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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, 25<sup>th</sup> 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 15<sup>th</sup> 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.

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## 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.

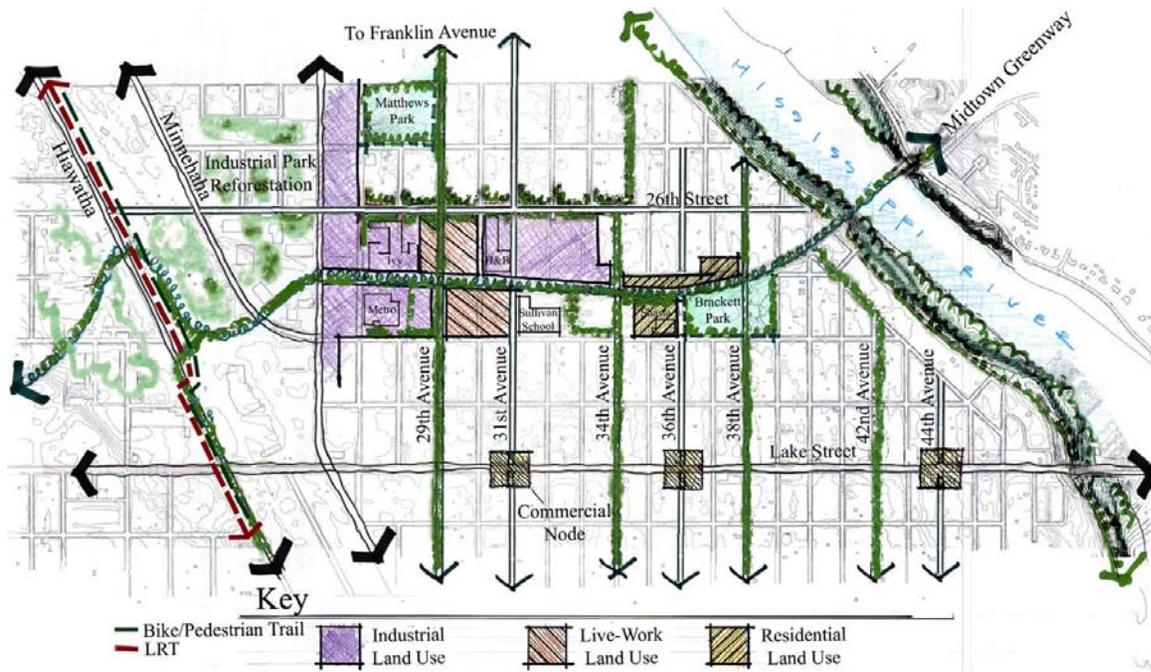
## Industrial Use evolving to Multi-Family Use

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.

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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.

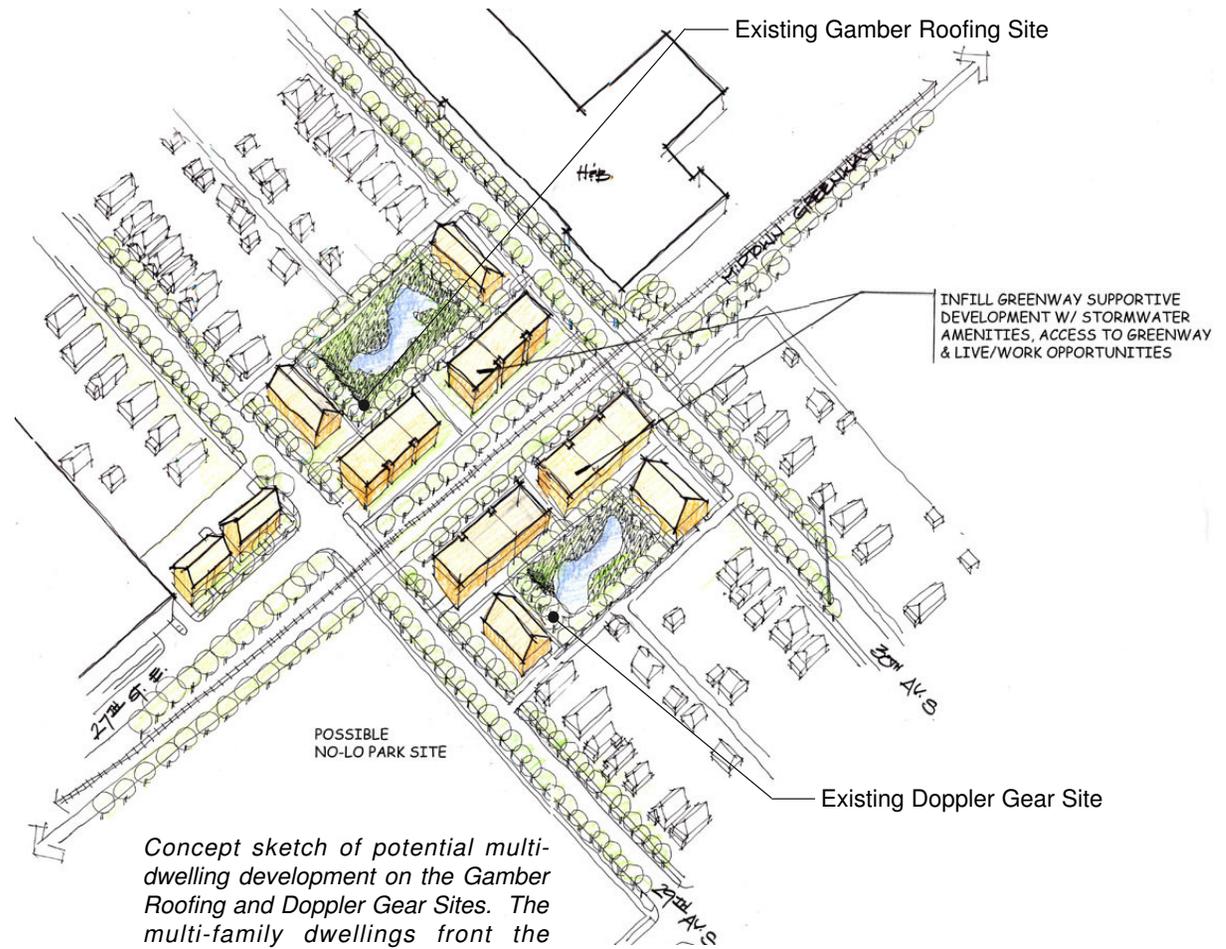
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While it is easy to point to the tensions typically found in this situation, homeowners indicated that they are quite comfortable here. Their primary concern is not with their industrial neighbors, but with the lack of certainty posed by the underlying 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:

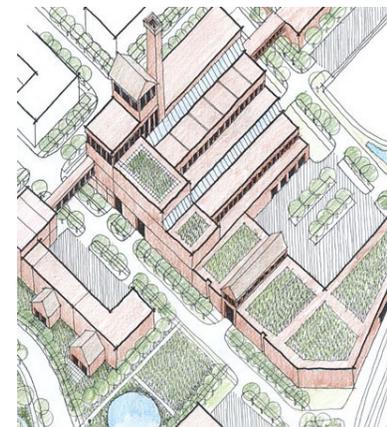
- Sharing service, loading and parking areas between adjacent uses.
- Reducing setback areas, which are currently used solely for landscaping and lawns, in favor of useable, aggregated common space.
- “Stacking” of activities, especially where an

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.*

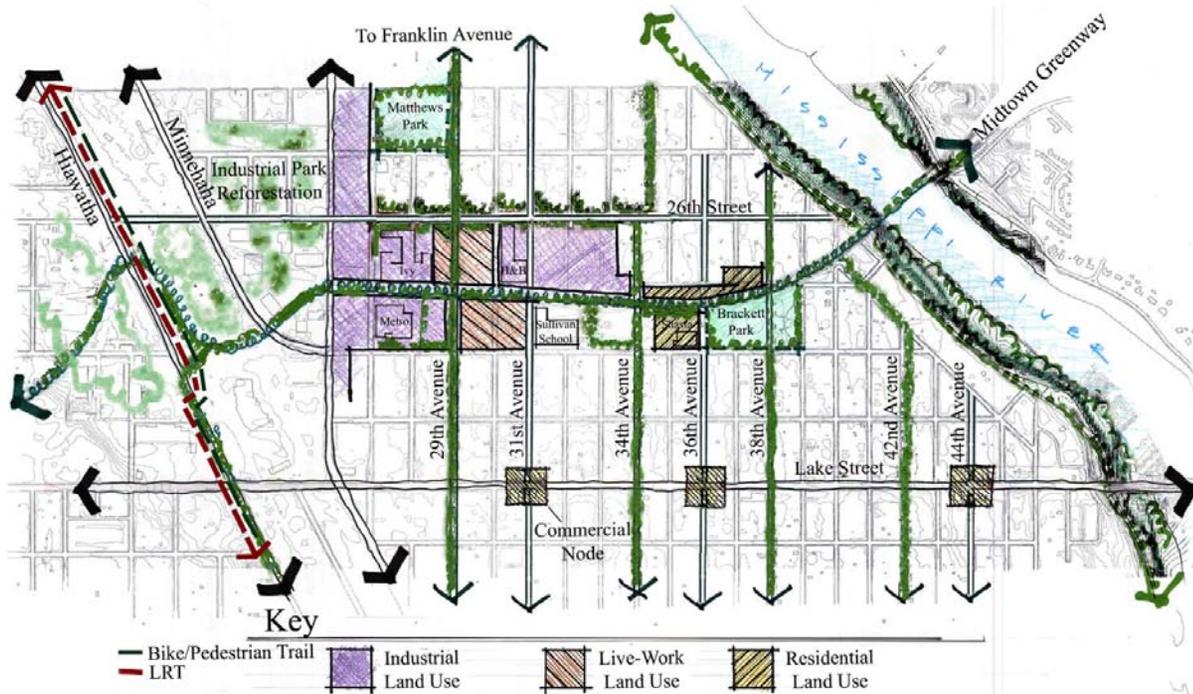
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adjacent sites, but it poses the greater potential of adding value to the entire neighborhood as it creates new connections to other parts of the city. Ultimately, the current land uses in the study area are a logical starting point for an evolution 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)

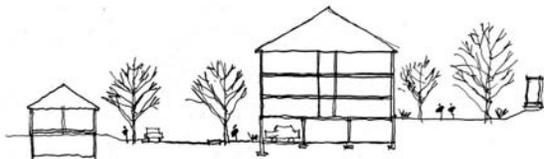


The existing Gopher Roofing site with the future Greenway in the background.

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.

# GREENWAY

## Empire Glass (Design Workshop No. 1)



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



Existing Empire Glass building, front facade.



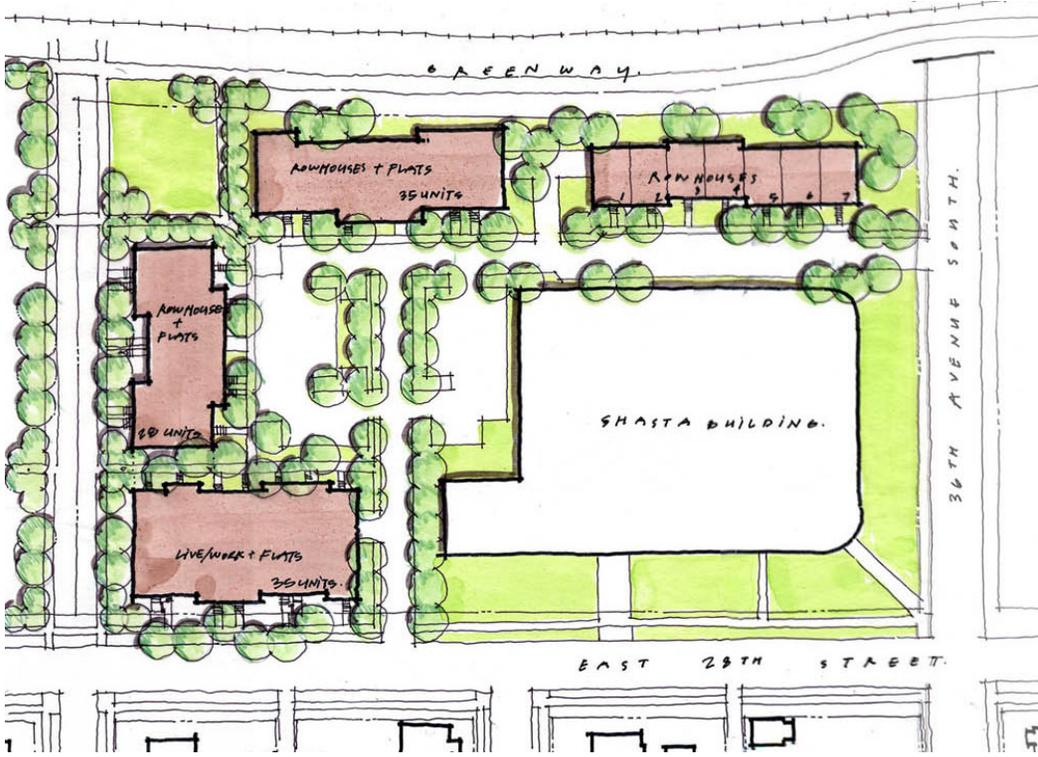
Plan view of the long-term residential infill development. The multi-dwelling building has underground parking and is positioned so the Greenway is the south facing "front porch" for the residences.

## 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.

# GREENWAY

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.

# GREENWAY

	<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

# GREENWAY

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.

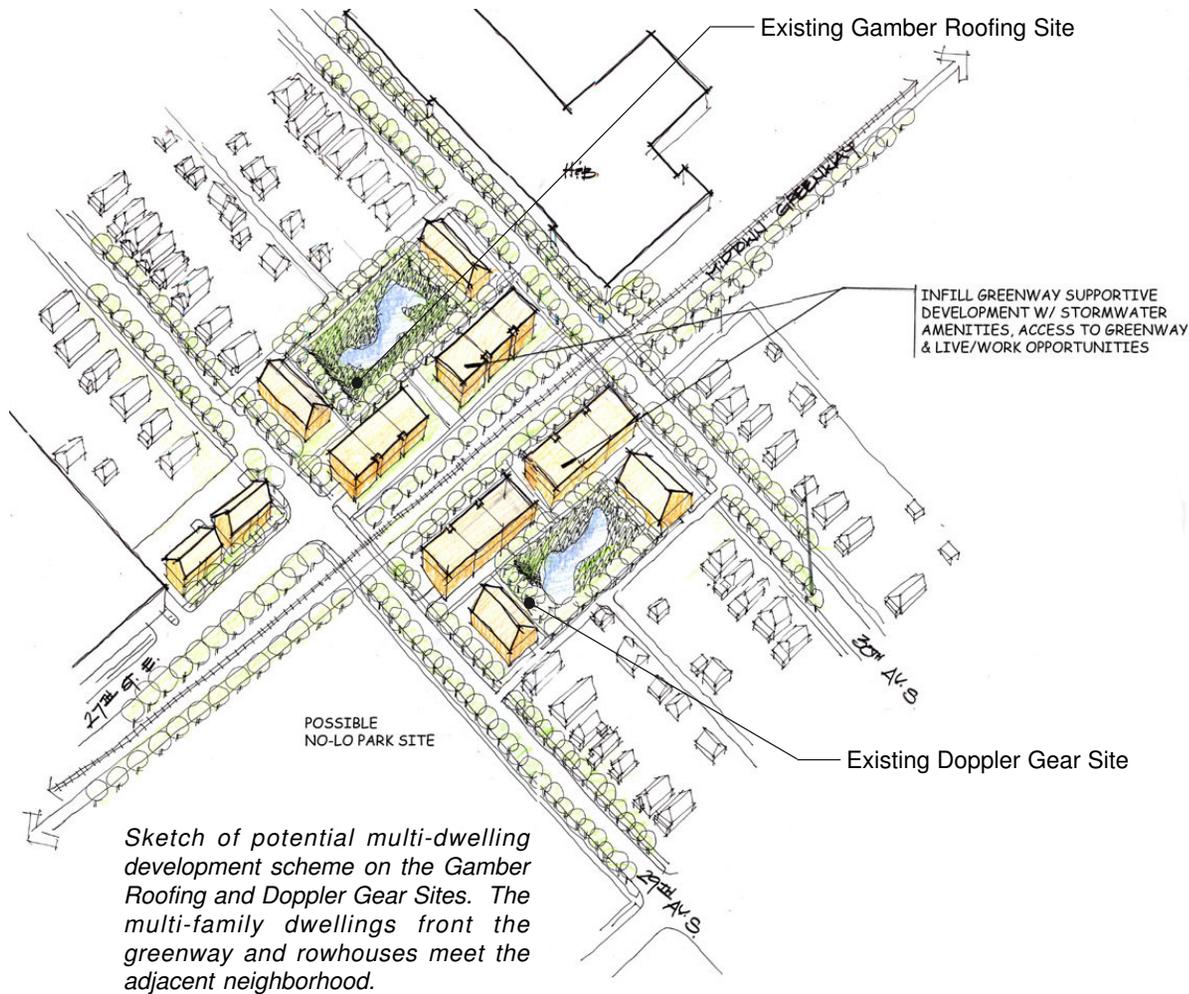


*Community involvement during Workshop No. 2*

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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,

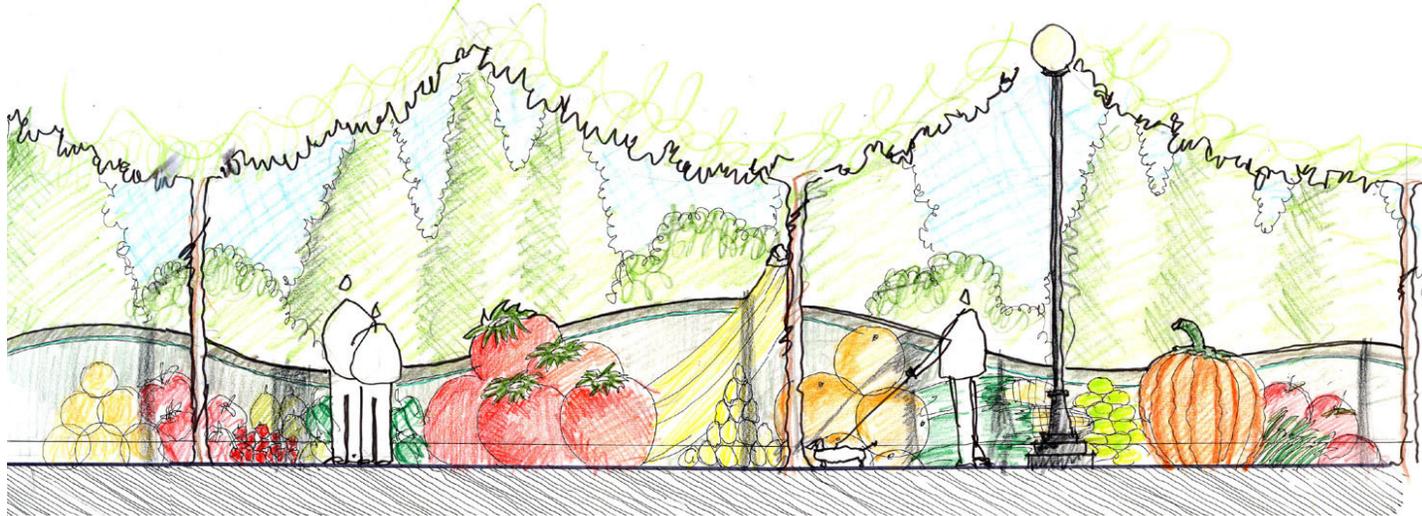
require that residential neighbors be protected from the negative impacts of this distribution facility.

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

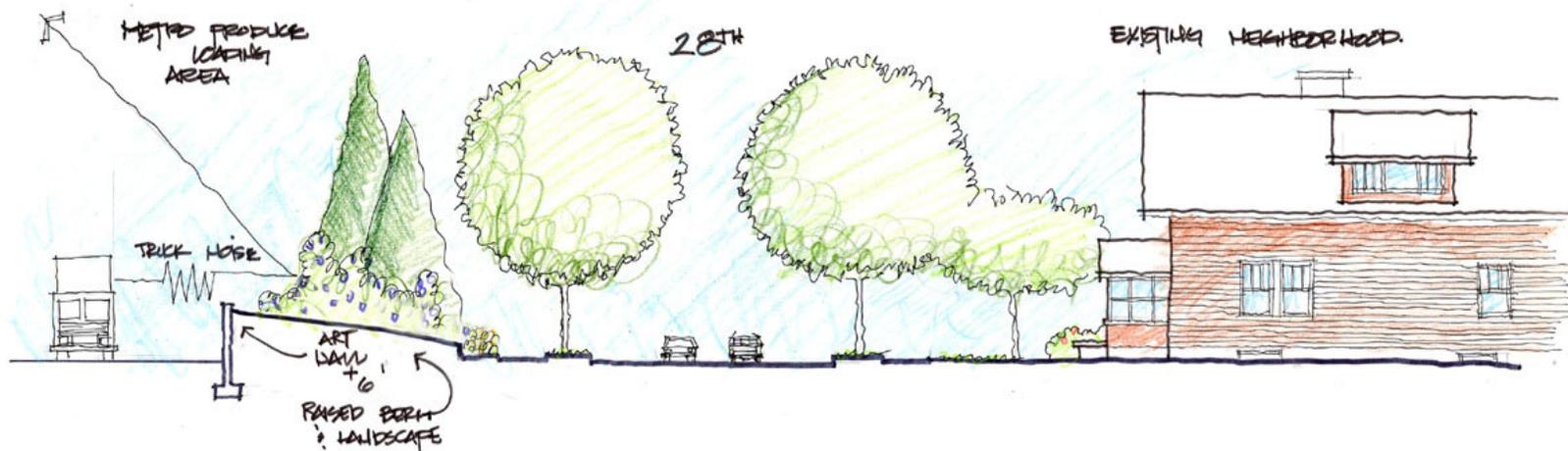
# GREENWAY

## 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