



# 38th Street Station Area Plan

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## Introduction

### Purpose Statement

The City's comprehensive plan, the Minneapolis Plan, identifies the area served by the 38th Street Light Rail Transit (LRT) station on the Hiawatha Line as a *Transit Station Area*. Various City policies call for changes in transit station areas, including appropriate higher residential and commercial densities near the station, mixed-use development and an environment that is friendly to pedestrians and bicyclists. The Minneapolis Plan also directs the creation of station area master plans to guide the evolution of the area.

This document is the City's vision for the future of the area. It is an articulation of, and will be amended to, the City's comprehensive plan. It identifies opportunities for enhancing the character, identity, and economic vitality of the 38th Street LRT station area. This includes identifying locations, priorities and guidelines for new development, as well as improving the character of the area and strengthening a "sense of place." As such, it serves as the

primary guide for Planning Commission review, zoning changes, capital investment, and housing and commercial development activities in this part of the city.

The success of the neighborhood and the success of the regional transit system are intimately related. Increasing ridership, stable housing values, and successful neighborhood businesses are closely tied. But the goal of this plan is not simply to support any new development that may add riders to the Hiawatha line. Rather, it recognizes that light rail can enhance accessibility, connection and community through development that strengthens a sense of place. Particular challenges and opportunities in developing a sense of place include bridging the communities on either side of Hiawatha Avenue and guiding the evolution of the adjacent industrial and freight rail corridor.



## Vision Statements

The plan reflects a number of vision statements that emerged during the planning process. The steering committee helped articulate them, and they reflect the values and goals of the neighborhoods and City.

1. The 38th Street LRT station will become a focal point and gateway to the neighborhoods.
2. The station area will become a distinctive place with active street life, landscaping, street furniture and public art.
3. Walking and bicycling to the station will be easy, safe and interesting.
4. The plan will meet public objectives for housing and job growth that are well served by transit.
5. Buildings with architectural character will be maintained and rehabilitated for new uses.
6. New buildings will blend well with existing buildings, and they will include a mix of uses.
7. New development will respect the integrity of existing residential areas and add to the vitality of the neighborhoods.



# Background and Existing Conditions

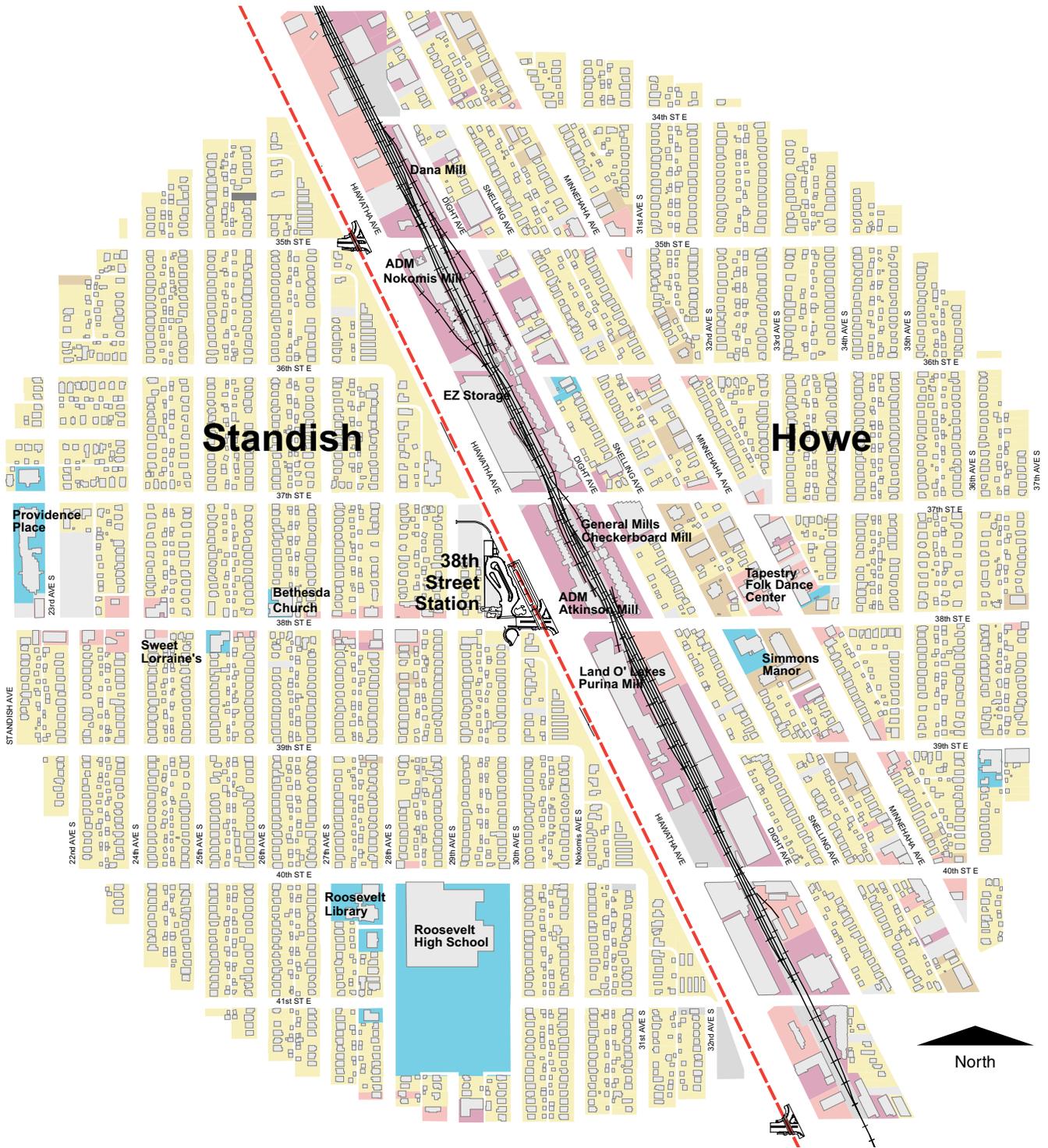
Map 1: Neighborhoods



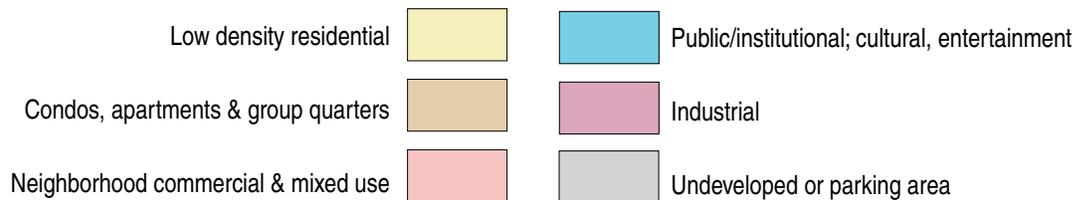
## Neighborhoods

Minneapolis residents engage the City about planning and revitalization primarily through their neighborhood associations. Map 1 identifies the neighborhood boundaries relevant to this plan. Neighborhoods are directly involved in reviewing plans and development projects. There are two neighborhood associations that have been primarily involved in developing the 38<sup>th</sup> Street station area plan: Standish-Ericsson Neighborhood Association (SENA), representing areas west of Hiawatha Avenue, and Longfellow Community Council (LCC), representing areas east of Hiawatha Avenue.

The Standish neighborhood is home to the 38th Street LRT station. SENA serves the residents and businesses of this area, which reflects the streetcar era in the bungalow architecture and intermittent commercial nodes along 38th Street. Preserving this character in the midst of change is important to this community.



**Map 1: Existing conditions**



The Longfellow Community Council represents four individual neighborhoods: Cooper, Hiawatha, Howe and Longfellow. The vast majority of the study area east of Hiawatha falls within the Howe neighborhood. The aging industrial and rail corridor is a predominant feature. This community generally supports a transformation of these aging industrial uses, but with special attention to urban design and integrating the corridor with the existing neighborhood.

### *Standish Neighborhood*

Standish neighborhood is a typical bungalow neighborhood, with 77 percent of its housing units built before 1939. Most neighborhood retail and commercial services in the plan area are on 38<sup>th</sup> Street, which was once served by the Twin City Lines streetcar service. Existing commercial and mixed-use buildings range from one to three stories, reflecting the development pattern of that era. There are few multi-family residential structures, though there is a scattering of duplexes throughout the neighborhood.

Key landmarks and institutions in the plan area include:

- 38<sup>th</sup> Street Light Rail Station
- Roosevelt High School
- Roosevelt Public Library
- Sweet Lorraine’s restaurant
- Bethesda Church
- Providence Place (care facility)

Planning issues in the neighborhood relate primarily to scale and design for new development. A strong housing market and the proximity to LRT have brought development interest on infill sites along 38<sup>th</sup> Street, including the 16-unit Hiawatha Square mixed-use project at 28<sup>th</sup> Avenue. Though the development is only three stories, some neighborhood residents perceive that it is “shoe horned” into the site. A proposal for a new mixed-use development on a large parking lot also raised concerns about scale and intensity.



Sweet Lorraine's at SE corner of 38th St. & 24th Ave.



The "Bear Hawk" building at SW corner of 38th St. & 23rd Ave.



The Dana Mill at 35th St. & Dight Ave.

Though predominantly a neighborhood of residents with European ethnic backgrounds, demographic trends in the Standish neighborhood reflect a diversifying city. The most significant change is that of the Latino population, which from 1990 to 2000 increased from 1.7 percent to 7 percent, a figure similar to the city as a whole. The African-American population increased from 3.4 percent to 8.8 percent. Median household income in Standish in 2000 was \$45,031 versus \$37,974 citywide.

### *Howe Neighborhood*

The dominant features of the Howe neighborhood in the plan area are the presence of industrial grain milling and storage facilities between Hiawatha and Dight Avenues. In some cases, these are no longer active (e.g., Land O' Lakes Purina Mill and Cenex/Harvest States Elevator M). Within this district, small-scale workshops and automobile-oriented businesses have emerged (e.g., mini-storage, auto repair, welding, fast food).

Most existing multi-family housing and most neighborhood retail and commercial services are located on tree-lined Minnehaha Avenue. Minnehaha was also served by Twin City Lines streetcar service. The avenue runs at a 60-degree angle, which creates unique parcels and, in some cases, triangles of land bordered by three public streets. The land uses and building footprints on Map 2 illustrate how many parts of Minnehaha Avenue were redeveloped into 1960s- and '70s-era apartments without a coherent vision.

The rest of the neighborhood is mostly low-density residential, developed at the same time as the areas west of Hiawatha. The physical condition of residential properties west of Minnehaha is markedly poorer than those to the east of Minnehaha, particularly where there is poor delineation between residential and industrial uses. This is often reflected and exacerbated by zoning that permits industrial uses in residential areas.



Simmons Manor at SW corner of 38th St. & Minnehaha

Some key landmarks and institutions in the plan area include:

- Dana Mill / Mural
- ADM Atkinson and Nokomis Mills
- Tapestry Folkdance Center
- Simmons Manor
- General Mills Checkerboard Mill
- Land O Lakes Purina Mill

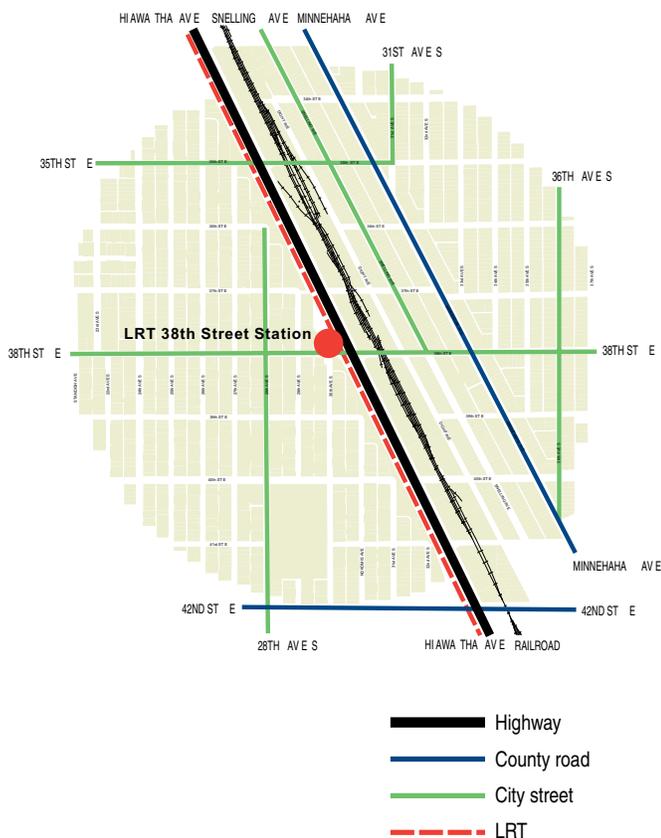
A number of factors are causing a need for comprehensive planning in this area: 1) the changing orientation of the grain milling and storage industry toward industry consolidation and export markets, 2) disorganized land use (e.g. industrial storage next to a single-family house), which has a blighting influence, 3) limited opportunities for industrial expansion, 4) market demand for non-industrial development, and 5) policy support for transit-oriented development near stations.

Demographic trends in the Howe neighborhood also reflect a diversifying city. The Latino population increased from 1.6 percent in 1990 to 7 percent in 2000, while the African-American population increased from 4.9 percent to 9 percent. Median household income in Howe in the year 2000 was \$45,270 versus \$37,974 for the city as a whole.



## Land Use and Urban Design

**Map 3: Corridors**



Land uses have evolved over many decades to accommodate changing economic and social factors. These include the advent of the streetcar, the region’s historic role in grain milling, demographics, changing patterns in regional shopping and employment, immigration, and declining household sizes. The arrival of light rail transit in the latest influence on land use & development patterns.

### Neighborhood Corridors

Corridors are the neighborhoods’ main streets. The City’s comprehensive plan, the Minneapolis Plan, includes policies related to preserving and revitalizing these important streets. Key strategies in the economic revitalization of these corridors include supporting increased residential density, concentrating commercial services, and creating signature identities through amenities such as streetscape and pedestrian lighting. This plan incorporates these principles.



Typical one to two-story commercial building on Minnehaha Ave. & 35th St.



Recently renovated commercial buildings on Minnehaha Ave. at 40th St.



Poor pedestrian condition on 38th St. west of Minnehaha Ave.



This prominent site on Minnehaha Ave. at 35th St. is occupied by an auto repair facility.

Minnehaha Avenue and 38<sup>th</sup> Street are designated as *Community Corridors* in the Minneapolis Plan. Unlike *Commercial Corridors* such as Hennepin Avenue and Lake Street, community corridors have intermittent concentrations of small-scale commercial uses. Along 38<sup>th</sup> Street, such concentrations exist at 23<sup>rd</sup> Avenue, 28<sup>th</sup> Avenue and Minnehaha Avenue. Along Minnehaha Avenue, concentrations exist at 35<sup>th</sup> Street, 38<sup>th</sup> Street and 40<sup>th</sup> Street. Physical and economic conditions vary from location to location, and a sense of place exists more in some locations than it does in others.

The arrival of LRT raises concerns about the quality of the pedestrian realm on 38<sup>th</sup> Street. Although routes to the station vary, most journeys include 38<sup>th</sup> Street. The pedestrian quality varies considerably, and it worsens as one approaches the station. Interrelated issues include 1) parcel depth and orientation, 2) sidewalk width, 3) building setback and orientation, 4) land use and 5) ease of crossing Hiawatha.

Another concern relates to automobile-repair uses on small lots next to houses at the southeast corner of Minnehaha and 36<sup>th</sup> Street and on the triangular parcel of land at Minnehaha and 35<sup>th</sup> Street. These automobile uses lack appropriate space and site plans, especially for their prominent locations in residential areas. These sites are unattractive, and the impact of their operations spills outside the bounds of their properties.

## Orientation of Streets and Parcels

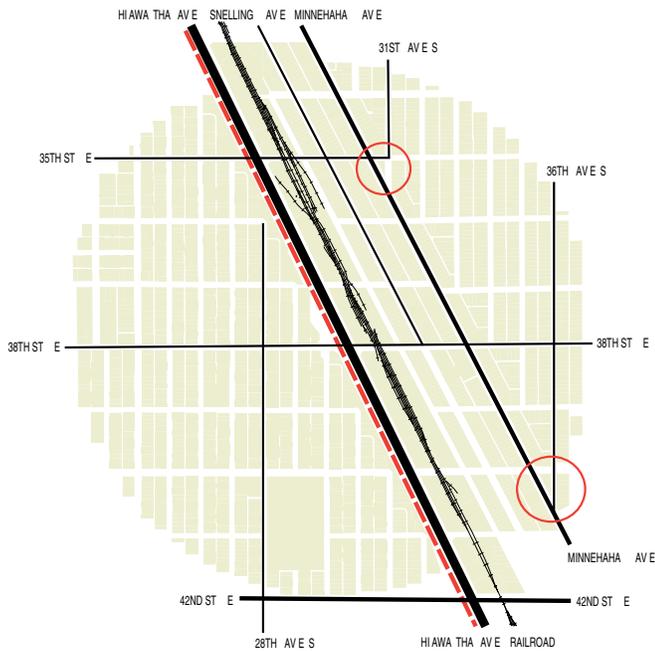
The orientation of streets, the freight rail line, and the platting of land in relation to this infrastructure, creates distinct districts and gateways throughout the area. Several streets interrupt the typical north-south/east-west grid of city streets. They include Hiawatha, Dight, Snelling, and Minnehaha avenues, which run parallel to each other at a 60-degree angle. In this area, lots are platted at right angles to these streets, which create triangular or trapezoidal ends of blocks. On the east side of Minnehaha, north-south streets sometimes intersect Minnehaha, which creates triangles of land bordered by three public streets.

Except at key nodes, variations in parcel depth and orientation prevent a coherent rhythm and pattern of uses that front 38<sup>th</sup> Street. Original platting is often oriented toward the north-south streets. This affects immediate development potential, since adjacent property must be acquired to create needed parcel depth.



Commercial use on shallow parcel along 38th Street

Map 4: Triangular parcels



Looking NNW with Adam's Triangle at 41st St. in foreground.



Example of variations in parcel depth and orientation.



## Milling / Industrial District

The dominant land use features in the area are the grain mills and storage elevators just east of Hiawatha, north and south of 38<sup>th</sup> Street. These include ADM, General Mills, Land O' Lakes Purina Mill, and Cenex/Harvest States. The nature of this industry resulted in long, narrow parcels next to freight rail tracks, with structures much taller than the surrounding residential areas.

The use of the corridor for processing and storage of commodities, however, has been declining, with the Cenex/Harvest States and Land O' Lakes Purina Mill no longer in operation. Other uses in the corridor include multi-tenant manufacturing and assembly, metal working, vehicle repair and wholesaling.

Dight Avenue is a unique city street that forms the eastern edge of the milling district. It serves as the primary truck access point, particularly for uses on the eastern side of the freight rail tracks, many of which are served by truck rather than rail. The street also serves as an alley for single-family

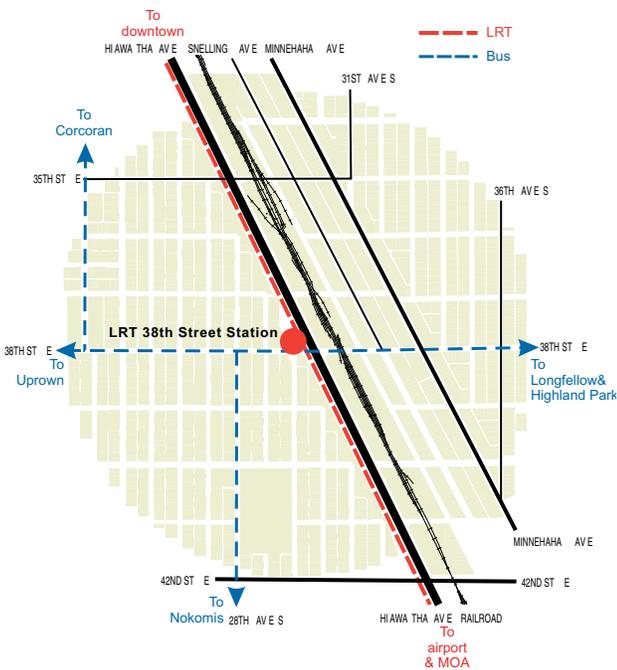
**Map 5: Existing industrial district**





Multi-tenant industrial building on Dight Ave. south of 38th Street.

Map 6: Transit service



Station platform.

homes that front Snelling Avenue on the east. Though perhaps Dight is a logical boundary between the industrial and residential district, industrial uses have sprung up over time among residential uses between Dight and Snelling. This conflict is reinforced by industrial zoning between 33<sup>rd</sup> and 36<sup>th</sup> streets. This makes housing a *non-conforming use*, which means that new housing could not be built in these locations.

## Transit Service

The 38th Street Light Rail Transit (LRT) Station is a major focal point for south Minneapolis transit customers. Planning for multi-modal transit service was a key element of Metro Transit's Sector 5 service study, which included the areas of south Minneapolis, Bloomington, Richfield, Edina and portions of Saint Paul west of downtown and south of I-94. The study evaluated the performance of existing bus service, analyzed current and future transit markets, and resulted in a plan that integrated bus service with LRT, improved productivity through more efficient use of resources, and provided faster, more frequent service to major destinations along popular corridors.

The 38th Street station has good public transit access from all directions. Bus routes 14, 19 and 23 serve the station. Destinations via bus from the station include points west and east along 38<sup>th</sup> Street (including direct access to Uptown as well as into the heart of Longfellow), 28<sup>th</sup> Avenue, and Ford Parkway in Saint Paul. The high frequency of service throughout the day means that timed transfers between bus and rail service will not be necessary, except later at night when 30-minute frequency occurs. The 38th Street Station has five bus bays and a bus operator restroom. Buses will park at these bays for passenger drop-off, passenger pick-up, and timed transfers.

While these enhancements have greatly improved the appeal of transit as an alternative to driving for many residents going to work, shop and play, they also have increased the opportunities for small businesses to prosper near the 38th Street/Hiawatha Avenue neighborhoods.

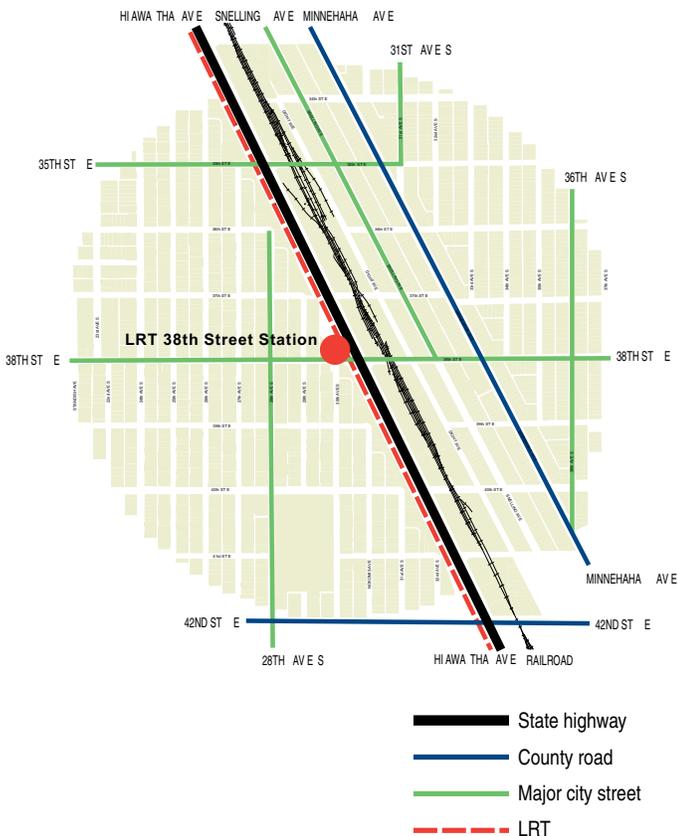
## Roadways and Access

The station area is served by roads that have different functions in the regional and local road system. They include a state principal arterial (Hiawatha Avenue), a county minor arterial (Minnehaha Avenue), a city minor arterial (e.g., 28th Avenue) and city collector streets (e.g., 35th and 38th streets), whose main function is to serve neighborhood-level trips or connect to other roads. Map 7 illustrates these functional classifications for the station area.

Hiawatha Avenue is State Trunk Highway 55 and is designated as a principal arterial. The Minnesota Department of Transportation (Mn/DOT) owns and operates this road, which runs immediately adjacent to the LRT line. The LRT train pre-empts the traffic signals, which has increased travel time for vehicles. After a period of operating experience, Mn/DOT implemented changes in signal timing which have improved traffic flow and wait times.

In 2004, Hiawatha carried approximately 29,000 vehicles per day (measured at a point just north of 38<sup>th</sup> Street). The roadway operates with four through lanes and dedicated/signalized left turn lane or center median. Signalized intersections occur at 35<sup>th</sup>, 38<sup>th</sup> and 42<sup>nd</sup> streets. On-street parking is not currently permitted, though continuous space exists on either side for right turns and vehicle breakdowns. The speed of traffic (signed at 40 mph) and the safety of crossing on foot and by bike has been a concern related to station access.

Map 7: Flow and functional class



Aerial view of 38th Street LRT Station on the Hiawatha Line.)



Looking west across Hiawatha on 38th St.

Minnehaha Avenue is the only county road in the immediate station area (County State Aid Highway, or CSAH, 48). It is signalized and runs parallel to Hiawatha. As a result, it provides an alternative to Hiawatha for local trips. It carries approximately 9,000 vehicles per day with a single lane of traffic, a dedicated bicycle lane and on-street parking. On-street parking is generally unrestricted, except at transit stops.

Thirty-Eighth Street runs east/west through the station area and connects neighborhoods on either side of Hiawatha Avenue (as do 35<sup>th</sup> and 42<sup>nd</sup> streets). Traffic volumes along 38<sup>th</sup> Street are highest at a point just west of Hiawatha, where approximately 8,700 vehicles per day use this road. Thirty-Eight Street is generally characterized by a single lane of traffic in each direction with on-street parking except at intersections and transit stops.

**Map 8: Bikeways**



**Bicycle Facilities**

Existing bicycle facilities include on-street lanes on Minnehaha Avenue as well as a wide sidewalk adjacent to the LRT line. (See Map 8) The City of Minneapolis Bicycle Master Plan identifies future bike lanes along 38<sup>th</sup> Street to connect the station with Minnehaha Avenue. Future bike lanes in the area will also include the “Riverlake Greenway”. These bike lanes will run along 40<sup>th</sup> Street (west of Nokomis Ave.) and 42<sup>nd</sup> Street (east of Nokomis Ave.), indirectly connecting the neighborhoods with the station as well as with the system of regional bike trails. Map 8 also shows a list of streets where the city is considering special accommodations for bicycles or where conditions are more favorable for bicycles.



## Plan Policies

The 38<sup>th</sup> Street Station Area Plan is guided by the following development and urban design policy areas.

1. Redevelopment, Land Use Changes and Zoning
2. Preservation of Residential Neighborhood Core
3. Neighborhood-Scale and Mixed-Use Nodes
4. Renovation and Adaptive Reuse
5. Station Block Development as Focal Point
6. Building Heights and Neighborhood Context
7. Large-scale Redevelopment in Milling District
8. Urban Design and Irregular Street Angles
9. Quality and Character of Pedestrian and Bicycle Routes
10. Landscaping and Open Space
11. Parking and Traffic

# 1. Redevelopment, Land Use Changes and Zoning

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- 1.1** Designations in the plan do not mean that uses will or must change, but that the City will use its resources and authority to support these designations.
- The City has a number of tools to influence and guide change, including land-use regulation (zoning and subdivision ordinances), redevelopment authority, subsidies (e.g., tax increment financing, grants and loans), public capital improvements and regulatory enforcement (e.g., building code and site plan enforcement). The City will use these tools to support changes consistent with the plan. Many factors influence how much changes will occur. These include the rights and preferences of individual property and business owners, limited public resources and the strength of the real estate market.
- 1.2.** Some land-use changes will depend on larger-scale redevelopment schemes that are consistent with the vision established in the plan.
- The current configuration of public infrastructure and land ownership may not readily support the plan’s changes. The City will support rezoning or subdivision of parcels in conjunction with land assembly and project proposals that meet the land use, density, and urban design objectives of this plan.
- 1.3.** City support for zoning changes will be consistent with the plan.
- When zoning changes are necessary for a development project, the City will base its evaluation on the vision established in the plan.
- 1.4.** City financial support for redevelopment projects will be contingent upon meeting the policies in the plan.
- In some cases, the City may be involved in land assembly, the creation of redevelopment and tax increment finance districts and application for redevelopment-related loans and grants. The City will engage in such activities only for projects that are substantially consistent with the vision and policies established in the plan.

**1.5.** Property acquisition for land-use changes shall generally be done on a voluntary basis. Use of eminent domain shall be limited to situations where the public need is clearly demonstrated.

The plan is a broad vision intended to guide the evolution of the area. Change will happen over many years. Some change envisioned in the plan may not happen at all. The plan does, however, identify particular sites or situations that inhibit broader change in the area. These include abandoned or blighted industrial property, blighted residential or commercial property, or where new public rights of way are needed to realize implementation of the plan. The City will consider use of eminent domain in these cases.

**1.6.** Rezoning initiated by the City may or may not create non-conforming uses. In some cases, though current zoning may be inconsistent with the long-term vision identified in the plan, it may be appropriate for the time being.

Creating non-conforming uses through rezoning does not force a use to leave or change. Rather, it creates a legal non-conforming use. Expansion of a legal non-conforming use requires a special application and public hearing before the Planning Commission. The Planning Commission evaluates such applications to ensure that the expansion of the use would not have negative impacts on the surrounding area. The City will create non-conforming uses in cases where the current use is distinctly inconsistent with the vision established in the plan, and/or where there is clear development opportunity.

In some cases, immediately changing a site may be impractical. This could be because of the size or configuration of the site or the type of building on it. Rezoning the site could discourage reinvestment and reuse of the site. In these cases, continued investment in property or adaptive reuse of a site may be more important than consistency with the land use envisioned in the plan. The City may choose to maintain current zoning in this case. Another possibility is that the City may change the zoning to a district that still allows the current use but restricts the uses to be more consistent with the plan.

## 2. Preservation of the Residential Neighborhood Core

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- 2.1.** The plan should reinforce stable residential neighborhoods that are physically buffered from non-residential land uses.
- This should be accomplished by improving existing property and through redevelopment that results in land use changes and/or improved site configuration. Current property owners committed to the area should make changes to their sites to meet zoning code standards related to access, circulation, landscaping, screening (e.g. fences or walls), fenestration (windows) and signage. Current site plan problems include paved areas immediately adjacent to public sidewalks, a lack of landscaping, and blank walls.
- 2.2.** Redevelopment of single-family areas adjacent to or near 38th Street shall be limited to areas where the plan envisions redevelopment facing 38th Street.
- A principal goal of the 38<sup>th</sup> Street Station Area Plan is to create more of a mixed-use continuous pedestrian corridor along 38<sup>th</sup> Street between 23<sup>rd</sup> and Minnehaha Avenues. Because parcels adjacent to 38<sup>th</sup> Street are often shallow and/or are not oriented to 38<sup>th</sup> Street, some additional parcel acquisition is likely necessary.
- 2.3.** Residential streets intersecting with 38th Street in the Standish neighborhood should generally have at least 75 percent residential frontage and not more than 25 percent non-residential.
- Orientation and scale of development along 38<sup>th</sup> Street should be consistent with the goal of a pedestrian-friendly corridor oriented to 38<sup>th</sup> Street. These blocks provide a potential width/depth ratio of 2:1 along 38<sup>th</sup> Street. The frontage would be 300 feet wide along 38<sup>th</sup> Street and 150 feet deep. This is consistent with other community corridors such as Minnehaha Avenue.
- 2.4.** Acquisition of parcels for development adjoining 38th Street must facilitate new development that faces 38th Street.
- As part of the goal of creating a pedestrian-oriented 38<sup>th</sup> Street, buildings and uses should contribute to vitality and activity along 38<sup>th</sup> Street. As such, entrances should be oriented to 38<sup>th</sup> Street. Ground-level activity, such as offices and gathering places, should front 38<sup>th</sup> Street.

**2.5.** Adequate parcel depth should be acquired to avoid the need for variances from zoning standards that arise from small sites (e.g., related to yard, landscaping and parking), not simply to increase the size of the project scale.

Additional parcel size will make redevelopment projects more feasible along 38<sup>th</sup> Street. It should also make the projects more compatible with adjoining land uses, particularly those areas designated in the plan as single- and two-family residential. In addition to fulfilling the land use, design and height specifications envisioned in the plan, these projects should strive to provide the yards, landscaping and parking that is ordinarily required in the zoning code.

**2.6.** If possible, creating L- or T-shaped alleys to replace existing alleys, which currently outlet on 38<sup>th</sup> Street, is preferred.

Reducing the number of curb cuts along 38<sup>th</sup> Street, including alleyways, will reduce the number of points of conflict between pedestrians and automobiles. Furthermore, re-orientation of alleys will allow more continuous building frontage and a more efficient use of space. This will help create a sense of enclosure and rhythm along the street.

### **3. Neighborhood-scale and Mixed-use Nodes**

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**3.1.** The plan should reinforce neighborhood-scale, mixed-use nodes or districts along 38<sup>th</sup> Street and Minnehaha Avenue.

Focal points for neighborhood retail and service uses, whether stand-alone or in mixed-use buildings, shall be concentrated in the following general locations:

- 38<sup>th</sup> Street and 23<sup>rd</sup> Avenue
- 38<sup>th</sup> Street and the LRT station
- Minnehaha Avenue and 35<sup>th</sup> Street
- Minnehaha Avenue and 38<sup>th</sup> Street
- Minnehaha Avenue and 40<sup>th</sup> Street

## 4. Renovation and Adaptive Reuse

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- 4.1. Renovation of existing commercial or mixed-use buildings and the preservation of façades is strongly encouraged.

The plan supports maintaining and renovating commercial and mixed-use buildings for a number of reasons: Small, local businesses often cannot afford the rents associated with new construction. Renovation and rehabilitation of buildings can improve the aesthetics and character of the area and is an appropriate strategy when current economics make new construction unlikely or infeasible. Original buildings also contribute to the sense of history of the area and a connection with the past. The plan maps show existing building footprints where continued use of buildings may be preferable to new construction.

## 5. Station Block Development as Focal Point

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- 5.1. Development at or near the station site should be designed and used so that the station becomes a new focal point for the neighborhood.

The LRT station at 38<sup>th</sup> Street is a new neighborhood landmark. Creating a greater sense of place and purpose around the station can make it an integral part of the community, rather than just a transportation amenity.

- 5.2. New uses at the station should include convenient services for neighborhood residents and transit riders

Locating important neighborhood goods and services (e.g., coffee shop, newsstand, cleaners) together near the station can improve the value and convenience of taking transit. It can also help reduce the number of automobile trips related to these needs.

- 5.3. The design of any new development on the station block should help “frame” or “front” the station, creating a sense of enclosure and visually drawing people to 38th Street.

The LRT station should become a destination in and of itself. Riders should have the sense that they are arriving in the Standish neighborhood. Like public streets and parks, the LRT station is a framework for the surrounding area, acting in a sense like a small public square where people congregate. As much as possible, new development should create the sense that one is arriving in a large “room.”

The station’s location adjacent to Hiawatha limits the potential to accomplish this principle. Nevertheless, redevelopment of adjacent sites has the potential to improve this situation. Redevelopment possibilities include the south side of 38<sup>th</sup> Street, to the west along 29<sup>th</sup> Avenue and at the location of the Cardinal Bar. Special attention to building mass, architectural detail and the orientation of entrances can contribute to this effect.

## 6. Building Heights and Neighborhood Context

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- 6.1. Heights of new buildings shall be related to their neighborhood context.

Determining feasible and appropriate building heights depends on factors that include: size and depth of parcel, existing building heights, the height of adjacent buildings and the planned land uses and intensities of the surrounding area.

- 6.2. Building heights identified in the plan are not regulatory but suggest what heights are appropriate.

Redevelopment of the industrial area along Hiawatha affords opportunities to provide higher density housing near the LRT station without shadowing houses and duplexes. The suggested building heights illustrate an attempt to transition areas or districts with shorter buildings into areas or districts with taller ones. As one moves west from Minnehaha Avenue toward Hiawatha Avenue, building heights may increase.

## 7. Large-Scale Redevelopment Along Hiawatha

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7.1. The height, bulk and mass of new structures may be similar to or taller than the milling facilities that they replace provided that the design of the development encourages interaction and connection with the surrounding neighborhood as well as adequately addressing issues related to vehicle, bicycle and pedestrian access and circulation.

In some cases, the plan suggests adaptive reuse of milling facilities versus demolition and new construction. However, in other cases the existing structures may have limited market, aesthetic or historical value. As the area evolves these industries may no longer be economically viable, but it may be appropriate to pay homage to their history. Building height or bulk will be evaluated against attributes related to innovative designs and site plans that minimize shadowing, provide public amenities and adequately manage congestion.

7.2. As opportunities present themselves, the railroad corridor shall be vacated to improve site planning and plan implementation.

The Canadian Pacific (CP Rail) freight rail corridor on the east side of Hiawatha remains in use, though its activity declines south of 38<sup>th</sup> Street. Minnesota Commercial Railways operates rail services for industrial clients along this rail spur. Archer Daniels Midland Company (ADM) and General Mills are the sole freight rail clients in the 38th Street station area. Freight rail activity is intermittent, and activity south of 38th Street is generally limited to car storage.

The presence of the freight rail corridor discourages new non-industrial development and its vacation should be a priority for plan implementation. The assumption of this plan is that vacation could occur in the southern portion of the station area soon. It is also the assumption of the plan that if and when ADM ceases operation, the freight rail corridor could shortly give up its right-of-way. Site plans for the new development should consider future use of an abandoned railroad right-of-way.

7.3. The City of Minneapolis will expect large-scale redevelopment to dedicate rights-of-way and/or easements to improve access consistent with the plan.

Large-scale redevelopment can only effectively occur if vehicle access and circulation improve in the vicinity of Hiawatha and 38<sup>th</sup> Street. Plan maps illustrate the increased importance that Snelling Avenue will have. Snelling Avenue will provide access to the interior of large development sites to the west, as well as circulate traffic bound for either 35<sup>th</sup> or 42<sup>nd</sup> streets. The plan also illustrates how a consistent block pattern will be established by extending 39<sup>th</sup> and 36<sup>th</sup> streets west from Dight, intersecting with Hiawatha.

7.4. Most parking, except for small-scale commercial, should be located below ground or in structures. Parking structures should be integrated with buildings rather than stand alone.

7.5. Retail and commercial services shall be limited to 38th Street frontage or be part of continuous frontage that includes 38th Street.

Retail should not be scattered along Hiawatha Avenue. The exception to this policy is for larger-scale development where the underlying zoning district allows limited small-scale retail and services in mixed-use buildings.

7.6. Development of the Hiawatha/Dight corridor will be subject to the creation of a Travel Demand Management (TDM) Plan.

In addition to assessing and documenting the transportation impact of any new large-scale development, measures shall be identified to minimize the transportation impacts of the development, including but not limited to incentives for public transport, preferential location of car pool and van pool parking, on-site bicycle facilities including secure storage areas and amenities, shared cars, staggered work-starting times and telecommuting opportunities.

## 8. Urban Design and Irregular Street Angles

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8.1. Redevelopment and site planning should make creative use of areas formed by irregular street angles.

Hiawatha, Dight, Snelling, and Minnehaha avenues intersect other streets at a 60-degree angle. This unique situation is an opportunity to create a special sense of place or character in the area. Buildings that front corners with oblique angles should ideally reflect these angles in the building. Where this is not possible, landscaping features or plazas should create focal points on these parcels.

8.2. Triangular parcels of land adjoining Minnehaha should improve as focal points.

The triangular parcels along Minnehaha at 35<sup>th</sup> and 40<sup>th</sup> streets are unique locations that have a special impact on the urban environment. Long-term use of these parcels should be guided towards those which become better focal points and/or neighborhood gateways. Adam's Triangle at 41<sup>st</sup> and Minnehaha is an example of a distinctive visual gateway into the neighborhood, beautifully framing Minnehaha Communion Lutheran Church.

Ideally, these sites should not be used for uses that require large outdoor storage areas for vehicles and/or materials, and their site plans should take into consideration their public prominence. The current automobile repair use at 35<sup>th</sup> Street is particularly problematic as it compounds the blighting at this intersection. The current use at 40<sup>th</sup> Street is part of a more vital commercial node, but improvements to the site are needed (e.g., paved and curbed parking lot, landscaping, etc.).

The City and its partners should support options for triangular parcels that include:

1. **Immediate enforcement of site plan standards**, including paving and curbing of parking areas, landscaping and screening. This scenario should happen in the near term, and it would not preclude other scenarios listed below.
2. **Acquisition by City of Minneapolis for incorporation into a landscaped area** that is maintained through a special services district.

Under this scenario, the City of Minneapolis could acquire the triangle for use in streetscape improvements that enhance a larger area. This scenario could occur as part of a larger redevelopment and/or streetscape project along Minnehaha.

3. **Encourage a change in use of sites to small-scale office or residential use.**

## 9. Quality and Character of Pedestrian and Bicycle Routes

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- 9.1. The character of important pedestrian and bicycle routes shall be improved by:

- Encouraging or requiring property and business owners to improve existing landscaping and façades
- Widening sidewalks, adding bicycle lanes, creating boulevards, and/or relocating utility poles, with priority on the portion of 38th Street between Minnehaha and Hiawatha
- Creating L- or T-shaped alleys to replace existing alleys that currently outlet on 38th Street
- Installing pedestrian-scale lighting and planting boulevard trees
- Installing directional signs to the LRT station and neighborhood institutions
- Installing public art
- Acquiring additional right-of-way for the purposes above
- Corridor-wide initiatives to improve crossing Hiawatha, such as special pavement at the crossings, durable crosswalk striping, restricting traffic speed or movement through yield signs, rebuilding intersections to slow traffic and adding pedestrian and bicycle overpasses
- As redevelopment occurs, requiring building setbacks and amenities in front of buildings such as benches, landscaping, planters and bicycle racks

## 10. Environment and Open Space

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**10.1.** Landscaping, planters, and usable open space should be created or acquired over time, especially in the following locations:

- The triangular-shaped parcel at 35th and Minnehaha, currently an auto-related use
- In front of, or adjacent to, properties along 38th Street particularly between Minnehaha Avenue and 28th Avenue
- The corners of parcels where streets intersect at odd angles (e.g., with Hiawatha, Minnehaha)
- Along both sides of Hiawatha, especially at corners

**10.2.** Stormwater ponding requirements shall be designed as central features of site plans, not ancillary components of them.

Managing surface water runoff in large redevelopment areas is an opportunity to create open space resources such as rain gardens, bioswales and ponds. These areas should be appropriately landscaped and accessible to the users of the property and/ or public.

**10.3** Large scale redevelopment should reflect environmental sustainability principles.

Developments that use green building technology and standards and/or which meet LEED standards, are encouraged.

## 11. Parking and Traffic

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**11.1.** The City will support neighborhood petitions for on-street permit parking to discourage all-day parking by commuters.

The quality of life for residents nearest the LRT station may be diminished if residential streets are affected by significant commuter or event parking. Early experience indicates the problem may be limited to within a few blocks of the station.

**11.2.** The City will implement time-restricted or metered parking to protect the ability of customers to find on-street parking for local businesses.

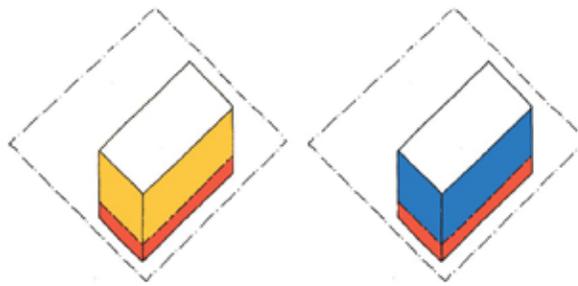
Although LRT will generate additional pedestrian traffic, local businesses cannot depend upon pedestrian traffic alone. Restricting use of on-street parking in front of businesses will ensure turnover of parking spaces.

**11.3.** The City will support the development of creative parking solutions that include shared use.

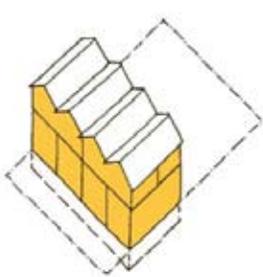
The zoning code includes provisions that reduce the total number of required off-street parking spaces if such spaces are shared between sites with different periods of peak usage. Shared parking areas across property lines can also result in more efficient layouts, including reducing the number of drive-aisles and curb cuts.

**11.4.** New parking needs and additional traffic shall be managed appropriately.

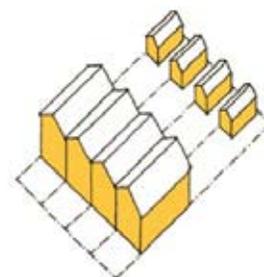
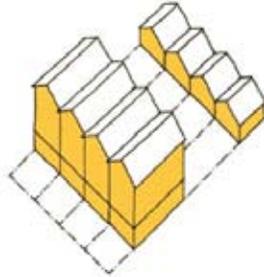
In addition to Travel Demand Management (TDM) Plans required for large-scale development, the City will plan for context-sensitive, long-term infrastructure improvements to accommodate the traffic circulation and flow created by the planned development.



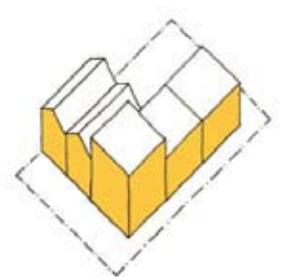
Apartment or office over retail (mixed-use)



Stacked rowhouse



Side attached



## Land Use, Building Form & Urban Design Plan

The plan describes a framework for the future of the 38<sup>th</sup> Street station area through text and map descriptions and use designations. The City uses this framework to make decisions in implementing the plan, such as programming capital improvements, evaluating requests for financial assistance, conducting rezoning studies, and evaluating development applications.

In many cases, changes illustrated in the plan may only be feasible or appropriate if sites are larger or shaped differently than they are currently, or if they are supported by changes in public infrastructure. The plan illustrates these sites by suggesting new property boundaries, building footprints and rights-of-way. This does not necessarily mean that ownership will change or that these areas will be developed in exactly such a way, but change may require establishing sites such as these.

The plan shows possible new building footprints where the existing buildings may be undesirable because of one or more of the following reasons:

- Poor design and orientation hampers the pedestrian and transit-oriented objectives of the plan
- Adaptive reuse (adapting an existing building for a different purpose, e.g. renovating a warehouse into condominiums) is neither economically feasible nor desirable from an urban design standpoint
- Land uses are inconsistent with the plan
- Site has particular development potential that would result in new buildings)

The plan also highlights certain existing buildings where preservation is generally preferred. These may be special landmarks or have current uses that have special importance to the neighborhood, or they may have potential for adaptive reuse. This does not mean that individual property owners cannot make changes to their property, their buildings, or their tenants. Details about specific properties are covered in the description of each district.

## Land Uses and Building Form Designations



Land use and building form designations are the ideal or preferred uses for particular sites. This does not mean that other forms or uses aren't appropriate or allowed by the zoning code, either by right or as legal nonconforming uses. In many cases, redevelopment may not be economically feasible for the foreseeable future. In the meantime, changes and improvements to buildings and site conditions are strongly encouraged (e.g., windows, landscaping and fencing). The images shown are examples of such types, but may not be appropriate in every case.

### *Single and Two-Family*



This designation identifies areas for single- and two-family homes. It does not mean that conversion from single to two-family dwellings is necessarily appropriate, or that a rezoning application for such will be supported. Bungalow and Arts & Crafts style housing reflects the history and character of the area. New or infill housing in low-density areas should respect this tradition.

### *Townhomes/Stacked Flats*

This designation identifies areas for homes that are located side by side or may have two “layers.” These homes have individual front entrances, but share walls with adjoining homes.

Special considerations:

- Homes should reflect neighborhood history and identity through the use of period architectural detail, colors, building materials and roof pitches.
- The appearance of individual homes should be created by using projections and recesses in facades.
- Homes should have landscaped front yards, terraces or gardens.

### *Condominiums and Apartments*

This designation identifies areas for three- to five-story residential buildings with shared entrances. Buildings generally have square or rectangular lines and may include courtyards or wings, but may also include angles on trapezoidal parcels of land.

Special considerations:

- New infill development in existing residential or mixed-use areas should respond to the original architectural character and/or the history of the area.
- The design of larger-scale, master planned developments may include design features and elements that depart from traditional design, but should do so in a way that integrates the development into the larger neighborhood.



### *Neighborhood Retail/Commercial*

This designation identifies areas for small-scale neighborhood stores and services on smaller sites that support one- to three-story buildings.

Special considerations:

- Rehabilitation of existing spaces that have architectural character, or in order to add character, is encouraged.
- Reuse of existing single-family houses for retail or offices is encouraged to create an intimate scale in these locations.



### *Neighborhood Mixed-Use*

This designation describes areas of generally four-story buildings that create a sense of enclosure and activity along a street and/or at an intersection. The ground floor creates activity and visual interest next to and as part of the public realm.

Special considerations:

- Housing over ground-floor retail, services or small-scale offices is preferred.
- Special consideration will be given to building design and site plans, including how buildings relate to one another and how they relate to the public realm.



## *High Density Mixed-Use*

This designation identifies areas for high density residential and office buildings including supportive retail and service uses. Building mass should be distributed to avoid the effect of creating a canyon, tunnel or similar impact that would expressly overwhelm the pedestrian realm and create significant shadows. For example, tall portions of buildings should be set back from a shorter base. Such a base should create a consistent street wall which frames the street and/or open spaces. Residential towers should more or less favor square massing (e.g., “point towers”) rather than long rectangular shapes. Such density and height must also be accompanied by promenades, plazas, and green space in amounts proportionate to the number of residents and visitors that it will serve.

### Special considerations:

- Buildings or projects with both offices and housing are preferred to housing alone.
- Retail and service commercial uses should be contiguous and reinforce activity in public spaces and along pedestrian routes including 38th Street.
- Sites that border 38th Street in particular should include pedestrian-scale design elements and amenities.
- Adaptive reuse of milling structures is encouraged where feasible and where it can be integrated within an overall site plan that mitigates the impact of large structures.



Source: Sarah Nassi



Source: Tod Elkins

## *Industry*

This designation identifies areas for light industrial activity that is primarily involved in the production, processing, assembly, manufacturing and packaging of goods and materials. These buildings are envisioned as being multiple-floored, reflecting work processes that do not depend on large open floor plans with high ceilings, and/or which may include office components as part of a company's operations.

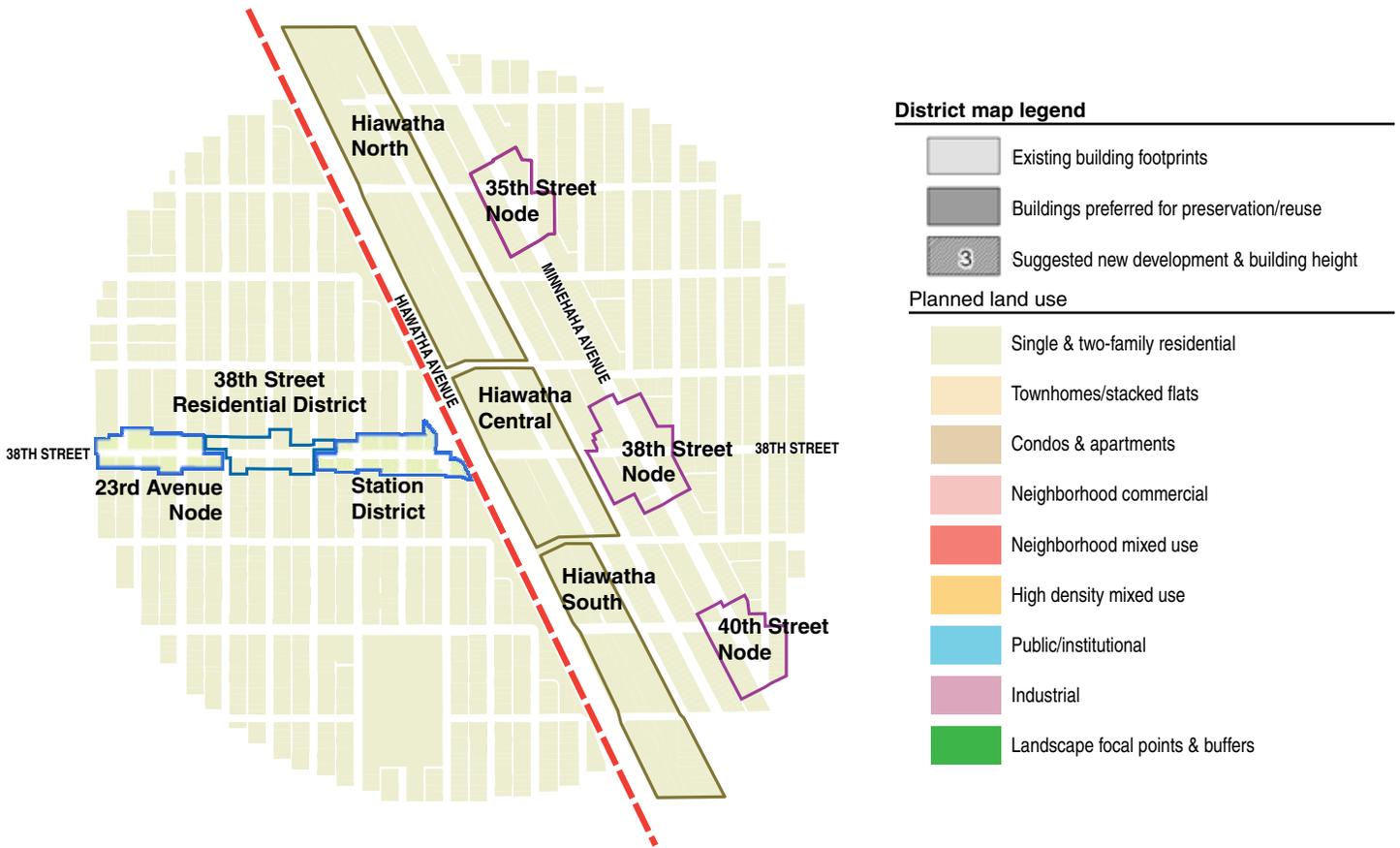
Special considerations:

- These uses are not those involved in raw material processing (including food), wholesaling, warehousing, or distributing such goods and materials. Nor are these uses retail or other neighborhood commercial services including auto repair.
- If economically viable, reuse of historic milling facilities for residential or office uses is an acceptable alternative.
- Redevelopment of areas with this designation depends on land assembly and site plans that adequately buffer adjoining areas.

## **Civic/Institutional**

These are areas designated for continued use as libraries, post offices, fire stations, hospitals, nursing homes, schools and the like.





## District Descriptions

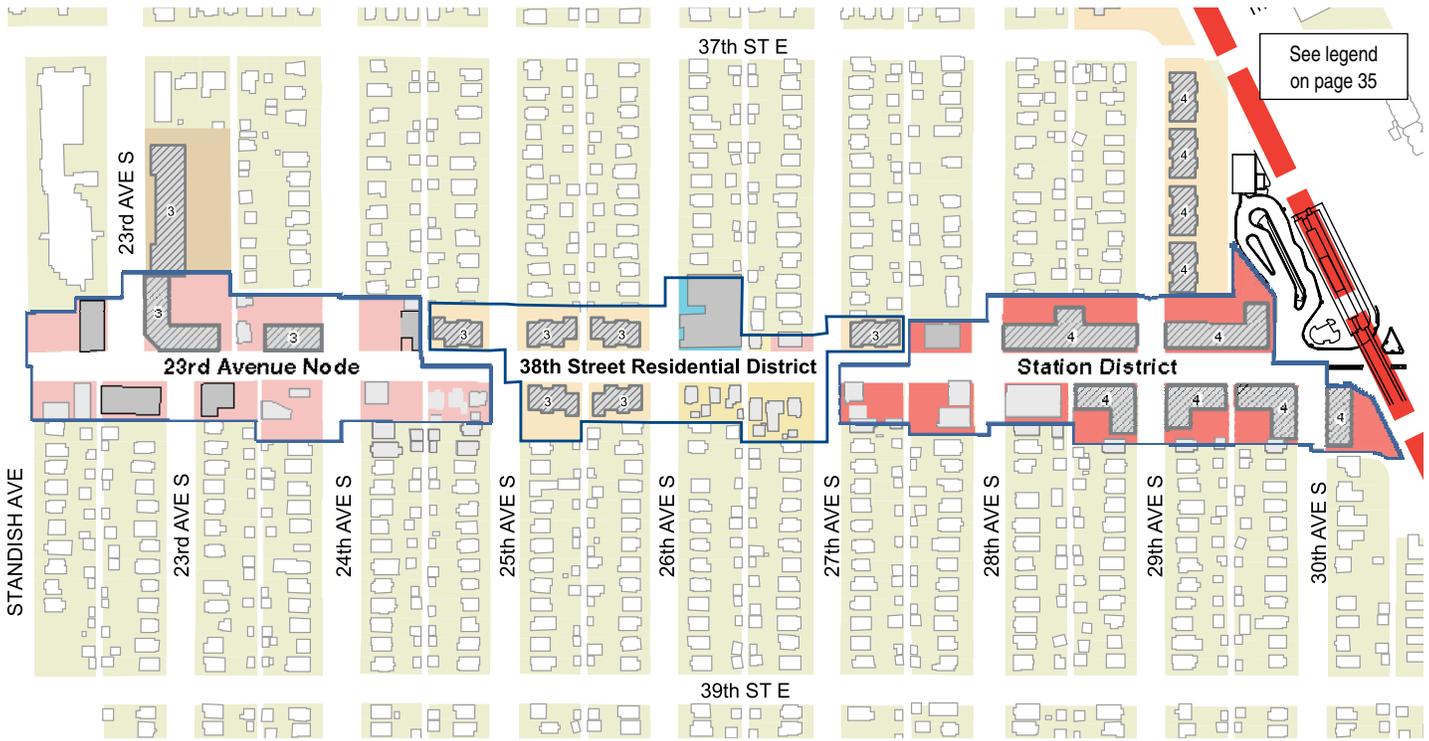
The plan envisions and supports districts or sub-districts that have particular land uses, character or features. In some cases, this district character is already present, such as the commercial node at 38<sup>th</sup> Street and 23<sup>rd</sup> Avenue. In these locations, the plan guides change that is fitting with this existing character. In other cases, the envisioned district character does not currently exist, such as the potential reuse or redevelopment of the grain mills and storage elevators. As much as possible, the plan builds upon community strengths and opportunities. Where significant challenges are present, the plan portrays a vision for change.

The boundaries of a district reflect an intention to create places that have definition and/or patterns. This is in contrast to areas where building use, form and scale are

inconsistent. In many cases, the designated land uses and building forms within districts are largely the same. In other cases, a district may include multiple land-use designations, but in such a way that creates a pattern or rhythm. In either case, land use/building form designations and building footprints further articulate this vision.

Sites within these boundaries suggest that creating a sense of place is especially important. These areas may also be the focus of particular efforts related to

- 1) redevelopment,
- 2) organizing landowners and/or businesses,
- 3) code enforcement in cases of blight and/or
- 4) special streetscape or other improvement efforts.



**Map 9: Standish neighborhood districts**

## 38<sup>th</sup> Street Districts in Standish

In many cases, the shallow depth of parcels along 38th Street is a significant barrier to investment, redevelopment and improvement to the public realm. There is often insufficient land to create multistoried buildings with room for parking, landscaping and building setbacks. Deeper parcels are needed in order to create more of a coherent, attractive “main street.”

Where existing building footprints are shown, the plan does not illustrate the additional parcel depth that would make larger-scale redevelopment possible. In other areas, however, the plan identifies an appropriate extent to which land may be acquired to accommodate new development fronting 38th Street. In many cases, this will be a depth similar to frontages along other corridors such as Minnehaha Avenue. Such parcel depth changes must meet a number of conditions:

- Parcel acquisition must facilitate new development that faces 38th Street or which serves existing development by creating additional parking, landscaping or site amenities.
- Primary entrances for new buildings must face 38th Street.
- The creation of L- or T-shaped alleys to replace existing alleys (that currently outlet on 38th Street) will be required where feasible and where such measures would reduce conflicts between cars and pedestrians on 38th Street.
- Additional parcel depth must be used to reduce the need for variances from zoning standards that arise from small sites (e.g., related to yard, landscaping and parking), not simply increase the size of the building.
- Proposals must conform to the preferred heights and land uses identified for the 38th Street frontage.

## 23rd Avenue Node

Map 10: 23rd Avenue Node



Certain existing small-scale buildings at 23rd Avenue reflect the historic neighborhood character. These buildings should be preserved and demolition discouraged. Most of the land uses at this node are designated as neighborhood commercial. The plan envisions that functions at this node remain largely for small-scale neighborhood goods and services. Small offices and residences on upper floors, as well as adaptation of single-family homes for commercial uses, are part of that vision. In this district, the plan designates several buildings as preservation/reuse. The plan does not support rezoning of adjacent parcels to accommodate larger sites that would result in the demolition of these buildings. Furthermore, the plan's preferred land use map reflects that policy. One- to three-story buildings are generally appropriate in this district.

The large surface parking lot at the northwest corner is well suited for new multistory development. Such development should be broken into smaller segments with a scale that does not overwhelm the corner. Commercial retail or office uses should take architectural cues from the existing commercial buildings. The plan envisions apartments or condominiums for the rest of the block.



Existing commercial buildings at 38th Street & 23rd Avenue.



Prime development location at northeast corner of 38th St. and 23rd Ave..

Two small-scale uses at the corner of 24th Avenue also reflect the charm and character of the Standish neighborhood. Though it’s in a nondescript building, the care and attention to detail of Sweet Lorraine’s makes it a neighborhood asset. Not only aesthetically pleasing, it serves an important social function for neighborhood residents. Consistent with the smaller-scale character of this district, the plan does not support expansion of the neighborhood commercial land use designation or zoning to accommodate a large-scale redevelopment.

Should Action Auto remain for the foreseeable future, reuse of the single-family home to the west for some kind of commercial use is desired. This is consistent with the plan for this district to remain small-scale neighborhood commercial. The plan supports combining both properties for a new small-scale mixed-use development to create a more consistent character between 23rd and 24th avenues.

Just east of Sweet Lorraine’s are three small single-family homes that are commercially zoned. The lots have nonconforming lot sizes (they are less than 5,000 square feet each). The plan supports adapting these homes to small-scale commercial uses or leaving them as single-family homes. The plan does not support mixed-use redevelopment at this location.



Sweet Lorraine’s



Action Auto at NW corner of 38th St. & 24th Ave.

### 38th Street Residential District

Map 11: 38th Street Residential District



The plan envisions the area between the 23<sup>rd</sup> Avenue node and the LRT station as primarily a moderate-density residential district with townhomes / stacked flats. As such, the focus of activity for goods and services will be to the west and east. Orientation of new housing and improvements to existing uses should reinforce 38th Street as a main street.

Priority sites for redevelopment include the block faces between 25th and 26th avenues. Both sides of 38th Street are significant gaps in achieving a pedestrian and neighborhood-friendly streetscape. Plain building fronts and garages are uninviting and detract from a main street character. Residential uses are envisioned, but landscaping between buildings and sidewalks, as well as larger windows, should be considered if redevelopment will not occur for the foreseeable future. The single-family homes on the north side of 38th between 25th and 26th avenues do not reflect the traditional bungalow architecture of the neighborhood. The rambler style, a garage fronting on 38th Street and a lack of windows and entrances create visual disharmony on this block.



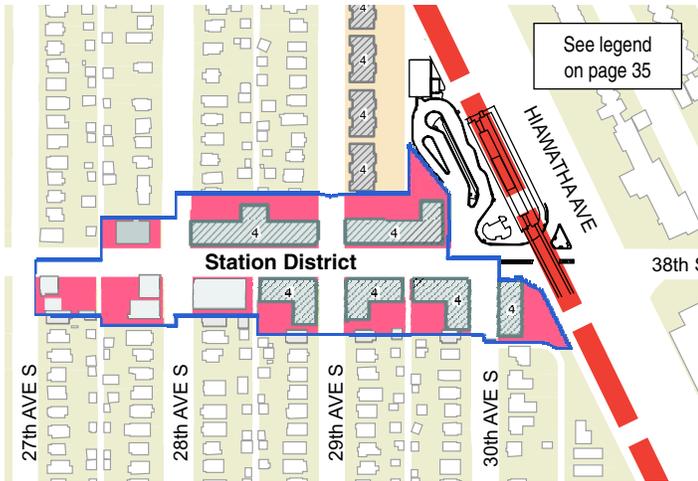
Possible redevelopment sites.

Preservation priorities along the north side of 38th Street between 26th and 27th avenues include Bethesda Church, a single-family home and a small-mixed use building. The architectural quality, character and condition of these buildings and adjacent homes should be preserved. Reuse of the commercial building as small-scale offices or housing is preferred to more intense retail uses. Zoning to expand the density or range of uses on these sites should not occur. The south side of the block includes single-family homes in good condition facing 38th Street. Yards include mature trees that provide a visual and environmental relief between the districts to the west and east.



Preservation priorities.

**Map 12: Station District**



**Station District**

The location of the LRT station provides an opportunity to complement its activity with a mix of housing and commercial activity. Higher density new development and rehabilitation of existing buildings will reinforce the station as a focal point for the neighborhood.

The corner at 28th Avenue is an anchor and building block for a larger mixed-use district contiguous with the station. Recent development has occurred on a small site at the southeast corner, and the northeast corner remains an opportunity for new infill development. The preferred scenario is that the buildings at the northwest and southwest corners remain.

The block along the south side of 38th Street between 27th and 28th avenues is book ended by two-story commercial buildings. The middle of the block includes a smaller repair business located at the back of the lot. Landscaping and screening improvements are needed to create a better edge to the street and improve the pedestrian environment. The plan encourages sharing the off-street parking with other area businesses.

The north sides of the blocks on either side of 29th Avenue are priorities for redevelopment. These blocks are nearest the station and have uses that crowd the sidewalk, are blighted, and/or do not provide significant pedestrian-oriented activity and amenities. They include the auto repair shop and the Cardinal Bar.



Hiawatha Square at southeast corner of 38th St. & 28th Ave.



Southside of 38th St. between 27th & 28th Avenues.

# Minnehaha Avenue Nodes in Longfellow

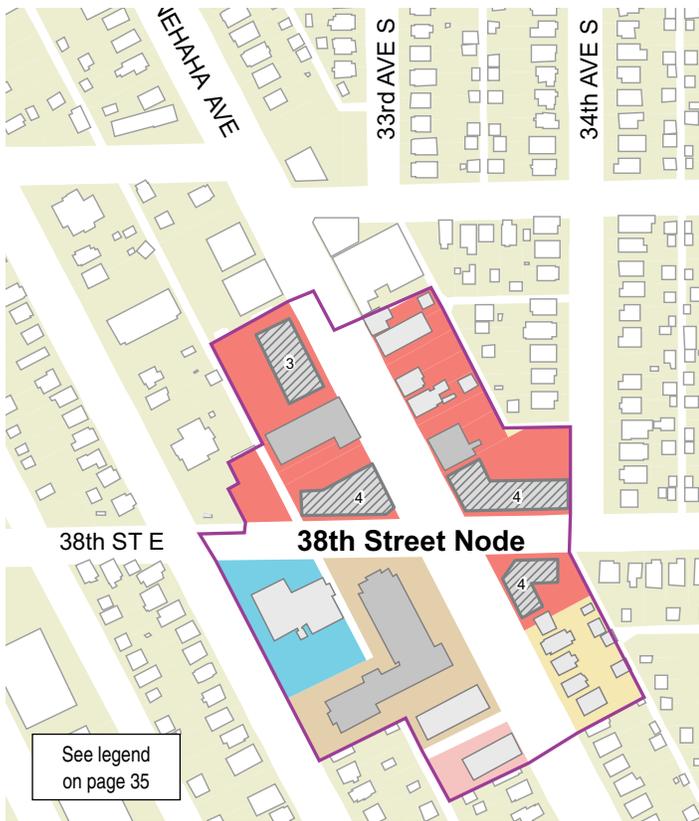
Map 13: Minnehaha Avenue Nodes



Minnehaha Avenue is a historic streetcar corridor with intermittent commercial uses. Like Hiawatha Avenue, it runs at a 60-degree angle to the normal city street grid, both interrupting and supplementing it. This presents interesting urban design features such as trapezoidal and triangular land at intersections. The plan recognizes and supports ongoing commercial and/or small-scale mixed-use nodes at 35th Street, 38th Street and 40th Street.



Map 14: 35th Street node



### 38<sup>th</sup> Street Node

The node at 38<sup>th</sup> Street includes a wide range of neighborhood retail stores, services and social gathering places. They include a convenience store, flower shop, bar and restaurant, frame shop, gift shop, bicycle shop, dance studio, auto repair shop and VFW and union halls. Many of these businesses are in original one- or two-story buildings, are in good condition, and contribute to a sense of historical continuity. The intersection is anchored by Simmons Manor, a former school turned apartment building.

Site plan and aesthetic conditions are relatively poor, however, for some corner properties. Issues include an excessive amount of paving and inadequate landscaping. Any new development at this corner should make more efficient use of the corner properties by creating more prominent buildings. In the meantime, better attention should be paid to streetscape and site amenities.

Commercial uses and zoning extend north across 37<sup>th</sup> Street, creating a “tail” of commercial uses along the east side of Minnehaha that include an auto body repair shop and a recently renovated bar/restaurant. Should redevelopment occur, residential or mixed-uses are preferred to only commercial uses.



Original commercial buildings, as well as renovation and re-use, contribute to the vitality of the 38th & Minnehaha Node.



Current conditions at corner.

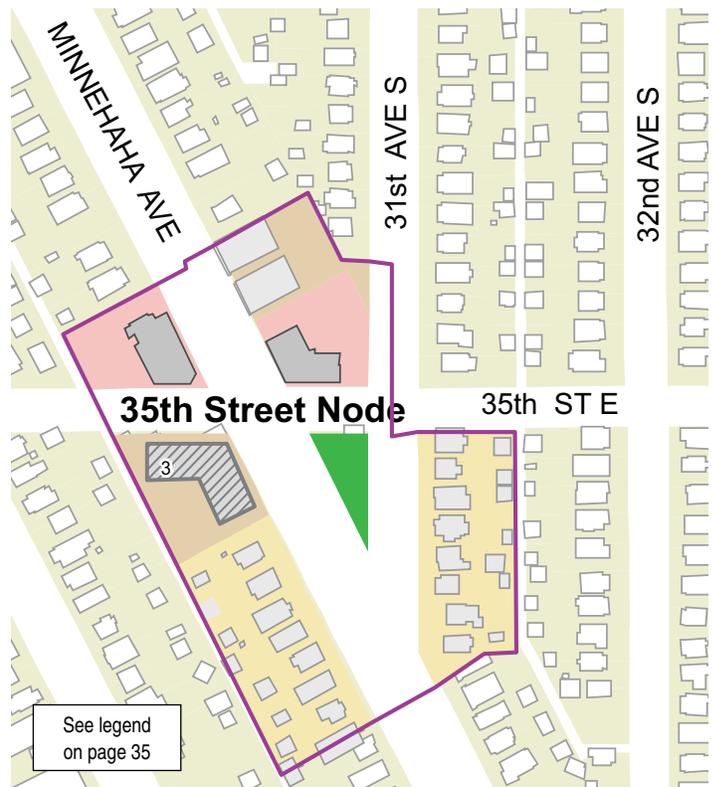


### 35<sup>th</sup> Street Node

This node has traditional neighborhood commercial buildings with second-floor residences. The physical condition of some properties at this corner is poor, though commercial storefronts at the northeast corner have recently been renovated. Preservation of the traditional two-story buildings as commercial/residential space is encouraged, while redevelopment of the southwest corner for residential or mixed-use is encouraged.

The intersection is unique because it is also intersected by 31st Avenue, creating a triangular parcel of land bounded by three public streets. However, this central feature is currently occupied by an auto-repair business that has inadequate landscaping and screening. It is not an ideal location for the existing use, and efforts could be made to convert this prominent site to open space, like the space at Adams Triangle at 41st and Minnehaha. Such a change would likely result in further revitalization and investment in the surrounding properties.

Map 15: 35th Street node



Acquisition of the triangle parcel at 35th & Minnehaha for open space could spur revitalization at this corner.



Looking north where 31st Ave. meets Minnehaha Ave.



Adam's Triangle at 41st St. & Minnehaha Ave.

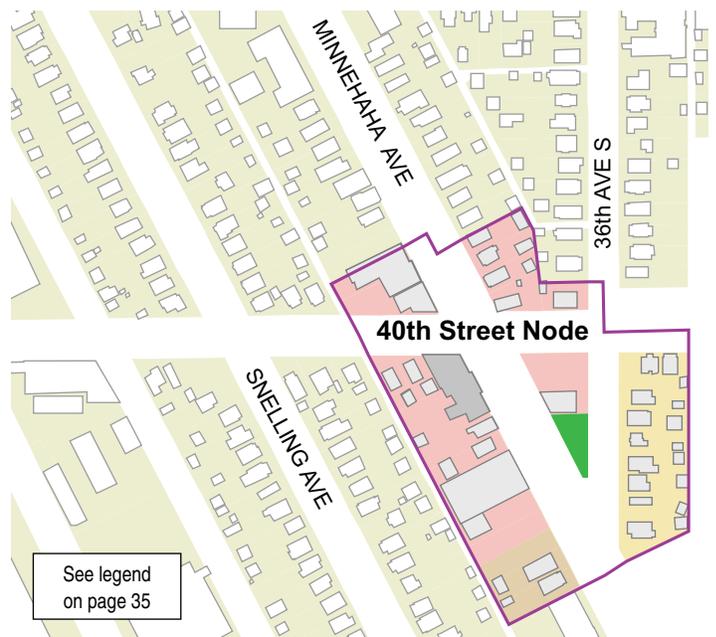
## 40<sup>th</sup> Street Node

The plan envisions that this node remains mostly for small-scale neighborhood retail and services, similar to the 23rd Avenue Node in Standish and the Minnehaha & 35th Street node. Most of the land uses at this node are designated as “neighborhood commercial.” Small offices and residences on upper floors and adaptation of single-family homes for commercial uses are part of that vision. In this district, the plan designates several buildings as preservation/reuse. One- to three-story buildings are generally appropriate in this district.

Like the node at 35th Street, there is a triangle of land that includes a commercial use. Because this site is larger than the one at 35th Street, continued use as a small-scale commercial use is more appropriate. However, the site should be improved with landscaping and/or other features that reflect its prominent location along the Minnehaha corridor.

A land use change and redevelopment at the northeast corner is encouraged. The two-story building at this location is out of context with the rest of the node. Site acquisition along Minnehaha to facilitate a small-scale residential or mixed-use development is encouraged.

**Map 16: 40th Street node**



Like at the other nodes in the plan area, renovations of storefront buildings has occurred.



Falls Hardware at the SW corner is more consistent with the preferred character of the node than the building at the NE corner.



NE corner of Minnehaha Ave. & 40th Street

# Hiawatha Districts

Map 17: Hiawatha Districts

This plan realizes that significant development density may be necessary to make redevelopment of the grain mill and storage facilities economically viable. The long narrow parcels and the presence of the freight rail corridor present obstacles to reorganizing the land in a manner

that 1) makes new development economically feasible, 2) creates a sense of place in the area, 3) manages vehicle access and circulation via streets other than Hiawatha, and 4) allows development to occur in phases.

New driveway and access points should not be placed near congested intersections.

Although new development near the 38th Street station will likely generate far less traffic than if located elsewhere it will nevertheless contribute to area-wide traffic. Parcels should more or less be reoriented so that access can occur at locations off Hiawatha.

Snelling and Dight avenues could be used for these purposes.

From these avenues, vehicles have access to 35th Street, 38th Street and 42nd Street, all of which provide access to intersections with traffic signals on Hiawatha and routes through the neighborhood.





Looking south down rail corridor from 39th St.

The presence of the freight rail corridor presents obstacles for reorienting parcels to allow vehicle access from Dight or Snelling avenues. Development site plans should indicate how future access to off-street parking and loading areas could be provided along Dight or Snelling avenues as interim arrangements that may be acceptable to Mn/DOT and the City's Public Works Department. Vacating the freight rail corridor is an ongoing implementation objective of this plan.



Looking north up rail corridor from 38th St..



Looking north up Dight Ave. from 38th St.

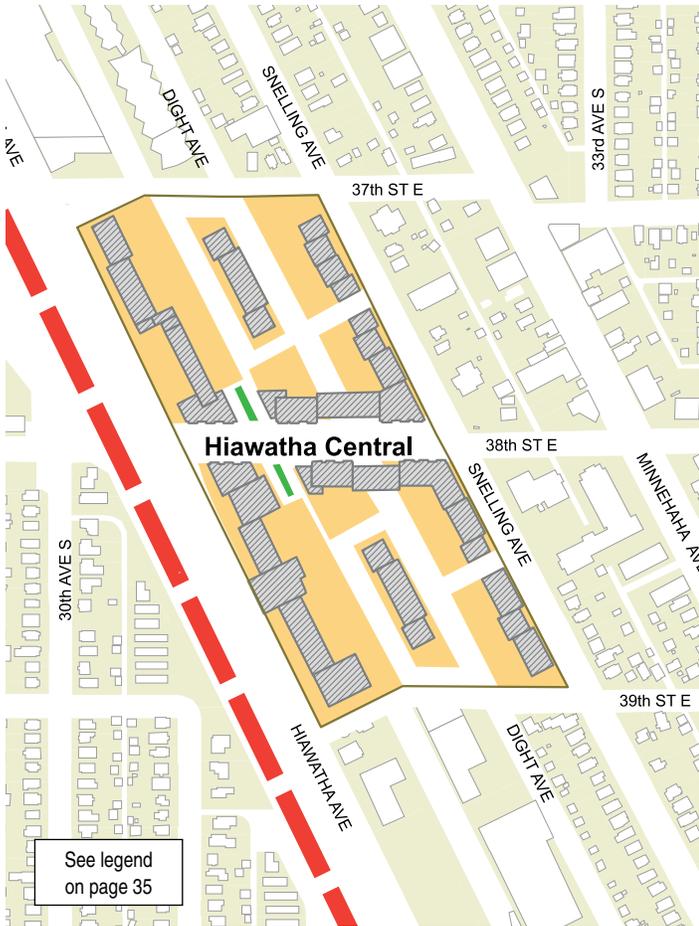


East side of Hiawatha Ave. between 41st & 42nd Streets.



Looking SW from intersection of 41st St. and Dight Ave.

Map 16: Hiawatha Central



## Hiawatha Central

The industrial parcels along the railroad right-of-way are long and narrow. The plan envisions that parcels and blocks would be reoriented and consolidated to accommodate new uses in a way that reconnects the street grid and develops a sense of place. This scenario calls for high density development in an area bounded by Hiawatha on the west and Snelling Avenue on the east. Space on the interior of the block would include open space, landscaping or parking that is integrated into the site. It is expected that most parking would be located underground.

The plan envisions a development scenario that could occur all at once or in phases. Dight Avenue could be vacated or maintained as a public street depending upon the ultimate design of the space in the interior of the block. It could remain as a public street or be part of a development site, most likely as a private drive. In the same way, the railroad right-of-way could remain during initial phases of development and be incorporated into site plan elements of later build-out scenarios.

Primary features envisioned for the Hiawatha Central district should include:

- A mix of uses at densities sufficient to create a vibrant, transit oriented community.
- A mix of small scale and moderate scale retail and service commercial uses that support high density residential and office markets as well as the needs of the surrounding community.
- A mix of housing types and building heights to meet multiple housing needs and markets.
- Adaptive reuse of milling structures where feasible and where it can be integrated within an overall site plan that mitigates the impact of large structures.

- A rhythm and scale of buildings that may echo the industrial milling past, but which are better integrated into the existing neighborhood fabric.
- A variety of small scale open space amenities and gathering places, reinforced through CPTED principles and which contribute to a sense of place.
- Green space, including areas for storm water infiltration.
- North/south sight lines, such as what exists today with the rail corridor, as well as sight lines from the adjoining blocks, in order to create a sense of connection with the surrounding neighborhood.
- Extending 39th Street to intersect with Hiawatha at a right angle; and realigning 37th Street to intersect with Hiawatha at a right angle.
- Lining 38th Street with active uses and creating a sense of enclosure along the street.
- Improving the 38th Street right-of-way between Minnehaha and Hiawatha by incorporating pedestrian amenities and bicycle lanes as well as changes that improve traffic management and overall safety (e.g., medians, • turning or access restrictions, streetscape, widened sidewalks, etc.)
- Pedestrian and bicycle facilities (e.g., sidewalks, paths, lanes) that extend from 38th Street into the interior of blocks.
- Improving area street infrastructure in order to enhance circulation and provide better access for vehicles, bicyclists and pedestrians.
- Off-street parking that facilitates shared use and which incorporates Travel Demand Management (TDM) programs to reduce automobile use and encourage alternatives.



Hiawatha Central: existing conditions and illustrative future conditions.



Image from the Metropolitan Design Center image Bank.  
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Source: Todd Elkins



A reorganization of parcels, streets and access points, such as what is illustrated here, can help manage traffic and reduce potential conflicts. This does not represent a preferred development scenario, but one that represents attempts to orient mixed-use buildings along 38th Street, maintain sight lines and open space along the existing railroad right-of-way, and improve area circulation.

**Map 20: Hiawatha North**



Despite their location in an industrial district, the plan supports re-use of the Nokomis and Dana Mills for office or residential.

**Hiawatha North**

The plan envisions master planned industrial redevelopment north of 35th Street, which is consistent with the City’s Industrial Land use and Employment Policy Plan. This portion of the station area includes the lowest density of existing non-residential uses, and it is adjacent to areas in the Hiawatha/Lake Station Area Master Plan that are designated as industrial. Given these factors and good transportation access, the plan designates this area for future industrial and employment uses. Plan implementation must also rectify residential/industrial land use conflicts on Snelling Avenue. The plan also supports a scenario involving reuse of the Dana Mill for office or residential uses, which could help accomplish this purpose.

Over time, small-scale industrial uses have encroached into single-family housing that fronts Snelling Avenue. The plan discourages continuing to use these or converting existing residential or small-scale commercial structures into more industrial-type uses along Snelling. Any new industrial uses or expansion of industry should not exacerbate this problem. The plan identifies a preferred consistent building form scenario of high density townhomes/stacked flats along the west side of Snelling between 33rd and 37th Streets.

The plan identifies a second phase of high density mixed-use that would occur following the establishment of such uses to the south in Hiawatha Central. Given the economics of redevelopment south of 35th Street, as well as land ownership patterns, the City will support high density mixed-use in this area should these industrial operations cease. Primary features of this area should reflect those identified for Hiawatha Central.

## Hiawatha South

Current uses in this district include a grain elevator and a mix of low-density industrial, automobile-oriented commercial and low-density residential. The buildings fronting Hiawatha just south of 40th Street may have continuing value for light industry or conversion to office or residential. The plan supports these alternatives. Industries that preclude the eventual abandonment of the freight rail right-of-way, including the storage and shipment of bulk commodities, are not supported.

The plan envisions this southern portion of the plan area as primarily evolving toward a moderate density residential district south of the proposed extension of 39th Street. Unlike the Hiawatha Central district, change in land use in Hiawatha South is only supported west of Dight Avenue. Consequently, new development should use Dight as an alley for access. Site plans should be oriented toward side streets and/or the interior of sites. Although the plan envisions residential redevelopment at a more moderate scale, the City will support redevelopment scenarios at appropriate scales that further the plan's objective of vacation of the freight rail right-of-way.

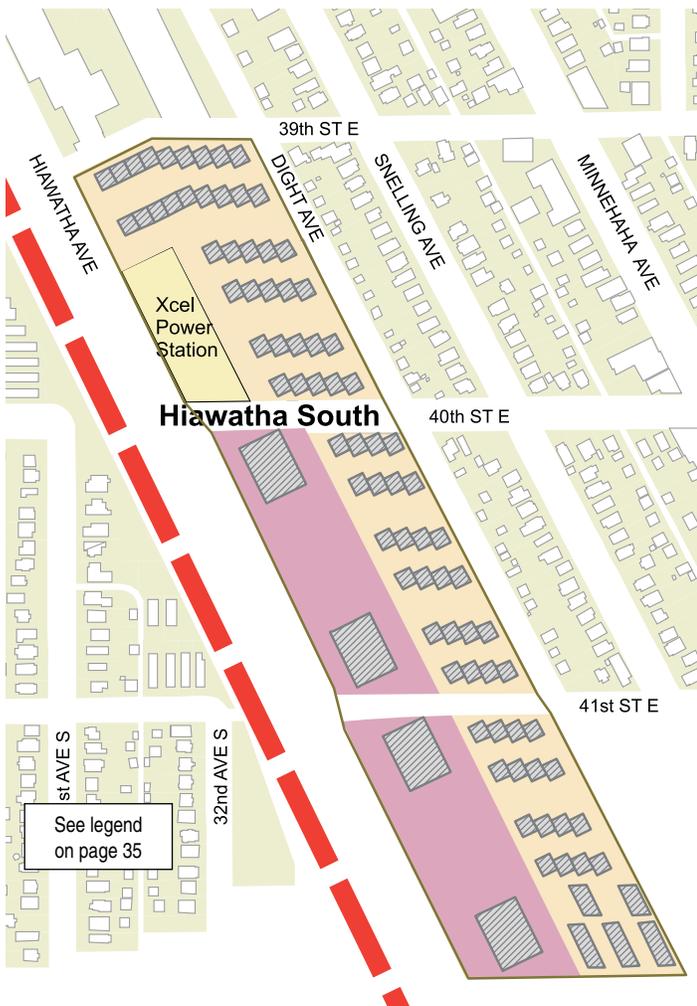


Buildings on Hiawatha with adaptive re-use potential for office, housing or light industrial.



Hiawatha South district with 42nd St. in foreground.

Map 19: Hiawatha South





## Implementation

This plan establishes a vision for the future of the station area. Achieving that vision will require ongoing dialogue and collaboration among many different people. This section begins to identify the roles, responsibilities and relationships that are part of that process.

### Implementation Working Group

This document cannot resolve all the policy, financial feasibility, and technical questions and challenges that will surely arise. A working group should be established to coordinate work and resources to support the plan. People with different expertise and perspectives should participate on this committee.

## Neighborhood Representation and Elected Officials

The City Council is responsible for major decisions that affect implementation of this plan. City Council wards 9 and 12 encompass the 38th Street Station area. The three primary committees which affect implementation of the plan include the Zoning & Planning Committee, the Transportation & Public Works Committee and the Community Development Committee.

Neighborhood or community organizations are the primary means through which most residents and businesses participate in the life of their communities. The 38th Street station area includes two neighborhood organizations: Standish-Ericsson Neighborhood Association (SENA) and Longfellow Community Council (LCC). Neighborhood organizations implement the City's Neighborhood Revitalization Program (NRP) and are most often involved in redevelopment and planning for public infrastructure.

## Comprehensive Plan Amendment

The *Minneapolis Plan* is the city's primary policy document regarding the growth and development of the city. This plan is required by state law. It includes policy language as well as maps that identify the locations and character for different types of future development or redevelopment. Individual small area plans, such as this plan, provide greater detail regarding appropriate locations and character of new development as well as the infrastructure necessary to serve that development.

This plan will serve as an amendment to the comprehensive plan. In order to have the full force of law, the metropolitan council is required to review and approve the amendment for consistency with regional policies and impacts on regional systems such as transportation. CPED-Planning staff will complete the necessary work for that review.

## Land Use Regulation and Development Review

State statute requires cities to develop consistency between its land use regulations and its comprehensive plan. This plan will be used by City staff to guide the work of a future review of zoning regulations. CPED-Planning staff will also use this document when applications for development require rezoning or other approvals involving a review for consistency with the comprehensive plan.

## Roadway and Streetscape Planning

Appropriate design of roadways, sidewalks, streetscape and other passageways are important to make the plan's vision a reality. Significant development density is envisioned, particularly in the Hiawatha Central District. This development density must be balanced with a public realm that is attractive, one which rewards people for walking. Because new development will also generate additional vehicle traffic, site plans and public streets must be designed appropriately.

CPED will work with the Department of Public Works to design and fund changes to public infrastructure. The plan identifies the following specific key locations for capital improvements, including right-of-way acquisition, street design, and streetscape improvements.

- Along 38th Street, to accommodate wider sidewalks, bicycle lanes, boulevards, medians, turning lanes and/or lane alignment
- Along Snelling and Dight Avenues to accommodate traffic circulation and pedestrian access
- Vacation of the railroad ROW to accommodate development and site access
- Within and through large development sites in the Hiawatha Central District

## Market Advocacy

The plan will be implemented largely through voluntary redevelopment, often through partnerships with different parties. In many cases, property owners may be unaware of the vision established by this plan or what resources may exist to support this change. The Planning Division of CPED, along with the Business Development and Multi-Family Housing Divisions, will market the plan as well as the various tools that the City uses to support redevelopment. Although opportunities and constraints will change over time, the plan identifies several key sites that may be the focus of early implementation activities:

- The parking lot at the northeast corner of 38th Street and 23rd Avenue
- The mill district, which will require significant coordination among staff and property owners, including the vacation of the railroad right-of-way
- Along the north side of 38th Street between 28th Avenue and the station block
- The south side of 38th Street between 24th and 26th Avenues

## Inspections

The plan notes that there are some blighting influences in the station area. Violations with regard to zoning, building code, and business licenses may be present. These sites should be addressed to improve conditions for the surrounding area. Communication with property and business owners should occur about the upkeep and marketing of properties, code compliance, and redevelopment/re-use possibilities. Staff of the Department of Regulatory Services should work closely with CPED to develop short-term and long-term enforcement strategies. Sites of particular interest include:

- Intersection of Minnehaha Avenue and 35th Street
- Southeast corner of Minnehaha Avenue and 36th Street



## Acknowledgments

The Planning Division of the Department of Community Planning and Economic Development (CPED) led this planning project. Mike Larson, principal planner, was the project manager and primary author of the plan. The Metropolitan Council and CPED funded consultant portions of the project.

SRF Consulting Group, acting on a contract with the City, helped community members develop, respond to, and refine land use scenarios that support the planning process. Monique Mackenzie was the principal for this contract. Ms. Mackenzie was formerly on the City Planning Department staff, and she has had considerable experience working on neighborhood planning for LRT.

Maxfield Research, acting as a subcontractor for SRF Consulting Group, conducted market research on the 38th Street station area. Mary Bujold was the principal involved. Maxfield explored issues related to the cost of redevelopment, possible markets for different ways of using the land (residential, retail, etc.), and land use constraints (e.g., size and shape of parcels).

The University's Design Center for the American Urban Landscape (DCAUL) assisted with education-related public

engagement activities early in the process. Its staff helped develop presentations and activities for public workshops and addressed questions related to land use change, appropriate densities, and other urban design issues.

URS is an interdisciplinary firm whose staff includes land use and transportation planners, engineers, and urban designers. URS conducted site planning to consider how uses along the industrial and freight rail corridor could evolve over time. This work addressed the relationship of new buildings to one another, traffic circulation, and the future of the freight rail corridor. Dave Showalter was the principal for this contract.

The planning process was guided by a steering committee consisting of City and nonprofit agency staff, neighborhood residents and business owners. Staff and consultants supported the work of the steering committee and activities at public workshops. This committee met periodically to provide input into the public process and to review and provide direction on plan elements related to land use, public infrastructure and urban design. These meetings were open to the public.

Amendments to this plan were completed in 2006 as a result of the work of the 38th Street/Purina Mill Task Force with a prospective developer. A principal objective was to reconsider and explicitly articulate community goals and policies for a four-block area bounded by the following streets: E. 35th Street, E. 39th Street, Hiawatha Avenue and Dight Avenue. Changes as a result of this work are incorporated herein.

A special thanks to all of the citizens, property owners, business owners, and other interested parties who attended public meetings and otherwise participated in the development of this plan.

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