposed Transit Station Area: Yellow circle
 Existing Transit Station Area: Blue circle
 Proposed Green/Open Space: Green
 Existing Green/Open Space: Light Green
 Greenway Corridor: Dashed line
 Public Institutions: Purple
 Study Area Boundary: Dashed line
 29th Street Extension: Blue line
 Existing Transit/Transfer Center: Yellow circle
 SEH logo
 Minneapolis City of Public Works logo
 City of Minneapolis logo
 North Arrow: N



DEVELOPMENT DISTRICT	BUILDING TYPE
1	I SINGLE FAMILY II ROWHOUSE/TOWNHOUSE III SMALL APARTMENT VI GREENWAY BUILDING VII ACCESSORY UNIT
2	II ROWHOUSE/TOWNHOUSE III SMALL APARTMENT IV APARTMENT VI GREENWAY BUILDING
3	IV APARTMENT V TALL APARTMENT VI GREENWAY BUILDING

DEVELOPMENT DISTRICT: WEST SUB-AREA

Figure 8



DEVELOPMENT DISTRICTS	BUILDING TYPE
1	I SINGLE FAMILY II ROWHOUSE/TOWNHOUSE III SMALL APARTMENT VI GREENWAY BUILDING VIII ACCESSORY UNIT
2	II ROWHOUSE/TOWNHOUSE III SMALL APARTMENT VI GREENWAY BUILDING
3	IV APARTMENT V TALL APARTMENT VI GREENWAY BUILDING

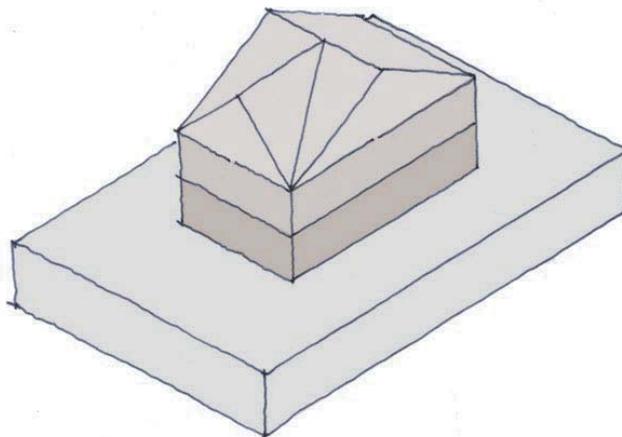
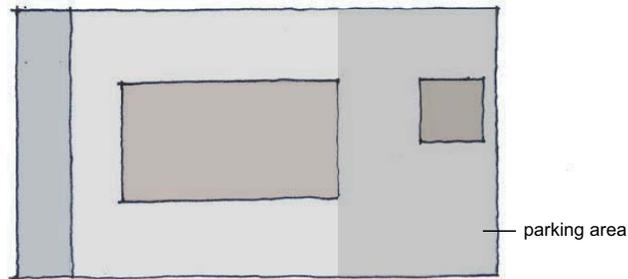
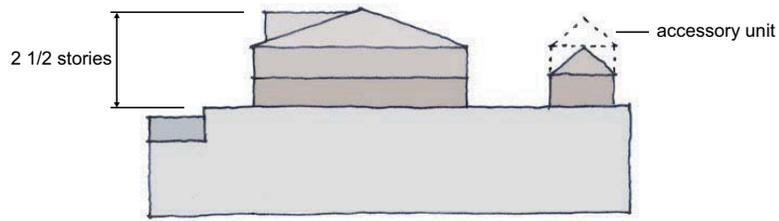
DEVELOPMENT DISTRICT: CENTRAL SUB-AREA

Figure 9



DEVELOPMENT DISTRICT	BUILDING TYPE
1	I SINGLE FAMILY II ROWHOUSE/TOWNHOUSE III SMALL APARTMENT VI GREENWAY BUILDING VII ACCESSORY UNIT
2	II ROWHOUSE/TOWNHOUSE III SMALL APARTMENT VI GREENWAY BUILDING IV APARTMENT
3	IV APARTMENT V TALL APARTMENT VI GREENWAY BUILDING

DEVELOPMENT DISTRICT: EAST SUB-AREA
Figure 10



Type I

Single Family Two Family



HEIGHT

- 1.5 - 2.5 stories
- setbacks should be adequate to maintain solar access to Greenway

ELEMENTS

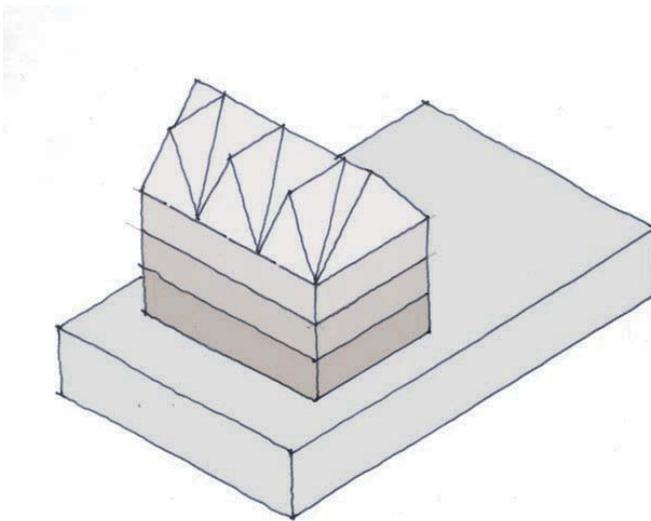
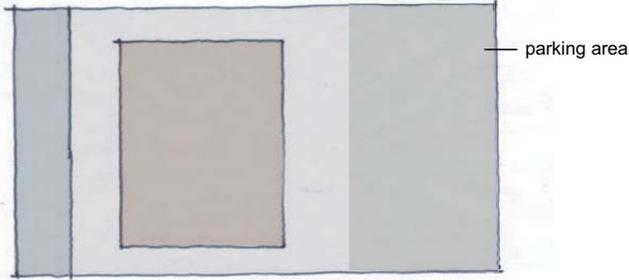
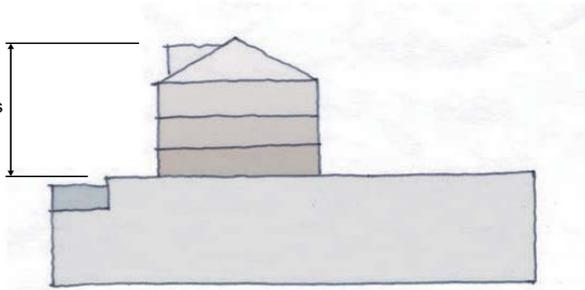
- main entry fronts existing street

PARKING

- limited to rear 30 percent of lot

Development District: Sub-Area III

3 1/2 stories



Type II

Rowhouse Townhouse



HEIGHT

- 2.5 - 3.5 stories
- setbacks should be adequate to maintain solar access to Greenway

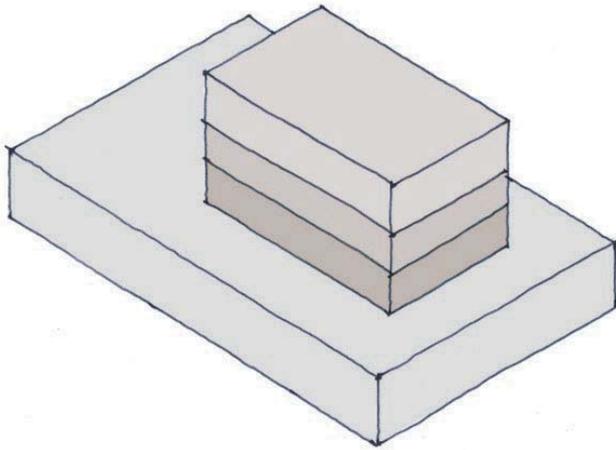
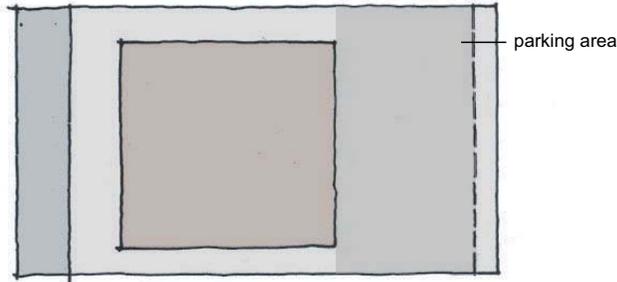
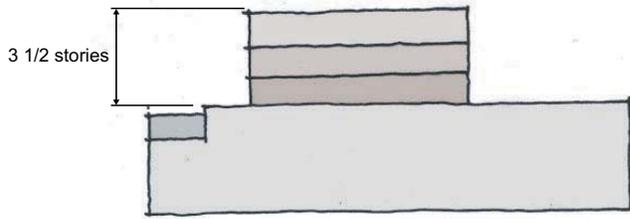
ELEMENTS

- main entry fronts existing street or Greenway
- building fronts existing street or Greenway

PARKING

- limited to rear 30 percent of lot or under building

Development District: Sub-Areas II, III



Type III

Small Apartment (12 or fewer units)



HEIGHT

- 2 - 3 stories
- setbacks should be adequate to maintain solar access to Greenway

ELEMENTS

- main entry fronts existing street or may front Greenway
- in commercial districts, retail uses may be allowed on ground floor

PARKING

- limited to rear 30 percent of lot or under building

Development District: Sub-Areas II, III

Type IV

Apartment (3-5 stories)



HEIGHT

- 3-5 stories
- setbacks should be adequate to maintain solar access to Greenway

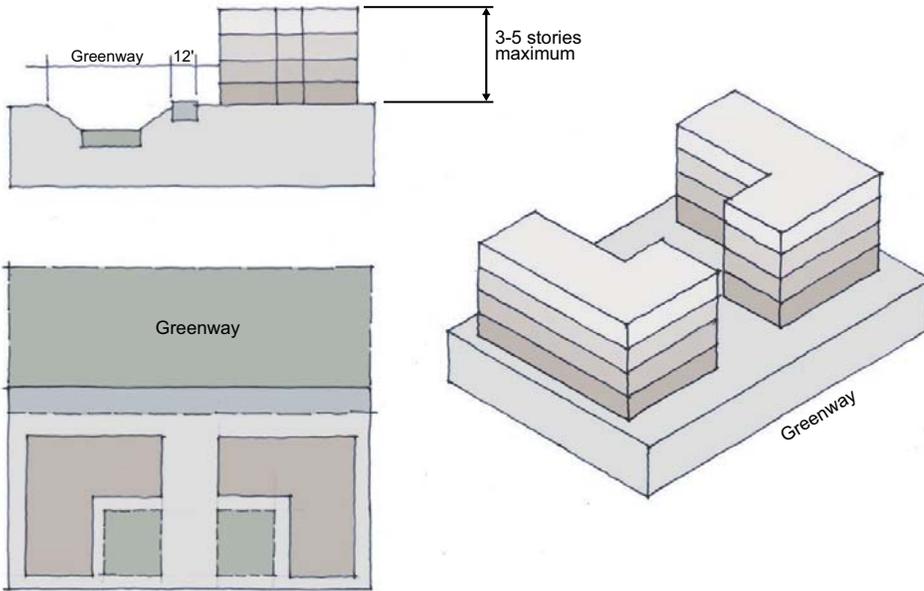
ELEMENTS

- should accommodate mid-block pedestrian access

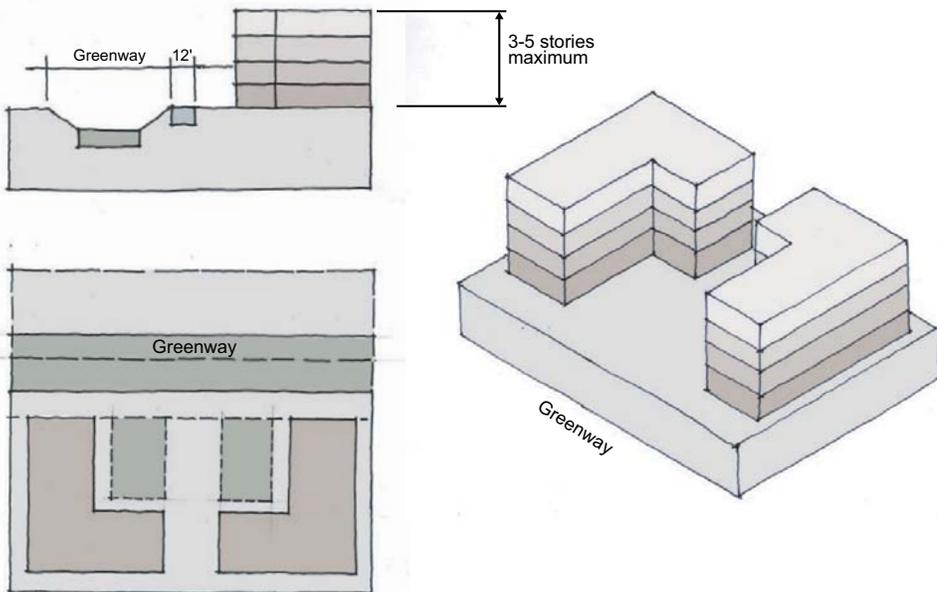
PARKING

- generally under building

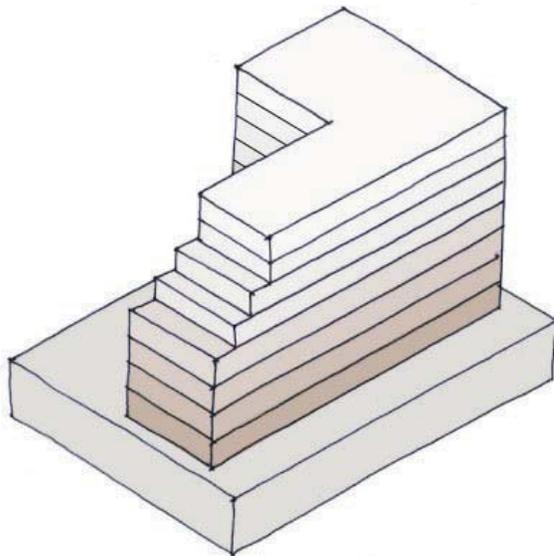
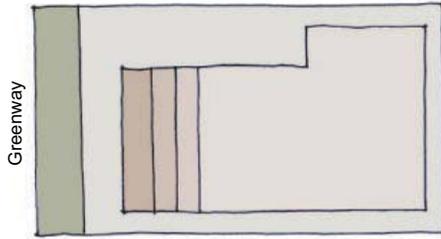
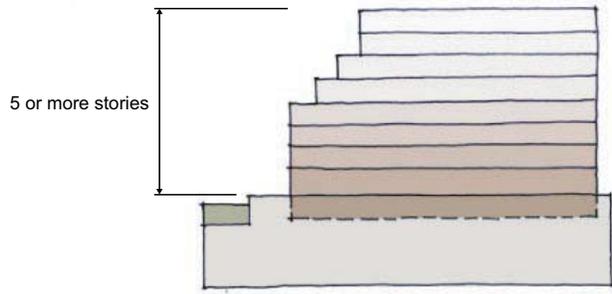
Development District: Sub-Areas I, II



North Side



South Side



Type V

Tall Apartment



HEIGHT

- exceeds 5 stories
- setbacks should be adequate to maintain solar access to Greenway

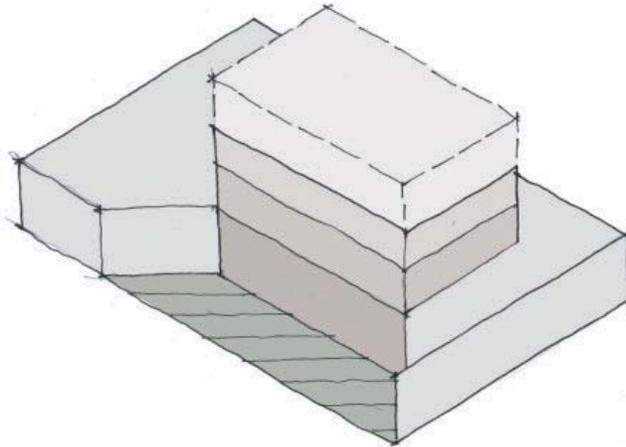
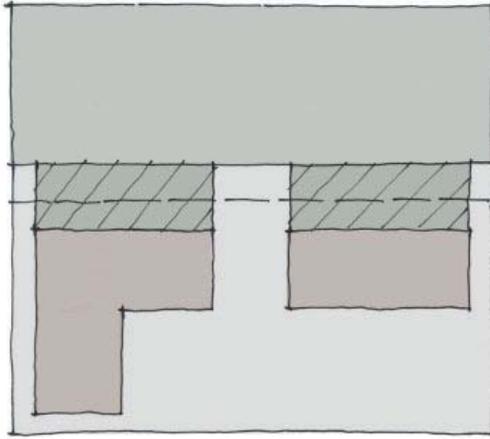
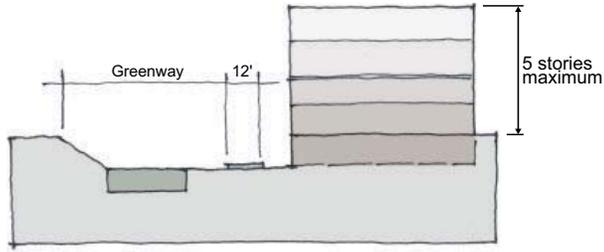
ELEMENTS

- porches, balconies, plazas and doorways / entries should be oriented to public streets and Greenway
- fences, walls and landscape should not obscure building elements from Greenway

PARKING

- located on-street
- located under building
- not allowed on site

Development District: Sub-Area I



Type VI

Greenway Building



HEIGHT

- varies
- setback should be adequate to maintain solar access to Greenway

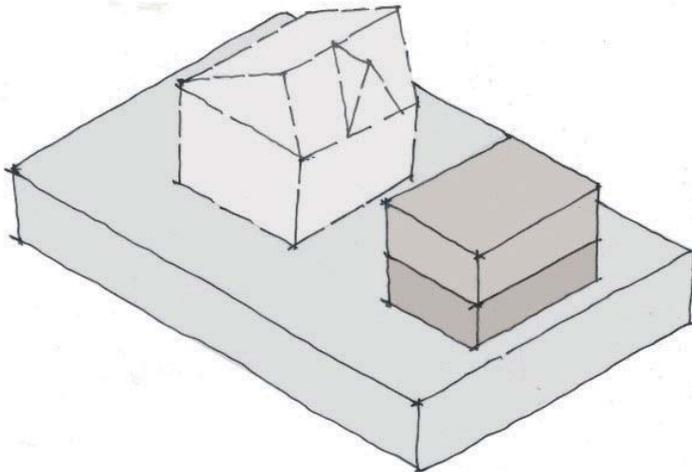
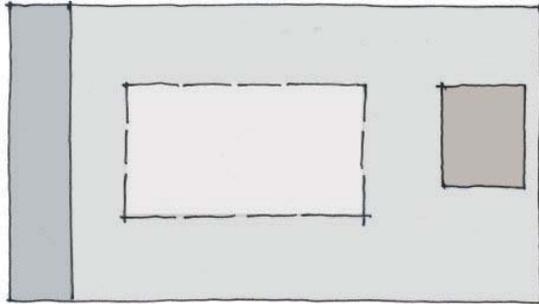
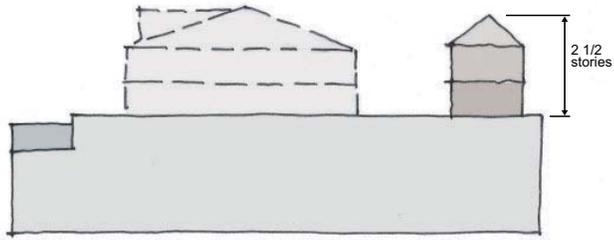
ELEMENTS

- doors, windows and balconies should front Greenway

PARKING

- varies

Development District: Sub-Areas I, II, III



Type VII

Accessory Building



HEIGHT

- 2 stories
- setbacks should be adequate to maintain solar access to Greenway

ELEMENTS

- residential entry should not be accessed directly from an alley

PARKING

- on ground floor

Development District: Sub-Area III

IX. Implementation/Finance Plan

The following chapter outlines an implementation methodology for the Midtown Greenway Land Use and Development Plan and offers tools to assist the public and private realms in the realization of the community vision for the Midtown Greenway. Two primary approaches are discussed below:

- Ownership and financing strategies for public sector investment in an improved public realm to serve as catalysts for private redevelopment
- Zoning and regulatory recommendations, including consideration of a zoning overlay district in the Midtown Greenway area, to guide redevelopment and support the future land use plan

Public Realm Implementation

One of the most effective methods to encourage private development that is both timely and compatible with the goals of the community is for the City to invest in the infrastructure and public realm. An improved public realm can serve as a development catalyst, signaling to developers and land owners the City's commitment to strengthening the area and indicating a reduction in the number and magnitude of risk factors for the development community.

The public realm features and improvements recommended by this report were prepared within the context of both public desire and the City of Minneapolis implementation process. Input was obtained from the Minneapolis Park and Recreation Board regarding current and future open space purchase and management policies, which have been incorporated into the strategies described below. These ownership and financing strategies give an overview of the recommendations and tools available to the City and neighborhoods to implement the public realm portion of the plan, with an overall goal of spurring Greenway-friendly private sector investment and development along the Midtown Greenway.

Ownership/Financing Strategies

Definition of Public Realm Features

The following are definitions of the primary public realm features as proposed and recommended in the Midtown Greenway Land Use and Development Plan. Please refer to *Chapter VI. Land Use* and to Figures 5, 6 and 7 for further information and locations of each feature within the project area.

Streets and Sidewalks – Hard surface vehicular routes and pedestrian walkways along property or streets.

Promenades – Hard surface pedestrian walkways located between private development and the Greenway.

Community Gardens – Property owned and maintained for the purpose of community gardening.

Parks – Property owned and maintained for public recreational or passive use.

Greenway Access Points – Property containing an access way to transit stations or the Greenway path.

Transit Station Areas – Property containing a transit station or adjacent plaza.

Financing Tools

Special Services Districts

Under Minnesota Statutes (Sections 428A.01 through 428A.101), a special services district can be established for financing an increased level of improvements and services in commercial districts over and above those that would be provided throughout the city under general fund revenues. Examples of such services might include maintenance and replacement of landscape materials, irrigation, decorative lighting, special signage, and maintenance and repair of special streetscape furnishings, bicycle racks, kiosks, sculptures and the like.

Residential property can be included in a special service district but cannot be levied a service charge. However, by private agreement, residential properties can participate in the services provided by the district.

Recent changes to the law have made it mandatory to obtain the participation of private owners to establish a special services district. Owners comprising at least 25 percent of the commercial land and at least 25 percent of the net tax capacity of the commercial property in the district must initiate a petition with the City Clerk. After a hearing with proper notice, a resolution of the City Council can establish the district. Within 45 days, if 35 percent of the property owners within the district file objections, the resolution does not take effect.

Clearly, it is important that services provided under the Special Services District provide sufficient benefit to adjacent property owners to induce their cooperation in permitting this process to proceed.

Housing Improvement Areas

Under Minnesota Statutes (Sections 428A.11 through 428A.21), a housing improvement area can be established where housing improvements are made or constructed and the costs of the improvements are paid in whole or in part from fees imposed within the area. Housing improvements may include improvements to common elements of a condominium or other common interest community.

Similar to a Special Services District, 25 percent or more of the housing units to be charged a fee in the area must file a petition to initiate the district. A similar veto power exists for 35 percent of the assessed unit owners.

An ongoing analysis of development along the Greenway will be required to determine the correct selection of, or combination of Special Service

Districts and Housing Improvement Areas to be established to provide funding and maintenance for segments along the Greenway and promenade.

Park Dedication Fees

Park Dedication fees are permissible under Minnesota Statutes Section 462.358. A municipality, when establishing a new subdivision, may by ordinance adopt regulations that require that a reasonable portion of it be dedicated to the public or preserved for the public use as a park. In lieu of that, it may choose to accept an equivalent amount in cash from the applicant as a park dedication fee. This would only be useful where a new subdivision is established for a new development.

Special Assessments

Provisions for Special Assessments are found in Minnesota Statutes Chapter 429, Sections 429.021 through 429.061, permitting cities to acquire and build sidewalks, streets, sewers and the like and to assess fees for their payment after special hearings and assignment of assessments to an assessment roll. The amount assessed per parcel or lot is allocated by dollar amount without regard to property valuation. This is the standard method of financing new capital improvements.

Capital Improvement Funds

Section 451.572 of Minnesota Statutes permits the establishment of an Infrastructure Replacement reserve fund for replacement of capital items like curbs, gutters, sidewalks, trees and streets. This is useful only for replacement of existing items - otherwise Special Assessments should be used.

Recommended Ownership, Management and Timing

Streets and Sidewalks

Streets and Sidewalks should be owned by the City. Maintenance should be by the city with sidewalk snow removal by adjacent landowners, except in the case where a special service district or housing improvement area exists.

Acquisition of property for additional 29th Street right-of-way should be pursued beginning immediately. Where possible this should occur in conjunction with adjacent redevelopment, but where gaps would prevent completion of the roadway, condemnation may be considered.

Reconstruction of most parts of West 29th Street is deemed necessary by the City's Public Works Department. The establishment of sidewalks between the street and the Greenway edge should be undertaken with the reconstruction of the road. Financing for acquisition and construction should come from the City's capital improvement general funds, from special assessments or from project-related financing where there is a redevelopment project on adjacent property.

Promenades

Promenades should remain in private ownership, where possible, with an easement given to the City for public use. Where gaps in private property exist, ownership should be public.

Maintenance should be by cooperation and agreement with the private landowners, by special services district or within a housing improvement area.

Promenade property should be negotiated as a part of new development where a promenade is designated along the Greenway. Where the provision of a promenade cannot be negotiated, buildings should still be setback from the greenway edge a minimum of 15 feet so as not to foreclose the possibility of providing a more complete promenade network in the future. This is discussed further under the regulation section below.

Approximately 11,000 linear feet of promenade construction is anticipated.

Ideally, consideration for the acquisition of easements might be given in the form of development incentives appropriate to new redevelopment. This should be explored. Where necessary to complete the route of a promenade, the property can be acquired by the City through condemnation, with funding through its capital budget or through special assessments as permitted by law.

Community Gardens

Community gardens should be owned by the Park Board or a non-profit organization. Operation and maintenance of the garden should be the responsibility of a non-profit organization.

The Minneapolis Park and Recreation Board (MPRB) has recently passed resolutions to accept community gardens with the following requirements: a) there must be a group willing to maintain and manage the garden, b) the exiting land owner must convey it to the MPRB for one dollar, and c) the group maintaining and managing the garden must provide the MPRB with proof of insurance.

Upon meeting these conditions, the MPRB by resolution will accept conveyance of the property. If the managing group fails to maintain and manage the garden the MPRB may: a) seek a new group to maintain and manage the garden, b) determine alternative recreation opportunities for the site, or c) return the land to the previous owner.

The Park and Recreation Board is not actively pursuing the acquisition of community gardens, but the establishment of this process allows it to play this supportive role if requested.

Acquisition of the Soo Line Gardens property or negotiation of its donation to the Minneapolis Park and Recreation Board should be pursued by groups interested in preserving this use. Funding for this use must come from private sources unless the County deems it appropriate and legal to donate the land to the Park Board.

Parks

Parks should be owned and managed by the Minneapolis Park and Recreation Board.

There is one site adjacent to the Midtown Greenway that has the potential to fit the definition of a park as defined in this report. Crossroads Park is the name utilized for a park that is proposed to be created in the vicinity of 5th Avenue and the Midtown Greenway. According to Park Board staff, the land that might be made available in this area may be of a sufficient scale for it to be meaningfully programmed so that it complements the recreational offerings of other parks in the area. If borne out by further design work, the MPRB may be willing to acquire property to create and manage this park

Greenway Access Points

Hennepin County should own Greenway Access Points including where they are expanded to provide more open space, landscaping, public art or other community amenities. Maintenance should be conducted by Hennepin County or a special services district.

Transit Station Areas

Hennepin County should own Transit Station Areas. Maintenance should be by Hennepin County or a special services district.

Likely future locations of transit stations along the Midtown Greenway are noted in the proposed public realm maps (see Figures 5-7) At these locations, the preservation of physical space for future transit stations of appropriate scale is critical when new development is proposed. Expanded and enhanced public space associated with future transit stations can be encouraged through the use of zoning, conditioned public funding and other development incentives where City participation is required for new development. These public spaces could be included in Special Service Districts or Housing Improvement Areas.

Phasing

Unlike the development of a market through creation of catalytic development, it appears that a growing market is already established along the Greenway; development of new uses and buildings along it is scattered and unique, dictated by events occurring near any given parcel and area. This circumstance recommends an opportunistic approach to timing and acquisition of public spaces as adjacent development occurs.

In specific cases, there may be benefit in consolidating efforts to complete the acquisition or assembly of public spaces.

A time-related consideration is the sunset provision of Minnesota Statutes for the establishment of Special Service Districts and Housing Improvement Areas. If these are not established by June 30, 2009, they must be established thereafter by special statute.

Public Realm Summary Implementation Matrix

The following table summarizes the recommendations regarding ownership, management and maintenance for the public realm features discussed here. Please refer to the above sections for further detail.

Public Space Type	Ownership	Management/Maintenance
Streets & Sidewalks	City of Minneapolis	Maintenance by the City. Snow removal from sidewalks by adjacent landowner, except where Special Services District or Housing Improvement Area provides maintenance
Promenades	Private with public use easement	By agreement with landowners under Special Services District or Housing Improvement Area
Community Gardens	Non-profit entity or Park and Recreation Board	By Non-Profit Organization
Parks	Minneapolis Park and Recreation Board	By Minneapolis Park and Recreation Board
Greenway Access Points	Hennepin County (Rail Authority)	By Hennepin County (Rail Authority) or by Special Services District or Housing Improvement Area
Transit Station Areas	Hennepin County (Rail Authority)	By Hennepin County (Rail Authority) or by Special Services District or Housing Improvement Area

Zoning and Regulatory Recommendations

As discussed in Chapter II. Summary of Research, The Minneapolis Plan is supported by regulatory tools designed to implement the goals and policies of the City’s comprehensive plan. Therefore, the City of Minneapolis Zoning Code must not only complement but also support The Minneapolis Plan. Upon adoption of the Midtown Greenway Land Use and Development Plan and its subsequent amendment to The Minneapolis Plan, the City’s Zoning Code and Map may need to be modified to correspond to the principles and recommendations of the Midtown Greenway plan.

In addition to regulatory approaches, there are other means to achieving development that meets the goals and recommendations of the Midtown Greenway Land Use and Development Plan. A balance needs to be maintained between guiding development with regulations and allowing the flexibility necessary for development to reflect the desires of the community while also remaining attractive to the development community. Clearly stated guidelines can communicate to community-minded developers and land owners the neighborhood and city goals for the Greenway area, as well as ways to retain community support for projects.

The following **zoning and regulatory strategies** are recommended:

1. **15-foot setbacks** along the Midtown Greenway property line.
2. **Prohibition of billboards** within 300 feet of the Greenway.
3. **Explicit consideration of shadowing and visual connectedness** in conditional use permit applications for additional height.
4. **Consideration of density variances where private land is dedicated** for the purpose of providing one of the identified public realm features.

Zoning Code Support

A vast majority of the City’s zoning districts are represented throughout the Midtown Greenway project area, reflecting the diversity that exists in this central part of the City. As part of the Midtown Greenway Land Use and Development Plan, existing zoning regulations were evaluated to determine their correspondence to the recommended future land use plan and associated development guidelines/districts. Based on this evaluation, it was determined that some zoning districts would have to be changed in the Greenway area to better reflect the Plan’s recommendations. Additionally, some minor changes and/or clarifications to the City’s zoning ordinance may have to be made.

The Midtown Greenway Coalition has proposed the modification of the Minneapolis Zoning Code by adding a Midtown Greenway Zoning Overlay District (MGZOD) which would affect the zoning requirements for property that fall within 200 feet of the edge of the Midtown Greenway right-of-way. Please refer to *Appendix C* for a summary of this document. The MGZOD is a very comprehensive document that does an excellent job of identifying a menu of Greenway related topics that may benefit from additional regulatory control. Because of that, this part of the Implementation chapter is loosely organized around the MGZOD sections. Each section provides an analysis of the approach suggested in the MGZOD in the context of this Plan and existing Minneapolis regulations. And it outlines a set of recommended regulatory strategies that should be employed in support of the objectives of this plan and other Greenway related documents.

Prohibited and Conditional Uses

The prohibited uses as described in the draft MGZOD include vehicle salvage yards, outdoor storage of industrial machinery, motor vehicle sales or storage, dry cleaning plants, automobile services and rock crushing facilities. These types of uses are not supported by the Midtown Greenway Land Use and Development Plan’s Principles of Greenway-Friendly Development. Additionally, the future land use plan guides land does not support these types of new commercial and industrial uses.

Façade Transparency

The draft MGZOD would require 20 percent of first floor facades on residential buildings and 30 percent of first floor facades on commercial buildings to consist of fenestration (doors and/or windows). All new construction, both residential and non-residential, is currently subject to the City’s site plan review ordinance, which imposes the same fenestration requirements. Section 530.120 of the ordinance requires this percentage of fenestration for all facades facing a public street, public sidewalk, or “public pathway,” with public pathway specifically defined to include the Midtown Greenway. The site plan review ordinance also requires that 10 percent of upper floor facades facing a public pathway are windows.

Entrances

The draft MGZOD states that certain new development requires entrances facing the Greenway. While this is encouraged by the Midtown Greenway

Land Use and Development Plan, it is not required. There may be some cases where primary or secondary entrances may face the Greenway, which would help to satisfy the façade transparency requirements (see above); however, the location of entrances for each individual redevelopment project will need to be evaluated based on other locational factors.

Buffering and Screening

Very few of the uses to be screened in the draft MGZOD (i.e. outdoor storage of materials) would be allowed under the future land use map of the Midtown Greenway Land Use and Development Plan. Where the draft MGZOD requires screening, as between parking areas and the Greenway, the proposed requirement is eight feet of screening. The City’s site plan review ordinance requires seven feet of screening between parking areas and public pathways. As such, this screening requirement (albeit one foot narrower) is met by current regulatory tools.

Setbacks are important along the Midtown Greenway property line. New development along the greenway is in almost all cases guided medium to high density. Maintaining an appropriate distance from the public edge is important in order to put new structures in appropriate physical relationship to the public space. It also supports an ample landscaping buffer, or makes it possible to contribute to the promenade network. This plan recommends that a setback of 15 feet be established along the Midtown Greenway property line.

Signs

The draft MGZOD indicates that no freestanding signs will be allowed on sites abutting the Greenway. Identification signs and building addresses placed on walls facing the Greenway cannot exceed 18 inches in height unless the establishment chooses to open a public entrance facing onto the Greenway. Also, no off-premise signs are allowed to be placed in yards or on roofs visible from the Greenway.

The current ordinance allows one freestanding sign per zoning lot and no on-premise roof top signs. The off-premise section of the ordinance (Chapter 544) addresses billboards and roof signage. This section could be modified to address the Greenway in a similar manner in which it addresses signs next to parks: “No advertising sign or billboard, except a sign designated by the heritage preservation commission or a sign determined to be a contributing feature in a historic district, shall be located within 300 feet of a parkway or a public park of 3 acres or more.” This could be modified to include the Midtown Greenway frontage.

Drainage

The draft MGZOD would require that stormwater be directed away from the Greenway, or to be stored and filtered on site. The City’s stormwater management ordinance currently requires any site over one acre in size to meet the requirements of the ordinance, which in essence requires that stormwater be retained on site. Thus the drainage requirements of major

redevelopment projects (those over one acre) would meet the intent of the draft MGZOD.

Neighborhood and Agency Review

In addition to notifying affected neighborhood organizations to consider development projects as per the current City ordinance, the draft MGZOD would require review by the Midtown Greenway Coalition. There is no precedent in the current ordinance to require this extra process in an overlay district, and this is unlikely to be supported. However, the Midtown Greenway Land Use and Development Plan herein suggests that the City and the Greenway community may benefit from adopting a practice of notifying the Midtown Greenway Coalition where development proposals are adjacent to or near the Greenway.

Building Height

The draft MGZOD has set height limitations on the south side of the Greenway that are expressed in a complex set of tables that differentiate between location and distance away from the southern Greenway right-of-way. Additionally, the south side height limitations as stated in the draft MGZOD allow only 15 percent of the frontage of the structure above the height limit to cast a shadow on the Greenway. This aggressive requirement protects the greenway from the prospect of new development excessively shadowing the Greenway. There is, however, a countervailing community building and public safety value associated with windows that provide visual connections to and informal surveillance of the Midtown Greenway.

For this reason, this study recommends that a uniform, strict regulation limiting building height in a new Midtown Greenway overlay district is not advisable. The Midtown Greenway Land Use and Development Plan offers an alternative approach to building height. Its Development Guidelines (see Chapter VIII) includes a menu of options – guiding rather than regulatory – for achieving the main MGZOD goal of allowing sun to reach all parts of the Greenway to melt snow. Additionally, a conditional use permit will generally be required for proposed buildings over the maximum permitted height of the City’s zoning districts, which is usually up to four stories along the Midtown Greenway. A conditional use permit review requires compatibility with surrounding properties by requiring the following findings:

“The establishment . . . of the conditional use will not be detrimental to or endanger the public health, safety, comfort or general welfare.”

“The conditional use will not be injurious to the use and enjoyment of other property in the vicinity and will not impede the normal and orderly development and improvement of surrounding property for uses permitted in the district.”

This study proposes that, as a matter of protocol, the following more specific questions be considered for proposed development on the south side of the Midtown Greenway in determining the effect of additional height on the “public welfare”, and the “use and enjoyment of other property in the

vicinity” of the proposed development. Staff reports would specifically discuss these as part of the conditional use permit findings.

1. The anticipated shading of the Midtown Greenway. Conditional use permit applicants should be asked to provide a written description of the strategy and specific measures taken to minimize the shadowing of the Greenway. Additionally, illustrations of the summer and winter season shading patterns on the Greenway for midmorning, noon and midafternoon should be provided.
2. Visual connections to the Midtown Greenway. Developers should be asked to describe how the provision of windows and balconies on the more elevated parts of proposed developments capitalizes on the opportunity to establish visual connections with the Midtown Greenway.

Land Dedication

Land dedication for public purposes is desirable in order to meet a number of Midtown Greenway objectives, particularly in relation to the provision of land for promenades, greenway access points, and transit stations. The draft MGZOD recommended that dedication of property be encouraged by providing a two-to-one density credit for dedicated land. This would incentivize the dedication of property for public purposes by allowing a developer to construct more than the number of units originally allowed based on the original land area. A density credit of this kind would be a brand new element of the city’s zoning code. It would likely have applicability that extends beyond the Midtown Greenway; therefore, it would require extensive analysis that is beyond the scope of this study. That being said, there is a strong policy argument for at least holding a developer harmless that dedicates part of a development parcel for a public purpose.

In the absence of an as-of-right development credit, there is a mechanism under the current zoning code that would allow the consideration of additional development where land is dedicated. A density variance of up to 30% is available in the City’s zoning code. The variance application requires the demonstration of hardship. And while the response to a variance application cannot be predetermined there is agreement among staff that the dedication of land for public purpose may be used to support an applicant’s demonstration of hardship. The result in many cases may be the approval of density variances that support additional units of housing or higher floor area ratios where land is dedicated for public purposes.

Parking Credits

The draft MGZOD recommends that the parking credit allowed by the current City ordinance be doubled from 10 percent to 20 percent for commercial or industrial parcels that provide bicycle or pedestrian access from its site to the Greenway. The City is currently in the process of updating its parking ordinance and will consider this recommendation.