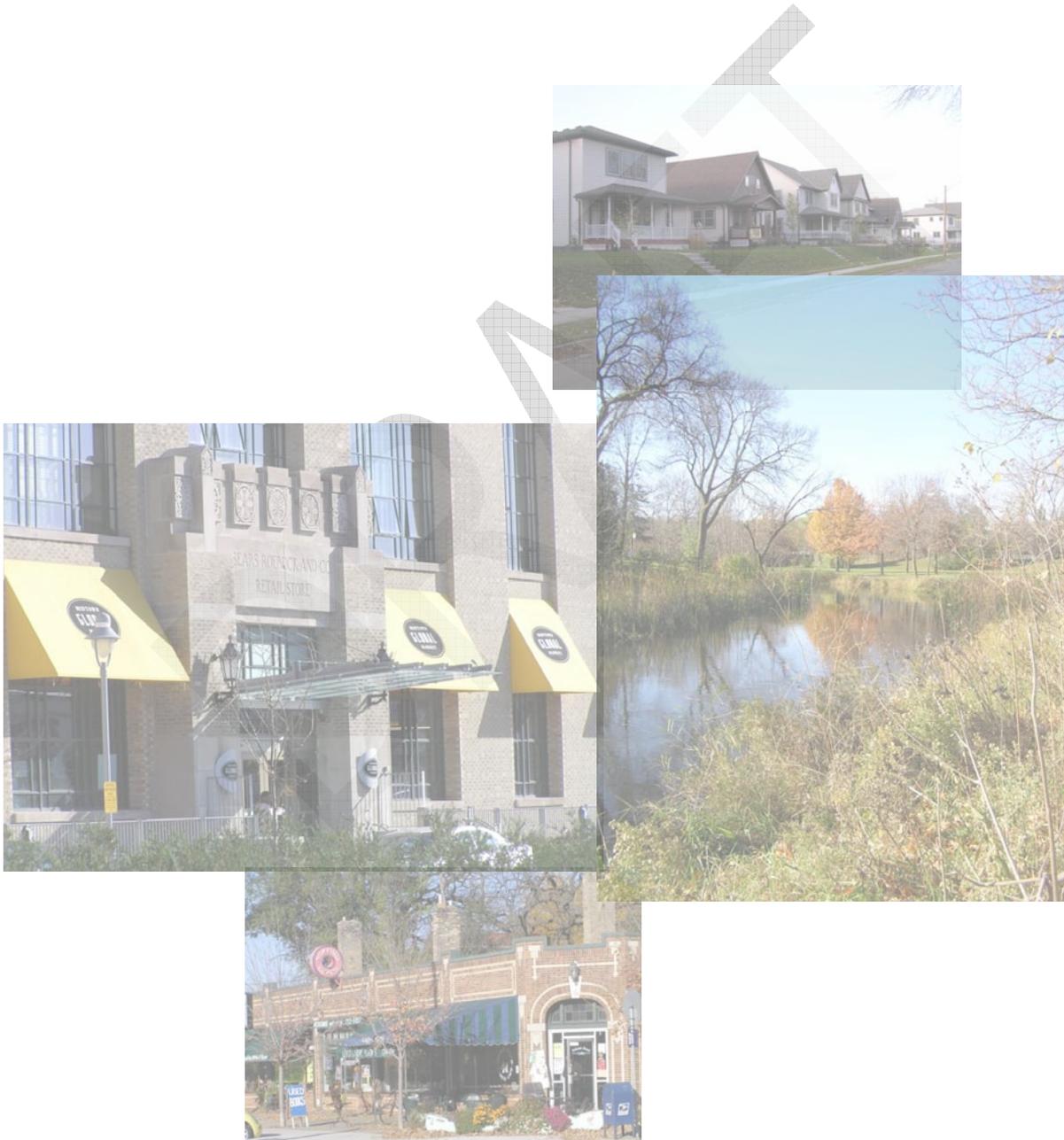


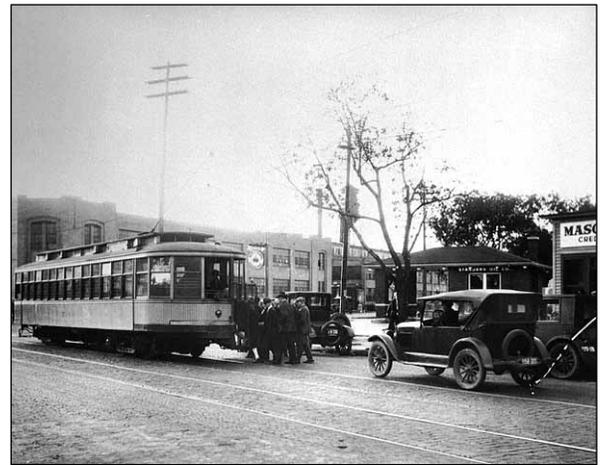
1. Land Use

Minneapolis will develop and maintain a land use pattern that strengthens the vitality, quality and urban character of its downtown core, commercial corridors, industrial areas, and neighborhoods while protecting natural systems and developing a sustainable pattern for future growth.



Since the City of Minneapolis was founded in the mid-19th century, its development patterns have been influenced by its natural systems – creeks, lakes, wetlands, and river. The City was strategically located on the banks of the Mississippi River in order to take advantage of St. Anthony Falls’ power generating capability.

Urban growth was patterned along a grid system of streets that spread out from the city center along regular blocks. At first, that grid system was used by horse-drawn carriages, later streetcars, and then motor cars. A park system was started, showcasing the lakes, river, and creeks with tree-lined boulevards. Residential areas developed along the streetcar grid and parkway system. Over time, these residential areas emerged as neighborhoods, each with distinctive character and mix of uses and densities. The City’s grid efficiently brought residents from their homes to shopping in neighborhood centers or the downtown core. Later, the grid system was intersected and banded with an interstate highway system. The increased mobility offered additional location choices to residents and businesses. Some streets retained their character as commercial corridors, while others served residential areas. The addition of a major airport enhanced the delivery of goods and access to national and international markets.



Early Minneapolis development spread out along streetcar lines (Lake & 26th, c. 1925)

While the City’s downtown remained the center for business and commerce in the Upper Midwest region, some neighborhoods were stressed by declines in residential population and community-based retail. Most recently, light rail has created redevelopment opportunities in areas once predominantly industrial. Working in partnership with the private and nonprofit sectors and other units of government, the City works to meet the challenges and opportunities of change.

This pattern of land uses and development combined with characteristics of buildings, neighborhoods and public spaces constitutes traditional urban form, the physical attributes of an urban city. Traditional urban form is the overarching policy that will drive the design of new developments, streets and public realm in the City of Minneapolis. Acknowledgement of traditional urban form is a driving force for creation of a new land use designation in the city: urban neighborhood.

This chapter provides policy guidance for land use decisions in the City, including the location, intensity, and mix of uses, and managing the interactions between them. It describes land use designations present in the City of Minneapolis with policies related to protecting, maintaining, revitalizing or developing the City’s residential,

commercial, industrial, transit station areas and employment centers. These policies guide the development and interpretation of City land use regulations.

The chapter is divided into three main sections:

- General land use policy – describes land use categories identified on the maps and policies that apply to all development, with specific guidance for commercial and residential areas.
- Land use mapping – contains existing and future land use maps, with supporting narrative.
- Land use features – describes and provides policy guidance for identified land use features where the city is focusing its future growth

General Land Use Policy

Cities regulate land use so that they can accommodate new growth and respond to change while maintaining aspects of the community that are valued by its residents, workers and businesses. General land use policies are a balancing act: encouraging quality new development while moderating impacts on existing areas.

The City uses land use features—including nodes, corridors, and centers—to direct the location and intensity of various land uses. These are mentioned throughout this chapter, and described in detail in the Land Use Features section.

Policy 1.1: Establish land use regulations to achieve the highest possible development standards, enhance the environment, protect public health, support a vital mix of land uses, and promote flexible approaches to carry out the comprehensive plan.

- 1.1.1 Ensure that the City's zoning code is consistent with The Minneapolis Plan and provides clear, understandable guidance that can readily be administered.
- 1.1.2 Further integrate visual quality and design considerations into review of capital improvement projects.
- 1.1.3 Encourage the use of flexible regulatory options that promote high quality development, such as the Planned Unit Development (PUD) tool.
- 1.1.4 Support context-sensitive regulations for development and land use, such as overlay districts, in order to promote additional land use objectives.
- 1.1.5 Ensure that land use regulations continue to promote development that is compatible with nearby properties, neighborhood character, and natural features; minimizes pedestrian and vehicular conflict; promotes street life and activity; reinforces public spaces; and visually enhances development.

- 1.1.6 Develop small area plans for designated land use features, particularly Activity Centers, Growth Centers, and Major Retail Centers, in consultation with neighborhood associations, residents, and other stakeholders.
- 1.1.7 Invest in targeted place-making strategies to build upon and enhance existing community assets and encourage private sector development.

Policy 1.2: Ensure appropriate transitions between uses with different size, scale, and intensity.

- 1.2.1 Promote quality design in new development, as well as building orientation, scale, massing, buffering, and setbacks that are appropriate with the context of the surrounding area.



The character and quality of residential areas is one aspect of traditional urban form. Protecting this character and quality enhances community livability.

- 1.2.2 Ensure that lighting and signage associated with non-residential uses do not create negative impacts for residential properties.
- 1.2.3 Lessen the negative impacts of non-residential uses on residential areas through controls on noise, odors, and hours open to the public.

Policy 1.3: Ensure that development plans incorporate appropriate transportation access and facilities, particularly for bicycle, pedestrian, and transit.

- 1.3.1 Require safe, convenient, and direct pedestrian connections between principal building entrances and the public right of way in all new development and, where practical, in conjunction with renovation and expansion of existing buildings.
- 1.3.2 Ensure the provision of high quality transit, bicycle, and pedestrian access to and within designated land use features.
- 1.3.3 Encourage above-ground structured parking facilities to incorporate development that provides active uses on the ground floor.

General Commercial

The city’s population supports a broad range of commercial areas that in recent years have been affected by major demographic and market shifts. Shifts in income,

household composition, and buying preferences, as well as significant immigration, have impacted the city's population, while market fluctuations and increasing competition have shaped the business climate. Commercial areas in the City have responded to these dynamics and continue to provide a unique and accessible shopping experience for residents, employees and visitors.



City policy strongly supports traditional urban form and scale in commercial development.

It also acknowledges that some commercial areas do not fit the traditional pattern. While much progress has been made in developing viable business models for use in traditional urban areas, the city will need to balance a variety of considerations when deciding the best approach to integrating unique uses into the urban fabric.

In order to strengthen commercial districts and to minimize negative impacts, the city supports directing new commercial activity and redevelopment to designated **land use features** while allowing flexibility for market conditions and economic feasibility of proposed projects.

Commercial storefronts on West Broadway Avenue show traditional urban form and how it is adapted to modern uses.

Policy 1.4: Develop and maintain strong and successful commercial and mixed use areas with a wide range of character and functions to serve the needs of current and future users.

- 1.4.1 Support a variety of commercial districts and corridors of varying size, intensity of development, mix of uses, and market served.
- 1.4.2 Promote standards that help make commercial districts and corridors desirable, viable, and distinctly urban, including: diversity of activity, safety for pedestrians, access to desirable goods and amenities, attractive streetscape elements, density and variety of uses to encourage walking, and architectural elements to add interest at the pedestrian level.
- 1.4.3 Continue to implement land use controls applicable to all uses and structures located in commercial districts and corridors, including **but not limited to** maximum occupancy standards, hours open to the public, truck parking, provisions for increasing the maximum height of structures, lot dimension requirements, density bonuses, yard requirements, and an enclosed building requirement.

- 1.4.4 Continue to encourage principles of traditional urban design including **site layout that screens off-street parking and loading**, and buildings that reinforce the street wall, with principal entrances that face the public sidewalks and windows that provide **“eyes on the street”**.

Policy 1.5: Promote growth and encourage overall city vitality by directing new commercial and mixed use development to designated corridors and districts.

- 1.5.1 Support an appropriate mix of uses within a district or corridor with attention to surrounding uses, community needs and preferences, and availability of public facilities.



- 1.5.2 Facilitate the redevelopment of underutilized commercial areas by evaluating possible land use changes against potential impacts on the surrounding neighborhood.

Commercial corridors are appropriate for mixed use development, such as this building on Central Avenue.

- 1.5.3 Promote the preservation of traditional commercial storefronts wherever feasible.

Policy 1.6: Recognize that market conditions and neighborhood traditions significantly influence the viability of businesses in areas of the city not designated as commercial corridors and districts.

- 1.6.1 Allow for retention of existing commercial uses and zoning districts in designated Urban Neighborhood areas, to the extent they are consistent with other city goals and do not adversely impact surrounding areas.
- 1.6.2 In parts of the city outside of designated corridors, nodes, and centers, limit territorial expansions of commercial uses and districts.

Policy 1.7: Limit new and expanded auto-oriented uses in the City so impacts on the form and character of commercial areas and neighborhoods can be minimized.

- 1.7.1 Discourage new and expanded high traffic auto-oriented uses in neighborhood commercial nodes.



Auto-oriented uses may be sited along commercial corridors, such this one on East Lake Street.

- 1.7.2 Direct auto-oriented uses to locations on Commercial Corridors that are not at the intersection of two designated corridors, where more traditional urban form would be appropriate. [A hotlink to an illustration showing what we mean would be very appropriate here.](#)
- 1.7.3 Auto-oriented uses should be designed with aspects of traditional urban form, to minimize the impact on the pedestrian realm.

General Residential and Other Uses

The many residential neighborhoods of Minneapolis—with their access to many urban amenities and tree-lined streets, sidewalks, and front yards that contribute to traditional urban form—are an attractive and valuable community asset. Like the rest of the city, these residential areas must sometimes change to accommodate shifts in market demand and increases in population. Change may include not only new residential development, but various public and semi-public uses that support this development. These policies intend to guide the balancing of two values: maintaining the character of these residential areas while allowing for their growth and change.

Policy 1.8: Preserve the stability and diversity of the city's neighborhoods while allowing for increased density in order to attract and retain long-term residents and businesses.

- 1.8.1 Promote a range of housing types and residential densities, with highest density development concentrated in and along appropriate land use features.
- 1.8.2 Advance land use regulations that retain and strengthen neighborhood character, including direction for neighborhood-serving commercial, open space and parks, campus and institutional, and semi-public uses.



Many neighborhoods, such as this one in southwest Minneapolis, include a range of residential densities.

- 1.8.3 Direct uses that serve as neighborhood focal points, such as libraries, schools, and cultural institutions, to designated land use features.

Land Use Maps

This section displays the existing and future land use maps for the City and describes their features. These maps are graphic depictions of the growth and development in

the City of Minneapolis.

Map 1.1, the **existing land use map**, shows City land use patterns at the parcel level, using 2007 as a frame of reference.

Map 1.2, the **future land use map**, is the official policy map of The Minneapolis Plan for Sustainable Growth. The intent is to show how the city will provide for a range of housing types and commercial and industrial uses in order to accommodate a diverse range of families and individuals, income groups and businesses. The future land use map also provides guidance for the regulatory structure that implements the plan, including the city's zoning ordinance.

There are seven main categories shown on the future land use map:

- **Urban Neighborhood (UN)**— Predominantly residential area with a range of densities, with highest densities generally to be concentrated around identified nodes and corridors. May include **undesignated nodes and** some other small-scale uses, including neighborhood-serving commercial and institutional and semi-public uses (for example, schools, community centers, religious institutions, public safety facilities, etc.) scattered throughout. More intensive non-residential uses may be located in neighborhoods closer to Downtown and around Growth Centers.
- **General Commercial (CO)**— Includes a broad range of commercial uses. This designation is reserved for areas that are less suited for mixed use development that includes residential.
- **Mixed Use (MU)**—Allows for mixed use development, including mixed use with residential. **Mixed use may include either a mix of retail, office or residential uses within a building or within a district.** There is no requirement that every building be mixed use.
- **Public and Institutional (PI)**—Accommodates public and semi-public uses, including museums, hospitals, civic uses, stadiums, and college **and university** campuses. Note that some smaller uses (including schools, libraries, and emergency services) may be incorporated into Urban Neighborhood, where they are generally allowed.
- **Open Space and Parks (OP)**—Applies to land or water areas generally free from development. Primarily used for park and recreation purposes, natural resource conservation, or historic or scenic purposes. **This designation does not capture privately-owned and operated open spaces and plazas, such as Crystal Court in the IDS Center.**
- **Industrial (IN)**—Includes areas suited for industrial development and limited supporting commercial uses. Generally found within **Industrial**

Employment Districts, with a high level of policy protection and an emphasis on job retention and creation. Industrial uses have primacy over other uses.

- Transitional Industrial (TI)—Industrial areas located outside of Industrial Employment Districts will be labeled “transitional” since they may eventually evolve to other uses compatible with surrounding development. Although they may remain industrial for some time, they will not have the same level of policy protection as areas within industrial districts.

Transportation, communication, and utility uses include roads, rail lines, communications towers, energy production, and similar facilities. While these are important to the city, they are not specified on the map. Most are generally allowed in a range of districts, and specific regulations govern their location and appearance.

In addition to this general future land use map, the comprehensive plan incorporates by reference land use recommendations from a number of small area plans that cover various sub-sectors of the city. These plans should be consulted for applicable areas when making development decisions, as they provide more detailed guidance. Additional information, including a summary of recent small area plans, is provided in Appendix B.

While the future land use map does not have residential density categories, guidance for these is included in the policies for land use features (below). The existing land use map does show how these densities are currently distributed throughout the city. The densities specified below are not meant to be precise, but rather to provide guidance to the appropriate range for each category.

- Low-density residential – Primarily single family and two family residential, with less than 20 dwelling units/acre
- Medium-density residential – Primarily smaller scale multi-family residential, with 20-50 units/acre
- High-density residential – Primarily higher intensity multi-family housing, with 50-120 units/acre
- Very-high density residential – Primarily very high intensity multi-family, with more than 120 units/acre

The future land use map also includes land use features that guide and direct future growth and density. These are described below.

Land Use Features

The City designates a series of land use features that indicate where certain types and

intensities of development are most appropriate. Each type of land use feature is described below, along with designation criteria and policy guidance. A list of all designated features is found later in the chapter, along with a map showing locations and boundaries of the features. The land use features are also shown on Map 1.3.

Community Corridors

In Minneapolis, streetcar routes and the traditional urban corridors they created serve as principal travel routes. The rhythm of development in community corridors contributes to the dynamic nature of city living and is a source of pride and identity for residents and workers. Many of these streets are designated here as Community Corridors because they serve distinct residential neighborhoods and contain limited commercial and mixed uses.



Community corridors, such as Hennepin Avenue, accommodate a range of housing densities and types.

Community Corridors support new residential development from low- to high-density in specified areas, as well as increased housing diversity in neighborhoods. Community Corridors support limited commercial uses that are frequently concentrated in Neighborhood Commercial Nodes. Proposed commercial uses are evaluated according to their impacts on residential character.

Design and development along Community Corridors is oriented towards the pedestrian experience and residential quality of life. These streets carry moderate volumes of traffic. These streets are important travel routes for both neighborhood residents and through traffic. In many cases, they are part of the Primary Transit Network that provides frequent, high quality transit service city-wide.

Criteria for designating Community Corridors

- Connect more than two neighborhoods
- Generally minor arterials, with some exceptions
- Part of the city’s planned Primary Transit Network, with some exceptions
- Carry moderate traffic volumes, and may be principal travel routes for parts of the city
- Primarily residential with intermittent commercial uses clustered at intersections in nodes
- Traditional commercial and residential form and massing
- Commercial uses generally small-scale retail sales and services serving the immediate neighborhood

Policy 1.9: Through attention to the mix and intensity of land uses and transit service, the city will support development along Community Corridors that enhances residential livability and pedestrian access.

- 1.9.1 Support the continued presence of existing small-scale retail sales and commercial services along Community Corridors.
- 1.9.2 Support new small-scale retail sales and services, commercial services, and mixed uses where Community Corridors intersect with Neighborhood Commercial Nodes.
- 1.9.3 Discourage uses that diminish the transit and pedestrian oriented character of Community Corridors, such as automobile services and drive-through facilities.
- 1.9.4 Discourage the conversion of existing residential uses to commercial uses outside of Neighborhood Commercial Nodes.
- 1.9.5 Encourage the development of low- to medium-density housing on Community Corridors to serve as a transition to surrounding low-density residential areas.
- 1.9.6 Promote more intensive residential development along **Community Corridors near intersections with Neighborhood Commercial Nodes** and other locations where it is compatible with existing character.

Commercial Corridors

Traditional Commercial Corridors in the city serve as boundaries connecting a number of neighborhoods and serve as focal points for activity. Development and

revitalization of these corridors helps to strengthen surrounding urban neighborhoods.

Commercial Corridors can accommodate intensive commercial uses and high levels of traffic. The corridors support all types of commercial uses, with some light industrial and high density residential uses as well.

While the character of these streets is mainly commercial, residential areas are nearby and impacts from commercial uses must be mitigated as appropriate. Additionally, the city encourages new medium- to high-density residential development along Commercial Corridors, particularly as part of mixed use development. These corridors frequently carry large traffic volumes and must balance significant vehicular through-traffic capacity with automobile and pedestrian access to commercial property.

Criteria for designating Commercial Corridors

- Historically have been prominent destinations in the City
- High traffic volumes
- Mix of uses, with commercial uses dominating
- Residential uses tend to be medium- to high-density

Policy 1.10: Support development along Commercial Corridors that enhances the street’s character, fosters pedestrian movement, expands the range of goods and services available, and improves the ability to accommodate automobile traffic.

1.10.1 Support a mix of uses – such as retail sales, office, institutional, high density residential and clean low-impact light industrial – where compatible with the existing and desired character.

1.10.2 Encourage commercial development, including active uses on the ground floor, where Commercial Corridors intersect with other designated corridors.

1.10.3 Discourage uses that diminish the transit and pedestrian character of Commercial Corridors, such as some automobile services and drive-through facilities, where Commercial Corridors intersect other designated corridors.



Redevelopment along Washington Avenue, a downtown commercial corridor, emphasizes active uses on the ground floor and traditional urban form for buildings.

- 1.10.4 Encourage a height of at least two stories for new buildings along Commercial Corridors, in keeping with neighborhood character.
- 1.10.5 Encourage the development of high-density housing on Commercial Corridors.
- 1.10.6 Encourage the development of medium-density housing on properties adjacent to properties on Commercial Corridors.

Neighborhood Commercial Nodes

Minneapolis' Neighborhood Commercial Nodes are typically comprised of a handful of small- and medium-sized businesses focused around one intersection. They primarily serve the needs of the immediate surrounding area, although they may also contain specialty stores that serve a regional client base. Neighborhood business prosperity varies throughout the City and is affected by a variety of factors, including the buying power in the surrounding locality and competition from other commercial areas.

Criteria for designating Neighborhood Commercial Nodes

- Generally provide retail or service uses on at least three corners of an intersection
- Oriented to pedestrian traffic, with few automobile-oriented uses
- Generally serve the needs of the surrounding neighborhood, with a limited number of businesses serving a larger area
- Generally located at the intersections of community corridors
- Commercial uses are typically focused close to a single intersection, though may be more dispersed
- Generally have a historical commercial function and form
- Mix of uses occurs within and among structures

The character of Neighborhood Commercial Nodes is defined by the limited scale of businesses operating in these locations. Related to the city's historical growth pattern, these nodes generally consist of traditional commercial storefront buildings. They maintain a building typology and pedestrian orientation that is appropriate for the surrounding residential neighborhoods.

Policy 1.11: Preserve and enhance a system of Neighborhood Commercial Nodes that includes a mix of housing, neighborhood-serving retail, and community uses.

1.11.1 Discourage the commercial territorial expansion of Neighborhood Commercial Nodes, except to adjacent corners of the node’s main intersection.

1.11.2 Support the continued presence of small-scale, neighborhood-serving retail and commercial services in Neighborhood Commercial Nodes.



13th & University NE neighborhood commercial node shows a cluster of small-scale commercial uses around an intersection

1.11.3 Discourage new or expanded uses that diminish the transit and pedestrian character of Neighborhood Commercial Nodes, such as some automobile services and drive-through facilities.

1.11.4 Encourage a height of at least two stories for new buildings in Neighborhood Commercial Nodes, in keeping with neighborhood character.

1.11.5 Encourage the development of medium- to high-density housing **where appropriate** within the boundaries of Neighborhood Commercial Nodes, preferably in mixed use buildings with commercial uses on the ground floor.

1.11.6 Encourage the development of medium-density housing immediately adjacent to Neighborhood Commercial Nodes to serve as a transition to surrounding low-density residential areas.

Activity Centers

As the result of the city’s historical development pattern, certain districts have functioned as hubs of activity and movement for decades. Other areas are experiencing a renaissance of business and development interest as unique destinations. Activity Centers are the places that shape Minneapolis’ urban identity. They attract residents, workers, and visitors from throughout the city and region.

Activity Centers support a wide range of commercial, office, and residential uses. They typically have a busy street life with activity throughout the day and into the

evening. They are heavily oriented towards pedestrians, and maintain a traditional urban form and scale. Activity Centers are also well-served by transit.

An important consideration is the balance between the benefits Activity Centers bring to the city as a whole and the need to mitigate undesirable impacts ranging from overflow parking and traffic impacts on neighborhood streets to a need for increased city services such as trash removal or street cleaning.

Criteria for designating Activity Centers

- Diversity of uses with a city-wide and regional draw
- Do not typically support automobile uses.
- Complemented by medium- and high-density residential uses
- Accommodate retail and commercial services, entertainment uses, educational campuses, or other large-scale cultural or public facilities
- Traditional urban form regarding building siting and massing
- Significant pedestrian and transit orientation
- Uses that are active all day long and into the evening
- Mix of uses occurs within and among structures
- Unique urban character distinguishes them from other commercial areas because of the mix and complementary type of uses as well as the traffic generated

Policy 1.12: Support Activity Centers by preserving the mix and intensity of land uses and by enhancing the design features that give each center its unique urban character.

1.12.1 Encourage a variety of commercial and residential uses that generate activity all day long and into the evening.

1.12.2 Encourage mixed use buildings, with commercial uses located on the ground floor and secure entrances for residential uses.



Activity centers, such as Uptown, have a mix of uses that encourages pedestrian activity.

- 1.12.3 Encourage active uses on the ground floor of buildings in Activity Centers.
- 1.12.4 Discourage uses that diminish the transit and pedestrian character of Activity Centers, such as automobile services and drive-through facilities.
- 1.12.5 Encourage a height of at least two stories for new buildings in Activity Centers, in keeping with neighborhood character.
- 1.12.6 Encourage the development of high- to very-high density housing within the boundaries of Activity Centers.
- 1.12.7 Encourage the development of medium- to high-density housing immediately adjacent to Activity Centers to serve as a transition to surrounding residential areas.
- 1.12.8 Support district parking strategies in Activity Centers, including shared parking facilities with uniform signage, and other strategies.
- 1.12.9 Encourage architectural design, building massing and site plans to create or improve public and semi-public spaces in Activity Centers.

Transit Station Areas

The Metropolitan Council anticipates 1 million new residents in the metropolitan area by 2030. Planning for improved public transportation is one strategy for accommodating and encouraging that growth. Minneapolis plays a strategic role in improving accessibility and providing alternatives to traffic congestion, as six of the nine regional transitway projects under development originate in Downtown Minneapolis. Transitway developments, as well as improvements to the bus transit system and transit station areas represent significant planning tasks for the city.



2030 transitway system map (Metropolitan Council)

Transit Station Area (TSA) is a land use policy feature arising from regional investment in dedicated, fixed-route transit lines, referred to as “transitways” in the Metropolitan Council’s 2030 Transportation Policy Plan (e.g., light rail transit (LRT),

commuter rail, and busway). These station areas represent unique opportunities and challenges that require special policy consideration. As such, TSAs call for tools that maximize potential community development benefits of transit while also strengthening and protecting the surrounding neighborhoods.

The transitway system, and its accompanying TSAs, are a component of the City’s and region’s Primary Transit Network (PTN). TSAs are generally located on regional transitway corridors, which have faster service with less frequent stops than other PTN routes. Public investment per station is typically fairly high. Local PTN routes, often located along commercial and community corridors, also provide high quality service – but tend to have more frequent stops and therefore less investment per station area.

The following general characteristics should be used to guide policy application and implementation steps in these areas:



Plan for 38th Street Transit Station Area along the Hiawatha LRT shows a mix of uses and higher densities around the station

- TSAs will be the subject of established master plans that identify and/or prioritize areas for change and preservation, with specific goals and objectives for redevelopment, public infrastructure, density and urban design.
- TSAs are located within an approximate ½ mile radius from transit stations, reflecting an understanding that most walking trips to and from transit stations are ten minutes or less in duration. Density, human-scale urban design, and public infrastructure are especially critical in these areas. The actual size of TSAs is influenced by directness of routes, physical barriers, and the potential for those barriers to be lessened or bridged.

- Potential TSA densities and/or redevelopment opportunities are generally highest within ¼ mile of the transit station, but are also dependent upon factors such as existing neighborhood character, and **the availability and cost of land**.
- TSA development is designed with the pedestrian, bicyclist, and/or transit user in mind.
- TSA development serves individuals who are more likely to use transit (e.g., residents of **higher density** housing and office and retail workers).
- TSA development includes small-scale retail services that are neighborhood in scale and from which pedestrians, bicyclists, and/or transit riders are likely to benefit (e.g., coffee shop, day care, dry cleaners, small-scale grocery, flower shop).

Criteria for designating Transit Station Areas

- Area within ½ mile radius of a fixed-route transit station, including light rail, commuter rail, or busway
- The Minneapolis Plan does not delineate the precise geographic extent of these policy areas.

Policy 1.13: Support high density development near transit stations in ways that encourage transit use and contributes to interesting and vibrant places.

- 1.13.1 Encourage pedestrian-oriented services and retail uses as part of higher density development near transit stations.
- 1.13.2 Pursue opportunities to integrate existing and new development with transit stations through joint development.
- 1.13.3 Discourage uses that diminish the transit and pedestrian character of areas around transit stations, such as automobile services and drive-through facilities.
- 1.13.4 Encourage architectural design, building massing and site plans to create or improve public and semi-public spaces near the station.
- 1.13.5 Concentrate highest densities and mixed use development adjacent to the transit station and along connecting corridors served by bus.
- 1.13.6 Encourage investment and place making around transit stations through infrastructure changes and the planning and installation of streetscape, **public art**, and other public amenities.

Industrial Employment Districts

Ensuring that future employment growth can be directed in such a way that it supports a long-term goal of economic prosperity is an important aspect of the City's economic development strategy. As the City grows, its departments and agencies have a responsibility to make sure that it grows intelligently. The Minneapolis Plan calls for industrial districts to continue their employment and economic growth, acting as magnets for new investment.

The City's **Industrial Land Use and Employment Policy Plan** identifies Industrial Employment Districts with the objective to protect prime industrial space and to provide an opportunity for the City to support targeted industries and business clusters and to redevelop underutilized sites for economic development purposes.

Criteria for designating Industrial Employment Districts

- Protected areas intended for industrial growth and expansion without residential uses in their boundaries
- Designated in the Industrial Land Use and Employment Policy Plan

Policy 1.14: Maintain Industrial Employment Districts to provide appropriate locations for industrial land uses.

- 1.14.1 Develop regulations for the Industrial Employment Districts that promote compatible industrial development and the efficient use of land.
- 1.14.2 Allow industrial uses outside of Industrial Employment Districts to transition over time to other uses.
- 1.14.3 Restrict the development and expansion of non-industrial uses within designated Industrial Employment Districts, limiting non-industrial uses to the types of uses and locations designated in the Industrial Land Use and Employment Plan.



SEMI industrial employment district provides an opportunity for industrial growth within the City

- 1.14.4 Strongly discourage new residential uses in Industrial Employment Districts.
- 1.14.5 Encourage and implement buffering through the site plan review process to mitigate potential conflicts between industrial uses and adjacent other uses.

Growth Centers

Growth Centers are busy, interesting and attractive places characterized by a concentration of business and employment activity and a wide range of complementary activities taking place throughout the day into the evening. These activities include residential, office, retail, entertainment and recreational uses.

Criteria for designating Growth Centers

- Contain a significant concentration of employment activity.
- Employment complemented by a wide range of activities, including residential, office, retail, entertainment and recreational uses.

The concentration of employment-generating development in Growth Centers brings a critical mass of private and public sector firms, services, complementary retail and entertainment uses as well as a daily stream of employees to and from each site. Transit service to these centers is among the best in the metropolitan area. As unique job opportunity centers, they attract some of the area's most skilled workers and provide many of the highest paying jobs in the region.



Downtown Minneapolis represents the largest Growth Center in the city and is the heart of the 7-county metropolitan region

There are currently four designated Growth Centers. Each is described briefly below:

- **Downtown Minneapolis.** This Growth Center encompasses the area within the Downtown freeway loop. As the physical and economic center of the City,

Downtown is a logical place for a concentration of employment, housing, and other complementary uses. The employment base is largely office, although retail, education, and health care also play important roles. The land use pattern strengthens the concentrated office core with surrounding entertainment, cultural, and residential development. High intensity uses are

encouraged to make the best use of the premium location and to strengthen the City's core. **Chapter 4 Economic Development** provides additional guidance regarding commercial development in Downtown, as do several **recently adopted** small area plans (see Appendix B).

- **University of Minnesota.** After Downtown, the University area is home to one of the largest concentrations of employment in the City. **The University is the state's land grant university and an asset to the City and surrounding metropolitan area. The University is a major presence in the City, with significant land use, economic, transportation, housing and cultural impacts on the City and region. While the University functions as a semi-autonomous body, it is part of an urban fabric that requires working in partnership with the City to weigh and balance diverse issues, interests and priorities. The area around the University includes significant residential densities, in part to the large student population. However, surrounding neighborhoods, some of the oldest in the city, are concerned about spillover impacts of the University on their residential character. Consideration needs to be given to limiting negative impacts on these areas.** In addition to the University itself, the SEMI area is an industrial employment center, with ongoing public investment in infrastructure to encourage additional industrial growth. **The intensity of human activity and the scale of development and investment behoove a positive and productive working relationship with the University, the surrounding neighborhoods and business community.**
- **Bassett Creek Valley.** Bassett Creek Valley is a designated Growth Center just outside of Downtown Minneapolis that is anticipated to experience intensive office and residential development. Guided by the approved Bassett Creek Valley Master Plan, and with large tracts of City land that are available for development, the area is proposed to include a large new park along Bassett Creek, a neighborhood retail node at Glenwood Avenue and Van White Memorial Boulevard, and high-rise office and residential development along Interstate 394. Redevelopment priorities include ensuring affordable housing, creating living wage jobs, and promoting good design. The City is partnering with public and private entities to assist in this major redevelopment project.
- **Wells Fargo/Hospitals area.** This area, located just south of Downtown, is home to several large institutional campuses including Wells Fargo Home Mortgage, Abbott Northwestern Hospital, and Children's Hospital. Although these are not contiguous, together they form a large concentration of employment and a cluster of supporting uses – such as various other medical clinics and offices. The surrounding area includes a mix of residential densities, typical of neighborhoods close to the Downtown core. **The character and scale of the surrounding area should be factored into any planned expansions of the institutional campuses or other**

complementary high intensity development.

Policy 1.15: Support development of Growth Centers as locations for concentration of jobs and housing, and supporting services.

- 1.15.1 Support development of Growth Centers through planning efforts to guide decisions and prioritize investments in these areas.
- 1.15.2 Support the intensification of jobs in Growth Centers through employment-generating development.
- 1.15.3 Encourage the development of high- to very high-density housing within Growth Centers.
- 1.15.4 Promote the integration of major public and private institutional campuses located in Growth Centers, including health care and educational services, with the function and character of surrounding areas.

Major Retail Centers

As a developed urban center, Minneapolis has relatively few locations that can accommodate commercial centers featuring a variety of small, medium and large sized stores. Typically, the marketing formula for large-scale retail calls for new construction at an extremely low-density, one-story scale. Yet, as described in the Urban Design chapter of this plan, this type of development can be accommodated in an urban setting if it is properly located and designed.



Plans for West Broadway Avenue near Lyndale Avenue reinforce its role as a major retail center.

Major Retail Centers are unique locations that can accommodate large-scale retail uses. These locations are characterized by their immediate and easy connections to regional road networks. Although these sites may be more oriented to the automobile, they can be designed for pedestrians and other modes of transportation to increase their compatibility with urban form and character. In addition, while traditional urban design for new buildings may not always be possible, it should be implemented where feasible. Decisions to locate such large-scale commercial uses in designated Major Retail Centers will be evaluated against their impacts on the

surrounding area and the city's goals for sustainable, people-oriented development.

Criteria for designating Major Retail Centers

- Large concentration of retail floor space, and have at least one major chain of grocery or household goods retail, with significant public parking.
- Convenient and direct access to a major road or highway, which is directly connected to the regional road network.

Policy 1.16: Support a limited number of Major Retail Centers, while promoting their compatibility with the surrounding area and their accessibility to transit, bicycle and foot traffic

- 1.16.1 Encourage the development of mixed residential, office, institutional and, where appropriate, small-scale retail sales and services to serve as transitions between Major Retail Centers and neighboring residential areas.
- 1.16.2 Incorporate principles of traditional urban design in new and phased development, including buildings that reinforce the street wall, have windows that provide “eyes on the street”, and principal entrances that face the public sidewalks.
- 1.16.3 Encourage and implement buffering to lessen potential conflicts between uses in Major Retail Centers and surrounding areas.
- 1.16.4 Ensure the provision of high quality transit, bicycle and pedestrian access to Major Retail Centers.
- 1.16.5 Support district parking strategies in Major Retail Centers, including shared parking facilities, uniform signage for parking facilities, and other strategies.

Table 1a: Commercial Corridors

Corridor	Designated Area
Cedar Ave S / Minnehaha Ave	Hiawatha Ave to Washington Ave S
Central Ave (northern)	18 th Ave NE to 31 st Ave NE
Central Ave (southern)	University Ave SE to 7 th St NE
Chicago Ave	2 nd St S to Franklin Ave E
Excelsior Blvd	32 nd St W to Lake St W
Franklin Ave	Nicollet Ave to 30 th Ave S
Glenwood Ave N	I-94 to Cedar Lake Rd N
Hennepin Ave	Mississippi River to 31 st St W
Hennepin Ave E	Mississippi River to 6 th St SE
Lagoon Ave	Dupont Ave S to Humboldt Ave S
Lake St	Mississippi River to Abbott Ave S
Lyndale Ave S	Dunwoody Ave to 31 st St W
Nicollet Ave (northern)	Washington Ave to 32 nd St W
Nicollet Ave (southern)	58 th St to city boundary
Riverside Ave / 4 th St S	15 th Ave S to Franklin Ave E
University Ave SE	Washington Ave SE to Emerald St
West Broadway Ave	Mississippi River to 26 th Ave N
Washington Ave S	Cedar Ave S to 10 th Ave N

Table 1b: Community Corridors

Corridor	Designated Area
15 th Ave SE / Como Ave SE	University Ave SE to 29 th Ave SE
2 nd St NE	Lowry Ave NE to Hennepin Ave
34 th Ave S	49 th St E to Hwy 62
38 th St	43 rd Ave S to Bryant Ave S
44 th Ave N	Webber Pkwy to Osseo Rd
44 th St W	City boundary to Upton Ave S
4 th St SE	1 st Ave NE to 15 th Ave SE
50 th St W	City boundary to Lyndale Ave S
Bloomington Ave	Franklin Ave to 54 th St E
Broadway Ave NE	Mississippi River to I-35W

Bryant Ave S	Lake St to 50 th St W
Cedar Ave	Hiawatha Ave to 48 th St E
Central Ave NE (northern)	31 st Ave NE to city boundary
Central Ave NE (southern)	18 th Ave NE to Mississippi River
Chicago Ave	Franklin Ave to 57 th St E
Dunwoody Ave	Van White Blvd to Hennepin Ave
Emerson Ave N	33 rd Ave N to 7 th St N
France Ave S	Glendale Terrace to 54 th St W
Franklin Ave	Nicollet Ave to Hennepin Ave
Fremont Ave N	7 th St N to 44 th Ave N
Glenwood Ave N	Cedar Lake Rd N to Penn Ave N
Hennepin Ave	31 st St W to 36 th St W
Hennepin Ave E	6 th St SE to 29 th Ave SE
Johnson St NE	29 th Ave NE to I-35W
Lake St W	Abbott Ave S to city boundary
Lowry Ave N	City boundary to Mississippi River
Lowry Ave NE	Mississippi River to Stinson Pkwy
Lyndale Ave N	42 nd Ave N to Plymouth Ave N
Lyndale Ave S (northern)	31 st St W to 41 st St W
Lyndale Ave S (southern)	Minnehaha Creek to city boundary
Marshall St NE	Lowry Ave NE to 8th Ave NE
Minnehaha Ave (northern)	Lake St to Nawadaha Blvd
Minnehaha Ave (southern)	Minnehaha Creek to 54 th St E
Nicollet Ave	32 nd St W to 58 th St
Penn Ave N	44 th Ave N to Cedar Lake Rd
Penn Ave S	50 th St W to city boundary
Plymouth Ave N	I-94 to Sheridan Ave N
University Ave NE	27 th Ave NE to Washington Ave SE
Van White Memorial Blvd	7 th St N to Dunwoody Ave
Webber Pkwy	44 th Ave N to Lyndale Ave N
West Broadway Ave	26 th Ave N to city boundary

Table 1c: Neighborhood Commercial Nodes

13 th Ave NE & University Ave NE	48 th St & Nicollet Ave
22 nd Ave NE & Johnson St NE	48 th St E & Chicago Ave S
29 th Ave NE & Johnson St NE	50 th St E & 34 th Ave S
35 th St E & Bloomington Ave	50 th St E & Hiawatha Ave
36 th St W & Bryant Ave S	50 th St W & Bryant Ave S
36 th St W & Lyndale Ave S	50 th St W & Penn Ave S
37 th Ave NE & Central Ave NE	50 th St W & Xerxes Ave S
38 th St & Nicollet Ave	52 nd St E & Bloomington Ave
38 th St E & 23 rd Ave S	54 th St E & 34 th Ave S
38 th St E & 28 th Ave S	54 th St E & 43 rd Ave S
38 th St E & 42 nd Ave S	54 th St E & Chicago Ave
38 th St E & Bloomington Ave	54 th St E & Minnehaha Ave
38 th St E & Cedar Ave S	54 th St W & Lyndale Ave S
38 th St E & Chicago Ave S	54 th St W & Penn Ave S
38 th St E & Minnehaha Ave S	56 th St E & Chicago Ave
38 th St W & Grand Ave S	58 th St W & Lyndale Ave S
40 th St W & Lyndale Ave S	60 th St E & Portland Ave
42 nd Ave N & Fremont Ave N	60 th St W & Penn Ave S
42 nd Ave N & Lyndale Ave N (Camden)	Cedar Ave S & Minnehaha Pkwy E
42 nd Ave N & Thomas Ave N	Como Ave SE & 16 th Ave SE
42 nd St E & 28 th Ave S	Diamond Lake Rd & Nicollet Ave
42 nd St E & Cedar Ave S	Glenwood Ave & Van White Blvd
43 rd St & Nicollet Ave	Lowry Ave N & Emerson Ave N
43 rd St W & Sheridan Ave S (Linden Hills)	Lowry Ave N & Lyndale Ave N
44 th Ave N & Penn Ave N	Lowry Ave N & Penn Ave N
44 th St W & France Ave S (Morningside)	Lowry Ave NE & Marshall St NE
45 th Ave N & Lyndale Ave N	Lowry Ave NE & University Ave NE
46 th St & Nicollet Ave	Penn Ave S & Cedar Lake Rd S
46 th St E & Bloomington Ave S	Plymouth Ave & Penn/Oliver Ave N
46 th St W & Bryant Ave S	

Table 1d: Activity Centers

38 th Street LRT Station
46 th Street LRT Station
50 th & France
Cedar Riverside (includes 7 Corners)
Central & Lowry
Chicago & Lake
Dinkytown
East Hennepin
Eat Street (26 th St & Nicollet Ave)
Franklin Ave LRT Station
Grain Belt Complex (Broadway & Marshall)
Lake Street LRT Station
Lyn-Lake
Mill District
Nicollet & Lake
Stadium Village
Uptown
Warehouse District

Table 1e: Transit Station Areas

Hiawatha LRT
▪ Warehouse District/Hennepin Avenue
▪ Nicollet Mall
▪ Government Plaza
▪ Downtown East/Metrodome
▪ Cedar Riverside
▪ Franklin Avenue
▪ Lake Street/Midtown
▪ 38 th Street
▪ 46 th Street
▪ 50 th Street/Minnehaha Park
▪ VA Medical Center
Central Corridor LRT
▪ University & 29 th Ave

Table 1f: Industrial Employment Districts

Humboldt
Mid-City
North Washington Jobs Park
SEMI
Seward/Hiawatha
Shoreham Yards
Upper River

Table 1g: Growth Centers

Bassett Creek Valley
Downtown
University of Minnesota/SEMI
Wells Fargo/Hospitals

Table 1h: Major Retail Centers

60 th & Lyndale
60 th & Nicollet
Calhoun & Excelsior
Hiawatha & Lake
Nicollet & Lake
Nicollet Mall
Quarry Center Dr & 35W
West Broadway & Lyndale

DRAFT