

Chapter 2

Land Use & Built Form

This chapter of the *Loring Park Neighborhood Small Area Plan* addresses the pattern and distribution of future land use along with the height, massing and ground level relationships of buildings to streets, sometimes known as “built form.” Included are a detailed map and description of the desired future pattern of land use and built form across the Neighborhood, more detailed guidance for each of four Neighborhood districts, and a checklist for prospective land developers.

Neighborhood Districts for Planning and Design

Future Land Use Plan

Built Form Plan

Developer’s Checklist

Recommendations

This plan recommends that City officials work with Citizens for Loring Park Community (CLPC) to preserve, protect and enhance the high quality, historic and richly varied character of the streets, public spaces, building frontages and historic architecture. The City should continue to ensure that investments in existing and new buildings are designed to respect the historic scale and character of the Neighborhood, and should continue to press for high standards in design and development. Zoning exceptions for building height, setback and density should be awarded only upon meeting the criteria of this plan plus the three-part test in State law.

Many of the actions recommended by this plan will be performed by the City of Minneapolis, so the City’s participation is implied although not stated in each action. The City of Minneapolis would be ultimately responsible for regulating land development and implementing zoning to reflect the aspirations of this plan. As a plan produced and also formally adopted by CLPC board members, this document will serve as guidance for review of development applications. It is intended to be adopted as an Amendment to the *Minneapolis Plan for Sustainable Growth* as a Small Area Plan.

This chapter addresses one of the five major strategic goals of **The Loring Park Neighborhood Master Plan.**



Note: Sustainable land use standards found in USGBC's LEED for Neighborhood Development Credits are an integral part of land use planning for the Loring Park Neighborhood.

See *Chapter 5 Sustainability* for additional information regarding building energy, water efficiency, stormwater management and other topics related to sustainable land use.

II

Guide infill development and strengthen mixed use corridors.

I
Nurture our role in the regions's creative economy.

III

Protect, preserve and enhance historic character and unique architecture.

IV

Cultivate an exceptional urban pedestrian experience and enhance connections to destinations in surrounding neighborhoods.

V

Achieve sustainable buildings and infrastructure.



PDF files of this chapter and the entire master plan can be found at the City of Minneapolis Community Planning & Economic Development (CPED) webpage dedicated to approved city plans *and* at Citizens for a Loring Park Community (CLPC) webpage: www.loringpark.org

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The image on the previous page of the Fawkes Block on Harmon Place is a photo taken by a community member during the Saturday morning Community Walkabout (Discovery Workshop) in October of 2010. Members of the community, Steering Committee members and consultant team formed small teams. Teams were assigned different areas of the neighborhood to walk through (see top), discuss and photo survey. The teams then returned to The Woman’s Club of Minneapolis and reported, via informal slideshow (see left), on the various issues discovered. See the Appendix for event record of the workshop.



Districts

This plan organizes recommendations for future land use and built form according to four Neighborhood districts, which are introduced below and located by the map, *Land Use and Built Form Districts*:

Loring Village

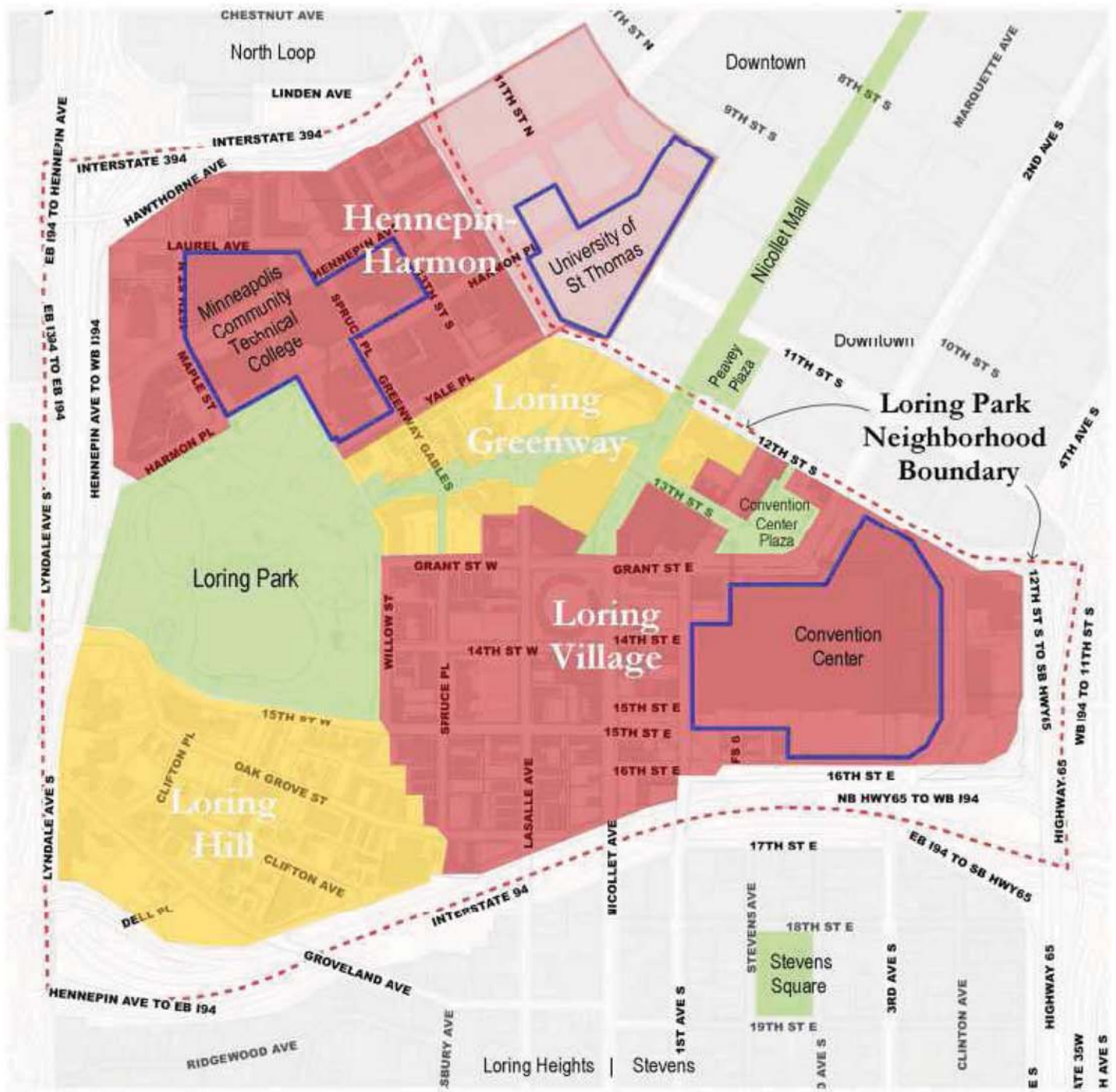
Loring Greenway

Hennepin-Harmon

Loring Hill

It is useful to describe and plan the neighborhood according to these districts because each is different and distinct and, thus, warrants its own treatment. Even within each district, there are marked differences in land use, built form, architectural character, needs and opportunities. The districts were defined based on past plans, neighborhood perceptions and planning analysis.

Figure 2A



Loring Park Neighborhood Land Use - Built Form Districts



The Loring Village district of the Loring Park Neighborhood consists of the Nicollet Avenue corridor from the end of the Nicollet Mall to I-94, the “Apartment District” from Willow Street to La Salle Avenue, the Convention Center and its adjacent plaza and the Central Lutheran Church.



Loring Village

This district of commercial, residential and civic land uses is the eastern face of the neighborhood and a link among Downtown, the “park” portion of the neighborhood and the Stevens Square – Loring Heights neighborhood to the south.

Nicollet Avenue, the spine of the district, encompasses the northern end of “Eat Street”, the mile and a half long corridor that is well known for international cuisine. Mexican, Somali, Chinese and American are among the unique and authentic ethnic food experiences from the independent and family run Eat Street businesses in the Loring Park Neighborhood.

This corridor, stretching to encompass La Salle and First Avenues, has not attracted substantial new investment recently despite high traffic counts and the nearby Convention Center. A possible streetcar line on Nicollet Avenue may hold potential for renewed investment and interest.

Loring Village should be kept distinct in character, scale and identity from the more intense and dense Downtown, while allowing somewhat taller buildings than the one- to four-story structures that predominate. The Loring Village district should function as a transition between the intensively developed Downtown and the lower-scale of “Eat Street”.

The district should be strengthened through intensified mixed-use development including residential, hospitality, retail, service, arts and entertainment land uses oriented toward a potential future streetcar line. A limited range of goods and services needed daily by Neighborhood residents should be provided along with gathering places for visitors.

The central and eastern portions of Loring Village should be designated an Activity Center, a dense, diverse and walkable location with regional appeal for entertainment, hospitality, housing, and services. The boundaries would be approximately midway between La Salle and Nicollet Avenues on the west, 12th Avenue on the north, the Convention Center and Plaza on the east and I-94. See the graphic titled *Activity Center in Loring Village*.

Loring Greenway

The pattern of development includes towers greater than ten stories (with minor amounts of first floor office or retail space), residential buildings up to six stories and low-rise, townhouse buildings. The residential towers reflect their location on the edge of Downtown, and the building heights step down to the neighborhood scale along Yale Place and Grant Street. Height and density are greatest immediately next to the Greenway. Thus, the Loring Greenway district serves as a transition from Downtown to the balance of the Neighborhood.

Windows and balconies look out on the carefully maintained Greenway, which serves as a passage, a focal point, a community garden and an urban refuge. The Greenway itself is part of a pedestrian corridor from the northern end of the Nicollet Mall to Loring Park and the Sculpture Garden.

No changes are anticipated to the pattern of land use or built form in the Loring Greenway district because it is regarded as fully developed and no redevelopment is presently foreseen. Upkeep and design of the Greenway is addressed in the Public Realm chapter of this plan.

Hennepin- Harmon

The district includes the campuses of the Minneapolis Community and Technical College and the Minneapolis campus of the University of St Thomas. Straddling the MCTC campus is the Harmon Place Historic District. Harmon Place connects the university and community college campuses, creating a comfortable transition from high-rise housing on the Greenway to the Hennepin Avenue commercial corridor.

The Yale Place corridor is quiet, green and residential with relatively low traffic volumes. In contrast, Hennepin Avenue is lined with the Basilica of St. Mary, small shops, MCTC, a parking structure, commercial buildings and tall residential buildings. Traffic volumes are high.

The area is historically significant because it contains a cluster of buildings that represent the start of the automobile era that began in approximately 1910 and ran through approximately 1930. The



The Loring Greenway district consists of buildings that line the Loring Greenway from Westminster Church on the Nicollet Mall to Loring Park.





The Hennepin-Harmon district is a three block wide mixed use area to the north of Loring Park, stretching from southwest to northeast from the 1-94 underpass, the Basilica of Saint Mary and the Fawkes Block northeastward, to and through Loring's Neighborhood's downtown boundary (12th Street), ending at the bend in Hennepin (at 10th Street) in Downtown's Theatre District.



Fawkes building (1625 Hennepin Avenue), which now is home to Bar Lurcat and several offices, was the first auto showroom in Minneapolis. The cars were hand-made at that time by blacksmith and bicycle builder, Mr. L.H. Fawkes. This led other auto-related businesses to cluster along Harmon Avenue.

Others buildings that are significant include the Standard Oil of Minnesota building (1300 Harmon Place) and the Studebaker building (1426-28 Hennepin Avenue). Designation of a portion of the Hennepin-Harmon district as a Minneapolis Historic District has helped preserve the original scale of two- to four-story buildings along the corridor from Loring Park to downtown. Benefits of historic designation also include the renovation of historic buildings and new construction that conforms to the look of the early 19th century buildings.

The primary objectives in this plan for the Hennepin-Harmon district are to fill and activate the historic storefronts of Harmon Place with an array of commercial destinations and bring more pedestrians and bicyclists to the street. The distinctive scale and comfortable urbanism of the Hennepin-Harmon mixed use corridor should be bolstered by investing in streetscape renovations and by guiding infill development and adaptive building re-use.

This plan reaffirms the *Harmon Place Historic District Guidelines*, recommends that the campuses grow in place, and recommends that new or renovated buildings emulate the existing scale and character. Any intensification of development should be focused along Hennepin Avenue. However, no buildings taller than ten stories should be created south of 12th Street as this district should be kept distinct in character from the Downtown Hennepin Avenue corridor.

The revitalization strategy for the Hennepin-Harmon district should be aided by proposed streetscape improvements for Harmon Place described in the Public Realm chapter of this plan. That improvement would reduce the number of driving lanes to two from four, increase on-street parking, and add bicycling markings and possibly a landscaped median.

Loring Hill

The Loring Hill district is an historic and complex mixture of buildings from various eras and design influences. It is a distinctive part of the Neighborhood because of its historic mansions and position atop the line of hills once known as the Devil's Backbone. However, its character and identity have been muddled by the construction of the freeway and several tall residential buildings that are inconsistent with and juxtaposed against the three-story mansions. Two landmark churches along Lyndale Avenue add to the historic identity of this district, as do other buildings such as the Woman's Club of Minneapolis and the former Northwestern National Life Insurance headquarters that over-look Loring Park. The complex nature of Loring Hill is exemplified by the fact that the *Loring Hill Design Guidelines* (2006) described it in terms of five sub-districts: Institutional Heart, Courtyard Row, Lower Terrace, Upper Terrace and South Edge.

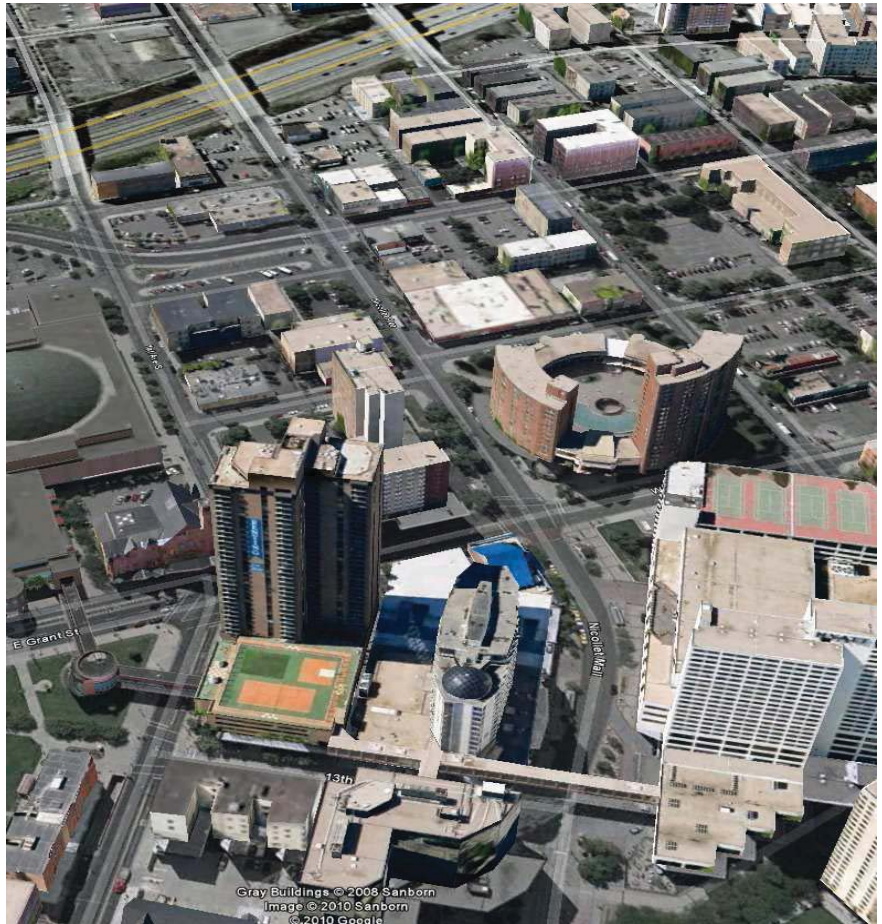
The general intention for Loring Hill is to maintain its historic character by ensuring that new buildings harmonize with their historic neighbors in terms of height, setback, green space, exterior materials, relationship to the street, the rhythm of windows and doors, and rooflines.

The basis for this plan's recommendations regarding Loring Hill is the *Loring Hill Design Guidelines*, although guidance from that document has been refined and clarified for this plan. Thus, this plan is a response to the factors that led to its initiation.



Loring Hill is the district located directly south of Loring Park and bounded on the south by I-94, on the west by the Hennepin-Lyndale corridor, on the north by 15th Street and Loring Park, and on the east by Spruce Place.





Future Land Use Plan

The plan for future land use in the Loring Park Neighborhood consists of the Land Use Plan map in combination with the guidelines and recommendations of the text of this chapter. These graphic and written recommendations will help City Planning staff and CLPC review and comment on proposed private developments or public improvements.

The Land Use Plan should be used in combination with the Built Form Plan; the former guides the basic type of use to which a land parcel may be devoted while the latter guides the three-dimensional and architectural aspects of development.

Once this Neighborhood plan is adopted by reference as part of the *Minneapolis Plan for Sustainable Growth*, these two elements will form the legal basis for the zoning ordinance and map, which regulate land use, and which should be amended upon the City's approval of this plan.

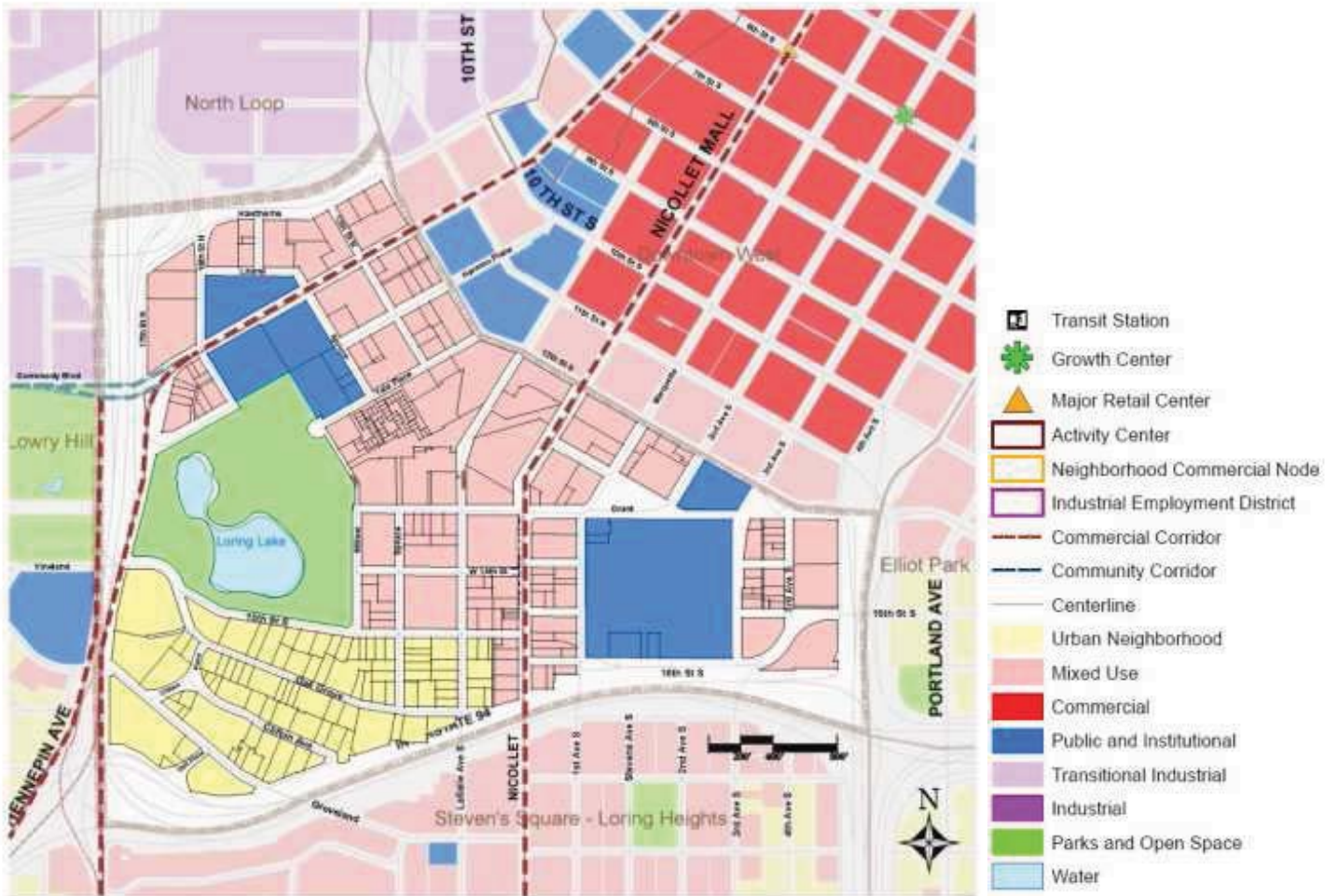
Amendments to the 2009 Future Land Use Plan

This Neighborhood plan proposes refinements to the map of future land use of the *Minneapolis Plan for Sustainable Growth*, 2009, the City's comprehensive plan (shown below). There are refinements to the two primary types of land use designations used in the plan:



Land Use By Parcel
Land Use Features





Figure 2B



Loring Park Neighborhood Land Use Plan As Approved in 2009

Land Use By Parcel Classifications

The *Minneapolis Plan for Sustainable Growth, 2009*, currently projects a mix of the following four *Land Use By Parcel* classifications in the Loring Park Neighborhood:

-  **Mixed Use:** Allows for a mix of retail, office or residential uses within a building or within a district. There is no requirement that every building be mixed use.
-  **Urban Neighborhood:** A predominantly residential area with a range of densities. The highest densities are generally concentrated around identified nodes and corridors. May include undesignated nodes and some other small-scale uses, including neighborhood-serving commercial and institutional and semi-public uses (e.g., schools, community centers, religious institutions, public safety facilities). More intensive non-residential uses may be located in neighborhoods closer to Downtown and around Growth Centers. Not generally intended to accommodate significant new growth, other than replacement of existing buildings with those of similar density.
-  **Public and Institutional:** Accommodates public and semi-public uses including museums, hospitals, civic uses, stadiums, airport related uses, and college campuses. Note that some smaller uses (including schools, libraries and emergency services) may be incorporated into Urban Neighborhood, where they are generally allowed.
-  **Parks and Open Space:** Applies to land or water areas generally free from development. Primarily used for park and recreation purposes, natural resource conservation, or historic or scenic purposes. This designation does not include private open space.

This plan recommends the following amendments:

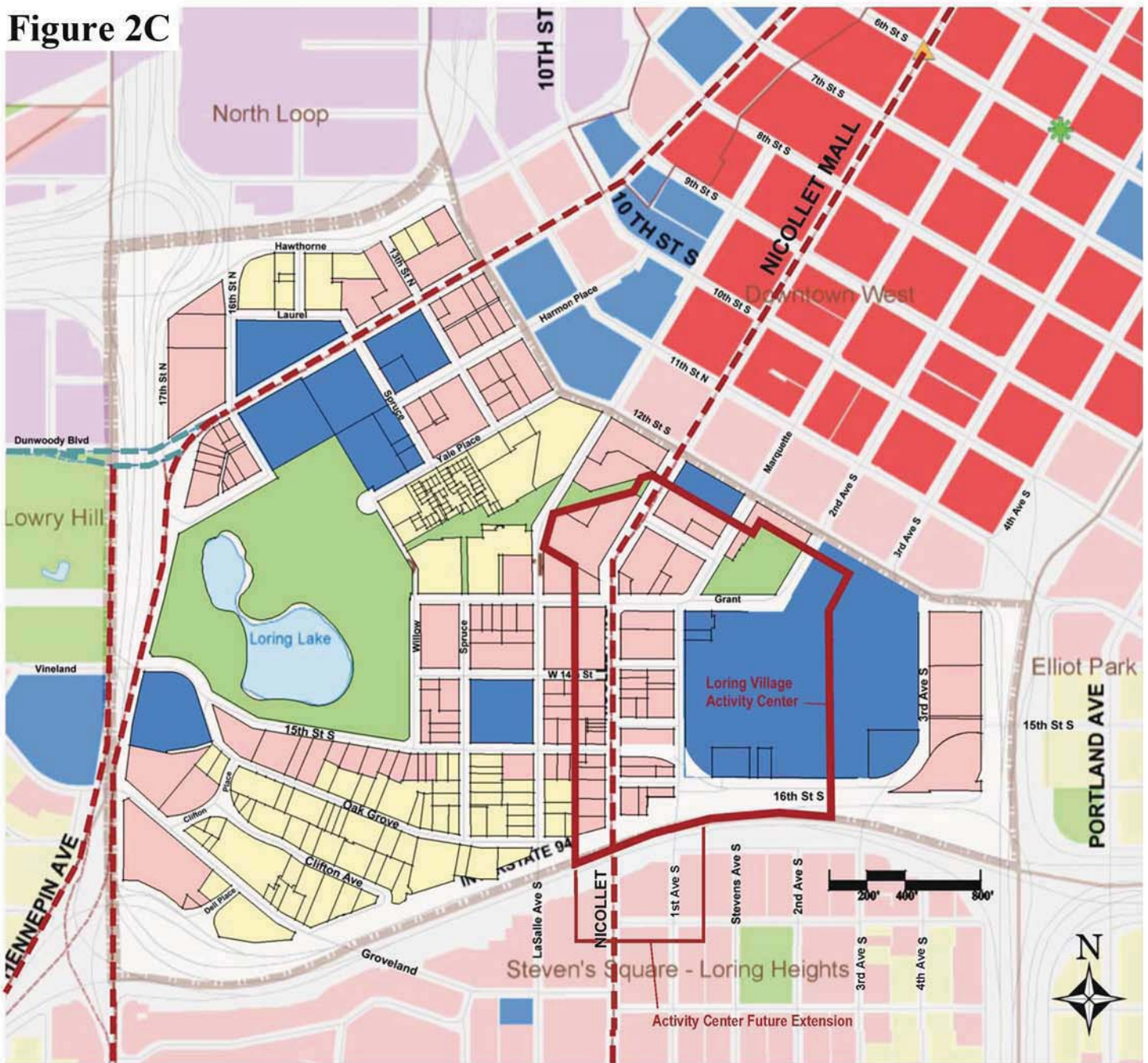
A few amendments to the *Land Use By Parcel* classifications *Minneapolis Plan for Sustainable Growth*, 2009, are recommended.

In most instances, the following changes would help make the map more consistent with existing land use. In others, they would affirm the residential nature of locations that are planned as Mixed Use but not likely to be used as Mixed Use in the foreseeable future, such as along Loring Greenway or in the Spruce Place corridor. One notable change would be the shift to Mixed Use from Urban Neighborhood along the southern edge of Loring Park.

- **Change to Urban Neighborhood from Mixed Use:** Parcels facing Hawthorne Avenue, Yale and Spruce Place, the Loring Greenway (west of LaSalle Avenue and facing LaSalle Avenue south of 15th Street). These changes affirm the residential nature of the location.
- **Change to Mixed Use from Urban Neighborhood:** Parcels facing the Hennepin-Lyndale corridor. (These changes reflect current land use and the Commercial Corridor designation of the *Minneapolis Plan for Sustainable Growth*.) Parcels along the south side of 15th Street including parcels along the southern edge of Loring Park. (These changes broaden the range of uses to possibly bring additional life to the park edge.)
- **Change to Public and Institutional:** The campus of the Minneapolis Community and Technical College, St Mark's Church, the Minneapolis Convention Center, Westminster Church and Emerson School. These changes reflect current land use.

The map on the next page, *The Loring Park Neighborhood Land Use Plan*, illustrates those changes.

Figure 2C



Loring Park Neighborhood Land Use Plan

Created by:
 Citizens for a Loring Park
 Community (CLPC)
 Loring Park Neighborhood Master
 Plan Steering Committee with
 assistance from City of Minneapolis
 Planning & Economic
 Development and Consultant team
 led by PETER MUSTY LLC

The Loring Park Neighborhood Master
 Plan is a community based planning
 process (www.loringpark.org), and is
 funded by:
 Neighborhood Revitalization
 Program (NRP)

- Activity Center
- Commercial Corridor
- Community Corridor
- Centerline
- Urban Neighborhood
- Mixed Use
- Commercial
- Public and Institutional
- Transitional Industrial
- Industrial
- Parks and Open Space
- Water

Note:
 "Urban Neighborhood
 contains a range of
 residential densities,
 with a limited amount
 of other uses
 appropriate in a
 residential setting."
 - Minneapolis Plan

Land Use Features

The land use plan chapter of the *Minneapolis Plan for Sustainable Growth* includes several formal organizing elements that guide the pattern and density of future land use. Each of these Land Use Features may guide one or more underlying future land use classifications such as Urban Neighborhood, Mixed Use or Industrial.

Presently, the only Land Use Feature found in the Loring Park Neighborhood is the **Commercial Corridor**, which is designated along Hennepin and Nicollet Avenues.

According to the *Minneapolis Plan for Sustainable Growth*, a Commercial Corridor can accommodate intensive commercial uses and high levels of traffic. These corridors support all types of businesses with some light industry and high-density housing as well. Some of these businesses may serve the immediate area. While the character of these corridors is mainly commercial, residential areas are nearby; impacts from businesses on housing must be mitigated. Additionally, the City encourages new medium- to high-density housing in these corridors, particularly as part of mixed-use developments.

Land uses in a Commercial Corridor should support housing in the range of 50 to 120 dwelling units per acre with a transition down to medium-density housing in surrounding areas. A Commercial Corridor should exhibit a traditional urban form and massing of structures. Buildings should be two or more stories in height.

These corridors frequently carry high traffic volumes and must balance significant vehicular through-traffic with auto and pedestrian access to commercial property. Transit service is also typical.

This plan recommends the following amendments:

No changes to the Commercial Corridor designations are recommended. There is one new *Land Use Feature* recommended in this plan: an **Activity Center** should be established in the Loring Village district. The boundaries and intent of this designation are detailed in the next pages.

Activity Center in Loring Village

It is recommended that part of the Loring Village district of the Neighborhood be guided in the *Minneapolis Plan for Sustainable Growth* as an Activity Center.

Boundaries: Refer to the *Land Use Plan map* for the approximate boundaries of the proposed Activity Center designation, which would encompass the Nicollet Avenue corridor and the Convention Center. In addition, CLPC supports the recommendation to the City by the Stevens Square–Loring Heights Neighborhood that the Activity Center be extended south of the freeway along the Nicollet Avenue corridor.

Intent: The intent of the Activity Center designation is to recognize the district’s unique potential as a...

- place of character and identity distinct from downtown.
- place with venues for entertainment and gathering with regional and national significance.
- place for transit supportive development including a diverse mix of uses within an easy walk of regional transit.
- place with outstanding architecture, public spaces and public art reflective of the culture and heritage of Minneapolis and the Loring Park Neighborhood.



The Loring Village Vision

Designation in the Minneapolis Plan for Sustainable Growth as an Activity Center would provide support for these and other benefits:

- Continued investment by current owners and businesses balanced with high quality redevelopment
- Support for a vibrant cluster of live theatre, restaurants, bars and cafes
- An enhanced setting for visitors to the Minneapolis Convention Center
- Increased shared and district parking opportunities for businesses and visitors
- Protection and improvement of access to a useful array of daily services for residents
- Increased ridership and tax base that support the proposed streetcar line
- Expanded cultural and economic development
- Diversified housing options, offices and hospitality businesses that complement Downtown and the balance of the Neighborhood.
- Day and evening street life that supports business and personal security.



According to the **Minneapolis Plan for Sustainable Growth**, an Activity Center should:

- *Attract residents, workers, and visitors from throughout the city and region.*
- *Support a wide range of commercial, office, and residential uses.*
- *Support district and shared parking.*
- *Be oriented toward pedestrians.*
- *Maintain a traditional urban form and scale.*
- *Be well-served by transit.*
- *Encourage a variety of commercial and residential uses that generate street life all day long and into the evening.*
- *Encourage mixed use buildings, with commercial uses located on the ground floor and secure entrances for residential uses.*
- *Encourage small retail or service businesses on the ground floor of buildings in Activity Centers.*
- *Discourage land uses that diminish transit and pedestrian activity such as automobile services, surface parking lots and drive-through facilities.*
- *Encourage a height of at least two stories for new buildings.*
- *Encourage high- to very-high density housing.*
- *Encourage medium- to high-density housing immediately outside its boundary as a transition to surrounding residential areas.*
- *Encourage architectural design, building massing and site plans to create or improve public and semi-public spaces.*
- *Encourage climate-sensitive site and building design practices.*

Figure 2D

Activity Center in Loring Village





Built Form Plan

The Built Form Plan supplements the Land Use Plan and guides the height and setback of buildings and their relationship to the public streets and sidewalks. The intensity of land development and its support of public spaces are crucial to the Neighborhood because they contribute to identity, character, walking comfort, business development and personal security.

Regulating building design in the Loring Park Neighborhood is difficult because each of its four districts and several sub-districts has its own distinctive character that is cherished and vigorously protected. For example, the Hennepin-Harmon district has its historic preservation zoning overlay; the Loring Hill district has five sub-districts, each with its own guidelines; the Apartment District is a subset of both the Loring Hill and the Loring Village districts; the Nicollet Avenue corridor, part of the Loring Village district, is targeted for increased development in response to the planned street car line.

Therefore, regulators and developers should review carefully the map titled Built Form Plan and the Recommendations that apply to their location of interest.

The Built Form Plan was created with a great deal of help from Neighborhood residents and business people as well as City Planning staff.

Below is a diagram of urban intensity from urban to sub-urban, a pattern of development often found in older districts developed during earlier eras of reliance on transit and walking, such as the Loring Park Neighborhood.

Synoptic documentation of urban transects are more and more often utilized as the organizing principle of form-based zoning and development codes in such districts attempting to retain or reintroduce a pattern supportive of walking and transit. Image from Fayetteville (Dover Kohl) form based code.

Building Heights

The principal recommendation of the Built Form Plan is that there should be four building heights that range from three to ten stories.

- **Intensity A:** Up to three stories
- **Intensity B:** Up to four stories
- **Intensity C:** Up to six stories
- **Intensity D:** Up to ten stories

Refer to the map titled Built Form Plan to see how this pattern is applied to the Neighborhood.

This gradation of intensity, or urban transect, is an organizing principal of the Loring Park Neighborhood, and is a pattern reinforced in the *Built Form Plan*.

Taller buildings, as allowed in locations guided Intensity D, should be located toward Downtown, along the Loring Greenway and along Hennepin Avenue. New residential towers, which would be taller than ten stories, should only be allowed in the Loring Village Activity Center and east of the Convention Center (see the Built Form Plan).



In other areas of the neighborhood such as Loring Hill’s Lower and Upper Terrace, there are parcels designated as Intensity A or B, limiting height to three or four stories in order to respect the predominate character. Additionally, building height, setback and façade design in the five sub-districts of the Loring Hill district are subject to the direction provided by the *Loring Hill Design Guidelines*, which are reflected in the Recommendations of this plan.

Finally, within Building Heights B and C as they apply in the Hennepin-Harmon district, there are special guidelines that arise from the overlay zoning for the Harmon Place Historic District.

As noted above, building height should be regulated through zoning according to the Built Form Plan. Buildings in the height range of six to ten stories should only be allowed in three locations: (1) The Activity Center, (2) along the Loring Greenway and (3) along Hennepin Avenue. Residential towers, which are defined as being taller than ten stories, should only be allowed in the Activity Center and to the east of the Convention Center.

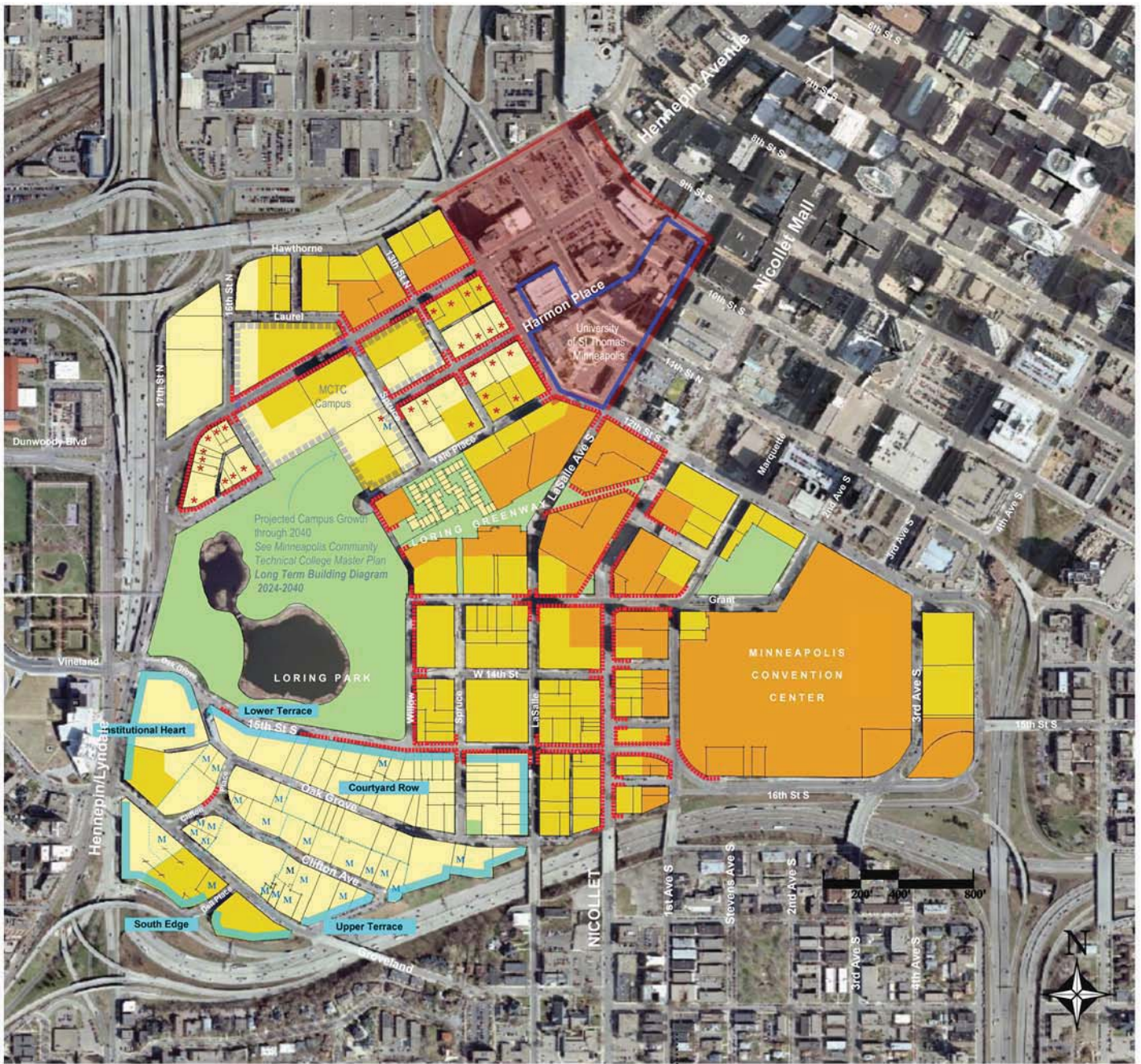
The City's zoning regulations and map should be amended to ensure consistency with this Land Use and Built Form Plan. During review of any development applications, City staff should refer to the Built Form Plan as the Neighborhood consensus.

***Note:** To receive CLPC approval or an exception to the maximum building heights allowed by zoning, the standards in the Checklist for New Construction (found later in this chapter) should be met in addition to any other requirements normally required to receive zoning exceptions or a Special Use Permit.*

Building Frontages

Essential to creating comfortable, interesting and safe sidewalks is the design of the building walls that face the street, especially the first and second stories. The streets of the Loring Park Neighborhood are lined with a range of frontage types (*ground level building-to-street relationships*) that are worth emulating in new buildings.

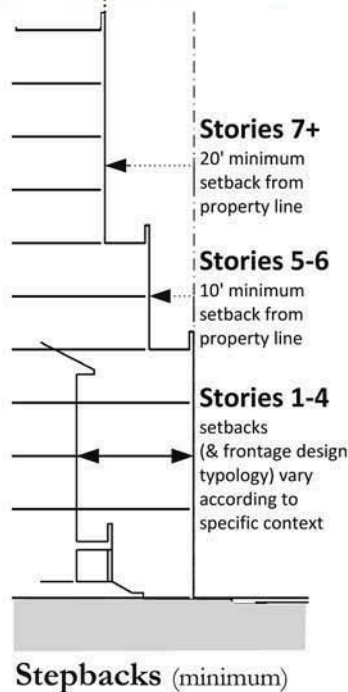
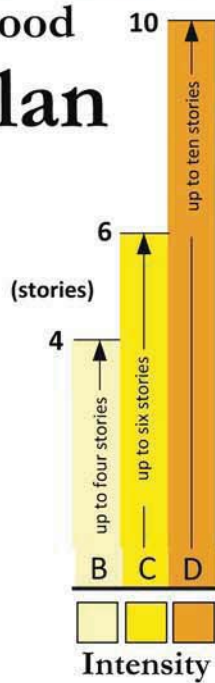
Building frontage design guidelines have been adopted for the Harmon Place Historic District and the Loring Hill district. In all other locations, architects of future buildings in the Loring Park Neighborhood should position and configure ground level walls according to City zoning requirements. This Built Form Plan provides guidance as to where ground floor commercial frontage should be either required or encouraged. Commercial frontage, in this plan, means tenant spaces, doors and windows designed for small retail or service businesses requiring enhanced visibility, or workplaces designed to engage the street through windows.



Loring Park Neighborhood Built Form Plan

Created by:
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 Loring Park Neighborhood Master
 Plan Steering Committee with
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The Loring Park Neighborhood Master
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-  Area in Hennepin-Harmon District not included in Loring Park Neighborhood Small Area Plan
-  Loring Hill Design Guidelines
- Sub-Areas**
-  Harmon Place Historic District Guidelines
-  Existing Mansions
-  Ground Floor Commercial Frontage Encouraged

Checklist for New Construction

Developers of building projects in the Loring Park neighborhood are encouraged to pursue the standards that are identified below. For large projects requiring special allowances, including conditional use permits, variances, and alternative compliance in site plan review, these standards will be considered as a basis for neighborhood support.

Sustainability

- ✓ Verify sustainable design, construction and maintenance through LEED certification (or equivalent).
- ✓ Measurably contribute to each of the *Loring Park Neighborhood Sustainability Indicators*, (aka the **Loring Indicators**) - the set of neighborhood-wide sustainability benchmarks set forth in Chapter 5, Sustainability.

Historic Preservation

- ✓ Preserve, restore or adaptively re-use historic structures and landscapes.

Context Sensitive Design

- ✓ All new construction in the neighborhood should be *context sensitive* (sensitively designed to fit within the surrounding urban context). To ensure this, developers and architects of all new construction projects, whether or not the project is located within a designated historic district or is covered by an existing set of design guidelines, should be prepared to address the following:
 - How would the proposed design appropriately incorporate or respond to the surrounding historic assets?
 - How would the proposed design maintain or strengthen the existing street edge, side setbacks and landscaping of the surrounding area?
 - How would the massing of the building (height and width of component parts) be an appropriate response to the neighborhood context?

(Continued...)

Developer's Checklist (Continued...)

- How would the building composition and architectural vocabulary relate to the existing context, or how would it create a meaningful juxtaposition?
- How would the building materials be attractive and complementary to surrounding buildings?
- How would the scale, placement and character of building elements such as windows doors and roof line be complementary to surrounding buildings?
- Does the building comply with the following **upper story step-backs** required in the Built Form Plan:
 - Fifth and Sixth Stories: Set walls a minimum of 10' (ten feet) from all property lines.
 - Seventh Story and Above: Set walls no closer than 20' (twenty feet) from all property lines.

Parking

- ✓ Participate in coordinated auto parking planning efforts and strategies, including the accommodation of public and/or neighborhood parking as part of new parking accommodations.
- ✓ Provide care share service to building occupants either through member discounts for local service and/or by adding a car share vehicle(s) on site.

Recommendations

The following recommendations or policies reflect the consensus of the Neighborhood and should be used in conjunction with the Land Use Plan Map and the Built Form Plan map.

Neighborhood-Wide

2.1 Land Use Plan: Adjust Figure 1.2a, Future Land Use, in the *Minneapolis Plan for Sustainable Growth*, to conform to the map, Loring Park Neighborhood Land Use Plan, shown in this chapter.

2.2 Zoning Ordinance and Map: Conduct a Neighborhood-wide rezoning study to bring the zoning text and map into conformance with the recommendations for land use and built form of this chapter.

2.3 Building Heights and Residential Densities: Adjust zoning across the Neighborhood and review development applications according to the Built Form Plan including the recommended building heights A through C and the allowable locations for building height D. Allow exceptions to building height and density only according to the conditions set forth in this plan under Built Form Plan [and under Policy 2.29 if one of the alternatives with the mitigating measures is chosen].

2.4 Building Frontages and Upper Story Step-Backs: Adjust zoning across the Neighborhood and review development applications according to the recommended building frontage design guidelines and recommended upper story step backs.

2.5 District Parking: Facilitate shared or district parking strategies for residents, businesses and institutions in order to more efficiently use valuable urban space and to encourage economic development. District Parking may include private, institutional or publicly owned parking structures and surface lots serving multiple businesses, institutions, residents or the general public. All new parking structures should be underground or fully concealed.

2.6 Existing Surface Parking Lots: Throughout the neighborhood, advocate for the reduction of off-street surface parking and the gradual redevelopment of most off-street surface parking lots to other uses.

Anticipate requests for the redevelopment of some of the private surface parking lots in the neighborhood along with the municipal lot located at 15th Street and Nicollet Avenue. (During its review, CLPC will support such applications if consent and support are received from affected business owners, landlords or condominium owner associations.)

Ensure that remaining off-street surface parking lots meet the City requirements for signage, edge treatment and pavement condition.

2.7 Structured Parking - Below grade (vs. above-grade or surface) parking solutions should be encouraged in all situations where new parking is developed. Above-grade parking structures should only be considered if below grade solutions are not technically feasible, and as long as those structures are a) not visible from the street, b) designed for later adaptive reuse, and c) are fully integrated with multi-modal facilities such as mode transit facilities (waiting areas), bike service/parking, and car-sharing facilities. All parking facilities must conform to City requirements for entrance and exit locations, signage and minimum parking ratios.

- Parking structures that are above ground should have façade materials that harmonize with the principal building in all places where they are visually exposed to the street. Above ground parking structures should be located in the middle of blocks, out of sight of the street, with liner shops attached or detached buildings fronting the street.
- Buildings that combine housing and businesses should accommodate some of their business parking demand in a structure. The ratio of off-street, structured business parking will be negotiated on a case-by-case basis informed by a parking study and documented in a written agreement with the City.

- In larger developments, loading and trash handling should be accommodated within the structure rather than on the surface.
- Some limited private surface parking and loading is acceptable as long as it is properly located and screened from view of the street.
- New surface parking for private development should not abut the public street right-of-way. If no practical alternative exists, such parking should be screened with a low masonry wall, fence and/or plantings that are in compliance with municipal landscape standards and neighborhood design guidelines for building frontages.
- Anticipate that a business association, major institution, the City, or other such public private partnership may propose to build an independent parking structure that is open to the public on an hourly-charge basis. This may be a cost-effective way to reduce surface parking and to meet the needs of several nearby users, especially if their times of peak demand are not the same. Such structures must conform to City requirements for entrance and exit locations and for signage.
- The above policy is meant to align with the requirements of the Downtown Parking Overlay District, which requires above-grade parking facilities to have ground floor active functions and also restricts creation of new surface parking lots larger than 20 spaces.

2.8 Design Review: Citizens for a Loring Park Community should continue to offer comments to the Minneapolis Department of Community Planning and Economic Development on development applications. This Small Area Plan, adopted as an element of the *Minneapolis Plan for Sustainable Growth*, should serve as the basis for such comments and recommendations.

2.9 Shore-land Overlay District: Support a study of the State Rules regarding the Shore-land Overlay District and its applicability to urban settings such as the Loring Park Neighborhood.

Recommendations from the study should provide options for potential changes to current policy.

Loring Village

2.10 Activity Center in Loring Village: Amend the *Minneapolis Plan for Sustainable Growth* to designate an Activity Center in the Loring Village district as proposed in this plan.

2.11 Zoning for the Activity Center: Conduct a study to amend the zoning regulations in the Activity Center to eliminate the C1 and C2 classifications in favor of a more intensive mixed use classification, other than C3A or C3S, that includes high-density housing, hotels, restaurants, arts and entertainment businesses, and retail and service businesses. Current zoning regulations appear to be inconsistent with this plan. The area of change would be from 14th Street to I-94 and First Avenue to mid-block between LaSalle and Nicollet Avenues.

As guided by the Built Form Plan and the building step-back guidance, limit building heights immediately adjacent to Nicollet Avenue to six stories (four stories at the front property line).

Finally, the *Nicollet Avenue Design and Development Guidelines* (2004) should be consulted during the process of amending the zoning or reviewing development proposals.

2.12 Parking Strategy for the Activity Center: While the Activity Center is expected to rely on public transit, walking and bicycling, access by autos will be critical for success.

- Reduce surface parking in favor of structured parking that is below grade or concealed above grade.
- Small, private lots for individual businesses should continue to be allowed, particularly during the transition period, but their use should be minimized in favor of shared surface parking or, preferably, shared or district parking facilities.

- The street front appearance of any above-grade parking structure should be minimized or softened by lining them with commercial or residential buildings.
- Large surface parking lots such as the municipal lot at 15th Street should be targeted for redevelopment to a more intensive land use in keeping with the objectives of an Activity Center.
- Redevelopment applications should include a plan for accommodating the new parking demand consistent with zoning regulations and should consider providing segregated hourly rental spaces for general public use, possibly through public-private partnerships.

2.13 Mixed Housing Types for a Diverse Community:

Encourage the development of housing that serves individuals and families of all types and income levels. This includes rental and owner occupied housing, plus potential new living arrangements such as cohousing.

2.14 Hotels and Restaurants in the Activity Center:

Encourage through zoning hotels, restaurants and related uses to locate in the Activity Center, where they would be within walking distance of the Convention Center, the Nicollet Mall, transit and other Nicollet Avenue visitor services. Nightclubs, however, should continue to be prohibited along Nicollet Avenue south of Grant Street.

2.15 Collaborative Improvements in the Activity Center:

Support coordination between public agencies and private interests to achieve redevelopment, shared or district parking, street car transit, and public realm improvements in the Activity Center. Ensure that such investments are consistent with the aims of this plan. Collaborate with existing small businesses in advance of redevelopment to ensure that new investment does not inadvertently lead to the displacement of valued neighborhood businesses.

2.16 Emerson School Building and Block: Support through zoning the continued educational functions of the Emerson School

building and block. If educational use should cease there, advocate to preserve the building and site for adaptive re-use as housing or another public use. Any new construction on the site should respect the historic role and architectural scale and façade of the current building. Refer also to *Chapter 3 Protecting Historic Resources*, for a related recommendation.

This recommendation is based on the historic role of the school in the Neighborhood and its architectural compatibility with the nearby Apartment District.

2.17 Historic Apartment Area: The Historic Apartment Area spans the boundary between Loring Village and Loring Hill and includes the Courtyard Row sub-district of Loring Hill. It is the area characterized by many red brick apartment structures built in the same era, some having a narrow floor plan with a central hallway and others wrapping around a small front yard.

Zoning and redevelopment reviews in this area should strongly favor mid-density housing to a height of six stories (four stories at the front property line). Redevelopment proposals should include provisions for on-site parking for residents and visitors consistent with zoning regulations. The scale and style of development in this area is highly emblematic of the Loring Park Neighborhood and should be respected.

Hennepin-Harmon District

2.18 Harmon Place Revitalization: Through zoning and street redesign, seek to attract storefront professional offices, small shops, upper-story housing and continued college investment while protecting the integrity of the Harmon Place Historic District.

The Public Realm chapter of this plan described a proposal to reduce the number of driving lanes from four to two in order to calm traffic, introduce bicycling lanes, increase the number of parking spaces and improve greenery. That project is aimed at attracting more

pedestrians to the street (especially from the colleges on either end), improving the economic climate for small businesses, extending the bicycling route between Loring Park and the Downtown bicycle lane network, and extending in a fashion the pedestrian mall on the former Harmon Place right-of-way to the south. Harmon Place would then be more consistent with its neighbor, Yale Place, and more distinct from Hennepin Avenue.

Accomplish remodeling and development in a manner consistent with the height, setback, façade and other guidelines of the Historic District zoning overlay district. (See the boundaries of the historic district elsewhere in this plan.)

2.19 Minneapolis Community and Technical College:

Support implementation of the MCTC campus master plan that sets a course for future expansion to occur with the current campus boundaries.

New buildings or redevelopment in the Historic District are not discouraged but should observe the zoning overlay and the *Historic District Design Guidelines*.

CLPC will continue to collaborate with the college on issues of sustainability and reducing homelessness.

2.20 Harmon Place Historic District:

The relevance and importance of the *Harmon Place Historic District Design Guidelines* are hereby reaffirmed and supported. No modifications are recommended by this plan to the boundaries of the district.

The Loring Greenway District

2.21 Land Use and Built Form: Maintain the present land use and built form of the Loring Greenway district through the Land Use Plan of the *Minneapolis Plan for Sustainable Growth* and the Minneapolis zoning ordinance, as reinforced by the Land Use Plan and Built Form Plan in this document.

- Maintain the quality of the current building stock and pursue opportunities to increase energy efficiency and general sustainability.
- Encourage interactive uses with transparent building frontage at ground level areas along the Greenway and adjacent streets.

Loring Hill

2.22 Pattern of Land Use: Plan the general future use of land in Loring Hill according to these categories from the *Minneapolis Plan for Sustainable Growth* as illustrated by the Land Use Plan map:

- Urban Neighborhood
- Mixed Use
- Public and Institutional

2.23 Zoning in Loring Hill: Conduct a study to adopt new zoning regulations for Loring Hill that implement the policies of this plan. The current OR-3 zoning classification is judged to be insufficient as a means of preserving the historic character of Loring Hill, and as a means of achieving the land use and urban design objectives stated in this plan for Loring Hill. It is very widely believed by area residents that the height and bulk that is allowed by the OR3 zoning district is too great in the context of the historic urban fabric of the hill.

The zoning study should consider adding a provision to the Zoning Code that would allow “conservation districts,” which are described

and defined in Chapter 3, Protecting Historic Resources, and in the *Minneapolis Plan for Sustainable Growth* Chapter 8, Heritage Preservation. Loring Park Neighborhood's Apartment District and Mansion District would be appropriate locations to apply the conservation district.

Planners from the Minneapolis Department of Community and Economic Development should consult with Citizens for a Loring Park Community to devise new regulations.

Loring Hill Design Guidelines:

2.24 Recognition of *Loring Hill Design Guidelines (2006)*:

Recognize that the initial guidance for this Neighborhood land use plan as it pertains to Loring Hill is the *Loring Hill Design Guidelines*, adopted by Citizens for a Loring Park Community in 2006. Some elements of that document have been changed or clarified for this plan, however. The wording of this master plan takes precedence and all applicable policies have been added to the plan without a requirement to refer back to the guidelines document itself.

2.25 Design Review in Loring Hill: As required in the Minneapolis Zoning Code (Sections 525.340 and 547.110), review each application for conditional use permit, variance or building height increase in the context of the immediately surrounding development.

2.26 Design Principles for Loring Hill: The following design principles for Loring Hill should be followed:

Foundation The appearance of future renovation or redevelopment in the Loring Hill district should be consistent with the *Loring Hill Design Guidelines* as included in this neighborhood plan.

Loring Hill Is Not Downtown Loring Hill faces Downtown across Loring Park but is not part of Downtown even though the northern edge of the Loring Park Neighborhood is sometimes considered the southern edge of Downtown.

Relationship to Loring Park Most of the Loring Park Neighborhood focuses on Loring Park. This is particularly true of Loring Hill, which overlooks the park like amphitheatre seating to a stage. Therefore, development should reinforce the relationship between Loring Hill and Loring Park by limiting building height, providing outdoor seating terraces, creating mid-block pedestrian passages that link second-tier sidewalks to the park frontage, and offering a continuous band of windows and doors toward the park.

Hillside Impression Development should reinforce the image of Loring Hill being a hillside neighborhood that forms an edge to Loring Park and sweeps up to the Loring Heights and Lowry Hill Neighborhoods.

Generally, buildings on Loring Hill should be three or four stories in height, which is presently the predominate pattern. However, taller buildings may be located immediately along the freeway in portions of the South Edge, Upper Terrace and Courtyard Row sub-areas. Buildings along 15th Street in the Lower Terrace and Courtyard Row sub-areas should respect that height limitation as should buildings in the Clifton Avenue core of the Lower and Upper Terraces.

Certain sites that straddle the steepest part of the hillside, such as between Oak Grove Street and Clifton Avenue, should incorporate design that appears to step the building up the slope rather than presenting an abrupt transition in height.

Clifton Place and Clifton Avenue, the core streets of Loring Hill, are characterized by mansions and lawns. This visual impression should be protected through zoning.

View corridors toward downtown and other landmarks should be preserved from public spaces.

Harmony Infill and redevelopment buildings should be designed to respect nearby structures in terms of height, bulk, setbacks, views, façade materials, fenestration, historic architectural references, edge treatments, parking location and parking access. The appearance of new buildings should complement the appearance of Loring Hill. New interpretations of old forms are

to be permitted as long as the overall result provides a sense of harmony and continuity within the sub-area. Transitions between differing building types along a street should seek a design that respects both.

Relationship of Buildings to Streets To enhance the walking environment, frontage design and the relationship of buildings to the public sidewalk and street should follow the principles established in the this neighborhood plan.

See later recommendation for more details on the six frontage typologies (building-to-street relationships) that were identified: Storefront, Doorway, Porte Cochere, Courtyard, Porch Yard, and Front Yard.

Mixed Use Development Buildings located in the Mixed-Use land use plan district (which lines Loring Park, as illustrated by the Land Use Plan map) should include spaces for retail, service, office or hospitality businesses in combination with housing; where appropriate. Businesses that generate pedestrian traffic, provide day and evening activity, and present visually interesting front windows are most welcome at street level along 15th Street of Loring Hill.

Parking New development in Loring Hill should accommodate all of its parking demand on site and not expect to use the overburdened street parking system. Alternatively, some parking demand may be satisfied through permanent arrangements with off-site parking structures that may be privately-owned. Parking structures should be located beneath buildings as opposed to being stand-alone, above-grade structures.

Greenery Plantings should be maintained and enhanced among the buildings on Loring Hill in order to soften the density, improve aesthetics and connect the Hill visually to the Park. A balance should be found between landscape and buildings as demonstrated by the churches and detached mansions at the heart of Loring Hill.

Personal Security Buildings should provide “eyes on the street” through the generous use of windows and transparent doors that

face streets, parking and other walkways, both at street and upper levels.

2.27 Small Hotels: Allow through amendments to the zoning ordinance small hotels or bed-and-breakfast inns as an adaptive re-use of mansions on Loring Hill or apartment buildings facing Loring Park (whether existing or new).

2.28 The Loring Park Edge: Amend zoning to allow restaurants, sidewalk cafes, small hotels and bed-and-breakfast inns along 15th Street and a portion of Willow Street on the southern and southeastern sides of Loring Park. The current zoning regulations are not consistent with this plan.

It is essential that such businesses are visually sensitive to the historic architecture of the on-site and adjacent buildings and have doors and windows facing the park, particularly if they are part of redevelopment. These land uses may complement the potential small hotels or bed-and-breakfast inns described in a related recommendation.

The intent of this recommendation is to take advantage of the beauty of Loring Park and add to the diversity and urban interest of the Neighborhood.

2.29 Loring Hill Land Use Sub-Areas: Regulate land use and urban design on Loring Hill on the basis of these sub-districts (refer also to graphic on the next page):

Lower Terrace - The Lower Terrace represents the “neighborhood center” of Loring Hill and has characteristics of a small village. Mansion type buildings with defined yards “hold” the corners at Clifton Place and Oak Grove and at Clifton Place and Groveland Terrace. The Hennepin Avenue United Methodist Church parsonage terminates the south-facing vista of Clifton Place. This street is also a significant north-south connector street that frames views of the church steeple.

Upper Terrace - Similar in character to the Lower Terrace, the Upper Terrace is located further up the hill from the Lower Terrace. This sub-area contains three of the five locally registered historic buildings as well as several other historically-supportive properties.

Courtyard Row - One of the more urban and dense collections of residential buildings in the area is referred to as “Courtyard Row.” This area is mostly a consistent arrangement of 3.5-story apartment buildings that exhibit a very tight relationship to the street. Distinct courtyard buildings provide a unique character to the architecture. Oak Grove is one of the most intimate, pedestrian-friendly streets in the area.

South Edge - Situated against the I-94 right-of-way, the South Edge contains the most recent development, the Groveland building. Summit House, a pair of 20-story condominium towers, is located in this sub-area.

Institutional Heart - Hennepin Avenue United Methodist church, the 510 Groveland Building, and St. Mark's Episcopal Church stand as landmarks along Hennepin Avenue.



Figure 2F



Loring Hill Design Guidelines

2.4 REGULATING PLAN

The Guidelines are organized by the Regulating Plan, which illustrates the sub-area boundaries and related guiding information. The Regulating Plan provides a graphic based approach to the guidelines by cross-referencing the sub-areas with the guidelines matrix. The matrix specifies appropriate building types, frontage types and street types for the various sub-areas and references architecture and landscape architecture standards. It also indicates public views that should be protected, potential locations for shared parking, locations for pocket parks/plazas and a proposed pedestrian connection to Loring Park. The area within the red dotted line is an area that could possibly accommodate additional height, subject to the OR-3 zoning requirements.



LEGEND	
	PARK / PLAZA
	POTENTIAL DISTRICT PARKING
	DELL PLACE REALIGNMENT
	CONNECTION TO LORING PARK
	PRINCIPAL VIEWSHED
	ARCHITECTURAL FEATURE / TERMINATED VISTA
	AREA FOR POTENTIAL ADDITIONAL HEIGHT AND DENSITY

SUB-AREA	BUILDING TYPE	STREET TYPE	FRONTAGE TYPE	ARCHITECTURE STANDARDS	LANDSCAPE STANDARDS
LOWER TERRACE	I	S1, S3	F3, F4, F5, F6	ALL APPLY	ALL APPLY
UPPER TERRACE	I	S1	F3, F4, F5, F6		
COURTYARD ROW	II, III, IV	S2, S3	F1, F2, F3, F4		
SOUTH EDGE	III, IV, V, VI	S1	F3, F4		
INSTITUTIONAL HEART	-	-	-	-	-

Guidelines Matrix

2.30 Buildings, Frontages and Architectural Standards in Loring Hill: Review applications for redevelopment and remodeling in Loring Hill according to the following elements of the *Loring Hill Design Guidelines* and the height limitations shown in the subsequent Recommendation.

Building Types

- I Terrace building
- II Courtyard or small apartment
- III Large rental apartment or condominium building
- IV Mixed use or office building
- V Residential tower building *
- VI Parking building **

* Only if the residential tower building meets all of the requirements set forth in this plan for exceptions to height limits.

** Any parking structure must be fully below the surrounding grade.

Frontage Types

- F1: Storefront: Typical for mixed-use and office buildings
- F2: Doorway: Typical for apartment buildings
- F3: Porte Cochere: Common for condominiums and institutional buildings
- F4: Courtyard: Common for a variety of multi-family buildings
- F5: Porch Yard: Typical for detached buildings
- F6: Front Yard: Typical for detached buildings

Sub-District	Building Type	Frontage Type	Architectural Standards	Landscaping Standards
Lower Terrace	I	F3, F4, F5, F6	All Apply	All Apply
Upper Terrace	I	F3, F4, F5, F6		
Courtyard Row	II, III, IV	F1, F2, F3, F4		
South Edge	III, IV, V, VI	F3, F4		
Institutional Heart	Not applicable	Not applicable	Not applicable	Not applicable

Refer to the *Loring Hill Design Guidelines*, for graphic and written descriptions of:

- Building Types Page 6
- Frontage Types Page 11
- Architectural Standards Page 13
- Landscaping Standards Page 14

2.31 Building Heights in Loring Hill: Limit building heights within each Loring Hill sub-district according to the Built Form Plan. Regardless of height, new buildings in Loring Hill are expected to conform to principles and guidelines expressed in this section of the plan.

