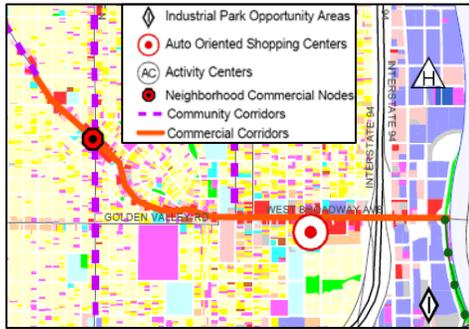


4. Land Use and Development



**Current Comprehensive plan map
of the West Broadway Area**

The West Broadway corridor is uniquely benefited by its close proximity to the Mississippi River, to Interstate 94, and to downtown Minneapolis. Existing conditions create opportunities for redevelopment and rehabilitation. An analysis of the retail market allows a judgment to be made concerning how much property should be dedicated to commercial businesses as opposed to residential development. These and other conditions inform the land use guidance offered in the West Broadway Alive plan. It is intended to build on West Broadway’s strengths and accomplish the objectives identified in the plan. The provision of development guidance can further objectives such as improving connections to the river, and creating a more walk-able commercial district.

This chapter provides a survey of existing development guidance, and offers three kinds of parcel specific land use and development guidance to inform future development. The “Future Land Use” map illustrates the locations throughout the corridor where commercial development, housing development, and industrial development are recommended. The “Development Intensity” map proposes appropriate levels of density for new development. And the “Development Opportunities” map indicates where redevelopment seems most likely to occur based on a balance of considerations.

Implementation of this land use guidance occurs at several levels. New development can be solicited and informed by these guidelines. Financial assistance can be conditioned on conformance to the guidelines. And the zoning of property can be changed so that it is compatible with the guidelines.

Existing Land Use Guidance Comprehensive Plan

The city’s current comprehensive plan, adopted in March, 2000, confers a “commercial corridor” designation on West Broadway from the Mississippi River to 26th Avenue North. From that point west to the city limits West Broadway is a “community corridor”.

Three additional comprehensive plan designations guide development on West Broadway. The commercial core at West Broadway and Lyndale was designated an “auto oriented shopping center”. The smaller scale commercial area at West Broadway and Penn was called a “neighborhood commercial node.” And, finally, the industrial area between Interstate 94 and the Mississippi River was designated an “industrial/business park opportunity area.”

These designations provide some very general and broad brush guidance for how the area ought to develop over time. However, this plan makes recommendations for modifying these features as noted at left.

Designations in the City’s Current Comprehensive Plan

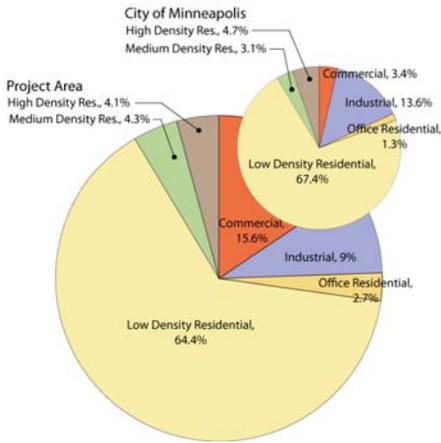
Commercial corridors are streets that support a mix of commercial and residential development, with commercial businesses being the dominant type of development.

Community corridors are streets that support a mix of commercial and residential development, with housing being the dominant type of development.

Auto oriented shopping centers are large scale commercial areas that may provide large surface parking areas along the street.

Neighborhood commercial nodes support smaller scale retail areas

Industrial/business park opportunity areas are areas in which additional industrial development is encouraged.



Existing Zoning Designations

Zoning

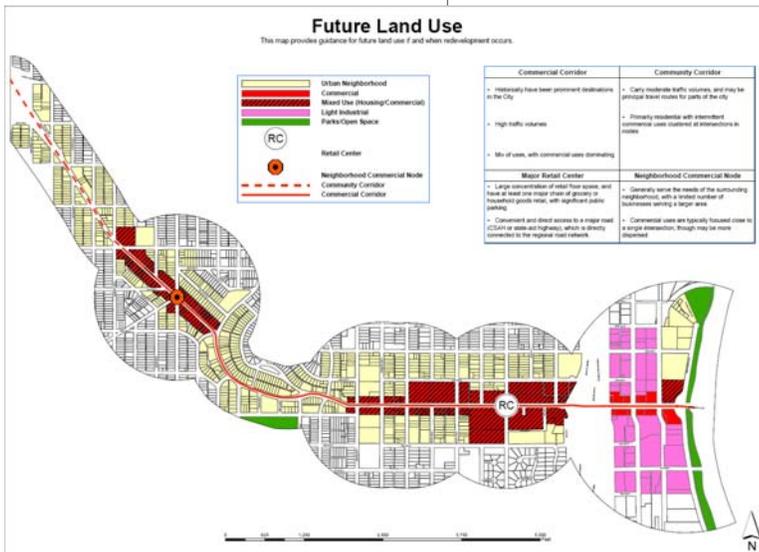
The study area includes property that fronts on West Broadway, as well as property that extends into the neighborhoods that border on West Broadway. Property along West Broadway includes land that is zoned commercial, residential and industrial. Although there are a few additional commercially zoned properties situated along Lyndale and Penn Avenues, most of the property that does not front on West Broadway is residentially zoned. Between Interstate 94 and the Mississippi River, most of the property that does not front on West Broadway is zoned industrial.

Within the entire study area there are approximately 331 acres of property. Of this, 241 acres or 73% of the total corridor area is in some type of residential zoning district. Commercial zoning makes up approximately 60 acres or 18% of the total area of the corridor. It is especially concentrated at Broadway and Lyndale, Broadway and Emerson, and Broadway and Penn. Industrial uses make up 9% or 29.6 acres. Industrial zoning is found primarily between Interstate 94 and the Mississippi River, with a couple of important exceptions that are located west of the freeway.

Proposed Land Use Guidance Comprehensive Plan

As of the writing of this plan, the City’s comprehensive plan is being revised as required by the Metropolitan Council. With that revision, a new format for its Future Land Use map is being adopted. It will utilize a slightly different menu of symbols for land use features. For instance,

the automobile-oriented shopping center, used in the current map at West Broadway and Lyndale Avenue, will not be used at all in the new map. A new land use feature, the “Major Retail Center”, will take its place but have a slightly different meaning. In addition, the new map will offer parcel-specific coloration of all city properties, with colors signifying development guidance for each property.



The West Broadway Alive plan offers a “Future Land Use” map that is compatible in format to the city’s comprehensive plan map. It is illustrated in the left column below, and in a full page format at the end of this plan document. Its main themes are described below.

This plan recommends no changes to the commercial and corridor designations for West Broadway. This plan also recommends retention of the neighborhood commercial node designation at Broadway and Penn. The industrial designation has changed somewhat in the new comprehensive plan. As a result of a city-wide study of industrial land in 2006, the City of Minneapolis adopted strong policies protecting certain

industrial areas. These policies prohibit industrial-to-residential redevelopment in newly designated “Employment Districts”. The Future Land Use map in the city’s draft comprehensive plan utilizes the Employment District designation and incorporates the identified Employment Districts. The industrial areas on either side of West Broadway between Interstate 94 and the Mississippi River are part of an Employment District. This plan recommends the retention of the Employment District that spans West Broadway, but notes that commercial redevelopment along West Broadway is still permissible in an Employment District.

The Major Retail Center designation, newly created for the revised comprehensive plan, is intended for locations similar to the West Broadway commercial core—locations that have destination uses and direct access to the freeway system. The designation on West Broadway would give policy support for pursuing additional destination businesses, and improving the number and mix of retail businesses.

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Criteria for designating Major Retail Centers [from the city’s draft comprehensive plan]

- 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 (CSAH or state-aid highway), which is directly connected to the regional road network.

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Historic brick buildings are an anchor in the West Broadway commercial core

The coloration of property on the Future Land Use map indicates commercial frontage on West Broadway that corresponds to three areas—the commercial core, the West Broadway/Penn neighborhood commercial node, and the river gateway area. Because it is in an employment district, the commercial area between Interstate 94 and the Mississippi River would not support mixed use development with residential dwelling units. But a residential-commercial mix of land uses would be encouraged in other commercial sections of West Broadway.

Two sections of West Broadway fall outside of West Broadway’s commercial districts. Properties fronting on West Broadway in these areas are colored yellow which means they are assigned to an “Urban Neighborhood” land use category. Although there are currently a number of commercial businesses scattered through these areas, the Urban Neighborhood category emphasizes the dominance of residential development. It does not preclude the presence of some commercial businesses. However, it

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Definition of “Urban Neighborhood” land use category [from the city’s draft comprehensive plan]

- Predominantly residential area with a range of densities May include 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.

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supports the finding in the Economic and Business development chapter that commercial areas on West Broadway will be strengthened if the commercial districts are somewhat less sprawling and more focused within walkable sub-areas. This plan recommends that redevelopment of property designated Urban Neighborhood should generally lead to a stronger residential character in these areas.

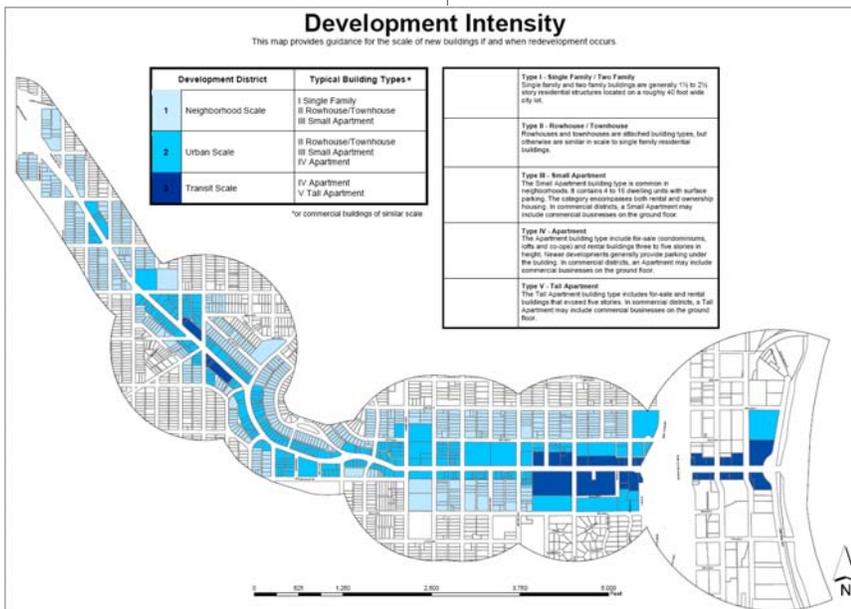
Proposed Land Use Guidance: Comprehensive Plan Recommendations

Incorporate the guidance of this plan’s “Future Land Use” map into the city’s 2008 comprehensive plan update.

Rezone property in the West Broadway area to provide regulatory support for the plan’s land use guidance.

Development Intensity

Additional and intensified development along West Broadway is critical to its vitality. More homes and businesses increase the market for West Broadway businesses, which in turn makes it easier to attract new businesses. Beyond this, more households and daytime commercial traffic contribute to a safer street because criminal activity is deterred in areas that are well populated. Increased density would also lend support to attempts to strengthen the public transit system along West Broadway.



Recommended development intensity. See appendix for a larger scale image.

Development intensity has not been a contentious issue in this planning process. The public has been consistently supportive of increased development intensity because of an understanding that is a required element if West Broadway is to experience transformative changes. The West Broadway Alive process benefited in this regard from several other community engagement processes over the past several years (e.g. the Corridor Housing Initiative and a West Broadway rezoning study) that explored the need for increased development. There is also, of course, an understanding that new development needs to be sensitive to its context. It must be sensitive in design to compatibility with adjacent and nearby

properties.



Single family and two family buildings are generally 1-1/2 to 2-1/2 story residential structures located on a roughly 40 foot wide city lot



The "Small Apartment" building type contains 4 to 16 dwelling units with surface parking. The category encompasses owner or rental housing, and may include ground floor commercial



The "Apartment" building type contains ownership and rental buildings three to five stories in height. Newer buildings generally have parking under the building. These buildings may include ground floor commercial businesses.

Every property on West Broadway is not equally suited to high density development. The appropriate scale of development is related to such factors as the strength of the existing and proposed public transit network, the character of the surrounding area including the proximity of single family homes, and the likely size of potential development parcels.

In order to provide guidance for the scale of new buildings and infill development along the corridor, a development intensity map was produced and made available for public comment at West Broadway Alive public meetings. The map assigns property in the West Broadway corridor—whether residential, commercial or mixed use—to one of three development districts. The three development districts represent different acceptable density levels. The Transit Scale development district supports the highest density development. The Urban Scale development district suggests a three to five story upper limit on development. And the Neighborhood Scale development district supports low to medium density development types that are more compatible with the character of the surrounding residential neighborhoods.



Rowhouses and townhouses are attached building types that are similar in scale to single family residential buildings

Density is frequently measured using parameters like floor area ratio, or dwelling units per square foot of property area. These density measures are not very intuitive, in part because they don't lend themselves to being depicted visually. This plan attempts to make the proposed density levels more intuitive by correlating each district with a mix of compatible development types that are common in Minneapolis and will be easily recognized by most Minneapolis citizens.

New development should offer a mix of development styles, and larger sites should consider site designs that provide a mix of development types within the development.

This plan proposes that the highest density development would be largely centered on parts of Broadway close to Interstate 94. This supports the objective of strengthening the destination retail character of the West Broadway/Lyndale area. And it opens the door to a high intensity office district or corporate headquarters at West Broadway and Washington Avenue. These areas are fairly well buffered from nearby single family housing.

The "Tall Apartment" building type includes for sale and rental buildings over five stories in height. These buildings may include ground floor commercial businesses



The "Tall Apartment" building type includes for sale and rental buildings over five stories in height. These buildings may include ground floor commercial businesses

Much of the rest of the West Broadway street frontage would embrace three- to five-story new development. The exception is at the West Gateway section of West Broadway where the platting of property is toward the north-south side streets rather than along West Broadway. This makes it difficult to assemble a functional development parcel that would front on West Broadway.

Underdeveloped sites are detrimental to the long-term vitality of West Broadway. Low intensity commercial developments spread the commercial district and increase the distance between commercial establishments. This makes the commercial district less attractive because it is not as convenient to come to the district and pick up goods and services from multiple businesses. For this reason, mechanisms should be put in place to deter new low intensity development, and particularly single story commercial developments. While this will present a hurdle to some businesses, especially certain national chains, an increasing number have learned that they can be successful in urban style buildings. For West Broadway, the highest goal is not to attract a particular business, but to build a commercial district that is useful and attractive.

Proposed Land Use Guidance: Development Intensity Recommendations

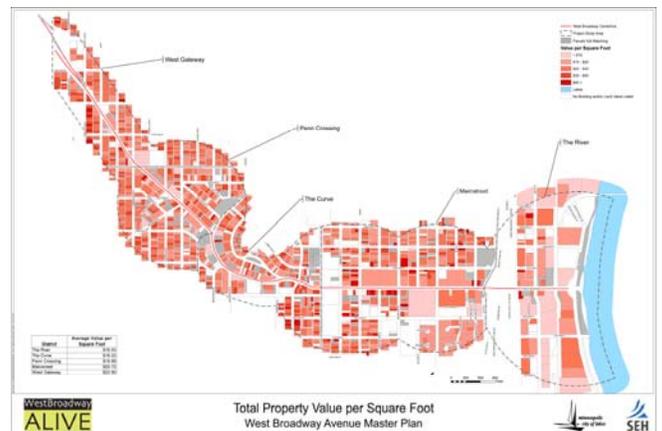
Capture the site specific density guidance of the Development Intensity map when rezoning property in the West Broadway corridor.

Encourage new development fronting W Broadway to be a minimum of two stories in height with increased building to land ratio.

Development Opportunities

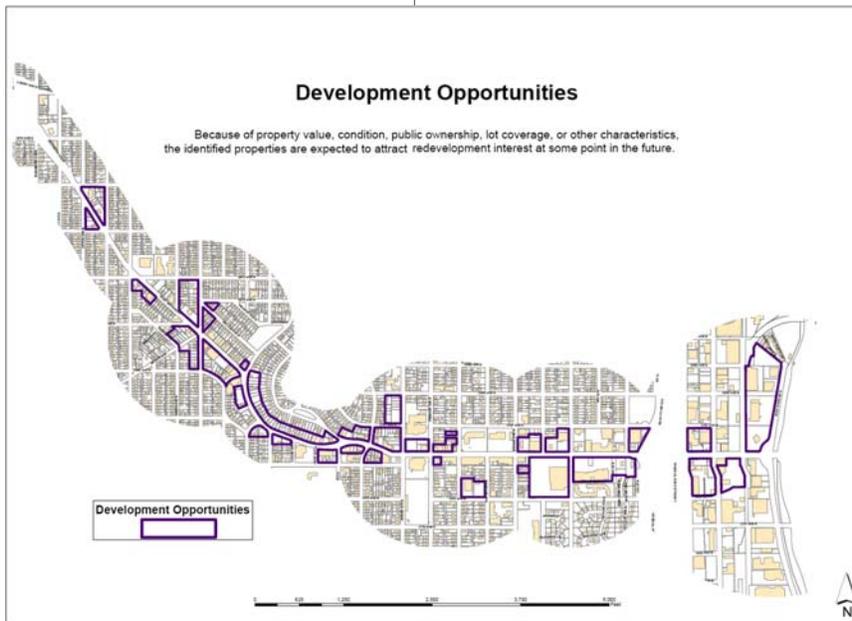
Development opportunity sites are properties that are judged to be likely candidates for redevelopment. The West Broadway Alive plan undertook an assessment of property in the West Broadway corridor to identify development opportunity sites. A broad set of criteria was used to flag these sites, including the following:

- Property value per square foot
- Ratio of land value to building value
- Floor area ratio



- Property coverage
- City owned/tax forfeiture status
- Opportunity to bundle properties for significant redevelopment projects

Where there is existing development or structure, the identification of a particular property as a development opportunity is not meant to imply that there is something wrong with the existing development. Rather, it is a professional estimation that, under certain circumstances, redevelopment of the property may be financially possible. The map can be of service in setting City priorities for development related activities such as site assembly and development support. It can also be employed in conversation with developers about what opportunities might be available for redevelopment.



Identified opportunity sites appear in the small format map at left, and in a more full sized format in the appendix.

Greening/ Open Spaces

There are excellent opportunities along West Broadway to green the corridor and connect it with parks and landscaped areas.

The Urban Canopy. There are opportunities to add street trees in locations where the West Broadway sidewalk can be widened. This is proposed to occur, for example, with redevelopment projects between Lyndale Avenue and the

Mississippi River—and as a result of realigning the street in the Hawthorne Crossings area. The tree canopy can be reinforced by tree planting on private property as, for instance, with new housing development along the West Broadway curve area. The recently established median areas host young trees, and proposed additional medians in the vicinity of West Broadway and Lyndale can do likewise.

Connections w/ parkway-style cross streets. West Broadway has an opportunity to link with “green” cross streets at several key locations including West River Road, a future Washington Boulevard, the future parkway-style Emerson/Fremont pair, and Theodore Wirth Parkway/Victory Memorial Drive.

Park Connection. North Commons Park is one of the biggest parks in North Minneapolis, and a tremendous community asset. Although it is a short half-block from West Broadway, it is practically invisible from the corridor. With redevelopment of the small block between the park and West Broadway, a visual indication of the park can be established on West Broadway. This possibility was considered as a case study site

during the planning process, and is described in more detail in the “Case Studies” chapter.

Plazas and pocket public spaces. The opportunity to develop a significant community plaza amenity at the Hawthorn Crossings Shopping Center at West Broadway and Emerson is described in the “Case Study” chapter. Other opportunities exist for smaller but similarly important public spaces. With the renovation of the Capri theater at West Broadway and Oliver, its owners envision an imaginative and welcoming public space between the theater and the Plymouth Christian Youth Center schools to its south. The developer of the Delisi property at West Broadway and Penn intends to make the triangular shaped remnant at the intersection a heavily landscaped space that includes a transit plaza and possibly outdoor restaurant seating. The owner of the corresponding triangular space at the opposite side of the intersection is interested in making similar landscaping improvements. The gateway areas at both ends of West Broadway are promising opportunities for green space, landscaping improvements, and public art. Finally, with opportunities a number of new developments of significant size, opportunities are created for building in spaces that are points of interest, provide environmental benefits, and expand the visual landscape.