

4. Marketplaces: Neighborhoods

Minneapolis is a city of neighborhoods bound together by streets that function as corridors. These connecting streets and the land uses that border them will continue to play a special role in the evolution of our communities. The Plan uses the terms “community corridors” and “commercial corridors” to describe streets characterized by types of mixed-use, linear development. The neighborhoods find many of their goods and services along these corridors. Also in this chapter, the city’s role in housing markets is discussed both in terms of improving choices for residents with constrained housing options and expanding the range of choices for those residents with considerable housing options at their disposal. The basic approach to housing is described by the city’s “Housing Principles,” adopted by the City Council in 1995.

- 4.1 Minneapolis will encourage reinvestment along major urban corridors as a way of promoting growth in all neighborhoods.
- 4.2 Minneapolis will coordinate land use and transportation planning on designated Community Corridors streets through attention to the mix and intensity of land uses, the pedestrian character and residential livability of the streets, and the type of transit service provided on these streets.
- 4.3 Minneapolis will support development in Commercial Corridors where it enhances the street’s character, improves its ability to accommodate automobile traffic and foster pedestrian movement, and expands the range of goods and services offered.
- 4.4 Minneapolis will continue to provide a wide range of goods and services for city residents, to promote employment opportunities, to encourage the use and adaptive reuse of existing commercial buildings, and to maintain and improve compatibility with surrounding areas.
- 4.5 Minneapolis will identify Neighborhood Commercial Nodes that provide a shopping environment of small-scale retail sales and commercial services and are compatible with adjacent residential areas.
- 4.6 Minneapolis will support a limited number of Auto-Oriented Shopping Centers, while promoting their compatibility with the surrounding area and their accessibility to bus, bicycle and foot traffic.
- 4.7 Minneapolis will identify and support Activity Centers by preserving the mix and intensity of land uses and enhancing the design features of each area that give it a unique and urban character.
- 4.8 Minneapolis will enhance Downtown’s position as a regional retail center which provides a shopping experience that is entertaining and unique in the region.
- 4.9 Minneapolis will grow by increasing its supply of housing.
- 4.10 Minneapolis will increase its housing that is affordable to low and moderate income households.

- 4.11 Minneapolis will improve the availability of housing options for its residents.
- 4.12 Minneapolis will reasonably accommodate the housing needs of all of its citizens.
- 4.13 ELIMINATED.
- 4.14 Minneapolis will maintain the quality and unique character of the city’s housing stock, thus maintaining the character of the vast majority of residential blocks in the city.
- 4.15 Minneapolis will carefully identify project sites where housing redevelopment or housing revitalization are the appropriate responses to neighborhood conditions and market demand.
- 4.16 Minneapolis will work closely with Neighborhood Revitalization Program (NRP) planning and implementation to ensure that plans are consistent with the city’s Housing Policy.
- 4.17 Minneapolis will promote housing development that supports a variety of housing types at designated Major Housing Sites throughout the city.
- 4.18 Minneapolis will encourage both a density and mix of land uses in Transit Station Areas (TSAs) that both support ridership for transit as well as benefit from its users.
- 4.19 Minneapolis will require design standards for TSAs that are oriented to the pedestrian and bicyclist and that enforce traditional urban form.
- 4.20 Minneapolis will provide direct connections to transit stations for pedestrians, bicyclists, and bus riders.
- 4.21 Minneapolis recognizes that parking is a necessary part of the urban environment, but will limit the amount, location and design of parking in TSAs in order to encourage and support walking, bicycling, and transit use.

introduction

This chapter tells a story about the daily life of neighborhoods, and the policy directions established here address the basic building blocks of neighborhood life: housing, streets and commercial land uses. It describes the city's neighborhoods from this perspective in order to relate the elements of land use, transportation and community building to each other. These are the elements that define neighborhood livability.

Urban settlement and neighborhood development

Urban settlement and growth in Minneapolis changed radically in the late 1880's with the electrification of horsecar lines. The electric streetcar and trolley system had a tremendous impact on the development of the relatively young city. Suddenly, it seemed, this new mode of transportation allowed new development to occur at farther distances from the central core of the city, reducing residential crowding in the core area and enabling working people to live farther away from the congested downtown yet still move around easily and quickly to work and shopping. Initially, streetcar lines served the south side of Minneapolis. Northeast neighborhoods were also connected to downtown and the Lake District. Another well-traveled line connected the Near North with the Southside and Downtown.

Through the 1910's to the Second World War, these outlying residential areas developed around streetcar lines that traveled along Hennepin, Nicollet, Broadway, Central, and Lake. Commercial districts sprung up gradually as a critical mass of residents settled in newly built areas. Small clusters of stores prospered at streetcar stops by supplying groceries, meat, pharmaceuticals and other everyday goods and services. As time passed and streetcars were gradually replaced by private automobiles, the shape and form of retail commercial areas changed as well. Department stores were replaced by shopping malls, built to accommodate cars and their drivers. Corner grocery stores closed their doors as supermarkets became more common and people's grocery shopping habits changed. Economically stable and prosperous households either left the city altogether or got into their cars to do their shopping at suburban centers located in outlying areas.

Clearly, demographics and shopping habits have changed the landscape of commercial areas in Minneapolis remarkably. Today there are still strong niche markets of commercial services thriving in city neighborhoods. In some instances, more analysis, planning and discussion needs to occur in order to better understand how market forces work in city retail markets. When commercial uses are no longer thriving, other re-use possibilities, such as residential or office/service based businesses, should be considered. In other cases, the city and its partner development and regulatory agencies have experienced successes with existing programs targeting commercial development in the city. (See Maps 1.4.1 - 1.4.4)

4.1 Minneapolis will encourage reinvestment along major urban corridors as a way of promoting growth in all neighborhoods.

Implementation Steps

Develop standards based on a recognition of the qualities that make urban 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 which add interest at the scale of the pedestrian.

Designate certain streets as community corridors with the adoption of this Plan.

Designate certain streets as commercial corridors with the adoption of this Plan.

community corridors

The streetcar routes and the historic, traditional urban corridors they created remained long after the streetcars had disappeared. Some of these continue to bustle with commercial activity, even while they suffered varying states of economic decline as the mall became the shopper's main destination. The influence these streets have had on the city's development is considerable. Even when a historic streetcar-traveled street lost its predominantly commercial character, it remained an important corridor through the neighborhoods. The streets have become physical and cultural pathways that link people to each other, to local institutions and to daily destinations such as work, shopping, school or home. Today, these important streets that run through the city's many communities connect neighborhoods, serve as a principal travel route for many residents and visitors, and are almost always characterized by their limited mixed use. These streets serve as community corridors. Commercial services do not overwhelm the character of these streets, but there are normally clustered storefronts or services found along their lengths. Commercial uses, whether retail or services, are low intensity in these areas. They do not create noise, significant traffic or disruption to neighbors by being open to the public for extended hours. These streets are also a source of pride and identity for neighbors: they both connect people and act as a definitive boundary for residents, workers and investors.

Community Corridors are locations that support new residential development at medium density and increased housing diversity in our neighborhoods. They support limited commercial uses, which are measured against their impacts on residential character, such as the production of fumes or noise or negative aesthetics. Design and development along these streets is oriented towards the pedestrian experience. The streets, which form the spine of the community corridors, carry fairly high volumes of traffic, but must balance vehicular travel against residential quality of life. These streets are also important identifiers and travel routes for neighborhood residents and pass-through traffic.

See Chapter 9, City Form, for additional policy language regarding Community Corridors

identifying Community Corridors

Community Corridors are designated on the Land Use Policy Map. They are characterized by the following features:

- Streets connect more than 2 neighborhoods
- Corridors have a land use pattern that is primarily residential with intermittent commercial uses clustered at intersections in a pattern of nodes.
- Streets are generally minor arterials by the City's street classification system, with some exceptions
- Streets carry a range of traffic volumes, a minimum of 4,000 average annual daily traffic (AADT) up to 15,000 AADT and greater.
- Streets carry a heavy volume of traffic but are not necessarily the principal travel routes for a specific part of the city
- Corridors do not support automobile oriented shopping centers.
- Corridor land use and building form exhibit traditional commercial and residential form and massing. (See discussion of traditional urban form in Chapter 9.)
- Commercial uses on community corridors are generally small-scale retail sales and services serving the immediate neighborhood.

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

Implementation Steps

Designate a network of Community Corridors. (See criteria above.)

Strengthen the residential character of Community Corridors by developing appropriate housing types that represent variety and a range of affordability levels.

Promote more intensive residential development along these corridors where appropriate.

Require that street design for these corridors preserves and enhances the strong residential character and pedestrian orientation of these streets while maintaining the street's capacity to carry current volumes of traffic.

Discourage the conversion of existing residential uses to commercial uses, but encourage the development of mixed-use residential dwelling units in commercial buildings where appropriate.

Support the continued presence of small-scale retail sales and commercial services along Community Corridors.

Ensure that commercial uses do not negatively impact nearby residential areas.

Prioritize transit advantages to Community Corridor streets, and encourage the routing of express transit service to these streets wherever possible.

**Table 4.1
Community Corridors**

Street	Designated Area
49 th Ave. No.	Humboldt Ave. N. to Lyndale Ave. N.
Fremont Ave. No.	West Broadway to 44 th Ave. N.
44 th Ave. No.	Lyndale Ave. N. to Penn Ave. N.
Dowling Ave. No.	I-94 to Penn Ave. N.
Humboldt Ave. No.	44 th Ave. N. to city boundary
West Broadway	26 th Ave. N. to city boundary
Penn Ave. No.	44 th Ave. No. to Cedar Lake Rd
Lowry Ave. No.	I-94 to city boundary
Plymouth Ave. No.	I-94 to city boundary
Glenwood Ave. No.	I-94 to Penn Ave
49 th Ave. No.	I-94 to Humboldt Ave. No.
Lowry Ave. N.E.	River to city boundary
University Ave. N.E.	27 th Ave. N.E. to Emerald St. SE
Central Ave. N.E.	29 th Ave. N.E. to city boundary
Central Ave NE	18 th Ave NE to Mississippi River
Johnson St. N.E.	31 st Ave. N.E. to I-35W
Broadway Ave. N.E.	River to I-35W
E. Hennepin Ave.	6 th St. S.E. (Mississippi River) to city boundary
Riverside Ave.	I-35W (15 th Ave SE) to Franklin Ave.
Cedar Ave.	Washington Ave to 58 th Street
Bloomington Ave.	Franklin Ave. to 54 th St
Minnehaha Avenue	Lake Street to 50 th St
Chicago Ave.	I-94 to 56 th St.
Franklin Ave.	Clinton to Hennepin Ave.
Nicollet Ave.	Lake St. to city boundary
E. Lake Street	36 th Ave east to Mississippi River
W. Lake Street	Abbott Ave No. West to city boundary
34 th Ave	45 th St to Hwy 62
Excelsior Blvd	City boundary to W. 32 nd St
Lyndale Ave.	Lake St. to city boundary
Hennepin Ave.	Lake St to 36 th Street
44 th St. West	City boundary to Upton Ave. So.
38 th St.	King's Highway (Dupont Ave) Ave. To West River Parkway
50 th St.	City boundary to I-35W
54 th St W /Diamond Lake Rd.	Penn Ave to I-35W
Penn Ave. So.	50 th St. to city boundary
Cedar Lake Rd.	Penn Ave. To Glenwood Ave.

commercial corridors

The aging of traditional commercial corridors throughout the city has sparked considerable revitalization and reinvestment efforts, with numerous neighborhood organizations devoting attention to the future of these areas in their respective Neighborhood Revitalization Program (NRP) Action Plans. Many of these corridors still function as a "backbone" in certain neighborhoods. These historic streets serve as boundaries connecting a number of neighborhoods and continue to serve as focal points for resident activity, even if their commercial functions may be underutilized. In some areas, the future of the corridor may lie in continued high activity retail uses along these streets. On other corridors, redevelopment and reuse scenarios may include more commercial services, light industrial or higher density residential development. The old streetcar trunk lines of Lake Street, Broadway Avenue, Central Avenue and Nicollet Avenue merit innovative planning and investments. They continue to be the activity focus of Minneapolis' communities and their revitalization plays an important role in the strengthening of urban neighborhoods, particularly in areas where other amenities such as green space or lake access may be lacking.

Commercial Corridors are streets that are available for development including more intensive commercial and high traffic activities. The buildings and structures on these streets are generally similar to traditional commercial storefronts and the siting and massing of new structures should respect this typology. These corridors must balance both pedestrian and automobile orientation in their design and development. 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 commercial, residential areas are nearby and impacts from commercial uses must be mitigated as appropriate. Some uses may not be allowed on commercial corridors because of their impacts and the repercussions these impacts have on nearby residential areas. Commercial uses on these streets will be supported insofar as they do not create excessive negative impacts relative to the location and its surroundings. These impacts include consequences such as fumes, noise, significant automobile traffic, late night activity, and negative aesthetics that may be associated with businesses such as major automobile repair and automobile sales. The streets that form the spine of these corridors carry large traffic volumes and must balance significant vehicular through- traffic capacity with automobile and pedestrian access to commercial property.

See Chapter 9, City Form, for additional policy language regarding Commercial Corridors.

identifying commercial corridors

Commercial Corridors are designated on the Land Use Policy Map. They are characterized by the following features:

- Streets have high traffic volumes, with a minimum of 10,000 Average Annual Daily Traffic (AADT) and ranging up to a 20,000 AADT count.
- Streets have a mix of uses, with commercial uses dominating. The commercial element typically includes some automobile-service uses, and/or drive-through facilities. Light industrial uses may also be found along these streets. Low density residential is uncommon.
- A mix of uses commonly occurs within some of the structures.
- Buildings that front onto commercial corridors generally retain a traditional urban form in their siting, massing and relationship to the street. (See discussion of traditional urban form in Chapter 9)

4.3 Minneapolis will support development in Commercial Corridors where it enhances the street's character,

improves its ability to accommodate automobile traffic and foster pedestrian movement, and expands the range of goods and services offered.

Implementation Steps

Designate a network of Commercial Corridors. (See criteria above.)

Support a mix of uses on Commercial Corridors--such as retail sales, office, institutional, higher density residential (including Major Housing Sites where designated), and clean low-impact light industrial--where compatible with the existing and desired character of the street.

Ensure that commercial uses do not negatively impact nearby residential areas.

Regulate impacts of commercial uses, and in some cases prevent some uses from locating on designated Commercial Corridors, due to their adverse impacts on the viability of nearby residential areas.

Develop plans for the City's major Commercial Corridors which articulate the desired character of the street.

Develop parking facilities and management strategies that balance the following goals: improved customer access, protection of sidewalk traffic; reduced visual impacts and shared use of parking facilities.

Develop economic development incentives for the rehabilitation, re-use and revitalization of older or historic commercial buildings and districts.

Ensure that parking structures and surface lots conform with identified design principles. (See discussion of traditional urban form in Chapter 9.)

Reduce the impact of non-residential uses on neighboring residential areas by considering appropriate access, buffering between incompatible uses and regulating hours of operation.

Require that street design for Commercial Corridor streets provide automobile access and parking in keeping with traditional urban form

Require that street designs provide high quality access to Commercial Corridors for pedestrians and cyclists, as well as facilitate transit service and through passage of traffic.

Street	Designated Area
Lyndale Ave. No.	42 nd Ave. N. to 49 th Ave. N.
West Broadway	Mississippi River to 26 th Ave. N.
Central Avenue	18 th Ave NE to 29 th Avenue N.E.
E. Hennepin Avenue	Mississippi River to 6 th Street S.E.
Franklin Avenue	Mississippi River to I-35W
Lake Street	36 th Ave S., west to Abbott Ave So
Excelsior Blvd	32 nd St to Lake Street
Lagoon Ave	Dupont Avenue to Humboldt Ave
Nicollet Avenue	I-94 to Lake Street
Lyndale Avenue	Franklin to Lake Street
Hennepin Avenue	Franklin to Lake Street

“The re-use of neighborhood commercial districts in Minneapolis”

Major demographic and market changes have affected the City's commercial areas. Loss of population and a relative decline in median income in many neighborhoods have resulted in less buying power among residents. The growth of suburban malls and the trend towards large specialty and discount stores, coupled with increased reliance on the use of automobiles, have siphoned retail expenditures away from neighborhood commercial areas. One result of these changes is that many areas of the City have an oversupply of commercial space. The major challenges to addressing the City's commercial areas involve accommodating recent changes in the commercial marketplace by promoting the adaptive reuse of commercial buildings, ensuring a healthy mix of goods and services for City residents, and maintaining and improving compatibility with surrounding areas. Other key issues include preserving the urban and pedestrian character of our commercial areas, and balancing this with the need to provide off-street parking, and assisting smaller merchants and property owners to organize and jointly develop marketing, physical improvement and parking programs.

city policy on commercial areas

As the household demographics, neighborhood purchasing power and dynamics of urban retail markets change, the retail options available in the city become increasingly diverse. The viability and importance of small and medium sized retailers in meeting local demands remains strong, while the presence of warehouse-style discount stores will continue to be a driving market force. From neighborhood scale shopping to auto-oriented grocery and household goods retail to specialized and department store retail in Downtown Minneapolis, the city's population, diversity and size is large enough to support a broad range of retail environments. The niche of retailing that meets the length and breadth of consumer demand can often find a good fit in the city, close to its market, its labor force, and transportation networks. Yet the inheritance of older, streetcar-oriented neighborhood commercial areas poses both a challenge and an opportunity for neighborhoods.

4.4 Minneapolis will continue to provide a wide range of goods and services for city residents, to promote employment opportunities, to encourage the use and adaptive reuse of existing commercial buildings, and to maintain and improve compatibility with surrounding areas.

Implementation Steps

Provide for a range of commercial districts that provide the services required by the residents and businesses.

Plan, implement and monitor projects and programs that encourage and support the city's neighborhood commercial areas.

Encourage the economic vitality of the city's commercial districts while maintaining compatibility with the surrounding areas.

Maximize the effectiveness of city support services and continue to build successful partnerships with the business community, neighborhood groups and other interested parties.

Maintain and strengthen the character and marketability of small-scale commercial areas throughout the city through technical and financial

assistance to qualified neighborhood businesses, neighborhood based business associations and local development corporations.

Continue to promote the creation of neighborhood based business associations and local development corporations where they will be most effective in promoting local business interests.

Encourage coordination and communication between business associations and neighboring residents groups.

neighborhood-commercial nodes

Minneapolis' neighborhood commercial areas continue to thrive where the population in surrounding neighborhoods is stable, the purchasing power remains strong and the buying patterns of households focus on local retail situated in these areas. The degree of residential mobility and economic insecurity experienced by neighboring households can be a serious threat to the long-term prosperity of any neighborhood commercial area. These areas are typically comprised of a handful of small and medium sized businesses focused around one intersection that primarily serves the needs of the immediate surrounding area, although they may well also contain specialty stores that serve as a regional client base. Neighborhood businesses improve their chances of financial backing if income levels in a particular neighborhood are above average and the area has the financial capacity to purchase the product or service that the business offers. In other neighborhoods where income levels are lower, local businesses struggle with lesser degrees of support from the investment community. In certain cases, these neighborhoods have a real need for local services because of the number of residents without automobiles and thus without ready access to regional shopping locations. By extension, these neighborhoods may well display more localized spending patterns that improve the potential viability of well-run, well-marketed neighborhood businesses. Identifying what these businesses need to succeed and helping them connect with their client base will go a long way to ensuring the continued viability of many of these neighborhood-scale commercial areas.

The health and prosperity of neighborhood commercial areas varies widely throughout the city. As the retail market changes, tailoring an approach to encouraging and promoting commercial services in neighborhoods requires further study from the city and related public agencies. The Minneapolis Plan has not designated all neighborhood commercial areas, in its text or its maps, because the city lacks the necessary understanding of the environment in which these commercial areas operate. One of the plan's directions is to provide this additional information so that the policy on commercial areas can be shaped by an assessment of existing conditions.

Neighborhood Commercial Nodes are the small-scale service locations and focal points for neighborhoods. Their character is defined by the limited impact and scale of businesses operating in these locations, making them good neighbors to the largely low-density residential areas that surround them. Commercial uses in Neighborhood Commercial Nodes operate with little negative impact on their neighborhoods, such as the production of fumes or noise or negative aesthetics, or even blight through minimal or deferred maintenance of buildings and land. These areas are generally pedestrian oriented in scale and design. Neighborhood commercial nodes have usually developed at intersections, and the intersecting streets are often designated as community corridors. Related to the city's historical growth pattern, these nodes generally consist of traditional commercial storefront buildings, and maintain a building typology that is appropriate for the surrounding residential neighborhoods.

See Chapter 9 for additional policy language regarding Neighborhood Commercial Nodes.

identifying neighborhood commercial nodes

Neighborhood Commercial Nodes are designated on the Land Use Policy Map. They are characterized by the following features:

- Nodes provide at least three retail or service uses to residents of surrounding neighborhoods.
- Nodes are oriented to pedestrian traffic, with few automobile-oriented uses.
- Nodes generally have between 10,000 to 100,000 square feet of retail or service floor area.
- Nodes generally have a trade market area ranging from 2,000 to 12,000 people.
- Nodes generally appear at the intersections of community corridors.
- Commercial uses at nodes are typically focused close to a single intersection. However, the nodes can be more dispersed or cover more territory.
- Nodes generally have a historical commercial function and form.
- At nodes, a mix of uses can occur within structures and on a lot by lot basis (vertical and horizontal mixed use).

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

Implementation Steps

Designate a set of Neighborhood Commercial Nodes.

Support the continued presence of small-scale retail sales and commercial services in Neighborhood Commercial Nodes.

Direct other uses that act as neighborhood focal points (institutional, cultural or social) to locate at Neighborhood Commercial Nodes.

Restrict auto-oriented, industrial or manufacturing activities that generate significant vehicular traffic, noise or air-borne impacts on residential neighbors.

Promote medium density residential development around Neighborhood Commercial Nodes (see also Community Corridors policy in this chapter).

Limit the territorial expansion of Neighborhood Commercial Nodes, but encourage rehabilitation and reinvestment in existing buildings.

Ensure that commercial uses do not negatively impact nearby residential areas.

Facilitate the redevelopment of underutilized commercial areas and promote their reuse as infill development, such as office or housing, while maintaining neighborhood compatibility.

Promote traditional urban form in terms of building siting and massing when undertaking new development in Neighborhood Commercial Nodes. (See discussion of traditional urban form in Chapter 9.)

Preserve traditional commercial storefronts at Neighborhood Commercial Nodes wherever possible.

Develop parking facilities and management strategies that balance the following goals: improved customer access, protection of sidewalk traffic; reduced visual impacts, mitigated impacts on neighboring uses and shared use of parking facilities.

Promote transit stops and bicycle parking and storage in Neighborhood Commercial Nodes.

TABLE 4.3 Neighborhood Commercial Nodes
42 nd St. No. And Fremont Ave. No. (44 th and Humboldt)
44 th St. and Penn Ave. No.
46 th St. and Lyndale Ave. No.
Camden (41 st /42 nd St. No. and Lyndale Ave. No.)
Lowry Ave. And Penn Ave. No.
Lowry Ave. And Emerson Ave. No.
Lowry Ave. And Lyndale Ave. No.
Plymouth Ave. and Penn/Oliver Ave. No.
West Broadway and Penn Ave. No.
Glenwood Ave. and Cedar Lake Road
Penn Ave. So. And Cedar Lake Road
13 th Ave. NE/Broadway/University Ave
Como Ave. and 16 th Ave. SE
29 th Ave. NE and Johnson St. NE
22 nd Ave. NE and Johnson St. NE
University Ave. and Bedford St. SE
Bloomington Ave. And 25 th St. East.
Bloomington Ave. And 35 th St. East
38 th St. and 42 nd Ave. So.
38 th St. and Minnehaha Ave. So.
38 th St. and 23 rd Ave. So.
38 th St. and Cedar Ave. So.
38 th St. and Bloomington Ave.
38 th St. and Chicago Ave. So.
38 th St. and 4 th Ave. So.
42 nd St. and Bloomington Ave. So.
42 nd St. and Cedar Ave. So.
50 th St. East and 34 th Ave. So.
Cedar Ave. So. and Minnehaha Parkway
48 th St. and Chicago Ave. So.
56 th St. and Chicago Ave. So.
36 th St. and Bryant Ave. So.
38 th St. and Nicollet Ave. So.
43 rd St and Nicollet Ave. So.
46 th St and Nicollet Ave. So.
46 th St. and Bryant Ave. So.
50 th St. and Bryant Ave. So.
50 th St. and Penn Ave. So.
50 th St. and Xerxes Ave. So.
54 th St and Penn Ave. So.
54 th St. and Lyndale Ave. So.
Nicollet Ave and Diamond Lake Rd.
60 th St. and Nicollet Ave. So.
Linden Hills (Sheridan Ave. So. and 43 rd St W.)
Morningside (44 th St. W. and France Ave. So.)

auto-oriented commercial centers

Minneapolis is an already-built city and relatively few locations remain where commercial centers that feature a number of small, medium and large sized stores can be accommodated. As residents, we make specific choices about the way we travel and where we shop. While some consumer-driven changes can be made to alter the normal pattern of the shopping choices we make, a large share of the market operates according to a set of rules governed by household income statistics, geographical trade areas and economies of scale. Typically, the marketing formula calls for new construction at an extremely low-density, one-story scale. Yet, the benefits of development such as this, in the form of job creation and an increase in the tax base, does not come without costs, in the form of land

consumption, transportation impacts, or aesthetic blight. When proposals for large-scale community commercial centers emerge, the City will work with developers to ensure that access to non-motorized traffic and mitigation of traffic impacts provides benefit to the immediate surroundings.

Auto-Oriented Shopping Centers are unique locations reserved for large-scale retail uses with large floor area buildings and surface parking facilities. The sites these centers are located on are characterized by their immediate and easy connections to regional road networks. Although these sites are more oriented to the automobile, designs that address access and travel for pedestrians and other forms of transportation are critical to their “fit” next to residential neighborhoods. While all types of large-scale commercial uses are permitted to locate in these areas, some uses generate negative impacts on their neighbors, such as noise, fumes and negative aesthetics. Decisions to locate such large-scale commercial uses in designated Auto Oriented Shopping Centers will be evaluated against their impacts. As a result, these developments will be expected to incorporate design principles that buffer and mitigate commercial uses relative to nearby residential areas, while still providing good pedestrian access where appropriate.

See Chapter 9 for additional language regarding Auto Oriented Shopping Centers.

identifying Auto-Oriented Shopping Centers

Auto oriented shopping centers are designated on the Land Use Policy Map. They are characterized by the following features:

- Areas have more than 100,000 square feet of total retail floor space, and have at least one major chain of grocery or household goods retail, with a large area of surface parking.
- Areas have convenient and direct access to a major road (CSAH or state-aid highway), which is directly connected to the regional road network.

4.6 Minneapolis will support a limited number of Auto-Oriented Shopping Centers, while promoting their compatibility with the surrounding area and their accessibility to bus, bicycle and foot traffic.

Implementation Steps

Designate large-scale auto-oriented commercial centers as listed with the adoption of this Plan.

Restrict the number of auto-oriented shopping centers to the two that have been designated.

Direct large shopping centers to locate along major arterial streets that have immediate freeway access.

Minimize traffic and visual impacts on nearby uses through careful planning and design.

Encourage the development of mixed residential, office, institutional and, where appropriate, small-scale retail sales and services to serve as transitions between large-scale auto-oriented commercial centers and neighboring residential areas.

Ensure the provision of high quality transit, bicycle and pedestrian access to Auto Oriented Shopping Centers.

Encourage high quality design that includes ample public green or open space.

Require adequate buffers between auto-oriented districts and other uses which would otherwise be negatively impacted.

**TABLE 4.4
Large Scale Auto-Oriented Shopping Centers**

Name	Designated Area
The Quarry	<i>I-35W and Johnson Street (Northeast Minneapolis)</i>
West Broadway Ave	<i>W. Broadway and Lyndale Ave North (North Minneapolis)</i>

activity centers

Partially as the result of the city’s historical development, certain districts have functioned as hubs of activity and movement for decades. Other areas are just recently experiencing a renaissance of business and development interest as unique destinations. Activity Centers are the places that shape Minneapolis’ urban identity. By encouraging a mix of uses that hold appeal for many residents and visitors, a long day of activity that stretches into the evening, traditional urban form in buildings that enhance the pedestrian environment and a sense of safety through street level activity, Activity Centers attract interest and patrons throughout the city.

The concentration of activity, the high pedestrian, automobile and transit traffic generated by travel to and from these centers and the mix of uses located there are all critical elements defining a sense of place. The scale and size of these areas must be addressed through planning studies, as outlined in the policy language below. An important consideration, of course is the balance between the benefits these Centers bring to the city as a whole, and the need to mitigate undesirable impacts, which could range from overflow parking and traffic impacts on neighborhood streets to a need for increased city services such as trash removal or street cleaning.

Activity Centers are destinations that attract large numbers of visitors, workers and residents. They support a wide range of commercial, office-residential and residential uses, a busy street life and levels of activity throughout the day and into the evening. They are heavily oriented towards pedestrians, and maintain a traditional urban form and scale. While many commercial uses are permitted in these areas, it is important to note that some commercial uses on these streets will be evaluated on the basis of negative impacts the use generates relative to the location and its surroundings. These impacts may include noise, fumes and negative aesthetics, and will be addressed from the perspective of how nearby residential areas are affected by such impacts.

identifying Activity Centers

Activity Centers are designated on the Land Use Policy Map. They are characterized by the following features:

- Activity Centers generally have a diversity of uses that draw traffic from citywide and regional destinations, but do not generally support automobile uses.
- Activity Centers are complimented by medium and high density, residential uses, and also accommodate retail and commercial services, entertainment uses, educational campuses, or other large-scale cultural or public facilities.
- Activity Centers have a traditional urban form (building siting and massing).
- Activity Centers have a significant pedestrian and transit orientation, as service and features of these areas are already good.
- Activity Centers have uses that are active all day long and into the evening.
- A mix of uses occurs within structures and within the larger boundaries of Activity Centers.
- Activity Centers have a unique urban character that distinguishes them from other commercial areas because of the mix and complementary type of uses as well as the traffic the area generates.

4.7 Minneapolis will identify and support Activity Centers by preserving the mix and intensity of land uses and enhancing the design features of each area that give it a unique and urban character.

Implementation Steps

Designate Activity Centers according to criteria outlined above.

Develop a master plan for each designated Activity Center that a) establishes boundaries for these areas; b) addresses the identity, role and design features of the Center; c) gives guidance to the mix of land uses, scale and size of development in these areas and d) identifies transportation and circulation needs for each area.

Ensure that land use regulations support diverse commercial and residential development types which generate activity all day long and into the evening.

Promote the incorporation of residential uses within the same structure as other commercial uses.

Preserve traditional urban form in buildings where it currently exists, and encourage new development to relate to traditional siting and massing, where it is already established. (See description of traditional urban form in Chapter 9, City Form.)

Discourage automobile services and drive-through facilities from locating in these designated areas.

Develop parking facilities and management strategies that accommodate high customer demand, promote shared facilities and minimize visual impact and adverse effects on pedestrian and sidewalk traffic.

Ensure that regulations balance the transition between high traffic land uses and adjoining residential areas.

Require that buildings in Activity Center districts incorporate a pedestrian orientation at the street edge.

Apply street design criteria that incorporates a pedestrian orientation and accommodates a variety of traffic (pedestrian, cyclist, transit, automobile).

Central and Lowry
East Hennepin
Dinkytown
Stadium Village
Cedar Riverside (includes 7 Corners)
Uptown
Lyn-Lake
50 th and France
Warehouse District
East 26 th Street and Nicollet Avenue

downtown

In addition to its role as the primary employment center of the Upper Midwest region, downtown Minneapolis remains an important retail center in the city and region with more than 3.6 million square feet of retail space, much of it located in a concentrated retail district along Nicollet Mall. Growth has included the opening of four new retail centers during the 1980's, the renovation of a number of others and the complete redesign and refurbishment of the Mall in 1990. A vital retail atmosphere is maintained at street level along Nicollet and adjoining streets while four season comfort and convenience is assured through the connection of almost all facilities to the extensive system of skyways that connect over 60 downtown blocks. A validated parking program provides low-cost parking to customers. Sales are generated by three primary markets with downtown employees generating about 40%, residents 45% and regional visitors about 15% of retail sales.

4.8 Minneapolis will enhance downtown's position as a regional retail center which provides a shopping experience that is entertaining and unique in the region.

Implementation Steps:

Provide a continuous retail presence in the retail district by requiring retail uses on both the street and skyway levels.

Promote downtown as a unique shopping district that combines convenience and retail selection with an entertaining, elegant shopping experience.

Encourage a variety of retail with diverse price points in downtown in order to serve a broad range of residents.

housing ourselves: an overview

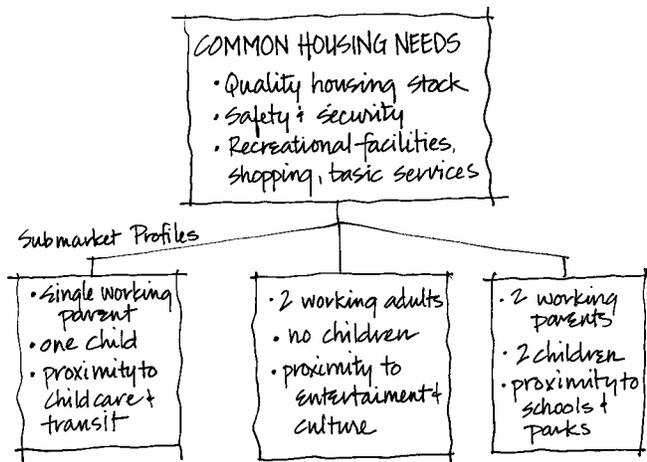
This section of the Marketplaces: Neighborhoods chapter addresses housing issues and is divided into three parts. Beginning with a discussion of what constitutes livable neighborhoods, the message of this section describes the need to increase the number of households settling in the city over the next decades. Each household in the city has particular needs and the city's future depends on the ability to meet these needs. Neighborhood livability is based on physical conditions, from the quality of housing stock to the condition of the streets. It is also based on social or human factors, many of which were highlighted in the Community Building chapter, including interaction with neighbors, a sense of common purpose and goals, as well as a shared responsibility to take care of resources such as parks and schools. Understanding the elements that maintain this crucial sense of livability is essential to ensuring that the city's future growth fits into the pattern of vital, closely-knit neighborhoods Minneapolis has already established. The second part of this section outlines an overview of housing policies throughout the city. These

policies are rooted in themes of supporting growth and offering choice. The Minneapolis Plan directs city efforts to expand and diversify housing options for residents, whether they have highly constrained choice or a great deal of choice in housing. Finally, the last section on housing describes how and where new housing and new amenities, such as commercial services, may be found throughout the city. Much of the neighborhood-based work sponsored by the Neighborhood Revitalization Program (NRP) has brought a place-specific focus to housing reinvestment in Minneapolis. Outside of NRP efforts, there are specific instances where major site development of hundreds of housing units may be possible. Other areas around commercial nodes and community schools may present good opportunities for housing reinvestment and redevelopment. Scattered site housing construction will also remain a component of neighborhood strategies.

the importance of livable neighborhoods

Businesses have always made decisions about their location choice based on a wide consideration of factors such as maximizing efficiency in operations, the location of end markets, and the kinds of skills and talents found in the labor force. Just as important for deciding on the location of a home office or an assembly plant are a number of non-economic factors, such as the quality of housing and schools for employees' families, the adequacy and quality of transportation services and other public infrastructure, levels of personal safety and security, as well as community attitudes.

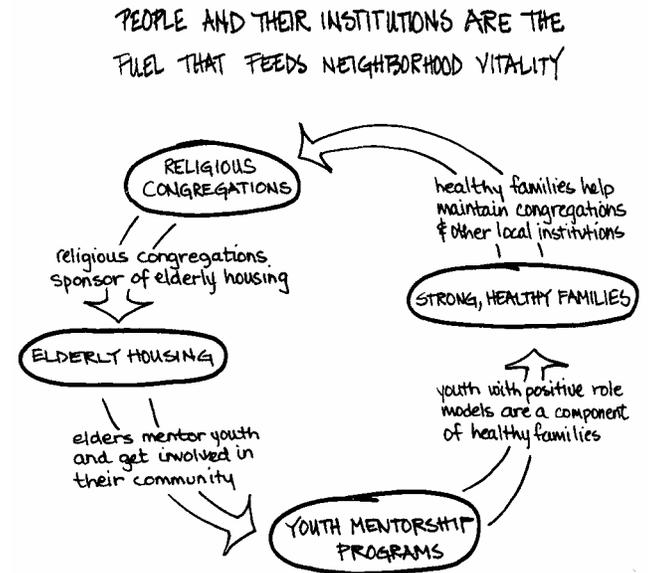
As an indicator of the relative health and livability of the city, the condition of Minneapolis' residential neighborhoods over time has proven to be an important measure of the city's prosperity. Livable neighborhoods create places that people choose to settle in. Livability suggests safety, beauty, the quality of available housing choices and affordability. These qualities should be present in all types of housing and be accessible to residents in every sector of the housing market.



Different households are looking for different features in their neighborhood of choice.

Minneapolis will continue to be an attractive choice for new and existing businesses as long as the city provides the basic building blocks of a healthy, prospering community. In order to maintain the city's strength and vitality, city services and actions must be targeted at making every city neighborhood a secure and attractive place in which to live and invest. The city must continue to devote careful attention to its decisions about public infrastructure, whether roadways or stormwater management practices, with this goal in mind. The state of physical, publicly maintained infrastructure in city neighborhoods provides a foundation for citizens' private investments in the shape of time and money in their houses and

community organizations. This partnership and commitment to the quality of Minneapolis' neighborhoods is critical to the future of our neighborhoods.



housing growth

Attracting new residents and retaining existing city dwellers as their housing requirements change is an important foundation of a strong and vital future for Minneapolis. Expanding the choices in housing types available in the citywide market broadens the appeal of the city to a large group of potential future residents. Housing more people in the city's neighborhoods increases buying power as more households settle in a specific area. This holds much promise for the revitalization of commercial corridors throughout the city, returning to the neighborhoods some potential for in-city shopping in contrast to the pull of suburban shopping that dominates the regional landscape. More people settling in the city means that religious congregations welcome new resident members to their community as the places of worship become more closely connected to the neighborhood in which they are located. Little League teams grow in numbers; so do park programs offering creative programs for kids. Connections can be made between retired volunteers and youth programming needs which remain constant and diverse as neighborhood organizations and other public agencies develop more choices for extracurricular youth activities. New residents demand high quality transit service to get them to and from their daily destinations conveniently, reliably and safely.

The city's traditional role has been to provide public infrastructure in the form of public safety, roads, water and sewer, to maintain this physical infrastructure and to deliver other property services, such as snow removal. Increased residential development expands the tax base and allows the city to deliver first quality property and other services to residents. Yet, the city's future prosperity will not rely uniquely on the delivery of these important services. People will make an extremely important contribution to the future of the city. The number of households from all walks of life who choose to make Minneapolis their home must continue to grow if the city's neighborhoods are to remain economically, socially and physically vital. City agencies can make these decisions much easier by providing the most appealing living conditions for residents throughout the city.

what are residents' housing needs?

The city's growth in the next decades must reflect the patterns of household change just as they did in the last decades, and continue to welcome new settlement in the city. New residents, in the shape of empty nesters and seniors, will play an extremely important role in future planning for housing development in the city. To ensure that the city will be able to accommodate demographic changes in the housing market, Minneapolis' residential neighborhoods must continue to diversify and grow.

Some neighborhoods contain a wider range of housing types than their counterparts. Other areas enjoy excellent access to parks and lakes and, in good weather, experience an influx of people from all over the region who look to the same parks for rest and relaxation. A few of the city's neighborhoods know the freeways and other major thoroughfares as their boundaries. Rivers, lake edges and railway corridors separate other neighborhoods from each other. Specific institutions, such as the University of Minnesota or large hospitals and corporations, partially define the landscape of other places in the city. Perceptions of security or threats to personal safety differ across city neighborhoods and so do people's experience of such things.

Most residents share a common desire for the housing basics; quality houses that will retain their economic value over time, safety and security in the neighborhood, and a combination of recreational facilities, shopping or other basic services nearby. Yet, different households are looking for specific attributes in their neighborhoods, depending on their interests and lifestyle. Single parents with preschoolers and no access to an automobile look for housing with good transit and day care facilities nearby. Retired couples who have sold their family home and have a keen interest in entertainment and travel seek out housing that is relatively maintenance free and convenient to downtown arts venues. They are looking for lifecycle housing in their community, a type of housing that responds to their changing housing needs. Artists and other professionals search for low cost living and work spaces in areas that are often overlooked by other home seekers. Young first time homebuyers establishing their careers and families are looking for excellent schools, quality recreational facilities and a home large enough to accommodate a family. Single working adults may choose to rent their housing close to entertainment, recreational amenities and quality transit services, close to other like minded people of similar interests and easily accessible to their workplace. Some search out neighborhoods with a wide variety of housing types that will accommodate changing housing needs; apartments, large single family homes, co-housing, townhouses or condominiums. The city's neighborhoods develop their individual character based on the interests of their residents. As a result, every neighborhood in Minneapolis has a specific set of amenities they proudly claim as their own. Whether these amenities are a park for kids to play in, a lake that turns into a hockey rink in the winter or corner store market to pick up milk, bread and the newspaper, each neighborhood in the city looks to these features as an essential defining element of its identity and character.

4.9 Minneapolis will grow by increasing its supply of housing.

Implementation Steps

Support the development of new medium- and high-density housing in appropriate locations throughout the City.

Support the development of infill housing on vacant lots. Use partnerships and incentives to reduce city subsidy level and duration of vacancy.

Use new and strengthened strategies and programs to preserve and maintain existing housing stock.

Review policies and practices that determine the appropriate scale of residential development on properties that come into city ownership or request City development assistance.

Streamline city development review, permitting and licensing to make it easier to develop property in the City of Minneapolis.

Develop a close dialog with community participants about appropriate locations and design standards for new housing.

Foster community dialog with community participants about appropriate locations and design standards for new housing.

Foster community dialog about housing growth in and adjacent to city neighborhoods.

Improve the information systems that support housing-related policy making, goal setting, and program evaluation.

affordable housing

In order to expand housing choices for residents who face economic constraints, it is essential to increase the supply of affordable housing. This is particularly important not only for the very poor. Working families at a range of income levels benefit from housing that does not consume too great a share of the household income that leaves resources available to attend to the many other important human needs.

Affordable housing not only benefits its occupants. It benefits the entire city and region by supporting the diverse workforce required by a vital economy. Affordable housing development can bring reinvestment into neighborhoods that face economic challenges. Strong neighborhoods benefit from the addition of cultural and economic richness. Housing located near transit lines or job centers provides savings that goes beyond what is evident from the level of rent or mortgage payments.

4.10 Minneapolis will increase its housing that is affordable to low and moderate income households.

Implementation Steps

Provide regulatory incentives for affordable housing development.

Create a single strategic plan for housing that establishes priorities, sets goals, launches initiatives, refines programs, and is the focus of regular evaluation.

Develop new funding streams for affordable housing.

Promote increased development of housing for very low-income households earning 30% or less of metropolitan median income.

Improve the efficiency of City investment in the creation and preservation of affordable housing.

Develop a close dialog with community participants about appropriate locations and design standards for new affordable housing.

Foster partnerships with housing developers, financial institutions, faith communities and others to extend the City's capacity to create affordable housing.

Partner with other municipalities, the Metropolitan Council and state government to develop a regional strategy for increasing the supply of affordable housing, supported by a more predictable, long-term revenue stream.

Support mechanisms such as community land trusts and housing cooperatives to create long term affordable housing.

Improve access of low-income families to sources of housing financing.

housing choice

The diversity of Minneapolis housing reflects the diversity of its citizens. Minneapolis citizens are from different household sizes and have different means. Age, preferences in housing style, and individual needs also vary. The needs of many citizens are met in the existing housing stock. Housing in Minneapolis neighborhoods ranges from primarily owner-occupied single family homes, to areas where high-density residential development is the norm. Two-story homes, bungalows and Victorians dominate in different parts of town. Cooperatives, condominiums, and apartment buildings house many citizens. Newer developments are adding to this diversity with townhomes, row housing, and planned residential developments that use common space in creative ways. Some of these are uniquely viable in Minneapolis because of its unique character as the center of the region.

While condition and management of housing requires ongoing attention in many parts of the city, the diversity of housing in and between neighborhoods is to be embraced and protected. The city's amenities and its identity as the center of the region will continue to attract people with a diversity of needs and interests – from the working class, the creative class and the professional class. Choice in housing supports the vitality represented by this wide-ranging population.

For disabled and elderly residents and populations that face economic challenges, choice in housing means supporting the provision of options that address their distinct and varied needs. This includes housing designed for handicapped accessibility and continuum of care, and various kinds of supportive housing.

4.11 Minneapolis will improve the availability of housing options for its residents.

Implementation Steps

- Increase the variety of housing styles and affordability levels available to prospective buyers and renters.
- Provide and maintain moderate and high-density residential areas.
- Provide and maintain areas that are predominantly developed with single and two family structures.
- Promote the development of housing suitable for people and households in all life stages, and that can be adapted to accommodate changing housing needs over time.
- Promote accessible housing designs to support persons with disabilities.
- Promote mixed-income housing development that offers a range of dwelling unit sizes and levels of affordability.
- Diversify the location distribution of affordable housing in order to allay the historic patterns of concentration of poverty that characterizes some neighborhoods.
- Implement city policies related to the provision of housing for homeless individuals and families.
- Support the development of housing with supportive services that help households gain stability in areas such as employment, housing retention, parenting, mental health and substance challenges.
- Encourage the rehabilitation and sensitive reuse of older or historic buildings for housing including affordable housing units.

Fair Housing practices

The city will make reasonable accommodation of the housing needs of the resident population, as required by the federal Fair Housing Amendments Act of 1988. These responsibilities range from

Marketplaces: Neighborhoods

providing intake and referral services for citizens who believe they have been discriminated against with regards to fair housing rights, to contracting with consumer and provide groups to ensure Fair Housing requirements are met.

4.12 Minneapolis will reasonably accommodate the housing needs of all of its citizens.

Implementation Steps

Permanent housing for people with disabilities shall not be excluded by the zoning ordinance or other land use regulations from the benefit of residential surroundings. Special housing shall be available as needed and appropriately dispersed throughout the city.

Appropriate departments and agencies of the city shall actively enforce anti-discrimination laws and activities that promote Fair Housing practices.

4.13 ELIMINATED

Implementation Steps

Eliminated.

housing quality in livable city neighborhoods

The condition and quality of housing in a given neighborhood influences its character considerably. Much of Minneapolis' housing stock dates from the city's first wave of urban growth starting at the turn of the century. Over the course of following decades, as both Minneapolis and Saint Paul experienced population growth rates of an average 20% per decade, residential neighborhoods grew as farm-to-city migration, and out of state and international migration filled in the city's corporate limits.

One of the most distinctive qualities of the city is the grace and charm of its older houses. Many of Minneapolis' residential neighborhoods grew up over a fifty-year period dating from approximately the turn of the century up to the beginning of the First World War. The rapid growth rate and the building trends of the time have left an architectural legacy in Minneapolis comparable only to parts of Saint Paul. Arts and Crafts bungalows, old Victorian-era mansions, and Art Deco inspired homes, among others, are to be found throughout the city. The prevalence of details commonplace in a bygone era, such as built-in buffets, hardwood floors, and oak paneling and trim makes many of the city's homes very attractive to home buyers. Making it easier to install conveniences such as a remodeled kitchen, a second bathroom or remodeled plumbing and other major renovations are important initiatives that will encourage residents to invest their time and equity in city houses to preserve the character of their homes. In some cases, allowing the purchase of an additional side lot to facilitate home renovation or addition project may be a worthwhile decision, instead of rebuilding on the existing vacant lot. The City's mandate is to maintain flexibility in its regulatory and development tools, and thus carry out its role of evaluating the contribution a home renovation proposal makes to the quality and character of residential neighborhoods.

4.14 Minneapolis will maintain the quality and unique character of the city's housing stock, thus maintaining the character of the vast majority of residential blocks in the city.

Implementation Steps

Continue using high quality materials for new construction and historic preservation that reinforce long-term housing maintenance goals.

Halt the illegal stripping of abandoned or condemned properties and assign a public or non-profit agency to manage the removal and sale of historic and architectural features of these properties.

Encourage adaptive re-use, retrofit and renovation projects that make the city's housing stock competitive on the regional market.

Provide the flexibility in the city's ordinances to improve and maintain existing structures.

Ensure attractive, livable neighborhoods through increased efforts to maintain a clean environment (graffiti, street cleaning, sweeping, etc.) and through increased enforcement of housing and property maintenance codes.

Attain the greatest possible degree of enhancements to neighborhood livability when making infrastructure improvements or modifications.

Control ice and snow on city streets, alleys and pedestrian bridges.

Conduct housing complaint investigations and take corrective actions up to and including condemnation.

Ensure maintenance and cleaning services for all landscaped areas in the public right-of-way.

Ensure the maintenance of public property held by city agencies and departments.

The age and demand for Minneapolis' housing stock over time created past opportunities for reinvestment throughout the city. In some of the city's neighborhoods, some of the most dilapidated housing has no outstanding quality or character that recommends it to full scale renovation. When existing housing has been ignored by a succession of owners, an opportunity for change presents itself to the neighborhood. New housing that is designed and built to respect both the character and context of the neighborhood can bring great benefit to its surroundings. There are implicit challenges in building new housing, but the rewards are significant if the program is done sensitively. New housing development generates savings in construction costs, improves energy efficiency, and creates options for new home ownership that did not previously exist.

Rehabilitation is preferred whenever feasible over demolition; preserving the architectural gems of residential Minneapolis is an important contribution to the city's character. In order to maximize the possibility of retaining older homes that possess unique architectural features or neighborhood value, community residents and the city's development and regulatory bodies need to discuss common goals and strategies that provide guidance to the city's activities. The legacy of generations gone before lives on in the shape and form of the city's neighborhoods. We appreciate and invest in the old houses not only because they tell us stories about the past, but also because they continue to offer shelter and the creature comforts we demand of our housing.

4.15 Minneapolis will carefully identify project sites where housing redevelopment and or housing revitalization are the appropriate responses to neighborhood conditions and market demand.

Implementation Steps

Emphasize recycling of existing housing stock whenever feasible through renovation and rehab as an alternative to demolition.

Streamline city permitting activity to encourage renovation and investment in boarded and condemned housing.

Reduce the number of boarded buildings.

Encourage retrofitting and renovation of older homes, through "This Old House" and other programs.

Maintain and strengthen the architectural character of the city's various residential neighborhoods.

Ensure that city grants and programs are designed to encourage rehabilitation and renovation that reflects the traditional architectural character of residential areas.

a place-specific focus to housing investment

New construction or rehabilitation projects targeting housing have, by definition, a specific neighborhood focus to them. Whether these projects are large in scope, proposing to build multiple housing units, or whether the focus is on renovation of one dwelling at a time, housing reinvestment and new investment will continue to happen all over the city as the city takes on its share of regional growth over the next 25 years.

NRP housing strategies

Building on existing neighborhood assets has influenced the direction of Neighborhood Revitalization Program activities in Minneapolis since the program's inception in 1990. NRP activities place a strong emphasis on housing in the city's neighborhoods, so much so that the average NRP plan allocates more than 50% of its funds to housing renovation, construction or rehabilitation programs. As neighborhoods develop their own revitalization objectives

through the NRP process, they have classified themselves into one of three groups. Redirection neighborhoods are experiencing serious social, physical and economic problems, such as blight, vacant buildings, unemployment and a lack of commercial services. Revitalization neighborhoods seek to direct specific attention to areas that are beginning to experience social, physical and economic problems. Protection neighborhoods experience few of the problems that other neighborhoods do, but still require attention to maintain their quality of life. This classification, along with the population and size of a given neighborhood, has important implications for the allocation of funding that is eventually approved by participating jurisdictions.

Strategies designed to address housing issues in these neighborhoods have varied since the NRP's inception. Different priorities emerge in each neighborhood's Action Plan depending on the emphasis suggested by the combination of surveys, analysis and planning work done by neighborhood organizations. In cases where a high proportion of households rent their homes, some neighborhood plans have targeted their resources at increasing home ownership through loans and grants. In neighborhoods where there is a high proportion of low household income and the housing stock is older, considerable amounts of money have been devoted to paint and fix and renovation programs. Others have decided to invest in community-based services directed at improving housing quality. The Citizen Inspection Program, developed in collaboration with the Inspections Department and neighborhood organizations is one example of these types of services. Many neighborhoods have devoted resources to increasing the choice of housing available to their residents by making all types of housing more affordable to low income households. NRP implementation projects that target housing should be encouraged to respond to metropolitan area goals of providing affordable housing. Each of the city's eleven communities has a responsibility to take on its share of affordable housing.

4.16 Minneapolis will work closely with Neighborhood Revitalization Program (NRP) planning and implementation to ensure that NRP plans are consistent with the City's Housing Policy.

Implementation Steps

Continue to use NRP Plans as resources for understanding housing needs and opportunities in the development and delivery of city housing services.

Identify select project sites around commercial nodes and community schools that would support housing redevelopment initiatives.

Identify underutilized land resources, such as air rights above freeways, which have been successfully used in other cities to provide sites for schools, parking, housing and other uses.

Initiate a dialogue with any neighborhood where city or regional strategies requires reconciliation with neighborhood strategies.

Support the City's sideyard policy on residential redevelopment to lot and neighborhood-specific issues such as lot size and condition, the proximity of adjacent structures, the nature of neighboring land uses, overall housing density in the neighborhood and the need for green (open) space.

major housing sites: new construction

Minneapolis' housing policy is founded on the idea of both preserving and building on the existing strengths of neighborhood housing markets, and creating new opportunities for growth. Identifying project sites appropriate for redevelopment will focus on the surrounding context and on the market appeal of certain housing types. New housing developments that respond to the surrounding

neighborhood are critical to the success of the city's desire to pursue growth. The city's approach in working with developers and other public agencies seeking to build on Major Housing Sites or in Growth Centers will be to focus attention on the surrounding environment, in terms of traffic impacts, connections to the transit system, and connections to amenities such as natural (ecological) features, pedestrian-friendly, walkable environments connections to public facilities (e.g. schools, libraries and parks).

New infill units and the renovation of older units will be secured through the NRP's series of Action Plans throughout the city. Yet the scale of new housing development expected to take place over the next decades must be accommodated in other ways in order to realize the growth forecast for the region and to assure healthy, stable city neighborhoods. The Metropolitan Council has proposed that the City of Minneapolis absorb a minimum of approximately 9000 households over the next twenty-five years. That share translates to only five households per neighborhood per year, an extremely modest growth goal and perhaps too modest in relation to the opportunities for growth that exist at the regional level. These new households will be searching for a wide variety of housing types, broader and more varied than the housing that currently exists in Minneapolis today.

To prepare for the future and successfully add to the city's "quilt" of vital, livable neighborhoods, new development sites must be secured. Identifying project sites appropriate for redevelopment will focus on the surrounding context and on the market appeal of certain housing types. Although Minneapolis is one of the most developed areas in the metropolitan region, certain sites stand out as excellent candidates for new housing construction. These areas require further study to determine feasibility and answer planning concerns. Certain guiding principles, such as locating these sites close to amenities of all kinds and reserving prime sites for higher density structures, will direct future development. The city's approach in working with developers and other public agencies seeking to build on Major Housing Sites, in Growth Centers, or close to Commercial Corridors will be to focus attention on the surrounding environment, in terms of traffic impacts, connections to the transit system, and connections to amenities such as natural (ecological) features, pedestrian-friendly, walkable environments, connections to public facilities (e.g. schools, libraries and parks.) Potential housing sites are designated in the plan to draw attention, provoke discussion and encourage all interested parties to plan for the future of Minneapolis' residential neighborhoods. (See Map 1.4.5)

4.17 Minneapolis will promote housing development that supports a variety of housing types at designated Major Housing Sites throughout the city.

Implementation Steps

Concentrate new housing developments in close proximity to amenities or in locations where value will be sustained over time.

Develop a citywide Housing Strategy for placing medium (10-30 units per acre) to high-density (30+units per acre) new housing on major transportation and transit corridors and near commercial revitalization projects or neighborhood amenities (e.g. sites such as Growth Centers, Major Housing Sites, Commercial Corridors)

Protect Major Housing Sites for medium (10-30 units per acre) to high (30+units per acre) density residential development from development proposals which exclude housing through land use controls, redevelopment plans and other available means.

Designate Major Housing Sites as listed with the adoption of this Plan.

Promote the development of new housing that is compatible with existing development in the area as well as to existing historic or older housing stock where appropriate.

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

implementation will depend on partnerships with other units of government, neighborhood organizations, the not-for-profit sector, and the private sector.

TABLE 4.6
Major Housing Sites, Growth Targets

Location	Minimum Criteria for Designation	Low Growth	High Growth	Strong Growth
Humboldt Greenway	Available land Interest in redevelopment at higher density housing type/ Diversity.	600	600	600
Upper River	as above	200	500	700
Central/Lowry	as above	200	500	700
East Lake Street	as above	200	500	700
Hiawatha/Minnehaha Corridor	as above	500	700	1,000
Midtown Greenway Corridor	as above	1,680	1,800	2,500
Sumner Glenwood	as above	-700	200	500

Hiawatha LRT

The Hiawatha LRT line connects Minneapolis neighborhoods with downtown Minneapolis, the airport and the Mall of America. Six LRT stations along Hiawatha Avenue serve Minneapolis neighborhoods. Although the VA Medical Center does not fall within the City limits, portions of the station area do. The areas around each of these stations are designated as TSAs.

Downtown Minneapolis is home to four stations along 5th Street. An extension of Hiawatha LRT will be built and a fifth station constructed near 5th Avenue North to connect with the future Northstar commuter rail line. The downtown station areas are described in, and policies for them are detailed in, the *Downtown East/North Loop Master Plan*. (In general, *The Minneapolis Plan* provides policy and direction for downtown Minneapolis through the *Downtown 2010 Plan*, which, as a stand-alone document, is included in its entirety in *The Minneapolis Plan*.)

TABLE 4.7
Designated Transit Station Areas (TSAs)

Hiawatha LRT
• Cedar/Riverside
• Franklin Avenue
• Lake Street/Midtown
• 38 th Street
• 46 th Street
• 50 th Street/Minnehaha Park
• VA Medical Center

Transit Station Areas (TSA)

Transit Station Area (TSA) is a land use policy feature arising from regional investment in dedicated, fixed-route transit lines (e.g., LRT, commuter rail, and busway). The purpose of identifying TSAs as a land use feature in the *Minneapolis Plan* is to emphasize that 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.

Characteristics of TSAs

Transit Station Areas (TSAs) are designated on the Land Use Policy Map. The *Minneapolis Plan* does not delineate the precise geographic extent of these policy areas. The following general characteristics should be used to guide policy application and implementation steps in these areas:

Dedicated, fixed-route transit service represents increased levels of accessibility for downtown Minneapolis and the neighborhoods that are served. This increased level of accessibility will attract investment. Areas nearest the station may be most appropriate for uses that maximize the benefits of transit, such as multi-family housing, high employment work places, and other uses with high pedestrian traffic (e.g., schools, entertainment, and retail services). These new opportunities must relate well to existing neighborhoods and build upon their strengths.

- TSAs will be the subject of established master plans that identify and/or prioritize areas for change (and preservation), as well as specific goals and objectives for redevelopment, public infrastructure, density and urban design.
- TSAs are areas approximately one-half mile in radius from transit stations, reflecting an understanding that most walking trips to and from transit stations are ten minutes or less in duration. Density, urban design, and public infrastructure is, therefore, especially critical in these areas. The actual size of this area is influenced by directness of routes, physical barriers, and the potential for those barriers to be bridged.
- Potential TSA densities and/or redevelopment opportunities are generally highest within 1/4 mile of the transit station, but are also dependent upon factors such as existing neighborhood character and land cost and availability.
- TSA development is designed with the pedestrian, bicyclist, and/or transit user in mind.

The City will engage in activities that foster transit ridership. This will include redevelopment as well as regulations that prevent the introduction or expansion of uses that do not support transit (e.g., automobile repair services or low-density industrial uses). Public infrastructure and design standards should result in a high quality environment that is pedestrian and bicycle friendly, and which generates vital urban areas. Success of these efforts will be measured by the extent to which development supports the overall well being of the City, the neighborhoods surrounding the stations, and the transit system.

The City acknowledges its essential role in ensuring that critical public components of TSAs are realized. To achieve these public components, the City may need to acquire land and build or modify public infrastructure. The City further acknowledges that successful

- TSA development serves individuals who are more likely to use transit (e.g., residents of multi-family 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)

4.18 Minneapolis will encourage both a density and mix of land uses in TSAs that both support ridership for transit as well as benefit from its users.

Implementation Steps

Explore and pursue opportunities to integrate development with transit stations.

Concentrate highest densities and mixed-use development nearest the transit station and/or along Commercial Corridors, Community Corridors and/or streets served by local bus transit.

Ensure that new development density is well integrated with existing neighborhood character through transitions in scale and attention to design.

Support the development of new housing types in the TSA, including townhomes, mansion apartments, garden apartments, granny flats/carriage houses, and multi-family residential buildings.

Support and encourage small-scale, pedestrian-oriented services and retail uses to locate near stations and within mixed-use buildings to serve transit riders and the immediate neighborhood (e.g., day care centers, cafés, dry cleaners, convenience grocery, etc.).

Recruit land uses that value convenient access to downtown Minneapolis or other institutional or employment centers that are well served by transit.

Discourage automobile services and drive-through facilities from locating or expanding in these designated areas.

4.19 Minneapolis will require design standards for TSAs that are oriented to the pedestrian and bicyclist and that enforce traditional urban form.

Implementation Steps

Ensure that TSA building and site design is oriented to the pedestrian (e.g., reinforcing street walls, anchoring street corners, creating semi-public outdoor spaces, creating visual interest, providing adequate fenestration, and ensuring that principal building entrances open onto public sidewalks).

Preserve traditional urban form where it currently exists within TSAs, and encourage new development to relate to this context. (See description of traditional urban form in *Chapter 9, City Form*)

Work in partnership with neighborhoods and businesses to enhance the safety and aesthetics of TSA streets and sidewalks through installation of streetscape elements (e.g., lighting, trees, and street furniture).

Ensure that new development and renovation of existing structures adhere to the principles of Crime Prevention Through Environmental Design (CPTED) (See description of building form and context in *Chapter 9, City Form*.)

Ensure that TSA development is well integrated into the surrounding neighborhoods through attention to building design, landscaping, and transitions in density and land use.

4.20 Minneapolis will provide direct connections to transit stations for pedestrians, bicyclists, and bus riders.

Implementation Steps

Design streets, sidewalks, and other public infrastructure to prioritize pedestrian, bus and bicycle access to transit stations (e.g., create wider sidewalks; construct pedestrian bridges, tunnels, and plazas; add bicycle lanes and parking; create bus lanes, pull-outs, and waiting facilities.)

Work with transit service providers to ensure that bus connections to transit stations are safe, attractive and easy to use (e.g., establish appropriate signage and waiting facilities on important connecting local bus routes)

Enhance pedestrian connections to stations where walking environments are unsafe or uninviting (e.g., buffering pedestrians from traffic, reducing intersection crossing distances, installing traffic control devices, limiting the size and number of curb cuts, improving streetscapes including lighting and landscaping, installing public art, etc.)

Mitigate physical barriers that prevent easy access for pedestrians to the stations (e.g., bridging highways or high-volume roadways, creating safe pedestrian underpasses, acquiring new public rights-of-way and passages, etc.)

Enhance pedestrian connections and wayfinding from neighborhoods with high concentrations of transit users.

Work in partnership with neighborhoods and businesses to ensure that primary pedestrian and bicycle routes are well maintained, free of obstacles, and cleared of snow and litter.

Establish working relationships with institutions, large employers, and/or landowners to encourage transit use and improve wayfinding to/from transit.

4.21 Minneapolis recognizes that parking is a necessary part of the urban environment, but will limit the amount, location, and design of parking in TSAs in order to encourage and support walking, bicycling, and transit use.

Implementation Steps

Establish upper limits on the amount of off-street parking so that walking, bicycling and transit use are not discouraged.

Allow reductions in minimum off-street parking requirements.

Support shared use of parking by commercial uses with different peak periods of parking demand.

Restrict the location of off-street parking for new development to the side or rear of buildings, so that there are direct connections between the public sidewalk and the principal entrances of buildings.

Limit the amount of street frontage for new off-street parking lots and require landscaping between parking lots and public sidewalks.

Provide density bonuses for land uses that provide parking underground or within structures.

Use parking meters and other parking management practices to ensure an adequate supply and turnover of on-street parking for commercial activities.

Discourage long-term on-street parking by non-residents.

Work in partnership with the Metropolitan Council to evaluate and address the impact of automobile traffic and parking generated by the presence of transit stations.

Limit parking facilities in neighborhoods that are exclusively for the use of transit riders.

Work in partnership with other entities to identify opportunities for shared parking facilities to strategically support the development within TSAs.

putting it together

Ensuring that city policy enables individuals to respond to the market environment will be a valuable investment in maintaining the robust activity that has kept this region growing steadily over the last five years while other American cities have had cycles of boom and bust. In the case of housing, city agencies can influence the range of available choices by providing support for alternatives that would normally be overlooked by the status quo development activity. In other instances, the approach may be to capitalize on the strengths of existing market conditions, and invest financial support where the market has indicated the relative stability of specific housing types and conditions. Different market conditions require city agencies to respond based on the specific demands of diverse market niches, or resident needs and affordability levels. For this reason, the discussion of city housing policy has been included in the Markets section of The Minneapolis Plan.