

# SEWARD LONGFELLOW GREENWAY AREA LAND USE AND PRE-DEVELOPMENT STUDY

November 8, 2004

prepared for:

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



prepared by:

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

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Seward Redesign  
Seward Neighborhood Group  
Longfellow Community Council

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Dan Taylor, Project Manager

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Paul Zerby, City Council-Ward 2  
Gary Schiff, City Council-Ward 9  
Allen Bernard, Assistant to Councilor Zerby  
Charles Ballantine, Planning Director  
Mike Larson, Planner  
Lonnie Nichols, Planner

## **The Midtown Greenway Planning Steering Committee:**

Brian Miller  
Allen Bernard  
Stephanie Haddad  
Cindy Hilmoe  
Vicky Erickson  
Jeff Corn  
Lisa Vecoli  
Eric Hart  
Tony Scallon  
Mary Jane Mueller  
Scott Johnson  
Bernie Waibel  
Michael Schroeder, HNTB  
Michael Fischer, LHB

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LHB, Inc., Minneapolis  
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# SEWARD LONGFELLOW GREENWAY AREA LAND USE AND PRE-DEVELOPMENT STUDY

## Part I. Executive Summary





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# EXECUTIVE SUMMARY

## Executive Summary

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

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

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

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

### ***Guiding Principles for Development and Use***

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

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



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

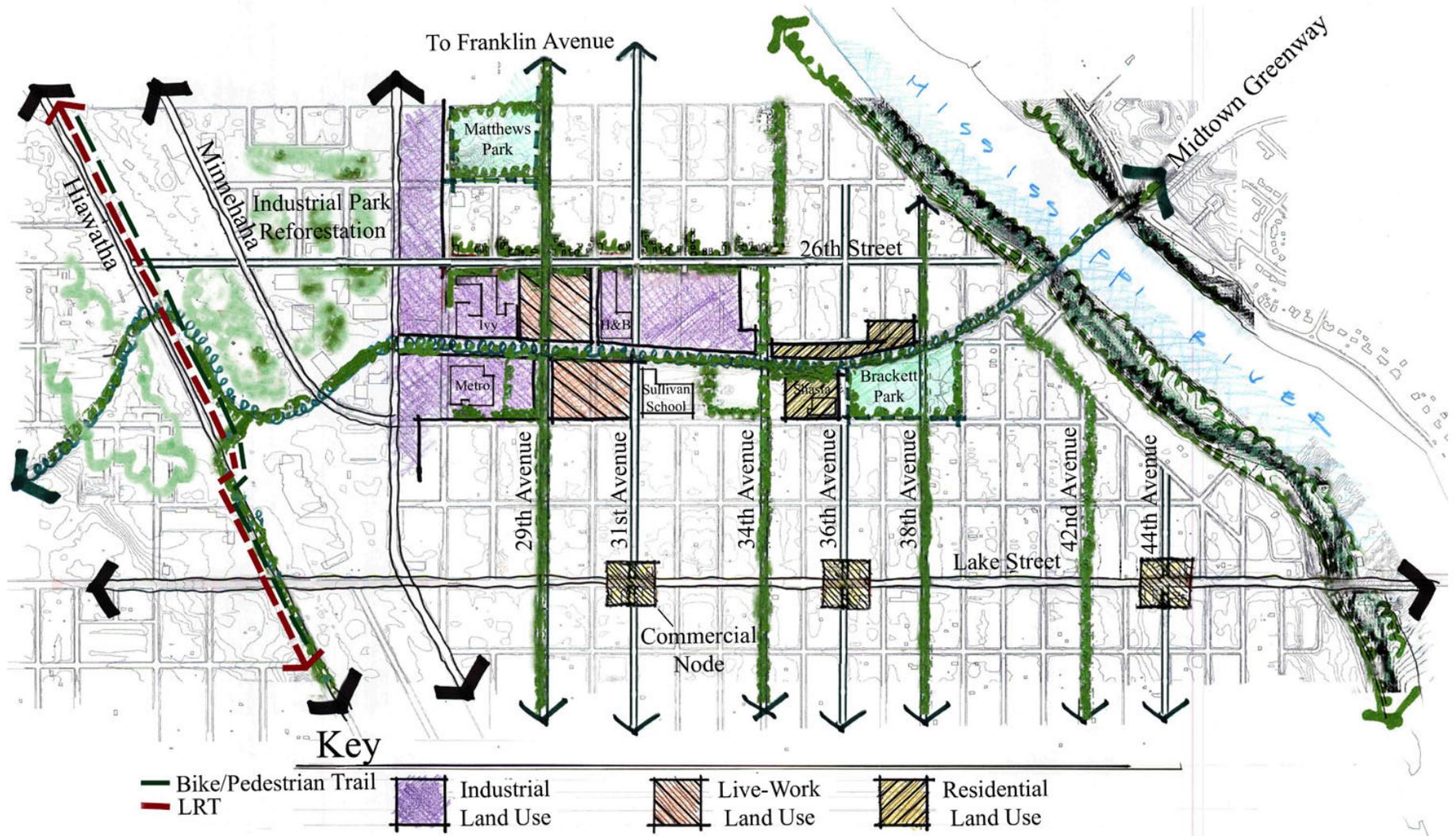
# GREENWAY

## Land Use Plan

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

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

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



Proposed Land Use Diagram for the greenway area.

## **Industrial Use evolving to Multi-Family Use**

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

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

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



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



*Hauenstein & Burmeister*



*Mack Engineering*

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

## **Industrial Uses remaining as Industrial Use**

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

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

## **Industrial to Multi-Family Residential**

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

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

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



Gamber Roofing



Doppler Gear Building

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

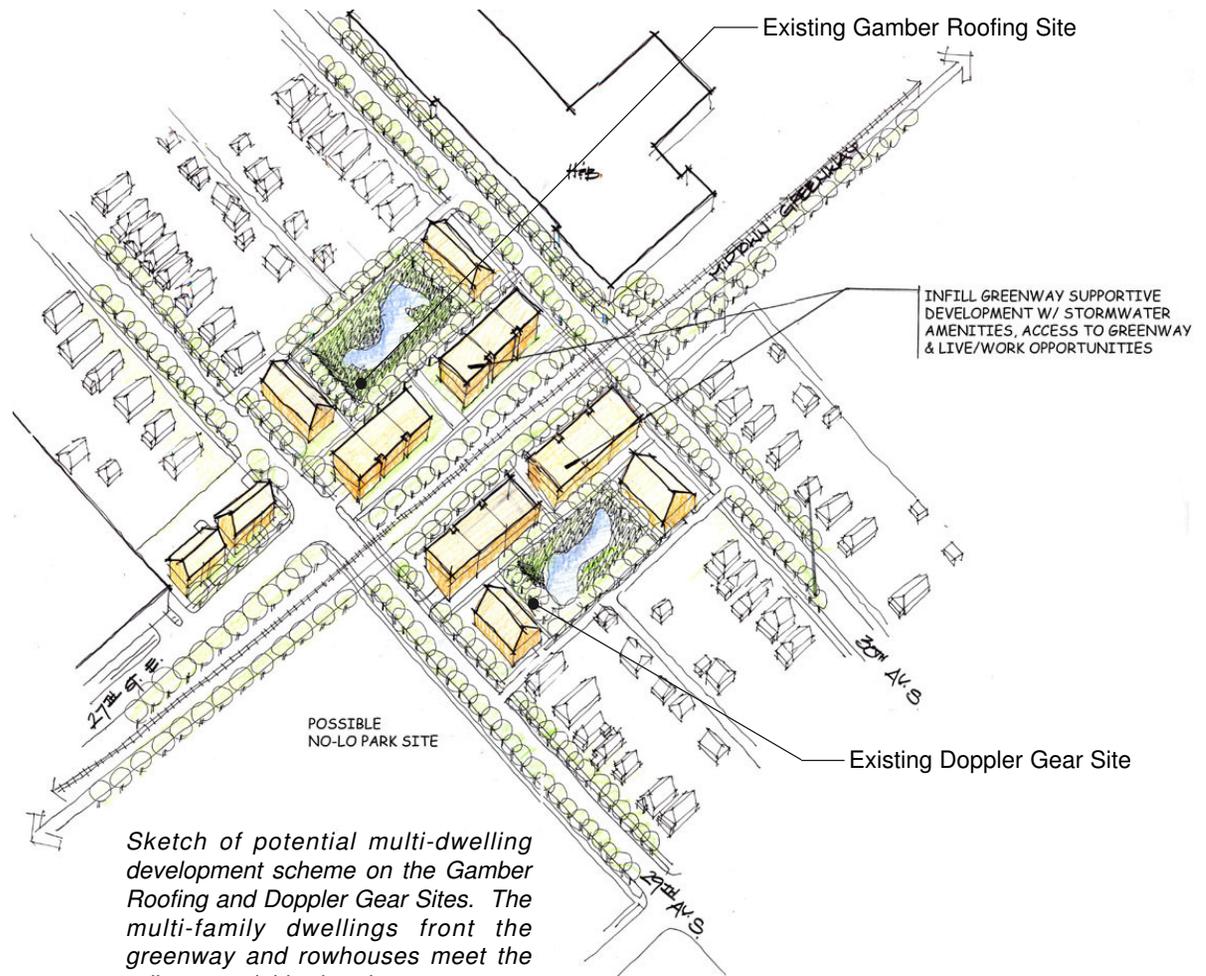
### Industrial Uses and Employment

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

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

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

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



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

# GREENWAY

## Green Space

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

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

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

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

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



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

## Next Steps

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

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

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

specific sites identified in the Plan;

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

## Community Input

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





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# GREENWAY

## Land Use Plan

### Introduction

The evolution of the Midtown Greenway from an industrial rail corridor to a recreation and transit amenity has served as a catalyst for investment and redevelopment activities in its first two phases. Phase III of the Greenway, which stretches from Hiawatha Avenue nearly to the Mississippi River, runs through the Seward and Longfellow neighborhoods. Hennepin County Community Works, in concert with Seward Neighborhood Group, Longfellow Community Council and Seward Redesign, identified the need to study the opportunities for similar investment and redevelopment activities along Phase III. This study focuses on the patterns for future land use, not zoning.

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

The study was guided by a Steering Committee composed of representatives of the neighborhoods and neighborhood organizations, businesses, the City of Minneapolis and Hennepin County. Throughout the process, input from the community was obtained through a series of interactive workshops and a concluding Open House. Numerous meetings were conducted with the Steering Committee to help interpret the information provided by neighbors and business interests and to direct solutions that would



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

resolve potentially divergent opinions. In the end, the success of the study will rest with the ability of local stakeholders to carry forward the directions for land use recommended by the Plan.

This study defines land uses appropriate to the neighborhoods, and reflects the influence of the changing transit and recreation infrastructure in the Greenway study area.

In broad terms, the study looked at the identification of land use patterns, market potential, the impact of transit infrastructure, and the exploration of likely development opportunities for specific sites identified during the course of the study. It is intended that this work will help the neighborhoods frame a vision for future development along the Greenway that:



*Participants in the April 15th public meeting review and discuss land use scenarios.*

- Takes into account existing land uses, market potential and financial reality;
- Takes full advantage of the Greenway as a transportation and recreation amenity;
- Results in a strategic plan for future development;
- Identifies needed infrastructure investment; and,
- Provides a tool for the partners to move forward jointly with community-based development in the area.

## Vision, Principles and Strategies for Evolution

The public process was key to defining the land use plan. Neighbors and business owners debated the merits of several scenarios before agreeing that principles of balance and incremental change are the most likely and most supportable direction for their neighborhood. Participants felt that evolutionary change, not revolutionary, will be most fruitful; time will be a critical factor in making the land use changes proposed in the Plan.

In the short term, the Plan is about balance. The Greenway and Hiawatha LRT will catalyze new development activities and, as noted in the market study created as a part of this plan, will most likely be housing opportunities. At the same time, participants identified the existing job base as important to the vitality of the neighborhood and the City. The creation of green space is also a neighborhood priority. The Plan proposes alternating these uses to create a more usable Greenway and suggests that these sometimes competing goals can be balanced as development occurs.

To guide the evolution of land use in the study area, several values and principles were recognized:

### *Guiding Principles for Development and Use*

- Recognize that the public's investment in the Greenway is intended as a catalyst for reinvestment, and that the patterns of use and activity in evidence today may not be the most beneficial for neighborhood livability.
- Redevelop blighted and under-utilized properties as new higher-density housing, particularly those that take advantage of the amenity of the Greenway and the area's



*Existing Greenway character presents opportunities for redevelopment.*

An important aspect of this plan is the recognition that there will be change. Market pressures, the coming of light rail transit (LRT) to the area, the creation of the Greenway and other reinvestment and redevelopment activities in the neighborhoods will lead to significant evolution in this part of Seward and Longfellow. In the long term, especially as the industrial infrastructure of the freight rail becomes less important (none of the businesses in the study area makes use of rail transportation), this area is well-suited for residential use. Traffic, soil contamination and job replacement are issues that will require time to solve.



*LRT Photos courtesy of MNDOT*



*Business owners and residents diagram land use scenarios.*



*Brackett Park is a significant amenity directly adjacent to the future greenway.*

proximity to LRT.

- Balance the desires for a residentially-focused neighborhood with strategies for retaining valued industry, particularly those industries that offer greater “job density,” higher pay scales and have low impact on neighborhood livability.
- Discourage industrial uses that are heavily truck dependent adjacent to residential areas.
- Provide “on site” mitigation of the undesirable effects of development on neighborhood livability.
- Recognize that existing buildings, though blighted, have economic value and that higher density in both residential and industrial development will be necessary to offset the costs of acquisition, demolition and soil correction.

*Guiding Principles for Infrastructure*

- Reconcile the use of streets for activities beyond the movement of vehicles, giving more prominence to modes such as bicycles and pedestrians and providing connections to the regional transit infrastructure.
- Encourage the creation of pedestrian and bicycle connections that link more distant parts of the Seward and Longfellow neighborhoods, including Lake Street and Franklin Avenue, to the Greenway along north-south streets.
- Recognize the evolution of the corridor from freight rail infrastructure that supported industry to a pedestrian and bicycle infrastructure that serves the recreation and transit needs of the

neighborhood and the City.

*Guiding Principles for Design Features*

- Encourage development activities that provide focus on appropriate form, including maintaining the traditional street grid, encouraging preservation of worthy structures, creating reasonable (or valued) transitions between uses (particularly between industrial and residential uses), and using appropriate human-scale design features.
- Enhance the appearance of the neighborhood through appropriate redevelopment, but also through the introduction of significant “greening” efforts, creating spaces and facilities that act as public gathering places or that support existing parks and publicly owned lands, either as public spaces or as privately owned “extensions” of public spaces.

of “first step” development projects.

The strategy for implementing this plan must be focused on incremental change. While this plan advocates and demonstrates a pattern for land use, it must be considered the starting point. To support the change, it is logical that certain catalyzing actions take place – in essence, “jump starting” the evolution in locations that are consistent with the Plan, supported by the market and a priority for the neighborhood. A part of this planning effort was directed at “opportunity sites” – parcels where a change in use would complement public investment and enhance neighborhood livability. The most positive result of this effort will be agreement on a pattern of land use, coupled with realistic projections

## Background

The larger context for this planning effort is set forth in Part III, Planning and Development Context. Additional detail is provided in the following areas:

### *Significant Public Projects*

In addition to construction of the Midtown Greenway bisecting the study area, this plan is significantly impacted by the imminent opening of the Hiawatha Light Rail Transit line (LRT) expected to begin operations in 2004 with a station on Lake Street immediately west of Hiawatha Avenue.

The plan also takes notice of planning for the reconstruction of Lake Street and the opportunities it offers to design infrastructure that will reinforce the land use and development directions in this Plan and others previously completed for the Lake Street area.

### *Coordination with Earlier Plans*

A number of previous planning efforts touched on areas adjacent to the study area or on particular issues within the study area. Most notable are a series of documents that define the vision for development of the Midtown Greenway itself and the Hiawatha/Lake Station Area Master Plan, which sets a direction for higher-density, pedestrian-oriented development in the Lake Street LRT station area.

The East End Revival Plan focuses on areas adjacent to East Lake Street from 27<sup>th</sup> Avenue to Hiawatha and, as it impacts this study area, suggests the following principles:

- Mixed-use patterns of development with a strong orientation to transit and pedestrians;

- New housing opportunities and choices;
- Reclaiming spoiled ground and surplus right-of-way to create new public spaces;
- Greening of the area and enhanced pedestrian and bike connections.

The East Lake Corridor Study, focusing on East Lake Street from 31<sup>st</sup> Avenue to the Mississippi River, suggests specific projects for the area and provides architectural and site development guidelines. The plan suggests a strong preference for incorporating higher-density housing in developments along Lake Street, particularly at “mixed-use” commercial nodes on 31<sup>st</sup> Avenue, 36<sup>th</sup> Avenue, 44<sup>th</sup> Avenue and West River Road. The East Lake Street Corridor study also advocates for the creation of semi-public spaces and greening.

The *East End Revival Plan* and the *East Lake Street Corridor Study* offer direction that largely concur with this Land Use Plan.

### *Existing Conditions*

Existing conditions and infrastructure are discussed in detail in Part III of this document. Maps of the study area are included for reference, including existing land use, existing zoning, the existing land use plan, state aid roads and truck routes.

### *Neighborhood Input—Alternate Scenarios*

In the early stages of the planning process, alternate land use scenarios were proposed at the public workshops to test patterns of land use and development and gauge stakeholders response to potential changes. That dialogue is outlined in more detail under Neighborhood Input in Part III of this

document. The discussion led to the selection of several areas for more intensive study—the Opportunity Site Scenarios—which became the subject of day-long design charrettes. It also identified commonly held values that provided direction for the balance of the planning process:

- The gradual greening of the areas adjacent to the Greenway;
- Higher density in both residential and industrial use;
- Focusing new residential development toward the Greenway and possible placement of new buildings directly at Greenway’s right-of-way.

# GREENWAY

## Land Use Plan

The Land Use Plan envisions a balanced approach for residential and industrial uses along the Greenway. It also recognizes that orientation to the Greenway and the character of the development will be vital issues as reinvestment occurs. This Plan retains the existing uses for the majority of parcels, including the most significant industrial uses, ensuring that employment remains in the neighborhood. Under the Plan some non-conforming uses become legal, and the use of a few smaller parcels will become non-conforming. It will be important to engage in a proactive effort to spur redevelopment of those parcels so that non-conforming uses, and the area surrounding them, do not decline in a pattern of disinvestment.

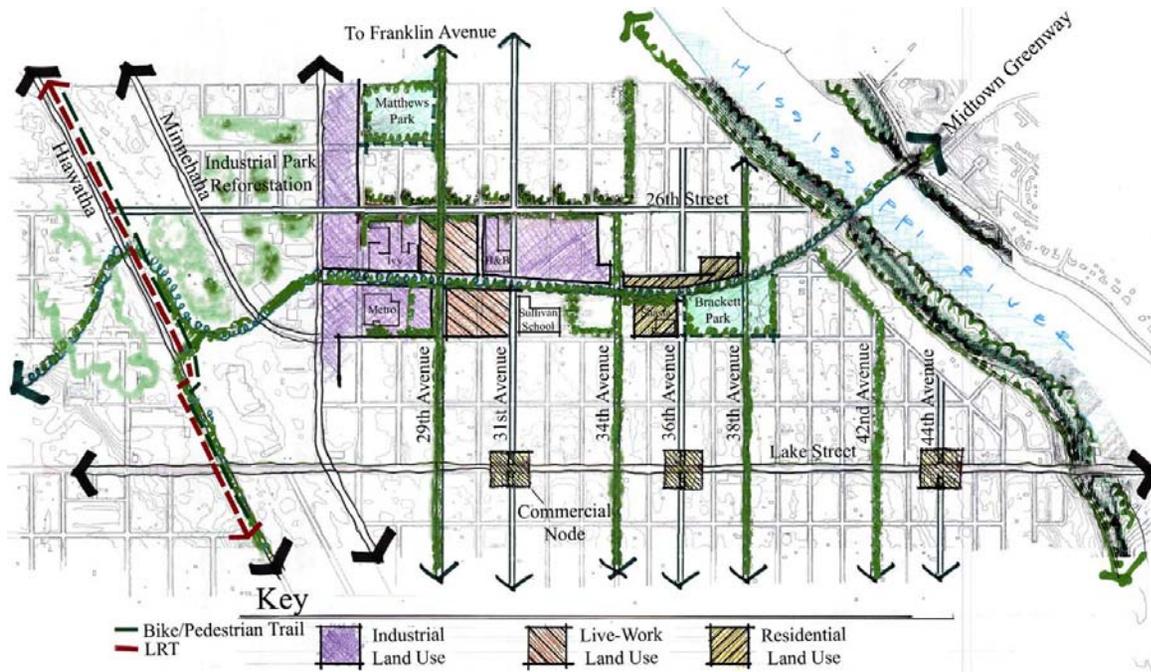
## Industrial Use evolving to Multi-Family Use

The Minneapolis Plan, a framework for making decisions about community development, was adopted by the City Council in March, 2000. It designates the Greenway as a Major Housing Opportunity Site (see Policy 4.17 and Map 9.8). While the neighborhood sees value in the transition from industrial to residential uses, they recognize the need for balance. As a result, the plan retains some industrial uses, and looks to key parcels for new residential development.

Existing industrial parcels at the east end would be changed to multi-family residential. Gopher Roofing and several surrounding parcels, Empire Glass and the Shasta Building are currently zoned I-1 (Light

Industrial). Their location along the Greenway and near the Mississippi River, Brackett Park and Anne Sullivan School suggest that a higher use should be applied to these sites. Currently, no businesses in the area use rail service. Additionally, many of the parcels and buildings associated with them are small, oddly shaped, and have low ceilings, making them ill-suited for modern industrial uses.

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



Existing rail corridor adjacent to Metro Produce and the Ivy Building.

Diagram illustrating the proposed land use for the greenway area.



*Concept sketch of multi-dwelling housing on the west portion of the Shasta Building site.*

Change is not necessarily imminent. During the planning process, ideas were generated that showed interim improvements to the Empire Glass building, for instance, and how it might, with a relatively modest investment, become a better neighbor. The building's owner noted that there is adequate room for expansion of his operations in the current building shell, and it largely meets his operational requirements. There are, however, no opportunities for building expansion on these parcels and the economics of removing a building and replacing it with a contemporary industrial structure would not prove feasible, especially given that a market exists for residential development that would return a higher value for the investor. It is most likely that change will occur incrementally over time as these buildings become less attractive to a wider range of users with other options in the market.

**Industrial Uses remaining as Industrial Use**

While parcels at the east end of the Greenway

corridor are small and perhaps more changeable, the larger industrial uses will not evolve so quickly (if at all). Parcels containing Hauenstein and Burmeister, Hiawatha Metalcraft, Mack Engineering and Metro Produce all have larger-scaled industrial operations, significant structures, and seemingly long-term economic viability that contribute to the job base of the city. Some sites may have contaminated soils; some have structures with architectural interest (the Ivy Building, formerly the Flour City Ornamental



*"Neighborhood friendly" facade improvements for Empire Glass might be focused at the termini of neighborhood streets.*

Iron Building), and others are relatively new (Mack Engineering). While a transition in a user might occur, these factors suggest that it is unlikely these parcels can be economically redeveloped in the short-term. These sites are more valued for their continuing industrial use and contribution to the job base. In this plan, these parcels retain their industrial land use classification.

The market study indicated that the long-term evolution of the study area would tend toward residential use. If the market, someday, supports a significant residential development project, it will likely be driven by several factors:

- As buildings age, building infrastructure upgrades and general maintenance becomes more costly.
- Users find their ability to operate may be limited by the confines of the current structure and the ability to expand to meet their needs is limited.
- The added value of the Greenway is considerable, especially if the remaining rail line is eliminated.
- The possibilities for more cost-effective remediation of contamination become available.
- Readily developable land in the city and the region dwindles.

The land use plan recognizes that these industrial uses will remain for some time. Each of these parcels is large enough to be individually considered for rezoning when requested by a future owner.

# GREENWAY

For the most part, these uses have not recently posed problems for neighbors; in fact, one of the basic tenets of this plan relies on statements from neighbors that the mix of industrial and residential uses has not been detrimental, with the notable exception of Metro Produce. Existing industrial uses, to the extent feasible, and any new industrial uses should be held to the following principles:

- Uses adjacent to residential areas are not heavily truck-dependent.
- The uses offer higher wage jobs and a higher density per acre of employment.
- The uses are non-polluting.
- The uses address the Greenway as a public way and a recreational amenity.



The Seward Longfellow neighborhoods retain a number of businesses as their industrial core, such as Hauenstein & Burmeister and Mack Engineering.

- Mitigation of impacts on adjacent or nearby residential properties is mitigated on the industrial parcel.
- The industrial uses, whatever their impact, visually screen parking, loading docks, outside storage and noise from neighboring residential uses and the Greenway.

### **Industrial Use to Multi-Family Residential**

The so-called “island of residential” exists along 29<sup>th</sup> Avenue on both sides of the Greenway. Here, homes are located in several blocks of industrially zoned land next to major industrial users. As non-conforming uses, these homeowners face problems beyond the obvious tensions between industrial and residential uses. Rebuilding in the event of catastrophic damage may not be possible. Some of the traditional home mortgage choices are not available. Industrial uses in this area tend to be smaller, occupying in many cases a parcel that was once one or two single-family lots. Doppler Gear, on the south side of the Greenway, is an exception.



Existing Ivy Building has the potential to be reused as artisan studio space or for new businesses.



The “island of residential” with adjacent industries.

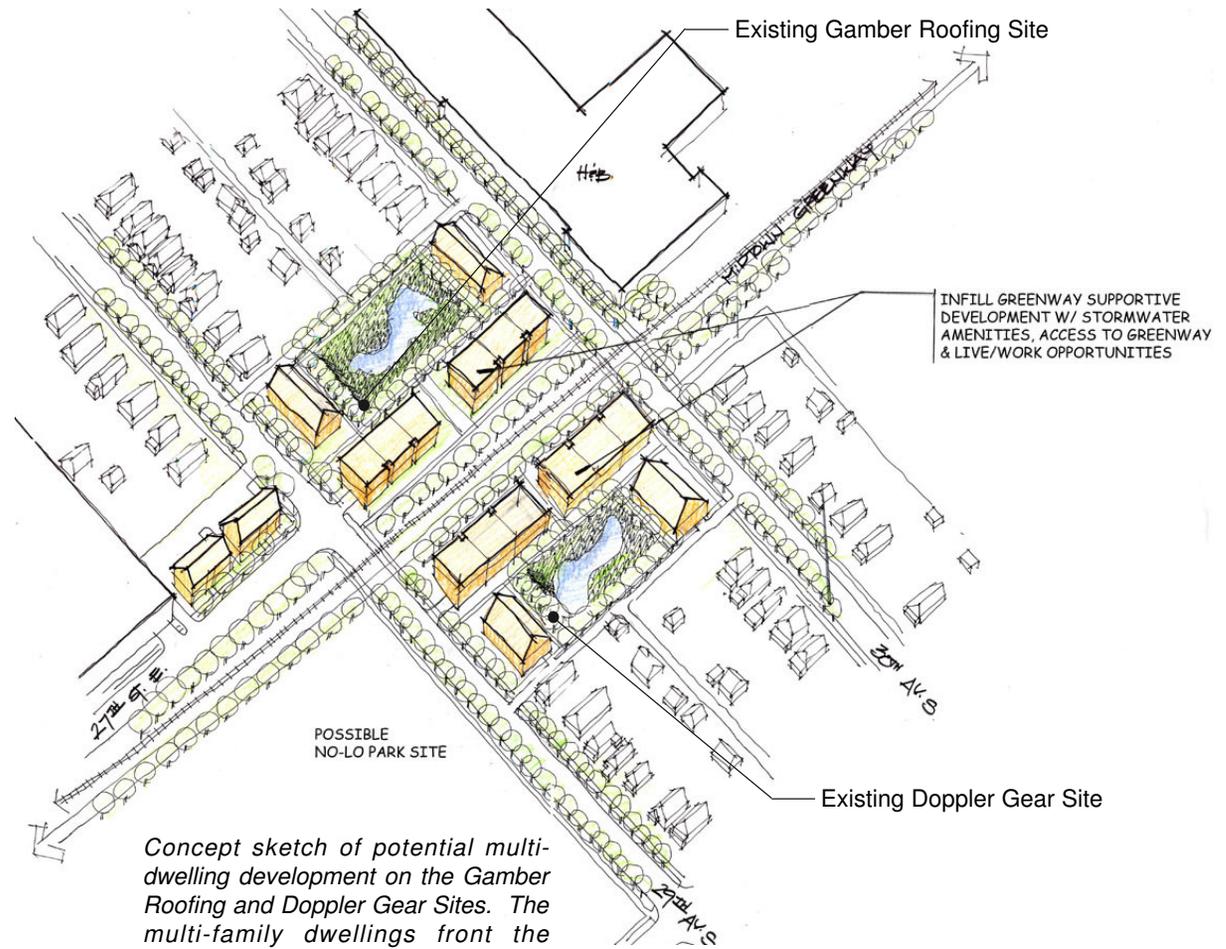
# GREENWAY

While it is easy to point to the tensions typically found in this situation, homeowners indicated that they are quite comfortable here. Their primary concern is not with their industrial neighbors, but with the lack of certainty posed by the underlying industrial zoning. In fact, the majority of parcels in the “island of residential” are used for residential purposes, and some of the industrial uses operate out of structures that were once homes. The transition of this area from residential to industrial use, as anticipated by the area’s zoning, has not occurred. Even moderate changes from residential to industrial use have not occurred for several decades. Given predominantly residential use, the lack of redevelopment consistent with the industrial zoning, and market forces that support an evolution toward housing development, there is little justification for continuing industrial zoning of this area.

The Land Use Plan recommends that the area one block north and one block south of the Greenway at 29<sup>th</sup> Avenue be residential use, but not exclusively. The goals of this plan include a balance between residential and industrial use and it might be best exemplified in the vision for these few blocks. Here, the plan envisions higher-density residential uses adjacent to the Greenway with the option for residents’ ground level studios, offices or workshops. The patterns of large industrial buildings fronting on the Greenway, which now occurs from Hiawatha Avenue east to 32<sup>nd</sup> Avenue would change dramatically. Instead, the scale, detail and activity offer a respite to the consistent rooflines and blank walls found to the west, and will increase the hours and days during which the Greenway is populated.

The Ivy Building just east of 27<sup>th</sup> Avenue offers a similar opportunity. The complex of buildings, formerly Flour City Ornamental Iron, is an historic, all brick structure with lots of windows and large open spaces. The buildings could be reused as a live/work complex that would permit industrial uses,

workshops and offices at street level and a mix of offices and residential uses on the second floor. The south face of the Ivy Building abuts the Greenway and is an opportunity to enliven this stretch of the corridor that may have particularly strong market appeal.



*Concept sketch of potential multi-dwelling development on the Gamber Roofing and Doppler Gear Sites. The multi-family dwellings front the Greenway and rowhouses meet the adjacent neighborhood.*



*Existing Ivy Building offers possibilities for reuse.*

Establishing appropriate transitions between new multi-family housing of the unique type described above will become important as long as single-family homes remain. Initially, parcels nearer to the Greenway will offer the most opportunity for change; the Greenway itself would be the catalyst for reinvestment directed toward residential use.

While this change resolves the issue of non-conforming residential uses, it creates non-conforming uses of the remaining industrial properties. Although the industrial use would not be forced to change, no expansion would be permitted. Active encouragement of development that conforms to the new land use pattern would have a positive impact on the area.

With the change in land use comes a new pattern with certain implications for industrial uses surrounding the “residential island.” The block to the east of Metro Produce, for example, is zoned industrial; an expansion of an industrial use would have little impact on an adjacent industrially-zoned parcel. If the land use change described in this section is pursued and appropriate residential zoning applied, an expansion of Metro Produce would then abut a

residential use. Different and more restrictive rules would apply to the expansion of Metro Produce or the requirements of a Conditional Use Permit might be more stringent.

This type of conflict is less of a problem north of the Greenway, where existing industrial uses have largely “built-out” their sites. There is, as a result, little room for physical expansion adjacent to the “island.” But transitions from residential uses to neighboring industry are important; in these cases, redevelopment resulting in residential should orient to streets, the Greenway and other on-site amenities rather than the adjacent industrial uses.

### ***Intensifying Industrial Uses and Employment***

Industrial uses are important to the vibrancy and economic health of Minneapolis. While a goal of this Plan is to define patterns of land use that catalyze reinvestment as a result of the Greenway, it is the intention of this plan to promote higher paying jobs and greater job densities. There is an opportunity to increase industrial density in the Seward South Industrial Park, which occupies an area west of 27<sup>th</sup> Avenue. Here, the goal is to intensify development patterns that are now more suburban in character and have large setbacks from the street and neighboring buildings. Opportunities for increasing density include:

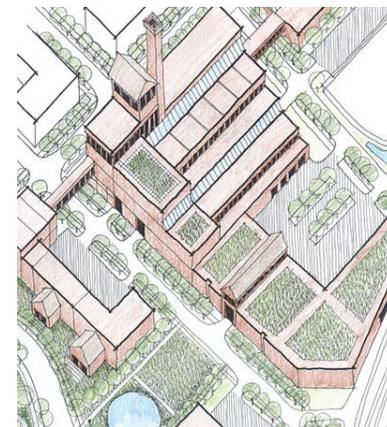
- Sharing service, loading and parking areas between adjacent uses.
- Reducing setback areas, which are currently used solely for landscaping and lawns, in favor of useable, aggregated common space.
- “Stacking” of activities, especially where an

office component could be located above a ground-level production floor.

- Conversion of storage facilities back to industrial use, both in Seward and in the industrial areas along the Hiawatha corridor.



*Examples of new industry in the Seward South Industrial Park.*



*A conceptual design for a new type of industrial building is being explored for the Bassett Creek Valley Eco-Industrial Area. The building incorporates multiple levels, daylighting, solar energy harvesting and green roof technologies.*

## Green Space

One of the more universally supported components of this plan is the enhancement of the area’s “urban forest” and the creation of green space along the Greenway accessible from other parts of the neighborhood. Evidence of “green” is significantly lacking in areas west of 27<sup>th</sup> Avenue, where newer development is notably out of character with areas to the east. While parts of industrial sites are not suitable for planting, peripheral portions should be intensely forested. The type of planting is also significant, with modern landscaping too often making liberal use of ash and other inexpensive trees that grow to limited size and do not remain attractive as they age.

### *Greenway Connection to LRT*

There are areas along the Greenway itself where new green space might occur. The *East End Revival Plan* calls for the use of landlocked areas west of Target as an enhanced pedestrian and bicycle corridor connecting to the Lake Street LRT station. The concept employs phytoremediation (biological remediation of environmental problems using plants) to aid in reclaiming contaminated soils and creates a unique amenity and public space on a landlocked site.

### *Integration with Parks*

Other opportunities exist as well. Brackett Park should be more tightly integrated with the Greenway by widening the corridor at varied elevations as a transition to the Park, which is at much lower grade. And, the well-formed proposal of a neighborhood group to create North Longfellow “NoLo” Greenspace on the polluted Deep Rock site (at the southwest corner of 29<sup>th</sup> Avenue and the Greenway)

and portions of the Metro Produce parcels was highly favored at community meetings. In each of these ideas rests the notion that landscaping and green space make transit and pedestrian/bicycle corridors more appealing and neighborhood-friendly.

As other areas redevelop over time, it might be important to learn from the explorations of the proposed NoLo Greenspace. The initial concepts included incorporation of the soil remediation mechanisms to the needs of the space. Interesting methods of stormwater management were also demonstrated. The concept for the NoLo Greenspace sought to form a private/public partnership to create an engaging, publicly accessible, privately owned space at the same time that difficult issues of pollutant remediation are addressed. What results is a compelling vision for green space – one that might well be applied to locations other than the Metro Produce site.

As redevelopment occurs, a neighborhood signature might evolve through the application of some of the principles of the NoLo Greenspace:

- Publicly accessible, but privately developed spaces are created to the benefit of the neighborhood.
- Environmental considerations are balanced with the functional requirements of the space, all with an “artful” result.
- Green space is used to temper the impacts of development that might be more intrusive on single-family residential neighbors.

### *Links to Lake Street, Matthews Park and Franklin Avenue*

Other aspects of the Plan are directed to linking the Greenway to parts of the Seward and Longfellow neighborhoods that are more distant. As a recreation and transportation amenity, creating enhanced pedestrian and bicycle links along north/south streets is warranted. As a catalyst for investment, the Greenway might support new activity on immediately



*Brackett Park presents opportunities to provide a tighter connection between neighborhood greenspace and the corridor.*



*Sketch of the NoLo greenspace concept design produced by Anne Okerman, University of Minnesota, Master of Landscape Architecture Student.*

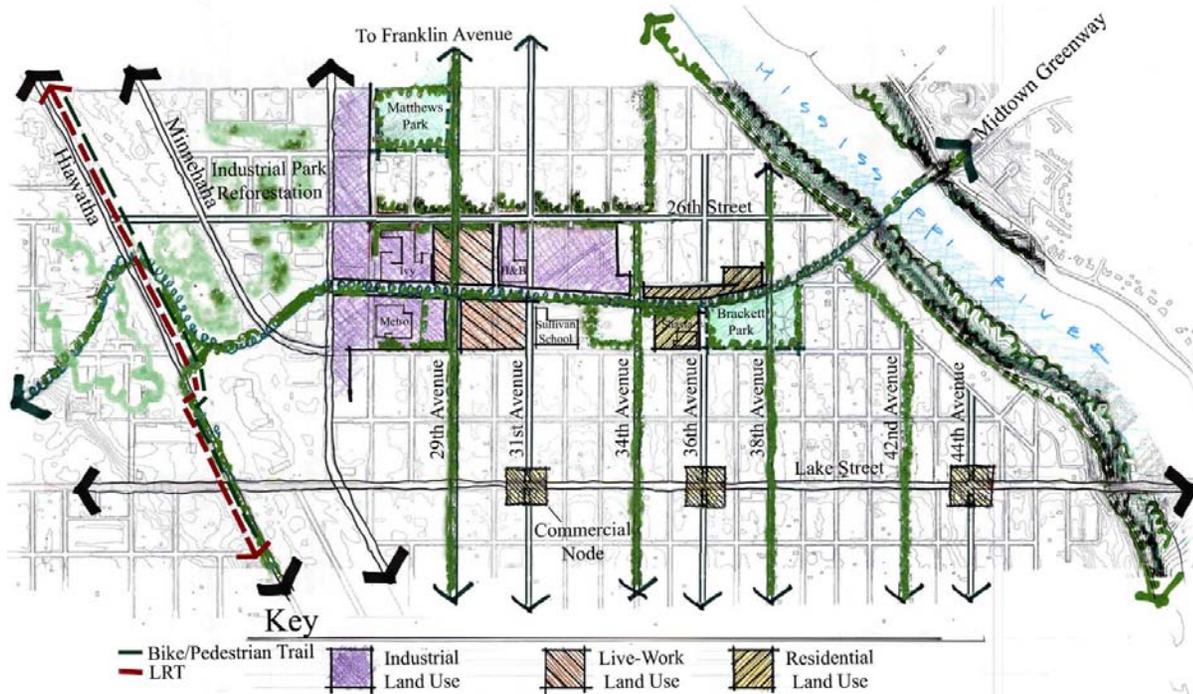
# GREENWAY

adjacent sites, but it poses the greater potential of adding value to the entire neighborhood as it creates new connections to other parts of the city. Ultimately, the current land uses in the study area are a logical starting point for an evolution that offers the opportunity to capitalize on Hennepin County's investment in the Midtown Greenway. But it also looks to the context of the Greenway in the neighborhood. Lake Street is viewed as particularly important. It is a major transportation corridor that will provide access to new developments along the Greenway. And, Lake Street offers a location for retail businesses and services needed by nearby

residents. Pedestrian and bicycle access between the Greenway and Lake Street were viewed as a priority.

This Plan also reinforces the priority of the East Lake Corridor Study to concentrate commercial uses on Lake Street at 31<sup>st</sup> Avenue, 36<sup>th</sup> Avenue and 44<sup>th</sup> Avenue, with housing above. An increased density of residential uses along the Greenway, and an increased density of residential uses on Lake Street between these nodes, will help to strengthen the market for neighborhood-oriented retail and services on Lake Street.

Similarly, stronger north-south pedestrian-oriented links should be created along 29<sup>th</sup> Avenue, 34<sup>th</sup> Avenue, 38<sup>th</sup> Avenue and 42<sup>nd</sup> Avenue to provide connections to Lake Street, Matthews Park and Franklin Avenue. These links should strive for a better balance between vehicles, bicyclists and pedestrians and should include wider sidewalks, pedestrian-scale lighting and more intensive landscaping. The intersection of these pedestrian-oriented links with Lake Street should redevelop with more intensive housing uses over time.



Looking south from Matthews Park down 29th Avenue.

Proposed Land Use Diagram for the greenway area.

## Opportunity Sites

The purpose of this plan is to identify a land use plan *and* to consider which sites might pose opportunities for more immediate investment. In the context of the land use plan described above, several sites have been identified as “opportunity sites.” This does not mean that redevelopment will magically happen; these sites are controlled by private interests who have a right to continue to use the sites as they exist.

The process of making a change is complex and will be costly. The control of the land must take place through either public or private action (private action being the most likely), and existing uses relocated or purchased outright. The sites would have to be prepared for development and any site problems (including soil contamination) would have to be resolved. Also, the change in land use (and subsequent rezoning) would have to occur before many of the opportunity sites could be legally redeveloped according to the directions recommended by this plan.

Action is needed to make the land use changes visible. This plan identifies certain sites with greater opportunities for change – change that will both improve the immediate site and create a subsequent opportunity on a nearby or adjacent site.

Participants in the public meetings voiced their opinions about the “best place to start.” Issues of financial and political feasibility must be considered, as well as the need to create a balanced plan. The questions that follow helped guide the selection of opportunity sites. For many of the questions posed,

there was no definitive answer, but considering the question led to logical choices.

- Will the site catalyze other development activities that are supportive of the goals of the neighborhood and the City? Can the project be viewed as a logical “first step” toward the neighborhood’s vision?
- Can the project demonstrate conceptual financial feasibility? Does it generate tax capacity sufficient to make redevelopment a possibility or will it require so much “other funding” that redevelopment will be unlikely? Can the existing use be relocated without expending extraordinary resources that might otherwise be put to a better use in the project area?
- Is change on the site desired by the neighborhood, the City or businesses? Has the need for change been clearly articulated in the meetings that have been a part of the planning process? Can change on this site be supported by the spectrum of interests that may be needed to make the project a reality, or will it face stiff opposition?
- Does the change result in a stronger connection to the Greenway? As a city-wide amenity, does the project enhance the Greenway? Does the project fit the goals of the Greenway as an investment catalyst?
- Does the change resolve conflicts in land use, traffic or other neighborhood concerns? Does the change create efficiencies or consistencies in the patterns of land use necessary for a balanced solution?
- Will the project benefit from the kinds of

transit service that will be available in the neighborhood? Does the project take full advantage of the resources that are available in the neighborhood?

- Does the project remove blighted, obsolete or otherwise deteriorating structures? Does the project create more attractive public areas? Will the project suffer from neighboring properties that are blighted, obsolete or otherwise deteriorating?

Opportunities at two sites—the area of Gopher Roofing, Empire Glass and the Shasta Building; and the area north and south of the Greenway at 29<sup>th</sup> Avenue (the “Island of Residential”)—were explored during two workshops. Neighbors and business representatives were invited to share ideas with the design team and then evaluate the translation of those ideas into sketches. While these explorations were preliminary, they served some important purposes:



*Existing Shasta Building has potential for renovation and reuse.*

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- They offered the chance to further explore the patterns of land use in the study area, challenging or confirming the directions considered in the earlier land use scenarios.
- They began to suggest a character for new development, studying issues such as density, organization of buildings and circulation, parking, orientation to the Greenway and architectural character.
- They allow parties to begin to understand challenging issues of the evolution of the neighborhood, particularly from a development feasibility perspective.

A third area—Target and Minnehaha Mall—was identified for intensified study in the future. While seen as the key commercial center, its character should evolve to better accommodate pedestrian and bicycle access to shops and the Lake Street LRT station and, in the future, become a mix of shops with housing above (a current development proposal suggests that housing will become a part of the site in the near

future); while a concept for redevelopment of Target/Minnehaha Mall was not formulated as part of this Plan, it should be a high priority when these property owners express a willingness to participate.



*Empire Glass was also analyzed for reuse possibilities during Workshop No. 1.*



*Reuse possibilities for Gopher Roofing were explored during Workshop No. 1.*



*Open space with vegetation exists behind Empire Glass.*



## Workshop No. 1 Gopher Roofing, Shasta Building and Empire Glass

The first workshop focused on the east end of the study area. In the land use scenarios and the proposed land use plan, the area is seen as becoming residential in use and character. Several existing industrial uses would evolve toward higher density residential developments. While none of the businesses that occupy sites explored during the workshop have voiced their intentions to relocate, several points become important in their evolution:

- The introduction of the Greenway brings a decidedly residential amenity to the area, immediately adjacent to many of the parcels.
- There is no logical connection between the current industrial uses and the recreation-orientation of the Greenway.
- The market study suggests that the most likely redevelopment opportunity is for residential uses.
- Redevelopment of these parcels with new industrial uses would not likely be economically feasible; the greater returns for redevelopment will be for residential use.
- The sites are largely “built –out,” with little additional space on the site for building expansion.
- The parcels themselves are relatively small and oddly-shaped, making them more difficult for industrial redevelopment, but perhaps quite interesting as residential redevelopment opportunities.
- While it is not site specific, the Minneapolis Plan addresses the potential for sites along

the Greenway to satisfy the City’s policy for Major Housing Opportunity sites.

Change will occur slowly. The workshop demonstrated ways in which positive steps might be taken on some properties to encourage a better fit with the neighborhood and the Greenway. But the long term direction for this area is toward residential development of a scale and density that takes advantage of new and existing amenities while respecting the character of the neighborhood.

It should be noted that in the exploration of redevelopment opportunities, the Gopher Roofing site was considered an amalgamation of several parcels (2647 37<sup>th</sup> Avenue, 2648 37<sup>th</sup> Avenue, 2701 36<sup>th</sup> Avenue and 3703 E. 27<sup>th</sup> Street).

Development for the Gopher Roofing, Empire Glass and Shasta Building parcels can best be quantified in the development summary on pages II-24-II-25.



*Empire Building*



*Gopher Building*



*Shasta Building*

*Existing building such as the Empire Building, Gopher Building, and Shasta Building have potential for renovation and reuse.*

## Gopher Roofing (Design Workshop No. 1)

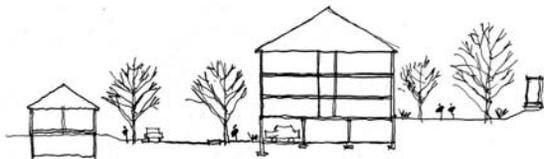


The existing Gopher Roofing site with the future Greenway in the background.

The Gopher Roofing site was explored for residential development during design Workshop no. 1. The design concepts incorporate multi-dwelling housing with off-street underground parking and direct Greenway access.



Plan view of the proposed multi-dwelling buildings.



Section view showing the relationship of the Greenway level to the housing level. Also note the parking on the lower floor.



A concept sketch of the architectural character of the multi-family building

## Empire Glass (Design Workshop No. 1)

The Empire Glass site was explored for short-term (10-15yr) improvements such as facade, parking and landscape upgrades as well as long term in-fill residential development.



Existing Empire Glass Building facing the Greenway



Concept sketch of improved Greenway access, employee break areas, and added windows for the existing Empire Glass building.

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## Empire Glass (Design Workshop No. 1)



Concept sketch of facade and landscape improvements at a residential street terminus.



Existing Empire Glass building, front facade.



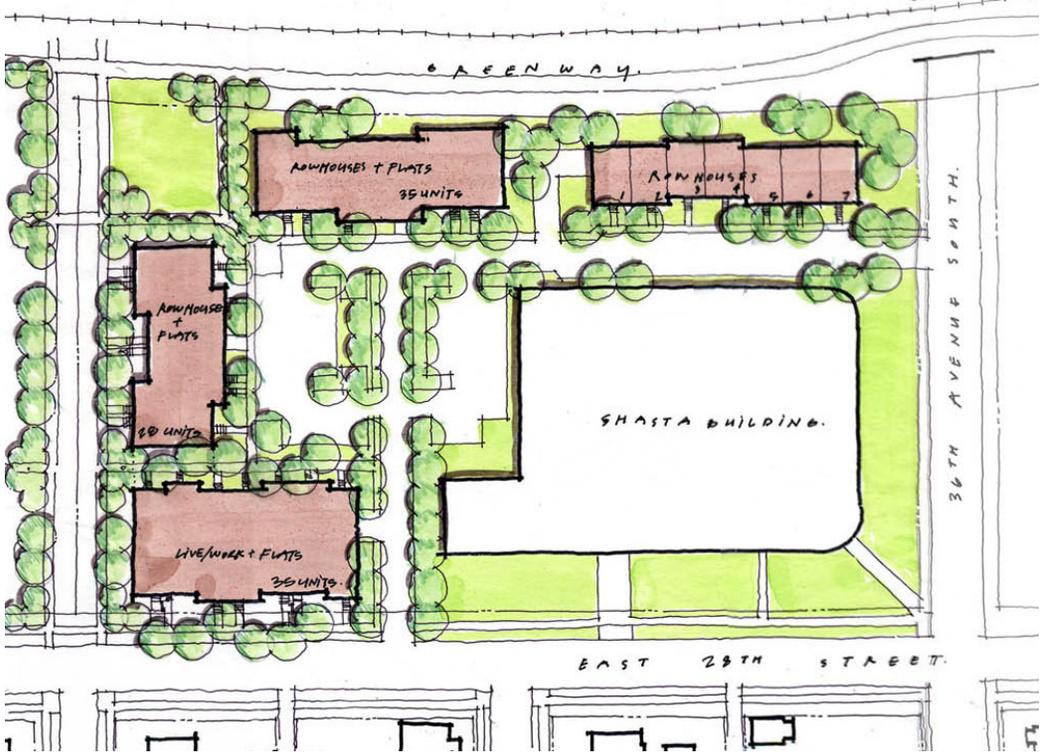
Plan view of the long-term residential infill development. The multi-dwelling building has underground parking and is positioned so the Greenway is the south facing "front porch" for the residences.

## Shasta Site (Design Workshop No.1)

The Shasta Building site was explored for residential development during design Workshop no. 1. The design concepts keep the Shasta Building intact and utilize the surrounding site for townhome, rowhouse and live-work residential dwellings.



Existing green space between Shasta Building and Greenway.



Plan view of the Shasta Building site. The design positions buildings directly adjacent to the Greenway, has interior surface and underground parking, and several different unit types.



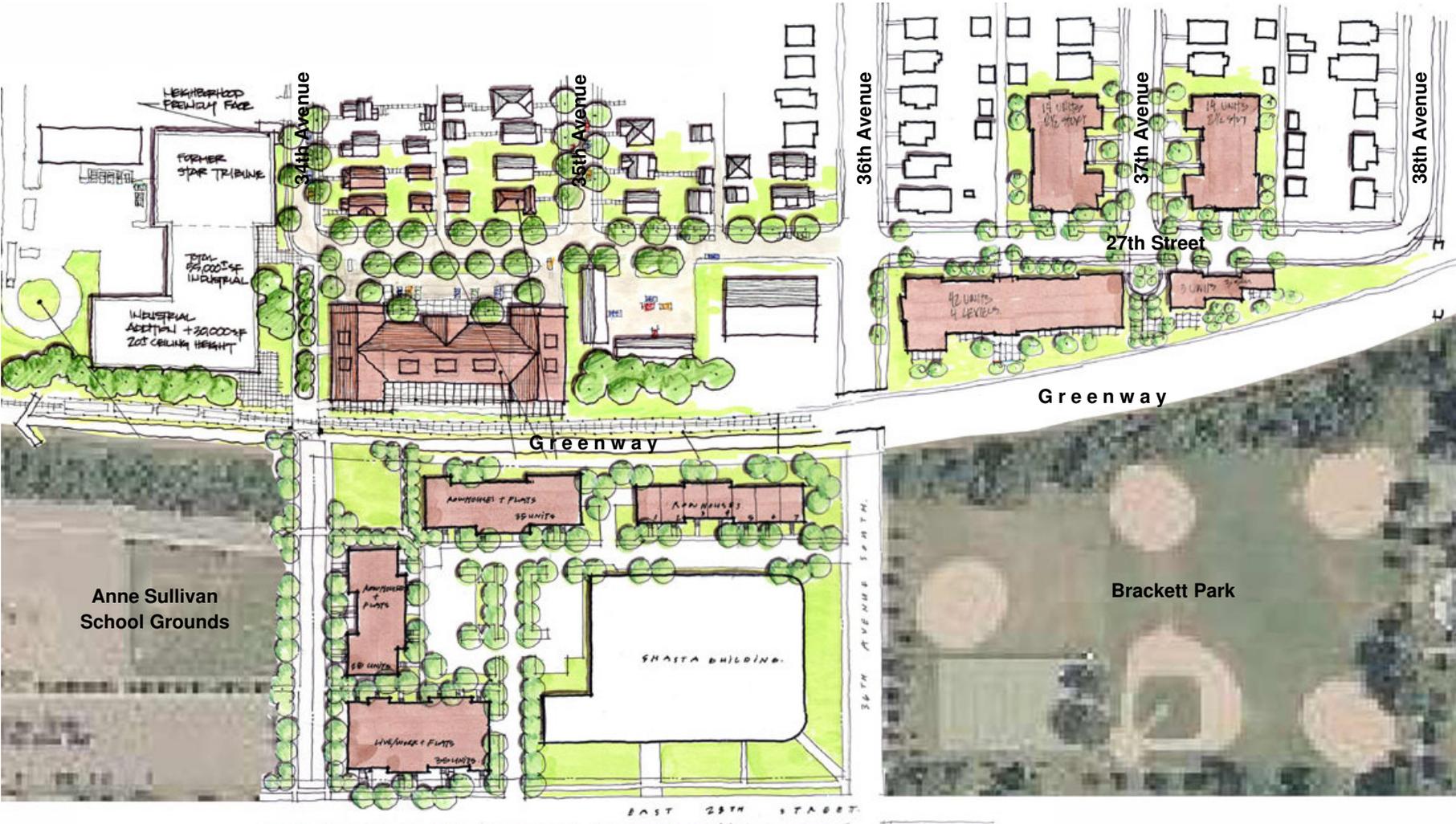
Concept sketch illustrating "rowhouse" character facing 28th Street.



Existing Shasta Building Site with Commercial Container Company in the foreground.

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Compilation of Three Plans: Gopher Roofing, Empire Glass, and Shasta Site  
(Design Workshop No. 1)



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

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	<b>Gopher Roofing</b> 2647-2648 37 <sup>th</sup> Avenue, 2701 36 <sup>th</sup> Avenue, 2703 27 <sup>th</sup> Avenue	<b>Empire Glass</b> 3415 27 <sup>th</sup> Street	<b>Shasta Building</b> 3530 28 <sup>th</sup> Street
<b>Land Use</b>			
Existing zoning	I-1 (Light Industrial)	I-1 (Light Industrial)	I-1 (Light Industrial)
Existing use	Industrial	Industrial	Industrial
Proposed use	Residential Multi-family	Residential Multi-family	Residential Multi-family
<b>Property Values</b>			
Assessor's estimate of market value	\$916,200	\$756,000	\$1,116,000
Land value	\$215,400	\$201,300	\$619,300
Building value	\$700,200	\$554,700	\$496,000
<b>Development Concept</b>			
Type of development	Multi-family residential	Multi-family residential	Multi-family residential
Site area	69,239 sq. ft. 1.59 acres	65,933 sq. ft. 1.50 acres	204,012 sq. ft. 4.68 acres
Units	62 to 73 units (multi-family) 3 units (rowhouse)	61 to 72 units (multi-family)	85 to 101 units (multi-family) 7 units (rowhouse)
Density	41 to 48 units per acre	41 to 48 units per acre	20 to 22 units per acre (not including existing building)
<b>Infrastructure</b>			
Traffic generation and impacts on neighborhood	Traffic generated by a residential use will be different in terms of peaks and volume when compared with an industrial use. However, streets in the neighborhood have sufficient capacity to accommodate traffic resulting from redevelopment as a residential use.		
Infrastructure capacity	No obvious infrastructure limitations		

	<b>Gopher Roofing</b> 2647-2648 37 <sup>th</sup> Avenue, 2701 36 <sup>th</sup> Avenue, 2703 27 <sup>th</sup> Avenue	<b>Empire Glass</b> 3415 27 <sup>th</sup> Street	<b>Shasta Building</b> 3530 28 <sup>th</sup> Street
<b>Development Character</b>			
Building organization	Larger multi-family buildings oriented to Greenway, with smaller scale rowhouses forming a transition to adjacent residential uses	Orientation to the Greenway; parking lots north of development developed as single family or two-family infill	Orientation to the Greenway and Sullivan School play yard; accommodation of green link between play yard and Brackett Park
Vehicle and pedestrian movement	Vehicle movement oriented to existing streets; pedestrian movement organized along streets and the Greenway		Vehicle and pedestrian movement organized around an internal courtyard
Parking	Enclosed parking provided below building at a minimum ratio of one space per unit; total parking quantities shall meet city requirements		
Common space	Common spaces not articulated as a part of the concept, but an extension of the character of the Greenway into the development parcels is encouraged		
Building mass and height	Four story maximum, with step-backs at the Greenway to address Midtown Greenway Zoning Overlay District requirements; rowhouses adjacent to neighbors three stories		
General architectural character	Architectural character more reflective of surrounding neighborhood; bungalow and modified “farmhouse” forms; porches and direct unit entrances from sidewalks important in conveying connection to single family character		Character reflective of the Art Deco style of the Shasta Building; porches and direct unit entrances from sidewalks important in conveying connection to single family character
<b>Development Limitations</b>			
Site constraints	No known development limitations		
<b>Preliminary Development Costs</b>			
Site acquisition	Costs of acquisition, relocation and site clearing and preparation have not been defined		
Construction cost parameters	\$100 per sq. ft. for finished space; \$50 per sq. ft. for garage space		
Construction costs based on proposed development	\$10,860,000 to \$13,032,000 (2003 dollars)	\$9,350,000 to \$11,220,00 (2003 dollars)	\$15,330,000 to \$18,396,000 (2003 dollars)
<i>Note! The ownership structure of proposed development has not been defined as a part of this study.</i>			

**Workshop No. 2**  
**The “Island of Residential” and Metro Produce**

In a second workshop, neighbors, business owners and the design team considered parcels where the consensus on redevelopment was less clear. Here, the existing patterns are more mixed and agreement on how change would be accomplished, if at all, was not so easily at hand. Directions explored during the workshop confirmed that certain elements were likely to remain: Metro Produce and the impacts of an industrial distribution facility would not be easily relocated; residents of the “residential island” had become comfortable with their situation, even though their long-term stability might be compromised by their non-conforming use status.

As in the first workshop, none of the affected residents or businesses expressed a desire to relocate. In fact, both groups seemed committed to the area.



*Metro Produce and adjacent brownfield.*



*Existing Metro Produce Building loading area.*

Most recognized the opportunities for change that would occur with the Greenway, and the proximity of light rail transit. In the end, the patterns of land use recognized several factors:

- A transition of industrial to residential use was particularly difficult on large parcels, but an evolution of those sites could someday occur;
- Non-conforming residential uses would continue to suffer from the impacts of their status and the potential for encroachment of industrial uses;
- The experience of the Greenway as a recreation amenity would be enhanced if there was relief from the uninterrupted expanse of industrial uses;
- In the “island of residential” in particular, an opportunity exists to create a unique pattern that balances living and working in Seward and Longfellow.
- While an immediate change might be desirable, it would most likely occur through an evolutionary process.

Residents expressed a strong desire for traffic calming along 26<sup>th</sup> Street. Opportunities should also be explored for in-fill residential development (flats and townhomes) on the south side of 26<sup>th</sup> Street as parcels become available (such as the north end of the Hauenstein Burmeister block). But, the larger industrial parcels are not likely to redevelop in the near future.

An evolution of the “island of residential” is far more likely. Here, property values are lower and relocation of existing residents and businesses is more feasible. This area demonstrates the greatest opportunity for evolution.

Parcels immediately north and south of the Greenway between 29<sup>th</sup> Avenue and 30<sup>th</sup> Avenue might be the most interesting prospects for redevelopment. On the north, Gamber Roofing and a parcel owned by Hauenstein Burmeister are the primary existing uses. As smaller-scale industrial uses, they might be more easily relocated.

To the south, Doppler Gear occupies the entire expanse between the two avenues. The owner of

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Doppler Gear indicated that they like the neighborhood and nearly half of their workforce lives in the area. The business remains viable.

If the proposed land use changes become effective, these uses become non-conforming and the ability to expand becomes very limiting. Relocation of Doppler Gear within the industrial park should be a priority.

Redevelopment of these parcels should strive to engage the Greenway. The portion of 27<sup>th</sup> Street between 29<sup>th</sup> Avenue and 30<sup>th</sup> Avenue has greater value as a part of a redevelopment project, and could be vacated. The character of development might rely on balanced activity, with street level offices and studios for residents living on upper floors; buildings might reach heights of four stories. Parking should be located below buildings.

Development for Gamber Roofing, Hauenstein & Burmeister and Doppler Gear parcels can be quantified as in the development summary on page II-30.

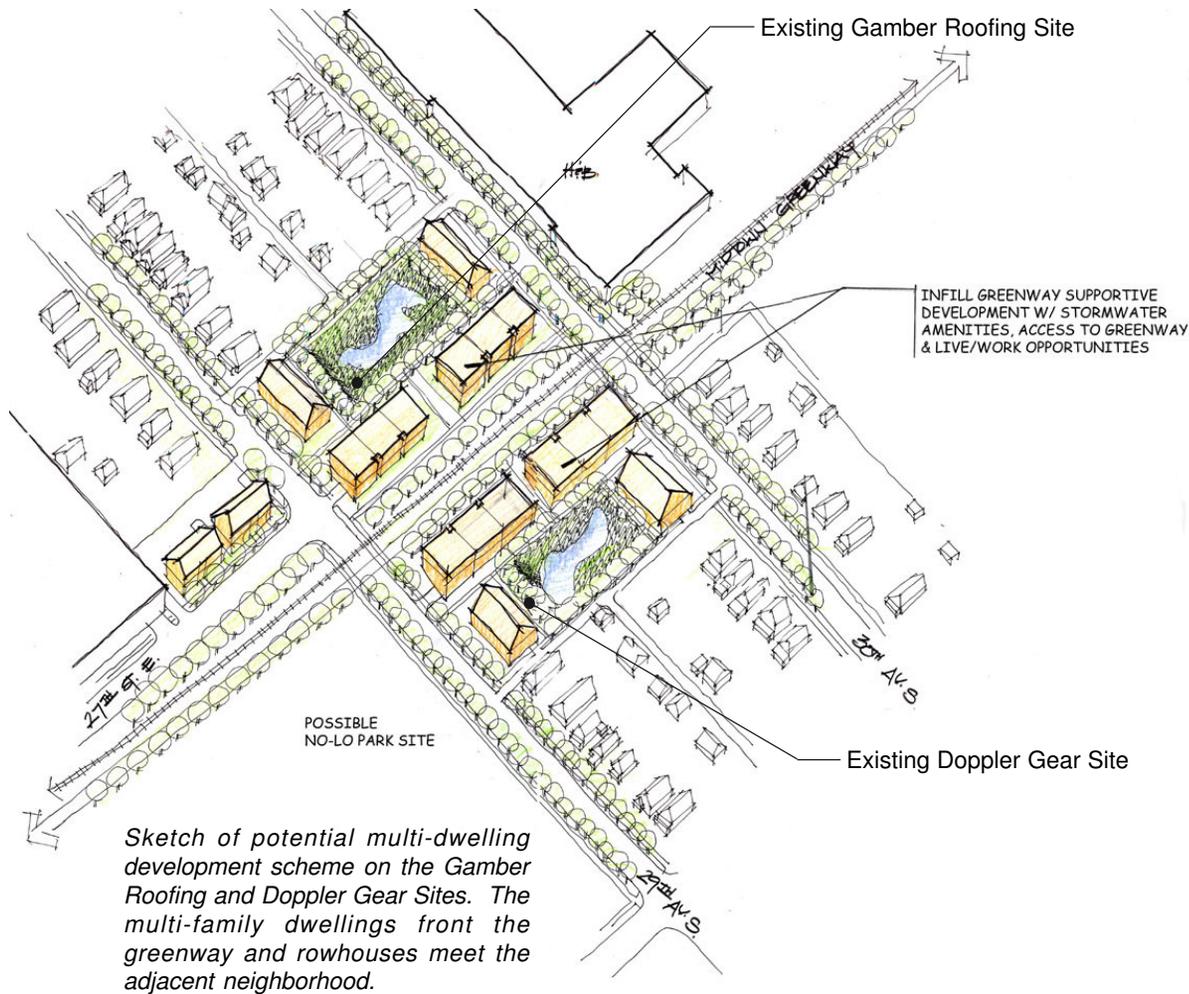


*Community involvement during Workshop No. 2*

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## Gamber Roofing & Doppler Gear (Design Workshop No. 2)

Design Workshop No. 2 explored numerous design issues and problems including sound mitigation at the Metro Produce site, in-fill residential development at the Gamber-Doppler sites, adaptive re-use at the Ivy Building and traffic calming on 26th Street.



Gamber Roofing



Doppler Gear Building

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## 26th Street Traffic Calming (Design Workshop No. 2)



Concept sketch of design elements that could be incorporated into a redesign of 26th Street to slow traffic, enhance aesthetics and improve pedestrian safety.



Existing conditions on East 26th St. at 32nd Ave. South.

## Ivy Building (Design Workshop No. 2)



Existing Ivy Building Courtyard.



Concept sketch for the Ivy Building interior courtyard.

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	<b>Gamber Roofing</b> 2637-2645 29 <sup>th</sup> Avenue	<b>Hauenstein &amp; Burmeister</b> 2642 30 <sup>th</sup> Avenue	<b>Doppler Gear</b> 2720 30 <sup>th</sup> Avenue
<b>Land Use</b>			
Existing zoning	I-1 (Light Industrial)	I-1 (Light Industrial)	I-2 (Medium Industrial)
Existing use	Industrial	Industrial	Industrial
Proposed use	Residential Multi-family with street level offices, studios or workshops	Residential Multi-family with street level offices, studios or workshops	Residential Multi-family with street level offices, studios or workshops
<b>Property Values</b>			
Assessor's estimate of market value	\$500,500	\$300,000	\$972,000
Land value	\$63,400	\$37,800	\$192,500
Building value	\$436,900	\$262,200	\$779,500
<b>Development Concept</b>			
Type of development	Mixed office, studio, workshop and multi-family residential	Mixed office, studio, workshop and multi-family residential	Mixed office, studio, workshop and multi-family residential
Site area	23,074 sq. ft. 0.53 acre	15,056 sq. ft. 0.35 acre	66,477 sq. ft. 1.53 acres
Units	49 to 58 units (multi-family) 8 units (rowhouse)		51 to 62 units (multi-family) 8 units (rowhouse)
Density	43 to 48 units per acre (density calculated with vacated right-of-way of approximately 0.45 acre)		39 to 46 units per acre
<b>Infrastructure</b>			
Traffic generation and impacts on neighborhood	Traffic generated by a residential use will be different in terms of peaks and volume when compared with an industrial use. However, streets in the neighborhood have sufficient capacity to accommodate traffic resulting from redevelopment as a residential use.		
Infrastructure capacity	No obvious infrastructure limitations; as with other sites in the vicinity, stormwater management may be an issue as redevelopment occurs, but the solution is regional in nature (not site specific)		

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Development Character		
Building organization	Larger multi-family buildings oriented to Greenway, with smaller scale rowhouses forming a transition to adjacent residential uses	
Vehicle and pedestrian movement	Strong pedestrian orientation and connection to the Greenway; orientation of site, with frontage of Greenway, will be limiting for vehicular access to apartments	
Parking	Enclosed parking provided below building at a minimum ratio of one space per unit; total parking quantities shall meet city requirements	
Common space	Green space forms a transition to the immediate neighbors, with potential for accommodating stormwater in raingardens	
Building mass and height	Four story maximum, with step-backs at the Greenway to address Midtown Greenway Zoning Overlay District requirements; rowhouses adjacent to neighbors three stories	
General architectural character	Form and materials reflective of the more industrial nature of the immediately surrounding development; brick, concrete and architectural metals, flat roofs	
Development Limitations		
Site constraints	Development on the north side of the Greenway is, as demonstrated in this plan, dependent on vacation of the portion of 27 <sup>th</sup> Street between 29 <sup>th</sup> Avenue and 30 <sup>th</sup> Avenue; the extent of contamination is not known and could be a concern based on the presence of known contamination at the Deep Rock site	
Preliminary Development Costs		
Site acquisition	Costs of acquisition, relocation and site clearing and preparation have not been defined	
Construction cost parameters	\$100 per sq. ft. for finished space; \$50 per sq. ft. for garage space	
Construction costs based on proposed development	\$6,250,000 to \$7,500,000 (2003 dollars)	\$6,700,000 to \$8,040,000 (2003 dollars)
<i>Note! The ownership structure of proposed development has not been defined as a part of this study.</i>		

**Metro Produce (Design Workshop No. 2)**

***Managing Industrial Uses—Metro Produce***

The two-block site on which Metro Produce is located is the source of greatest conflict between commercial and residential uses. Metro Produce is a distributor of fresh fruits and vegetables that require constant refrigeration. Produce arrives on semi-trailers equipped with refrigeration, generally from across the country. Trucks sometimes arrive in the evening or early morning and sometimes sit idling, with refrigeration units also running, on-site or on residential streets, for several hours. Both the resulting noise and diesel fumes are of concern to neighbors.

Metro Produce, while not the owner of the building, has invested heavily in improvements. The site is centrally located to their metro-wide distribution area. Metro has a long-term lease with options to renew and is also interested in the possibilities for expansion on the site. The business provides more than 100 low-paying jobs.

While converting this two-block site to higher density housing was suggested, it is unlikely that this property will become available anytime soon to pursue that option or that it would be financially feasible. In addition, the northeast corner of the property abutting the Greenway (known as the Deep Rock site) is heavily polluted.

A second option explored was to remove some existing single-family homes adjacent to Metro Produce to the south, and construct new multi-family housing or additional industrial buildings that would

buffer the remaining single-family homes from truck traffic and other activity. This option was also unpopular since it requires that existing homeowners relocate to solve a problem not of their making.

The eastern, undeveloped portion of the Metro Produce site, including the heavily polluted portion, was the subject of a creative proposal for re-use as a neighborhood park adjacent to the Greenway. This proposal received strong support from neighboring residents, but was not supported by the property owner who wished to retain the option for future expansion of existing uses on the site.

A long-term land use solution will evolve over time. Any development that occurs on this site, whether a new use or expansion of an existing use, should contribute to a solution to the problem of truck and refrigeration noise and keep truck traffic in residential areas to a minimum.

In the interim, the recommendation coming out of community discussion consists of the following:

- Create an area where trucks can queue up either on 28th Street or further west in the industrial park;
- Enforce city ordinances that prohibit truck parking and idling on residential streets;
- Convince Metro Produce and the owner of the property to build a decorative wall on the south boundary of the site that would screen neighboring residents from sound and, to some extent, fumes;
- Minimize any expansion of uses on the site and, to the extent that uses do expand,

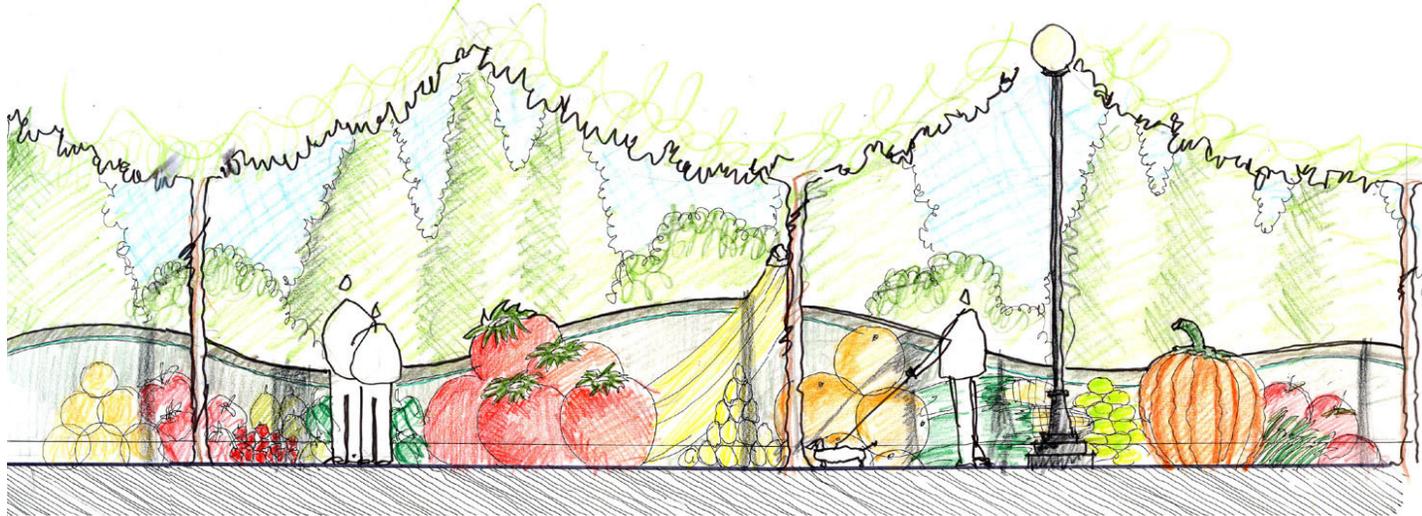
require that residential neighbors be protected from the negative impacts of this distribution facility.

There was also consensus that heavily truck dependent uses are not appropriate uses in the Greenway study area.

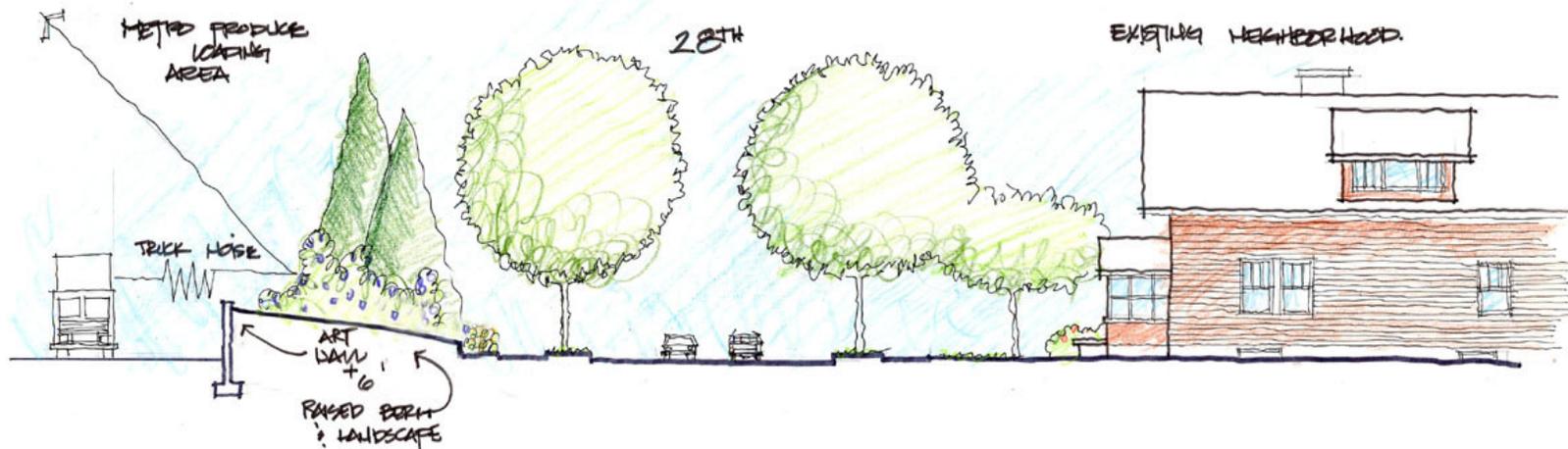
# GREENWAY

## Metro Produce (Design Workshop No. 2)

"PRODUCE" SOUND WALL - ELEVATION scale: 1/2"



Proposed "Fruit Wall" for sound reduction along Metro Produce site.



A section view of a heavily landscaped sound wall on the Metro Produce site, mitigating truck idling noise for the adjacent neighborhood.

## Implementation

This plan will capitalize on the Greenway and Hiawatha LRT line as significant catalysts for change in the Seward and Longfellow neighborhoods. The plan looks to create an evolution in the neighborhoods over a period of years. It also seeks to create new development on selected “opportunity sites.”

When the plan is adopted by the City Council, the directions of the plan become the tools that guide and direct city policies for development and redevelopment. Approval of the plan is the first critical step toward implementation of the physical changes posed by the plan. This plan and the designs shown for opportunity sites demonstrate the intentions of the neighborhood and outline the goals that will be attained through redevelopment. The designs shown in the plan will continue to be refined. More explicit feasibility studies will be performed by developers to ensure their projects are realistic, but once this plan is approved, their work will have a foundation.

Implementation will be evolutionary, not revolutionary. Some changes might take place in relatively short order. Others will take years. This plan offers guidance for those incremental steps that will be undertaken by private developers and public agencies, but the timing of change will depend on market conditions and on the availability of funding to support projects in both sectors.

### *Steering Committee*

A “Steering Committee” has overseen planning in the study area. This planning process was successful

because it brought together representatives of the Seward Neighborhood Group and the Longfellow Community Council, who worked together to define directions for the Greenway – an amenity they share. It seems most logical to continue this relationship as development proposals are brought forward. Continuity of the Steering Committee will ensure that the goals, objectives and priorities continue to be refined consistent with the intent of the plan.

After the individual neighborhoods have reviewed and approved the plan, the Steering Committee would be the logical group to move the plan on to the City of Minneapolis. This group, which has had continuous involvement in the planning effort, best understands the issues and would be the group most motivated to bring their insights to the table and make these changes happen.

The Steering Committee’s future role will include:

- Guiding the plan through the City’s process for amending the Comprehensive Plan.
- Coordinating with the Minneapolis Planning Department to ensure consistency with the plan as zoning changes are considered.
- Providing input to development plans before the process of formal review occurs.
- Reviewing development proposals brought forward for projects in the study area and forwarding recommendations to the Land Use committees in the Seward and Longfellow neighborhoods.
- Aiding in setting priorities for projects and coordinating with the City during implementation.
- Coordinating with the City and other

agencies with jurisdiction over infrastructure improvements to ensure consistency in the priorities and actions of those agencies with the goals and priorities of this plan.

- Monitoring the effectiveness of the plan and recommending changes if it becomes clear that aspects of the plan are not working as intended.

Many factors will dictate whether the plan can be implemented – a strong economy, a willing development community, a supportive neighborhood, policy leadership from elected officials, to name just a few. If it becomes evident that some elements of the plan are not feasible, the Steering Committee should take action to make certain that opportunities to create vitality along the Greenway are not lost.

### *Land Use Controls and Zoning*

This plan does not create a legal basis for change to occur. It defines the intentions of the neighborhood,



*Participants discussing land use scenarios at the April 15th public meeting.*

but it must be used to forge the legal foundation for redevelopment activities through adoption by the City of Minneapolis

Changes to the patterns of use will necessitate changes in zoning to allow development on the opportunity sites to occur. Rezoning can occur through studies of land areas not less than 40 acres. A property owner or developer may also apply for rezoning for parcels under their control.

When a property is rezoned, the change in use is not automatic. Ample evidence of this exists in the “island of residential,” where the zoning is for industrial uses yet many homes remain. In this case, the homes became a legally non-conforming use; essentially, the homes could remain as they are for an indefinite period. If they were to stop being a home for a period of one year, or if some catastrophic event would result in the loss of one-half of a property’s assessed value, it could not be rebuilt as a non-conforming use. Additionally, an expansion of a non-conforming use would require the City approval.

### *Project Feasibility Analysis*

This plan undertook an effort to explore what is possible in areas along the Greenway using broad strokes. In the investigation of opportunity sites, the plan sought a more explicit definition of a parcel’s potential. But it should not be considered a complete evaluation of the feasibility of any of the projects illustrated. A critical implementation step is to further explore the feasibility of these projects and strategize methods of making those projects a reality. In this case, Seward Redesign stands in an obvious position to foster redevelopment activity. It has the ability to

form partnerships with developers, assess the “bottom line” of alternatives, and mediate between the neighborhoods and the development community (both for-profit and non-profit developers) to bring about the best fit with the intentions of the plan.

There remain a number of unknowns related to redevelopment activity. This area is still largely industrial, even though the railroad no longer plays a significant role. There are sites known to be contaminated, and it is possible that there are others that have not yet been identified. The extent and implications of site contamination and the opportunities for remediation will need to be considered as feasibility of projects is tested. The investigations are highly technical and complex, and will require real expertise in interpretation. Seward Redesign could play a significant role in coordinating investigations that might lead to a better understanding of contamination and redevelopment potential.

Redevelopment activities will require that existing uses be relocated. Again, the expertise of Seward Redesign will be a key factor in dealing with businesses or homeowners that might need to move.

From the beginning, this plan was intended to achieve two distinct but complementary objectives: to identify patterns of land use that recognized the significant changes that are occurring in and around the neighborhood, and to explore development potential for “opportunity sites.” The real intention of any planning process is to create positive change. In that sense, this plan is only the start.



*Community involvement as a means towards implementation.*

## GREENWAY IMPLEMENTATION PLAN

JULY 12, 2004

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

### Next 12 Months

Step	Implementation	Responsibility	Funding
Adoption of Plan: Neighborhood City County	<ul style="list-style-type: none"> <li>LCC, SNG, SRD Board approval</li> <li>Work with City staff to present to Council</li> </ul>	LCC, SNG, SRD City Councilmembers/Staff CPED-Planning	Staff time
Reinforce the Plan with designs for the reconstruction of Lake Street	<ul style="list-style-type: none"> <li>Advocate for streetscaping that reinforces desired development patterns</li> <li>Advocate for streetscaping with Lake Street PAC</li> <li>Design pedestrian and bike friendly north/south connector streets</li> </ul>	SRD, LCC Hennepin County SRD, LCC (E&T), SNG City Councilmembers Mpls Public Works	LCC E&T Staff/volunteer time Public Works
Greenway Trails and Spaces	<ul style="list-style-type: none"> <li>Provide ramps giving access to the Greenway at Anne Sullivan school, Brackett Park and West River Road</li> <li>Design a pedestrian and bike environment where streets cross the Greenway at grade</li> <li>Integrate LRT ped/bike path with Greenway and lobby for safety improvements</li> </ul>	LCC, SNG Public Works Hennepin County City Councilmembers Parks Department Hennepin County Midtown Greenway Coalition	LCC, SNG City Hennepin County Mpls Park Board Midtown Community Works

**Next 12 Months (Cont'd)**

Step	Implementation	Responsibility	Funding
Target/Minnehaha Mall Redevelopment	<ul style="list-style-type: none"> <li>Plan for a direct connection from the Greenway to the Lake Street LRT station and Minnehaha Mall on the east side of Hiawatha;</li> <li>Assess necessity of additional traffic access (East 28<sup>th</sup> Street), consistent with Greenway trails and green space needs</li> <li>Plan for higher-density, mixed use, pedestrian friendly redevelopment</li> </ul>	LCC, SNG, SRD City Councilmember Alliance Housing Target CP Rail Minnehaha Mall Midtown Greenway Coalition Metro Transit Hennepin County	Target Minnehaha Mall CP Rail City LCC County
Midtown Greenway Zoning Overlay District	<ul style="list-style-type: none"> <li>Conduct community meetings, especially with businesses</li> <li>Secure funding for design assistance and incentive grants to encourage exterior improvements to buildings along the Greenway and LRT corridors</li> </ul>	LCC, SNG, SRD CPED-Planning	Staff time, Midtown Greenway Coalition, Councilmembers

**Longer Term—Next 3 years**

Step	Implementation	Responsibility	Funding
Development Feasibility (Ongoing)	<ul style="list-style-type: none"> <li>Analyze development density and financial feasibility</li> <li>Assess prospects for acquisition</li> <li>Investigate the extent and implications of soil contamination</li> <li>Explore the viability of closing East 27<sup>th</sup> Street between 29<sup>th</sup> and 30<sup>th</sup> Avenues</li> <li>Pursue a catalyst project</li> </ul>	SRD City Councilmembers/staff CPED Hennepin County	CPED LCC/SNG LISC

# GREENWAY

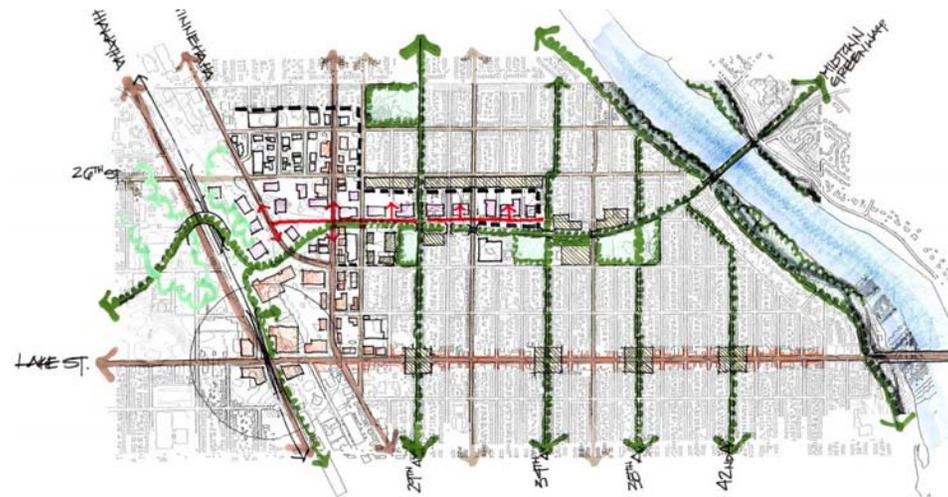
## Longer Term—Next 3 years (cont'd)

Step	Implementation	Responsibility	Funding
Rezone appropriate parcels consistent with the Plan	<ul style="list-style-type: none"> <li>Meet with City Planning staff</li> <li>Conduct 40-acre study</li> </ul>	LCC, SNG, SRD City Councilmembers/Staff CPED-Planning	City staff time
Reforest the area west of 27 <sup>th</sup> Avenue	<ul style="list-style-type: none"> <li>Take inventory of trees</li> <li>Hire a landscape architect to design locations for tree planting on private property west of 27<sup>th</sup> Ave.</li> <li>Work with Tree Trust to prioritize/stage plantings</li> <li>Conduct an annual Tree planting day</li> </ul>	LCC, SNG Public Works Forestry Tree Trust Midtown Community Works	DNR Tree Trust LCC E&T Volunteers MNDOT Metro Transit Property owners
Greenway Trails and Spaces	<ul style="list-style-type: none"> <li>Determine locations and design pocket parks;</li> <li>Work with Nolo park group to explore the feasibility of developing green space on polluted land</li> <li>Provide for a new at-grade or below grade crossing of the Greenway at 34<sup>th</sup> Avenue</li> <li>Integrate Brackett Park with Greenway (ongoing)</li> <li>Participate in Greenway Arbor Day planting events</li> </ul>	LCC, SNG Public Works Hennepin County City Councilmembers Parks Department Midtown Greenway Coalition	LCC, SNG City Hennepin County Mpls Park Board Midtown Community Works Tree Trust
Metro Produce	<ul style="list-style-type: none"> <li>Work with building owner/tenant to construct a sound containment wall at Metro Produce and explore other noise mitigation options.</li> </ul>	Hillcrest, Nolo Park, LCC, SRD City Councilmember	Hillcrest Development Metro Produce
Traffic Calming on 26 <sup>th</sup> Street	<ul style="list-style-type: none"> <li>Determine short- and long-term traffic calming strategies</li> <li>Implement long-term strategies with street reconstruction</li> </ul>	LCC, SNG Public Works	SNG Public Works

# SEWARD LONGFELLOW GREENWAY AREA LAND USE AND PRE-DEVELOPMENT STUDY

## Part III.

### Appendix - Planning and Development Context





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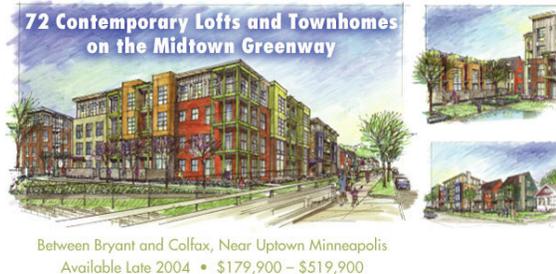
# Appendix - Planning and Development Context

## Significant Public Projects

The prospect of creating a land use plan in the Seward and Longfellow neighborhoods was spurred largely as a result of the introduction of the Midtown Greenway along a rail line paralleling 27<sup>th</sup> Street and the advent of light rail transit along Hiawatha Avenue. Both projects will have significant impacts on the neighborhood and should be understood for their influence in the patterns of use and activity in the neighborhoods.

### *The Midtown Greenway*

The extension of the Midtown Greenway to the Seward and Longfellow neighborhoods is a compelling reason to consider changes to the patterns of land use along its length. If the first two phases are any example, access to this recreation and transportation corridor will generate new investment and redevelopment that is important to the vitality of the city.



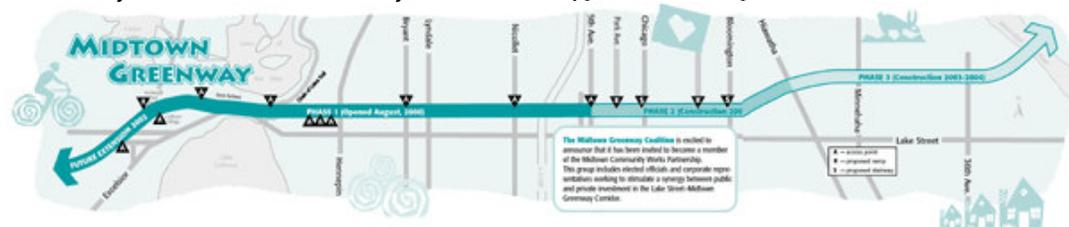
*The Midtown Lofts are an example of Greenway-supportive development that has been designed in Phase One. Graphics courtesy of the Midtownlofts website.*

The Greenway provides a recreation and proposed transit connection between The Lakes and the Mississippi River. Its value lies in the continuous connection it provides across the city and to the Hiawatha light rail transit line (LRT).

This section of the Greenway is unique. While much of the first phases of the Greenway are in the “trench,” the western stretch of Phase Three begins “at grade” at Hiawatha and the rail bed continues to rise until it is about fifteen feet above grade near Brackett Park. In addition, this section of the Greenway will continue to have an operating freight rail line serving industrial users to the south along Hiawatha Avenue.



*An ad hoc trail is currently being used for pedestrian travel in Phase Three of the Midtown Greenway. Below is a map showing the extent of the Midtown Greenway. Graphic courtesy of the Midtown Greenway Coalition.*



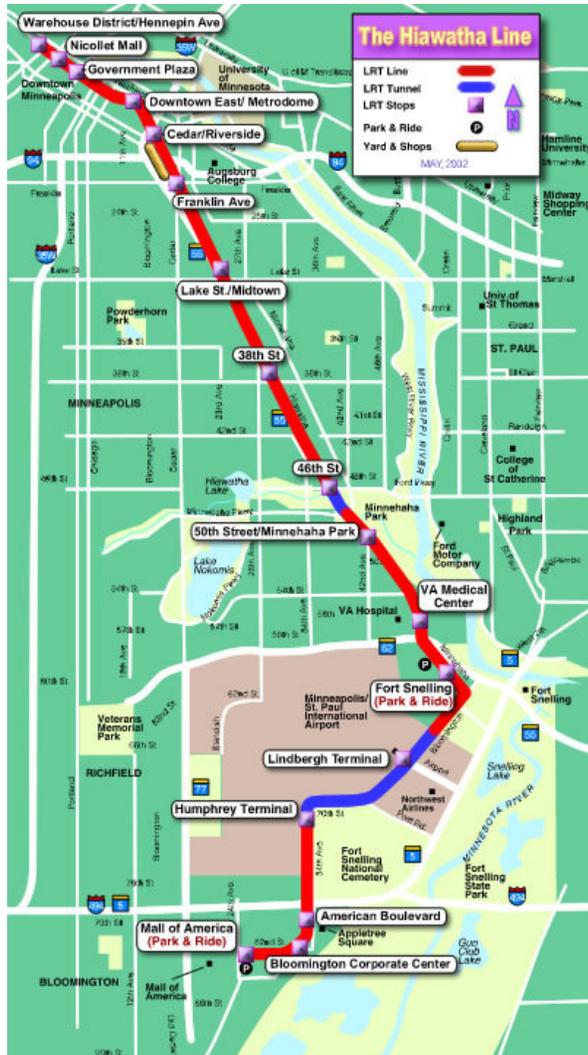
The planned configuration of the Greenway will include both rail and recreational use between Hiawatha Avenue and the Mississippi River.

Hennepin County is in the process of acquiring a portion of the right-of-way sufficient to accommodate the trail portion of the Greenway. Hennepin County is also considering the purchase of an existing railroad bridge over the Mississippi River which would extend the Greenway to Saint Paul. Construction of Phase Three of the Greenway is scheduled to occur during 2005 and will include paving of the trail, construction of a fence separating the trail from the rail use, access ramps, lighting and other improvements.

### *Hiawatha Light Rail Transit Line*

The advent of light rail transit in the Twin Cities creates new opportunities for the Seward and Longfellow neighborhoods, especially in those areas with ready access to the new LRT stations. The Hiawatha Line provides a connection between downtown Minneapolis and the Mall of America, with stations near or in the study area occurring at Lake Street and Franklin Avenue. While most areas of the study may experience only a peripheral benefit from the introduction of LRT, the walking and biking connection provided by the Greenway may make sites along the Greenway particularly attractive for certain types of development.

# GREENWAY



Hiawatha Light Rail Transit Map courtesy of MNDOT.



A Hiawatha LRT station designed by ESG Architects. Graphic courtesy of MNDOT.

In particular, LRT presents the opportunity for development that is more transit-focused. This doesn't mean that people will have fewer cars, but it does present the opportunity for people within a reasonable distance of an LRT station to use public transit. Such is the basis of much of the transit-oriented development (TOD) planning that has occurred along the Hiawatha Line. The development envisioned by these plans is typically more mixed in use and higher in density than what currently exists. It is also more oriented to a pedestrian-scaled development. Throughout the country, TOD projects have brought a renewed sense of vibrancy to urban neighborhoods.

# GREENWAY

## Previous Planning Efforts

There are a multitude of planning studies that have been completed for the Midtown Greenway, along Lake Street and around the stations of the Hiawatha

LRT line. Interestingly, there is little in the way of specific recommendations for areas along the Greenway in Phase Three. The list of past planning efforts and the relevance to this study include:

Study/Report	Author	Date	Key points relevant to this study
<b>Midtown Greenway Urban Design Goals</b>	Gary Shallcross, AICP	21 June 2002	-Frames urban design directions for the Greenway as an outgrowth of the Midtown Greenway Coalition’s “Vision Statement,” providing direction for the Greenway itself as well as for adjacent development -Several of the guidelines might apply to land use and development, including guidelines for height; a review of this requirement may be necessary as large segments of Phase Three are elevated, resulting in varying conditions for maintaining solar access
<b>Midtown Greenway - History of Community Planning Meetings</b>	Tim Springer	23 May 2002	-Documents meetings related to Phase Three of the Greenway from the early 1990s to 23 May 2003
<b>Midtown Greenway Vision Statement</b>	Gary Shallcross, AICP	30 April 2002	-serves a role of policy guidance in the absence of any formal documents to do so -identifies the Greenway as “a place for human beings to enjoy nature and green space in an urban environment, an element of connection rather than separation”
<b>East End Revival / Cedar, Hi-Lake and 27th Redevelopment</b>	Hoisington Koegler Group Inc. IBI Group, Bonz/REA	27 September 2001	-establishes an implementation path for several TOD initiatives in the area around Cedar Avenue, Hiawatha Avenue, Lake Street and 27 <sup>th</sup> Avenue -several initiatives relate to the Greenway (which was actually outside of the bounds of the plan); these initiatives are described in the “Land Use Scenarios” section of the Greenway area land use plan
<b>The Public Art Master Plan for the Midtown Greenway Corridor</b>	Freeman/Whitehurst Group	1 March 2001	-identifies opportunities for incorporating public art into the Greenway and areas around it -directions of this report will not likely conflict with the outcome of a land use plan
<b>East Lake Street - Corridor Study</b>	Close Landscape Architecture, Inc. Hokanson Lunning Wende Associates Dewar and Associates, Inc. Zimmerman/Volk Associates, Inc.	1 December 2000	-Identifies a series of priority projects focused on Lake Street, particularly at 36 <sup>th</sup> Avenue and Lake Street -Directs a great deal of attention to architectural and site design guidelines and directions for development of streetscape improvements along Lake Street

<b>Seward Neighborhood Community Survey</b>	Wilder Foundation	1 November 2000	<ul style="list-style-type: none"> <li>-Extensive survey of attitudes about the neighborhood and trends in the last several years</li> <li>-The most frequently cited issues include safety, security and crime issues; traffic management issues; and affordable housing</li> <li>-The land use plan for the Greenway should be cognizant of these issues as directions are framed</li> </ul>
<b>Hiawatha / Lake Station Area Master Plan</b>	IBI Group Calthorpe Associates Coen-Stumpf Associates Ltd.	1 June 2000	<ul style="list-style-type: none"> <li>-Focuses largely on areas nearer to the LRT stop at Lake Street and Hiawatha Avenue with much attention directed to the evolution of the Minnehaha Mall/Target/Cub Foods area following TOD principles</li> <li>-Frames connections between the Greenway and the LRT station using a “loop” of streets near the core of the study area; the Greenway forms one portion of this loop</li> <li>-Identifies industrial uses along the Greenway west of 29<sup>th</sup> Avenue</li> </ul>
<b>Lake Street Midtown Greenway - Corridor Framework Plan</b>	Close Landscape Architecture, Inc. SRF Consulting Group, Inc. Design Center for American Urban Landscape Urban Strategies McComb Group, Ltd.	1 October 1999	<ul style="list-style-type: none"> <li>-Addresses development along Lake Street in the section of the report related to current plan</li> <li>-Recommends strengthened connections to Brackett Park</li> <li>-Looks to reinforce connections between Lake Street and the Greenway along certain streets, with proposal for new infill development at 36<sup>th</sup> Avenue</li> <li>-Recommends “Greening the Greenway” planting projects along the length of the Greenway</li> <li>-Suggests streetscape improvements for 36<sup>th</sup> Avenue</li> </ul>
<b>Seward Neighborhood Transportation Improvement Plan</b>	Minneapolis Public Works	11 May 1999	<ul style="list-style-type: none"> <li>-Recommends several traffic improvement and calming projects</li> <li>-26<sup>th</sup> Avenue and 28<sup>th</sup> Street would receive a button to activate a crossing signal</li> <li>-Improvements along 31<sup>st</sup> Street would be implemented to slow traffic</li> <li>-A traffic circle would be implemented at 25<sup>th</sup> Street and 35<sup>th</sup> Avenue to reduce traffic volumes, speed and cut-through traffic</li> </ul>
<b>Concept Plan for the Mississippi River Gorge</b>	Close Landscape Architects, Inc.	1 April 1997	<ul style="list-style-type: none"> <li>-Identifies restoration and improvement directions for various sections of the Gorge</li> <li>-The land use plan will not likely pose a conflict with the Gorge plan as it focuses on lands controlled by the Minneapolis Park and Recreation Board</li> </ul>
<b>Hiawatha - 29<sup>th</sup> - Lake Commercial Area Revitalization</b>	Scott Wende Architects	1 April 1995	<ul style="list-style-type: none"> <li>-Deals primarily with development surrounding the Hiawatha Avenue/Lake Street/29<sup>th</sup> Avenue area</li> <li>-While this may be considered a foundation piece for evolution of this area, much of this information has been refined in subsequent documents</li> </ul>

## Existing Conditions

### *Existing Use*

The Seward and Longfellow neighborhoods have long been areas of the city where residential, commercial and industrial uses exist in immediate proximity to one another. Many of the industrial uses located here in order to have access to rail. Today, not one of the businesses uses rail service. Rail sidings have been abandoned and have become populated with homeless shanties, graffiti and other evidence of transient activities.

Residential uses in the study area include single family and multi-family dwellings of varying ages and conditions. In some areas, particularly at the east end of the study area near the river, the condition of the housing stock is significantly better on the whole than in areas impacted by the industrial uses at the west end of the study area. Residential areas also appear to be more stable in areas one or more blocks distant from industrial uses adjoining the Greenway, although residents have noted that even housing near the Greenway has been generally stable.

Industrial uses along the Greenway have evolved with the changing use of the rail infrastructure. Uses vary in terms of size, activity and appearance: large industrial and distribution uses, such as Mack Engineering, Hiawatha Metalcraft, Hauenstein & Burmeister and Metro Produce occupy large parcels adjacent to the Greenway; Doppler Gear, Gamber Roofing, Gopher Roofing and Empire Glass tend toward the smaller end of the scale. The Shasta Building and the Ivy Building have been noted as industrial buildings with intrinsic character, while others are more utilitarian and lack aesthetic appeal.

While a few commercial uses are scattered throughout the area, the larger concentrations of commercial activity occur in areas closer to Lake Street and west of 27<sup>th</sup> Avenue where Target, Cub Foods and Rainbow dominate. There are a few institutional uses in the area, most notably Anne Sullivan Elementary School immediately south of the Greenway in the center of the study area.

Brackett Park also lies adjacent to the Greenway, and Matthews Park is only two blocks north. These are the most notable public spaces in the area. A play yard at Anne Sullivan Elementary School also provides a significant open space. The juxtaposition of residential and industrial uses typically creates tensions. While this has been the case in isolated instances, residents and business owners generally indicate that they have found ways to co-exist with few negative impacts.

One exception is Metro Produce (located at 2700 East 28<sup>th</sup> Street). Residents in the immediate area have expressed great concern over the noise and diesel emissions from trucks idling overnight. Cab and limousine operations on the north side of the Greenway also pose problems for neighbors, as well as the noise and odors from Minneapolis Machining on 30<sup>th</sup> Avenue. Industrial uses along 26<sup>th</sup> Street create truck traffic that is disruptive to the neighborhood environment (although traffic studies suggest that there are not unreasonably high levels of truck traffic).



*Existing Metro Produce building and adjacent brownfield.*



*Existing Anne Sullivan School*



*Existing Shasta Building*

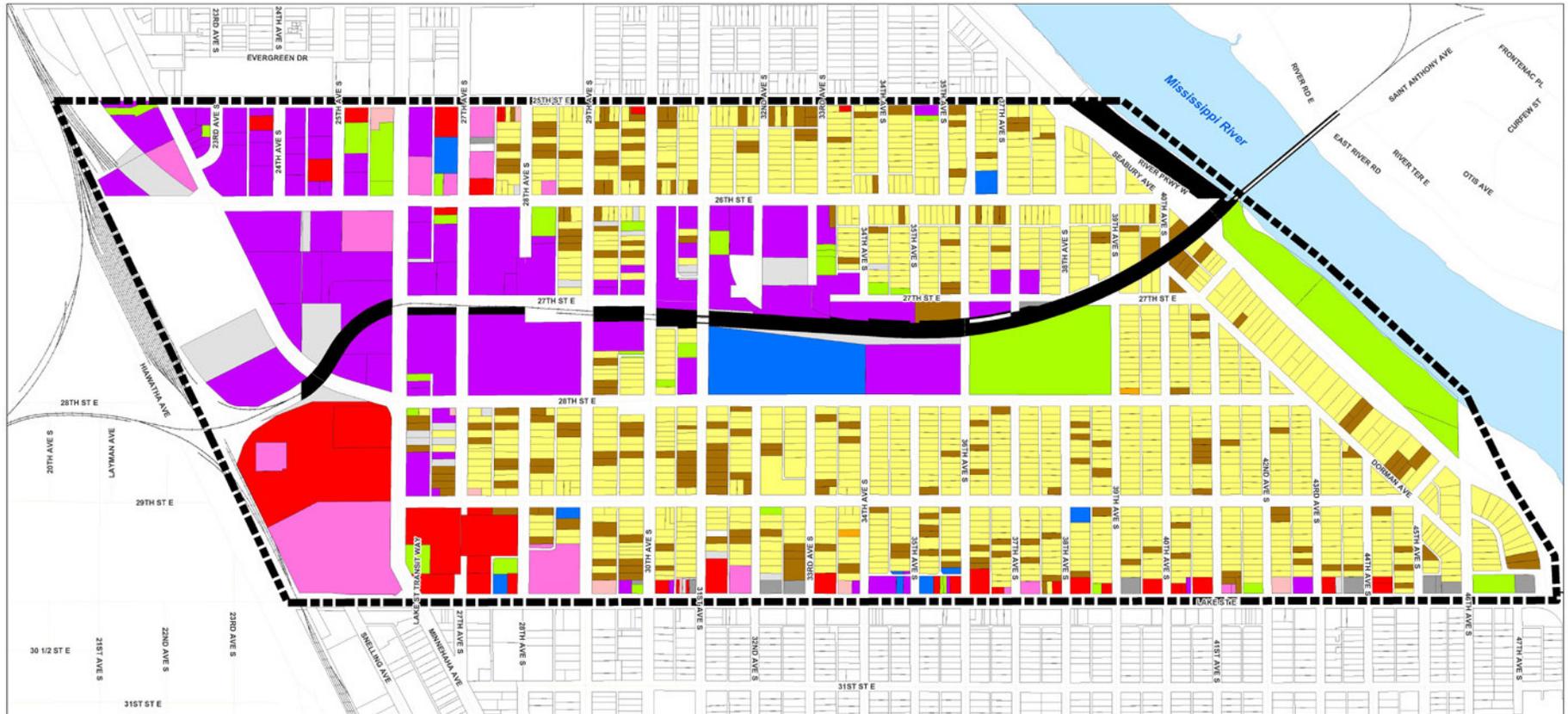
# GREENWAY

## Zoning

Zoning is the city's application of "rules" to guide and restrict the use and development of land. A comparison of existing land use to the city's zoning map reveals areas of "non-conforming uses." In these areas, the use that exists does not conform to the use prescribed by zoning. For instance, in blocks immediately north of the Greenway on either side

of 29<sup>th</sup> Avenue, the dominant use is residential. The city's zoning map shows that this land is zoned for industrial use. The situation exists south of the Greenway for the two blocks east of 29<sup>th</sup> Avenue. While this zoning pattern was likely established to provide continuity of industrial uses along the rail corridor, the changing nature of the Greenway and the resolve of neighbors to remain in their homes

demonstrates that the transition envisioned by the city's zoning map is not going to occur. In addition, those industrial uses that have evolved in these residential areas were built 40-50 years ago and were smaller buildings that are largely functionally obsolete by today's industrial standards.



### Legend

- |                  |                        |              |                                      |                               |
|------------------|------------------------|--------------|--------------------------------------|-------------------------------|
| Project Boundary | Existing Land Use      | Multi Family | Industrial                           | Parks and Recreation          |
| Parcels          | Single Family Detached | Commercial   | Mixed Use - Commercial - Residential | Industrial Railway            |
| Water            | Single Family Attached | Office       | Public - Semi-Public                 | Vacant                        |
|                  |                        |              |                                      | Vehicle Related Use (Parking) |



## Existing Land Use

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The process of changing zoning logically begins with a study of land use. The process was described in the Implementation section of the Land Use Plan.

## Planned Land Use

The City's intentions for land use can be determined based on the Minneapolis Plan. The Minneapolis

Plan is a compilation of text, diagrams, charts, tables, illustrations and maps that outline a desired pattern of growth and change by defining a community vision and related public policy. It was adopted by the City Council in March, 2000. The plan is used as a framework for making decisions about community development. When city officials and decision

makers react to development proposals, the policy directives from the Minneapolis Plan are used to evaluate the merits of the project.

The Minneapolis Plan does not precisely identify land use districts. As a result, maps of Planned Land Use are an amalgam of zoning districts; they are



## Existing Zoning

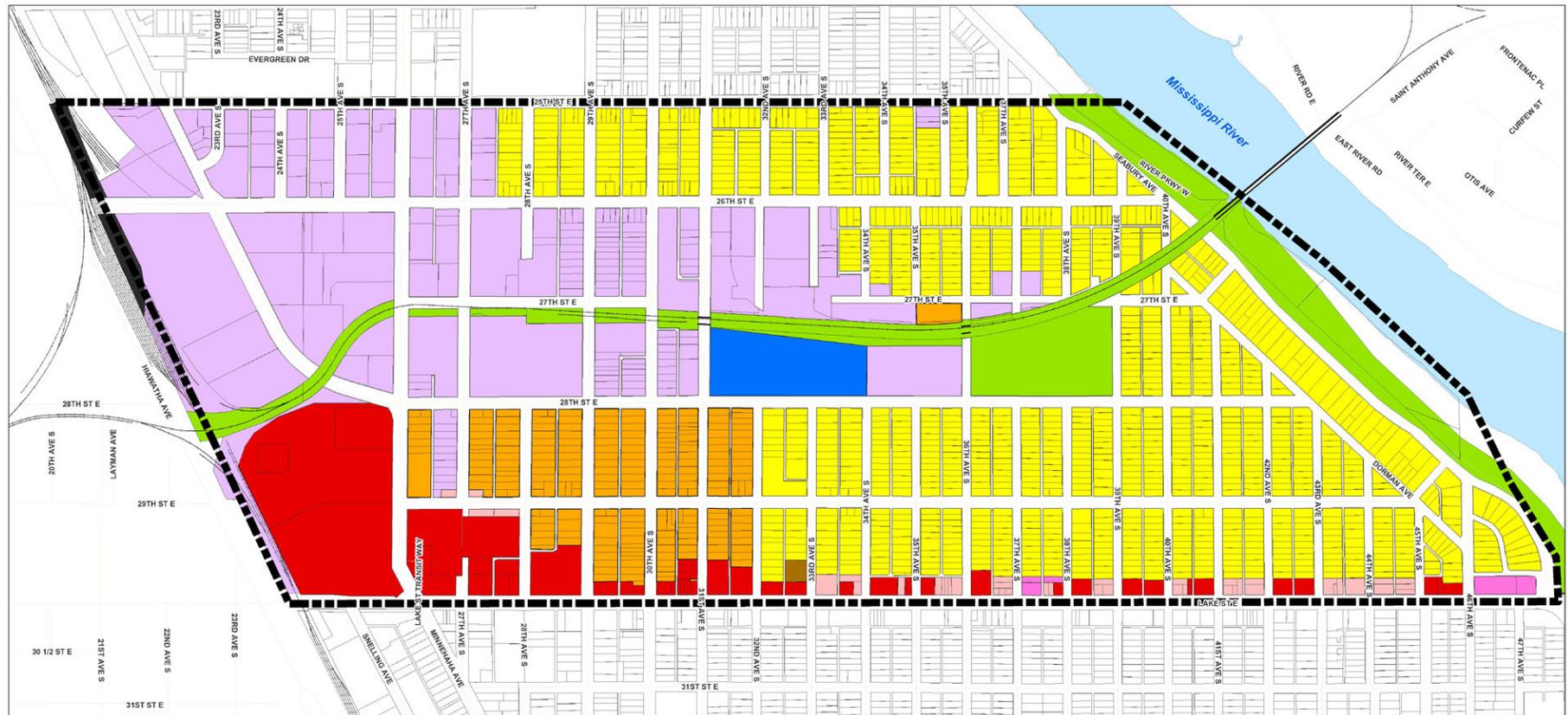
# GREENWAY

contextual and not used for policy decisions. The Minneapolis Plan describes long-term land use along both sides of the Greenway as industrial use. The pattern of non-conforming uses is not resolved and areas along the Greenway that have the potential to create a more engaging Greenway experience are left as industrial uses.

Changes to land use can be initiated through an organized planning process, such as this one for the Seward/Longfellow Greenway Area. It is important to note that the broader policy objectives and goal statements outlined in the Minneapolis Plan can lend support to location specific strategies that warrant a change in land use. Several policies and

implementation steps might apply to the evolution of the Greenway:

*Minneapolis will promote housing development that supports a variety of housing types at designated Major Housing Sites. Throughout the city, The Midtown*



## Legend

- |                   |                         |                            |                    |                                  |
|-------------------|-------------------------|----------------------------|--------------------|----------------------------------|
| Project Boundary  | Low Density Residential | Medium Density Residential | General Commercial | Light Industrial                 |
| Water             | Small Scale Commercial  | High Density Residential   | Institutional Use  | Mixed Use - Residential & Office |
| Minneapolis Parks | Railroad                |                            |                    |                                  |



*Minneapolis Plan Proposed Land Use*

**Greenway is identified as such a Major Housing Site in the Minneapolis Plan.**

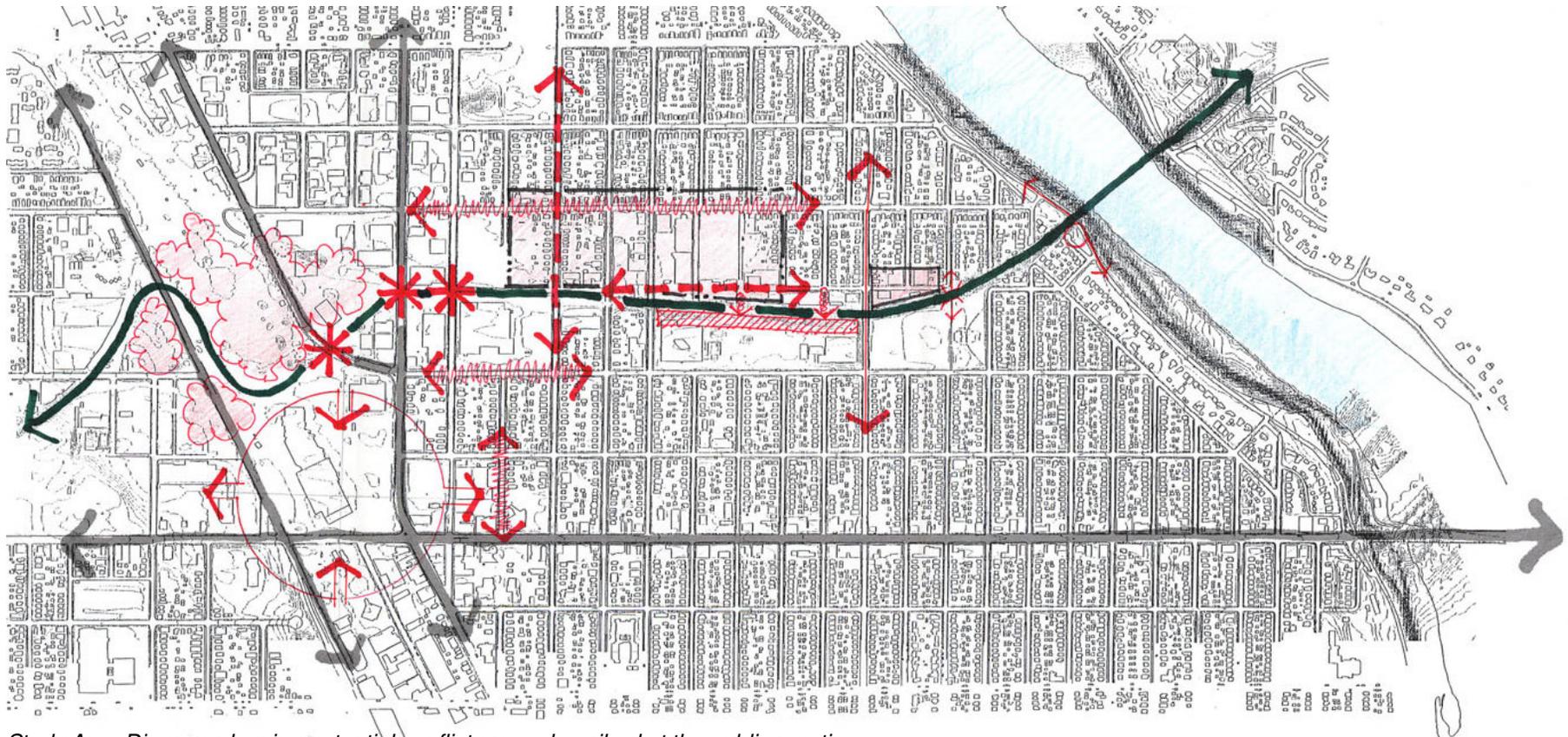
- Concentrate new housing developments in close proximity to amenities or in locations where value will be sustained over time.
- Develop a citywide Housing Strategy for placing medium (10-30 units per acre) to high density (30+units per acre) new housing on major transportation and transit

corridors and near commercial revitalization projects or neighborhood amenities (e.g. sites such as Growth Centers, Major Housing Sites, Commercial Corridors).

- Protect Major Housing Sites for medium (10-30 units per acre) to high (30+units per acre) density residential development from development proposals which

exclude housing through land use controls, redevelopment plans and other available means.

- Designate Major Housing Sites as listed with the adoption of this Plan.
- Promote the development of new housing that is compatible with existing development in the area as well as to existing historic or older housing stock where appropriate.



Study Area Diagram showing potential conflict areas described at the public meetings.

- Provide the flexibility in the City’s ordinances to accommodate new housing development tailored to meet a range of different housing submarkets.

***Minneapolis will support the existing economic base providing adequate land and infrastructure to make city sites attractive to businesses willing to invest in high job density and low impact, light industrial activity.***

- Identify appropriate areas for the retention and expansion of existing industry and the development of new industry in specific industrial and business park opportunity areas.
- Promote light industrial uses as the preferred use of industrial land, but discourage warehouse or distribution uses in areas where truck traffic will negatively impact residential neighborhoods.
- Discourage the use of industrial land for non-industrial uses such as mini storage.

***Minneapolis will encourage both private and public development that provides gathering spaces in city neighborhoods.***

- Increase resident access to and use of facilities and meeting spaces in parks, libraries and schools.
- Develop new facilities that act as gathering spaces in parks and on other publicly owned lands.

- Investigate needs for additional public land to create gathering spaces.
- Encourage private developers to include gathering spaces in new development.

***Minneapolis will encourage the planting and preservation of trees and other vegetation.***

- Adopt a tree preservation and replacement ordinance for public and private developments.
- Encourage the planting and replacement of trees on public and private property.
- Continue to invest in the health of the urban forest by avoiding tree monocultures and planting a variety of native and other hardy noninvasive species.

***Minneapolis recognizes that most city streets continue to be places where people live and work, and secondarily function as methods of moving vehicles. Reconciling inherent conflicts will require collaboration and compromise among stakeholders.***

- Develop traffic calming methods which are appropriate to addressing the problems of speed and safety in automobile traffic.
- Plan automobile traffic to minimize the negative impact of the automobile in city neighborhoods.
- New developments will be required to consider their relationship to the street through the site review process.

- Require generous sidewalks that accommodate pedestrian volumes, ADA standards, trees and other amenities.
- Insulate residential areas from commercial truck traffic.
- Truck movement to the regional highway network will be facilitated in ways which minimize the presence of trucks on residential streets.
- Adopt parking regulations and approaches that are flexible enough to address short and long-term parking needs.

***Minneapolis will support the preservation and expansion of the existing open space network, including greenways.***

- Support the Park Board’s “no net loss” of parkland policy.
- Prioritize the expansion of the park system in ways which increase connections and linkage between different areas of the city.
- Encourage new development projects to incorporate open spaces and green spaces through land use regulations and other regulatory tools.
- Promote the development of financing, maintenance and community involvement tools that encourage the greening and improvement of transportation corridors and public spaces.

## Development Patterns and Building Conditions

In the early part of the last century, Minneapolis Moline, flour mills and grain elevators, and other industries found benefit in the combination of central location and direct access to rail service. Likely, many employees lived in close proximity to the jobs offered by these industries. While the evidence of the area's industrial base still exists, the nature of industry has changed significantly.

Two key events were the consolidation of heavy industry and the change from rail to trucks for the transport of goods. Until the late 1960s, Minneapolis Moline occupied the area where Target and Minnehaha Mall now stand. Seven Sigma operates from the last remaining Moline building. The Milwaukee Railroad switching yards were also a dominant feature of the neighborhood at the west boundary of Seward. After the Moline era, the railroad relocated and the area has evolved to more modern industrial uses.

While a marked change has occurred, industry has not left the Seward and Longfellow neighborhoods. Residents continue to value the presence of a commercial and industrial base in the neighborhood because of the jobs they provide, so long as the impact on residential uses does not exceed reasonable limits.

### *Industry*

Owners of the current industrial uses noted that central location within the metropolitan area and access to major roadways are the primary advantages for doing business in this area. Access is still

reasonable and they can serve their customer base well as a result. It is also likely that the zoning of certain parcels has encouraged some businesses to locate or remain here, principally to take advantage of permitted outside storage (refer to Minneapolis Code 550.280 for enclosed building requirements and screening of outdoor storage). And, quite simply, the lower cost of marginal structures is attractive when compared to contemporary industrial park locations at the periphery of the metropolitan area.

Many areas along the Greenway continue to serve their industrial users well. Businesses such as Hiawatha Metalcraft, Hauenstein & Burmeister, Mack Engineering and Metro Produce are viable concerns on large parcels. There is no indication that these businesses intend to abandon their operations anytime soon. Smaller companies, such as Doppler Gear and Empire Glass also find the neighborhood suitable for their needs, although the scale of their operations might suggest a greater ability to change locations.

Contemporary industrial development has also occurred here with heavy involvement by the City and neighborhoods. The Seward South Industrial Park is almost fully built and dominates the west portion of the study area. Several years ago, the city and neighborhood also provided the impetus for a redevelopment project that resulted in a new home for Mack Engineering.



*Industrial Uses in the Seward Longfellow Study Area.*



Contemporary industry at the Seward South industrial Park.

### Residential

Patterns of residential development in the study area are largely single-family, at densities that range from four to eight dwelling units per acre. House styles, ages and conditions vary widely, with higher value homes being located closer to the river and homes that are exhibiting some distress being located nearer to large industrial and commercial uses. While the average age of homes in the study area exceeds 50 years, the value of homes has increased significantly over the last 5 years.

Multi-family uses, other than the occasional duplex, are largely concentrated along Lake Street and other commercial corridors outside the study area. One multi-family apartment building was built in the last 20 years along the Greenway corridor at 36<sup>th</sup> Avenue.



Existing housing in the Seward Longfellow Area.

## Infrastructure

### Pollution

Two areas of concern must be noted relative to the infrastructure serving the study area and, especially, as changes to the patterns of land use are considered. The area has some known contamination of soils and ground water. Some of these areas, such as one on the Mack Engineering parcel, have been identified during the site's redevelopment. In the "Mack" case, contaminated soil was physically removed from the site and replaced with clean soil, allowing development to proceed. The "Deep Rock" site (the northeast corner of the current Metro Produce parcel) is also a site of known contamination. The site is vented, and the idea of creating a North Longfellow "NoLo" Greenspace has been circulated as a way of integrating the contaminated area as a greenspace amenity adjacent to the Greenway.

It should not be a surprise that soils along an industrial rail corridor may be contaminated. The extent of contamination is not known exactly, but proceeding with the knowledge that these kinds of problems may exist is prudent. Several factors may affect perceptions about the development potential on sites found to be contaminated:

- Technology may be introduced in the future that can remediate soils *in situ*. There are significantly more ways of treating contamination now than existed even a few years ago. Examples of new pollution eating microbes are being reported in the media. Such methods may present opportunities for sites along the Greenway in the future.

- The decreasing supply of developable urban land may result in the costs of remediation becoming more feasible to absorb through redevelopment. As “clean” urban land is consumed and available redevelopment sites become fewer, land values will rise and sites along the Greenway and close to LRT service may be seen as more attractive development opportunities in the future.
- Policies for “clean up” have been changing as well. Sites that might have been seen as unusable in the past could move above the thresholds for development based on policy changes at several levels.
- Some developers have established a niche in dealing with “brownfields” sites. These developers may find parcels along the Greenway to be an interesting opportunity.



*Stormwater Geyser at 29th Avenue and 28th Street.*

are wider, often have parking restrictions to aid in traffic flow, and they have more traffic control which affords safer access.

Bicycle movement is focused on the Midtown Greenway, but other routes are present in the neighborhoods. The LRT bike trail parallels Hiawatha Avenue on its east side and connects to the Greenway, although the route occurs only north of the Greenway. Areas south of Lake Street are served by the Minnehaha Avenue Bikeway, although it stops several blocks short of Lake Street. No other streets in the neighborhood have designated bike lanes.

Traffic data was collected on many neighborhood streets using traffic counters. Locations for traffic counting devices were determined based on input from public meetings, insights from the neighborhood organizations and the insights of the consulting team’s traffic engineer. Standards for traffic appropriate to neighborhoods include:

- 85<sup>th</sup> percentile for speeds at or below the 30 mile per hour statutory speed limit. The threshold for traffic calming typically used by traffic engineers is 35 miles per hour;
- Traffic volumes on local streets under 1,000 vehicles per day. Capacity for local streets in the neighborhood is greater, but livability issues result when volumes exceed 1,000 average daily trips (ADT); and,
- Traffic volumes on Municipal State Aid streets under 5,000 vehicles per day.

### *Storm water*

Storm water is an issue at times in parts of the study area. Near the intersection of 29<sup>th</sup> Avenue and 28<sup>th</sup> Street, several large storm sewer lines converge under the streets and, at times of peak concentration of runoff, the capacity of the outlet is exceeded. The result is a dramatic display of water – a 15 foot geyser. Stresses such as this on infrastructure make storm water management a significant factor to be addressed as development occurs.

### *Traffic Analysis*

The roadway network in the Seward and Longfellow neighborhoods is typical of Minneapolis. A grid of concrete-paved streets is interrupted only by the rail corridor, although several streets provide a

continuous connection between the north and south sides. The streets are sufficiently wide for cars to pass even with cars parked along both sides. All streets have concrete sidewalk on each side to accommodate pedestrians.

The neighborhoods have a developed network of Municipal State Aid Streets, which are designated by the City Council with input from the city engineering staff. These streets provide mobility for vehicles moving through the neighborhoods and are intended by the City to carry more traffic than other local streets. Drivers are given visual cues that they should use these streets for through-movements: the streets

# GREENWAY

Some streets in the neighborhood have traffic volumes low enough to consider narrowing which might allow for bicycle lanes, additional streetscape or expanded pedestrian facilities. Parking will be an issue, but some north/south streets could be considered for modifications to facilitate connections to the Greenway.

Traffic volumes (the number of vehicles using a street) are greater on Municipal State Aid Streets than on local streets, which is as expected. The traffic volumes are well within the capacity of each roadway. As areas of South Minneapolis are redeveloped, more traffic will use Lake Street. The Hiawatha LRT line may relieve some of the congestion, but developments proposed within the study area will not have a significant impact on Lake Street. It must be noted, however, that traffic on Lake Street results from areas significantly larger than the study area and the effects of Lake Street traffic are beyond the scope of this work.

The speed limit on neighborhood streets is 30 miles per hour (set by state statute). The majority of drivers obey the speed limit on most streets in the Seward and Longfellow neighborhoods. Exceptions exist, however. The average speed of traffic on 36<sup>th</sup> Avenue is 29 miles per hour, with many drivers moving at speeds between 30 and 35 miles per hour.

The industrial uses in the neighborhood dictate that certain routes be designated for use by trucks. Approximately 250 trucks use 36<sup>th</sup> Avenue (north of Lake Street) each day; about 200 trucks use 26<sup>th</sup> Street (east of Minnehaha Avenue) each day. Both streets are designated truck routes. Eliminating truck

## Traffic Speed Data

Location	ADT <i>(vehicles per day)</i>	Average Speed <i>(miles per hour)</i>	85th Percentile Speed <i>(miles per hour)</i>
38th Avenue north of Lake Street	430	--	--
36th Avenue north of Lake Street	3,050	29	35
31st Avenue north of Lake Street	3,570	26	33
29th Avenue north of Lake Street	1,110	23	30
28th Street east of 27th Avenue	2,810	--	--
26th Street east of 27th Avenue	3,760	23	28
26th Street east of 31st Avenue	2,620	24	28
26th Street east of 37th Avenue	660	23	27
29th Avenue south of 26th Street	780	22	28
34th Avenue south of 26th Street	230	--	--
36th Avenue south of 26th Street	2,540	28	34
38th Avenue south of 26th Street	90	--	--

*ADT - Average Daily Traffic Volume (the number of vehicles moving in both directions during a 24 hour period)  
Traffic data collected during the weeks of 7 March 2003 and 14 April 2003*

traffic in the neighborhood is nearly impossible; designating different streets as truck routes might be a possibility, but that would only shift truck traffic to another local street.

Access to the neighborhood is also an issue. While Hiawatha Avenue is a logical north/south access route for trucks moving to or from businesses in the neighborhood, connections to other major roadways are difficult. Redevelopment possibilities

discussed for the area surrounding the Franklin Avenue LRT station will make access more difficult for trucks using Minnehaha Avenue. While the market analysis demonstrates that the most likely redevelopment opportunities will be directed toward housing, the need for retaining industrial uses and the jobs they bring dictates that truck access be maintained.

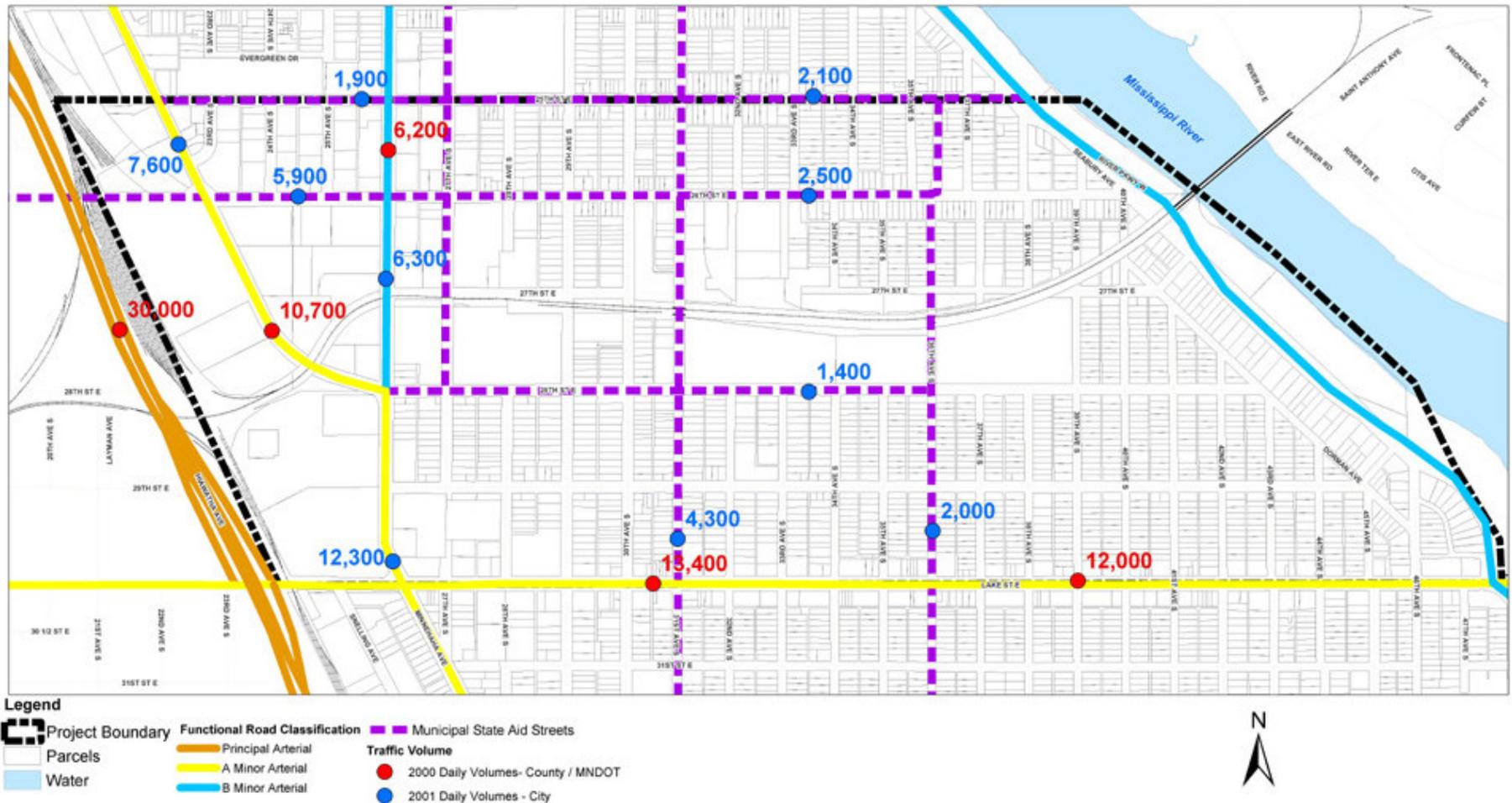
# GREENWAY

Importantly, residents viewed traffic in the neighborhood as a significant issue. They noted truck traffic and traffic speeds as concerns on 26<sup>th</sup> Street and 28<sup>th</sup> Street. Both streets serve as truck routes, so eliminating trucks would be difficult if not impossible. Mitigating speeds is more likely using traffic calming techniques commonly applied in the

city. Traffic speed data may not support resident concerns directly, but their perceptions are valid and should be addressed.

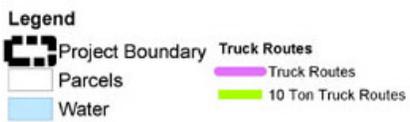
Neighborhood residents noted that certain streets, 29<sup>th</sup> Avenue in particular, might be improved with a greater orientation to pedestrians. It was also

indicated by residents that stronger pedestrian and bicycle connections to the Greenway would be desirable.



Traffic Study - State Aid Roads, state aid roads shown in purple.

# GREENWAY



Traffic Study - Truck Routes, truck routes shown in purple, 10-ton truck routes shown in green.

**Truck Data**

Location	ADT <i>(vehicles per day)</i>	Heavy Vehicles <i>(vehicles per day)</i>	Comments
38th Avenue north of Lake Street	430	--	--
36th Avenue north of Lake Street	3,050	230	Vast majority 6 am to 6 pm, a few in evening, peaks at 7 am and 5 pm (25 per hour)
31st Avenue north of Lake Street	3,570	260	Vast majority 7 am to 6 pm, constant during the day (approximately 25 per hour)
29th Avenue north of Lake Street	1,110	50	Vast majority 7 am to 5 pm, constant during the day (approximately 5 per hour)
28th Street east of 27th Avenue	2,810	--	--
26th Street east of 27th Avenue	3,760	170	Vast majority 7 am to 5 pm, peak at 1 pm (40 per hour)
26th Street east of 31st Avenue	2,620	180	Vast majority 7 am to 4 pm, peaks at 11 am and 4 pm (25 per hour)
26th Street east of 37th Avenue	660	20	Vast majority 8 am to 3 pm, constant during the day (2 to 3 per hour)
29th Avenue south of 26th Street	780	60	Vast majority 7 am to 6 pm, spread constant during these hours
34th Avenue south of 26th Street	230	--	--
36th Avenue south of 26th Street	2,540	210	Vast majority 6 am to 6 pm, a few in evening peaks at 7 am (25/hour) and 2 pm (20/hour)
38th Avenue south of 26th Street	90	--	--

*ADT - Average Daily Traffic Volumes (the number of vehicles moving in both directions during a 24 hour period)  
Heavy Vehicles - buses, ambulances, delivery trucks and tractor/trailer trucks (vehicles larger than a full-size pick-up truck)  
Traffic data collected during the weeks of 7 March 2003 and 14 April 2003*

## Market Analysis

A market analysis was conducted to guide the planning process based on an assessment of market forces that will result from construction of the Greenway. The study recognizes that development will likely occur in areas near the LRT station at Hiawatha Avenue and Lake Street and around the retail centers in the same area. It focuses on an analysis of the potential of market forces to generate new investment and development on parcels along the Greenway, where the investment of public resources might have the most impact. This analysis provides an overview of the market and highlights potential for various development types.

While the study area faces challenges, it can support a variety of residential development forms. Rental apartments, townhouses or multi-family condominiums, live-work/loft products, and senior housing developments all have potential. All would require some level of public assistance in site assembly, public improvements and/or equity financing. Where various city, county, state and neighborhood-based agencies can help defray such costs, for-profit as well as nonprofit developers may find such residential developments supportable from a market- as well as a financial standpoint.

The market analysis included a “study area” comprising parts of Census Tracts 1074, 1075, and Block #2 of tract 1076, collectively bounded by Minnehaha Avenue on the west, 24<sup>th</sup> Street on the north, the Mississippi River on the east and Lake Street on the south. The relevant trade area for various types of residential development in the Study

Area extends throughout the Seward Neighborhood and as far south as 38<sup>th</sup> Street, encompassing the Seward, Cooper and Longfellow neighborhoods. This trade area is referenced in tables and text as the “Seward/Cooper/Longfellow” area or market.



Neighborhood boundary map of Seward/Cooper/Longfellow.

## Market Overview

### Regional Economic Trends and Projections

General economic growth provides the necessary foundation underlying new real estate development. Notwithstanding the ongoing national and regional economic downturn, the Twin Cities economy is a diverse and resilient economic base. While regional economic growth is not expected to revisit the performance levels of the late 1990s, positive growth is projected to occur at relatively healthy rates.

Through 2006, economy.com, a nationally recognized economic forecasting firm, projects healthy increases in gross metro product (3.4 percent annually), personal income (3.8 percent annually) and existing home prices (2.3 percent annually) despite relatively modest population growth of 0.8 percent per year. Given such growth projections – which exceed corresponding projections for the Midwestern United States and for the nation – the metro area should be able to support strategically targeted development projects.

### Local Neighborhood Profiles

The census tracts adjoining the Midtown Greenway (#s 1074 and 1076/Block 2 on the south and 1075 on the north) contain a combined population of roughly 4,900. Within this area, median household incomes range from \$48,611 and \$46,550 in tracts 1074 and 1075 to \$66,804 in tract 1076/Block 2. The former figures are roughly consistent with the City of Minneapolis, the higher figure in tract 1076/Block 2 more closely approximates the overall median household income for Hennepin County. Other indicators show:

- In Census Tracts 1075 and 1076, more than 35 percent of those age 25 and older have earned bachelors’ degrees; more than 38 percent are employed in executive/professional occupations. These relatively upscale indicators exceed corresponding figures for both the City of Minneapolis and Hennepin County. In contrast, in tract 1074,

on the south side of the Greenway, only 21.5 percent have bachelors' degrees, and 29 percent are employed in professional/managerial occupations.

- In other respects tracts 1075 and 1076/Block 2 bear resemblances to Hennepin County, while tract 1074 more closely resembles the City of Minneapolis. Whites comprise 80 to 90 percent of the population in tracts 1075 and 1076/Block 2 as well as Hennepin County, but just 61 and 63 percent in Tract 1074 and the City of Minneapolis. Similarly, while homeownership exceeds 64 percent in Tract 1075 and 1076/Block 2 and Hennepin County, homeowners comprise just 54 and 49 percent of household in Tract 1074 and the City of Minneapolis.

Overall, the Study Area contains some high-end socio-economic characteristics (particularly in tracts 1075 and 1076/Block 2) that compare favorably to those of many Hennepin County's suburban communities. Thus, parts of the area offer an upscale context for new development comparable in some respects to that of Hennepin County's suburban areas.

### Residential Development Potential

Over a short-term time frame, development outlooks in the Study Area will operate within the prevailing context characterized by (1) moderating but strong housing demand amid (2) general (national and regional) economic weakness and (3) the coming completion of new improvements such as LRT service and the Greenway. In general, while the built-out nature of the area has limited recent (and

### TWIN CITIES TRENDS AND PROJECTIONS SELECTED ECONOMIC INDICATORS: 1995-2006

Indicators	1995	2000	1995-2000	Est. 2002	Projected 2006	Projected
			Avg. Annual Growth			Avg. Annual Growth
Gross Metro Product, C\$B	95.1	126.3	5.8%	130.5	149.1	3.4%
Total Employment (000)	1,546.3	1,747.4	2.5%	1,735.0	1,826.6	1.3%
Personal Income Growth (%/yr)	6.5	8.8	7.0%	2.6	4.8	3.8%
Population (000)	2,759.7	2,979.2	1.5%	3,045.4	3,150.0	0.8%
Existing Home Price (\$Ths)	106.3	148.4	6.9%	182.8	200.6	2.3%

Source: *economy.com*

### DEMOGRAPHIC & HOUSING COMPARISONS SELECTED AREAS

	Tract 1074 (Greenway South)	Tract 1075 (Greenway North)	Tract 1076 (Greenway East)	City Minneapolis	Hennepin County
Population	1,724	2,005	1,141	385,633	1,126,037
Households	756	909	536	162,960	460,847
Median Household Income	\$48,611	\$46,550	\$66,804	\$48,412	\$66,491
Avg. Household Size	2.26	2.21	2.13	2.26	2.38
% White Alone	60.7%	81.0%	88.0%	63.3%	79.3%
Householders by Age					
15 to 24	6.2%	5.9%	2.2%	10.5%	6.8%
25 to 34	20.2%	20.0%	15.9%	25.9%	20.2%
35 to 44	22.5%	22.3%	21.6%	21.6%	23.0%
45 to 54	24.6%	27.5%	32.8%	18.5%	21.0%
55 to 64	12.0%	10.8%	11.4%	9.7%	12.2%
65 to 74	6.5%	5.7%	5.6%	6.0%	8.0%
75+	7.9%	7.7%	10.4%	7.8%	8.8%
Bachelor's Degree or Higher Educational Attainment	21.5%	36.3%	35.2%	31.4%	31.9%
Exec/Prof/Managerial Occupation	28.8%	38.2%	44.5%	30.3%	32.9%
Owner-occ. Housing	53.7%	67.4%	81.0%	49.4%	64.5%

Source: *Claritas, Inc.*

projected) growth, in a short-term time frame residential markets present the most likely development opportunities in the Study Area.

### Rental Apartments

Twin Cities' apartment vacancy rates have risen in recent years. Most higher vacancy rates, however, are concentrated in high-rent properties, and overall rates remain respectable. As shown in the following table, the metro area currently maintains a vacancy rate of 6.5 percent. While this figure represents a considerable increase over corresponding rates in 2002 and earlier – when vacancies fell below 2.0 percent – by most historical or regional standards this still reflects a healthy performance. In the East Minneapolis submarket, apartments have generally maintained lower vacancy rates (due in large part to the lower volumes of new development); the current vacancy rate is estimated at 5.5 percent.

In general, vacancy rates exceed the 6.5 percent average in the region's high-rent communities. Two factors account for this: (1) as rents increase, residents are increasingly able to afford desirable homes, particularly in light of historically low mortgage rates; and (2) where rents are highest, developers have added new (vacant) inventory to lease.

The following graph portrays the relationship between average rent rates and vacancy rates in the various cities (and submarkets within the City of Minneapolis) in Hennepin County. In general, where average rents exceed \$1,000, vacancies are more likely to exceed the 6.5 percent average and approach 10 percent in some cases; where average rents fall below \$800, vacancy rates generally fall below the 6.5 percent average.

### MEDIAN HOME SALE PRICES 1997-2001

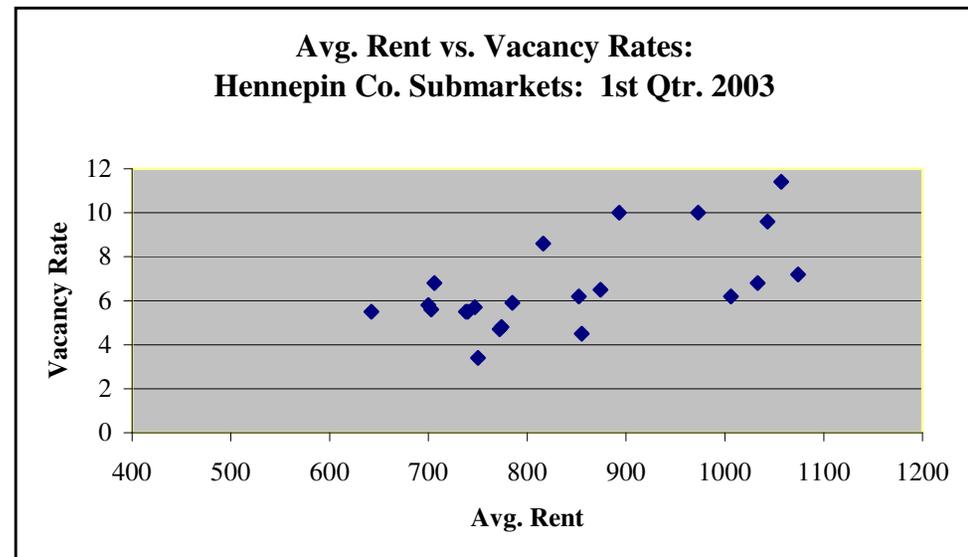
	1997	2001	Avg. Annual Increase
Minneapolis	\$79,900	\$127,009	9.7%
Longfellow Community Rank	\$75,900	\$143,300	13.6%
	5th	3rd	

Source: City of Minneapolis

### SELECTED APARTMENT MARKET INDICATORS

	Avg. Rent (1st qtr.)		Vacancy (1st qtr.)	
	2002	2003	2002	2003
Twin Cities	\$840	\$841	4.8%	6.5%
Minneapolis	\$801	\$799	4.6%	6.3%
East Minneapolis	\$646	\$642	3.9%	5.5%

Source: GVA Marquette Advisors



Source: GVA/Marquette Advisors; Bonz/REA, Inc.

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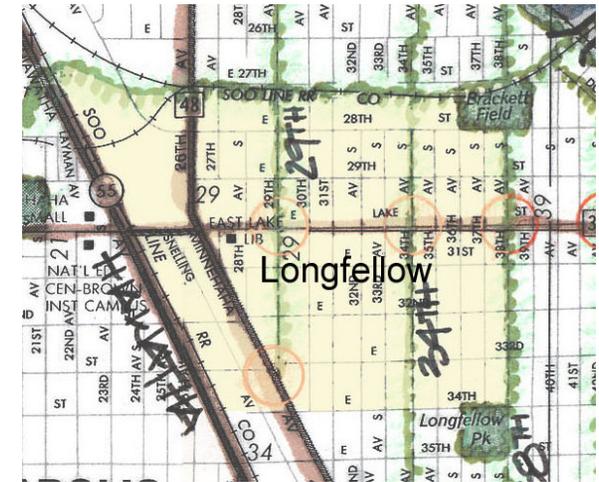
In and around the Study Area, excluding a number of lower-end or subsidized apartment complexes, well-maintained properties have been able to maintain high occupancy rates – generally in excess of 95 percent — at rents (including major utilities) ranging from \$650 to \$800 for one-bedroom units and \$800 to \$1,000 for two-bedroom units.<sup>1</sup> For the most part, these rents range from \$.80 to \$1.35 per square foot per month. The planned *West River Commons* apartment project (at Lake Street and West River Road) anticipates higher-end rents of \$1.25 to \$1.30 per square-foot per month.

In general, new high-quality projects must generate higher rents; if rents do not significantly exceed a general range of \$750 to \$850 for one-bedroom and \$1,000 to \$1,200 for two-bedroom units, the local market may not support additional projects.

### Ownership Housing

In addition to rental apartments, the for-sale housing market also offers a potential opportunity. As shown below, home prices in the Longfellow Community have increased at a compounded rate of 13.6 percent per year over the four years from 1997 to 2001. This

rate of increase exceeds price increases in the overall Minneapolis market, and the Longfellow Community's home prices have advanced from a ranking of fifth to third in the City.



Neighborhood boundary map of Longfellow.

### SELECTED APARTMENT PROPERTIES

Complex	Built/Renov.	Total Units	Vacancy	Type	Size (sq. ft.)	Avg. Rent*	Monthly Rent/Sq. ft.
Brackett Place 36th Ave/27th St.	1986	18	5.6%	2 BR	985	\$775	\$0.79
Cedars 94 2220 E Franklin Ave.	1974/2000	238	4.0%	Studio	430	\$607	\$1.41
				1 BR	615	\$748	\$1.22
				2 BR	900	\$1,013	\$1.13
East River Terrace 2101 East River Terrace	1956	100	n/a	Studio	450	\$600	\$1.33
				1 BR	575	\$775	\$1.35
				2 BR	1,100	\$1,050	\$0.95
Minnehaha 94 1901 Minnehaha Ave.	1969	88	2.3%	1 BR	631	\$625	\$0.99
				2 BR	840	\$810	\$0.96
				2 BR	1,112	\$880	\$0.79
				3 BR	1,300	\$1,200	\$0.92

\*Includes all major utilities.

Source: Bonz/REA, Inc.

<sup>1</sup> See Exhibit 6. Additional review of data for other market-rate rental apartments in the Study Area's general surroundings show rents and occupancies that are generally consistent with these findings. Alliance Housing, Inc., 2003.

Within the Longfellow Community, home values in the Study Area are somewhat higher on average, with most single-family homes commanding prices of \$160,000 to \$260,000 (and considerably higher in the blocks near the Mississippi River). In addition, as compared to the overall Longfellow Community, a local realtor reports an even higher rate of appreciation in the Study Area, with home values increasing by approximately 20 percent per year.

In examining the immediately relevant trade area for ownership housing in the Study Area, the graphs below focus on the area encompassing the Seward, Cooper and Longfellow neighborhoods. While modest growth is projected for this area's households, the "empty nester" age groups are expected to show the highest growth rates over the next five years. Then, within this age cohort, projected growth is concentrated primarily among the middle- to upper-income households qualified to buy new market-rate dwelling units.

This demographic group furnishes the prime source of demand for attached (condominium or coop) dwelling units in townhouse or multi-family formats. While substantial development in these niches has not occurred recently in the area, realtors report that condominium units priced at \$130,000 to \$170,000 enjoy strong demand. Given the lack of recent sales experience in higher price niches (e.g., \$200,000 and higher), developments targeting these market segments would raise risks; but high-amenity projects in attractive locations may be able to command such prices.

Overall, given the recent strength in the local housing market, along with projected growth in the targeted "empty nester" market, the Study Area may offer a potential opportunity for residential condominium development.

### Senior Housing Niche

The senior housing market, while limited in depth, may offer development opportunities in the Greenway area.

In the Seward/Cooper/Longfellow market, senior households are expected to grow by only 59 households over the next five years. More significant growth, however, is anticipated among those with incomes of at least \$25,000. This "income-qualified" group is expected to increase by nearly 300 — at an annualized rate of 7.4 percent — over the next five years. Within this group, householders in the 75 and older age group comprise the largest source of demand for senior housing facilities. This age group will account for nearly 200 households — roughly 70 percent of the growth among income-qualified 65+ households.

The senior housing facilities (excluding nursing homes) closest to the Study Area include the *Danebo*, *Becketwood*, *Augustana*, *Teachers Park Avenue Residence*, and *Ebenezer Towers* facilities. Collectively, these contain a total of 795 independent living units (including just the 50 percent market-rate component of Ebenezer Towers' 192 units). All except the Teachers Park Avenue facility report vacancy rates of 5 percent or lower; Teachers Park Avenue features undersized units, which may account for vacancy rates of roughly 20 percent.

While all of these facilities draw from diverse parts of the City and region, rough estimates based on interviews indicate that, while Danebo may draw roughly 50 percent of its residents from the local

### EMPTY NESTER HOUSEHOLDS SEWARD/COOPER/LONGFELLOW NEIGHBORHOODS

	2002	2007	2002-2007 Growth	
			5-yr.#	Avg. Ann.
Total Households	9,743	9,794	51	0.1%
Age 55-64	1,067	1,243	176	3.1%
W/income of \$50,000 +	486	719	233	8.1%
Age 65-74	671	704	33	1.0%
W/income of \$50,000 +	155	256	101	10.6%

Source: Claritas, Inc.; U.S. Census Bureau.

## SENIOR HOUSEHOLDS BY INCOME SEWARD/COOPER/LONGFELLOW NEIGHBORHOODS

	2002	2007	2002-2007 5-yr. #	Avg. Ann. Growth
Age 65+	1,559	1,618	59	0.7%
Below \$25,000	900	676	-224	-5.6%
\$25,000 - \$34,999	191	297	106	9.2%
\$35,000 - \$49,999	207	226	19	1.8%
\$50,000 - \$74,999	132	195	63	8.1%
\$75,000 - \$99,999	60	97	37	10.1%
\$100,000 - \$149,999	38	70	32	13.0%
\$150,000+	31	57	26	13.0%
W/income of \$25,000 +	659	942	283	7.4%
Age 75+	888	914	26	0.6%
Below \$25,000	610	448	-162	-6.0%
\$25,000 - \$34,999	94	199	105	16.2%
\$35,000 - \$49,999	78	104	26	5.9%
\$50,000 - \$74,999	55	77	22	7.0%
\$75,000 - \$99,999	22	40	18	12.7%
\$100,000 - \$149,999	10	23	13	18.1%
\$150,000+	19	23	4	3.9%
W/income of \$25,000 +	278	466	188	10.9%

Source: Claritas, Inc.; U.S. Census Bureau.

Seward/Cooper/Longfellow market area, for various reasons (e.g., cost, program suitability) this area might furnish roughly 15 percent of the residents at the other facilities. Under these assumptions, the “effective inventory” serving the local Seward/Cooper/Longfellow market area amounts to roughly 130 units. This effective inventory penetrates 17.4 percent of the income-qualified market. By 2007, as the income-qualified market grows, this inventory would fall to 12.6 percent of the income-qualified market.

Market-rate senior housing inventories typically penetrate as much as 15 percent of the income-qualified market age 65 and older. Thus, the 12.6 percent capture rate in 2007 indicates that the market may be underserved at that time. Moreover, new facilities may be able to outperform existing facilities currently in the area, especially in capturing prospective seniors currently living in the Seward/Cooper/Longfellow area.

Despite the potential need for additional senior housing, the local market offers limited depth; the projected increase of just 280 income-qualified seniors age 65+ would absorb just 28 to 42 additional units. Given this limited depth, developers may wish to target broader, non-age-restricted housing markets. Overall, however, apparent demand exists, and a well-conceived senior housing project may offer a viable development opportunity.

## MARKET PENETRATION SCENARIOS MARKET-RATE INDEPENDENT-LIVING SENIOR HOUSING

	<u>2002</u>	<u>2007</u>
Income-Qualified Households Age 65+	659	942
Effective Inventory <sup>1</sup>	129	129
Income-Qualified Households Age 65+ (incl. residents from Seward)	740	1,023
Required Market Penetration	17.4%	12.6%

<sup>1</sup> Includes 50% of units at Danebo and 15% of units at Augustana, Ebenezer Towers, Becketwood and Teachers Park Place Residence.

Source: Claritas, Inc.; Bonz/REA, Inc.

### *Alternative Residential Formats*

In addition to standard townhouse or multi-family configurations, the Study Area also offers suitable locations for alternative residential products such as loft “live-work” dwelling units or mixed-income projects.

Loft/studio or live-work products typically feature open, unstructured studio-work areas. Such units can appeal to artists, artisans, and other craft-related business entrepreneurs. Affordability drives much of this market, however; new projects serving this market typically do not target high-end market-rate rents.

Projects with low- to moderate-income components have also proven popular among residents as well as developers. Such mixed-income projects typically involve federal tax credit financing, wherein developer equity is provided through the sale of low-income tax credits. In such projects, varying percentages (e.g., 20 to 40 percent) are reserved as affordable to households at a specified percentage (typically 50 to 60 percent) of the area’s median income. While such projects do not generate operating cash flows, under the federal low-income housing tax credit (LIHTC) program, developers receive fees of up to 15 percent of the project’s costs. In the Twin Cities, for-profit developers have found such development opportunities attractive.

### *Assets and Constraints to Residential Development*

The Study Area’s primary development assets include:

- The local market’s still-high apartment occupancy rates and increasing home prices.
- A growing array of assets (various parks, the LRT line, and the Greenway itself).
- Barriers to competition, which are inherent in built-out areas where future developers will face obstacles involving site availability, required demolitions, etc. In strong markets, such barriers enable owners to increase rents and/or prices in the future.

Notwithstanding the foregoing assets, residential development in the Study Area will face substantial challenges. Financial considerations will be foremost among these. High-end prices or rents are generally required to support the cost of new development. Assuming relative consistency in basic construction costs, the key economic factors that differentiate between various development opportunities involve: property acquisition costs, site preparation requirements, and rents/prices. Thus, where a project site incurs high costs for land, existing buildings, structured parking, new infrastructure, and/or environmental remediation, other projects will be preferable unless the project’s supportable rents/prices are also proportionally higher than such other projects’. Conversely, where rent/price points for two projects are similar, the developer’s preferred project will be that which incurs lower costs and fewer complications.

In the Study Area, absent public funding assistance, most new projects would not support the likely costs of new development. This applies throughout the

City of Minneapolis, where with limited exceptions, most recent projects (including the West River Commons project in the Study Area) have been able to draw upon one or more sources of public funding assistance.

The following hypothetical scenarios provide a rental housing example to illustrate new projects’ likely need for public funding assistance.

*No-Assistance Scenario:* Where no public assistance is available, high-quality apartments offering covered parking in high-amenity locations would incur costs of up to \$150,000 per dwelling unit. In the following simplified hypothetical scenario, an apartment complex developed at a cost of \$130,000 per unit would require rents ranging from \$1,250 to \$1,850 – in excess of \$1.60 per square foot per month – in order to offer attractive annual returns.<sup>2</sup>

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<sup>2</sup> The hypothetical 8.9 percent return shown essentially corresponds to an investor’s “going-in” capitalization rate. While developers often seek higher returns, this level of return should be acceptable under prevailing economic conditions.

## FINANCIAL ANALYSIS HYPOTHETICAL RENTAL APARTMENT SCENARIO

	<u>Size</u>	<u>Units</u>	<u>Total Flr. Area</u>	<u>Monthly Rent</u>	<u>Annual Revenues</u>	<u>Monthly rent per s.f.</u>
1 BR	750	40	30,000	\$1,250	\$600,000	\$1.67
2 BR Sm	950	50	47,500	\$1,550	\$930,000	\$1.63
2 BR w/den Common Area	1,150	30	34,500 4,000	\$1,850	\$666,000	\$1.61
<b>Totals</b>		<b>120</b>	<b>116,000</b>		<b>\$2,196,000</b>	
Less Vacancy/Collection Loss		@ 7.0%			(\$153,720)	
		of gross possible income				
<b>Gross Effective Income</b>					<b>\$2,042,280</b>	
Less Operating Expenses		@ 30%			(\$658,800)	
		of gross possible income				
<b>Net Operating Income</b>					<b>\$1,383,480</b>	
<b>Total Development Costs</b>		@ \$133			\$15,612,300	\$130,103
		per sq. ft.				per unit
<b>Stablized Annual Return</b>					<b>8.9%</b>	

In light of the earlier discussion (Section II.A) delineating the range of potentially achievable rents (approximately \$800 to \$1,200, or \$1.20 to \$1.30 per square foot), the rents in this scenario would not likely be supportable in the Subject Area; the Study Area does not offer the requisite high-end amenities, high growth prospects, or high visibility to justify such rent levels. Rather, the Study Area features a number of competitive drawbacks. These include its:

- **Current Characteristics:** With the impending public improvements such as light rail operations and the Midtown Greenway, much of the Study Area is presently

recognized as (1) adjacent to a still-active rail line; (2) partly (low-end) industrial; and (3) situated among low-image areas such as East Lake Street and East Franklin Avenue. While the directives emerging from the current planning endeavor may address these issues, marketing programs will have to overcome these perceptions in potential residents.

- **Competitive Investment Alternatives:** The Twin Cities offers ample opportunities for new residential development; profit-seeking developers can find attractive opportunities in other locations. Without providing a comprehensive list, such locations include:

(1) growing, high-income (and high-rent) suburban communities with undeveloped land (e.g., Maple Grove, Eden Prairie).

(2) emerging high-amenity (and high-rent) urban locations such as St. Paul’s Lowertown and Minneapolis’s warehouse district, riverfront, and St. Anthony Main areas.

(3) suburban communities embarking on high-amenity mixed-use projects – of which current examples include Brooklyn Park (new Village development on Shingle Creek Parkway), St. Louis Park (Excelsior & Grand project), and Eden Prairie (Southwest Transit Station area).

- **Site Issues/Additional Costs:** Many of the alternative suburban areas that may attract development interest will offer raw, undeveloped land. Developers on such parcels need not incur costs to acquire and demolish viable buildings. These cost issues may make it difficult for the middle segments of the Study Area to attract private developers.

<sup>3</sup> This is roughly consistent with figures provided by Colliers Towle, showing vacancy rates of 11.6 percent in office/showroom properties, 13.5 percent in office/warehouse properties, and 18.6 percent in bulk warehouse properties.

## FINANCIAL ANALYSIS MIXED-INCOME RENTAL APARTMENT SCENARIO

	<u>Size</u>	<u>Units</u>	<u>Total Flr. Area</u>	<u>Monthly Rent</u>	<u>Annual Revenues</u>	<u>Revenue per s.f.</u>
1 BR	700	26	18,200	\$875	\$273,000	\$1.25
1 BR @ 60% median <sup>1</sup>		24	16,800	\$863	\$248,544	
2 BR Sm	875	26	22,750	\$1,075	\$335,400	\$1.23
2 BR @ 60% median <sup>1</sup>		24	21,000	\$1,035	\$298,080	
2 BR w/den	1,050	20	21,000	\$1,275	\$306,000	\$1.21
Common Area			4,000			
<b>Totals</b>		<b>120</b>	<b>103,750</b>		<b>\$1,461,024</b>	
Less Vacancy/Collection Loss		@ 7.0%			(\$102,272)	
		of gross possible income				
<b>Gross Effective Income</b>					<b>\$1,358,752</b>	
Less Operating Expenses		@ 30%			(\$438,307)	
		of gross possible income				
<b>Net Operating Income</b>					<b>\$920,445</b>	
Total Development Costs		@ \$133 per sq. ft.			\$15,612,300	\$130,103 per unit
Tax Credit Equity		valued @ \$.78/\$1 credit			\$3,726,344	
<b>Other Equity</b>					\$3,870,956	24.8% of total cost
Stabilized Net Cash Flow					\$153,408	
<b>Developer Fee</b>		15%			\$1,873,476	

<sup>1</sup> Minnesota Housing Finance Agency maximum gross rents

Because of such drawbacks – and based on existing rents in the Study Area and nearby areas (see Exhibit 6), high-end monthly rents are not likely to approach \$1.60 per square foot, but might reasonably approach \$1.20 to \$1.30 per square foot.

In this general rent range, new projects would not be able to support new development costs without assistance. As shown in the following exhibit, however, if the project can draw upon equity from

low-income tax credits as well as up to 25 percent of its costs from other sources of public or nonprofit financing, the project will be able to generate positive cash flows (which are typically redistributed to public sponsors) while providing the developer with a “developer fee” payment (which may be applied to other projects).

### *Overall Residential Development Outlook*

While many such projects will encounter financial barriers and may require public funding assistance, rental as well as for-sale residential development opportunities in the Study Area could draw interest from for-profit as well as non-profit developers.

Tax credit financing, available through the MCDA (as the Minnesota Housing Finance Authority’s sub-allocator of such funds), has made mixed-income rental projects attractive. While for-profit developers do not derive annual operating revenues from such projects, they nonetheless earn attractive developer fees without committing their own equity. Other important sources of financing assistance for various types of housing include historic preservation tax credits, tax increment financing, tax-exempt bonds, and various public grant programs.

In addition to for-profit developers, nonprofit agencies such as Alliance Housing, Central Community Housing Trust, ArtSpace and others may find the area suitable and appropriate for affordable housing projects that fit their various missions.

### *Industrial Development Potential*

Industrial development does not offer a short-term development opportunity in the Study Area. As of year-end 2002, United Properties estimates vacancy rates in the Twin Cities industrial market at 14 percent.<sup>3</sup> While this represents a slight improvement over the mid-year level of 14.6 percent, vacancy rates have increased from 10.4 percent at the end of 2000 and from 13.3 percent at the end of 2001. Moreover, employment forecasts project that the area’s strongest

growth will occur in the office-oriented services, trade, and finance/insurance/real estate industry sectors. In comparison, manufacturing industry employment growth is forecasted at the comparatively low rate of just 6 percent over a ten-year time frame.

**EMPLOYMENT GROWTH OUTLOOKS  
TWIN CITIES METRO AREA: 1998-2008**

Industry Group	#	%
Ag/Forestry/Fishing	1,156	10%
Construction	8,760	14%
Manufacturing	16,228	6%
Transp/Comm/Util	14,402	17%
Trade	51,571	14%
F.I.R.E.	21,351	18%
Services	159,360	28%
Government	7,811	8%

*Source: Minnesota Dept. of Economic Security.*

These projections are consistent with recent results, which, as shown in the tables above, show that manufacturing industries have sustained significant job losses in the City of Minneapolis during the late 1990s as well as in more recent years.

**EMPLOYMENT GROWTH BY INDUSTRY SECTOR  
HENNEPIN COUNTY and CITY OF MINNEAPOLIS: 1994-2000**

Industry	6-Yr. Change in # of Jobs	
	Hennepin Co.	Minneapolis
Construction	9,301	1,030
Manufacturing	-2,852	-6,670
Durable	1,532	-2,245
Nondurable	-4,384	-4,425
Transp/Comm/Utility	9,937	774
Wholesale Trade	6,764	546
Retail Trade	12,224	2,794
F.I.R.E.	9,992	3,675
Services	52,600	20,062
Legal/health/business	64,830	25,252
Government	3,708	1,638
<b>Total</b>	<b>102,813</b>	<b>24,267</b>

*Source: Minnesota Dept. of Economic Security.*

Since 2000,<sup>4</sup> overall employment growth has declined, but positive growth has continued (or sustained lesser declines) in various professional (e.g., business, health, education, financial) service sectors.

Notwithstanding recent manufacturing job losses in the City of Minneapolis, in and around the Study Area, the Seward Business Park is almost fully absorbed. Over time, as the industrial market recovers, this area could most likely support additional industrial space; new buildings would ideally offer a combination of office and warehouse space featuring high (e.g., 18’– 30’ clear) ceilings. As centrally located industrial space grows increasingly scarce in the Twin Cities, this general location will continue to serve a market need.

To the east of the Seward Business Park, industrial properties fit comparatively lower-end profiles, accommodating bulk warehousing and manufacturing uses rather than office/tech/flex uses. Most industrial lease rates fall within a range of \$3 to \$4.50 per square foot on a net basis. Tenants seeking inexpensive space for storage and/or manufacturing uses may find such properties suitable. However, while these locations can continue to accommodate industrial occupancies, at these lease rates they offer limited potential for substantial new investment. Moreover, at this time, substantial vacancies exist in the building at 3415 East 27<sup>th</sup> Street, indicating the market’s limited depth of demand for such space.

Given these general market conditions, within a short-term time frame, industrial development does not appear to offer a strong opportunity in the Study Area.

<sup>4</sup> For the period after 2000, employment statistics available from the Minnesota Department of Economic Security are presented in accordance with the recently introduced NAICS (North American Industrial Classification System) rather than the previously established SIC (Standard Industrial Classification) coding system. Since these classifications are not consistent, employment data are presented in two separate tables.

**RECENT EMPLOYMENT GROWTH<sup>1</sup>  
CITY OF MINNEAPOLIS: 2000-2001**

<u>Industry</u>	<u>2000</u>	<u>2001</u>	<u>Change</u>
Government	50,770	51,603	1.6%
Manufacturing	22,669	21,345	-5.8%
Trade/Transp/Utilities	40,380	39,056	-3.3%
Information	14,317	13,127	-8.3%
Financial Services	34,417	34,798	1.1%
Professional Business Services	63,684	63,195	-0.8%
Education/Health Services	39,136	40,453	3.4%
Leisure/Hospitality	25,345	25,009	-1.3%
Other Services	11,175	11,627	4.0%
<b>Total</b>	<b>308,238</b>	<b>306,563</b>	<b>-0.5%</b>

<sup>1</sup> Data for 2000 and after are presented in NAICS (North American Industrial Classification System) rather than SIC (Standard Industrial Classification) categories.

*Source: Minnesota Dept. of Economic Security.*

## Commercial Development Potential

Commercial development projects may offer opportunities within the Study Area, but such projects will target locations near the LRT station, existing retail centers, and the primary commercial corridors along Lake Street (which currently maintain substantial inventories of vacant space).

Office development is particularly unlikely in the short-term. Vacancy rates in the regional office market continue to increase, with various estimates<sup>5</sup> ranging from 16 to 17 percent, with overall availability (including leased but unoccupied space available for sublet) in excess of 20 percent.

In the Study Area, the recently renovated Coliseum Building has achieved full occupancy, but its tenant base draws heavily on a narrow niche of public and local nonprofit organizations; the depth of these office niches appear limited in the short run.

In the general Study Area, retail development may offer potential opportunities; planned improvements such as the opening of the LRT line, a new farmers' market, and potential changes at the existing Minnehaha Mall may spur new investments in realigned, renovated, or other such

retail properties in and around the Minnehaha Avenue/Lake Street area.

In the middle segments of the Study Area, however, significant retail development is not likely to occur. While local entrepreneurs may pursue small-scale retail business opportunities in scattered locations, most developers would target the primary commercial corridors, where they may be able to attract established, credit-worthy tenants.

### *Site and Formats*

Along the Greenway, the most likely development sites are those that can offer (1) nearby amenities such as recreational facilities or river views, (2) reasonable proximity to the Minnehaha/Lake retail and transit amenities; and (3) either undeveloped land areas, inexpensive demolition/site preparation requirements, or buildings offering attractive opportunities for adaptive reuse programs.

Among these amenities, proximity to light rail, and industrial buildings offering historic character are less easily replicated in other locations. Therefore, properties offering these types of amenities – possibly including the Ivy Building or the Shasta Bottling Plant – may offer attractive potential for adaptive reuse. In addition, other properties that can be assembled and prepared for development at minimal costs (relative to undeveloped land) may be relatively scarce in urban locations such as the Study Area.

<sup>5</sup> Colliers Towle; United Properties.

## Neighborhood and Business Owner Input to Plan

The Steering Committee took the charge of gathering input for the planning process seriously. At the first public meeting, it was obvious that business owners were not present. The second public meeting was structured to occur as two separate yet identical meetings – one on a Saturday morning and another on a Tuesday evening – in order to encourage participation. While neighborhood participation was high, there was only one business owner that chose to participate. Again, the Steering Committee determined that input from business owners was critical to the planning process and another meeting was organized, this time as a noon meeting that would, hopefully, allow for the necessary insights of business owners to be brought to the process. This format was successful in attracting business owners and became the model as the plan evolved: each subsequent meeting had an evening and a noon component to give residents and businesses alternate forums to provide input.

The final public meeting was an open house, during which those in attendance viewed the work accomplished and then listened to a presentation. Questions were addressed privately or during an open forum session following the presentation. Again, both evening and noon meetings were conducted to maximize opportunities for participation.

The multi-meeting approach resulted in significant public participation. The Steering Committee's efforts were rewarded when, following the concluding open houses, there was strong consensus that a fair and balanced land use plan had been



*Several formats for public involvement were used in the design process including brainstorming sessions with the steering committee, business owner lunch meetings, community design workshops and open houses.*

formulated. In the end, the planning process engaged more than 360 people in a total of 10 meetings, and significantly, the owners of every business in the plan area had the opportunity to hear the directions for land use and contribute their ideas and concerns.

Input was not limited to public events. The Steering Committee itself played a major role in analyzing the input received at public meetings and shaping the directions for land use. More than 24 meetings were conducted with the Steering Committee during the seven month process of creating the plan.



# GREENWAY



Several design workshops and public open houses were held in the Ivy Building, one of several opportunity sites identified in the corridor.

Throughout the planning process, the following public meetings were conducted:

Meeting	Date and Time	Location	Attendance <sup>1</sup>
Public Meeting One	11 March 2003, evening	Brackett Park	62
Public Meeting Two	12 April 2003, morning	St. Albert's Church	23
	15 April 2003, evening	Carpenter's Union Hall	29
Business Owners Meeting	29 April, noon	Ivy Building	36
Design Workshop One	13 May 2003, noon	Ivy Building	17
	13 May 2003, evening		31
Design Workshop Two	23 June 2003, evening	Ivy Building	29
	24 June 2003, noon		12
	24 June 2003, evening		12
Open House	22 July 2003, evening	Ivy Building	57
Business Owners Meeting	23 July 2003, noon	Ivy Building	50

Note 1: Attendance figures are based on people who signed attendance sheets.

Meeting	Key findings and directions established
Public Meeting One	<p>Concerns were highly focused on the immediate areas near their homes. This type of localized concern is noted for the following areas:</p> <ul style="list-style-type: none"> <li>-The speed of traffic and number of trucks on 26<sup>th</sup> Street;</li> <li>-The encroachment of industrial uses on the block-and-a-half of residential uses between the Greenway and 26<sup>th</sup> Street, and the concern over the industrial zoning classification of parcels currently used for housing;</li> <li>-Traffic issues on 28<sup>th</sup> Street;</li> <li>-Impacts of industrial uses at the Tyro Building (Metro Produce) on nearby residential uses.</li> </ul> <p>Participants were generally aware of the potential recreational amenity of the Greenway and they seemed to recognize the potential for LRT to have a positive impact on the area, particularly for pedestrian orientation and expanded housing opportunities.</p> <p>There was strong expression of the need for more green space, as well as connections to the Greenway.</p> <p>Most groups noted a desire for the evolution of industrial uses (or many industrial uses) to various forms of residential development.</p>
Public Meeting Two (sessions 1 and 2)	<p>There seemed to be strong agreement on the need for traffic calming, especially on 26<sup>th</sup> Street. There was less consensus on the patterns of truck movement. Some meeting participants favored scenarios which moved trucks off 26<sup>th</sup> Street and onto a new 27<sup>th</sup> Street “truck way”. Others viewed the creation of a “truck way” as an intrusion upon the Greenway or that it resulted in too much land being dedicated to another street. Many participants felt that the issue of trucks around the Metro Produce building was not adequately resolved by any of the scenarios.</p> <p>The area of most common agreement focused on the notions of “greening” and creating additional open space in the study area. Meeting participants voiced strong favor for the ideas posed for NoLo Park, the creation of an enhanced urban forest (in industrial areas at the west end of the study area), the development of an expanded green connection between the Sullivan School play yard and Brackett Park, and the north/south “green fingers” or north/south connectors that attempted to link areas more remote from the Greenway to the new amenity.</p> <p>Residents of the “island of residential” strongly favored scenarios that maintained residential use, with corresponding zoning. Similarly, participants preferred scenarios that emphasized residential uses along the Greenway and reduced or limited industrial uses. Density of housing was not resolved, as participants noted that housing of higher density might occur along the Greenway at the same time that residents’ comments were made suggesting high density is not desired.</p> <p>There was a sensitivity to the jobs and tax base offered by industrial uses, but it seemed secondary in importance to the idea of evolving industrial uses to housing (at least for most meeting participants). The idea that industry might be “themed” – using an eco-industrial model – was viewed favorably. Meeting participants made several comments suggesting that there was too much concentration of industrial uses along the Greenway and that there should be no additional industrial uses in areas along the Greenway east of 26<sup>th</sup> Avenue.</p> <p>The desire for change in the area around Target/Minnehaha Mall/Cub Foods was also viewed favorably.</p>

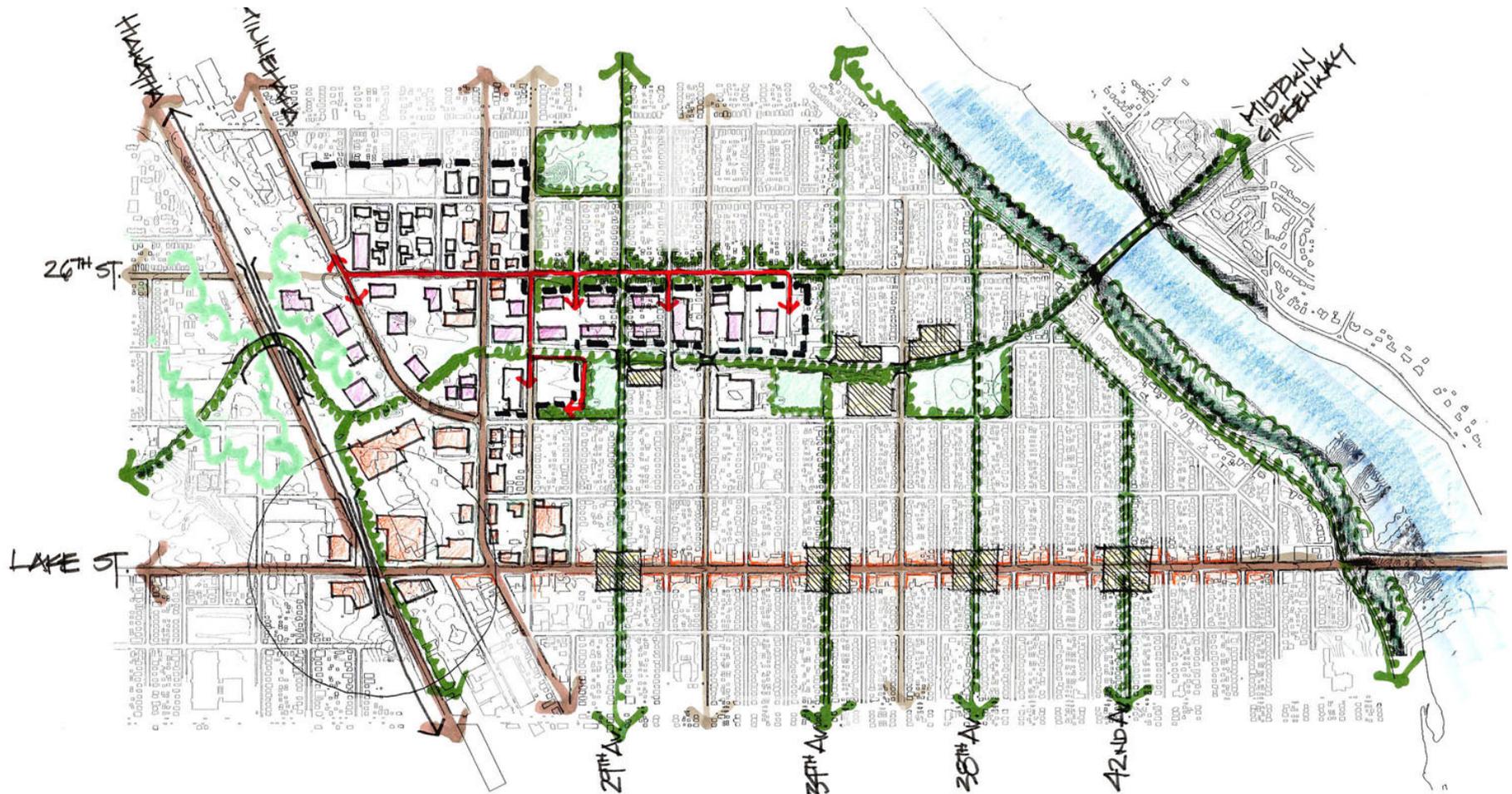
Business Owners Meeting	Business owners were introduced to the process as very few had attended the previous meetings. Business owners and residents expressed a desire to keep industrial jobs in the neighborhood. There was some concern over requirements and regulations that the Greenway development might cause. Truck access to the neighborhood from regional transportation corridors and local traffic were also issues of concern.
Design Workshop One	This workshop focused on opportunity sites in the east end of the study area, including Gopher Roofing, the Shasta site, and Empire Glass. The workshop demonstrated ways in which positive steps might be taken on some properties to encourage a better “short-term” fit to the neighborhood and the Greenway, as well as some long-term redevelopment opportunities. There seemed to be consensus on most of the development scenarios.
Design Workshop Two	This workshop focused on opportunity sites around the “Island of Residential” and the Metro Produce site. Several development scenarios were explored with a wide range of impacts. The primary area of concern at the end of the workshop were the unresolved truck noise problem at Metro Produce and the density of housing units being proposed for the Island of Residential north of the Greenway.
Open House	Participants noted that the directions for the plan had progressed significantly since the last meeting and that, on the whole, it was a fair and balanced plan. Specific concerns remained about the need for traffic calming and the need to define density. There seemed to be a genuine fear of “high density” residential.  Proposals for live/work mixed use were favored by many participants. The evolution of the identified parcels from industrial to residential use was also viewed favorably, with the positive effect of this change on the Greenway noted.  Residents noted that the issues surrounding Metro Produce are not resolved by this plan.  Residents continued to urge the slow transition of industrial areas toward residential use.
Business Owners Meeting	Participants noted that the plan is sensible and acceptable. For many participants, this was their first exposure to the planning process and it seemed that they were responding favorably to the directions shown.  Support for continuing industrial use in the neighborhood was appreciated.  Individuals urged the consultants to continue to push for the extension of the “green” of the Greenway into more green spaces in the neighborhood, especially when sites are redeveloped.

## Exploring Options - Early Land Use Scenarios

In the early stages of the planning process, alternatives were proposed as a way of eliciting responses from stakeholders, but not necessarily as a final solution. Initially, residents proposed

wholesale elimination of some industrial uses. Businesses proposed wholesale elimination of some residential areas to create room for industrial expansion. In considering alternatives – posed as a series of “scenarios” – participants struck a balance that envisioned alternating residential and industrial

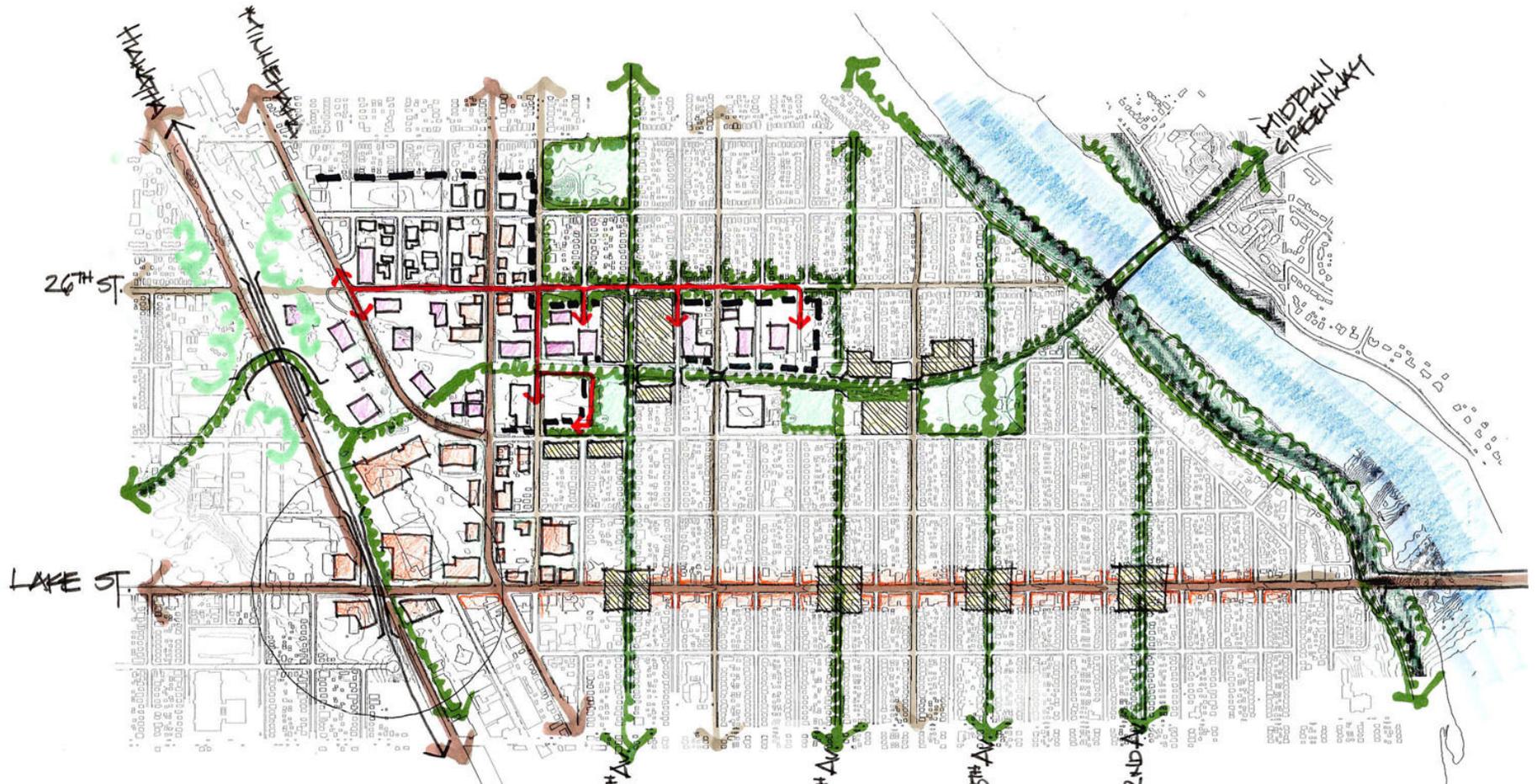
uses and green space along the corridor to create a more populated, accessible Greenway. Agreement was achieved quite readily for some of the changes posed by the scenarios. While they would be fine-tuned in the final version, the points of agreement included:



**Scenario X Key Points** 26<sup>th</sup> Street remains the main truck route with industrial uses fronting on the street. The street is redesigned for slower speeds with heavily planted boulevards. Industrial uses are developed north of the Greenway between 29<sup>th</sup> and 31<sup>st</sup> Avenues. The Metro Produce property is accessed from the north and screened from the neighborhood on the south.

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- Industrial parcels (Gopher Roofing, Shasta Building and Empire Glass) along the easterly end of the Greenway should evolve to residential uses.
- The Shasta Building should be considered for reuse due to its architectural character, but the balance of the site should be redeveloped as housing (particularly because it is along the Greenway and between the Anne Sullivan School play yard and Brackett Park).
- The Mack Engineering, Hiawatha Metalcraft and Hauenstein & Burmeister sites should remain in industrial use because they are large sites with viable businesses that contribute to the job base. There is also a potential for the underlying soils to be contaminated because of the industrial history of the sites.
- Large sites such as these can more readily justify the financial burden of a re-zoning



**Scenario Y Key Points:** Housing on 29th and 30th Avenues remains as is. 26<sup>th</sup> Street remains the main truck route and is redesigned for slower speeds with widely planted boulevards. Industrial uses are developed north of the Greenway between 29<sup>th</sup> and 31<sup>st</sup> Avenues. The Metro Produce property is accessed from the north and screened from the neighborhood on the south. The property south of Metro Produce is developed as mixed-use and housing.

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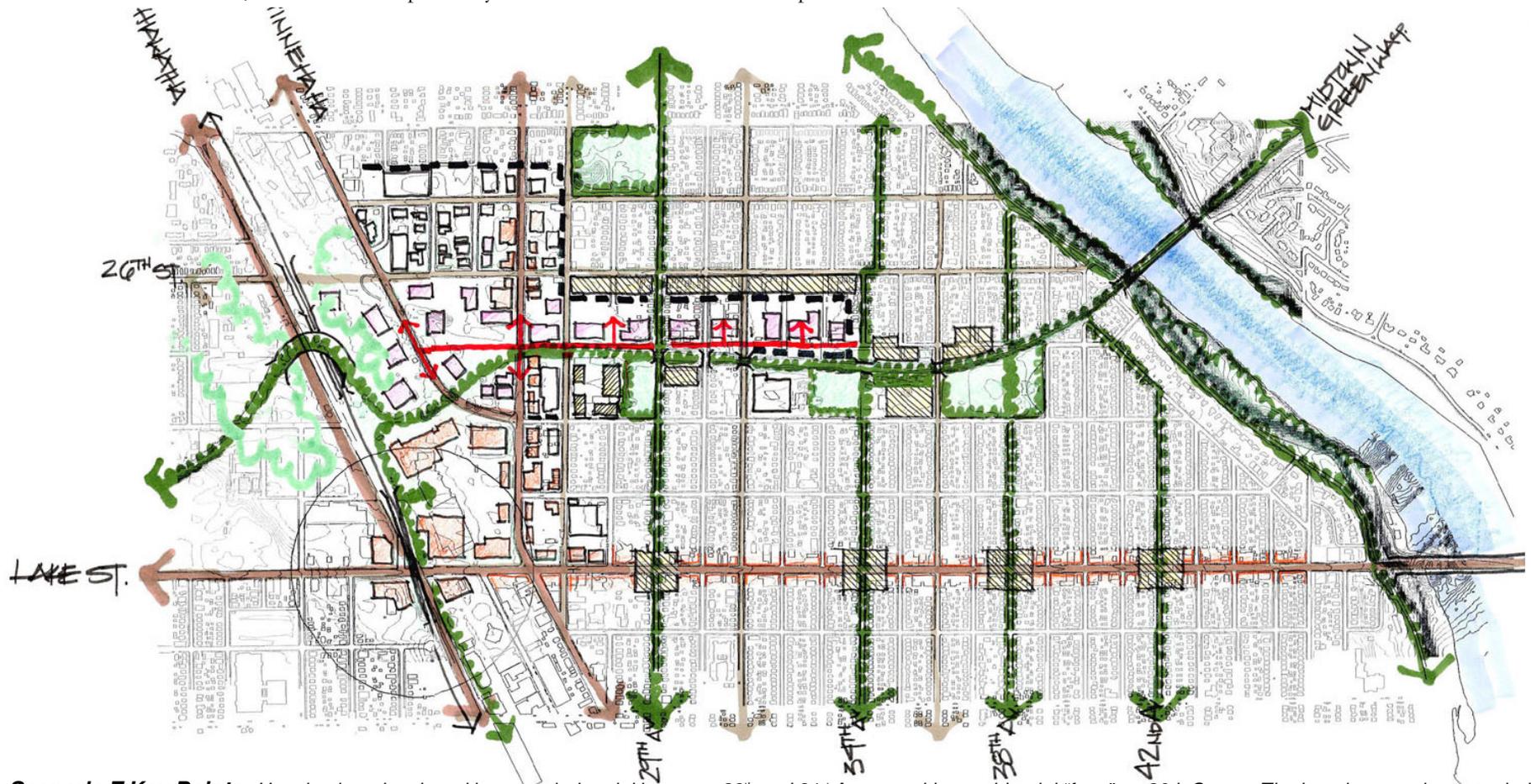
process. Allowing existing large industrial sites to remain in the proposed land use plan does not eliminate the potential for rezoning of specific parcels in the future.

- The block and a half areas north and south of the Greenway at 29<sup>th</sup> Avenue that are now zoned industrial, but which are primarily

residential in use, should evolve to a residential use that leaves open the option for home-based offices or workshops or small stores at street level on the Greenway, with residential uses above. Reinforcing the residential character of this area will provide safer north-south pedestrian corridors

connecting the surrounding residents with the Greenway.

- The Ivy Building could be reused as a live/work complex that would permit light industrial uses, workshops and offices at street level, and a mix of offices and residential uses on the second floor.



**Scenario Z Key Points:** Housing is redeveloped into new industrial between 29<sup>th</sup> and 31<sup>st</sup> Avenue with a residential “face” on 26<sup>th</sup> Street. The housing area is expanded between 31<sup>st</sup> and 34<sup>th</sup> Avenues north of the Greenway. Truck traffic is removed from 26<sup>th</sup> Street with 27<sup>th</sup> Street becoming the new Truck route with direct access to Minnehaha Avenue. Industrial uses are developed north of the Greenway between 29<sup>th</sup> and 31<sup>st</sup> Avenues. The Metro Produce property is developed into Greenway housing.

- The landscape west of 27<sup>th</sup> Avenue is denuded and unfriendly. Trees, shrubs and additional landscaping should be encouraged on private and public land to recreate the urban forest canopy, including the area adjacent to the Hiawatha LRT line.
- Contemporary industrial uses, typical of the areas west of Minnehaha Avenue, should make more intense use of their sites by sharing parking and truck loading areas, reducing setbacks and “stacking” offices over their industrial components. Multi-story light-industrial buildings should be considered as industrial land becomes more scarce.

The scenarios envisioned varying patterns of land use in areas along the Greenway, but also suggested some features that ultimately would become important in defining directions for the study area:

- The intensification of an “urban forest,” especially in areas to the west of 27<sup>th</sup> Avenue where the suburban business park character lies in rather stark contrast to the character of the neighborhood to the east.
- North-south, pedestrian-oriented links to the Greenway should be created at 29<sup>th</sup> Avenue, 34<sup>th</sup> Avenue, 38<sup>th</sup> Avenue and 42<sup>nd</sup> Avenue to provide access to areas of the neighborhood that are more distant; the links would strive for a better balance between vehicles, bicyclists and pedestrians and should include wider sidewalks, pedestrian-scale lighting, grade-separated bicycle paths and more intensive

landscaping. The intersection of these pedestrian-oriented links with Lake Street should redevelop with more intensive housing uses over the long term.

- The intersections of 31<sup>st</sup> Avenue and 36<sup>th</sup> Avenue with Lake Street should be intensified as neighborhood commercial nodes with housing above, as existing properties redevelop.
- As stated in the *Hiawatha/Lake Station Area Master Plan* and the *East End Revival Plan*, Target and Minnehaha Mall are seen as the key commercial center for this part of Lake Street, but its character should evolve to better accommodate pedestrian and bicycle access to shops and the Lake Street LRT station and, in the future, become a mix of shops with housing above (a current development proposal suggests that housing might become a part of the site in the near term); while a concept for redevelopment of Target/Minnehaha Mall was not formulated as part of this Plan, it should be a high priority when these property owners express a willingness to participate.

The purpose of the scenarios proposed at the public workshops was to test certain patterns, gauging stakeholders’ responses to potential changes. As a result, some scenarios elicited support for changes that were quite significant, including:

- The gradual greening of the area adjacent to the Greenway into a linear urban park.
- A pattern of higher density in both residential and industrial use.

- The focusing of residential buildings toward the Greenway and the possible placement of new buildings directly at its right-of-way, which would allow front door egress directly onto the Greenway.
- The potential to vacate 27<sup>th</sup> Street between 29<sup>th</sup> Avenue and 30<sup>th</sup> Avenue to allow for Greenway-oriented residential development.
- The incremental replacement of some industrial uses with new housing opportunities.
- The incremental replacement of some residential uses with new industrial opportunities.

Grappling with difficult issues also led to a recognition that agreement could not be reached for some conflicts. The Metro Produce building on the south side of the Greenway between 27<sup>th</sup> and 29<sup>th</sup> Avenues is one such site. The business is primarily one of distribution, where quantities of produce are brought in by truck in large lots, processed, divided and redistributed locally. The trucks, particularly the long-haul semis with refrigerated trailers, generate noise and diesel fumes that are unpleasant for residents in the immediate area. Conversely, the business provides more than 100 jobs and has invested heavily in infrastructure to intensify their use of a building with significant physical and economic utility. It was impractical and unacceptable to the business to suggest that this property might be redeveloped as a residential use in the near term. It was equally unpalatable to neighbors to suggest that their homes be eliminated in order to create a buffer between more distant residential areas and this business. In addition, a portion of land on the



to Hiawatha Avenue, the opportunities explored for the NoLo Greenspace are consistent with those suggestions. It will be beneficial to apply similar goals for reclamation and public space as areas along Phase Three of the Greenway are considered for redevelopment.

- Creating new retail and entertainment opportunities. While the core of the Greenway will be largely residential and industrial in use, the need for attractive retail and entertainment activities will be accommodated in the areas around the 27<sup>th</sup> and Lake Entertainment District and an incremental evolution of the Target/Cub Foods/Minnehaha Mall site.

The East End Revival Plan includes specific initiatives supporting these broader directions, including:

- Initiative 2: *Hi-Lake Loop*  
The need for safe pedestrian and bicycle connections is addressed, in part, by establishing enhanced streetscapes along 21<sup>st</sup> Avenue, 32<sup>nd</sup> Street, Minnehaha Avenue and portions of the Greenway. The orientation of the streetscape allows for enhanced pedestrian and bicycle activity and connections to the LRT stop at Lake Street. Extension of this initiative further promotes connections to the Greenway for non-motorized modes of transportation.
- Initiative 3: *Lake Street Enhancements*  
Similar to the Hi-Lake Loop, enhancements to Lake Street would encourage pedestrian and bicycle activity through a program of

enhanced streetscape while benefiting the identity of the East End as a district.

- Initiative 4: *Orchard Parking Lots and Alternatives to Private Parking Lots*  
Humanizing of parking lots through the introduction of trees and walks will enhance pedestrian activity and offer substantial aesthetic improvements in an urban neighborhood. As transit becomes more prominent in the neighborhoods, and as the Greenway begins to offer a compelling recreational and transit alternative, the evolution of large parking lots should be considered.
- Initiative 5: *Moline Housing*  
The East End Revival plan offered suggestions for an evolution on the block that accommodates Seven-Sigma. The “Moline Housing” initiative would allow for new housing uses in a historically significant building, with surrounding infill development that would create a reasonable transition to the neighborhood. While the Moline Housing project may not be immediately feasible, the directions for density are important: 20 to 30 units per acre in redevelopment projects should be the expected baseline for redevelopment feasibility and encourages a level of density that is supportive of transit-oriented development goals.
- Initiative 7: *Community Gardens and Greenhouses*  
This initiative is aimed at reclaiming unused or underutilized parcels for public use. In some cases, reclamation efforts would

involve clean-up of environmental problems, but the overall greening of the neighborhood would have a significant impact. Importantly, this initiative enhanced the connection between the neighborhood and LRT; similar greening efforts would extend this initiative along the Greenway.

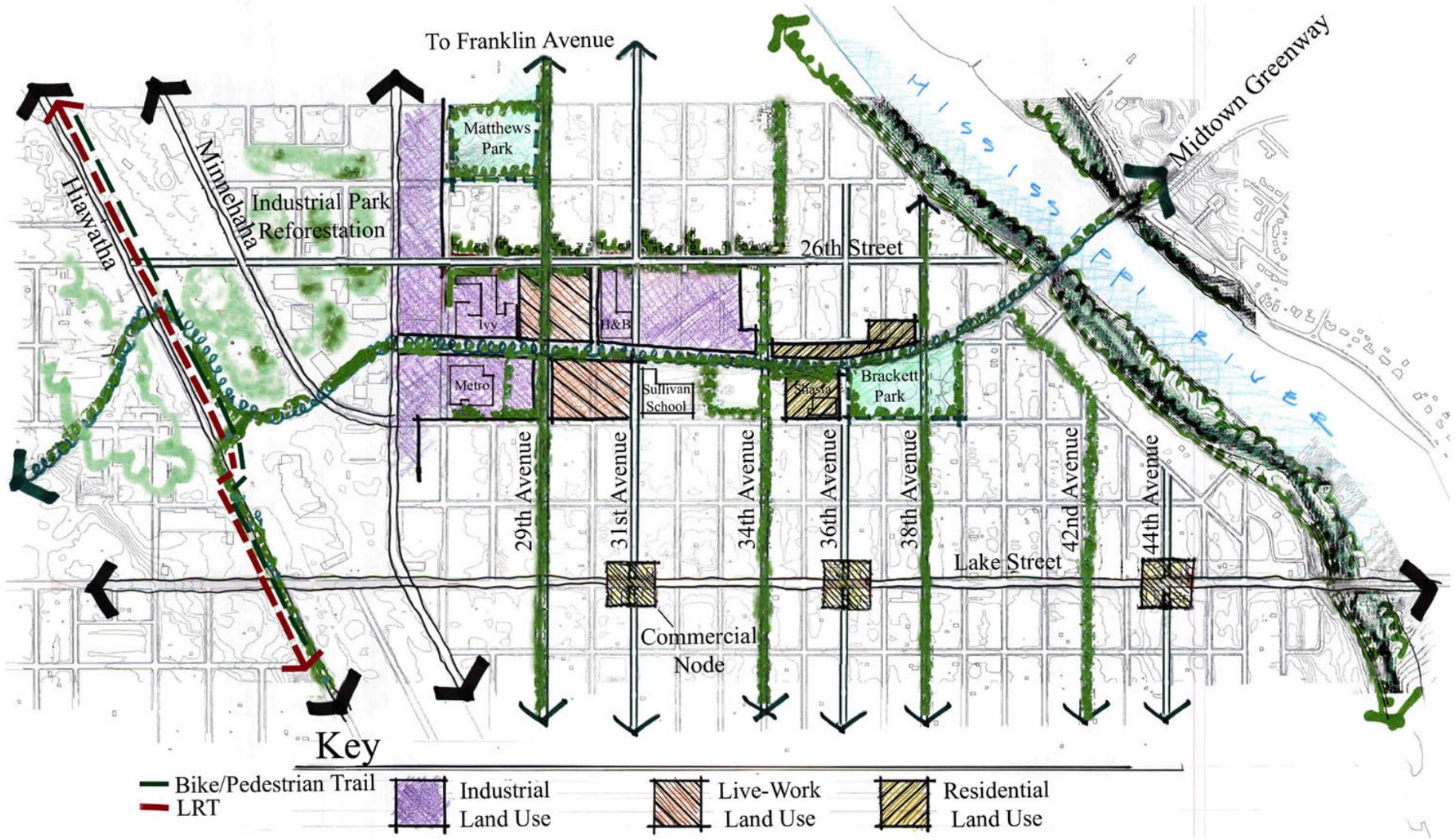
- Initiative 8: *27<sup>th</sup> and Lake Entertainment District*  
The area surrounding 27<sup>th</sup> Avenue and Lake Street offers an opportunity for a unique urban center, with ethnic restaurants, proximity to LRT and an engaging physical environment. While the land use plan for Phase Three of the Greenway does not include retail activities, it advocates for the location of new retail or entertainment uses in the 27<sup>th</sup> and Lake Entertainment District.
- Initiative 10: *Housing*  
Most of the redevelopment opportunities discussed in the land use plan for Phase Three of the Greenway are directed to ideas that were discussed as a part of the East End Revival. New housing might take any number of forms, but an orientation to the amenity of the Greenway will be a priority, as will development that accommodates transit-supportive densities at a baseline of 20 to 30 units per acre.

The *East Lake Street Corridor Study* also offers direction related to Phase Three of the Greenway. Although the study provides more guidance for architectural and site development guidelines, several points coincide with directions for this plan:

- The study suggests the creation of neighborhood nodes along Lake Street at 36<sup>th</sup> Avenue, 39<sup>th</sup> Avenue, 43<sup>rd</sup> Avenue and West River Road. New commercial space at these nodes might total 30,000 to 60,000 square feet over the next 20 years. The land use plan for the Greenway similarly recommends intensification at streets that create “green links” to the Greenway.
- In these nodes along Lake Street, mixed-use infill development would account for 200 to 300 new housing units. While this plan is less specific, the opportunities for creating new housing at densities in the range of 20 to 30 units per acre should be the goal at appropriate sites. Locations along Lake Street and abutting the Greenway would be examples of such sites.
- Like the land use plan for Phase Three of the Greenway, the East Lake Street Corridor study advocates for the creation of semi-public spaces and greening.

The East End Revival Plan and the East Lake Street Corridor Study offer direction that largely concurs with the scenarios posed in this Plan. The neighborhood will be responsible for reconciling differences in the plans, but those differences would seem to be a matter of degree, not direction.

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Proposed Land Use Diagram for the greenway area.