

**Revised Draft with Responses to
Comments from CPED and Public
Works**

12 April 2016

**Saint Anthony West Neighborhood
Small Area Plan: Volume 2**



April 12, 2016

Saint Anthony West Neighborhood Small Area Plan: Volume 2

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Saint Anthony West Neighborhood Small Area Plan: Volume 2

Table of Contents

Acknowledgements	i
Preface.....	iii
Introduction and Overview	1
Purpose.....	1
Neighborhood Vision and Goals	2
Future Land Use and Built Form Plans	5
Future Land Use Plan.....	6
Future Built Form Plan.....	11
Future Zoning.....	15
Urban Design	17
Introduction – What is Urban Design?.....	17
Character Areas.....	24
Parks and Open Space Plan	29
Boom Island and BF Nelson Parks.....	29
Dickman Park.....	30
Street Boulevards and Medians.....	30
Movement Plan	33
Movement Objectives	33
Recommended Improvements for Regional Roads	35
Recommended Improvements for Local, Neighborhood Streets.....	42
Implementation Plan.....	45
Implementation Plan Objectives.....	45
Implementation Plan Policies	45
List of Figures	
1. Land Use Plan.....	6
2. Built Form Plan	12
3. Building Frontage Guidelines	14
4. Areas of Zoning Concern	16
5. Broadway between 5th and 6th Streets	21
6. Broadway West of University Avenue.....	21
7. University Avenue between 7th and 8th Streets	22
8. Character Districts, Corridors, Entrances and Churches	24
9. Plan for Boom Island and BF Nelson Parks	30
10. Roadway Jurisdiction	34
11. Widen Sidewalk on Broadway Street.....	36
12. Improve Broadway Street/University Avenue Intersection.....	37
13. University Avenue Improvement	39
14. Marshall Street Improvement	41
15. Local Street and Public Realm Improvements	44

Saint Anthony West Neighborhood Small Area Plan: Volume 2

Preface

This volume, Volume 2 of the *Saint Anthony West Neighborhood Small Area Plan* presents the Saint Anthony West neighborhood’s plan document and policies. Volume 1 presents findings from background research and base-level information that supports conclusions and recommendations discussed in this volume of the plan.

Plan directions and policies presented in Volume 2 supplement, support and sometimes modify the *City of Minneapolis Comprehensive Plan*. Consequently, many key ideas of the city plan are reaffirmed, but a few changes or additions are recommended. Where this plan departs from the city plan, the difference is noted.

This plan serves as the official statement by the Saint Anthony West Neighborhood Organization (STAWNO) regarding how to apply the *Minneapolis Comprehensive Plan* in its neighborhood. STAWNO intends that this plan will be incorporated by reference into the city’s *Comprehensive Plan*, as many other small area plans have been. This will help city staff understand how the *Comprehensive Plan* should be interpreted and applied in the Saint Anthony West neighborhood.

This volume of the plan is arranged to include and address “Necessary Components of a Small Area Plan,” as outlined by the City of Minneapolis in its *Neighborhood Guide for Developing Planning Documents*. Some of the necessary components that are addressed in this volume of the plan are:

- Technical Areas:
 - Future land use plan
 - Urban character and design
 - Transportation
 - Public realm
- Analysis of Opportunity Sites
- Goals, Objectives, and Policies
- Implementation Plan
- Neighborhood Vision and Goals
- Recommended Comprehensive Plan Amendments

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Introduction and Overview

Purpose

This is a small area plan prepared by the Saint Anthony West Neighborhood Organization (STAWNO) under the guidelines of the City of Minneapolis. It is intended to be adopted as an element of the *Minneapolis Comprehensive Plan* and provide local detail to the broad policies of that city-wide plan. Other functions of this neighborhood plan are to influence the 2018 update of the *Comprehensive Plan* and to guide the city's review of rezoning and development applications. It was adopted by the STAWNO board of directors on December 10, 2015 and by the Minneapolis City Council on _____.

Content

The plan has been published in two volumes, an Analysis of Conditions and Issues and a Neighborhood Plan and Policies. The Analysis describes current demographics, physical conditions, plans and regulations, concluding with a set of issues and questions to be addressed in the plan. The Neighborhood Plan provides the recommendations of the neighborhood organization in the subjects of land use planning, zoning, urban design, transportation, parks and other subjects. It concludes with recommended policies and implementation steps to put the plan into motion.

Planning Process

This plan was prepared under the direction of a 13-member steering committee of residents. The committee met monthly with planning consultants and held three neighborhood-wide meetings. The purposes of the three neighborhood-wide meetings are outlined below.

- **Meeting 1:** Identify and rank subjects of concern, opportunities and challenges; review the initial background research of the planning consultants; draft a preliminary vision statement for the neighborhood; discuss general alternatives in the subjects of land use, urban design, transportation and parks.
- **Meeting 2:** Review and discuss refined ideas in the subjects of land use, zoning, transportation and parks.
- **Meeting 3:** Review and discuss the elements of a draft neighborhood plan.

Other participation efforts included an opinion survey, a booth at the neighborhood summer picnic in Dickman Park, postcard mailings to announce meetings, e-mailed updates about the planning process, draft documents on the STAWNO Website, focus group meetings with representatives of the business and religious communities, and conversations between residents and members of the Board and the Steering Committee.

The Steering Committee approved a document that was discussed, refined and adopted by the STAWNO Board of Directors. That draft was published by the Department of Community

Planning and Economic Development for a mandatory 45-day public comment period before coming back to the City Planning Commission and City Council for formal adoption.

Neighborhood Vision and Goals

The neighborhood's vision and goals are the broad aspirations of the Saint Anthony West Neighborhood.

Neighborhood Vision Statement

The St. Anthony West neighborhood will build on its assets (its history, quality housing stock, sound urban infrastructure, and supportive social networks) to usher in a rebirth in the neighborhood's appeal as a choice location for urban living. These characteristics, which made the neighborhood successful in the past, will serve the neighborhood's future, ensuring a welcoming environment for a diverse community of seniors, single adults, and families with and without children.

The neighborhood will be viewed as an attractive area by people who want to become part of a cohesive and healthy community. New comers to St. Anthony West will value the neighborhood's historical and cultural resources, location within the region, proximity to downtown Minneapolis and the Mississippi River, accessible transportation options, preservation of traditional land use and neighborhood development pattern, support and promotion of the business climate, sustainability-focused new development, and parks.

Neighborhood Goals:

Attract Families

Re-balance the neighborhood, improve the housing stock and strengthen the community by increasing the number of families with school-age children.

Protect Traditional Appearances

Maintain the predominant, traditional appearance of the neighborhood.

Revitalize the Housing

Renovate and rehabilitate the current housing stock. Build new housing that is visually compatible with the rest of the housing on the block face.

Improve Appearances

Improve the maintenance of private yards, building exteriors and public boulevards between the sidewalk and the street.

Take Back the Streets

Soften the effect of traffic through the neighborhood with road re-design and land redevelopment.

Take Advantage of the Riverfront Parks

Use the mile of public river frontage to attract families and housing reinvestment.

Create a Better Northern Edge

Promote residential and commercial reinvestment along the northern edge of the neighborhood. Ensure that all change contributes positively to the quality of life in the neighborhood.

Use the Plan

Ensure the ongoing use of the Saint Anthony West Neighborhood Small Area Plan as a relevant, current and consistent statement of the neighborhood's aspirations for ordered growth and development that is respectful of the neighborhood's history and character and investments already made by existing residents and community members.

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Future Land Use and Built Form Plans

This section of the plan presents two closely related elements:

- The **land use plan**, including a map, policies and opportunity locations
- The **built form plan**, including a map addressing heights and shop fronts, and graphic guidelines addressing building frontages.

All of these plan elements should be used by the city and STAWNO to review development applications and to guide amendments to the zoning map.

Key Objectives of the Land Use and Built Form Plans

The land use and built form plans were prepared to respond to STAWNO stakeholders' desires to accommodate growth (redevelopment and development) while protecting the structure of the traditional neighborhood and its appearance and values. Agreement was reached where stakeholders found common ground in identifying future land uses and future controls that would regulate the form of buildings. Thus, the future land use plan and the future built form plan are intended to operate in concert, and key objectives of the two plans are to provide the neighborhood and the Minneapolis Department of Planning and Economic Development (CPED) with a construct for promoting land development that:

- ✓ Protects the established low- to medium-density pattern of housing and small businesses
- ✓ Maintains the predominate, traditional appearance of the neighborhood, which is residential buildings of two to four stories with front porches, gables, rear garages and small front lawns. Any new building should follow the design guidelines of this plan.
- ✓ Allows new residential buildings that are compatible in size and appearance with their neighbors while accommodating architectural innovation
- ✓ Promotes residential and/or commercial redevelopment along the Broadway Street frontage and along both sides of University Avenue while protecting nearby housing
- ✓ Supports walking and bicycling
- ✓ Protects and honors community heritage as expressed through its buildings, particularly the churches.

Future Land Use Plan

As indicated by Figure 1, Future Land Use Plan, the neighborhood reaffirms most of the city's Land Use Plan map, but notes community-supported changes and/or important provisions.



Urban Neighborhood Land Use Category with Housing Densities

 Low-Density Housing 8 to 20 du / acre	 Medium-Density Housing 20 to 50 du / net acre	 High-Density Housing 50 to 100 du / net acre
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Other Land Use Categories

 Mixed Use 50 to 80 du / net acre	 Transitional Industrial	 Park	 House of Worship
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Land Use Features

 Activity Center Boundary	 Community Corridor	 Neighborhood Commercial Node
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Figure 1
Future Land Use Plan

Land Use Plan Categories and Features

Of the seven land use plan categories used in the *Minneapolis Comprehensive Plan*, four are found in the Future Land Use Plan for the Saint Anthony West Neighborhood:

- Urban Neighborhood
- Mixed-Use
- Transitional Industrial
- Parks.

Of the eight Land Use Plan Features used in the *Minneapolis Comprehensive Plan*, three are used in the Future Land Use Plan for the Saint Anthony West Neighborhood:

- Community Corridor
- Activity Center
- Neighborhood Commercial Node.

The Land Use Plan Categories differ from the Land Use Plan Features. The categories are considered “base” or fundamental elements, while the Features are “overlays” that supplement and modify the base categories. The categories blanket the city while the features are widely spaced.

Urban Neighborhood Category:

The Urban Neighborhood classification designates a predominantly residential area with a range of densities where the highest density is generally clustered around identified nodes and along corridors. The future land use map for the Saint Anthony West neighborhood identifies three land residential land use types.

- Low Density Housing at 8 to 20 dwelling units per acre
- Medium Density Housing at 20 to 50 dwelling units per acre
- High Density Housing at 50 to 120 dwelling units per acre

The Urban Neighborhood may include some undesignated business locations and other small land uses such as neighborhood-serving commercial, institutional and semi-public buildings. In the Saint Anthony West neighborhood, that would include the several churches, the Main Street Lodge, the Ukrainian Center and others. Therefore, the Urban Neighborhood classification should not be interpreted to mean that it is entirely residential. The Urban Neighborhood plan area is generally not intended to accommodate significant new growth other than replacing existing buildings with those of similar density.

Mixed-Use Category:

The Mixed-Use category on Figure 1, Future Land Use Plan, allows housing, retail or service businesses, and offices, either in single-use or vertically-mixed buildings. The housing density in the Mixed-Use category should be 50 to 120 dwelling units per net acre.

The Mixed-Use land use plan classification is shown both within and outside the Broadway-Marshall Activity Center.¹ STAWNO proposes that the Mixed-Use land use plan category should be expanded along Broadway Street to promote redevelopment of underutilized or obsolete properties along that high-traffic, arterial street. Please refer to Figure 1.

Transitional Industrial Category:

The GRACO, Inc. property is shown on the Future Land Use map of the *Minneapolis Comprehensive Plan* as Transitional Industrial because it is not located in an “Industrial Employment District.” Thus, the City is saying that this property may be allowed to evolve to a non-industrial land use some day in the future, if that is the desire of the property’s owners.

Because GRACO is a good neighbor and provides many well-paying jobs, STAWNO hopes that GRACO remains and thrives for a long time. If GRACO’s owners should ever decide to leave, a wide range of possible land uses would be allowed based on market preferences except that the site should not be used for more intensive or visually incompatible industry.

Parks Category:

The former site of Sherer Brothers Lumber will be developed as a major new riverfront park and sheltered swimming beach, per plans prepared by the Minneapolis Park and Recreation Board (MPRB). The northeastern corner of that site, near Sibley Street and 10th Avenue, may be leased by the MPRB to a private entity for a yet-unknown commercial use. STAWNO advocates for including a permanent, enclosed space for the Northeast Minneapolis Farmers Market in the mix of commercial uses that will be developed.

A trail corridor is expected to be acquired along the riverfront from Broadway Street to 10th Avenue, crossing the GRACO land, as previously negotiated. The design and use of those lands is the responsibility of the MPRB.

Dickman Park should remain in its present size and its current general use, which is a mixture of active and passive recreation with generous and well-maintained plantings. Dickman Park is the center of the Saint Anthony West neighborhood and the closest thing to its “town square.” Therefore, it is worthy of a high level of improvement and maintenance.

Community Corridor Feature:

According to the *Minneapolis Comprehensive Plan*, Community Corridors are designated as streets with a high level of transit activity, where the predominant land use is residential, where the density ranges between 20 and 50 dwelling units per acre, and where businesses are clustered near the major street intersections. The commercial enterprises along these streets should be primarily small retail and service-oriented businesses that serve the immediate neighborhood. The *Minneapolis Comprehensive Plan* shows the Community Corridor designation along Broadway Street, University Avenue, Marshall Street south from Broadway to 8th Avenue, and 2nd Street. However, STAWNO recommends that the Community Corridor designation be removed from 2nd Street in this neighborhood.

¹ An Activity Center is defined in the *Minneapolis Comprehensive Plan* as a location of higher-density development, usually oriented toward business but possibly including housing. It attracts users from across the city or the region, is served by transit and is easily walkable.

Rationales for this recommendation are the neighborhood's visions for University Avenue, which is immediately east of 2nd Street, and 2nd Street as they passes through Saint Anthony West. The neighborhood envisions University Avenue, already designated as a Community Corridor, as the appropriate and preferred street for comparatively higher density land uses (both residential and commercial). Second (2nd) Street, by comparison, has a lower daily traffic volume, no truck traffic, lower average traffic speed, and an adjacent park. These factors contribute to its character as a low-intensity street. It is this character the neighborhood wishes to protect.

Field reconnaissance and scoping further showed that the character of 2nd Street in Saint Anthony West is entirely different than the character of 2nd Street north of East Broadway Street and south of the railroad right-of-way that forms the neighborhood's southern border. North of East Broadway Street and up to 14th Avenue, high density residential and business uses front on 2nd Street, and low density residential uses do not even appear on 2nd Street until it intersects 15th Avenue. South of the railroad right-of-way, 2nd Street enters an area that is fully developed with high density residential uses. Thus, the Community Corridor designation, which is appropriate for segments of 2nd Street outside the neighborhood, does not ensure the neighborhood's goals. The two goals are: 1) directing comparatively higher density growth to University Avenue and 2) maintaining the existing character of 2nd Street as a comparatively lower density, low activity street.

Regarding transit service along 2nd Street and University Avenue, it should be added that it is the neighborhood's desire that: 1) Metro Transit Route 11, which runs on 2nd Street, should not be relocated to another street; even if 2nd Street is no longer designated a community corridor; 2) Route 824 on University Avenue should be maintained and a stop for this route should be added in the neighborhood; and 3) an additional bus route on University Avenue, with service to Stadium Village should be considered.

The *Minneapolis Comprehensive Plan* indicates that businesses may be permitted along Community Corridors on a case-by-case basis, according to their effect on nearby housing. STAWNO believes, however, that the only appropriate locations for businesses along these corridors in this neighborhood are those shown as either Neighborhood Commercial Node or Mixed Use on Figure 1 or as Shop Front on Figure 2, Built Form Plan.

STAWNO endorses the following Community Corridor policies from the *Minneapolis Comprehensive Plan*:

- Support the continuation of the current small businesses along the Community Corridors;
- Support new small retail or service businesses and mixed uses where Community Corridors intersect the Broadway Street Mixed-Use Activity Center;
- Disallow [change: not just “discourage”] land uses that diminish the transit-and pedestrian-oriented character of the Community Corridors, such as automobile services and drive-up window service;
- Discourage the conversion of existing housing to businesses outside of the Mixed-Use plan classification;

- Promote more intensive residential development along the Community Corridors near intersections with the Mixed-Use Activity Center and other locations where it is compatible with existing character. (This includes the east side of Marshall Street between 8th and 11th Avenues);
- Encourage the development of low to medium-density housing on other Community Corridors to serve as a transition to adjacent lower-density housing.

Activity Center Feature:

An Activity Center in the *Minneapolis Comprehensive Plan* allows a mixture of land uses that have a city-wide or regional draw. There should be a high intensity of land use including employment, retail or service businesses, office and housing. The residential density should be in the range of 50 to 120 dwelling units per acre. Because of the designated Activity Center’s location at the intersection of East Broadway Street and Marshall Street and associated traffic issues, the upper limit (120 dwelling units per acre) is not appropriate, and future land uses with densities closer to those identified for mixed uses (50 to 80 dwelling units per acre) will be a better fit.

STAWNO recommends that the city should expand the Broadway-Marshall Activity Center to include the portion of the GRACO property east of the railroad spur and north of the northerly entrance driveway, which is presently used for parking. This would expand the range of zoning and development possibilities for that site if GRACO ever chose to exercise its right to sell or redevelop its property.

Neighborhood Commercial Node Feature:

Presently, there are no Neighborhood Commercial Nodes shown by the Minneapolis Comprehensive Plan in the neighborhood. This land use feature generally allows retail or service land use on at least three corners of an intersection. Neighborhood commercial nodes serve the surrounding neighborhood with a limited number of businesses focused on attracting business from a larger area. A mixture of land uses may occur within and among buildings. Housing is allowed in these nodes at densities of 50 to 120 units per acre with a transition down to medium-density in surrounding areas.

STAWNO proposes that the *Comprehensive Plan* be amended to show three Neighborhood Commercial Nodes:

- Marshall Street at 8th Avenue (three corners only)
- University Avenue at 8th Avenue (shop fronts on the ground floor of housing)
- University Avenue at 7th Avenue (southern half only).

The rationales for the neighborhood’s proposals are:

- The northeast and southeast corners of the Marshall Street and 8th Avenue intersection are the respective locations of the Yacht Club and Elsie’s Restaurant-Bar-Bowling Lanes, two long standing neighborhood oriented businesses. The northwest corner of the intersection is currently occupied by a surface parking lot associated with GRACO. Should GRACO decide to leave its present location or express interest in selling its parking lot, the future land use plan would guide future development toward the Neighborhood Commercial Node.

- Eight (8th) Avenue, as a continuous east/west street across the neighborhood, facilitates local travel. It has already been designed as a complete street in order to accommodate pedestrians and cyclists. It is additionally a link to the Plymouth Avenue Bridge and, thus, facilitates sub-regional travel. The intersection of University and 8th Avenues is a point where two continuous streets meet and is a good location for a walkable, neighborhood-serving business node.
- A parking lot associated with the Church of Saint Boniface is located on the southwest corner of the intersection of University and 7th Avenues. Emily's Lebanese Deli, an establishment that caters to the neighborhood and a sub-regional market, is located directly across the street on the southeast corner of the intersection. It is proposed that, at some time in the future, if circumstances arise where the church wishes to sell its property, the eastern half of its parking lot should be developed as a commercial parcel where synergies with Emily's might be realized.

Future Land Use Plan Opportunity Sites

There are a few locations in particular where the Saint Anthony West Neighborhood Organization hopes to see change occur:

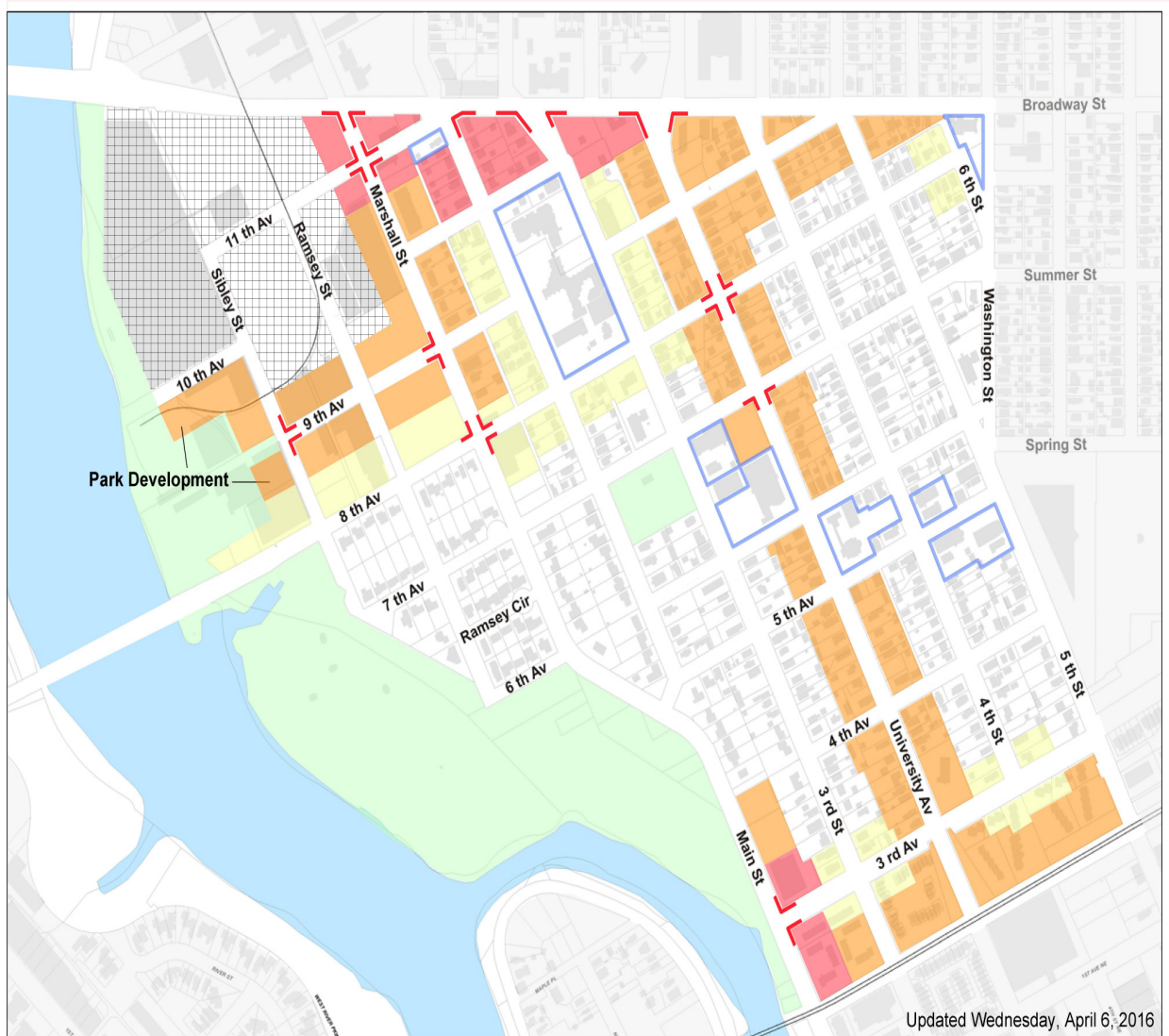
- **The southeast corner of Broadway and Marshall Streets.** This site is used for parking trucks and heavy equipment for repaving streets. It is underutilized, physically deteriorated and an eyesore. This is especially true because it is located near a busy intersection and is an entrance to the neighborhood.
- **The southern frontage of Broadway Street.** Some of the properties along Broadway Street are underutilized or physically deteriorated. This is particularly true for housing along Broadway Street, which suffers from the effects of high volume commuter-oriented traffic. Those parcels and a few of the adjacent properties are shown as Mixed Use on the Land Use Plan map to allow redevelopment at higher densities and projects that can be sized so that they are economically feasible.
- **Two blocks on the northern side of 8th Avenue between Sibley and Marshall Streets.** The western block is occupied by three old industrial buildings and an underused parking lot. The eastern block is used by GRACO for parking but it is only partially utilized. GRACO may decide that the parking can be relocated so the development value of that site can be captured.

Over the coming decades, other residential or commercial buildings across the neighborhood will be torn down and replaced through private investment, but this plan does not identify specific locations.

Future Built Form Plan

STAWNO's Future Built Form Plan, illustrated on Figure 2 on the following page, is consistent with the policies of the *Minneapolis Comprehensive Plan* and is intended to:

- Protect strong blocks, street character and neighborhood institutions
- Focus the most intense investment along transit lines
- Encourage small, neighborhood-serving shop fronts at key intersections
- Strengthen the walking experience in the neighborhood



**Figure 2:
Future Built Form Plan**

The Built Form Plan is a tool for guiding neighborhood design and appearance. It describes how buildings relate to one another and to public spaces in terms of building **height**, bulk and basic architectural features. It also guides **building frontage**, which includes the front doors and windows, porch, front setback or yard, public sidewalk, and tree planting strip (the boulevard). It addresses buildings individually and collectively.

Other elements of the STAWNO Built Form Plan include recommended locations for **shop fronts** and sites that should be studied for **historic preservation**.

The Future Built Form Plan guides most of the neighborhood toward a building **height** of 2.5 stories, which is typical of current conditions and consistent with the Land Use Plan. An additional story of height should be allowed in the areas shaded yellow on Figure 2, such as along the north side of 8th Avenue west of Marshall Street. The “2.5 +1” label means that an additional story of height could possibly be allowed if a development proposal meets the criteria listed below.

Building height bonuses of an additional one story are recommended to be allowed by the city through the variance, conditional use, or planned-unit development process in the locations indicated on Figure 2 if the development proposal:

- Promotes the objectives of the Land Use and Built Form Plans as listed previously and
- Complies with the STAWNO small area plan in terms of land use, traffic circulation, building frontage, upper-story step-backs, landscaping and parking location and
- Protects adjacent housing through site planning and
- Provides housing diversity and affordability.

The bonus story should be stepped-back from the plane of the front facade to lessen the apparent height of the building and diminish shading.

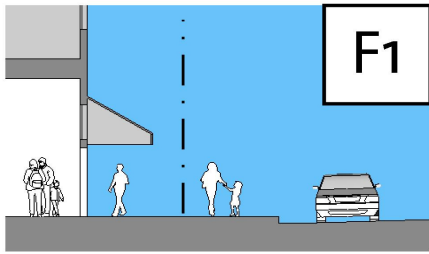
The Built Form Plan will be used by STAWNO in combination with the Land Use Plan, Figure 1, and the STAWNO Developer’s Checklist Design Principles, which has already been adopted by the neighborhood organization, to help city staff and STAWNO review development applications and make decisions about the pattern of zoning in the neighborhood. The Built Form Plan would not go into effect until the Saint Anthony Small Area Plan is officially adopted by city council. Up until that time, height-related regulations codified in the city’s Zoning Ordinance would prevail.

Building Frontage Guidelines

The Building Frontage Guidelines are an element of the Built Form Plan. Several climatically-appropriate frontage types are depicted on Figure 3. These guidelines do not address style or building vernacular but will help ensure that streets are lined with ground-level features that contribute to active, safe and walkable streets.

Figure 3 illustrates typical configurations of building-to-street relationships and the transition from the private space of the house to the public space of the sidewalk and street. The frontage types shown are based on successful historic precedents found in the Saint Anthony West neighborhood and throughout Minneapolis.

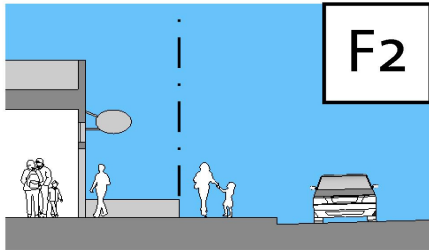
**Figure 3:
Frontage Types**



F1 Storefront

Appropriate Context: This frontage type is for small retail or service spaces fronting public spaces in Core areas.

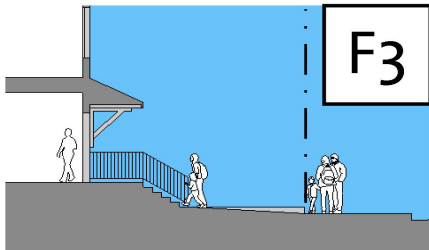
Configuration: There may be an exterior entrance for each leasable space, spaced relatively closely along the sidewalk. Follow City guidelines for commercial storefronts for glazing, setbacks, awnings, signage, lighting and for related outdoor commercial uses such as sidewalk cafes.



F2 Doorway (At-Grade)

Appropriate Context: This frontage type is for smaller commercial spaces in commercial or mixed use buildings that front a sidewalk. This is not to be used as a substitute for Storefront, where Storefront is merited or preferred, in core areas. The Doorway has less window space because the interior use might be office rather than retail.

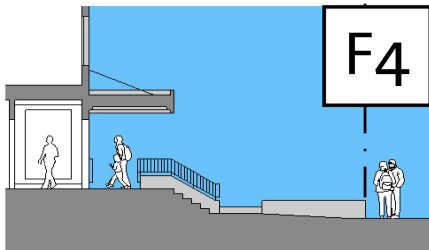
Configuration: The at-grade doorway may serve one or multiple interior users. If set back 6'-12', a 'door-court' provides space for bike parking, seating and greenery.



F3 Stoop

Appropriate Context: This frontage type is primarily for single family row houses and multifamily buildings with units facing the street. They provide a good transitional frontage condition for buildings in between neighborhood and core areas.

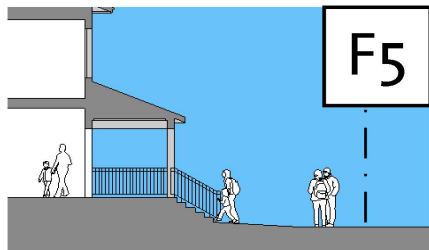
Configuration: Exterior stairs access a sheltered or recessed area large enough for a family to stand and wait for the door to be unlocked, and for guests to stand back after ringing the doorbell. Stairs facing the street provide a social setting.



F4 Shared Entry

Appropriate Context: This frontage type is for apartment buildings. This residential frontage may be also used in a vertically mixed-use building that also features Storefront frontage.

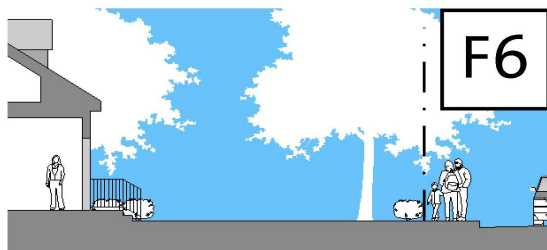
Configuration: There would be a single entrance to the building with security features. Individual apartments would have entry doors along central hallways. Buildings with this condition may also feature the Stoop frontage for first-floor units having direct access to the sidewalk.



F5 Porch & Yard

Appropriate Context: This frontage is typically for residential applications but can be found on commercial buildings, especially in transitional areas between single family streets and more commercial blocks.

Configuration: 7.5' clear zone allows porch to become furnishable living space. Accessible entries should be accessed from the front to the side of central stair, which should be visible from the street.



F6 Common Lawn

Appropriate Context: Common Lawn describes the predominant primary frontage condition found throughout some post-war residential neighborhood streets.

Configuration: See City's current regulations governing setbacks and lot, yard and building placement of single family homes.



Building Frontage Types and Map

The building frontage types shown on Figure 3 should be further developed and calibrated so they closely match the desired range of building-to-street relationships in the Saint Anthony West neighborhood. Further work would involve development of a “Building Frontage Guidelines Map” by assigning these frontage types to street lengths or block faces throughout the neighborhood. (See Implementation Plan.)

Future Zoning

Area of Zoning Concern

STAWNO believes that some portions of the city’s zoning map that apply to the neighborhood are not suitable for implementing the recommended Future Land Use Plan (Figure 1) or the Future Built Form Plan (Figure 2). Therefore, STAWNO requests that the city initiate a rezoning study consistent with City Code 525.260 (2), *Amendments Initiated by the City Council or the City Planning Commission*. Such a study would occur after this plan has been adopted as an element of the *Minneapolis Comprehensive Plan* and would involve studying an area of at least 40 acres in size, as required by the Code.

The rezoning study should be guided by the maps and policies related to the Future Land Use Plan (Figure 2) and the Future Built Form Plan (Figure 3) of this document. Figure 4, on the following page, illustrates locations where STAWNO believes zoning should be studied.

- The parcel currently zoned I-1 that is bordered by East Broadway Street, Marshall Street, and 11th Avenue (shown in pink on Figure 4) should be considered for Mixed-Use. As shown on the Future Land Use Plan on Figure 1, this parcel is located within an identified Activity Center. As recommended on the Future Built Form Plan, Figure 2, the allowable height for structures on this parcel should be up to four (+1) stories.
- Parcels within an I-1 Zone on the north side of 8th Avenue and surrounding 9th Avenue, west of Marshall Street, (shown in violet on Figure 4) should be considered for residential use. As shown on the Future Land Use Plan, the neighborhood would support Medium Density Housing on these parcels where the maximum residential density would be 20 to 50 dwelling units per acre. According to the Future Built Form Plan, two height allowances are recommended. A maximum height of two and one-half (+1) stories is recommended for the parcels that front on 8th Avenue, and a maximum of three (+1) is recommended for the parcels that surround 9th Avenue.
- The swath of R-5 between 10th and 3rd Avenue and Marshall and 2nd Streets (shown in yellow on Figure 4) should be considered for down zoning. The Future Land Use Plan on Figure 1 calls for Low-Density Residential where the maximum residential density would be up to 20 dwelling units per acre. The Future Built Form Plan indicates that the neighborhood supports a maximum height of two and one-half (+1) stories for the majority of the existing R-5 swath. A sliver of the existing R-5 Zone on the east side of Marshall Street, between 10th and 8th Avenues, is recommended for up to three (+1) stories.

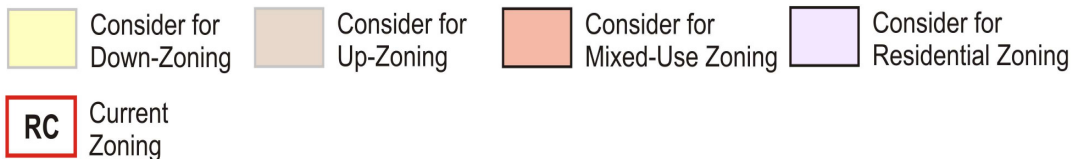
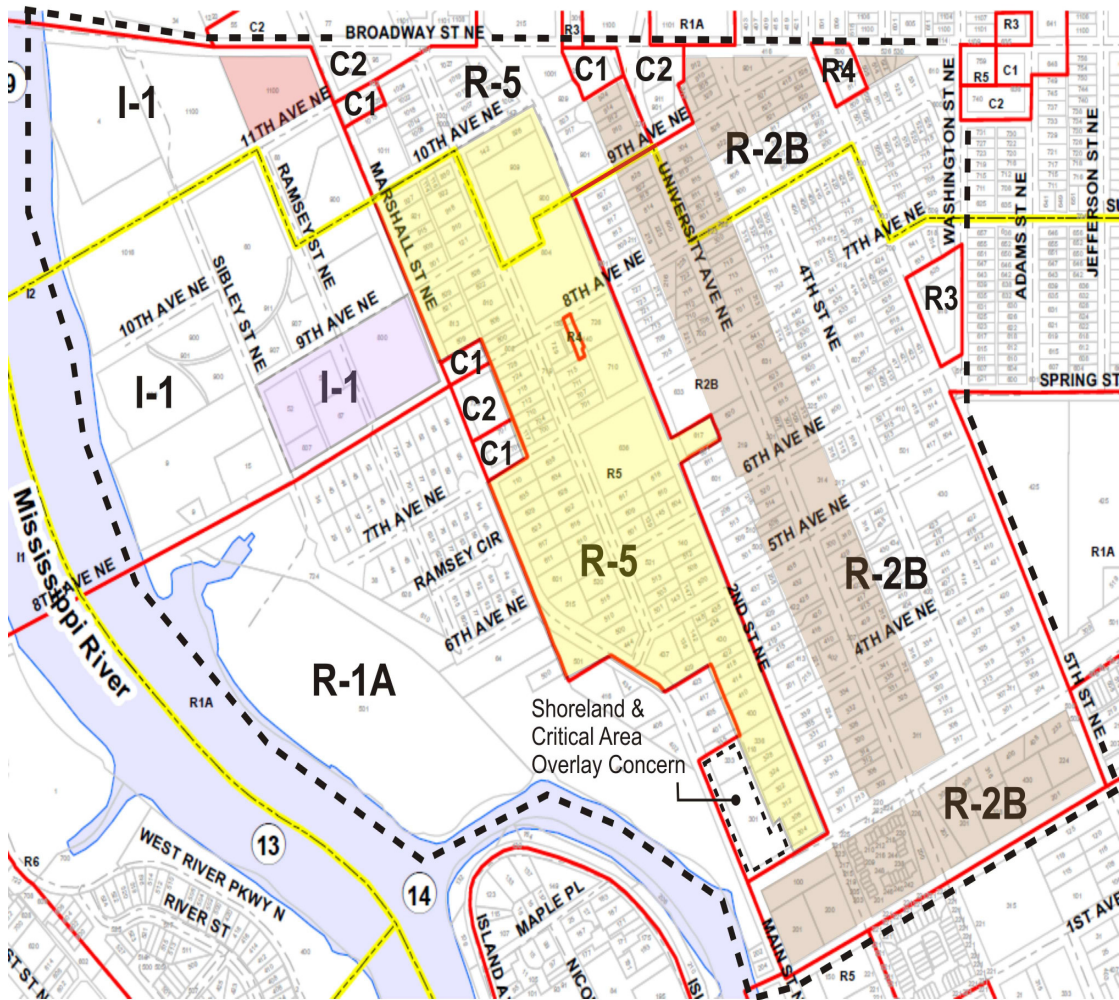


Figure 4
Areas of Zoning Concern

- All the identified R-2B parcels (shown in tan) should be considered for up zoning. Affected areas include parcels on either side of University Avenue, parcels south of East Broadway Street that are generally east of University Avenue, and parcels that run east and west along the south side of 3rd Avenue. The Future Land Use Plan and Future Build Form Plan indicate the following for these areas.
 - Parcels adjacent to University Avenue --- Medium-Density Residential at 20 to 50 dwelling units per acre and a maximum building heights of three (+1) stories
 - Parcels east of University Avenue and along the south side of East Broadway Street --- Medium Density Housing at 20 to 50 dwelling units per acre and a maximum building heights of three (+1) stories
 - Parcels along the south side of 3rd Avenue --- Medium Density Housing at 20 to 50 dwelling units per acre and a maximum building heights of three (+1) stories

Urban Design Plan

Introduction – What Is Urban Design?

Urban design is a broad phrase having to do with the way a city appears and functions at a humanized scale that can be detected and is meaningful to both individuals and groups of people. It encompasses architecture, building size and placement, the relationship of buildings to the street, street and street edge design, public space design, and other features. In Minneapolis, as in many cities, a central objective of urban design is to create an environment that makes public spaces, including streets, attractive and that supports walking.

Urban Design Objectives

Work with Minneapolis Department of Planning and Economic Development to promote urban design features that:

- ✓ Support walking by requiring that the first floor of every building have doors and windows along the sidewalk and that the garage and most or all of the parking are located to the rear
- ✓ Announce and celebrate neighborhood entrances and passages
- ✓ Allow innovation in architecture while achieving the other objectives or policies of this neighborhood plan.
- ✓ Protect community heritage and historically-significant buildings
- ✓ Are supportive of when we ride a bus or a bicycle.

Urban Design Policies

The Saint Anthony West Neighborhood Organization endorses these urban design policies:

1. Traditional Design

Build the neighborhood with practices that were used before the automobile became dominant, such as:

- 1.a Rectangular blocks with sidewalks, boulevards and street trees, all of which promote walking
- 1.b Buildings that have short front setbacks (or none at all) and have doors and windows facing the public sidewalk



- 1.c Houses that have a porch on the front and the garage in the rear
- 1.d A transition from the street to the building that moves from public space (the street and sidewalk) to semi-private space (the front yard) and then private space (the porch and the inside of the building)'
- 1.e Multiple-family housing that has many of the design characteristics of single-family housing
- 1.f Physical buffers and transitions between residential and non-residential buildings that protects the housing
- 1.g Commercial buildings located according to a plan that designates suitable nodes and corridors
- 1.h Industrial sites located according to a city-wide plan and designed to provide a protective buffer or transition to nearby housing
- 1.i Higher density development near transit stops or stations
- 1.j Housing above commercial space in locations designed for higher density development
- 1.k A street system that is fully interconnected except for traffic diverters or intersection closings that are needed to prevent cut-through traffic or inappropriate truck traffic.



2. Single- and Two-Family Dwellings

Maintain and preserve the quality and unique character of the city's existing housing stock.

- 2.a Housing renovation should reflect the setbacks, orientation, pattern, materials, height and scale of surrounding buildings.
- 2.b Infill development shall incorporate the traditional layout of residential development that includes a standard front and side yard setbacks, open space in the back yard, and detached garage along the alley or at back of lot.
- 2.c Detached garages are preferred over attached garages and should be accessory in size and use to the primary residential structure.
- 2.d Appropriate non-residential land uses, such as institutional, public and suitable commercial uses, should be integrated into low density residential areas through proper building location and design, landscaping, and other site improvements.



3. Commercial Development

Enhance the city's commercial districts by:

- 3.a Encouraging appropriate building forms and designs, historic preservation objectives, site plans that enhance the pedestrian environment, and by maintaining high-quality four-season public spaces and infrastructure.
- 3.b Orienting new buildings to the street to foster safe and successful commercial nodes and corridors.



4. Industrial Development

Provide appropriate physical transition and separation using green space, fencing, setbacks or orientation between industrial uses and other surrounding uses.



5. Institutional or Public Buildings

Work with institutional and public partners to assure that the scale and form of new development or expansion will occur in a manner most compatible with the surrounding area.

6. Street Medians, Boulevards, Trees, and Sidewalks

Maintain a high-quality environment for walking by improving all of the trees and other plantings along the sidewalks.



6.a Request that the city increase its program for replacing deteriorated sidewalk panels.

6.b Ensure that all of the street boulevards in the neighborhood are planted with trees according to a plan adopted by the city. Request that the City plant trees at no cost in every designated location. If this process proves to be impossible to realize in a timely fashion, seek an alternative source of funding that will accomplish the city’s plan without excessive delay.



6.c Improving the boulevard forest is imperative because of the upcoming loss of most of the ash trees in the neighborhood. Already, the number of trees in the boulevard forest is only about two-thirds of what it ought to be.

6.d Conduct a campaign that encourages homeowners and tenants to care for the trees and grass in the boulevard or median in front of their house or apartment building. Start an “adopt-a-median” program. This is especially important for the medians in Main and Ramsey Streets. Ensure that new surface parking lots include a planted setback along the public sidewalk.



6.e Where feasible during the reconstruction of State of Minnesota and Hennepin County highways and City of Minneapolis streets, construct storm water management systems that utilize rain gardens in medians and boulevards.



7. Neighborhood Entrances and Edges

Highlight the principal passages through the Neighborhood – Marshall, Main and Second Streets and 8th Avenue -- with landscaping, lighting, sidewalks and building orientation
Announce and celebrate neighborhood entrances and passages with monuments, signs, landscaping, lighting and private site design.

8. Neighborhood Passages and Center

Improve the appearance of the major streets through the neighborhood and calm the traffic. These streets include Broadway Street, University Avenue, and Marshall and 2nd Streets.



8.a Broadway Street:

Request that the City prepare a plan to install trees in the right-of-way behind the sidewalk to the extent that space and underground utilities allow. To complement the public plantings, encourage the city to require improved plantings on the private property between the front property line and either the parking lot or the building as redevelopment occurs along both sides of the street. Figures 5 and 6 show some of the possible planting space along Broadway Street. The faint yellow lines are the front property lines, the outer edges of the public street property.



**Figure 5:
Broadway
between 5th
and 6th Streets**



**Figure 6:
Broadway West
of University
Avenue**

8.b University Avenue:

Request that the city plan for and install additional trees in the right-of-way, either between the curb and the sidewalk (the narrow space where they are now) or between the sidewalk and the property line. There is public property available on the house side of the sidewalk but it is perceived as being private land even though it is not. See Figure 7, on the following page. The blue outline shows the position of a typical house lot relative to the sidewalk.



**Figure 7:
University Avenue
between 7th and 8th
Streets**

8.c Marshall Street:

Redesign and rebuild Marshall Street as more of a “parkway,” as recommended by the *Above the Falls* master plan. Please refer to the Movement Plan section for a further description of this proposal.

8.d Second Street:

Request that the city fill the gaps in the street trees along 2nd Street. Second Street complements University Avenue as a north-south passage into and through the neighborhood, although 2nd Street has two rather than four traffic lanes, lower traffic volumes, and lower traffic speeds than University Avenue. It also has a more consistent set of street trees, probably because of its wider boulevards. Second Street also works with Main Street to visually bracket Dickman Park, the focal point of the neighborhood.

8.e Main Street:

Encourage the city to accomplish the planned reconstruction of the plantings in the median of Main Street plus installing decorative street lighting fixtures. This attractive, low-volume, low-speed street should become a stronger visual asset for the Neighborhood. The median on Main Street would be an ideal location for storm water management approaches that utilize rain gardens.

Ensure that the MPRB continues to maintain Dickman Park at a high level of quality, befitting its role as the visual and civic center of the neighborhood.

9. Heritage Preservation

Formally request the Minneapolis Heritage Preservation Commission to study the neighborhood to determine whether any buildings or districts are eligible for local or national historic designation and the benefits that come with that status. Of particular interest are the several churches that have strong ethnic lineage and certain 19th Century houses. Currently, designations are limited to the riverfront portions of Boom Island and BF Nelson Parks, which are in the Saint Anthony Falls Historic District.



10. Site and Building Maintenance

Conduct an ongoing campaign to encourage property owners and tenants to maintain the quality of their front yards and the public street boulevards. Request that the Minneapolis Department of Regulatory Services vigorously enforce the housing maintenance and rental housing licensing provisions of the City Code. Maintain regular communications with the Department Director to express STAWNO preferences for service and to receive annual summaries of violations and enforcements. (Refer to Appendix 4 for the 2015 report for the Neighborhood.)

11. Development Review

Continue to monitor the notices sent by the city regarding land use applications. Provide a written response from STAWNO on all such applications even if the organization has no comment. Conduct a timely neighborhood review and provide a written response on land use applications of significant interest, such as major redevelopment projects. Refer to and use the STAWNO Developer’s Checklist Design Principles and other evaluation tools as a base for the review of development proposals. (The types of development applications subject to Site Plan Review and the process were summarized in the Analysis of Conditions.)

Appendix 1 summarizes the site and building standards that are evaluated during a Site Plan Review for residential buildings up 4 or fewer units. Appendix 2 summarizes the standards for larger residential or non-residential buildings. Appendix 3 presents the chapter of the City Code that fully describes the requirements of the Site Plan Review process.

Character Areas

Specific planning for the Saint Anthony West Neighborhood is described by district to reflect its diversity in conditions and opportunities. The districts are suggested by Figure 8, below.

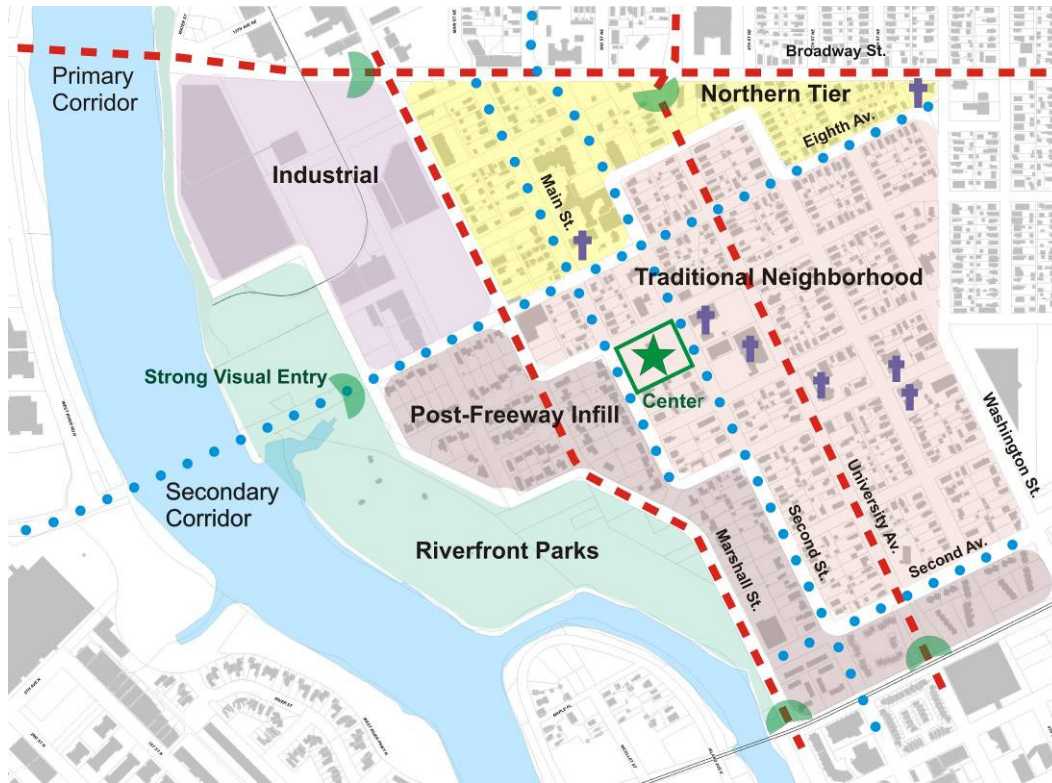





Figure 8: Character Districts, Corridors, Entrances and Churches

-  House of Worship (Churches in Saint Anthony West)
-  Neighborhood Center at Dickman Park
-  Entryway to the neighborhood

District 1: Traditional Neighborhood

The central residential portion of the neighborhood is characterized by a variety of building types that usually have one to four units although there are several larger apartment buildings. The building height is uniformly in the range of two or three stories although, once again, there are buildings that are one story and a few that are taller.

The majority of the housing in this district was built prior to 1920, so it has traditional American architectural forms such as prominent front doors, gables, dormers, front porches,

rear garages, and wooden siding. However, the pattern of design is not consistently the same as some buildings were added later and used other styles.

The most distinctive exceptions to the residential pattern are the churches and their related buildings, each with a congregation having ethnic or national roots. Their buildings soar and punctuate the landscape, signifying belief, heritage and location.

Based on these and other features, guidance for the Traditional Neighborhood District is as follows:

- **University Avenue:** Initiate discussions with affected parties (City of Minneapolis Public Works and Mn/DOT) to consider the implications of returning University Avenue to city jurisdiction. The range of issues associated with a potential "turnback" would include: any existing structural and geometric deficiencies in University Avenue, future lane configuration under city jurisdiction, and costs the city would incur for maintenance of the street. Please see the Movement Plan section for additional guidance on the design of University Avenue.
- **Second Street:** Maintain and improve the pattern of trees.
- **Main Street:** Re-plant the median and install decorative street lights.
- **Third Avenue Bicycle Path:** Encourage the responsible party (Public Works, property owners, or combination of both) to improve maintenance of the 3rd Avenue bike path, including removal of snow and the surface pavement condition.
- **Eighth Avenue:** Install a striped or buffered bicycle lane while maintaining the on-street parking near the Marshall Street businesses.
- **Heritage Preservation:** Ask the Minneapolis Historic Preservation Commission to study the entire neighborhood for possible additions to the local or national registers of historic buildings or districts. Seek to retain the church buildings even if that means adaptive re-use for non-religious activities.
- **Bridges:** Pedestrian-scale street lighting and ornamental railings should be installed on the Main Street, 2nd Street, and University Avenue bridges that connect the neighborhood to 1st Avenue (across STAWNO's southern border).

District 2: Northern Tier

STAWNO supports the concept of redevelopment to new uses and greater intensities along the southern edge of Broadway Street between Marshall Street and University Avenue and both sides of Marshall Street from Broadway Street to 8th Avenue. However, such change should follow the urban design guidelines of this plan and the *Minneapolis Comprehensive Plan*, and any redevelopment must be respectful of the transition to existing, low-intensity development.



Example of a residential and commercial mixed building including flats, row houses, a plaza and structured parking along an arterial street in Minneapolis.

Additional traffic should be routed to and from Broadway Street, Marshall Street, or University Avenue to the maximum extent possible. Parking must be visually buffered. Buildings should step down in height to blend with the existing structures. Housing over commercial space, as illustrated above, would be desirable, or a purely commercial or residential project may also work depending on the site.

District 3: Post-Freeway Infill

Housing built in the 1970s and 1980s on the land that was cleared for the I-35 freeway has a style that reflects an era that is different from most of the neighborhood. It would be best if replacement or infill housing in this district is stylistically harmonious with other housing on the block face, which is the approach advocated for the rest of the neighborhood.



Example of a contemporary-style house near Boom Island Park

District 4: Riverfront Parks

STAWNO advocates for continued improvements to Boom Island and BF Nelson Parks, particularly interpretation of the colorful early industrial activities and a riverfront trail connection to Scherer Park and north to Sheridan Memorial Park. There is ample open space for additional improvements that may be suggested by the RiverFIRST campaign. Diverse native plantings that support small wildlife species are welcome along the riverbank and ravine.

Improved access between Marshall Street, the eastern edge of the BF Nelson Park, and the park itself should be improved and designed so it is obvious to bikers and walkers who sometimes cross private property to access the park.

Work with the City to improve Marshall Street to “parkway” standards as part of its overall transformation as recommended in the *Above the Falls* master plan. Please see the Movement Plan section for additional guidance on the design of Marshall Street.



The magnificent view across BF Nelson Park toward the downtown skyline.

District 5: Industrial

The industrial district of the neighborhood (GRACO) provides many well-paying jobs, and the site is attractive and well maintained. The edge along Marshall Street is lined with trees, the parking lot and truck dock are softened, and the major building wall is relatively inconspicuous. Facing the river, the office and research buildings present large banks of windows, and the grounds are landscaped. The Broadway perimeter has a park-like appearance. Consequently, GRACO is a well-established and compatible member of the neighborhood.

The former Scherer Brothers Lumber complex has been relocated, and the land has been sold to the MPRB to create a new riverfront park carrying that name. The multi-building lumber yard had a more industrial appearance than does GRACO. Consequently, that change is not mourned except for the loss of jobs.

STAWNO supports the efforts of the Park Board to complete a continuous riverfront trail from Nicollet Island to Sheridan Memorial Park and beyond.



Images of the GRACO complex along Marshall Street and interior to the site

Dickman Park

Dickman Park vies with Elsie's Restaurant, Bar and Bowling as the social center of the neighborhood. Certainly, it is the best civic space and is open to all ages. The gardens and grounds should continue to be carefully tended even if that means that Neighborhood residents assume more of the duties.



Elsie's and the gazebo and garden in Dickman Park are two of Northeast Minneapolis' landmarks.



Houses of Worship

As noted previously, all the religious institutions in the Saint Anthony West neighborhood are churches. These are another source of community cohesion, heritage, architectural beauty and social support. STAWNO should request that the Minneapolis Heritage Preservation Commission study these buildings along with the rest of the neighborhood as possible additions to local or national historic preservation lists.



Church of All Saints, one of several houses of worship in the Neighborhood

Parks and Open Space Plan

Boom Island and BF Nelson Parks

Guidance for the improvement of Boom Island and BF Nelson Parks was provided by the *Central Mississippi Riverfront Regional Parks Plan* (2015, MPRB). The Saint Anthony West Neighborhood Organization endorses that policy direction and urges full funding and timely action by the Minneapolis Park and Recreation Board. Please refer also to Figure 9 on the following page.

1. Retain the picnic function and cluster picnic areas to better accommodate small or large groups.
2. Create a dry creek channel that would recall the historic Boom Island channel and provide storm water treatment.
3. Create a shared use trail between the Scherer Site and Boom Island underneath the Plymouth Avenue Bridge.
4. Redesign the shoreline's hard edge to remove excess pavement and restore ecological function while still providing visitors the ability to experience and interact with the water. Include a "touch the water" site.
5. Retain a multi-purpose lawn area to accommodate large groups.
6. Improve wayfinding and enhance the park entry experience at Plymouth Avenue.
7. Provide signs and landscape features that describe the colorful history of these two sites. Explain the sites' history in the context of the Saint Anthony West neighborhood and the Cities of Saint Anthony and Minneapolis. Include:
 - The river ferry, the original river channel and log holding and lumber milling and freight railroad operations
 - Shingle manufacturing
 - Fires and the I-335 proposal and the clearance and redevelopment of that corridor.
8. Manage vegetation to incorporate an over story deciduous canopy. Promote woodland and prairie restoration at B.F. Nelson.
9. Incorporate public art into the landscape of the park.
10. Update the play area.
11. Consolidate parking at entry points and incorporate green infrastructure.
12. Improve the bicycling access linkages between Marshall Street and the internal path systems.
13. Add plantings along sight lines to soften the visual effect of the power line towers



Figure 9: Plan for Boom Island and BF Nelson Parks

Dickman Park

Dickman Park has been improved to include a landscaped area for sitting and strolling, a children’s play structure, a wading pool and a half basketball court. The adjacent former right-of-way for 7th Avenue is also nicely landscaped with flowering plants and perennials, serving as an extension to the park and a promenade between Main and 2nd Streets.

STWANO urges the MPRB to continue to maintain the quality of the plantings and furnishings. The Organization will offer to provide volunteer labor for light maintenance and litter pick-up.

Street Boulevards and Medians

As stated in Policy 6 of the Urban Design section, STAWNO believes that the quality of the trees in the street boulevards and medians is essential to the appearance and value of the neighborhood. Improving the boulevard forest is imperative because of the upcoming loss of most of the ash trees in the neighborhood. To that end, these policies should be followed:

- 1.** Maintain a high-quality environment for walking by improving all of the trees and other plantings along the sidewalks.
- 2.** Ensure that all of the street boulevards in the neighborhood are planted with trees according to a plan adopted by the city. Request that the city plant trees at no cost in every designated location. If this process to be impossible in a timely fashion, seek an alternative source of funding that will accomplish the city’s plan without excessive delay.
- 3.** Conduct a campaign that encourages homeowners and tenants to care for the trees, grass, and native plants in the boulevard or median in front of their house or apartment building. Start an “adopt-a-median” program. This is especially important for the medians in Main and Ramsey Streets.

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Movement Plan

Movement Objectives

The road system that serves the St. Anthony West Neighborhood consists of a Mn/DOT highway, two Hennepin County roads, and many City of Minneapolis streets. In addition to being organized by jurisdiction, roads and streets are functionally classified to describe the role they play in delivering transportation service to an area. Figure 10 highlights jurisdiction and functional classification of streets in the neighborhood.

The highest order facilities are classified as Arterials and Minor Arterials. Mid-level facilities are classified as collectors, and the lowest order facilities are classified as local streets. The highest order facilities are located and design to ensure the movement of traffic. The lowest order facilities are designed and located to ensure that private properties can be accessed from the street system. The mid-level facilities -- collectors -- are designed and located to provide for both through movement and accessibility.

As shown on Figure 10, on the next page, Broadway Street, University Avenue, and Marshall Street are each functionally classified as Minor Arterials. As cited, the strict definition of this functional class focuses on the movement of traffic through an area and places secondary priority on accessibility to adjacent land uses. Because the St. Anthony West neighborhood is in a heavily urbanized area, the definition cannot be strictly applied, and competing interests can lead to conflicts. Where the State, the County and the Metropolitan Council see these three roads as arterials, residents see them and wish to use them as neighborhood (*complete*) streets where access and multi-modal transportation are of primary importance.

General movement objectives addressed in the *Saint Anthony West Neighborhood Small Area Plan* are to:

- Ensure safety and convenience of travel
- Support all modes of travel
- Promote a livable and sustainable environment

More specifically, these can be divided into objectives for the regional roads and objectives for local, neighborhood streets.

Regional Road Objectives:

- Reduce vehicle speed
- Calm the flow of traffic
- Reduce the volume of truck traffic
- Improve safety for vehicles, pedestrians, and cyclists

City Street Objectives:

- Reduce use of local streets by regional traffic
- Ensure safety for pedestrians
- Ensure convenient and safe routes for cyclists
- Support complete streets

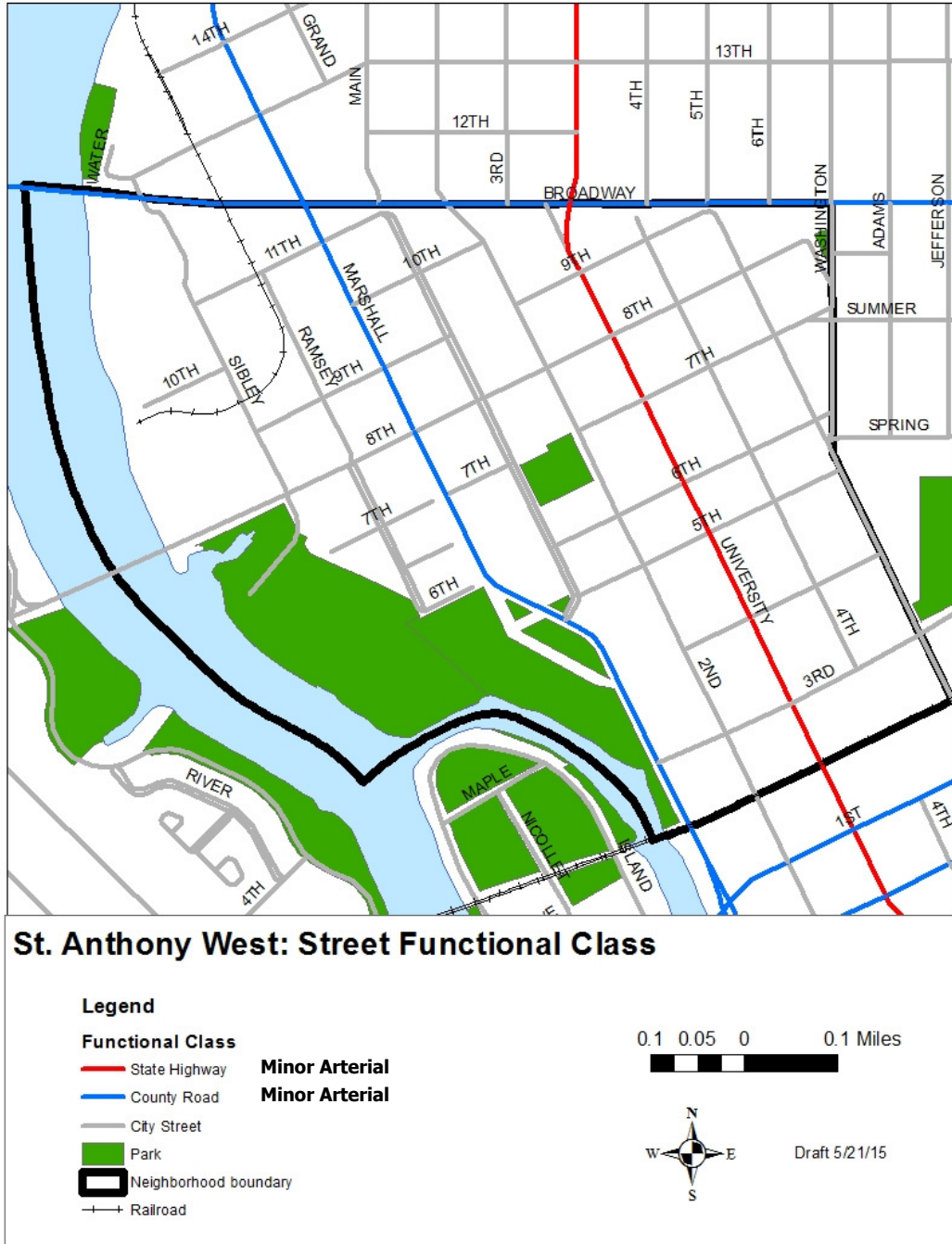


Figure 10: Roadway Jurisdiction

Recommended Improvements for Regional Routes

Broadway Street:

Major concerns for Broadway Street are:

- The volume of daily traffic (19,000 to 21,000 vehicles along the northern edge of the neighborhood) and its negative impact on residential properties in the neighborhood
- The threat of increased truck traffic that is anticipated to result from the closure of the Upper Lock
- Inadequate sidewalk width on Broadway Street between Marshall Street and University Avenue
- Dangerous intersection for pedestrians at Broadway Street/University Avenue

Because of its classification as an Arterial and its alignment on a bridge that crosses the Mississippi River, there are no solutions for the issues of daily traffic and future increases in the daily truck volume. With its current daily traffic volume as high as it is, reducing the current four-lane configuration to a three-lane configuration would result in increased congestion and delays at intersections, which would result in increased air pollution and an increase in the number of crashes.

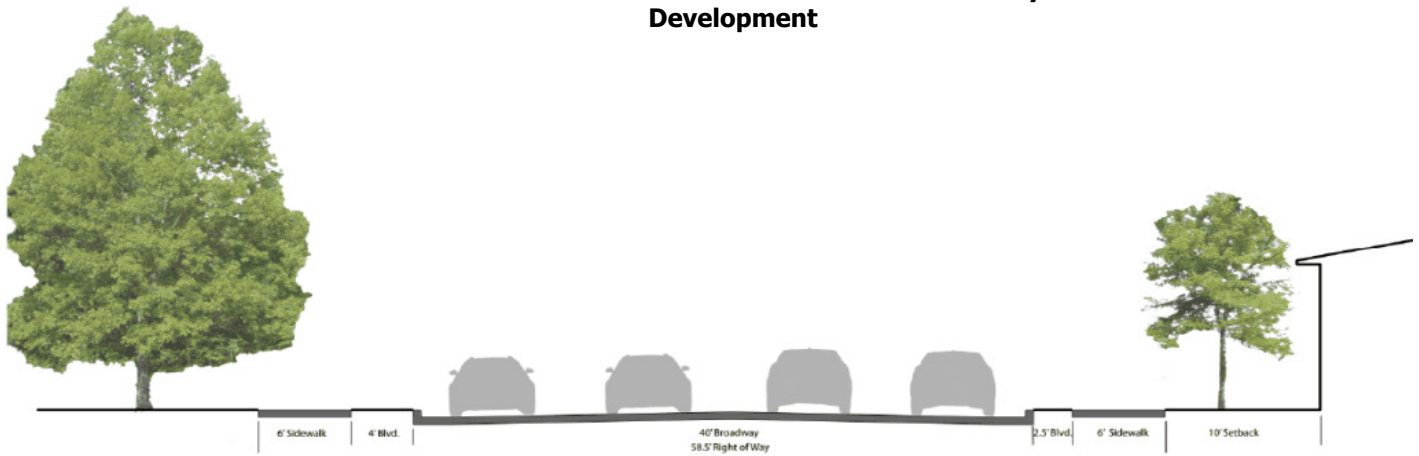
The two issues that deal with pedestrian circulation and safety can be addressed, however. As shown on Figure 11, page 36, increasing the setback for new, higher density residential and/or mixed use commercial/residential development will allow an increase in sidewalk width from 6 feet to 10 feet. This treatment would have no impact on the curb-to-curb width of the street.

A conceptual treatment for improving the Broadway/University intersection is recommended for review by the city and Mn/DOT. Minneapolis and Mn/DOT will be working together within the next two years to address geometric deficiencies and areas where safety might be enhanced along University Avenue. According to Mn/DOT planners in the Central Office, this work will include design improvements at intersections.

The treatment shown on Figure 12, page 37, eliminates an existing eastbound right-turn channel and replaces it with an exclusive eastbound right-turn lane. Residents in the neighborhood know that the volume of eastbound through traffic is so high that vehicles attempting to turn right are often stuck in traffic and cannot access the right-turn channel.

By utilizing existing public right-of-way, a new eastbound, exclusive right-turn lane can be constructed, which will have a vehicle stacking capacity of four or five right-turning vehicles. Eliminating the right-turn channel will not only improve traffic operations, but will also eliminate one of two streets pedestrian have to cross when circulating on the south side of Broadway Street. Figure 12 shows the existing condition and the recommended conceptual treatment for this intersection.

**Figure 11:
Increased Sidewalk Width on South Side of East Broadway with New Development**



Existing Conditions
Broadway Street



Figure 12:
East Broadway Street: Elimination of Eastbound Right-Turn Channel
Construction of Eastbound Exclusive Right-Turn Lane



University Avenue:

Major concerns for University Avenue are:

- Traffic calming
- The volume of daily traffic (14,300 vehicles per day through the neighborhood) and its negative impact on quality of life
- Daily truck volumes at 400 heavy commercial vehicles per day

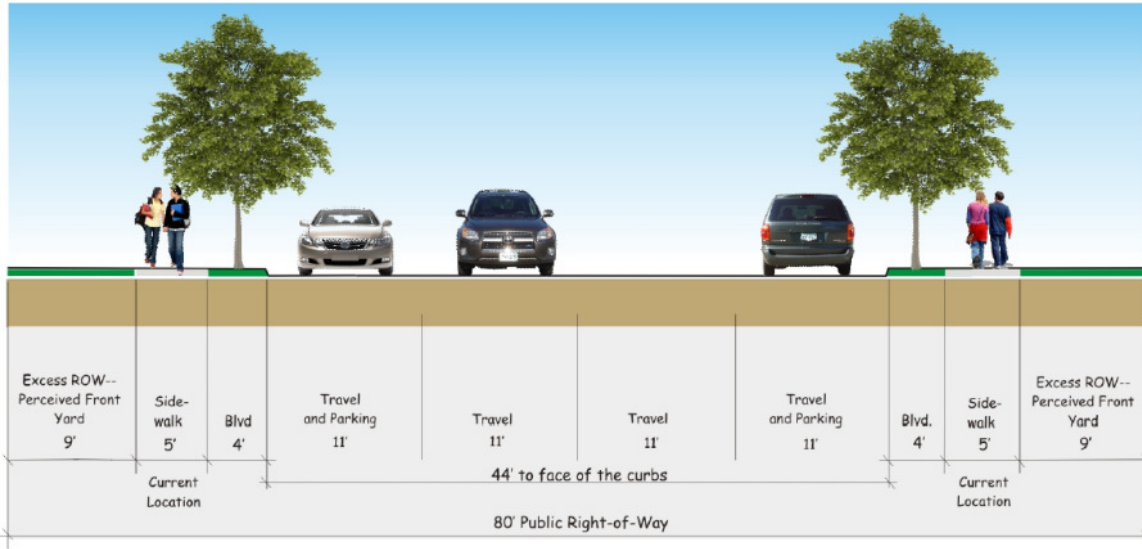
Because University Avenue is designated as a State of Minnesota Highway (Trunk Highway 47), a ban on truck traffic is not feasible. With 14,100 vehicles per day, there is too much traffic for successful implementation of a three-lane section. Analysis showed that in order to implement a three-lane section, on-street parking for residents would have to be eliminated.

It was agreed that a traffic calming and beautification strategy that includes planting trees in the public right-of-way would best serve the needs of residents along University Avenue. Figure 13 on page 39 shows the existing and recommended conditions. The recommended condition utilizes public right-of-way, which extends approximately 9 feet outside the sidewalk edge toward residences, for additional tree planting. This area, which is within the public realm, is likely viewed as private property by property owners.

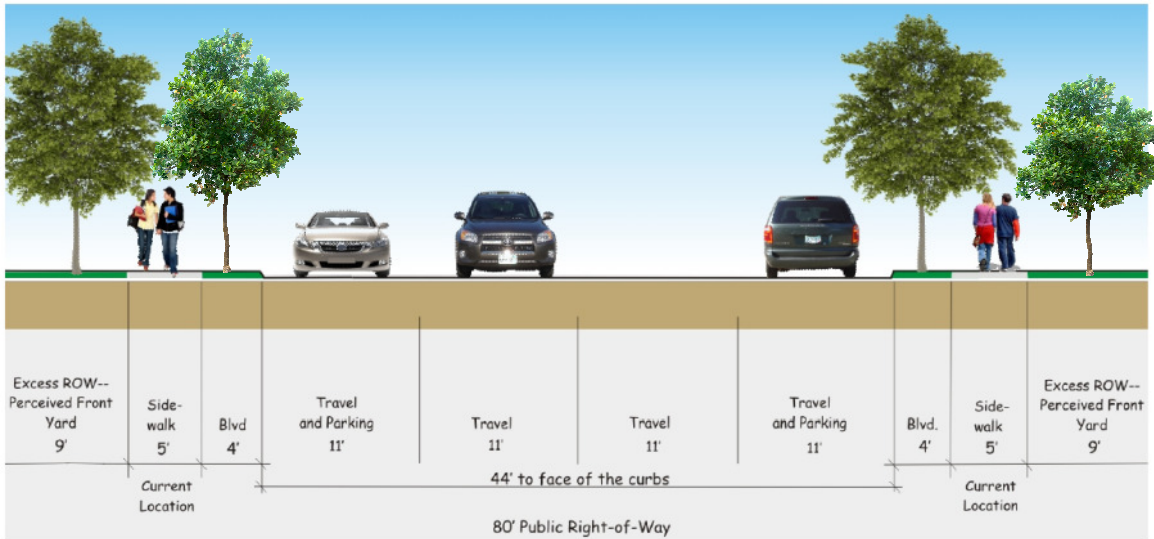
The existing boulevard on University Avenue is approximately 4 feet wide. Consistent with the above recommendation to plant trees in the right-of-way, the boulevard could be widened to a minimum of 6 feet, per design guidance provided in *Access Minneapolis: Ten Year Transportation Action Plan (2005 -2012)*.

It is additionally recommended that in order to control and calm truck traffic, the city should re-engage Shoreham Yards in discussions that were held three years ago to encourage heavy commercial vehicles to find direct access to/from I-694 rather than circulating on University Avenue. A Citizens Advisory Committee consisting of Saint Anthony West community members should be included in any discussions the city has with Shoreham Yards.

**Figure 13:
University Avenue Extensive Tree Planting in the Public Right-of-Way**



**Existing Condition
Looking North on University Avenue**



**Recommended Condition
Looking North on University Avenue**

Marshall Street:

Major concerns for Marshall Street are:

- Traffic calming. Although the daily volume only ranges between 6,200 and 7,800 vehicles, commuters tend to drive at speeds that are unsafe. The alignment of Marshall Street includes a large curve, which, when combined with high speeds, contributes to crashes during the winter months.
- Bicycle safety is compromised by drivers travelling at high speeds. The City of Minneapolis has identified Marshall Street as a “Tier 3 Street” for installation/ construction of protected bike lanes.
- A parkway-type design is preferred by residents, as Marshall Street is the eastern border of Boom Island and BF Nelson Parks and the Mississippi River

Under existing conditions, Marshall Street is constructed within 80 feet of right-of-way, as shown on Figure 14. Approximately 8 feet of public right-of-way extends into front yards on the east side of Marshall Street and side yards on the west side of Marshall Street. These areas are likely incorrectly perceived to be private property; front yards on the east side of the street and side yards on the east side of the street.

As illustrated on Figure 14, some segments of Marshall Street are without boulevards. Boulevards have been constructed from East Broadway Street to 8th Avenue and along segments that are adjacent to BF Nelson Park. Under the existing condition, two on-street parking lanes are located outside (toward the curb from) northbound and southbound bicycle lanes.

Analysis was conducted to identify a parkway-type design for Marshall Street. Utilizing only the public right-of-way, the recommended option includes construction of northbound and southbound protected bike lanes and maintenance of on-street parking on both sides of the street. The recommended design calls for the widening of boulevards where they exist on the east side of the street, extensive tree planting in the widened boulevards, and installation of pedestrian-scale street lighting. These treatments would be accomplished by:

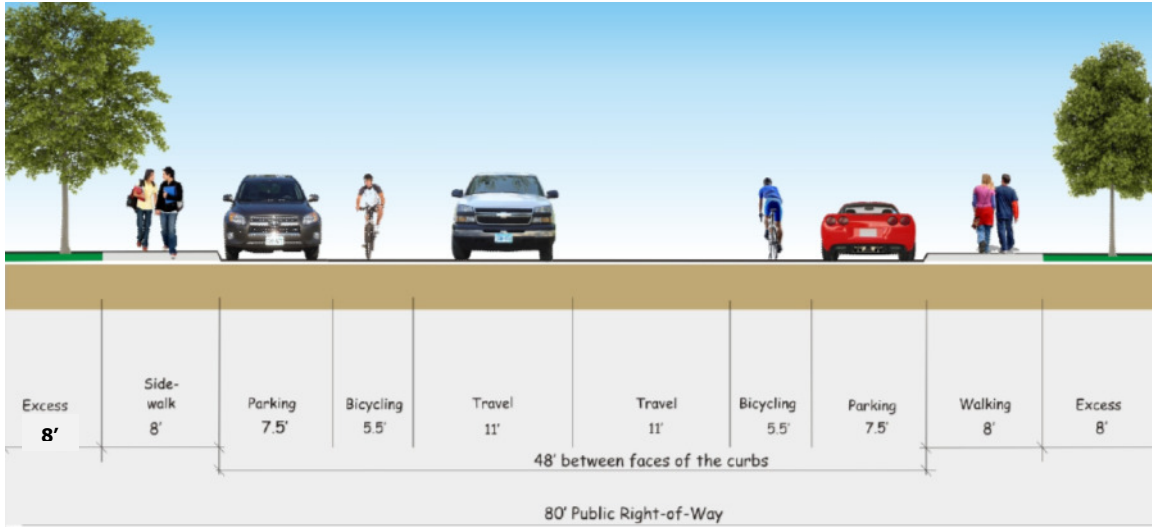
- Switching the location of the bicycle lanes and the parking lanes
- Utilizing excess right-of-way on the east side of the street for widened boulevards
- Planting trees and installing pedestrian-scaled street lighting in the widened boulevards
- Installing pedestrian-scaled street lighting adjacent to the sidewalk on the west side (park side) of the street.

This community-supported option is illustrated on Figure 14 on the following page, which shows the existing and recommended conditions. It is recommended to utilize excess right-of-way from the east side of the street for the widened boulevards, which would only have a minimal impact on perceived front yards. By comparison, utilizing right-of-way on the west side of the street would have a bigger impact on the size of perceived side yards.

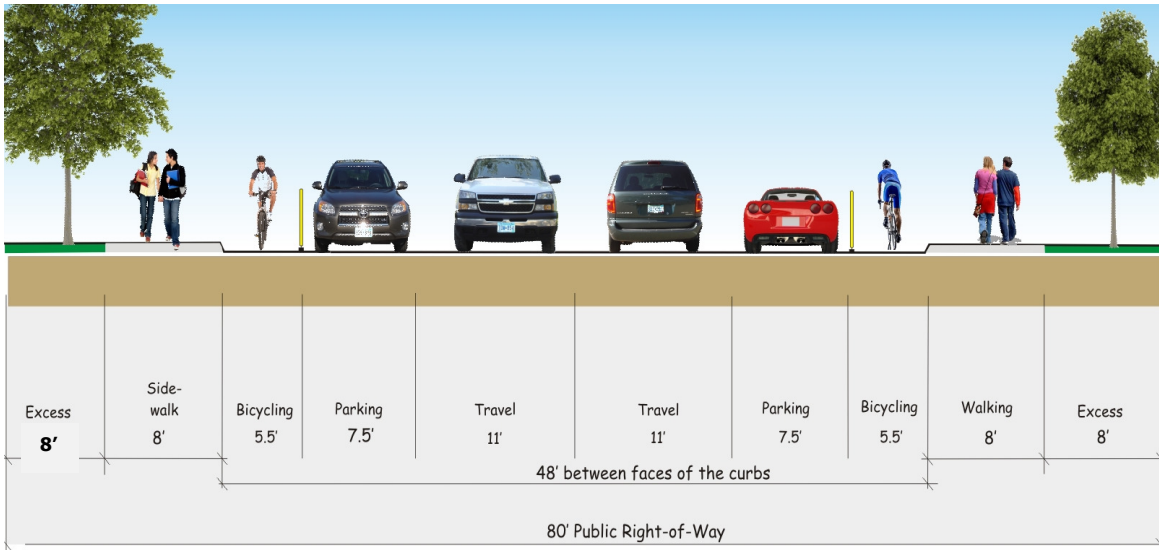
The protected bike lanes in the recommended condition on Figure 14 are shown to be separated from automobile traffic with bollards or flexible stanchions. The flexible

stanchions would need to be terminated adjacent to driveways and at intersections. The protected bike lanes might alternatively be paths that are at-grade with the sidewalk and grade separated from the street.

**Figure 14:
Marshall Street Parkway-Type Design**



**Existing Condition
Looking North on Marshall Street**



**Recommended Condition
Looking North on Marshall Street**

Recommended Improvements for Local, Neighborhood Streets

8th Avenue, 3rd Avenue, 2nd Street, 5th Street:

Major concerns for the local, neighborhood streets are:

- Motorists using local streets to avoid congestion on major routes (Broadway Street, University Avenue, and Marshall Street) as they drive east/west and north south
- Traffic calming
- Livability
- Safety for cyclist and pedestrians

The following matrix describes local, neighborhood streets of interest to STAWNO and recommended improvements.

Street	Type	Transit/Bike Status	Desired Treatment/Improvement
8th Avenue	MSA	Protected bike route in development.	Develop as a "Complete Street." Begin elimination of on-street parking east of Elsie's. Install pedestrian-scale street lighting.
3rd Avenue	MSA	Existing off-street bike path. No transit service. Daily traffic is 1,100 vehicles.	Bike path in need of repair. Install pedestrian-scale street lighting. Consider installation of traffic calming devices to discourage cut-through traffic.
5th Street	MSA	Marked bike route. No transit service. Daily traffic is 2,050 vehicles.	Provide pedestrian-scale street lighting. Consider installation of traffic calming devices to discourage cut-through traffic.
2nd Street	MSA	No bike path exists today. Transit Street. Daily traffic is between 3,750 and 3,900 vehicles.	Identify as the neighborhood's grand street. Provide plantings in boulevards. Install pedestrian-scale street lighting.

Recommended Public Realm Improvements for Local, Neighborhood Streets:

Eight improvements are recommended for the key local, neighborhood streets of chief concern in Saint Anthony West. The improvements are:

Traffic Calming Signage



Corner Bump-Out



Neighborhood-Scale Round-About



Speed Table



Extensive Tree Planting



Pedestrian-Scale Street Lighting



Extensive Boulevard Vegetation



Repair 3rd Avenue NE Repair

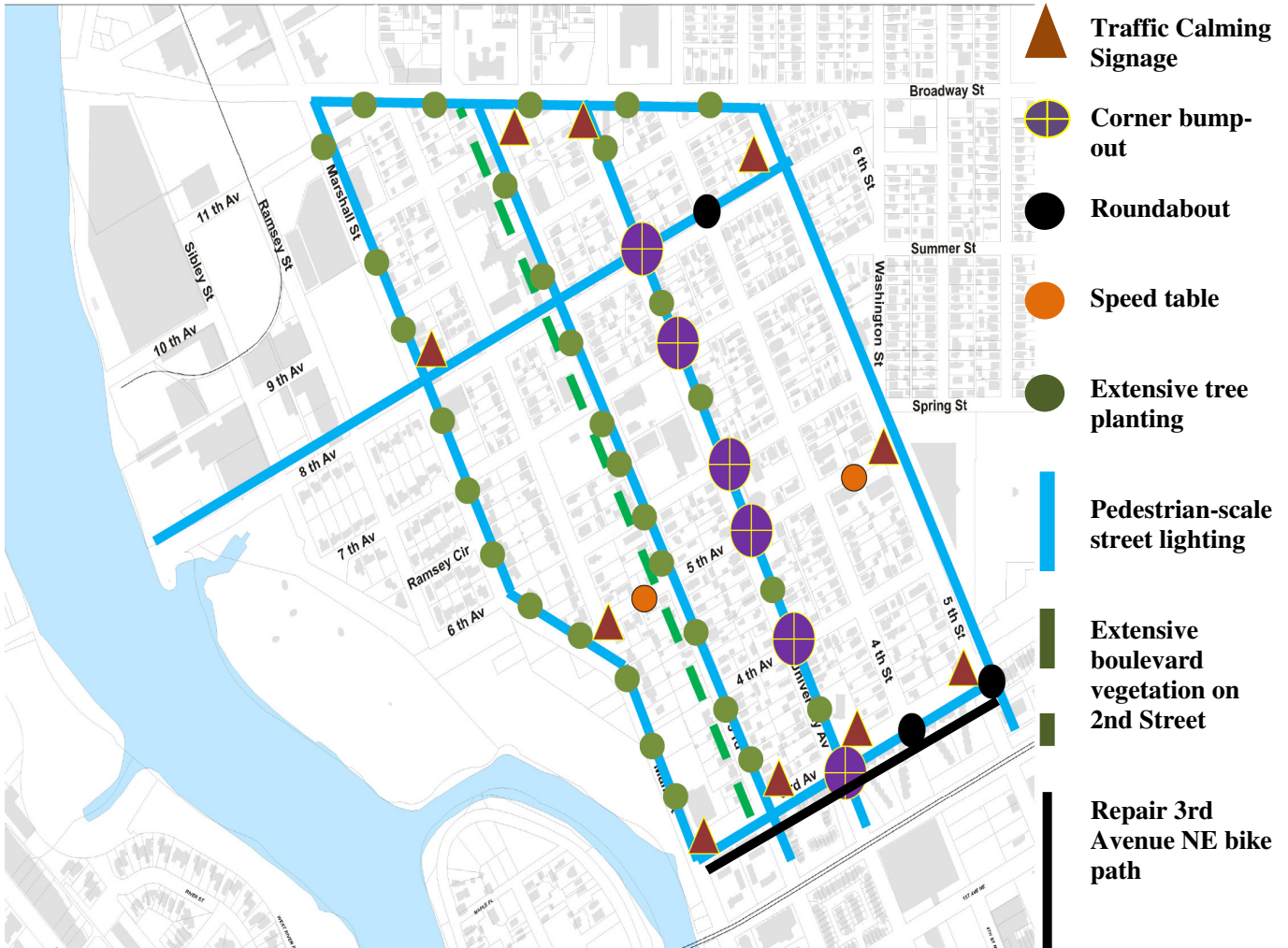


Locations for these recommended public improvements are presented on Figure 15 on the following page. The matrix below shows responsibility for implementing the recommended improvements.

Recommended Improvement	Responsible Entity
Traffic Calming Signage	Minneapolis Public Works
Corner Bump-Out	Minneapolis Public Works
Neighborhood-Scale Roundabout	Minneapolis Public Works
Speed Table	Minneapolis Public Works
Extensive Tree Planting throughout the Neighborhood to Replace Ash Trees	Minneapolis Park and Recreation Board
Pedestrian Scale Street Lighting	Minneapolis Public Works
Extensive Boulevard Vegetation on 2nd Street	Property owners and STAWNO
Repair 3rd Avenue Northeast Bike Path	* Minneapolis Public Works / Property Owners

* It cannot be determined at this time where responsibility for maintaining the 3rd Avenue NE bike path actually lies. It is known that the bike path was constructed within the public right-of-way. Minneapolis Public Works claims that through an agreement with the developers of the townhomes on the south side of 3rd Avenue, responsibility for maintaining the facility would lie with the property owners. Property owners claim to know nothing about this agreement and argue that the facility, which is clearly on public property, is the responsibility of a public entity. This plan encourages residents and Public Works to meet to resolve the issue in a timely manner, as the condition of the bike path worsens with each freeze and thaw.

**Figure 15
Local Street and Public Realm Improvements**



Implementation Plan

The Saint Anthony West Neighborhood Small Area Plan must respond to the continuous stream of changes that occur in the neighborhood. This section describes how the plan's usefulness will be monitored and how it may be amended. This chapter of the plan also lists the major actions STAWNO expects to take in order to carry out the objectives and policies of the plan. This work plan should be updated annually.

Implementation Plan Objectives

- ✓ **Annual Report:** Prepare an annual report describing how the plan has been used and what changes have occurred that may affect the relevance of the document.
- ✓ **Periodic Amendments:** Periodically propose amendments to the plan as conditions warrant.
- ✓ **Regular Reviews:** Conduct a formal review of the plan at least once every five years.
- ✓ **Priority Actions:** Continue to establish a schedule of short-term and long-term actions as a targeted work program to guide the ongoing implementation of the plan.

Implementation Plan Policies

Annual Report

Every twelve months a sub-committee of the STAWNO Board will prepare a report describing how the plan has been used and what changes have occurred that may affect the relevance of the document. The report should summarize:

- How the plan was used to direct decisions about development review or public improvements
- How development did or did not coincide with the guidance of the plan
- How the neighborhood has changed in ways that may call for amendments to the plan.

The report should be transmitted to the STAWNO Board and made available to the public. A brief presentation at a Board meeting should be conducted to call attention to the major findings of the annual report.

No plan amendments are required in conjunction with these reports, although such amendments may be appropriate depending on the reports' findings.

Periodic Amendments

It is appropriate that some parts of the plan are rarely amended while others are highly subject to examination. The features that should be most long-lasting are those that are most

fundamental such as the Neighborhood Goals found on page 2. The Objectives of each topic are more open to revision, and the specific Policies are most changeable. Changes to the plan maps would, of course, depend on the magnitude of the revision, their relationship to the Goals and Objectives, and the nature of the changing circumstances that lead to the desire for amendments.

The STAWNO Board will propose amendments to the small area plan from time to time as circumstances warrant. The public should be notified of these major proposed changes and allowed an opportunity to become informed of the change and comment. The Board will consider community members' opinions in evaluating how a proposed change would meet the above criteria. The Board could consider soliciting public opinion through opinion surveys, neighborhood meetings and the Internet.

Criteria to Consider When Reviewing Plan Changes

These criteria should be considered when reviewing changes to the plan:

- 1.** The change is consistent with the goals and objectives or other elements of the Neighborhood Plan.
- 2.** The change does not create an adverse impact on public facilities and services that cannot be mitigated. Public facilities and services include roads, sewers, water supply, drainage, schools, police, fire protection and parks.
- 3.** Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- 4.** The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- 5.** The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- 6.** There is a change in City policies or neighborhood characteristics that would justify a change.
- 7.** The change corrects an error made in the original plan.
- 8.** There is a community or regional need identified in the Minneapolis Comprehensive Plan for the proposed land use or service.
- 9.** The change helps the City meet its life-cycle and affordable housing objectives.
- 10.** The change does not adversely impact any landmarks or other historically significant structures or properties unless mitigated through relocation, commemoration or dedication.

Regular Reviews

At least once **every five years**, the Board will conduct a formal review of the entire plan, changing those features and sections that are judged to be out of date and/or not serving their purpose.

At least once every **ten years**, the process for the formal review should involve an *ad hoc* advisory group that assists the Board, as was done in 2015.

Priority Actions

The Board will conduct the actions listed in the following matrix to carry out this plan. The Board's actions will be consistent with the policies of the Neighborhood Plan. Those actions include but are not limited to review of:

- Development applications
- The city's capital improvements program and opportunities to include STAWNO's desired capital improvements in the Capital Improvement Plan
- Plans of other agencies as they affect the Saint Anthony West neighborhood
- The Zoning Ordinance and Zoning Map.

Plan Implementation Actions Matrix

Development Reviews.	
<ul style="list-style-type: none"> Use the neighborhood plan, when reviewing land use applications that are submitted to the city. 	Ongoing
<ul style="list-style-type: none"> Revisit the STAWNO Developer’s Checklist Design Principles (see pages 13 and 23 of this document and Appendix 5) 	Ongoing
Rezoning Study.	
<ul style="list-style-type: none"> Petition the city to conduct a study of zoning in the neighborhood to ensure consistency with the Land Use and Built Form Plans presented in this plan. 	2016
Street Tree Planting.	
<ul style="list-style-type: none"> Ensure that all of the street boulevards in the neighborhood are planted with trees according to a plan adopted by the Park and Recreation Board. Request that the city plant trees at no cost in every designated location. If this process to be impossible in a timely fashion, seek an alternative source of funding that will accomplish the Park Board’s plan without excessive delay. 	Ongoing
Street Tree Maintenance.	
<ul style="list-style-type: none"> Conduct a campaign that encourages homeowners and tenants to care for the trees and grass in the boulevard or median in from their house or apartment building. Start an “adopt-a-median” program. This is especially important for the medians in Main and Ramsey Streets. 	Ongoing
Sidewalk and 3rd Avenue NE Bike Path Improvements.	
<ul style="list-style-type: none"> Request that the city increase its program for replacing deteriorated sidewalk panels throughout the neighborhood. 	Ongoing
<ul style="list-style-type: none"> Coordinate with Public Works to determine responsibility for maintenance of 3rd Avenue NE bike path. If this is a city responsibility, coordinate with Capital Long Range Improvement Committee to get a maintenance project included in the Capital Improvement Plan. If this is a private sector responsibility, work with property owners to address current deficiencies. 	2016
Riverfront Park Improvements.	
<ul style="list-style-type: none"> Urge full funding and timely action by the MPRB to implement the recommendations of the <i>Central Mississippi Riverfront Parks Plan</i>. 	Ongoing
<ul style="list-style-type: none"> Work with elected officials, Minneapolis Public Works, and the Minneapolis Park and Recreation Board to develop a policy on overhead transmission lines running through the riverfront parks, focused on addressing their impact as a visual nuisance. 	2017
Urban Design.	
<ul style="list-style-type: none"> Ensure that the city planning staff members observe the guidance of the Urban Design section of this plan when reviewing applications for Site Plan Approval. 	Ongoing
<ul style="list-style-type: none"> Develop a “Building Frontage Guidelines Map” as an element of the Built Form plan and to ensure that criteria are in place for evaluating range of building-to-street relationships when development proposal are presented for site plan review. 	2016
Regional Road Improvements.	
<ul style="list-style-type: none"> East Broadway Street sidewalk widening will occur consistent with development and redevelopment. Remain engaged in site plan reviews for new developments and redevelopments and ensure that additional setbacks are required for new developments on Broadway. 	Ongoing
<ul style="list-style-type: none"> Participate along with the city in Mn/DOT’s planning and design studies for the Broadway/University intersection improvement. 	2016-2017
<ul style="list-style-type: none"> Engage Minneapolis Public Works and elected officials to discuss a possible University Avenue “turn-back” to the city. Participate in planning and design studies with the city and Mn/DOT to encourage tree planting in the public right-of-way and construction of bump-outs at University Avenue intersections south of Broadway Street. 	2016-2017
<ul style="list-style-type: none"> Engage City of Minneapolis Public Works Department to advocate for the timely implementation of protected bikeways on Marshall Street and Hennepin County’s Highway Department and MPRB to ensure that Marshall Street improvements are included in Capital Improvement Plans. 	2016

Plan Implementation Actions Matrix (continued)

- Request that the city engage Shoreham Yards in discussions to encourage heavy commercial vehicles to use alternative routes (other than University Avenue) to access the freeway system. 2016
- Establish a Citizens Advisory Committee to participate in the city's discussions with Shoreham Yards. 2016

Local, Neighborhood Street Improvements.

- Engage Minneapolis Public Works to advocate for traffic calming improvements on local streets. 2016
- Launch a neighborhood education program to explain the benefits of public realm improvements including items such as pedestrian-scale street lighting, where an assessment will be levied on property owners. Build support for these and other public realm improvements. 2016