



# South Lyndale Corridor Master Plan



**A Lyndale Avenue South Renewal - Creek to Crosstown  
Project**

**The City of Minneapolis  
Community Planning and Economic Development  
Department**

**Approved January 2006**

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## Purpose of Master Plan

The intention of the South Lyndale Corridor Master Plan is to develop a vision and a strategy for how future growth and potential redevelopment should occur in the South Lyndale Corridor from Minnehaha Creek south to Crosstown Highway 62. The City of Minneapolis has recognized the significance of community corridors like South Lyndale by establishing a set of goals and objectives for growth along “Community Corridors” in the Comprehensive Plan (*The Minneapolis Plan*).

South Lyndale is bound by four distinct Minneapolis neighborhoods: Kenny, Lynnhurst, Tangletown and Windom. Each of these neighborhoods possess enviable qualities and attributes of community life – tree-lined residential streets, homes built with high quality materials, neighborhood commercial nodes with shops and services that serve the residents, public facilities, and easy access to transit. Lyndale Avenue is the mixed-use corridor that brings these four neighborhoods together and provides the context for gathering, shopping, working and living in an urban setting.



Study Area

The South Lyndale Corridor has experienced its share of change over the years and more change can be expected in the future. Change is typically a sign of a strong, healthy community. It means that residents and business owners want to live and invest there. It means that property values will continue to grow – an important asset to most families. In response to anticipated change, members of the surrounding community, along with the City, have been actively planning for change in the South Lyndale Corridor. Members of the Lyndale Area South Renewal – Creek to Crosstown (LASR-CC) organization, a group of representatives from the four neighborhoods and business community, have created a vision for the South Lyndale Corridor that offers a statement of purpose for the redevelopment process. This vision states the following:

***“We envision a Lyndale Avenue South that...***

- 1. Blends the area’s natural beauty, existing resources, and future development to create attractive, well-maintained spaces with a distinct sense of place;***
- 2. Encourages a neighborhood-friendly transportation environment that emphasizes pedestrian activities while accommodating vehicles;***

**3. Fosters neighborhood-focused businesses and a development climate that meets the needs of the residents.”**

**Project Background and Process**

In the spring of 2005, the City of Minneapolis Department of Community Planning and Economic Development commissioned a consultant team led by Hoisington Kogler Group Inc. to complete a Master Plan for the South Lyndale Corridor. From May 2005 through November 2005, the Consultant Team met on a regular basis with the Project Team. The Project Team consists of South Lyndale stakeholders including members from LASR-CC, business leaders, and CPED staff. Monthly meetings were held with the Project Team to review project progress and gather input and direction on various planning alternatives, goals and objectives.

Three community open houses were conducted to engage the general public in the planning process and to seek input on the Master Plan as it evolved. In addition to the public open houses, the Consultant Team and members of the Project Team conducted two business meetings to discuss related concerns and ideas for future growth and development within the corridor.

The work program followed a general planning sequence beginning with a survey of existing conditions. Once this was completed, analysis was initiated and various alternatives for potential outcomes were generated. These alternatives were discussed and reviewed with the Project Team and the general public. Direction received from participants in these meetings formed the foundation for the recommendations outlined in the Master Plan.

**Summary of Master Plan**

The analysis, findings and recommendations of the Master Plan are arranged into eight chapters. The first chapter provides background information on the study area and goals of the Master Plan. Each subsequent chapter is organized around a common set of themes, issues and recommendations.

**Site Conditions:** Chapter Two catalogues and analyzes current site conditions. Current land uses in the corridor include a mix of commercial, lodging, residential, cultural and entertainment, open space, and industrial uses. The predominant land use in the study area is commercial and includes a mix of retail, service and office uses. Destination retail users such as Bachman’s Garden Center and Borton Volvo have been in the corridor for decades providing products and services that serve the larger region. Kowalski’s market, a relative new-comer to the corridor, also serves a market beyond the immediate community. Smaller shops and services that serve the surrounding community are present throughout the corridor and include coffee shops, a drug store, liquor store, movie rentals, restaurants, furniture, and clothing sales. Office uses in the corridor



Public process



Design Charrette



Existing photo of corridor



Several auto-oriented uses exist in the corridor

consist of a mix of professional offices, clinics and a bank. Since the advent of the automobile, the South Lyndale Corridor has catered to auto-oriented uses that include sales, service and fuel stations, and auto-oriented lodging where two motels continue to exist.

Residential uses account for the bulk of the remaining land in the corridor. Pockets of medium to high density residential uses are scattered evenly throughout the corridor, including housing for seniors at the Mount Olivet Care Center. The remaining residential uses include single family homes built between the 1920s and the 1960s. These are generally built with quality materials and design and, with a couple of exceptions, are not directly on Lyndale Avenue.

A handful of cultural uses found in the corridor provide a positive contribution to the community. They include a library, churches, a school and a cemetery. Very little open space is present in the corridor. What exists includes a small park connection to the Minnehaha Creek trail system at the north end of the study area and another at Grass Lake at the southwest end of the corridor. An industrial use exists at the extreme south end of the corridor where Lyndale Avenue meets the Crosstown Highway.

In addition to land uses, observations regarding infrastructure, parking conditions, traffic and buildings are included in the report. Roads consist of two major arterials: Lyndale Avenue and State Highway 121. Lyndale is the primary arterial and consists of the mix of uses mentioned above. Lyndale is a busy street, dominated by the automobile and auto-oriented uses. Generally speaking, sidewalks are provided the length of Lyndale; however, the quality of the pedestrian experience is poor. Parking is primarily provided on surface parking lots, accounting for large areas of potential land development in the corridor.

**Planning Considerations:** Chapter Three recognizes the importance of earlier planning studies that have been completed that may influence future growth and development in the corridor. It is important to recognize these earlier studies because they have provided insights into the desires of the community and have influenced planning recommendations within the Master Plan.

The South Lyndale Corridor has been the subject of numerous planning studies conducted by the City of Minneapolis, the surrounding neighborhoods and the business community. Those studies provide community goals and commonly held values regarding the future of the South Lyndale Corridor. The purpose of the Master Plan is not to replicate prior studies, but to build upon them and provide the City and the community with a policy manual to guide future development within the corridor.

**Planning Process:** Chapter Four reviews the planning process. As previously mentioned, the process included regular meetings and



*Kowalski's Market represents change in the corridor*



*Existing motel uses*



*Annunciation School*



Encourage new development to use human scale design features



Provide a range of open spaces



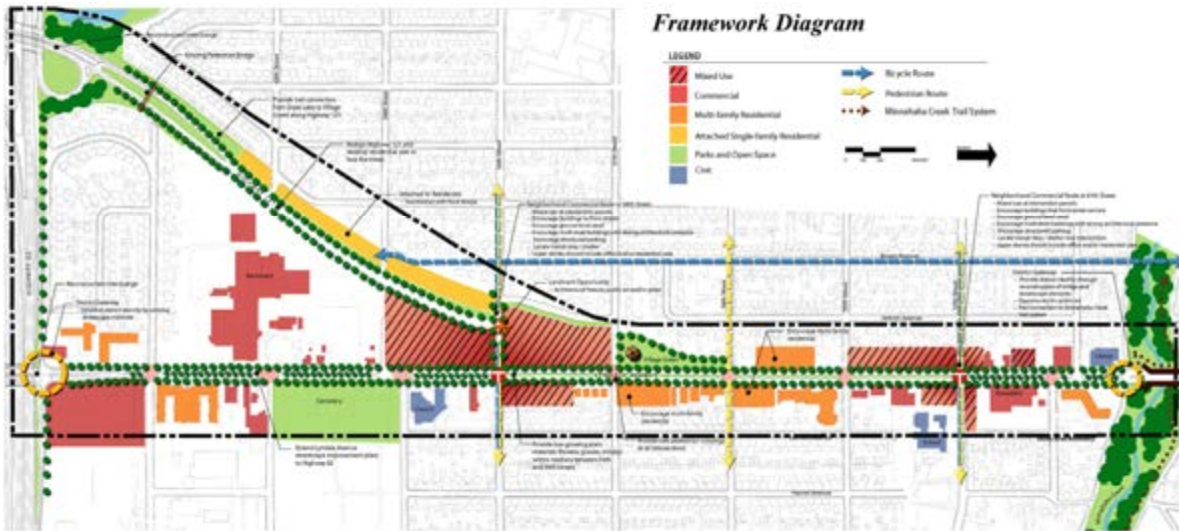
Strengthen the residential character of the corridor

community open houses to engage Project Team members and the general public and gather input on goals, objectives, values and plan alternatives. The Master Plan reflects those goals and values gained from the public process.

***Vision and Guiding Principles:*** Chapter Five outlines the vision and principles that guide recommendations in the Master Plan. It is the goal of this master plan to reflect the common vision shared by the community and provide a positive direction for the future of the South Lyndale Corridor. While community members may continue to deliberate on the development of the corridor after completion of the Master Plan, it should be done in the context of a commonly held vision. In this way, a statement of vision should provide the way for finding common ground and shared values and a basis for cooperation as the community addresses future development in the corridor.

To support the community's vision for the corridor, a series of guiding principles were developed. The principles aim to further define essential attributes key to implementing the vision of the South Lyndale Corridor. While they were important in the creation of the Master Plan, they will also be important in guiding the community's efforts during implementation.

- *Scale, form and use of new development should be compatible with surrounding community.*
- *Encourage new development to use human scale design features.*
- *Strengthen the residential character of the corridor and provide a range of types and affordability levels.*
- *Promote alternative modes of transportation.*
- *Support a land use pattern that is primarily residential, with commercial uses clustered at intersections.*
- *Support the continued presence of small-scale retail uses that serve the surrounding neighborhoods.*
- *Provide streetscape design and building uses that support a pedestrian-friendly environment.*
- *Encourage the development of mixed-use buildings where appropriate.*
- *Provide parking facilities and management strategies that improve customer access, mitigate impacts to neighborhoods and share use of parking facilities.*
- *A range of open spaces, from tot lots and village greens to plazas and courtyards, should be distributed along the corridor to strengthen district identity and add development amenities*



Framework Diagram illustrates key components of the Master Plan

**Master Plan:** Chapter Six provides a series of recommendations for future growth and development within the South Lyndale Corridor. These recommendations support community goals, values, and the findings of the market analysis. The Master Plan is more a prescription for desired change than an explicit solution; it recognizes existing positive qualities and character, and strives to add new features that can fulfill the community’s vision.

The master plan envisions a pace of incremental change over a period of twenty years or more. To move forward, it is important that the community commit itself to a sense of planned evolution. It will also take a commitment of continued partnerships, without which the vision may not be realized.

The master plan is aimed at helping the community shape future development and redevelopment in the corridor to be more urban in character, pedestrian-friendly, sustainable and, ultimately, more livable. Central components of this master plan include the definition of a land use plan and recommendations for future development in the corridor. Elements in the plan should be used to frame regulatory tools, such as zoning overlays or ordinances, to convey what is desired for public improvements and to convey the community’s goals for a desired development pattern to prospective developers, investors, property owners, architects and planners.

The Master Plan makes several important recommendations toward achieving the goals and the vision for the South Lyndale Corridor. Specific recommendations are organized within the seven following topic areas:





*Build on the principles of traditional urban character and form*

### **Urban Character and District Identity**

The Master Plan recommends that future development activity in the corridor restore a sense of place by building on the principles of traditional urban form and character, creating a sense of compactness along the corridor where residents and employees can walk to shops and services.

To achieve these goals the plan recommends establishing identifiable nodes of mixed-use buildings that front streets, producing the density, variety and pedestrian life needed for urban living. Mixing residential and commercial uses adds vitality to the district by extending street activity beyond the typical nine to five work day and making safer streets. The presence of people should be a hallmark of the district's identity.



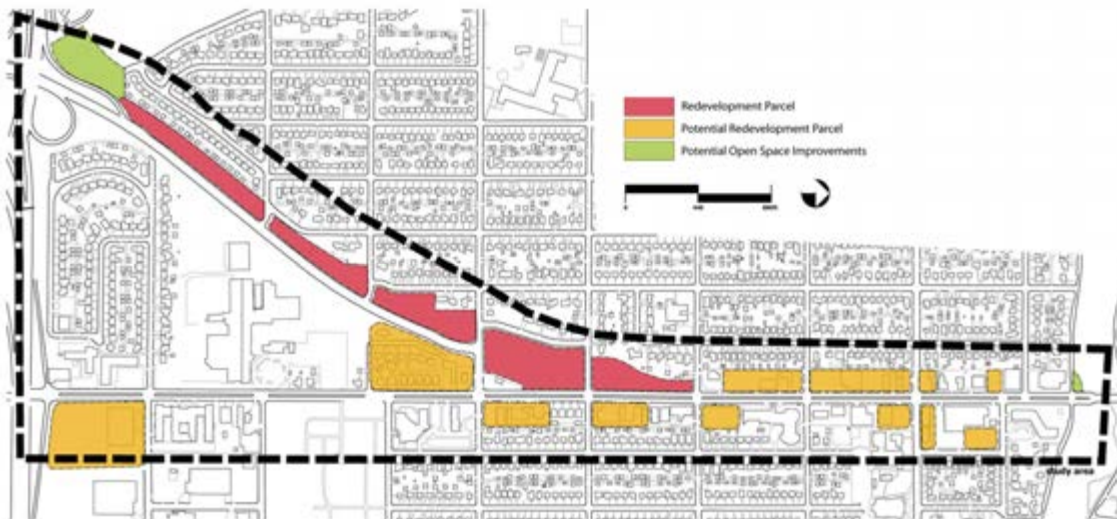
*Existing streetscape conditions along Lyndale Avenue near 54<sup>th</sup> Street*

Another recommendation towards the goal of creating a district identity is to build upon the area's history of gardening and landscaping. The market study suggests this can become a theme for the district that can be built upon, attracting new residents and businesses into the district.

### **Street System**

Streets are significant to the structure, organization and form of the city. They are such dominant elements within our communities that they form an impression of a place in our minds when we pass through them. They shape the blocks we live and work on. They are central to the transport of goods and services, accessing property, and allowing for the movement of cars, buses, bikes and pedestrians. They also play many unseen roles in our daily lives by conveying the utility lines that power our homes and businesses and, more importantly to this study, they are the primary public places for social interaction in the urban environment.

In the South Lyndale Corridor, current street conditions contribute to the concerns of the community. The solutions, therefore, may also rest in addressing street system layout, elements and functions. Lyndale Avenue and TH121 possess inherent problems that inhibit the street system's ability to perform efficiently and safely for motorists, bicyclists and pedestrians. Fortunately, the community, the City of Minneapolis, Hennepin County and MnDOT have recognized there are problems and plan to remedy many of these issues by reconstructing portions of Lyndale Avenue, TH121, and the Crosstown interchanges. Additionally, many local streets are being studied to provide better connections between the Windom and Kenny neighborhoods. The master plan anticipates these roadway changes and recommends further study and funding mechanisms to ensure they are realized.



Potential redevelopment opportunity sites

### **Potential Redevelopment Opportunities**

A master plan that looks out 20 or more years attempts to identify areas or sites that might provide potential for redevelopment. These sites may be in nonconformance with current policies or zoning, underutilized in their current state, inconsistent with community values or vision for the area, or could become available for redevelopment as a result of infrastructure improvements. This master plan identifies sites in the corridor for potential redevelopment activity. It should be noted, however, that several factors must come into play for redevelopment to occur. In some cases, public infrastructure improvements in the corridor may result in potential sites for redevelopment. In others, market forces may be the cause for redevelopment. In any case, this plan does not anticipate the use of condemnation and/or eminent domain to free up sites for redevelopment.

During the first community open house, citizens identified sites, structures, or uses that were inconsistent with community values – sites they felt were ripe for change in the corridor. These sites were then discussed further with Project Team members to determine which sites represented the greatest potential for new land use classification, development or redevelopment. The sites include turn-back sites created by reconstruction of Highway 121, existing motel sites, various surface parking lots and other underutilized sites in the corridor.

### **Neighborhood Commercial Nodes**

Traditional urban neighborhoods have long enjoyed the benefits of having compact, walkable centers that offered residents places to live, work, shop, and dine. Often the identity of these neighborhoods was established by the scale, character and set of uses embodied in these centers. Neighborhood centers are typically more densely



Neighborhood Commercial Nodes were identified for 54<sup>th</sup> and 58<sup>th</sup> Street intersections with Lyndale Avenue.



3-Dimensional massing study for 58<sup>th</sup> Street Neighborhood Commercial Node



Illustrative plan for 58<sup>th</sup> Street Neighborhood Commercial Node



Promote alternative modes of transportation

developed than the surrounding neighborhoods, achieve a greater mix of land uses and tend to draw more pedestrian activity. Some of the benefits of mixed-use neighborhood centers are that they draw new residents and retain current ones, increasing the stability and diversity of the neighborhood.

Acknowledging the importance of these centers for our communities, *The Minneapolis Plan* identifies key neighborhood commercial nodes around the city that provide a shopping environment of small-scale commercial uses and are compatible with adjacent residential areas; one of these nodes has been identified at 54<sup>th</sup> and Lyndale. In addition to the 54<sup>th</sup> and Lyndale node, the Master Plan recommends a neighborhood commercial node located at 58<sup>th</sup> and Lyndale, where turn-back sites created by the reconstruction of Highway 121 offer a tremendous opportunity to design and build a mixed-use environment that can catalyze change in the area.

### **Public and Pedestrian Places**

One of the key features of successful communities is the variety of attractive public and pedestrian spaces they contain. Public spaces consist of parks and open spaces, plazas, trails and streets. These places provide the public realm for everyday social life. Today, in the South Lyndale Corridor, there is a need to integrate more open green space, trails and pedestrian-friendly streets to enhance the livability for users. The existing deficiency of open space will only become more of a problem as new residents move into the corridor.

The community has clearly expressed a desire to integrate more usable and green open space in the corridor. Fortunately, the reconstruction of TH121 provides the South Lyndale Corridor with a real opportunity to acquire land necessary to build usable open space. The Master Plan recommends acquiring the land necessary to develop a centrally located “village green” and a trail corridor between the green and Grass Lake with turn back sites created by the reconstruction of Highway 121. The plan recommends follow-through on streetscape plans already developed for Lyndale Avenue as well as developing streetscape design plans for Highway 121.

### **Alternative Modes of Transportation**

While people still value convenient access to freeways, airports, and regional trail systems, more and more people want to live in places where job opportunities, shops and services are within easy walking distance. Walkability is enhanced by wide sidewalks, convenient and safe pedestrian crossings, and pedestrian connections between neighborhoods. When such an environment is layered with transit options, livability is further enhanced because people are presented with additional choices for mobility. The most successful communities of the future will be those that understand the importance of mobility choices and the premiums that residents are willing to pay to recapture their commuting time.

The South Lyndale Corridor provides convenient choices for automobile, bus, bicycle and pedestrian transportation modes. In addition to creating a pedestrian-friendly environment, the Master Plan recommends strengthening the visibility and accessibility of transit facilities in the corridor, particularly with appropriate bus seating and shelters, bicycle parking and signage in the two designated nodes.

**Gateways**

There are points in the fabric of the corridor where a sense of arrival can be achieved – those spots where one feels they’ve arrived into the South Lyndale “District”. Those points are as important at the edges of the district as they are for points along Lyndale Avenue or TH121 as drivers, bicyclists and pedestrians move through the corridor. These portals or nodes might celebrate the “garden district” theme, as previously mentioned, in some way by incorporating landscape elements or streetscape materials and forms. They may also include public art as a way to establish and celebrate a sense of community pride.



*Gateway elements can provide district identity*

**Recommended Land Use Plan**

Chapter Six also provides a recommended land use plan that supports goals and recommendations made in the Master Plan. A mix of uses such as those proposed in the Future Land Use Plan is necessary to create a complete community. Complete communities are neighborhoods or districts that are self sufficient because they are focused on interconnected transit and commercial environments that are surrounded by a diversity of housing types, services and amenities. The Future Land Use Plan identifies commercial/mixed-



*Recommended Land Use Plan*

use zones primarily located at the neighborhood commercial nodes. Other commercial sites include Bachman's Garden Center and the Crosstown gateway area. Other sites located along Lyndale Avenue include medium to high density residential and cultural/entertainment uses. Between 56<sup>th</sup> and 57<sup>th</sup> Streets an open space parcel is identified for a village green. Along the west side of Highway 121, the plan recommends an open space corridor and medium density housing.

***Urban Design Guidelines:*** The creation of a mixed-use and pedestrian-oriented district along the South Lyndale Corridor will rely not only upon the vision and guiding principles that call for land uses that encourage pedestrian activity, but also upon a clear set of guidelines that will provide the direction to achieve the goals of the Master Plan. Chapter Seven provides a set of Urban Design Guidelines. The South Lyndale Corridor Urban Design Guidelines will provide a policy manual for city planners to guide developers and architects through the process of creating a pedestrian-oriented, visually cohesive, and economically viable community corridor.

While the guidelines keep a fixed eye upon the vision, they are also flexible and encourage design creativity. They do not, for example, mandate particular architectural styles or building materials. Instead, the goals and policies stated in the guidelines recognize that the South Lyndale Corridor will be redeveloped and evolve over time and that they strive to achieve the following:

- *Provide clear guidance to the character, scale, quality and relationships desired by the community;*
- *Create and maintain a standard of quality that will sustain real estate values;*
- *Promote a cohesive development pattern while allowing for diversity and variety in the design and construction of individual projects;*
- *Assist city staff, planners, designers, developers, and users/owners in making consistent choices that reinforce the vision;*
- *Promote the goals outlined in the South Lyndale Vision Statement.*

The Guidelines address several components related to the type, scale and character of site and building development in the corridor including the following:

1. District Identity
2. Streets and Public Spaces
3. Vehicular Circulation
4. Transit
5. Site Development
6. Buildings

**Implementation and Finance Tools:** Implementation of the Master Plan will be based on three primary strategies:

1. Use land use controls to guide the location, nature and character of private development.
2. Establish plans to finance the public investments identified in the master plan.
3. Use changes in the street system and other public improvements as catalysts for private redevelopment projects.

Chapter Eight of the Master Plan describes these strategies and related finance tools to offer guidance on taking steps toward the vision for the South Lyndale Corridor. The plan makes the following recommendations with regard to implementation:

### **Land Use Controls**

The City has a variety of powers for guiding land use. The Comprehensive Plan determines the type of development that can occur on each parcel. Zoning regulations add detail to the land use plan. Zoning also controls such factors as allowable uses, lot coverage, parking and building height. The City of Minneapolis Zoning Code provides the regulations for implementing planning policies contained in The Minneapolis Plan, the Minneapolis Downtown 2010 Plan and adopted Neighborhood and Area Master Plans. The Master Plan's vision for creating a cohesive, pedestrian-oriented, mixed-use district along the South Lyndale Avenue Corridor requires modifications to the City's Zoning Map. In order to implement the policies and recommendations of the Master Plan and translate the Land Use Plan into actual regulations, modifications to the City's Zoning Code are also required. The Zoning Code contains base or primary zoning districts and overlay districts, as well as other zoning regulations, such as accessory uses & structures, off-street parking & loading, site plan review, nonconforming uses, signs, and specific development standards.

This section reviews the existing zoning districts, base/primary and overlay, found in the South Lyndale Avenue Corridor and evaluates how existing zoning regulations may or may not align with the Master Plan's Vision, Future Land Use Plan, and Urban Design Guidelines. This analysis is followed by considerations and recommendations regarding future zoning regulations for each segment of the study area, including existing primary zoning districts, future allowed uses, future development intensities, and potential overlay districts. Although the Pedestrian Oriented (PO) Overlay District does not currently exist in the study area, the purpose and additional regulations of this overlay district align well with the Master Plan's Vision, so this section also evaluates the potential applicability of this overlay district for the study area.

### **Public Investments**

The Master Plan identifies a series of public improvements for the South Lyndale Corridor. The ability to undertake these improvements is a critical factor in implementing this plan. Being proactive in financial planning ensures that projects proceed in a timely manner and facilitate related private investments. Working with other stakeholders secures financial support and maximizes the resources available to implement the plan.

The plan recognizes planning efforts already underway by MnDOT, Hennepin County and the City of Minneapolis to make improvements to Lyndale Avenue, State Highway 121, State Highway 62, the Minnehaha Creek Bridge and local street connections as a result of the proposed Highway 121 realignment. Additionally, the plan recommends establishing an open space parcel in the form of a “Village Green” along Lyndale Avenue between 56<sup>th</sup> and 57<sup>th</sup> Streets.



*Potential “turnback” redevelopment sites as a result of TH 121 realignment*

### **Turn-back Redevelopment Sites**

The realignment of STH121 will create excess right-of-way, primarily along the west side of the road. The plan shows a series of redevelopment sites along 121 beginning at 56th Street. Through the turnback process, this property flows to Hennepin County or the City of Minneapolis. The plan anticipates that the City (through CPED) will lead the process of undertaking redevelopment of these parcels. Depending on which public entity acquires the land, the City may need to work with the County to establish a plan for the

redevelopment process, including the conveyance of land to a developer.

As publicly owned vacant land, the private redevelopment of these sites should not require public financial assistance. Public monies may be needed, however, to pay for enhanced public improvements in this area or to create mixed-income affordable housing. Potential public improvements include trails, streetscape, village green, pedestrian bridge and other pedestrian crossings.

### ***Finance Tools***

Additional financial planning and the exploration of finance tools are key steps in the implementation of this Master Plan. The Master Plan explores the following finance tools available that may assist with implementation:

- Tax Increment Financing (TIF)
- Tax Abatement
- Special Service Districts
- Special Assessments
- City of Minneapolis Affordable Housing Policies





# Chapter One: Introduction

## 1.0 LOCATION AND CONTEXT

The study area is located along Lyndale Avenue in South Minneapolis between Minnehaha Creek and State Highway 62, better known as the “Crosstown” Highway. The study area also includes Trunk Highway 121, a state highway spur that leads from the southbound lanes of Lyndale at 56th Street to Interstate 35W several blocks to the south. The area, designated a “Community Corridor” in the City’s Comprehensive Plan (Minneapolis Plan), is bound by four distinct Minneapolis neighborhoods: Kenny, Lynnhurst, Tangletown and Windom. The surrounding neighborhoods are attractive, predominantly consisting of single-family homes with tree-lined streets, schools and churches.



*Lyndale Avenue*

At the north end of the study area Lyndale Avenue crosses Minnehaha Creek and Parkway, part of the regional Grand Rounds park and parkway system. Just south of the creek crossing is the 54<sup>th</sup> and Lyndale node, a neighborhood commercial district that stretches for two blocks and includes a range of neighborhood shops and services. The southern stretch of the study area fans westward to take in TH121 and consists of a variety of land uses including neighborhood and regional retail, motels, cultural facilities, residential and assisted living facilities, and industrial uses.



*Bachman's Garden Center*

The South Lyndale area developed due to land availability and the increased use of trucks and automobiles for travel. Bachman’s, a Twin Cities institution, began life along Lyndale Avenue as a truck farm to supply produce to urban residents throughout the year. Prior to World War II, the South Lyndale Corridor lay beyond the edge of the city’s development. As the city grew southward during the 1950s, rambler-style homes were built and small-scale businesses sprouted to serve the surrounding neighborhoods. As automobile use increased, motels and motor courts emerged to serve travelers arriving at the city’s boundaries. Auto-oriented businesses, such as Borton Volvo and locally-owned garages also developed to serve motorists needs.



*Borton Volvo Dealership*

Today, South Lyndale is no longer at the city’s edge but lies at the heart of a South Minneapolis community, surrounded by beautiful and stable residential neighborhoods, the regional system of freeways, retail centers and natural amenities. New businesses, such as Uncommon Gardens and Kowalski’s grocery, have redeveloped old businesses and structures, finding great success and adding vitality to the corridor, while locally-owned businesses such as Bachman’s Garden Center and Lehman’s Garage have continued to thrive and serve the community for decades.

## 1.2 PURPOSE OF MASTER PLAN

As the City of Minneapolis grew southward and Lyndale Avenue became a busy arterial, the corridor filled in with an eclectic architectural charm and character. Surrounding the corridor, single family neighborhoods emerged. Those neighborhoods have now matured into attractive and desirable places to live in the City. The residents of the four surrounding neighborhoods have a strong affection for their community. They know that the area possesses the qualities and attributes of community life that so many new communities across the country are trying to create.



*Boulevard Building  
Mixed-Use building in the Lyndale  
Corridor*

Today, however, there are concerns about the type and character of development within the South Lyndale Corridor as evidenced in the number of recent planning studies generated by the City and the community. Some of the concern stems from reviewing development proposals in the corridor without a concrete vision in place and the policy documents to support that vision, as in the case of The Boulevard redevelopment project. These concerns have raised important questions regarding the uses, structures, character and functional aspects existing in the corridor. Others acknowledge that change and growth are inevitable, particularly for an area of the city laced with inherent assets and amenities such as easy access to major arterials, proximity to natural amenities like the Grand Rounds system and the nearby chain of lakes, and the adjacency of stable and attractive residential neighborhoods.



*Kowalski's Market.  
Renovated grocery store*

The South Lyndale Corridor has experienced its share of change over the years. Sometimes it is the sale of an established business to a new owner, other times it is exterior changes to a business, such as when Kowalski's replaced the prior grocery store and renovated the building. No matter what the change, there will always be people who are concerned by it and others who are excited about it. Change will occur and that typically is a sign of a strong, healthy community. It means that residents and business owners want to live and invest there. It means that property values will likely grow – an important asset to most families.

Some of the change anticipated within the corridor may include infrastructure improvements to State Highway 62, Lyndale Avenue and TH121. These planning and design efforts are being undertaken by the Minnesota Department of Transportation, Hennepin County and the City of Minneapolis respectively. Those improvements are anticipated to trigger redevelopment activity within the corridor.

In response to these concerns, the City of Minneapolis commissioned the assembly of the South Lyndale Corridor Master Plan. The South Lyndale Corridor Master Plan (*Small Area Plan*) provides more detailed recommendations than are provided in the comprehensive plan. A small area plan does not function to replace the comprehensive plan but rather serves to augment it. It builds on the goals, policies and implementation steps in the comprehensive plan

to provide a finer level of detail. Examples of small area plans include neighborhood or area master plans and corridor plans.

A neighborhood or area master plan is a document that outlines a long-range vision of typically 15 to 20 years for land use and development in that area. The plan examines the current conditions of the area, develops a future vision of what residents want the neighborhood or area to become and then formulates specific goals, objectives, and policies that will help implement that vision.

This plan is intended to identify and develop a long-range plan to ensure that the South Lyndale Corridor continues to grow and change while addressing the needs and desires of the community. This Master Plan provides City decision makers and the community with a policy manual to guide future development in the corridor and provides a set of development standards for developers, builders, architects and planners to adhere to.

### 1.3 GOALS AND OBJECTIVES

As a result of discussions with the community during the planning process, a set of goals and objectives for the master planning process and recommendations were developed. These include the following:

1. Achieve the LASR-CC vision for the corridor:
  - Blend the area’s natural beauty, existing resources and future development to create attractive well-maintained spaces with a distinct sense of place.
  - Encourage a neighborhood-friendly transportation environment that emphasizes pedestrian activities while accommodating vehicles.
  - Foster neighborhood-focused businesses and a development climate that meets the needs of all residents.
2. Get input from the landowners, businesses, and community at large throughout the process.
3. Synthesize the Master Plan with prior planning and design studies completed for the corridor.
4. Finalize and incorporate into the plan the realignment of Trunk Highway 121.
5. Define potential redevelopment sites within the corridor.
6. Prepare the tools (Master Plan and Design Guidelines) to help the community manage and prepare for change in the corridor.
7. Get all affected political entities on board with the plan.
8. Prepare a financially, socially and environmentally sustainable plan.
9. Create buildable momentum in the corridor.

#### *The LASR-CC vision for the corridor:*

- *Blend the area’s natural beauty, existing resources and future development to create attractive, well-maintained spaces with a distinct sense of place.*
- *Encourage a neighborhood-friendly transportation environment that emphasizes pedestrian activities while accommodating vehicles.*
- *Foster neighborhood focused businesses and a development climate that meets the needs of all residents.*

10. Create opportunities for life cycle housing.
11. Expand and enhance parking supply for businesses.
12. Enhance public spaces and the pedestrian realm.

## Chapter Two: Site Conditions

### 2.1 LAND USE

#### **Commercial**

A variety of commercial uses exist within the study area consisting of neighborhood-serving retail and services to destination retail serving the larger region. The 54<sup>th</sup> Street and Lyndale node has mostly small-scale shops and services typical of a neighborhood shopping district. Anchoring the retail uses here is the Kowalski's grocery store, a very successful and appreciated grocer serving the immediate neighborhood as well as the larger region. Other retail uses near the 54<sup>th</sup> and Lyndale node include national chains such as Starbuck's coffee shop and Walgreen's drug store. Video stores, restaurants, a liquor store, medical and veterinary clinics, a bank, rental services, a real estate sales office and auto-oriented services round out the commercial mix at this node.



*Existing commercial uses along Lyndale Avenue*

Auto-related use is concentrated south of 54<sup>th</sup> Street to 56<sup>th</sup> Street and includes the Borton Volvo dealership, Lehman's Garage, several gas and service stations and a muffler shop. The Borton's dealership, anchoring the auto-related uses in this area, is well-maintained and draws customers from the metropolitan region. Surface parking areas for auto sales consume a significant amount of land in the corridor. Other commercial uses present in this section of the study area include real estate sales offices, a travel agency, an art glass shop and a small shop selling commercial coffee supplies.



*Several auto-oriented commercial uses exist along Lyndale Avenue*

The southern portion of the study area is anchored by Bachman's Garden Center, a local icon and regional shopping destination for garden supplies and service. Bachman's has been in the area for decades offering produce and garden products to urban dwellers in the surrounding neighborhoods and the larger metro area. Corporate office buildings, storage areas and surface parking consume large portions of the Bachman's site. Located at 58<sup>th</sup> and Lyndale, Uncommon Gardens has also become a desired commercial use in the area, serving the local community with specialty garden supplies at a site that was once a service station. Uncommon Gardens is an excellent example of urban reuse for the area. Other commercial uses in the area include a funeral home, service station, children's merchandise store, billiards supply store, and a mix of other small retail shops.



*Uncommon Gardens provides a good example of reuse*

#### **Lodging**

Two motels exist along Lyndale between 56<sup>th</sup> and 58<sup>th</sup> Streets. The motels have been located here since the decades following World War II, originally to serve motorists at the city's edge. Today, the motels present a dilemma for the surrounding community. While they serve a community need for short-term, affordable housing, they



*Existing lodging uses include two motel sites on Lyndale Avenue*

have been the subject of much recent debate and their presence in the corridor seems no longer desired based on community input.

### **Residential**

The study area is surrounded by four attractive and stable single-family neighborhoods that offer convenient access to many city-wide amenities and nearby shops and services. Lynnhurst and Kenny neighborhoods lie to the west of the study area, while Tangletown and Windom neighborhoods are on the east of the study area. While these neighborhoods are primarily made up of single-family detached homes, they do contain some multi-family residential structures, particularly in the Windom neighborhood. Homes in these neighborhoods reflect an early craftsmanship and streets are lined with trees and sidewalks.



*Existing single-family homes surround the study area*



*Creekside multi-family residential building*

The Kenny and Windom neighborhoods are, unfortunately, separated by the large divide created by TH121. Highway 121 does not provide a safe pedestrian environment and cuts off road connections from east to west across the corridor. Realignment of TH121 will provide much greater connection between the two neighborhoods and create a safer environment for pedestrians and bicyclists.

Residential uses along Lyndale Avenue are minimal and include a mix of single-family detached homes and multi-family structures. The larger of the multi-family structures are located at the north and south gateways into the study area. The Creekside, a five-story apartment building, anchors the north gateway near Minnehaha Creek. At 61<sup>st</sup> Street, a few 3-4 story apartment buildings provide residential density near the Crosstown.



*Mount Olivet Care Center*

The middle section of the study area includes roughly a half dozen single-family detached homes between 58<sup>th</sup> and 59<sup>th</sup> Streets, some medium-density multi-family structures between 56<sup>th</sup> and 58<sup>th</sup> Streets, and a four-story assisted-living care center (Mount Olivet) between 55<sup>th</sup> and 56<sup>th</sup> Streets.

Two small single-family residential pockets exist in the study area south of 58<sup>th</sup> Street. One, just south of 58<sup>th</sup> Street, includes roughly a dozen homes and a rehabilitation house. The other is a secluded neighborhood just south of Bachman's and includes roughly 90 rambler-style homes on tree-lined streets.

### **Cultural/Entertainment**

Located within the study area are the Washburn Library, Annunciation School, Richfield United Methodist Church and the Oak Hill Cemetery.



*Washburn Library*

Additional schools and churches exist near the study area serving the surrounding neighborhoods.

### ***Parks and Open Space***

While there is very little usable park or open space within the study area, great opportunities exist to connect to neighborhood and regional parks and trail systems. The north boundary of the study area overlaps with the crossing of the Minnehaha Creek trail system, part of the Grand Rounds system that connects natural amenities and corridors throughout the metro area. This crossing offers an opportunity to provide a direct pedestrian trail connection to the creek trail system.



*Annunciation School*

Near the southwest corner of the study area, Grass Lake offers public access and another great opportunity to link with a neighborhood amenity where, currently, that connection is tenuous.

The Oak Hill Cemetery provides green relief in the study area; however, while cemeteries were once used for public gathering on weekends, they are rarely used for such events anymore.

Some in the community have suggested that the TH121 right-of-way provides green space in the corridor. However, this can not qualify as usable green space but rather green space that is experienced from the car. It contains no sidewalk and is dangerous for people to access because of traffic speeds and wide roadways to traverse to gain access to the green areas.



*Minnehaha Creek Parkway  
and trail connection*

### ***Industrial***

While there is little industrial land use within the study area, there is a swath of industrial land adjacent to Highway 62 in the southeast area of the corridor. Much of this exists from a time when the area was considered at the outskirts of the city, where land was inexpensive and residential neighborhoods had not yet developed or matured. Centerpoint Energy occupies a parcel of land at the extreme southeast of the study area, at the interchange of Highway 62 and Lyndale Avenue. This is significant in the sense that it sets the tone for district identity at the south gateway into the study area.



*Existing fencing along  
Centerpoint Energy site faces  
Lyndale Avenue*

## **2.2 Infrastructure**

Streets in and around the study area are arranged in a grid pattern. The grid is broken where TH121 fans west of Lyndale Avenue at 56<sup>th</sup> Street. A street hierarchy exists in the study area. Highway 62, at the southern border of the study area, is a major freeway running east and west across the metro area. Lyndale Avenue is an arterial running north and south connecting the study area to Downtown Minneapolis to the north and the city of Richfield to the south. TH121 assists in connecting southbound traffic along Lyndale Avenue to Highway 62 and I-35W.



*Lyndale Avenue is a primary  
arterial street*

Roadway improvements to I-35W and Highway 62 proposed by MnDOT are projected for completion by 2009. The I-35W/Crosstown Commons project proposes new interchanges at





Looking south along Lyndale Avenue and State Highway 121

TH121 and Lyndale Avenue. The interchange at Lyndale will include a westbound on-ramp to Highway 62. Other roadway improvements planned for the area include reconstruction of Lyndale Avenue between the Minnehaha Creek Bridge (including reconstruction of the bridge) and 56<sup>th</sup> Street, and realignment of TH121 from 56<sup>th</sup> Street to the proposed interchange at Highway 62. These road changes are covered in greater detail in Chapter 4.0, *Planning Considerations*.



Existing lighting on Lyndale is scaled for autos, not pedestrians

Significant cross streets include 54<sup>th</sup> Street/Diamond Lake Road, itself a community corridor which creates a neighborhood commercial node where it crosses Lyndale Avenue, 58<sup>th</sup> Street (also a major connector) and Minnehaha Creek Parkway, a linear greenway at the north border of the study area. Residential streets in the area carry primarily local traffic.

Most streets in the study area include sidewalks for pedestrian circulation except TH121, making it unfriendly for pedestrian traffic. While the Lyndale Avenue right-of-way includes sidewalks, they are pedestrian-friendly in only a few areas, concentrated near the 54<sup>th</sup> and Lyndale node. Many sections of sidewalk within the corridor are treeless, bordered by surface parking lots or buildings with no doors/windows and contain no pedestrian lighting or furnishings. In some circumstances, such as the walk adjacent to the Oak Hill Cemetery, the sidewalk is not even wide enough for two people. The current condition of the Minnehaha Creek Bridge is deteriorating and in need of replacement.



10,000 – 17,000 vehicles per day travel Lyndale Avenue

Many blocks include public alleyways at the mid-block, running north and south. Where these exist, they provide a natural setback and buffer between different uses. In addition, alleys provide access to many uses, parking and service areas, and residential garages. Alleyways also contain overhead utility lines in some areas.

Street lighting exists on Lyndale and TH121 but is scaled for automobiles rather than pedestrians. Utility lines are also present along many sections of Lyndale Avenue and are particularly evident along the west side of Lyndale south of 58<sup>th</sup> Street. Burying the utility lines will contribute to a more attractive streetscape.

### 2.3 Traffic

Residents have expressed concern over traffic volumes and congestion along Lyndale Avenue and TH121. Current traffic volumes range from roughly 10,000 to 17,000 vehicles per day along segments of Lyndale and TH121. Traffic volumes and speeding, particularly along TH121, have made pedestrian safety a concern in the corridor. Although this high level of traffic is detrimental to the pedestrian experience, it is also essential for the survival of South Lyndale businesses that rely on the potential customers represented by that traffic.

Pedestrian crossing on Lyndale Avenue is difficult, particularly at the intersection at 54<sup>th</sup> Street, where traffic volumes are high from all directions. Crossing at 56<sup>th</sup> Street also presents a challenge as TH121 widens the road section here and traffic begins to speed up to near freeway speeds. Improved visibility, lighting, signalization, signage and crosswalk markings will help make pedestrian crossing safer. Realignment of TH121, as proposed by the City, is anticipated to slow traffic.

Hennepin County’s reconstruction plans for Lyndale Avenue address the issues of safer and more efficient turning lanes at key intersections. This design is anticipated to continue south to Highway 62, eliminating the one-way section between 56<sup>th</sup> and 58<sup>th</sup> Streets. This change, in addition to MNDOT’s plans to provide a westbound on-ramp to Highway 62 from Lyndale, should increase traffic flows on Lyndale Avenue south of 56<sup>th</sup> Street and decrease projected traffic flows on TH121.

## 2.4 Parking

Residents and members of the business community have expressed concerns about adequate parking supply in the corridor. Many believe there is not enough parking to support the current businesses in the corridor. Parking could become more problematic if new development occurs in the corridor. An increase of new uses in the corridor may bring a need for additional parking.

Today, the parking supply consists primarily of surface lots scattered throughout the corridor. In fact, surface parking lots account for the largest percentage of land use coverage in the commercial areas within the corridor today. Many of these lots are located at important intersections and/or between the street and the buildings they support, presenting significant breaks between shops and services and creating an unfriendly pedestrian environment.

On-street parking is present in the 54<sup>th</sup> and Lyndale node and south to 56<sup>th</sup> Street. South of 56<sup>th</sup> Street there is very little room for on-street parking given the current road width conditions. The redesign of Lyndale Avenue includes on-street parking on both sides of the street which will be critical to establishing a pedestrian-friendly environment by creating a safe barrier between pedestrians and moving traffic. Additionally, retailers along Lyndale depend on street parking in front of their shops to provide convenient access.

There is very little structured parking in the corridor. The Boulevard Building includes underground parking. Increased development activity in the corridor should anticipate the need for structured parking, which can free up important sites along Lyndale for other uses and structures, particularly at street-level.

Parking must be convenient for those who drive, but once they park, they should have the opportunity to leave their car in a convenient



*Existing surface parking along Lyndale Avenue*



*Existing on-street parking along Lyndale Avenue*

place. Too little parking supply and customers who drive will look for more accessible places to park and shop. Too much and the area's character will discourage walking between shops and services.

## 2.5 Buildings

Buildings in the corridor include an eclectic mix of styles, materials, heights and massing, representing several decades of building without a coherent vision. Buildings range in height from 1-5 stories and are randomly scattered throughout the corridor instead of corresponding to commercial nodes where increased height could contribute to district identity. The largest mass of buildings is located at the Bachman's Garden Center, contrasting sharply with adjacent single-family detached homes.



*Eclectic mix of building styles exist along Lyndale Avenue*



*Richfield United Methodist Church*



*Walgreen's Pharmacy*

Surrounding the study area, the neighborhoods are filled with attractive single-family detached cottages, bungalows and ramblers. Buildings within the study area worthy of mention include the Washburn Community Library, the old Boulevard Theater Building, the Annunciation School and Church, Richfield United Methodist Church and the Gill Brothers Funeral Home. The retrofitted Kowalski's and Uncommon Gardens buildings offer a fresh example of new uses and designs for old structures or sites.

Several existing structures contribute little to the quality of the pedestrian experience on the sidewalk. Many buildings have few windows or entrances facing the street or are set back too far from the sidewalk, perhaps separated by parking or service areas. In some instances, the quality of materials is poor or requires maintenance. In others, windows, doors, or awnings would contribute greatly to a positive pedestrian experience.

With the exception of the node at 54<sup>th</sup> Street, building placement or orientation does little to create a vibrant pedestrian experience. Even at 54<sup>th</sup> Street more could be done to structure the intersection with building frontages and uses that create that vibrancy. Many structures are separated by surface parking lots, driveways or service areas.

Residents have expressed concern regarding rear façade treatment and service areas, particularly adjacent to existing residential uses. This issue and others regarding building design are covered in greater detail in Chapter 8.0, *Urban Design Guidelines*.

### 3.1 Previous Planning Studies

The South Lyndale Corridor has been the subject of numerous planning studies conducted by the City of Minneapolis, the surrounding neighborhoods and the business community. Those studies provide community goals and commonly held values regarding the future of the South Lyndale Corridor. The purpose of the Master Plan is not to replicate prior studies, but to instead build upon them and provide the City and the community with a policy manual to guide future development within the corridor.

These earlier studies have provided important insights into the desires of the community and have influenced planning recommendations within the Master Plan. These studies and reports include the following:

#### 1) Lyndale Avenue: A Vision – Lyndale Avenue Task Force (1997)

##### *Mission Statement*

- “Revitalize South Lyndale as a strong, safe, city neighborhood avenue that encourages long-term livability, strengthens neighborhood identity, renews community connections and serves as a model for a 21<sup>st</sup> century urban transportation system”.

##### *Key Recommendations*

- Slow traffic to give area more of a village feel and less that of a freeway strip mall.
- Support special services district for businesses.
- Support streetscape design.
- Create a gateway at Washburn Library and Minnehaha Parkway.

#### 2) Lyndale Gateway (1999)

##### *Purpose*

- Study redevelopment possibilities within the corridor.

##### *Key Recommendations*

- Create a Pedestrian-Oriented overlay district for the 54th and Lyndale Neighborhood Commercial Node.
- Rebuild Lyndale Avenue in accordance with the Lyndale Avenue Task Force recommendations.
- Examine parking supply and create a shared parking district.

- Create a “Gateway” into the business district at the Minnehaha Bridge.
- Provide the design and funding for public improvements.

### **3) The Minneapolis Plan (2000)**

#### **Purpose**

- *The Minneapolis Plan* is the City’s Comprehensive Plan. The comprehensive plan has been adopted by the City Council and is used by policy makers to help guide the physical development of the City. Within the plan there are a series of policy statements and implementation steps to help guide City actions.

#### **Potential Tier 3 Growth Center**

The project area is identified as the Lyndale Gateway and a Potential Tier 3 Growth Center. The City projects a potential of 100-500 new jobs and 360-700 new housing units for the area by 2020. A Growth Center must have four components: housing, businesses, amenities and transit service.

*Policy 3.5:* Minneapolis will establish priorities in the designation of future Growth Centers from the list of Potential Growth Centers in order to guide future changes in land use and development.

#### **Implementation Steps:**

- Convene area-specific master planning efforts to guide future development of Potential Growth Centers; upon adoption of a plan by City Council, an area would be designated a Growth Center.
- Provide for the flexibility to designate these growth centers within the city’s ordinances.
- Provide good regional and intra-city transit access to meet commuter needs.
- Design development of a form and intensity that uses land efficiently and maximizes the advantages of mixed land uses that incorporate the character of the surrounding area.
- Recognize the important role of place-making in creating identifiable places with well-used attractive amenities such as open space, natural features, entertainment, public institutions and successful identities.

#### **Community Corridors**

Both Lyndale Avenue (Lake Street to southern city border) and 54<sup>th</sup> Street West/Diamond Lake Road (Penn Avenue to I-35W) are identified as Community Corridors, which are generally characterized by the following features:

- Corridors have a land use pattern that is primarily residential with intermittent commercial uses clustered at intersections in a pattern of nodes.
- Streets carry a heavy volume of traffic but are not necessarily the principal travel routes for a specific part of the city.
- Corridors do not support automobile-oriented shopping centers.
- Corridor land use and building form exhibit traditional commercial and residential form and massing.
- Commercial uses on community corridors are generally small scale retail sales and services serving the immediate neighborhood.

*Policy 9.27:* Minneapolis will coordinate land use and transportation planning on designated Community Corridors streets through attention to the mix and intensity of land uses, the pedestrian character and residential livability of the streets, and the type of transit service provided on these streets.

***Implementation Steps:***

- Strengthen the residential character of Community Corridors by developing appropriate housing types that represent variety and a range of affordability levels.
- Promote more intensive residential development along these corridors where appropriate.
- Require that street design for these corridors preserves and enhances the strong residential character and pedestrian orientation of these streets while maintaining the street’s capacity to carry current volumes of traffic.
- Discourage the conversion of existing residential uses to commercial uses, but encourage the development of mixed-use residential dwelling units in commercial buildings where appropriate.
- Support the continued presence of small-scale retail sales and commercial services along Community Corridors.
- Ensure that commercial uses do not negatively impact nearby residential areas.
- Prioritize transit advantages to Community Corridor streets, and encourage the routing of express transit service to these streets wherever possible.

***Neighborhood Commercial Node***

Lyndale Avenue & 54<sup>th</sup> Street/Diamond Lake Road has been designated a Neighborhood Commercial Node.

*Policy 9.29:* Minneapolis will identify Neighborhood Commercial Nodes that provide a shopping environment of small-scale retail sales and commercial services and are compatible with adjacent residential areas.

***Implementation Steps:***

- Support the continued presence of small-scale retail sales and commercial services in Neighborhood Commercial Nodes.
- Direct other uses that act as neighborhood focal points (institutional, cultural or social) to locate at Neighborhood Commercial Nodes.
- Restrict auto-oriented, industrial or manufacturing activities that generate significant vehicular traffic, noise or air-borne impacts on residential neighbors.
- Promote medium density residential development around Neighborhood Commercial Nodes.
- Limit the territorial expansion of Neighborhood Commercial Nodes, but encourage rehabilitation and reinvestment in existing buildings.
- Ensure that commercial uses do not negatively impact nearby residential areas.
- Facilitate the redevelopment of underutilized commercial areas and promote their reuse as infill development, such as office or housing, while maintaining neighborhood compatibility.
- Promote traditional urban form in terms of building siting and massing when undertaking new development in Neighborhood Commercial Nodes.
- Preserve traditional commercial storefronts at Neighborhood Commercial Nodes wherever possible.
- Develop parking facilities and management strategies that balance the following goals: improved customer access, protection of sidewalk traffic, reduced visual impacts, mitigated impacts on neighboring uses, and shared use of parking facilities.
- Promote transit stops and bicycle parking and storage in Neighborhood Commercial Nodes.

**4) Lyndale Avenue South Revitalization – Creek to Crosstown: Community Vision, Values and Engagement (2002)**

### ***Purpose***

- Engage the community and build consensus regarding a future vision for the South Lyndale Corridor.

### ***Vision Statement***

“We envision a Lyndale Avenue South that...

- Blends the area’s natural beauty, existing resources and future development to create attractive, well-maintained spaces with a distinct sense of place;
- Encourages a neighborhood-friendly transportation environment that emphasizes pedestrian activities while accommodating vehicles;
- Fosters neighborhood-focused businesses and a development climate that meets the needs of all residents.”

## **5) Lyndale Avenue South: Streetscape and Urban Design Plan (2004)**

### ***Purpose***

- Neighborhood sponsored plan designed to guide future streetscape opportunities within the public right-of-way along Lyndale Avenue between Minnehaha Creek and Crosstown Highway. The streetscape plan was prepared to address sidewalk and median design in accordance with current Hennepin County plans to reconstruct Lyndale Avenue from the Minnehaha Creek bridge to 56th Street.

### ***Key Recommendations***

- Introduce seasonal flowers, native grasses and forbs, shrubs, trees, public art and banners.
- Improve the design, layout, function and site furnishings along the public sidewalk.
- Improve the style, quantity and quality of street and pedestrian lighting throughout the project area.
- Incorporate a neighborhood garden theme that relates to the areas plant nurseries.
- Maintain existing on-street parking.
- Bury overhead power lines.
- Improve the physical appearance of the Minnehaha Creek Bridge and provide an overlook onto the creek below.

## **6) South Lyndale Corridor Housing Initiative (2004)**



### **Purpose**

- A partnership between the City, the surrounding neighborhoods, consultants and planners whose goal is to create neighborhoods that support housing choices for a mix of incomes and households with access to transportation options, retail amenities, parks and job opportunities.
- South Lyndale has been selected by the city as a major corridor to support housing development.
- The Corridor Housing Initiative reduces front end costs for developers by providing community support for development through suggested development guidelines, neighborhood and City support for higher density development through zoning recommendations and increased access to available City funding cycles.

### **Action**

LASR-CC, with support from the Corridor Housing Initiative, hosted a series of three development workshops as a prelude to the Master Planning Process. The goal of the workshops was to inform the community about master planning and to gather community values regarding existing and future development within the corridor.

### **Workshop #1 – Livable Communities**

This workshop focused on what makes communities livable.

### **Workshop #2 – Development ABCs**

This workshop discussed an overview of the development process and included an interactive workshop with developers to create development case studies for South Lyndale.

### **Workshop #3 – Nuts and Bolts of Master Planning**

This workshop discussed the process for master planning and presented to the community ways to use City policy and planning to make their voices heard in the development process.

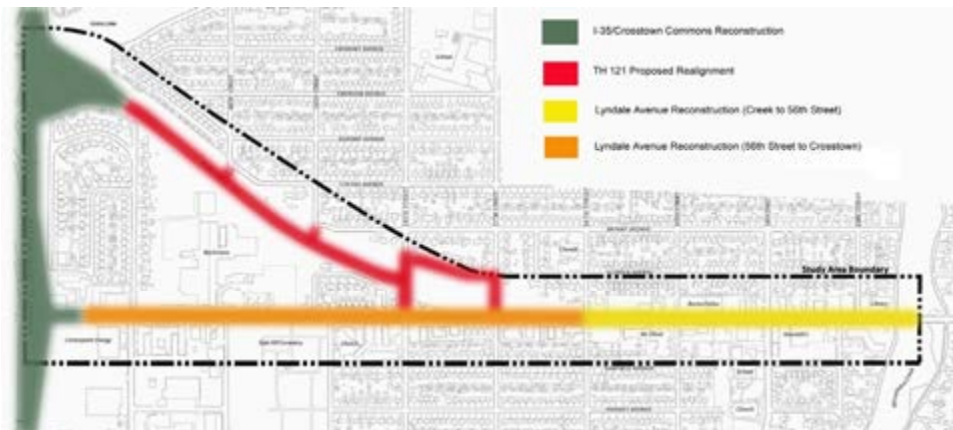
### **Community Input**

- Enhance the pedestrian realm through traffic calming and safety improvements, streetscape design, and pedestrian-friendly site design.
- Improve conditions for alternative modes of transportation – biking, walking and transit – through physical connections to citywide systems, improved facilities, and long-range planning for all types of transportation.
- Expand the housing choices to accommodate the wide-ranging needs of increasingly diverse neighborhoods and give careful consideration to the reuse of existing motels as new forms of housing.

- Bring the green of Minnehaha Creek Parkway down South Lyndale by creating trail connections, planting street trees, and “greening” building sites.
- Enhance community life by creating more public and private gathering places and diversifying the business and restaurant mix.
- Reinforce South Lyndale’s identity and character by improving the physical edges between larger-scale development and small-scale residences, restoring and/or adapting historic structures, and making incremental changes that complement the existing environment.

### 3.2 Planned Roadway Improvements

Several improvements to major arterial roadways within and adjacent to the study area are being planned for that will have a dramatic effect on the potential for future development within the corridor.



*Proposed Roadway Improvements*

These include the following:

#### 1) Lyndale Avenue South Road Improvements and Reconstruction

Hennepin County is in the process of preliminary design for roadway improvements along Lyndale Avenue South from the Minnehaha Creek bridge to 56<sup>th</sup> Street. The roadway construction is scheduled for 2009.

##### **Purpose**

- Upgrade the bridge and road conditions, addressing functional and aesthetic aspects of the section of Lyndale Avenue from the Creek to 56<sup>th</sup> Street.

##### **Key Recommendations**

- Reconstruct the Lyndale Avenue bridge crossing the Minnehaha Creek.



*Proposed roadway and streetscape improvements to Lyndale Ave. Creek to 56<sup>th</sup> St (Hennepin County/SEH)*

- Reconstruct the travel and on-street parking lanes between the creek and 56<sup>th</sup> Street.
- Provide better turn lanes at key intersections within the reconstruction area.
- Provide a 12 foot median between lanes.



Proposed interchange improvements per I-35W/Crosstown Commons Reconstruction (Minnesota Dept. of Transportation)

## 2) I-35W/Highway 62 Crosstown Commons Reconstruction

The Minnesota Department of Transportation and the Federal Highway Administration have been planning and preparing engineering documents for reconstruction of sections of I-35W and Highway 62 to the south and east of the Study Area. Construction is scheduled to begin in 2006 and finish in 2009.

### Purpose

- Increase the traffic carrying capacity of the interchange at I-35W and Highway 62.
- Implement safety improvements to reduce accidents in this area.
- Provide continuous High Occupancy Vehicle lanes to support transit along I-35W.
- Reduce traffic diversions to local streets.

### Significance to South Lyndale Corridor

- New interchange at Highway 62 and Lyndale Avenue.
- New interchange at TH121 and Highway 62.
- New west-bound on-ramp to Highway 62 from Lyndale Avenue.



State Highway 121 Realignment Plan (City of Mpls.)

## 3) State Trunk Highway 121 Realignment Study

The Minnesota Department of Transportation is prepared to release control of TH121 to the City of Minneapolis or Hennepin County concurrent with interchange improvements at Highway 62 and TH121.

### Purpose

- Make possible a realigned TH121 in a narrower, more neighborhood-friendly way and allow acres of land to be developed for other land uses.

### Significance to South Lyndale Corridor

- Reconstruction of TH121 may be the most significant catalyst for future redevelopment in the corridor by creating turnback sites that can be developed for other uses.

- These “turnback” sites could be developed for new housing, retail, office or open space uses that contribute in ways consistent with the community vision.
- Traffic speeds can be reduced along TH121 more fitting of a residential street.
- East/west connections to the Kenny and Windom neighborhoods can be improved with the new roadway alignment.



## Chapter Four: Planning Process

The planning process for the South Lyndale Corridor Master Plan had the oversight of an Advisory Committee (Project Team) and was organized around a public consensus-building process. The combination of these two perspectives provided the consulting team a wealth of both strategic insights and community aspirations that could be incorporated into the plan.

### 4.1 Project Team

The Project Team consisted of Lyndale Area South Renewal – Creek to Crosstown (LASR-CC) representatives, members from the business community, representatives from the City of Minneapolis Department of Community Planning and Economic Development (CPED), and from Council Wards 11 and 13. Project Team members who live, work and shop in the South Lyndale Corridor provided direction on the planning process, participated in community open houses and the planning charrette, reviewed public comments provided through the process and offered important insights about the nuance of plan components and recommendations. Project Team members met on a monthly basis between May 2005 and November 2005 offering input and guidance to consultant team members.

### 4.2 Public Outreach and Participation

Three community open houses, two business community meetings, a site visit and a planning charrette were held and well attended by members of the Project Team and the surrounding community. Information regarding these events was publicized on the City's project website, in the Southwest Journal, through flyer handouts and postcards mailed to citizens. Links to websites for Wards 11 and 13 were also available and carried information about the project's background and related studies.

#### ***Open House One***

The first of the community open houses was held in May 2005 at Richfield United Methodist Church. The purpose of this open house included the following:

- Discuss the purpose of the Master Plan
- Present the planning process
- Discuss how members of the community could stay involved in shaping planning decisions throughout the process
- Gather input on the current status of the corridor (likes and dislikes) and establish goals and objectives for the Master Plan



*Public input shaped master plan recommendations*



*Community Open Houses provided forum for public input*

Members of the community were asked to identify assets and liabilities (areas for change) in the South Lyndale Corridor. This information provided planning insights and direction for the Planning Charrette and influenced recommendations made in the following open house. To view the assets and areas of change identified by the community in Open House One, please see *Appendix C*.



*Site Tour with Project Team members*



*Community weighs in on project goals and objectives*

### ***Open House Two***

The second community open house was held at the same location in August 2005. The purpose of this open house included the following:

- Present data gathered that influence planning decisions – including demographics research, market conditions, prior planning studies, infrastructure improvements, existing conditions and guiding principles
- Present preliminary planning concepts
- Gather public response and comment to the planning concepts
- Gain direction toward a preferred plan concept

This open house allowed members of the community the opportunity to work together in small groups, discuss strengths and weaknesses of preliminary planning concepts and present those comments to the larger group. The input gained provided the seeds for the preferred master plan recommendations which were presented in the third and final community open house.

### ***Open House Three***

The third community open house was held in October 2005. The purpose of this open house included the following:

- Present the Preferred Master Plan concepts
- Discuss the next steps for plan refinement and approval and how the community could stay involved
- Gain community input regarding Master Plan recommendations

This open house allowed community members the opportunity to review plan recommendations, ask important questions regarding plan components or process issues, express concerns, and discuss likes and dislikes of the Master Plan. Those comments were reviewed by Project Team members and influenced the recommendations made in the master plan and design guidelines.

### ***Business Community Meetings***

Two lunch meetings with members of the business community were held at the Mount Olivet Care Center to present the plan process, possible plan components, planned infrastructure improvements to Lyndale Avenue, TH121 and Highway 62 that may affect their

businesses, and gain comment regarding concerns or desires they may have regarding the future of the corridor. Members of the business community provided insights on the following:

- Concerns of construction impacts to businesses
- Concerns regarding access to businesses and turn movements presented by the current Hennepin County plans for reconstructing Lyndale Avenue
- Concerns regarding any re-zoning recommendations and potential noncompliance issues
- Concerns regarding adequate parking supply and desire for Lyndale Avenue to maintain on-street parking throughout the corridor
- Desires for a more pedestrian-friendly, village-like environment

Summary notes for these two meetings are included in *Appendix C*.

### ***Planning Charrette***

In June 2005, the consultant team conducted a planning charrette (workshop), attended by members of the Project Team and key stakeholders. The South Lyndale Charrette was a collaborative effort that harnessed the talents and energies of the participants to create preliminary plan concepts that would represent transformative change and support the vision of the corridor outlined by the community. The charrette occurred early in the planning process and achieved the following:



*Planning Charrette*

- Kick started the creative planning process
- Explored and discussed potential alternative futures for the South Lyndale Corridor.
- Capitalized on the history and knowledge of key stakeholders and momentum of prior planning studies by involving the entire Project Team in the charrette





Planning Charrette Concept Plan

## Chapter Five: Vision and Guiding Principles

The Master Plan for the South Lyndale Corridor seeks a foundation in the desires and traditions of the community. At times, various elements of the community offered opposing viewpoints, but the vision seeks to define a common language and set of ideas for the future of the corridor. In fact, as people shared their views about the future of the corridor, it became evident that they all share a great desire to improve a place that is highly valued and critical to the health of their community. Issues regarding parking and access, multi-family housing, building size and neighborhood character are often pointed, but people recognize their positions are often highly charged because they truly care about the future of the corridor.

It is the goal of this Master Plan to reflect the common vision shared by the community and provide a positive direction for the future of the South Lyndale Corridor. While community members may continue the debate after completion of the Master Plan, it should be done in the context of a commonly held vision. In this way, a statement of vision should provide the way for shared values and a basis for cooperation as the community addresses future development dilemmas in the corridor.

### 5.1 VISION

A vision statement for the South Lyndale Corridor offers a statement of purpose for the redevelopment process, painting a picture of the corridor's future with broad strokes. Fortunately for South Lyndale, a tremendous amount of momentum has led to a vision statement developed by and for the community and has been a guiding force throughout the planning process. This vision states the following:

*“We envision a Lyndale Avenue South that...*

- 1. Blends the area's natural beauty, existing resources, and future development to create attractive, well-maintained spaces with a distinct sense of place;*
- 2. Encourages a neighborhood-friendly transportation environment that emphasizes pedestrian activities while accommodating vehicles;*
- 3. Fosters neighborhood-focused businesses and a development climate that meets the needs of the residents.”*

## 5.2 GUIDING PRINCIPLES

To support the community's vision for the corridor, a series of guiding principles were developed. The principles aim to further define essential attributes key to implementing the vision of the South Lyndale Corridor. While they were important in the creation of the Master Plan, they will also be important in guiding the community's efforts during implementation.



*Incorporate human-scale design elements*

### ***Scale, form and use of new development should be compatible with surrounding community.***

The South Lyndale Corridor lies at the heart of four well-established residential neighborhoods. Any new development within the corridor should respect the scale and character of the neighborhoods and provide a mix of uses that support the livability of the surrounding community.

### ***Encourage new development to use human scale design features.***

Particular attention should be given to address the needs of the pedestrian. Human scale should be a priority when building height, mass and façade treatments are considered. Buildings that include many building entries, shop windows, awnings and other fenestration treatments are highly encouraged.



*Emphasis on residential scale and character*

### ***Strengthen the residential character of the corridor and provide a range of types and affordability levels.***

Community corridors like South Lyndale can be attractive to a range of residents, each with their own preferences for a living environment. Most important, there is no single dwelling unit that can be a universal fit, so a range of housing choices must be provided with a character befitting the corridor.

### ***Promote alternative modes of transportation.***

One of the common elements of any vibrant urban neighborhood is that choices are available – to live, work or shop. In addition, choices for different modes of transportation are typically available. Providing an environment that is walkable, includes bicycle trail connections and easy access to transit can reduce reliance on the automobile and subsequent air pollution.



*Promote alternative modes of transportation*

### ***Support a land use pattern that is primarily residential, with commercial uses clustered at intersections.***

To be consistent with the goals stated in *The Minneapolis Plan* and those expressed by the community, the South Lyndale district should look toward development that is primarily residential in scale and pattern, but includes a greater mix of uses – primarily shops and services that support the community at neighborhood commercial nodes.

***Support the continued presence of small-scale retail uses that serve the surrounding neighborhoods.***

The hallmark pattern of walkable villages is that they are lined with a mix of small-scale shops and services that support the community. When successful, these villages may become desirable destinations for visitors from outside the community, but the goal should be to support the needs and desires of the local neighborhoods.

***Provide streetscape design and building uses that support a pedestrian-friendly environment.***

Building uses and public streets should be planned and designed with the goal of enhancing the pedestrian experience. Streetscapes should be crafted of materials that provide interest, ease of movement, places to rest, safety and comfort from the elements. Ground level building uses can add vitality to the street and should be carefully considered as the corridor develops.



*Streetscapes should support a pedestrian-friendly environment*

***Encourage the development of mixed-use buildings where appropriate.***

The goal of future development in the corridor should be to create the greatest number of activities as possible. Historically, active urban centers were places where mixing occurred – where the blacksmith, the doctor, the saloon and the church all existed in close proximity. There was great vitality as a result of this mixing, a vitality that would serve South Lyndale well. As the corridor develops, it should be a place where people can live, work, shop, walk and be entertained, not just a place to run a business.



*Promote mixing uses within buildings*

***Provide parking facilities and management strategies that improve customer access, mitigate impacts to neighborhoods and share use of parking facilities.***

While adequate parking supply is critical to the success of any commercial district, parking should not be a dominant land use seen from the public environment. Surface parking lots, in particular, can tend to separate buildings and uses, creating inactive voids of space along the streetscape. Parking automobiles in shared lots behind buildings and in parking structures - preferably underground – can reduce the negative impacts of parking in the district.

***A range of open spaces from tot lots and village greens to plazas and courtyards should be distributed along the corridor to strengthen district identity and add development amenities***

People work, shop and play together. Healthy communities tend to include a rich variety of public spaces for social gathering, recreation and cultural events. A beautiful parks and open space system can even become a key element contributing positively to the identity of the community. The future of South Lyndale should include a range of usable public spaces.



*Provide a range of open spaces for public gathering*



## Chapter Six: Master Plan

The future of the South Lyndale Corridor must be founded in the patterns of its past, an understanding of its current conditions and opportunities, and a look into possible futures. This master plan is more a prescription for desired change than an explicit solution; it recognizes existing positive qualities and character and strives to add new features that can fulfill the community's vision.

This kind of change will not happen overnight and it will not likely happen on its own. The master plan envisions a pace of incremental change over a period of twenty years or more. Existing patterns – both good and bad – did not appear in the corridor overnight; rather, it has taken years or even decades for those patterns to become evident, and it will likely take years or decades to achieve the vision the community has articulated. To move forward, it is important that the community commit itself to a sense of planned evolution. It will also take a commitment of continued partnerships, without which the vision may not be realized.

The master plan is aimed at helping the community shape future development and redevelopment in the corridor to be more urban in character, pedestrian-friendly, sustainable and, ultimately, more livable. Central components of this master plan include the definition of a land use plan and recommendations for future development in the corridor. Elements in the plan should be used to frame regulatory tools, such as zoning overlays or ordinances, to convey what is desired for public improvements and to convey the community's goals for a desired development pattern to prospective developers, investors, property owners, architects and planners.

### 6.1 PLAN RECOMMENDATIONS

#### *Urban Character and District Identity*

Each district or neighborhood in the city possesses a distinct character, made up of the buildings, streets and open spaces that structure the patterns of activity and influence our impressions of the place. The patterns and scale of these elements that make up the fabric of the district have a direct and daily impact on how we move about, patronize shops and services and meet friends and neighbors. No single element forms an impression of district identity; rather, it is an aggregation of elements that becomes important. Successful mixed-use districts in the city attract pedestrians and create a positive identity by bringing storefronts to the sidewalk's edge, orienting buildings to the street, and building streetscapes rich with trees, furnishings, and other pedestrian amenities that invite the presence of people.

South Lyndale possesses some of these characteristics today but lacks a coherent sense of identity. The blocks around the 54<sup>th</sup> and Lyndale



*Develop district identity through traditional urban forms and character*



*Concept study for building identity through building massing at 58<sup>th</sup> and Lyndale*



*Concept study for increased building mass at 54<sup>th</sup> and Lyndale*

intersection comprise a semblance of urban compactness and sense of place that successful neighborhood commercial nodes embody – traits inherited from streetcar days when neighborhoods were measured in walking time. Shops and services that support pedestrian activity are present. People can be seen on the sidewalk having their latte at Starbucks or pasta at Prima.



Existing 54<sup>th</sup> and Lyndale  
Neighborhood Commercial Node

The 54<sup>th</sup> and Lyndale node may be the heart of the corridor today, but it has its share of problems. Surface parking lots consume important sites at intersection locations. Blank walls face Lyndale and there is little architectural presence, if any, at the corners. Billboards loom above. Street trees, furnishings and pedestrian lights are missing. Pedestrian crossing is difficult. The Boulevard building has provided some residents with places to live in the node, but as yet lacks ground level uses that might support pedestrian activity.

As one moves south through the corridor that sense of place is lost. Small-scale shops are replaced with auto-oriented sales and service shops, driveways, and more surface parking. The spatial structure of the street deteriorates as TH121 pulls traffic off Lyndale and funnels it toward the freeway, making 121 feel like a freeway itself.



Existing State Highway 121 at 58<sup>th</sup>  
Street

This plan recommends that future development activity in the corridor build on the principles of traditional urban form and character, creating a sense of compactness along the corridor where residents can reach shops and services they need within a few blocks of their homes and work places. Creating an environment based on these traditions will produce a unique identity for the corridor not realized today. To achieve this goal, the plan promotes the following:

- Establish a sense of identity at important portals into the district at the north (Minnehaha Creek) and south (Crosstown Interchange) gateways. This recommendation is elaborated in further detail later in the document.
- Establish the presence of identifiable nodes within the district by supporting the development of mixed-use buildings that front streets. Mixed-use development is the key component to creating vibrant, urban centers because it produces the density, variety and pedestrian life needed for urban living. Moreover, mixing residential and commercial uses adds vitality to neighborhoods by extending street activity beyond the typical nine-to-five work day. It's this activity that will create a sense of place within the corridor.
- Build an urban character that is felt at the pedestrian level. The scale and details of buildings should appear as if human hands crafted them. If projects are conceived and implemented without an attention to craft, they will fail to create the charm and character comfortable to pedestrians.

Projects meant to address the car can tear at this fabric and quickly erode the urban character of the district.

- The presence of people should be the litmus test to determine if South Lyndale has been successfully planned and designed. This should be a hallmark of the district's identity. Shop windows should invite passers by and restaurants and cafes should spill out onto the sidewalks with activity. People of all ages and types should feel comfortable walking, shopping, living, working and playing in the district. It should be the centerpiece to life in the community.
- Build on the gardening traditions of the South Lyndale Area. The residents of Kenny, Lynnhurst, Tangletown and Windom take great pride in gardening their homes. In fact, the market study suggests that these four neighborhoods spend more money per capita on gardening than other neighborhoods in South Minneapolis. Bachman's, Uncommon Gardens and Tangletown Gardens have become cherished icons in the community. Create a "Garden District" identity by designing garden elements into the gateways, streetscapes and parks in the corridor.



*Build an urban character that is read at the pedestrian level*



*Build on the gardening traditions of the South Lyndale Area*

### **Street System**

The city's street system may account for the largest single land use in the study area today. Streets are significant to the structure, organization and form of the city. They shape the blocks we live and work on. They are central to the transport of goods and services, accessing property and allowing for the movement of cars, buses, bikes and pedestrians. Yet, they play many unseen roles in our daily lives. They convey the utility lines that power our homes and businesses, and more importantly to this study, they are the primary public places for social interaction in the urban environment.



*Well-designed streets can create a sense of place*

Great streets can perform all of these duties as well as leave an indelible imprint on our memory that makes us feel like we arrived some place special. Because we get from place to place along the street system, it plays a critical role in the way we perceive a place. Their dimensions, design elements, characteristics and adjacent uses may vary from place to place, but several key design factors typically come into play on memorable streets. Great urban streets may contain some or all of the following design elements:

- Accommodation of multiple modes of transportation - cars, buses, bikes and pedestrians
- Road widths and building heights scaled for pedestrians
- Adequate sidewalk space for pedestrian flows
- Spaces for outdoor seating
- Continuous canopy of street trees





*Streetscapes should be scaled and designed for pedestrian activity*

- Seating, shade, lighting and separation from auto traffic for comfort and safety
- Convenient on-street parking
- Plenty of windows and building entries facing the street
- Attractive buildings that front the sidewalk's edge creating the street wall
- Ground level uses that promote pedestrian activity
- Building awnings and signage to animate the sidewalk environment
- Adequate lighting for safety at night



*Existing road conditions at 54<sup>th</sup> and Lyndale make pedestrian crossing difficult*

In the South Lyndale Corridor, current street conditions may contribute largely to some of the community concerns. The solutions, therefore, may also rest in addressing street system layout, elements and functions. Lyndale Avenue and TH121 possess inherent problems that inhibit the street system's ability to perform well for motorists or pedestrians.



*State Highway 121 is not designed to encourage pedestrian use.*

Lyndale Avenue, the primary north/south arterial in the study area, does not maintain a consistent width, travel movement, on-street parking strategy or streetscape design throughout the length of the corridor. It is punctured with driveways and curb cuts that interrupt pedestrian flow. Traffic movement varies from two-way traffic (north of 56<sup>th</sup> Street and south of 58<sup>th</sup>) to one-way traffic (between 56<sup>th</sup> and 58<sup>th</sup> Streets). One-way lanes can be confusing for motorists and they tend to promote speeding traffic. Some sections of Lyndale include concrete medians to separate traffic while others do not. Some sidewalks are detached from the curb and/or include on-street parking, providing a safety barrier between pedestrians and oncoming traffic. In other areas the walk is attached to the curb and on-street parking is not provided, producing a dangerous and unfriendly environment for pedestrians. As mentioned earlier, few street trees exist where needed most, where pedestrian activity already exists, such as at the 54<sup>th</sup> Street node. Furnishings and pedestrian-scaled light fixtures are missing, and transit facilities have a run-down appearance. Overhead power lines detract from the streetscape experience in many areas along Lyndale, particularly south of 58<sup>th</sup> Street, adjacent to Bachman's. Where Lyndale crosses Minnehaha Creek the road and walk are in poor condition and a chain link fence along the bridge produces a negative entry into the district. The south entry into the district is also lined with chain link fence.

The situation on State Trunk Highway 121 does not help matters. TH121 begins at 56<sup>th</sup> Street and runs southwest to connect motorists to I-35W and State Highway 62. TH121 is a divided highway with one-way traffic lanes on either side of a large grassy median. Motorists tend to speed beyond the posted limits making pedestrian

crossings difficult and dangerous. The highway spur has the added effect of dividing the Kenny and Windom neighborhoods from easy and safe pedestrian connections. TH121 does not possess any of the streetscape elements that might make it pedestrian friendly, including sidewalks.

Fortunately, the community, the City of Minneapolis, Hennepin County and the Minnesota Department of Transportation have recognized there are problems and plans have been prepared to remedy many of these problems by reconstructing portions of Lyndale Avenue, TH121, and the Crosstown interchanges. Additionally, many local streets are being studied to provide better connections between Windom and Kenny neighborhoods. The master plan anticipates these roadway changes and recommends further study and funding mechanisms to ensure they are realized. The master plan promotes the following recommendations regarding the street system:

- Work with Hennepin County to reconstruct Lyndale Avenue improvements from Minnehaha Creek Bridge to 56th Street. The design currently includes on-street parking on both sides of the street. On-street parking is critical to the streetscape environment and the success of retail businesses in the corridor. The plans also include one traffic lane in either direction and turn lanes at intersections. The current right-of-way width should be maintained throughout the corridor. Sidewalk widths should be maintained per the plans generated by Hennepin County and the community. Current plans include the redesign and construction of the creek bridge. High quality materials and forms should be utilized to establish a positive identity at the north gateway into the district.
- Fund and construct streetscape enhancements between the creek and 56th Street in conjunction with the Hennepin County plans for the roadway reconstruction per the design plans adopted by the community in 2004 (prepared by SEH). The plans call for street trees, raised plantings, median plantings, street furnishings and pedestrian-scaled light poles. The master plan recommends planting in the medians be done to minimize visual disturbance across the street section to address business owner concerns.
- Fund, design and reconstruct Lyndale Avenue from 56th Street to the Crosstown Highway based on the Hennepin County and neighborhood design plans for the section north of 56th Street. In other words, the master plan recommends a continuation of the same streetscape treatment for Lyndale from Minnehaha Creek to the Crosstown, including two-way traffic lanes with on-street parking throughout the entire corridor.



*Lyndale at Crosstown Highway 62 – opportunities exist to create a more positive gateway image with MnDOT reconstruction efforts at this interchange*



*Reconstruction efforts at the Minnehaha Creek Bridge should focus on creating a more pedestrian-friendly and identifiable bridge into the district*



*Highway 121 Realignment Plans should be supported with funding and further design studies*

- Fund, design and reconstruct State Trunk Highway 121 per recommended realignment studies prepared by the City of Minneapolis (see plan). Current plans call for TH121 to tie into the proposed MNDOT design of the interchange as part of the I-35W/Crosstown Commons reconstruction project. From there, TH121 should taper to an undivided two-way road with on-street parking to serve residential development and calm traffic. TH121 is designed to intersect with 58th Street approximately 200 feet west of Lyndale Avenue. This distance allows for adequate turn lane stacking between TH121 and Lyndale Avenue and should be maintained. The key benefits to the realignment of TH121 include traffic slowing along 121, potential redevelopment sites along the west side of the current right-of-way and the ability to intersect 59th and 60th Streets to TH121. Speed limits on TH121 should be reduced to 30 miles per hour to encourage residential development in the turnback sites along 121.
- Construct 57th Street through the current TH121 right-of-way when 121 is reconstructed. This will provide a better connection between the Windom and Kenny neighborhoods.
- Construct 59th and 60th Street connections to TH121. This will provide better connections from Kenny to 121 and tend to slow traffic along 121.
- All streets in the corridor should include on-street parallel parking.
- All intersections in the corridor should include the design and construction of safe and visible pedestrian crossings in conjunction with roadway reconstruction.

### **Potential Redevelopment Opportunities**

A master plan that looks out 20 or more years attempts to identify areas or sites that might provide good potential for redevelopment. These sites may be in nonconformance with the current comprehensive plan or zoning map, deemed to be underutilized in their current state, inconsistent with community values or vision for the area or could become available for redevelopment as a result of infrastructure improvements. This master plan identifies areas within the corridor that could potentially become sites for redevelopment activity. It should be noted however, that several factors must come into play for redevelopment to occur. In some cases public infrastructure improvements in the corridor may result in potential sites for redevelopment. In others, market forces may be the cause for redevelopment. In any case, this plan does not anticipate the use of condemnation and/or eminent domain to free up sites for redevelopment.

During the master planning process members of the community and Project Team identified potential sites for change or redevelopment activity. During the first community open house citizens identified

sites, structures or uses that were inconsistent with community values – sites they felt were ripe for change in the corridor (see Chapter 5.0 *Planning Process*). These sites were then discussed further with Project Team members during the Planning Charrette to determine which sites represented the greatest potential for new land use classification, development or redevelopment. The sites or areas identified during the Charrette included the following:

- Two existing motel uses between 56th and 58th Streets
- Neighborhood commercial node at 54th Street and Lyndale
- Potential turn-back sites resulting from reconstruction of TH121
- Industrial use located at Crosstown
- Various surface parking lots



*Potential redevelopment sites as a result from State Highway 121 reconstruction*

Additionally, representatives from Borton Volvo attending the Charrette suggested the master plan study the potential for redevelopment activity on the dealership sites.

With the exception of the TH121 “turn-back” sites created by the realignment of 121, the master plan does not identify specific sites for active “redevelopment”. Instead, it recommends a future land use plan and set of design guidelines to direct the type of redevelopment in the event that those sites are proposed for future redevelopment. In some cases, the plan recommends a change to a current land use where a great opportunity is seen to achieve goals and objectives

articulated by the community or better supports goals of *The Minneapolis Plan*.

The master plan identifies the following sites and makes recommendations regarding land use changes and/or redevelopment in the corridor:

- Utilize the TH121 “turn-back” sites to catalyze positive development activity in the corridor, build on the goals articulated in the vision statement, address growth objectives, and add important new uses to the corridor including residential, neighborhood commercial, and open space. Today these sites are unusable open areas contained within the TH121 right-of-way. The plan identifies the narrow sites adjacent to the realigned TH121 for attached single-family residential (townhomes). It is recommended that the scale and character of the townhomes be compatible with Kenny’s single-family neighborhood. Additionally, the plan calls for linear open space along the length of TH121 between the roadway and the townhome development sites. This open space corridor should include a combined bike and pedestrian trail connecting Grass Lake to a proposed village green centrally located in the corridor. Other turn back sites are located to the north of 58th Street. The site immediately to the north of 58th Street, roughly four acres in size, offers a great opportunity for mixed-use development with ground level retail and upper stories of residential flats. Given the scale of the site and its prominent location, it is recommended that the development here be scaled for more density. Immediately to the north of 57th Street, the pie-shaped turn-back site has been identified for open space. The plan recommends this site be developed as a village green park space for the community to enjoy.



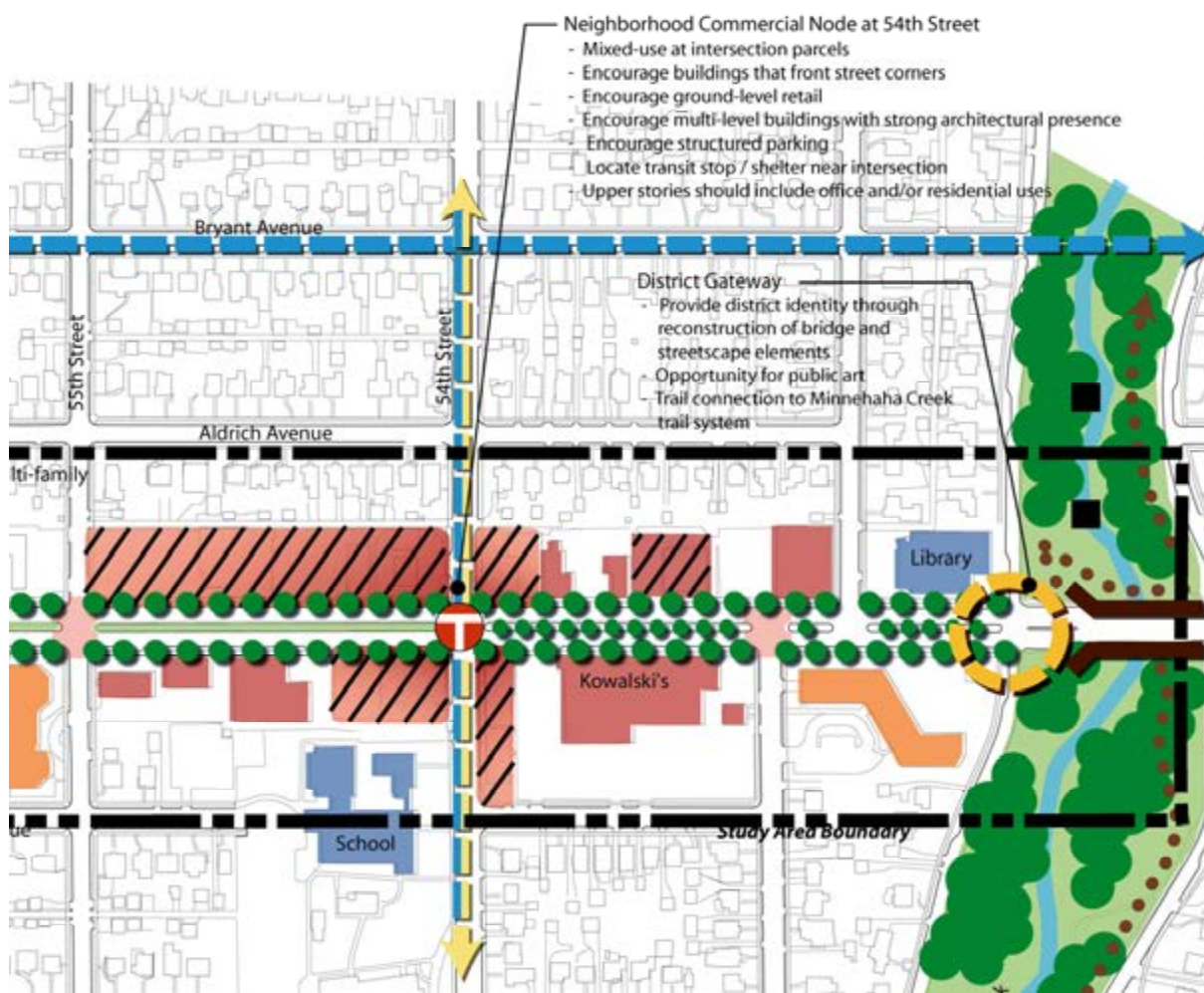
- The sites located at the northeast intersection of 58th and Lyndale today include a couple of small office spaces located in a strip development. To the north of this parcel is one of the motel sites in the corridor. Current zoning allows for neighborhood commercial. The master plan recommends these sites be considered for multi-story mixed use development with ground level, neighborhood retail uses and residential or office uses located in upper stories. The other motel site, north of this node, is recommended for multi-family residential use.
- The industrially zoned site located at the southeast end of the Lyndale corridor, currently occupied by Centerpoint Energy, should be considered for future commercial use. During the planning process many in the community questioned whether an industrial use was the highest and best use of this land, considering its prominent location along the interstate system at the Lyndale interchange. The site possesses tremendous opportunity to project a positive image on the community where 160,000 vehicles pass by every day. Additionally, when the Lyndale/Crosstown interchange is constructed and future plans for Lyndale Avenue are built, the increased traffic along Lyndale will create more pressure on this site for a new set of uses that can create a positive image and better utilize a valuable parcel of land in the corridor. The master plan recommends the future of this site be considered for commercial use.
- As the corridor densifies, reuse of surface parking lots should be considered for redevelopment. The master plan identifies the Mt. Olivet surface parking lot located directly to the south of the Care Center as a potential site for future expansion of housing for seniors. The corridor has been identified to host future city growth and the market study suggests a healthy market for senior housing in the study area.



Encourage future multi-family housing between 55<sup>th</sup> and 57<sup>th</sup> Streets

- Another site identified for future residential uses is the Borton Volvo site located between 55th and 56th Streets. This site is currently zoned for neighborhood commercial uses, however, the master plan suggests commercial uses be concentrated at two neighborhood commercial nodes, one located at 54th and Lyndale, the other at 58th and Lyndale. The sites in between have been identified to accommodate primarily residential uses. The master plan recommends this site be considered for future multi-family residential uses.





Neighborhood Commercial Node at 54<sup>th</sup> and Lyndale Avenue

- The node located at 54th and Lyndale has been identified in *The Minneapolis Plan* as a Neighborhood Commercial Node. The community and the Project Team support this concept. The master plan recommends that as the corridor grows, this node be given particular consideration for a greater mix of uses, including multi-family residential above ground level retail uses. The plan suggests development build to the street corners and surface parking lots be filled in with other uses. Structured parking is recommended to free up land for uses that support pedestrian activity.

### **Neighborhood Commercial Nodes**

Traditional urban neighborhoods have long enjoyed the benefits of compact, walkable centers that offered residents places to live, work,

shop and dine. Often the identity of these neighborhoods was established by the scale, character and set of uses embodied in these centers. They complete the sense of place and land use important to a whole community. Neighborhood centers are typically more densely developed than the surrounding neighborhoods, achieve a greater mix of land uses and tend to draw more pedestrian activity.

Some of the benefits of mixed-use neighborhood centers are that they draw new residents and retain current ones, increasing the stability and diversity of the neighborhood. Today, a growing segment of the population seeks convenient transportation to work, a pedestrian friendly environment, and proximity to entertainment, restaurants and other amenities provided in these mixed-use nodes. Once segregated land uses are being connected by strategic mixed-use projects on infill and redevelopment sites.



*Compact walkable centers offer residents places to live, work, shop and dine*



*Concept plan illustrates potential future build-out of mixed-use buildings with underground parking at 54<sup>th</sup> and Lyndale node*

Acknowledging the importance of these centers on our communities, *The Minneapolis Plan* identifies key neighborhood commercial nodes around the city that provide a shopping environment of small-scale retail sales and commercial services and are compatible with adjacent

residential areas. One of these nodes has been identified at 54<sup>th</sup> and Lyndale. During the master planning process this node has been the subject of much discussion. The community determined that the 54<sup>th</sup> and Lyndale node should be a priority in the corridor and considered in the future for more density and a greater mix of uses. Another site that offers a tremendous opportunity to become a neighborhood commercial node is the area around the 58<sup>th</sup> and Lyndale intersection, specifically utilizing the sites resulting from the reconstruction of TH121 to catalyze development activity and density in this area.



Concept plan illustrates potential future build-out of mixed-use buildings with a concentration of ground level retail at 58<sup>th</sup> and Lyndale node

The master plan, with input from the community, recommends that consolidating density and mixed-use activity at these two neighborhood commercial nodes should be a priority for future redevelopment in the corridor. Consistent with the goals expressed in the *Minneapolis Plan*, this master plan recommends the following goals for these two neighborhood commercial nodes:

- Promote the development of multi-story mixed-use buildings that vertically integrate residential and commercial uses.

- Support the continued presence of small-scale retail sales and commercial services that serve the community. Future retail sales and services should be compatible with this goal.
- Restrict auto-oriented, industrial or manufacturing activities that generate significant vehicular traffic, noise or air-borne impacts on residential neighbors.
- Facilitate the redevelopment of underutilized commercial areas and promote their reuse as infill development, such as office or housing, while maintaining neighborhood compatibility.
- Promote traditional urban form in terms of building siting and massing when undertaking new development.
- Develop parking facilities and management strategies that balance the following goals: improved customer access, protection of sidewalk traffic, reduced visual impacts, mitigated impacts on neighboring uses, and shared use of parking facilities.
- Encourage the development of structured parking facilities, preferably underground. Above ground structures should be shielded from the sidewalk as much as feasible.
- Discourage the development of surface parking lots at street corners.
- Promote visible, comfortable and accessible transit stops and bicycle parking and storage within the nodes.
- Promote the presence of building frontages where windows, doors and awnings are oriented toward the sidewalk, forming a pedestrian-friendly street wall.
- Encourage street level uses that support pedestrian activity.



*Promote the development of multi-story mixed-use buildings that vertically integrate residential and commercial uses*



*Support the continued presence of small-scale retail sales and commercial services that serve the community*

### **Public and Pedestrian Places**

One of the key features of successful communities is the variety of attractive public and pedestrian spaces they contain. Public spaces consist of parks and open spaces, plazas, trails and streets. Today, in the South Lyndale Corridor, there is a need to integrate more green space, trails and pedestrian-friendly streets to enhance the livability for workers, residents and visitors alike. The existing deficiency of open space will only become more of a problem as new residents move into the corridor.

Securing the land for open space and constructing new parks in the city is difficult due to the relatively high cost of land values. In addition, the lack of designated operating funds for new parks and green spaces means that even if they are built, they may become liabilities if they are not properly maintained. Chapter 9.0,



*Public spaces, which are critical features to successful communities, provide common places for public gathering*



Informal gathering spaces should be provided to attract residents and visitors

*Implementation and Finance Tools*, recommends strategies for supporting the construction and maintenance of open space in the South Lyndale Corridor.

The community has clearly expressed a desire to integrate more usable and green open space in the corridor. Fortunately, the reconstruction of TH121 provides the South Lyndale Corridor with a real opportunity to acquire land necessary to build usable open space, including land for a centrally located “village green” and a trail corridor between the green and Grass Lake. The community also expressed a desire to improve the streetscape environment along Lyndale Avenue. Streetscape improvements should also be considered for reconstruction of TH121 and 58<sup>th</sup> Street. Other opportunities may exist to integrate plazas and courtyards within private development sites that could enhance the pedestrian experience in the corridor.

The master plan makes the following recommendations to achieve the public and pedestrian places goals articulated by the community:



Concept plan illustrates the idea of incorporating a common “Village Green” between 56<sup>th</sup> and 57<sup>th</sup> Streets

- Several sites will become available for redevelopment with the reconstruction of TH121, including the site between 56<sup>th</sup> and 57<sup>th</sup> Street along the west side of Lyndale. This site presents difficult challenges for development due to its

unorthodox shape and small dimension on the north half of the site. Through the planning process and community input, it was determined that this site provides an excellent opportunity to integrate an urban public park – a “village green”. The village green is a place that could provide a backdrop for community events such as music concerts, farmers’ markets or fairs. The master plan recommends the City take steps to secure this site for public open space and design it to accommodate passive community uses.

- Other sites that will become available include the western portion of the existing right-of-way. These narrow sites have been designated for future townhome development in the master plan, but they also provide the opportunity to integrate a combined pedestrian and bicycle trail corridor along TH121. This trail corridor is proposed to connect the open space at Grass Lake with the future village green. It also provides a buffer between TH121 and the townhome sites. The master plan recommends the City take steps to secure land for a trail corridor when TH121 is reconstructed and the land is conveyed to either the City or Hennepin County. The corridor should be complete enough to conveniently connect Grass Lake and the proposed village green. It is possible that this trail corridor could be constructed within TH121 right-of-way as part of the streetscape design.
- The community has expressed a desire for a more direct connection to the Minnehaha Creek trail system from the south side of the creek. This would require a switchback trail to negotiate the steep creek bank and a pedestrian crossing of the creek. The current park land on the west side of the Minnehaha Creek Bridge offers the park space available to construct a trail connection to the Minnehaha Creek trail system. The master plan recommends the City consider designing and constructing this trail connection when future funds become available for park improvements in the South Lyndale Corridor.
- As much as the South Lyndale Corridor is about buildings, it is even more about the spaces that bind those buildings together. The streetscape and the spaces that exist between buildings make up our impression of the corridor and determine if pedestrians will walk here. The master plan recognizes the energy and thought put into the design of a more pedestrian-friendly streetscape system for Lyndale Avenue and promotes its construction in conjunction with County plans for street improvements. The master plan also recommends the design be constructed to Crosstown Highway if, and when, Lyndale Avenue improvements are completed to the Crosstown. Additionally, TH121 reconstruction should include a streetscape design of its own



*“The city street is the river of life...”*

*William H. Whyte*



*Every effort should be made to create streets that are safe and attractive to pedestrians*



*A village green can become the place where events such as farmers markets occur*

with elements befitting an attractive residential street such as street trees, boulevards and lighting. The block of 58th Street should be given consideration for design consistent with the quality of that proposed for Lyndale Avenue. Ultimately, the South Lyndale Corridor should be well connected with sidewalks on all public streets to promote greater accessibility.

- All street intersections should include safe and accessible pedestrian crossings. Several strategies can be utilized to achieve safe crossings including the following:
  - The inclusion of adequate turn lanes for autos.
  - Adherence to ADA requirements regarding warning devices in the pavement systems.
  - Visible pedestrian crossing markings and stop bars for traffic.
  - Designing pedestrian refuges into the medians.
  - Clear and unobstructed signage for motorists.



*Promote and support alternative modes of transportation through programming and design*



*Create a trail connection between the "Village Green" and Grass Lake*

### **Alternative Modes of Transportation**

“Location, location, location” is still the mantra of real estate, but as traffic and congestion erode quality of life, the marketplace is reevaluating the definition of what is a premium location. While people still value convenient access to freeways, airports and regional trail systems, more and more people are looking to live in places where job opportunities, shops and services are within easy walking distance. Walkability is enhanced by wide sidewalks, convenient and safe pedestrian crossings and pedestrian connections between neighborhoods. When such an environment is layered with transit options, livability is further enhanced because people are presented with additional choices for mobility. The most successful communities of the future will be those that understand the importance of mobility choices and the premiums residents are willing to pay to recapture their commuting time.

The South Lyndale Corridor provides convenient choices for automobile, bus, bicycle and pedestrian transportation modes. While automobile and pedestrian modes of transportation have been covered well in other chapters and sections, here the master plan offers the following recommendations regarding bus and bicycle transit:

- Lyndale Avenue and 54th Street are designated bus routes. Bus traffic on Lyndale Avenue is convenient and runs frequently, carrying passengers to downtown Minneapolis and other destinations in the city and metro area. Bus stops are relatively frequent and seating is typically provided, however, some of the stops appear run down and lack shelter. The master plan recommends that bus stops be

uniformly improved and regularly maintained to encourage greater ridership.

- The plan identifies key bus transit stops at the neighborhood commercial nodes located at the 54th and 58th Street intersections along Lyndale. These transit stops should become well integrated with the future streetscape design for Lyndale. They should project a safe and attractive presence on the street to encourage ridership. These stops should provide seating and shelter from the elements, security lighting and informational signage.
- The master plan acknowledges that Minneapolis has a citywide bicycle route master plan. Bryant and Pleasant Avenues provide north/south routes in the area, while 54th and 58th Streets provide east/west routes. These routes should include bicycle signage and striping where appropriate and feasible.
- The proposed open space recommendations provide for a combined bike and pedestrian trail connection between Grass Lake and the “village green” along the TH121 right-of-way.
- At the proposed neighborhood commercial nodes of 54th and 58th Streets and Lyndale, an adequate supply of bicycle parking should be provided.

### **Gateways**

There are points in the fabric of the corridor where a sense of arrival can be achieved – those spots where one feels they have arrived into the South Lyndale “District”. These portals or nodes might celebrate the “garden district” theme, as previously mentioned, in some way by incorporating landscape elements or streetscape materials and forms. They may also include public art as a way to establish and celebrate a sense of community pride. Gateway or sense of arrival may be achieved at the neighborhood commercial nodes by increased density and activity at key intersections. Whatever the treatment, they are significant points in the corridor that should be carefully and consistently designed with a theme and quality materials.

The master plan recommends the following regarding corridor gateways:

- The Minnehaha Creek crossing at the north edge of the corridor provides a unique set of circumstances to create a positive image for the district that capitalizes on the natural features of the creek corridor. This north gateway should be given priority and treated to reflect the “garden district” theme.
- The bridge crossing Minnehaha Creek is planned for reconstruction by Hennepin County along with plans to



*Public art can help create a sense of arrival into the district*



*The Minnehaha Creek bridge and park space should be improved to create a sense of arrival into the South Lyndale Corridor with trail connections to the creek*



reconstruct Lyndale Avenue. The master plan recommends that high quality, durable materials and design forms are utilized in reconstructing the bridge to create a sense of pride and place at the north gateway into the community.

- Adequate pedestrian walkways should be incorporated into the bridge design and constructed of high quality materials as well as streetscape elements (per the SEH design palette) used to create a sense of place at the bridge entry into the district.
- An opportunity exists for the installation of public art, particularly in City open space land on the west side of Lyndale, across the street from Washburn Library. The City should consider the design and installation of public art at this location that might reflect some characteristic or history of the community.
- The south gateway into the corridor where the Crosstown Highway crosses Lyndale Avenue, is currently a bleak strip of landscape lined with chain link fencing on the east side. The west side of Lyndale is in better condition – lined with Peter’s Billiards and several multi-family residential buildings. The streetscape here is dismal and dangerous for pedestrians. This gateway should become a priority for planning and design in the corridor. It is highly visible to 160,000 cars per day and provides a gateway into the corridor from Richfield. MNDOT plans to reconstruct the interchange by 2009. This provides the impetus to develop a plan for the interchange that can and should provide a pleasant gateway into the district.
- The south gateway should incorporate elements of the SEH streetscape design proposal to create a sense of arrival into the South Lyndale district that plays off the “garden district” theme.
- The plans for realignment of TH121 have the street terminating at 58th Street. Where these two streets intersect there is a great opportunity to create a district identity. Future development in the parcel along the north side of 58th Street should incorporate a landmark-like feature. This could be a significant architectural feature, a plaza, water feature, or public art. Whatever the treatment, it should reflect the “garden district” theme and a strong sense of place.
- The two neighborhood commercial nodes identified earlier in the document, at 54th and 58th Streets, should be thought of as opportunities to create district identity as they are the gateways into the heart of the corridor. These two nodes should be developed with a greater density and building height to signalize to visitors a sense of place and arrival into those nodes. They should also reflect the “garden district”

theme through the use of streetscape elements, signage, plazas, or other amenities.

## 6.2 RECOMMENDED LAND USE PLAN

Identification of supportive patterns of land use will guide development within the South Lyndale Corridor. The recommended land use plan supports the goals and objectives as established in *The Minneapolis Plan*. Many of these goals have been previously mentioned. These recommendations may ultimately cause change to zoning documents if they are deemed to support the goals of the comprehensive plan.

### **Mixed-Use**

Mixed-use development refers to the integration of residential, commercial, retail, occupational, civic, recreational, and educational uses; the integration is accomplished in such a way as to reduce traffic congestion and contain urban sprawl. The mix of land uses in a compact area not only supports and enhances each element in the development but also provides residents a rich and diverse environment in which to live, work, shop, play and learn.

The recommended land use plan for the South Lyndale Corridor identifies mixed use areas at the neighborhood commercial nodes located at the 54<sup>th</sup> and 58<sup>th</sup> Street intersections (see plan). Existing uses in these two areas are a mix including: commercial, office, residential and cultural uses. The mixed-use designation supports the idea that these two nodes continue to develop in a manner that integrates many uses in a vertical and horizontal pattern.

### **Commercial**

Many forms and scales of commercial uses exist in the South Lyndale Corridor today, ranging from large-scale destination retail to small-scale neighborhood-serving shops and services. Office uses are scattered throughout the corridor. Given the history of commercial use in the corridor, the relatively high volume of traffic, and the desire for the community to enjoy a variety of shops and services, it is important that commercial land uses be supported and maintained.

Future land use recommendations for the corridor include commercial uses concentrated at the 54<sup>th</sup> Street and Lyndale node, and at the 58<sup>th</sup> Street and Lyndale node. The plan encourages a set of commercial uses for these two nodes that will support pedestrian activity consistent with the goals outlined in *The Minneapolis Plan* for Neighborhood Commercial Nodes. The Bachman's site is recommended for continued commercial use along with three other areas south of 59<sup>th</sup> Street, including the site at the far southeast segment of the corridor which is currently zoned for industrial use. The plan recommends commercial use for this industrial site for several reasons: to better support the goals stated in *The Minneapolis*



*Mixed-use development provides residents with a rich and diverse environment in which to live, work, shop, play and learn*



*The corridor should continue to provide commercial shops and services that serve nearby residents*

*Plan*, to support community goals and input, and to support land uses more compatible with the idea of creating a sense of place at this significant gateway into the district.



*Housing should be the cornerstone of future development in the corridor*

### **Residential**

Housing is the cornerstone of developing new and promoting existing neighborhoods in the corridor. The community has expressed a desire for a range of housing options to meet the demands of a diverse population and life cycle changes. There are many benefits to mixing housing types in the corridor:

- 1) It provides living options for those of diverse economic and social backgrounds seeking an urban lifestyle;
- 2) A neighborhood that offers a balanced mix of housing types and prices will return more value to the community, to the residents and the developer. A variety of building types, plans, and prices enhances value by broadening the market for development, increasing absorption while creating an attractive, aesthetically diverse neighborhood that avoids the “cookie cutter” syndrome.
- 3) Multiple generations are choosing to live near each other. Instead of being isolated in retirement communities, many older people prefer to live in the same area as their children and grandchildren, creating more demand for multi-family housing, accessory units and small-lot single-family homes, and;
- 4) Offering a diverse mix of home types and densities can help achieve the City’s goal of containing urban sprawl and providing growth opportunities within the City of Minneapolis.

The future land use plan recommends increased housing density in the mixed-use areas located at both neighborhood commercial nodes, incorporated with other uses. The mixed-use nodes located at 54<sup>th</sup> and 58<sup>th</sup> Streets should include multi-story flats with ground level retail uses where appropriate. This can help achieve the goals of creating vitality and synergy in these nodes and increased safety by getting more “eyes on the street”. Between the two neighborhood commercial nodes, roughly from 55<sup>th</sup> to 57<sup>th</sup> Streets, the plan recommends additional stand-alone, medium- to high-density multi-family residential uses. Finally, the future land use plan recommends attached single-family residential uses along the west side of the reconstructed TH121. These sites have been identified for medium-density residential development.



*Parks and open space add value to the community*

### **Parks and Open Space**

Parks and open space can fulfill an important role by preserving ecosystem components and connections, and providing for the needs and desires of community residents. When open space successfully fulfills this role, value is added to the community. Open space

becomes an amenity in itself when it improves the experience of living in a community.

Communities should be planned and designed in ways that create a strong sense of place. A major element in the creation of that place comes from providing citizens with active and passive parks and open spaces. The South Lyndale community has expressed a clear desire for more usable open space in the corridor. The reconstruction of TH121 provides this opportunity for the City to incorporate more open space in the corridor.

The future land use plan identifies parks and open space land uses in the corridor, including a site for a village green located between 56<sup>th</sup> and 57<sup>th</sup> Streets along the west side of Lyndale. Additionally, the plan recommends a corridor of open space that runs along the west side of the reconstructed TH121 and connects Grass Lake to the village green.

### ***Civic/Cultural***

Civic and cultural uses complete a community. They are a central element of the South Lyndale Corridor’s vitality and community pride. It is especially important that institutions such as the Washburn Library, Annunciation School and Church, Richfield United Methodist Church, Oak Hill Cemetery, and other civic and cultural institutions in the area be included in the corridor. They provide important services to members of the community for educational and spiritual purposes and they connect us to our history. The future land use plan recommends the continued presence of these important land uses in the corridor.



*Support the continued presence of civic and cultural facilities in the corridor*

### ***Industrial***

Industrial uses, while important to the function of a city, may not be appropriate land uses in the South Lyndale Corridor. As the interchange at Lyndale and Crosstown gains prominence as a gateway into the corridor, the industrial site existing at the interchange becomes more out of character in the corridor. It presents a challenge in terms of creating an attractive gateway and vitality at a significant portal into the district. The future land use plan recommends commercial use may be more appropriate for this important site.



### 7.1 Introduction

The creation of a mixed-use and pedestrian-oriented district along the South Lyndale Corridor will rely not only on the vision and guiding principles that call for land uses that encourage pedestrian activity, but also on a clear set of guidelines that will provide the direction to achieve the goals of the Master Plan. The South Lyndale Corridor Urban Design Guidelines will provide a policy manual for city planners to guide developers and architects through the process of creating a pedestrian-oriented, visually cohesive, and economically viable community corridor.

While the guidelines keep a fixed eye upon the vision, they are also flexible and encourage design creativity. They do not, for example, mandate particular architectural styles or building materials. Instead, the goals and policies stated in the guidelines recognize that the South Lyndale Corridor will be redeveloped and evolve over time and that they strive to achieve the following:

- Provide clear guidance to the character, scale, quality and relationships desired by the community;
- Create and maintain a standard of quality that will sustain real estate values;
- Promote a cohesive development pattern while allowing for diversity and variety in the design and construction of individual projects;
- Assist city staff, planners, designers, developers, and users/owners in making consistent choices that reinforce the vision;
- Promote the goals outlined in the South Lyndale Vision Statement:
  - Blend the area's natural beauty, existing resources, and future development to create attractive, well-maintained spaces with a distinct sense of place.
  - Encourage a neighborhood-friendly transportation environment that emphasizes pedestrian activities while accommodating vehicles.
  - Foster neighborhood-focused businesses and a development climate that meets the needs of the residents.

## 7.2 Description of Terms

### Goal

Goal statements are provided to define the objectives which the guidelines have been created to achieve. In circumstances where the appropriateness of a guideline is in question or under negotiation, the goal statement will provide additional direction.

### Policies

Policy statements provide specific direction to promote the objectives defined by the goal statements. Policy statements use the term “should” or “may” to denote they are considered relevant to achieving the stated goal, and will be pertinent to the city review process.

## 7.3 District Identity

### Goal

Cities are complex structures identified by the districts within them. Districts are often characterized by their physical, cultural or land use attributes. The South Lyndale Corridor should represent the best elements of traditional urban form and encourage site planning that enhances the pedestrian environment. Amenities such as the Minnehaha Creek and the legacy of parks, gardens and great neighborhood streets in South Minneapolis should be strengthened to create a distinct district identity for the South Lyndale Corridor.

### Policies

- The district identity should build upon themes that highlight the legacy of gardens, parks and great neighborhood streets. A sense that spaces are well ordered and tended should be evident in the patterns and materials developed in the district. Plants, ranging from street trees to colorful annual and perennial flowers should be used to enliven and soften the urban edges, adding color texture to the pedestrian environment.
- District identity should be established at the north (Minnehaha Creek Bridge Crossing) and south (Highway 62 interchange) ends of the district by developing entry gardens consisting of planting beds along Lyndale Avenue that incorporate colorful plants and streetscape elements such as cast stone markers to identify the district.
- District identity should culminate at the intersections of 54th Street and 58th Street along Lyndale Avenue, where opportunities will exist for increased building mass and unique architectural features, active building uses with entrances on the street, and pedestrian amenities.
- A “Village Green” should be located along Lyndale Avenue between 56th and 57th Streets. The green should be a source



*Public space features can create district identity and gateway elements*



*Buildings may be the primary identity elements in a neighborhood commercial node*

of community pride within the garden district and provide the surrounding neighborhoods with usable public space for social gathering and events.

- Buildings and district activities should spill onto the sidewalk and become part of the identity people see as they pass through and circulate within the district.

## 7.4 Streets and Public Spaces

### Goal

Streets, parks, plazas and trail corridors provide the community with common places for public gathering, events, commerce, movement, access and recreation. As public spaces, the streets and public spaces in the South Lyndale Corridor should offer pleasant circulation for motorists, bicyclists and pedestrians, create identity for the district and provide opportunities for social gathering among residents and visitors. They Lyndale Avenue south streetscape design completed in 2004 by SHE should be implemented and provide a basis for quality of design and materials with the corridor.



*Well designed streetscapes and public spaces provide the community with common places for public gathering and community identity*

### Policies

- Provide continuous sidewalks along all streets with safe pedestrian crossings at each corner; combine and limit curb cuts that interrupt the sidewalk.
- Provide a variety of types and sizes of public spaces within the corridor for public gathering, events and to create community identity.
- Encourage the incorporation of residential courtyards and plazas within redevelopment parcels.
- Provide ornamental fences and plantings to screen parking areas from street views.
- Establish a method of maintaining public improvements that is common for all properties in the district.

### Streetscape Elements

#### Goal

Street furniture, street trees and other amenities are intended to unify the public right-of-way with a unique character. Street furnishings add variety, comfort and identity to the streetscape theme. Street trees are intended to provide shade and comfort for pedestrians, as well as establish a buffer from automobile traffic. They help to spatially define and unify the overall streetscape theme and identity.

#### Policies

- There should be a clear pedestrian walking zone on both sides of the street of adequate width to serve projected pedestrian needs.



*Street trees and furnishings should unify the public right-of-way*





*Unique pedestrian-scale lighting and seating should be provided within the public right-of-way*

- Street furnishings, trees and amenities should occupy consistent, well defined zones parallel to the walking zone.
- Street lights and other elements should be placed in an orderly fashion at the back of the curb to define the edge of the pedestrian activity zone.
- Street trees should be provided along all streets where appropriate to provide shade, comfort and safety for pedestrians and create district identity.

### **Lighting**

#### **Policies**

- Unique and pedestrian-scaled lighting should be provided within the public right-of-ways along Lyndale Ave. and the reconstructed Highway 121. A consistent standard for district lighting should be developed before any installation is approved.
- Pedestrian light fixtures should be installed at regular intervals frequently and of such illumination levels to provide safe levels of light on public sidewalks without negatively impacting adjacent residential uses.

### **Seating**

#### **Policies**

- Seating should be provided to serve bus transit stops, building entry areas and public spaces such as plazas and parks.
- Sidewalk benches should be oriented so they will not impede pedestrian movement.

### **Public Spaces**

#### **Goal**

Create public spaces of varying type and size to foster social interaction, provide venues for community events and create district identity.

#### **Policies**

- Provide a public park (Village Green) along Lyndale Avenue between 56th and 57th Streets in redevelopment land that results from the realignment and construction of Highway 121.
- Provide a publicly accessible trail corridor in redevelopment land that results from the realignment and construction of Highway 121. This corridor should be a linear open space that connects the Grass Lake open space to the future “Village Green”.



*Create public spaces of varying type and size to foster social interaction*

- Provide a small gathering area in the park land near the public library and a trail connection to the Minnehaha Creek trail system.
- Encourage small outdoor gathering spaces adjacent to sidewalks, particularly near restaurants, cafes and other active businesses.
- All public spaces should be designed to encourage use. Characteristics that encourage frequent use include easy access, location on a pedestrian corridor, safety and visibility, sunny exposure and locations near building entries.



*All public spaces should be designed to encourage use and provide comfort*

## 7.5 Vehicular Circulation and Access

### Goal

Minimize vehicular access (curb cuts) on primary frontages to maximize uninterrupted public sidewalks and minimize conflicts between vehicles and pedestrians. Additionally, service functions, such as deliveries and refuse pick up should be away from primary building frontages.

### Policies

- Development should limit curb cuts to access buildings from Lyndale Avenue. Vehicular building access points should be located off secondary cross streets and public alleyways where possible.
- Where possible, curb cuts and driveways should be shared or common between multiple developments.
- Driveways located between the street and any structures on the property should be avoided or minimized.
- Service and delivery activities should be separated from the primary public access and screened from public view by means such as:
  - Locating underground.
  - Locating internal to structures.
  - Providing walls, fences and/or landscaping of sufficient height and density to screen service areas..
  - Service areas should not be visible from streets, other public areas, or adjacent properties. Roofs should be required if the area is overviewed by residential uses.



*Driveways that interrupt pedestrian flow should be avoided or minimized*



*Provide attractive and safe transit shelters and seating to encourage greater transit use*

## 7.6 Transit

### Goal

Provide a pleasant transportation alternative to the automobile such that less space need be devoted to parking surfaces and driving lanes and that traffic congestion can be reduced.

### **Policies**

- Create transit stops on both sides of Lyndale Avenue at 54th and 58th Streets as safe, secure shelters integrated with the streetscape system along Lyndale Avenue.
- Design and locate stops, shelters and seating as integral elements of the streetscape, providing attractive community features that use patterns and materials that reflect district identity.
- Provide adequate seating at each bus stop.

## **7.7 Site Development**

### **Goal**

Development within the South Lyndale Corridor should present a unified scale and character of the built environment to reinforce the sense of a complete and identifiable district, emphasizing the creation of an urban village rather than a strip commercial center.

### **Policies**

- Buildings should be placed to occupy the street edge to the greatest degree possible, creating a continuous pedestrian-oriented façade along Lyndale Avenue. Buildings containing only residential uses may be set back from the street edge for privacy and security reasons.
- Where buildings do not meet the right-of-way line or property line, the space should be occupied by active uses such as sidewalk cafés, outdoor sales areas or plazas intended to invite pedestrian activity as well as landscaping.
- Parking areas should be located behind primary buildings whenever possible to encourage continuity of building uses that support pedestrian activity along the street.
- New development should respect the scale, character and use of existing buildings and uses surrounding the site.

### **Building Orientation**

#### **Goal**

Buildings are the primary elements within the district that create edges to the street environment. It is the goal of these design guidelines to require that buildings are oriented toward streets to reinforce the urban character of the district.

#### **Policies**



*Buildings should be placed to occupy the street edge*



*Building corners are significant features and should be treated to help create district identity*

- Orient buildings toward street frontage at all locations within the district, particularly along Lyndale Avenue and potential redevelopment sites created along Highway 121.
- Building corners are prominent features and should be treated to take advantage of the opportunity to create district identity by incorporating exciting entrances and architectural features.

### **Setback and Build-To Requirements**

#### **Goal**

The purpose of establishing building setbacks and build-to requirements include the following:

- To control the location of buildings to define and contain the street space; concentrate and reinforce pedestrian activity; create a sense of the street as a “place”; provide adequate space between structures and public spaces; accommodate associated activities; provide necessary light, air and scale relationships.
- To allow a minimum separation between potentially incompatible activities.



*Surface parking lots should be designed to minimize visual impacts.*

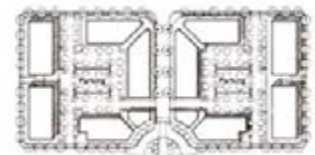
#### **Policies**

- Buildings within either Neighborhood Commercial Node should contain active pedestrian uses at the ground level when facing a street and should build a majority of the building façade at or near the right-of-way line.
- Buildings located outside either Neighborhood Commercial Node should build the majority of the building façade within eight (8) feet of the right-of-way line per current site plan review requirements.
- Setbacks should be used primarily to accommodate active public uses or buildings containing only residential uses.

### **Parking**

#### **Goal**

Parking should not be a dominant land use seen from the public environment. Configure and locate parking to insure that buildings and pedestrian areas are the focus of the district.



*Parking should be located behind buildings so buildings can front street edges*

#### **Policies**

- Parking should be located behind or beneath buildings. Minimal parking should be located alongside buildings.
- Underground or structured parking within each block should be encouraged to achieve greater density and reduce the amount of surface parking seen within the corridor.



*Creative surface parking solutions are encouraged*

- Parking lots at street corners should be prohibited. An exception to this rule would allow for a parking structure to be located at the intersection with ground level uses within the structure that support pedestrian activity.
- Any parking structure located within either Neighborhood Commercial Node should incorporate pedestrian-active uses on any street frontage.
- Parking maximum ratios, rather than minimum ratios, should be applied within the district to encourage more use of transit services and to reduce excess parking.
- Encourage the development of uses that creatively share parking by time of day among a variety of uses in order to reduce the total amount of land dedicated to parking.
- Surface parking areas should be screened from the sidewalk and/or adjacent residential uses.
- Visual impacts of parking structures on adjacent development, particularly residential uses, should be minimized through screening devices and/or building façade treatments.
- Parking structures should be designed to conceal the view of all parked cars and internal light sources from adjacent public right-of-ways, public open space or residential districts for the full height of the structure.
- Parking structures should use materials and architectural detailing found in the primary development being served.
- “Green” parking lots are encouraged where structured parking is not feasible. Planting islands should break up large parking expanses and rain water gardens should catch runoff whenever possible.



*Conceal view of parking structures*

### ***Relationship to Existing Residential Uses***

#### **Goal**

Development within the South Lyndale Corridor should respect and complement the scale and character of existing residential uses, and establish buffers and other mitigation devices to minimize traffic, odor and noise nuisances that may affect adjacent residents.

#### **Policies**

- Proposed buildings within the corridor should utilize setbacks, building bulk reduction and façade treatments, landscape buffers and other mitigation measures to minimize negative impacts to existing residential uses.
- Reconstructed Highway 121 should be designated a 30 mph speed zone to reduce traffic speeding, creating a safer residential street and reducing traffic noise.



*Commercial establishments should respect the scale and character of residential neighborhoods*

## 7.8 Buildings

### Goal

Buildings along Lyndale Avenue are the most significant built components within the district. Their physical attributes and uses contained within them establish the scale, character and life of the district. The point where buildings meet the street is the most important in the fabric of the South Lyndale Corridor. It is the place where the activity of the street is offered the opportunity to intertwine with commerce, housing, entertainment and dining. Placement of the building near or at the back edge of the sidewalk not only reinforces the vital relationship between public and private spaces along the corridor, but the ways in which the building rises from the street defines the public space of the street.

The goal of these guidelines is to encourage the development of buildings that reflect the character of a cohesive and vibrant urban village rather than a disconnected collection of residences and businesses that resemble a commercial strip.

### Policies

- Buildings must convey an urban disposition in the highest sense. Buildings should reinforce the urban character of the street by maintaining most of their lower floor frontage at the edge of the public right-of-way. These “build-to” lines define the street space, concentrate and reinforce pedestrian activity, and create a sense of the street as a “place”.
- Buildings should be inviting places that interact with the life on the street. They should include every provision to avoid the “strip” commercial effect along the corridor. Allow for individual expression from building to building to reflect the character of a district of individual shops and businesses rather than a strip center
- Where the building meets the street, its base should be clearly expressed by the articulation of forms and details and the use of high quality materials. Special first level features such as shop windows, awnings or arcades should be employed to lend richness to the street.
- Buildings need open and inviting facades with as many entries as possible to ground-floor pedestrian-active uses. Pedestrian-active uses engage the interest of passers-by on sidewalks and allow views into shop windows and building interiors. Frequent entries to residential, commercial and mixed-use buildings make streets feel inhabited. They enhance the perception of a vital, secure environment.
- Encourage the use of brick, stone or high quality precast concrete and metals that are matte finish and neutral in color with visible corner trim when used for exterior walls.



*Physical attributes of buildings establish the scale, character and life of the district*



*Buildings should exhibit an urban character and reinforce the street edge*



*Windows, awnings, entries and arcades should be utilized to animate the streetscape*



*Large, blank wall surfaces should be avoided. Windows, doorways, awnings and other means of articulating facades are encouraged*

- Large, blank wall surfaces should be avoided. Windows, doorways or other means of articulating large façades are encouraged.
- Franchise colors, patterns and building designs should be discouraged.
- Mechanical systems and trash storage areas should be integrated into the design of the building.

### **Building Height**

#### **Goal**

Building heights should reflect the scale and character of an urban village center. Buildings should be of sufficient height to structure the public spaces yet respect and complement the scale and character of the surrounding neighborhoods. Neighborhood Commercial Nodes, located at 54<sup>th</sup> and 58<sup>th</sup> Streets, should be identified with increased building mass and height with mixed uses and street level activity.

#### **Policies**

- New buildings within the South Lyndale Corridor will be encouraged to maintain an urban scale and preferably build in the range of 2-4 stories.
- Generally, the development of taller buildings within the Neighborhood Commercial Nodes (see Master Plan for Neighborhood Commercial Nodes areas) is encouraged in order to create district identity.



*Create buildings that are “sculpted” to reduce the overall appearance of mass and mitigate visual impacts on neighboring development*

### **Building Bulk Reduction**

#### **Goal**

The goal of establishing guidelines that require the reduction of building mass is to create buildings which reduce the overall appearance of mass and mitigate the visual impacts to existing single-family detached homes in the corridor.

#### **Policies**

- New buildings and blocks of buildings should be massed to reduce bulk near the top and complement the character of surrounding structures.



*Buildings should be massed to reduce bulk near the top, to the rear of the building and should complement structures surrounding them*

### **Criteria for Building Design**

#### **Goal**

The South Lyndale Corridor is and will continue to be a mixed-use community providing unique opportunities to integrate residential uses with working, shopping, dining and services. Buildings in the corridor are encouraged to incorporate frequent street-oriented entries and dwelling units to establish the residential scale and diversity of the district. Convenient commercial uses are encouraged to integrate

into the residential scale and pattern of the district in a manner complementary to residential uses. Strong street orientation will help ensure an active and safe community. Developments are encouraged to provide varied building massing that reinforces residential scale and character, relates to the scale and proportions of individual residential units, and reinforces a distinction between residential and commercial space in mixed-use developments.

### ***Building Scale and Massing***

#### **Policies**

- Large scale variations in building massing should reflect typical lot and block patterns of the South Minneapolis area.
- Balconies and terraces are encouraged and should be incorporated into vertical and horizontal shifts in building massing whenever possible.
- Commercial floors and frontage in mixed-use developments should be distinguishable from the residential facades and may be used to establish a strong building base or street level corners.
- Street level residential floors should be set back from the right-of-way line and elevated a few steps above the level of the public sidewalk to promote privacy.
- Floor to floor heights should vary between residential and commercial spaces.

### ***Architectural Scaling Elements***

#### **Policies**

- Promote elements of pedestrian-oriented environments, specifically related to the scale of individual residences and businesses at the street level. Variation in building massing and detail should relate to the scale and function of pedestrian-oriented uses along the street.
- Architectural scaling elements should be used to break down the appearance of large building façades into architectural patterns and component building forms. Building façades should provide variation of building massing which may include changes in wall plane or height and may relate to primary building entries, important corners or other significant architectural features.
- Scaling elements should be integral with the building form and construction, not a thinly applied façade.



*Changes in the massing of street-oriented building facades should include variations in wall plane and building height and reflect the dimension of building uses, residential units, room sizes or structural modules*



*Promote elements of pedestrian-oriented environments through architectural scaling components*





*Utilize a variety of window and wall treatments to distinguish between different building uses*



*Building materials should be selected with quality and durability in mind*



*Townhouses should have individual street-oriented entries*



*Commercial building entries should orient to the street*

## **Fenestration**

### **Policies**

- Mixed-use developments should utilize a variety of window-to-wall ratios that reflect the different uses within a building. Typically, residential uses are characterized by less window-to-wall and commercial uses by greater window-to-wall ratios.
- A high degree of transparency should be provided at lower levels of building facades.
- The location and patterns of glass should enhance building function and scale. Variations in fenestration patterns should be used to emphasize building features such as entries, shifts in building form or differences in function.
- Operable windows on upper stories are encouraged.

## **Building Materials**

### **Policies**

- All building materials should be selected with the objectives of quality and durability in the urban context as well as creating a positive interaction with the pedestrian environment through such qualities as scale, color and texture.

## **Building Entries**

### **Policies**

- All pedestrian-active uses with street level, exterior exposure should provide at least one direct pedestrian entry from the street.
- Multi-unit residential buildings should have at least one primary entry oriented and directly accessed from the street.
- Townhouses and other street level dwelling units within multi-unit structures should have individual street-oriented entries for each unit.
- Commercial uses in mixed-use developments should orient entries, outside activity and service access in a manner that will minimize impacts to residential uses.
- Individual residential entries should transition a few steps above grade to enhance privacy.
- Entries recessed within the building mass will be excluded from the build-to requirements.
- Primary building entries should be emphasized through changes in wall plane or building massing, differentiation in material and/or color, greater level of detail, and enhanced lighting and permanent signage.

## Chapter Eight: Implementation and Finance Tools

Implementation of the Master Plan will be based on three primary strategies:

- Establish plans to finance the public investments identified in the master plan.
- Utilize land use controls to guide the location, nature and character of private development.
- Use changes in the street system and other public improvements as catalysts for private redevelopment projects.

This section of the Master Plan describes these strategies and related finance tools to offer guidance on taking steps toward the vision for the South Lyndale Corridor.

### 8.1 Public Investments

The Master Plan identifies a series of public improvements for the South Lyndale Corridor. The ability to undertake these improvements is a critical factor in implementing this plan. Be proactive in financial planning to ensure that projects proceed in a timely manner and facilitate related private investments. Work with other stakeholders to secure financial support and maximize the resources available to implement the plan.

#### 8.1.1 Zoning Analysis

The City of Minneapolis Zoning Code provides the regulations for implementing planning policies contained in *The Minneapolis Plan*, the Minneapolis Downtown 2010 Plan and adopted Neighborhood and Area Master Plans. The Master Plan's vision for creating a cohesive, pedestrian-oriented, mixed-use district along the South Lyndale Avenue Corridor requires modifications to the City's Zoning Map. In order to implement the policies and recommendations of the Master Plan and translate the Land Use Plan into actual regulations, modifications to the City's Zoning Code are also required. The Zoning Code contains base or primary zoning districts and overlay districts, as well as other zoning regulations, such as accessory uses & structures, off-street parking & loading, site plan review, nonconforming uses, signs, and specific development standards.

This section reviews the existing zoning districts, base/primary and overlay, found in the South Lyndale Avenue Corridor and evaluates how existing zoning regulations may or may not align with the Master Plan's Vision, Future Land Use Plan, and Urban Design Guidelines. This analysis is followed by considerations and

recommendations regarding future zoning regulations for each segment of the study area, including existing primary zoning districts, future allowed uses, future development intensities, and potential overlay districts. Although the Pedestrian Oriented (PO) Overlay District does not currently exist in the study area, the purpose and additional regulations of this overlay district align well with the Master Plan's Vision, so this section also evaluates the potential applicability of this overlay district for the study area.

### ***Existing Zoning District Designations***

Primary Zoning Districts are established throughout the entire city and provide regulations that specify the parameters for permitted principal uses, conditional uses, prohibited uses, building height maximums, lot dimension minimums, maximum floor-to-area ratios (FAR), lot coverage maximums, gross floor area (GFA) maximums, yard dimension minimums, density bonuses, and other development standards. The South Lyndale Avenue Corridor contains the following primary zoning districts:

- A. Commercial Districts
  - Neighborhood Commercial District (C1)
  - Neighborhood Corridor Commercial District (C2)
  - Community Shopping Center District (C3S)
  - General Commercial District (C4)
- B. Residence Districts
  - Single-Family Districts (R1 and R1A)
  - Two-Family Districts (R2 and R2B)
  - Multiple-Family Districts, Medium Density (R4)
  - Multiple-Family Districts, High Density (R5 and R6)
- C. Office Residence Districts
  - High Density Office Residence District (OR2)
  - Institutional Office Residence District (OR3)
- D. Industrial Districts
  - Medium Industrial District (I2)

The purpose of Overlay Zoning Districts is “to preserve and protect the natural environment, to encourage pedestrian-oriented design, to promote redevelopment and rehabilitation, to promote mixed-use development, and to protect the health, safety and welfare by preserving the unique character of existing areas for future use and development”. Property that is located within an overlay district is subject to the regulations of both the primary zoning district and the overlay zoning district. Because an overlay district may be more or less restrictive than the primary zoning district, where the provisions of the overlay and the primary zoning districts are in conflict, the provisions of the overlay district shall govern.

The South Lyndale Avenue Corridor currently contains only one overlay district, which is the Transitional Parking Overlay District for

the parking area behind the commercial uses on the east side of Lyndale Avenue between 53<sup>rd</sup> Street and 54<sup>th</sup> Street.

### ***Existing Commercial Zoning Districts***

There are currently four Commercial Districts within the South Lyndale Avenue Corridor study area: Neighborhood Commercial District (C1), Neighborhood Corridor Commercial District (C2), Community Shopping Center District (C3S) and General Commercial District (C4). In addition to commercial uses, these zoning districts also permit residential uses, institutional & public uses, parking facilities, public services & utilities, and limited production/processing/storage uses.

### ***Existing Neighborhood Commercial District (C1)***

Three small scattered sites are classified in this district: northeast corner of 54<sup>th</sup> & Lyndale, second parcel northeast of 55<sup>th</sup> & Lyndale and northeast corner of 58<sup>th</sup> & Lyndale. The intent of the C1 district is to provide a convenient shopping environment consisting of small scale retail sales and commercial services that are compatible with adjacent residential uses. Drive-thru facilities and car washes are prohibited. Automobile convenience facilities (e.g. gas stations) and minor automobile repair uses cannot expand beyond the boundaries of an existing zoning lot and cannot be reestablished if changed to another use. Fast food restaurants are only permitted in existing storefront buildings. This district allows a maximum building height of 2.5 stories or 35 feet, whichever is less, and a maximum FAR of 1.7.

### ***Existing Neighborhood Corridor Commercial District (C2)***

Most of the properties between 53<sup>rd</sup> Street and 58<sup>th</sup> Street, with the exception of the large multi-family residential properties, are classified in this commercial district. The C2 district allows retail sales and commercial services that are larger in scale than the C1 district and allows a wider range of auto-oriented uses. This district allows a maximum building height of 4 stories or 56 feet, whichever is less, for all uses except low density residential. For single and two-family dwellings and cluster developments, the maximum building height allowed is 2.5 stories or 35 feet. All uses are allowed to be developed up to a maximum FAR of 1.7.

### ***Existing Community Shopping Center District (C3S)***

The Bachman's garden store and corporate offices site is the only property classified in this district. The C3S district is intended to allow major retail centers on sites that can provide adequate land area and transportation access. The C3S district has the same building height and FAR requirements as the C2 district.

### ***Existing General Commercial District (C4)***

Lehman's Garage is the only property classified in this district, which allows a wide range of commercial uses including retail, business

services and limited industrial uses. The C4 district is the only commercial district that allows major auto repair and automobile rental uses. The C4 district has the same building height and FAR requirements as the C2 and C3S districts.

### ***Existing Office Residence Zoning Districts***

There are currently two Office Residence Districts within the South Lyndale Avenue Corridor study area: High Density Office Residence District (OR2) and Institutional Office Residence (OR3). The purpose of the OR districts is to provide an environment of mixed residential, office, institutional and, where appropriate, a limited amount of small scale retail sales and service uses designed to serve the immediate surroundings. Drive-through facilities are prohibited. Higher density residential (multiple family dwellings of five units or more) require a conditional use permit.

### ***Existing High Density Office Residence District (OR2)***

The Gill Brother Funeral Chapel is the only property that is classified in this district, which is intended to provide a mixed-use environment of moderate to high density dwellings and large office uses, with additional small-scale retail sales and services.

A funeral home is a permitted use in all of the commercial districts as well.

### ***Existing Institutional Office Residence (OR3)***

The Mount Olivet Church nursing home building at 56<sup>th</sup> Street is the only property classified in this district, which is intended to provide a mixed-use environment of very high density dwellings, large office uses, and major institutions, with additional small-scale retail sales and services uses. The minimum amount of lot area per dwelling unit is 300 sq. ft.

### ***Existing Residence Districts***

There are currently seven Residence Districts within the South Lyndale Avenue Corridor study area:

- Single-Family Districts (R1 and R1A)
- Two-Family Districts (R2 and R2B)
- Multiple-Family District, Medium Density (R4)
- Multiple-Family Districts, High Density (R5 and R6)

The primary difference between the various Residence Districts is related to types of housing (e.g. detached or single-family, attached or duplex, multiple-family) and density. The Zoning Code delineates residential density based on a minimum lot area (square feet) per dwelling unit requirement. For multiple-family dwellings (five or more) the minimum lot area or maximum density is as follows:

- R3 (Medium Density) – 2,500 sq. ft. per dwelling unit
- R4 (Medium Density) – 1,500 sq. ft. per dwelling unit
- R5 (High Density) – 900 sq. ft. per dwelling unit
- R6 (High Density) – 400 sq. ft. per dwelling unit

***Existing Single-Family Districts (R1 and R1A)***

These two (2) districts permit single-family dwellings only at a density of 6,000 sq. ft. (R1) and 5,000 sq. ft. (R1A) minimum lots. Most of the residential properties in the South Lyndale Avenue Corridor that are not fronting directly onto Lyndale Avenue are located in these two districts.

***Existing Two-Family Districts (R2 and R2B)***

These two (2) districts permit single-family and two-family dwellings. The minimum lot area requirements are identical to those of R1 and R1A, except they are doubled when establishing new duplexes. The only properties currently located in these districts are located west of Highway 121 along 58<sup>th</sup> Street and at the intersection of Lyndale Avenue & 59<sup>th</sup> Street.

***Existing Multiple-Family District, Medium Density (R4)***

This district is intended primarily for medium density residential, defined as a minimum lot area of 1,500 sq. ft. per dwelling unit. The only properties currently located in this district are at the southeast corner of Lyndale Avenue & 57<sup>th</sup> Street and the northwest corner of 55<sup>th</sup> Street & Garfield Avenue.

***Existing Multiple-Family Districts, High Density (R5 and R6)***

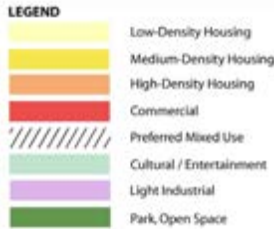
These two (2) districts are high density residential districts with minimum lot area requirements of 900 sq. ft. (R5) and 400 sq. ft. (R6) per dwelling unit. Single-family and two-family dwellings are not permitted in these districts. Existing properties located in these two (2) districts are located along Lyndale Avenue at Minnehaha Creek Parkway/53<sup>rd</sup> Street, between 55<sup>th</sup> Street & 56<sup>th</sup> Street (east side), northeast corner of 61<sup>st</sup> Street, and southwest corner of 61<sup>st</sup> Street.

***Existing Industrial Districts***

There is currently one Industrial District within the South Lyndale Avenue Corridor study area: Medium Industrial District (I2). The purpose of the I2 district is to provide locations for moderate-intensity industrial uses that have the potential to produce levels of noise, odor, vibration, glare or other objectionable influences that may have an adverse impact on surrounding properties. The northeast quadrant of Lyndale Ave & Highway 62, which lies at the edge of an industrial area to the east, is the only site that is classified in this district. This site is currently used by CenterPoint Energy.

### Existing Overlay Districts

There is currently only one overlay district that is located within the South Lyndale Avenue Corridor study area: Transitional Parking (TP) Overlay District. The purpose of this overlay district is “to allow parking lots for passenger automobiles in residence and office residence districts when adjacent to a zoning district in need of additional parking for customers and employees that does not meet the requirements of Chapter 541, Off-Street Parking & Loading.” The properties within this overlay district are located on Garfield Avenue between 53<sup>rd</sup> & 54<sup>th</sup> Streets, which is a parking area behind existing commercial uses, including a grocery store, video store, coffee shop and restaurant.



### 8.1.2 Primary Zoning District Recommendations

#### Minnehaha Creek Parkway to 55<sup>th</sup> Street Segment

*Existing Zoning.* Existing zoning districts consist primarily of C2 for properties directly fronting onto Lyndale Avenue with two properties in the C1 district and one property in the C4 district. The public library is located in the R1 district and the apartment building between the parkway and 53<sup>rd</sup> Street is located in the R5 district. Existing residential properties on the back side of the blocks, fronting on Garfield Avenue (east) and Aldrich Avenue (west), are located in the R1A district.



*Considerations for Allowed Uses.* The recommended Future Land Use Plan designates this segment, south of 53<sup>rd</sup> Street, for a neighborhood commercial node environment that allows mixed-use development, preferably ground-level retail with residential and/or office uses above. The most appropriate zoning districts to achieve this type of environment would be a Neighborhood Commercial District (C1 or C2) or an Office Residence District (OR2 or OR3).

The Commercial Districts allow a wide mix of uses, which is desired along Community Corridors and in Neighborhood Commercial Nodes. Allowed uses include a wide range of commercial uses (retail sales and services, offices, automobile services, food and beverages, commercial recreation/entertainment/lodging, medical facilities), drive-through facilities, residential, institutional/public, parking facilities, public services/utilities and limited production/processing/storage. However, some of these uses are not desirable for this type of environment, including drive-through facilities and automobile services.

Although the Office Residence Districts also allow a mix of uses, it is much narrower than the uses allowed in the Commercial Districts. Commercial, residential, office, institutional/public, parking facilities, and public services/utilities are allowed, but the types of commercial uses allowed are limited to a small group of neighborhood serving retail sales and services, bed & breakfast homes, child care centers, funeral homes, and clinics. Many types of

retail sales and services are not allowed. Drive-through facilities and automobile services are also not allowed.

*Considerations for Development Intensity.* An inherent challenge with all of the Commercial Districts, with the exception of C3A, is that the 1.7 FAR maximum may be limiting for achieving the desired building heights of 2-4 stories. However, FAR can be increased through density bonuses, whereby the maximum FAR can be increased if a development provides enclosed parking, affordable housing, and/or mixed commercial-residential buildings. To qualify for the enclosed parking density bonus, the development must provide all required parking spaces within the building, entirely below grade, or in a parking garage of at least two (2) levels. To qualify for the affordable housing density bonus, a minimum of 20% of the development's dwelling units must meet the definition of affordable housing. To qualify for the mixed commercial-residential building density bonus, the building must consist of a minimum of 50% commercial on the ground floor with residential on the upper floors. For each of these three amenities, the maximum gross floor area can be increased by 20%. For example, a 10,000 square foot lot with an FAR of 1.7 can yield a maximum gross floor area of 17,000 square feet. With all three density bonuses, the allowable gross floor area can reach as much as 27,200 square feet (2.7 FAR).

A positive aspect of the Commercial Districts relating to optimizing development intensity is that there are no minimum yard requirements (building setbacks) unless the commercial site is located on a street frontage that includes property with residence or office residence districts or conforming residential structures. The Commercial Districts also do not have maximum lot coverage requirements. Consequently, buildings could be built up to the sidewalk to create an interactive pedestrian-oriented environment and building footprints could maximize coverage of the lot.

The Office Residence Districts allow higher maximum FARs (2.5 for OR2 and 3.5 for OR3) and the OR3 district also allows a maximum building height of 6 stories. The OR districts also offer density bonuses for enclosed parking and affordable housing but not mixed commercial-residential buildings. Unlike the Commercial Districts, the Office Residence Districts have minimum yard requirements, maximum lot coverage requirements (70%) and maximum impervious coverage requirements (85%).

*Recommendations:* Based on the above allowed uses and development intensity considerations, the following recommendations are made:

- Most properties that directly front onto Lyndale Avenue within this segment should be located in a Neighborhood Commercial District (C1 or C2). These districts would allow the broader mix of uses, particularly retail, that are desired



for Community Corridors and Neighborhood Commercial Nodes.



- The Pedestrian-Oriented (PO) Overlay District should be considered for this segment, which would prohibit drive-through facilities, automobile service uses, transportation uses, and fast food restaurants. The PO Overlay District could potentially address the limitation of the 1.7 FAR in Commercial Districts as well by adding unique building bulk regulations for the South Lyndale Avenue Corridor, similar to the unique FAR and density bonus regulations that exist for Transit Station Areas in Section 551.175 of the Zoning Code.
- Rezoning is not recommended north of 53<sup>rd</sup> Street.

**55<sup>th</sup> Street to 57<sup>th</sup> Street Segment**

Existing Zoning. Existing zoning districts consist of C2 west of Lyndale & north of 55th, R6 east of Lyndale & north of 55th, R1 south of 55th & west of Lyndale, with OR3 and C2 east of Lyndale & south of 55th. Existing residential properties on the back side of the blocks, fronting on Garfield Avenue (east) and Aldrich Avenue (west), are located in the R1A district. The existing zoning districts would allow high-density housing, with the exception of the R1 district, at the following densities and building bulks:

**Comparison of Zoning Districts’ Residential Density and Building Bulk Requirements**

Zoning District	Minimum Lot Area per Multi-Family Dwelling Unit	Maximum Building Height	Maximum FAR	Maximum Lot Coverage	Minimum Front Yard
R6	400 sq. ft.	6 stories	3.0	70%	15 ft.
R5	900 sq. ft.	4 stories	2.0	70%	15 ft.
R4	1,500 sq. ft.	4 stories	1.5	70%	20 ft.
R3	2,500 sq. ft.	2.5 stories	1.0	60%	20 ft.
OR3	300 sq. ft.	6 stories	3.5	70%	15 ft.
OR2	700 sq. ft.	4 stories	2.5	70%	15 ft.
C2	900 sq. ft.	4 stories	1.7	None	None
C1	1,500 sq. ft.	2.5 stories	1.7	None	None

*Considerations for Allowed Uses.* The recommended Future Land Use Plan designates this segment for high-density housing and a village green. Public parks are a permitted use in all of the existing zoning districts; however, review of the Minneapolis Zoning Code Plate Maps reveals that parks are typically located within low-density residential zoning districts. Further study will be necessary if additional zoning regulations are desired that restrict allowed uses to Public Park uses only.

Based on the Future Land Use Plan and its accompanying policies on a preferred building height of 2-4 stories, it is recommended that future zoning regulations in this segment encourage medium to high density residential development between the two mixed-use nodes focused on 54<sup>th</sup> Street and 58<sup>th</sup> Street. Medium to high density residential development could best be achieved with the Multiple-Family Residence Districts (R3 to R6) or Office Residence Districts (OR2 or OR3); however, the R6 and OR3 districts allow more height than is preferred by the community. Unlike the Residence Districts, the Office Residence Districts also allow offices, so a high density office building with ground floor neighborhood retail would be a permitted use.

*Considerations for Development Intensity.* In general, there are not significant differences in development intensity regulations between the Residence and Office Residence Districts. An inherent challenge within both Residence and Office Residence Districts is that a building that is 4 or more stories may exceed the maximum FAR allowed. For example, if the goal is to develop a four-story building at the maximum lot coverage of 70%, the FAR calculates to 2.8, which exceeds the maximum FAR for the OR2 and R5 districts. Consequently, the highest density OR or R districts may be the only ones that don't allow four-story buildings as-of-right. The Office Residence Districts allow somewhat higher development intensity than the Residence Districts. For example, if the highest density OR and R districts are compared, as shown in the table below, OR3 has a smaller minimum lot area per multi-family dwelling unit and allows a higher maximum FAR.

Alternatively, four-story buildings could be achieved either through density bonuses for enclosed parking and/or affordable housing. However, provision of enclosed parking in a four-story building may be financially prohibitive.

Both the Office Residence and the Residence Districts have minimum yard requirements and maximum lot coverage requirements. The Office Residence Districts, High Density Residence Districts (R5 and R6) and R4 have maximum lot coverages of 70%, whereas the Low and Medium Density Residence Districts have maximum lot coverages of 60%. The Office Residence Districts and High Density Residence Districts have a minimum front yard (building setback) requirement of 15 ft., whereas the Medium Density Residence Districts have a minimum requirement of 20 ft.

*Recommendations.* Based on the Master Plan's vision for allowing the development of buildings that are up to four stories tall, the following recommendation are made:

- The high density Office Residence or Residence Districts be considered for this segment. An alternative may be to allow higher FARs within the regulatory framework in order to

adhere to the preferred 2-4 story range, which could be applied to this segment.



### **57<sup>th</sup> Street to 59<sup>th</sup> Street Segment**

*Existing Zoning.* With the current Highway 121 right-of-way alignment occupying a large area on the west side of Lyndale Avenue in this segment, a broad mix of zoning districts exists. The east side of Lyndale contains the C1, C2, OR2, R1A and R4 districts. The west side of Lyndale contains primarily residential districts (R1, R1A and R2) with three properties located between Highway 121 and Lyndale in the C2 district.

*Recommendations.* The following recommendations are made:

- The City amend *The Minneapolis Plan* to establish a Neighborhood Commercial Node that encompasses the 58<sup>th</sup> and Lyndale, and 58<sup>th</sup> and TH121 intersections.
- Properties that directly front onto Lyndale Avenue or Highway 121 within this segment should be located in a Neighborhood Commercial District (C1 or C2). These districts would allow the broader mix of uses, particularly retail, that are desired for Community Corridors and Neighborhood Commercial Nodes.
- A Pedestrian-Oriented (PO) Overlay District should be considered for this segment, which would prohibit drive-through facilities, automobile service uses, transportation uses, and fast food restaurants. The PO Overlay District could potentially address the limitation of the 1.7 FAR in Commercial Districts as well by adding unique building bulk regulations for the South Lyndale Avenue Corridor, similar to the unique FAR and density bonus regulations that exist for Transit Station Areas in Section 551.175 of the Zoning Code.
- The new development parcels created west of realigned Highway 121 and south of 58<sup>th</sup> Street should be located in a Medium Density Housing District (R3 or R4), as discussed in the West of Highway 121 Segment below.



### **59<sup>th</sup> Street to Highway 62 Segment**

*Existing Zoning.* East of Lyndale Avenue, the existing zoning districts consist of the R1A (a cemetery), C2, R5 and I2 districts. Between Lyndale and Highway 121, the existing zoning districts consist of the C3S (Bachman's retail center and corporate headquarters), C2, R1 and R5 districts.

*Recommendations.* The following recommendations are made:

- The Future Land Use Plan recommends changing the land use designation of the CenterPoint Energy site directly

northeast of the intersection of Lyndale Avenue and Highway 62 from industrial to commercial. Based on future plans to improve the access between Lyndale Avenue and Highway 62, the site's excellent visibility and transportation access from the highway, the site's strategic location at the gateway to the South Lyndale Avenue Corridor, as well as the City of Minneapolis, and the large size of the property, it is recommended that this property be rezoned to a Commercial District.

- Although the rest of the commercial properties along the South Lyndale Avenue Corridor are currently located in the Neighborhood Commercial (C1) or Neighborhood Corridor Commercial (C2) Districts and probably will be in the future, future commercial uses for this large strategic site may not be well-served by these districts. An inherent challenge with applying one of the Neighborhood Commercial Districts is the limitation of a maximum gross floor area, which is 4,000 sq. ft. for C1 and 30,000 sq. ft. for C2. Many retail stores that may be appropriate for this community and regional site are likely to exceed 30,000 sq. ft.
- It is not recommended that any other properties be rezoned in this segment.

### **West of Highway 121 Segment**

*Existing Zoning.* The strip of land created on the west side of Highway 121 when it is narrowed and realigned is all located within the R1 district. This new development area is adjacent to existing low-density single-family homes to the west.



*Recommendations.* The following recommendations are made:

- The Future Land Use Plan shows attached single-family attached housing that would front onto a redesigned TH121. To achieve this type of housing development, a Medium Density Housing District (R3 or R4) is recommended. These districts have smaller minimum lot areas per dwelling unit and smaller front yard requirements (e.g. R4 is 15 ft. whereas R3 and the lower density districts are 20 ft.).
- Since nonresidential uses are not desired along this segment of the study area, the Office Residence Districts would not be appropriate here as they may be for the residential areas directly on Lyndale Avenue.

## **8.1.3 Overlay Zoning District Recommendations**

### ***Pedestrian Oriented (PO) Overlay District***

Designating the South Lyndale Avenue Corridor as a PO Overlay District would help achieve the Master Plan's vision of a pedestrian-

oriented, mixed-use residential neighborhood. Section 551.80 of the Zoning Code states that designation of a PO Overlay District shall consider the following criteria:

- 1) The level of pedestrian interest and activity.
- 2) The variety of retail sales and services activities.
- 3) The extent to which properties have limited or no front setbacks.
- 4) The availability of public transit service in the area.

The South Lyndale Avenue Corridor meets all four of these criteria. The Master Plan clearly envisions a high level of pedestrian activity and variety of retail uses along South Lyndale Avenue as articulated in the South Lyndale Vision Statement, Urban Design Guidelines and Policies, Framework Diagram and Future Land Use Plan. Regarding criteria #3, if most of the properties fronting onto Lyndale Avenue would have a Commercial or Office Residence District as their primary zoning district, these properties would have no required front yard setback (Commercial) or a small front yard setback of 15 ft. (Office Residence). In addition, the Master Plan's Site Development policies recommend that buildings be placed at the property line to the greatest degree possible. Finally, the South Lyndale Avenue Corridor has excellent access to public transit service with bus routes currently located on Lyndale Avenue, Diamond Lake Road/56<sup>th</sup> Street, and 58<sup>th</sup> Street/Sunrise Drive/60<sup>th</sup> Street.

*Potential Boundaries of PO Overlay District.* The purpose of the PO Overlay District is “to preserve the pedestrian character of commercial areas and to promote street life and activity by regulating building orientation and design and accessory parking facilities, and by prohibiting certain high impact and automobile-oriented uses”. The PO Overlay District is recommended for the study area from 53<sup>rd</sup> Street to 59<sup>th</sup> Street. In general, it would contain all properties that have frontage on Lyndale Avenue, which would typically be the block halves facing Lyndale, but may contain “full blocks” in specific areas, particularly the two blocks west of Lyndale at 58<sup>th</sup> Street and the block east of Lyndale between 53<sup>rd</sup> Street and 54<sup>th</sup> Street.

Alternatively, the PO Overlay District could be applied along South Lyndale Avenue to the southern boundary of Highway 62. Application of the PO Overlay District in the area between 59<sup>th</sup> Street and Highway 62 would establish the corridor's pedestrian-oriented character at its southern gateway. New and infill commercial development in this southern segment would then be required to be built up to the property. However, application of the PO Overlay District in this segment would essentially prohibit automobile services and drive-through facilities from the entire South Lyndale Corridor, which may not be desirable. Although these uses may not be desirable in the pedestrian-oriented neighborhood corridor north of 59<sup>th</sup> Street, the segment south of 59<sup>th</sup> Street may be an appropriate

location for more auto-oriented uses because it's adjacent to a regional highway interchange, contains larger development parcels, and generally is not directly adjacent to residential uses.

Since the new development parcels created west of realigned Highway 121 and south of 58<sup>th</sup> Street are designated for residential uses only, it is not recommended that the PO Overlay District be applied to this area.

*Existing Regulations of PO Overlay District.* At a minimum, the benefits of applying the PO Overlay District would include the following requirements:

- Reduced building setbacks, maximum of 8 ft.
- Principal entrances facing Lyndale Avenue
- Building facades with windows, minimum of 40% of façade
- Back-lighted awnings and canopies are prohibited
- Drive-through facilities and automobile services prohibited
- Fast food restaurants permitted only if located in existing storefront buildings
- Accessory parking located to the rear or interior side of the site, within the principal building being served, or entirely below grade
- Maximum number of parking spaces limited to 150% of minimum parking space requirement or ten (10) spaces, whichever is greater
- Width of parking lots along street frontage limited to 60 ft. and width of driveways are limited to 20 ft.

*Potential Additional Regulations for PO Overlay District.* To help achieve the Master Plan's vision of a pedestrian-oriented, mixed-use and higher density neighborhood commercial corridor, additional regulations should be considered specifically for the South Lyndale Avenue Corridor. Similar to other existing neighborhood commercial corridors in Minneapolis, including Lake and Hennepin, Dinkytown, Central & Lowry, and the Hiawatha LRT Transit Station Areas, a new section within the PO Overlay District should be considered that would contain additional pedestrian-oriented development regulations specifically for the South Lyndale Avenue Corridor. The following additional regulations should be considered:

- Establishing a minimum FAR or building height would ensure that new one-story buildings would not be allowed along Lyndale Avenue and that the scale of new buildings would be in the range of 2-4 stories. Existing building bulk requirements in the primary zoning districts consist of maximums only. However, the recently added Transit

Station Areas section of the PO Overlay District includes minimum FAR requirements of 1.0 FAR for Commercial and Office Residence Districts.

- An additional building bulk indicator that could be considered is a minimum lot coverage requirement to encourage optimal build out of sites. The existing requirement in the OR and R districts is a maximum lot coverage.
- A minimum percentage of street level retail could be required for new buildings within the mixed-use neighborhood commercial nodes focused on 54<sup>th</sup> Street and 58<sup>th</sup> Street. The existing Nicollet Mall (NM) Overlay District contains street level retail regulations that can provide guidance for this topic. The rezoning study for the Downtown East/North Loop Master Plan is also studying the potential for a similar regulation.
- The existing PO Overlay District limits on maximum parking could be evaluated against the goals of the South Lyndale Master Plan and more restrictive maximums could be considered specifically for the South Lyndale Avenue Corridor, if appropriate. Additionally, existing minimum parking space requirements should be evaluated and reduced minimum requirements considered. For example, the PO Overlay District reduces the minimum off-street parking requirements for Transit Station Areas to 75% of the standard parking requirements.
- Although Chapter 530, Site Plan Review, contains regulations for landscaping and screening of parking and loading facilities, additional design regulations for parking facilities could be considered within the PO Overlay District, such as unique setbacks for parking structures, active uses along street frontages of parking structures, exterior building materials and architectural features.

## **8.2 Land Use Controls**

The City has a variety of powers for guiding land use. The Comprehensive Plan establishes broad land use categories in the city. Zoning regulations add detail to the land use plan. Zoning controls such factors as allowable uses, lot coverage, parking and building height. A re-zoning study should be undertaken as a follow-up to the master plan recommendations. Design guidelines help to achieve the desired quality and character of new development in the Corridor.

### ***Lyndale – Minnehaha Creek to 56th Street***

Lyndale Avenue between Minnehaha Creek and 56th Street is scheduled to be rebuilt by Hennepin County within the next five years. This project includes the reconstruction of the bridge over Minnehaha Creek. Implementation steps for this project include:

- Coordinate design, funding and timing plans with Hennepin County.
- Create plan for funding streetscape improvements. County funds will be used for improvement costs from curb-to-curb. Additional clarification is needed about available County funds for improvements in the median and back-of-curb. It is likely that other sources will be needed to complete the improvements. Special assessments and a special service district offer the best fit for these improvements. Additional financial planning is required to evaluate the options and establish the funding plan.
- Create plan for funding other public improvements. The master plan identifies a series of district gateway improvements. A specific funding plan for these improvements has not been established. Potential finance options include City funds for public art, Neighborhood funds and Park Board funds. These improvements need to be coordinated and undertaken in conjunction with the Lyndale Avenue reconstruction.

### **Highway 121**

State Trunk Highway 121 is planned for reconstruction from 58th Street to the Crosstown within the next five years. Implementation of this project requires several actions:

- Place project on City capital improvements plan (CIP). The City needs to include this project in its capital improvements plan to facilitate planning and funding commitments by MnDOT.
- Determine scope of State funding. Portions of the Highway 121 reconstruction will be paid for by the State. Additional discussions with the State are needed to determine the nature of the improvements to be built by the State and the potential need for other funding to create the roadway sought by the plan. For example, no funding has been identified for streetscape improvements.
- Facilitate “turn back” of roadway to Hennepin County or the City of Minneapolis. Upon completion of the improvements, TH 121 will be “turned back” to Hennepin County or the City of Minneapolis and become part of the county street system. This step is essential to achieving the redevelopment goals of the Master Plan (see discussion later in this section).

### **Lyndale – 56th to 58th**

This section of Lyndale Avenue is part of the County street system. Several actions are needed to undertake this critical improvement project:



- Place project on City and County CIP. The reconstruction of this two-block segment is not part of County or City capital improvement plans. Making the project part of the CIP promotes other necessary finance and design planning.
- Conduct additional planning. These improvements will be linked to the reconstruction of TH 121. The assumption is that improvements can occur within the existing street right-of-way. Additional planning should be undertaken to determine the design and funding for improvements to this piece of Lyndale. This planning should also address streetscape enhancements.

### **Lyndale – 58th to Crosstown**

The final leg of the Corridor street system, Lyndale Avenue south of 58th Street, is under City jurisdiction as part of the City’s state aid street system. Planning for the future improvement of this portion of Lyndale includes the following steps:

- Place project on City CIP. As with the previous projects, CIP status promotes needed financial and design planning.
- Coordinate with MnDOT. Improvements to this segment of Lyndale should be coordinated with the reconstruction of the Interstate 35W/Crosstown interchange. Reconstruction of the “Crosstown Commons” could provide one source of funding for Lyndale improvements. Understanding the timing of the 35W/Crosstown improvements plays a role in planning for other street improvements and future private redevelopment.
- Explore street design issues. Additional planning is needed to determine the nature of the road and streetscape improvements that fit this area. The master plan assumes that these improvements can occur within the existing street right-of-way.

### **Village Green**

The plan calls for the construction of a village green to meet the park needs of new development and the adjacent neighborhoods.

- Coordinate site development with Hennepin County. The village green will be built on excess right-of-way. No additional land acquisition is expected. The City should work closely with Hennepin County to ensure that this site is preserved and available for the village green.
- Work with stakeholders to create funding plan. The plan for funding development of this park has not been established. The Park Board and adjacent Neighborhoods are important stakeholders in this planning. In addition to more conventional Park Board and Neighborhood funding, other finance options should be explored. Park improvements are

eligible for funding with special assessments. Use of assessments is complicated by the need for the assessment to be less than the increase in market value for the parcels assessed for the improvement. Special tax districts (special service districts and housing improvement areas) can be used to spread improvement costs over a broader area. District charges are not subject to the same benefit test as assessments. The City must be petitioned to start the process of using one of these taxing districts. Many Minnesota cities use park dedication for the expansion of the park system. State Law allows cities to receive the dedication of land or a payment in lieu of dedication for public parks. The City of Minneapolis does not currently take advantage of this tool. This approach requires new development to help finance the expansion of the park system.

### **8.3 Turn-back Redevelopment Sites**

The realignment of STH 121 will create excess right-of-way, primarily along the west side of the road. The plan shows a series of redevelopment sites along 121 beginning at 57th Street. Through the turn-back process, this property flows to Hennepin County or the City of Minneapolis. The plan anticipates that the City (through CPED) will lead the process of undertaking redevelopment of these parcels. Depending on which public entity acquires the land, the City may need to work with the County to establish a plan for the redevelopment process, including the conveyance of land to a developer.

As publicly owned vacant land, the private redevelopment of these sites should not require public financial assistance. Public monies may be needed, however, to pay for enhanced public improvements in this area or to create mixed-income affordable housing. Potential public improvements include trails, streetscape, village green, pedestrian bridge and other pedestrian crossings.

### **8.4 Finance Tools**

As noted in this section, additional financial planning and the exploration of finance tools are key steps in the implementation of this master plan. The following highlights some of the tools that may assist with implementation.

#### ***Tax Increment Financing***

Tax increment financing (TIF) is not identified as a primary implementation tool for the master plan. TIF may play a role in undertaking future redevelopment projects if:

- A developer adequately demonstrates that the proposed redevelopment is not financially feasible without public financial assistance, and

- The criteria exist for establishing a TIF district.

A redevelopment tax increment financing district requires the presence of improved parcels and structurally substandard buildings. The turn-back redevelopment sites discussed earlier do not contain either of these elements. Some developed parcels in the Corridor may meet these criteria. Additional investigations are needed to determine the presence of structurally substandard building (within context of the TIF Act). A housing TIF district could be established if the City wished to encourage construction of mixed-income affordable housing.

### ***Tax Abatement***

The name "tax abatement" is misleading. No taxes are abated using this tool. In reality, tax abatement functions similar to TIF. Each taxing jurisdiction (city, county, school district) has the ability to levy a property tax equivalent to taxes paid by a parcel of property. The proceeds of this levy can be used to finance the public improvements and other redevelopment activities required in the South Lyndale Corridor.

The use of tax abatement involves decisions to capture tax revenues from one or more redevelopment projects. The amount of the abatement depends on both the nature of the development and the approach to abatement. The options for abatement include:

- The abatement can be based on all or part of the valuation of a parcel.
- The abatement can apply solely to the new value produced by improvements. In this approach, tax abatement functions similar to tax increment financing.
- An abatement levy can account for existing property values. In tax increment financing, this value forms the base value of the TIF district and is not captured. Since no new value is created, this approach acts like a new property tax for any other purpose.

The abatement may last for a maximum of 20 years if not all taxing jurisdictions agree to grant an abatement. Property subject to tax abatement cannot be located in a TIF district. The use of tax abatement provides an opportunity for continued city and county collaboration for implementation. Unlike TIF, each jurisdiction makes an independent decision on the use of tax abatement.

The statutes governing tax abatement authorize the issuance of tax abatement bonds. Two parts of this statute are particularly important in evaluating the use of these bonds:

- The maximum principal amount of these bonds may not exceed the estimated sum of the abatements for the property for the years authorized. This limitation may not fit the

reality of use in the South Lyndale Corridor. All abatements may not be known at the time of issuance. The result would be less debt capacity than needed.

- The statute limits the use of these bonds. The proceeds may be used to (1) pay for public improvements that benefit the property, (2) to acquire and convey land or other property, as provided under this section, (3) to reimburse the property owner for the cost of improvements made to the property, or (4) to pay the costs of issuance of the bonds.

### ***Special Service Districts***

A special service district has the capacity to finance the construction and maintenance of the public improvements in the master plan. In simplest terms, a special service district is a special taxing district. It allows a city to collect money to support services and improvements in commercial areas.

The general statutory authority (Minnesota Statutes, Chapter 428A) contains few limits on the potential uses of special service districts. The nature of the improvements that can be funded with a special service district is not defined (or limited) by statute. The special service district cannot be used to finance services that the City provides through the general fund throughout Minneapolis, unless the services are provided at a higher level. The statute does not impose any other limitation on the nature of services.

Potential applications for implementation of the Master Plan include:

- Construction and maintenance of streetscape.
- Construction and maintenance of the village green and other public open space.
- Construction of sidewalks, trails, bridges and other improvements to enhance pedestrian movement.
- Construction and maintenance of public parking facilities.

Other services and improvements can be undertaken and financed by a special service district if authorized by the enabling ordinance. The process of creating a special service district and authorizing the collection of service charges is different from other public finance tools. The use of a special service district requires a collaboration of property owners and the city. The process to create a district and to levy taxes must be initiated by petition of property owners and is subject to owner veto.

There are two separate steps in the process: (1) adoption of an ordinance establishing the service district and (2) adoption of a resolution imposing the service charges. Neither step can be initiated by the City. The City must receive a petition to undertake the processes to create the special service district and to impose service

charges. At a minimum, the petition must be signed by owners representing 25% of the area that would be included in the district and 25% of the tax capacity subject to the service charge.

The actions of the City Council to adopt the ordinance and the resolution are subject to veto by property owners. To veto the ordinance or the resolution, objections must be filed with the City Clerk within 45 days of initial City Council action to approve. The objections must exceed 35% of area, tax capacity, or individual/business organizations in the proposed district. The specific veto requirements depend on the nature of the service charge.

Although the special service district functions like a taxing district, the revenue source is called a “service charge”. The service charge may be imposed on any basis that is acceptable to the City and the property owners. A service charge can function like a property tax, based on tax capacity value of the parcel. Other common means of allocating costs include lot frontage and lot area. This flexibility is an asset in creating funding plans that spread the costs of improvements and services over a broad area.

The service charge applies solely to non-residential property. State law limits the application of a service charge only to property that is classified for property taxation and used for commercial, industrial, or public utility purposes, or is vacant land zoned or designated on a land use plan for commercial or industrial use. Other types of property may be part of the service district, but may not be subject to the service charge.

The special service district statute also includes the ability to issue bonds to finance improvement costs. The bonds must be supported primarily from revenues produced by the service charge. They may also use special assessments and any other legally available nontax revenue to pay debt service. This provision suggests that if nontax revenues are the primary source of revenue to pay debt service, then a general property tax may be applied. This approach is similar to the application of property taxes to 429 improvement bonds when less than 100% of the costs are assessed. The bonds may be general obligations. The bonds may be issued without an election and are not subject to any debt limit.

### ***Special Assessments***

Public improvements are often financed using the power to levy special assessments (Minnesota Statutes Chapter 429). A special assessment is a means for benefiting properties to pay for all or part of the costs associated with improvements, and to spread the impact over a period of years. From a city perspective, this authority provides an important means of raising capital.

Special assessments can be used to finance all of the public improvements needed to implement the master plan. Eligible

improvements include streets, sidewalks, street lighting, streetscape, parks, and parking.

Special assessments provide a means to borrow money to finance public improvements. Chapter 429 also conveys the power to issue general obligation improvement bonds to finance the design and construction of public improvements. A minimum of 20% of the cost of the improvement must be assessed against benefited properties. Beyond the 20% threshold, any other legally available source of municipal revenue may be used to pay debt service on improvement bonds.

Careful consideration must be given to setting the amount of the assessment. From a legal perspective, the amount of an assessment cannot exceed the benefit to property as measured by increased market value. There are also practical considerations. Benefiting property owners should pay for a fair share of improvement costs without creating an economic disincentive to operating a business in the Corridor. The assessment must strike a balance between equity and feasibility. Properties that benefit from improvements should pay a fair share of the costs. The assessment must be affordable for both the property owner and the city. Reducing the assessment to the property requires the city to allocate other revenues to the project.

### ***City Affordable Housing Policy***

An affordable housing component is required for the receipt of financial assistance for all housing projects that include ten or more housing units. An affordable housing component is not required for projects that do not include housing units (industrial, office, retail). The financial assistance triggering this policy is not limited to TIF (tax increment financing). Assistance covered by the policy includes tax increment financing, some pollution remediation programs, condemnation, land acquisition, land buydowns, issuance of bonds to finance the project, and direct subsidy. The City policy requires that at least 20% of the units must be affordable to households earning 50% or less of the Metropolitan Median Income (MMI). Using the 2005 income level of \$38,500 for a family of four, this equates to maximum monthly rent of approximately \$963 or a purchase price of \$136,000. Other components of this policy to consider include the following:

- The policy does not define the nature of the occupants. The policy could be used for seniors, young adults or families.
- Designated affordable units are locked into the affordability formula for a period of 30 years.
- The affordable units may be any mix of ownership and rental.
- The affordable units can be located on the project site or anywhere within the City of Minneapolis.



## ***APPENDIX***

### **10.1 Demographic Data**

### **10.2 Market Conditions**

### **10.3 Public Meetings – Summary Notes**

*Community Open House One – May 24, 2005*

*Community Open House Two – August 15, 2005*

*Community Open House Three – October 11, 2005*

*Business Community Meeting One – July 13, 2005*

*Business Community Meeting Two – August 10, 2005*

### **10.4 Transportation – Technical Memorandum**

### **10.5 Plans and Illustrations**

*Future Land Use Plan*

*Framework Diagram*

*Illustrative Master Plan*

*Pedestrian and Open Space System Diagram*

*3-Dimensional Massing Study*





***Appendix 10.1***

***Demographic Data***



## Summary of 2000 Block Group Data

Data from the 2000 Census is reported in a variety of forms and geographic groupings. Information presented at the “block group” level provides important insights about the characteristics of people living in the neighborhoods adjacent to the South Lyndale Corridor.

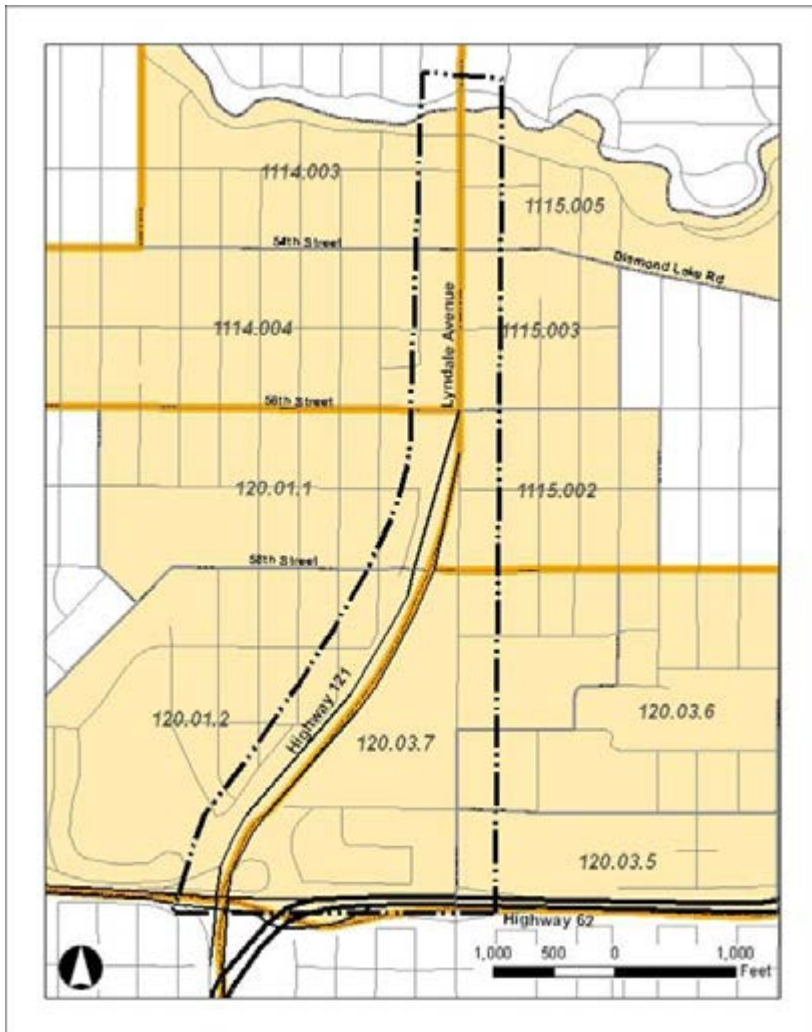


Figure 1 – Block Groups

The map in Figure 1 shows the boundaries and designations on Census block groups related to the Corridor.

Ten Census block groups touch the study area. Lyndale Avenue is a key boundary, forming an edge for eight of these areas.

## Total Population

According to the 2000 Census, 7,447 people lived in these block groups. The distribution of population among the block groups appears in Figure 2.

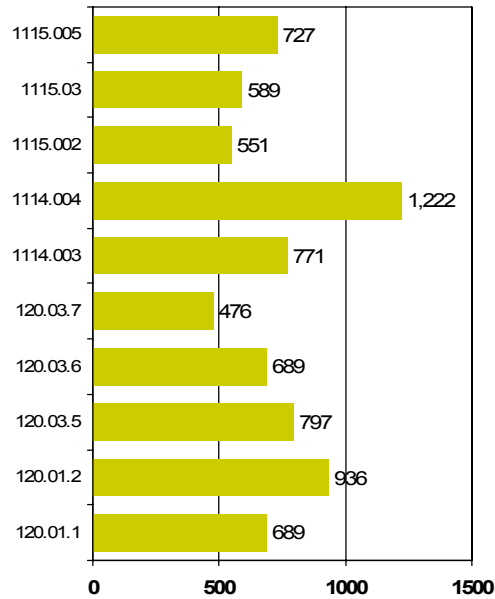


Figure 2 – Block Group Population

## Age Distribution

The chart in Figure 3 illustrates the age and gender of this population. The filled bars in the chart refer to the South Lyndale block groups. The line bars offer a comparison with all of Minneapolis. The chart shows that the area has more young mid-adults (ages 19-29) and fewer seniors than the Minneapolis as a whole.

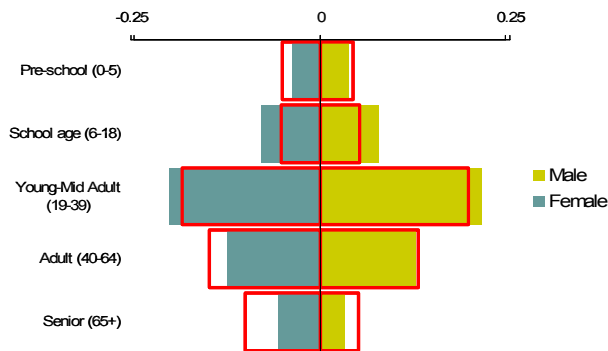


Figure 3 – Age Distribution (block groups and Minneapolis)

The age and gender characteristics of the population vary across the block groups. The population of block group 1115.03 is largely elderly and female (41% women age 65 and older). Block group 1115.05 contains few children. Only eight percent (8%) of the population is 18 years or younger. In block group 120.03.5, the population is concentrated in the young-mid adult age range. Almost two-thirds of the population falls in age between 19 and 39.

## Ethnicity

The Census reports that race of the population is predominately white (86%). Eighty-seven percent of the household indicate that English is the primary language.

## Households

Seven of ten people in the block groups live in “family” households. The remainder of the population is spread among group households, living alone and other types of households. The chart in Figure 4 shows the distribution of household type across the area.

Households in the area tend to be smaller. Seventy percent of the households contained one and two people. Only 4% of households had five or more people.

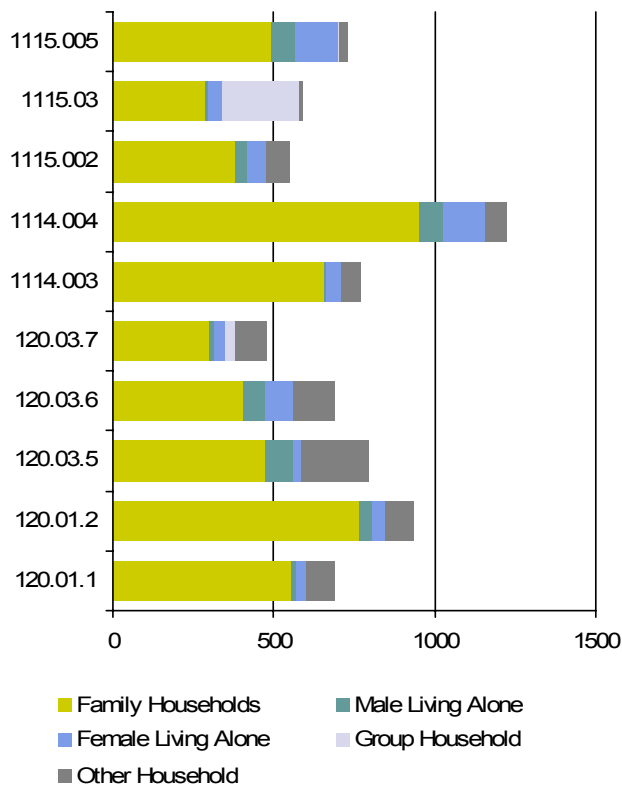


Figure 4 – Household Type

Household income varies across the block groups. Two block groups (1114.003 and 120.01.1) report median household income exceeding \$90,000. All other block groups range from \$34,488 to \$66,218.

## Housing

The Census counted 3,392 housing units in the block groups. Almost 70% of the units were owner-occupied. The chart in Figure 5 shows the distribution of housing units by the number of units in each structure.

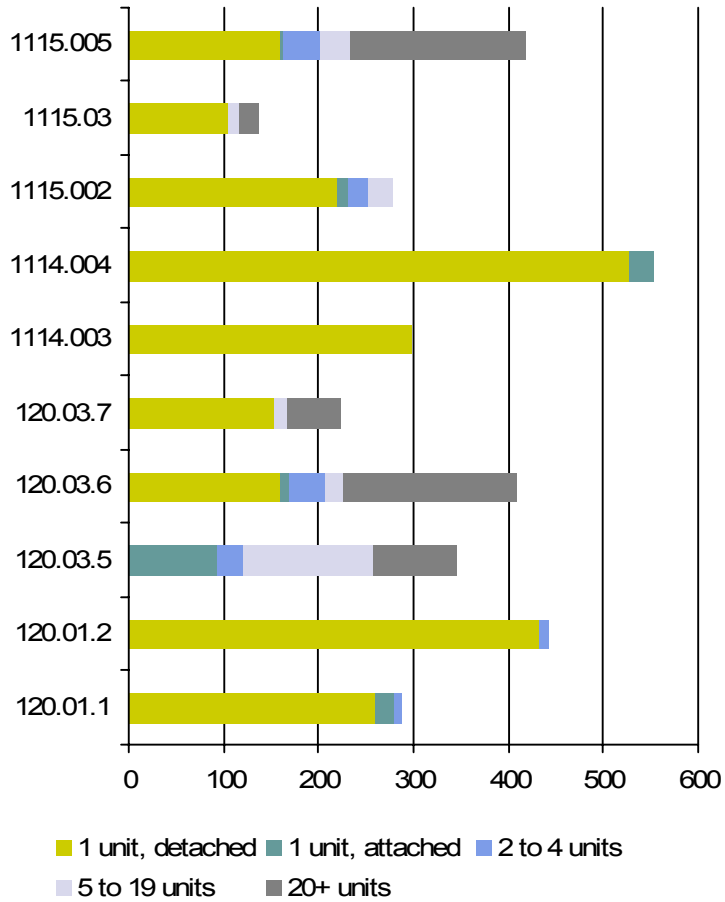


Figure 5 – Housing Type – Number of Units in Structure

**Appendix 10.2**

**Market Conditions**





## **MEMORANDUM**

To: Jeff McMenimen, Bruce Chamberlain  
HKGi Team

From: Dick Paik  
Bonz and Company, Inc.

Re: Market Conditions and Issues  
South Lyndale Corridor

Date: July 12, 2005

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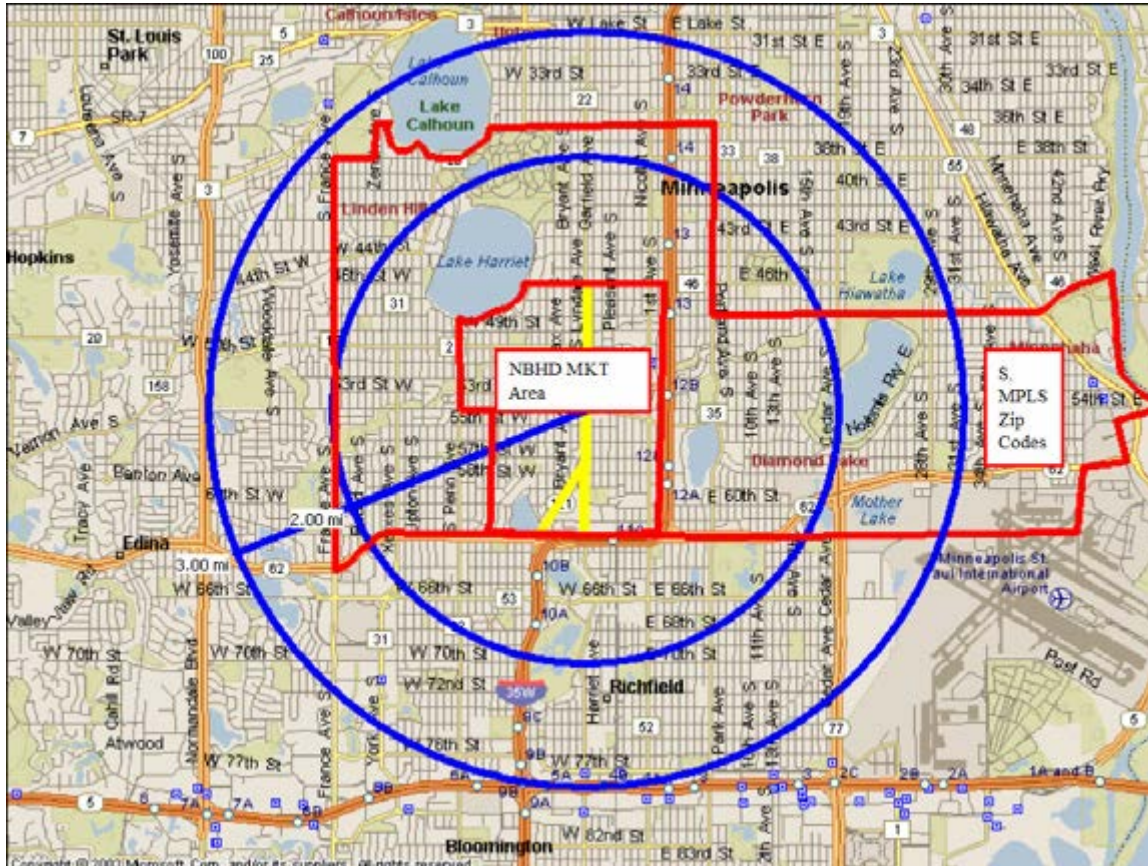
This draft memorandum presents overviews of market conditions and emerging factors and issues in the South Lyndale Corridor. These overviews are intended to provide a market-based perspective on the planning process and elicit discussion regarding future planning and development concepts for the Corridor.

### **DEFINITIONS OF KEY TERMS**

For the purposes of this document, the following definitions shall apply:

- The “*Study Area*” shall refer to the area between Minnehaha Creek on the north, Garfield Avenue on the east, the Crosstown highway on the south and the area on the west side of Lyndale Avenue and Highway 121.
- The “*Neighborhood Market Area*” shall refer to the area containing the Lynnhurst, Tangletown, Kenny and Windom neighborhoods. The term “*Corridor neighborhoods*” shall also refer to these four neighborhoods.
- “*South Minneapolis Zip Codes*” shall refer to the 55409, 55410, 55417 and 55419 zip codes, and shall be synonymous with the term “*South Minneapolis Market Area*.” The area thus defined extends along the southern boundary of Minneapolis, bounded on the east by the Mississippi River, on the west by France Avenue and the City of St. Louis Park, and on the north by a line that follows 36<sup>th</sup> Street from St. Louis Park east to Portland Avenue, and then follows 47<sup>th</sup> Street from Portland Avenue to the Mississippi River.

## EXHIBIT 1 – MARKET AREAS



## SUMMARY OF KEY FINDINGS

Key findings include the following:

- ***Retail Market Opportunities:*** The Study Area can provide market opportunities for new retail businesses. Promising niches include various types of eating and drinking concepts as well as specialty and miscellaneous subcategories serving a market comprising much of south Minneapolis. Other types of commercial uses (e.g., office) are not likely to support substantial opportunities for development.
- ***Development Barriers:*** These businesses, however, will target high-quality space featuring high visibility and ample parking; at this time developers may

not be able to find sites offering the requisite size, visibility and/or configurations to serve these opportunities.

- **Attached residential development** (in various forms) will offer opportunities for new development and/or redevelopment. Such residential developments also offer a means for providing new high-quality streetfront commercial space.
- **Need for parking**: In order to maximize opportunities for *development* or redevelopment to capitalize on market opportunities, structured or otherwise ample surface parking would give the Study Area a preferred status in south Minneapolis.
- **Impacts of transportation improvements**: Prospective reconfigurations to the Crosstown Highway interchanges will improve the Study Area's accessibility and increase its visibility and prominence. In addition, new development parcels created by transportation reconfigurations will create new parcels that can be used for community amenities and/or necessary development infrastructure as well as private development.
- **Theme/Identity**: Where new private developments and/or public improvements can embrace and project a common theme or identity, the Study Area can further enhance its visibility and image. Suitable themes for the Subject Area might invoke horticultural/botanical images, or other images that the neighborhood can embrace.
- **Planning Vision and Demonstrated Commitment**: A clearly articulated vision is required to give developers an understanding of future physical conditions and pertinent regulations for prospective project sites and their surroundings. A firm public commitment to the long-term development vision – particularly where (as here) previous planning and development issues have invoked confusion and controversy -- is required to give developers needed assurances that necessary improvements, amenities and surrounding uses will occur.

## **A. BACKGROUND MARKET DEMOGRAPHICS**

### **1. Trends**

The Study Area occupies the confluence of the Lynnhurst, Tangletown, Kenny and Windom neighborhoods. These “corridor neighborhoods,” along with the surrounding areas in Minneapolis and Richfield, comprise mature communities offering limited undeveloped land for new development. At the same time, the Met Council projects moderate demographic growth for this area as well as for the overall cities of Minneapolis and Richfield.

Such growth is premised on higher-density infill development and redevelopment of older properties. As shown below, the Met Council projects population and households to grow by 1.4 percent and 0.8 percent annually in the 2000 to 2010 time frame; subsequent growth will occur at lower rates of 0.4 percent annually. The Met Council projects similar growth rates for Minneapolis and Richfield, with annualized growth rates generally ranging from 0.5 to 1 percent.

#### EXHIBIT 2 – DEMOGRAPHIC GROWTH PROJECTIONS

	<u>2000</u>	<u>2010</u>	<u>CAGR % *</u>	<u>2020</u>	<u>CAGR %</u>
<u>4 Neighborhoods</u> <sup>1</sup>					
Population	12,653	14,560	1.4%	15,167	0.4%
Households	5,642	6,093	0.8%	6,328	0.4%
<u>Minneapolis</u>					
Population	382,619	405,079	0.6%	425,577	0.5%
Households	162,352	172,000	0.6%	181,000	0.5%
<u>Richfield</u>					
Population	34,310	37,700	0.9%	41,300	0.9%
Households	16,500	18,000	0.9%	19,500	0.8%

\* CAGR = "compounded annual growth rate"

<sup>1</sup> This area is defined here to include traffic analysis zones # 323, 324 and 325, which cover most (not all) of the Lynnhurst, Tangleton, Kenny and Windom neighborhoods.

Source: Met Council.

It should be noted that other demographic data sources project declining population and households in the local neighborhoods, the City of Minneapolis, and the South Minneapolis area comprising zip codes 55409, 55410, 55417 and 55419. These forecasts are based upon the fully built-out character of these areas, and the limited capacity to accommodate additional homes. Actual growth, however, will be determined not by past trends, but by the City's policies that encourage or discourage various types of land uses. Thus, the current planning process must be viewed as the *driver* – rather than the result -- of future growth and growth forecasts.

## 2. Household Income

Household income levels help define an area's viability for commercial and residential development. In the areas around the Study Area, data provided by Claritas, Inc. a nationally recognized demographic data service, show that the Corridor neighborhoods feature median households incomes of \$75,523. This figure substantially exceeds the \$65,555 median household income for the south Minneapolis market area, which in turn exceeds citywide figures of \$42,593 and \$49,435 for Minneapolis and Richfield, respectively.

### EXHIBIT 3 -- HOUSEHOLDS AND HOUSEHOLD INCOME TRENDS

	<u>2000</u>	<u>2004</u>	<u>CAGR %*</u>
<u>4 Neighborhoods</u>			
# of Households	7,967	7,715	-0.8%
Median Household Income	\$67,811	\$75,523	2.7%
<u>S MPLS Zip Codes</u>			
# of Households	35,945	34,544	-1.0%
Median Household Income	\$58,377	\$65,555	2.9%
<u>Minneapolis</u>			
# of Households	162,352	158,084	-0.7%
Median Household Income	\$38,615	\$42,593	2.5%
<u>Richfield</u>			
# of Households	15,073	15,246	0.3%
Median Household Income	\$46,295	\$49,435	1.7%

\* "CAGR" = compounded annualized growth rate.

Source: Claritas, Inc.

## **B. RETAIL MARKET OVERVIEW**

### **1. General Conditions**

The Study Area's retail tenants include:

- Neighborhood-serving, streetfront stores: these include a drug store, liquor store, video store(s), coffee shops and other small restaurants, personal service providers, a financial services provider, and a rental company. Most of these businesses serve the immediately surrounding neighborhoods, deriving secondary market support from within two miles and other parts of south Minneapolis.
- Large-scale destinations such as Bachman's and Borton Volvo. These businesses draw customers from throughout the Twin Cities region.

Kowalski's grocery store, while not as large as Bachman's or Borton, serves as another destination; the combination of this store with the other neighborhood-serving streetfront stores amounts to the equivalent of a neighborhood shopping center with fragmented parking locations.

Commercial net lease rates in the corridor occupy a general range from roughly \$12 to \$17 per square foot. Occupancy rates are very high, and brokers report that prospective retailers would face difficulties in finding available space in desirable locations.

## **2. Competitive Environment**

Excluding the Study Area's large-scale destinations, its smaller retailers compete in a market generally defined as to include parts of south Minneapolis and Richfield. The following presents an overall description of the regional competitive retail market.

### a. Regional malls

Southdale Center and the Mall of America are respectively situated less than three miles southwest and four miles southeast of the Study Area. Given the relatively close proximity of two of the metropolitan area's most prominent regional malls, the Study Area does not offer an opportunity for this type of development, or to attract larger, high-profile chain retailers that typically seek mall locations.

### b. Shopping centers

Nearby community shopping centers include properties such as "the Hub," in Richfield, the Shoppes at Lyndale (Richfield), the Yorktown Plaza, Galleria and other shopping centers in Edina. Among these shopping centers, the "Hub" Shopping Center lies less than one mile from the southern part of the Study Area. This center, along with its adjacent "Hub West" component, contains 215,000 square feet of retail space, anchored by Rainbow and Marshall's. These centers maintain occupancy rates in excess of 95 percent; net lease rates fall within a broad range of \$10 to \$20 per square foot. The Shoppes at Lyndale, roughly two miles south of the Study Area, occupies a strategic location on the north side of I-494. This 240,000 square foot center is fully occupied, with net lease rates ranging from \$16 to \$20 per square foot; tenants include large-format stores such as Borders Books, Petco, Lands' End and Michael's. Both of these centers are located within reasonably close proximity to the Study Area and contain sufficient critical masses to serve local as well as more broadly defined markets.

Tenants in some of these shopping centers also include some lower-profile (and lower-rent) businesses such as personal service providers, second-hand goods sellers, dollar stores, and other such tenants. This may indicate a lack of depth in the demand for high-rent locations; the Study Area is not likely to offer strong prospects for additional community shopping centers or other substantial new retail developments.

In addition to the community shopping centers, nearby surroundings also include a number of free-standing grocery stores (Kowalski's, Cub) and neighborhood

shopping centers such as those at 66<sup>th</sup> Street and Lyndale Avenue (Richfield), and 66<sup>th</sup> Street and Penn Avenue (Richfield).

c. Neighborhood Commercial Clusters

Small streetfront commercial clusters are located at intersections such as 54<sup>th</sup>/Nicollet, 50<sup>th</sup>/Bryant, 50<sup>th</sup>/Penn, 66<sup>th</sup>/Lyndale and 50<sup>th</sup>/France. These clusters offer direct competition – for tenants as well as customers -- to the Corridor’s retail district. In general, these clusters are located primarily along two axes:

- A north-south axis along Lyndale Avenue, with nodes to the south of the Corridor at 66<sup>th</sup> and 76<sup>th</sup> Streets;
- An east-west axis along 50<sup>th</sup> Street, with nodes at Bryant, Penn, and France Avenues.
- Other nearby small retail clusters are located at intersections such as 54<sup>th</sup> Street/Nicollet Avenue, 48<sup>th</sup> Street/Chicago Avenue, and 46<sup>th</sup> Street/Bryant Avenue.

Among these clusters, the 50<sup>th</sup> Street/France Avenue area is the only district offering ample offstreet parking. This district has been able to attract a mix of high-end specialty retailers and restaurants, many of whom pay net lease rates in excess of \$25 per square foot. In contrast, ground-floor commercial spaces at 66<sup>th</sup> Street/Lyndale Avenue in Richfield command lease rates in a lower range of \$14 to \$15 per square foot, which is roughly equivalent to prevailing rates in the Study Area. These spaces in Richfield suffer from the absence of off-street as well as on-street parking; as a result, these spaces are less desirable for most retailers.

### **3. Local Retail Niches: Inflow/Outflow**

To analyze market potential, the following tables present “inflow/outflow” analyses for retail spending and sales. This type of analysis measures local residents’ retail spending versus the sales captured by the retail stores in the same area. Where the former (local spending) exceeds the latter (sales at local stores), this indicates that local residents spend more of their money outside the market area than the area’s stores draw from non-local households; i.e., there is a net *outflow* of retail spending. Conversely, where local spending falls below local sales, this indicates that the area attracts a net *inflow* of spending from outside the local market.

Given the Study Area’s niche as a local neighborhood-oriented service area, this analysis focuses on retail market conditions in the immediately surrounding trade areas. These areas include the Neighborhood market area, the South Minneapolis market area, and the areas within radii extending two and three miles from the intersection of Lyndale Avenue and 54<sup>th</sup> Street.



As a simple illustration of the inflow/outflow analysis, Exhibit 4 shows grocery spending versus grocery store sales for the South Minneapolis market area as well as the area within the three-mile radius. In the South Minneapolis market area, local households spend \$204 million annually at grocery stores. In comparison, local grocery stores capture \$176.1 million in sales, thus achieving an 86.5 percent “capture rate.” In the broader 3-mile market area, which encompasses the Southdale Center area, grocery stores capture slightly more than 100 percent of local sales, perhaps reflecting the concentrated, destination status of the Southdale area. Notwithstanding their differences, both of these capture rates approximate 100 percent, which reflects an adequately served market for groceries.

**EXHIBIT 4 – RESIDENT GROCERY STORE SPENDING VS. LOCAL GROCERY SALES (\$ MILLIONS)**

	<u>S MPLS Zip Codes</u>	<u>3-Mi. Radius</u>
Local Spending @ Food/Grocery Stores	\$204	\$373
Sales at Food/Grocery Stores	\$176.1	\$388.7
Market Capture	86.5%	104.2%

*Source: Claritas, Inc.; Geovue, Inc.; Bonz and Company, Inc.*

Exhibit 5 below shows market capture rates for other major retail categories. Among these, the general merchandise and apparel categories reflect low capture rates in all markets except the largest, three-mile trade area. This pattern reflects the tendencies of department stores (general merchandise) and clothing stores to locate at regional malls and larger shopping centers; Southdale Center and other shopping centers and stores located in the three-mile area serve much of the demand for general merchandise and apparel in the Study Area as well as much of the South Minneapolis market area. A similar pattern emerges in home furnishings, reflecting a regionally dominant concentration of stores at the Galleria and other stores in the Southdale Corridor.

**EXHIBIT 5 - MARKET CAPTURE FOR SELECTED RETAIL CATEGORIES**

	<u>Nbhds.</u>	<u>2-Mi. Radius</u>	<u>S MPLS Zip Codes</u>	<u>3-Mi. Radius</u>
General Merchandise	0.0%	11.9%	0.3%	104.8%
Apparel	1.4%	13.1%	16.7%	92.1%
Home Improvement	246.7%	253.3%	119.1%	166.2%
Home Furnishings	76.1%	69.1%	48.1%	911.0%
Eating & Drinking	58.3%	93.5%	59.3%	105.3%
Miscellaneous	322.1%	194.3%	143.0%	245.9%

*Source: Claritas, Inc.; Geovue, Inc.; Bonz and Company, Inc.*

**Eating and Drinking:** In the eating and drinking category, market capture rates approximate 100 percent within the 2- and 3-mile radii, but fall well below 100 percent in the Corridor neighborhoods as well as in the South Minneapolis market area. The 105 percent capture rate within the 3-mile radius reflects the high sales capture of restaurants at locations such as Southdale, 50<sup>th</sup> and France, and along I-494; the 93.5 percent capture rate in the 2-mile radius reflects similar performances at eating and drinking establishments in Richfield.

**EXHIBIT 6 – RESIDENT EATING AND DRINKING SPENDING VS. LOCAL SALES**

	<u>Nbhds.</u>	<u>2-Mi. Radius</u>	<u>S MPLS Zip Codes</u>	<u>3-Mi. Radius</u>
Local Spending at Eating/Drinking Establishments	\$27	\$91	\$107	\$195
Sales at Eating/Drinking Establishments	\$15.9	\$85.5	\$63.3	\$205.5
Market Capture	58.3%	93.5%	59.3%	105.3%

*Source: Claritas, Inc.; Geovue, Inc.; Bonz and Company, Inc.*

The neighborhood- and zip code-defined market areas, however, are underserved. While substantial net outflows are not unusual for smaller areas such as the Corridor neighborhoods, the South Minneapolis zip code market contains a larger and generally more affluent population than the area within the two-mile radius (see Exhibit 3 above). Despite this, this area contains relatively few restaurants, and its restaurants offer limited space and low visibility as compared to Richfield’s fast-food

establishments or larger restaurants such as Houlihan's or Champps. Consequently, despite the area's substantial buying power, much of the restaurant spending generated by the local, south Minneapolis market flows out of the market to establishments in Richfield, Edina, and other parts of Minneapolis. Given high-quality space (with ample parking available), commercial tenant representatives identify the Study Area as a potentially desirable location for a broad range of restaurant concepts, including independent businesses as well as small "quick-serve" concepts.

*Home Improvement/Garden Nursery Stores:* Of relevance to the Study Area, the local "neighborhood" and two-mile trade areas achieve very high capture rates in the home improvement category. These rates reflect the strong sales achieved by Bachman's, but they also reflect the concentration of several other "garden nursery" (subcategory of home improvement) stores in the Corridor. As shown below in Exhibit 7, these stores achieve a market capture rate of 1,217 percent, reflecting a regionally dominant position in this category.

In addition to strong sales at Bachman's and other retailers, the Study Area neighborhoods may generate unusually strong demand for garden nursery products. According to survey-based data provided by Geovue, Inc., households in the Corridor neighborhoods spend an average of \$139 per year on nursery and garden stores. For each progressively larger market area, average household spending falls to \$121 within the 2-mile radius, \$119 in the South Minneapolis market area, and to \$111 in the 3-mile trade area. Thus, in addition to an ample supply of successful garden nursery stores, the Study Area neighborhoods themselves generate high demand for garden-related pursuits.

The strength of local demand as well as the cluster of successful stores in this niche can help give identity to the area and might in addition generate potential for other retailers providing related goods and services.

*Miscellaneous Subcategories:* Within the broadly defined 'miscellaneous' category, Exhibit 7 reveals dramatic variations among the different subcategories. This variation among subcategories produces three general findings:

- Despite net inflows in this overall category, the overall figure conceals substantial spending outflows in subcategories such as books, jewelry, hobbies/toys, and crafts;
- Even under prevailing conditions, specific types of businesses (in addition to Borton Volvo and Bachman's) located in the Study Area may be able to draw from broader, regional markets. For instance, retailers achieve substantial net inflows in several categories. Florists, in particular, achieve high capture rates, possibly reflecting a linkage to the district's status as a destination for garden products.

- While large-format retailers have gained dominant positions in some of these specialty merchandise lines (e.g., books, sporting goods), the variation within the general category indicates that the Study Area may offer the potential for various types of retailers to address underserved local markets while serving broader regional markets as well.

**EXHIBIT 7 -- MARKET CAPTURE IN SELECTED SPECIALTY RETAIL NICHES, LOCAL NEIGHBORHOODS**

<u>Subcategory</u>	<u>Spending/ Household</u>	<u>Total Spending</u>	<u>Sales</u>	<u>Market Capture</u>
Sewing/Craft	\$19.7	\$159,734	\$0	0.0%
Sporting Goods	\$292.8	\$2,370,428	\$1,200,000	50.6%
Books	\$219.5	\$1,776,748	\$300,000	16.9%
Jewelry	\$185.0	\$1,497,436	\$200,000	13.4%
Hobby/Toy/Game	\$141.9	\$1,149,146	\$200,000	17.4%
Florists	\$29.2	\$236,403	\$1,000,000	423.0%
Record/Tape/CD	\$106.0	\$858,176	\$1,800,000	209.7%
Liquor	\$211.8	\$1,714,571	\$1,200,000	70.0%
Drug	\$795.3	\$6,438,587	\$7,800,000	121.1%
Garden/Nursery	\$139.0	\$1,125,344	\$13,700,000	1217.4%

*Source: Claritas, Inc.; Geovue, Inc.; Bonz and Company, Inc.*

#### **4. Study Area Market Opportunities**

Market opportunities arise where commercial tenants can identify the Study Area as the *preferred location in a growing or underserved market*. In seeking to satisfy the latter of these criteria, the preceding analyses indicate that:

- The Study Area will not likely offer additional opportunities for large community shopping centers or regional retail developments;
- In addition to Bachman's, the Study Area contains a concentration of garden nursery stores that collectively give the area status as a regional destination in this niche;
- The Corridor neighborhoods as well as the South Minneapolis zip code market sustain net spending outflows in various categories. While Study Area

businesses will not be able to compete with regional malls and prominent commercial districts for businesses in categories such as general merchandise or apparel, niches such as eating and drinking and various specialty/miscellaneous niches appear to offer opportunities to address underserved markets.

## **5. Issues for Potential Development**

Notwithstanding its *market* opportunities, the larger issue involves the Subject Area's *development* opportunity – its ability to attract retailers and developers to provide new space and thereby enable new businesses to realize market opportunities.

### a. Competitive Location and Development

Potential

In seeking to identify preferred locations, prospective developers and tenants will weigh traffic/access issues as well as local demographic profiles and density. As shown in Exhibit 8 below, the Study Area's traffic volumes exceed those at 50<sup>th</sup> Street/Penn Ave. and are comparable to those at the more prominent 50<sup>th</sup> Street/France Avenue commercial area. The Study Area's traffic counts fall slightly below those at 66<sup>th</sup> Street/Lyndale Avenue and some other areas shown, but none of these areas carries substantially greater traffic volumes.<sup>1</sup>

Population density comparisons also favor the Study Area. With the exception of the Uptown area, which offers one of Minneapolis's most prominent commercial areas outside the CBD, the number of households within one mile of the Study Area exceed the corresponding number for all other areas shown. Finally, Study Area household incomes occupy a middle range among the areas shown.

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<sup>1</sup> These statistics can be misleading, in that destination areas with structured parking, such as Excelsior and Grand, Grand Avenue, Uptown and 50<sup>th</sup> & France, will carry higher pedestrian traffic and lower vehicular traffic, as many visitors park in public facilities and then walk to businesses.

### EXHIBIT 8 – COMPARATIVE SITE INDICATORS

<u>Location</u>	<u>Households within 1 mile Number</u>	<u>Med. Income</u>	<u>ADT*</u>
Study Area Lyndale/54th St	8,914	\$78,976	Lyndale: 16-17,000 54th: 8,800-10,200
Lyndale Ave./66th St Richfield	6,352	\$51,449	Lyndale: 10,600-13,500 66th: 17,100 - 22,801
50th & France Edina/Minneapolis	7,013	\$88,903	50th: 12,900 France: 11,000
50th St./Penn Ave Minneapolis	7,706	\$82,896	50th: 14,800 Penn: 6,700
Excelsior & Grand St. Louis Park	6,997	\$63,066	Excelsior Blvd: 17,600
Uptown (Lake/Hennepin) Minneapolis	17,440	\$44,799	Lake: 18-23,500 Hennepin: 8,800 - 9,500

\* Avg. daily traffic counts for closest count locations.

*Source: Geovue, Inc., MN Dept. of Transportation; Bonz and Company, Inc.*

Of potentially greater import to the Study Area's commercial development, impending transportation reconfigurations are likely to enhance access to and from Highways 62/I-35. Such improvements will increase the access and visibility for prospective development sites in the Corridor. Moreover, as a consequence of such reconfigurations, substantial new land parcels may become available for uses that may include some combination of parking, additional anchor uses, or public amenities.

The presence of such amenities, along with improved access, would enable the Study Area to distinguish itself as the preferred location for retailers targeting a number of underserved niches in south Minneapolis.

#### b. Current Development Barriers

While the Study Area could potentially provide strong locations for new development, at this time the Study Area offers few if any properties that can accommodate substantial (e.g., 20,000 square feet) commercial space with adequate off-street parking. Consequently, in order to capitalize on market opportunities, developers would need to assemble multiple properties, negotiate potentially complex approval processes (triggered by proposed changes in land

development patterns), and then demolish or substantially reconfigure existing buildings. Each of these processes would increase a project's costs, risks and time requirements. Rather than face these obstacles, most developers would seek alternative sites. Moreover, given the availability of other sites in suburban locations as well as other urban redevelopment areas, under current conditions the Subject Site would not present attractive opportunities for most commercial developers.

## **6. Retail Development Outlook**

In summary, the south Minneapolis market offers opportunities for various retail business niches. While the Study Area currently offers reasonable existing spaces for such businesses, substantial parking facilities would be necessary to make the Study Area a preferred, targeted area for retailers and retail developers.

### **B. OTHER: OFFICE MARKET ISSUES**

Retail uses present the most likely commercial uses for the Corridor. Among other uses, the following presents a brief discussion of general conditions in the office sector.

While streetfront commercial tenants would include some office tenants, the office market is not likely to support substantial new development or redevelopment in the Corridor. Several general issues support this finding:

- The regional office market is weak. Data provided by United Properties shows that metropolitan area vacancy rates rose from 6.7 percent in 1997 to 18.9 percent at the end of 2003. While the market achieved positive net absorption in 2004, the metro area vacancy rate remains high at 18.3 percent. As vacancies increased, lease rates fell, from an average of \$15.14 in 2001 to \$13.43 in 2004.
- Demand for office space is driven by existing tenants seeking to accommodate growth, new businesses growing out of other businesses, and businesses moving to the area. In targeting locations, each of these will seek convenience for their workers. Consequently, new office developments tend to target locations in established submarkets, accessible to their existing or prospective workers.

The South Lyndale corridor does not contain an established location for office tenants. The Study Area contains a limited inventory of office space; no building contains more than 30,000 square feet of office space. Office tenants include small businesses providing services (e.g., finance, insurance, real estate, chiropractic) to predominantly household -- rather than corporate -- clientele.

- The metro area's dominant office market is concentrated in downtown Minneapolis; its largest and most prestigious suburban submarkets are located along major highways in western and southwestern suburbs such as Edina, Eden Prairie and Minnetonka.

Suburban office developers and tenants will continue to seek proximity to I-494 and other locations along the regional freeway system. In addition, an ample range of alternative locations offer attractive sites for suburban office development activity; these include areas to the east of the Mall of America, along the Highway 610 Corridor, and various locations in the northern part of the metropolitan area.

In Minneapolis, downtown locations will continue to attract future office development; other office developments outside the CBD will emerge at highly visible locations such as Uptown and the Midtown Exchange.

Some professional service providers may seek office space in the Corridor; overall, however, given the generally weak conditions in the market, the Corridor's lack of recognition as an office location, and an ample supply of competitive development locations, the Corridor will not likely offer strong prospects for large-scale office development.

## C. RESIDENTIAL MARKET OVERVIEW

This section presents an overview of housing market prospects for the Study Area. The discussion focuses on market-rate attached housing, as would be most appropriate for an urban (partly) commercial district. The overview examines general market conditions, trends, emerging factors and the Corridor's potential.

### 1. Regional Demographic Support

Marketing staff at various housing developments indicate that buyers for new condominiums in Minneapolis and its suburbs come from a broad range of locations, primarily within Hennepin County; for non-CBD condominiums, most buyers have maintained their general orientation (e.g., south suburban vs. northwest suburban) in the metropolitan area. Given this general finding, the demographic analysis begins with an analysis of household trends of the broad market area comprising Minneapolis and the southern suburbs of Richfield and Bloomington.

As shown in Exhibit 9, the total number of households in this area has declined since 2000, with further decline anticipated. Within this general pattern, younger householders comprise the largest age cohorts. The 25-to-34 age group is the largest, with nearly 49,000 households, followed by the 35-to-44 (44,000 households) and 45-to-54 (41,000 households) cohorts.

Among these cohorts, however, only the 45-to-54 age group has grown since 2000. Over the next five years positive growth is forecasted only for the region's older cohorts, most significantly in the 55-to-64 group.



Despite these patterns of decline, higher-income households are expected to increase in all age groups. Such increases typically result where (1) existing households increase earnings, (2) lower-income households move out; and/or (3) higher income households move in (investing in existing or new housing). This projected growth among high-income households is distributed fairly evenly across the various age groups under age 65, declining only for senior households, who typically do not anticipate increased incomes during their retirement years.

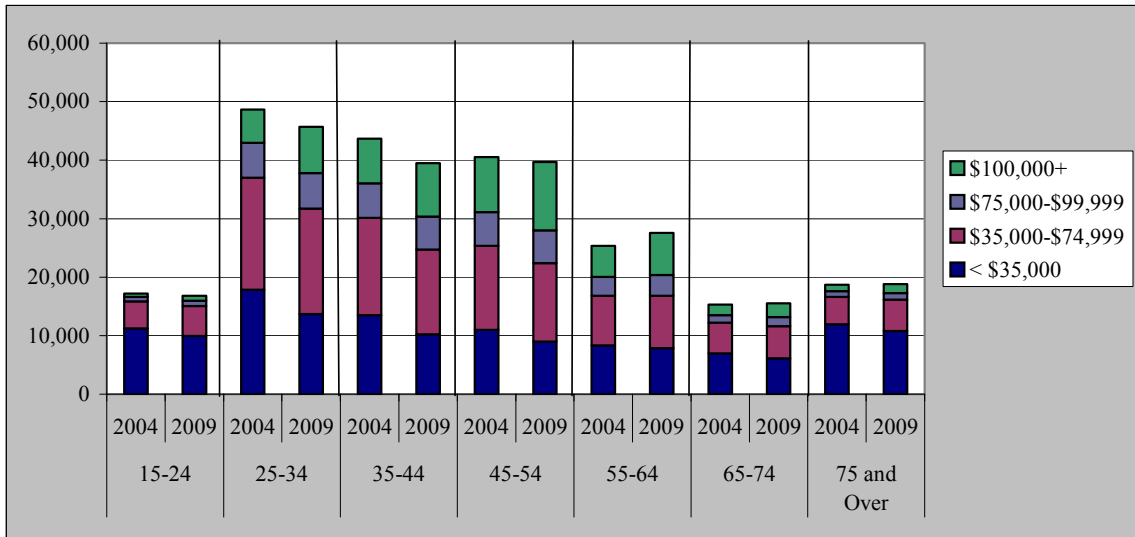
Overall, despite a recent decline in households and dominant concentrations of younger householders, increasing numbers of upper-income households in the Minneapolis/ Richfield/Bloomington area are likely to support new market-rate housing developments.

**EXHIBIT 9 – HOUSEHOLDERS BY AGE AND INCOME,  
MINNEAPOLIS/BLOOMINGTON/RICHFIELD, 2000-2009**

Age of Householder	Household Income	2000	2004	2009	Net Change	
					2004-09	Avg. Annual
25-34	< \$35,000	20,947	17,832	13,702	(4,130)	-5.1%
	\$35,000-\$74,999	20,911	19,158	18,036	(1,122)	-1.2%
	\$75,000-\$99,999	5,302	5,942	6,030	88	0.3%
	<u>\$100,000+</u>	<u>4,156</u>	<u>5,723</u>	<u>7,930</u>	<u>2,207</u>	<u>6.7%</u>
	<i>Total</i>	<i>51,316</i>	<i>48,655</i>	<i>45,698</i>	<i>(2,957)</i>	<i>-1.2%</i>
35-44	< \$35,000	16,522	13,518	10,213	(3,305)	-5.5%
	\$35,000-\$74,999	19,334	16,587	14,526	(2,061)	-2.6%
	\$75,000-\$99,999	6,046	5,924	5,619	(305)	-1.1%
	<u>\$100,000+</u>	<u>6,515</u>	<u>7,646</u>	<u>9,157</u>	<u>1,511</u>	<u>3.7%</u>
	<i>Total</i>	<i>48,417</i>	<i>43,675</i>	<i>39,515</i>	<i>(4,160)</i>	<i>-2.0%</i>
45-54	< \$35,000	11,582	10,998	9,001	(1,997)	-3.9%
	\$35,000-\$74,999	14,609	14,333	13,422	(911)	-1.3%
	\$75,000-\$99,999	5,085	5,800	5,580	(220)	-0.8%
	<u>\$100,000+</u>	<u>7,451</u>	<u>9,425</u>	<u>11,660</u>	<u>2,235</u>	<u>4.3%</u>
	<i>Total</i>	<i>38,727</i>	<i>40,556</i>	<i>39,663</i>	<i>(893)</i>	<i>-0.4%</i>
55-64	< \$35,000	7,400	8,318	7,859	(459)	-1.1%
	\$35,000-\$74,999	7,576	8,482	8,940	458	1.1%
	\$75,000-\$99,999	2,541	3,241	3,578	337	2.0%
	<u>\$100,000+</u>	<u>3,802</u>	<u>5,309</u>	<u>7,183</u>	<u>1,874</u>	<u>6.2%</u>
	<i>Total</i>	<i>21,319</i>	<i>25,350</i>	<i>27,560</i>	<i>2,210</i>	<i>1.7%</i>
65-74	< \$35,000	8,131	6,981	6,098	(883)	-2.7%
	\$35,000-\$74,999	5,415	5,254	5,505	251	0.9%
	\$75,000-\$99,999	1,075	1,285	1,556	271	3.9%
	<u>\$100,000+</u>	<u>1,571</u>	<u>1,771</u>	<u>2,369</u>	<u>598</u>	<u>6.0%</u>
	<i>Total</i>	<i>16,192</i>	<i>15,291</i>	<i>15,528</i>	<i>237</i>	<i>0.3%</i>
75 and Over	< \$35,000	12,472	11,943	10,793	(1,150)	-2.0%
	\$35,000-\$74,999	4,639	4,697	5,358	661	2.7%
	\$75,000-\$99,999	815	971	1,157	186	3.6%
	<u>\$100,000+</u>	<u>867</u>	<u>1,108</u>	<u>1,508</u>	<u>400</u>	<u>6.4%</u>
	<i>Total</i>	<i>18,793</i>	<i>18,719</i>	<i>18,816</i>	<i>97</i>	<i>0.1%</i>
Totals	< \$35,000	90,407	80,800	67,608	(10,774)	-3.5%
	\$35,000-\$74,999	77,254	73,170	70,897	(3,385)	-0.6%
	\$75,000-\$99,999	21,534	23,938	24,425	171	0.4%
	<u>\$100,000+</u>	<u>24,723</u>	<u>31,515</u>	<u>40,672</u>	<u>8,425</u>	<u>5.2%</u>
	<i>Total</i>	<i>213,918</i>	<i>209,423</i>	<i>203,602</i>	<i>(5,563)</i>	<i>-0.6%</i>

Source: Claritas, Inc.

EXHIBIT 9 – CONTD.



More locally, in the Study Area neighborhoods, as in the broader region described above, the total number of households has declined since 2000, with further decline anticipated.

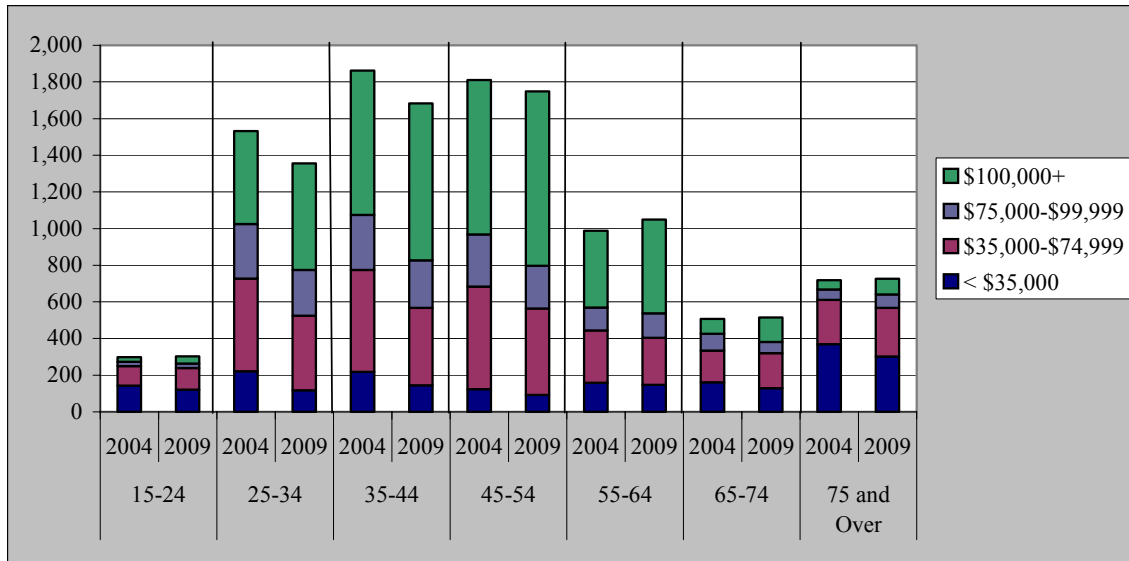
While the Corridor neighborhoods feature a lower concentration in the 25-to-34 cohort than the broader market, in most other respects these neighborhoods' profiles resemble those of the broader region, with growth anticipated among older householders and higher-income householders.

Exhibit 10 – Householders by Age and Income,  
CORRIDOR NEIGHBORHOODS, 2000-2009

Age of Householder	Household Income	2000	2004	2009	Net Change	
					2004-2009	Avg. Annual
25-34	< \$35,000	263	221	118	(103)	-11.8%
	\$35,000-\$74,999	679	506	406	(100)	-4.3%
	\$75,000-\$99,999	278	298	251	(47)	-3.4%
	<u>\$100,000+</u>	<u>475</u>	<u>507</u>	<u>581</u>	<u>74</u>	<u>2.8%</u>
	<i>Total</i>	<i>1,695</i>	<i>1,532</i>	<i>1,356</i>	<i>(176)</i>	<i>-2.4%</i>
35-44	< \$35,000	269	219	144	(75)	-8.0%
	\$35,000-\$74,999	700	555	423	(132)	-5.3%
	\$75,000-\$99,999	347	301	260	(41)	-2.9%
	<u>\$100,000+</u>	<u>723</u>	<u>787</u>	<u>856</u>	<u>69</u>	<u>1.7%</u>
	<i>Total</i>	<i>2,039</i>	<i>1,862</i>	<i>1,683</i>	<i>(179)</i>	<i>-2.0%</i>
45-54	< \$35,000	124	124	92	(32)	-5.8%
	\$35,000-\$74,999	610	559	472	(87)	-3.3%
	\$75,000-\$99,999	303	285	232	(53)	-4.0%
	<u>\$100,000+</u>	<u>704</u>	<u>842</u>	<u>953</u>	<u>111</u>	<u>2.5%</u>
	<i>Total</i>	<i>1,741</i>	<i>1,810</i>	<i>1,749</i>	<i>(61)</i>	<i>-0.7%</i>
55-64	< \$35,000	152	158	148	(10)	-1.3%
	\$35,000-\$74,999	259	286	255	(31)	-2.3%
	\$75,000-\$99,999	137	125	134	9	1.4%
	<u>\$100,000+</u>	<u>298</u>	<u>419</u>	<u>512</u>	<u>93</u>	<u>4.1%</u>
	<i>Total</i>	<i>846</i>	<i>988</i>	<i>1,049</i>	<i>61</i>	<i>1.2%</i>
65-74	< \$35,000	223	162	129	(33)	-4.5%
	\$35,000-\$74,999	204	172	192	20	2.2%
	\$75,000-\$99,999	78	91	60	(31)	-8.0%
	<u>\$100,000+</u>	<u>51</u>	<u>82</u>	<u>135</u>	<u>53</u>	<u>10.5%</u>
	<i>Total</i>	<i>556</i>	<i>507</i>	<i>516</i>	<i>9</i>	<i>0.4%</i>
75 and Over	< \$35,000	439	369	302	(67)	-3.9%
	\$35,000-\$74,999	272	242	265	23	1.8%
	\$75,000-\$99,999	27	57	74	17	5.4%
	<u>\$100,000+</u>	<u>56</u>	<u>50</u>	<u>85</u>	<u>35</u>	<u>11.2%</u>
	<i>Total</i>	<i>794</i>	<i>718</i>	<i>726</i>	<i>8</i>	<i>0.2%</i>
Totals	< \$35,000	1,636	1,396	1,054	(253)	-5.5%
	\$35,000-\$74,999	2,810	2,427	2,131	(330)	-2.6%
	\$75,000-\$99,999	1,204	1,180	1,036	(163)	-2.6%
	<u>\$100,000+</u>	<u>2,317</u>	<u>2,712</u>	<u>3,161</u>	<u>400</u>	<u>3.1%</u>
	<i>Total</i>	<i>7,967</i>	<i>7,715</i>	<i>7,382</i>	<i>(346)</i>	<i>-0.9%</i>

Source: Claritas, Inc.

EXHIBIT 10 -- CONTD.



Overall, the preceding tables show forecasts for growth among upper-income households, and more general growth (spanning various income ranges) among empty nester households. These market segments have provided the primary target markets for various townhouse and attached housing formats throughout the Twin Cities, and would comprise the strongest target markets for prospective developments in the Study Area.

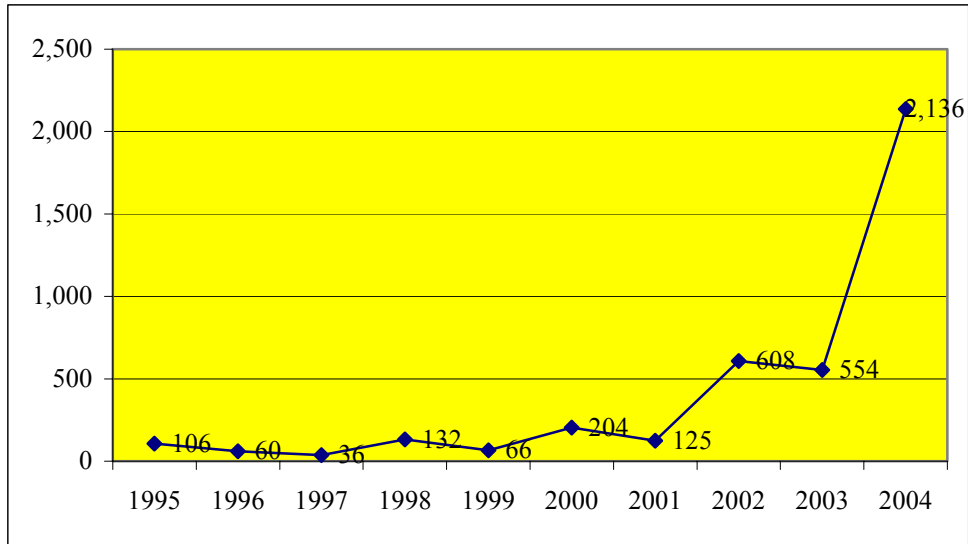
## 2. Attached Housing Development Trends

a.

### Condominiums

The metropolitan area condominium market has grown at rapid rates in recent years. From 1995 through 2001, new condominium completions averaged 104 units per year. Then, from 125 in 2001, this figure progressed to 608 in 2002, 554 in 2003 and 2,136 in 2004.

**EXHIBIT 11 – TWIN CITIES CONDOMINIUM CONSTRUCTION TREND**



Source: Dahlgren Shardlow and Uban, Inc.

Factors driving this development trend have included:

- Regional growth among empty-nester households;
- Historically low interest rates;
- The popularity and success of downtown condominium projects; and
- Investors and developers facing limited opportunities in other real estate sectors.

While sources differ on its sustainability, for present purposes this trend simply provides the context for the Study Area’s market prospects.

Within the overall regional context, downtown Minneapolis represents the largest and most expensive segment of the market. While lakefront locations and other amenities may enable specific projects to achieve higher prices, CBD projects generally command the highest price points.

**EXHIBIT 12 – CONDOMINIUM SALES PRICES/SQ. FT., SELECTED MARKETS**

MPLS non-CBD	\$187
SW Suburban	\$168
CBD	\$271
Metro Area	\$222

Source: Dahlgren Shardlow and Uban.

In suburban locations, recent successes demonstrate the market's acceptance of various types of condominium products. In general, however, these projects do not offer the urban amenities associated with downtown projects, and must therefore position themselves in competitive locations, and must direct their programs and amenities toward specific target markets. The following provide brief descriptions of a small sample of recent condominium developments in Minneapolis's southern and southwestern suburbs.

- **Kensington Park:** Located at 76<sup>th</sup> Street and Lyndale Avenue in Richfield, this four-story project serves a mid-market price range of \$160,000 to \$300,000. The developer reports that most buyers have been young singles and couples purchasing their first homes, often from the southern suburbs. Several "quick-serve" restaurants occupy most of the building's ground-floor retail space. This project has achieved an average absorption rate of approximately 3.25 units per month.
- **City Bella:** This project occupies a high-rise building located prominently at 66<sup>th</sup> Street and Lyndale in Richfield. In contrast with Kensington Park, City Bella targeted a relatively high-income, empty-nester market with relatively large two- and three-bedroom units containing 1,700 to 2,400 square feet. The project has experienced lagging absorption rates, and has recently reduced prices to their current levels between \$300,000 and \$450,000.
- **Marketplace Lofts:** Located in downtown Hopkins, this midrise project attracted buyers in the young/single as well as empty-nester market segments. Prices ranged from roughly \$150,000 to \$350,000. Ground-floor retail spaces contains a mix of restaurants and specialty retailers. While initial sales averaged only 2 units per month, the market has gained greater familiarity with the product; at this time, the developer maintains a waiting list for an anticipated second phase.
- **Grandview Square:** located in Edina, this project is situated adjacent to offices, and a community facility containing a public library and a senior center. The project has sold units in a relatively high (\$250,000 to \$475,000) price range, targeting empty nesters primarily from within Edina.
- **Cloud 9** includes 164 units in a renovated suburban office tower. While the project is unusual in several respects (e.g., it occupies an office park with few nearby residential amenities, few of its units' windows can be opened) it has achieved rapid sales in a broad price range (\$160,000 to \$475,000), to younger as well as empty-nester households.

The collective experiences of these and other projects indicate that:

- Supportable prices in locations outside downtown Minneapolis (excluding those enjoying unique lakefront or riverfront amenities) are likely to fall below

the top tiers -- \$400,000 + -- of the market, in a general range of \$200,000 to \$400,000;

- Absorption rates may occupy a range of two to four units per month. Given the time required for full absorption, this suggests that over the next few years, smaller (e.g., 30 to 60 unit) projects may be preferable to large-scale projects with 100 or more units.
- Where market conditions are supportive, some of these projects (as well as other projects, such as St. Louis Park's Excelsior and Grand project) demonstrate the ability of well-conceived multi-family residential projects to provide high-quality streetfront retail space.

In south Minneapolis (south of Lake Street and the Uptown area), no condominium projects have been built in recent years. At this time, however, new projects are planned in the Uptown area, 50<sup>th</sup>/France, and most recently at less recognized locations such as 38<sup>th</sup> Street and Nicollet Avenue, 33<sup>rd</sup> and Nicollet Avenue and 3228 Garfield. Some of these locations are comparable to and competitive with Study Area locations; condominium products in the Study Area would have to offer access to amenities and well-conceived development programs that can distinguish them to their target markets.

Given new improvements in the area, the Study Area would ideally target a niche focusing on value-driven alternatives to locations such Uptown or 50<sup>th</sup>/France on the one hand, and relatively high-amenity, more urban alternatives to projects such as Richfield's Kensington Park and City Bella.

## **2. Apartments**

In the Twin Cities apartment market, average monthly rents are \$733 for one-bedroom and \$930 for two-bedroom units. The market features an overall vacancy rate of 6.9 percent (GVA Marquette Advisors), well above customary levels in the Twin Cities. Vacancies are highest, however, in the highest rent tiers, exceeding 10 percent where monthly rents exceed \$1,200. Vacancies at newer properties (built since 2000) are also higher, at 11.6 percent. In south Minneapolis and the City of Minneapolis, average vacancy rates are lower than in the overall metro area, at 4.8 percent and 4.2 percent, respectively.

**EXHIBIT 13 -- AVERAGE APARTMENT RENTS AND VACANCY, 1<sup>ST</sup> QTR. 2005**

	South <u>Minneapolis</u>	<u>Minneapolis</u>	Twin Cities <u>Metro</u>
1 BR	\$694	\$746	\$733
2 BR	\$917	\$1,105	\$930
Vacancy	4.8%	4.2%	6.9%

*Source: GVA Marquette Advisors.*

In the Corridor neighborhoods, existing apartment properties achieve rents of \$600 to \$700 for one-bedroom units and \$700 to \$800 for two-bedroom units. Vacancies vary, but generally fluctuate in accordance with conditions in the regional market.

New rental apartment development in South Minneapolis and the South Lyndale corridor has been limited in recent years; the only significant project has been the Boulevard, located at Lyndale and 53<sup>rd</sup> Street. This 24-unit project contains only nine entirely market-rate units; market-rate rents are set at \$1,050 for a two-bedroom (820 sq. ft.) unit and \$1,365 for a three-bedroom townhouse unit. The project features high-end amenities such as in-unit washer/dryer units, walk-in closets, underground parking and an interior courtyard, but the project has not achieved full occupancy six months after completion.

Overall, the development community has focused primarily on the condominium market in recent years; new market-rate rental apartments will not offer strong development opportunities until vacancies decline and rents increase. Over a longer-term time frame, however, the Study Area's good accessibility and its proximity to features such as Kowalski's, neighborhood retail stores, and a public library branch should give a location sufficient to attract rental apartment developments.

**3. Senior Housing**

Demand for senior housing is driven by growth among elderly persons seeking increased security, increased community interaction, reduced maintenance responsibilities, and accessibility to conveniences such as food service, periodic housekeeping, and other such amenities. While senior housing encompasses a broad range of product types, even the independent living facilities designed for "active" seniors generally attract residents with some level of need for services; most new residents are in their 70s and older.

The following points summarize the Study Area's potential for market for market-rate senior housing include the following:



Growth Among Income Eligible Households Age 65+: Senior housing demand would be generated by households age 65 and older, primarily from within the Corridor neighborhoods. Of these, households that would be “income eligible” for market-rate senior housing would have to maintain annual incomes of at least \$35,000. Recent estimates provided by Claritas, Inc., indicate that the Corridor neighborhoods and south Minneapolis secondary market area currently respectively contain roughly 750 and 3,400 income eligible households age 65 or older. As shown in the exhibit below, these households in both the 65+ and 75+ age groups have increased since 2000, and such growth is expected to continue.

**EXHIBIT 14 – SENIOR HOUSEHOLDS**

	<u>2000</u>	<u>2004</u>	<u>2009</u>
<u>Neighborhoods</u>			
Total Households	7,967	7,715	7,382
Age 65+ earning \$35,000 or more	688	748	811
Age 75+ earning \$35,000 or more	355	394	424
<u>S. MPLS zip codes</u>			
Total Households	35,945	34,544	32,730
Age 65+ earning \$35,000 or more	3,027	3,442	3,648
Age 75+ earning \$35,000 or more	1,407	1,740	1,923

Source: Claritas, Inc.

Competitive Facilities and Effective Inventory: Local facilities present three options for seniors seeking senior housing in south Minneapolis. These include:

- Nokomis Square, a 203-unit limited equity cooperative for seniors age 55 and over. Coop share values range from \$45,000 for a 600 square foot one-bedroom to \$250,000 for a 1,458 square foot two-bedroom unit. Additional monthly costs range from \$600 to \$1,500. This facility maintains full occupancy with a waiting list; administrators report that most of Nokomis Square’s residents come not from the Study Area, but from the East Nokomis section of the City.
- Walker Treetops is a 101-unit rental community for independent seniors, with services available on an “a la carte” basis. Monthly rents range from \$725 for a studio to \$1,360 for a 1,024 square foot two-bedroom unit. Walker Treetops is located two miles north of the Study Area at 3535 Bryant Avenue. Marketing staff report that most residents move from within south Minneapolis. Currently, 97 of the 101 units are occupied.
- Walker Place is a 129-unit continuing care community organized as a limited equity cooperative. Initial entrance fees range from \$99,500 for a 575 square foot one-bedroom to \$300,000 for a 2,000 square foot two-bedroom unit. Monthly fees range from \$1,200 to \$3,000. With its relatively high costs,

Walker Place maintains a distinct profile as a high-income, uniquely upscale facility, with a ability to attract residents from throughout the Twin Cities metro area.

These projects contain a collective total of 430 units. As a supplement to this inventory, five independent senior housing facilities containing a total of 625 units are clustered around the intersection of 66<sup>th</sup> Street and Lyndale Avenue in Richfield. These include: Gramercy Park, Wood Lake Point, 6615 Lake Shore Drive, Village Shores, and the Pines. Collectively these offer a combined total of 625 condominium, coop and rental independent living units, bringing the total inventory in the general area to approximately 1,065 units of senior independent housing.

In brief summary:

- Local demand for independent senior housing is expected to grow modestly over the next five years.
- While there is ample supply in the area, no projects are located in any of the four Corridor neighborhoods.
- With few exceptions, the existing facilities maintain high or full occupancies.
- As the empty nester market continues to age, the South Lyndale Corridor could present an increasingly attractive opportunity for new independent senior housing development.

#### **4. Outlook**

The Study Area offers the potential to support new market-rate attached housing products. As market conditions evolve, such projects might target any of the apartment, condominium/coop, or senior housing niches.

#### **D. DEVELOPMENT POTENTIAL**

##### **1. Market Findings**

Key market findings indicate that:

- Retail businesses will be able to identify opportunities to serve demand for eating and drinking as well as various specialty and miscellaneous subcategories in the nearby markets comprising much of south Minneapolis.
- These businesses, however, will target high-quality space featuring high visibility and ample parking; at this time developers may not be able to find sites offering the requisite size, visibility and/or configurations to serve these opportunities.
- Other types of commercial uses are not likely to support substantial opportunities for development.

- Attached residential development (in various forms) will offer opportunities for new development and/or redevelopment. Attached housing projects have succeeded in various locations despite an array of redevelopment obstacles (e.g., site assembly, property demolitions and reconfigurations); in the Study Area, however, such projects may require some form of public involvement.
- Such residential developments offer an attractive vehicle for providing new high-quality streetfront commercial space at this time. Where such commercial components are incorporated into (otherwise) residential projects, the resulting mixed-use format has proven successful in other urban and suburban settings that are roughly comparable to the Study Area.

## 2. **Key Factors and Public Measures**

In order to maximize opportunities for *development* or redevelopment to capitalize on market opportunities, the following would distinguish the Corridor as a preferred location:

- **Parking**: In developing greater concentrations of commercial development, the most-recognized and most successful commercial clusters in other parts of Minneapolis and the Twin Cities offer structured or otherwise ample surface parking. These areas include clusters located in Minneapolis's Uptown area, the 50<sup>th</sup> Street/France Avenue district, the Excelsior and Grand development in St. Louis Park, and Grand Avenue in St. Paul.

Where new commercial developments occupy streetfront orientations, structured parking or other district-serving parking arrangements will provide important advantages for new commercial development.

- **New/improved access interchanges**: Prospective reconfigurations to the Crosstown Highway interchanges will improve the Study Area's accessibility and increase its visibility and prominence.
- **Other Amenities**: New development parcels created by transportation reconfigurations will create new parcels that can be used for community amenities and/or necessary development infrastructure as well as private development. Such amenities might include active or passive recreational facilities, cultural facilities, agricultural/horticultural uses, public art displays or other features that attract visitors, serve the community, or otherwise enhance the local quality of life and visibility.
- **Available Properties**: At this time, properties suitable for development or redevelopment are not available in the Study Area. Such properties will come available under one of three scenarios:

- Prospective transportation reconfigurations create new developable parcels;
- Existing users of large properties make their properties available; or
- Multiple contiguous properties are assembled.

Of these, the first is likely to occur as a result of planned public investments; the second would result from currently unforeseen private business decisions. These scenarios offer the simplest scenarios. The third scenario, involving the assembly of multiple parcels, would prove costly and time-consuming for private entities, and would most likely require public sector involvement.

- ***Theme/Identity:*** Where new private developments and/or public improvements can embrace and project a common theme or identity, the Study Area can further enhance its visibility and image. For example, districts have gained positive recognition through their associations with “theater,” lakes, Universities, ethnic enclaves (e.g., “Little Italy,”), arts, antiques, etc. Identities or themes that might prove suitable for the Subject Area might invoke horticultural/botanical images, or other images that the neighborhood can embrace.
- ***Planning Vision and Demonstrated Commitment:*** A clearly articulated vision is required to give developers an understanding of future physical conditions and pertinent regulations for prospective project sites and their surroundings. A firm public commitment to the long-term development vision – particularly where (as here) previous planning and development issues have invoked confusion and controversy -- is required to give developers needed assurances that necessary improvements, amenities and surrounding uses will occur. Even where various parties commit to such visions, sufficient levels of assurance may require the actual investment in and completion of new improvements before subsequent opportunities can successfully attract private developers and tenants.

### **3. Contingencies: Anchor Uses on Large Properties**

In addition to the foregoing, it should be noted that the southern segments of the Corridor contain a number of large land parcels currently occupied by industrial uses. In the event that such parcels became available, given their proximity to the Crosstown highway and its improved access systems, such parcels would offer the potential to drive substantial changes in the area’s market forces and affect major changes in the Study Area’s character.

Such potential would be derived not from local market forces, but rather from the scarcity in the region of large parcels occupying strategic locations visible to some of the highest traffic volumes in the Twin Cities metropolitan area. Potential uses of such property might involve large-scale “big box” retail developments, hotels,

headquarters office developments, industrial uses, and other large-scale destinations or anchor uses that rely on high traffic volumes and accessibility.

While such parcel availability is not currently anticipated in the near-term future, the planning process must consider this potential contingency, as well as the range of uses and restrictions that should apply to such properties.

***Appendix 10.3***

***Public Meetings – Summary Notes***



**To:** Beth Elliott  
**From:** Jeff McMenimen  
**Subject:** South Lyndale Corridor Master Plan – Open House 1 Summary  
**Date:** June 20, 2005

The following provides a summary of the first Open House for the South Lyndale Corridor Master Plan:

**Date:** The Open House was held on May 24, 2005

**Attendees:** 47 citizens signed the attendance sheet

**Purpose:** The first Public Open House was held to introduce the community to the planning process and schedule. In addition, public input was gained on the following:

**Areas Assets:** The community provided input on the sites, structures and/or uses they deemed to be area assets worth saving, including the following:

1. Minnehaha Creek
2. Public Library
3. South Lyndale Liquor Store
4. Kowalski's Grocery Store
5. The Boulevard Mixed-Use Building
6. Annunciation School and Church
7. Lehman's Garage and Body Shop
8. Mount Olivet Care Center
9. Uncommon Garden Center
10. Bachman's Garden Center
11. Grass Lake
12. Richfield United Methodist Church
13. Oak Hill Cemetery
14. Gill Brothers Funeral Home
15. Starbucks
16. Prima Restaurant
17. Espresso Midwest and Dragon Art Glass Building
18. The Metro Inn and Aqua City Motels

**Areas of Change:** The community provided input on the sites, structures and/or uses they deemed to be not in alignment with the community's values and provide good opportunities for change in the area:

1. The Minnehaha Creek Bridge
2. South Lyndale Liquor Store
3. The Boulevard Mixed-Use Building



4. The Old Boulevard Theater Building
5. The intersection at 54<sup>th</sup> Street and Lyndale
6. Walgreens
7. Fairview Medical Clinic Building @ 54<sup>th</sup> and Lyndale
8. Borton Volvo
9. Midas Auto Service
10. Various surface parking lots
11. Aqua City Motel
12. Metro Inn Motel
13. Highway 121 Median
14. The Half-Way House
15. The intersection at 58<sup>th</sup> and Hwy 121
16. Centerpoint Energy

**Goals and Objectives:** The community provided input on a list of goals and objectives provided by the Project Team by ranking them in order of importance and then added new goals and objectives to consider. The following are prioritized in order of importance:

1. Achieve the LASR-CC vision for the corridor:
  - a. Foster neighborhood-focused businesses and a development climate that meets the needs of the residents.
  - b. Encourage a neighborhood friendly transportation environment that emphasizes pedestrian activities while accommodating vehicles.
  - c. Blend the area's natural beauty, existing resources, and future development to create attractive, well-maintained spaces with a distinct sense of place.
2. Get input from the landowners, businesses, and community at large.
3. Synthesize the Master Plan with prior planning and design studies completed for the corridor.
4. Finalize realignment of Highway 121.
5. Define potential redevelopment sites.
6. Prepare the tools (Master Plan and Design Guidelines) to help the community manage and prepare for change in the corridor.
7. Get all affected political entities on board with the plan.
8. Prepare a feasible plan(financially, socially, environmentally)
9. Create buildable momentum in the corridor

Additional Goals and Objectives:

1. Create opportunities for life cycle housing
2. More parking for businesses
3. Add more structured parking/less surface parking
4. More pedestrian-friendly crossings
5. Adhere to ADA laws and guidelines for Lyndale building entrances and streetscape.
6. Integrate bike paths into traffic plans.

**Project Challenges:** The community provided input regarding anticipated project challenges. The following are perceived to be challenges faced during the planning effort:

1. Planning/Design terminology – ie. “Density”, “Housing”, “Mixed-Use” are terms that generate a certain amount of misunderstanding and discomfort with many in the community.
2. Getting the ball rolling. It will important to identify a development catalyst within the corridor and create the opportunity for success.
3. Territoriality. Hennepin County, the City of Minneapolis, Property owners, business owners, neighborhood citizens all have a vested interest. Balancing those interests will be a challenge.
4. Gaining consensus (acceptable to those mentioned above).
5. Political elections will be occurring during the planning process which could turn up the heat (attention) on this project.
6. There exist inherent challenges in the property itself – ie. dead spaces.
7. Overcome business reluctance to change because of financing.

**To:** Beth Elliott  
**From:** Jeff McMenimen  
**Subject:** South Lyndale Corridor Master Plan – Open House 2 Summary  
**Date:** August 22, 2005

The following provides a summary of the second Open House for the South Lyndale Corridor Master Plan:

- Date:** The Open House was held on August 15, 2005
- Attendees:** 49 citizens signed in on the table roster sheets (see attachment)
- Purpose:** The second Public Open House was held to present to the community the planning process, influences, objectives and preliminary master plan alternatives. Public input was received during small group discussions where participants weighed in on planning strengths and weaknesses.
- Planning Influences:** Minneapolis Plan – Comprehensive plan for the City of Minneapolis determines vision for the City’s growth and future development. The Minneapolis Plan has determined that the South Lyndale Corridor is a “Community Corridor” and that the intersection at 54<sup>th</sup> Street and Lyndale is a “Neighborhood Commercial Node”.
- > Characteristics of “Community Corridor”
    - Streets connect more than 2 neighborhoods
    - Primarily residential land use pattern with commercial uses clustered at intersections
    - Small scaled retail uses serve the immediate neighborhood
    - Land use and building form exhibit traditional commercial and residential form and massing
  - > Implementation Steps
    - Strengthen residential mix and character within corridor
    - Promote more intensive residential development where appropriate
    - Encourage mixed-use development
    - Support the continued presence of small-scale retail sales and service
      - Promote pedestrian orientation to the street and provide transit options
  - > Characteristics of “Neighborhood Commercial Node”
    - Provide at least 3 retail or service uses to residents of surrounding neighborhoods
    - Oriented to pedestrian traffic
    - Generally appear at the intersections of community corridors
    - A mix of uses can occur within structures

> Implementation Steps

- Support the continued presence of small-scaled retail sales and services
- Promote medium-density residential development within the node
- Direct other uses, that act as neighborhood focal points, to relocate to a neighborhood commercial node

LASR-CC Vision – The Lyndale Area South Renewal – Creek to Crosstown committee has generated a vision for the corridor based on previous public workshops and planning efforts:

“We envision a Lyndale Ave. South that..”

- Blends the area’s natural beauty, existing resources, and future development to create attractive, well-maintained spaces with a distinct sense of place.
- Encourages a neighborhood-friendly transportation environment that emphasizes pedestrian activities while accommodating vehicles.
- Fosters neighborhood-focused businesses and a development climate that meets the needs of the residents.

Development Workshops – In the fall of 2004, a series three of public workshops were conducted by the Corridor Housing Initiative that focused on potential development and redevelopment in the corridor. As a result of those workshops, the following themes were recorded:

> Public Input - Common Themes

- Enhance the pedestrian realm
- Improve conditions for alternative transportation
- Expand housing choices to accommodate the needs of a diverse population
- Bring the “green” of Minnehaha Creek down Lyndale (trees and sidewalks)
- Create more public and private gathering spaces
- Diversify the business and restaurant mix
- Reinforce district identity and character by improving physical edges  
between large scale development and small scale residences

Road Improvements – Planned improvements for roadways in the corridor were discussed as having an influence on planning efforts, including the following:

> I-35/Crosstown Commons

Plans developed by MnDOT  
2006 construction schedule  
New westbound lane on to Highway 62 proposed  
New interchanges at Lyndale and at Highway 121 proposed

> Lyndale Avenue South

- Plans being developed by Hennepin County – still preliminary
- 2009 construction schedule anticipated
- Current design includes Minnehaha Creek Bridge reconstruction
- Current plans include Lyndale from Minnehaha Creek to 56<sup>th</sup>

Street

- City of Minneapolis anticipates future Lyndale improvements consistent with County plans south to Highway 62
- Plans indicate wider median, 1 traffic lane in either direction, and auxiliary lanes used for on-street parking the majority of the day, but converting to through lanes during rush hour traffic times of the day.
- Neighborhood streetscape plans (produced by SEH) include plantings in median, street trees, raised sidewalk plantings, lighting, site furnishings, etc.

> Highway 121

- Plans being developed by City of Minneapolis – still preliminary
- 2010 construction schedule anticipated
- Current plan indicates narrowing of Hwy 121 to one lane in either direction, relocated to the east side of the current ROW
- Plan indicates intersections with Hwy 121 at 59<sup>th</sup> and 60<sup>th</sup> Streets
- Hwy 121 would intersect at 58<sup>th</sup> Street
- 57<sup>th</sup> Street would continue through at Lyndale
- New sites may become available for potential development activity after road realignment

Market Study – The consultant team has prepared a preliminary market study for the project area (including the 4 surrounding neighborhoods of Kenny, Lynnhurst, Tangletown and Windom). The following highlights were discussed:

> Demographics

- Study Area Population: 12,700 people
- Cultural Diversity: 86% Caucasian, 6% African American, 8%

Other

- Age Distribution: School Age (< Mpls Avg) Older Adult (> Mpls Avg)
- Median Household Income: (\$75,000) (Mpls Median = \$43,000)
- Growth Projections: Seniors

> Market Recommendations

- Neighborhood retail shops recommended over regional retail destinations
- Eating and drinking establishments are in short supply
- Garden center/home improvement retail is very strong
- Diversify mix of residential – add multi-family to the mix
- Improve parking supply and access to shops and services
- Improve amenity base (streetscape, open space, plazas, lighting,

etc.)

*Public Input* – Public input was received from the first open house (May 24, 2005) where citizens provided input regarding area assets (sites, uses or structures that contain value to the community) and areas for change (sites, uses or structures the community would like to see changed)

*Planning Objectives* – The following is a distilled list of planning goals and objectives generated through discussions with the Project Team, the Public and Business Community:

- > Scale, form and use of new development should be compatible with surrounding community.
- > Encourage new development to use human scale design features.
- > Strengthen the residential character of the corridor and provide a range of types and affordability levels.
- > Promote alternative modes of transportation.
- > Support a land use pattern that is primarily residential, with commercial uses clustered at intersections.
- > Support the continued presence of small-scale retail uses that serve the surrounding neighborhoods.
- > Provide streetscape design and building uses that support a pedestrian-friendly environment.
- > Encourage the development of mixed-use buildings where appropriate.
- > Provide parking facilities and management strategies that improve customer access, mitigate impacts to neighborhoods and share use of parking facilities.
- > A range of open spaces, from tot lots and village greens to plazas and courtyards should be distributed along the corridor to strengthen district identity and add development amenities

**Planning Concepts:** Two preliminary plan alternatives were presented containing the following primary planning elements that distinguish them:

- > Concept A: “Neighborhood Commercial Nodes”
  - Mixed-Use nodes concentrated at 54th and 58th Street intersections
  - “Village Green” located between 56th and 57th Streets
  - Residential sites located between 55th and 57th
  
- > Concept B: “Main Street”
  - Mixed-Use redevelopment concentrated along entire length of Lyndale - Ave.
  - “Village Green” located at corner of 57th Street and Lyndale
  - Residential and office uses anticipated above ground level retail along length of Lyndale Ave.

### **Public Comment on Planning Strengths and Weaknesses**

**Strengths:** The following represents common themes regarding public comments on planning strengths found in either scheme:

- Generally, Concept A was preferred, locating development intensity at the intersections (nodes) of 54<sup>th</sup> and 58<sup>th</sup>.
- Replacing motel sites with another use.
- Redeveloping greenway along Hwy 121.
- Connecting to Grass Lake with a trail easement/corridor.
- “Garden District” identity
- Limit building height to 4 or 5 stories
- Gateway elements to create district identity
- Better neighborhood connections
- Hwy 121 intersection with Lyndale, rather than with 58<sup>th</sup> Street.
- Green spaces, open air market, village green (usable green space)
- Structured parking – particularly located near Mt. Olivet and Kowalski’s – preferably underground.
- Mix of MF Residential in nodes
- Integrated green space with buildings – courtyards
- Landmark opportunities to create identity.
- Slowing traffic on Hwy 121
- SF attached residential along Hwy 121
- On-street parking
- Straightening out Lyndale Ave.
- Preference for the village green on triangular site (Concept A)
- Concept A – allows for easier phasing of development
- Opportunities for retail and restaurants
- Options for senior and empty-nester housing
- Reuse of currently wasted space
- Walkability of corridor
- The possibility of affordable housing
- Lack of median planting on Concept B
- Proposed changes are long-lasting, not fads

**Weaknesses:**

The following represents common themes regarding public comments on planning weaknesses found in either scheme – *note: in some cases, recommendations were provided to address what people perceived to be a potential weakness:*

- Limit building height to 2 stories between 55<sup>th</sup> and 57<sup>th</sup> Streets (recommendation)
- Buffers between new buildings and homes (recommendation)
- Need to focus on rear end of mixed-use buildings – use design guidelines to control (recommendation)
- Privacy issues for existing homes (recommendation)
- Can quality retail be sustained along length of Lyndale Ave. as is proposed in Concept B (Main Street)?
- Above ground (structured) parking is unsightly – not preferred.
- Maintenance concerns for new open space and streetscape improvements

- Concern about MF residential increasing crime in area
- Gateway monument should be de-emphasized – space should be used as green space connection to Minnehaha Creek greenway
- Concern about Hwy 121 intersection at 58<sup>th</sup> Street – dumping off traffic on to 58<sup>th</sup> Street and truck turning radius needs.
- Increased traffic concerns based on increased residential development
- Retail parking needs
- Planting along Lyndale (especially median) – cuts down on retail visibility, snow storage areas
- Not enough green space
- Too much density
- Changing Hwy 121
- Traffic impacts on to neighborhood streets – ie. 57<sup>th</sup> Street
- No clear path or incentive for motels to redevelop
- Concept B not as feasible as Concept A
- Dead end at 58<sup>th</sup> Street
- Not enough single-level housing for seniors and empty-nesters.
- At 58<sup>th</sup> Street, courtyards should be more open to street
- Slower speeds on Hwy 121.
- SF attached residential along Hwy 121 looks like rowhouses
- Too many condos proposed



**To:** Beth Elliott  
**From:** Jeff McMenimen  
**Subject:** South Lyndale Corridor Master Plan – Open House 3 Summary  
**Date:** October 12, 2005

The following provides a summary of the third Open House for the South Lyndale Corridor Master Plan:

**Date:** The Open House was held on October 11, 2005 @ Richfield United Methodist Church

**Attendees:** 76 citizens signed in (see attachment)

**Purpose:** The third Community Open House was held to present to the community the Preferred Master Plan alternative for public comment. A brief presentation was provided, reviewing the following:

- Open House 3 format
- Public input received from Open House 2 regarding planning preferences
- Preferred Plan concepts
- Next steps

**Plan Concepts:** The master plan presented included the following key concepts:

1. Encourage “Garden District” identity
2. Develop Neighborhood Commercial Nodes (mixed-use centers) located at the intersections of 54<sup>th</sup> and 58<sup>th</sup> Streets and Lyndale.
3. Realignment of Highway 121.
4. Development of sites resulting from Highway 121 realignment for medium density residential, mixed-use and open space.
5. Future redevelopment of motel sites.
6. Strengthen district identity at gateways
7. Create a more pedestrian-friendly streetscape environment.
8. Provide opportunities for small-scale retail and restaurants at the Commercial Neighborhood Nodes.
9. Encourage a more diverse housing stock – particularly for seniors and “empty nesters”.
10. Address the relationship between future development and existing single-family residential by encouraging setbacks, landscape buffers and building bulk reduction.
11. Provide transit facilities at the Neighborhood Commercial Nodes.
12. Provide usable open space in the form of a “Village Green”, trail connections to Grass Lake and Minnehaha Creek.

## General Discussion - Comments/Questions and Answers

**Q:** I see a proposed multi-family development proposed on the site where my single family home exists (south of 58<sup>th</sup>, between Lyndale and 121). Does this mean your going to force me out?

**A:** No. The illustrative plan does not represent an actual development. The master plan is a long range plan and proposes a land use change only on the site (from single family residential to mixed-use). If the site area were to come under single ownership in the future and a development proposal were to com before the community, the plan calls for mixed-use development in that area. Market forces are the only mechanisms anticipated for any potential redevelopment in that area.

**Q:** Is there funding for Hwy 121 roadway reconstruction?

**A:** Not currently. This area is being studied and is up for consideration for capital improvements. If the master plan makes a recommendation to realign the route, it will provide more support for potential funding of the project.

**Q:** How far north will MNDOT's proposed sound wall be constructed? I've seen plans that have it going as far north as 59<sup>th</sup> Street.

**A:** The plans we have from MNDOT stop at the pedestrian overpass (south of 60<sup>th</sup> St.). We have tied in our plan and recommendations appropriately with the information received from MNDOT's engineers.

**Q:** (General questions received regarding the design of Lyndale Ave and the Creek Bridge.)

**A:** The bridge and roadway (from creek to 56<sup>th</sup> Street) is currently in preliminary design stages conducted by Hennepin County and their engineers. It includes a roadway section that contains one lane of traffic each way, on street parking, and a median with turn lanes at primary intersections. The neighborhood initiated a sidewalk design a year and a half ago that includes street trees, pedestrian lighting, sidewalk furnishings, etc.

**Q:** Will the City be utilizing eminent domain within the corridor?

**A:** No.

**Q:** Will the comments received from the community tonight be incorporated into the master plan?

**A:** Yes.

**Q:** Will there be additional opportunities to comment on the plan?

**A:** Yes. During the 45 –day public review period, the community can send their comments to the City (Community Planning and Economic Development Dept.). Those comments will be considered when refining the master plan. Also, the community has the ability to express their comments at the public hearings scheduled for later this year.

**Q:** If there are changes to the plan after that, how do we know the plan will reflect the community's vision?

**A:** The Steering Committee (made up of LASR-CC members) has been charged with stewarding the vision throughout the process.

## Written Comments

### **Public Comments/Questions about the Preferred Master Plan and how it meets community goals:**

1. I think it's a great plan. It balances what's existing with the future. It builds on the principles that the city was built on.
2. Keep affordable housing in the corridor. It works now and it can work in the future. The housing affordability mix is one of those principles.
3. Great Plan.
4. Like the density along the corridor.
5. Want life cycle housing opportunities.
6. We should have our fair share of supportive housing too.
7. Include light rail stop in plans too.
8. Make sure local (non-chain) stores are only allowed.
9. Would like more information on development on the east side of Lyndale at 58<sup>th</sup> St. – what would mixed-use include? What is the time frame? I believe I need to hold off on additional improvements on my property on Garfield until I have more info.
10. I have a cat and dogs and would not like to see increased noise and traffic that may stress them out.
11. I am glad to hear about the height limitations (2-4 floors) of buildings, but I'd like that to be more explicitly stated within the housing strategies.
12. Pay attention to the soil stability. There are peat bogs and abandoned dumps in this area dating from the early 1900's.
13. Consider expansion of phone and electrical service when street is resurfaced.
14. Looks good.
15. Make sure Walmart doesn't end up here.
16. Lighting should be sky-friendly
17. Really like the way comments from the last meeting have been incorporated into the plan.
18. The plan for 58<sup>th</sup> to 59<sup>th</sup> between Lyndale and 121 goes against stated goals of the project – it removes 7 low to middle cost homes, provides high density housing across from new townhomes, and puts an above-ground parking ramp in.
19. This is a great plan.
20. Question: You talk about Hwy 121 funding not currently available – does this mean that 121 will not be changed to neighborhood traffic speeds for many years?
21. How will the design guidelines be enforced?
22. How will the master plan be implemented?
23. You mentioned redevelopment of the motels – how??
24. How would structured parking be paid for?
25. Who wants to wait 20-25 years for something to happen?
26. Looks like a good plan. It leaves most of the places like Bachmans, and the commercial area from 54<sup>th</sup> to 56<sup>th</sup> Streets.
27. Good to have more trees and shrubs.

28. Be sure to make ped. crossing at 54<sup>th</sup> more safe, to make pedestrians more visible as travel west on 54<sup>th</sup>, particularly turning on Lyndale to go north (add turn lanes).
29. Like the routing of 121 to 58<sup>th</sup> – the jog will be great for slowing traffic, increasing residential feel and space.
30. Like the idea of senior housing/empty-nesters for diversity, safety.
31. For MF dwellings along 121, limit height to 2-3 floors (4 seems to high for houses already in my neighborhood – or insure good looking from back)
32. Trees = essential!
33. I like the variety of uses throughout the plan.
34. The mass of development will increase runoff. Since the creek is so close and potential for contamination (thermal pollution and other) is high, I would like to see green rooftops, porous pavers, raingardens, and rainwater harvesting in policy document.
35. Where 121 terminates at 58<sup>th</sup>, the landmark is a building! If this is the gateway to the garden district, I would like to see gateway be green. I would suggest landmark that is part of a green swath that connects to the village green.
36. Transit – Mpls. is one of 4 chosen pilot project sites for bikeways – recommend figuring out a way to get a dedicated bike route woven through new development all the way from crosstown to the creek.
37. Important to match up this design with the bridge at the creek – keep bridge narrow to slow traffic – make sure roadway in this plan stays narrow.
38. With 10,000 mid to high density housing units coming on to the market, how will the plan differentiate itself from others?
39. Have traffic studies been conducted? No information given at open house.
40. Phasing information would be helpful.
41. Can master plan/design guidelines include an explicit policy statement discouraging the use of “eminent domain”?
42. Hwy 121 appears to dead-end at 58<sup>th</sup> St. – what is the vision for the focal point at the terminus? The front door of a building doesn’t seem like a good idea.
43. I would like to see the bike path on the west side of 121 continue all the way to downtown – alternative commute to bus (gas guzzler).
44. Concerned about density of business node where 121 terminates – traffic issues and visual impression of entrance into city. Could 121 be routed just north of Bachmans to Lyndale?
45. Much better than today – would love to see plan executed.
46. Redevelop the motel sites!
47. Consider different Hwy 121/58<sup>th</sup> intersection - appears to be too many L/R decision points. Maybe bring 121 into Lyndale north, contiguous to Bachmans – would allow more developable land and better connectivity.
48. I would like to see 121 remain as is. It is important not to lose the green space and trees. Also, the road is just fine as is all the way to 56<sup>th</sup> street.
49. I am concerned about how much traffic and population will increase in the area.
50. Is there enough parking?

51. I am not against new development, but would like to see it be well planned and blend in with the current neighborhood, which is a very good place to live.
52. I don't think this area will benefit from additional low income housing.
53. Control of newspaper dispensing units.
54. Maintain views of pedestrians crossing streets, especially at 54<sup>th</sup> and Lyndale.
55. Public art features too heavily @ Lyndale and creek/bridge. Open house 2 consensus was for more emphasis on expanding green space/connectivity of pedestrian traffic to creek.
56. Keep Borton
57. Nice work!

**Public Comments/Questions about the value of communications to date on the South Lyndale Corridor Planning Study:**

1. Good graphics.
2. Great!
3. Good.
4. Communications have been very good.
5. Good from city and professional development leaders. Some others jumped in and made good and not so good statements. Staffer for council person said City is "broke" – nice attitude to bring to public meeting. Made redundant statements.
6. Clarify disclosure when trying to sell house.
7. Great job Jeff and Beth on your clear presentations! Thank you!
8. Updates on progress made and/or plans to be reviewed and discussed/the agenda should be provided via email and/or city website prior to meetings and open houses.
9. Improve the coordination and communication of plans at the county, city, MNDOT and others.

**Public Comments/Questions regarding the public participation process for the South Lyndale Corridor Planning Study:**

1. Very Good.
2. Got card in mail – good.
3. I have felt invited and welcome to participate.
4. Overall it went well – able to chat with people most involved. Attended the charrette – really enjoyed it.
5. One concern – getting the opinion from the elderly; some older people present at meetings, but enough?
6. Good. Would like to know/be notified of planning commission hearings. By mail is preferred.
7. Good effort!

## MEETING NOTES

**To: Beth Elliott (Community Planning and Economic Development)**  
**From: Jeff McMenimen**  
**Date: July 18, 2005**  
**Re: South Lyndale Corridor Master Plan**  
**Business Community Lunch Meeting (7/13/05) Summary**

The following notes provide a summary of items discussed during the South Lyndale Business Community Lunch Meeting held on July 13, 2005:

### Attendees

Please see the attached sign-in sheets (pdf format)

#### **I. Introductions**

1. Project Team members present at the meeting introduced themselves to the Business Community attendees. These included members from the City of Minneapolis and the consultant team of Hoisington Hoegler Group Inc.:

Beth Elliott (CPED)  
John Dybvig (Council Ward11)  
Julia Blount (Council Ward 13)  
Jerome Patton (CPED)  
Becky Shaw (CPED)  
Greg Davidson (CPED)  
Jeff McMenimen (HKGi)

2. Master Plan - project scope, schedule, goals and potential outcomes of the master plan effort were briefly presented to the business community. Also discussed was how members of the business community could be involved in the planning process through participation in the public open houses ( 2 more are scheduled – the next one being scheduled for August 15<sup>th</sup>)

#### **II. Roadway Improvements**

1. Jim Grube (Hennepin County) introduced himself to the audience and discussed the status of roadway improvements being considered for South Lyndale between Minnehaha Creek and 56<sup>th</sup> Street. Those improvements are in conceptual stages of planning/engineering and are anticipated to be constructed in 2009. Funding for the

improvements is expected to be shared by the County (roughly 80%), the City of Minneapolis and the property owners along the corridor (roughly 20%).

2. Comments and feedback concerning roadway improvements being proposed by the County was encouraged. Jim stated that there would be opportunities for comment to occur over the next few years and that the County will be coordinating their efforts with the City of Minneapolis planning efforts in the corridor.
3. Potential roadway realignment and improvements to Highway 121 were also discussed. This project is also in conceptual stages. Current realignment alternatives and potential effects to surrounding land uses were presented to the group and discussed briefly.
4. Current planning efforts for the corridor can be accessed on the City's websites located at:

[http://www.ci.minneapolis.mn.us/planning/south-lyndale.asp#P4\\_220](http://www.ci.minneapolis.mn.us/planning/south-lyndale.asp#P4_220)

or

<http://www.ci.minneapolis.mn.us/council/ward13/>

### **III. Follow-Up/Questionnaire**

A questionnaire was provided for all attendees to complete and submit to the consultant team. The input sought through the questionnaire includes the following:

1. What concerns (if any) does the business community have with the current situation along the South Lyndale Corridor?
2. What obstacles (experienced in the past or anticipated in the future) may be expected to implementing the Master Plan
3. What recommendations would the business community like to see as an outcome of a master plan for redevelopment along the corridor?
4. How does the business community react to potential recommendations such as design standards and guidelines, streetscape improvements, special service districts, public parking facilities, mixed-use development, increased residential density, etc.

Note: Questionnaires should be sent to the following when completed:

Jeff McMenimen  
Hoisington Koegler Group Inc.  
123 N. 3<sup>rd</sup> Street, Suite 100  
Mpls., MN 55401

## MEETING NOTES

**To: Beth Elliott (Community Planning and Economic Development)**  
**From: Jeff McMenimen**  
**Date: August 11, 2005**  
**Re: South Lyndale Corridor Master Plan**  
**Business Community Lunch Meeting (8/10/05) Summary**

The following notes provide a summary of items discussed during the South Lyndale Business Community Lunch Meeting held on August 10, 2005:

I. The business community was asked where they would like to see Lyndale Ave. South 20 years from now. The following responses were received:

- A) Parking needs to be addressed and improved
  - Centralized parking supply
  - Connected to street
  - Hidden from street
  - Similar to 50<sup>th</sup> and France (structured parking)
  - Adequate supply will be critical to the success of new businesses
- B) Attract more pedestrians through the addition of retail that supports pedestrian activity.
- C) South of 58<sup>th</sup> Street, it would be good to see a mixed-use senior development – like Excelsior and Grand in St. Louis Park.
- D) Office space is needed to create more day-time customers for retail sales and address changes in demographics.
- E) Day care should be considered.
- F) More business space is needed. Most current businesses would not benefit from added building height (this is related to the type of business – ie. Borton's, Lehmann's, etc.)
- G) The Boulevard building looks like it was shoehorned into the space. It looks out of place.
- H) Area needs vibrancy and added building height can provide a diverse set of uses that can create that vibrancy.
- I) Lyndale should be treated like a “promenade” with anchor features or destinations at both ends so people have some place to go.
- J) Will roadway improvements inhibit the success of businesses located along Lyndale Ave.?
- K) Will roadway improvements and redevelopment activity increase property taxes?



II. Jeff reviewed the recommendations made in the market analysis prepared by Bonz and Company. The following represents a summary of those recommendations:

#### Retail

- A) Neighborhood retail shops that serve the nearby community are recommended.
- B) Regional retail shopping is not recommended due to nearby competition and lack of available sites large enough to accommodate this use.
- C) Eating and drinking establishments are currently in short supply. These should be incorporated into new development. This can add to the attractiveness of a district.
- D) Garden center/home improvement retail is strong. This could be strengthened and/or serve as a theme for district identity.

#### Residential

- E) The single family detached housing stock is strong and in good supply, however, single family attached and multi-family homes are in short supply. Redevelopment should consider diversifying the residential mix and add multi-family homes.

#### Office

- F) The office market is not strong in the metro area and very few sites can accommodate the scale of new office development in the area. Future office development should be limited to service types of professions.

#### Parking

- G) Parking supply and access to shops and homes must be improved for new development to succeed.

#### Open Space/Amenities

- H) Amenities (streetscape, open space, plazas, signage, lighting, etc.) should be considered to increase the attractiveness of the area to developers.

*Note: No comments were received.*

III. Participants were reminded of the next Open House (August 15 @ 7-9PM, located at the Richfield United Methodist Church). Participation from the business community is encouraged.

***Appendix 10.4***

***Transportation Technical Memorandum***



## MEMORANDUM

**TO:** HKGi  
**FROM:** Fred Dock  
**DATE:** October 31, 2005  
**SUBJECT:** South Lyndale Corridor Master Plan

**J/P**

16-J05-1638

**NUMBER:**

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The main roadways in the South Lyndale Corridor will be affected by the proposed design for the I-35W/TH 62 commons area. The realigned freeway commons area will reconfigure the interchange ramps that currently exist at TH 121 and will add an interchange to Lyndale Avenue at TH 62. The net effect of these changes will be a redistribution of traffic from the TH 121 connector to Lyndale Avenue south of 58<sup>th</sup> Street. Current traffic volumes (see Figure 1) from Minneapolis Public Works indicate that traffic currently using TH 121 is around 10,000 vehicles per day (vpd). Lyndale Avenue south of 58<sup>th</sup> Street carries about 12,000 to 14,000 trips. As access to TH 62 is rearranged, the traffic volume on TH 121 that is connecting to TH 62 would be expected to decrease as traffic shifts to the relocated on-ramp on Lyndale Avenue. The existing one-way portion of Lyndale Avenue between 56<sup>th</sup> and 58<sup>th</sup> Streets would revert to two-way operation and traffic volumes would be expected to equalize of the length of Lyndale Avenue in the study as a result this change.

The relocated TH 62 ramp traffic would put more pressure on Lyndale Avenue south of 58<sup>th</sup> Street, which could be problematic as the existing cross section/right-of-way on Lyndale Avenue narrows slightly south of 58<sup>th</sup> Street. The five lane cross section (or four lane plus median/turn lane) that Hennepin County is building at the northern end of the study area would be appropriate in the segment south of 58<sup>th</sup> Street, but would be width constained. As the framework diagram indicates, enhanced pedestrian amenities (special paving at intersection crosswalks, streetscaping and tree planting) are suggested for this portion of Lyndale Avenue to buffer pedestrians from vehicle traffic in a width-constrained corridor.

The relocated TH 62 ramp traffic would also reduce overall traffic volumes on TH 121 to the extent that the divided four-lane roadway south of 56<sup>th</sup> Street would not be needed. A two lane undivided roadway would be sufficient to handle the volume of traffic expected to use TH 121. The interchange at TH 62 and the ramping to I-35W at the southern end of TH 121 have been designed to function with the current four-lane divided cross section on TH 121. This level of design is not entirely necessary north of the TH 62 interchange, but appears to have been retained in the Framework Design for the purpose of allowing the existing pedestrian bridge to remain and to

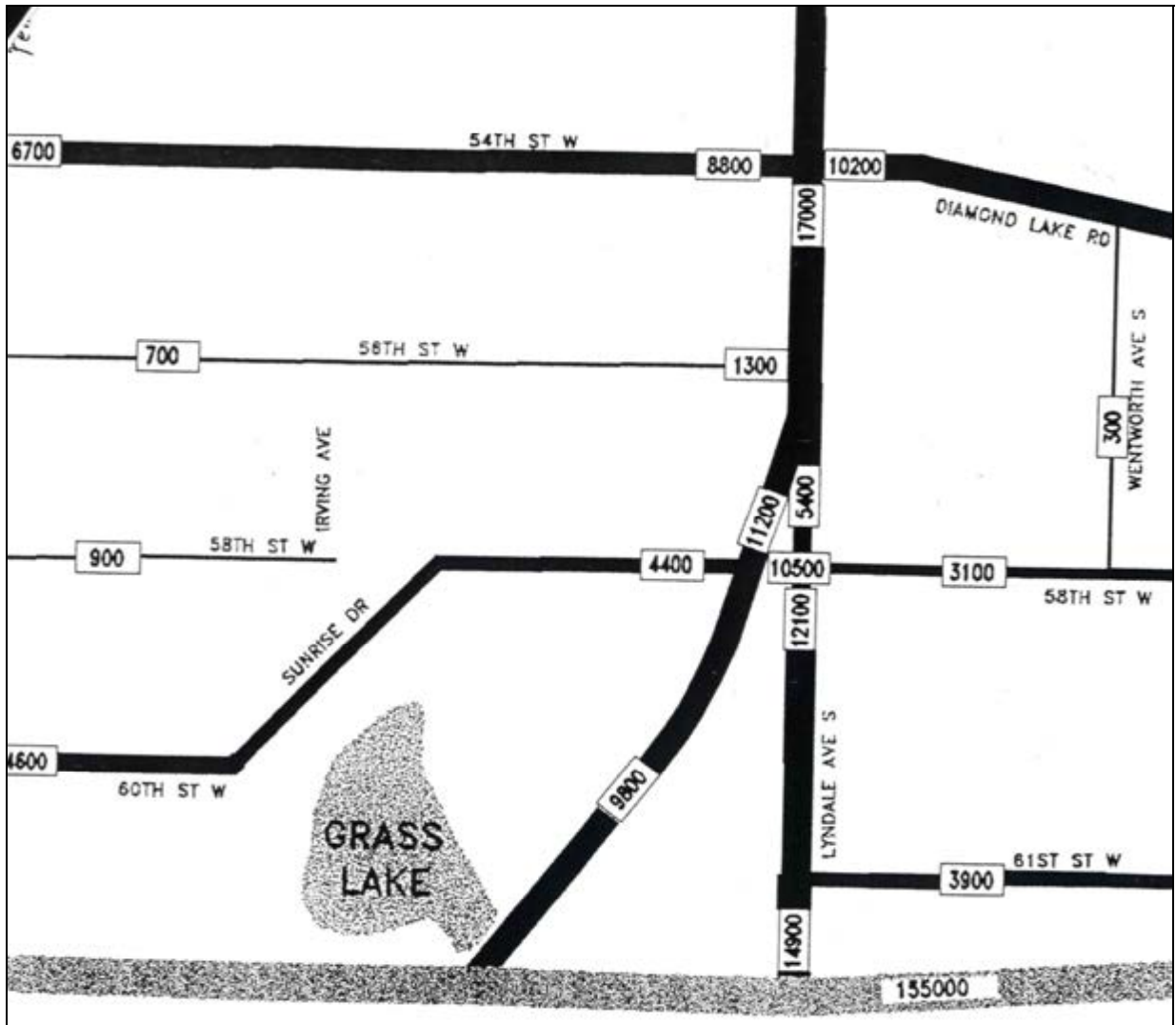
accommodate turning and directional traffic movements at the interchange ramps. The Framework Diagram incorporates a narrowing of TH 121 in the vicinity of 60<sup>th</sup> Street to a two-lane cross section that continues north to 58<sup>th</sup> Street, where it terminates in a tee intersection.

The use of a tee intersection to terminate TH 121 at 58<sup>th</sup> Street causes traffic to turn onto 58<sup>th</sup> Street to reach Lyndale Avenue via a signalized intersection. Terminating TH 121 at 58<sup>th</sup> Street should effectively introduce a traffic calming element into the movement of vehicles to and from TH 121 and would reduce the overall speed of vehicles as they enter and leave TH 121. The narrowing of TH 121 needs to address ways to achieve a similar slowing on the south end of the street. The introduction of curb parking and extensive landscaping, as shown in the Framework Diagram and Master Plan would be an effective approach. The incorporation of pedestrian and bicycle infrastructure into the narrowed TH 121 would also reinforce the need to control speed along this roadway.

Subject to further analysis, the proposed design for the TH 121/58<sup>th</sup> Street and 58<sup>th</sup> Street/intersection appears capable of handling the reduced volume of traffic that would use TH 121 at an acceptable level of operation.

The Master Plan also incorporates several street extensions that would re-establish some of the street grid along the narrowed TH 121 alignment. 60<sup>th</sup> and 59<sup>th</sup> Streets would be connected to the narrowed TH 121 via tee intersections and several north-south streets would be reconnected between 58<sup>th</sup> and 59<sup>th</sup> Streets and between 59<sup>th</sup> and 60<sup>th</sup> Streets, which would enhance connectivity in the corridor and provide access for the newly created parcels along the west side of the TH 121 alignment.

Figure 1. Current Daily Traffic Volumes



Source: City of Minneapolis



***Appendix 10.5***

***Plans and Illustrations***








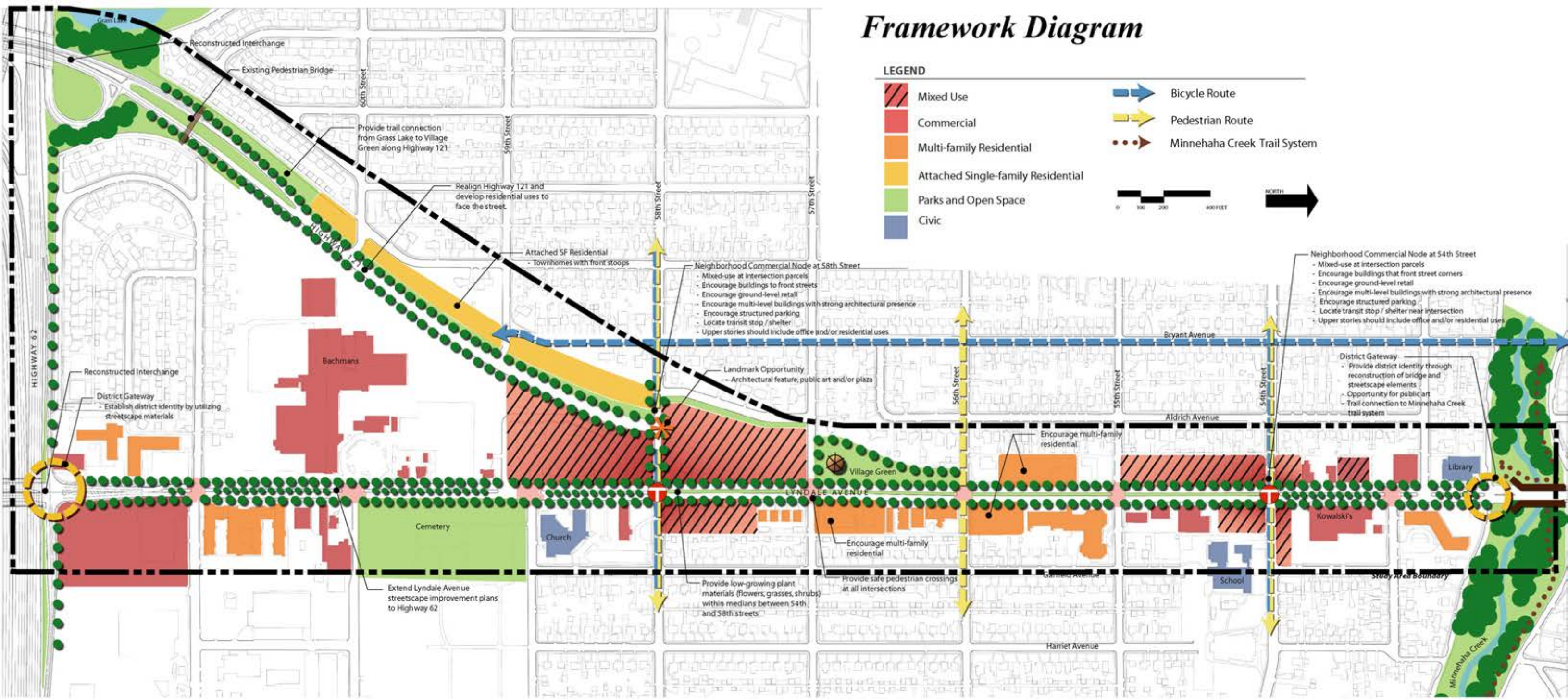




# Framework Diagram








## LEGEND

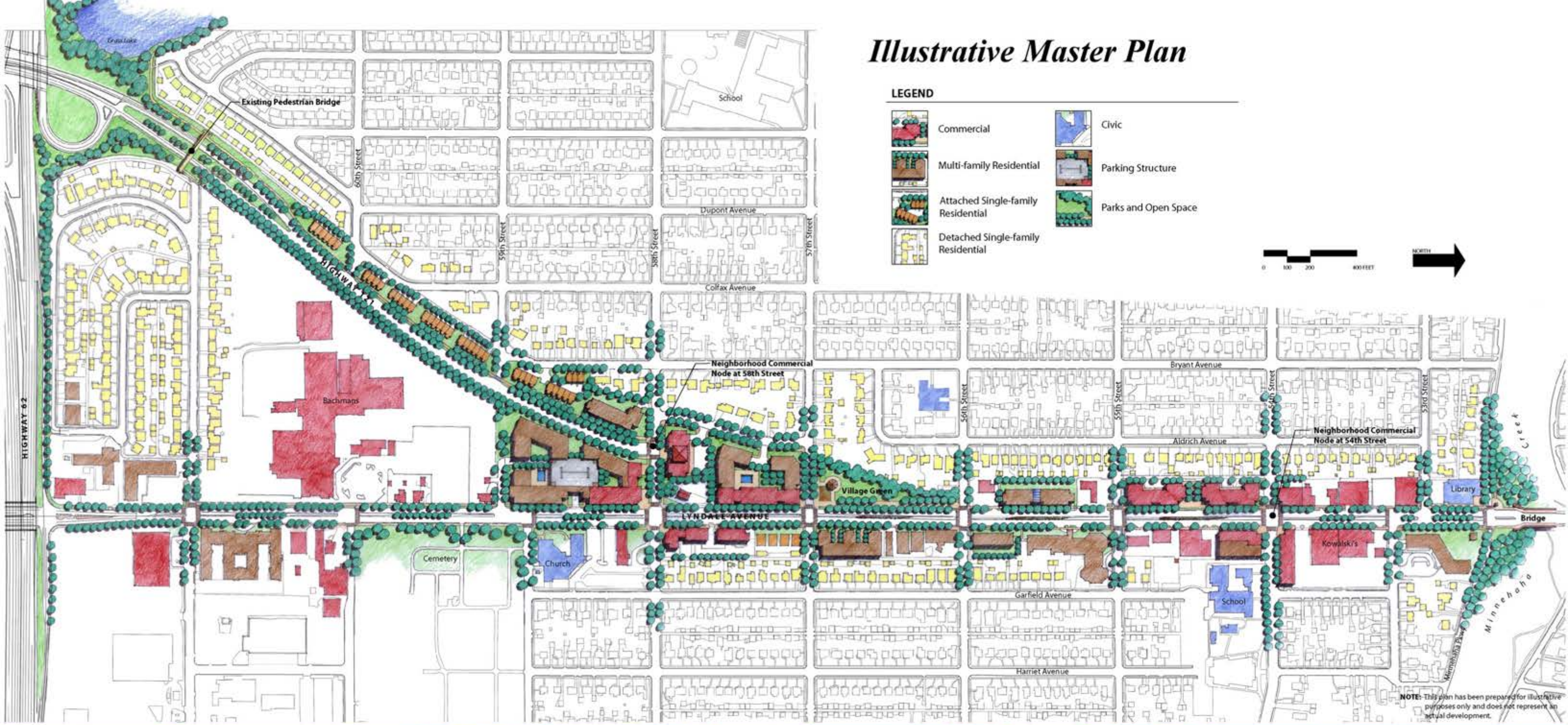
-  Mixed Use
  -  Commercial
  -  Multi-family Residential
  -  Attached Single-family Residential
  -  Parks and Open Space
  -  Civic
-  Bicycle Route
  -  Pedestrian Route
  -  Minnehaha Creek Trail System



# Illustrative Master Plan

## LEGEND

- |   |                                    |   |                      |
|---|------------------------------------|---|----------------------|
|  | Commercial                         |  | Civic                |
|  | Multi-family Residential           |  | Parking Structure    |
|  | Attached Single-family Residential |  | Parks and Open Space |
|  | Detached Single-family Residential |   |                      |

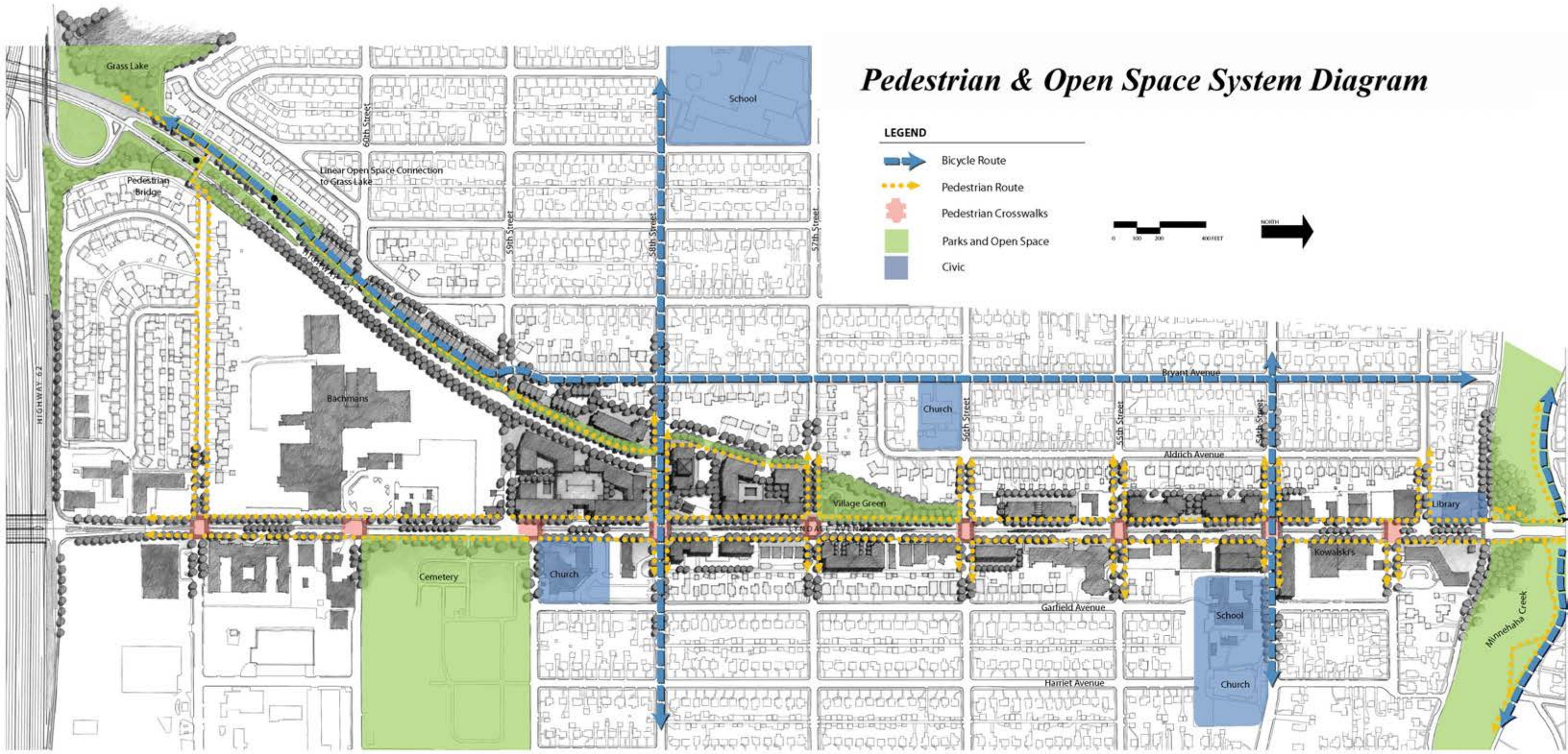


NOTE: This plan has been prepared for illustrative purposes only and does not represent an actual development.

# Pedestrian & Open Space System Diagram

## LEGEND

-  Bicycle Route
-  Pedestrian Route
-  Pedestrian Crosswalks
-  Parks and Open Space
-  Civic



# 3-Dimensional Massing Study



Overall birds-eye perspective looking southwest



Overall birds-eye perspective looking northeast



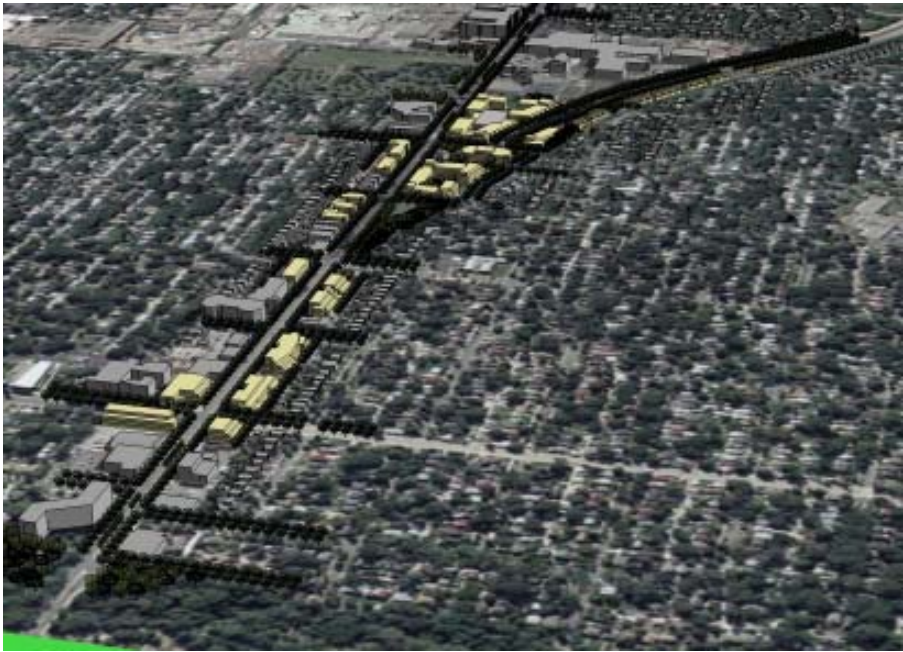
Overall birds-eye perspective looking north



Birds-eye perspective of neighborhood commercial node located at 58th Street



Birds-eye perspective of neighborhood commercial node located at 54th Street



Overall birds-eye perspective looking southeast

*Note: Building massing study illustrates building heights at 2-4 stories and reduced building mass near existing residential. This study is prepared to review potential building massing only and does not represent an actual development plan.*