

Community Planning and Economic Development -- Planning Division Report

Zoning Code Map Amendments Hiawatha LRT Neighborhood Station Area Rezoning Study *Franklin Avenue LRT Station Area*

Date: March 26th, 2007

Initiator of Amendment: Council Member Schiff

Date of Introduction at City Council: April 2nd, 2004

Wards: 2, 6, 9

Neighborhood Organizations:

- Ventura Village Neighborhood Association
- Seward Neighborhood Group

Planning Staff and Phone: Mike Larson, Principal Planner, 612-673-2423

Intent of the Ordinance:

The intent of the ordinance is to implement *Transit Station Area* policies of the Minneapolis Plan as articulated in the adopted station area plans, including the *Franklin/Cedar-Riverside Station Transit Oriented Development Master Plan*.

Appropriate Section(s) of the Zoning Code:

Chapter 521: Zoning Districts and Maps Generally

Existing Zoning: Various primary district designations, the Pedestrian Oriented-PO Overlay District, the North Phillips-NP Overlay District, and the Industrial Living-IL Overlay District (ILOD).

Proposed Zoning for Map Amendment: See attached map and parcel listing

Zoning Plate Numbers: 20 and 21

Study Background:

State statute requires municipalities to develop consistency between zoning and its comprehensive plan. The City has amended its comprehensive plan, the Minneapolis Plan, to designate the areas around each of the six neighborhood stations as *Transit Station Areas*. Further, extensive public involvement has resulted in detailed plans for neighborhood station areas. On April 2nd, 2004, the City Council adopted a formal resolution directing the Planning Division to undertake a rezoning study to implement these plans.

Zoning amendments in the Hiawatha Corridor outside of downtown are occurring in two phases. The first phase established a Pedestrian Oriented-PO Overlay zoning district within neighborhood LRT

station areas. This was adopted by the Council on January 6th, 2005. This created additional regulations and incentives for development in these areas (e.g., such as the prohibition of expanding or establishing new automobile service uses). The second phase is resulting in recommendations for changes to "primary" zoning districts. Franklin Avenue is the second station area to be reviewed for changes to primary district zoning. The extent of the area analyzed for potential zoning changes is the extent of the PO Overlay District around the Franklin Avenue LRT Station south of Interstate 94.

The City will be strategic about changing zoning, balancing the goals of consistency with plans, limiting the creation of non-conforming uses, and preventing the expansion of uses that hinder implementation of plans. Recommended land uses, urban design objectives and densities in adopted station area plans provide the primary guidance. This strategy can be summarized as follows:

- The City may propose immediate zoning changes when redevelopment is anticipated in the near future as a result of private and/or public activities.
- The City may propose changes that grant greater development rights where higher density or other types of uses may be desired.
- The City may identify zoning changes for future implementation, if changes in land use are neither critical to meet the general goals of the plan or are not expected for some time.
- The City may propose changes to zoning to prevent the expansion or intensification of uses that are not consistent with long-range plans. ("Non-conforming" uses could continue to operate and maintain their facilities.)
- The City will work with neighborhood and business groups, as well as specific property owners, before zoning changes are adopted. Comments, suggestions and concerns will be shared with the Planning Commission and City Council.

Franklin Station Area Planning and Public Process:

Parcels were evaluated against various city documents to determine whether or not their current zoning is appropriate. Primary considerations included the Minneapolis Plan, the Franklin–Cedar/Riverside Transit Oriented Development Master Plan, the Franklin Avenue LRT Station Area Development Implementation Plan and the Industrial Land Use Study.

The Minneapolis Plan

The Minneapolis Plan, the City's Comprehensive Plan, provides overarching land use policy guidance for the area. The Franklin Avenue LRT station is designated as a Transit Station Area (TSA) in the Minneapolis Plan. Furthermore, Franklin Avenue is designated as a Commercial Corridor and Cedar Avenue is designated as a Community Corridor. Detailed policies and implementation steps can be found in the required findings below.

Franklin – Cedar/Riverside Transit Oriented Development Master Plan

The Franklin-Cedar/Riverside Transit Oriented Development Station Area Master Plan was part of a series of long-range plans completed for transit-oriented development (TOD) around Hiawatha LRT stations. Adopted by the City Council on December 28th, 2001, the Plan was developed with public participation and guidance from both community and technical advisory committees. The area of study included the neighborhoods of Cedar/Riverside, Seward, East Phillips, and Ventura Village. It focused on land uses, urban design, public infrastructure, and

amenities located within a 1/2-mile of the station. It serves as an amendment to and articulation of the City's Comprehensive Plan.

Franklin Avenue LRT Station Area Development Implementation Plan

A follow-up implementation plan was completed in order to align public infrastructure planning and redevelopment planning/phasing. The intent of this plan was to be consistent with the objectives, design guidelines and policies of adopted small area plan while refining both public infrastructure and market-feasible development scenarios. This process included a steering committee and public input at workshops/open houses. This plan was completed in July 2005. From this effort stems the planned reconstruction of the Franklin/Cedar/Minnehaha intersection, a re-aligned 22nd Street connecting with Cedar Avenue, and associated streetscape improvements.

Industrial Land Use and Employment Policy Plan

The City Council adopted the Industrial Land Use and Employment Policy Plan on November 3rd, 2006. This document defined the extent of the Seward/Hiawatha Employment District. Although just outside of the rezoning study area, it is adjacent to industrially zoned property within the study area between 24th Street and Franklin Avenue. Recommendation #5 from the Industrial Land Use and Employment Policy Plan suggests incorporating industrial uses into small area plans for locations adjacent to Employment Districts. Though the small area plan adopted for the study area did not address this entire area, Recommendation #5 is taken into consideration.

Recommendations regarding rezoning are the product of staff work applying the recommendations of the above documents. Also informing the draft recommendations include input from neighborhood organization staff, the Franklin Implementation Committee, property owners, CPED's Hiawatha Work Team, and the Development Services and Community Planning sections of the Planning Division. A public open house on the draft changes was held at the American Indian OIC on March 7th. Changes as a result of public input are incorporated herein. Please note that the North Phillips-NP Overlay Zoning District is neither addressed nor affected by these recommended changes.

Analysis of Franklin Avenue Station Area Zoning:

Franklin Avenue: 11th Avenue to Bloomington Avenue

Current uses include: Ancient Traders Market, Mary Rivers Apartments, Open Arms, library

Current zoning: C1, C2, C4, OR2, I1

Proposed zoning: C1, C2, C4, OR2, I1 with ILOD

The mix of zoning along this portion of Franklin allows for a broad range of commercial, residential and mixed uses consistent with Franklin Avenue's designation as a Commercial Corridor in the Minneapolis Plan. The Pedestrian Oriented-PO Overlay District prevents automobile oriented uses which are ordinarily allowed as conditional uses in the C2, C4 and I1 Districts. No change is proposed for the I1 zoning designation at the Franklin Business Center, which is a source of small-scale light industrial and other neighborhood employment. Furthermore, intermittent small-scale light industrial zoning is consistent with the Commercial Corridor designation in the Minneapolis Plan. Given its proximity to the LRT station as well as

general interest in creating “live-work” opportunities, the Industrial Living Overlay District (ILOD) is proposed for this site should there be future interest in adding housing to this employment use.

Franklin Avenue: Bloomington to Hiawatha

Current uses include: American Indian Center, Community University Health Care Clinic, Minneapolis Public Housing

Current zoning: C2, R4, R6

Proposed zoning: C2, OR2, R6

This portion of the study area includes large parcels, uses that are set back from Franklin Avenue, and undeveloped swaths of right-of-way approaching the underpass of Hiawatha Avenue. The station area plan envisions new development that creates an urban street edge. Given the sheer size and depth of the R4 and R6 zoned parcels, a rezoning to Commercial is recommended only when platting can occur along the Franklin street edge. In the meantime, a change from R4 to OR2 zoning is recommended for the north side of Franklin Avenue, including an area of unplatted right-of-way east of 16th Street. This eliminates a split zoning of the American Indian Center (1530 E. Franklin, currently R4/OR2) and creates an immediate opportunity for small scale neighborhood commercial as part of any future mixed office or residential building south of Anishinabe Wakaigun (1600 E. 19th St). It is also recommended that the official zoning map be modified so that the boundary between districts follows the curving centerline of Franklin Avenue.

Franklin Avenue: North side from Hiawatha to Cedar

Current uses include: LRT Yards & Shops, Cabooze, Whiskey Junction

Current zoning: I1, I2

Proposed zoning: C3A, I2

This area includes two quadrants on either side of the LRT tracks directly adjacent to the station on the north side. Plans envision the mix of uses to remain largely as they are, though it is hoped that eventual redevelopment creates a more active connection and edge with Franklin Avenue. The proposed change from I1 and I2 on the east side of Old Cedar Avenue to C3A accommodates the ongoing vision for entertainment related uses while discouraging future industrial uses that are not recommended for a site so proximate to the LRT platform. Though residential redevelopment is not anticipated because of adjacency to the Yards and Shops, C3A zoning would accommodate high density housing. Over the long term with infrastructure changes, the addition of streetscape, and area wide transit-oriented development, conditions may improve for housing development. It is also recommended that the official map be modified so that the northerly boundary of the I2 district follows the centerline of the mainline of Interstate 94 (with the adjoining I1/ILOD district to the north adjusting accordingly).

Franklin Avenue: South side from Hiawatha to Cedar

Current uses include: American Indian OIC; Cedar Box Company; Ambles Machinery, Hardware and Tools (aka Ambles Machinery & Industrial Supplies)

Current zoning: I1, I2

Proposed zoning: C3A, OR3

This area includes two quadrants on either side of the LRT tracks directly adjacent to the station on the south side. Both quadrants include parcels with direct access to the platform

uninterrupted by other public right-of-way. Given the location of these parcels, their adjacency to the platform, and potential views of downtown, proposed zoning changes accommodate the highest density levels. Street level retail on Franklin Avenue or platform level retail is envisioned as part of the OR3 designated property. A broader range of retail and entertainment with higher density housing is envisioned for the American Indian OIC property (1845 E. Franklin) to the east. It is also recommended that the official zoning map designate boundaries for these new districts based on the centerlines of the light rail, Franklin Avenue, Cedar Avenue, and Hiawatha Avenue.

Franklin Avenue: Cedar Avenue to 24th Avenue

Current uses include: Fairview MIS, Taco Bell, Seward Co-op, Seward Café,

Current zoning: I1, C1, C2, R6

Proposed zoning: C1, C2, R6

The mix of zoning along this portion of Franklin allows for a broad range of commercial, residential and mixed uses consistent with Franklin Avenue's designation as a Commercial Corridor in the Minneapolis Plan. A few changes are proposed: The parcel that contains the Fairview MIS office building is proposed for rezoning from I1 to C2, acknowledging that this is an office use along a Commercial Corridor. The parcel that contains the Riverside Assembly of God Church (2011 21st Ave. S.) is proposed for rezoning from R6 to C2. This acknowledges the shared parking conditions with the Seward Co-op site, and creates a consistent depth of commercial zoning along Franklin Avenue. Finally, the small C1 zoned parcel owned by and next to the Public Housing Authority (2105 Minnehaha Ave.) is proposed for C2 zoning to create a consistency with adjoining C2 property that fronts Franklin Avenue.

Industrial District: West of Minnehaha / South of Franklin

Current uses include: Bystrom Brothers (machine shops), Coffee & Tea Ltd.

Current zoning: I1, I2

Proposed zoning: I1 and I2 with ILOD

This area of industrial zoning is within the station area PO Overlay District, but adjacent to a designated Employment District that borders it to the south at 24th Street. It includes the anticipated re-alignment of 22nd Street that connects with Cedar Avenue, which would re-route northbound Minnehaha traffic to Cedar Avenue. This infrastructure improvement is essential in the recreating a more pedestrian friendly intersection at Franklin/Cedar/Minnehaha. Diagrams of these changes are included as attachments.

Much of this portion of the study area is outside areas with specific recommendations in the Franklin/Cedar-Riverside TOD Master Plan. Somewhat more specific guidance comes from the Development Implementation Plan where the re-alignment of 22nd Street is first envisioned. Yet further guidance comes from recent collaborative efforts between Seward Redesign (the local Community Development Corporation), and a major property stakeholder on the block (Bystrom Brothers property). Envisioned uses include an undetermined combination of residential, "live-work", and light industry, with any residential uses nearest the station and Cedar Avenue.

Given the early stages of infrastructure and redevelopment planning and the unknown extent and nature of redevelopment, no changes to primary zoning are recommended at this time. However, staff recommends designation of the Industrial Living Overlay District (ILOD), which is

established to encourage the rehabilitation and reuse of existing industrial structures and to provide for limited residential and retail uses in the I1 and I2 Industrial Districts where such uses are compatible with other uses in the area. Such an approach can accommodate an evolution of land use changes based on market interest and feasibility. Potential land use conflicts can be avoided by ensuring appropriate designs for any proposed residential use, enforcement of existing zoning regulations, and encouraging improvements to property that mitigate off-site impacts.

Findings as required by the Minneapolis Zoning Code:

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

The purpose of the proposed changes to primary district zoning in the Franklin Avenue Transit Station Area is to implement the adopted plans for the area and achieve consistency with the City's comprehensive plan. They address the following Minneapolis Plan policies and implementation steps relevant to zoning:

Minneapolis Plan Policies and Implementation Steps

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

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.

4.18 / 9.36 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

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 / 9.37 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*)

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.

8.6 Minneapolis will follow a policy of “Transit First” in order to build a more balanced transportation system than the current one.

Implementation Steps

Focus transit services and development growth along transit corridors.

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

The proposed map amendments reflect considerable long-range planning efforts related to light rail transit over the last several years, which have included significant public involvement. They address Minneapolis Plan policies and implementation steps, including those articulated in adopted plans. The proposed new districts would apply to 62 parcels of land.

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.

The proposed changes to primary zoning designations are guided primarily by the adopted station area plans (articulated in the Background section above) as well as *Transit Station Area* policies. These plans and policies consider the growth and evolution of the entire area, including integration with and transition between surrounding land uses.

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 proposed zoning identifies reasonable changes to fulfill long-term land use objectives of adopted city plans. In some cases, non-conforming uses become conforming to establish consistency with the plans. In some cases, uses become legally non-conforming so that future uses are consistent with the plans. In most cases, zoning changes increase development potential to realize the density and/or use objectives of the plans.

5. Whether there 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.

The advent of light rail transit changes the policy context as well as market potential of property in around LRT station areas. The proposed changes address policy and plan objectives as expressed in the *Minneapolis Plan*, the *Franklin/Cedar-Riverside Transit Oriented Development Master Plan*, and the *Franklin Avenue Light Rail Station Area Development Implementation Plan*.

RECOMMENDATIONS OF THE PLANNING DIVISION OF CPED

The Planning Division of the Department of Community Planning and Economic Development recommends that the City Planning Commission and City Council adopt the above findings and **approve** the zoning map amendment for the rezoning of parcels in the attached exhibits.

Attachments:

- List of parcels proposed for rezoning
- Proposed Zoning Map
 - Full study area
 - West of Hiawatha detail
 - East of Hiawatha detail
- Franklin/Cedar-Riverside Transit Oriented Development Master Plan Maps
 - Figure 5.3: Franklin Station Area – East
 - Figure 5.6: Franklin Station Area – West
- Franklin Avenue LRT Station Area Development Implementation Plan Images
 - Building massing diagram
 - Site plan diagram
- TEA-21 Surface Transportation Program Application