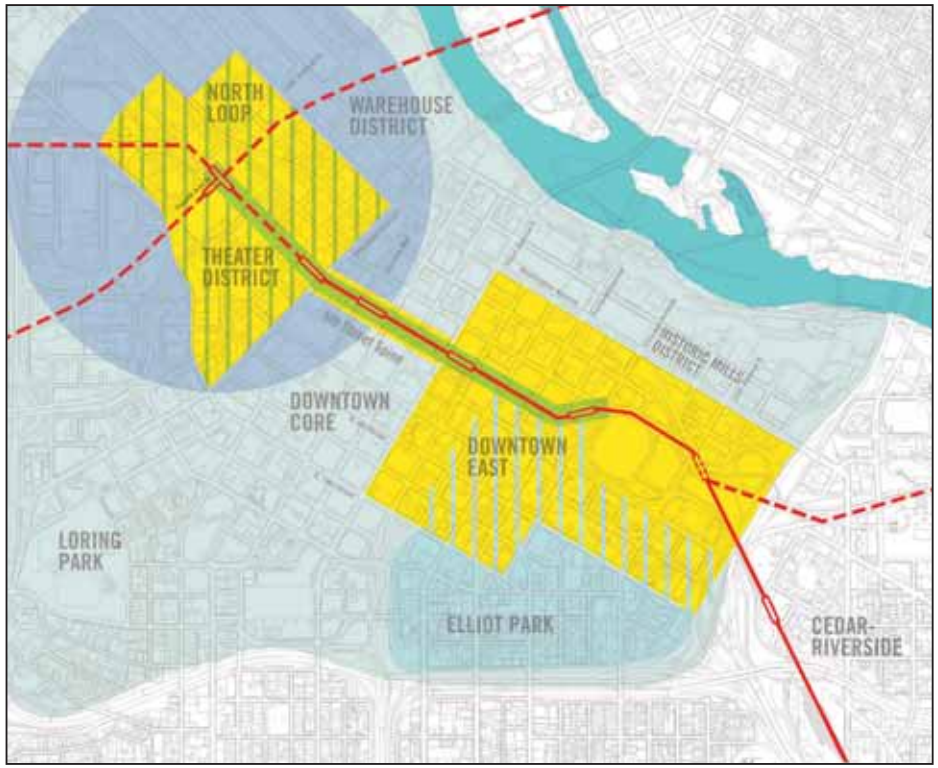

CITY OF MINNEAPOLIS PLANNING DEPARTMENT

DOWNTOWN EAST / NORTH LOOP MASTER PLAN

A special thanks to all of the citizens, property owners, business owners, and interested individuals who attended the public meetings and participated in the public process for this project.

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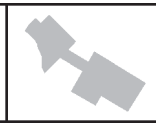
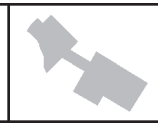
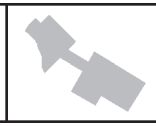
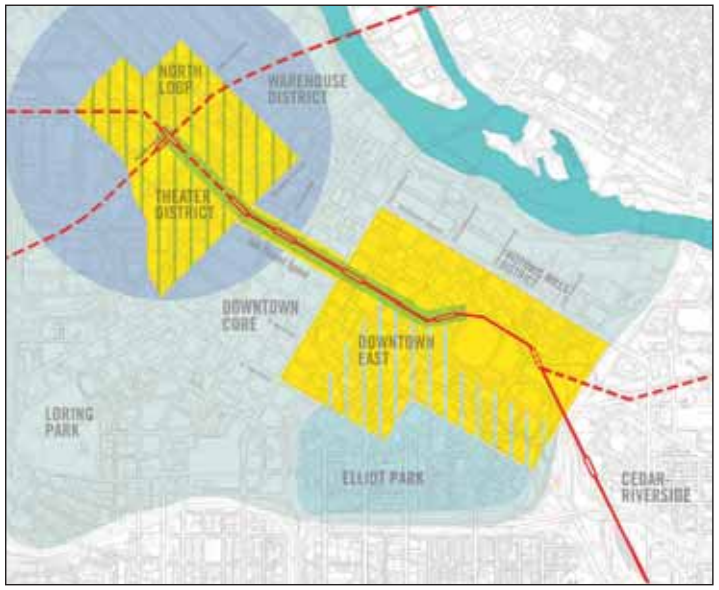








CITY OF MINNEAPOLIS PLANNING DEPARTMENT

DOWNTOWN EAST / NORTH LOOP MASTER PLAN

Chapter One Introduction and Background

The primary objective of the *Minneapolis Downtown East/North Loop Master Plan* is to encourage renewed interest in living, working, and shopping in downtown Minneapolis through the creation of a high-quality, easy-to-use physical environment, one that enhances the everyday urban experience. As such, the primary intent of this master plan is to:

- Promote strategies that integrate transportation and land use planning in order to encourage and realize more complete neighborhoods and communities;
- Capitalize on the introduction of improved public transit – light rail transit, commuter rail, bus rapid transit and other modes – and the prospect of making the downtown less auto-dependent;
- Foster the development of mixed-use precincts that combine commerce and housing;
- Set forth initiatives that will encourage the design and delivery of high quality public spaces and streetscapes.

Figure 1.1
Work Program and Process

PROJECT WORK PLAN AND PROCESS

In the summer of 2001, the City of Minneapolis Planning Department commissioned a consultant team led by IBI Group to complete a Master Plan for two districts adjacent to the Downtown Core – Downtown East and the North Loop. In addition, the 5th Street Light Rail Transit (LRT) corridor was included because it joins these two districts together through the Downtown Core (see Figure 1.2, page 3). Throughout the second half of 2001 and the first half of 2002, the Consultant Team met on a regular basis with the Technical Advisory Committee (TAC) convened specifically for this project. During that time, the Consultant Team also conducted four workshops for a larger group of stakeholders – The Steering Committee, which included civic, neighborhood, and business leaders. Likewise, four Open Houses were conducted in order to engage the general public and to seek their input into the master plan as it evolved (see Figure 1.1).

In addition, over the course of the year the work program followed a general planning sequence beginning with data collection and problem identification. Once this was completed, data analysis was initiated and various alternatives for potential outcomes were generated. These alternatives were reviewed and discussed by the Technical Advisory Committee, the Steering Committee and the general public in order to develop and strengthen a series of recommendations and proposals for action and implementation. What follows is a fully developed master plan that seeks to re-establish the goals and priorities for emerging redevelopment within the Project Area.

In accordance with directives established at the outset of the project, the master plan must be developed from the City's existing land use plan and zoning ordinances (see Figure 6.1, page 109). Therefore existing ordinances, prior planning reports, and base maps were analyzed. The Consultant Team also carried out extensive fieldwork and collected site photographs and sketches for subsequent use and analysis. Field collection and site surveys were compiled into three Technical Memoranda that were used for subsequent review and analysis by the Consultant Team:

- Technical Memorandum: Background Review and Problem Identification;
- Technical Memorandum: Building Blocks from Existing Studies;
- Technical Memorandum: Site Inventory and Analysis.

These technical memoranda are on file with the City of Minneapolis Planning Department.

ORGANIZATION OF THE MASTER PLAN

The analysis, findings, and recommendations associated with the Downtown East/North Loop Master Plan project are arranged in

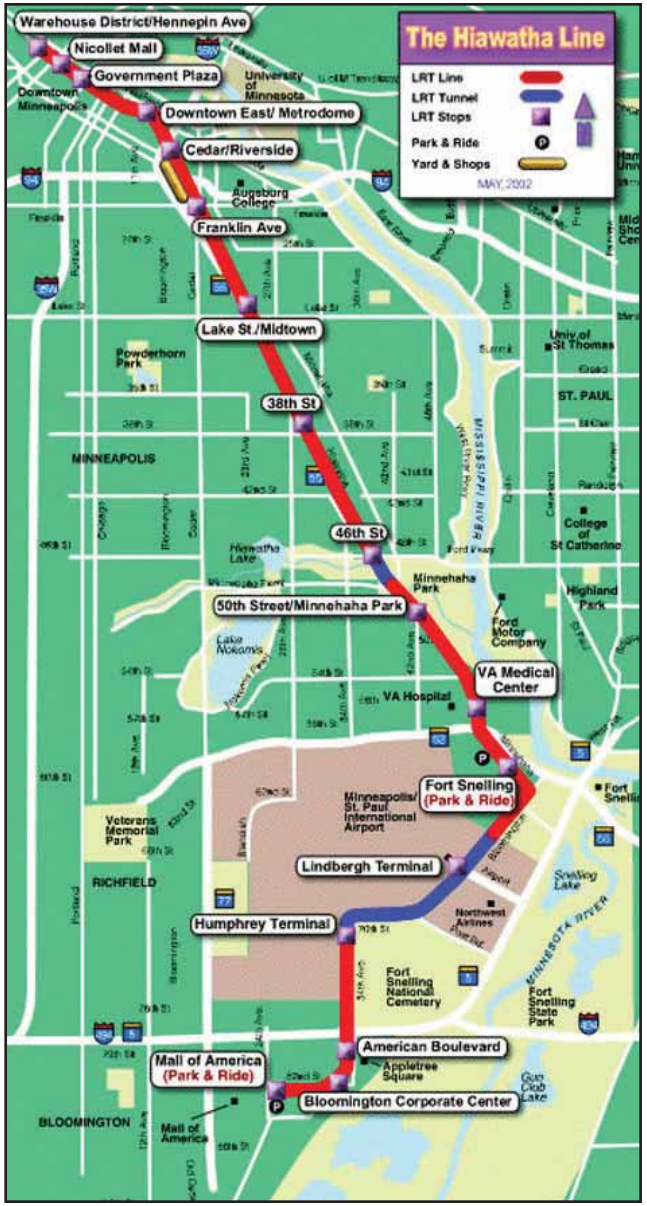


Figure 1.2 Map of Hiawatha Light Rail Transit (LRT) Corridor
Source: Metropolitan Council

order to help the reader understand both the broad character and the detailed complexity of the subject matter. Chapters are structured to tell the story of the project's unfolding evolution. Maps, photos, tables, and illustrative renderings support the text of each chapter.

This Master Plan report is organized into seven chapters as follows:

Chapter 1: Introduction and Background

Chapter 2: Planning Complete Communities

Chapter Two outlines the key principals necessary for encouraging so-called "Complete Communities" in a mature downtown setting. Complete Communities are neighborhoods or districts that are self-sufficient by virtue of interconnected transit and commercial environments that are, in turn, surrounded by a diversity of housing types, services, and amenities. The chapter begins with a discussion and primer on the goals and objectives of transit-oriented development (TOD) and mixed-use development. Next, the chapter looks at some of the wider, emerging trends in urban residential development in U.S. cities today and considers how these trends might come to play in shaping Complete Communities. This is followed by a discussion of general strategies for downtown commercial environments. This section is particularly geared toward renewing the vigor of downtown retail – especially neighborhood-based retail meant to serve a growing downtown population. The chapter ends with a discussion of the general goals and recommendations for transportation, transit, and parking.

Chapter 3: Market Analysis

Chapter Three summarizes the chief findings of a detailed market analysis of the Project Area. The intention of the market analysis is to identify the existing economic potential within the Project Area and to envision and describe the possibilities for future development in the Project Area. The chapter begins by looking at regional development issues and moves on to an analysis of development forecasts for office, residential, retail, and lodging markets in Downtown Minneapolis over a twenty year timeframe. The chapter also discusses the level of influence that light rail transit has in these forecasts and the likely locations for TOD. In doing so, it ties expected market conditions to an analysis of land use planning issues.

Chapter 4: Land Use Plan

Chapter Four begins by envisioning the Project Area as thirteen smaller districts or precincts, each of which is the basis for developing a Complete Community. The second part of the chapter summarizes the development and public presentation of three different land use scenarios that were compiled in order to discuss three different paths of growth and change that might be pursued: decentralization of the existing downtown core, continued centralization of the existing downtown core, and expansion of the existing downtown core. The third and main part of the chapter is a detailed description of the recommended land use plan and what it looks like on a precinct-by-precinct basis.

Chapter 5: Urban Design Plan

Chapter Five sets out the Urban Design Plan for the Project Area. The Urban Design Plan includes a broad range of analysis and recommendations aimed at improving the character and quality of the built environment at a variety of scales – from the broad scope of Downtown as a whole to potential solutions for specific locations. The chapter begins by addressing the nuts-and-bolts of how the public realm should be improved by addressing the ways in which it is experienced while moving from place-to-place. The second section of the chapter offers two case studies, each with specific proposals for how to tackle two different kinds of urban design challenges. The third section looks in detail at ways to improve the overall experience of Downtown East and the North Loop by considering the role that "Gateways" and "View Corridors"

LEGEND

- HIAWATHA LRT (UNDER CONSTRUCTION)
- TRANSIT STATIONS
- PROPOSED RAIL TRANSIT LINES
- 5TH ST. STREETSCAPE PROJECT
- PROJECT AREA FOR DOWNTOWN EAST/NORTH LOOP MASTER PLAN
- PROJECT AREA FOR HENNEPIN COUNTY MULTI-MODAL STATION AREA PLAN
- PROJECT AREA FOR ELLIOT PARK MASTER PLAN

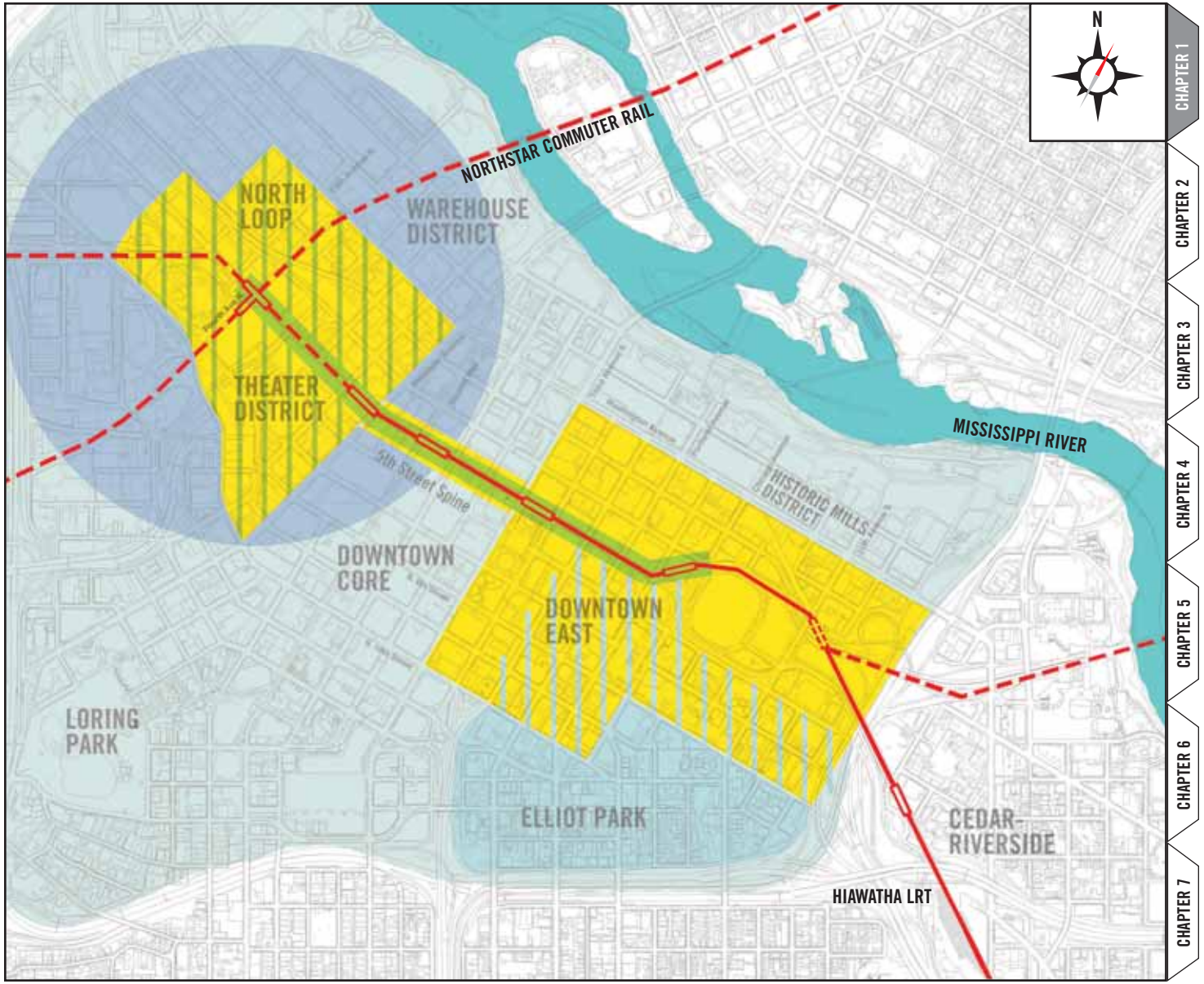


Figure 1.3 Map of Project Area

play in the wider built environment of the Downtown and in the City as a whole. The fourth section of the chapter is an in-depth look at the relationship between the design of individual buildings, the intensity of land uses, and the overall character of the city. The chapter ends by presenting images of three-dimensional computer models and character sketches that are developed from the information in the recommended Land Use Plan.

Chapter 6: Modifications to the Local Regulatory Framework

Chapter Six considers how the City's primary regulatory tool for guiding new projects – the Zoning Code – could be adapted or modified in ways that remove existing barriers to the vision contemplated. The chapter begins by reviewing the basic zoning categories that are found within the Project Area and evaluates how well each category is suited to accommodating the kinds of change sought in forging Complete Communities. This analysis is followed by a series of proposals and recommendations for how the Zoning Code should be modified in order to help the development community overcome the challenges inherent in the existing zoning categories, especially as they relate to specific development precincts with the Project Area. Finally, the chapter considers enhancements to the City's regulatory framework that would help to ensure that improvements to downtown infrastructure and public amenities proceed in pace with new building development.

Chapter 7: Implementation and Phasing Plan

Chapter Seven considers the issue of how and when the vision called for in previous chapters of this document might be implemented into the physical environment of the Project Area. The first section of Chapter Seven is intended to help the City establish priorities for moving forward with enhancements to the public realm and infrastructure. The second section of the chapter is intended to help the development community understand the potential that lies within the Project Area. By drawing on information derived from the market analysis, Chapter Seven presents the key development objectives and projects that will be necessary to implement the vision called for in the master plan. Additionally, it describes individual springboard projects that are intended to be illustrative demonstrations of how the principles of the plan are applied in selected locations throughout the Project Area. Finally, the chapter includes an extensive implementation matrix with block-by-block information that will need to be considered in packaging any development proposal that falls within the boundaries of the Project Area.

PROJECT AREA BOUNDARIES

The boundaries for the Project Area include a central spine, running along 5th Street and two larger districts on both the east and west sides of the Downtown Core – Downtown East and the North Loop. The extent of the Project Area boundaries are illustrated on the Project Area map (see Figure 1.3, page 5), and Project Area Aerial photo (see Figure 1.4, page 8).

Center Spine: The "Center Spine" portion of the Project Area is defined as one-half block on the north and south sides of South 5th Street between Hennepin Avenue and Third Avenue South.

Downtown East: The "Downtown East" portion of the Project Area is defined as the area that stretches between Third Avenue South on the west, Interstate 35W on the east, and Washington Avenue South on the north. The southern boundary of this district is irregular and runs from the intersection of Third Avenue South and South 10th Street, eastward to Centennial Place and South 10th Street. From there it runs northward two blocks along Centennial Place and Chicago Avenue to the intersection of South 8th Street and Chicago Avenue and then turns east once again, running along South 8th Street to I-35W.

The North Loop: The "North Loop" portion of the Project Area is defined as the area that stretches from Hennepin Avenue on the east to Seventh Avenue North on the west. (South of North 5th

Street, the western boundary of the Project Area approximates the line of Seventh Avenue North). Washington Avenue North forms the northern boundary of this district. North 7th Street and North 10th Street comprise the southern boundary of the district.

CONCURRENT PLANNING EFFORTS

Three other master planning efforts are currently underway or recently completed in Downtown Minneapolis, each of which has some measure of overlap with the goals and objectives of the *Downtown East/North Loop Master Plan*.

Downtown Minneapolis Multi-Modal Station Area Plan: In conjunction with the introduction of the NorthStar Commuter Rail to the Twin Cities Metropolitan Region, Hennepin County has undertaken a master planning effort in the vicinity of North 5th Street and Fifth Avenue North in the North Loop neighborhood of Downtown Minneapolis. The Project Area for the County's study extends in a one-half mile radius around the intermodal station site. Hennepin County's Multi-Modal Station Area Plan was completed in early 2002.

Elliot Park Master Plan: Elliot Park Neighborhood, Inc. (EPNI) has recently completed a neighborhood-based master planning process for the Elliot Park neighborhood, which is located in the southeast corner of Downtown Minneapolis. The intention of that exercise was to develop ideas and scenarios for refining the character of the neighborhood while attracting new development to this part of Downtown. The Project Area for the EPNI master plan overlaps the Downtown East portion of the Project Area. The Elliot Park Master Plan was completed in the summer of 2002. Similar to the Hennepin County study in the North Loop Area, the findings of the EPNI study were carefully considered as a base of work that can be responded to while carrying out the *Downtown East/North Loop Master Plan.*

It is the explicit intent of the *Downtown East/North Loop Master Plan* to formulate policies, tools, and mechanisms that can be used to effect the kinds of proposals brought forward in both master planning efforts.

Ballpark Planning Efforts: Several years ago, a blue ribbon committee was established by the Minneapolis City Council and others to undertake research concerning the potential siting and construction of an urban ballpark in Downtown Minneapolis. Given the direction of the committee and the existing City policy at the time when this project was established, the Consultant Team was directed to pursue planning options for the North Loop based on the assumption that if a stadium was to be built, it would be sited on or above the existing surface parking lots south of North 5th Street and east of the Burlington Northern right-of-way. Because the site for even the potential existence of a downtown baseball stadium cannot be confirmed at this time, a whole range of site-specific information concerning stadium planning efforts has not been addressed in detail.

Care was taken to fully understand the issues discussed in each of these three parallel projects and to incorporate their findings and recommendations into the *Downtown East/North Loop Master Plan.*

LEGEND

- HIAWATHA LRT (UNDER CONSTRUCTION)
- TRANSIT STATIONS
- PROPOSED RAIL TRANSIT LINES
- PROJECT AREA BOUNDARY

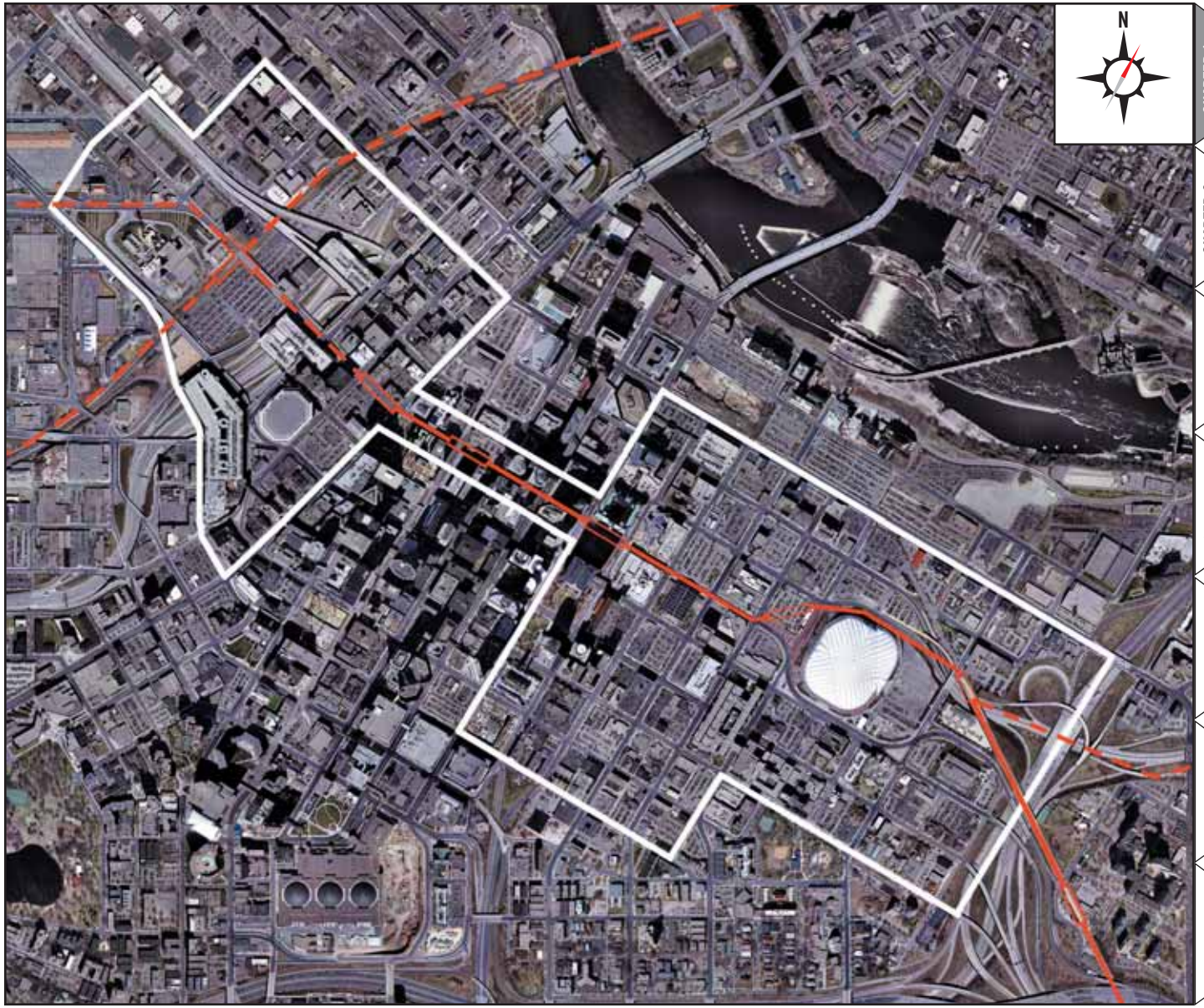
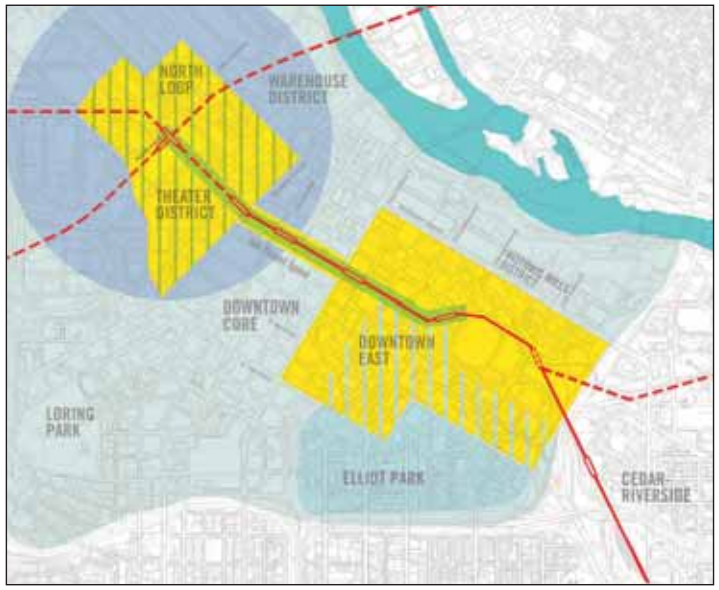


Figure 1.4 Aerial Photo of Project Area



CITY OF MINNEAPOLIS PLANNING DEPARTMENT

DOWNTOWN EAST / NORTH LOOP MASTER PLAN

Chapter Two Planning Complete Communities

Chapter Two presents a new paradigm for growth and change in Downtown Minneapolis: an integrated approach to transportation planning, land use planning, and urban design aimed at promoting the development of so-called "Complete Communities" within the Project Area. Complete Communities are neighborhoods or districts that are self-sufficient by virtue of interconnected transit and commercial environments, and are surrounded by a diversity of housing types, services, and amenities. Establishing Complete Communities within Downtown East and the North Loop is the primary goal and vision of this master plan. Overall, the aim of this chapter is to set precedents for how growth and change should occur in order to realize a healthier collection of new and existing neighborhoods in the very heart of the city.

CHAPTER SUMMARY

Chapter Two outlines the key principals necessary for encouraging so-called Complete Communities in a mature downtown setting. The chapter begins with a discussion and primer on the goals and objectives of transit-oriented development and mixed-use development. Next, the chapter looks at some of the wider, emerging trends in urban residential development in U.S. cities today and considers how these trends might come to play in shaping Complete Communities. This is followed by a discussion of general strategies for downtown commercial environments. This section is particularly geared toward renewing the vigor of downtown retail – especially neighborhood based retail meant to serve a growing downtown population. The chapter ends with a discussion of the general goals and recommendations for transportation, transit, and parking.

Because a large proportion of space within the peripheral districts surrounding the core is underdeveloped and underutilized, new opportunities exist to capture the economic potential of these districts and to update the public realm through more cohesive interaction between downtown districts. The driving philosophy behind the creation of the *Downtown East/North Loop Master Plan* is the need for Downtown Minneapolis to engage in "complete" community planning. Planning Complete Communities calls for the interweaving of transportation planning, land use planning, and urban design planning into an inter-related set of policies that mutually reinforce one another. The result of such policies would be the realization of a collection of neighborhoods that forge and retain their own distinct identities while still being tightly connected to the Downtown as a whole. More importantly, each neighborhood or precinct is complete in the sense that it is self-sufficient by virtue of interconnected transit and commercial environments, surrounded by a diversity of housing types, services, and amenities.

In short, complete communities are those which provide the opportunity for people to live, work, shop and play within the boundaries of their own neighborhoods. Complete communities offer these amenities in a pedestrian-friendly atmosphere where public transit is at least as convenient as the automobile.

TRANSIT-ORIENTED DEVELOPMENT (TOD)

In pursuit of the larger goal of building Complete Communities, instituting land use policies that inherently reduce auto dependence is paramount. The integration of transportation and land use strategies in support of this goal is known as Transit-Oriented Development (TOD), a strategy that is gaining widespread acceptance in both urban and suburban centers across the country. The central planning ingredient for TOD is convenient access to revitalized public transit service – commuter rail, light rail transit (LRT), bus rapid transit (BRT), and city bus systems – that directly serve medium- and/or high-density nodes of mixed use development. TOD is the creation or restoration of compact, pedestrian-friendly, neighborhoods that contain housing, workplaces, shops, entertainment, schools, parks and civic facilities – all within easy walking distance of a prominent transit station. TOD promotes the increased use of transit, particularly rail transit, because it is located at the "hub" of neighborhood uses and activities. Likewise it de-prioritizes the need to build more highways, roads, and parking

Figure 2.1
Mixed-Use Development Illustrative Sketch

ramps to accommodate single-occupancy vehicle (SOV) commuting.

The main premise of TOD is that people are able to live, work, shop, play and generally find all of the necessities of life within a given node, or within a nearby node that is conveniently and quickly accessible by transit. Such configurations of uses and activities mean that most, if not all, of the day-to-day trips that one makes can be done easily by low impact ways of moving about – on foot, by bicycle, or by transit. Use of the private automobile is limited to occasional non-routine trips. For example, an increasingly typical end-of-the-day commute for many people involves leaving work, picking up children, parents, or friends, shopping for groceries, stopping off at the dry cleaner or the drug store, and then heading home. If land uses are organized to allow dense, mixed-use / mixed activity development, all of these trips can be accomplished quickly, conveniently, and cost-effectively without a car. This is because TOD nodes have enough density to sustain commerce that provides the kind of goods and services that people need on an everyday basis.

Based on the existing concentration of bus lines that feed Downtown Minneapolis, the construction of the LRT line, and the prospect of new commuter rail lines, the Central Business District (CBD) will continue to be the most highly served collection of real estate in the Upper Midwest. As such, the Project Area is an ideal location to develop a series of medium and high-intensity TOD nodes that provide both new places to live Downtown and new commercial spaces that will contribute to regional and neighborhood prosperity. TOD is particularly effective at capturing the benefits rapid transit can bring to communities. Successful TOD incorporates the following key objectives:

Multi-Modal: TOD allows for multiple modes of transit to access and use the same stations thereby facilitating easy transfers between different modes.

Mixed-Use Development: Different uses and activities are clustered within a single neighborhood, within a single city block, and in some cases within a single building (see Figure 2.1).

Compact Development: Facilitating a wide range of land uses within a one-quarter to one-half mile radius of transit nodes means that most everything in the neighborhood is no more than a five or ten minute walk away. Smaller lots, reduced setbacks, and greater attention to infill development opportunities make it possible to assemble different uses in a relatively small amount of geographic space.

Increased Density: Intensification of land uses makes the most of expensive land and infrastructure, while facilitating greater population growth.

Traditional Neighborhood Structure: Incorporating the concept of "town centers" into downtown neighborhoods creates a series of strong individual neighborhoods, each of which is interconnected to the CBD as a whole.

Connectivity: An interconnected street grid facilitates easy linkages between places.

Civic Identity / Public Realm: A mix of safe public spaces including parks, plazas and active, at-grade storefronts lends a "sense of place" and character to each node.

Pedestrian-Friendly: Taking measures to enhance pedestrian safety, function and aesthetic character improve neighborhood livability.

Traffic calming: Widening sidewalks and reducing vehicular capacity on selected city streets "calms" vehicular traffic and creates a zone of activity designed to accommodate pedestrians, primarily, and to facilitate vehicular access to building sites, secondarily.

Policies for Transit-Oriented Development (TOD) and Mixed Use Development

- *Promote downtown living by forging Complete Communities that include a mixture of transit stations, commercial office, retail, housing, and parks/plazas.*
- *All land uses within one-quarter mile of new and potential rail transit stations in Downtown Minneapolis to incorporate either high- or medium-density mixed-use development in order to capitalize on the benefits of creating vibrant transit nodes that can become the heart of both new and revitalized Downtown neighborhoods.*
- *Medium-density mixed-use development (generally 5 – 14 floors) should be considered the norm for new construction and rehabilitation projects in the Project Area. This recommendation is made specifically because medium-density, mixed-use projects have already become the norm in most parts of the Project Area, particularly the Warehouse District.*
- *High-density mixed-use development (generally 14 floors and higher) should be pursued primarily within the Downtown Core, but also in a limited number of specifically desig-*

Continued on page 14

MIXED-USE DEVELOPMENT

Mixed-use development is the key component to forging vibrant, Complete Communities because it produces the density, variety, and pedestrian life needed for lively, downtown living. Mixed-Use development is a more efficient model of downtown development than single-use development because it allows for multiple land uses – residential, commercial retail, commercial office, and lodging – to be integrated into a single block, building or site. Combining different activities into a single site, or building mixed-use development, makes better use of valuable land, allows for common site servicing, and provides economies of scale for other infrastructure costs.

Moreover, mixing residential and commercial uses adds vitality to downtown neighborhoods by extending street activity beyond the typical nine-to-five work day. Because people are occupying, coming from, and going to buildings for longer periods of the day, the resultant "eyes on the street" add to a feeling of neighborhood safety and community care. The ability to walk to work, shopping, recreation, and entertainment venues on pedestrian-friendly streets reduces reliance upon the private automobile and encourages use of public transit.

In order to demonstrate the concepts and benefits of mixed-use development, a series of Mixed-Use Development Typologies were investigated and assessed. In each case the ability to include required parking, either underground, or concealed above grade, was analyzed and ranked (see Figure 2.2, page 13).

DOWNTOWN HOUSING

Over the last half-century, downtowns in cities across America have seen a dramatic decline in the number and kinds of residential housing stock available for urban living. Perhaps the greatest reason for this decline was rooted in the cultural dominance of the single-family, suburban-style house as the ultimate symbol of the American dream. Until recently, living downtown offered few options beyond living in high-rise apartment buildings, many of which lack social amenities.

In the last decade, new kinds of housing choices have sprung up in downtowns across the country making the benefits of living in the heart of the city more accessible to a wider array of people with a wider array of lifestyle choices. These choices are rooted in an expanded set of alternatives for kinds of residential units and kinds of residential building types. As a result of expanded residential options, downtowns are fueled with a new and growing population, a new sense of vitality, and a new set of demands for locally available goods and services. Downtowns are becoming healthier and more exciting, which in turn attracts more new residents and visitors.

Emerging Trends: Renewed Forms of Residential Living

Live / Work Residential: Live / Work units are characterized by the flexible arrangement of space that allows the occupants to conduct business in the same space that serves as their primary residence. These units are usually built at-grade and are designed to have direct-access to, and a high-level of visibility from city streets and sidewalks – much like retail stores. In many cities, live / work units are especially popular with artists and people who own small businesses. These units are ideal for professionals in computer services, graphic arts, and other emerging job classifications who do not necessarily require a morning commute to the office. In some cases, live / work units have become especially popular among those who enjoy being interconnected with and exposed to the streetlife of the city outside. From a city-building perspective, live / work units are especially beneficial because they create flexible spaces at street level that can be easily transformed from residential spaces to retail spaces when market demand changes. Live / work spaces are most always combined in a building that includes other styles and types of residential units on the upper stories.

MIXED-USE DEVELOPMENT TYPOLOGIES

A key to encouraging vibrant new inner-city communities involves the concept of "mixed-use" developments. This concept is not new – think of any busy street corner with shops on the ground floor and apartment units above. The advantage of this development form – or typology – is that it encourages more people to live downtown. Local downtown residents populate the streets well into the evening, defining a "sense of place" and providing much needed "eyes on the street" required for safety. Our cities have moved away from this concept over the years, building instead, single use developments which "roll up their sidewalks" at the close of the business day.

A key ingredient to developing responsive mixed-use projects within the Project Area regards movement away from single-use parking ramps and towards solutions which integrate parking within the development's design. The examples at the right contain a variety of mixed use development patterns and rank possible typologies as "good", "better" and "best".

O: Office
RT: Retail
R: Residential
H: Hotel
LW: Live / Work

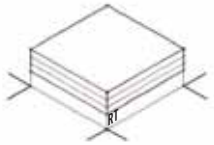
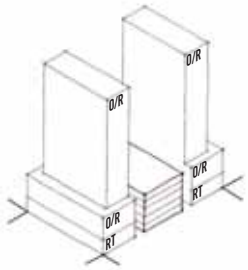
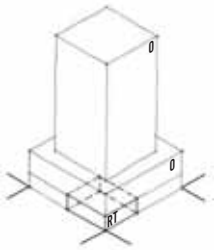
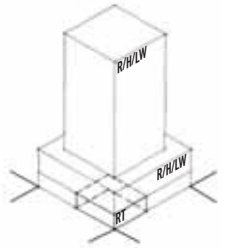
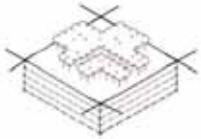
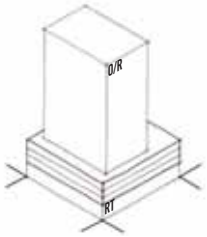
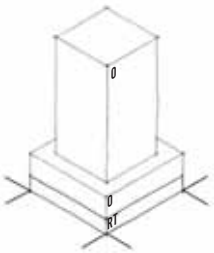
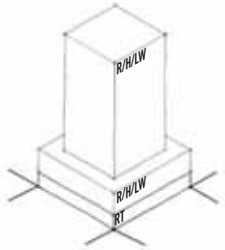
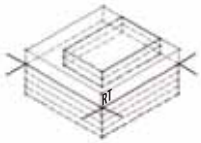
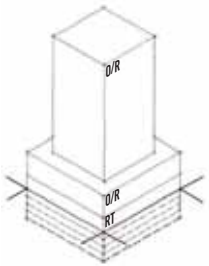
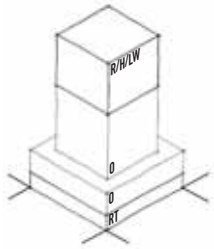
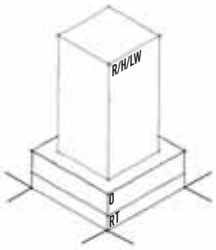
	Retail, Plaza & Parking	Mixed Use & Parking	Mixed Use (MU-O) Office as Primary Use	Mixed Use (MU-R) Residential as Primary Use
Good	 Retail at street, parking above	 Conceal parking structure between adjacent developments	 Some retail at street, parking behind / above	 Some retail at street, parking behind / above
Better	 Urban Park / Plaza at street, parking below	 Retail at street, parking above	 Maximum retail at street, parking below	 Maximum retail at street, parking below
Best	 Retail at street, parking behind / below	 Retail at street, parking below	 Maximum retail at street, parking, office and residential component above	 Maximum retail at street, parking, office component capped by residential

Figure 2.2 Mixed-Use Development Typologies

Policies Continued from p. 12

nated locations outside of the core.

- *New and rehabilitated low-density residential development (generally 2-4 stories) should be pursued on sites within the Ninth Street Historic Street. Mixing in commercial/retail uses is only appropriate at designated neighborhood nodes.*

Policies for Downtown Housing

- *City policy must encourage development of downtown housing that is twice the growth that is otherwise suggested by current market predictions (see Chapter Three). Specifically, the City should ensure that adopted policies and ordinances support the creation of 10,000 new residential units within the Project Area over the next twenty years.*

- *New housing should accommodate a diversity of end users by offering various kinds of units, typologies / configurations, and price points.*

- *Medium and high-density residential development will be highly required within the Project Area (except within the 9th Street Historic District).*

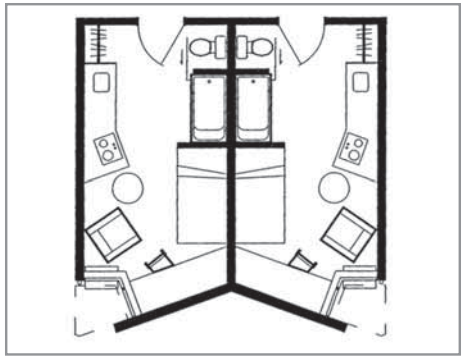


Figure 2.3
Single Residence Occupancy Floor Plan

Single-Residence Occupancy (SROs): One of the downsides of urban development that took place in many American cities during the 1950s and 1960s was the destruction of residential buildings that were divided into Single Room Occupancies, or SROs. These units combine the essential functions of a living space into a small, but affordable unit that is intended to be inhabited by just one person. While in many cities such as Minneapolis, SROs were stigmatized as the housing of last resort, this kind of residential unit is again gaining popularity, this time as a low cost "first step" housing option. For instance, a recent trend aimed squarely at the young seeks to provide either rental or ownership units that are not much larger than a hotel room, 200 – 250 SF. Although such an option may not have widespread market appeal, the focus on affordability offers a cost-competitive choice to those seeking to minimize housing and commuting costs. Likewise, SROs add another layer of the income strata to downtown neighborhoods, thus avoiding the one-sided view that downtown is an enclave of the wealthy (see Figure 2.3).

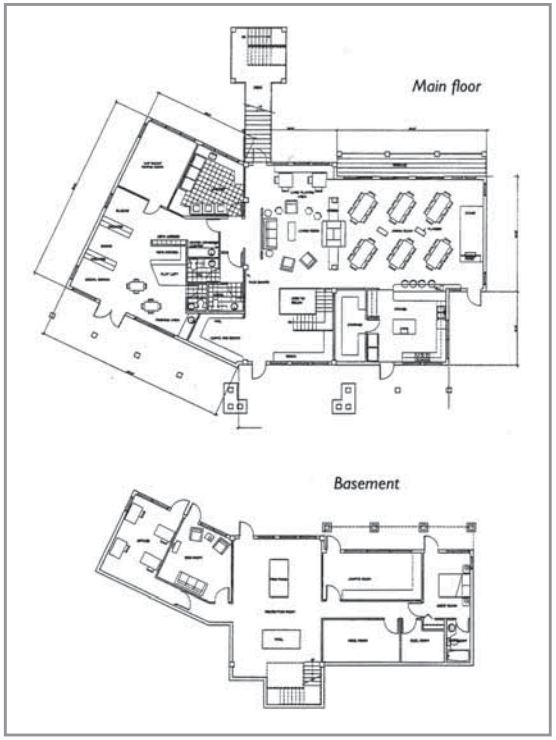


Figure 2.4
Co-housing Residential Floor Plan

Co-Housing Residential: Co-housing is a form of residential development that combines aspects of individualized, or family-based home ownership, with those of communal living. Co-Housing projects provide a series of individual living units organized around communal facilities such as kitchens, dining areas, and recreation and hobby rooms. They are programmed to accommodate a variety of households living together under a single roof. Co-housing can be designed to accommodate any special needs or focus of the intended occupants – from young families starting out through to elderly people looking for cooperative care. In the process, co-housing helps to foster new downtown communities, which in turn helps to reverse the otherwise prescribed "choice" of a single-family, suburban-style house (see Figure 2.4).

Policies Continued

- *Residential and commercial uses will be combined in mixed-use developments throughout the Project Area; Land use ordinances and zoning codes should be revised as required to remove any obstacles that discourage mixed-use development.*
- *Issues of overshadowing, view protection, and other quality of life considerations should be regulated through development of comprehensive design guidelines.*
- *A percentage of all housing units should be set aside for non-market and "hard-to-house" tenants.*
- *A portion of all new housing should have larger, ground floor units, with outdoor recreation areas that are visually accessible from indoors to accommodate families with children.*

Emerging Trends: New typologies for Downtown Residential Development

Downtown living requires housing types other than the suburban style, single-family home with its inefficient use of valuable land. Downtown housing needs to be developed, designed, and built in such a way as to ensure that the resulting clusters ultimately become vibrant neighborhoods. Such places need to be served by neighborhood necessities such as grocery stores, hardware stores, dry cleaners, and mass transit. But they might also encourage a host of extras such as coffee shops, video stores, boutiques, restaurants, and bars. If both Downtown East and the North Loop are going to meet the test of becoming Complete Communities, integrating residential development with commercial development – particularly neighborhood services – must be a high priority.

Realizing that downtown Minneapolis will only achieve its goals for Downtown revitalization – especially in the Project Area – with a substantial resident population, the Master Plan examined the range of possible housing types that should be used for new downtown residential projects (see Figure 2.5, page 16).

Emerging Trends: New Opportunities and Challenges

Affordable Housing: The provision of affordable housing is a policy issue, not a specific physical typology. All new residential development within the Project Area must conform to existing and new City policies on affordable housing. Affordable housing units should be dispersed throughout the Project Area, not built in stand-alone developments that run the risk of becoming ghettoized. Progress on residential development in the Project Area should be monitored and tracked so that an annual review can assess how well the market place – as well as city funded projects – are meeting the challenges of providing affordable housing. The City should consider normalizing a policy for creating a set percentage of affordable housing units in all ownership and rental developments, regardless of how they are financed.

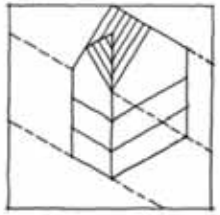
Neighborhood Preservation: The *Downtown East/North Loop Master Plan* underscores and re-emphasizes the goals for neighborhood creation, preservation, and enhancement outlined in the Elliot Park Neighborhood Master Plan, the Hennepin County Multi-Modal Station Area Plan and the Update to the Historic Mills District Plan. The master plan also places the highest importance on the evolution of downtown Minneapolis through quality residential areas. It articulates a vision of neighborhood development for specific precincts within the Project Area. The creation of new residential neighborhoods is essential to the future success of downtown Minneapolis as a place to live, work and play. Bringing more residential development opportunities to downtown is at the core of the recommendations made within this report.

However, one issue that could inhibit neighborhood development within the Project Area is the potential for emerging NIMBYism. With each new housing unit filled, the possibility grows that community residents, current or future, will oppose development that comes after them. Unattended, this problem could hold the Project Area back from realizing the densities called for throughout the plan. The result could be the loss of critical mass required to meet the goal of vibrant inner city communities. Efforts must be taken to ensure that beneficial development is not stalled under the guise of "Neighborhood Preservation." In other words, neighborhoods are not static entities; they grow, change, and evolve over time. That sort of dynamism must be understood and embraced as the number one reason that cities – particularly downtowns – are exhilarating places to live.

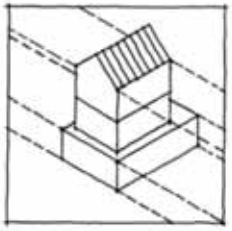
COMMERCIAL ENVIRONMENTS

In order to encourage the development of Complete Communities, a wide range of commercial uses and activities should be interwoven within both the existing and emerging residential districts of Downtown Minneapolis. In order to offer a truly urban set of residential choices, it is important to create environments where residents might choose a lifestyle where it is possible to work and

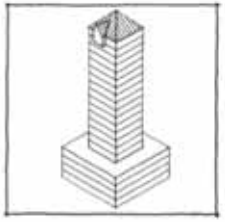
Housing is the cornerstone of developing new and promoting existing neighborhoods in Downtown Minneapolis. If Downtown East and the North Loop are going to meet the test of becoming "Complete Communities," providing a range of housing options and choice in the Project Area must be a high priority. Alternative housing forms – or typologies – and their resultant densities (expressed in dwelling units per acre) are examined at right.



Low-Rise Residential
25-40 dwelling units / acre
1-4 Floors



Mid-Rise Residential
40-60 dwelling units / acre
5-13 Floors



High-Rise Residential
60-110 dwelling units / acre
14 Floors and Higher

Figure 2.5 Residential Typologies and Densities

Figure 2.6
Attributes of Complete Communities

shop in the same neighborhood as where they live. Even if residents choose not to live, work, and shop in the same given neighborhood, the intermingling of commercial and residential uses is critical to establishing a city that has activity, vitality, and safety at all times of the day and week. It is essential that there is always somebody coming and going – whether it is to and from their job or to and from their home. For this reason it's important to overcome the temptation to think of one part of downtown as the place where people work, another part as the place where people are entertained, another where people live, and so on.

Commercial enterprise should be developed throughout the downtown, albeit in different densities and formats depending on the location or neighborhood, where that development is occurring. High-density office development should continue to be concentrated in the Downtown Core, but that does not mean that it should not and cannot exist at other scales and in other formats in other parts of Downtown. Likewise, large hotels may choose to cluster within the Core or close to the Convention Center, but if a developer can "make a go" of lodging within another part of downtown, that use should continue to be allowed and encouraged.

Retail Strategies

A healthy retail landscape is a prime requisite for successfully developing Complete Communities in Downtown East and the North Loop. New and current local residents need to be able to purchase the goods and services required to carry out their daily lives. It is critical for policymakers to remember the timeless real estate mantra "location, location, location." To simply decree, for example, that all ground floor, mixed-use development should be designated retail would doom too many of those spaces to failure. The key is to pick strategic locations that will serve as catalysts for further retail growth and to establish a sense of place surrounding those retail nodes.

The City of Minneapolis must ensure the ability to develop "at-grade" neighborhood-based retail districts within the Project Area. It should ensure that these retail centers are brought "on line" in manageable increments and given every opportunity to take hold and prosper. If a retail center is too ambitious for its marketplace, and it flounders, the perception that the area is failing will prompt even further failure and begin a downward spiral that the City would have a very difficult time recovering from. Several key principles should be the foundations for encouraging and sustaining retail within the Project Area and throughout Downtown Minneapolis:

Concentrate on providing neighborhood commercial and retail services: Downtown should remain a strong regional center for goods and services. However, another layer of goods and services also must be available to new and existing residents – neighborhood retail and commercial services. Emerging and existing neighborhoods will only be sustainable if they offer residents choices for obtaining life necessities within walking distance from home. Such necessities include groceries, hardware, drycleaning, and other retail and professional services (see Figure 2.6, adjacent).

Retail must be strategically located: While the concept of creating space for neighborhood retail on every Downtown street corner is attractive, the reality is that the market is not likely to support a high proliferation and variety of new spaces over the next twenty years (see Chapter Two: Market Analysis). Nevertheless, there are specific sub-sectors of retail that can be expected to grow in Downtown Minneapolis. Retail growth should be strategically clustered at LRT stations, major intersections, or along existing or emerging commercial corridors such as Washington Avenue. Once key locations are established, it is more likely that new start-ups and expansion might survive in mid-block or interstitial locations.

Establish critical mass at selected locations: Rather than designate a requirement for at-grade retail everywhere within the Project Area, this plan proposes that retail development should occur first at specifically identified streets and intersections, par-

Policies for Retail Strategies

- *Develop distinct neighborhood retail centers, which are at-grade and easily accessible to and from city sidewalks.*
- *Discourage second level retail in neighborhoods and districts outside of the established Downtown Core, as it detracts from on-street pedestrian activity.*
- *Designate full street corners as catalyst community retail centers; encourage retail development to continue along streets, but only once street corner retail development has matured.*
- *Wherever possible, develop street corner retail with an urban plaza that includes neighborhood icons, public art and the like.*
- *Encourage retail uses that promote extended hours of operation – such as restaurants, coffee shops, bookstores, and the like – in pursuit of city streets that are lively at most hours of the day and night.*
- *Prohibit surface parking lots between sidewalks and retail storefronts.*
- *On-street parking is encouraged wherever practicable.*

Continued on page 19

ticularly those that already have a physical infrastructure that can accommodate such uses. Three or four successful retail establishments clustered at a prominent neighborhood intersection will go a long way to establishing the critical mass required for a full-fledged retail precinct to take root. If this corner retail development is further combined with urban design or place making elements – a public plaza, public art and/or a water fountain, a vest-pocket park – so much the better. Once the retail precinct takes hold, other retail facilities should be encouraged to "spill" down the side streets forming unbroken "fingers" of retail development that add to the character and identity of the precinct. The trick is to provide settings that are architecturally designed in such a way as to let retail develop and evolve at a speed that enjoys continued market support, rather than designating too large a precinct from the start and watching it fail.

Flexible architecture: It's important to allow for retail growth while avoiding the temptation to overbuild retail spaces. Overbuilding would result in too many spaces being vacant for too long, thus undermining the feeling that Downtown is active and healthy. Instead, it's important to ensure that the ground-level design for any downtown building is scaled and proportioned in such a way that its use can be changed over the years from housing to office to retail space and back again, according to the demands of the marketplace. Buildings that are flexible in the kind of uses and spaces they accommodate are more likely to survive because they can be adapted with changing times. For instance, a century ago, it was unlikely that anyone foresaw the Warehouse District as an enclave of creative enterprises, upscale residential units, and trendy entertainment venues. But because the buildings in this part of Downtown were designed to be flexible, they were easily adapted to new uses when it became more profitable to warehouse goods elsewhere.

Ensure that design enhances retail environments: The City's ability to encourage good building design and good street design is critical for creating walkable neighborhoods. It is important that pedestrians feel comfortable enough to shop. Providing interesting architecture that allows for highly visible displays and street settings helps to create safe and attractive places to spend time in. The goal is to have people buy more, enjoy themselves, and return with their friends. Neighborhood retail centers should become the "living room" of the community, the focus of pride and identity. Good design will enhance and encourage emerging neighborhood retail districts through a variety of different measures:

- *Mixed-use buildings* increase pedestrian activity not only during the day, but well into the evening. People will use the sidewalks more if there is a mixture of residences, offices, stores and entertainment in a single location rather than being spread out over several blocks;
- *Wide sidewalks:* Sidewalks need to have enough room for friends to comfortably walk side-by-side. On major streets, sidewalks should be a minimum of 12'-0" wide. On side streets, 10'-0" sidewalks are adequate;
- *Shade and shelter:* Shoppers need shelter from summer sun and winter snow;
- *Spatial enclosure:* In most cases, buildings need to be placed up against the sidewalk to create a "sense of place." The exception is in blocks where there is already market demand for wider sidewalks that could accommodate outdoor cafes;
- *On-street parking* creates a greater sense of pedestrian safety because there is a physical barrier between moving cars and strolling pedestrians;
- *Sidewalk "bulb-outs"* at street intersections reduce the width of roadway and, therefore, the width of the crosswalk, making it easier for pedestrians to see cross traffic, and shortening the distance needed to walk across the street. At the same

Policies Continued from p. 18

- *Maintain and enhance existing restrictions on all new auto-oriented development. Encourage new development at sites where auto-oriented development already exists.*

Policies for Transportation, Transit and Parking

- *Improve operations at congested intersections: Initiate measures aimed at alleviating traffic difficulties at the key intersections identified in the Downtown Transportation Study as being highly congested. Such measures could include improvements in the design of intersections and changes in traffic patterns to reduce volumes through such intersections.*
- *Achieve effective interface with the Hiawatha LRT Route: The need exists to effectively coordinate the Hiawatha LRT service with bus service as well as pedestrian and bicycle circulation within the Project Area.*
- *Relieve bus congestion during the PM peak period: Provision of additional exclusive HOV/bus lanes, consolidation of bus routes into shuttle /*

Continued on page 20

time, because bulb-outs break the otherwise uniform line of street curbs, they force motorists to slow down as they perceive a narrower space to drive through (even though drive lanes are actually the same size as streets without bulb-outs);

- *Narrow car lanes:* Providing as few car lanes as practical and narrowing them accordingly helps to control the speed and pace of vehicles and minimize street pavement;
- *Benches, planters or low walls:* People like to rest and enjoy being at the center of activity. Retail health is often tied to the ability to stop and "people watch";
- *Aligned building facades* lend a greater sense of security because they minimize places for people to hide;
- *Building facades* should provide a variety of styles, regarding storefront materials, colors and signage; avoid boring, blank facades;
- *Doors facing the sidewalk:* People will use the sidewalk if storefronts open directly onto the sidewalks rather than opening into the interior corridors of buildings;
- *Linear Buildings:* One way to fill vacant lots on retail streets is by the design of linear buildings along pedestrian streets. Buildings that are long and narrow encourage the appearance of more retail frontage than what local conditions can economically support;
- *Large storefronts* encourage window-shopping;
- *Upper story windows* facing the street from residential, lodging, or office spaces allow for natural surveillance, thus lending a sense of security.

Encourage Business Improvement Districts (BIDs): Shopping districts will be stronger if retailers band together to form Business Improvement Districts (BIDs). BIDs can ensure a lively streetlife by constantly refining their image through banners, other advertising programs, street festivals, and the like. In-store promotions often link merchandise presentations with neighborhood or district-wide events.

Discourage Further Auto-Oriented Retail: Developments that cater primarily to automobile traffic – service stations, fast food stores, drive-in banks, strip shopping centers and the like – are counter productive to the goal of establishing pedestrian-friendly realms within the Downtown Minneapolis. Their inherent need for multiple curb cuts and large, highly visible surface parking lots do little to encourage construction of mixed-use residential developments. Although selected kinds of auto-oriented development are necessary to ensure that new and existing residents have access to filling stations and auto repair shops, they are best located at the outer edges of downtown in close proximity to the existing freeway system. Beyond what is considered a minimum number of essential auto-oriented neighborhood services, the City should take the position that subsequent auto-oriented and "drive- thru" facilities will not be permitted within the Project Area.

TRANSPORTATION, TRANSIT AND PARKING

A starting point for this project was to address the inter-related issues of transportation, transit, and parking in order to establish a solid framework on which to evaluate several different options for refining the land use plan in the Project Area.

In order to create the kind of environment that will allow Complete Communities to germinate in the Project Area, the City must first seek ways to reduce automobile dependence. This challenge must be dealt with effectively at two different levels. Some of Downtown's peripheral neighborhoods have languished for many years as the fallout of an otherwise very successful strategy for

Policies Continued from p. 19

circulator services should be pursued to accomplish this objective.

- *Improve the quality of downtown transit stops: Placement of bus stops should be further examined with MetroTransit. In addition, funding for provision of additional and/or improved bus shelters should be actively pursued. Design guidelines should be devised to reinforce existing policies and regulations that call for integration of bus stops / shelters within new building projects – both public and private.*

- *Address the needs of bus layover space: The City, in consultation with Metro Transit, should determine to what extent bus layover space is needed in the Project Area and how best to locate and design such spaces.*

- *Maintain existing requirements and encourage new requirements for the City's award-winning Travel Demand Management (TDM) strategies in Downtown Minneapolis.*

- *Expand the existing UPass and MetroPass discounted transit pass programs for employees and residents of Downtown Minneapolis with a program that allows developers to con-*

Continued on page 21

intensifying land uses in the Downtown Core. More specifically, many of the buildings and activities in the North Loop and especially in Downtown East were cleared and replaced with surface parking lots. For many years, these lots offered a stopgap measure in that they provided ample parking for a growing downtown and an increasingly mobile working population. But times have changed. The city has grown. Under-utilizing such a vast area of potentially lucrative property is counterproductive to maintaining a healthy, vital downtown. Surface lots that currently serve Downtown commuters must be re-developed for higher and better uses that are served by a mix of transportation modes. Given the value of downtown land, it is not possible to expect that each and every existing surface stall will be replaced by a stall in a new structured ramp. The commuter trips represented by at least some of those stalls must be replaced by commuters using public transit.

Because of the relatively high value of downtown land, it costs more for developers to assemble a site. The city must therefore maximize the utility of each site – as well as its eventual tax capacity – by allowing for, indeed requiring, that each site is built to a minimum acceptable density. Moreover, it is not wise to build residential units that automatically have two dedicated parking spaces apiece. It is incumbent upon the City, as a leader in the region, to plan communities that allow for households that have just one car or less.

In cities where downtown parking supply per employee increases, the percentage of people choosing transit and walking / biking to travel downtown almost always decreases. Similarly, in cities that provide more transit and less downtown parking, the converse is true. Land that might have been used for parking is developed for higher and better uses that are more productive in building the city's tax base. Thus, the continued accommodation of convenient downtown parking, much of it in single-use parking structures, is counterproductive to the desire to reduce auto dependence within the Downtown Core generally, and within the Project Area specifically.

At issue is the pursuit of land use planning that promotes compact development, which in turn complements new rail transit infrastructure. In response to this challenge, land use planning efforts must be geared toward enabling residents to live in close proximity to where they work, shop, and play, thereby reducing unnecessary automobile trips. In addition, land use planning must focus on providing commercial activity in close proximity to both new and established transit routes as a way to stem the flow of single occupancy vehicles (SOVs) arriving in and moving around Downtown Minneapolis on a daily basis. At the same time there is a need to balance the relationship between transportation investments and development density in order to ensure that downtown vehicular traffic is not unduly inhibited by future development.

Parallel to the issues related to land use planning is the observation that most existing downtown parking, either in single-use parking structures or on surface lots, is generally not pedestrian-friendly. Efforts need to be made to retrofit existing parking structures and ensure that future parking facilities meet design guidelines that deal with their functional and aesthetic presence within the community.

Policies Continued from p. 20

struct fewer parking stalls in exchange for purchasing transit passes (for a limited time period) for all residents, employees, or students.

- *Consider "In Lieu" fees, where developer fees are used to fund public parking instead of requiring individual facilities to provide off-street parking.*

- *Develop a Comprehensive Parking Policy for Downtown Minneapolis: Although it is beyond the scope of the Downtown East/North Loop Master Plan, the City needs to develop a comprehensive parking policy for the entire central business district.*

- *Discontinue Expansion of the City's existing Perimeter Parking Policy within the Project Area: The City's current perimeter parking policy should not be expanded any further because it discourages public transit ridership, promotes inefficient land use and is not pedestrian-friendly. In addition, the existing perimeter parking policy conflicts with the ability to discourage construction of future park-and-ride structures within close proximity to the LRT Corridor.*

- *Develop standards for and set "parking maximums:" As a means to reign in the over-construction of parking, the City should establish policies and ordinances that incrementally reduce requirements for providing new parking in direct proportion to expansion of transit service. The City's Zoning Code should be revised and amended to include standards for "parking maximums," rather than "parking minimums" for all new construction. In support of the City's goal of moving towards greater reliance upon alternate modes of transportation over the next twenty years, the zoning code should be modified to gradually scale back existing parking requirements for downtown office uses from a minimum of 3.33 stalls per 1,000 per Gross Floor Area (GFA) to an ultimate maximum of 1.0 stall per 1,000 GFA. Likewise the Code should be revised to gradually scale back existing parking requirements for downtown residential uses to one stall per residential unit.*

- *Eliminate or reduce required parking in specific circumstances: The City should eliminate or reduce required parking in new developments adjacent to LRT Stations within the Project Area. The City should prohibit construction of new commercial parking structures within a block of downtown LRT stations. Likewise the City should eliminate the on-site parking requirements for infill development projects on development sites that are less than one-quarter block in size.*

- *Phase-out existing surface lots within two blocks of all downtown LRT stations by instituting a five or seven year timeline for conversion to other uses. In an effort to encourage higher and better uses, explore options for raising property taxes on stand-alone surface parking lots to be commensurate with the rates that would be paid if the site was fully developed.*

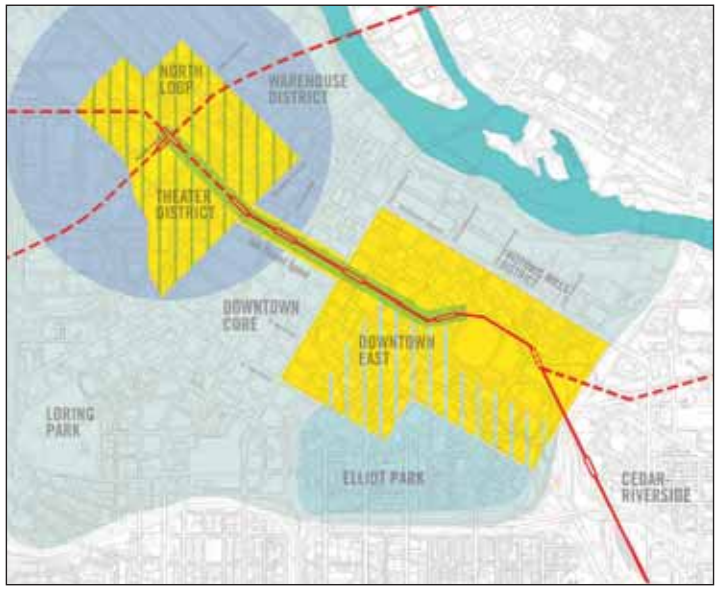
- *On-street parking permits: Continue to provide for a limited number of resident on-street parking permit programs to discourage workers from parking on downtown residential streets. Consider market pricing for on-street parking through the metering of on-street and residential permit parking programs to reduce spillover problems.*

- *Devise Guidelines for Parking Structures to promote higher standards of development within the Project Area. Such guidelines should include – or continue to include – consideration of design as well as corollary uses (within the same structure). Specifically, these guidelines should encourage construction of underground parking structures wherever possible. When below-grade parking is not feasible, the guidelines should call for the following:*

  - *Above ground parking structures should be incorporated into mixed-use projects in such a way that the parking structure is "lined" with or surrounded by active uses facing the street.;*

  - *All parking structures should limit vehicular access to no more than one combined entrance / egress point per block located as close as possible to the middle of the block face.;*

  - *Pedestrian entry / stairs should be located mid-block to allow for high-visibility uses at street corners.*



CITY OF MINNEAPOLIS PLANNING DEPARTMENT

DOWNTOWN EAST / NORTH LOOP MASTER PLAN

Chapter Three Market Analysis

As a foundation for studying what sort of land use change might be necessary in the Project Area, it was first necessary to determine and understand the development opportunities that are likely to materialize in downtown over the next 20 years.

CHAPTER SUMMARY

Chapter Three summarizes the chief findings of a detailed market analysis of the Project Area. Undertaken in the summer and early fall of 2001, the intention of the market analysis is to identify the existing economic potential within the Project Area and to envision and describe the possibilities for future development in the Project Area. The chapter begins by looking at regional development issues and moves on to an analysis of development forecasts for office, residential, retail, and lodging markets in Downtown Minneapolis over a 20-year time frame. This chapter also discusses the level of influence that light rail transit has in these forecasts and the likely locations for development, thus tying expected market conditions to an analysis of land use planning issues.

After conducting field research, but before proceeding with recommendations for changes to the Project Area, it was important to undertake a market analysis to determine likely levels of real estate development within the Project Area over the course of the next 20 years. The chapter presents a summary of findings regarding the likely volume, character, and locations of various types of development in Downtown East, the North Loop and throughout Downtown Minneapolis. It describes the likely development patterns that would occur if the market were left uninfluenced by new public policies. As such, it sets forth no specific plan or statement of objectives for future development. Rather it provides a view of likely development patterns that might be expected to evolve even in the absence of public policy measures. For this reason, it provides a baseline framework to help identify the Project Area's key planning challenges.

Initial research and analysis of market conditions was conducted for the entire Central Business District (CBD), which includes the entire area bounded by the freeway loop, the Mississippi River, and Plymouth Avenue North (see Figure 3.1, page 24). The findings presented focus on long-term outlooks and seek to provide three important pieces of information: (1) reasonable forecasts of the volume of supportable development; (2) insights into key factors driving downtown development, and (3) an identification of the niches and locations offering potential for new development in the Project Area.

The full, detailed text containing the research and analysis in support of these findings is presented in a background document entitled *Downtown East/North Loop Master Plan* Market Analysis and Development Forecast. The remainder of this chapter includes a summary of the highlights and salient portions of that analysis.

REGIONAL DEVELOPMENT ISSUES

The Twin Cities regional economy has shown steady and consistent growth over the last decade. In the near-term future, growth is expected to slow along with the national economy. Over a long-term time frame, however, the Twin Cities economy is expected to show continued positive growth – at rates roughly comparable to projected national growth – in employment, gross product, and personal income.

Professional services industries comprise the largest and fastest growing segments of the Twin Cities economy. Continued growth in these sectors provides high paying jobs, driving growth in personal income and creating new opportunities for high quality commercial and residential development.

LEGEND

- HIAWATHA LRT (UNDER CONSTRUCTION)
- TRANSIT STATIONS
- PROPOSED RAIL TRANSIT LINES
- PROJECT AREA BOUNDARY
- MARKET AREA BOUNDARY

NOTE: This map illustrates the general area referenced as either the Central Business District (CBD) or "downtown", in Chapter Three: Market Analysis and Development Forecasts.

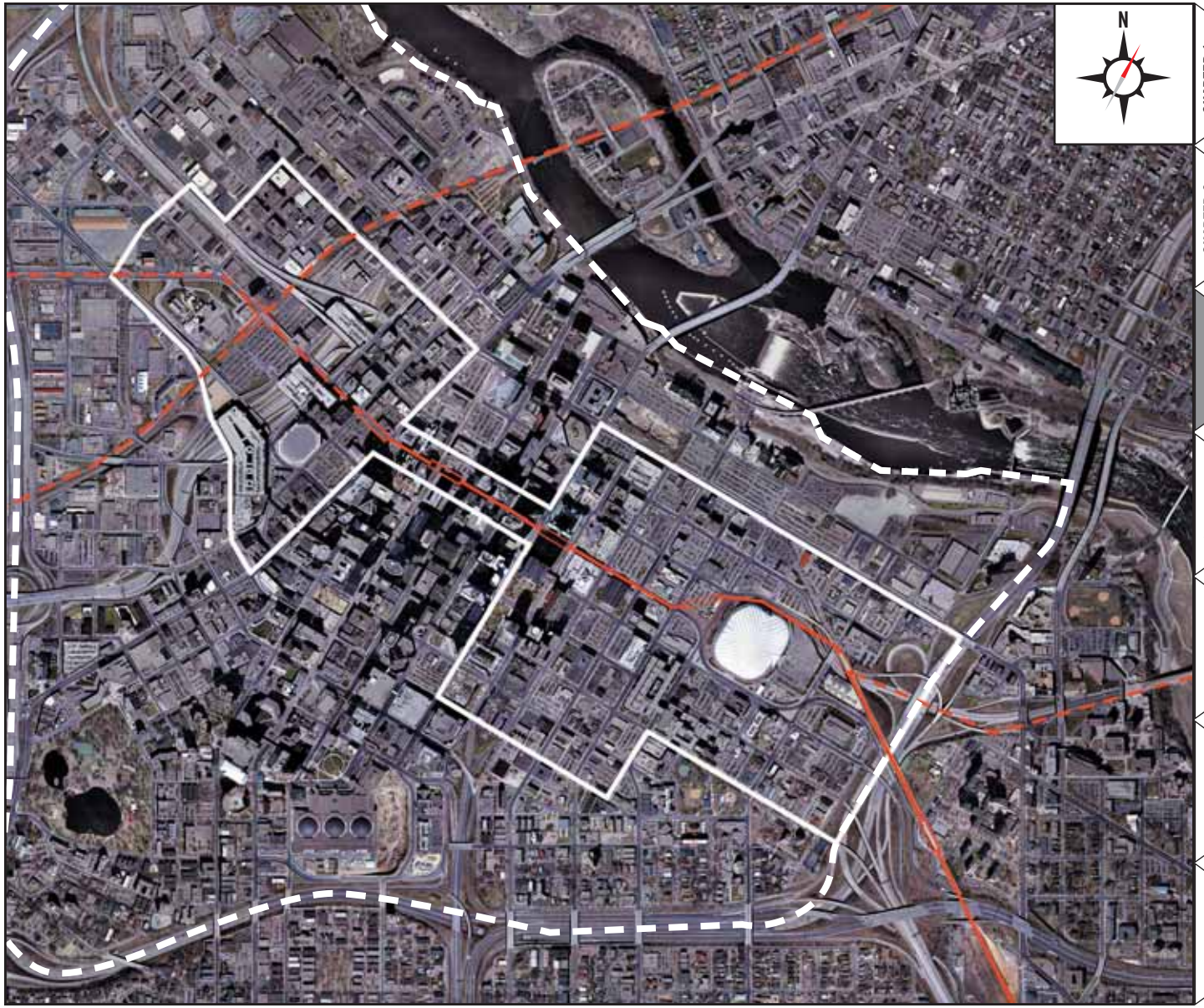


Figure 3.1 Map of Downtown Minneapolis Market Analysis Area

DEVELOPMENT FORECASTS AND ISSUES

Over a 20-year time frame, the market – uninfluenced by new policies – would be able to support the following volumes of additional development:

- Office use will maintain its role as the dominant use and primary driving force in downtown development.
- The lodging sector will achieve the highest growth rates, driven in part by an infusion of increased convention activity.
- Residential development will play a prominent role, nearly keeping pace with office growth rates.
- Retail development opportunities will face significant constraints, with opportunities limited to specific niches (see Figure 3.2, page 26).

These projections are supported by a variety of different data sets and methodologies, which are presented by individual sector analyses and are included in the Background Report. The key findings of these analyses follow (see Figure 3.3, page 28).

Office Development

Office Market Profile: The Minneapolis Central Business District (CBD) occupies the dominant position in the Twin Cities office market. The CBD contains a total of approximately 23.3 million square feet of private, multi-tenant office space, and 36 million square feet of total public and private space. As such, the CBD accounts for 35 percent of the metropolitan area's leased office inventory and nearly half of the area's Class-A space.

Forecasted Office Development: Over the next 20 years, the CBD office market will be able to support an additional 13 to 17 million square feet of commercial office space, an average of 650,000 to 850,000 square feet annually.

Forecast Methodology: This projection results from three different methodologies. The first of these applies ten-year regional employment forecasts (prepared by *economy.com*, a nationally recognized economic forecasting firm), and then assumes that the CBD will maintain its current share of regional office employment. The second methodology applies forecasted CBD employment growth rates (as forecasted by the Metropolitan Council) to the current office inventory. The third methodology projects historical employment and development trends – considering 20-year time frames – into the future. Collectively, these three methodologies define a range of roughly 16 to 18 million square feet of office space over a 20-year span. The analysis then adjusts these figures to account for factors such as the difficulty of new development, an increasingly competitive environment, and the likelihood of demolitions and redevelopment within the existing downtown inventory (which would subtract from the projected net increases). Overall, given the range of factors considered and the relatively close convergence of projections based on three different methodologies, this forecast presents a reasonably likely range of new office development for the CBD.

Downtown Core Area Expansion Issues: In order to accommodate the potential market, the area currently defined by the City as the Downtown Core would have to expand – primarily to the east – by the equivalent of eight to twelve fully developed downtown blocks. In recent development practice in downtown Minneapolis, this has most often accommodated 750,000 to 1 million square feet of office development. In weighing alternative policies regarding the extent of Downtown Core expansions, the City should consider the following implications:

- A limited expansion of the Downtown Core would have two outcomes. First, the relative scarcity of new Core Area properties available for high-intensity development would generate land price increases in the newly expanded core, which would in turn lead to higher-density development in these areas. Second, it would create strong incentives for the redevelopment of lower-intensity buildings already located within the

	20-Year Projections for the Entire CBD	Project Area Development / Locations		Alternatives in the CBD but Outside Project Area
		North Loop	Downtown East	
OFFICE SPACE (SQ. FT.)	13-17 million sq. ft.	2-4 million sq. ft.	8-12 million sq. ft. Class-A in expanded core area	New projects in existing Downtown Core and along Central Riverfront
RESIDENTIAL (DWELLING UNITS)	4,000-5,000 du's	750-1,500 du's High end attached housing near: • Entertainment destinations • Light rail station	750-1,500 du's Moderate pricing on inexpensive land; Elliot Park	Riverfront; Elliot Park; Loring Park; Existing Downtown Core
RETAIL SPACE (SQ. FT.)	700,000-1 million sq. ft.	300-400,000 sq. ft. Eating & Drinking near: • Entertainment destinations • Emerging office & residential areas	300-450,000 sq.ft. Grocery along major traffic corridors; convenience/services in skyway; eating and drinking establishments	Riverfront; Existing Downtown Core; Loring Park; Elliot Park
LODGING (ROOMS)	3,700-4,100 rooms	750-1,000 rooms near: • Entertainment destinations	1,000-1,500 rooms; Expanded Downtown Core	Convention Center Existing Downtown Core; Riverfront

Figure 3.2 Development Niches and Locations

existing core. A limited expansion would also leave more land available for alternative types of development in the areas of Downtown located outside of the Core.

- On the other hand, if expansion of the Core were to extend across a broader area, rising land values throughout the more broadly defined high-intensity development area would constrain the economic viability of alternative, lower-return land uses (e.g. housing) throughout the expanded core.

North Loop Renovation Projects: While renovation activity has occurred at a pace of roughly 100,000 square feet/year, the market's ability to sustain this pace will be constrained by the increasing scarcity and cost of older buildings. This constraint, however, may be offset by increasing demand for Class-A, Class-B and high-quality renovated office space in the North Loop.

RESIDENTIAL DEVELOPMENT

Recent Trends: High levels of development activity, rapid absorption, and rapid price increases have characterized recent downtown residential development. Most of the activity has occurred in riverfront locations, with most units serving a high-income market tier. While this market niche continues to deliver strong performances, the development community has begun to explore alternative niches and locations (i.e., Elliot Park and Warehouse District locations not adjacent to the River).

Forecasted Residential Development: Over the next 20 years the market is likely to support an increase of 4,000 to 5,000 new market-rate dwelling units in the CBD.

Forecast Methodology: In preparing this forecast, the analysis applies three different approaches. The first approach examines Metropolitan Council forecasts. The second approach examines historical growth patterns, focusing on five-and ten-year growth trends. These two time frames include a period of rapid development (1996-2001) as well as a period of limited development (1991-1996). This analysis rests on the assumption that similar activity cycles will occur in the future. The third approach focuses on the percentage of total regional residential development captured by the CBD in recent years. Examining these shares for the most recent three- and five-year periods, the analysis applies these percentages (1.6 and 2.2 percent respectively) to forecasted metro area household growth. These three methodologies collectively define a range of roughly 200 to 250 dwelling units per year. Over 20 years, this would amount to 4,000 to 5,000 new dwelling units in Downtown Minneapolis as a whole. The analysis then carefully weighed various positive and negative influences including favorable demographic trends, increasing preferences for urban residential settings, slowing rates of long-term regional economic growth, the increasing scarcity of desirable developable sites in the Downtown, difficulties with rising land values, and the availability of competitive sites just outside of Downtown. Overall, based on the relatively close convergence of three different projection methodologies and a careful counterbalancing among a broad range of influences, the forecasted range of 4,000 to 5,000 new units represents a reasonably likely 20-year range of new residential development in Downtown.

Price Niches: Most of the recent riverfront residential developments address the housing market's highest price tiers. A larger market, consisting of households with incomes under $100,000, would support additional development in various parts of Downtown. Given the relatively high cost – at $30 to $55 per square foot – of downtown land, however, new development to serve this market would have to seek lower-priced land parcels in locations offering limited amenities, and in some cases presenting challenges. Examples of such locations might include properties on the eastern fringes of Elliot Park or adjacent to industrial or utility-related land uses. Within the Project Area, the costs of land and development will in most cases drive new residential units to the higher price tiers. In order to ensure the construction of housing within the Project Area that meets the City's existing

		20 Year Growth Projection	
	Current	Low	High
OFFICE SPACE (SQ. FT.)	36,000,000		
Projected Growth		13,000,000	17,000,000
Avg. Annual Growth		650,000	850,000
Projected Total in CBD		49,000,000	53,000,000
20-Year % Increase		36.1%	47.2%
Annualized % Increase		1.6%	2.0%
RESIDENTIAL (DWELLING UNITS)	11,500		
Projected Growth		4,000	5,000
Avg. Annual Growth		200	250
Projected Total in CBD		15,500	16,500
20-Year % Increase		34.8%	43.5%
Annualized % Increase		1.5%	1.8%
RETAIL SPACE (SQ. FT.)	4,550,000		
Projected Growth		700,000	1,000,000
Avg. Annual Growth		35,000	50,000
Projected Total in CBD		5,250,000	5,550,000
20-Year % Increase		15.4%	22.0%
Annualized % Increase		0.7%	1.0%
LODGING (ROOMS)	5,400		
Projected Growth		3,700	4,100
Avg. Annual Growth		185	205
Projected Total in CBD		9,100	9,500
20-Year % Increase		68.5%	75.9%
Annualized % Increase		2.6%	2.9%

Figure 3.3 DEVELOPMENT FORECASTS – Downtown Minneapolis: 2002-2022

definition of "affordable," local leaders will need to adopt and support policies that are supportive of that price niche.

Niches and Locations: As development achieves critical mass and begins to attract service retailers and restaurants, the central riverfront and the Warehouse District – including parts of the North Loop – will continue to attract investments in renovated condominium projects. Residential development activity in Downtown East will depend on the extent of the expanded office core, as well as the availability and character of new amenities. Comparatively low land values in Elliot Park and the eastern fringes of Downtown East may provide attractive locations for moderate-priced residential development. However, other locations outside the Project Area – such as the Mills District, inner Elliot Park, Loring Park – and neighborhoods outside of Downtown – such as Uptown, the East Bank, and Cedar Riverside – will become increasingly competitive and desirable, particularly for new housing in moderate price tiers.

RETAIL DEVELOPMENT

Current Conditions: Downtown retail space amounts to approximately 4.5 million square feet, of which 2.6 million is located in the Central Core. In this market, restaurants have achieved rapidly increasing revenues, but the performance of the overall retail market has been uneven. Except for businesses located in prime locations, the market for CBD retail space has experienced high turnover and high vacancies.

Forecasted Retail Development: Over the next 20 years, increasing numbers of resident households, conventioneers, and office workers will be able to support an additional 700,000 to 1 million square feet of retail space.

Forecast Methodology: In preparing these forecasts, the analysis incorporated careful consideration of prevailing conditions and performances in various niches and locations. The analysis then focused on the primary sources of support for additional retail space: Residential, office, and visitor populations and the projected growth of those populations that would come from new office, residential, and lodging development. It attributed standard spending patterns to each of these sources. These spending totals enabled the analysis to derive gross retail revenue growth, which was then translated to supportable retail space estimates.

Niches and Locations: The strongest locations and niches for retail development will focus on: (1) skyway convenience retailers close to office concentrations; (2) two or more grocery stores close to emerging neighborhoods and along high-traffic corridors such as Washington Avenue, Hennepin Avenue, or at freeway access / egress points; and (3) eating and drinking establishments in a broad range of locations near the office core, entertainment destinations, and residential neighborhoods.

LODGING DEVELOPMENT

Current Conditions: In recent years, the lodging market in the CBD has featured healthy occupancy rates, increasing room revenues, and increasing revenues-per-available-room despite an increasing room supply. It should be noted that some weakening of this sector has taken place in the last year.

Forecasted Lodging Development: Hotel growth will be driven by growth in general, downtown business traffic, and convention traffic, spurred by the recent expansion of the Convention Center. Over the next 20 years, the Downtown Minneapolis CBD should be able to support a net increase of 3,700 to 4,100 hotel rooms. These include approximately 1,500 rooms in convention center hotels, which will be located close to the Convention Center. In addition, general business growth will fuel demand for 2,200 to 2,600 additional rooms.

Forecast Methodology: Forecasts for lodging development rest on three sets of considerations: Current market conditions, projected

growth in business activity, and historical trends. Varying methodologies were used to project lodging growth by: (1) applying projected office growth rates, since such business activity (regional as well as local) provides the primary support for downtown lodging; (2) applying historical lodging growth rates that are used to make projections into the future in other parts of the CBD.

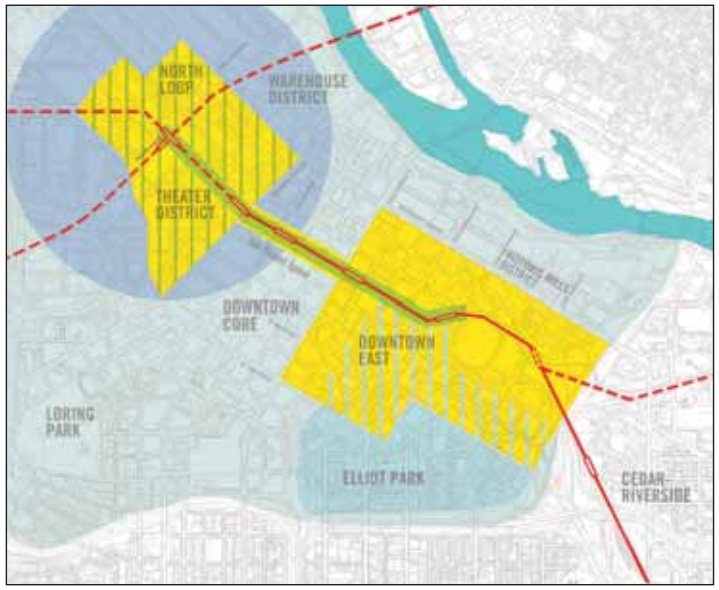
Niches and Locations: New hotels will continue to serve primarily business and convention travelers. New lodging development will likely occur in locations that are proximate to the Convention Center, but other desirable locations will include sites with strategic access to the Skyway System. In addition, sites with direct access to light rail or commuter transit stations will provide key advantages.

OTHER ISSUES

Influence of Light Rail: By themselves, light rail transit (LRT) stations will not generate new development projects. Like any other kind of development, development that is proximate to transit stations is driven primarily by basic market supply and demand factors. Other important influences include the availability and suitability of developable (or redevelopable) properties and the availability of various forms of financing. When the market seeks new development options however, proximity to an LRT station is considered an enhancement to the opportunities that are otherwise derived from the basics of supply and demand. Experiences drawn from cities such as Dallas and St. Louis indicate that this enhancement will be particularly strong for downtown hotel developments and for residential projects located on the outskirts of the CBD.

Location Attributes: Various types of development seek different ideal site attributes. In downtown Minneapolis, developers are likely to seek the following types of locations:

- New Class A office projects will seek development sites that are easily accessible to the skyway system;
- New residential developments will seek proximity to amenities such as the riverfront, entertainment venues, and other cultural or recreational amenities. It is important to note that at the same time, the promise of higher returns from competing high-end office developments can often preclude or limit residential development activity in areas where land costs are high;
- Retail developments will typically seek access to, and exposure offered by, proximity to high traffic pedestrian, transit, and automobile circulation routes;
- Lodging locations in Downtown are not subject to absolute prerequisites, but must be able to offer convenient access – via skyway or LRT if possible – to the Downtown office core, the convention center, and / or other downtown destinations.



CITY OF MINNEAPOLIS PLANNING DEPARTMENT

DOWNTOWN EAST / NORTH LOOP MASTER PLAN

Chapter Four Land Use Plan

Chapter Four of the *Downtown East/North Loop Master Plan* presents a Land Use Plan for the Project Area. The Land Use Plan is a refinement of the existing land uses in Downtown East and the North Loop – one that seeks to address the modifications necessary to forge Complete Communities in the districts peripheral to the Downtown Core.

CHAPTER SUMMARY

Chapter Four begins by envisioning the Project Area as thirteen smaller districts or precincts, each of which is the basis for developing a Complete Community. The second part of the chapter summarizes the development and public presentation of three different land use scenarios that were compiled in order to discuss three different paths of growth and change that might be pursued: decentralization of the existing downtown core, continued centralization of the existing downtown core, and expansion of the existing downtown core. The third and main piece of the chapter is a detailed description of the Recommended Land Use Plan and what it looks like on a precinct-by-precinct basis.

FORMULATION OF DEVELOPMENT PRECINCTS

The Consultant Team learned early on in the process that Downtown East and the North Loop are not simply single-use development districts. After conducting field work and preliminary analysis of the Project Area, the Consultant Team determined that in order to realize new neighborhoods and in order to enhance the neighborhoods that already exist in Downtown, it was necessary to break the large portions of the Project Area into smaller "Development Precincts" (see Figure 4.1, page 33). Currently, most development precincts contain a series of often-dissimilar sub-districts – some commercial, others residential, some have pieces of both. But over time, each precinct has the potential to become a Complete Community, one that is internally self-reliant while simultaneously being part of a larger family of Downtown neighborhoods. In the meantime, the formulation of "Development Precincts" creates a unit of analysis that supercedes block-by-block analysis, but is more discrete than existing neighborhood boundaries. Similarly, in formulating the collection of Development Precincts, the Consultant Team created a series of lenses through which to look at and develop several different alternatives for how land uses should be organized. Finally, and most importantly, disaggregating the Project Area into smaller pieces allows the City and the development community to be more focused and more strategic in pursuing new projects.

EXPLORATION OF ALTERNATIVE LAND USE SCENARIOS

At the outset of the project, one of the City's directives was to develop two or more land use scenarios for how growth and change in Downtown should occur. This directive resulted in the production of three different land use scenarios for the Project Area, each of which takes a different approach towards the relationship between the Downtown Core and it's impact on neighboring areas in Downtown East and the North Loop. At issue was whether or not the City's traditional Downtown Core should continue to be the hub of future, Class-A commercial office development, or whether new, high-intensity commercial office development should be channeled into new – albeit smaller – office districts focused around specific rail transit stations outside of the existing core.

In working through the issue, it became readily apparent that the two districts adjacent to the existing core – Downtown East and the North Loop – couldn't responsibly be looked at in isolation. Rather, they should be looked upon as "development pairs" in relation to their potential impact on the existing Downtown Core and vice versa. In addition, each of the scenarios considered what land uses would look like in conjunction with two issues related to downtown stadia: whether or not a Baseball Ballpark would be built over the Rapid Park site in the North Loop, and whether or not the Metrodome would still be needed twenty years from now. Maps and graphics for each of the three land use scenarios were prepared for use at public open houses held during the course of

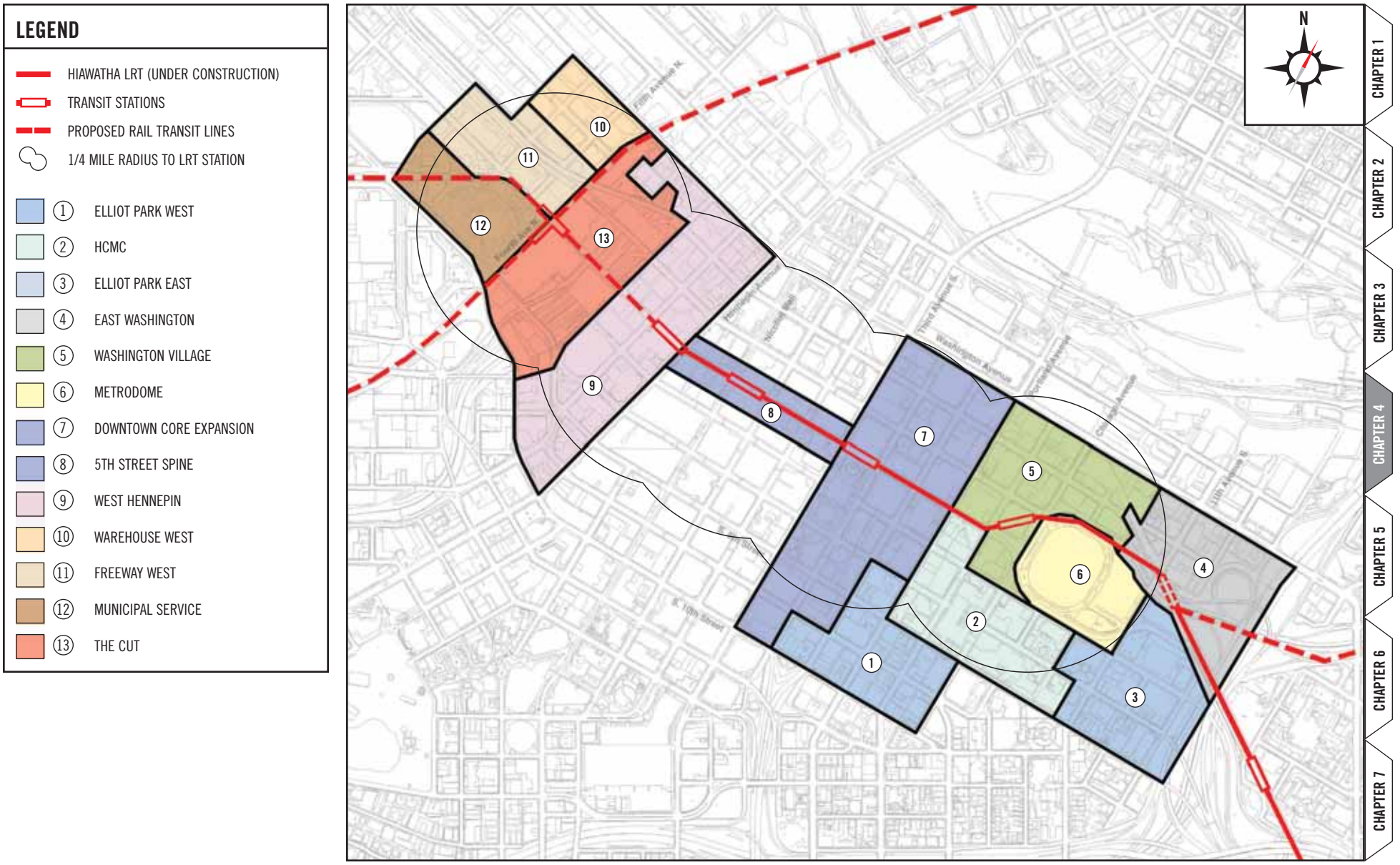


Figure 4.1 Map of Development Precincts

the study. They outline in detail, the variety of development alternatives considered. Each strategy was discussed in detail, and comment was solicited through the course of the public meeting process. A short overview of the key features of each scenario follows:

Land Use Alternative 1 – Decentralization of the Existing Core: The first scenario features significant intensification of commercial office development in both Downtown East and the North Loop. New nodes of commercial office development would be built in the areas immediately adjacent to the Downtown East LRT station and the proposed site for the Multi-Modal Station in the North Loop. By focusing future development in these two areas, any change to the existing Downtown Core would be limited to the area within its current boundaries. Ultimately it was determined that creating new high-intensity satellite office districts outside of the existing core would "water-down" the economic power and special character of the existing core.

Land Use Alternative 2 – Centralization of the Existing Core: The second scenario features a moderate level of commercial office development in both Downtown East and the North Loop. Similar to Alternative 1, growth would be focused on rail transit stations, but it would be less intensive than what was contemplated in the first alternative. The key feature of the second scenario is the proposed relocation of the Multi-Modal Rail Station to the block bounded by Hennepin Avenue, First Avenue North, North 5th Street and North 6th Street. The intent was to develop a rail station that is directly adjacent to the existing core and – as a means to compliment that development location – intensify uses within the existing core. The existing core would absorb most future development, while only modest growth would be allowed outside the core. This scheme was considered unworkable because it created too little space to accommodate the level of expansion in the office sector that is predicted in the market analysis.

Land Use Alternative 3 – Expansion of the Existing Core: The third scenario limits future high-intensity development in the Project Area to a well-defined expansion of the existing Downtown Core. That being the case, new development in Downtown East and the North Loop would still allow for commercial office development – particularly in sites proximate to rail transit stations – but only within mixed use projects. The idea behind this scenario is that maintaining and expanding the existing area within which high-intensity commercial office development can take place will allow for the emergence of more holistic precincts and neighborhoods outside the core. Such mixed-use neighborhoods would be more likely to achieve the objectives of transit-oriented development and therefore would be more likely to develop into Complete Communities. As a result, commercial office, commercial retail, and entertainment uses in and around the existing and expanded core would be bolstered by, and benefit from, residential uses that would allow for a stronger, more populous downtown consumer base.

Maps and graphics for each of the three land use scenarios were

prepared for use at public open houses held during the course of the Study. Two alternatives – "Decentralization of the Existing Core" and "Centralization of the Existing Core" were not recommended (see Figure 4.2, page 36). A clear preference for the third alternative – "Expansion of the Existing Core" (see Figure 4.3, page 37) emerged from the public meeting process, consultation with the Technical Advisory Committee (TAC), and consultation with the Steering Committee convened for this project. The consensus held that this alternative had the maximum potential for allowing the Downtown East and North Loop components of the Project Area to develop into mixed-use, residential communities. Moreover, the strong demarcation lines marking the expansion boundaries of the Downtown Core would help new and existing neighborhoods develop distinct community identities.

Given the complexity of information presented on the Recommended Land Use Plan, a supplemental map illustrating an overlay of At-Grade Retail use was produced for clarity (see Figure 4.4, page 38).

HIGHLIGHTS OF THE RECOMMENDED LAND USE PLAN

Overview of the Entire Project Area:

- Concentration of future Class-A Office development within an expanded Downtown Core;
- Development of "Complete Communities" in both Downtown East and the North Loop so people can walk to where they work, shop, and go to school;
- Preference for mid- to high-density mixed-use development - residential, commercial, and retail – in distinct, identifiable development precincts in both Downtown East and the North Loop;
- Land uses organized to encourage and support movement by public transit, bicycle and walking as viable alternatives to the private automobile;
- Structured parking built below or embedded within mixed-use development projects that feature active uses on all street frontages; prohibition of future "single-use" parking ramps;
- Promotion of pedestrian-friendly streetscapes, street-facing retail, transit nodes, and neighborhood services, all organized into compact "neighborhood" nodes.

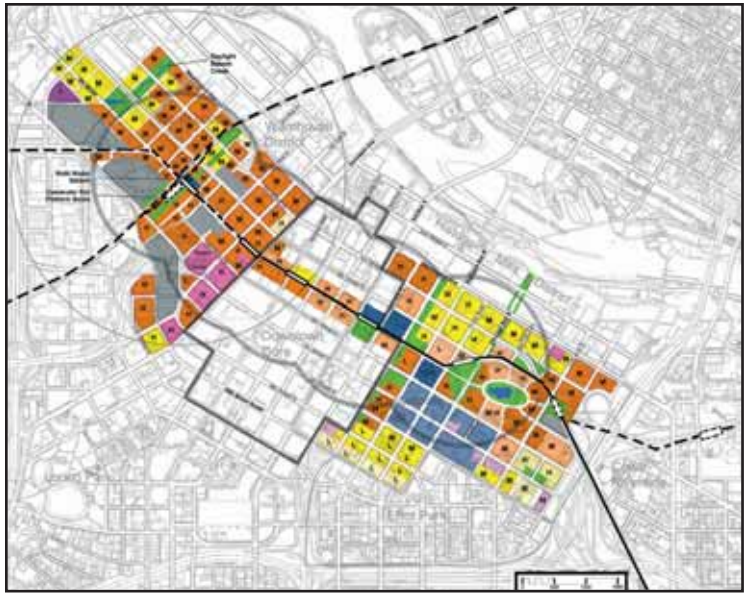
TOD Opportunities in the Downtown Minneapolis LRT Corridor: Early on in the project, the question of whether the 5th Street LRT stations could become the focal points for a series of downtown TOD communities was studied. Excellent opportunities exist to create new mixed use development building projects at the three most central stations – Government, Nicollet Mall, and Warehouse District/Hennepin. The likeliest candidates for creating strong full-fledged TOD nodes are the stations located on the outer edges of the Project Area – the Multi-Modal station site on the west and the Downtown East Station site adjacent to the Metrodome. A closer look at TOD and infill opportunities for each downtown station area is presented in the description of land uses for each development precinct, following.

Downtown East

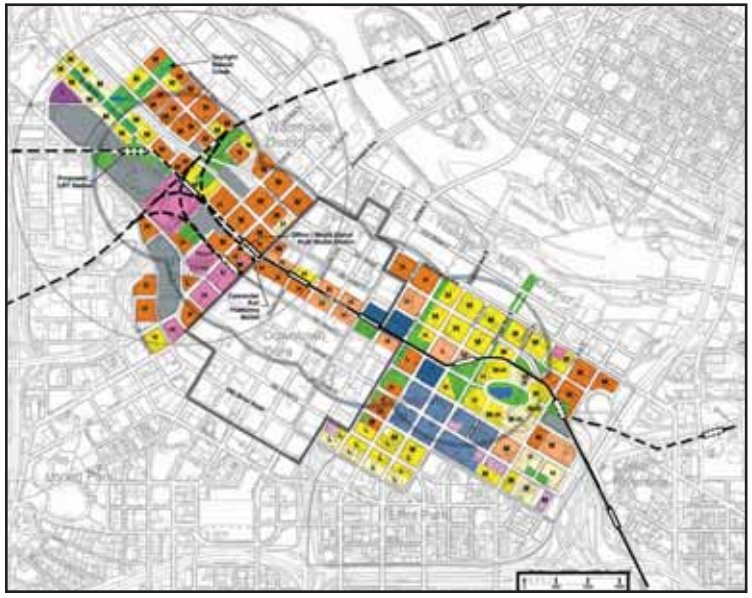
The Recommended Land Use Plan accommodates many recommendations contained within recently completed land use studies – the Historic Mills District Plan and the Elliot Park Neighborhood Plan.

LEGEND

- HIAWATHA LRT (UNDER CONSTRUCTION)
- TRANSIT STATIONS
- PROPOSED RAIL TRANSIT LINES
- 1/4 MILE RADIUS TO LRT STATION
- PROPOSED OPEN SPACE
- CIVIC
- HOSPITAL
- OFFICE
- MIXED USE (OFFICE/COMMERCIAL = PRIMARY USE)
- RESIDENTIAL
- MIXED USE (RESIDENTIAL = PRIMARY USE)
- LIGHT INDUSTRIAL
- PARKING UTILITY
- CULTURAL/ENTERTAINMENT
- L — LOW – 1 TO 4 FLOORS
- M — MEDIUM – 5 TO 13 FLOORS
- H — HIGH – 14 FLOORS AND TALLER
- EXISTING DOWNTOWN CORE
- BOUNDARY FOR EXPANSION OF DOWNTOWN CORE



Land Use Alternative 1
Core Decentralization
(Not Recommended)



Land Use Alternative 2
Core Centralization
(Not Recommended)

Figure 4.2: Maps of Land Use Alternatives 1 and 2: Not Recommended

LEGEND

- HIAWATHA LRT (UNDER CONSTRUCTION)
- TRANSIT STATIONS
- PROPOSED RAIL TRANSIT LINES
- 1/4 MILE RADIUS TO LRT STATION
- PROPOSED OPEN SPACE
- CIVIC
- HOSPITAL
- OFFICE
- MIXED USE – OFFICE / COMMERCIAL
- MIXED USE – RESIDENTIAL
- RESIDENTIAL
- LIGHT INDUSTRIAL
- PARKING UTILITY
- CULTURAL/ENTERTAINMENT
- L LOW – 1 TO 4 FLOORS
- M MEDIUM – 5 TO 13 FLOORS
- H HIGH – 14 FLOORS AND TALLER
- EXISTING DOWNTOWN CORE
- BOUNDARY FOR EXPANSION OF DOWNTOWN CORE

NOTE: This is a land use map, not a redevelopment plan. Proposed changes in land use indicate what is necessary in order to realize the goals of this master plan. Land use categories are a planning tool. They are not synonymous with, nor should they be confused with, property ownership, occupants, or building types.

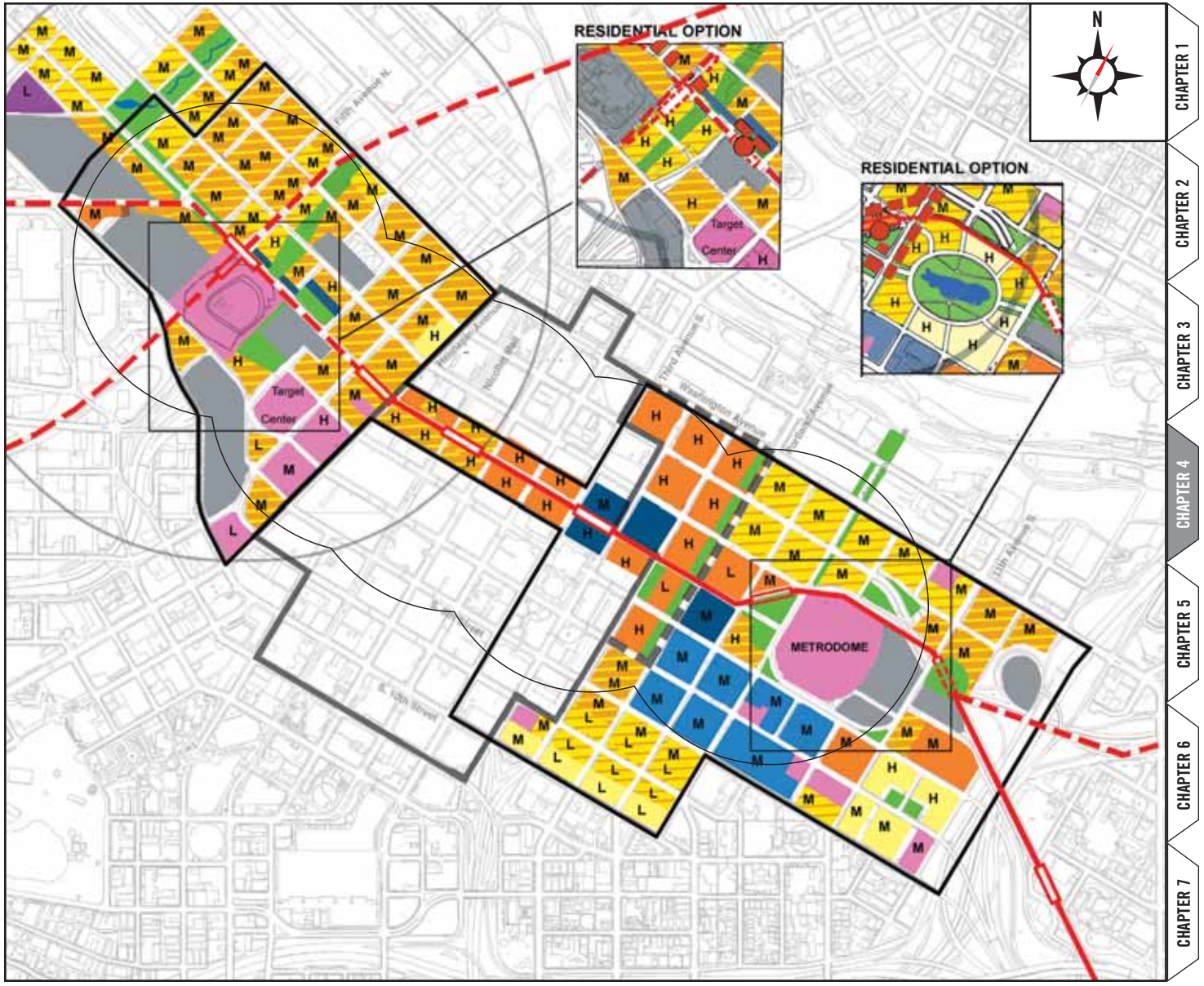


Figure 4.3 Map of Recommended Land Use – Core Expansion

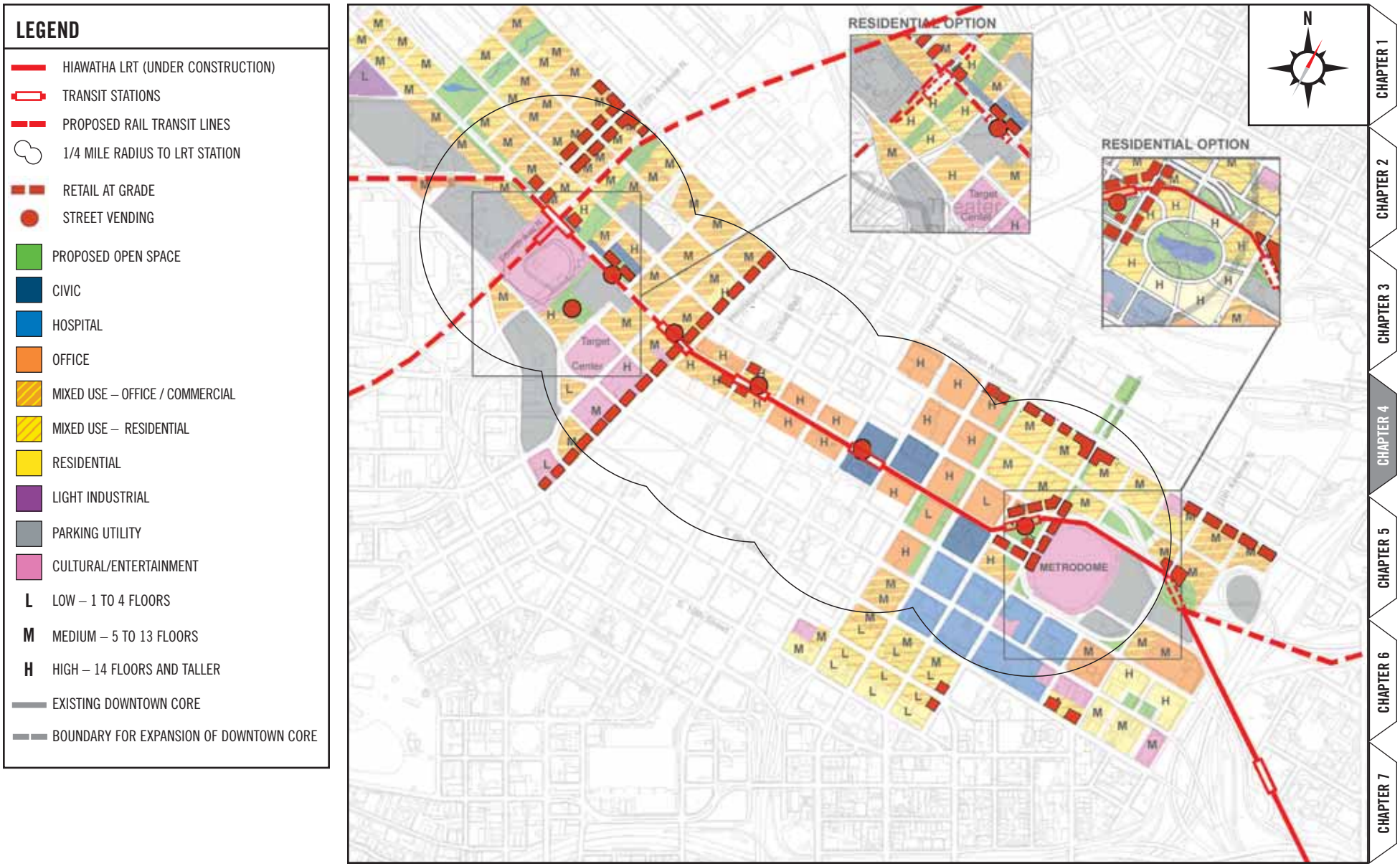


Figure 4.4 Map of Recommended Land Use – At-Grade Retail

Figure 4.5
Development Precinct 1: Elliot Park West

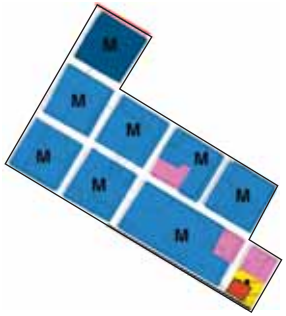


Figure 4.6
Development Precinct 2: Hennepin County Medical Center

Figure 4.7
Development Precinct 3: Elliot Park East

DOWNTOWN EAST

Development Precinct 1: Elliot Park West

The thrust of new development in this precinct should be in the area within and around the South 9th Street Historic District. As a means to enhance preservation and reuse of existing brownstones, and in order to encourage new infill development, land uses in this precinct should be geared primarily toward low- or medium-density residential development. Medium-density mixed-use projects are appropriate in the northern reaches of the precinct in order to create a transitional "step-down" zone between the high-intensity character of the Downtown Core and the low-intensity setting of the historic district. A retail node should be located at the intersection of South 9th Street and Chicago Avenue in order to create an identifiable center to this portion of Elliot Park. Highlighting this intersection will help create a recognizable "cross-roads" for east-west pedestrian circulation between Elliot Park and the Downtown Core and north-south between Elliot Park and the proposed linear park along Portland Avenue (see Chapter 5).

Development Precinct 2: Hennepin County Medical Center

With the exception of preserving a small number of existing cultural uses, healthcare and hospital-related uses should continue to be the major land use in the blocks currently occupied by the Hennepin County Medical Center (HCMC). Wherever possible, the hospital is encouraged to redevelop outpatient clinics, and other activities that generate pedestrian traffic, in ground floor locations that face onto downtown streets. Though it is considered part of the Washington Village Precinct for the purposes of this master plan, the block between Park Avenue, Chicago Avenue, South of 5th Street, and South 6th Street should be further developed (on the north half) to include street-level retail that would help create an identifiable retail / transit node at the Downtown East LRT station.

Development Precinct 3: Elliot Park East

The area immediately east of the Metrodome and HCMC should be developed in a way that complements the existing uses but expands and fills out the neighborhood with a greater mix. In particular, this will include adding a more visible residential component to the precinct through the construction of both medium density mixed-use development as well as medium- and high-density residential construction. Development in this precinct should provide a physical transition from the high-intensity uses of the Medical Center, the Metrodome, and neighborhood office buildings to the low-density residential character of the area south of East 14th Street. 11th Avenue South is the natural spine of this precinct. Retail uses should be encouraged first on South 8th Street near 11th Avenue South so that it complements existing commercial uses near this corner of Elliot Park.

Development Precinct 4: Washington East
(see Figure 4.8, next page)

At some point in the future, an opportunity exists to develop a new LRT station and a new TOD-centered community at the convergence of the Hiawatha LRT and the proposed Central Corridor LRT from the University of Minnesota and Downtown St. Paul. Creating a station at the junction of these two LRT lines offers an exciting opportunity to create a new TOD neighborhood offering a full array of housing, retail, and commercial services within the neighborhood combined with excellent access by rail transit to the Downtown Core, the University of Minnesota, Downtown St. Paul, south Minneapolis, and the International Airport.

Similarly, at some point in the next fifteen or twenty years, an opportunity exists to provide direct connections between South 3rd Street and 4th Street to and from I-35W. Building new fly-over connections would compliment the existing interchange at Washington Avenue and I-35W. Because new fly-overs would relieve traffic congestion on Washington Avenue, it should become a

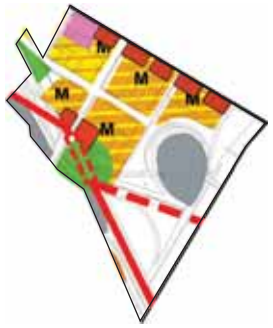


Figure 4.8
Development Precinct 4: Washington East

Figure 4.9
Development Precinct 5: Washington Village

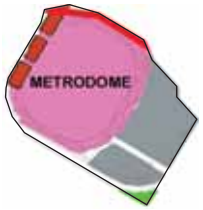


Figure 4.10
Development Precinct 6: Metrodome Site

wide boulevard that serves as the backbone for neighborhood commerce serving both Downtown East and the Mills District.

The precinct should be characterized by mixed office / residential development focused on the stretch of 11th Avenue South between the proposed LRT station and Washington Avenue South. Many, if not all, of the existing Valspar facilities could be incorporated into this mixed-use district. When the Central LRT Line is built, the new station – proposed in this plan – will be the appropriate focus for neighborhood retail services. Additional intermittent business opportunities would be present on game days at the Metrodome, especially for food and drink vending. Although not officially listed as historic sites, most of the existing buildings in this area should be preserved, rehabilitated, and re-used. infill development should be encouraged around existing building stock. Eleventh Avenue South will be an important link between this neighborhood, the Central Riverfront, and Elliot Park East.

Development Precinct 5: Washington Village

The area immediately north and west of the new Downtown East LRT Station is a promising candidate for a new TOD neighborhood. A collection of underdeveloped properties – many of which are existing surface parking lots – are located within easy walking distance of the station site. Many of these blocks are excellent sites for full-block, half-block, quarter-block and infill development projects. This area provides the best opportunity to create a new "Complete Community" that would integrate existing structures and uses with new development. Creating a medium-intensity, mixed use district in this precinct would add a major residential component to Downtown East; one that is immediately adjacent to the Downtown Core and within easy reach of the amenities located in the Mills District and along the Central Riverfront.

This precinct should be focused on Chicago Avenue, which would serve as a pedestrian-friendly link between two retail concentrations, one at the LRT station and another along Washington Avenue. The City of Minneapolis has already has already expressed a desire to create a strong TOD node at the Downtown East station by forging a mixed use project that will integrate a new commercial office building, an outdoor neighborhood plaza, and at-grade convenience retailing all within the same block as the new LRT station. The north half of the block between Park Avenue, Chicago Avenue, South 5th Street, and South 6th Street should be further developed to include street-level retail that would help create an identifiable retail / transit node at the Downtown East LRT station.

The potential for two new streetscapes – east-west along South 5th Street and north-south along Chicago Avenue – would help link this neighborhood node with the Downtown Core, and two other neighborhoods in the CBD, Elliot Park to the south and the Historic Mills District to the north.

Development Precinct 6: Metrodome Site

Based on the current state of negotiations and financing for the construction of new stadia, it is likely that the HHH Metrodome will remain viable and active in the foreseeable future. However, the fact that each of the major tenants of the Metrodome is currently seeking new stadia located elsewhere begs the question: 'What happens to the Metrodome if the efforts to build a new ballpark and football stadium are ultimately successful?' With this question in mind, the Consultant Team was charged with looking at two different options for what the Metrodome site could or should be like twenty years from now.

Option 1: Sports Stadium Remains. Given that the Metrodome is likely to remain in place for the foreseeable future, combined with the intention of realizing higher and better uses throughout the underdeveloped areas of Downtown East and Elliot Park, there is a pressing need to address the physical relationship between a single enormous structure and a series of finer-grain neighborhoods that surround it. Softening the scale differences between the Metrodome and surrounding structures is primarily a matter of

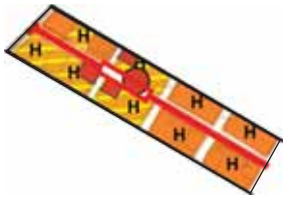


Figure 4.11
Development Precinct 7: 5th Street Spine

Figure 4.12
Development Precinct 8: Downtown Core Expansion

urban design modifications rather than of land use designations. (see Chapter 5, page 77, Case Study: Revising the Physical Impact of Megastructures in Downtown East).

Option 2: Redevelopment of existing Stadium Site. In the event that the Metrodome becomes redundant over the course of the next twenty-five years, redevelopment on that site will offer an excellent opportunity to fill out transit oriented development on the east and west sides of the LRT station (see Figure 4.18, page 45). The six block area should be redeveloped as a new downtown neighborhood with high-density mixed-use and residential projects. In such a scenario, the City should take full advantage of this opportunity by organizing new development around a new "central" park that includes a lake and new recreational fields that would serve nearby residents. This new neighborhood would be served by retail districts located in and around the Downtown East Station at 5th and Chicago and at the proposed Washington East Station at South 4th Street and 11th Avenue South.

In this option, additional developable land is made available by relocating the 4th St. freeway access north of its existing location and pairing it with the 3rd St. freeway exit. The existing 5th Street freeway exit would terminate at 11th Avenue South and incoming traffic from the freeway system would be distributed north or south along 11th Avenue South.

5TH STREET SPINE AND DOWNTOWN CORE EXPANSION

(Development Precincts 7 and 8)

The portion of the Project Area that includes the existing Downtown Core and the proposed expansion to the Downtown Core will remain the location specifically designated for high-intensity commercial office development in Downtown Minneapolis. Consistent with existing regulations for this part of the City, high-intensity residential uses will also be permitted within the Downtown Core. The proposed expansion of the Downtown Core includes nine blocks adjacent to the northeast corner of the existing core (see Figure 6.1, page 109). More than four of these blocks are currently occupied by surface parking lots and are expected to be comparatively easy to redevelop when the marketplace presents the opportunity.

Within the existing core, a small collection of both large and small development sites close to the Nicollet Mall Station afford an exceptional opportunity to create a high-intensity, mixed-use district where new residential development complements new and existing development at the heart of the Downtown Core. For example, one developer / property owner is considering a combination of commercial office, hotel, and residential spaces on two blocks immediately north of the station. In addition, two or three surface parking lots within a block or two of the station are excellent quarter-block and infill development sites. And while the new central branch of the Minneapolis Public Library will serve citizens and businesses from across the city and around the Metro area, it will also serve as the "neighborhood branch" for both existing and new residents in this, the most dense of all neighborhoods Downtown.

Although the areas immediately adjacent to Government Station are already built out, new commercial office development should be channeled to two areas within easy walking distance of this station: The under-developed blocks within the existing Downtown Core that lie between South 5th Street and Washington Avenue South; and the surface parking lots two or three blocks east of the Government Station along Fifth Avenue South.

Two major urban design initiatives will help integrate these areas into the rest of Downtown while offering a distinct identity for parts of the core beyond Nicollet Mall and Marquette Avenue. These initiatives include a new east-west streetscape along the 5th Street LRT corridor (see Chapter 5, page 68, Case Study: 5th Street Streetscape) and a new quarter-block wide linear park that stretches north and south along Portland Avenue in the expansion area of the Downtown Core (see Figure 5.8, page 61).

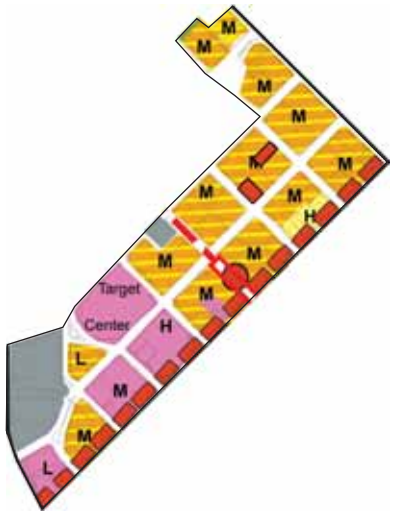


Figure 4.13
Development Precinct 9: West Hennepin

Figure 4.14
Development Precinct 10: Warehouse West

Figure 4.15
Development Precinct 11: Freeway West

THE NORTH LOOP

The Land Use Plan accommodates many of the recommendations put forth in the "Downtown Minneapolis Multi-Modal Station Area Master Plan," prepared by Meyer Mohaddes Associates Inc. for Hennepin County (2001).

Development Precinct 9: West Hennepin

Given the mostly built-up nature of this station area, there is limited potential for new large-scale development projects. The majority of development in this precinct should be medium intensity, mixed-use development at a scale similar to that of existing buildings. Several high-profile "infill" development sites are located adjacent to, or within, very short walking distance to the proposed Warehouse District / Hennepin LRT Station. These sites provide opportunities to intensify and fill-out the existing neighborhood. All new development in this precinct should maintain and enhance the historic character of this district. Development should be consistent with the existing theater / entertainment uses, but should also include new commercial and residential spaces for those who seek to live and work within the entertainment district. Street-level retail should be encouraged throughout the district, particularly in locations directly adjacent to the LRT station.

Development Precinct 10: Warehouse West

Similar to the West Hennepin precinct, much of the Warehouse West precinct is already built out. The historic warehouse structures in this precinct should be protected and preserved, with an emphasis on adaptive re-use of existing structures. The majority of development in this precinct should be medium intensity, mixed-use development at a scale similar to that of existing buildings. However, here are several surface parking lots and other under-developed sites that should be considered for infill development projects. Street-level retail should be encouraged along the length of Washington Avenue North in order to ensure that this street becomes the commercial spine that serves the residents and businesses in both this precinct and in the new residential areas north of Washington Avenue. Street level retail should also be encouraged to stretch along Fifth Avenue North to create a connection between Washington Avenue and the commercial node at, or near, the new multi-modal station and the proposed ballpark.

Development Precinct 11: Freeway West

In the long term, an opportunity exists to dismantle the freeway viaduct that currently connects North 3rd Street and North 4th Street from Second Avenue North to westbound Interstate 94 (see Figures 4.1 and 4.15). The presence of this aerial roadway ensures that traffic by-passes the neighborhood while creating a barrier that inhibits a neighborhood feeling. Dismantling the viaduct would allow the neighborhood street grid to be re-established and access to the neighborhood improved. In turn, this would enhance both the economic viability of the street-level environment in this part of Downtown as well as the overall livability of neighborhoods in the North Loop. (Also, it is conceivable that a significant number of bus and SOV trips atop the existing viaduct might be replaced once the NorthStar commuter rail is in full operation.) Similar to the portions of the Warehouse District in adjacent precincts, development in the Freeway West precinct should be mixed-use, medium intensity. The far western reaches of North 5th Street (west of where most traffic turns west towards Olson Memorial Highway) should be redeveloped to incorporate a new residential neighborhood organized along a thin, linear park.

Street level retail should also be encouraged to stretch along Fifth Avenue North to create a connection between the commercial node at, or near, the new multi-modal station and the proposed ballpark to Washington Avenue North.

Development Precinct 12: Municipal Service

Given the investment made to locate major institutional uses in

Figure 4.16
Development Precinct 12: Municipal Service

Figure 4.17
Development Precinct 13: Air Rights Development Over "The Cut"

this precinct (The Hennepin Energy Resource Center and the Metro Transit facility) major redevelopment in this precinct is not likely or recommended. However, in keeping with the proposal put forth in the Hennepin County Station Area Plan, the berm along North 5th Street and Sixth Avenue North could be redeveloped with a band of medium-density, mixed use development that houses commercial or government offices and, perhaps, low-impact light industrial development. Wrapping the site with active uses would help to create a buffer between the Energy Resource Center and the developing neighborhoods to the north and east.

Development Precinct 13: Air Rights Development District over "The Cut"

A large swath of railway and highway lands cut through the North Loop and interrupts the fabric of Downtown Minneapolis. In the course of doing fieldwork, the Consultant Team dubbed this area of Downtown as "The Cut." In conjunction with the findings and proposals of the Hennepin County Multi-Modal Station Area Plan, the team identified it as a location ripe with major redevelopment opportunities.

Within The Cut, the existing highway infrastructure is critical to the everyday function and overall economic competitiveness of Downtown. Likewise, when existing freight rail tracks along the Burlington Northern right of way are leased for commuter rail operations, it will be necessary to use land adjacent to these tracks for new rail sidings that will accommodate multiple commuter rail lines and inter-city lines (Amtrak). Nevertheless, allowing for the large space requirements of transportation infrastructure need not inhibit a cohesive environment between the North Loop and the Downtown Core.

As has been done in other cities, the airspace above this depression could be developed by decking above the existing freeway and railroad tracks and reconnecting the downtown street grid through this area. This will not only re-knit the physical environment of the surrounding neighborhoods into one another, but will also create new development sites, or air rights parcels, built above the existing ground plane on an at-grade level similar to the surrounding neighborhoods (see Figures 4.19 and 4.20, pages 46 and 47).

Redevelopment within and above The Cut includes several key projects that are the cornerstone for developing a multi-faceted new neighborhood in this precinct. The most important of these air rights development sites include the potential for a new ballpark and a new multi-modal transit station both of which will flank the extension of the LRT corridor on North 5th Street. Existing City policy reserves the existing surface parking lots located between North 5th Street, North 7th Street, Third Avenue North and the Burlington Northern right-of-way as the site for a new downtown ballpark. However, it is still not clear that a ballpark can be developed on this site anytime in the immediate future. That being the case, the Consultant Team was asked to develop two different options for what redevelopment in The Cut should look like in twenty years. Both schemes include development of the multi-modal station and associated redevelopment north of North 5th Street. In the area south of 5th Street, Option 1 recognizes and lays out the framework for the construction of a new urban ballpark and is considered the preferred scheme. Option 2 was developed as a back-up scheme in case a ballpark is never realized at this location.

Option 1: Redevelopment of The Cut that includes a new Ballpark. In the event that a ballpark can be developed above The Cut, it will need to be sited and designed in such a way as to ensure maximum flexibility for the creation of at-grade rail infrastructure that will satisfy the anticipated needs of a full-blown commuter rail and inter-city rail network. In addition to the ballpark, the multi-modal station and the "underground" rail network, the remainder of this development precinct should be filled out with a host of ancillary medium-intensity, mixed-use development sites. All of these sites should be woven together with a series of meandering parks and plazas that stretch from North 5th Street to Washington

Avenue North and help to reconnect the station and the ballpark to the existing entertainment district. As in other cities, the main train station need not be the site of transportation infrastructure alone. The air space above the rail yards is a prime location for commercial office development, hotel complexes, and even residential buildings. Of course, it makes tremendous sense to allow for and encourage retail uses that are convenient to transit patrons using the station, baseball fans coming and going from the ballpark, as well as those who live and work within such an active neighborhood.

Option 2: Redevelopment of The Cut without a new Ballpark. In the event that a ballpark is never realized on the Rapid Park site, new air rights development should be geared towards the construction of high-intensity residential structures, though a concentration of high-intensity commercial uses were also considered for this site, it was considered unwise to pursue such uses in this area because they would compete with, and weaken the intensity of the existing Downtown Core (see Figure 4.2, page 36, Land Use Alternative 1: Decentralization of the Existing Core, above). The area under these towers and associated open spaces that are not needed for rail infrastructure related to the multi-modal station should be given over to structured parking (which would actually be built above grade, but because the street level is raised, would in the end appear below grade.) Similar to Option 1, new parks, plazas, a strong retail component should be incorporated into this air rights development district.

Siting of the multi-modal station: Regardless of which option is pursued in relation to the ballpark, further detailed studies will need to be undertaken concerning the relationships between the components of the multi-modal station, including the rail yards, train platforms, and the exact location for the headhouse (which would include waiting areas, retail services, ticketing, and luggage handling). Moreover, these studies should address the relationship between the multi-modal rail station, the proposed LRT station, and the existing bus station on the 5th Street Ramp. In all cases, Amtrak and commuter rail platforms would be located beneath the new baseball stadium (or residential development). The interface between these new rail yards and the new street system on the deck above can be accomplished in a number of ways and therefore demands more detailed study.

One scenario for how the multi-modal station is configured calls for the commuter rail station to "bridge the cut" and provide incoming passengers with a sense of arrival in the city. In this scenario, passengers would disembark their train and walk one block to the east through an interstitial enclosed concourse to the existing Minikahda Building at Third Avenue North and North 5th Street. This historic building would be rehabilitated and retrofitted as part of the station. Escalators and elevators would distribute passengers to skyway level, where they would travel across 3rd Avenue North to a new station headhouse, built on decking above Interstate 394. High-density mixed-use development is envisioned in conjunction with this station.

While the City has conducted preliminary explorations of these issues in separate projects, further study should be conducted sooner rather than later in order to ensure that costly interim solutions do not impede the best possible solution of full build out.

Figure 4.18 Metrodome Re-Use Illustrative – Aerial View

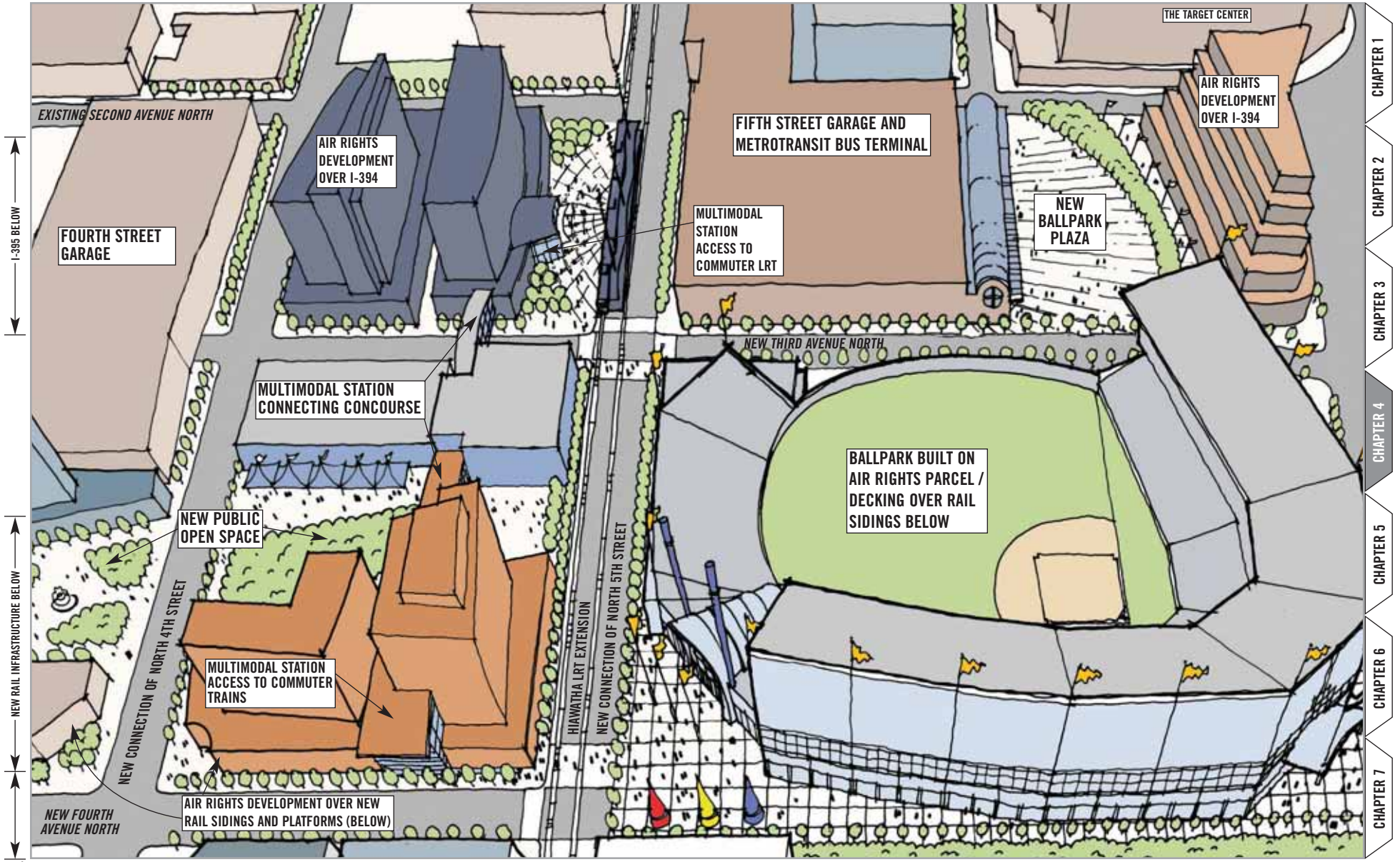


Figure 4.19 Possible Air Rights Development over "The Cut" – Aerial View

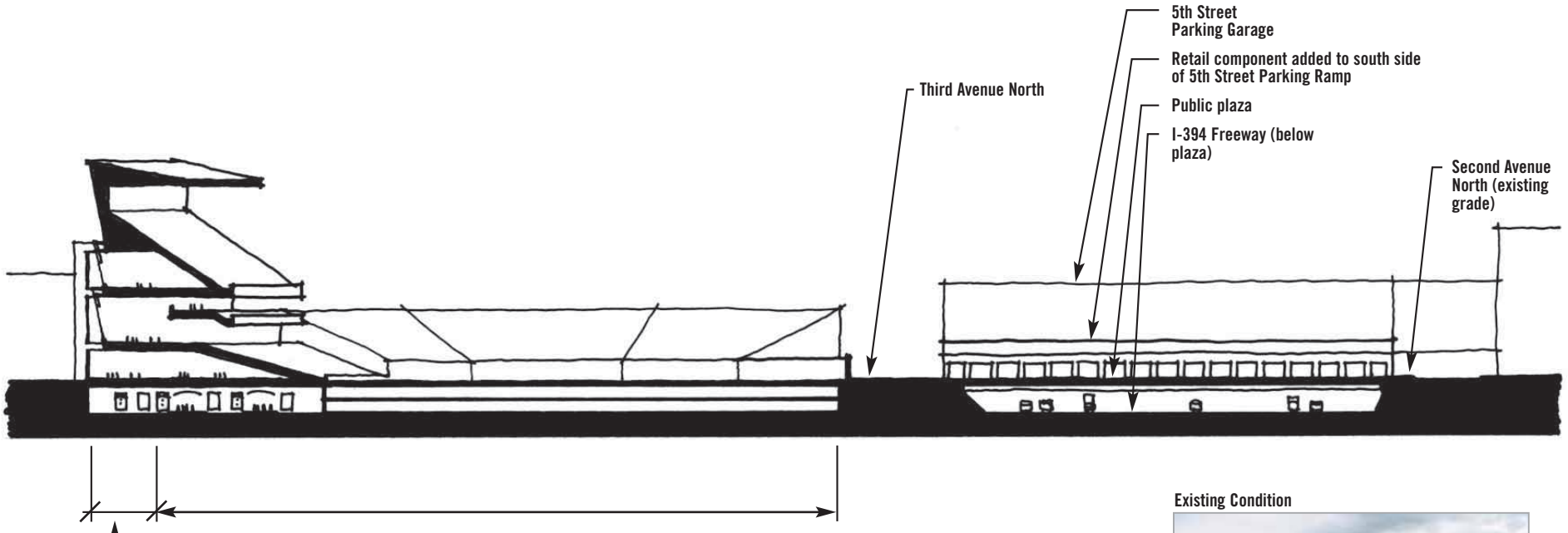
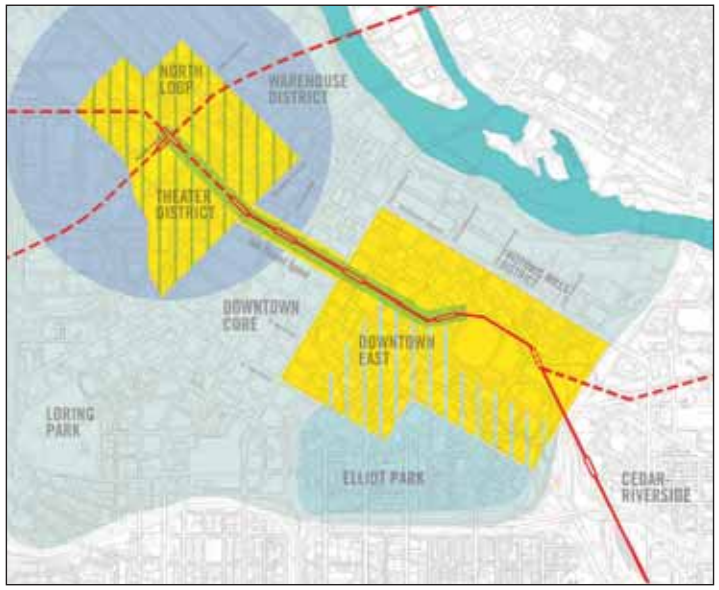


Figure 4.20 Possible Air Rights Development over "The Cut" – Cross-section Looking North



CITY OF MINNEAPOLIS PLANNING DEPARTMENT

DOWNTOWN EAST / NORTH LOOP MASTER PLAN

Chapter Five Urban Design Plan

Chapter Five of the *Minneapolis Downtown East/North Loop Master Plan* calls for the development a wide array of initiatives that are meant to improve and distinguish the design of the public realm in the Project Area.

CHAPTER SUMMARY

Chapter Five sets out the Urban Design Plan for the Project Area. The Urban Design Plan includes a broad range of analysis and recommendations aimed at improving the character and quality of the built environment at a variety of scales – from the broad scope of Downtown as a whole to potential solutions for specific locations. This chapter begins with the nuts-and-bolts of how the public realm should be improved by addressing the ways in which it is experienced while moving from place to place. The second section of the chapter offers two case studies, each with specific proposals for how to tackle two different kinds of urban design challenges. The third section looks in detail at ways to improve the overall experience of Downtown East and the North Loop, by considering the role that gateways and view corridors play in the wider built environment of the Downtown and in the city as a whole. The fourth section of the chapter is an in-depth look at the relationship between the design of individual buildings, the intensity of land uses, and the overall character of the city. The chapter ends by presenting images of three-dimensional computer models and character sketches that are developed from the information in the recommended Land Use Plan.

SHAPING THE CITY THROUGH THE DESIGN OF THE PUBLIC REALM

Many older, core cities across the nation face the common problem of a stagnant or receding tax base, due in large part to competition from easy-to-access suburban centers served by the freeway network. As challenges to the local tax base continue over prolonged periods, municipal governments look for more ways to encourage investment in the city – especially downtown – as a means to draw in new development, new workers, new residents, and new visitors. A key piece of forging reinvestment in the city is improving the quality of those places where people move about and interact as part of their daily lives – the public realm.

The following section proposes a series of existing and proposed enhancements to the public realm that, if paid proper attention, will add immeasurably to the utility and enjoyment of public space within the Project Area. More importantly, such improvements will greatly improve the development capacity of the Project Area by helping to facilitate tightly woven "Complete Communities."

Rail Transit in Downtown Minneapolis

The key impetus for preparing the *Downtown East/North Loop Master Plan* stems from a desire to capitalize on the opportunities that can be derived from the incorporation of new rail transit infrastructure into the existing fabric of Downtown Minneapolis. The most important input to, and benefit derived from, Downtown's economic and physical expansion is the planning, development, and construction of new rail transit facilities that link Downtown Minneapolis with other parts of the city, the metropolitan area, and the region (See Figure 5.1, page 50).

Hiawatha Light Rail Transit: Initial construction of the Hiawatha Light Rail Transit line is well underway and initial service is expected to begin in the Spring of 2004. This light rail transit line will run along North 5th Street, South 5th Street, and Hiawatha Avenue to connect Downtown Minneapolis to the neighborhoods and communities in South Minneapolis, the Minneapolis / St. Paul International Airport, the City of Bloomington, and the Mall of America. The Hiawatha LRT is expected to be fully operational in 2005.

Central Corridor Light Rail Transit: Preliminary planning is underway to connect Downtown Minneapolis and the Hiawatha LRT to downtown St. Paul through a project known as the Central Corridor LRT. The Central Corridor Light Rail Line would fork off of the Hiawatha Line near the east side of the Metrodome.

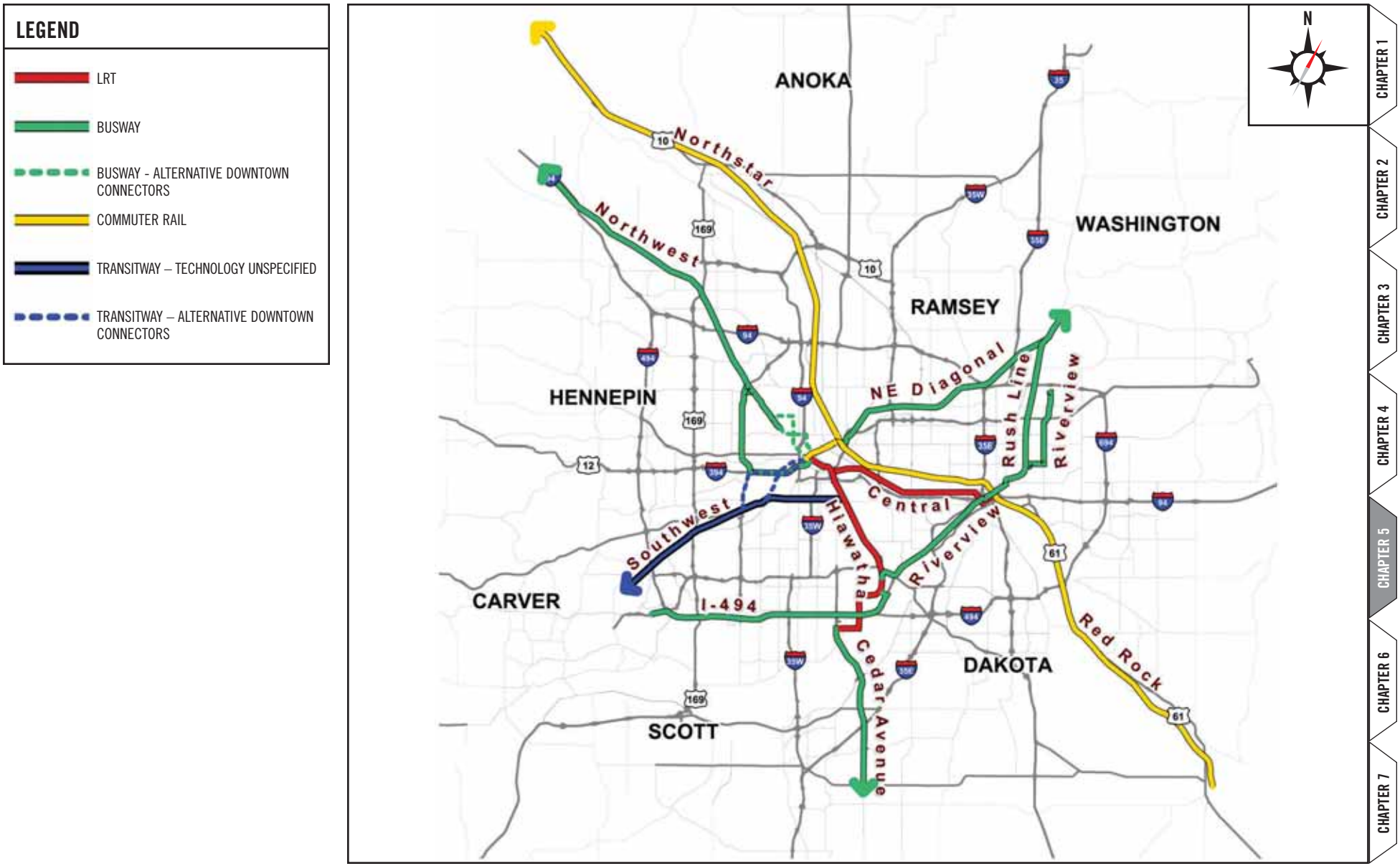


Figure 5.1 Map of Metropolitan Area Multi-Modal Transit Plan 2025
Source: Metropolitan Council

NorthStar Commuter Rail: Planning is also underway for modifications that will be made along an eighty mile stretch of the Burlington Northern freight rail lines to add the first line of commuter rail service to the Twin Cities region. Known as NorthStar Commuter Rail, this line will run to and from the North Loop in Downtown Minneapolis connecting the city to points northwest, most notably Anoka and St. Cloud, Minnesota.

RedRock Commuter Rail: Preliminary planning is underway to connect Downtown Minneapolis by commuter rail to Downtown St. Paul and Hastings, Minnesota along existing rail tracks that connect both downtowns to the cities and towns in the southeast metro. The proposed connection identified for this route will share tracks with the NorthStar Line as it enters and leaves Downtown Minneapolis.

Other Potential Rail Corridors: Long range planning is also underway to expand commuter rail service and/or light rail service to include connections between Downtown Minneapolis and the City's southwest suburbs, most likely along the Dan Patch rail corridor. This corridor would stretch from Downtown Minneapolis, southwest along the Burlington Northern rail corridor, as an extension of the NorthStar corridor.

In addition, an extension to the light rail system is also contemplated to link Downtown Minneapolis to its western suburbs. This extension would be built westward from the end of the Hiawatha line at North 5th Street and Fifth Avenue North.

Revisions to the Downtown Street Grid

One of the best features of the public realm in Downtown Minneapolis is already in place – a well-defined street network divided into relatively compact, walkable blocks. Maintaining utility and convenience of the Downtown street grid is critical to ensuring access across the entire CBD for pedestrians, bicycles, buses, trucks and automobiles. However, as new opportunities present themselves, it is important to consider modifications and adjustment to the existing street system that will ensure that it continues to serve downtown livability and economic vitality, rather than detract from it (see Figure 5.2, page 52).

In the near term, the City should engage in further analysis and discussion of the following issues related to the street system and downtown traffic patterns:

- Consider eliminating one of the two westbound traffic lanes on South 5th Street between Fifth Avenue South and Chicago Avenue in order to extend and maintain a consistent and high quality pedestrian spine along the LRT Corridor.

- Development of a detailed program to divert through traffic entering South 5th Street (from east Interstate 94) at 11th Avenue South to South 3rd Street and South 7th Street.

In the long term, the City should engage in further analysis and discussion of the following issues related to the street system and Downtown traffic patterns:

Rebuilding the Washington Avenue / I-35W interchange: In Downtown East, the City will need to work closely with Hennepin County and MnDOT to ensure realization of the long-term plan to build a new interchange that funnels traffic to and from South 3rd Street and South 4th Street respectively. Rebuilding this interchange would take a great deal of surface traffic off Washington Avenue South and enable it to become a more pedestrian-friendly commercial corridor that includes retail and services for new neighborhoods on either side. In addition, new developable land would be made available by relocating the 4th Street viaduct northward and pairing it with the 3rd Street freeway exit. Likewise, linking the existing sections of South 3rd Street with a new stretch that extends to 11th Avenue South would help to better distribute traffic throughout this area of downtown, thereby enhancing property values.

LEGEND

- HIAWATHA LRT (UNDER CONSTRUCTION)
- TRANSIT STATIONS
- PROPOSED RAIL TRANSIT LINES
- 1/4 MILE RADIUS TO LRT STATION
- STREET GRID ADDITIONS
- REMOVAL OF EXISTING FREEWAY VIADUCT
- EXISTING DOWNTOWN CORE
- BOUNDARY FOR EXPANSION OF DOWNTOWN CORE

NOTE: Based on the current state of negotiations and financing for the construction of new stadia, it is likely that the HHH Metrodome will remain viable and active in the foreseeable future. In the event that the Metrodome becomes redundant over the course of the next twenty-five years, however, redevelopment on that site will offer an excellent opportunity to fill out transit-oriented development at LRT station sites on the east and west sides of the site (see Figure 4.18). In such a scenario, several new streets would need to be built.

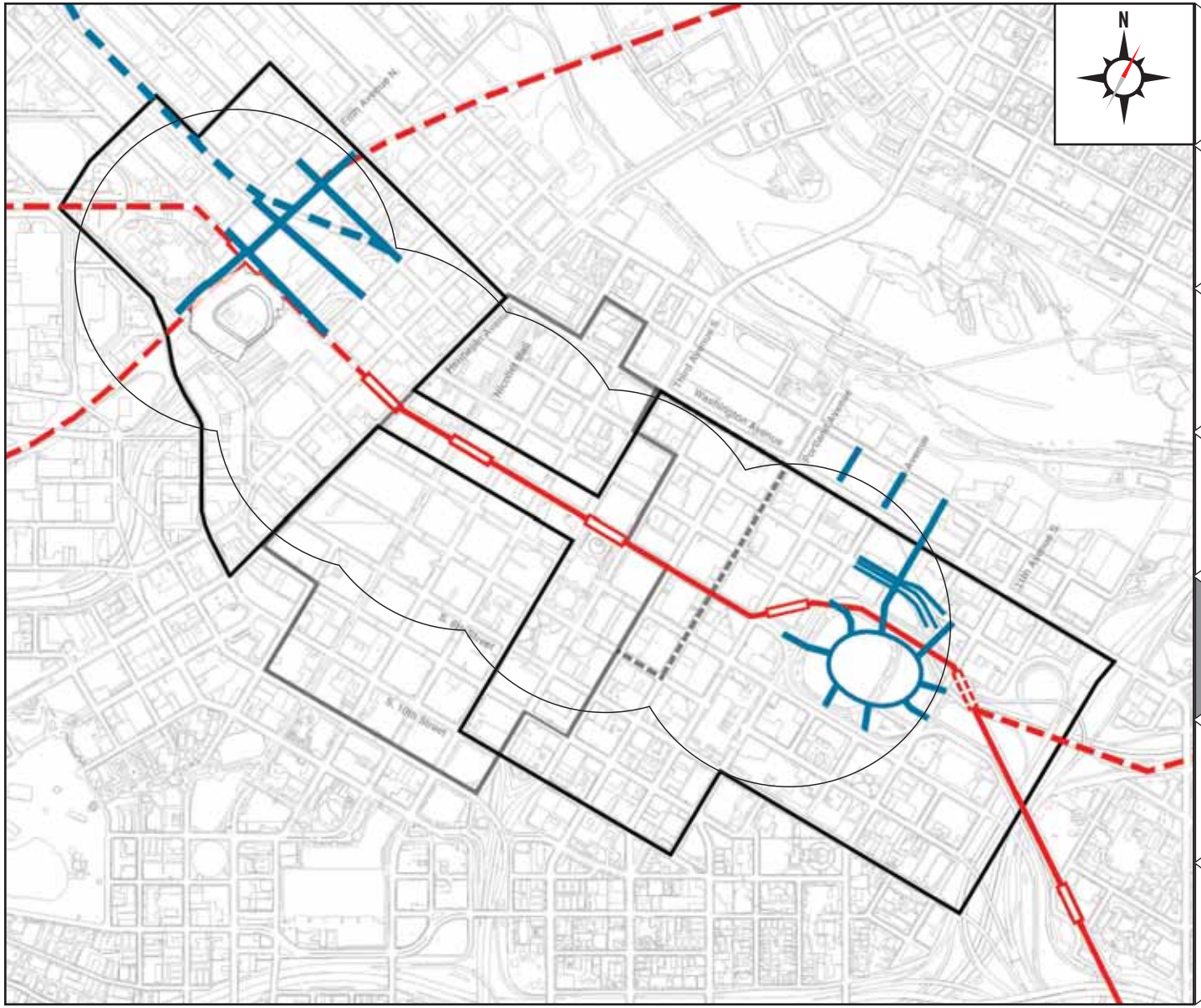


Figure 5.2 Map of Additions to the Downtown Street Grid

Dismantling the 4th Street Viaduct to westbound Interstate 94: In the North Loop, the City should provide leadership for eliminating the freeway viaduct that currently connects I-94 with North 3rd Street and North 4th Street. Once the NorthStar Commuter Rail is operational, it will offer an important alternative to commuters in the northwest commuter shed. As such, it is possible that rail transit might relieve a significant portion of the vehicular traffic that is currently using this viaduct. Removing the viaduct is not meant to cut off freeway access from this end of downtown, but to replace it with an appropriately-scaled interchange that is more compatible with the development potential of surrounding neighborhoods. The intention is to return traffic to local surface streets, eliminate an obstruction to surrounding development, and in doing so enhance neighborhood property values. In pursuit of this concept - which was first presented in the *Hennepin County Multi-Modal Station Area Plan* - several important questions need to be examined more closely. This includes studying the impact of surface traffic upon at-grade intersections (in place of the viaduct), especially in relation to the ability to provide sufficient capacity at the expected traffic volumes; the ability to gain MnDOT approval; and the costs and potential funding sources for this demolition and reconstruction project.

New city streets in the air rights development site over the Burlington Northern Right-of-Way and Interstate 394: In the North Loop, new freeway decking should be constructed to elevate and recreate three new sections of street. In doing so, maximum flexibility for rail options – Amtrak, Commuter Rail and LRT – will be maintained well into the future. Likewise, new development in "The Cut" over the Burlington Northern right-of-way and Interstate 394 will be re-knit into the fabric of the surrounding neighborhood. New sections of street are needed on Fourth Avenue North, between North 3rd Street and North 5th Street, North 3rd Street between Second Avenue North and Fifth Avenue North, and (if the viaduct is removed) North 4th Street between Second Avenue North and Fifth Avenue North.

New city streets if the Metrodome site needs to be redeveloped: In the event that the Metrodome becomes redundant over the course of the next twenty-five years, the six block area should be redeveloped as a new downtown neighborhood. In such a scenario a new network of city streets would need to be developed to facilitate access through the existing megablock (which totals six city blocks). Rather than returning the street grid that was present prior to the construction of the Metrodome, redevelopment of this site would be an opportunity to create a new street pattern that focuses on a highly visible "central" park. The intent is to create a high-amenity, mixed-income neighborhood in a place that feels somewhat separate from – but is located right within the heart of Downtown.

Bicycle Network

Bicycles should play an ever-increasing role in the movement of people to, from, and within Downtown Minneapolis. In order to ensure that bicycle travel is safe and convenient, it is necessary to extend the existing bicycle network in both the near term and over the long term. Near term extensions are already proposed by the City of Minneapolis. Long term extensions should be incorporated over time as new neighborhoods and infrastructure are developed. The overall goal for the Downtown bicycle network is to create near and long term extensions to the existing bicycle network to facilitate better integration with the downtown pedestrian circulation system, new rail transit lines, and proposed parks and open spaces. The completion of a full blown network of on-street lanes and off-street trails will continue to enhance travel and commuting options that might encourage commuters to choose options that don't necessarily include the private automobile (see Figure 5.3, page 54).

LEGEND

- HIAWATHA LRT (UNDER CONSTRUCTION)
- TRANSIT STATIONS
- PROPOSED RAIL TRANSIT LINES
- 1/4 MILE RADIUS TO LRT STATION
- EXISTING ON-STREET BIKE LANES AND OFF-STREET BIKE TRAILS
- NEAR TERM EXTENSIONS TO ON-STREET BIKE LANES AND OFF-STREET BIKE TRAILS
- LONG TERM EXTENSIONS TO ON-STREET BIKE LANES AND OFF-STREET BIKE TRAILS

Goal: Near and long term extensions to the existing bicycle network to facilitate better integration with the downtown pedestrian circulation system, new rail transit lines, and proposed parks and open spaces

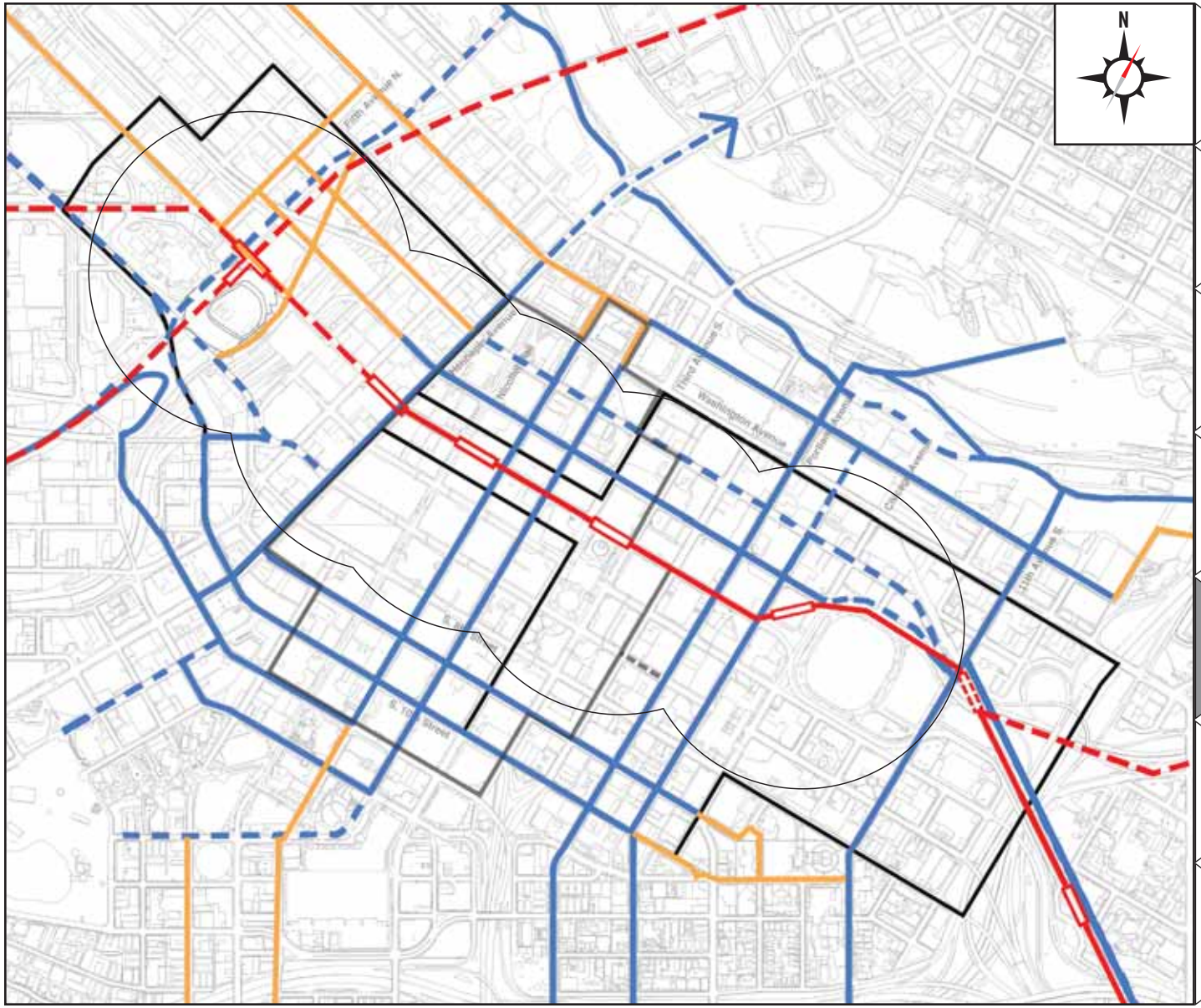


Figure 5.3 Map of Extensions to the Downtown Bicycle Network

Policies for the Downtown Bicycle Network

- *Continue to build extensions to the bicycle network within the Project Area, especially east/west along 4th Street from Downtown East to Hennepin Avenue, and on North 7th Street from Hennepin Avenue into the North Loop and beyond.*
- *Continue to build extensions to the bicycle network that help connect the Project Area to the Central Riverfront, Elliot Park, Loring Park, and neighborhoods surrounding the CBD.*
- *Complete the bicycle connection through the North Loop from the west along the Cedar Lake Trail to Fourth Avenue North and the West River Road.*
- *Provide convenient connections from the bicycle network to new and existing features of the public realm including parks, plazas, skyway stair towers, and rail transit stations.*
- *Ensure adequate, evenly distributed supply of bike racks, lock points, and rental storage lockers for bicycle commuters.*
- *Educate automobile drivers and bicyclist on proper etiquette for sharing the road.*

Pedestrian Circulation

Street-Level Pedestrian Corridors

The most immediate human reaction to the existing public environment in many parts of Downtown East and the North Loop is that it is dominated by vehicles, vehicular movement, and large expanses of parked cars. Quite simply, vehicles often dominate the street at the expense of pedestrians, and in some cases, sidewalks are not conducive to pedestrian movement at all. The lack of streetscape and pedestrian amenities, the presence of large stretches of blank building walls, intrusive ramp entry / egress points, and the lack of meaningful wayfinding devices all discourage pedestrian activity and inhibit the ability to forge Complete Communities (see Figures 5.4 and 5.5, pages 56 and 57).

Skyways

Over a period of four decades, the emergence of the Skyway System has played a key role in maintaining and enhancing the economic health of Downtown Minneapolis by ensuring that the core remains competitive. The Skyway System is considered essential to Downtown property owners, merchants, and workers alike. The role of skyways as an enhancement to the construction of Class-A office space in the Downtown Core is not in question. New additions to the office core should be connected to the existing Skyway System on the east side of Downtown. On the west side of Downtown, new extensions to the system should be made to link the new Ballpark, the Multi-Modal Station, and nearby high-intensity development projects in the air rights zone above the rail and interstate rights-of-way. Given the historic character and preservation designation of buildings in the Warehouse District, it is not recommended that skyways be built anywhere else west of Hennepin Avenue.

Beyond the extension zones recommended, skyways should not be built into existing, revitalized, and emerging neighborhoods in Downtown East or the North Loop. Building skyways in such neighborhoods is counterproductive to the aims of developing Complete Communities. The presence of two different pedestrian networks – the skyways and the sidewalks – would undermine the character and quality of neighborhood streets by giving the impression that there is little foot traffic. Though they might seem convenient for some, skyways to and from medium and low intensity districts simply do not have a sufficient level of use to warrant their construction. Underused skyways often detract from an ongoing sense of safety, security, and accessibility. The exception to this rule is that high-intensity residential developments may generate a sufficient amount of foot traffic to warrant a skyway connection as long as the project is directly adjacent to blocks that are already connected to the existing system (see Figure 5.6 and 5.7, pages 58 and 59).

Streetscapes, Open Space, and Reforestation

The character of different districts and neighborhoods within Downtown is strongly connected to the design of individual buildings and the way in which a group of buildings "sit" in relation to one another. But the experience of the city – particularly as one moves through it – is greatly influenced by the quality and character of the interstitial places between downtown buildings. Presently, surface parking lots are the most visible sort of interstitial space across large portions of the Project Area. As new development occurs and surface parking lots are replaced with off-street parking in structured ramps, the remaining interstitial spaces – streets, plazas, and public parks – will have greater visibility and will play a greater role in shaping the character of different downtown districts and neighborhoods.

Creating new downtown open space

It is ironic that while Minneapolis enjoys international renown for a park system that makes the most of the city's lakes, rivers, and creeks, there is precious little pleasing green space / open space throughout much of Downtown. There are notable exceptions.

LEGEND

- HIAWATHA LRT (UNDER CONSTRUCTION)
- TRANSIT STATIONS
- PROPOSED RAIL TRANSIT LINES
- 1/4 MILE RADIUS TO LRT STATION
- PRIMARY PEDESTRIAN MOVEMENT CORRIDORS
- SIGNIFICANT CULTURAL, ENTERTAINMENT, AND SHOPPING DESTINATIONS

Goal: Creation of pedestrian-oriented places and a downtown with truly pedestrian character experienced in the streets and public spaces of Downtown East and the North Loop

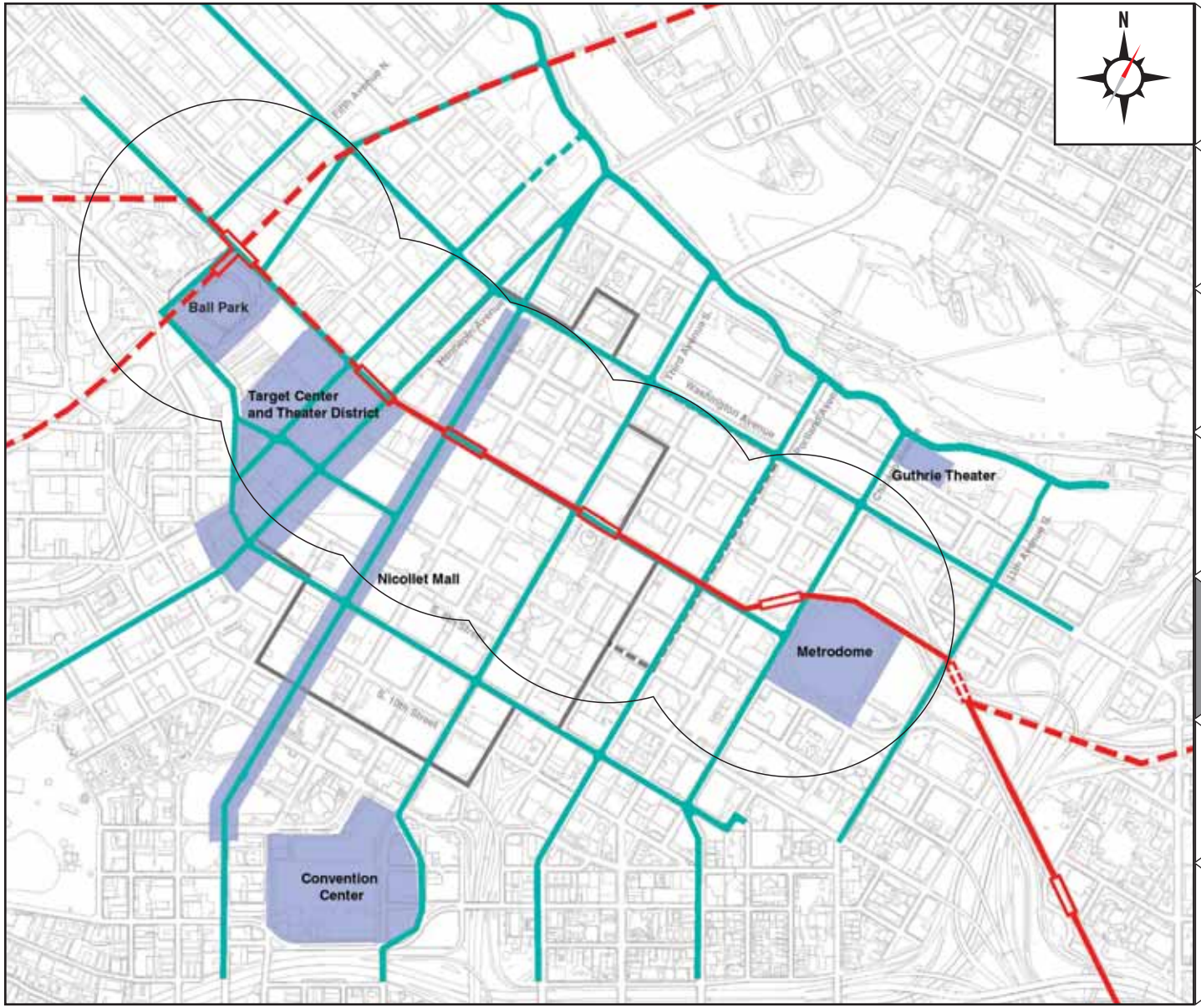


Figure 5.4 Map of Designated Primary Pedestrian Corridors

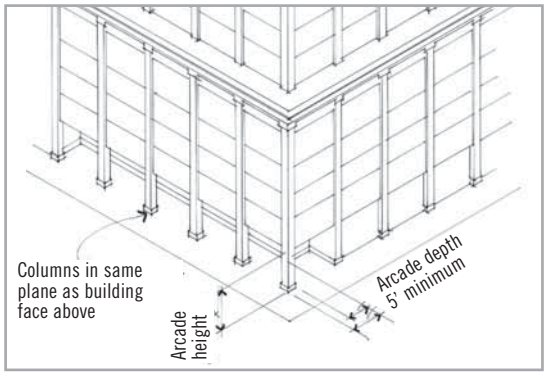
EXISTING CONDITIONS

Streets leading to some Downtown destinations are abysmal; pedestrian amenities (especially pedestrian scaled street lighting) are absent and the parking intrudes upon the pedestrian experience.

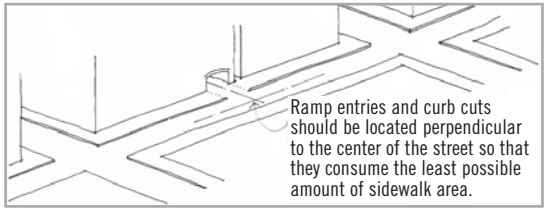
Wide curb cuts and ramp entries, especially those with multiple drives, can severely disrupt pedestrian movement, and may create wide areas where streetscape enhancements cannot be implemented.

Parking structure entries that parallel the street severely interrupt pedestrian areas and consume huge areas that should be dedicated to pedestrian activity.

SAMPLE SOLUTIONS



Where skyways do not exist, awnings and canopies are encouraged to protect pedestrians from rain, snow and sun.



Ramp entries and curb cuts should be designed and sized to minimize interruptions to pedestrian corridors.

Sidewalks that have consistent materials, a uniform width, and a uniform arrangement of street elements are easier for pedestrians to navigate because they are visually legible. Pedestrian scaled street lighting and the addition of street trees help encourage people to travel on foot – rather than by car – to make local trips within Downtown.

Figure 5.5 Developing Primary Pedestrian Corridors

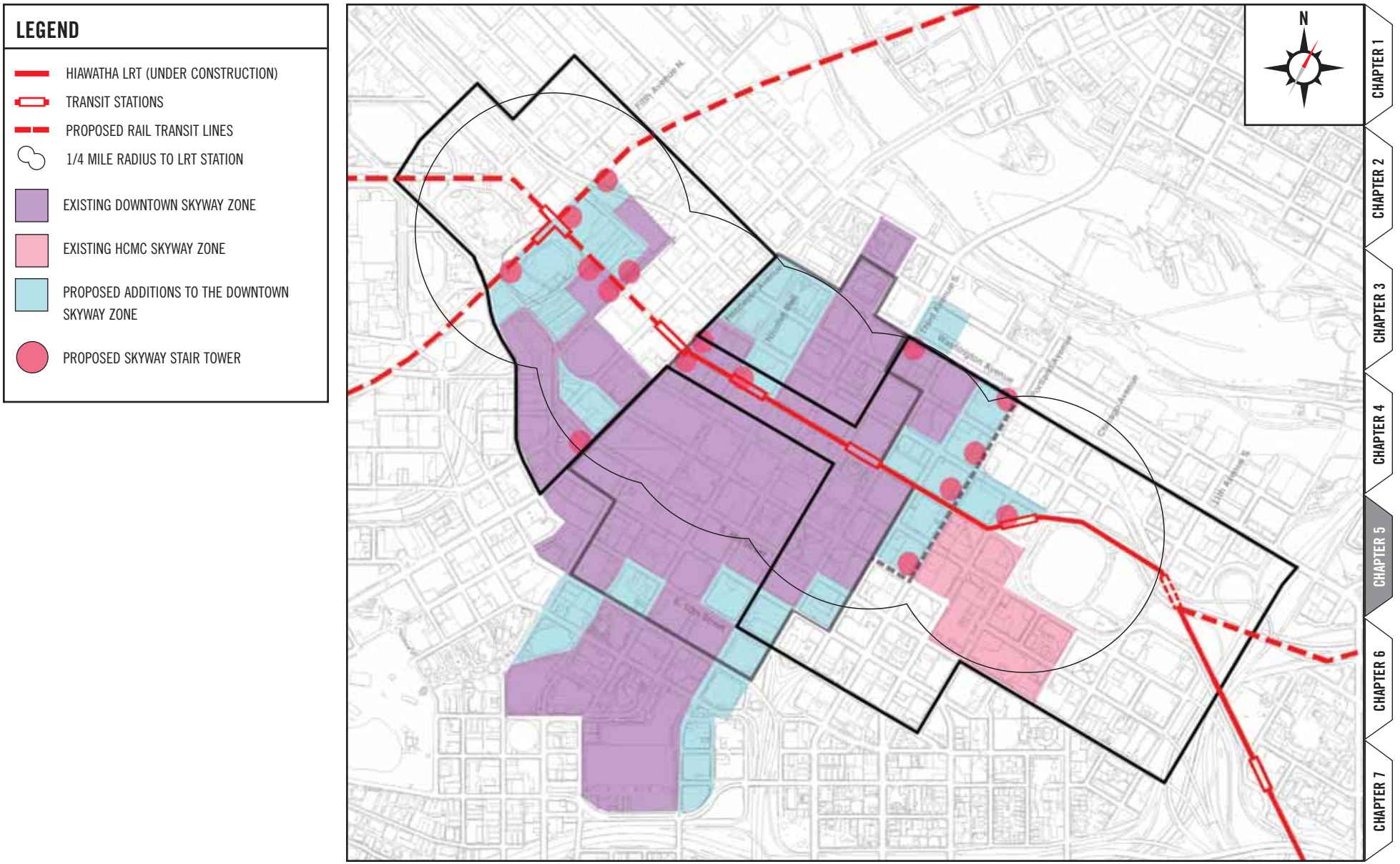


Figure 5.6 Map of Additions to the Skyway System

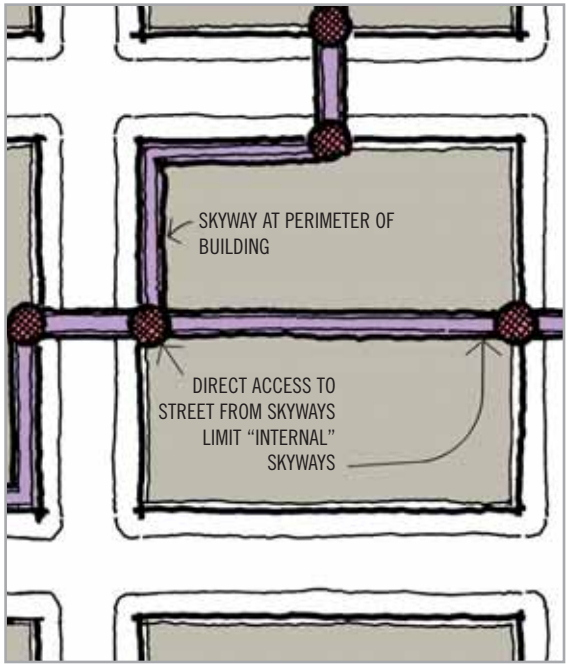
EXISTING CONDITIONS

Much of the original skyway system was integrated into existing older buildings and bears little relation to the sidewalk system except for that portion which actually crosses over the street. The Soo Line Building (on the right side of this photo) is a good example. Extensions to the system that are part of new construction offer the opportunity to create more visible connections to the street by placing vertical circulation at the perimeter of the building as is the case with the Fifth Street Towers (on the left side of this photo)

An excellent example of how to connect the skyway system with the sidewalk system is in place at the new Target store on Nicollet Mall. Vertical circulation is located in a highly visible, highly "readable" building entrance located on the street corner. In addition, second floor concourses parallel city streets and have windows overlooking the Mall, which allows for easier navigation through the block by pedestrians.

SAMPLE SOLUTIONS

Connections between city sidewalks and future additions to the Skyway System should be developed at stair towers that are highly visible and therefore easy to use. Skyway stair towers are especially important for making transitions between the skyways system and Primary Pedestrian Corridors, major transit stops, and significant parks and green spaces



Skyway-level concourses placed along the perimeter wall of a building help to foster visible connections between the skyway system and city sidewalks therefore making downtown legible and less confusing for pedestrians – especially visitors to Downtown.

Figure 5.7 Refining the Skyway System

Policies for Street-Level Pedestrian Corridors and the Skyway System

- *Establish a hierarchy of streets within the Project Area that allows for differentiation between those streets that should receive a higher level of functional or aesthetic amenity because they serve – or are intended to serve – as major pedestrian connectors within and across Downtown.*
- *Encourage a hierarchy of minor pedestrian thoroughfares to allow for localized pedestrian circulation within specific districts and neighborhoods.*
- *Establish practices that maintain the right-of-way for pedestrians on sidewalks by minimizing the number and extent of driveway crossings / curb cuts. Access to and egress from parking ramps should be consolidated into a single curb cut.*
- *Access to and egress from parking ramps should be located mid-block, at right angles, to minimize disruption to pedestrian flow at street intersections.*
- *Design streets and buildings to eliminate long stretches of blank, inactive building walls.*
- *Introduce building components that*

Loring Park and Elliot Park are islands of green that anchor the community life of those neighborhoods. Mill Ruins Park and the West River Road are major assets currently being developed on the northern edge of Downtown. But throughout most of downtown – particularly within the Project Area – there is a pressing need to integrate more open, green space as a means to enhance the livability of Downtown for workers, residents, and visitors alike (see Figures 5.8 and 5.9, pages 61 and 62).

There are two kinds of open spaces that are needed Downtown – active open space and passive open space. "Active" open spaces are those that are used for either organized recreation facilities (such as ball fields, tennis courts, and the like) or organized gathering spaces for large crowds assembled for a concert, block party, or political rally. "Passive" open spaces are for activities that are slower paced and more reflective in nature. They are most often small and quiet spaces for people to withdraw in solitude or in small informal groups. In either case, parks and open spaces should serve the need to participate in city life; places where people go to be together, or where people go to be by themselves amidst the crowd of passersby.

Expanding the number and quality of downtown open spaces/green spaces is a difficult conundrum to overcome. Despite recent growth in the downtown residential market, the long term viability of new and rehabilitated neighborhoods is highly dependent on the livability of those neighborhoods. The existing deficiency of open space will only become more of a problem as new residents move Downtown. But the construction of new parks and green space is difficult to initiate as wholly independent projects because of the relatively high cost of downtown land. In addition, the lack of designated operating funds for new parks and green spaces means that even if they are built, they are apt to become liabilities if they are not cared for and properly maintained.

Incorporating new parks and open space as part of individual building projects should continue to be pursued in Downtown Minneapolis. However, the resulting spaces are only large enough to expand the inventory of passive open spaces downtown. What's really needed is to incorporate parks that have enough land to include both meaningful passive spaces and useful active spaces.

Unfortunately, urban history has too few examples of the kind of grand gestures that were made over a hundred years ago when the city's park system was designed and initial land holdings were dedicated. Overcoming the lack of new downtown open space is unlikely if the provision of parks and open space is not incorporated into the city's larger development process. Incorporating downtown parks that truly serve the diverse downtown population must happen through an accumulation of both public and private efforts.

Open Space Standards: Some North American cites such as Vancouver, BC have a Parks / Open Space Standard of 2.75 acres of neighborhood park per 1,000 residents. Assuming that the downtown residential population will grow by 20,000-plus, incorporating this standard in Downtown Minneapolis would yield an expanded amount of park and open space in excess of 55 new acres. One way to ensure that the park system grows in proportion to the downtown population is to incorporate a dedicated one-time development fee on individual projects. Over time, such fees will accumulate enough to allow for the construction and maintenance of a new park that can be enjoyed by all.

Open Space/Retail Interface: There is a strong correlation between open space and retail development. People looking for a place to spend leisure time are often looking for a place to buy food, drinks, or concession items. In many downtown settings across North America, open spaces that are part of a mixed-use complex with a retail component appear to be more successful in terms of intensity of use than those that are not linked to retail activities. But in locations where the office rental rate is higher than the retail rental rate, developers are hard pressed to justify allocating

LEGEND

- HIAWATHA LRT (UNDER CONSTRUCTION)
- TRANSIT STATIONS
- PROPOSED RAIL TRANSIT LINES
- 1/4 MILE RADIUS TO LRT STATION
- PROPOSED PARKS AND OPEN SPACE
- EXISTING PARKS AND OPEN SPACE
- PROPOSED STREETSCAPE
- EXISTING STREETSCAPE
- 1. SEE "CASE STUDY – 5TH STREET STREETSCAPE" PAGES 68-77
- 2. SEE "REVISING THE PHYSICAL IMPACT OF THE HCMC MEGASTRUCTURE," PAGES 78-79

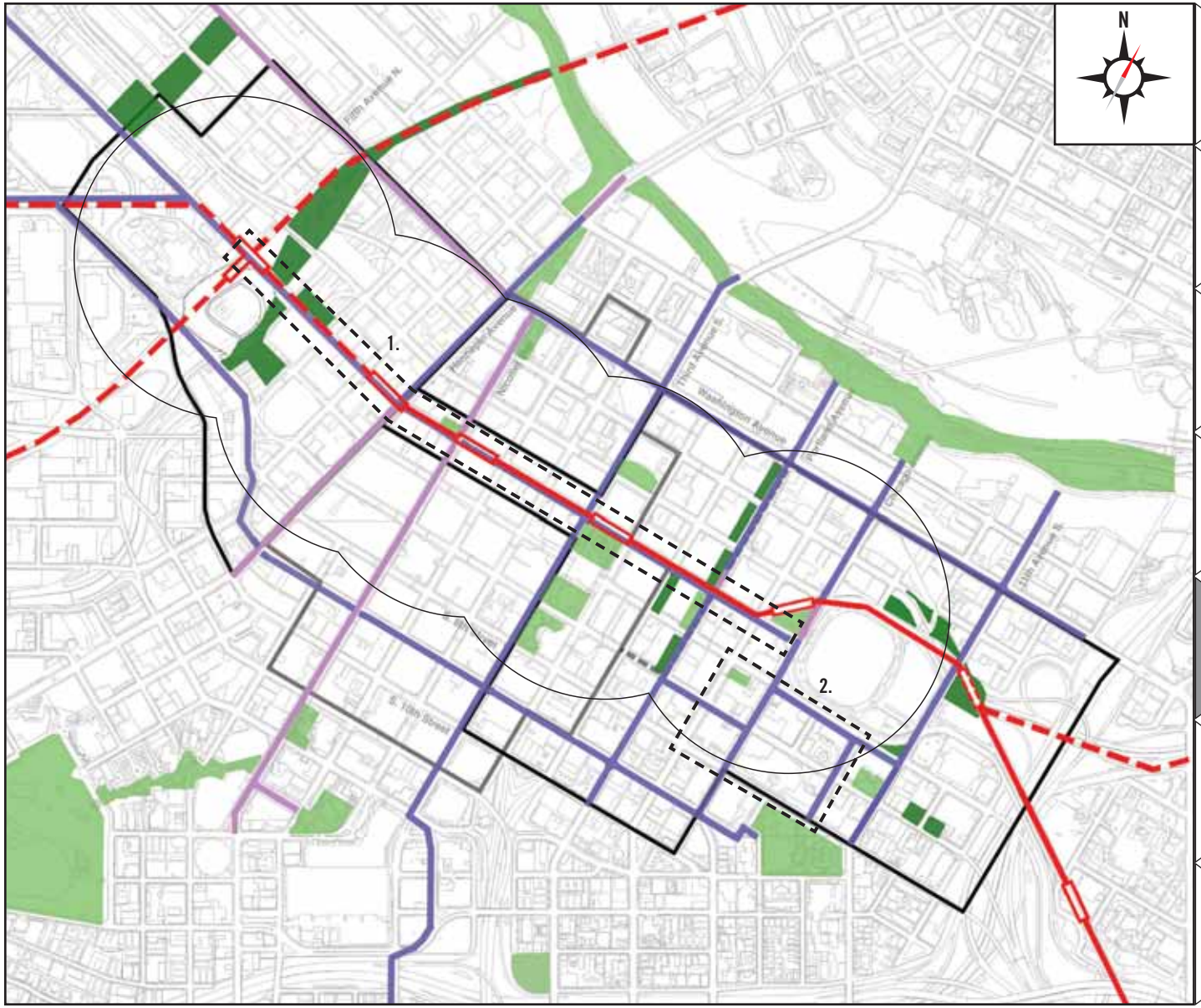


Figure 5.8 Map of Streetscape and Open Space

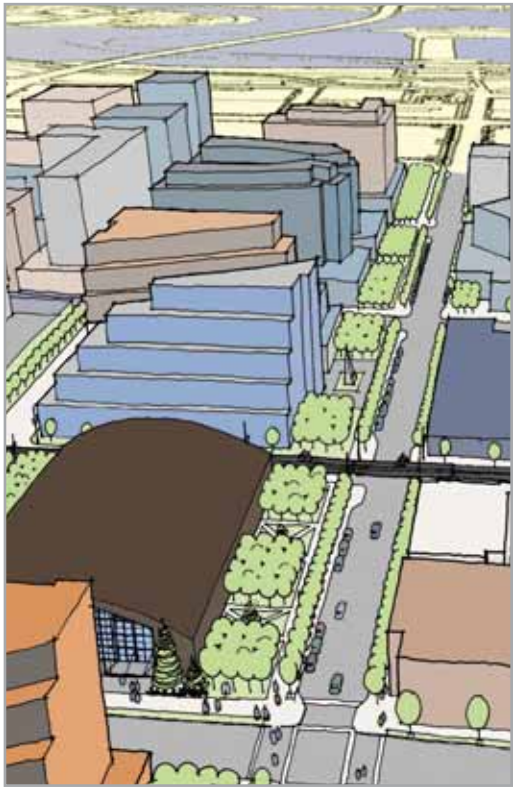
CONDITIONS AND OPPORTUNITIES

Some downtown streets could be great boulevards or prominent entries to Downtown. Instead, many streets – especially on the outer edges of Downtown – are merely unwelcoming thoroughfares because they are particularly inhospitable to pedestrians moving along the street or trying to cross it. Such streets create barriers between new and existing neighborhoods. For example, Washington Avenue inhibits pedestrian movement from the Downtown Core, Elliot Park and Downtown East to the amenities of the central riverfront. Instead, Washington Avenue – like several other downtown streets – should be redesigned as beautiful "seams" that knit together existing and emerging neighborhoods on either side.

Some North American cities have recognized the value of Downtown open space and have created wide, continuous corridors of green through the urban fabric. Dedicating spaces large enough to allow for a healthy, mature tree canopy is especially important for realizing the increased benefit to the "feel" of Downtown, and the increased value to surrounding properties

The Nicollet Mall represents a public space that is recognized as Downtown's primary "gathering place" – it is both streetscape and, in a sense, open space.

A "greenway" offers a connection to the river along Portland Avenue and defines the Downtown Core.



A new linear park developed incrementally along the west side of Portland Avenue will build on two existing green spaces – one on the east side of the Armory and the other across the street from the Star Tribune Building. This new park offers a downtown amenity that helps organize new development and enhance surrounding property values.

At left is a view of the Portland Avenue Park looking north as it stretches to Washington Avenue from South 7th Street. The Portland Avenue Park is an opportunity to create a green "seam" that knits together the eastern edge of the extended Downtown office core and the western edge of a new mixed-use neighborhood focused on the Downtown East LRT Station; and it helps extend "fingers" of green south from the Mills District into the otherwise ordinary street grid of Downtown East and the northern portion of Elliot Park. The City might consider holding an international design contest for redefining the intersection of this park with the 5th Street LRT corridor and streetscape.

Figure 5.9 Streetscape and Open Space

Policies Continued

offer protection to pedestrians, such as awnings and canopies, as a means to encourage pedestrian activity along streets, especially where skyway alternatives don't or won't exist.

- *Encourage sidewalk retail and restaurants at locations specified in the Land Use Plan.*
- *Maintain prohibitions of new auto-oriented uses such as drive-in restaurants, banks, and retailers with drive-up windows.*
- *Concentrate skyways within the Downtown Core. A limited number of extensions beyond the core is acceptable as long as skyways are built to connect high-intensity uses that generate a great deal of foot traffic. Such uses include Class A office space, the Baseball Park, and the Multi-Modal Station.*
- *Prohibit the construction of skyways beyond the recommended extension zone.*
- *Create points where highly visible vertical circulation is built to forge direct connections between the Skyway System and downtown sidewalks.*
- *Construct skyway stair towers at the*

portions of allowable Floor-Area-Ratio (FAR) to retail. In this instance, public policy can possibly promote the integration of street-level retail with open space by not including retail space in FAR calculations.

Streetscapes

While the challenge of incorporating new parks into the Project Area will likely require a great deal of concerted effort and resources over the long term, improving the quality of public places in Downtown Minneapolis by incorporating streetscapes into the existing fabric of the city is far less challenging because the street grid and sidewalk network already are in place. The importance and impact of quality streetscapes should not be minimized. Developing streetscapes involves redefining the purpose of a particular street as more than a mere conveyance for moving vehicles by creating as pleasant an environment as possible for pedestrians as well. Walking from one part of the Downtown to another need not be drudgery. It should be encouraged through the implementation of enhancements that recreate a local linear environment at a pedestrian scale. Such enhancements include the following:

Uniform Pedestrian Zones: Because most of Downtown is already developed with existing buildings, it may not be possible to incorporate a single standard sidewalk width throughout the Project Area. However, it is possible to set a standard "pedestrian-clear" width for sidewalks along specific lengths of street that are streetscaped. The pedestrian-clear zone is the walkable sidewalk space that lies between building facades and light poles, signposts, parking meters, and the like. (In residential neighborhoods outside of downtown, pedestrian-clear space is more easily identifiable because there is grass on both sides of the sidewalk.) The pedestrian clear zone on downtown sidewalks should be between 10 and 14 feet wide and it should be clearly defined by a consistent sidewalk treatment. The left over space on either side is given over to the placement of the necessary utilities and proposed amenities. For instance, all parking meters, streetlights, traffic signage and the like should be organized into a zone that falls between the pedestrian clear zone and the street curb. Likewise on the inside of the block, left over space in front of downtown buildings can be used to create distinctive entry zones or outdoor seating areas.

Sidewalk bulb-outs / Traffic neck-downs: Bulb-outs are extensions built into the sidewalk at key intersections – particularly along retail streets. Though it may be impractical for all downtown intersections in the near term, widening the sidewalks with bulb-outs at a sequence of intersections along the same street accomplishes a number of important goals simultaneously. It narrows the length of crosswalks from one side of the street to the other. Because pedestrians remain on sidewalk as far as the outer edge of cars parked on the street, they have better visibility of oncoming traffic before crossing the street and, conversely, are more visible to drivers. While the width of vehicular traffic lanes remains the same, the subliminal result of curbs being moved closer to travel lanes causes drivers to slow down, thus making pedestrians safer. Finally, because bulb-outs define permanent on-street parking zones, at-grade retail activity is encouraged because it is conceivable that drivers may find a "space at the door," if only for a short while.

Street lighting: The ubiquitous brown "shoe-box" style light fixture found throughout downtown is functional and cost effective, but offers no opportunity to create a street that has an identity that distinguishes it from other downtown streets. Wherever possible, new streetscapes should incorporate fixtures that underscore the special character of a given street.

Due to the cost of maintaining multiple kinds of streetlights, it may be desirable to choose a small palette of fixtures that limit the variety of streetlights throughout Downtown, while still allowing a whole set of special streets to be distinguished from an existing set of ordinary streets. At the very least, pedestrian

Policies Continued

edges of the Skyway System to facilitate a series of strong, highly-visible points of interface with City sidewalks and proposed open/green spaces.

- *Locate new skyways within buildings in a manner that enables pedestrians to see the street from inside.*

scale fixtures should be incorporated into all new streetscapes as a way to improve safety and humanize the sidewalk environment on streets designated for a higher level of pedestrian use. Banner arms should be installed on streetlight poles in a uniform interval in all streetscapes as a quick means to infuse color and character to downtown neighborhoods.

Public Art: The City should continue to formalize policies and procedures for incorporating public art into all infrastructure projects throughout the Project Area. Because an ever-expanding palette of streetlights, bench types, and the like is cost-prohibitive to maintain, creating the sense of identity that distinguishes one streetscape from another should rest on the quality and character of the public art incorporated into each streetscape.

Street furniture: Streets that are rebuilt to incorporate streetscapes should be enhanced through the use of distinctive street furniture – such as benches, trash receptacles, gardens, planters, fountains and other urban design amenities. Because it is not cost feasible to have a different kind of light fixture, a different kind of bench and a different style of street furnishings for each and every downtown street, it will be necessary to develop standardized palettes that can be used when developing different streetscape applications throughout downtown.

Street trees and planters: Wherever possible, the planting of deciduous street trees should be encouraged. Street trees should be protected by decorative tree grates and tree guards, or be built in above-ground planters.

Street vending: Simple measures to promote and integrate small operations – such as vending kiosks and "hole-in-the-wall" retail – into the streetscape should be encouraged.

In all, pedestrians feel more welcomed on streets that incorporate as many of these features as possible., With the appropriate level of street improvements, many Downtown residents, workers, and visitors might choose to walk – rather than drive – when moving from one place to another within and across the CBD. The result is a series of well–populated streets with a higher-than-normal level of amenity that, in turn, will encourage retail development, discourage crime, and enhance economic vitality because their physical and functional character gives each street an identity that lends its property owners some cache.

Downtown Reforestation

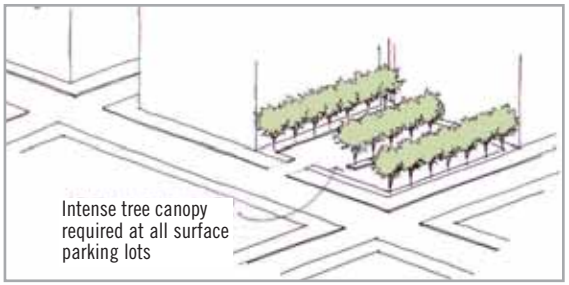
Incorporating trees into the fabric of Downtown East and the North Loop is absolutely critical for improving both the quality of life and property values in the Downtown urban environment. A healthy urban forest has direct environmental pay-offs by improving air quality and reducing storm water runoff. At the same time, an accumulated tree canopy that stretches down a city block, or across an entire neighborhood, provides seasonal benefits that make downtown streets and open spaces more comfortable and therefore more livable. Besides the obvious aesthetic impact of green plant life, a lush leaf canopy provides cooling affects that mitigate the radiant heat emitted from the hard surfaces that often make many sidewalks so unpleasant in the summer time. Likewise, in addition to the aesthetic quality of trunk and branch pattern against the winter sky, trees help to buffer pedestrians against strong winter winds (see Figures 5.10 through 5.12, pages 65-67).

Planting deciduous trees makes more sense than planting coniferous trees. Besides their seasonal-ecological benefits, deciduous trees do not block important views into and out of street-level spaces, thus providing a safer street environment that is more attractive to retailers who want their store windows to be seen.

While there are a number of different kinds of deciduous trees that are tolerant of dense urban settings, no tree will thrive if it does not have healthy growing conditions. Creating healthy growing conditions for all downtown trees means that ample space

CONDITIONS AND OPPORTUNITIES

Parking lots offer an opportunity for reforestation through the application of an "orchard parking" concept.



While parking lots may be a fact of life for Downtown East and North Loop for some time, their appearance can be improved by using orchard parking techniques that provide shade and "humanize" the space until they evolve to another use.

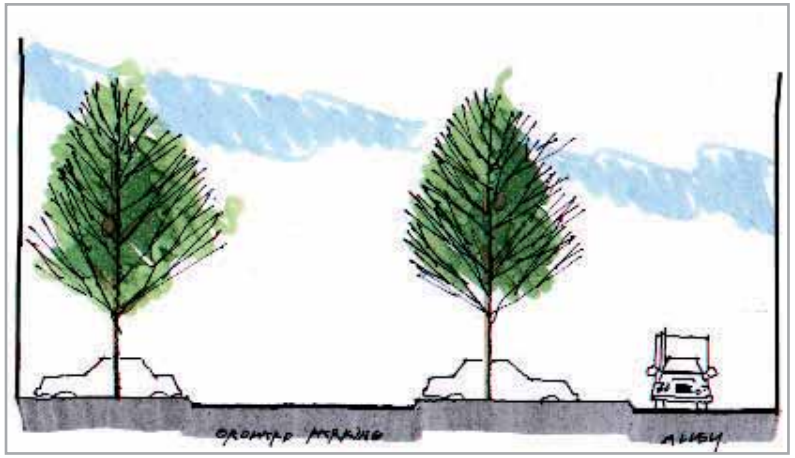
Redevelopment or transformation of downtown surface parking lots will not happen overnight. In the meantime, the aesthetics of spaces like these need to be addressed if a true pedestrian orientation is desired for Downtown East and the North Loop.

Reforestation of some parking lots might take on the appearance of a garden – creating a place of value and human activity tucked between existing buildings.

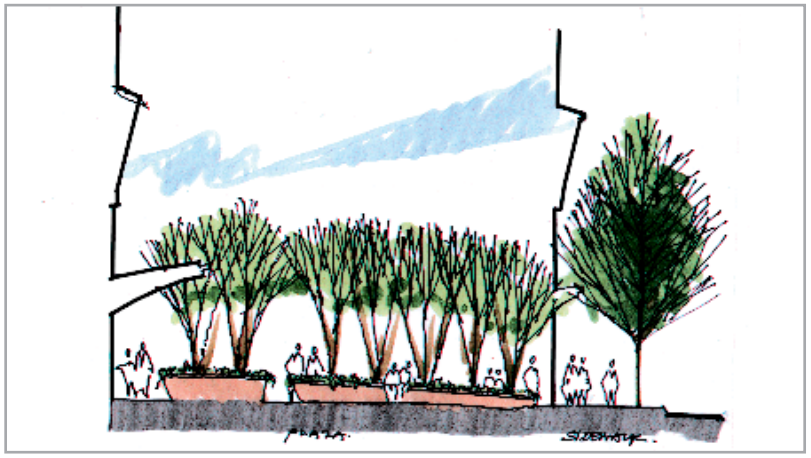
Trees add a sense of life and vitality to high-intensity neighborhoods by lending a greater sense of amenity and livability.

Wide sidewalks at key streets offer space for sidewalk cafes, additional landscaping and strolling.

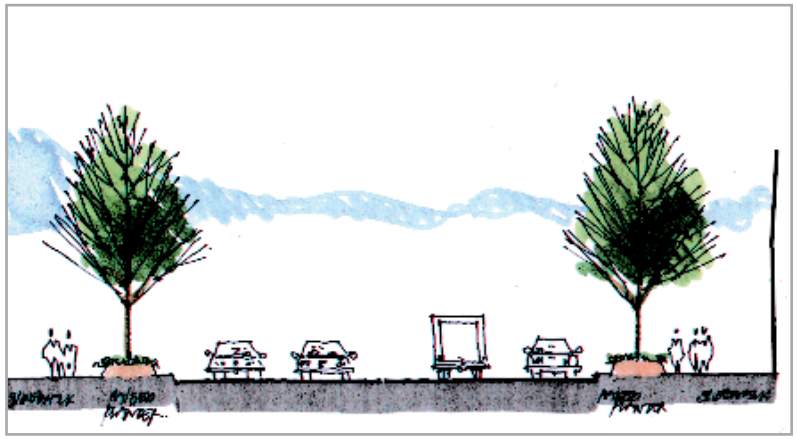
Figure 5.10 Examples of Reforestation



ORCHARD PARKING
Introduction of significant tree plantings in surface parking lots yields environmental benefits, aesthetic enhancements and humanizing character.



PLAZA
Spaces marking entries to significant buildings in downtown are an opportunity to create green retreats for downtown residents, workers and visitors.



STREET TREES – RAISED PLANTERS
Heavier trafficked streets may merit the introduction of raised planters for trees, which offer an additional sense of protection for pedestrians, provide a better growing environment for trees, and avoid below grade obstructions.

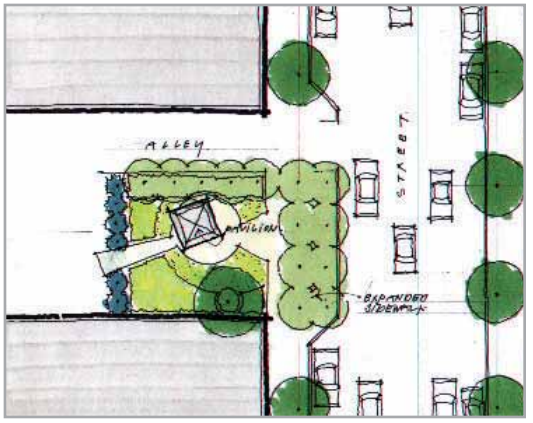
GREEN ALLEY
While the space is not expansive in width, tree plantings in alleys offer an opportunity to create a connected urban forest of some magnitude in Downtown East and the North Loop.

Figure 5.11 Reforestation: Sample Solutions 1

STREET TREES
Most commonly, the urban forest occurs with extensive street tree plantings, where their presence is most appreciated by pedestrians.

STREET TREES IN MEDIAN PLANTERS
Medians are difficult environments for tree growth, but the introduction of a raised planter provides a better chance for trees to reach maturity and actually contribute to the character of an urban place.

POCKET PARK
Essential qualities of a pocket park include their small scale and pedestrian orientation, a sense of containment and canopy, an extension to the street, and, in most cases, a signature element.



POCKET PARK – AERIAL
Small remnant spaces, too small to build upon, can add value as small open spaces designed as more garden-like refuges with trees, grass, shrubs and even artful pavilions or public art.

Figure 5.12 Reforestation: Sample Solutions 2

Policies for Streetscapes, Open Space, and Reforestation

- *Establish significant public spaces in Downtown East and North Loop, especially where they are proximate to the places where people live or work.*
- *Design public spaces and private plazas to encourage their use and to place a strong emphasis on the creation of "green" in these new spaces. Open spaces should connect directly to city streets and they should be well-integrated into the public domain.*
- *Consider establishing an open space standard and instituting a development impact fee for creating new downtown parks in the Project Area.*
- *Sidewalks should be built to a minimum width of 12 feet to promote a comfortable scale and to create opportunities to enhance sidewalk activity. In locations where plantings or sidewalk cafes are intended, a minimum sidewalk width of 18 feet should be maintained. A minimum width of 10 feet should be adopted for zones of "pedestrian-clear" space.*
- *Establish continuous zones on the outer edges of downtown sidewalks where functional hardware (such as*

must be provided for them to grow. In addition, providing for their on-going perpetual care and maintenance is critical to maximizing the benefits derived from making the investment in planting trees. Wherever possible, irrigation systems should be built into tree planters or downtown parks and plazas to ensure that consistent, strategic watering is possible – especially in times of drought or deluge.

CASE STUDIES FOR STRATEGIC URBAN DESIGN PROJECTS

Bringing the quality and character of the public realm in Downtown Minneapolis up to par with the economic vibrancy of the City will require major changes in the way business is done and the way people think of, and value the public realm around them. Change won't happen overnight, but there are two projects that have the potential to make a dramatic difference in downtown in fairly short order and which might be relatively easy to implement in the near future. The first such project is the development of a streetscape along the downtown LRT corridor. The second project is a series of modifications to a small portion of Downtown East – the area around the Hennepin County Medical Center – that will help to better integrate an important institution into the "high-potential" of the surrounding neighborhood fabric.

Case Study: 5th Street Streetscape

The construction of new rail transit infrastructure in Downtown Minneapolis offers the opportunity to reshape the public realm and encourage the economic potential of downtown neighborhoods. 5th Street already is being transformed from a typical downtown street to one that has a new function – the central spine of downtown rail transit. Perhaps the best opportunity – one that offers maximum potential for a relatively small investment – is to establish a clear pedestrian link that enhances the character of the LRT corridor through the installation of a consistent streetscape along the length of the 5th Street. This streetscape would stretch from the Downtown East Station at the Metrodome to the site of the new Multi-Modal Station and Ballpark in the North Loop (see Figures 5.13 and 5.14, pages 69-70).

A unified 5th Street streetscape has several important benefits, all of which are grounded in opportunities to enhance the economic vitality of the entire CBD. First, a unified streetscape would create an easily identifiable "front door" to the city, which in turn would give properties that have an address along 5th Street a certain cache. As such, inserting a streetscape becomes a major economic development tool that would help the city to encourage transit-oriented development around new and future station sites (see Figure 5.15, page 71, and figures 5.16 through 5.18, pages 73-75).

Second, a unified streetscape along 5th Street would help tie the outer neighborhoods of the CBD more closely into the commercial core. It would help integrate new development into the existing fabric of Downtown in order to encourage a diversity of uses and activities. Such diversity will at once complement existing Downtown development while also creating opportunities to expand the times of the day and week in which various parts of Downtown are active, alive, and vital. For example, because so much of Downtown's activity is already oriented in a north-south direction on streets, such as Hennepin Avenue, Nicollet Mall and Marquette Avenue, tying neighborhoods together in a strong east-west connection is more than just a nice idea. It is critical to ensuring that consumers are able to walk between important places such as the Metrodome and the eating and drinking establishments of the Warehouse District, or the Theatre District on Hennepin Avenue and the new Mill City Museum or the new Guthrie Theatre in the Mills District.

Integrated Improvements

In order to create a well-used, engaging environment along 5th Street, it will be necessary to integrate a whole palette of street finishes, furnishings, and operational "hardware" into a consistent streetscape. This includes street lighting, pedestrian light-

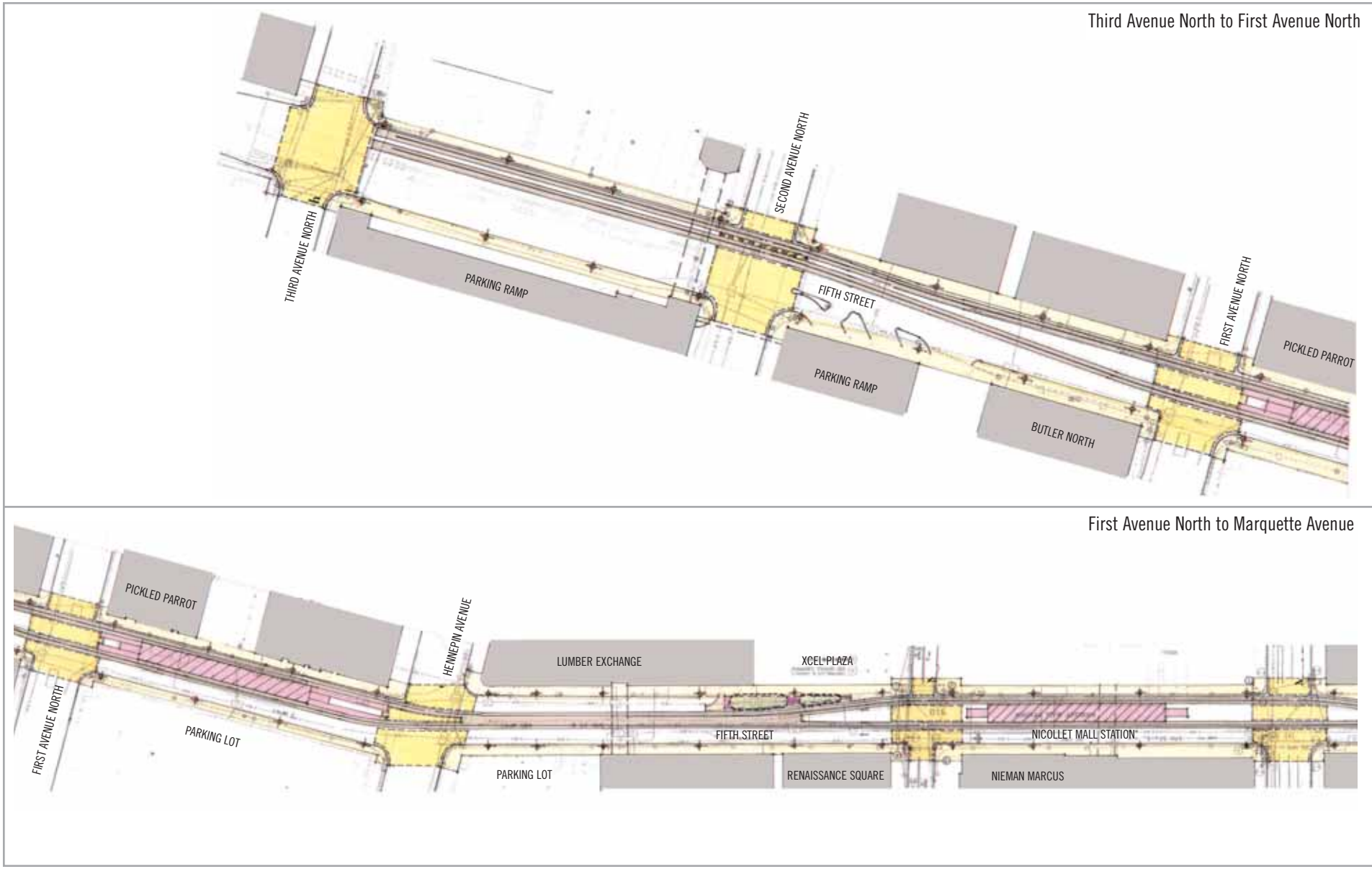


Figure 5.13 5th Street Streetscape: Block Configurations 1

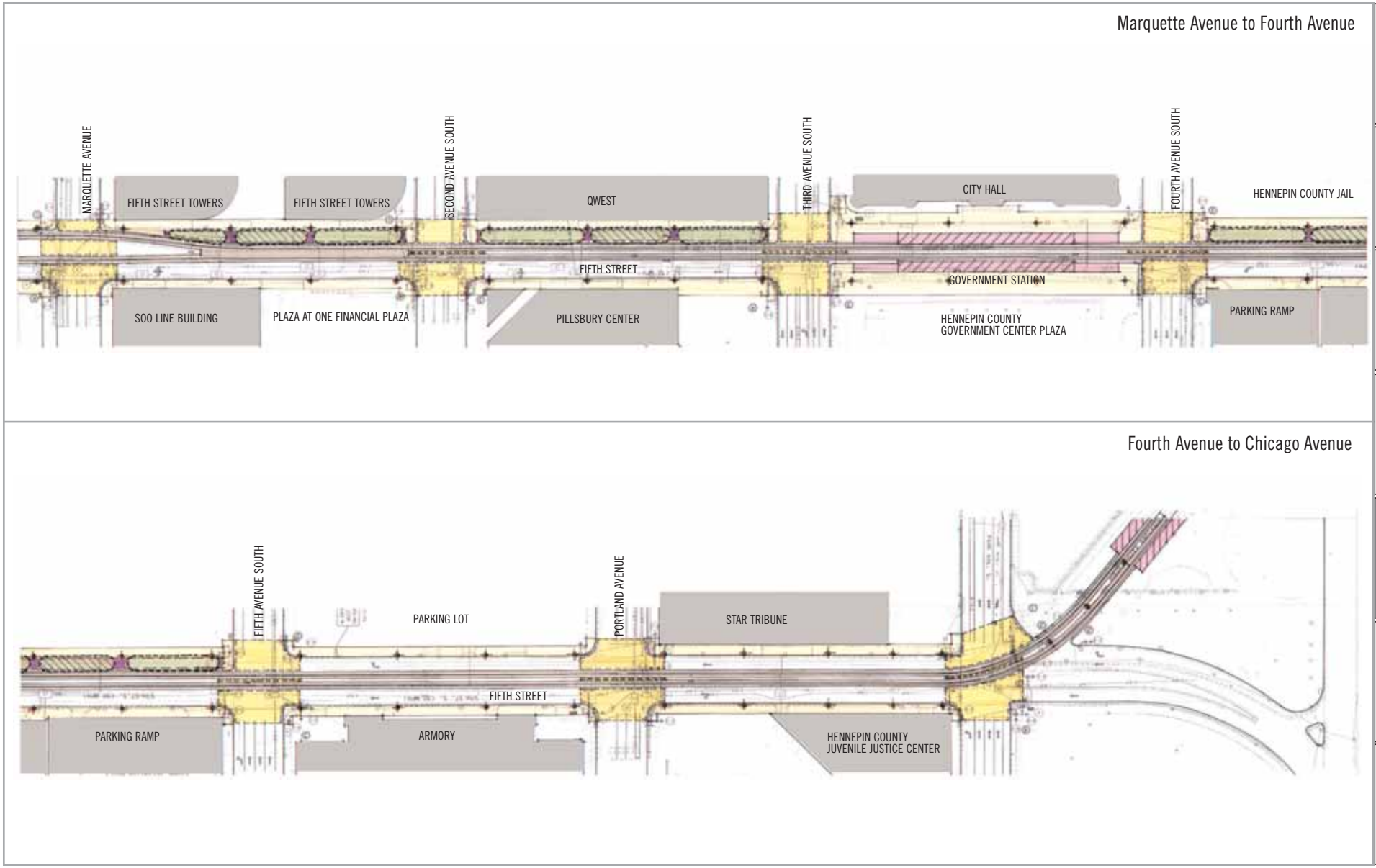


Figure 5.14 5th Street Streetscape: Block Configurations 2

Figure 5.15 5th Street Streetscape: View Looking east from Government Station toward Metrodome Plaza

Policies Continued

streetlights, signage and parking meters) are located in manner that is as uniform as possible.

- *Wherever possible, establish continuous zones on the inner or outer edges of downtown sidewalks for street furnishings, planters, public art, and other amenities.*
- *Streetscape treatments should be incorporated into the length of all Primary Pedestrian Movement Corridors to form consistent connections between significant destinations and features.*
- *In the near term, the 5th Street streetscape should be incorporated into the LRT Corridor to forge the major east/west pedestrian connection within Downtown Minneapolis. Streetscape enhancements articulated in the 5th Street Streetscape (see page 71) should be implemented as soon as possible.*
- *Extensive tree planting should be promoted in all public and private development projects throughout the Project Area.*
- *Use trees for their aesthetic and ecological benefits: improvement of air*

ing, sidewalk treatments, intersection and crosswalk treatments, street furnishings, landscaping, and public art (see Figures 5.16 through 5.18, pages 73-75).

Street lighting: Integration of the hardware for the LRT's Overhead Catenary System (OCS) with new city street lights onto a single joint use pole has already been accomplished through an agreement by the Metropolitan Council, the Hiawatha Project Office (HPO), and the City of Minneapolis. Combining these two functions into a single shared unit will dramatically reduce the feeling of clutter that would otherwise result from too many utility poles in a tight urban space. For the most part, joint use poles will be located in a consistent manner along the length of the corridor allowing for good sightlines from one end of 5th Street to the other. In the course of public meetings for this master plan, the general public voted on a light silver metallic finish for joint use poles.

Pedestrian Lighting: At the request of the City of Minneapolis, joint use poles that are being installed as part of the LRT construction project are able to be retrofitted in the future to incorporate pedestrian scaled street lighting along the length of 5th Street. Prior to making any modifications to the joint use poles, the City and other stakeholders should contemplate the need and value of adding freestanding pedestrian-scaled lighting in the interstitial areas between joint use poles.

Sidewalk treatments: Most existing sidewalks along the length of the corridor should be rebuilt to uniform standards, with uniform materials. The City and HPO already have established locations for the placement of joint use poles. In most cases, these locations reinforce a consistent zone of "pedestrian-clear" walking space between the face of each pole and the face of the adjacent building. In those portions of the core that already have a decorative sidewalk installed, special efforts will need to be made to ensure that pedestrians have visual clues that lend an overall consistency to the "floor" of the corridor.

Intersection and crosswalk treatments: The intersections where 5th Street crosses other downtown streets are important places for pedestrians to orient themselves and make choices about moving around within the city. To the extent possible, intersections should stand out from the length of blocks to indicate the presence of cross traffic. Ideally, each intersection would be built in concrete. At the very least, a special paint pattern should be used to make crosswalks easily identifiable for pedestrians, motorists, and LRT operators alike.

Street furniture: In order to make the LRT corridor user-friendly for transit patrons, bicyclists, and downtown pedestrians alike, it will be necessary to install a consistent collection of street furnishings, such as benches, trash receptacles, bicycle racks, and bicycle lockers, throughout the corridor.

The length of 5th Street should contain ample public seating so the space may be fully used and enjoyed by the greatest number of people. Seating areas should be designed to be more than just pretty; they must be inviting and useable as well. (Well-used public spaces are far safer than those that are aesthetically handsome but send the subliminal signal that users are unwelcome). As in any city park, all public seating should have seatbacks, making the benches a comfortable place to spend time. Nuisance loiterers should be dissuaded through design that encourages crowds of users; rather than by inserting poor design features that discourage the use and enjoyment of the corridor by a broad cross-section of the general public.

Landscaping zones and extended sidewalks: The relationship between existing buildings and the existing right-of-way on 5th Street creates several stretches where sidewalks are narrow and less than optimal. Nevertheless, in several locations the layout of LRT tracks along the corridor has created leftover spaces between the new curb face and the front of existing buildings. Because these "extended sidewalks" are as much as twenty feet wide in some places, they offer an excellent opportunity to soften the

"Vacante"
Manufactured by SiteForm
Perforated steel seat with optional arms.
Varying lengths (40" – 118")
Stainless steel or galvanized finish
Mounted to sidewalks with sidewalk collars

"Universal"
Manufactured by SiteForm
Steel construction
Perforated steel shroud around inner structure
Stainless steel or galvanized finish

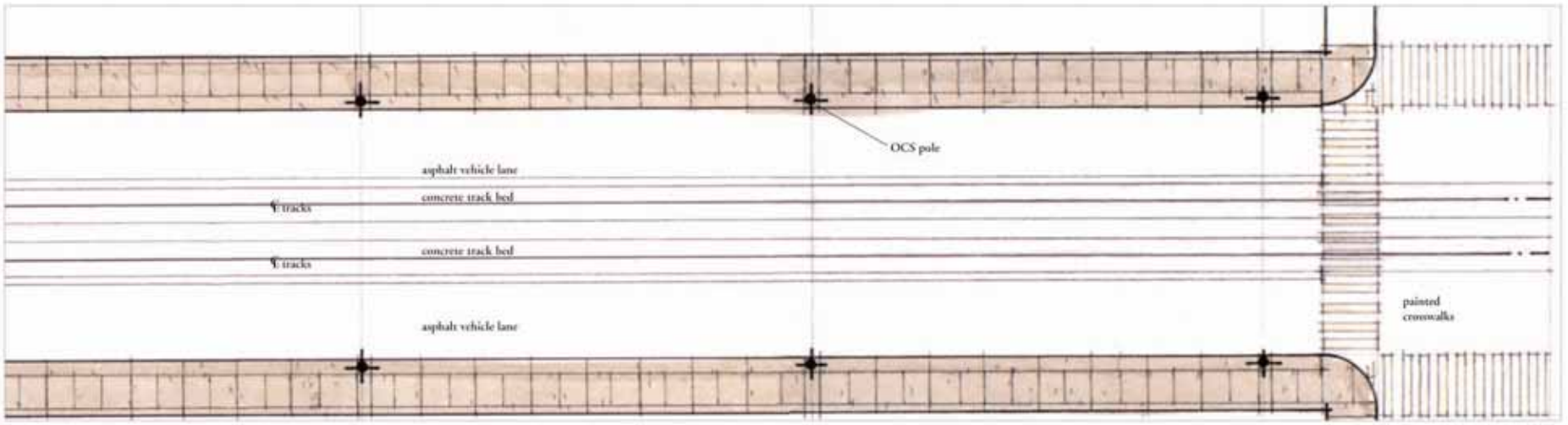
"Loop" Bike Rack
Various Manufacturers
Steel construction
Galvanized finish
Mounted to sidewalk with sidewalk collar

Streetlighting:
"Mitre" Model M1

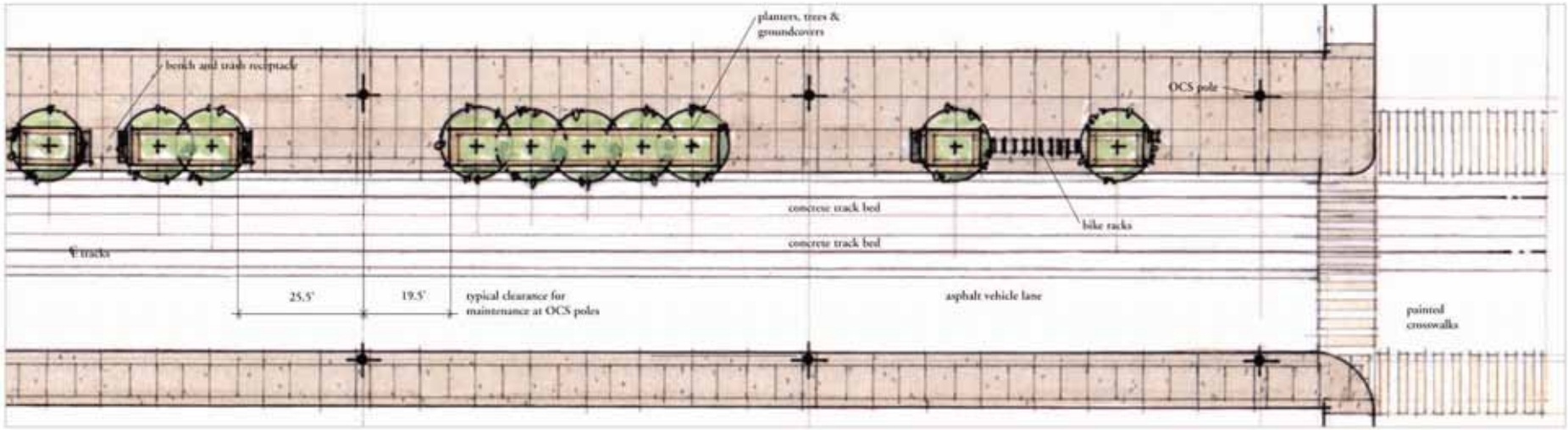
Pedestrian Area Lighting
"Mitre" Model M2

Streetlighting:
Standard "Shoebox"

Figure 5.16 5th Street Streetscape: Proposed Street Furniture

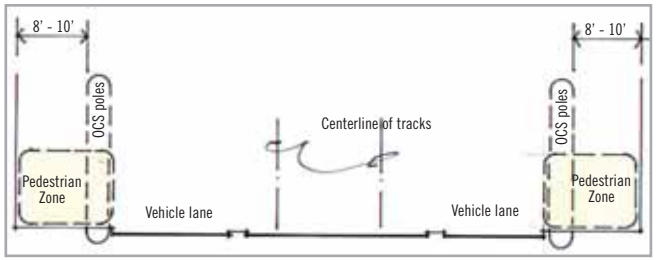


Standard plan with two vehicular lanes

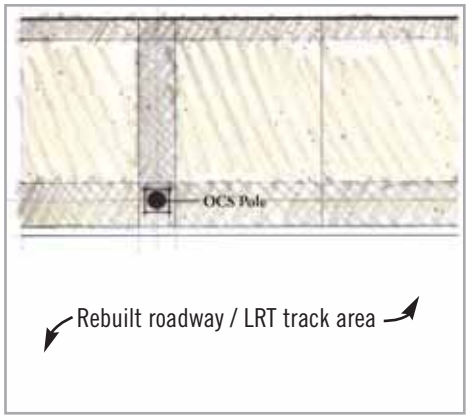


Standard plan with one vehicular lane and expanded sidewalk

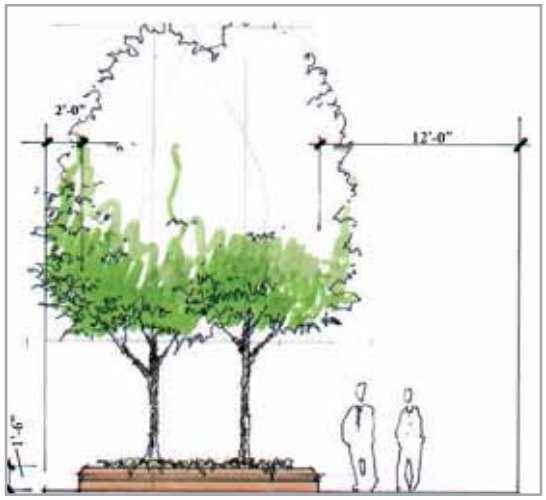
Figure 5.17 5th Street Streetscape: Typical Sidewalk Plans



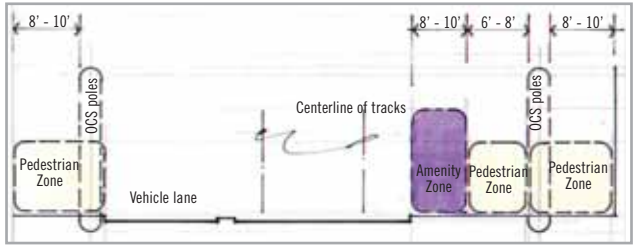
Standard cross section with two vehicular lanes



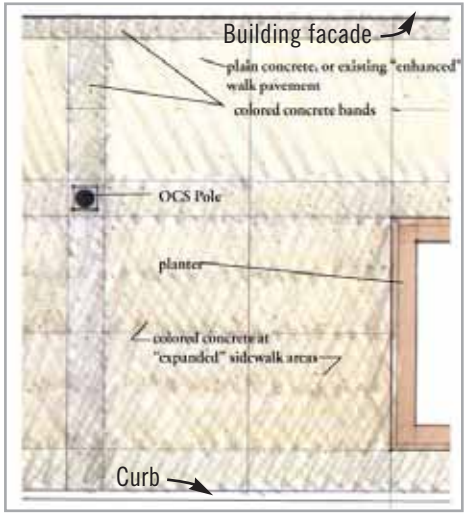
Plan view at standard sidewalk condition in 5th Street corridor.



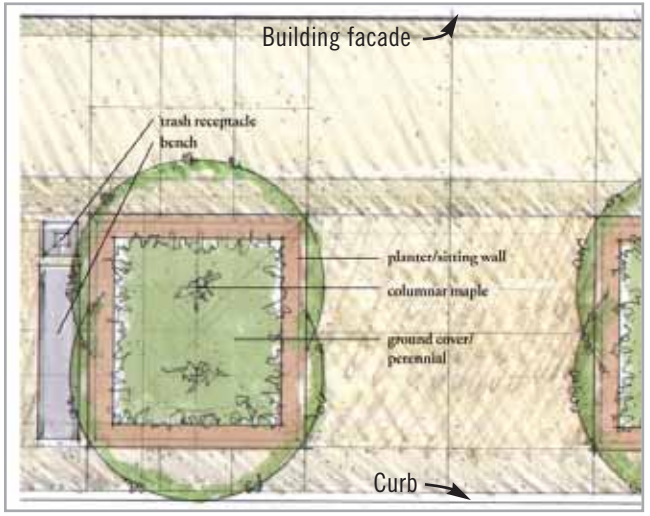
Elevation of typical raised planter located in "extended" sidewalk



Standard cross section with one vehicular lane and expanded sidewalk



Plan view at new "extended" sidewalk on 5th Street



Plan view of typical raised planter located in "extended" sidewalk

Figure 5.18 5th Street Streetscape: Typical Sidewalk Details

Policies Continued

quality, reduction of storm water runoff, cooling in the summertime, and the buffering of winter winds.

- *Plant deciduous trees rather than coniferous trees, for reasons of safety and shade; consider the use of "Tivoli" string lighting on key streets, vest pocket parks, and in "orchard parking lots."*
- *Consider the form of the space that will be created by trees. Use them to create "urban rooms," so that the combination of trees and buildings will help to create special places for people to interact.*

character of the street by integrating new planters and landscaping. Extended sidewalks zones are possible on the north side of 5th Street between Marquette and Third Avenues South and between Fourth and Fifth Avenues South. Ideally, a long term solution for 5th Street would include removing the vehicular lane north of the LRT tracks between Park Avenue and Fifth Avenue South and rebuilding these lanes as extended sidewalks / landscaping zones. This would allow for an unbroken ribbon of green extending from the Metrodome to the heart of the Downtown Core.

All planters will need to be strategically placed and sized so that they do not interfere with the maintenance of the overhead catenary system and the joint use poles. Likewise planters will need to be placed in close proximity to, but outside of the pedestrian-clear zones of walking space. Planters should be raised and irrigated to give trees and other plants the best possible chance of thriving.

Public Art: The City should continue to formalize policies and procedures to ensure that public art is incorporated into all infrastructure projects throughout the Project Area, specifically the 5th Street Streetscape.

Challenges to incorporation of the 5th Street Streetscape

In 1999, a conceptual streetscape design for 5th Street had been designed in conjunction with MnDOT's Aesthetic Design Committee for the Hiawatha Line. However, in the Spring of 2000, prior to the full funding agreement from the Federal Transit Administration (FTA), MnDOT determined that it was no longer possible – from a budgetary standpoint – to include any provisions for a streetscape along the LRT corridor. They determined that any enhancements to 5th Street would be left up to the City.

Although it clearly made sense to pursue the improvement of public areas along 5th Street in conjunction with the construction of the LRT line, integrating a streetscape project into the reconstruction of the 5th Street roadway was impossible due to budgetary concerns and the restrictive timeline imposed by the LRT project In the meantime, in its dealings with the Hiawatha Project Office (HPO), City staff were successful in ensuring that the integration of LRT onto 5th Street was done in a deliberate, consistent manner so that it would serve as a unified background for a future streetscape. For example, a great deal of City staff time and energy was put into making sure that joint-use poles are installed to support street lights, traffic signals, and LRT wires rather than multiple individual-purpose poles in the corridor. These poles also have the ability to support banners and pedestrian level lighting at a future date.

Potential Funding Sources

If the full design concept for the streetscape is to become a reality, additional treatments will likely need to be incorporated at a later date when sufficient funding is found through one or more potential funding scenarios:

Intergovernmental Coalition: While the urgency of completing construction of the actual rail line on 5th Street superceded the ability to simultaneously construct a streetscape, making the most of 5th Street has benefits that extend beyond just the local environment. If the LRT system is to be truly successful, integrating the downtown pedestrian circulation system into the LRT system is critical for attracting new converts to rail transit, encouraging new business activity, and strengthening property values in the Project Area. Because improvements to the surrounding pedestrian realm are in the interest of the City of Minneapolis, Hennepin County, and the Metropolitan Council, a joint effort by a coalition of intergovernmental partners may be more likely to get off the ground than if such an effort is left to one governmental entity alone.

Public-Private Partnership: While local and regional governments clearly have a stake in the success of the light rail system, private

property owners, property managers and developers clearly stand to benefit from the integration of LRT into Downtown Minneapolis. A streetscape that unifies 5th Street and gives it character will help to maximize foot traffic in and around nearby properties by forging better connections to them. Better access, a higher level of convenience for commuters, and a more pleasant environment along the corridor will translate into a more competitive leasing market and higher rents for downtown commercial spaces. As such, the Downtown Council, the Building Owners and Managers Association (BOMA), the East Downtown Council, the Warehouse District Business Association and the North Loop Business Association all need to be at the table in working with a coalition of intergovernmental partners.

Property Assessments: A traditional way to fund street improvement projects is for property owners to band together and work with local government to design and construct necessary changes. The cost of the project – for either construction, maintenance, or both – is then charged back to property owners in the form of assessments against their property. However, in the case of 5th Street, the relatively large differences in the value of properties in Downtown East and the North Loop – as compared to those within the Downtown Core – presents special challenges for determining how assessments should be levied in a way that is justly proportional. No doubt, the existing imbalance in land values along 5th Street will even out somewhat once the LRT line is in full operation. Nevertheless, dramatic differences between fully developed parcels and those that have been speculatively held as surface parking lots will need to be accounted for.

Development Fees: One option that the City of Minneapolis might pursue is to levy a development fee on all new projects within a given geographic area – either along the corridor, within a three block distance of 5th Street, or throughout the CBD. This option has its own challenges in weighing the relative benefits of waiting to build a streetscape on 5th Street until enough new development occurs, versus fronting money to build a streetscape and charging the costs back to property owners after the fact. In either case, a balance will have to be struck since construction of a streetscape should in no way hinder developer interest or the ability to "make a go of it" within the LRT corridor.

Miscellaneous Sources: On the assumption that a source can be settled upon for capital construction of the 5th Street Streetscape, the City might consider "leasing" sidewalk space to street vendors and dedicate this rent to ongoing maintenance of the streetscape amenities. Likewise, to the extent that the City wants to set up sheltered kiosks at or nearby LRT stations, additional revenues might be possible since these are good locations for newsstands, florists, and convenience retail. Alternatively, revenue raised by selling advertising on LRT vehicles or at LRT stations might also be used to fund maintenance of the surrounding streetscape.

Case Study: Revising the Physical Impact of Megastructures in Downtown East

The urban landscape in Downtown East (and in the northern reaches of Elliot Park) is overwhelmingly dominated by three features: Large expanses of surface parking, the Hubert Humphrey Metrodome, and the Hennepin County Medical Center (HCMC).

As an institution and as a "campus" within Downtown Minneapolis, HCMC was formed through a series of hospital consolidations in the 1960s and 1970s, and through a series of property acquisitions (of former hospitals) in the early 1990s. Though the HCMC campus is comprised of a diverse collection of buildings, many people equate the presence of the institution in Downtown with the centerpiece of their physical plant – an enormous megastructure that spans four city blocks (see Figures 5.19 and 5.20, pages 78-79). When this building was built in the early 1970s, megastructures were considered an inventive architectural solution to the challenge of building large institutional or commercial complexes within the heart of U.S. cities. Most U.S. cities have at least one of two examples of this kind of architecture within their downtowns.

GOAL: Creation of more humane spaces surrounding the Metrodome and HCMC, resulting in a more definitive "district," greater pedestrian comfort and activation of the public realm.

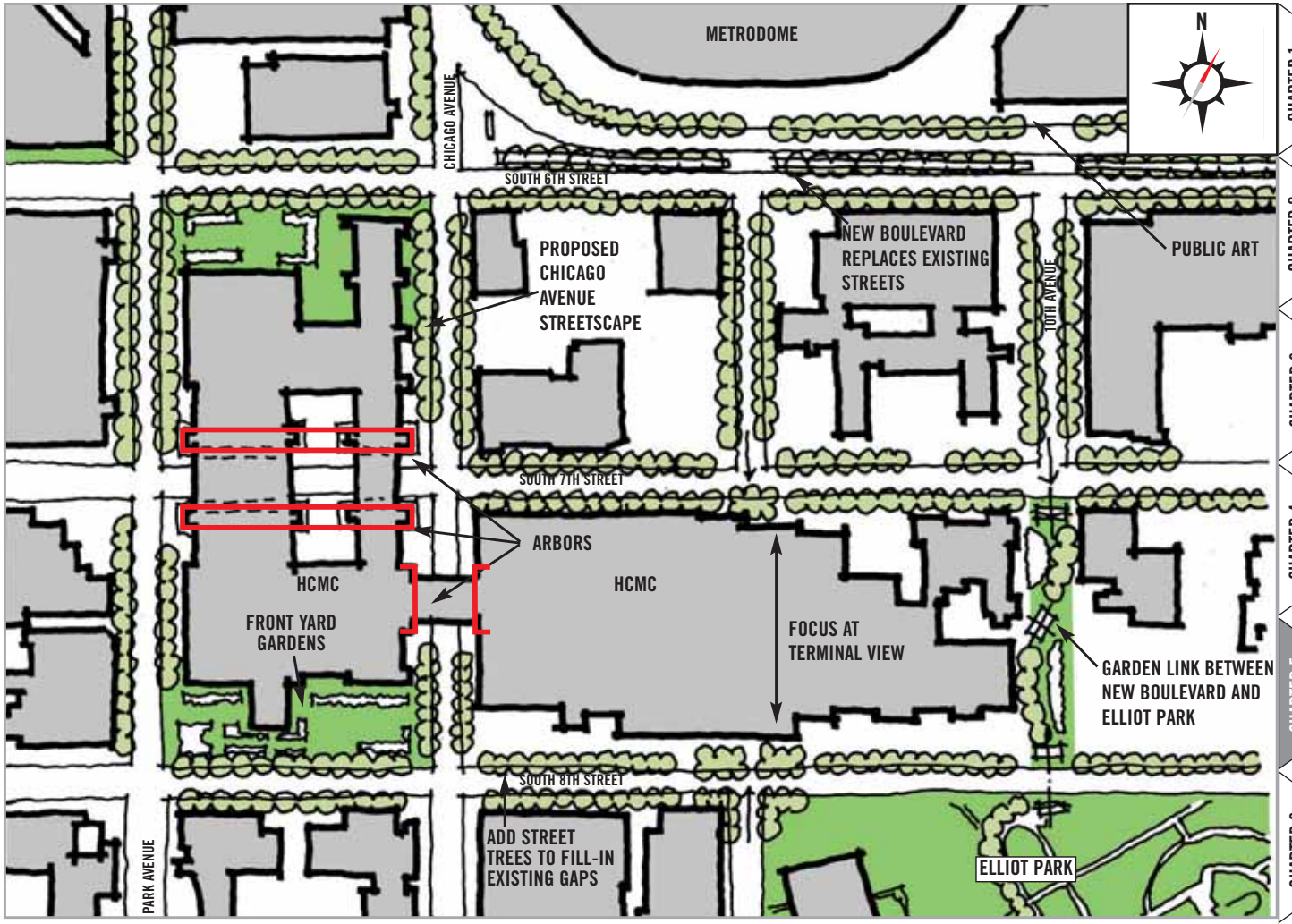


Figure 5.19 Revising the Physical Impact of Local Megastructures – Plan

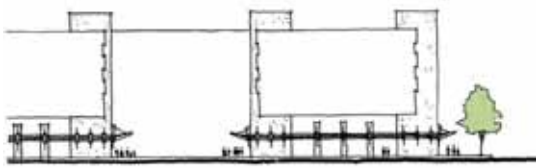
EXISTING CONDITIONS

Though megastructures were once considered a logical solution for incorporating large institutions into downtowns with small-sized blocks, this form of architecture presents long term problems for generating streetlife in and around the districts where they are located. For example, HCMC structures that bridge streets create uncomfortable spaces for pedestrians and present a "wall" that discourages a sense of connectedness in Downtown East.

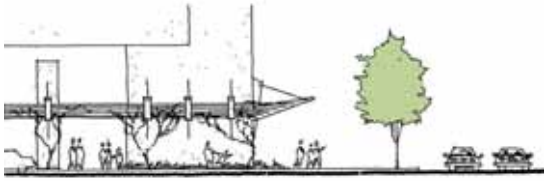
Despite being a major generator of downtown pedestrian traffic, the lack of human-scaled architectural detailing and the monolithic character of HCMC's main building deters people from activating the public realm in and around the HCMC campus. Opaque windows and the lack of distinctive streetscaping only compound the problem

While the Metrodome and HCMC generate a great deal of pedestrian traffic, the character and utility of sidewalks in this area is less than optimal. The existing combined roadway between the Metrodome and HCMC feels more like a racetrack than a city street because it encourages high traffic speeds. A concrete divider in the street discourages the large numbers of visitors coming to this part of Downtown from using city sidewalks to connect to nearby businesses in Elliot Park, the Downtown core, and the Warehouse District. Such businesses are not that far away in actual distance, but for many they seem miles away because of the inhospitable pedestrian conditions.

PROPOSED SOLUTIONS



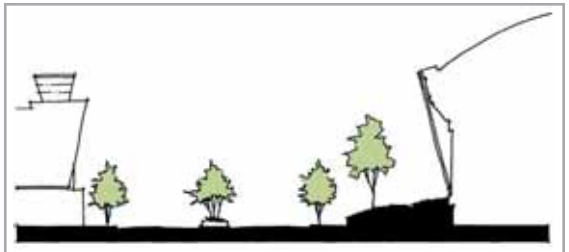
"Arbors" link building columns and offer a more humane canopy to spaces under the building.



Vines and ground plantings "soften" the building at the points where they touch the ground.

"Arbors" wrap the concrete column entirely.

Street-level passages that seem to tunnel under HCMC's main building can be made more inviting by introducing relatively inexpensive elements such as arbors with shade-loving plants. In addition to providing a more humane cover with the benefits of new greenery, incorporating arbors would also add much needed architectural detailing that would help give these buildings a more human scale.



A planted median complements boulevard plantings on the south side of the Metrodome.

Removal of concrete barriers and chain link fence, reducing the driving lane widths to calm traffic, and inserting a raised and planted median will provide a more welcoming entry to Downtown from the east and offer a greater sense of connectedness between Downtown East, Elliot Park, and the Downtown Core.

Figure 5.20 Revising the Physical Impact of Local Megastructures – Detail

Policies for Revising the Physical Impact of Megastructures In Downtown East

- *Establish a streetscape zone that relates specifically to HCMC and the Metrodome so the district becomes more identifiable in downtown. This district should be bounded by South 6th Street on the north, Tenth Avenue South on the east, South 8th Street on the south, and Park Avenue on the west.*

- *Reduce the perceived orientation toward vehicles by reducing street widths and thereby calming traffic. This is especially important along the south side of the Metrodome where typical speeds are not fitting for the neighborhood.*

- *Establish a more welcoming entry to the district and to Downtown by replacing the concrete j-barriers and chain link fence that currently divide South 5th Street and South 6th Street along the south side of the Metrodome. Create a new boulevard that combines both roadways, incorporates new raised and planted medians, and builds on the existing tree canopy / streetscape currently in place on the south side of the Metrodome.*

- *Increase the sidewalk area in and*

Although there is no question about the importance of HCMC being located downtown, the overpowering architecture of HCMC's main building presents a number of challenges for creating and recreating new pedestrian-scaled, mixed use neighborhoods on the edges of the HCMC campus. The irony is that while so many lives are being saved inside these walls, the exterior character of the megastructure does little to enhance the streetlife on its threshold. This is because the megastructure creates city "walls" that seriously disrupt the urban experience within this portion of Downtown.

The Metrodome stadium was built in the 1980s on a megablock created by merging six separate Downtown blocks into a single site used for the construction of a sport stadium and an adjacent, undersized parking structure. In conjunction with its "next door neighbor," HCMC, the scale and detail of these megastructures severely degrades the Downtown East pedestrian environment. Furthermore, the nature of their use is such that they create highly-localized islands of intense pedestrian activity that often seem disconnected from the rest of Downtown, thus discouraging pedestrian connections through the area.

That being the case, efforts should be made to better weave these buildings and their surrounding areas into the downtown fabric. The creation of more humane public spaces and streetscapes surrounding these buildings would result in a more definitive "district" that provides a greater sense of comfort for pedestrians. Likewise, by forging better connections through these "walls" and enhancing the district with more recognizable pedestrian amenities, it will be possible to create strong links north and south between Elliot Park and the Central Riverfront, and stronger links east and west between Elliot Park and the Downtown Core. Improving these connections – and overcoming the feeling that these buildings are barriers as opposed to gateways – is absolutely critical to forging revitalization in the Elliot Park East and Elliot Park West precincts (see Figure 4.1, page 33).

Undertaking these efforts will need to be done jointly by Hennepin County and the Metropolitan Sports Facilities Commission, as the property owners, and the City of Minneapolis, due to its interest in forging Complete Communities. Obviously business, neighborhood, and resident groups in Downtown East and Elliot Park will need to be an important voice in moving any such effort forward.

Policies Continued

around the HCMC zone to create more space for streetscape enhancements, especially in areas where building walls are monolithic and lack pedestrian-scaled detail.

- *Decking over freeway entry/exit trenches on the northeast corner of the Metrodome site would allow for the creation of a new public open space on the north side of the stadium.*
- *Focus on the creation of human-scaled elements and spaces (public art, fountains, or gardens) around HCMC and the Metrodome in an effort to balance the institutional qualities of the hospital buildings and the overwhelming scale of the stadium.*
- *Consider replacing reflective or opaque glass at HCMC's office and lobby areas with transparent glass to encourage a relationship between interior and exterior activities.*

OPPORTUNITIES FOR DEVELOPING GATEWAYS AND VIEW CORRIDORS

The quality of the public realm in Downtown Minneapolis – it's livability and economic vitality – could be greatly improved by taking the opportunity to adopt a series of measures aimed at enhancing the visual scope of the city. The visual scope of the city is that set of qualities which increases the range and penetration of vision through and within the built environment, either actually or symbolically. Enhancing the visual scope of the city includes taking note of and making the most of what already exists in the landscape but needs further articulation – broad vistas and panoramas, markers that punctuate the end of a long linear path through the city, and transitional zones between districts and neighborhoods that have their own distinct qualities. Future development that deliberately frames existing views, or makes the most of an otherwise unmarked gateway, will make the city easier to "read" and more accessible. In doing so, it will encourage greater interaction between the various districts of Downtown.

Gateways

Even as a series of new or revitalized Complete Communities in Downtown East and the North Loop should possess distinct individual identities, they should also complement Downtown as a whole by serving as thresholds or transition zones between different parts of the CBD. The designation of select locations as gateway sites will help build a sense of place for pedestrians, bicyclists, transit riders, and motorists as they enter the Project Area.

How various parts of Downtown are experienced should be reinforced and enhanced by the ways in which the entries to Downtown are marked.

There are three types of gateways that should be taken into full consideration as new development occurs in Downtown Minneapolis:

- Type A: Gateways into Downtown East and the North Loop;
- Type B: Lighted Gateway Spires;
- Type C: Districts that serve as transitional spaces between different parts of Downtown.

A series of maps and photographs highlight key gateway locations and zones in and around the Project Area (see Figures 5.21 through 5.28, pages 82-89).

View Corridors

View Corridors are linear perspectives that penetrate though the built environment. In most cases, they are punctuated at the end by a downtown landmark. They are important because they provide a larger sense of how the city is organized. They also serve the practical function of orienting people and giving them a sense of scale within the urban landscape. For instance, the Downtown street grid has a very prominent shift along Hennepin Avenue. The edges of the entire CBD are also characterized by a series of dramatic shifts to the street grids in the neighborhoods surrounding Downtown. The result is a promising – but largely underappreciated – set of opportunities to preserve and enhance the special qualities already inherent in the local landscape; qualities that could easily be lost by failing to take them into account.

There are three types of view corridors that should be taken into full consideration with each new development project in Downtown Minneapolis:

- Type 1: Gateway Views to Downtown Landmarks;
- Type 2: Enhancing Existing View Corridors;
- Type 3: Enhancing Existing View Corridors to Hennepin Avenue.

A series of maps and photographs highlight key vantage points in the Project Area (see Figures 5.29 through 5.34, pages 90-95).

LEGEND

GATEWAYS
- A1 – Hennepin Avenue at Mississippi River
- A2 – 3rd Avenue at Mississippi River
- A3 – Intersection of 11th Avenue South and South 8th Street
- A4 – Intersection of Chicago Avenue, Centennial Place and South 9th Street
- A5 – Intersection of 5th Avenue South and South 10th Street
- A6 – Hennepin Avenue at South 10th Street
- A7 – Olson Memorial Highway / 6th Avenue North at North 7th Street
- A8 – Washington Avenue North at 8th Avenue North
- A9 – 4th Avenue North at West River Road
- A10 – Washington Avenue at I-394
- A11 – Washington Avenue South at 12th Avenue South

Creation of gateways to serve as points of entry to downtown and "spires" to aid in navigation and orientation in Downtown East and the North Loop

Concept: Defining points of entry

A1 Hennepin Avenue from the Mississippi River to Washington Avenue: Further enhancements will strengthen connection between the central riverfront and the Downtown Core.

A2 Third Avenue South from the Mississippi River to Washington Avenue: Further enhancements will strengthen connection between the central riverfront and the Downtown Core.

Figure 5.21 Map of Gateways into Downtown East and the North Loop

A3 Intersection at Eleventh Avenue South, South 8th Street near East 14th Street (at grid shift).

A4 Intersection of Chicago Avenue, Centennial Place and South 9th Street (at grid shift).

A5 Intersection of Fifth Avenue South and South 10th Street where I-35W enters Downtown.

A6 The bend in Hennepin Avenue at the intersection of 10th and Hennepin (Skyline view of core opens to the north and east).

A7 Intersection at Olson Memorial Highway/Sixth Avenue North at North 7th Street (high spot looking over North Loop).

A8 Intersection of Washington Avenue North and Eighth Avenue North.

A9 Fourth Ave. N. from W. River Road and N. 2nd St. leading to potential greenway and air rights development over Burlington Northern ROW.

A10 Intersection of Washington Avenue North and I-394.

Figure 5.22 Photos: Gateways into Downtown East and the North Loop

LEGEND

VIEW CORRIDORS

SPIRES
B1 – South 5th Street at Chicago Avenue
B2 – 5th Street at Hennepin Avenue
B3 – Multimodal Station
B4 – Burlington Northern Right-of-Way

Creation of gateways to serve as points of entry to downtown and "spires" to aid in navigation and orientation in Downtown East and the North Loop

Concepts: Orienting and navigating between districts

- Four strategically located light towers or spires are arranged along the LRT corridor to provide reference points that help pedestrians orient themselves and navigate between major points of interest in Downtown East, the North Loop, and the Downtown Core.

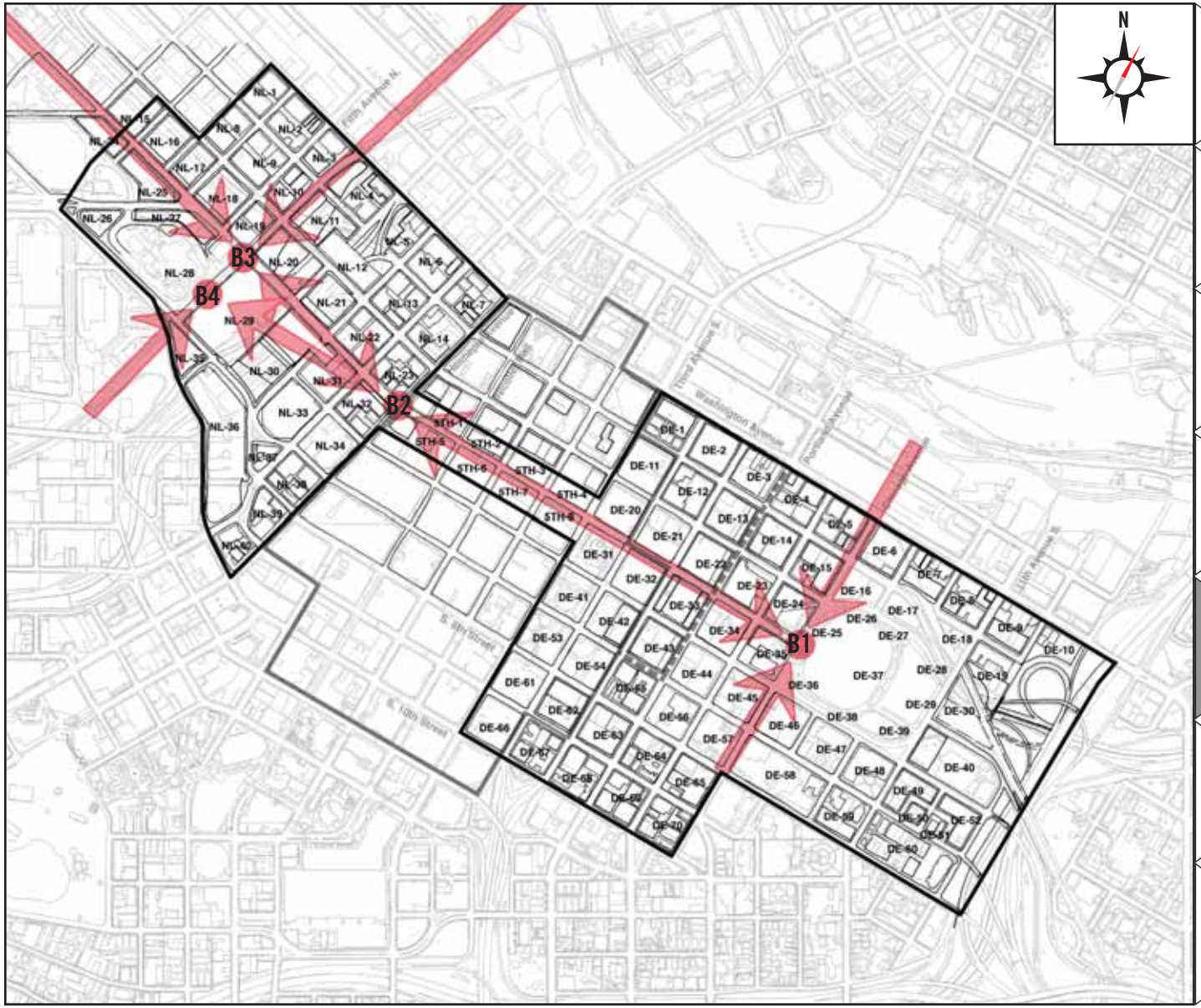


Figure 5.23 Map of Lighted Gateway Spires

B1 Tower/spire strategically located in the southeast corner of the new Metrodome Plaza will help pedestrians locate the Metrodome and the LRT station:

- From the Warehouse District along the 5th Street LRT corridor
- From HCMC looking north up Chicago Avenue
- From the central riverfront in the Mills District outside of the new Guthrie Theatre and the Mill City Museum (as shown in the photo at left).

B2 Tower/spire strategically located at 5th and Hennepin will help pedestrians locate the Warehouse District LRT Station:

- From the Metrodome along the 5th Street LRT corridor (as shown in the photo at left).
- From north and south along Hennepin Avenue.
- From the Multi-Modal Station, the Ballpark, and new neighborhoods in the North Loop located on the western reaches of North 5th Street (see Photo B3/B4, below).

B3 One or two towers/spires strategically located in the vicinity of North 5th Street and Fifth Avenue North will help pedestrians locate the Multi-Modal Station and the Ballpark:

- From the Metrodome and the Warehouse District along the 5th Street LRT corridor (see Photo B2, above right).
- From new neighborhoods in the North Loop located on the western reaches of North 5th Street (as shown in the photo at left).
- From north and south along the Cedar Lake Trail (as shown in the photo at right).

B4

Figure 5.24 Photos of Lighted Gateway Spires

LEGEND

GATEWAY DISTRICTS
- C1 – Transition between freeway zone and Downtown East
- C2 – Transition zone between the high-intensity Downtown Core and Downtown East/Elliot Park
- C3 – New air rights development district above "The Cut" over the Burlington Northern railway lands and Interstate 394

Creation of gateways to serve as points of entry to Downtown and "spires" to aid in navigation and orientation in Downtown East and the North Loop

Concepts: Transitioning between parts of downtown

- Gateway Zones are opportunities to re-knit Downtown together in the transitional spaces between different neighborhoods.

Figure 5.25 Map of Gateway Transition Zones

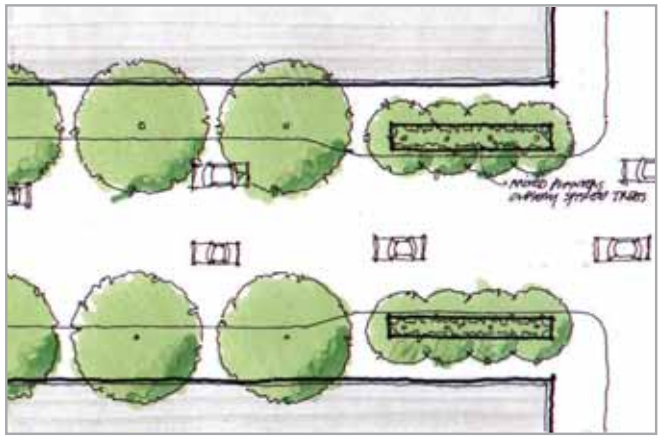
CONCEPT: TRANSITIONING BETWEEN PARTS OF DOWNTOWN

C1 The far eastern edge of Downtown East is often referred to as being "behind" the Metrodome. This zone has the potential to enhance the transition between the spaghetti junction of the freeway zone and the new and revitalized neighborhoods of Downtown East and Elliot Park.

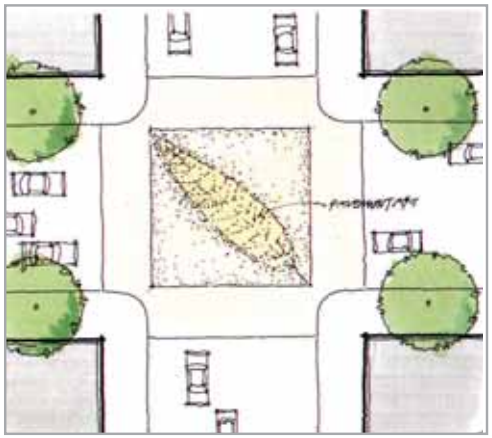
C2 The linear zone between Fifth Avenue South and Park Avenue has the potential to enhance the transition between the high-intensity Downtown Core and the new and revitalized medium-intensity neighborhoods in Downtown East and Elliot Park.

C3 The vast area of underdeveloped land in "The Cut" – the area in and around the Burlington Northern railway lands and Interstate 394 – has the potential to enhance the transition between the Downtown Core and the new and revitalized medium-intensity neighborhoods in the North Loop.

Figure 5.26 Photos: Gateway Transition Zones

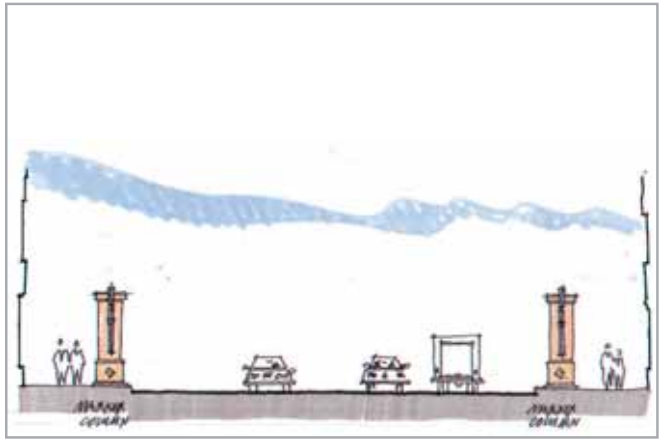


STREETSCAPE CHANGES
Changes in the patterns of streetscape, changes in street trees, or the introduction of raised planters near the gateway, suggest a subtle transition in the urban fabric.

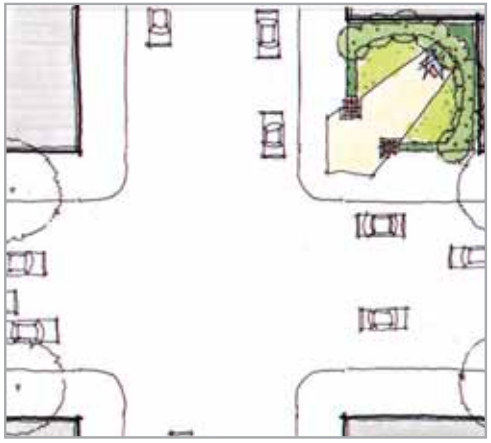


INTERSECTION TABLEAU
Small pocket parks could be a part of a gateway, using architectural features and plantings to highlight the gateway zone. Intersections at key gateways offer the opportunity for a pavement tableau as a gateway feature.

GATEWAY PARK
Gateway Park and Pavilion, created during the City Beautiful era, provided an elegant gateway to Minneapolis along Hennepin Avenue. An inscription on the Pavilion invited people to Minneapolis: "The Gateway: More than her gates, the city opens her heart to you." The park and pavilion were razed in the 1960s as a part of urban renewal.



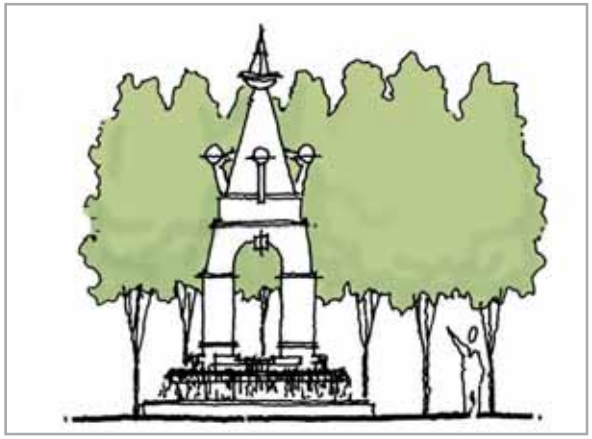
GATEWAY COLUMNS
Paired columns, perhaps reflective of nearby architecture, create an immediate sense of a gateway.



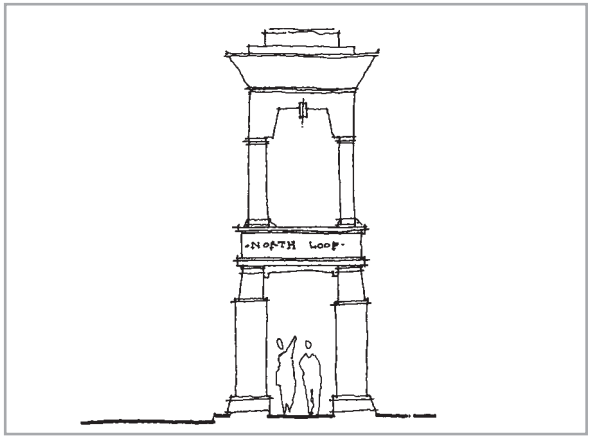
POCKET PARK – TWO VIEWS
The arrangement of elements as a gateway 'pocket park' might be used to reinforce views to downtown landmarks.

GATEWAY ICONS
Sample corner lot announcing arrival into neighborhood precinct.

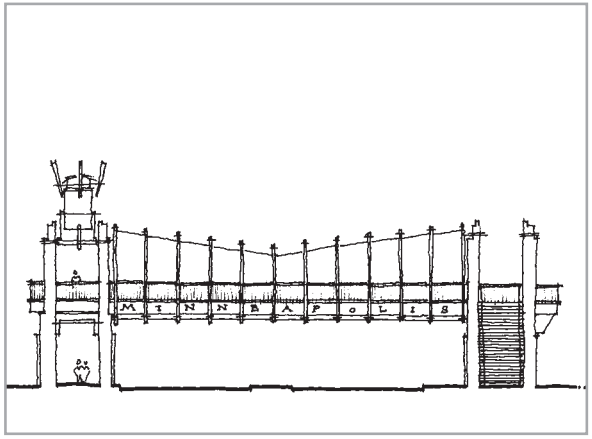
Figure 5.27 Prototypes for Gateway Icons 1



GATEWAY FEATURE
Where opportunities exist, the introduction of more playful or iconic elements might be used as a gateway element. In this case the orientation to pedestrians is vital.



PEDESTRIAN PORTAL
Passage through a structure is one of the most obvious gateway experiences. Placed along a walk, and developed as an interpretation of distinct character or as a public art piece, portals become inviting elements of the public realm.



ROADWAY PORTAL
Where pedestrian crossings are difficult or where grade opportunities are present, the creation of bridges that link pedestrian destinations and form a gateway for motorists might be explored.

SIGNATURE BUILDINGS
The placement of signature architectural pieces, kept in scale with a district, is a compelling method of creating the sense of a gateway.

Figure 5.28 Prototypes for Gateway Icons 2

LEGEND

VIEW CORRIDORS

FOCAL POINT
1a – City Hall Clock Tower
1b – City Hall Clock Tower
1c – City Hall Clock Tower
1d – North Star Blanket Mill and Sign
1e – Marquette Plaza (previously Federal Reserve Bank)
1f – New Federal Reserve Bank
1g – Milwaukee Road Depot (Tower and train shed)

Preservation and enhancement of significant view corridors in and through Downtown East and the North Loop

Concepts: Preserving view corridors to existing landmarks

- Design buildings and projects that respect view corridors to existing significant landmarks in and around downtown Minneapolis, recognizing especially the city's civic structures, historic mills, and important landmarks.

Example: New development at Park Avenue and South 10th Street should maintain the existing view corridor from Lake Street on the south to the historic clock tower of City Hall on the north. Portions of the buildings within the view corridor are kept low while taller building masses at the edges help frame the view.

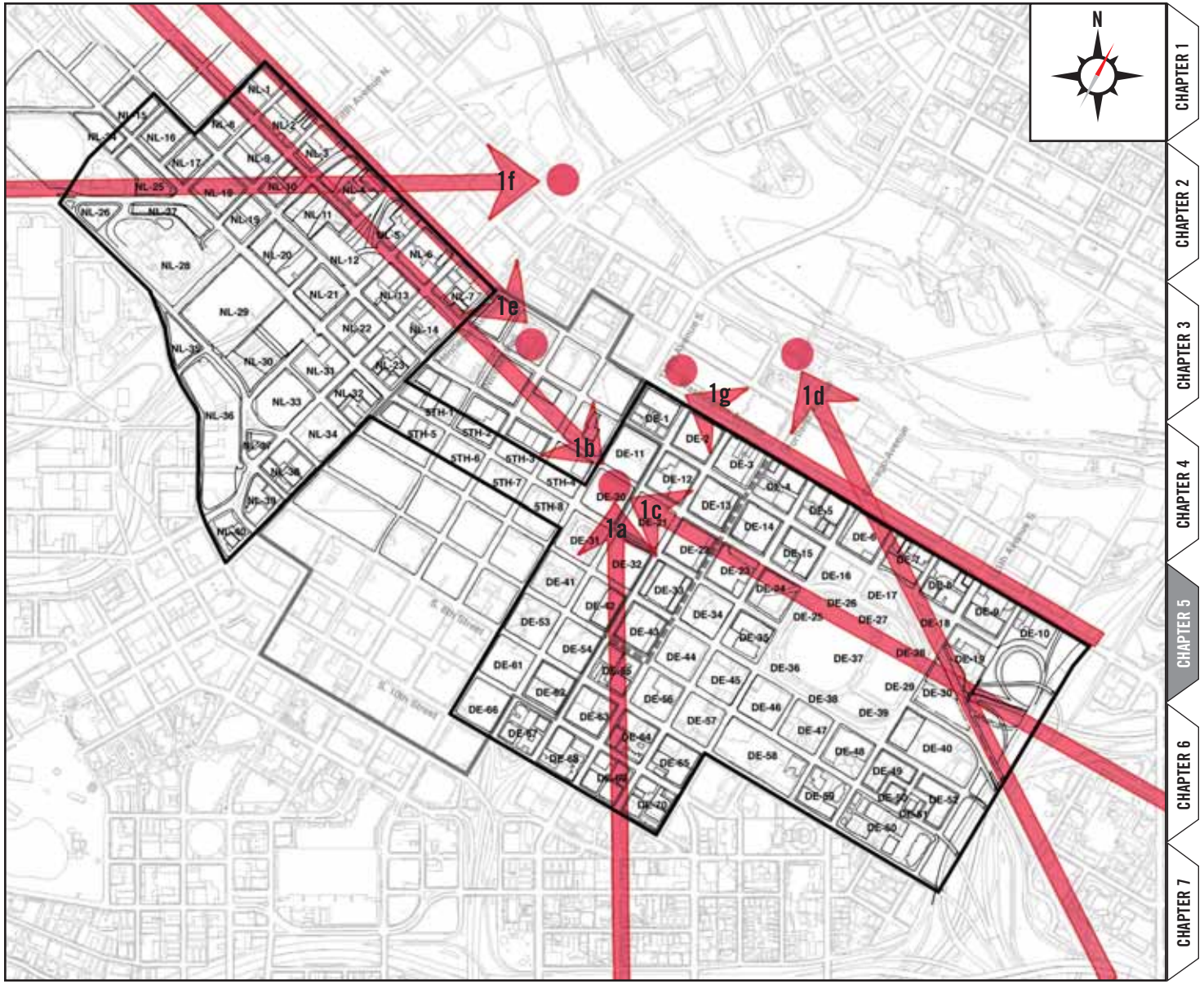
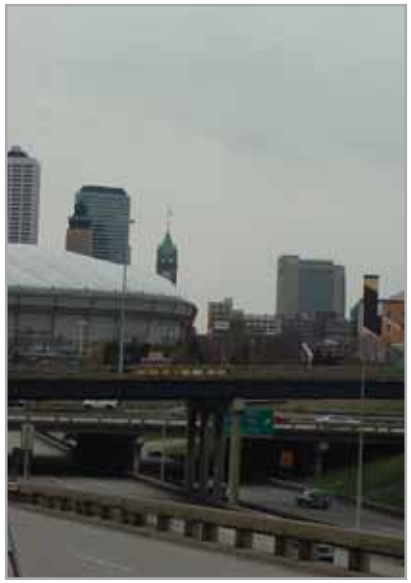


Figure 5.29 Map of Gateway Views to Downtown Landmarks

1a
A shift in the Downtown street grid frames the view of the City Hall Clock tower from Park Avenue South (from as far away as Lake Street).

1b
A shift in the Downtown street grid frames the view of the City Hall Clock tower from North 4th Street in the North Loop.



1c
The City Hall Clock tower is aligned with and visible from Riverside Avenue on West Bank

1d
Because the North Star Blanket Mill is visible along the Hiawatha alignment it will serve as a landmark / gateway for those arriving in Downtown by LRT.

1e
The view into Downtown from Washington Avenue North is punctuated by a view of the landmark former Federal Reserve Bank (now Marquette Plaza).

1f
The clock tower of of new Federal Reserve Bank is visible across the slightly rolling terrain of the North Loop from atop the hill where Olson Memorial Highway approaches Downtown.

Figure 5.30 Photos: Gateway Views to Downtown Landmarks

LEGEND

VIEW CORRIDORS

FOCAL POINT
2a – Washburn Crosby Mill
2b – Pillsbury 'A' Mill
2c – Crown Roller Mill and Third Avenue Bridge
2d – Burlington Northern Railroad Bridge
2e – Hawthorne Ramp
2f – IDS Tower
2g – General Mills mill in NE Mpls

Preservation and enhancement of significant view corridors in and through Downtown East and the North Loop

Concepts: Maintaining and enhancing view corridors

- Maintain and enhance view corridors to significant elements of downtown, especially to the city's historic mills, bridges, and noteworthy contemporary buildings.

Example: Potential rooftop development on the existing Hawthorne Ramp should mark the southern terminus of the view corridor through the Warehouse District along First Avenue North.

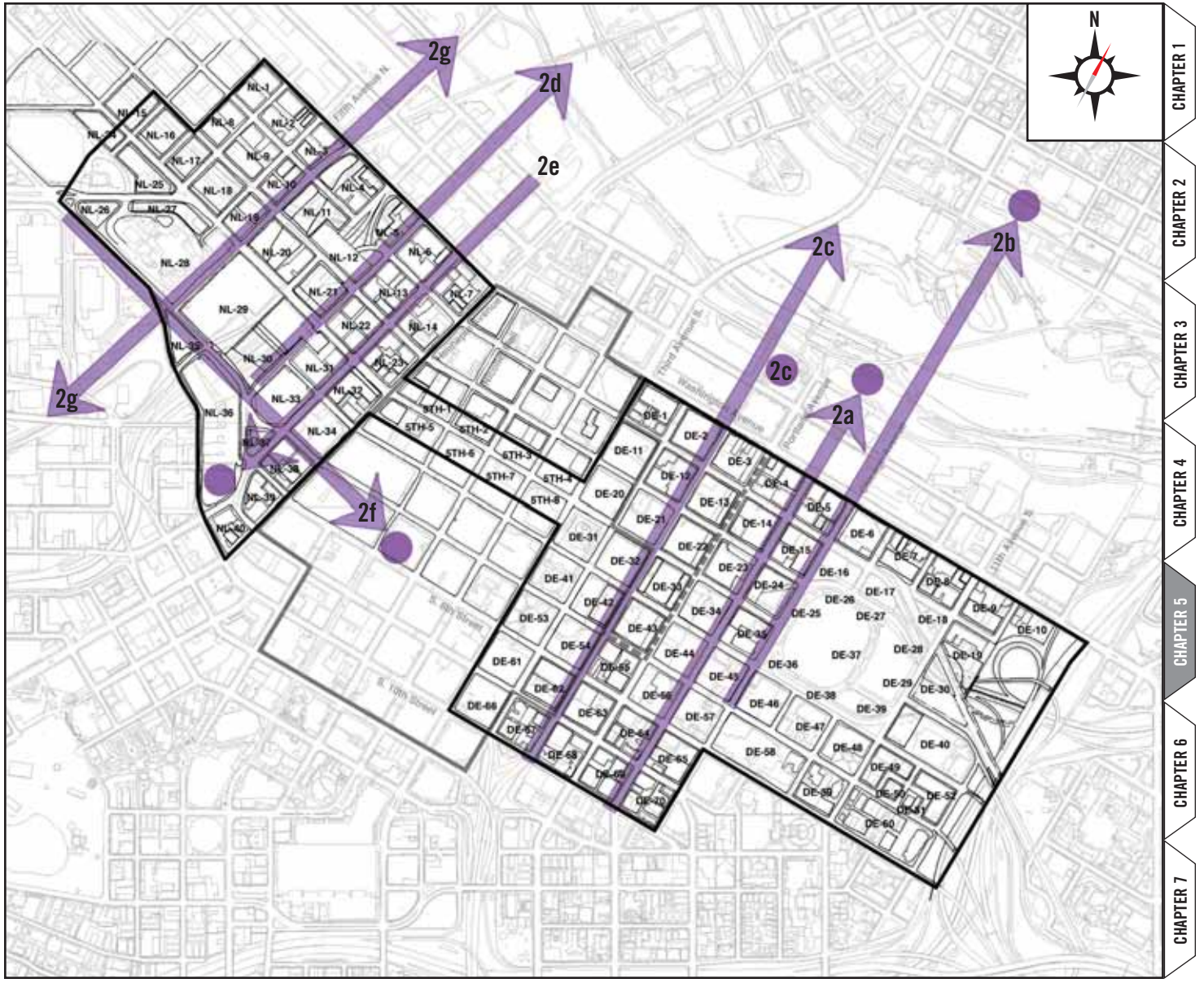


Figure 5.31 Map of Enhancing Existing View Corridors

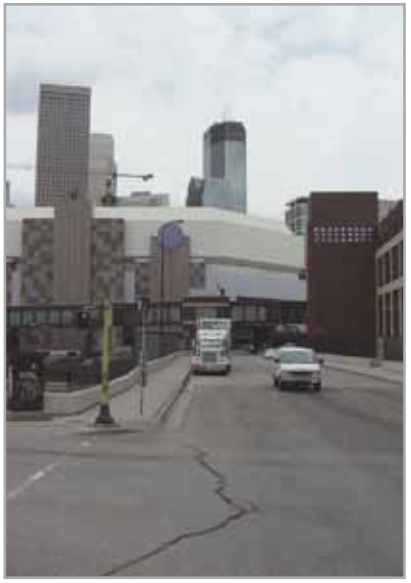
2a
The historic Washburn Crosby Mills punctuates the end of the view corridor looking north up Park Avenue from Elliot Park.

2b
Located across the Mississippi River, the historic Pillsbury 'A' Mill punctuates the view corridor looking north up Chicago Avenue from the new Metrodome Plaza and the Downtown East LRT Station.

2c
The historic Crown Roller Mill and the Third Avenue Bridge punctuate the view corridor looking north up Fifth Avenue South from Elliot Park.

2d
The Burlington Northern Railroad bridge is visible from along the length of Second Avenue North in the Warehouse District.

2e
Potential rooftop development on the existing Hawthorne Ramp should mark the southern terminus of the view corridor through the Warehouse District along First Avenue North.



2f
The IDS Tower marks the view corridor looking east from North 7th Street.

Figure 5.32 Photos of Enhancing Existing View Corridors

LEGEND

VIEW CORRIDORS

FOCAL POINT
- 3a – Potential new development on Nicollet Hotel Block and the west facade of the former Federal Reserve Bank (now Marquette Plaza)
- 3b – Potential development on the southwest corner of 3rd and Hennepin.
- 3c – New Central Library
- 3d – Potential development on the southeast corner of 4th and Hennepin
- 3e – Potential development on the southeast corner of 5th and Hennepin
- 3f – Potential development on the southwest corner of 5th and Hennepin

Preservation and enhancement of significant view corridors in and through Downtown East and the North Loop

Concepts: Taking advantage of grid shift and high visibility corners

- Design buildings and open spaces that take advantage of a shift in downtown's street grid and result in high visibility corners along Hennepin Avenue.

Example: New development at the southeast corner of Hennepin Avenue and South 4th Street should recognize the shift in the Downtown street grid by creating a building that marks the terminus of the view corridor.

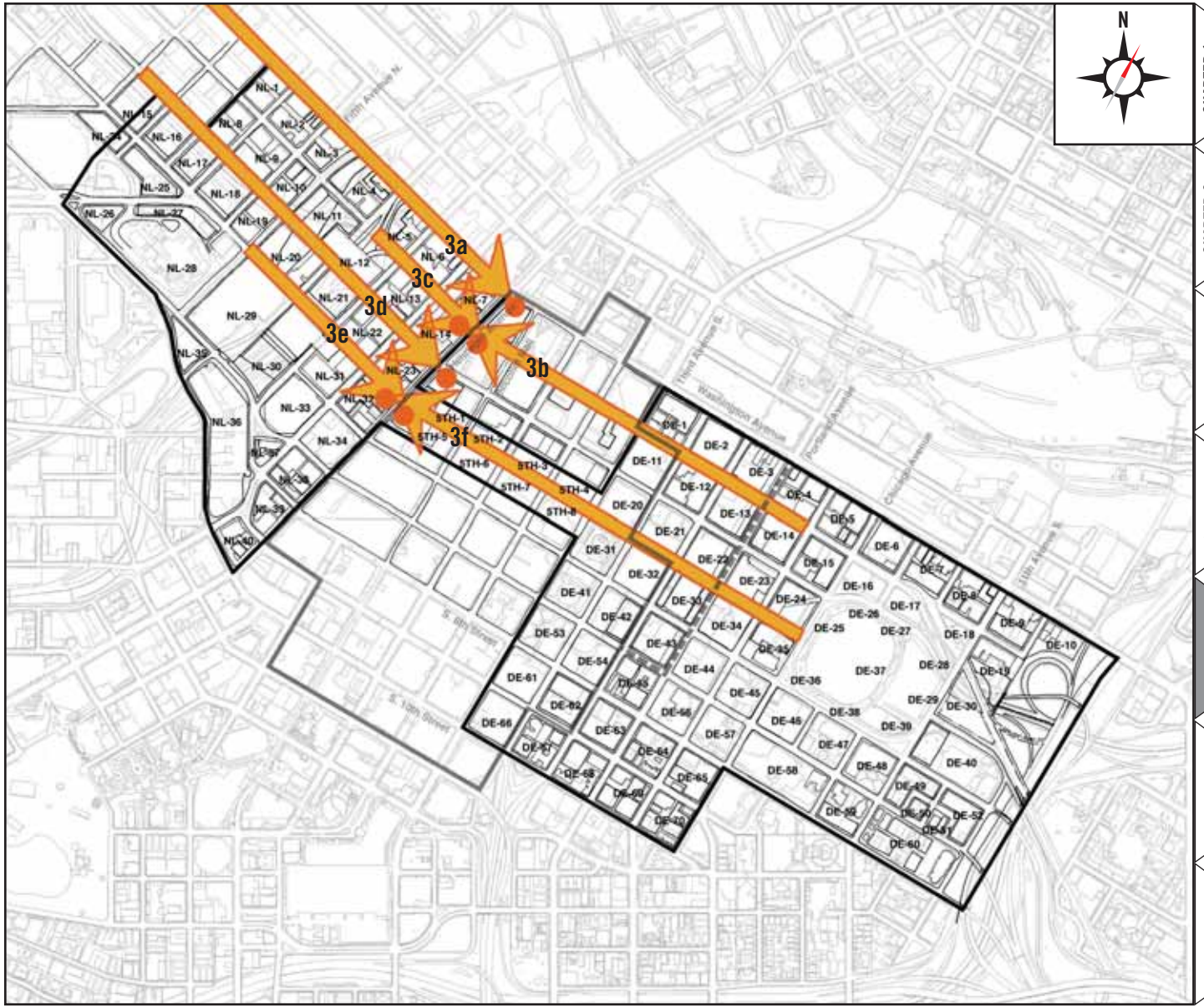
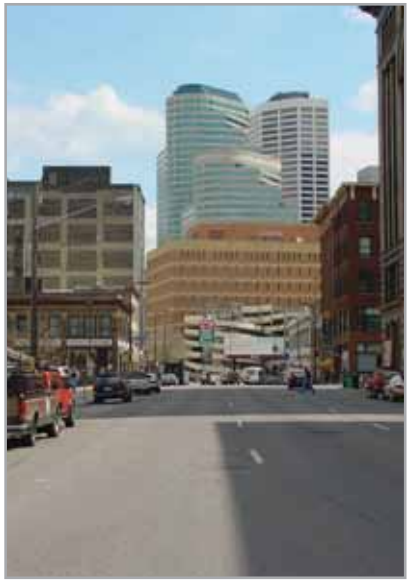


Figure 5.33 Map of Enhancing Existing View Corridors to Hennepin Avenue

3a
The view into Downtown from Washington Avenue North is punctuated by the landmark former Federal Reserve Bank (now Marquette Plaza). New development on the Nicollet Hotel Block should respect and help frame this view.

3b
New development on the southwest corner of 3rd and Hennepin should mark the view corridor into the core from Downtown East along South 3rd Street.

3c
The new planetarium at the new Central Library will one day mark the view corridor into the core from the North Loop along North 4th Street.



3d
New development on the southeast corner of 4th and Hennepin should accentuate the view corridor already punctuated by the Fifth Street Towers.

3e
New development on the southeast corner of 5th and Hennepin should mark the view corridor into the core from the Baseball Stadium and Multi-Modal Station in the North Loop.

3f
New development on the southwest corner of 5th and Hennepin should mark the view corridor into the Warehouse District from the Metrodome along the LRT corridor.

Figure 5.34 Photos of Enhancing Existing View Corridors to Hennepin Avenue

Policies for Developing Gateways and View Corridors

- *Proposed new construction in the Project Area should be evaluated for its sensitivity to preserving significant views of existing landmarks and/or enhancing view corridors that need further definition. The City should pursue formal mechanisms to ensure that property owners and developers have the necessary incentives to design and build individual projects in ways that respect and improve the overall built environment of Downtown.*

- *Proposed new construction in the Project Area should be evaluated for its sensitivity to creating and enhancing gateways into and within Downtown Minneapolis. The City should develop and pursue formal mechanisms to ensure that property owners and developers have the necessary incentives to design and build individual projects in ways that respect and improve the overall built of Downtown.*

- *The City should consider holding an international competition concerning gateway Designs to generate both citizen interest and design excellence. Suitable designs should be commissioned as opportunity arises.*

SHAPING THE CITY THROUGH THE DESIGN OF BUILDINGS

Realizing appropriate densities for new and rehabilitated construction in the Project Area is the key ingredient to successfully forging Complete Communities in the Project Area. The benefits that come from mixed uses, transit-oriented development, and an expansion of Downtown housing – in numbers, kinds of housing units, and price points – are both cumulative and mutually reinforcing. Building and sustaining such momentum is essential for expanding the city's tax base. It is essential for encouraging growth of commercial retail, for improving transit ridership and for reinforcing the rationale for building future rail transit lines. Building and sustaining such momentum is also essential for establishing the means to build and maintain new parks and other public infrastructure improvements. If currently underutilized sites are under built, a tremendous set of opportunities is lost for another generation or longer; lost to another city or place more willing to accommodate change. Most importantly, it is essential for developing and reinforcing a sense of community in places that more-often-than-not feel like a wide open transition zone between the Downtown Core and communities at the far edges of the CBD. Realizing appropriate densities in the Project Area will not only improve the overall downtown built environment, it will bridge the chasm that currently isolates various downtown neighborhoods from one another. In this way, ensuring appropriate density of the built environment is the means for achieving a more holistic urban design for Downtown.

Density is a measure of the amount of built space located in a given geographic area. In planning terms, density is commonly expressed as a Floor Area Ratio (FAR) – the ratio of the gross floor area of a building to the gross area of the lot on which the building is located (see Figure 5.35, page 97). Specific recommendations for FARs are made in Chapter 6, (see page 121).

For the purposes of understanding the role of density in the overall design of the city, it is useful to consider the ingredients for how specific buildings are designed and how this relates to the simultaneous shaping of the public realm. Three specific components of building design must be considered: siting, height, and massing. A well-designed building is the result of thoughtful and creative solutions that merge these components of building design in relation to one another. Likewise, a well-designed city is the result of thoughtful and creative solutions for a collection of individual buildings.

The following recommendations are made toward the establishment of a common design vocabulary, one that addresses the overarching context of building design in relation to the design of the urban environment as a whole. These guidelines are intended to encourage a new collection of structures that are sensitive to the goal of promoting greater density without sacrificing a human scaled environment. Because they address universal concerns about urban building design, they are normative. That being the case, these guidelines can accommodate a wide variety of stylistic interpretations.

Siting, Floor Plan, and Open Space

As a means to reinforce a pedestrian scaled environment, developers should build up to (or within five feet of) the street front property line to establish a continuous building line within and across blocks throughout the Project Area. The exception to this guideline would be in locations where a well-defined open space is provided as a public amenity along the street.

All new full- and half-block development projects that are five stories and taller should include at least 10% of their ground floor area given over to public open space. Such open space is used to modify the impact of mid- and high-intensity development on the surrounding neighborhood by allowing for at-grade pocket parks, green spaces, and pedestrian arcades.

There are a variety of different configurations for incorporating open space into the ground floor plan of a typical downtown block.

Density *is a measure of the amount of built space located in a given geographic area (i.e. housing, commercial office, commercial retail, lodging, etc.). The term "densification" refers to the desire to increase the amount of development on a given area of land or within a particular portion of a city. Densification is usually called for as a way to maximize the use of land relative to its inherent value.*

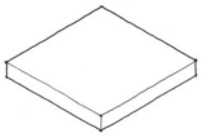
Floor Area Ratio (FAR) *is a measurement of building density upon a given parcel of land. It is the ratio of the gross floor area of the building or buildings to the gross area of the lot on which the building(s) is located.*

The matrix at right illustrates various floor area ratios and expresses the resultant impact on building height and density.

The market analysis and development forecast for the Downtown Minneapolis (see Chapter 3) states that 13-17 million square feet of new office space can be expected in Downtown Minneapolis over the next twenty years. Therefor to accommodate the expected growth of Class A office space, the equivalent of up to 12 full city blocks will be needed. Thus a Floor Area Ratio (FAR) of 9.0 is needed to meet the full 12 block equivalent called for in the market analysis.

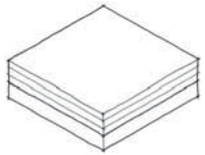
TYPICAL DOWNTOWN BLOCK	FULL BLOCK DEVELOPMENT	HALF BLOCK DEVELOPMENT	QUARTER BLOCK DEVELOPMENT
330' 330' 108,900 SF **FAR 1.0**	Building Covers Full Block at 1 Storey in height = 108,900 SF	Building Covers Half Block at 2 Stories in height = 108,900 SF	Building Covers Quarter Block at 4 Stories in height = 108,900 SF
330' 330' 108,900 SF **FAR 3.0**	Building Covers Full Block at 3 Stories in height = 326,700 SF	Building Covers Half Block at 6 Stories in height = 326,700 SF	Building Covers Quarter Block at 12 Stories in height = 326,700 SF
330' 330' 108,900 SF **FAR 5.0**	Building Covers Full Block at 5 Stories in height = 554,500 SF	Building Covers Half Block at 10 Stories in height = 554,500 SF	Building Covers Quarter Block at 20 Stories in height = 554,500 SF
330' 330' 108,900 SF **FAR 7.0**	Building Covers Full Block at 7 Stories in height = 762,300 SF	Building Covers Half Block at 14 Stories in height = 762,300 SF	Building Covers Quarter Block at 28 Stories in height = 762,300 SF
330' 330' 108,900 SF **FAR 9.0**	Building Covers Full Block at 9 Stories in height = 980,100 SF	Building Covers Half Block at 18 Stories in height = 980,100 SF	Building Covers Quarter Block at 36 Stories in height = 980,100 SF
330' 330' 108,900 SF **FAR 11.0**	Building Covers Full Block at 11 Stories in height = 1,197,900 SF	Building Covers Half Block at 22 Stories in height = 1,197,900 SF	Building Covers Quarter Block at 44 Stories in height = 1,197,900 SF

Figure 5.35 Density / Floor Area Ratios



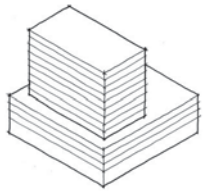
*The **ground floor** of new buildings should be scaled to recognize their downtown location and to allow for changing ground-floor uses over a period of many decades*

Figure 5.36
Building Height Classifications – Ground Floor



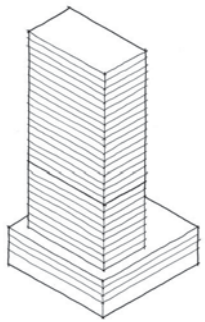
***Low-rise** development is one to four stories in height*

Figure 5.37
Building Height Classifications – Low-Rise



***Mid-rise** development is five to thirteen stories in height. A set back above the fourth floor gives the building a base that helps to create and maintain neighborhood scale while allowing medium density*

Figure 5.38
Building Height Classifications – Mid-Rise



***High-rise** development is fourteen stories in height and higher. Similar to mid-rise development, a set back above the fourth floor gives the building a base that helps to create and maintain neighborhood scale while allowing high-density development*

Figure 5.39
Building Height Classifications – High-Rise

Public open spaces should be located in such a way as to complement the function of a building's main access points and street level retail uses. They should be oriented toward and fully accessible to the general public. Public open space should be configured to allow pedestrian access through a block and to accommodate the preservation of specifically designated view corridors (see Figures 5.29 and 5.30, pages 90 and 91). To avoid penalizing a developer, the areas set aside as view corridors might be counted toward that block's prescribed open space requirement. Public open space should be designed as "defensible space", with doors opening onto them, and windows in the main and upper levels overlooking them.

All new buildings – and their associated open spaces – should be designed and sited in order to maximize the benefits of natural sunlight and to buffer pedestrians against strong winter winds. Wherever possible, rooftop decks, gardens, and green spaces should be encouraged, especially, but not exclusively, in buildings that contain a residential component.

Building Height and Massing

Although density is the critical factor in assuring that underdeveloped lands within the Project Area are developed to maximum potential, from a design perspective it is important to keep in mind the role of building height. In keeping with the aims of establishing land-use categories that encourage mixed-use development throughout the Project Area (see Figure 4.3), three classifications are set forth for building height:

Low-rise: Buildings that are a maximum of four stories in height. In order to ensure the highest and best use of land in the Project Area, the only situation in which low-rise buildings should be approved is for new and rehabilitated low-density residential development on sites within the Ninth Street Historic Street (see Figures 4.3, 5.36, and 5.39).

Policies for Shaping the City through the Design of Buildings

- *Enhancing the existing design context in Downtown East and the North Loop should be accomplished through the ideal of developing a "family" or collection of buildings. The whole of such a collection matters as much as the individual style of any one building. Consistent – but workable – standards should be followed for the siting, height, and mass of each new building.*

- *It is recommended that, on average 10%, of the developable area of every full block or half block project be set aside for public open space. Smaller, infill sites should be exempt from this prescription. This residual space should be designed specifically for public realm use, with decorative paving, street furniture, trees, public art, water features, pedestrian lighting, planted areas and other amenities.*

Mid-rise: Buildings that are five stories to thirteen stories in height. Mid-rise development should be considered the norm for most new construction and rehabilitation projects in the Project Area because buildings of this scale have already become the norm in many parts of the Project Area, particularly the Warehouse District and in the northern portions of Downtown East (see Figures 4.3, 5.36, and 5.38).

High-rise: Buildings that are fourteen stories in height and taller. High-rise development should be pursued primarily within the Downtown Core and the proposed extension of the Downtown Core. It may be suitable in a limited number of specifically designated locations outside the Core as specified in the Land Use Plan (see Figure 4.3, 5.36, and 5.39).

Massing of all new construction must be composed in such a manner as to create a positive, pedestrian oriented street environment. A major factor in producing such an environment is the scale of surrounding buildings. The Master Plan proposes a simple, straightforward approach to the articulation of building height, elevation and massing. Most rights-of-way in the downtown are 80 feet wide. To achieve a street environment with comfortable proportions, it is recommended that any building that is taller than fifty feet in height should have a set back above the fourth story. Upper levels of buildings would be set back a minimum of 15 feet from the building base to help maintain the proportions set by the building base. By building the base of buildings up to the property line and creating setbacks above the fourth floor (or 50 feet), the height of mid-rise and high-rise buildings will not overwhelm the neighborhood scale of the surrounding streets and sidewalks.

All buildings should be developed as tripartite forms consisting of a base, a mid-section and a top, whether full-block, half-block, or quarter-block. Each building should have a recognizable building base set off by a uniform cornice line four floors above grade. The middle portion of the building should be setback above the fourth floor to provide a better scaled pedestrian environment at the street level. The top should, at the least, consist of a distinctively expressed penthouse. Low-rise structures, of similar siting, should have a base, middle and a uniform cornice line. Regardless of their height, new structures built on infill sites (sites that are less than one-quarter block and can be found between existing structures) should be of similar height to adjacent buildings, wherever practicable (see Figure 5.40, page 100).

Building Base: In keeping with the character of downtown neighborhoods, the base of a building should be designed to appear that it bears the weight of the mass above and visually support the building. The base should be approximately four stories high and should be defined by one or more of the following features:

- Thicker-than-normal walls
- Richly textured materials (i.e. tile or masonry treatment)
- Special cladding materials (i.e. rock, ceramic tile or marble)

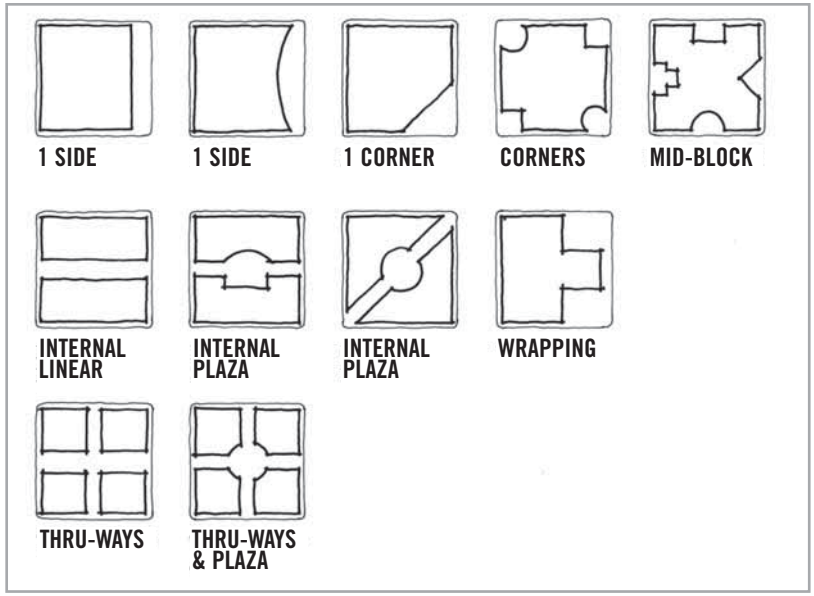
A uniform roof cornice line through the precinct should take precedence over individual building expression.

Mid-Section of Building: Materials within the middle portion of a structure should be characterized by a combination of cladding materials such as masonry, concrete or metal combined with a regular repeat of windows that complement the base and top of the building. The use of reflective mirror cladding should be discouraged.

Top of Building: The top of a building should create an attractive profile against the backdrop of the sky and surrounding buildings. It should be defined by one or more of the following features:

- Cornice Treatment
- Roof overhang with brackets
- Stepped parapet

The diagram at right shows eleven different configurations for how to incorporate open space into the ground floor plan of a typical Downtown block. Such open space is used to modify the impact of a development on the surrounding neighborhood by allowing for at-grade pocket parks, green spaces, and pedestrian arcades.



The diagram at right shows ten different configurations for how to incorporate set backs and air space into the above-ground massing of a typical Downtown block. Such set backs and air space are used to modify the impact of a high-intensity development on the surrounding neighborhood by allowing air, light, and views to penetrate into and/or through the block. Each tower is set back from a four-story building base that is standard throughout the Project Area in Downtown East and the North Loop.

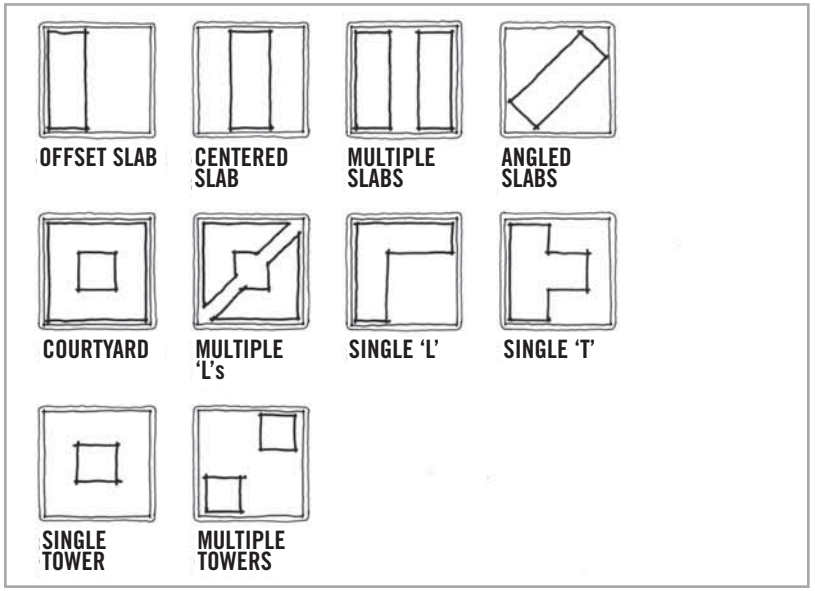


Figure 5.40 Plan Typologies for Building Massing

Although classical in origin, this method of organizing building form need not result in strictly classical building design. Asymmetrical forms, as well as elements that "'break through" any of the three components may be used to create varied, exciting buildings, while still adhering to the intent of this recommendation.

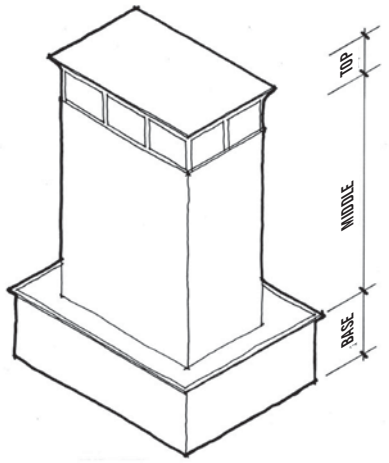
Above the fourth floor, building towers should be placed to maintain view corridors through the city (see Figures 5.31 and 5.32, pages 92 and 93) and to orient the building to maximize natural sunlight. A variety of standard options are available and can be customized to creatively address these issues simultaneously (see Figure 5.41, page 102).

Illustrative Aerial Views of the Project Area

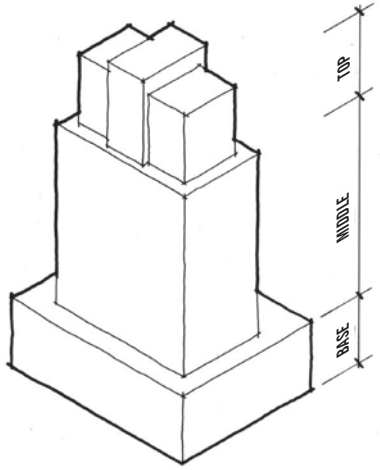
As a means to better appreciate how the city is shaped through the accumulated individual design of a collection of buildings the Land Use Plan set forth in Chapter Four was translated into a three-dimensional computer generated model. This model is purely illustrative, but it helps to better understand the consequences of various design decisions concerning the siting, height, and mass of buildings in the downtown landscape. City blocks were given 3-D form by cross-referencing building classifications for building height and density (Low, Medium and High), with a variety of siting typologies.

The 3-D model might be looked upon as a "living" document that the City adds to in the future as need and opportunities arise.

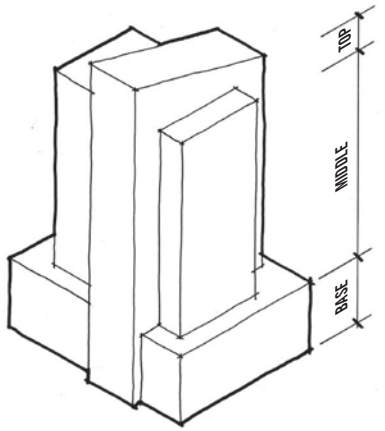
An immediate benefit, however, is the ability to specify exact viewpoints of interest and then quickly generate images of the general massing recommended for a particular site, block, or location. A series of sample images are contained for reference (see Figures 5.42 through 5.45, pages 103-106).



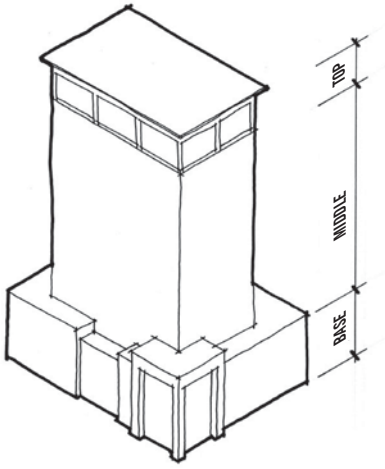
Building 'Base, Middle and Top' (Mid-rise and High-rise)



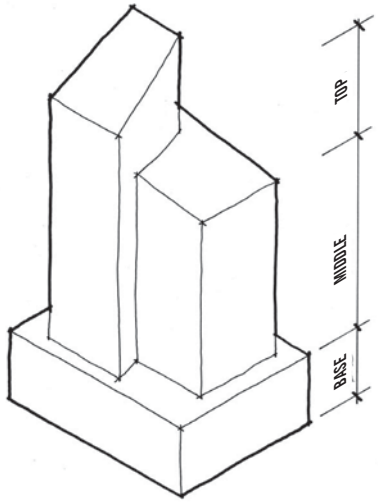
Articulate Top of building



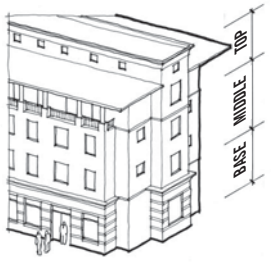
Break-up composition to add visual interest



Define entries, breakdown massing



Combine portions of Middle and Top of building



Articulated Base, Middle and Top (Low-rise)

Figure 5.41 Building Massing Options

LEGEND

- PROPOSED OPEN SPACE
- CIVIC
- HOSPITAL
- CHURCH
- OFFICE
- MIXED USED (OFFICE / COMMERCIAL PRIMARY USE)
- MIXED USE (RESIDENTIAL PRIMARY USE)
- RESIDENTIAL
- LIGHT INDUSTRIAL
- PARKING / UTILITY
- CULTURAL / ENTERTAINMENT / RECREATION

Figure 5.42 Massing Model of Project Area: Looking Northwest from above I-35 / I-94 Commons

LEGEND

- PROPOSED OPEN SPACE
- CIVIC
- HOSPITAL
- CHURCH
- OFFICE
- MIXED USED (OFFICE / COMMERCIAL PRIMARY USE)
- MIXED USE (RESIDENTIAL PRIMARY USE)
- RESIDENTIAL
- LIGHT INDUSTRIAL
- PARKING / UTILITY
- CULTURAL / ENTERTAINMENT / RECREATION

Figure 5.43 Massing Model of Project Area: Looking Southeast from above the North Loop

LEGEND

- PROPOSED OPEN SPACE
- CIVIC
- HOSPITAL
- CHURCH
- OFFICE
- MIXED USED (OFFICE / COMMERCIAL PRIMARY USE)
- MIXED USE (RESIDENTIAL PRIMARY USE)
- RESIDENTIAL
- LIGHT INDUSTRIAL
- PARKING / UTILITY
- CULTURAL / ENTERTAINMENT / RECREATION

Figure 5.44 Massing Model of Project Area: Downtown East from above the Milwaukee Road Depot

LEGEND

- PROPOSED OPEN SPACE
- CIVIC
- HOSPITAL
- CHURCH
- OFFICE
- MIXED USED (OFFICE / COMMERCIAL PRIMARY USE)
- MIXED USE (RESIDENTIAL PRIMARY USE)
- RESIDENTIAL
- LIGHT INDUSTRIAL
- PARKING / UTILITY
- CULTURAL / ENTERTAINMENT / RECREATION

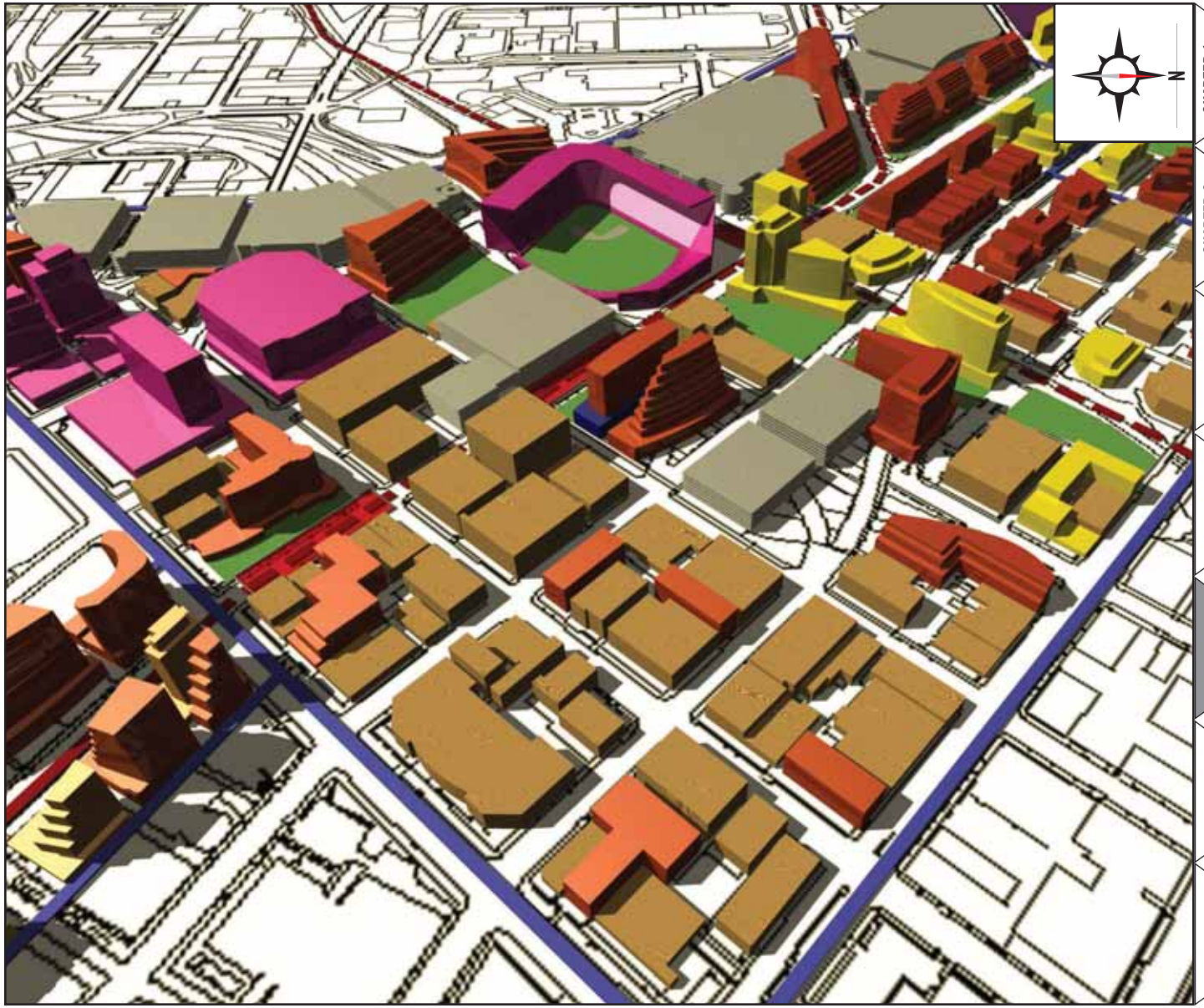
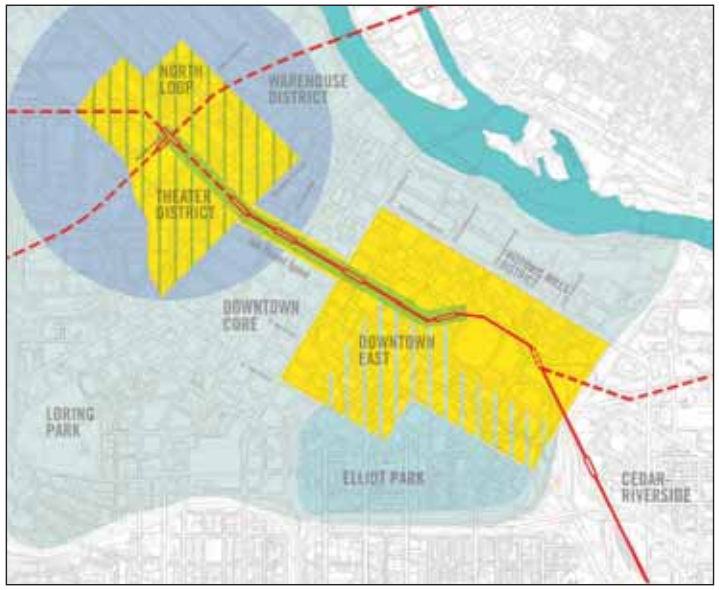


Figure 5.45 Massing Model: The North Loop from above the intersection of Hennepin Avenue and Washington Avenue



CITY OF MINNEAPOLIS PLANNING DEPARTMENT

DOWNTOWN EAST / NORTH LOOP MASTER PLAN

Chapter Six Local Regulatory Framework

Chapter Six takes up the issue of what is needed in order to facilitate the kinds of development called for in the Project Area. More specifically, the chapter considers how the City's primary regulatory tool for guiding new development – the Zoning Code – could be adapted or modified in order to remove existing barriers to the vision contemplated. Likewise, the chapter also considers what sort of incentives might be added to encourage the kinds of private development and public infrastructure that has been recommended for the Project Area in previous chapters. The goal is to ensure that the master plan is able to be implemented and that it will stand the test of time; that the myriad of recommendations, both large and small, will not be lost because the regulatory framework is incompatible with the policy intentions.

CHAPTER SUMMARY

Chapter Six begins by reviewing the basic zoning categories found within the Project Area and evaluating how well each one is suited to accommodating the kinds of change needed to forge Complete Communities. This analysis is followed by a series of proposals and recommendations for how the Zoning Code should be modified in order to help the development community overcome the inherent challenges, especially as they relate to specific development precincts within the Project Area. Finally, the chapter considers enhancements to the city's regulatory framework that would help to ensure that improvements to the city's infrastructure and construction of public amenities proceed in pace with new building development.

Once the market analysis, land use analysis and urban design plan were completed, it was necessary to fully analyze the regulatory framework governing the project area in order to identify existing gaps and what sort of enhancements could be made.

The chief component of any city's regulatory framework is zoning. Zoning shapes cities through the regulation of building size, population density, and land use. It is the primary tool for carrying out planning policy and regulating physical growth through the development process. It establishes built form controls through height and setback regulations and separates incompatible land uses. Put simply, zoning is at the very heart of planning because it is through local zoning ordinances that the goals, objectives, and policies of comprehensive planning are implemented. For this reason it is critical that local zoning ordinances are in conformance with the substance of comprehensive planning for the Project Area.

In order to implement the key recommendations of the *Downtown East/North Loop Master Plan*, changes are required to the existing Zoning Code. In order to understand the kind and scope of change recommended, it is first necessary to review – as background – the existing zoning regulations for the Project Area.

EXISTING DOWNTOWN ZONING DISTRICT DESIGNATIONS

The City of Minneapolis Zoning Code currently provides regulations for implementing planning policies contained in The Minneapolis Plan and the Minneapolis Downtown 2010 Plan. It establishes a variety of different districts in the city that delineate base zoning classifications as well as overlay districts which are applicable within selected areas (see Figure 6.1 page 109).

Primary Zoning Districts are established throughout the entire city and provide regulations that specify the parameters for permitted uses, lot dimension requirements, building bulk requirements, yard requirements, density bonuses, and other performance standards. The Downtown Districts provide similar regulation, but they are specific to a particular set of areas of the city within the Central Business District (CBD). Currently, those areas of the CBD that are not governed by the Downtown Districts are governed by the Primary Zoning Districts that extend across and throughout the rest of the City.

LEGEND

- R1-R2B: RESIDENTIAL DISTRICT
- R3-R6: RESIDENTIAL DISTRICT
- OR1-OR3: OFFICE / RESIDENTIAL
- C1: COMMERCIAL DISTRICT
- C2-C3S: COMMERCIAL DISTRICT
- C4: COMMERCIAL DISTRICT
- I1: LIGHT INDUSTRIAL DISTRICT
- I2: MEDIUM INDUSTRIAL DISTRICT
- I3: GENERAL INDUSTRIAL DISTRICT
- B4: DOWNTOWN BUSINESS DISTRICT
- B4S: DOWNTOWN SERVICE DISTRICT
- B4C: DOWNTOWN COMMERCIAL DISTRICT
- PROJECT AREA BOUNDARY

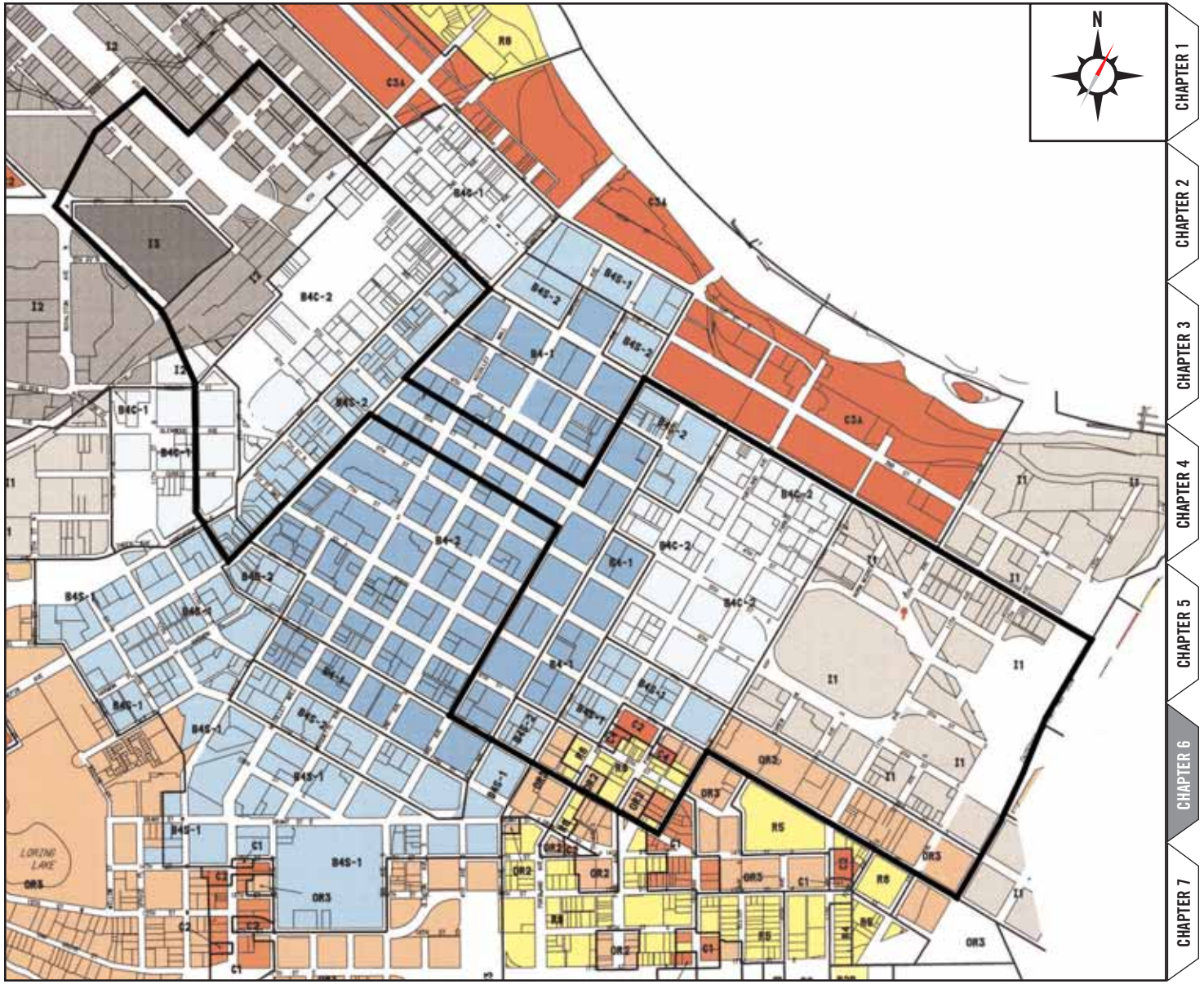


Figure 6.1 Map of Existing Zoning Districts in Downtown Minneapolis

Existing Downtown Districts

There are currently three Downtown district designations: The Downtown Business District (B4); The Downtown Service District (B4S); and the Downtown Commercial District (B4C), (see Figure 6.1, page 109). In general, Downtown districts are not subject to minimum yard requirements unless they are in close proximity to residence and office-residence districts.

Existing Downtown Business District (B4)

The B4 Downtown Business District (more commonly referred to as "The Downtown Core") is the area intended for the highest density retail and office uses within Downtown Minneapolis. The B4 district is subdivided into two sub-districts B4-1 and B4-2 which allow for building floor area ratios (FAR) of eight (8) and sixteen (16) respectively. The B4-1 sub-district surrounds portions of the northern, eastern, and southern edges of the B4-2 district. The lower FAR allows for a transition in building heights from the higher intensity center of the Core out toward the surrounding, lower density parts of downtown.

Inherent Challenges: While there are several underdeveloped blocks within the existing Core (particularly north of South 5th Street and south of Washington Avenue South), the market analysis conducted for this project indicates that redevelopment of those blocks alone would not provide enough space to accommodate the amount of commercial office space forecast over the next twenty years.

Proposed Solution: The boundaries of the existing B4-Downtown Business District should be expanded to include nine additional city blocks directly adjacent to the northeastern portion of the existing Core. Specifically, the new boundary of this district would stretch to Washington Avenue on the north and to Portland Avenue on the east (see Figure 6.2).

Figure 6.2
Map of Downtown Core Expansion

This particular area is proposed for expansion for four reasons. First, these blocks are all within easy walking distance of two proposed LRT stations, Government Station and Downtown East. Second, a significant portion of this expansion area is comprised of full block or nearly full block surface parking lots. Because less demolition is required, theoretically these blocks would be easier to develop more quickly thereby accommodating new growth while ridding the city of several unsightly surface parking lots. Third, new development in this area would help to forge a more consistently built-out environment that bridges the existing core with new development emerging north of Washington Avenue in the Historic Mills District. Finally, and perhaps most importantly, expansion of the Downtown Core in a northeast direction halts encroachment of high-intensity uses into the Elliot Park neighborhood, thereby allowing that neighborhood to seek development that will encourage – rather than undermine – continued progress toward the goals called for in the Elliot Park Master Plan.

As depicted in Chapters Four and Five, a significant linear parkway – one-quarter block wide – would run on the east side of these blocks, from Washington Avenue to South 7th Street along Portland Avenue. This linear park would form a visual and perceptual demarcation line between the high-intensity Downtown Core and new medium intensity mixed use development in Washington Village.

In addition, the City should consider a mandatory street-level retail requirement in the Zoning Code for designated retail streets, whereby a minimum percentage of ground floor retail space will be considered mandatory – rather than voluntary – in all future commercial office projects.

Existing Downtown Service District (B4S)

The B4S Downtown Service District is intended to provide an environment for a wide range of retail and office facilities that support those uses in the Downtown Core, particularly the provision of

goods and services not allowed in the B4 zone. This district also encourages residential uses and hotels.

Building massing in the B4S zone is currently achieved through the use of maximum floor area ratios and in some cases minimum lot dimensions and yard requirements – in other words, traditional development standards. There are two sub-districts: The B4S-1 sub-district has a maximum FAR of 8.0 for hotels and dwellings and 4.0 for all other uses. The B4S-2 sub-district has a maximum FAR of 8.0 for all structures. Between 1.0 and 6.0 floor area ratio premiums are permitted through application in B4S for provision of the following: Outdoor urban open space, indoor urban open space, interior through-block connections, skyway connections, inclusion of a transit facility, street level retail uses, inclusion of a freight loading terminal, public art, sidewalk widening to at least 15 feet, and preservation of historic structures.

In general, downtown districts are not subject to minimum yard requirements unless they are in close proximity to residence and office-residence districts.

Inherent Challenges: While the B4S district encourages residential uses, multiple-family dwellings are not permitted as-of-right, but through a Conditional Use Permit (CUP). Thus, developers of mixed-use buildings containing residential uses or higher density residential housing must go through an additional development application process that developers of commercial projects are currently exempt from. From a developer's perspective, this additional step adds an additional risk. Taken alone the CUP is not an insurmountable obstacle and oftentimes it is not the make-or-break component of a project. However, because developers face a whole host of other risks, the elimination of each unknown helps – in this case whether a CUP is uncontested and ultimately granted through the City's approval process.

In order to create Complete Communities it is important for each development precinct to enhance or establish a strong neighborhood identity that gives it a sense of place. One of the best ways to achieve this is to create a "family" of buildings that are similar to one another in height, massing, and density. Obviously, within this family of buildings, each one could and should differ in architectural styling from the others in the neighborhood. But this is not currently possible because different lot sizes dictate that different building heights will result with the use of FAR as a control.

Potential Solutions: In an effort to realize the vision of creating Complete Communities within the portion of the Project Area currently designated as the Downtown Service District (B4S), the following modifications would be required:

- Because the intent of the B4S zone does not currently envision the emergence of downtown residential neighborhoods, the purpose statement for this district needs to be strengthened so that it is more in keeping with the planning and development goals set forth for the Project Area. In the Zoning Code, revise section 549.430 "Purpose" to strengthen the intent of the zoning to include residential uses and create downtown neighborhoods;

- The overall effect of eliminating the CUP for multiple-family dwellings – in areas where City policy specifically supports such development – is to help developers implement the City's vision. In the Zoning Code, remove the requirement for a CUP for residential uses. This would occur through modifying Table 549-1 "Principal Uses in the Downtown Districts" to show that cluster development and multiple-family dwellings of five (5) units or more are permitted;

- In order to create a strong identity for the new neighborhood-based development precincts envisioned in Downtown East and the North Loop, built form controls that utilize defined heights, setbacks and step-backs should be developed and applied to office, residential, light industrial or any mix of these uses. Adoption of built form controls would allow for

new development to be compatible with adjacent buildings in terms of character and scale and would help each precinct to achieve its own distinct identity. If the existing B4S zoning is to be maintained, then revisions would be necessary to two sections of the existing code to introduce new built form controls: Chapter 549.100 Lot Dimensions and Building Bulk Requirements and Chapter 549.120 Yard Requirements. It is important to note however, that it might be administratively difficult to do this under the existing B4S districts because this zoning category also exists in other areas of Downtown beyond the Project Area.

Existing Downtown Commercial District (B4C)

The purpose of the B4C Downtown Commercial District is to provide for primarily commercial uses (retail, office, business services) and limited industrial uses. Building massing in the B4C zone is currently achieved through the use of maximum floor area ratios and, in some cases, minimum lot dimensions and yard requirements – in other words, traditional development standards. There are two sub-districts: B4C-1, which has a maximum FAR of 4.0; and B4C-2, which has a maximum FAR of 8.0 for all structures. The Master Plan contemplates floor area ratios of between 2.0 and 8.0 in the development precincts within Downtown East and the North Loop. Therefore, existing FARs in the B4C-2 zone would allow for all types of structures to be built to a maximum floor area ratio of 8.0.

Floor area ratio premiums are permitted, through application in B4C, of between 1.0 and 2.0, generally, for provision of the following: Mixed use residential of at least ten percent of gross floor area, interior through-block connections, incorporation of a transit facility, street level retail uses, freight loading terminal, public art, sidewalk widening to at least 15 feet, and historic preservation. In general, downtown districts are not subject to minimum yard requirements unless they are in close proximity to residence and office residence districts.

Inherent Challenges: Like the Downtown Service District (B4S), the existing Downtown Commercial District (B4C) does not encourage residential development. However, upon a review of permitted uses, there are no differences between B4C and B4S in this regard – both allow cluster development or multiple-family of five units or more through conditional use permit only. Because residential uses are not encouraged within this zone *per se*, the conditional use permit process might place more conditions on this type of development in the B4C district than it would in the B4S district (see above).

In spite of not encouraging residential development per se, a floor area ratio premium of 2.0 is possible in B4C for mixed use residential of at least ten percent of the gross floor area of the project. Thus, in order to build a project in this district that includes residential uses, an additional application costing $1,000 must be made.

Potential Solutions: The B4C designation should be retained only in those precincts that are intended to remain primarily commercial in character. For example, the six-block area that is generally south and west of the Metrodome should retain its B4C designation because these blocks should be developed with commercial or institutional uses. Residential uses are not recommended in this area of transition between HCMC, the Downtown Core, and the more residentially based, mixed-use neighborhoods to the north. Likewise, the blocks immediately west of First Avenue North in the city's entertainment district (the west side of the West Hennepin Precinct) are currently zoned B4C. This designation is not problematic for existing buildings in the district. If new infill development is primarily defined by commercial uses, this designation should not be problematic. However, if such infill development was to include a greater proportion of residential uses, maintaining this designation should be re-evaluated.

Existing Industrial Districts

As described in the Zoning Code, Industrial districts "are established to provide locations for industrial land uses engaged in

production, processing, assembly, manufacturing, packaging, wholesaling, warehousing or distribution of goods and materials". As large portions of the Project Area are currently zoned Industrial – primarily I1 in Downtown East, and I2 in the North Loop – these districts are analyzed for possible revision as a means to implement the vision set forth in this master plan.

The Light Industrial District (I1) is established to "provide clean, attractive locations for low impact and technology-based light industrial use, research and development." The Zoning Code stipulates that "all business activity be conducted within a completely enclosed building," The exceptions to this are outdoor dining and limited outdoor sales and display.

The Medium Industrial District (I2) is established "to provide locations for medium industrial uses… which have the potential to provide greater amounts of noise, odor, vibration, glare or other objectionable influences than allowed in the I1 District." As with I1 zoning, this district permits limited outdoor dining, outdoor sales and display. Similarly, it does not encourage housing.

The General Industrial District (I3) is established to "provide locations for high impact and outdoor general industrial uses and other specific uses likely to have a substantial adverse effect on the environment or on surrounding properties." The only portion of the Project Area that is designated I3 is the Hennepin Energy Resource Center located directly west of the ballpark site along North 5th Street. There is not provision within the I3 zoning designation for housing.

Inherent Challenges: There is no reference in the Zoning Code for a residential component within the description for the I1, I2, or I3 districts. However, the Industrial Living Overlay District allows for residential development in selected areas of the I-1 and I-2 industrial districts throughout the City, most notably in the North Loop and Downtown East (see "Overlay Districts" below).

Potential Solutions: While the Industrial Living Overlay District (IL) allows for residential development in the otherwise industrially zoned portions of Downtown East and the North Loop, neither the primary zoning nor the overlay zoning are tailored to the purpose of creating the sort of diverse mixed-use neighborhoods envisioned herein. The City might "enhance" these existing zoning categories to shoe-horn a diversity of additional uses into these districts, but that will not necessarily reduce risk and complexity for developers who are intent on helping the City realize its vision of mixed-use development in these precincts. The general inclination towards residential uses being considered an exception within these districts suggests that the continued use of, or revision to, industrial districts within the Project Area would provide little benefit to the realization of the Master Plan. Certainly, the current I-2 designation that covers a vast portion of the North Loop works decidedly against the vision for establishing Complete Communities on that side of Downtown.

Instead, those portions of the Project Area that are currently zoned as industrial should be rezoned with a new designation that embraces the concept of true mixed-use development and encourages uses that create vibrant neighborhood streets (see Creating New Mixed-Use Zoning Districts, below).

Existing Overlay Districts

There are three overlay districts that cover all or part of the Project Area and play an important role in how development is regulated within the Project Area. These overlay districts are the Pedestrian Overlay District (PO); The Downtown Parking Overlay District (DP); and The Industrial Living Overlay District (IL). There are two other existing overlay districts that exist within small portions of the Project Area: The Nicollet Mall Overlay District (NM) and the Downtown Housing Overlay District (B4H). As they currently exist, neither of these two districts pose a challenge for realizing the vision for the master plan.

Industrial Living Overlay District (IL)

The Industrial Living Overlay District (IL), sometimes referred to as the "ILOD," is intended for the rehabilitation and reuse of existing industrial structures, and to provide for limited residential and retail uses in I1 and I2 Industrial Districts. It currently allows construction of new dwelling units through a Conditional Use Permit (CUP) for single family, two family and cluster developments to a maximum height of 2.5 stories or 35 feet, whichever is less. There are no specific provisions for multiple-family developments in this district.

It is not recommended that the IL Industrial Living Overlay District be used to implement the objectives of this master plan. It would be better to encourage implementation of these objectives through revising the designation for the primary zoning districts so that they more easily accommodate the kind and mix of uses sought. Revising the base zoning would eliminate the need for an overlay district, thus eliminating an important hurdle for developer's seeking to implement the vision called for within this plan.

Downtown Parking Overlay District (DP)

The Downtown Parking Overlay District is intended to protect and preserve the unique character of downtown "by restricting the establishment or expansion of surface parking lots" within the CBD. It is also intended to ensure that significant buildings – especially those that still have a useful life – are not speeded toward the wrecking ball for the purpose of being held as surface parking lots in speculation for potential new development. More specifically, the overlay district prohibits the creation or expansion of commercial parking lots, or the conversion of an accessory parking lot to commercial parking lot. (A CUP can be sought for a modest amount of surface parking which is accessory to a primary use).

The entire Project Area is within the physical boundaries of the Downtown Parking Overlay District.

Provided it is enforced by the City, the Downtown Parking Overlay District is an effective tool for discouraging uses that lessen the sense of place within Downtown, particularly in the neighborhoods that are on the periphery of the Downtown Core. As it exists, the overlay does little beyond its purpose of "damage control."

The City should consider whether the overlay district should be expanded in order to limit CUPs for accessory parking lots and variances concerning the number of spaces in those lots.

More importantly, it is incumbent upon the City to explore more potent ways to provide incentive for property owners to redevelop existing surface lots. For instance, serious consideration should be given to nullifying or "zeroing out" the parking requirement for commercial uses on infill development sites less than one-quarter block in size, particularly if they are located in close proximity to existing public structured parking facilities.

Pedestrian Overlay District (PO)

The Pedestrian Overlay District is intended to preserve and enhance the pedestrian character of existing, designated commercial areas throughout the city. The Pedestrian Overlay District designation includes four key features. First, a prohibition of drive-through restaurants, freestanding fast food restaurants, auto service uses, and transportation uses is in place for this district. Second, within the district, there is a requirement for building placement is intended to reinforce the street wall. For any building within the district, there is a maximum setback of eight (8) feet from the front yard for the first floor of any building, and at least one principal entrance must face a public street. Third, 40-percent of the first floor of any building façade requires window area. Fourth, front yard parking is prohibited. Additional regulations exist within the Pedestrian Overlay District for specific areas of the City.

Though many of the same provisions of the Pedestrian Overlay District are enforced through major site plan review, no portion of the Project Area is currently designated as a PO.

The Pedestrian Overlay District is crafted in such a way as to enforce regulations that are general to the district as a whole, but specific to specially designated neighborhoods within the City. For this reason, it makes sense to amend the PO district to include additional regulations for specific portions of the Project Area, in order to achieve particular objectives related to transit-oriented development and building Complete Communities. More specifically, additions to the Pedestrian Overlay District within the Project Area should be developed around each LRT station and at each neighborhood retail node (see Figure 4.4, page 38).

MIXED-USE ZONING IN DOWNTOWN MINNEAPOLIS

As mentioned above, the Downtown Core and the areas immediately surrounding it are regulated by a series of discreet zoning districts that are specifically tailored to the concerns and opportunities related to downtown development. "Downtown development" is considered a type and intensity of development not intended to occur any other place within city limits. For the most part, these districts serve that intended purpose quite well.

It is important to note, however, that not all of the CBD is included within the Downtown Districts. Generally speaking, those areas within the CBD (the area within the freeway loop) that are not covered by or regulated under the Downtown Districts are generally either residential or industrial in nature. In the past, the scale and intensity of development in many such areas has been deemed to be more akin to those neighborhoods across the city that are not within the CBD. The challenge for developing Complete Communities in Downtown East and the North Loop is that the scale and intensity envisioned does not fall neatly into either of the existing sets of zoning districts. That being the case, it is best for the City to create and adopt a new set of zoning districts that address the unique issues inherent in developing and enhancing the subset of neighborhoods that are neither in the Core nor in "the rest of the City." Special consideration is needed because although these neighborhoods are, in many respects, similar to any other city neighborhood, in many other ways they are quite different from any other neighborhood in the city precisely because they are located in such close proximity to the Downtown Core.

In an effort to address the challenges inherent in single-use zoning, some cities are implementing a new regulatory tool by designating "mixed-use zones" to allow for a broad range of land uses within a given geographic area. In many cases, this is done in parts of the city that are considered transitional, particularly in those areas around transit stations. They provide for a variety of housing types intermingled with offices, supportive retail, open space, and on-site structured parking. In addition to allowing for a range of primary uses – particularly within a single structure – mixed-use zones often incorporate coordinated design standards and site planning in order to facilitate high density, active, urban environments.

Clear objectives must be established when using mixed-use development. In Downtown Minneapolis, a mixed use zoning designation should be formally adopted and incorporated into the Zoning Code in order to allow for new opportunities to create mixed-use neighborhoods within the Project Area, and to eliminate unnecessary barriers for developers seeking to help speed along this plan's Vision . The suggested name for this new zoning designation is the B4M Downtown Mixed-Use District, as represented on the Map of Proposed Zoning Districts (see Figure 6.3, page 117).

The B4M Downtown Mixed Use District would have the following characteristics:

- *Permitted uses:* As-of-right permissions for all types of residential dwelling uses, commercial uses (including both office

and retail), educational facilities, cultural and recreational facilities, and parks.

- *Prohibited uses:* Drive-through retail establishments of any kind as well as medium and general industrial uses will be prohibited.

- *Maximum height:* Height limitations will be set for principal structures located in the B4M zone. Recommended height limitations are based on three categories – low (L), medium (M) or high (H) – each of which is integrated into the Recommended Land Use Plan (see Figure 4.3, page 37). These height limitations would serve to distinguish three proposed B4M Downtown Mixed Use Districts: whereas B4-1 would be low; B4-2 would be exclusively medium; and B4-3 would be high.

- *Minimum heights:* In order to achieve the desired scale of development and to discourage under-utilization of development potential, minimum building heights are recommended as part of the built form controls: recommended height minimums are based on three categories – low (L), medium (M) or high – each of which is integrated into the recommended Land Use Plan (see Figure 4.3, page 37).

- *Yard requirements:* In general, required front yards will be minimal (10 feet or less) in order to encourage buildings to be built to the sidewalk. Front yards can be eliminated if this area is used for sidewalk widening or urban open space. Required side yards will be kept to a minimum with opportunities to increase for providing through-block connections.

- *Parking requirements:* All new projects will require off-street parking in on-site structured ramps. Above-ground ramps must be lined with active uses per design and site plan standards specifically developed for this district. The on-site parking requirement will be waived for specifically identified infill development sites – those that are less that one-quarter block in size. Infill development sites will be required to address parking through shared use agreements with neighboring ramps.

Three subdistricts should be designated within the new B4M zone:

B4M-1: The B4M-1 designation defines a district with areas specifically designated for low-intensity mixed-use development. Low intensity development has a minimum height of two floors and a maximum height or four floors. The only B4M-1 subdistrict proposed in the Project Area is located within the Elliot Park West precinct. It is intended to allow for infill development that is compatible in scale with the existing low-intensity development that characterizes the South 9th Street Historic District. Specifically, this area includes the blocks that lie within the area north of South 10th Street, east of Fifth Avenue South, west of Chicago Avenue and Centennial Place, and south of a line that runs parallel to and midway between South 8th Street and South 9th Street. (see Figures 4.1 Development Precincts and 6.3: Proposed Zoning Districts).

B4M-2: The B4M-2 designation defines a district specifically designated for medium-intensity, mixed-use development. Medium-intensity development has a minimum height of five floors and a maximum height of thirteen floors. In Downtown East, a B4M-2 subdistrict is proposed for the Washington East Precinct, the Washington Village Precinct, and most of the Elliot Park East Precinct. In the North Loop, a B4M-2 subdistrict is proposed for the Warehouse West Precinct and the Freeway West Precinct (see Figures 4.1 Development Precincts and 6.3: Proposed Zoning Districts).

B4M-3: The B4M-3 designation defines a district specifically designated for high-intensity mixed-use development. High-intensity development has a minimum height of fourteen floors. There is no maximum height for high-intensity development. In Downtown East, a B4M-3 subdistrict is proposed for two blocks in the Elliot

LEGEND

- HIAWATHA LRT (UNDER CONSTRUCTION)
- TRANSIT STATIONS
- PROPOSED RAIL TRANSIT LINES
- 1/4 MILE RADIUS TO LRT STATION

PROPOSED DISTRICTS / CATEGORIES

MIXED-USE

- B4M-1 DOWNTOWN MIXED-USE DISTRICT (L): LOW INTENSITY
- B4M-2 DOWNTOWN MIXED-USE DISTRICT (M) MEDIUM INTENSITY
- B4M-3 DOWNTOWN MIXED-USE DISTRICT (H) HIGH INTENSITY

EXISTING DISTRICTS / CATEGORIES

DOWNTOWN

- B4-2 DOWNTOWN BUSINESS DISTRICT

INDUSTRIAL

- I1 LIGHT INDUSTRIAL DISTRICT (L)
- I2 MEDIUM INDUSTRIAL DISTRICT (M)
- I3 GENERAL INDUSTRIAL DISTRICT (H)

OFFICE/RESIDENTIAL

- OR3 INSTITUTIONAL OFFICE RESIDENCE DISTRICT

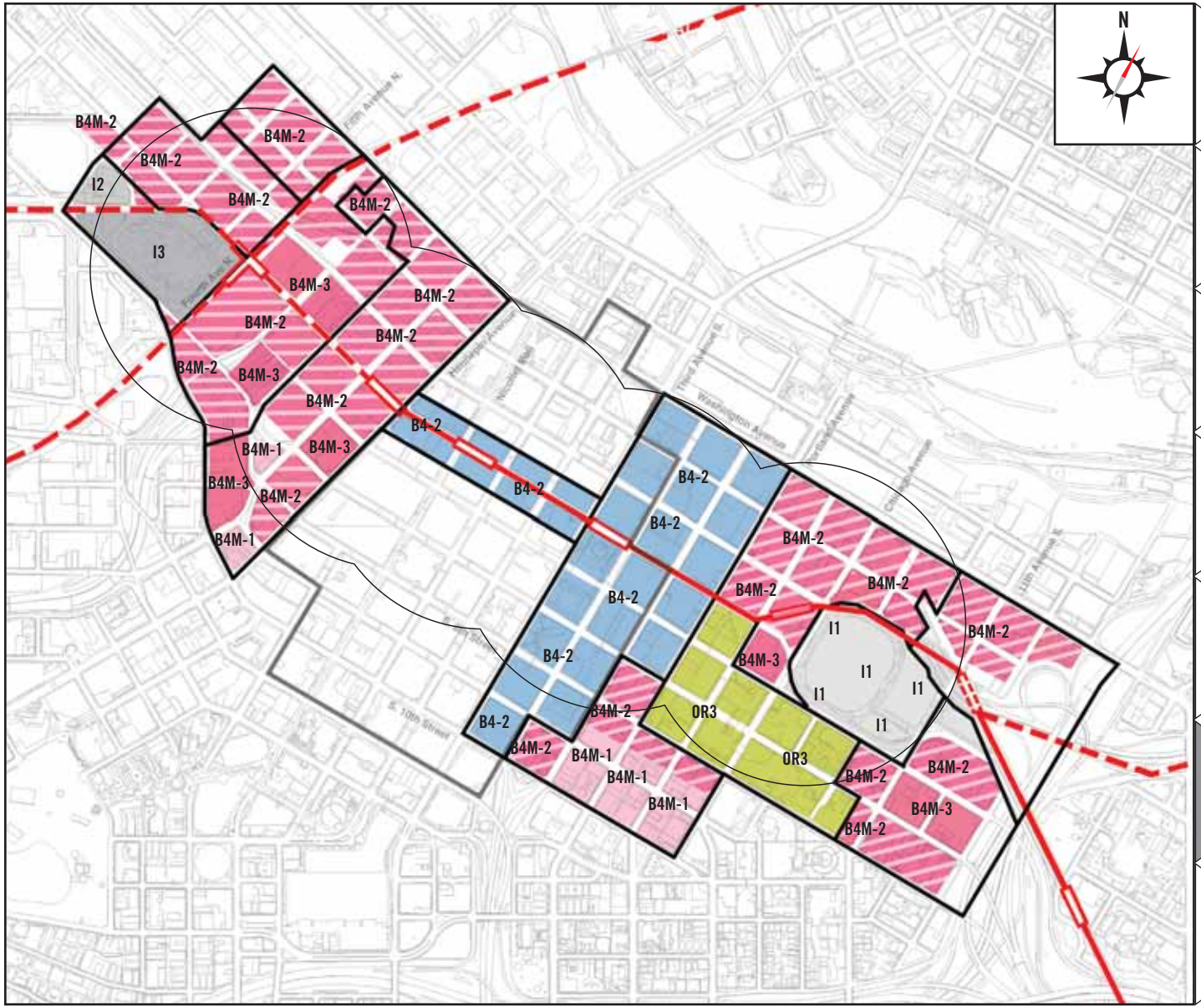


Figure 6.3 Map of Proposed Zoning Districts

Park East precinct. In the North Loop, a B4M-3 subdistrict is proposed for the air rights development district over most of "The Cut."

To better understand the implications of all three proposed zoning sub-districts, the reader should cross-reference the Recommended Land Use Plan (see Figure 4.3, page 37) and the Proposed Zoning District Map (see Figure 6.3, page 117).

ENHANCEMENTS TO THE DOWNTOWN REGULATORY FRAMEWORK

Reinvestment in Downtown East and the North Loop needs to be encouraged through as much flexibility and diversity of choices as possible. For this reason, it is appropriate that the Project Area be treated in a different manner than the rest of downtown Minneapolis. The regulatory approach to Downtown East and North Loop is based on the philosophy that built form controls and performance standards can allow for a wide range of land uses to occur "as-of-right" while controlling impacts on surrounding uses through the new proposed B4M Downtown Mixed Use District. This will allow for a more dynamic development market – one that is not hindered by a predetermined land use pattern that often necessitates rezoning in order to get a project built.

A suite of four inter-related enhancements to the City's regulatory framework – each of which should be incorporated into the Zoning Code – are proposed in order ensure the successful and timely development of mixed-use Complete Communities within the Project Area. These enhancements are intended to support new development within the proposed Mixed-Use Development Districts as well as in the existing zoning districts. Because these enhancements are mutually supportive of one another, they should be established and incorporated in an inter-connected way in order to be most effective. These enhancements include As-of-Right Approvals, Built Form Controls, Density Incentives, and Selected Fee System Modifications.

"As-of-Right" Zoning

As-of-Right zoning allows for development to occur within an established geographic area through an agreed upon framework that already has been subject to public scrutiny. With As-of-Right zoning, a developer is allowed to build any structure as long as the approving department is satisfied that the structure complies with the local zoning code and the relevant building code. In cases where this is implemented, the Zoning Code is amended to include a checklist of very specific performance standards that must be met without exception. If each and every requirement is met, a project receives administrative approval. No action is required by the local planning commission or city council. Public hearings are not held for such projects. The public process related to the creation of such a checklist sets the standards up front, and it is the only opportunity for public review. With As-Of-Right zoning, the developer would need only to file plans and pay the appropriate fees. Once administrative approval is granted, they would be allowed to begin construction upon issuance of a building permit.

As-of-Right zoning assumes that the community's specific goals and policies are already reflected in ordinance provisions, and that they have been developed with prior, inclusive public input. The permit process is not the place for the public to revisit development standards / guidelines because of the time penalty this puts upon developers. Only those development projects that do not fit in with the vision of an area would be required to go through some sort of major zoning modification and public hearing. There is no need to subject all developments to prolonged public review – each of which raises highly specific issues, and the resolution of which often undermines and distorts the original vision for the area.

As-of-Right zoning in a mixed use district provides a predictable, consistent process for the City and developers alike, because it keeps the question of land use open, while maintaining control

over site planning and building design through performance standards. From the local government standpoint, the advantage is that the City has a stronger degree of control over the built form of downtown buildings as well as the way they are integrated into the public realm. From the developer's standpoint, the advantage to this approach for the Project Area is that it removes the need to apply for a Conditional Use Permit to incorporate higher density residential uses. Because the politics of what is and is not permissible is dealt with up front when the standards for the district are written and approved, the level of risk faced by developers is lessened and the attractiveness of doing business in Downtown East and North Loop is improved.

Expedited Development Review: In order to further encourage development on specific "springboard" sites within Downtown East and North Loop, an Expedited Development Review process might be considered for parcels within the Project Area. This would entitle an applicant to be placed on a priority list for project review, as established by the Planning Director. The applicant would be required to submit a complete application in order to be placed on the list.

The City of New York Zoning Resolution allows As-of-Right development. This method is also used in certain districts of the City of Toronto, in order to encourage reinvestment. The City of Vancouver, Washington, has an Expedited Development Review process for mixed-use developments.

Built Form Controls

In order to help a strong identity emerge for each of the new neighborhood-based development precincts contemplated by the Master Plan, traditional development standards and density restrictions may be less useful than built form controls. Built form controls should be contemplated to address two sets of issues simultaneously:

Standards for Architectural Building Design: The City should develop and introduce new standards for architectural building design that more clearly define design considerations such as built form envelope, building heights, setbacks, and step-backs. Such standards should be specifically developed and applied in order to allow for flexibility in, and mixing of, different uses within a given building, complex or neighborhood. Such controls will ensure that each new building is compatible with adjacent buildings in terms of character and scale while simultaneously ensuring that each new project helps to achieve – rather than undermine – a distinct character for each precinct. Standards should be developed on either a block-by-block or a neighborhood-wide basis.

Standards for Urban Design: The City should prepare and adopt formal urban design standards for use in evaluating specific site plan review applications for new development within the Project Area. The aim of such standards should be to achieve high quality design for the public realm and for private development. Standards would be based on and incorporate the proposals defined in Chapter Five: Urban Design Plan.

Built form controls could be implemented and administered in two different ways:

Absolute Design Standards: In order to ensure a baseline for the kind and quality of development that takes place within the Project Area (or a subset of the Project Area), absolute design standards should be developed and adopted to protect the City's goals, community desires, and to help developers manage risk. Absolute standards are an opportunity to jointly define exactly what is expected by and from each party in the design and development process, so that once market conditions are right for developers, they can proceed as expeditiously as possible. By negotiating what is considered crucial to a development project before design is initiated, potential hurdles are eliminated, thus smoothing the way for developers who put a project together based on the already agreed upon absolutes.

Performance-Based Design Standards: Some municipalities use performance-based systems, where developers receive points for incorporating a range of different design elements in a development project. Each different design element has previously been assigned a point value. A minimum number of points must be achieved in order to receive development approval. This sort of system gives developers options concerning which design recommendations they wish to emphasize. Neighborhoods and the City can prioritize their goals based on how many points are assigned to each design element

Ideally, a combination of absolute standards and performance-based standards would be appropriate tools for achieving both design compatibility and developer flexibility.

Merging Community and Developer Interests

The community design review process would encourage up front community participation and discussion in setting the quality standards for new development within a geographically defined area regardless of when that development might occur. Developers and the public should be encouraged to engage one another in the collaborative creation of standards. The intent is to cooperatively agree upon the level of quality sought for development in the Project Area before developers run the risk of becoming ensnarled in a politicized approval process; one which has the potential to become overly complicated for a specific project. In other words, for most projects the community discussion need not occur each and every time a project comes through the approval process.

Because the design review process takes place "outside of" the review for each and every project, it is easier to agree upon commonly-held objectives for the entire neighborhood, rather than just one site within it. Once standards are agreed upon and adopted, developers can alleviate their risk by choosing to conform with the design standards before they put pencil to paper. Those who meet the agreed upon standards can proceed without an individual public hearing for their project. Formal community input will not be solicited after the fact. The trade-off for downtown neighborhoods is that once agreed upon standards are in place, reinvestment will likely proceed at a quicker pace, and in a manner that is more in line with neighborhood goals because developers know and understand what the community wants before packaging a deal.

Incentive Zoning

Incentive zoning is used to encourage developers to provide specific community benefits in exchange for developer bonuses. Community benefits often include provision for such things as affordable housing, senior housing, day care centers, parks, public plazas, and open space. Provision of such benefits is directly tied to developer bonuses such as permissions to build more intensive development than what is otherwise permitted in the Zoning Code. The purpose of incentive zoning is to further community objectives while maintaining consistent planning policy for a given area.

Different incentives can be awarded based on the development goals for specifically designated zoning districts, provided that they are formally incorporated into the City's Zoning Code and associated maps. Minneapolis currently offers two kinds of zoning incentives: Floor Area Ratio (FAR) Premiums, and Transfer Development Rights.

Floor Area Ratio Premiums, Density Bonusing, and Density Minimums:

The City currently has the potential to achieve certain urban design goals through a formalized set of FAR premiums (sometimes known as "density bonuses") that are available for projects within the Downtown Business Districts. These premiums are specifically calibrated to encourage developers to include particular kinds of public realm improvements within the scope of an individual development project. Each premium is specifically defined in terms of what it must include or how it must be incor-

porated. Furthermore, each type of premium is then assigned a value based on the specific Downtown District into which it will be incorporated. For example, incorporating street level retail into a project in the B4S districts allows the developer an FAR bonus of 1.0 while incorporating street level retail into a project in the B4-2 districts allows the developer an FAR bonus of 2.0. Employing such premiums is intended to simultaneously achieve urban design enhancements while encouraging higher density development within the heart of the City.

The major drawback to FAR premiums and density bonuses, however, is that there are no guarantees that the benefits will be provided because developer participation is voluntary. Therefore this sort of tool as it exists does not ensure that developers will put together projects with either the density or the enhancements desired by the City. Developers may choose to forego the opportunity to utilize premiums and intensify land uses if they perceive there is too much risk in using this tool either because the market is soft or the City has too many other potential obstacles in the regulatory framework and process. In short, the benefits to the developer must offer sufficient motivation for them to participate.

Minimum Densities: In many cities, downtown residential development is often constructed at much lower densities than what is permitted in the local zoning code. This is especially problematic because a city's most valuable land is not developed to a level where that land achieves its maximum tax capacity. Over the course of a generation, the long-term results of underdevelopment can be devastating for a city.

Relatively high FARs are proposed for the Project Area based on the expectation that all on-site parking requirements be met by construction of internal parking structures, (preferably underground) and that most development projects will cover as much building site area as possible. (A minimum of 80% site coverage should be assumed on all building sites). Proposed FARs are as follows:

- Expanded Downtown Core: A continuation of B4-2 Zoning, with its prescribed FAR of 16.0;
- Downtown East: A range of FARs, running from a low of 2.0 to a high of 6.0 depending upon specific sites;
- North Loop: A suggested FAR of 6.0 to 11.0, to coincide with the dense mid-rise range of development represented by the historic warehouses with the area.

Simply zoning for higher densities does not guarantee that the intended densities will be built. Thus, additional measures may be necessary to achieve the desired levels of development.

One way to augment density bonuses or FAR premiums is to adopt minimum densities for specific districts or parcels. Such a system would still include FAR premiums, but it would also be designed to ensure that valuable land – particularly land that is in close proximity to transit stations – will not be under-developed. In other words, the City may have to be patient and wait for the right kind and scale of development in order to maximize the long-term benefits to the tax rolls. For instance, in order to achieve transit-supportive densities and thereby ensure the long term viability of rail transit in Downtown Minneapolis, it will be important for the City to consider the appropriate level of balance by adopting a range of minimum and maximum densities strategically based on a parcel's location.

Smaller lots (such as infill lots that are less than one-quarter block in size) should be exempt from the minimum on-site parking requirements because it is often impossible for minimum densities to be achieved on these lots. In addition, a review of City subdivision regulations should also be undertaken in order to ensure that establishing minimum densities does not unnecessarily cause developments to be above the threshold lot number for short plat subdivisions. It may be necessary to increase this number in order to facilitate development.

Transfer of Development Rights

The Minneapolis Zoning Code currently includes a provision for transfer of development rights for the specific purpose of "promoting the preservation and rehabilitation" of historic structures or resources. This incentive allows developers and property owners to transfer the excess allowable floor area from the "sending" site that has the historic structure to a "receiving" site where some other development is contemplated. This sort of zoning device provides a sellable benefit to property owners of historic structures while simultaneously providing a stopgap to demolition of historic buildings, particularly when the property development market is strong.

This incentive has been in place in Minneapolis for only a few years, and for this reason it has not been utilized a great deal. The City should maintain the availability of this incentive within the Zoning Code and encourage its further use. The City should also explore ways to encourage greater use of this incentive by exploring how it might be expanded to accommodate a greater set of circumstances.

As mentioned previously, traditional development standards and density restrictions may be less useful than built-form controls for new development in much of the Project Area. Built-form controls and density minimums may be a more effective way to foster the creation of new and rehabilitated neighborhoods, each of which has a strong identity. Still, zoning incentives such as FAR Premiums and Transfer Development Rights should be retained, as they are likely to continue to be highly useful in particular circumstances. Ideally, built form controls and density minimums would be added to the Code for particular zoning districts (particularly the proposed mixed-use zoning district), but they would be calibrated with the existing zoning incentives in the Code.

Selected Fee System Modifications

The City should consider crafting a palette of fee-based mechanisms for ensuring the ability to construct and maintain infrastructure that benefits all downtown property owners (as well as residents, workers, and visitors). Two particular fee-based mechanisms should be explored: Development Impact Fees and a Fee-in-Lieu System, both of which are described below:

Development Impact Fees: It is recommended that the City adopt development impact fees targeted toward specific infrastructure that benefits all properties and raises not only the sense of place – but also the value of downtown properties by virtue of being provided and maintained. Such impact fees are levied on developers at such time when a project is approved by the City on a per-unit or per-square foot basis. Development impact fees are often used to fund benefits such as increased park land, enhanced transit, or shared parking.

It is recommended that the City adopt a parkland acquisition and development fee to be levied on all new private development projects in the Project Area. This fee would be based on a given dollar amount-per-square foot for commercial projects and another given dollar amount-per-dwelling unit for residential projects. (Fees could be set upon minimum standards which would be expressed in acres/1,000 residents for the new communities within Downtown East and North Loop.) The collected fees would be used for the express purpose of capital funding for acquisition and improvements of parkland. A further study would be required to determine the appropriate impact fees. Only that portion of the parkland capital costs attributable to new growth should be charged to new development. In recognition that such a development impact fee might place an additional burden of cost on downtown development, the City should pursue discussions with regional government related to this issue. A strong central city serves regional interests and parkland is essential to providing an attractive business and living environment in downtown Minneapolis.

Fee-in-Lieu System: A Fee-in-Lieu system can be used as an option for meeting on-site parking obligations. The developer may choose to either: 1) provide the required number of parking spaces on site

or 2) pay into a special City fund that will be used to provide City off-street parking (or upgrade existing City parking at another downtown location). The fee-in-lieu would be established on a dollar-per-square-foot or dollar-per-parking-stall basis. For instance, the City of Kirkland, Washington uses a price tag of $6,000/stall.

Ideally, these mechanisms would be crafted to offer developers options for how they choose to satisfy requirements related to making contributions toward downtown improvements. The obvious concern the city needs to keep in mind is that high impact fees could discourage new development in the first place. Incorporation of these fees should be balanced with the potential elimination or re-calibration of other zoning application fees. For instance, if residential development was designated as an allowable use in places where a Conditional Use Permit is currently required, the fee for the CUP would be lost to the City but would be considered a benefit to developers. The City might compensate, however, by replacing some or all of the resources derived from the proceeds of CUPs through impact fees. In short, the City should consider how it might recalibrate the existing fee system for zoning applications in order to reduce hurdles for developers, while ensuring that it can provide and sustain the sort of infrastructure and public realm improvements that will help to maintain a healthy economy and a healthy sense of place within the Project Area.

Policies for Modifying the City's Regulatory Framework

- *The City should expand the B42 Downtown Business District to include those blocks identified as Downtown Core Expansion in the Recommended Land Use Plan (See Figure 4.3, page 37). Maintain incentive bonusing and FAR premiums as a developer tool in the existing and expanded B4-2 Downtown Business District. The use of incentive bonusing and FAR premiums should be extended to the Air Rights Development District over "The Cut."*

- *The City should create and adopt a new B4M Downtown Mixed Use District in order to facilitate the development of Complete Communities in Downtown East and North Loop. Through the use of As-Of-Right approvals and built form controls that focus on heights, setbacks, and step-backs, a distinct physical character can emerge in each of the new precincts located within the B4M-1, B4M-2, and B4M-3 districts. A mixed-use district does not currently exist in the City; creating one would provide the ability for the development community to respond quickly in terms of changing real estate market conditions. The focus of the neighborhood becomes less on prescribed uses and more on the quality of the built environment and the public realm.*

- *Prepare and adopt Standards for Architectural Building Design to establish the general principles for siting and massing of buildings. For example, building envelopes should be stepped back from front property lines above three or four stories to allow for preservation sunlight and views.*

- *Prepare and adopt urban design guidelines for the public realm to establish the general principles for streetscape and landscape improvements and the establishment of open spaces. Formally adopt these urban design guidelines to incorporate a performance-based checklist where a minimum number of points would be required for site plan approval by the City.*

- *The City should consider enhancing their current package of zoning incentives in a way that encourages flexibility for developers while securing critical improvements to the public realm.*

- *The City should establish and adopt development impact fees based upon a square footage assessment for commercial spaces and the number of units for residential and lodging developments to further enhance the City's ability to provide transit, parking, and parks.*

- *Permit uses that foster mixed-use retail/commercial/residential development.*

- *Reduce front lot line building setbacks to enhance the pedestrian experience.*

- *Establish minimum gross floor area (GFA) and minimum lot coverage.*

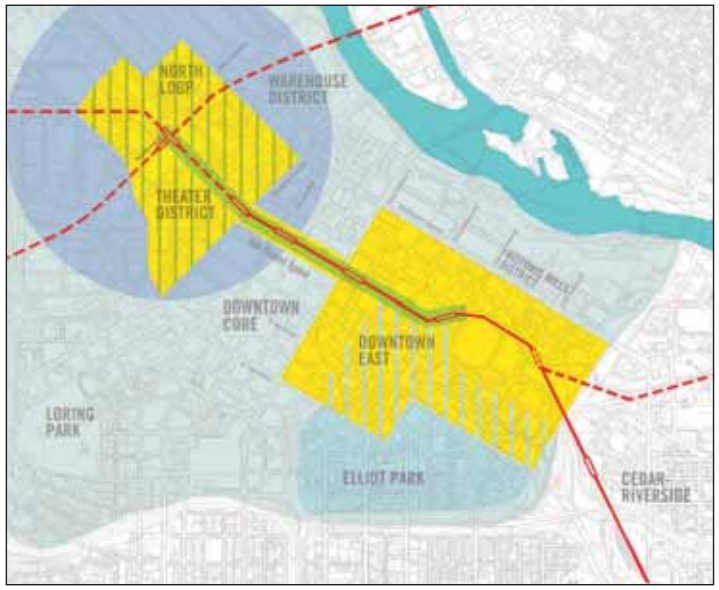
- *Establish standards for parking maximums, rather than the parking minimums that are currently in place.*

- *Develop reduced parking requirements for buildings within the Downtown East and North Loop portions of the Project Area for (a) conversions of existing buildings, and (b) new buildings within reasonable walking distance of the Hiawatha LRT, bus rapid transit or commuter rail.*

- *Eliminate the parking requirements for infill development projects on sites that are less than one-quarter block in size.*

- *A minimum height or density requirement should be considered for the B4M Downtown Mixed Use Districts. It is recommended that if developers wished to build to the maximum height in B4M Districts then 50% of the floor area beyond the minimum height would have to be dedicated to residential development.*

- *Separate checklists for Built Form Controls may be necessary in the proposed B4M-1, B4M-2, and B4M-3 districts due to the different scale, character, and designation status of buildings within the three proposed districts.*



CITY OF MINNEAPOLIS PLANNING DEPARTMENT

DOWNTOWN EAST / NORTH LOOP MASTER PLAN

Chapter Seven Phasing and Implementation Plan

Chapter Seven deals with the initiatives and priorities needed for achieving the sort of physical development called for throughout the master plan. This chapter assumes that new development within the Project Area will be based on the recommendations made throughout the document concerning both revisions to the physical environment, as well as revisions to the City's regulatory framework. The intention of this chapter is to establish a baseline of information from which the City, developers, neighborhoods, and communities can begin to understand, discuss, and participate in how Complete Communities unfold in Downtown East and the North Loop. In short, it considers the issue of how and when the vision called for in previous chapters of this document might be implemented into the physical environment of the Project Area.

CHAPTER SUMMARY

The first section of Chapter Seven is intended to help the City establish priorities for moving forward with enhancements to the public realm and infrastructure. The second section of the chapter is intended to help the development community understand the potential that lies within the Project Area. By drawing on information derived from the market analysis (see Chapter Three, it lays out the key development objectives and projects that will be necessary to implement the vision called for in the master plan. Additionally, it describes individual springboard projects that are intended to demonstrate applicatons of the plan principles in selected locations throughout the Project Area.

INFRASTRUCTURE INVESTMENTS IN THE PROJECT AREA

Implementation Objective: In order to encourage a diverse mixed-use area with buildings that contain commercial, residential, recreational and institutional uses throughout the Project Area, the City of Minneapolis will need to draw on its relationships with its intergovernmental partners and the development community to undertake a series of both large and small infrastructure improvement projects. The principal objective is to attract new investment, promote construction of Complete Communities, and make more efficient use of downtown land and infrastructure.

Infrastructure Investments in Downtown East:

- Establish a pedestrian-friendly streetscape along the length of the 5th Street LRT Corridor east from the Downtown Core to the Metrodome and the Downtown East LRT Station.
- Extend Chicago Avenue north to South 2nd Street.
- Incorporate a streetscape along Chicago Avenue to tie together the central riverfront, the Mills District, Downtown East and Elliot Park.
- Encourage street-level improvements around the Metrodome and HCMC to create visual and functional links through the area around these megastructures.
- Reserve the eastern portion of one of the as-yet undeveloped blocks along Portland Avenue (in the Core Expansion Area) for a possible underground electric substation within the area designated as open space.
- Maintain and enhance 11th Avenue South as an important link between the central riverfront, the Mills District, Downtown East, and Elliot Park.
- Undertake a transportation feasibility analysis that explores elimination of the north lane of traffic on South 5th Street between Park Avenue and Fifth Avenue South in order to maintain a consistent and high quality pedestrian connection between the Metrodome and the Downtown Core along the 5th Street corridor.
- Work with intergovernmental partners to develop new freeway connections between I-35W and South 3rd and 4th Streets as

a compliment to the existing interchange at Washington Avenue South.

- Re-link South 3rd Street to 11th Avenue South to facilitate better traffic distribution throughout downtown.

- Pursue a long-term strategy of decking over the freeway entry / exit trenches linking Interstate 35W to South 3rd and 4th Streets (adjacent to the Hiawatha Light Rail Line) to create public open space to the north of the stadium and the development of more pedestrian-friendly streets around the stadium. Developable land would be made available by relocating the 4th Street freeway access northward and pairing it with the 3rd Street freeway exit.

- Establish a new Light Rail station to serve the Hiawatha Line and the Central Corridor Line in the vicinity of Eleventh Avenue South and South 4th Street.

Infrastructure Investments in the 5th Street Spine and the Downtown Core:

- Establish a pedestrian-friendly streetscape of widened sidewalks, tree planters, upgraded street lights with banner arms, street furniture and other urban design features along the length of the 5th Street LRT Corridor as the preeminent east-west pedestrian connector throughout the Downtown.

- Through public and private efforts, integrate the Nicollet Mall LRT Station with the City's Skyway System so it becomes a focal point for new mixed-use, development that anchors redevelopment in the North Nicollet Mall area of the existing Downtown Core.

Infrastructure Investments in the North Loop:

- Establish a pedestrian-friendly streetscape along the length of the 5th Street LRT Corridor from the Downtown Core west to the new ballpark and the multi-modal station.

- Undertake a feasibility analysis concerning air rights development and the potential for reconnecting infrastructure by decking over "The Cut."

- Work with intergovernmental partners to incorporate a full-service, multi-modal rail station as a catalyst for air rights development above and within The Cut. The station should be located and designed in such a way as to maximize the human interface between multiple modes of local, regional, and national transportation and new and existing development in Downtown Minneapolis.

- Locate a new light rail station along North 5th Street to be integrated with the new multi-modal rail station and the existing bus terminal in the 5th Street Ramp.

- Remove the on/off viaduct ramps that undermine redevelopment by stretching over the North Loop between Second Avenue North and Interstate-94.

- Re-establish the city street grid in the North Loop by reconnecting North 3rd Street, North 4th Street and Fourth Avenue North.

Though it is important for the public sector to take the lead in making the necessary infrastructure investments, obviously it is not possible to implement all of these enhancements at once. These projects will need to be prioritized to be in tune with the development market and policy decisions about where growth and change should be encouraged first (see Figure 7.1, page 129). Three phases of development are suggested:

Near-Term: Projects that ought to be implemented so that they are operational as soon as or as soon as possible after the Hiawatha LRT line opens (within 5 years).

Mid-Term: Projects that ought to be implemented in conjunction with development that is likely to occur in the decade after the Hiawatha LRT lines opens. These projects should be considered in conjunction with the construction and opening of the NorthStar Commuter Rail Line to St. Cloud and/or the Central Corridor LRT line to Downtown St. Paul (within 15 years).

Long-Term: Projects that ought to be implemented in conjunction with development likely to occur more than decade after the initiation of rail transit in Downtown Minneapolis. These projects should be considered in conjunction with the construction and opening of the Red Rock Commuter Rail Line to Hastings, the Dan Patch Commuter Rail Line to Northfield and/or the Southwest Corridor LRT line to the southwest suburbs (within 25 years).

PROPERTY DEVELOPMENT IN THE PROJECT AREA

Implementation Objectives: Minneapolis should encourage a diverse mixed-use area with buildings that contain commercial, residential, recreational and institutional uses throughout the Project Area. The principal objective is to attract new investment, promote construction of Complete Communities, and make more efficient use of downtown land and infrastructure.

Priorities for Property Development Priorities in Downtown East:

- Encourage medium-density mixed use development throughout Downtown East (as indicated in the Land Use Plan).
- Establish a new downtown park along the west side of Portland Avenue through the development of parcels in the Downtown Core expansion.
- Encourage the emergence of street level retail along Washington Avenue South (as called for in the Update to the Historic Mills Plan).
- Encourage the emergence of street level retail along Chicago Avenue from South 5th Street to South 2nd Street to create a vital link between the Downtown East LRT station, the new Guthrie Theatre, and the central riverfront.
- Encourage the emergence of neighborhood-oriented street level retail at the intersection of Chicago Avenue and South 9th Street.
- Encourage the emergence of neighborhood-oriented street level retail at the intersection of 11th Avenue South and South 8th Street.
- Encourage Hennepin County Medical Center (HCMC) to optimize development on the block south of the Downtown East LRT station as mixed-use , transit-oriented development (TOD) that helps to create a functional village center.
- Encourage the ongoing preservation and rehabilitation of existing "brownstone" buildings in the area along South 9th Street and South 10th Street. Encourage infill development in the gaps between existing buildings.
- Encourage reduced reliance on the private automobile and greater reliance on public transit through the establishment of a maximum parking requirement (as opposed to minimum parking requirements).

Priorities for Property Development in the 5th Street Spine and the Downtown Core:

- Encourage high-intensity commercial office development on selected, underdeveloped sites located within the existing

Timing	Precinct Number	Precinct Name	Infrastructure Project
Near-Term	5	Washington Village	Extend Chicago Avenue to South 2nd Street
Near-Term	8	5th Street Spine	Implement 5th Street Streetscape (Chicago Avenue to First Avenue North)
Mid-Term	2	HCMC	Implement Metrodome / HCMC Streetscape
Mid-Term	4	East Washington	Establish new LRT Station at Eleventh Avenue South and South 4th Street
Mid-Term	5	Washington Village	Implement Chicago Avenue Streetscape
Mid-Term	7	Downtown Core Expansion	Construct Electrical substation underneath open space at Portland Avenue Park
Mid-Term	7	Downtown Core Expansion	Eliminate traffic lane on 5th Street (between Park Avenue and Fifth Avenue South)
Mid-Term	8	5th Street Spine	Integrate Nicollet Mall LRT Station with Skyway System
Mid-Term	9	West Hennepin	Extend 5th Street Streetscape west from First Avenue North
Mid-Term	13	The Cut	Incorporate Baseball Park and public plaza into air rights development above The Cut
Mid-Term	13	The Cut	Incorporate multi-modal rail station into air rights development above The Cut
Mid-Term	13	The Cut	Construct New LRT Station along North 5th Street
Long-Term	3	Elliot Park East	Enhance 11th Avenue South with streetscape improvments
Long-Term	4	East Washington	Construct new freeway connections linking I-35W to South 3rd and South 4th Streets
Long-Term	4	East Washington	Relink South 3rd Street to 11th Avenue South
Long-Term	4	East Washington	Deck over freeway entry / exit trenches linking I-35W to South 3rd and South 4th Streets
Long-Term	11	Freeway West	Demolish viaduct to I-94 in the North Loop
Long-Term	11	Freeway West	Re-establish North Loop street grid by reconnecting North 3rd Street and North 4th Street
Long-Term	13	The Cut	Reconnect North 3rd Street and North 4th Street on decking over The Cut

Near-Term = Within 5 years
Mid-Term = Within 15 years
Long-Term = Within 25 years

Figure 7.1 Infrastructure Investments in the Project Area

core, and are within convenient walking distance to the Downtown East LRT Station and the Government LRT Station.

- Encourage high-intensity commercial office development within the proposed expansion area of the Downtown Core (as indicated in the Land Use Plan).

- Wherever possible, encourage street level retail along the 5th Street LRT corridor to create and reinforce a vital east-west link between the Downtown East and the North Loop.

- Encourage reduced reliance on the private automobile and greater reliance on public transit through the establishment of a maximum parking requirement (as opposed to minimum parking requirements).

Priorities for Property Development in the North Loop:

- Encourage medium-density mixed use development throughout the North Loop (as indicated in the Land Use Plan).

- West Hennepin shall be regarded as an area where the historic character is to be maintained and enhanced through new development by adaptive reuse and infill development at a scale similar to that of existing buildings. Maintain and enhance street level retail throughout the West Hennepin Development Precinct.

- Establish a new downtown park as part of the air rights development over "The Cut" to create a vital link between the ballpark, the multi-modal station and Washington Avenue North.
- Encourage the emergence of neighborhood-oriented street level retail along Washington Avenue North.

- Encourage the emergence of street level retail along Fifth Avenue North from north 5th Street to Washington Avenue North to create a vital link between the ballpark, the multi-modal station and Washington Avenue North.

- Establish medium- and high-intensity mixed-use development in the air rights parcel above the Burlington Northern Right-of-Way and Interstate 394.

- Locate the new Ballpark on an air rights development parcel over the rail yards serving the multi-modal station. Incorporate a large public plaza and open space built on decking over the freeway between the proposed baseball stadium and the existing Target Center. This plaza would provide a link between the stadium and the downtown core while providing an open-air gathering place for very large crowds

- Create new medium-density, mixed-use office development as a buffer around the Hennepin Energy Resource Center site.

- Encourage reduced reliance on the private automobile and greater reliance on public transit through the establishment of a maximum parking requirement (as opposed to minimum parking requirements).

Developable Sites

The Market Analysis (Chapter Three) projected significant development in downtown Minneapolis over the next twenty-plus years, suggesting that the downtown will increase by some 25 million square feet over that period. This figure represents a combination of office / commercial, retail, residential and hotel / lodging development.

A priority of Chapter Seven is to ensure that the Recommended Land Use Plan (Chapter Four) is capable of accommodating development densities that approach the 25 million square feet supported by market projections, as well as any additional development resulting from policy intervention. One such intervention concerns downtown housing.


915 Washington Avenue (DE-7)
921 Washington Avenue (DE-7)


1011 Washington Avenue (DE-8)


1023-25 Washington Avenue (DE-8)


1028 3rd Street S. (DE-8)


1129 Washington Avenue (DE-9)


1201-1203 Washington Avenue (DE-9 / DE-10)


1101 3rd Street S (DE-19)


730 Hennepin Avenue (NL-38)


800 Hennepin Avenue (NL-39)

Figure 7.2
Examples of Historic Buildings for Potential Designation

While the Market Analysis proposes a potential for up to 5,000 new residential units over the next two decades, the master plan suggests a need for more downtown housing in order to achieve the critical mass required to nurture Complete Communities. Therefore, this report recommends that the housing projection for the Project Area be doubled to 10,000 new residential units over the next twenty-plus years. At an average size of 1,000 gross square feet per dwelling unit, this equates to five million new square feet of residential development, bringing the estimated total for new growth in the Project Area to 30 million gross square feet (see Figure 7.2)

The projected development in the Project Area matrix (see Figure 7.3, page 132) and the Developable Sites Map (see Figure 7.4, page 133), illustrate the relative potential of various sites within the Project Area for redevelopment over the next twenty years. Each site is categorized in one of five different ways. For example, "Open Site Development" refers to an empty site requiring no demolition. "Cleared Site Development" refers to a site with existing buildings that are not identified as having historic or architectural merit; such buildings are likely candidates for demolition given the pressure that might be expected from the market place. These sites vary in size and configuration depending upon available land and the location of adjacent preservable / reusable buildings. The Developable Sites Map also illustrates "Designated Historic Buildings" and "Historic Buildings that may have potential for designation," the latter being buildings not officially designated as historic, but worth retaining for their potential historic, architectural or community value.

Preservation of Remaining Historic Fabric

Although there are a significant number of protected buildings within the Project Area, even a casual look around many portions of Downtown East and the North Loop indicates that too many of the City's historic downtown buildings have been demolished. Many such buildings likely possessed both pedestrian-friendly scale and special attention to architectural detail. Wherever possible, as many existing older buildings as possible should be retained through historic designation. Though many of these buildings are not necessarily the finest representations of a particular architectural style, their existence lends character to Downtown because they are remnants of the City's past fabric.

A number of pre-1945 downtown buildings within the Project Area are suggested for further consideration as sites for potential historic designation (see Figure 7.5, pages 134-135). It may be wise for the City to consider instituting an intermediate sort of designation that encourages a building's preservation and reuse based not on its individual appeal, but on its contribution to maintaining a downtown that is rich with "layers" of history.

It is important to note that not specifically listing a building for possible preservation does not mean that a building is recommended for demolition. Rather, it means that there is little reason at this time, based on preliminary review, to restrict an owner's right to demolish a building for the purposes of redevelopment.

Chapter text continues on page 134

NOTE:

1. *Projection includes new development within the existing Downtown Core and in the proposed Core Expansion Area.*
2. *One developer unit of lodging space = 600 gross square feet*
3. *One developer unit of residential space = 1,000 gross square feet*

	Office	Retail	Hotel/Lodging (2)	Residential (3)	Total Potential Development
Downtown Core (1)					
Office	10,000,000				10,000,000
Retail		150,000			150,000
Hotel / Lodging			960,000		960,000
Residential				900,000	900,000
Total Downtown Core					*12,010,000 SF*
The North Loop					
Office	4,000,000				4,000,000
Retail		400,000			400,000
Hotel / Lodging			600,000		600,000
Residential				1,500,000	1,500,000
Total North Loop					*6,500,000 SF*
Downtown East					
Office	3,000,000				3,000,000
Retail		450,000			450,000
Hotel / Lodging			900,000		900,000
Residential				2,600,000	2,600,000
Total Downtown East					*6,950,000 SF*
Total Projected Development	**17,000,000 SF**	**1,000,000 SF**	**2,460,000 SF**	**5,000,000 SF**	**25,460,000 SF**
* Additional residential development achievable through direct policy intervention.				5,000,000 SF	5,000,000 SF
Total Projected Area Development	**17,000,000 SF**	**1,000,000 SF**	**2,460,000 SF**	**10,000,000 SF**	**30,460,000 SF**

Figure 7.3 Projected Development in the Project Area

LEGEND

- HIAWATHA LRT (UNDER CONSTRUCTION)
- TRANSIT STATIONS
- PROPOSED RAIL TRANSIT LINES
- 1/4 MILE RADIUS TO LRT STATION
- OPEN SITE DEVELOPMENT (NO BUILDING DEMOLITION REQUIRED)
- CLEARED SITE DEVELOPMENT (SOME EXISTING BUILDINGS TO BE DEMOLISHED)
- DESIGNATED HISTORIC BUILDINGS
- HISTORIC BUILDINGS FOR POTENTIAL DESIGNATION (SUGGESTED BY CONSULTANT TEAM FOR FURTHER CONSIDERATION)
- AIR RIGHTS DEVELOPMENT
- AIR RIGHTS DEVELOPMENT (POTENTIAL RECREATIONAL FACILITIES ABOVE EXISTING PARKING RAMPS
- INFILL DEVELOPMENT SITES (NO BUILDING DEMOLITION REQUIRED)
- AREAS ARE NOT EXPECTED TO BE REDEVELOPED IN THE NEAR FUTURE
- STUDY AREA BOUNDARIES
- EXISTING DOWNTOWN CORE
- BOUNDARY FOR EXPANSION OF DOWNTOWN CORE

NOTE: This map does not depict a formal redevelopment plan. It is intended to help local officials, the business community, and the general public identify those portions of the project area that may or should see redevelopment in the coming twenty years and to show some of the basic challenges and opportunities inherent in various sites.

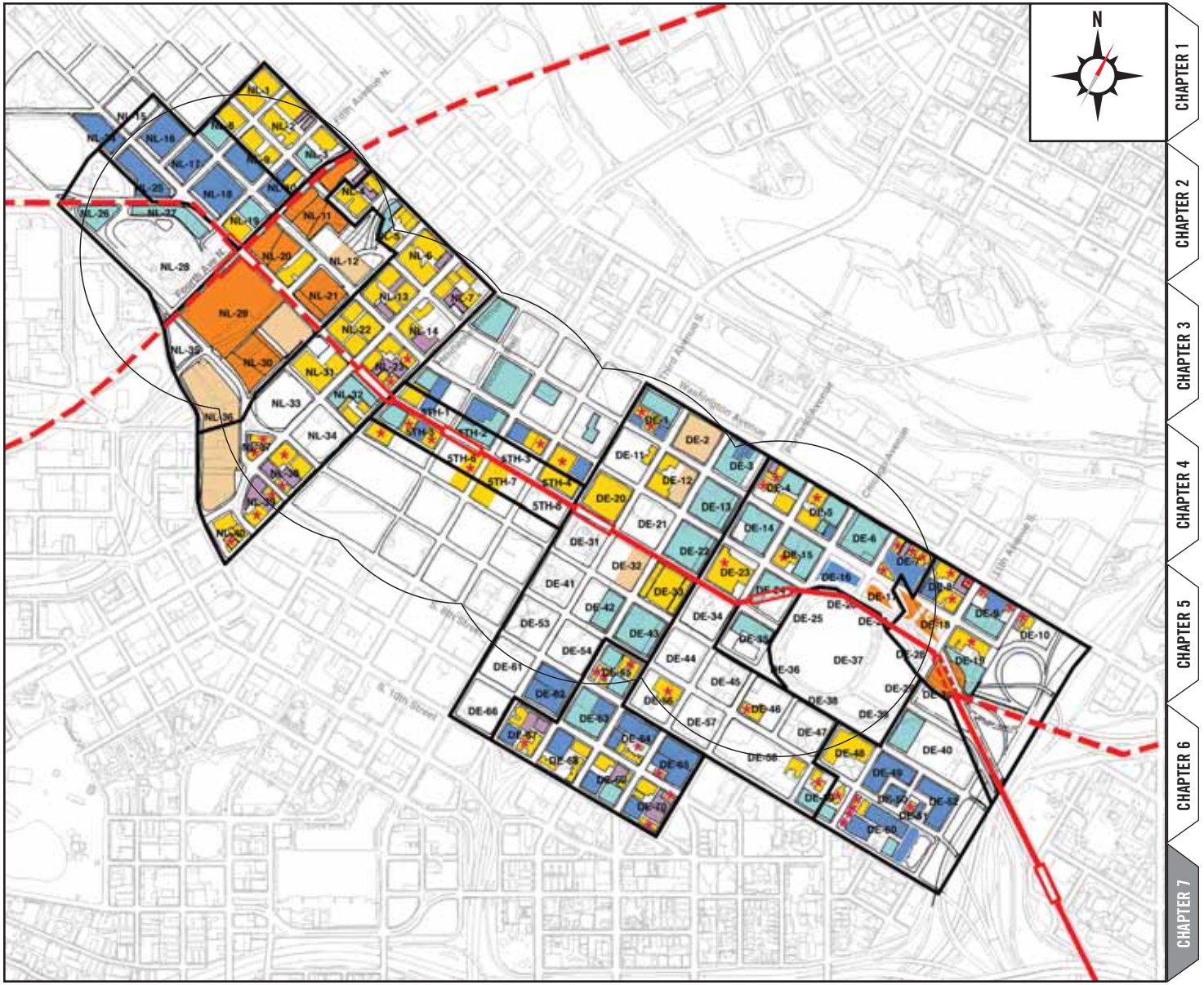


Figure 7.4 Map of Developable Sites

NOTE: See Figure 7.4 Developable Sites on page 133 for map showing Historic Buildings for Potential Designation.

District	Precinct	Block Number	Address	Building Name
Downtown East	Downtown Core Expansion	DE-1	251 Third Avenue S.	Lickety Split / Offices
		DE-1	312 S. 4th Street	Kinney and Lange
		DE-4	607 Washington Avenue	Sawatdee / Residences
		DE-4	614 S. Third Street	People Serving People
		DE-5	233 Park Avenue	The Old Spaghetti Factory / Office Building
	Washington Village	DE-7	915 Washington Avenue	Inscape
		DE-7	921 Washington Avenue	Periscope
		DE-7	900-910 S. 3rd Street	Apartment Building / Crumps Clubhouse and Snack bar
		DE-7	901 Washington Avenue	Commercial Building
		DE-8	1011 Washington Avenue	Open Book
		DE-8	1023-25 Washington Avenue	Vacant Building
		DE-8	1028 S. 3rd Street	Valspar Annex
	East Washington	DE-9	1101 Washington Avenue	Frank's Plumbing
		DE-9	1129 Washington Avenue	Vendi Associates Inc.
		DE-10	1201 Washington Avenue	Maxwell's American Café
		DE-10	1203 Washington Avenue	Woodland Stoves
		DE-18	312 11th Avenue S.	Valspar Research Center
		DE-19	1101 S. 3rd Street	Valspar
		DE-23	425 Portland Avenue	Star Tribune
		DE-46	810 S. 7th Street	First Covenant Church
		DE-51	627 12th Avenue S.	Compassion Center
	Washington Village	DE-55	727 5th Avenue S.	Apartment Building
	HCMC	DE-55	510 S. 8th Street	House of Charity
	Elliot Park East	DE-55	529 S. 7th Street	Sexton Building
	HCMC	DE-56	619 S. 7th Street	Minnesota Autobody Co.
	HCMC / Elliot Park East	DE-59	707 10th Avenue S.	Central Free Church
		DE-59	724 11th Avenue S.	Augustana Lutheran Church
	Elliot Park East	DE-60	1100 S. 8th Street	Apartment Building
		DE-60	719 11th Avenue S.	Residence

Figure 7.5 Historic Buildings for Potential Designation

Continued next page

District	Precinct	Block Number	Address	Building Name
Downtown East		DE-60	717 11th Avenue S.	Residence
	Elliot Park West	DE-60	1101 S. 7th Street	Apartment Building
		DE-64	816 Park Avenue	Vacant Residence
		DE-65	706 S. 9th Street	Apartment Building
		DE-67	416 S. 10th Street	Francis Drake Hotel
		DE-70	900 Centennial Place	Apartment Building
North Loop	West Hennepin	DE-70	718 S. 10th Street	Apartment Building
		NL-23	426 Hennepin Ave	The Brass Rail
		NL-23	10 N. 5th Street / 424 Hennepin Ave	Tobacco and Convenience / Auggies
		NL-23	408 Hennepin Avenue	Gay 90's Theatre, Café & Bar
		NL-37	15 Glenwood Avenue	Hotel Seville
		NL-37	700 First Avenue N.	O'Donovan's Pub
		NL-38	730 Hennepin Avenue	Metropolitan State University
		NL-38	701 First Avenue N.	First Avenue
		NL-39	800 Hennepin Avenue	Carmichael Lynch
		NL-39	814-16 Hennepin Avenue	Café di Napoli
		NL-39	824 Hennepin Avenue	Hey City Theater
		NL-39	826 Hennepin Avenue	Hotel Amsterdam
	5th Street Spine	NL-40	913 Hennepin Avenue	Mackenzie Bar
Downtown Core		5th-3	400 Second Avenue S.	Title Insurance Building
		5th-4	401 Second Avenue S.	Wells Fargo Midland Building
		5th-5	12 S. 6th Street	Plymouth Building
		5th-5	15 S. 5th Street	15 S. 5th Street
		5th-5	512 Nicollet Mall	Renaissance Square
		5th-6	510 Marquette	510 Marquette (office building)

Figure 7.5 Historic Buildings for Potential Designation

Policies for Potential Springboard Projects

- Each springboard project is submitted to help paint a tangible picture that can be used as a basis for discussion between the City, landowners, developers, lending agencies, and neighborhood and community groups. It is suggested that the City of Minneapolis encourage the development community to use and draw upon the Potential Springboard Projects as illustrative examples of what might be and where to begin shaping Complete Communities in Downtown East and the North Loop.

ILLUSTRATIVE SPRINGBOARD PROJECTS

The following pages present a series of springboard projects, which represent a cross-section of development precincts and illustrate the range of building development types contemplated for the Project Area, these include Class-A office, mixed-use office, mixed-use residential, infill retail, historic residential, and transit-related facilities, such as the multi-modal station. While the market place will ultimately determine when development on individual projects can take place, it is important to begin envisioning just how the principles and recommendations of the plan could be applied in selected locations.

The sites and locations for these projects were picked on a semi-random basis. It is in no way clear that these are the sites that will without a doubt see development first. Nonetheless, these sites were chosen in order to assemble a collection of "demonstration" projects, each of which might act as a catalyst for further growth and for filling out the development precinct in which it is located. It is hoped that these illustrations will serve as useful tools for encouraging the development community to move beyond the kind of projects that have come to typify traditional development patterns in Minneapolis and move closer towards the kind of projects expressed and envisioned throughout the master plan (see Figures 7.6, page 137).

LEGEND

DEVELOPMENT PHASING

- HIAWATHA LRT (UNDER CONSTRUCTION)
- TRANSIT STATIONS
- PROPOSED RAIL TRANSIT LINES
- 1/4 MILE RADIUS TO LRT STATION
- POTENTIAL SPRINGBOARD PROJECTS

SPRINGBOARD PROJECTS

- (A) ELLIOT PARK WEST: MIXED-USE DEVELOPMENT IN THE HEIGHT STEP-DOWN ZONE
- (B) ELLIOT PARK EAST: MEDIUM INTENSITY, RESIDENTIAL DEVELOPMENT
- (C) WASHINGTON EAST: ADAPTIVE RE-USE, INFILL, AND HALF BLOCK DEVELOPMENT
- (D) WASHINGTON VILLAGE: FULL BLOCK, MEDIUM INTENSITY DEVELOPMENT
- (E) DOWNTOWN CORE (EXPANSION AREA): HIGH INTENSITY, COMMERCIAL OFFICE DEVELOPMENT
- (F) WEST HENNEPIN: INFILL DEVELOPMENT PROJECT
- (G) WEST HENNEPIN: DOWNTOWN GATEWAY
- (H) WAREHOUSE WEST: HALF BLOCK DEVELOPMENT PROJECT
- (I) MUNICIPAL SERVICE: PROJECT TO BUFFER EXISTING INDUSTRIAL USE
- (J) THE CUT: MULTIMODAL TRANSIT STATION AND AIR RIGHTS DEVELOPMENT

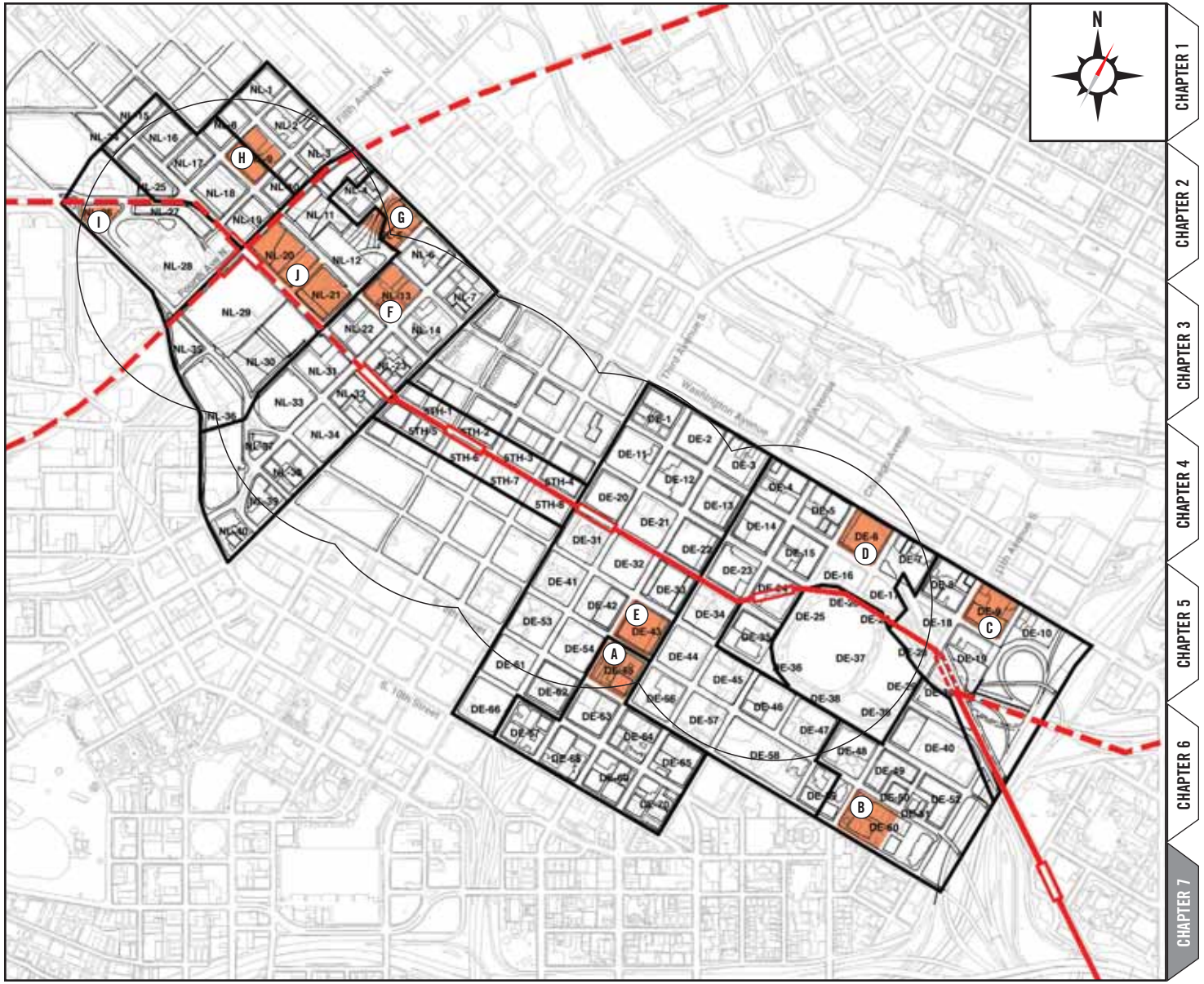


Figure 7.6 Map of Springboard Project Sites

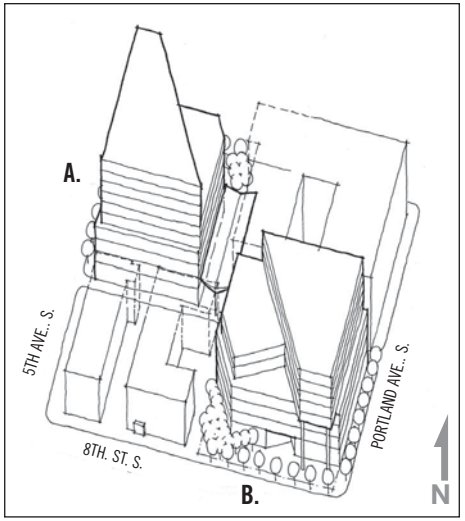


Figure 7.7
Springboard Project A:
Illustrative Drawing

Springboard Project A:
Elliot Park West: Mixed-Use Development in the "Height Step-Down" Zone

The Elliot Park West precinct is seen as a buffer between the Elliot Park neighborhood and the expanded Downtown Core. An appropriate catalyst project would be a mixed-use/commercial development that occupies two quarter-block development sites, one in the northwest quadrant of Block DE-55 and one in the southeast quadrant of the same block. These sites are currently used as surface parking lots. They share the block with the House of Charity (in the southwest quadrant of the block) and the Sexton Building (in the northeast quadrant of the block). Development on these sites should demonstrate medium-density, mixed-use development that is scaled in such a way as to provide a physical transition from the taller, high-intensity buildings in the Core to the shorter, low-intensity buildings in the 9th Street Historic District. Development on these sites should also demonstrate how new construction could coexist with existing historic buildings by preserving the existing view corridor from Park Avenue South to the City Hall Clock Tower (see Figures 5.29 and 5.30, page 90 and 91).

North Parcel DE-55A

Site Description: The site is located on South 7th Street, on the western portion of the block bounded by 5th Avenue South, Portland Avenue and the alley to the south.

Project Description: The project is developed as commercial office space and structured parking with a residential component. Floors 7-10 (residential) are held back from a 60 foot wide view corridor running through the site that is centered on Park Avenue and allows views of the City Hall clock tower. A plaza at the eastern corner of the site introduces a possible galleria space that forms part of an inter-block pedestrian connection, leading to 8th Street South.

South Parcel DE-55B

Site Description: Site located on 8th Street South, on the eastern portion of the block bounded by 5th Avenue South, Portland Avenue and the alley to the north.

Project Description: The project is developed as commercial office space and structured parking. The building base is 4 stories high and steps back and up to the sixth floor. Floors 7-10 (residential) are held back from a 60 foot wide view corridor running through the site that is centered on Park Avenue and allows views of the City Hall clock tower. A plaza along the south face of the building turns the western corner of the site and introduces a possible inter-block pedestrian connection, leading to 7th Street South. Such a connection here would require the cooperation of the building owner to the west.

Development Considerations:
- Developer(s) to provide high level of Streetscape Amenity on public plazas and adjacent sidewalks.
- Developer(s) to actively encourage galleria, enhancing pedestrian circulation through the block
- Developer(s) to actively encourage diagonal view corridor to preserve designated view corridor

Please note:
- Increased FARs are proposed specifically to jump start development on difficult sites (in locations where incentive bonuses may not yield the sort of densities sought in this master plan for the realization of Complete Communities).
- As noted in Chapter Six, it is recommended that the City, the development community, and neighborhood representatives embark on a cooperative process of developing Built Form

Controls that set the parameters for physical design of new projects in the Downtown East and North Loop portions of the Project Area.

Springboard Project A

Development Precinct	Elliot Park West
Block Location	DE-55A
Land Use Classification	Mixed-Use District / Office (MU-O)
Intensity / Height Classification	Medium Intensity (5-13 Floors)
Current Zoning District	B4S-1: Downtown Service District
Recommended Zoning District	B4M-2: Downtown Mixed-Use District

	DE-55A	**DE-55B**
Gross Site Area	24800	24000
Current FAR	4	4
Maximum Allowable SF(1)	99200	96000
Density Increase	2	2
Maximum Allowable SF(2)	49600	48000
Recommended FAR	6	6
Total Maximum Allowable SF	148800	144000
Springboard Illustrative Drawing Shows:		
Building Footprint	17467	19175
Public Open Space	7333	4825
Gross Site Area	**24800**	**24000**
Floor Plate (Floors 1-4)	69868	76700
Floor Plate (Floors 5-13)	32124	31286
Floor Plate (Floors 14-plus)	43124	30375
Total Building Area	**145116**	**138361**
Required Parking Stalls	107	102
Springboard FAR	5.85	5.77

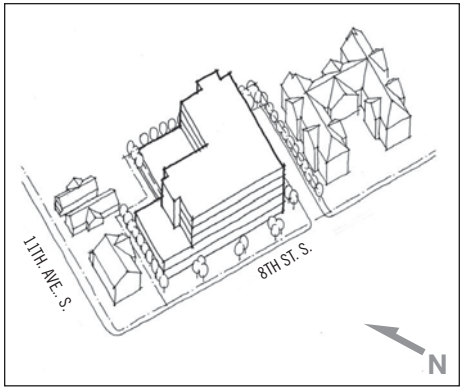


Figure 7.8
Springboard Project B:
Illustrative Drawing

Springboard Project B:
Elliot Park East: Medium Intensity, Residential Development

Consistent with the Elliot Park Neighborhood Plan, the Elliot Park East precinct is slated primarily for residential development. The western edge of Block DE-60 facing Eleventh Avenue South, contains what would appear to be the only remaining street of original single family houses within the Project Area. This row of housing row should be considered for preservation designation. Some structures may need rehabilitation. All of these structures should remain residential in their use.

Block DE-60

Site Description: This springboard project is located in the block bounded by South 7th Street, Eleventh Avenue South, South 8th Street, and the Interstate 35W right-of-way. The development site is in the middle of the South 8th Street side of the block and it is situated between a relatively new 3.5 story residential development to the east and a row of older single family residences to the west, ranging in height from one to two stories.

Project Description: The potential project consists of a five story 'L' – shaped apartment building with structured parking. The building is held back from South 8th Street partly to maintain the setback already established by the neighboring buildings, but also to allow the development of a landscaped buffer to shield the building somewhat from traffic on 8th Street.

Development Considerations:

- Maximum Parking should be limited to fifty stalls (one stall per dwelling unit)

- Developer(s) required to provide high level of landscaping to buffer building from South 8th Street and to buffer existing buildings from this one.

- Developer(s) required to step down this building at west end of site in response to existing adjacent two story house. Similar measures to be employed at east end of site or, increase setback from property line to about 30 feet;

Please note:

- Revised FARs are proposed specifically to jump start development on difficult sites (in locations where incentives may not yield the sort of densities sought in this master plan for the realization of Complete Communities).

- As noted in Chapter Six, it is recommended that the City, the development community, and neighborhood representatives embark on a cooperative process of developing Built Form Controls that set the parameters for physical design of new projects in the Downtown East and North Loop portions of the Project Area.

Springboard Project B

Development Precinct	Elliot Park West
Block Location	DE-60
Land Use Classification	Residential
Intensity / Height Classification	Medium Intensity (5-13)
Current Zoning District	OR-3: Institutional Office Residential
Recommended Zoning District	B4M-2: Downtown Mixed-Use District
Gross Site Area	34355
Current FAR	3.5
Maximum Allowable SF(1)	120242.5
Density Increase Maximum Allowable SF(2)	
Recommended FAR	2
Total Maximum Allowable SF	68710
Springboard Illustrative Drawing Shows:	
Building Footprint	19000
Public Open Space	15355
Gross Site Area	**34355**
Floor Plate (Floors 1-4)	62190
Floor Plate (Floors 5-13)	12095
Floor Plate (Floors 14-plus)	0
Total Building Area	**74285**
Required Parking Stalls	50
Springboard FAR	2.16

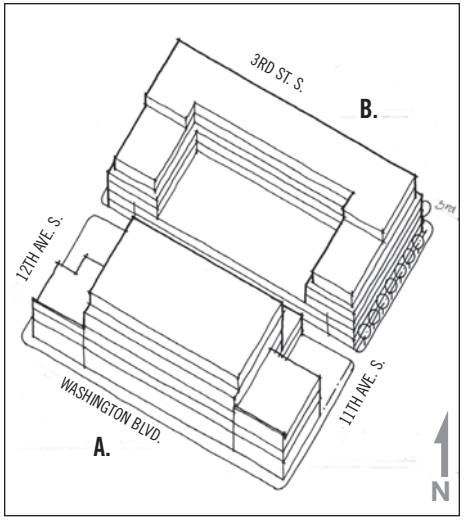


Figure 7.9
Springboard Project C:
Illustrative Drawing

Springboard Project C:
Washington East: Adaptive Re-Use, Infill, and Half-Block Development

The Washington East precinct is intended to accommodate mixed-use/commercial and live/work opportunities. In an effort to enliven the pedestrian/consumer experience along Washington Avenue, this proposed springboard project on Block DE-90 would be of similar character to the Open Book facility: an adaptive re-use of an existing historic structure (albeit one that is not currently designated as an historic site.).

It is assumed that the north and south sites on block DE-9 will be developed in concert with one another.

Parcel DE-9A

Site Description: This springboard project is located on the block that is bounded by Washington Avenue South, 11th Avenue South, South 3rd Street, and 12th Avenue South. The north parcel faces mid-block on Washington Avenue South. An existing alley forms the southern boundary of this parcel. The site is situated between two existing buildings, one of which is two stories and the other is three stories in height. Both of the adjacent buildings are recommended for further consideration for potential historic designation.

Project Description: It is assumed that the north and south sites on block DE-9 will be developed in concert with one another. The potential four-story building on the north portion of the block contains office/commercial space with retail space at grade focused on Washington Avenue South. The upper levels could consist of office/studio space. Because of the deep floor plate (155 feet) an atrium configuration might be desirable. It is assumed that structured parking will be provided for this building through development on the south site. The larger floor plate on the southern parcel of this block will better accommodate this function.

Parcel DE-9B

Site Description: This springboard project is located on the block that is bounded by Washington Avenue South, 11th Avenue South, South 3rd Street, and 12th Avenue South. The north parcel faces mid-block on South 3rd Street. An existing alley forms the northern boundary of this parcel.

Project Description: It is assumed that the north and south sites on block DE-9 will be developed in concert with one another. The building on the south site is set back from the property lines to allow the creation of a sidewalk of at least 12 feet in width. Structured parking for the entire development is located within the interior of the south site (below the rooftop open space) and it is accessed from the alley.

Development Considerations:
- Developer(s) to actively encourage retail tenants along Washington Avenue South;
- The City should encourage adjacent buildings to replace their surface parking with pocket parks in trade for subsidizing off-street structured parking for them within the shared use structure on DE-9

Please note:
- Increased FARs are proposed specifically to jump start development on difficult sites (in locations where incentive bonuses may not yield the sort of densities sought in this master plan for the realization of Complete Communities).
- As noted in Chapter Six, it is recommended that the City, the development community, and neighborhood representatives embark on a cooperative process of developing Built Form Controls that set the parameters for physical design of new projects in the Downtown East and North Loop portions of the Project Area.

Springboard Project C

Development Precinct	Washington East
Block Location	DE-9
Land Use Classification	Mixed-Use District / Office (MU-O)
Intensity / Height Classification	Medium Intensity (5-13 Floors)
Current Zoning District	I-1: Light Industrial District
Recommended Zoning District	B4M-2: Downtown Mixed-Use District

	DE-9A	DE-9B
Gross Site Area	31000	52800
Current FAR	2.7	2.7
Maximum Allowable SF(1)	83700	142560
Density Increase	1.3	1.3
Maximum Allowable SF(2)	40300	68640
Recommended FAR	4	4
Total Maximum Allowable SF	124000	211200
Springboard Illustrative Drawing Shows:		
Building Footprint	31000	51150
Public Open Space	0	1650
Gross Site Area	**31000**	**52800**
Floor Plate (Floors 1-4)	111600	168600
Floor Plate (Floors 5-13)	19400	71800
Floor Plate (Floors 14-plus)	0	0
Total Building Area	**131000**	**240400**
Required Parking Stalls	97	178
Springboard FAR	4.23	4.55

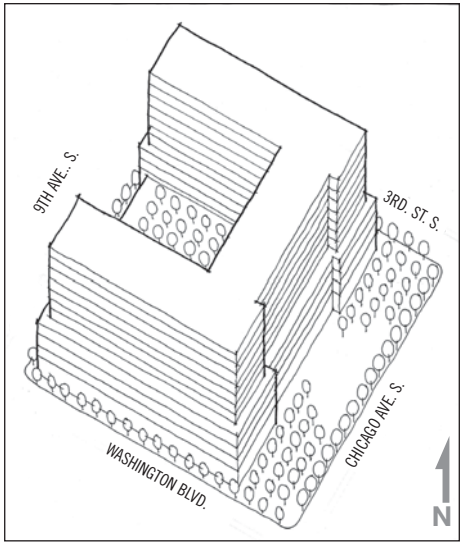


Figure 7.10
Springboard Project D:
Illustrative Drawing

Springboard Project D:
Washington Village: Full Block, Medium Intensity Development

Like the Warehouse West precinct in North Loop, Washington Village holds the best promise for near term realization of a Complete Community. As such, the site that fronts both Washington Avenue and Chicago Avenue was selected as a potential springboard project The proposed development, on Block DE-6, would be a mixed-use residential project, with a strong neighborhood retail center at-grade.

Block DE-6

Site Description: This springboard project is located on the block that is bounded by Washington Avenue South, Chicago Avenue, South 3rd Street South and Ninth Avenue South. An existing, small, modern, four-story office building would need to be demolished.

Project Description: The four-story base contains retail space at grade, and commercial space on second through fourth floors, facing Washington and Chicago Avenues. "Stacked" town houses would face South 3rd Street. The center of the site is occupied by a 4.5 story parking structure, the roof of which would be developed as a landscaped amenity space for building residents. Residential units rise above the four-story building base on three sides filling out an overall building height of 11 stories.

Development Considerations:

- Allowable FAR of 6 is calculated over the entire site, including dedicated park space

- Developer(s) required to provide high level of streetscape amenity and to consider a dedicated park space on the widened right-of-way of Chicago Avenue. A widened right-of-way in this block is also recommended for this location as part of the Update to the Historic Mills District Master Plan which was adopted by the City in 2001.

- Retail development should be encouraged at the street level along Washington Avenue South and Chicago Avenue.

Please note:

- Increased FARs are proposed specifically to jump start development on difficult sites (in locations where incentive bonuses may not yield the sort of densities sought in this master plan for the realization of Complete Communities).

- As noted in Chapter Six, it is recommended that the City, the development community, and neighborhood representatives embark on a cooperative process of developing Built Form Controls that set the parameters for physical design of new projects in the Downtown East and North Loop portions of the Project Area.

Springboard Project D

Development Precinct	Washington Village
Block Location	DE-6
Land Use Classification	Mixed-Use District / Residential (MU-R)
Intensity / Height Classification	Medium Intensity (5-13 Floors)
Current Zoning District	I-1: Light Industrial District
Recommended Zoning District	B4M-2: Downtown Mixed-Use District
Gross Site Area	105625
Current FAR	2.7
Maximum Allowable SF(1)	285187.5
Density Increase	3.3
Maximum Allowable SF(2)	348562.5
Recommended FAR	6
Total Maximum Allowable SF	633750
Springboard Illustrative Drawing Shows:	
Building Footprint	76500
Public Open Space	29125
Gross Site Area	**105625**
Floor Plate (Floors 1-4)	158000
Floor Plate (Floors 5-13)	295890
Floor Plate (Floors 14-plus)	0
Total Building Area	**453890**
Required Parking Stalls	453
Springboard FAR	4.30

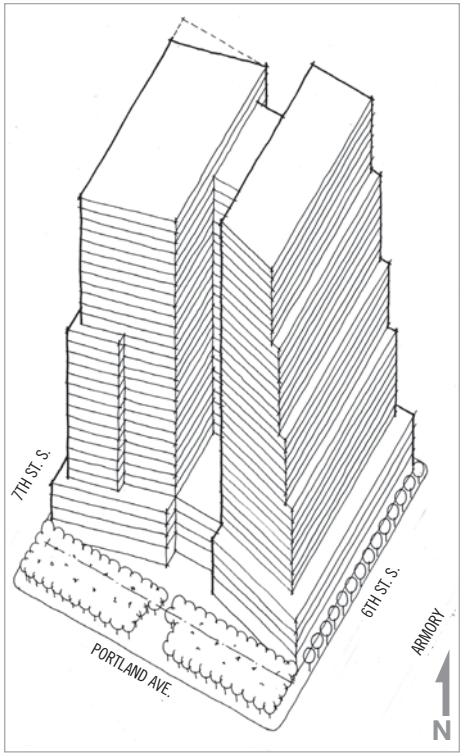


Figure 7.11
Springboard Project E:
Illustrative Drawing

Springboard Project E:
Downtown Core (Expansion Area): High Intensity, Commercial Office Development

The Master Plan recommends that the Downtown Core be expanded nine full city blocks on the northeast corner of the existing core. The proposed extended boundary of the core would terminate in a significant north/south greenway along Portland Avenue. Block DE-43 was selected as a candidate site for a potential springboard project to demonstrate the potential for a Class-A full block office complex in the expansion area of the core. Importantly, this springboard project provides insight concerning the incorporation of open space into the construction of a high-intensity project as a means to incrementally building the Portland Avenue Greenway. The developer would be required to maintain the portion of this site dedicated to the greenway.

Block DE-43

Site Description: This full-block building site is located immediately south of the Armory in the proposed expansion area of the Downtown Core. The block is bounded by South 6th Street on the north, Portland Avenue on the east, South 7th Street on the south, and Fifth Avenue South on the west. This parcel is located one block south of the Hiawatha LRT line and is within easy walking distance of the Downtown East LRT Station and the Government LRT Station. The envelope and massing for building construction on this site should allow for preservation of an existing view corridor that stretches from Lake Street to the City Hall clock tower and cuts across a small portion of the southwest corner of the site.

Project Description: Development on this site should include a high-intensity office project sited on the proposed Portland Avenue Greenway. The building's four-story base helps to create a transition in scale from office core on the west to the medium intensity neighborhoods on the east of this site. Two linked, connected towers rise above the base. The southerly tower reaches 30 stories. Its southwestern corner is angled to avoid interrupting the view corridor (see dotted line on illustrative drawing). The northerly tower reaches 33 stories and is stepped back from South 6th Street to lessen the impact on the Armory. The two large towers are connected by a link that reaches 28 stories. Structured parking is accommodated underground. The building takes advantage of the park along Portland Avenue by incorporating it into the main entry treatment.

Development Considerations: A maximum FAR of 16 is recommended to maximize potential of site. The FAR is calculated based on Gross Site Area (including the public park) to increase built area as compensation for dedication of park space. Developer(s) should be required to provide high level of streetscape amenity on the public plaza and along sidewalks at South 6th and 7th Streets.

Please note:

- As noted in Chapter Six, it is recommended that the City use incentives bonuses in lieu of Built Form Controls to achieve better design for new projects in the Existing Core, the Expanded Downtown Core, and the air rights parcels over "The Cut."

Springboard Project E

Development Precinct	Downtown Core Expansion Area
Block Location	DE-43
Land Use Classification	Office
Intensity / Height Classification	High Intensity (14 Floors and Taller)
Current Zoning District	B4C-2: Downtown Commercial District
Recommended Zoning District	B4: Downtown Business District
Gross Site Area	105600
Current FAR	8
Maximum Allowable SF(1)	844800
Density Increase	8
Maximum Allowable SF(2)	844800
Recommended FAR	16
Total Maximum Allowable SF	1689600
Springboard Illustrative Drawing Shows:	
Building Footprint	76280
Public Open Space	29320
Gross Site Area	**105600**
Floor Plate (Floors 1-4)	305120
Floor Plate (Floors 5-13)	427617
Floor Plate (Floors 14-plus)	760208
Total Building Area	**1492945**
Required Parking Stalls	1378

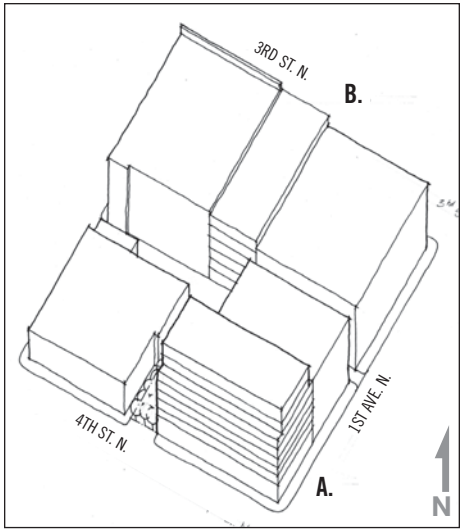


Figure 7.12
Springboard Project F:
Illustrative Drawing

Springboard Project F:
West Hennepin: Infill Development Project

If the City is to promote further rehabilitate its Warehouse District, much of which is within the West Hennepin Precinct, it needs to encourage the development of high-quality, mixed-use commercial and housing facilities constructed on infill development sites. Many suitable candidate sites exist; most are cleared and serving as surface parking lots. Two candidate sites have been identified on Block NL-13 and are considered to be developed in concert with one another.

Parcel NL-13A

Site Description: This springboard site is located at the intersection of North 4th Street and First Avenue North on the block that is bounded by North 3rd Street, First Avenue North, North 4th Street, and Second Avenue North.

Project Description: Two infill development projects are proposed in conjunction with one another to fill out the existing underdeveloped spaces on this block. The main level of this development should be developed with the flexibility to accommodate retail space, should it become a viable option. Floors 2 through 6 could be office/commercial space and the 7th and 8th floors would be residential loft units, set back from the northeast and southwest facades to allow for balconies. A small, landscaped pocket park is provided mid block on North 4th Street at the western edge of the southeast parcel. This acts both as a public amenity and as a buffer from the neighboring building, which has an existing restaurant with windows that will now look onto the new park.

Development Considerations:
- Maximum allowable building height - 8 floors.
- Due to small size of lot and neighborhood context, no set back is required at 4th floor. However, cornice and window lines of neighboring buildings must be carried in to the design of new building.
- As recommended in Chapter Six, parking requirements for these infill development sites is "zeroed-out" due to the close proximity of the Fourth and Fifth Street Garages

Parcel NL-13B

Site Description: This springboard site is located on North 3rd Street on the block that is bounded by North 3rd Street, First Avenue North, North 4th Street, and Second Avenue North.

Project Description: The main level of this development should be developed with the flexibility to accommodate retail space, should it become a viable option. Floors 2 through 6 could be office / commercial space.

Development Considerations: A maximum FAR of 6 is recommended.
- Due to small size of lot and neighborhood context, no set back is required at 4th floor, however, cornice and window lines of neighboring buildings must be carried into the design of the new building
- As recommended in Chapter Six, parking requirements for these infill development sites is 'zeroed-out' due to the close proximity of the Fourth and Fifth Street Garages

Please note:
- Increased FARs are proposed specifically to jump start development on difficult sites (in locations where incentive bonuses may not yield the sort of densities sought in this master plan for the realization of Complete Communities).
- As noted in Chapter Six, it is recommended that the City, the development community, and neighborhood representatives embark on a cooperative process of developing Built Form

Controls that set the parameters for physical design of new projects in the Downtown East and North Loop portions of the Project Area.

Springboard Project F

Development Precinct	West Hennepin
Block Location	NL-13
Land Use Classification	Mixed Use District / Office (MU-O)
Intensity / Height Classification	Medium Intensity (5-13 Floors)
Current Zoning District	B4C-2: Downtown Commercial District
Recommended Zoning District	B4M-2: Downtown Mixed Use District

	NL-13A	NL-13B
Gross Site Area	15760	8100
Current FAR	8	8
Maximum Allowable SF(1)	126080	64800
Density Increase	0	0
Maximum Allowable SF(2)	0	0
Recommended FAR	6	6
Total Maximum Allowable SF	94560	48600
Springboard Illustrative Drawing Shows:		
Building Footprint	12800	8100
Public Open Space	2960	0
Gross Site Area	**15760**	**8100**
Floor Plate (Floors 1-4)	54326	32400
Floor Plate (Floors 5-13)	51200	16200
Floor Plate (Floors 14-plus)	0	0
Total Building Area	**105526**	**48600**
Required Parking Stalls	106	49
Springboard FAR	6.70	6.00

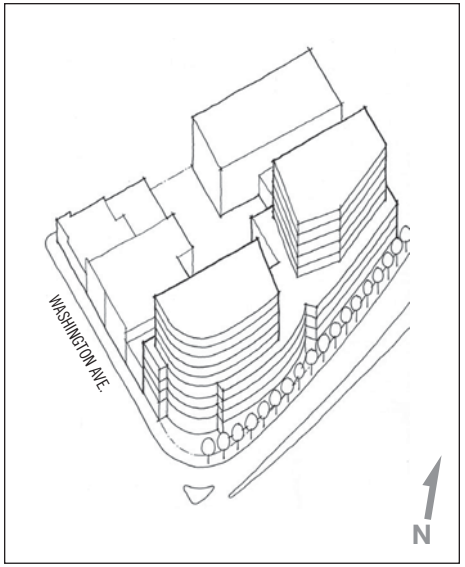


Figure 7.13
Springboard Project G:
Illustrative Drawing

Springboard Project G:
West Hennepin: Downtown Gateway Development Project

One of the development challenges for the City is to promote development that fills in the gaps of the Warehouse District particularly along Washington Avenue North. As noted above, the key development opportunities in the West Hennepin Precinct are for high-quality, infill projects that mix commercial and residential uses on relatively small building lots. One such site - Block NL-5 - is noteworthy because it fronts both Washington Avenue North and a freeway off-ramp from Interstate 394. This site also shares the block with existing historic buildings. Furthermore, this block is an ideal candidate for demonstrating how a building can also be thought of as an important gateway marking an important entrance to Downtown.

Block NL-5

Site Description: This springboard site is located at the "head" of and immediately adjacent to Interstate 394. The block is bounded by Washington Avenue North, Second Avenue North, the existing viaduct that serves as an on-ramp to Interstate 94, and the northern most freeway ramp to/from Interstate 394. The western-most portion of block is currently under-developed and faces the curving Interstate 394. The remainder of the site is occupied by buildings that are designated as preservation sites. This building site is divided into two major components. The south portion of the site is wider and fronts both freeway ramps, thus, it is more suitable for office use. The north portion of the site faces Washington Avenue and I-394. From an urban design perspective, the location where the I-394 off-ramp rises to meet Washington Avenue is presently quite harsh.

Project Description: The proposed building aims to clean up this tricky site by incorporating recommended uses within two building towers that are unified by a single base structure. The four-story base includes two components. The south portion of the base could consist of 4-story parking structure and/or office/commercial space. At-grade retail does not appear to be a viable option on the southern portion of this site. On the northern half of the block, ground-level spaces along Washington Avenue side of the project are to be designed in such a way that they can be easily changed over the years (from office to retail space) according to the demands of the marketplace. The remaining floors of the base structure should be given over to commercial office space.

Above the base, the site could be used to develop two towers. The south tower would accommodate residential development. It rises an additional five floors above the project's 4-story base for a total of 9 floors. The north tower would also rise an additional five floors above the project's 4-story base and accommodate office/commercial uses. Both towers are set back from the base.

Development Considerations:

- A maximum FAR of 8 is recommended
- Developer to provide usable public open space. In this case, a plaza with a potential zone for a sidewalk café could be developed at a curved building entry;
- Developer required to provide gateway through expression in building architecture or by contributing funds to the City for construction of a freestanding gateway.

Please note:

- Increased FARs are proposed specifically to jump start development on difficult sites (in locations where incentive bonuses may not yield the sort of densities sought in this master plan for the realization of Complete Communities).
- As noted in Chapter Six, it is recommended that the City, the development community, and neighborhood representatives embark on a cooperative process of developing Built Form Controls that set the parameters for physical design of new projects in the Downtown East and North Loop portions of the Project Area.

Springboard Project G

Development Precinct	West Hennepin
Block Location	NL-5
Land Use Classification	Mixed Use District / Office (MU-O)
Intensity / Height Classification	Medium Intensity (5-13 Floors)
Current Zoning District	B4C-2: Downtown Commercial District
Recommended Zoning District	B4M-2: Downtown Mixed Use District
Gross Site Area	31000
Current FAR	8
Maximum Allowable SF(1)	248000
Density Increase	0
Maximum Allowable SF(2)	0
Recommended FAR	8
Total Maximum Allowable SF	248000
Springboard Illustrative Drawing Shows:	
Building Footprint	28600
Public Open Space	2400
Gross Site Area	**31000**
Floor Plate (Floors 1-4)	114400
Floor Plate (Floors 5-13)	80000
Floor Plate (Floors 14-plus)	0
Total Building Area	**194400**
Required Parking Stalls	147
	6.27

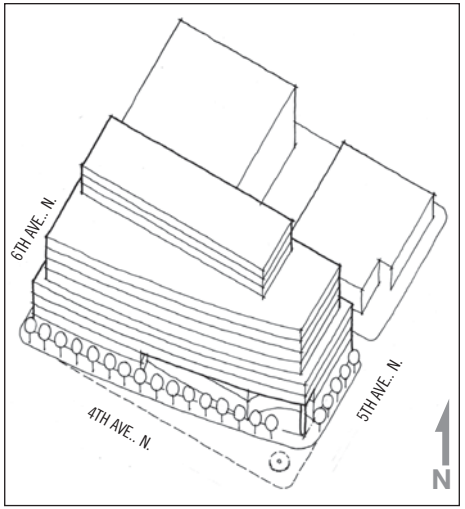


Figure 7.14
Springboard Project H:
Illustrative Drawing

Springboard Project H:
Warehouse West: Half-Block Development Project

The Warehouse West precinct holds promise for further development of a mixed-use neighborhood focused on a retail cluster along Fifth Avenue North. A mid-rise, mixed-use residential complex would be particularly beneficial for furthering the development/rehabilitation of this precinct. Block NL-9 was selected as a site that demonstrates the transition between the Warehouse West precinct and the Freeway West precinct. Admittedly a full integration of these two precincts is only possible in the long term given the challenge of demolishing the freeway on/off ramps and re-routing that traffic to existing surface streets (See Figure 5.2).

Block NL-9

Site Description: This springboard site is located immediately north of the existing viaduct that serves freeway traffic to and from Interstate 94. The block is bounded by North 3rd Street, Fifth Avenue North, North 4th Street, and Sixth Avenue North. The North 4th Street side of the block follows the curve of the freeway viaduct. Until such time as the freeway viaduct is removed, full block development on this site is not be possible. It may be necessary to demolish a small existing warehouse-type building.

Project Description: The four-story base of the potential building contains office/commercial space with retail frontage along Fifth Avenue North. Floors 5 through 8 are set back from the building base and would contain commercial space. Floors 9 through 11 are set back further and would contain residential units, many of which would feature dramatic views of the Downtown skyline. Some open space is provided along the southwest side of the development. Removal of the freeway viaduct would allow the capture of a triangular site to the south that should be developed as public open space. Structured parking would be accommodated below ground or on the inside portions the block on the lower levels of the building so that it is screened by active uses.

Development Considerations:
- A maximum FAR of 8 is recommended.
- Developer(s) to encourage retail uses along Fifth Avenue North
- Developer required to provide high level of streetscape amenity on all adjacent sidewalks.
- Upon demolition of freeway viaduct, developer(s) to provide usable open space on reclaimed portion of block. This open space should include a unique feature such as a fountain or kiosk.

Please note:
- Increased FARs are proposed specifically to jump start development on difficult sites (in locations where incentive bonuses may not yield the sort of densities sought in this master plan for the realization of Complete Communities).
- As noted in Chapter Six, it is recommended that the City, the development community, and neighborhood representatives embark on a cooperative process of developing Built Form Controls that set the parameters for physical design of new projects in the Downtown East and North Loop portions of the Project Area.

Springboard Project H

Development Precinct	Warehouse West
Block Location	NL-9
Land Use Classification	Mixed-Use District / Office (MU-O)
Intensity / Height Classification	Medium Intensity (5-13 Floors)
Current Zoning District	I-2: Medium Industrial District
Recommended Zoning District	B4M-2: Downtown Mixed Use District
Gross Site Area	46994
Current FAR	2.7
Maximum Allowable SF(1)	126883.8
Density Increase	5.3
Maximum Allowable SF(2)	249068.2
Recommended FAR	8
Total Maximum Allowable SF	375952
Springboard Illustrative Drawing Shows:	
Building Footprint	44138
Public Open Space	2856
Gross Site Area	**46994**
Floor Plate (Floors 1-4)	170224
Floor Plate (Floors 5-13)	170224
Floor Plate (Floors 14-plus)	0
Total Building Area	**340448**
Required Parking Stalls	278
	7.24

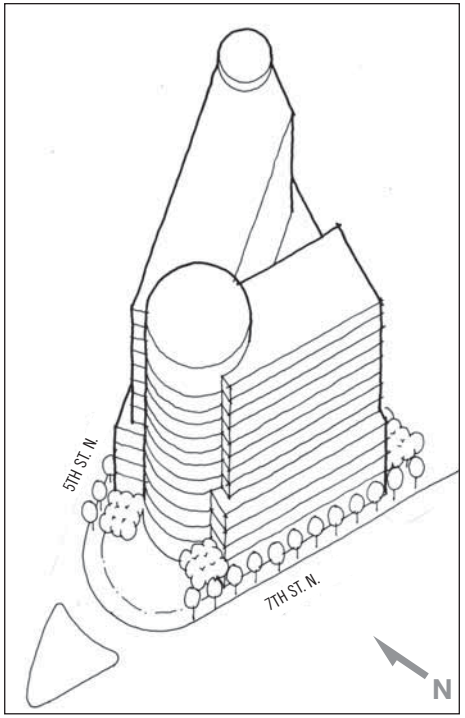


Figure 7.15
Springboard Project I:
Illustrative Drawing

Springboard Project I:
Municipal Service: Project to Buffer Existing Industrial Use

The Municipal Service includes a series of edge properties that could be redeveloped as buffers around existing industrial uses. A suitable springboard project would be a mid-rise office development on Block NL-26 at North 7th Street and Sixth Avenue North, adjacent to the Hennepin County Energy Resource Center and the MetroTransit Bus Facility. Previously identified as a potential site in the Meyer-Mohaddes Downtown Minneapolis Multi-Modal Station Area Plan, it is ideal to illustrate the re-use of remnant properties within the City's downtown.

Block NL-26

Site Description: This springboard development site located at the intersection of North 5th Street and North 7th Street. In conjunction with development on Block NL-27. Development on this site will provide additional employment opportunities in the North Loop while creating a buffer between the existing Hennepin County Environmental Resource Center and potential mixed use development proposed along North 5th Street west of the Multi-Modal Station.

Project Description: The four-story base of this building would contain office/commercial space. Floors 5 through 14 also contain commercial/office space, set back from the base. On the northwest corner a curved tower form marks the highly visible corner of this site and creates a marker that serves as a gateway to the North Loop. This volume also fronts a large public plaza located at the intersection. A small pocket park is provided at the south end of the site as well. Structured parking is accommodated on the lower levels along the back of the site facing the existing Hennepin County Environmental Resource Center.

Development Considerations:
- A maximum FAR of 8 is recommended
- Developer to provide public plaza and pocket park
- Developer required to provide high level of streetscape amenity on public plaza and along sidewalks adjacent to the property.

Please note:
- Increased FARs are proposed specifically to jump start development on difficult sites (in locations where incentive bonuses may not yield the sort of densities sought in this master plan for the realization of Complete Communities).
- As noted in Chapter Six, it is recommended that the City, the development community, and neighborhood representatives embark on a cooperative process of developing Built Form Controls that set the parameters for physical design of new projects in the Downtown East and North Loop portions of the Project Area.

Springboard Project I

Development Precinct	Municipal Service
Block Location	NL-26
Land Use Classification	Mixed Use District / Office (MU-O)
Intensity / Height Classification	Medium Intensity (5-13 Floors)
Current Zoning District	I-3: General Industrial District
Recommended Zoning District	B4M-2: Downtown Mixed Use District
Gross Site Area	50991
Current FAR	3.5
Maximum Allowable SF(1)	178468.5
Density Increase	4.5
Maximum Allowable SF(2)	229459.5
Recommended FAR	8
Total Maximum Allowable SF	407928
Springboard Illustrative Drawing Shows:	
Building Footprint	38593
Public Open Space	12398
Gross Site Area	**50991**
Floor Plate (Floors 1-4)	154372
Floor Plate (Floors 5-13)	251312
Floor Plate (Floors 14-plus)	0
Total Building Area	**405684**
Required Parking Stalls	300
Springboard FAR	7.96

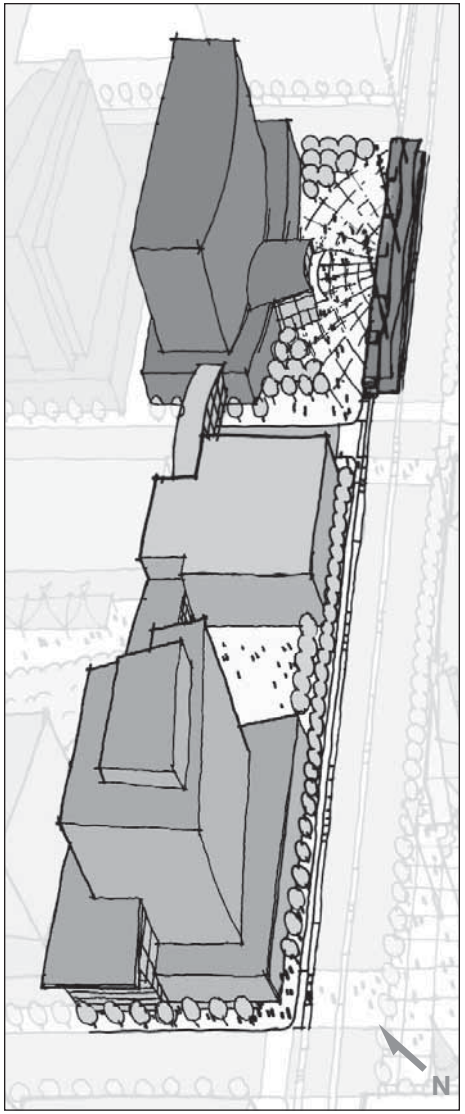


Figure 7.16
Springboard Project J:
Illustrative Drawing

Springboard Project J
The Cut: Multi-Modal Transit Station and Air Rights Development

A major public sector initiative would be the construction of a multi-modal train station and air rights development in one portion of The Cut (Blocks NL-20 and NL-21). This site was selected to demonstrate how the Multi-Modal station would better serve the goals of downtown development, particularly if its focus shifted eastward from its current site at 5th and Fourth, to a new location which is better integrated into the surrounding fabric of the city.

It is important that these two sites be developed in concert to ensure the implementation of the "Central Station" concept of bridging of the existing freeway trench to create a strong connection between the multi-modal station and the Downtown Core.

West Parcel: Block NL-20

Site Description: This air rights development site is located above the existing Burlington Northern Right of Way and the intended tracks related to the Multi-Modal Rail Station and what is now a sunken surface parking lot. It includes the air rights in the southern portion of the block bounded by North 5th Street, Third Avenue North, the existing off-ramp from Interstate 94, and the western boundary of the Burlington Northern Right of Way. North 5th Street would be rebuilt at a level similar to adjacent city streets and this portion of the site would be decked over to accommodate development. Eventually, North 4th Street would be rebuilt and the northern portion of the site similarly developed. (see Chapters Four and Five).

Project Description: Development on this site includes a new mixed use project that integrates an air rights parcel above the trench and the rehabilitation of existing historically designated structures that line the west side of Third Avenue North. The project would consist of a 4 story base with mixed use development above. A large public open space is provided at the eastern end of the site. This would ultimately merge with similar open spaces that would extend northward to North 4th Street and Washington Avenue.

For the purposes of the analysis of this air rights parcel, this development scheme recognizes but does not detail the design for station tracks and platforms, which are located within the trench and extend beneath North 5th Street onto sites NL-11 and NL-29. An elevated concourse would pass through the upper levels of the base of the new development and through the small existing building on Third Avenue North. This historic building would be purchased and redeveloped to include ancillary station spaces such as offices. The elevated concourse would run from this existing building across Third Avenue North to Block NL-21.

Development Considerations:

- Because of the importance of establishing this significant gateway to the City and the expense of decking the freeway and rebuilding North 5th Street, it will be very important for the City to have intergovernmental partners and at least one private sector partner.
- A maximum FAR of 11 should be allowed
- Parking requirements should be reduced to one half the typical requirement of 1 car per 1000 sq. ft. partly in consideration of close proximity of North 4th Street and North 5th Street parking garages.

East Parcel (Block NL-21):

Site Description: This air rights development site located directly above Interstate 394 on the block bounded by Second Avenue North, North 5th Street, Third Avenue North, and the existing off-ramp from Interstate 94. North 5th Street would be rebuilt at street level and the site would be decked over to accommodate the

development on the southern portion of this block. Eventually, North 4th Street would also be rebuilt as a surface street and similar development could proceed on the northern portion (see Chapters 4 and 5).

Project Description: A large office building is sited on the northerly portion of the site with a large public plaza fronting on North 5th Street adjacent to the LRT tracks and station. The building consists of a four-story base with a tower above. The base would incorporate retail development along the plaza.

The public lobby of the new multi-modal station would be incorporated into the building base. This lobby would help to connect the multi-modal station on Block NL-20 to the existing built up area of the Downtown. It would include direct access to an elevated concourse that would feed passengers from the lobby into the area of the station where train platforms are located.

Development Considerations: Because of the importance of establishing this significant gateway to the City and the expense of decking the freeway and rebuilding North 5th Street, it will be very important for the City to have intergovernmental partners and at least one private sector partner.

- A maximum FAR of 11 should be allowed

- Parking requirements should be reduced to one half the typical requirement of 1 car per 1000 sq. ft. partly in consideration of close proximity of North 4th Street and North 5th Street parking garages.

Please note:

- As noted in Chapter Six, it is recommended that the City use incentives bonuses in lieu of Built Form Controls to achieve better design for new projects in the Existing Core, the Expanded Downtown Core, and the air rights parcels over "The Cut."

Springboard Project J

Development Precinct	The Cut
Block Location	NL-20
Land Use Classification	Mixed Use District / Office (MU-O)
Intensity / Height Classification	Medium Intensity (5-13 Floors)
Current Zoning District	I-2: Medium Industrial District
Recommended Zoning District	B4M-3: Downtown Mixed Use District
Gross Site Area	51150
Current FAR	2.7
Maximum Allowable SF(1)	138105
Density Increase	8.3
Maximum Allowable SF(2)	424545
Recommended FAR	11
Total Maximum Allowable SF	562650

Springboard Illustrative Drawing Shows:

Building Footprint	37200
Public Open Space	13950
Gross Site Area	**51150**
Floor Plate (Floors 1-4)	148800
Floor Plate (Floors 5-13)	140400
Floor Plate (Floors 14-plus)	171600
Total Building Area	**460800**
Required Parking Stalls	197
Springboard FAR	9.01

Springboard Project J

Development Precinct	The Cut
Block Location	NL-21
Land Use Classification	Mixed Use District / OFFICE (MU-O)
Intensity / Height Classification	High Intensity (14 Floors and Taller)
Current Zoning District	B4C-2: Downtown Commercial District
Recommended Zoning District	B4M-2
Gross Site Area	57600
Current FAR	8
Maximum Allowable SF(1)	460800
Density Increase	3
Maximum Allowable SF(2)	172800
Recommended FAR	11
Total Maximum Allowable SF	633600

Springboard Illustrative Drawing Shows:

Building Footprint	34240
Public Open Space	23600
Gross Site Area	**57840**
Floor Plate (Floors 1-4)	136960
Floor Plate (Floors 5-13)	216000
Floor Plate (Floors 14-plus)	264000
Total Building Area	**616960**
Required Parking Stalls	264
Springboard FAR	10.71

The *Minneapolis Downtown East/North Loop Master Plan* resulted from the efforts of a multi-disciplinary consultant team of urban development specialists.

IBI Group is a multi-national firm of planners, architects and engineers specializing in urban solutions that integrate transportation and land use strategies to promote Transit-Oriented Development (TOD). The firm, working from it's Irvine, CA office was lead consultant for this Master Plan Study and assumed responsibility for land use and implementation strategies.

Contact Information:
Telephone: 949.833.5588
Website: www.ibigroup.com

Hoisington Koegler Group Inc., of Minneapolis, MN, is a firm of land use planners, urban designers and landscape architects. Their team role included responsibility for urban design, as well as providing local knowledge and client liaison.

Contact Information:
Telephone: 612.338.0800
Website: www.hkgi.com

Bonz/Rea, of Boston, MA, specializes in economic feasibility for urban real estate development. Their team role regarded production of the market analysis for the Project Area.

Contact Information:
Telephone: 617.478.2090

Benshoof and Associates, of Hopkins, MN, is a firm of transportation planners and engineers. Their team role regarded analysis of traffic impacts and solutions for the Project Area.

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