

Chapter 2: Corridor-Wide Land Use and Development

Introduction

The Penn Avenue Vision and Implementation Framework project explored future redevelopment opportunities and appropriate land use strategies for the Penn Avenue Corridor. The purpose was to work with the community to identify sites appropriate for redevelopment, establish the appropriate scale and character of development, and determine future land uses that support a vibrant community corridor and serve the needs of the surrounding neighborhoods. This study builds on the inventory and analysis of existing conditions along the corridor, which revealed potential opportunities for near and long-term redevelopment at many of the intersections along Penn Avenue. The Penn Avenue Inventory & Assessment work also included a precedent analysis of successful urban intersections in the Twin Cities metro area. This work yielded a set of common development characteristics and land uses that would serve as models for redevelopment on Penn Avenue. Key findings from these analyses, coupled with community input, provided the basis for future redevelopment opportunities and land use recommendations.

Community Input

The Penn Avenue Community Works project team worked with the neighborhoods along the Penn Avenue corridor to understand the needs and desires of the community. The community engagement effort, including neighborhood meetings and events, public open houses, field surveys, online surveys, and regular meetings with the Project Implementation Committee (PIC), resulted in several key findings that influenced redevelopment and land use concepts. They include:

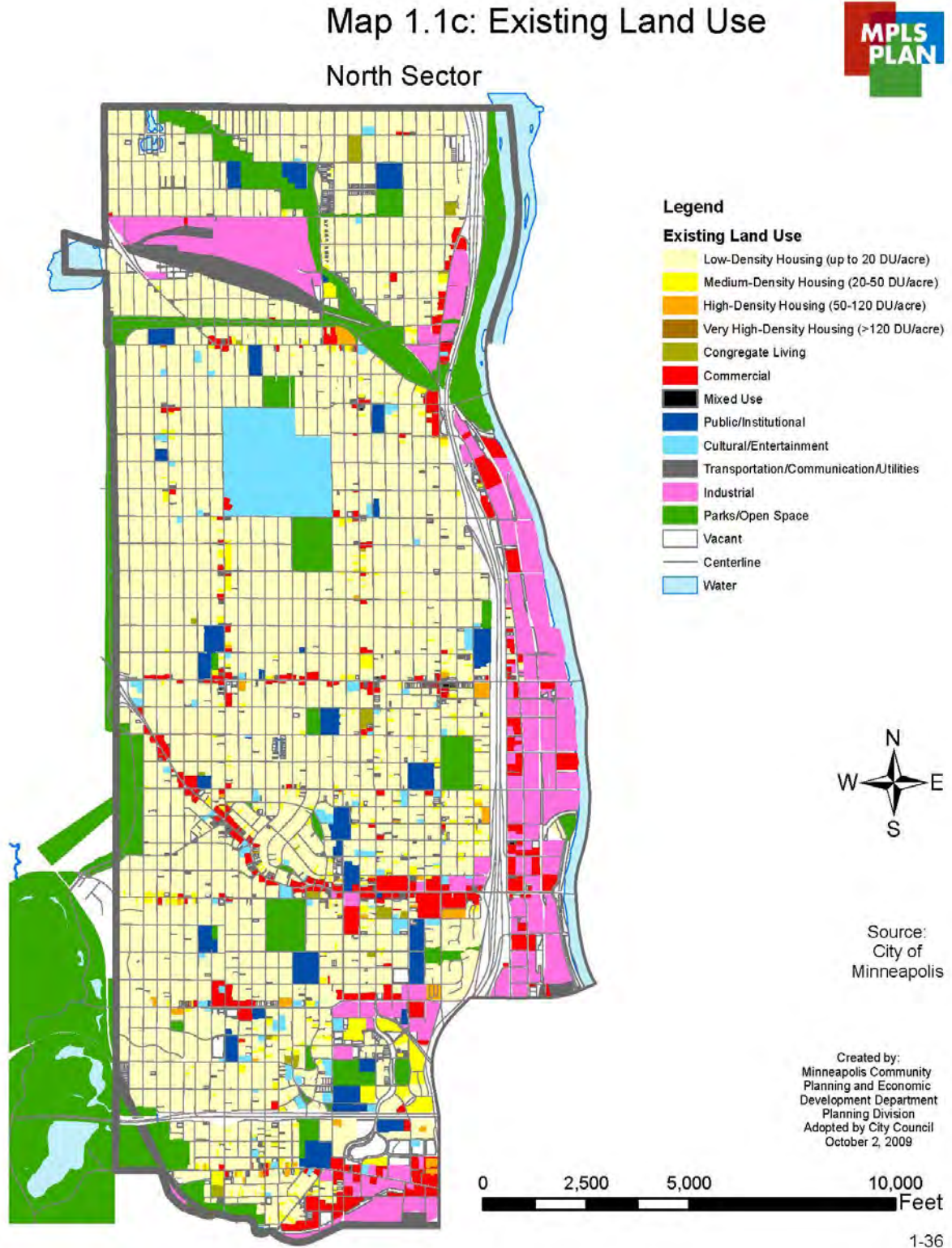
- » General community support for increased residential density and housing diversity (townhomes, apartments, co-housing, etc.).
- » Opportunities to add neighborhood goods and services.
- » Development of vacant and underutilized sites is important.
- » Development should generally be consistent with the *Minneapolis Plan for Sustainable Growth*
- » At key intersections, include a mix of land uses that offer neighborhood serving businesses, shops and services
- » Ground level building uses at intersections should be active – restaurants, shops, services.
- » Neighborhood Commercial Node development should be compact and multi-storied.
- » Redevelopment at intersections should be accompanied with amenity-rich streetscape design elements.
- » Consider infill of single-family residential buildings (attached or detached) on vacant properties in mid-block locations.
- » Transit investments can help support greater housing density and attract redevelopment interest at intersections where stations are planned.

- » Consider placemaking opportunities through redevelopment – public art, plazas and green spaces.

Existing Land Use

Changes to the existing land use plan in the City of Minneapolis Comprehensive Plan are recommended in this study. Those changes are discussed in more detail throughout this chapter. For reference, the current land use plan for the north sector of Minneapolis is included on the following page.

Figure 2.1 - Existing Land Use, North Sector – Minneapolis Comprehensive Plan



Future Land Use

The Penn Avenue Vision and Implementation Framework offers a Future Land Use map that is compatible with the City's comprehensive plan map. The existing land use map for the North Sector is represented in Figure 2.1. Figures 2.2 through 2.7 illustrate the proposed future land use map in a comprehensive plan format, parcel-based corridor-wide formats, and parcel-based intersection detail format for two intersections proposed to be designated Neighborhood Commercial Node. This plan recommends retention of all existing land uses in the corridor with the following exceptions:

1. Add Mixed-Use and Neighborhood Commercial Node Designations at Glenwood Avenue and Penn Avenue

The community and surrounding neighborhoods expressed a desire for higher density (2 - 4 stories) mixed-use redevelopment at this intersection in conjunction with redevelopment of vacant and underutilized sites, particularly the existing convenience store site. Land uses preferred by the community included residential and ground level retail with neighborhood-serving businesses. This intersection fits the Neighborhood Commercial Node criteria, including two of the intersection's four corners zoned as Neighborhood Commercial (C1) and one corner contains high density residential with affordable housing; commercial sites in the vicinity are focused at this intersection; node is located at the intersection of two Community Corridors (Penn and Glenwood); and the sites and uses will be more pedestrian-oriented than auto-oriented.

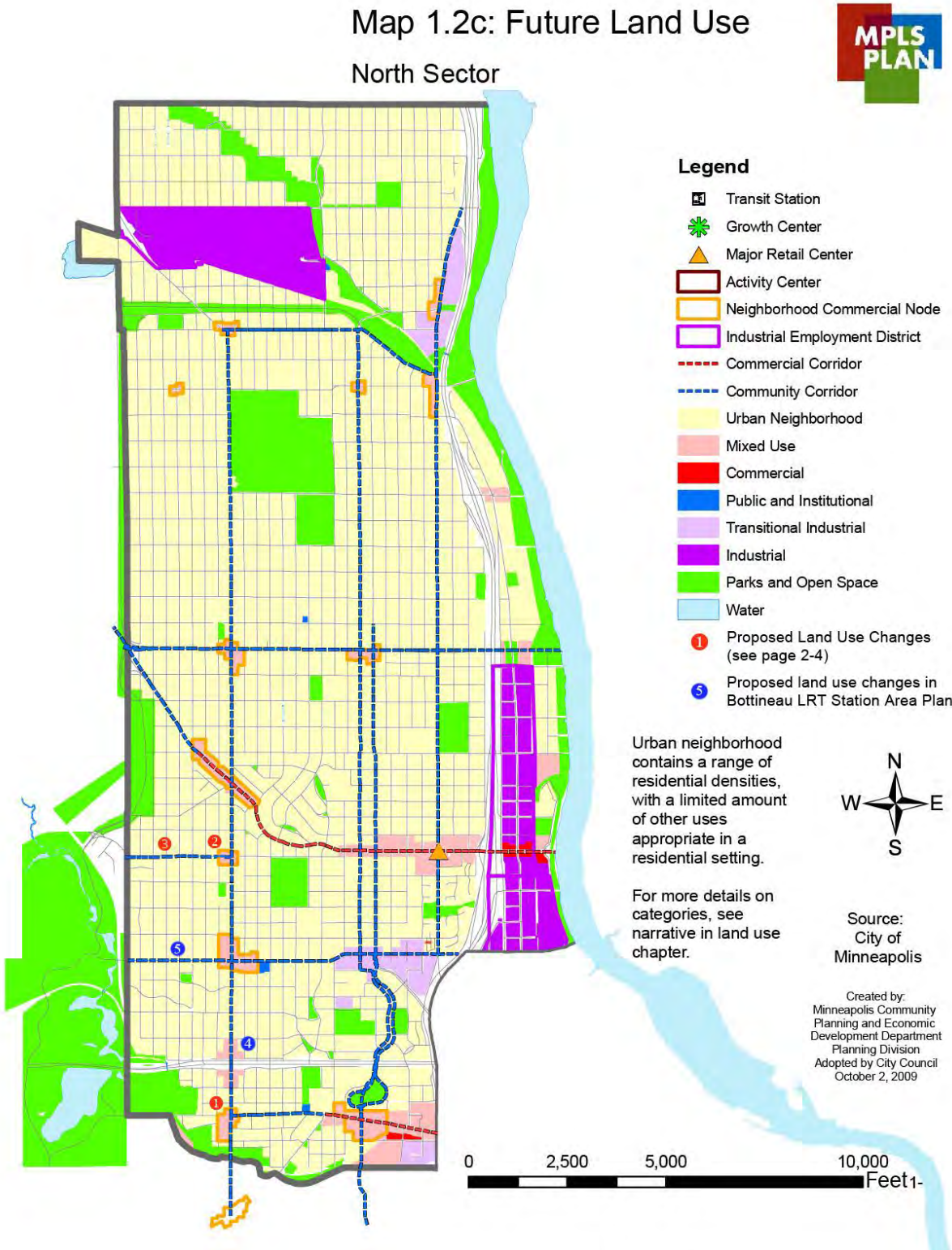
2. Add Mixed-Use and Neighborhood Commercial Node Designations at Golden Valley Road and Penn Avenue

The community and surrounding neighborhoods expressed a desire for higher density (2 - 4 stories) mixed-use redevelopment at this intersection in conjunction with redevelopment of vacant and underutilized sites. Land uses suggested by the community included residential and ground level, neighborhood-serving retail. The building scale and mix of uses associated with the Commons at Penn Avenue (under construction) are consistent with these goals. In addition, this intersection fits the Neighborhood Commercial Node criteria, including all four corners of the intersection zoned as either Neighborhood Commercial (C1) or Neighborhood Office Residential (OR1); commercial sites in the vicinity are concentrated at this intersection; node is located at the intersection of two Community Corridors (Penn and Golden Valley Road, which is currently recommended as a Community Corridor, see below); and the sites and uses located here, including the Commons at Penn mixed-use building, will be more pedestrian-oriented than auto-oriented.

3. Add Community Corridor Designation for Golden Valley Road from Penn Avenue west to the City limits

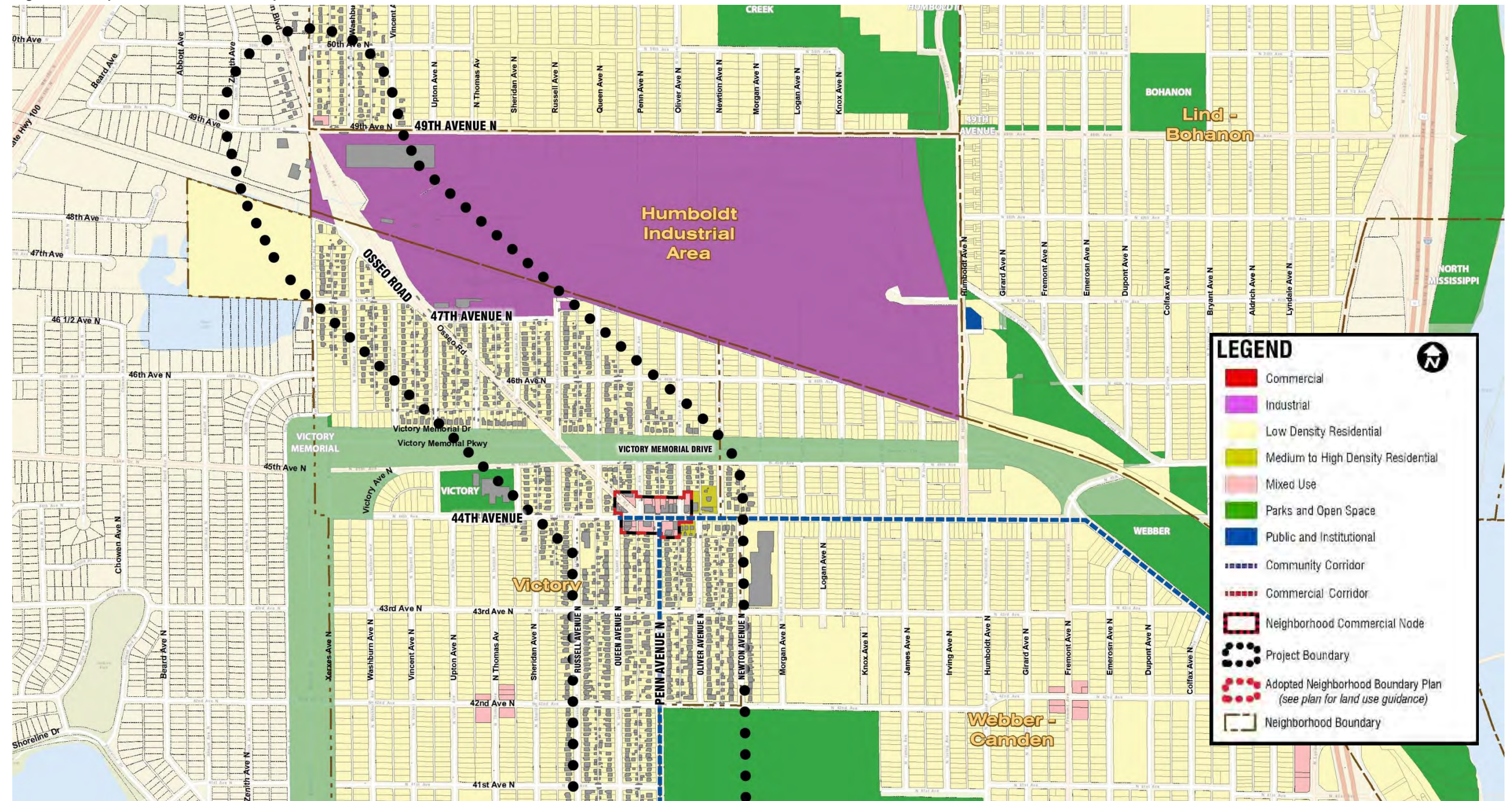
Golden Valley Road fits the criteria for the Community Corridors designation in the *Minneapolis Plan for Sustainable Growth*. Serving as the western extension of West Broadway Avenue and a former streetcar route, Golden Valley Road is a minor arterial roadway that provides a connection between neighborhoods; access to North High School, North Commons Park, and Theodore Wirth Park; bus service; and is primarily residential with neighborhood-serving businesses at intersections. This recommendation aligns with the Bottineau LRT Station Area Plan's recommendation for designating Golden Valley Road as a Community Corridor west of Penn Avenue.

Figure 2.2 - Proposed Future Land Use, North Sector – Minneapolis Comprehensive Plan



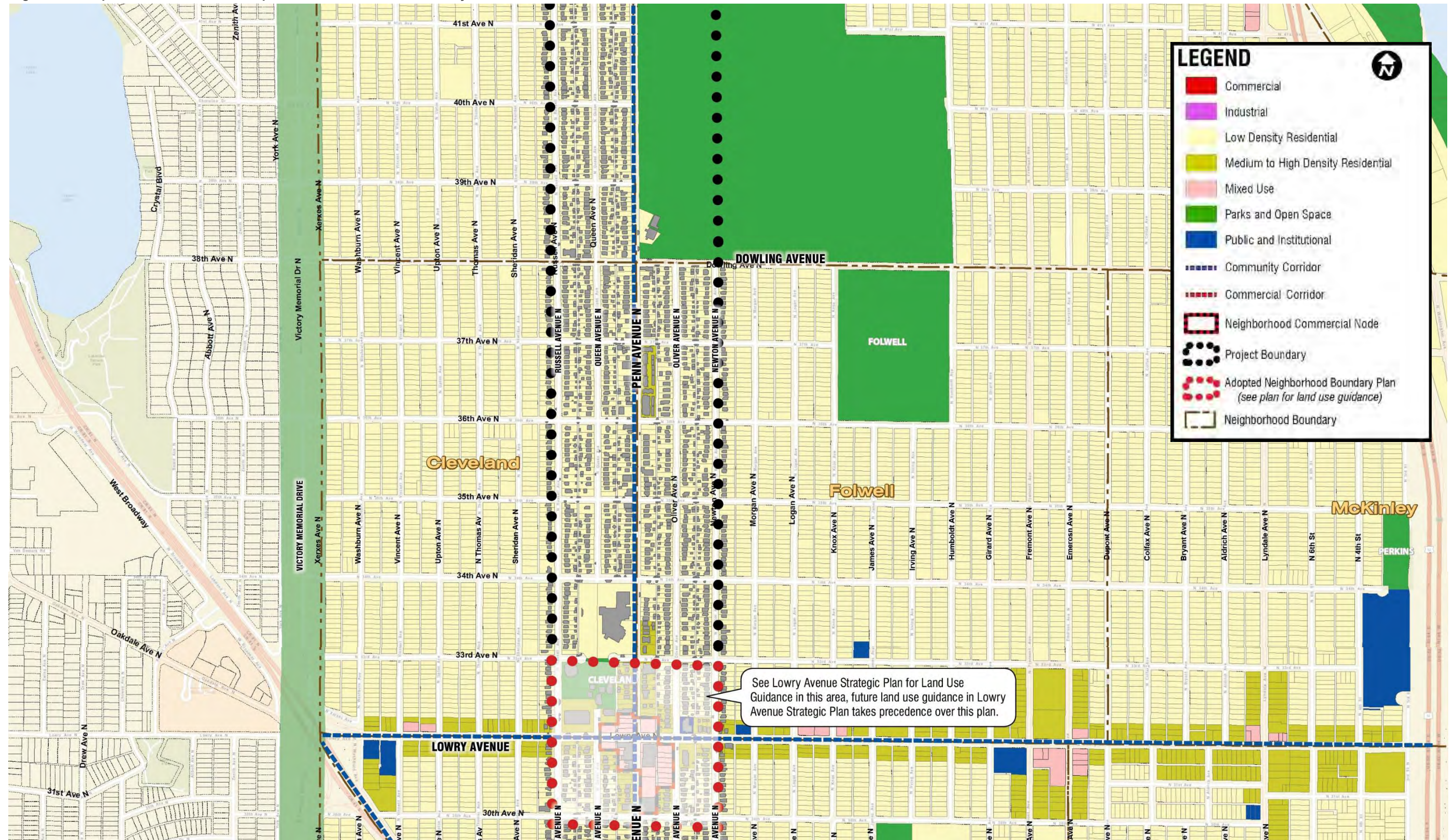
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Figure 2.3 - Proposed Future Land Use Map, North Sector – 49th Ave to 41st Ave



Note: Land use guidance proposed within project boundary only.

Figure 2.4 - Proposed Future Land Use Map, North Sector – 41st Ave to Lowry Ave



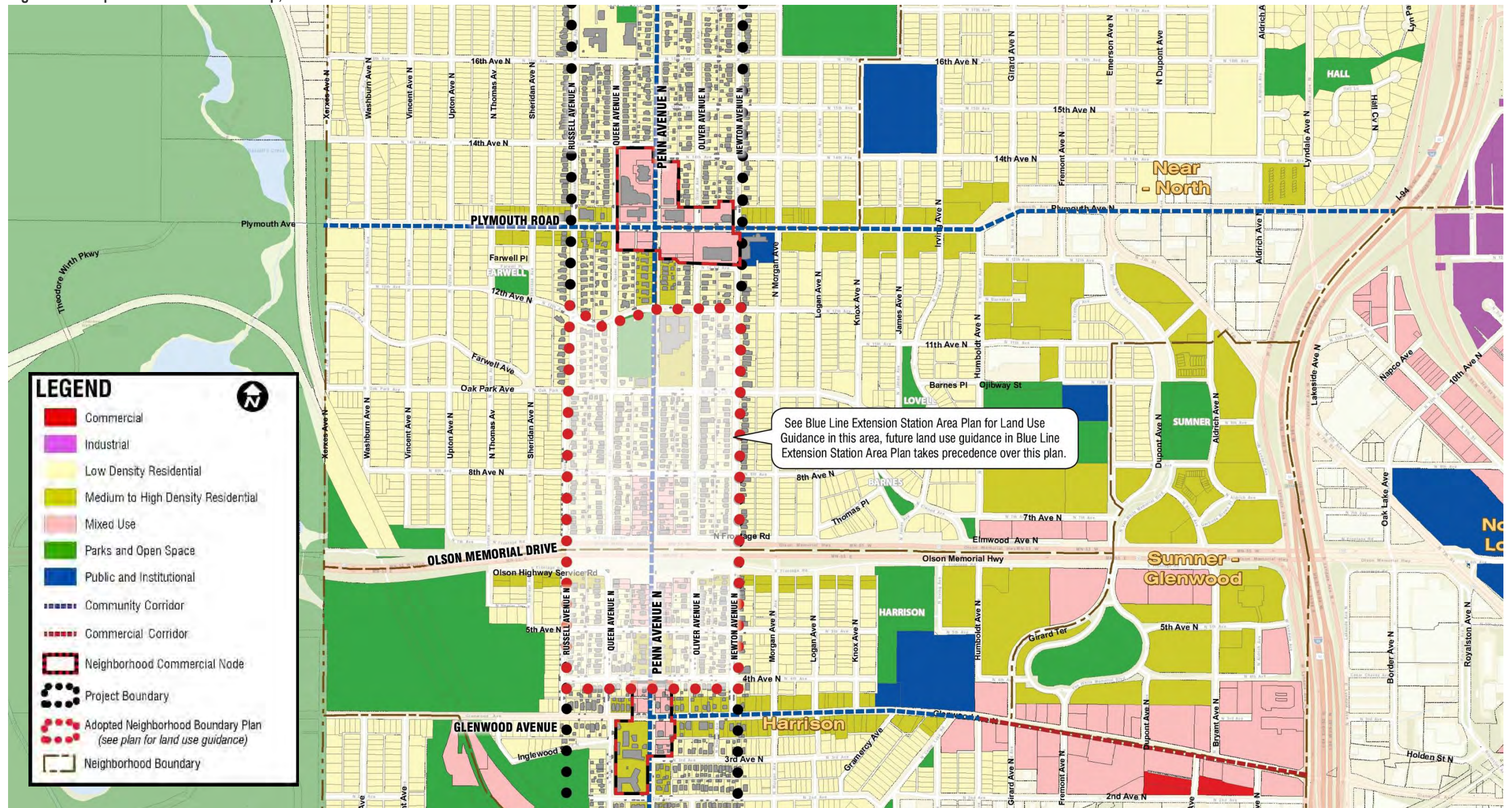
Note: Land use guidance proposed within project boundary only.

Figure 2.5- Proposed Future Land Use Map, North Sector – 30th Ave to 16th Ave



Note: Land use guidance proposed within project boundary only.

Figure 2.6 - Proposed Future Land Use Map, North Sector – 16th Ave to 2nd Ave



Note: Land use guidance proposed within project boundary only.

Figure 2.7 - Proposed Future Land Use Map, North Sector – 2nd Ave to I-394



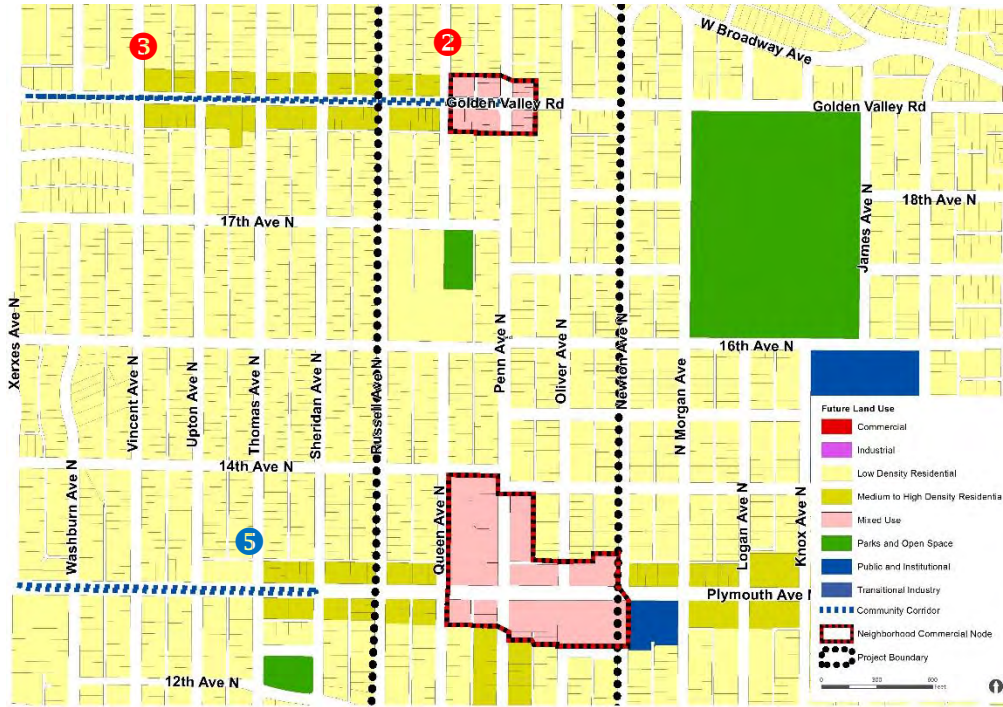
Note: Land use guidance proposed within project boundary only.

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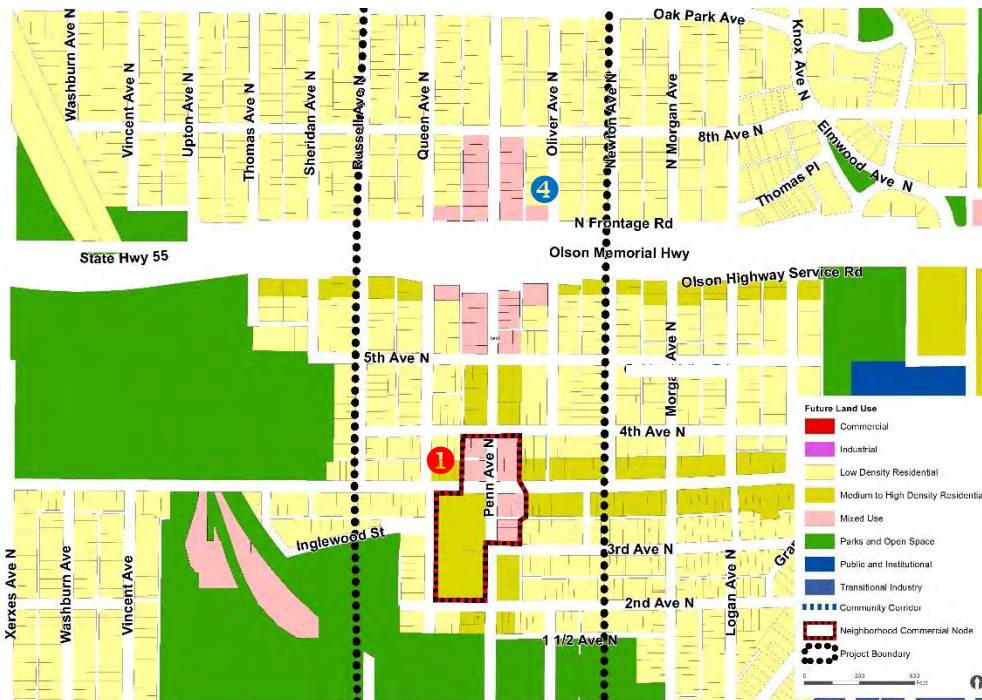
Proposed Future Land Use

These two maps show proposed changes to the City of Minneapolis Future Land Use Plan map within the Penn Avenue Corridor study area for Golden Valley Road, and Glenwood Avenue.

Figure 2.8 – Proposed Future Land Use – Intersection Detail



Penn Avenue and Golden Valley Road Proposed Future Land Use (see page 2-4 and 2-5 for full details)



Penn Avenue and Glenwood Avenue/Highway 55 Proposed Future Land Use (see page 2-4 and 2-5 for full details)

Development Intensity

Additional and intensified development along Penn Avenue is critical to the street's livelihood and the surrounding neighborhoods it serves. Development intensity entails a greater mix of uses and/or increased scale of development, e.g. multi-story buildings. Historically, Penn Avenue has been primarily a residential corridor with mixed-use intersections that offered neighborhood-serving businesses. Therefore, development intensity should continue to be concentrated at intersections currently identified as Neighborhood Commercial Nodes along the corridor. These intersections include Cedar Lake Road, Plymouth Avenue, West Broadway Avenue, Lowry Avenue and 44th Avenue. Increased development intensity also should be considered at Glenwood Avenue, Olson Memorial Highway (Highway 55), and Golden Valley Road.

New medium to high density housing, mixed-use, and commercial development at vacant, underutilized, or boarded sites at these intersections will enhance the vitality of the corridor for existing residents as well as attract new residents and businesses. Experience has shown that criminal activity is deterred in active, well-populated areas; therefore, new homes and businesses at these intersections will contribute to a safer and more secure street.

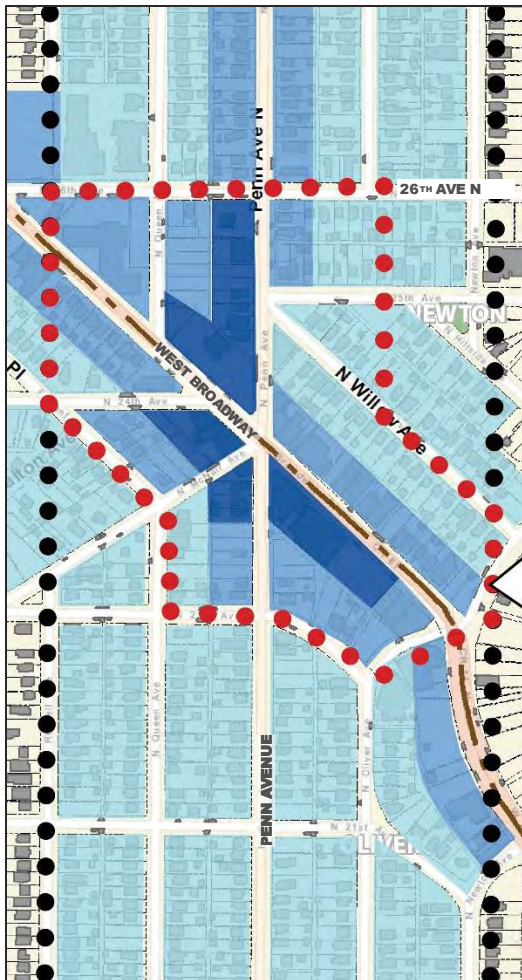
While increased development intensity at these intersections is supported by the community, new development should be sensitive to the surrounding context along the corridor and be supportive of community and neighborhood goals as voiced through the community engagement process conducted as a part of this planning process. The appropriate scale of development should be related to such factors as adjacent land uses and densities, building height, mass and character, the presence of transportation and transit facilities and the availability and size of potential development parcels. Development intensity guidelines are developed to apply to the future land use should changes occur through redevelopment.

The Development Intensity Maps (Figures 2.9 through 2.15) provide guidance for development intensity along the Penn Avenue corridor. These maps assign property in the Penn Avenue corridor – whether residential, commercial or mixed-use – to one of three development intensity districts:

- » The **Transit Scale** district is designated at the proposed Bus Rapid Transit (BRT) stations at major intersections and supports the highest density development. These intersections include Olson Memorial Highway/Hwy 55, West Broadway Avenue, and Lowry Avenue. Appropriate building types are 3 to 5 stories (except at West Broadway, where buildings can exceed five stories) of residential apartments, both rental and for-sale, which may also include commercial businesses on the ground floor.
- » The **Urban Scale** district is designated for medium density development. Urban Scale intersections include 44th Avenue, Downing Avenue, Glenwood Avenue, Golden Valley Road, Plymouth Avenue, and Cedar Lake Road. Appropriate building types are 2 to 4 stories of residential apartments, both rental and for-sale, and rowhouses/townhouses. Small apartment buildings may also include commercial businesses on the ground floor.
- » The **Neighborhood Scale** district is designated for primarily low density development types that are more compatible with the scale and character of the surrounding residential neighborhoods. Appropriate residential development types are 1 to 3 stories, including single-family houses, rowhouses/townhouses, and small apartment buildings.

For the West Broadway Avenue intersection, the proposed development intensities differ from the development intensities map in the 2008 West Broadway Alive Plan because the planned Penn Avenue BRT line and stations were not considered in that earlier, 2008 plan. The presence of BRT means the transit scale area at this intersection can be expanded, so the proposal in this plan is to expand the transit scale area to include the two southwest block corners and an area north of West Broadway along the west side of Penn Avenue. The West Broadway intersection allows five stories or greater for transit scale and three to five stories for urban scale. This building height allowance varies from the Penn Avenue Framework Plan building height and development intensity recommendations. While the Penn Avenue Framework designations are now the recommended category, at West Broadway the original building heights for those categories will remain. In addition, the urban scale area is also proposed for expansion within the 5 Points/Capri Theater block, the two southwest blocks, and north of West Broadway along the east side of Penn Avenue. A comparison of the Development Intensity map from the 2008 West Broadway Alive Plan with the Penn Avenue Corridor proposed Development Intensity map is shown below.

Penn Avenue Framework Plan (2015)

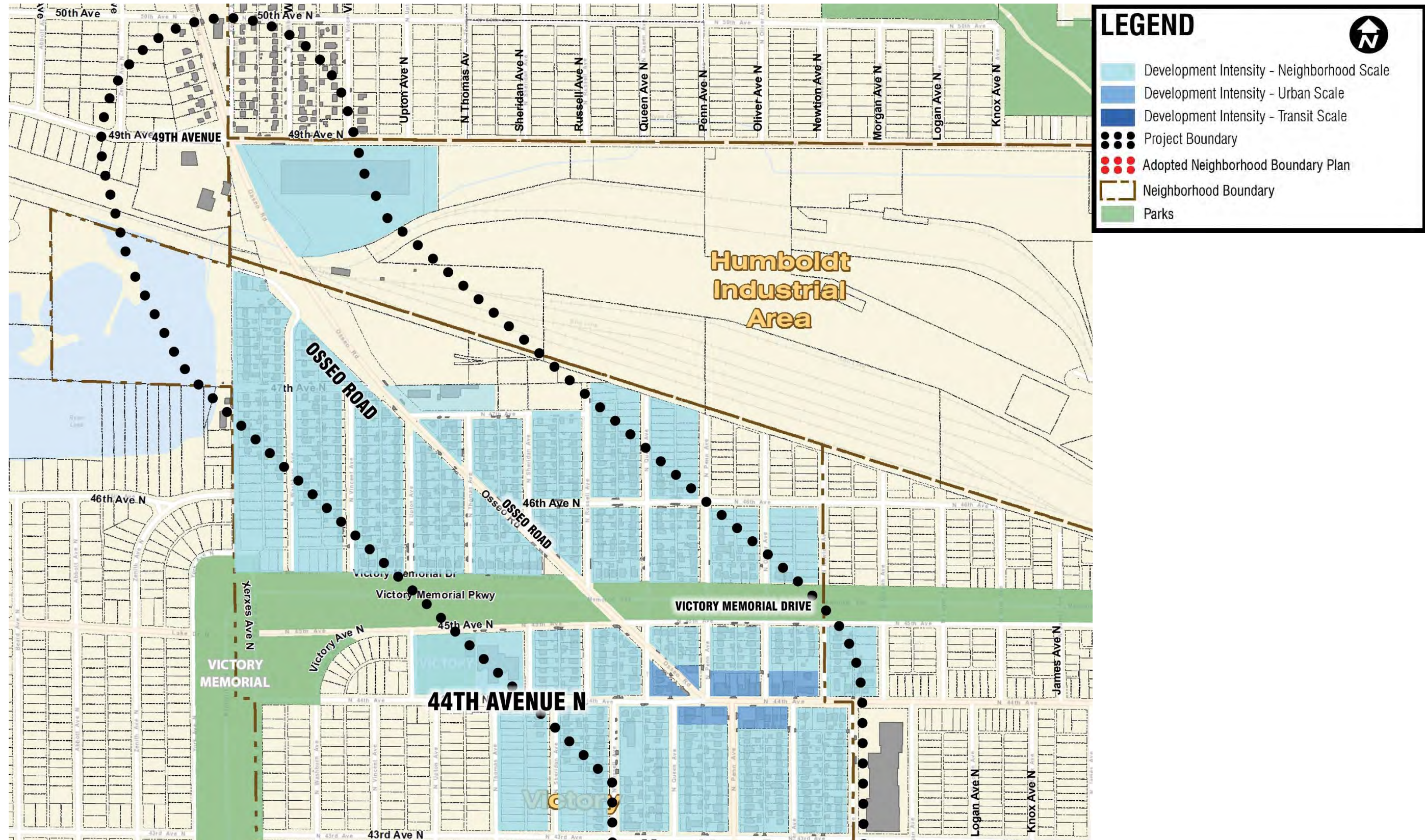


West Broadway Alive Plan (2008)



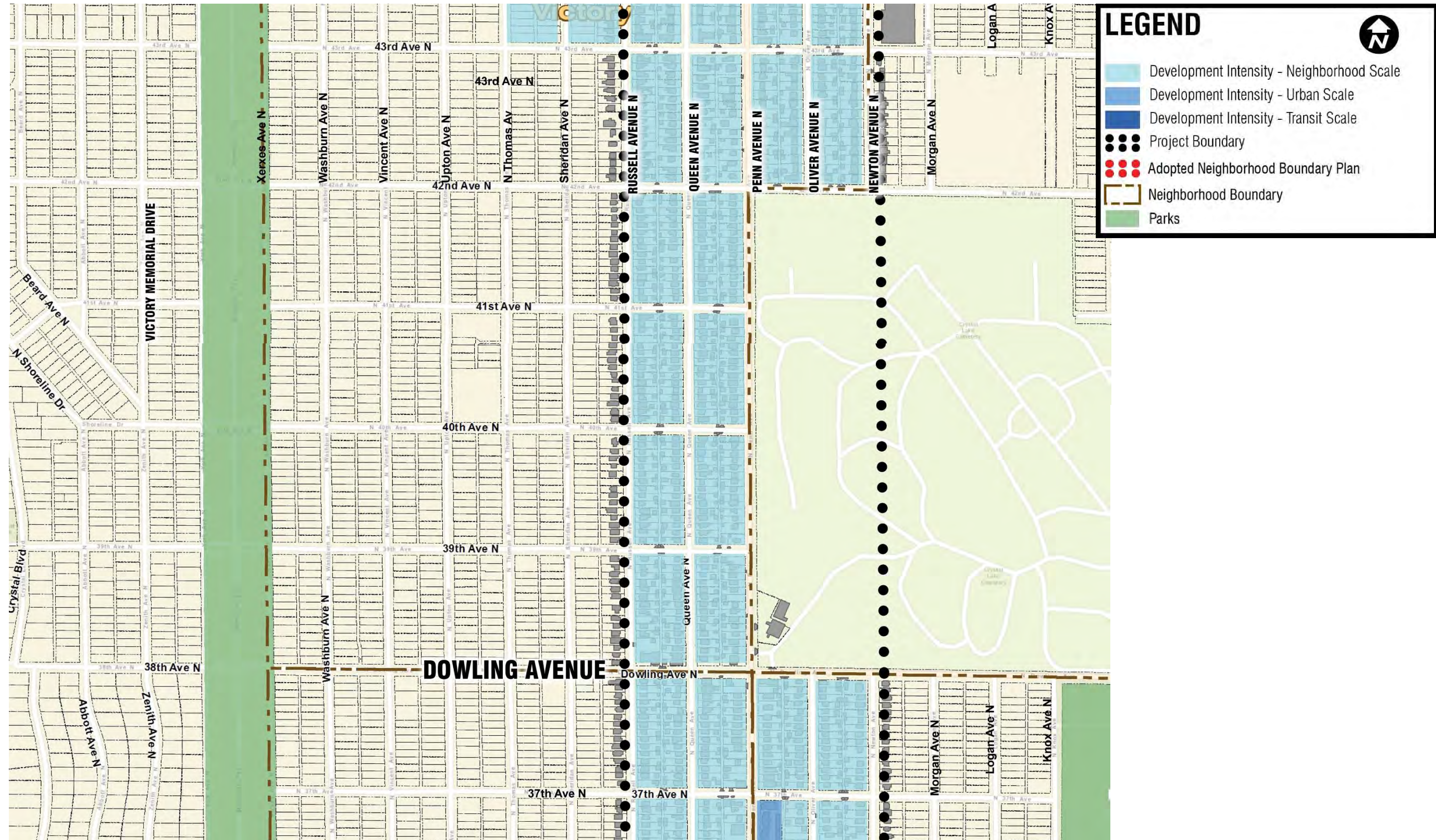
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Figure 2.9 – Development Intensity – 49th Ave to 44th Ave



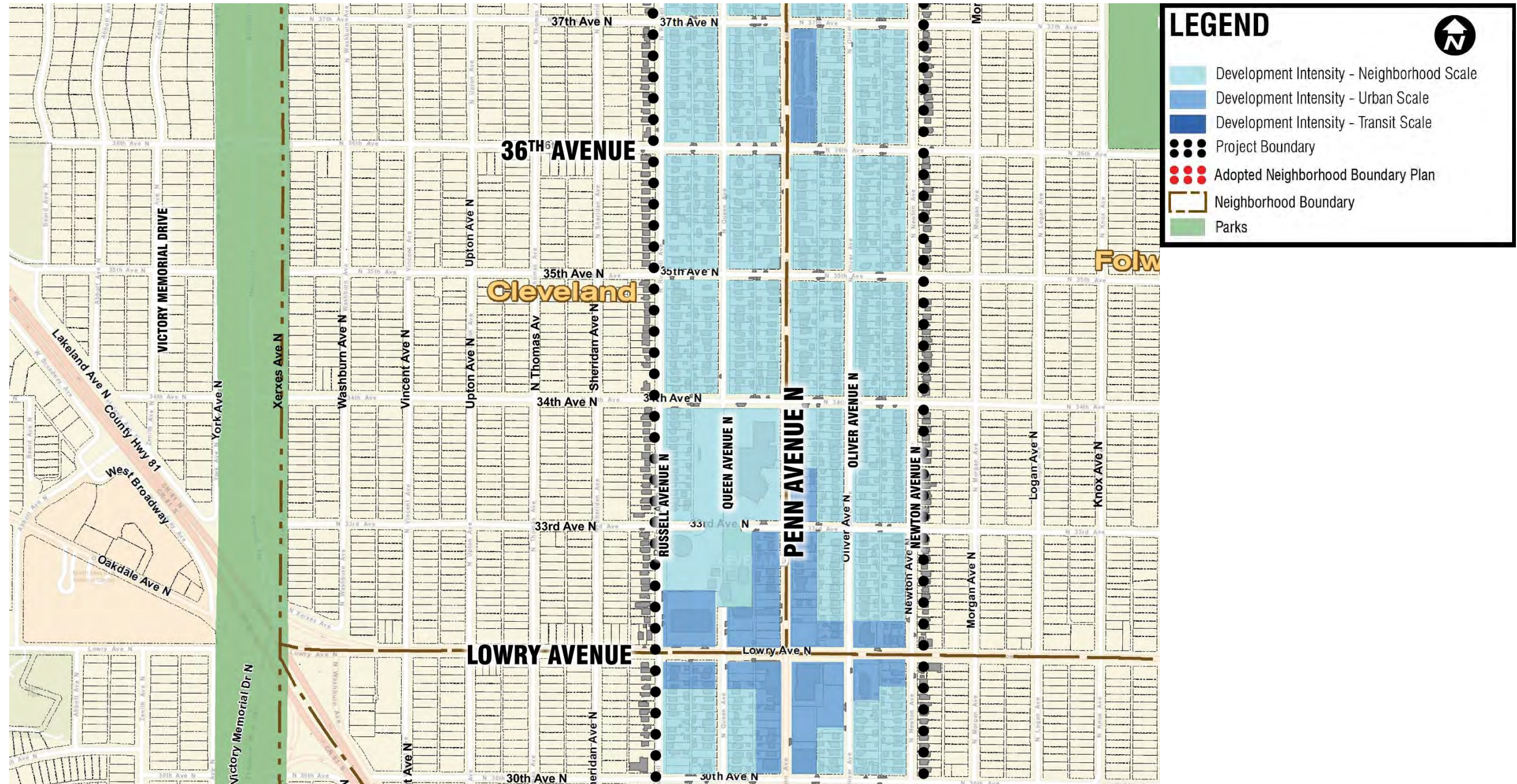
This map provides guidance for the development intensities within the project boundary only, including transit scale, urban scale, and neighborhood scale.

Figure 2.10 – Development Intensity – 43rd Ave to 37th Ave



This map provides guidance for the development intensities within the project boundary only, including transit scale, urban scale, and neighborhood scale.

Figure 2.11 – Development Intensity – 37th Ave to 30th Ave



This map provides guidance for the development intensities within the project boundary only, including transit scale, urban scale, and neighborhood scale.
Notes:

1. Lowry Avenue intersection is also guided by the Lowry Avenue Strategic Plan (2010).

Figure 2.12 – Development Intensity – 30th Ave to 23rd Ave

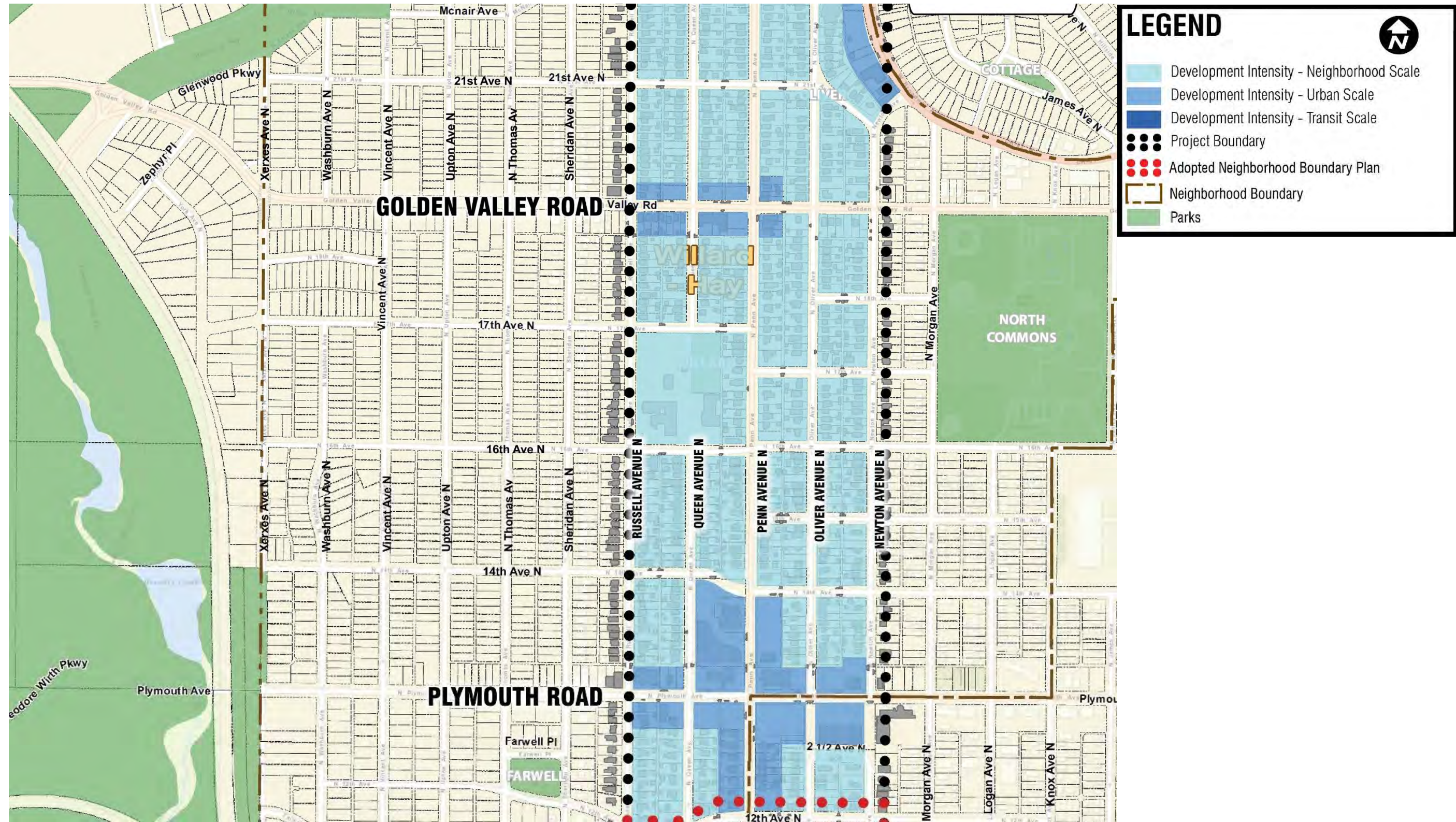


This map provides guidance for the development intensities within the project boundary only, including transit scale, urban scale, and neighborhood scale.

Notes:

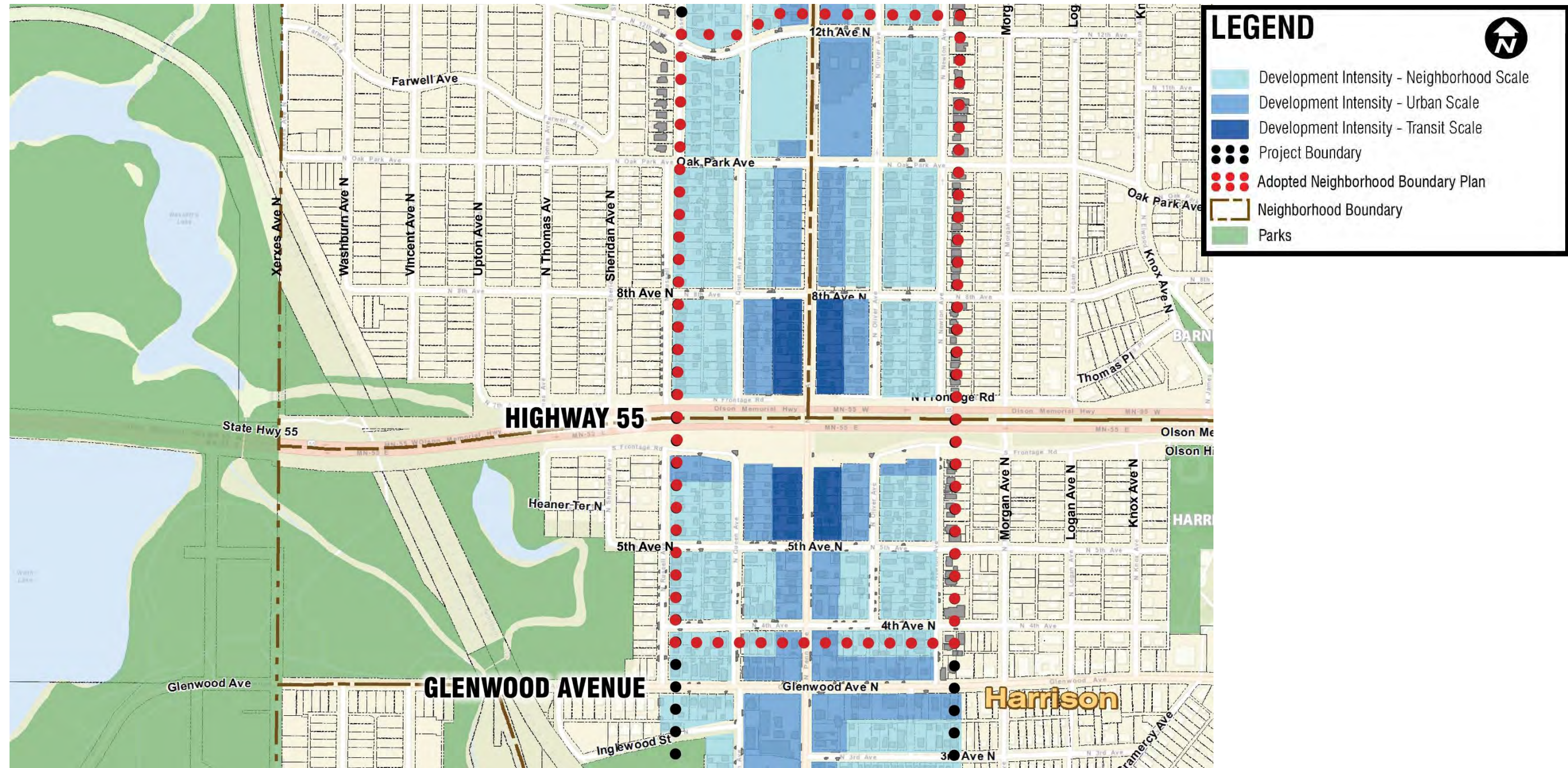
1. West Broadway Avenue intersection is also guided the West Broadway Alive Plan (2008).
2. This map proposes development intensities for the West Broadway Avenue intersection that differ from the development intensity map in the West Broadway Alive Plan (2008).
3. The definitions of Transit Scale differ between this Penn Avenue Corridor development intensity map and the West Broadway Alive Plan development intensity map in terms of appropriate building heights. For the Penn Avenue corridor, Transit Scale is defined as buildings of 3 to 5 stories in height, whereas, Transit Scale in the West Broadway Alive Plan is defined as apartment buildings of 3 to 5 stories as well as tall apartment buildings of 5+ stories with no building height limit.

Figure 2.13 – Development Intensity – McNair Ave to 12th Ave



This map provides guidance for the development intensities within the project boundary only, including transit scale, urban scale, and neighborhood scale.
 Notes: - The Plymouth Avenue intersection is also guided by the Metro Blue Line Extension Station Area Plans (2015).

Figure 2.14 – Development Intensity – 12th Ave to 3rd Ave.

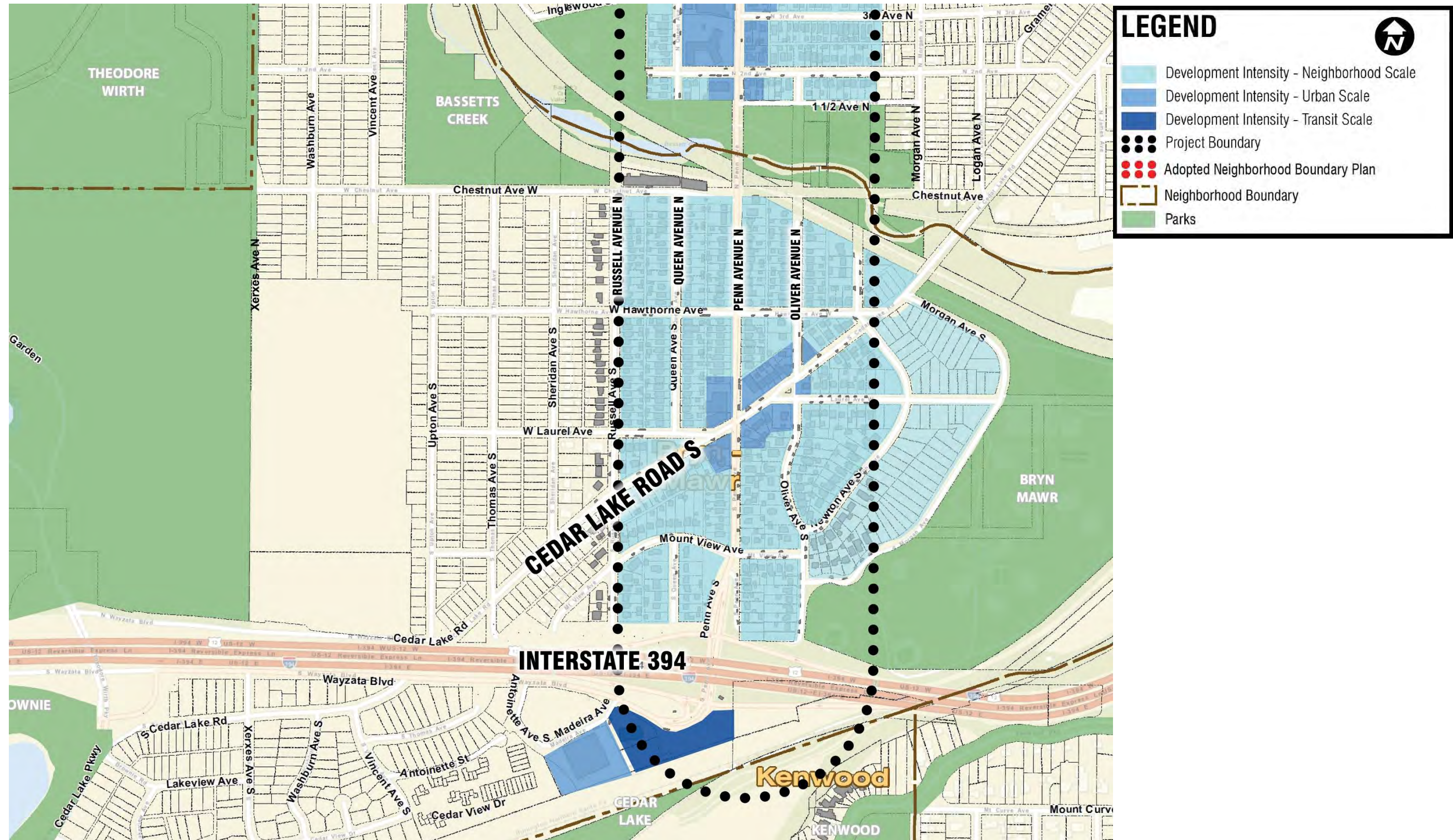


This map provides guidance for the development intensities within the project boundary only, including transit scale, urban scale, and neighborhood scale.

Notes:

1. The Highway 55 and Glenwood Avenue intersections are also guided by the Metro Blue Line Extension Station Area Plans (2015).

Figure 2.15 – Development Intensity – 3rd Ave to I-394



This map provides guidance for the development intensities within the project boundary only, including transit scale, urban scale, and neighborhood scale.

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Development Opportunities

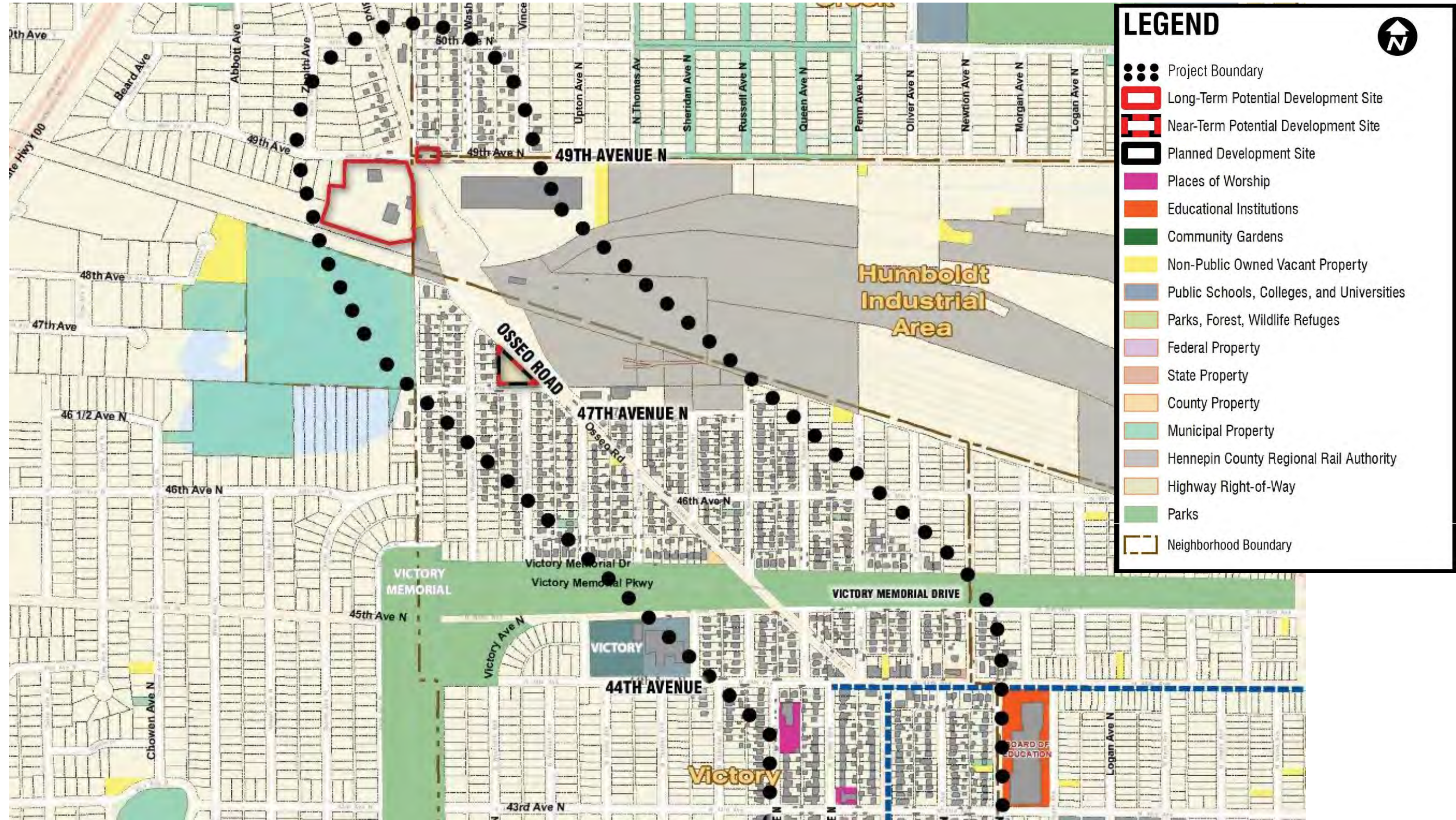
The Penn Avenue Inventory & Assessment included an inventory of property uses, conditions, values, and development potential. The Penn Avenue Vision and Implementation Framework project undertook an assessment of property in the Penn Avenue corridor to identify development opportunity sites, which consist of properties judged to be likely candidates for redevelopment. The criteria used to identify development opportunity sites included:

- » Property coverage
- » Property value per square foot
- » Ratio of land value to building value
- » Publicly owned vacant sites
- » Opportunity to bundle properties for significant redevelopment projects

A number of significant intersections along Penn Avenue include vacant and/or underutilized properties, presenting opportunities for redevelopment and revitalization of intersections that once offered important neighborhood businesses, shops and services. Additionally, small vacant lots mixed in with single family homes appear in several locations along the corridor. These vacant lots offer the opportunity to infill with context-sensitive attached or detached single family homes. A key development opportunity factor is vacant sites that are publicly owned, particularly by the County or City. In such cases, the hurdle of acquiring private property for redevelopment purposes is removed. These properties were identified and vetted with the community to establish consensus around sites most opportune for redevelopment in the corridor. Identified opportunity sites appear in the Development Opportunities maps (Figures 2.17 through 2.23).

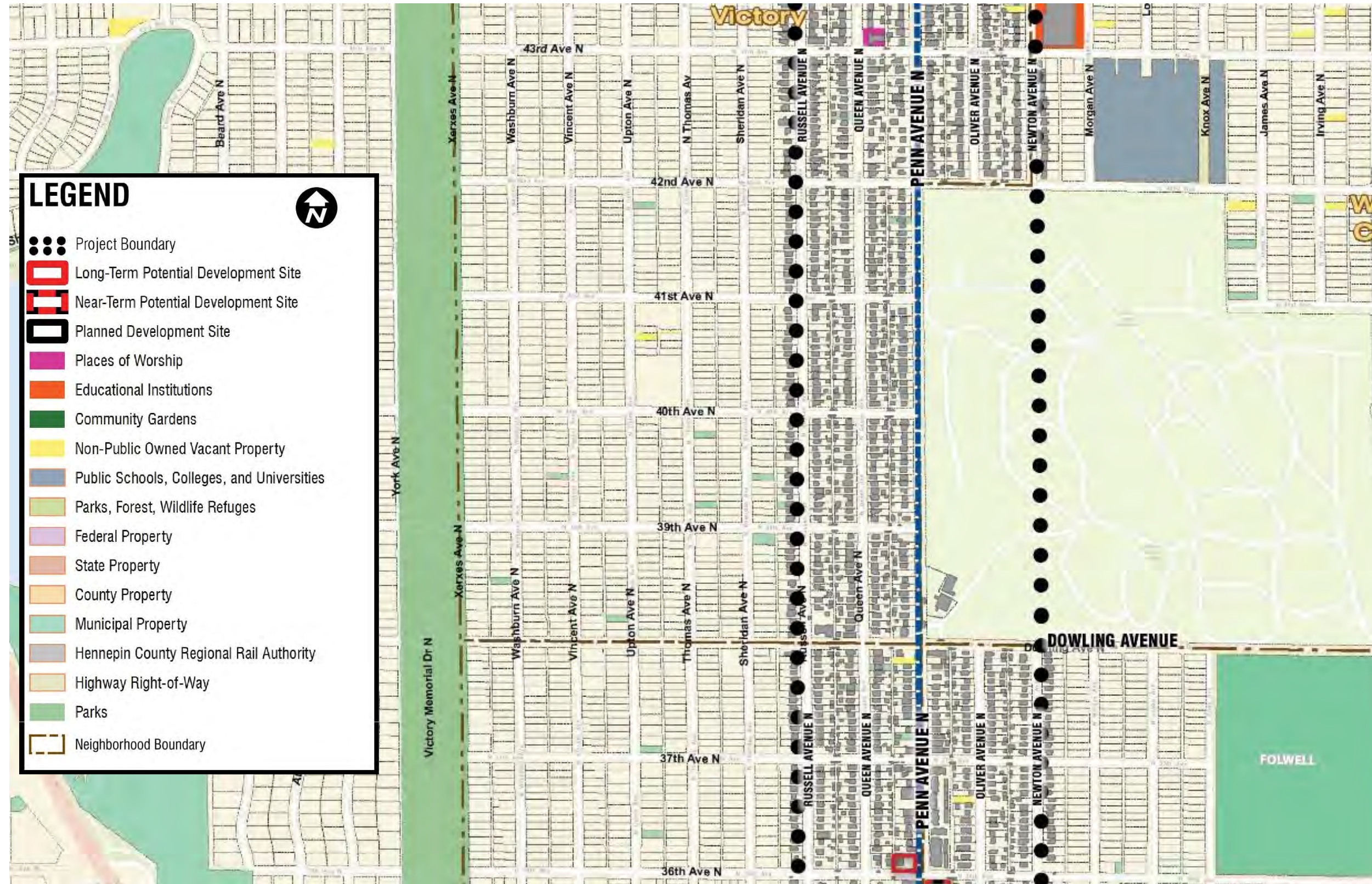
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Figure 2.17 – Development Opportunities – 49th Ave to 43rd Ave



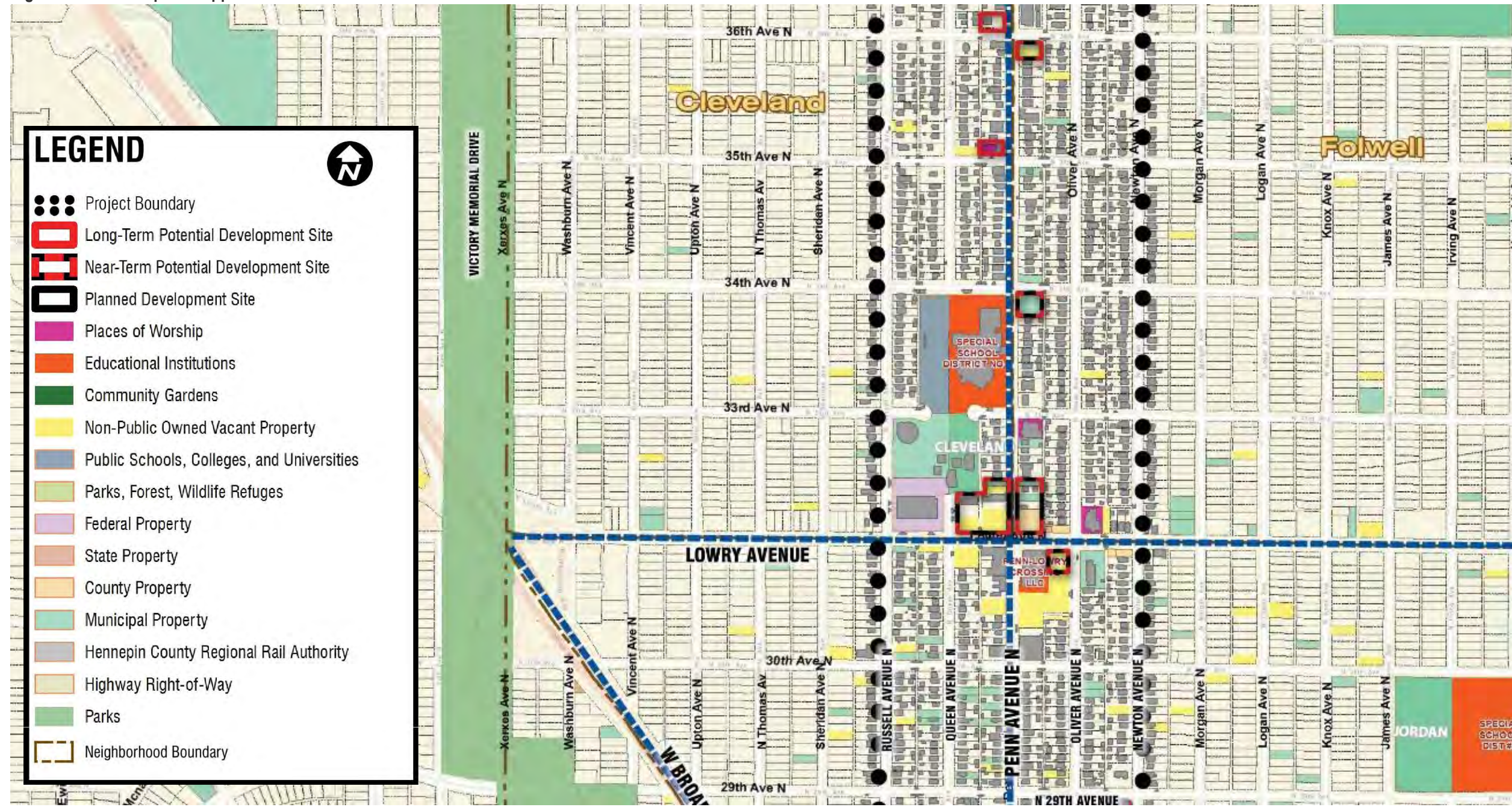
This map identifies development opportunity sites within the project boundary only and designates them as either planned development sites, near-term potential development sites, or long-term potential development sites.

Figure 2.18 – Development Opportunities – 43rd Ave to 36th Ave



This map identifies development opportunity sites within the project boundary only and designates them as either planned development sites, near-term potential development sites, or long-term potential development sites.

Figure 2.19 – Development Opportunities – 36th Ave to 29th Ave

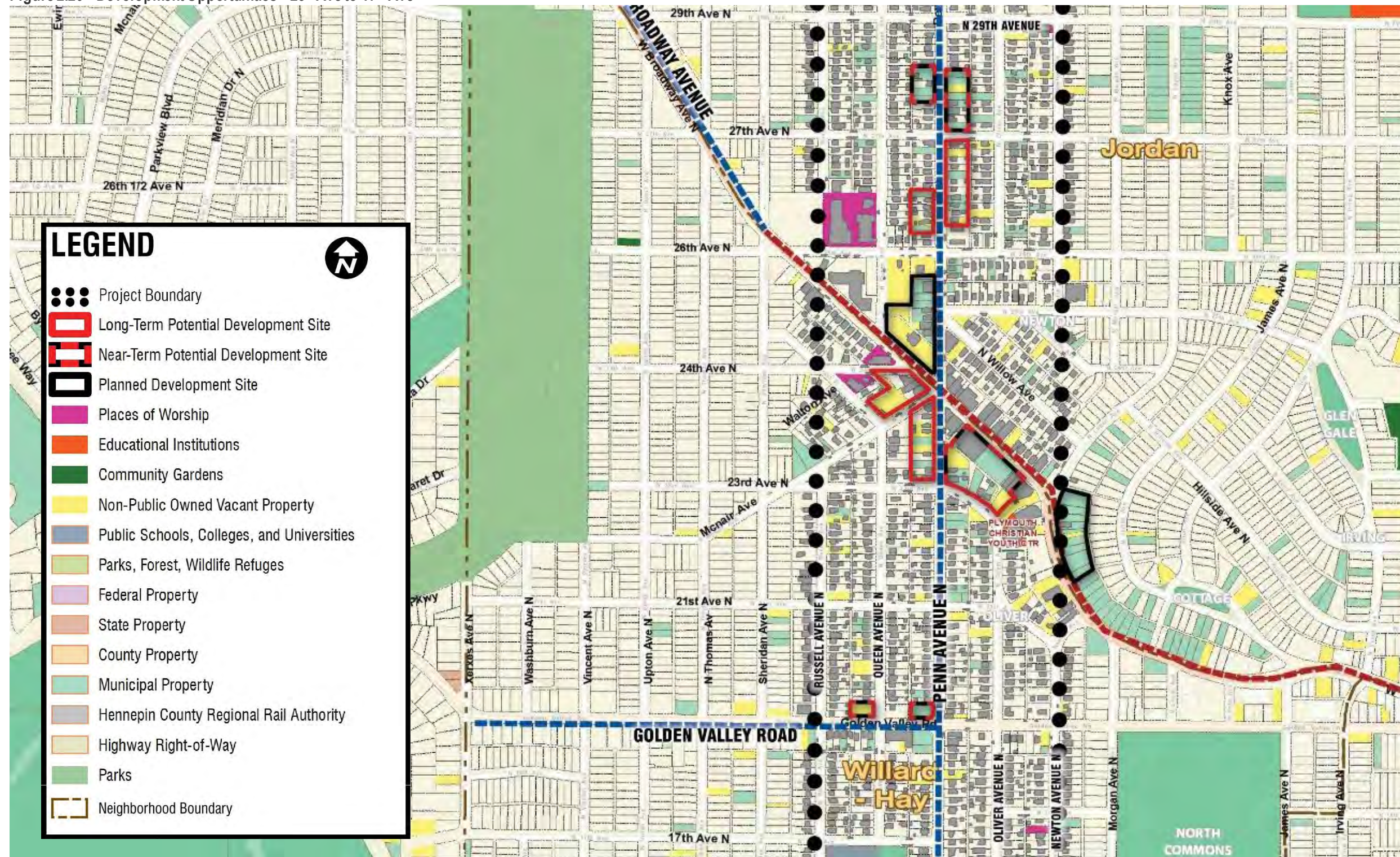


This map identifies development opportunity sites within the project boundary only and designates them as either planned development sites, near-term potential development sites, or long-term potential development sites.

Notes:

- Lowry Avenue intersection is also guided by the Lowry Avenue Strategic Plan (2010).

Figure 2.20 – Development Opportunities – 29th Ave to 17th Ave

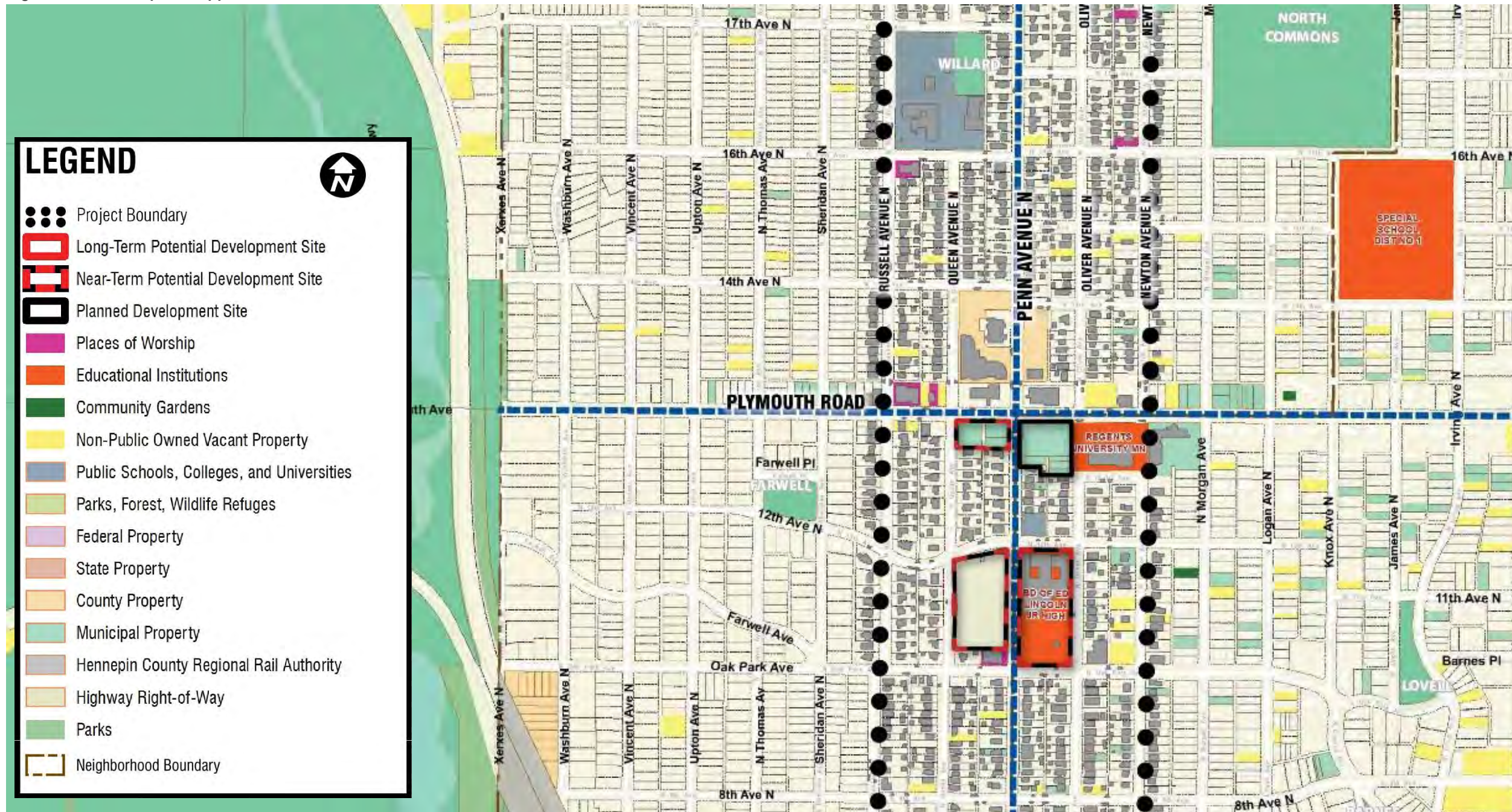


This map identifies development opportunity sites within the project boundary only and designates them as either planned development sites, near-term potential development sites, or long-term potential development sites.

Notes:

- West Broadway Avenue intersection is also guided the West Broadway Alive Plan (2008).

Figure 2.21 – Development Opportunities – 17th Ave to 8th Ave



This map identifies development opportunity sites within the project boundary only and designates them as either planned development sites, near-term potential development sites, or long-term potential development sites.

Notes:

- The Plymouth Avenue intersection is also guided by the Metro Blue Line Extension Station Area Plans (2015).

Figure 2.22 – Development Opportunities – 8th Ave to Chestnut Ave.



This map identifies development opportunity sites within the project boundary only and designates them as either planned development sites, near-term potential development sites, or long-term potential development sites.

Notes:

1. The Highway 55 and Glenwood Avenue intersections are also guided by the Metro Blue Line Extension Station Area Plans (2015).

Figure 2.23 – Development Opportunities – 3rd Ave. to I-394



This map identifies development opportunity sites within the project boundary only and designates them as either planned development sites, near-term potential development sites, or long-term potential development sites.

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