

## MEMORANDUM

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**TO:** City Planning Commission, Committee of the Whole  
**FROM:** Brian Schaffer, CPED Long Range Planning  
**DATE:** August 4, 2016  
**SUBJECT:** Rezoning Lowry Hill East Neighborhood

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On July 1, 2016, Council Member Bender introduced the subject matter of an ordinance amending Title 20 of the Minneapolis Code of Ordinances relating to Zoning Code, amending the zoning map as part of a rezoning study in the Lowry Hill East Neighborhood Chapter 521 Zoning Districts and Maps Generally.

The purpose of this rezoning study is to examine the residence and office residence zoning districts of the properties located in the interior of the neighborhood (not the properties fronting Hennepin or Lyndale Avenues) that are located north of 28<sup>th</sup> Street W. This rezoning study is a reexamination of CPED recommendations from a rezoning study that was tabled indefinitely in 2004.

### **Rezoning study 2002-2004**

In November 2002, a moratorium on the establishment and expansion of multiple family residential uses within the Lowry Hill East Neighborhood was introduced at the City Council. Starting in May 2003 CPED staff held regular meetings with the Lowry Hill East Neighborhood Association (LHENA) Rezoning Sub-Committee to develop rezoning recommendations. CPED and representatives from the neighborhood were unable to agree on recommendations for the rezoning study and as a result, in August of 2004 City Planning Commission tabled the rezoning study indefinitely. Attached are Memorandums prepared by CPED staff in July and August of 2004 that further outline the work done during this time period and the impasse between CPED and representative from the neighborhood.

### **Evolution of the building stock and zoning in Lowry Hill East**

Between late 2012 and early 2014 CPED examined the building permit and use history of 325 properties in the Lowry Hill East Neighborhood to better understand how the use of properties had evolved since they were originally constructed. This was considered a first step in reexamining the 2002-2004 Rezoning Study.

CPED researched 325 properties that were zoned at densities greater than R2B and all properties that with three or more units zoned R2B. The results of this research are below and are also illustrated in an attached map:

Change in Use/Density of Properties

<b>Total Properties Researched</b>	<b>325</b>	<b>Additional Information</b>
Properties where number of housing units never officially changed	118	54 are Single Family Homes 36 of these 54 Single Family Homes have zoning higher than R2B
Properties converted to more units ( <i>this includes properties originally constructed as single family structures and multiple family structures</i> )	164	129 were originally SFDs 12 were originally duplexes
Multifamily buildings constructed as result of demolition ( <i>since 1950s</i> )	36	
Properties converted back to original number of units to when the building was built	7	

Over two thirds of the properties researched were constructed between the 1880s and 1924. Between the 1880s and the 1900s most of these properties were constructed as single family homes. Between 1900 and 1924, approximately 28 of these single family home properties were converted to duplexes. In the 1900s 4, 6, 8-plexes were constructed along with single family homes. In the 1910s and early 1920s there is an increase in the construction of larger multifamily buildings with 10 or more units.

In 1924, the City adopted its first zoning code, which allowed for multiple family dwellings in Lowry Hill East. Between 1924 and 1929, approximately 10 multifamily buildings were constructed, ranging in size from 10 to 28 units each. There does not appear to be new structure built in the area between 1929 and 1952. However, during the early post World War II time period there appears to another round of conversions of existing buildings to duplexes and more intense densities.

Building permit history reveals that during the time period between the end of the World War II and the late 1950s many properties in this area were used as rooming houses, tenement houses and other uses that may have resulted in physical changes to the property. In the late 1950s the City appears to have inspected many of the buildings in the study area. This inspection resulted in establishing the legal number of units in each building and determined whether they were considered dwelling units, rooming units or tenement units. Between 1950 and 1962, 16 new multiple family buildings were constructed, ranging in size from 2 to 24 units.

The City's 1954 future land use, which was published as part of the "Official City Plan" shows the Lowry Hill East neighborhood planned for residential densities of over 40 units per acre, the highest residential densities shown on the map. The other portions of the City that had this density guidance were portions of Cedar Riverside neighborhood, the area west of Lake Calhoun along Excelsior Boulevard, portions of the Cedar Isles neighborhood along current Greenway, and portions of the Elliot park neighborhood

In 1963 the City adopted a new zoning code, the resulting zoning in Lowry Hill East allowed for more intensive multiple family dwellings than the 1924 zoning code. This zoning change was supported implemented the City land use policy established in 1954. Between 1963 and 1974

over 20 multiple family buildings were constructed, ranging from 12 to 41 units in size. Since 1963, 44 properties were converted to higher densities. 120 properties were converted prior to the 1963 zoning changes.

In the 1970s residents of the Lowry Hill East Neighborhood began working on efforts to reduce the intensity of the zoning in the neighborhood. In 1975 a large portion of the neighborhood south of 24<sup>th</sup> Street West had its zoning changed from high intensity residential zoning (R6) to low intensity residential zoning (R2B). The zoning districts in the project area have not changed significantly since 1975. The 1976 Land Use Plan for the City reflects the zoning change of 1975, showing the areas north of 24<sup>th</sup> Street West and along Lyndale and Hennepin Avenues as higher density housing surrounding a lower density area in the middle of the neighborhood.

The 1954 and 1976 City Land Use Plans reveal the shift in the City's vision regarding portions of the neighborhood.

Until recently, there had been little to no redevelopment in the project area since 1974. And, as noted in the table above, over 50 of the properties studied never officially changed from use as single family homes, despite the earlier market forces and having high density zoning for over 50 year. This fact and the neighborhood efforts of the 1970s to challenge the vision and the zoning of the neighborhood reveals that there has not been a singular market force driving land use and development in the area which may run counter to the 1954 and 1976 land use visions of high density residential development for the area. This provides more impetus to reexamine the current zoning in the neighborhood.

### **Framework for rezoning**

CPED has had prepared its draft preliminary recommendations for consideration and discussion with the CPC utilizing the following:

- 2004 CPED Recommendations for Rezoning.
  - See attachments 1 and 2 for more details
- 2014 research on building permit and zoning history.
  - See above Examination of Building Permit History 2014 and Attachment 3 for a map
- The Minneapolis Plan for Sustainable Growth (TMP)
  - The TMP has several applicable policies that inform the recommendations. These include:
    - Policy 1.1: Establish land use regulations to achieve the highest possible development standards, enhance the environment, protect public health, support a vital mix of land uses, and promote flexible approaches to carry out the comprehensive plan.
      - 1.1.5 Ensure that land use regulations continue to promote development that is compatible with nearby properties, neighborhood character, and natural features; minimizes pedestrian and vehicular conflict; promotes street life and activity; reinforces public spaces; and visually enhances development.
    - Policy 1.8: Preserve the stability and diversity of the city's neighborhoods while allowing for increased density in order to attract and retain long-term residents and businesses.

- 1.1.8 Promote a range of housing types and residential densities, with highest density development concentrated in and along appropriate land use features.
- Policy 1.10: Support development along Commercial Corridors that enhances the street's character, fosters pedestrian movement, expands the range of goods and services available, and improves the ability to accommodate automobile traffic
  - 1.10.5 Encourage the development of high-density housing on Commercial Corridors.
  - 1.10.6 Encourage the development of medium-density housing on properties adjacent to properties on Commercial Corridors.
- Policy 3.1: Grow by increasing the supply of housing.
  - 3.1.1 Support the development of new medium- and high-density housing in appropriate locations throughout the city.
- Policy 3.7: Maintain the quality, safety and unique character of the city's housing stock.
  - 3.7.4 Utilize decision-making criteria when considering possible demolitions that recognize the value that the original housing stock typically has for surrounding properties and the community.
- Policy 10.7: Maintain and preserve the quality and unique character of the city's existing housing stock.
  - 10.7.1 Rehabilitation of older and historic housing stock should be encouraged over demolition.

*TMP Policy Synopsis:* The Lowry Hill East Neighborhood is bordered to the east by Lyndale Avenue and to the west by Hennepin Avenue. These two streets are called Commercial Corridors in the TMP. The TMP calls for high density housing on the Commercial Corridor and medium density housing on properties adjacent to properties on Commercial Corridors. The project area is included in the Urban Neighborhood land use feature of the TMP. Urban Neighborhoods are defined as predominantly residential area with a range of densities. More intensive non-residential uses may be located in neighborhoods closer to Downtown and around Growth Centers. The TMP also calls for regulation that promotes development that is compatible with nearby properties and neighborhood character.

- Midtown Greenway Land Use Plan
  - Adopted in 2007 and implemented through rezoning in 2009, the Plan included properties south of 28<sup>th</sup> Street and as such this current work is not considering changes to zoning south of 28<sup>th</sup> Street
- Uptown Small Area Plan
  - Adopted in 2008 and implemented through rezoning in 2009, the Plan area included properties along Hennepin Avenue to Franklin Avenue. The Plan did not offer any specific land use guidance for properties not front Hennepin Avenue. However, the plan generally stated to “preserve the character of existing residential low-density residential.”

- Lyn Lake Small Area Plan- provides guidance for properties along Lyndale Avenue
  - Adopted in 2009 and implemented through a rezoning in 2009, the Plan area included properties along Lyndale Avenue to Franklin Avenue. The Plan did not offer any specific land use guidance properties not fronting Lyndale. However, the Plan did reiterate adopted TMP policies regarding the Urban Neighborhood land use feature for properties along Aldrich Avenue.

**Building on the 2004 CPED rezoning recommendations**

Since 2004 there have been many changes to the allowed densities within the City’s zoning districts. This creates an opportunity to consider zoning districts that were not originally proposed in 2004 that meet currently adopted City policy, meet the intent of allowing high and medium density housing as depicted in the 2004 CPED rezoning recommendations but in built forms that may offer more compatibility than previously recommended.

The list of changes in the zoning districts are below. The changes are related to minimum lot area per unit, the City’s tool to measure and prescribe density. For example a minimum lot area (MLA) per dwelling unit of 1500 square feet would result in allowing three dwelling units on a typical Minneapolis lot of 5000 square feet (3 x 1500 = 4500 sq ft). A density of 29 units per acre.

Changes in Zoning Districts’ Allowed Density

Zoning District	MLA per dwelling unit in 2004	MLA per dwelling unit in 2016	Height/FAR (not changed)
R6- High Density Residential	400 square feet	None	85 ft, 6 stories, FAR = 3.0
R5- High Density Residential	900 square feet	None	56 ft, 4 stories, FAR = 2
R4- Medium Density Residential	1500 square feet	1250 sq ft	56 ft, 4 stories, FAR = 1.5
R3- Medium Density Residential	2500 square feet	1500 sq ft	35 ft, 2.5 stories, FAR = 1

The changes in the R3 and R4 zoning districts, the City’s medium density residential zoning districts, allow for CPED to consider using the R3 District in places where it is more consistent with the built form. R3 allows for the same achievable densities that R4 did when it was recommended by CPED in 2004.

The changes in R5 and R6 zoning districts, the City’s high density residential zoning districts, allow for CPED to consider using the R5 district in places where the R6 was recommended by CPED in 2004. R5 allows for the same achievable densities where high density residential was recommended in 2004, but within a smaller building footprint that may be more compatible with nearby character.

CPED staff looks forward to discussing the 2016 preliminary draft recommendations for the rezoning study as well as the process used to develop the recommendations.

**Attachments**

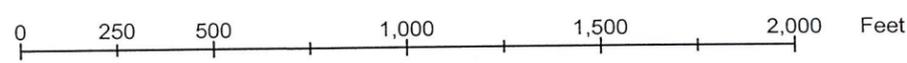
1. Map of 2004 CPED Recommended Zoning Map
2. July and August 2004 CPED Memorandum to City Planning Commission on Rezoning
3. Map of 2014 Examination of Building History
4. Map of 2016 Rezoning Recommendation Comparisons
5. Map of 2016 Preliminary Draft Rezoning Recommendations

# 2004 CPED Recommended Zoning Changes

## Lowry Hill East

### Recommended Zoning

- R2B
- R4
- R5
- R6
- LHENA-identified Critical Properties



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## **MEMORANDUM**

**TO: CPC Committee of the Whole**

**FROM: Beth Elliott, Senior Planner  
CPED Planning Division**

**SUBJECT: Lowry Hill East Rezoning Study**

**DATE: July 15, 2004**

### **Supporting Documents**

Residential Zoning Districts (reference table)  
Recommended Zoning map  
Alternative Map #1  
Alternative Map #2  
Alternative Map #3  
LHENA Map  
LHENA-identified Critical Properties map  
Critical Properties Table

### **Background**

This rezoning study was required following City Council adoption of an interim ordinance introduced by Council Member Niziolek on November 22, 2002. It was referred by the Zoning and Planning Committee to the Planning Department on November 26, 2002.

The interim ordinance, Title 21, Chapter 577 of the Minneapolis Code of Ordinances, provided for a one-year moratorium on the establishment or expansion of any multiple family residential use within the recognized boundaries of the Lowry Hill East neighborhood (bounded by Lyndale Avenue, Hennepin Avenue, and Lake Street), except where property has frontage on Hennepin Avenue, Franklin Avenue, Lagoon Avenue, Lyndale Avenue or Lake Street.

The original ordinance was in effect through November of 2003. Planning staff requested an eight-month extension of the interim ordinance until July 23, 2004. The request was made in large part to heavy demands on Planning staff, and also due to a desire of the community to participate in extensive field verification of City data on residential properties. The interim ordinance extension prevented any adverse development prior to the establishment of changes to official controls.

## **Community Involvement**

The Lowry Hill East Neighborhood Association (LHENA) created a sub-committee consisting of interested members of its Zoning & Planning Committee. Planning staff and rezoning sub-committee members met monthly to determine expectations and define goals for the rezoning study. The meetings began in May 2003 and ended in April 2004.

In March 2004, after Planning staff had prepared two draft rezoning maps, property owners identified as having potential to be rezoned were invited to a meeting held by the City. The meeting provided zoning information and answered any questions about potential impacts to property. Participants also had the opportunity to view a different proposed zoning map prepared by members of the LHENA rezoning sub-committee.

On April 29, 2004, LHENA held its own neighborhood open house to discuss the rezoning study. Within the set agenda, Planning staff presented the City's proposed recommendations and answered any questions of the participants.

## **Description of the Study Process**

### Summer/Fall 2003

Parts of the neighborhood were assigned to neighborhood volunteers for field data collection to identify unit counts. The LHENA rezoning sub-committee felt that many structures had illegal units, so the purpose of the field survey was to identify inconsistencies between City data and field observations. The City records were compared to the number of observed units in a map used as a planning tool. Even though this information ultimately was not used to produce the final rezoning recommendations, it did highlight the neighborhood's concern of illegal units. After meeting with City inspections staff, Planning staff met with the LHENA rezoning sub-committee to review the steps the City and individual residents can make to identify and alleviate illegal units.

In that same time period, Planning staff analyzed parcel data for all residential properties in the neighborhood. By comparing the number of units allowed under current zoning to the zoning classification that would be required for the parcel to be conforming (see LHE Affected Properties table), a pattern of existing development and density emerged.

The existing development and density patterns are not unlike what City land use policies dictate (see Zoning Required to Make Conforming map). Most of the higher density development is within a few blocks of the commercial corridors, and the core of the neighborhood is predominantly single- or two-family development. There appears to be a desirable variety of housing options throughout the neighborhood, and the existing development pattern is mostly consistent with the current zoning. On the other hand, the neighborhood displays a number of high density developments in the interior, as well as several instances where high density and low density development are intermixed.

### January 2004

In conjunction with the LHENA rezoning sub-committee, Planning staff reviewed the map of minimum conforming zoning and identified locations where it might be appropriate to consider lowering current zoning; for instance, from R6 to R4. Of particular concern to the sub-committee were parcels with low-density developments currently zoned at medium- or high-density; they viewed these properties as being most at-risk for redevelopment pressure under current conditions. An issue with the potential rezoning of these properties, however, is that most of them are spread out among apartment buildings.

The data analysis also illustrated four distinct development patterns in the neighborhood, therefore planning analysis focused on these sections identified as:

- Hennepin Avenue Corridor (properties within 1 to 1 ½ blocks east of Hennepin)
  - Current zoning is R6, with the majority of properties developed at high-density.
- Lyndale Avenue Corridor (properties within ½ block west of Lyndale and between 24<sup>th</sup> Street and 28<sup>th</sup> Street)
  - Current zoning is mainly R2B, with the majority of properties developed at a low density.
- Neighborhood Point (properties north of 24<sup>th</sup> Street)
  - Current zoning is mainly R6, with the majority of properties developed at medium- to high-density.
- Neighborhood Core (properties between 24<sup>th</sup> Street, 28<sup>th</sup> Street, and the two corridors)
  - Current zoning is mainly R2B, with the majority of properties developed at low densities.

The study centered on interior residential properties - those not fronting Hennepin, Lyndale, Franklin, Lagoon, or Lake. Planning staff also did not consider the portion of the neighborhood between Lake Street and 28<sup>th</sup> Street for any possible changes due to the presence of commercial and industrial uses/zoning as well as a proposed study of the Midtown Greenway later in 2004.

After much of the initial analysis was complete, Planning staff compiled eight rezoning principles that guided the direction of rezoning in the neighborhood. They are that the proposed City map:

- Attempts to be consistent with the goals and policies of *The Minneapolis Plan*, the adopted comprehensive plan for the City of Minneapolis.
- Takes into account the existing mixed-scale character of the neighborhood.
- Takes into account current zoning as identified in the *Minneapolis Zoning Code*.
- Was developed with consideration of input from all stakeholders.
- Attempts to create more consistency in zoning patterns.
- Is careful to avoid the creation of large numbers of non-conforming uses.
- Places the highest density zoning closest to the commercial corridors.
- Preserves the low-density core of the neighborhood with predominantly low-density zoning classifications.

Every parcel within the Lowry Hill East neighborhood was individually analyzed based on these principles and a set of steps for each of the four parts of the neighborhood. Each principle was balanced against the others with rezoning decisions based on all the relevant factors.

#### February 2004

Planning staff brought a first draft rezoning map to the LHENA rezoning sub-committee (see Draft Map #1 – February 2004). This map included:

- 123 rezoned properties
- 64 downzoned properties
- 58 upzoned properties
- 18 potential new nonconformities

A mark-up session followed where the sub-committee identified areas that they wanted Planning staff to further analyze. They were most concerned with the lack of zoning changes proposed for north of 24<sup>th</sup> Street. This area has many elegant structures originally developed as single family homes; however,

some of them have been remodeled into apartments or rooming houses. The neighborhood subcommittee wanted to see these properties downzoned to a low-density zoning district.

### March 2004

After further analysis, Planning staff created a second draft map that reconsidered the zoning of parcels north of 24<sup>th</sup> Street and was still consistent with the City's rezoning principles for the Lowry Hill East neighborhood (see Recommended Zoning map). This map included:

- 131 rezoned properties
- 115 downzoned properties
- 15 upzoned properties
- 1 property rezoned by use
- 38 potential new nonconformities

On March 23, 2004, 131 property owners were invited to an informational meeting to respond to the second draft map. They asked general questions about the rezoning study, and many had specific concerns about a potential rezoning of their property. A number of concerns came from owners of apartment buildings that are conforming under a current R6 zoning, but a change to R5 or R4 would create a non-conforming use. Most of these instances are in the area north of 24<sup>th</sup> Street.

The LHENA rezoning sub-committee utilized the meeting to highlight an alternative rezoning map that they had developed. The LHENA rezoning sub-committee alternative map includes:

- 338 rezoned properties
- 308 downzoned properties
- 19 upzoned properties
- 11 properties rezoned by use
- 118 potential new nonconformities

Planning staff recommendations did not change from the second draft map to the final Recommended Zoning map for the Lowry Hill East neighborhood. Therefore, any reference to Draft Map #2 is also a reference to the final recommended map.

### **Areas of Concern**

Five issues merit further discussion. The first relates to the rationale for downzoning significant numbers of properties at a time when growth in housing stock is a primary city goal. The other four are issues where the neighborhood subcommittee felt that the City's proposed rezoning map did not further their goals. The areas of concern center on the issues of:

1. Targeting large numbers of properties for downzoning
2. R1A zoning within the core of the neighborhood
3. Appropriate zoning for properties north of 24<sup>th</sup> Street
4. How far low- or medium-density zoning should be west of Lyndale Avenue
5. How far medium- or high-density zoning should be east of Hennepin Avenue

#### 1. Targeted downzoning

The Lowry Hill East neighborhood has an existing dense character with a variety of residential uses. Neighborhood residents appreciate the housing options that are available; however, some feel strongly that the current zoning allows for a significant amount of additional density.

The R2B and R6 zoning districts dominate the neighborhood, and in general density patterns have followed suit. However, the whole spectrum of development density levels is found throughout the neighborhood. To accommodate the development patterns as well as current zoning, decreasing the level of zoning was an appropriate option in areas of the neighborhood.

Downzoning was used as a tool mainly in areas zoned R6 with a low- to medium-density development pattern. Decreasing current zoning by one or two levels still allows for growth, adheres to City policies, and takes into account the concerns of involved stakeholders.

## 2. R1A zoning

One of the most vocalized issues from the LHENA rezoning sub-committee was their commitment to preserving single-family homes. Since much of the neighborhood core is currently zoned R2B, many of the original single-family structures have been preserved as duplex conversions. There are currently roughly equal numbers of single family homes and duplexes. The neighborhood sub-committee would like there to be “a single family core, totaling six blocks, in the center of the neighborhood, where existing single-family homes are zoned R1A to assure the preservation of single family homes for those property owners that would prefer to live and invest in that housing type” (see Rezoning Guidelines for Lowry Hill East document).

Planning staff do not support the neighborhood’s preference for single family development over duplexes, and have not identified a City policy that would support individually rezoning single-family homes. Under current regulations, the blocks with the largest numbers of single family homes are at the least risk of further duplex conversion. Conversion of single family homes to duplexes on typical neighborhood lots can only occur through a lot area variance, and this can only be supported “provided the surrounding properties are primarily two-family dwellings.”

Additionally, the presence of duplexes in this neighborhood provides for a more affordable mix of housing. It offers more rental opportunities beyond the typical apartment complex, as well as chances for affordable ownership.

## 3. North of 24<sup>th</sup> Street

The character of this portion of the neighborhood is extremely varied. The largest single-family structures with arguably the most historical character are found here; however, they are sporadically located amongst 3-story walk-ups. Furthermore, many of these homes are already being used as rooming houses or apartment buildings. Existing zoning is almost entirely R6, and much of the structures are at a level of density that requires this zoning.

The LHENA rezoning sub-committee views this area as the “heart” of the neighborhood. One of the goals of the sub-committee has been to preserve the homes even though they are surrounded by apartment buildings.

In the first draft rezoning map, the City made very few zoning changes north of 24<sup>th</sup> Street. Properties that faced existing low-density zoning were rezoned down to R4 in order to create some transition between high- and low-density zoning and development (see Draft Map #1 – February 2004). When this map was presented to the sub-committee, the group voiced their concerns about the lack of downzoning for that portion of the neighborhood.

After further analysis, Planning staff found that additional zoning changes could be made and still adhere to the City’s rezoning principles. Where contiguous parcels of single-family structures existed,

the proposed zoning was changed to R4. This preserves the right to multifamily development for the property owner. But it reduces development pressure because it is less likely that the number of units possible on the site is enough to offset the site acquisition and demolition costs related to clearing the site. The R4 zoning district also would allow a property owner to convert a housing structure back to a single-family use.

Other properties are proposed to be rezoned to R5; properties within 1 to ½ blocks east of Hennepin Avenue are proposed to remain at the existing R6 designation. All of these changes are a balance point between the City's rezoning principles and the goals of the LHENA rezoning sub-committee.

#### 4. Density levels west of Lyndale Avenue

Properties west of Lyndale (within ½ block) posed a difficulty to the analysis process. Both Hennepin and Lyndale are designated commercial corridors and adhere to the same land use policies. However, their surrounding development patterns are drastically different. Interior properties east of Hennepin have a high-density character and are zoned R6 with pockets of single-family structures; properties west of Lyndale are overwhelming low-density and mainly zoned R2B.

In the first draft map, Planning staff identified all the properties on the east side of Aldrich and between 24<sup>th</sup> and 28<sup>th</sup> (within ½ block of Lyndale) for an R4 designation. That decision followed commercial corridor policies pertaining to housing growth, but it also acknowledged existing development patterns and zoning.

Based on concerns raised from the rezoning sub-committee, Planning staff revisited the analysis of those identified properties. The sub-committee felt that an increase in density opportunities would negatively impact that portion of the neighborhood. While still keeping with the City's rezoning principles, the second draft map reflected the sub-committee's concerns by offering an R4 designation for contiguous parcels already at a medium or high density.

#### 5. Density levels east of Hennepin Avenue

The boundary between high-density zoning and low-density zoning in the neighborhood is approximately 1-2 blocks east of Hennepin. To the west of this line, the development pattern is generally consistent with the high-density zoning designation. The majority of parcels are larger than the average lot size in Lowry Hill East, and similar to north of 24<sup>th</sup> Street, some single-family structures stand amid the large apartment buildings. In order to stay consistent with the City rezoning principles, Planning staff is recommending very few changes to this portion of the neighborhood.

In the alternate zoning scheme proposed by the LHENA rezoning sub-committee, the low-density residential core of the neighborhood is enlarged toward Hennepin Avenue. The map rezones many single-family structures currently zoned R6 to R2B. Their concern is density creeping further into the interior, and they wish to keep a residential feel to the core as close as possible to Hennepin Avenue. Their map shows no zoning designation higher than R4 for this part of the neighborhood.

## Findings

The following findings are required by the Minneapolis Zoning Code. They are principally oriented toward the review of the proposed rezoning of a limited number of parcels associated with a specific development proposal. Their use in this report facilitates consideration of the validity of the above-discussed principles and themes in a more structured manner.

**1. Whether the amendment is consistent with the applicable policies of the comprehensive plan.**

The Lowry Hill East neighborhood has six designated features in *The Minneapolis Plan (TMP)*. The intersection of Hennepin Avenue and Lake Street is designated an Activity Center, which means that it is pedestrian-oriented and supports a wide-range of commercial, office-residential, and residential uses with activity throughout the day and into the evening.

The southern portion of the neighborhood surrounding the Midtown Greenway is designated a Major Housing Site. This means that it stands out as an appropriate candidate for new medium- to high-density housing construction in terms of the surrounding environment, connections to transit, and proximity to employment and goods and services.

Franklin Avenue is designated a Community Corridor because its development pattern is primarily residential with nodes of commercial uses. Lyndale Avenue, Hennepin Avenue, and Lake Street are designated as Commercial Corridors. TMP policies related to commercial and community corridors support additional development in general and housing growth specifically – while also emphasizing the importance of development that is compatible with surrounding residential areas.

The following policies are excerpted because they are particularly relevant to the rezoning study. The proposed zoning plan is compatible with these objectives.

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

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.

4.7 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.

4.9 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.

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

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.

8.1 Minneapolis will maintain and enhance the elements of a responsive transportation system through balancing the interests of economic development and neighborhood livability.

8.7 Minneapolis will direct its share of regional growth to areas well served by transit, to existing and potential growth centers and along transit corridors.

9.5 Minneapolis will support the development of residential dwellings of appropriate form and density.

9.8 Minneapolis will maintain and strengthen the character of the city's various residential areas.

9.14 Minneapolis will increase citizen awareness of preservation and the important role it plays in fostering community revitalization and civic pride.

9.15 Minneapolis will protect residential areas from the negative impact of non-residential uses by providing appropriate transitions between different land uses.

9.18 Minneapolis will establish land use regulations, in order to achieve the highest possible development standards, enhance the environment, promote flexibility in approaches and otherwise carry out the comprehensive plan.

9.21 Minneapolis will preserve and enhance the quality of living in residential neighborhoods, regulate structures and uses which may affect the character or desirability of residential areas, encourage a

variety of dwelling types and locations and a range of population densities, and ensure amenities, including light, air, privacy and open space.

9.22 Minneapolis will promote increased housing production in designated areas of the City in order to accommodate population growth.

**2. Whether the amendment is in the public interest and is not solely for the interest of a single property owner.**

The proposed zoning amendments are designed to support community and City objectives identified over the course of the rezoning study.

**3. Whether the existing uses of property and the zoning classification of property within the general area of the property in question are compatible with the proposed zoning classification, where the amendment is to change the zoning classification of particular property.**

Where property is proposed to be rezoned down from a high-density residential zoning classification, it reflects a sensitivity to the parcel's relationship to adjacent properties.

**4. Whether there are reasonable uses of the property in question permitted under the existing zoning classification, where the amendment is to change the zoning classification of particular property.**

The amendments would change the zoning of multiple parcels. In general, properties can be utilized under their existing zoning district.

**5. Where they has been a change in the character or trend of development in the general area of the property in question, which has taken place since such property was placed in its present zoning classification, where the amendment is to change the zoning classification of particular property.**

In 1975, large parts of the neighborhood interior were rezoned from R6 to R2B due to the work of neighborhood activists and the City of Minneapolis (see Rezoning Guidelines for Lowry Hill East document). No significant changes in the development pattern within the study area have occurred over the last thirty years.

**Staff Recommendation**

That the City Planning Commission adopts the above findings and recommends approval of the proposed modifications to the official zoning maps in the City's Zoning Code as detailed in the attached maps and table.

## RESIDENTIAL ZONING DISTRICTS

Zoning Classes	Zoning District	District Description	Max. Height	Allowed	Not Allowed
<i>Low density residence districts</i>					
	R1/RIA	Single Family District	35 feet	Single family structure	Two family structure Multi-unit structure
	R2/R2B	Two Family District	35 feet	Single family structure Two family structure	Multi-unit structure
<i>Medium density residence districts</i>					
	R3	Multiple Family District	35 feet	Single family structure Two family structure Multi-unit structure	
	R4	Multiple Family District	56 feet	Single family structure Two family structure Multi-unit structure	
<i>High density residence districts</i>					
	R5	Multiple Family District	56 feet	Multi-unit structure	Single family structure Two family structure
	R6	Multiple Family District	84 feet	Multi-unit structure	Single family structure Two family structure

\*\* Institutional/public, social, congregate living, and commercial (i.e. bed and breakfast, childcare center) uses are allowed in residence districts in varying intensities.

**Community Planning & Economic Development  
Planning Division**

350 South 5<sup>th</sup> Street, Room 210  
Minneapolis, MN 55415-1385  
612-673-2597 Fax: 612-673-2728



**MEMORANDUM**

**TO:** CPED Planning Staff  
**FROM:** Beth Elliott, Senior Planner *BE*  
**SUBJECT:** Lowry Hill East Moratorium  
**DATE:** August 16, 2004

The interim ordinance, Title 21, Chapter 577 of the Minneapolis Code of Ordinances, provided for a one-year moratorium on the establishment or expansion of any multiple family residential use within the recognized boundaries of the Lowry Hill East neighborhood (bounded by Lyndale Avenue, Hennepin Avenue, and Lake Street), except where property has frontage on Hennepin Avenue, Franklin Avenue, Lagoon Avenue, Lyndale Avenue or Lake Street.

The original ordinance was established in November 2002. Planning staff requested an eight-month extension of the interim ordinance in November 2003. **Accordingly, the Lowry Hill East moratorium expired on July 23, 2004.**

Additionally, the Lowry Hill East Rezoning Study was tabled indefinitely in the August 12, 2004 CPC Committee of the Whole meeting. The request was made on behalf of the Lowry Hill East neighborhood and supported by the Planning Commission.

I will be contacting Cheri Bootes to remove any related flags from the affected properties.

# 2014 Examination of Building History

- ▲ Built as 1-2 units, Currently 1-2 units, & Zoned denser than R2B (74)
- Built as 1-2 units, Currently 3-4 units (62)
- Built as 1-2 units, Currently 5 or more units (27)

Originally Built as 4 or more units

- Built before 1950 (56)
- Built after 1950 (47)

Current Zoning Districts

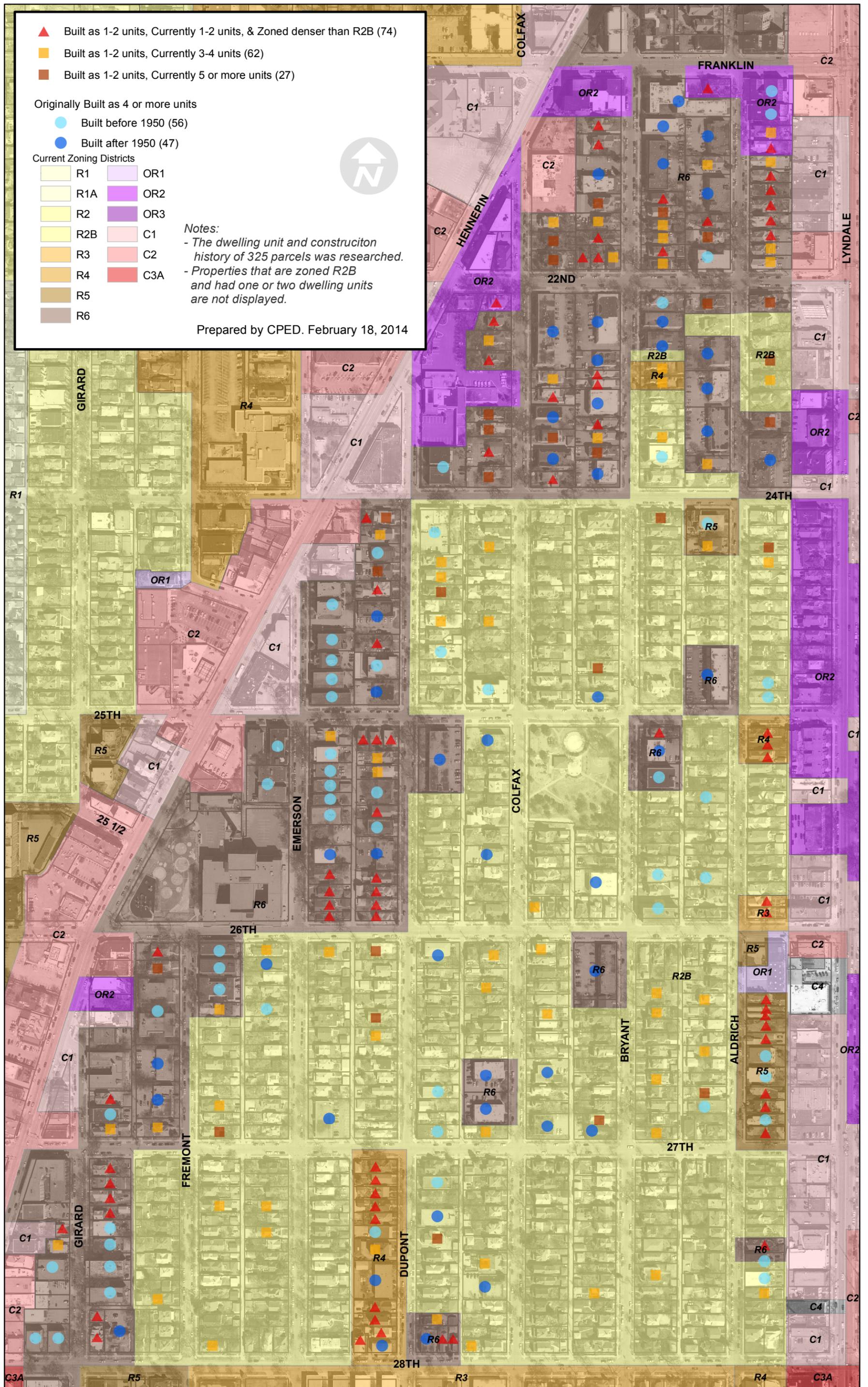
- |   |   |
|---|---|
| <span style="background-color: #ffffcc;">■</span> R1  | <span style="background-color: #e6e6fa;">■</span> OR1 |
| <span style="background-color: #ffffcc;">■</span> R1A | <span style="background-color: #cc00ff;">■</span> OR2 |
| <span style="background-color: #ffffcc;">■</span> R2  | <span style="background-color: #800080;">■</span> OR3 |
| <span style="background-color: #ffffcc;">■</span> R2B | <span style="background-color: #ffcccc;">■</span> C1  |
| <span style="background-color: #ffcc99;">■</span> R3  | <span style="background-color: #ff9999;">■</span> C2  |
| <span style="background-color: #ffcc99;">■</span> R4  | <span style="background-color: #ff6666;">■</span> C3A |
| <span style="background-color: #cc9966;">■</span> R5  |   |
| <span style="background-color: #996666;">■</span> R6  |   |



Notes:

- The dwelling unit and construction history of 325 parcels was researched.
- Properties that are zoned R2B and had one or two dwelling units are not displayed.

Prepared by CPED. February 18, 2014



**Original and Current Building Use**  
**Building Originally Building as 1 or 2 Units**

- ▲ Currently 1-2 Units, & Zoned Above R2B
- ▲ Currently 3-4 Units
- ▲ Currently 5 or more units

**Building Originally Built as 4 or more units**

- Built before 1950
- Built after 1950
- # Number of units in building

**Current Zoning District**

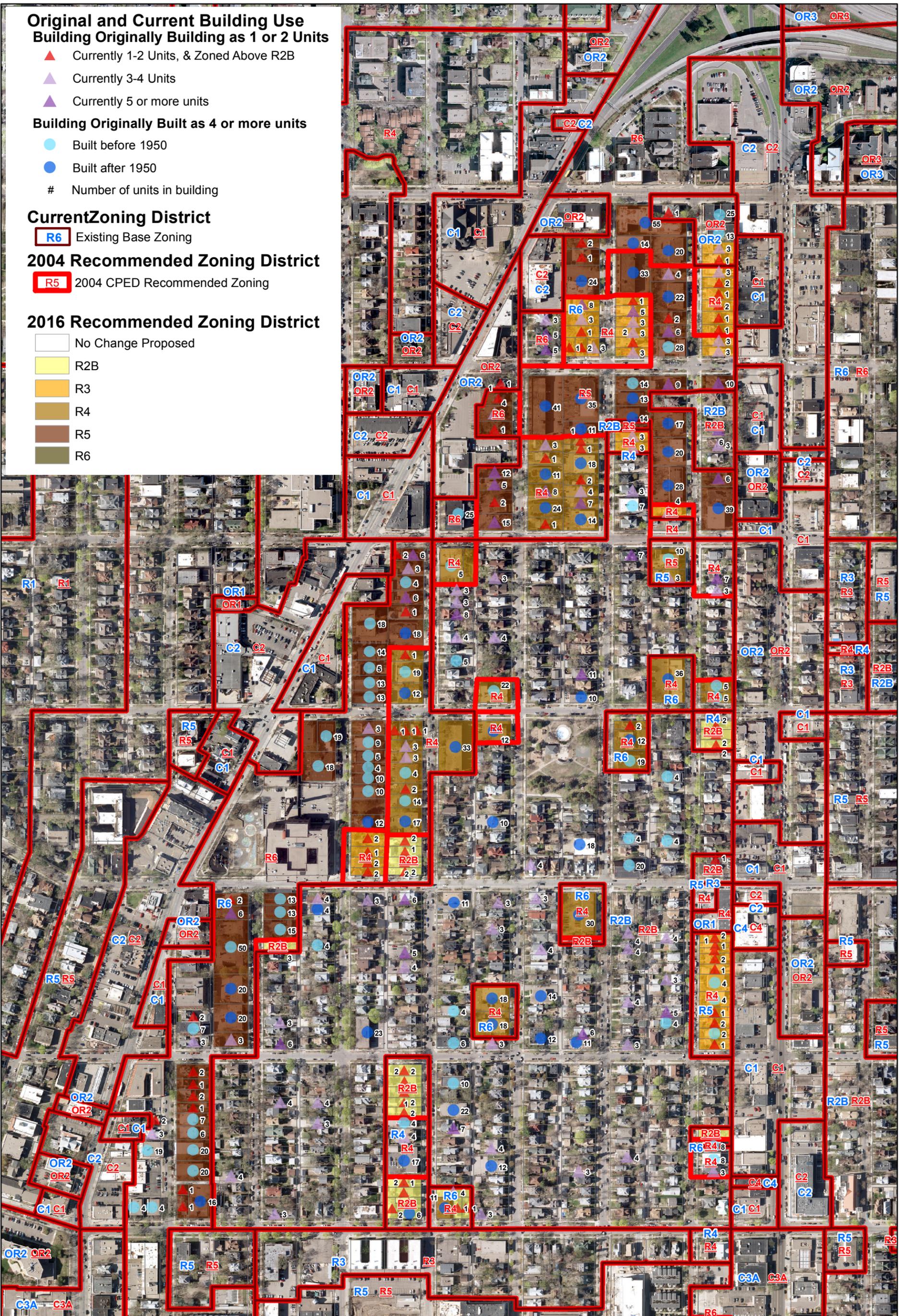
**R6** Existing Base Zoning

**2004 Recommended Zoning District**

**R5** 2004 CPED Recommended Zoning

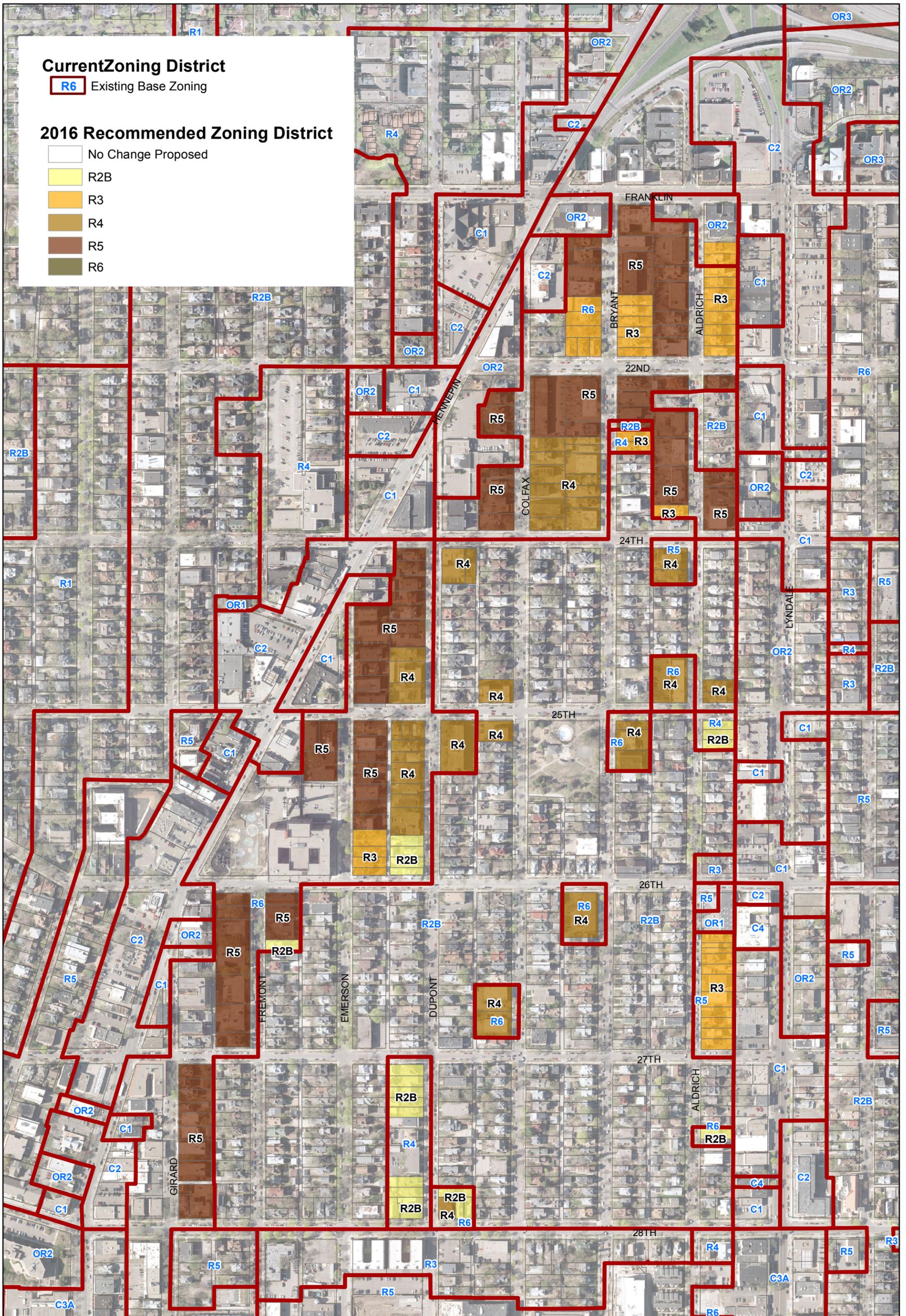
**2016 Recommended Zoning District**

- No Change Proposed
- R2B
- R3
- R4
- R5
- R6



**Lowry Hill East Rezoning Study:  
 Comparing Recommendations  
 August 4, 2016**





**Lowry Hill East Rezoning Study:  
 2016 Preliminary Draft Recommendations  
 August 4, 2016**