



# Minnesota Avenue Corridor

PHASE : 1

## LAND USE REPORT

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# Minnesota Avenue Corridor Land Use Study - Phase I

## INTRODUCTION

The City of Sioux Falls is built on a grid-system with major streets running north-south and east-west. The transportation system relies heavily on arterial streets, including Minnesota Avenue, to get residents from one area of the city to another. These major streets which interconnect the city are referred to as “corridors.” A corridor is a geographic area defined by a roadway and the adjacent land uses. The Minnesota Avenue Corridor is defined by the street, abutting properties and public infrastructure. Minnesota Avenue splits the city in half, east and west, and extends from the northern edge of the city to the southern limits and beyond. Minnesota Avenue is in the process of being reconstructed to improve access, lighting, infrastructure, and aesthetics.

The “Shape Sioux Falls 2040” comprehensive plan identifies three main goals which include “Plan Neighborhoods, Land Use, and Urban Form.” The Minnesota Avenue Land Use Report–Phase I, provides an analysis of the issues and opportunities for the potential redevelopment of land adjacent to the corridor.



### Minnesota Avenue Shape Corridor

- A land use report recommends strategies to enhance the development and redevelopment of the area influenced by the street corridor.
- This includes the identification of redevelopment, transition, and maintenance areas through a “Corridor Influence Map.”
- Stakeholders and residents along the street corridor area are then asked for their input on those strategies.

## GOALS

*The goal of the Minnesota Avenue Corridor Land Use Report is to provide Planning Commission and City Council with policies and guidance for future rezoning proposals, conditional use requests, redevelopment grant funding, and other redevelopment proposals. In addition, this report provides guidance through the identification of opportunities for city initiatives and neighborhood organizations to work toward preserving and enhancing the neighborhoods adjacent to the corridor.*

The Minnesota Avenue Corridor Land Use Report goes into an in-depth review of the corridor and provides context to shape future redevelopment within three influence areas as shown on the “Influence Area Map” on the following page. The report identifies key recommendations depending on whether the property is located in a Redevelopment Area, Transition Area, or Maintenance Area.

### **Redevelopment Area: (RED)**

This area abuts Minnesota Avenue. Land within the redevelopment area may be rezoned to commercial and/or mixed-use districts with higher densities.

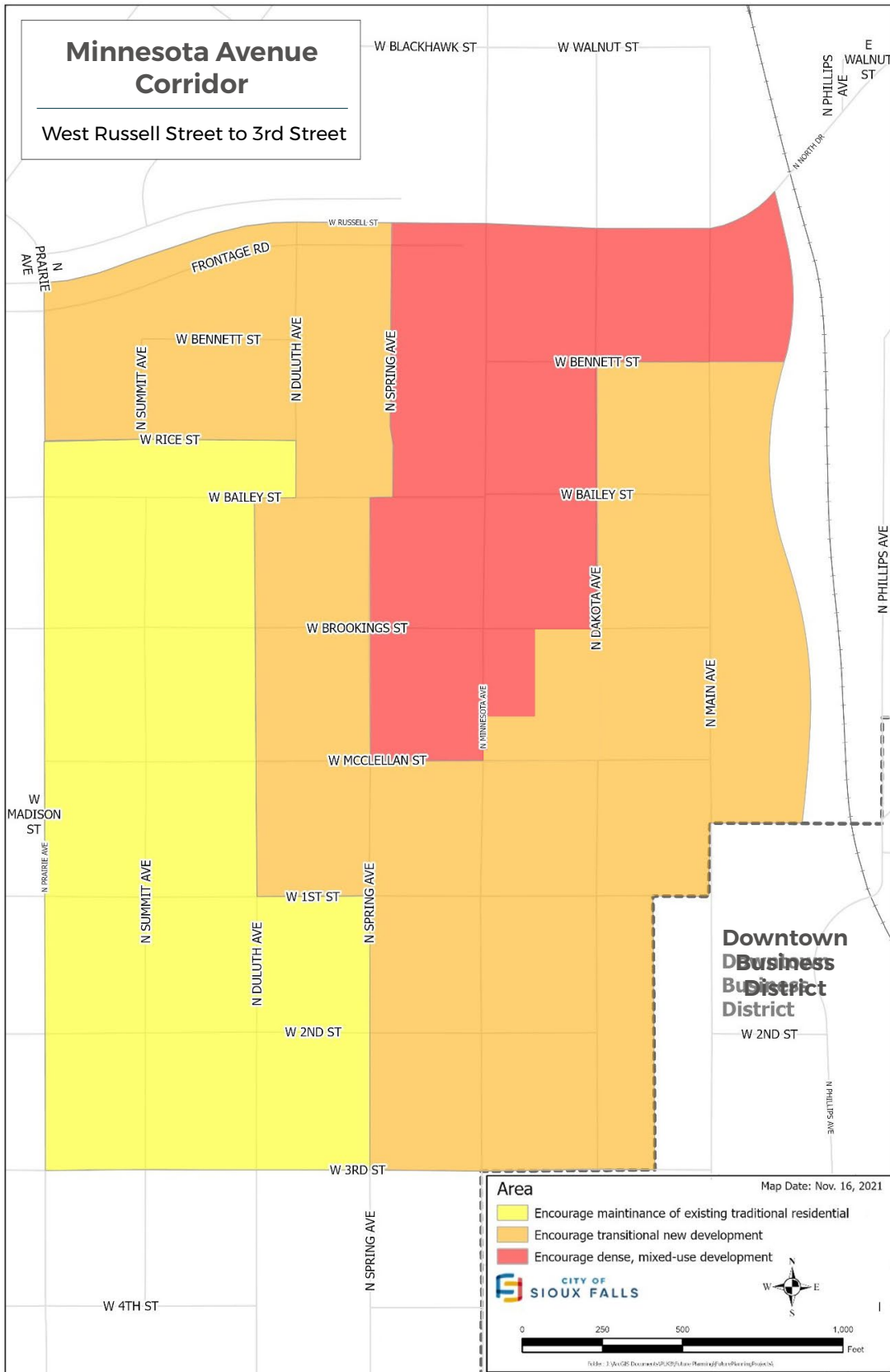
### **Transition Area: (ORANGE)**

The transition area buffers the maintenance area from the redevelopment area. The Transition Area is developed with single-family dwellings abutting Minnesota Avenue and the adjacent streets. The transition area may be rezoned to allow higher density residential and/or office and institutional land uses.

### **Maintenance Area: (YELLOW)**

The maintenance area is developed with older single-family dwellings. The Maintenance Area should limit redevelopment and maintain the existing housing stock. Rezoning requests should allow for the re-use of existing structures to allow for more residential units.

# Influence Area Map



## **STUDY AREA**

The study area for the Minnesota Avenue Land Use Report–Phase I, includes the roadway designated as Minnesota Avenue, between West Russell Street and 3rd Street. The corridor extends east and west of Minnesota Avenue from North Prairie Avenue to Main Avenue. For this report, it is hereafter defined as the Minnesota Avenue Corridor. Minnesota Avenue is designated a “primary arterial,” which runs north-south from North 60th Street at the north end to the southern City limits and beyond into Lincoln County.

The Minnesota Avenue Corridor provides connections from the airport, to downtown, to I-229, and the future extension of Veterans Parkway. There are many intersecting corridors which provide access to housing, jobs, commerce, entertainment, parks, and the interstate system. Minnesota Avenue, in-and-of-itself, is also a barrier dividing the city to the east and west. Pedestrian and bicycle infrastructure is lacking and the wide street width makes crossings dangerous.

Phase I of the Minnesota Land Use Report coincides with the initial phases of the reconstruction of Minnesota Avenue to take advantage of the opportunity to coordinate public outreach. The reconstruction project will physically redefine the corridor while improving access and infrastructure. “Shape Sioux Falls 2040” states that opportunities should be explored to redevelop urbanized growth areas where City services are already available. This segment of Minnesota Avenue also provides the city with an affordable housing stock. The opportunity for redevelopment must also ensure that the established neighborhood is protected.





# Minnesota Avenue Corridor Change



Phase 1

Phase 2

Phase 3

Phase 4

## Minnesota Avenue Shape Corridor

- The map on the left identifies the four phases of street reconstruction.
- There are four phases of street reconstruction that will correlate with the four phases of the Minnesota Avenue Land Use Reports.
- Each phase has a unique set of circumstances that will determine the viability for redevelopment.
- The stakeholders are the residents and business owners in the area. A survey and public meeting will ensure the goals and recommendations meet the needs of the community.
- The goal of the report is to be a resource for the community when reviewing future redevelopment in the corridor.

## **PUBLIC INPUT**

The Minnesota Avenue Corridor study asked residents and stakeholders for input on strategies to enhance the development and redevelopment of areas influenced by Minnesota Avenue. To understand the corridor and the surrounding area, stakeholders and residents participated with the City by taking a survey.

### **Minnesota Avenue Corridor Visual Preference Survey**



With the initial survey, a draft document was created to provide more detail for discussion.

The survey results identified that there is support for mixed-use development in the corridor.



**Read the draft report**  
Scan the QR code or visit our website at [siouxfalls.org/minn-ave](http://siouxfalls.org/minn-ave)

On September 15, 2021, the Minnesota Avenue Corridor Land Use Report was discussed on Planning Preview, bringing attention to future opportunities for stakeholders to review two scenarios for redevelopment. The announcement identified that maps would be posted online and that a future public participation event would be held in conjunction with a Public Works open house for the next phase of the Minnesota Avenue reconstruction.

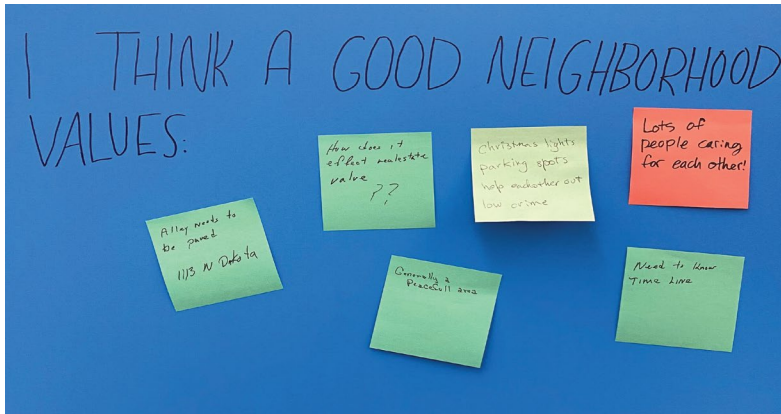
On March 3, 2022, a joint open house was held to gather additional input from residents, property owners, and developers. The open house was conducted in conjunction with the Public Works Department, which held an open house for the upcoming reconstruction of Minnesota Avenue between Russell Street and 2nd Street, planned for the summer of 2022. Mailers were sent out to property owners in the Phase I area and to commercial developers to get input on what the neighborhood needs and what developers see as the potential for redevelopment. Valuable insight was gained from the public regarding the potential redevelopment of the Minnesota Avenue Corridor–Phase I. In general, the public supported redevelopment at higher densities. A visual preference survey showed different styles and densities of potential residential redevelopment. The pictures of high-density redevelopment drew the most interest including comments about needing a full block for redevelopment to provide adequate parking.

There was also one example picture in the visual preference survey that the public recognized from the neighborhood, and identified as a concern. The picture shows a side street off of Minnesota Avenue and a row of five houses that had been converted into rental income properties. The properties have fallen into disrepair. During a site visit, staff saw a squirrel climb into a hole in the roof where it had built a nest. The primary concern was the upkeep and maintenance of rental properties in the neighborhood. When staff brought up using housing funds to invest in existing properties, the public agreed with supporting homeowner-occupied housing but stated that rental property owners could afford to maintain their properties. It was stated that proactive code enforcement would be necessary to entice rental properties to invest in upkeep and maintenance.

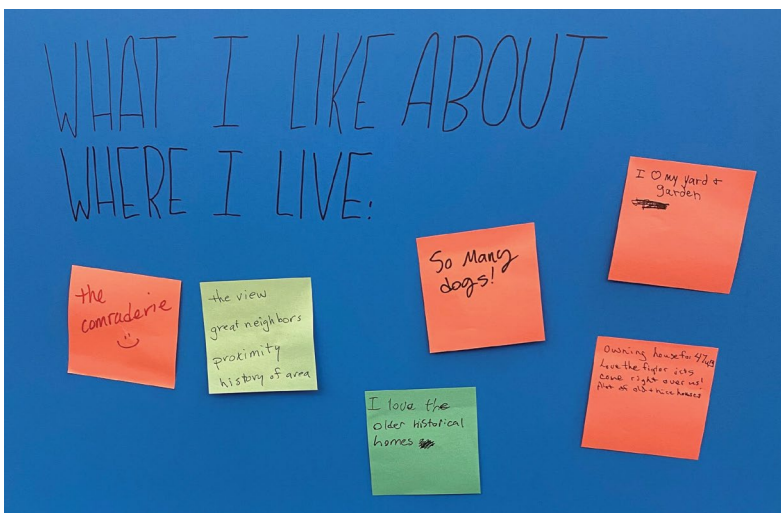
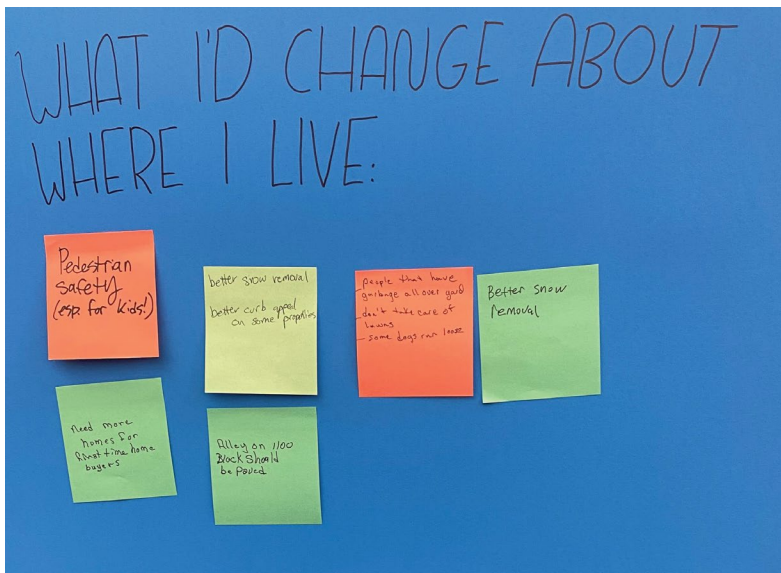
Staff has reviewed data including homeownership rates, code violations, property violations, and property valuations to identify issues and opportunities. Adoption of the report may qualify the area as a Concerted Community Revitalization Plan and open up additional funding sources such as Low Income Housing Tax Credits, Community Development Block Grant, and HOME.

A draft report was posted to the Planning & Development Services website and postcards were mailed to property owners in the Phase I Area. Comments were received regarding the reconstruction of Minnesota Avenue and removal of parking. In addition, there was one comment that more retail be allowed along the corridor which is supported by the plan. There was also one homeowner who was concerned with the label of “transition area.” Staff responded that the label does not change their existing zoning designation. The transition area identifies that higher density residential would be supported for future redevelopment.”

Neighborhood posters from January 26 meeting



On January 26, 2023, staff hosted an open house at the Downtown public library to review the report and discuss the redevelopment recommendations. The meeting was attended by 18 homeowners. The neighbors asked questions and provided input on the issues and opportunities for their neighborhood. The input gathered was used to adjust the Influence Area Map. A small redevelopment area was changed to a Transition Area between Brookings Street and McClellan Street east of Minnesota Avenue.



**LAND USE REDEVELOPMENT POLICIES:**

The Minnesota Avenue Land Use Report - Phase I identifies policies to support the redevelopment of the Minnesota Avenue Corridor between West Russell Street and 3rd Street. The report is illustrated with an “Influence Area Map” which identifies three key policy areas. The “Influence Area Map” provides Planning Commission and City Council with policies and guidance for future rezoning proposals, conditional use requests, redevelopment grant funding, and other redevelopment proposals. In effect, this plan is an addendum to the Shape Sioux Falls Comprehensive Plan and should be recommended by Planning Commission and adopted by City Council as such. The “Influence Area Map” is located page 5.

The redevelopment area is the land abutting Minnesota Avenue with the greatest potential for being completely changed. These areas are adjacent to signalized intersections with the best vehicular access from Minnesota Avenue. This area will be directly impacted by the reconstruction of Minnesota Avenue. The redevelopment area identifies land which could be redeveloped at a greater density of commercial and/or mixed-use development.

The transition area identifies land that also abuts Minnesota Avenue but includes mid-block locations and un-signalized intersections where vehicular access will be constricted by the construction of medians in Minnesota Avenue. Commercial redevelopment will be constrained by vehicular access restrictions. The transition area identifies land that could be redeveloped with higher density residential development from twin homes to apartments, but would also support office/institutional land uses.

The maintenance area does not abut Minnesota Avenue and is primarily developed with single-family homes. The maintenance area includes a conservation area, which promotes investment in maintaining affordable housing in the city. Policies should support investment in the existing housing in the maintenance area.

This report is designed to engage stakeholders and property owners in the area to help identify and prioritize a vision, goals, and actions. Land use decisions should be consistent with the street corridor development pattern to maintain and enhance the character of the corridor. Goals and strategies are in compliance with the adopted “Shape Sioux Falls 2040” Comprehensive Plan.

## Terminology

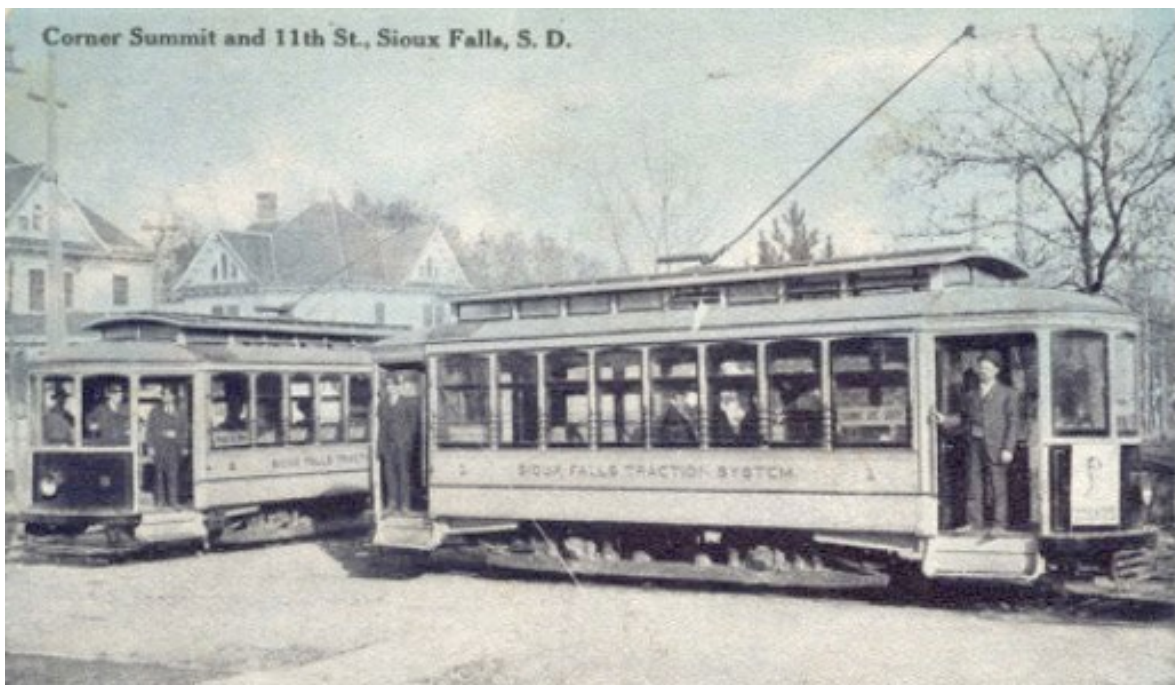
- The **“Redevelopment Area”** consists of properties that could be redeveloped with four to five-story commercial development to include mixed-use.
- The **“Transition Area”** consists of property that would support four to five-story apartment buildings and condominiums. The transition area is the buffer between the redevelopment and the maintenance area.
- The **“Maintenance Area”** is currently developed with dwellings which should be kept intact. The maintenance area provides affordable housing in this part of the city.

The key recommendations are to allow commercial redevelopment along Minnesota Avenue at key intersections and to promote higher density housing in the transition area. The maintenance area should be further studied to identify where additional City funding can be used to invest in affordable housing.

The following chapters take an in-depth look at the existing conditions, background, context, issues, and opportunities for the improvement of the Minnesota Avenue Corridor. All of this information is intended to help support the need for the above redevelopment policies and to also provide an additional level of guidance for future city and neighborhood initiatives.

## **BACKGROUND AND CONTEXT**

Minnesota Avenue was developed as a streetcar commercial corridor when trolleys operated in Sioux Falls between 1906 and 1929. Streetcars or trolleys were once the chief mode of public transit in hundreds of cities and towns. The streetcar created a form of development where commercial structures were located close to the sidewalk and oriented to the commuter getting on and off the trolley. The Great Depression led to the closure of many streetcar lines and the end of World War II saw the rise of the automobile and interstate highways. Minnesota Avenue is one of the few surviving “streetcar” style corridors remaining in the city.



The “Shape Sioux Falls 2040” Comprehensive Development Plan identifies the north end of Minnesota Avenue between 3rd Street and West Russell Street as a suburban arterial strip/urban streetcar commercial corridor. This section of the corridor is developed with a mix of commercial buildings as well as single-family residential development. The style of commercial development is auto-oriented with parking lots located adjacent to Minnesota Avenue. The single-family dwellings are predominately one-story detached homes with a high percentage of home-ownership. The area is platted in a grid-pattern and the homes are older with some unique historic architecture (constructed during 1880s and 1890s; 1940s along Spring and Dakota.) The residential districts on this segment of Minnesota Avenue are located in the North-End East and North-End West Neighborhood Conservation Areas.

The principal commercial node is located at the intersection of West Russell Street and North Minnesota Avenue. A secondary commercial node is located at the intersection of Brookings Street and North Minnesota Avenue. South of Brookings Street, there is a mix of single-family dwellings, a nursing home, and an apartment building constructed in 2013. The southern boundary of Phase I is located just north of downtown and the City and County Administration Buildings.

The influence area radiating from Minnesota Avenue primarily consists of older single-family dwellings with a small mix of townhomes, commercial, and smaller multi-family structures. Based on recent trends, there will be continued pressure for redevelopment centered along Minnesota Avenue.

Minnesota Avenue and West Russell Street are both arterial roadways. The intersection of West Russell Street and Minnesota Avenue is identified as a Neighborhood Employment Center. The adopted Comprehensive Plan states that the intent of neighborhood commercial centers is to serve the immediate neighborhood, providing convenience items such as gas, food, and personal services. Commercial development adjacent to the intersection includes: restaurants, auto sales, a car wash, and car rental. Moving south, east, and west away from the intersection, the corridor is comprised of older single-family one-story dwellings.

First impressions can be misleading. It initially appeared that the majority of dwellings in the corridor were used as rentals. In fact, the data shows that the majority of dwellings are homeowner occupied. The high home ownership rate would seem to indicate that the neighborhood would be against redevelopment of the corridor. This was reflected in the initial maps provided to the neighborhood showing a smaller redevelopment area that included the half-block abutting Minnesota Avenue, a node at the intersection of Minnesota Avenue and Russell Street, and a node at the proposed signalized intersection at Minnesota Avenue and Brookings Street. The public open house identified that residents in the area do support larger scale redevelopment. The "Influence Area Map" on page 5 reflects the combined vision of investment in the existing housing stock and support for redevelopment at higher densities. The following section identifies the issues and opportunities that will shape redevelopment of the Phase I Corridor.



## ***ISSUES AND OPPORTUNITIES:***

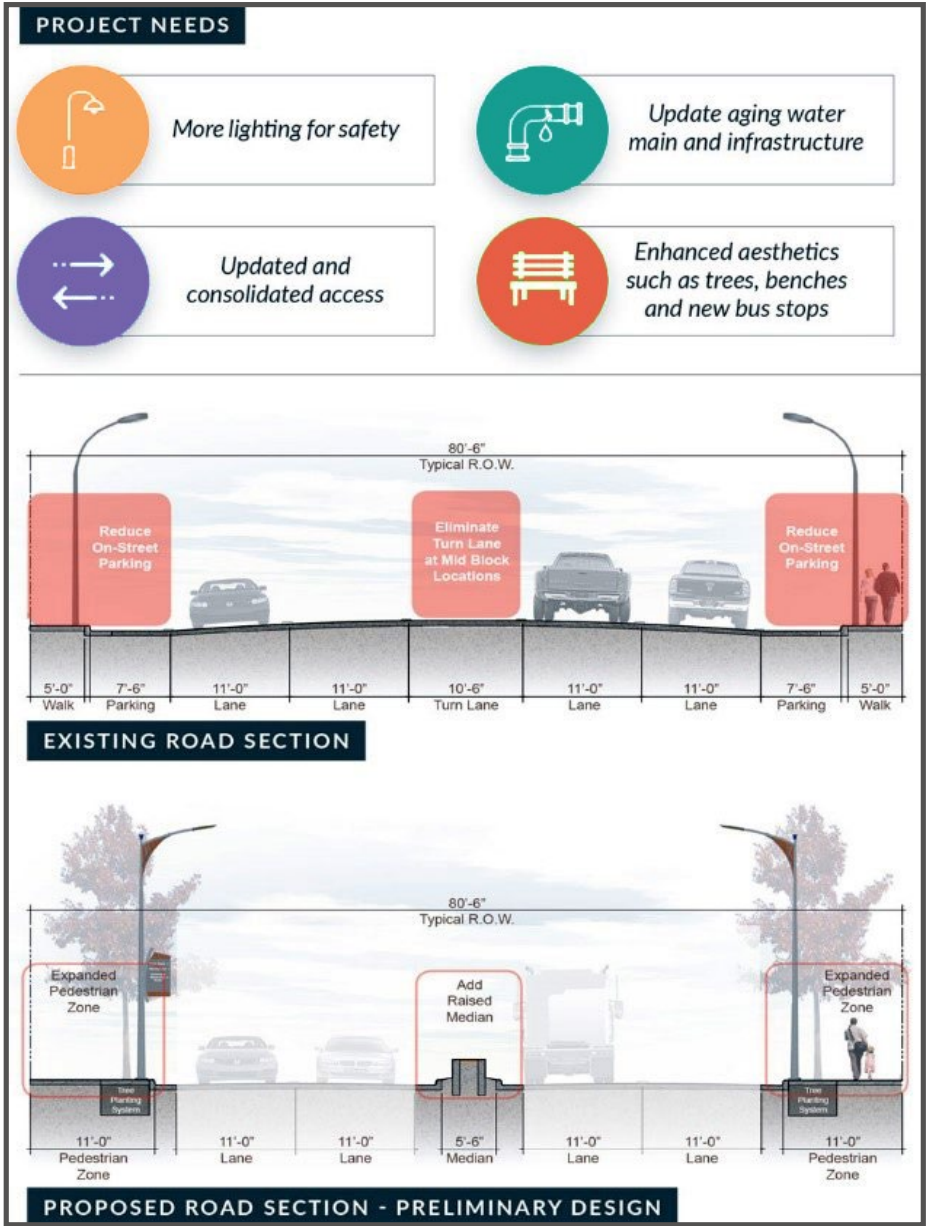
The following are key opportunities for the overall Phase I Corridor:

- Ensure that redevelopment is in keeping with existing neighborhood by implementing Land Use Transitions and Neighborhood Conservation standards.
- Reduce off-street parking requirements.
- Encourage commercial development at signalized intersections.
- Encourage higher density residential development in the redevelopment area mid-block and around un-signalized intersections.
- Maintain and invest in existing affordable housing.
- Promote alternative transportation modes such as walking, biking, and transit.
- Encourage stakeholders and residents to review the report and make recommendations.

## ***INFRASTRUCTURE:***

The City of Sioux Falls is planning to reconstruct Minnesota Avenue from West Russell Street to 18th Street to the south. The project will happen in four (4) stages, one segment of the corridor at a time. The goal of the reconstruction is to transform Minnesota Avenue into a lively, secure, and distinctive corridor with complete streets. Phase I of the reconstruction is from West Russell Street to 2nd Street. The goals of the reconstruction are to provide the following:

- To improve lighting.
- Improve bicycle/walking paths.
- To consolidate and upgrade street access.
- To enhance the aesthetics of the corridor.
- To update the aging water main and infrastructure.



**Complete Streets: What is it?**

Sioux Falls has adopted a policy called “complete streets” which is defined as streets designed to accommodate bicycles, pedestrians, transit riders, motorists, and persons of all abilities.



The proposed investment in public infrastructure provides the opportunity for redevelopment in the core of the city. The “Shape Sioux Falls 2040” Comprehensive Plan includes a tier system for growth on the outskirts of the city. The tier system identifies areas outside city limits with the potential for development because of access to public infrastructure. The primary concern with outward growth is the extension of public infrastructure including water, sewer, and streets. In areas surrounding the city, the lack of infrastructure capacity pushes development out 16-25 years. For these reasons, the investment in upgrading infrastructure near the city core provides the opportunity for greater densities.



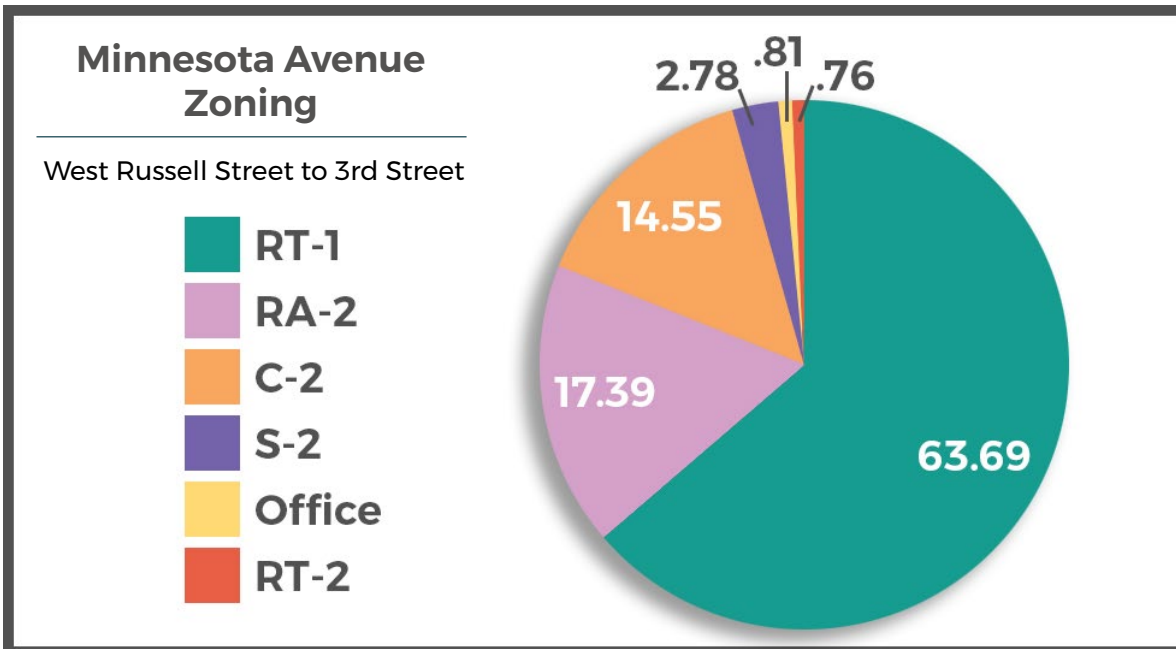
**ZONING:**

The existing zoning in this segment of Minnesota Avenue reflects the historic nature of the neighborhood. Lot densities are higher than new suburban development. The zoning districts in use today respect the current form of development and provide property owners the ability to invest in their homes. The following bullets identify the zoning districts in the redevelopment area and the intent of the districts:

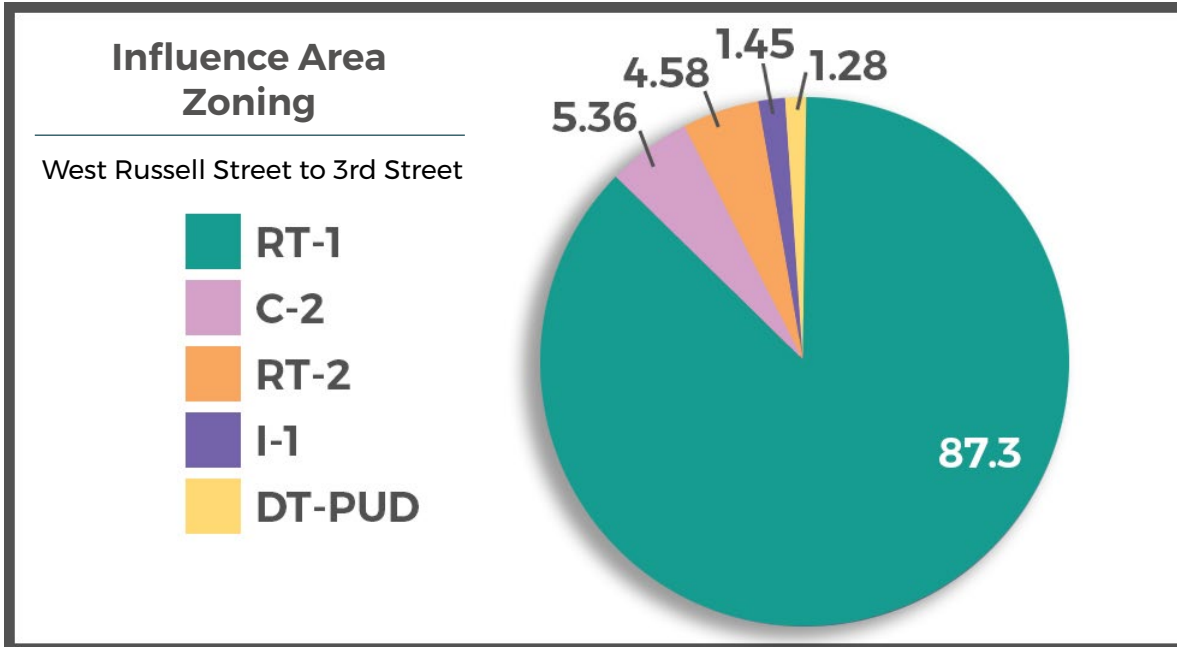
RT-1: The predominant zoning district in the redevelopment area is Single-Family Residential–Traditional (RT-1) which allows core area neighborhoods to construct or reconstruct homes on lots that are difficult to develop with conventional suburban-style standards. Lot density is higher with this zone and the traditional style is allowed to better fit into the higher density and more traditional-style homes that are typical of core area neighborhoods.

- DD3: Detached Dwelling–Traditional
- NF1: Neighborhood Facilities
- UT1: Basic Utilities

Minnesota Avenue Zoning - Russell Street to 3rd Street					
RT-1	RT-2	RA-2	C-2	Office	S-2
63.69%	0.76%	17.39%	14.55%	0.81%	2.78%



Influence Area Zoning - Russell Street to 3rd Street				
<b>RT-1</b>	<b>RT-2</b>	<b>DT-PUD</b>	<b>C-2</b>	<b>I-1</b>
<b>87.3%</b>	<b>4.58%</b>	<b>1.28%</b>	<b>5.36%</b>	<b>1.45%</b>



RT-2: The Townhome Residential–Traditional (RT-2) district allows core area neighborhoods and neighborhoods that desire higher densities to construct or reconstruct townhomes on lots that are difficult to develop with conventional suburban-style standards. Lot density is higher with this zone and the traditional style is allowed to better fit into the higher density and more traditional-style homes and row houses that were typical of core areas.

- AD4: Attached Dwelling–Traditional Eight-Unit Townhome
- DD3: Detached Dwelling–Traditional
- NF1: Neighborhood Facilities
- NF2: Neighborhood Residential Facilities
- UT1: Basic Utilities

RA-1: The Apartment Residential–Low Density (RA-1) district provides areas of lower density multiple-family townhomes and apartments. This district provides for neighborhood facilities such as schools, places of worship, nursing homes, assisted living facilities, and community residential homes.

- MD1: Multiple Dwelling–Small
- AD1: Attached Dwelling–Suburban Twin Home/Duplex
- AD2: Attached Dwelling–Suburban Four-Unit Townhome
- AD3: Attached Dwelling–Suburban Eight-Unit Townhome
- AD4: Attached Dwelling–Traditional Eight-Unit Townhome
- DD2: Detached Dwelling–Suburban
- NF1: Neighborhood Facilities
- NF2: Neighborhood Residential Facilities
- UT1: Basic Utilities
- UT2: Tower Utilities

RA-2: The Apartment Residential–Moderate Density (RA-2) district provides for areas of moderate multi-family residential density up to 48-unit apartments three stories high. This district also provides for two-family, townhome, and support facilities such as schools, nursing homes, places of worship, and community residential homes.


- MD1: Multiple Dwelling–Small
- MD2: Multiple Dwelling–Medium
- AD1: Attached Dwelling–Suburban Twin Home/Duplex
- AD2: Attached Dwelling–Suburban Four-Unit Townhome
- AD3: Attached Dwelling–Suburban Eight-Unit Townhome
- NF1: Neighborhood Facilities
- NF2: Neighborhood Residential Facilities
- UT1: Basic Utilities
- UT2: Tower Utilities

C-2: The Commercial–Neighborhood and Streetcar (C-2) zoning district provides for existing traditional and core area commercial and service areas located adjacent to collector or arterial streets that serve the area. The pedestrian-oriented commercial district provides convenience goods and personal services to primarily serve residents within one mile of the development. Because of the very nature of commercial forms and uses, site and architectural design shall be compatible with, and sensitive to, adjacent residential development, striving to preserve and protect residential property values.

- RE2: Streetcar Retail Employment
- RE3: Parking-Oriented Retail Employment
- UT1: Basic Utilities
- UT2: Tower Utilities

### **FUTURE LAND USE**

The 2040 “Future Land Use Map” identifies the intersection of West Russell Street and Minnesota Avenue as a Neighborhood Employment Center. A Neighborhood Employment Center serves the immediate neighborhoods adjacent to the intersection; providing convenience items such as gas, food, and personal services. The core zoning districts recommended are C-1 Commercial–Pedestrian Oriented and C-2 Commercial–Neighborhood and Streetcar. “Shape Sioux Falls 2040” identifies the remainder of the area as a developed/core area. Redevelopment in these areas should be compatible with Chapter 4 and the Zoning District Compatibility Chart.

<p><b>Neighborhood Employment Center</b></p> 	<p>A neighborhood employment center is typically located at the intersection of two minor arterial roadways. A neighborhood employment center serves the immediate neighborhoods adjacent to the intersection, providing (typically) convenience items such as gas, food, and personal services. Pedestrian links into these areas are encouraged to allow the neighborhoods to access the services without a car. These are spaced a mile apart and serves a market within the residential density of that particular neighborhood; approximately 5,000 people at 3.5 units per acre.</p>	<p>15 to 60 Acres</p> <p>No more than 50% Commercial</p>	<p><b>Core Districts:</b></p> <p>C-2</p> <p>C-3</p> <p><b>Support Uses:</b></p> <p>Office</p> <p>Multi-family</p> <p>Business Park</p> <p>Institutional</p> <p><b>Optional Planned Development:</b></p> <p>Mixed-Use</p>
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**CORRIDOR DEVELOPMENT PATTERNS:**

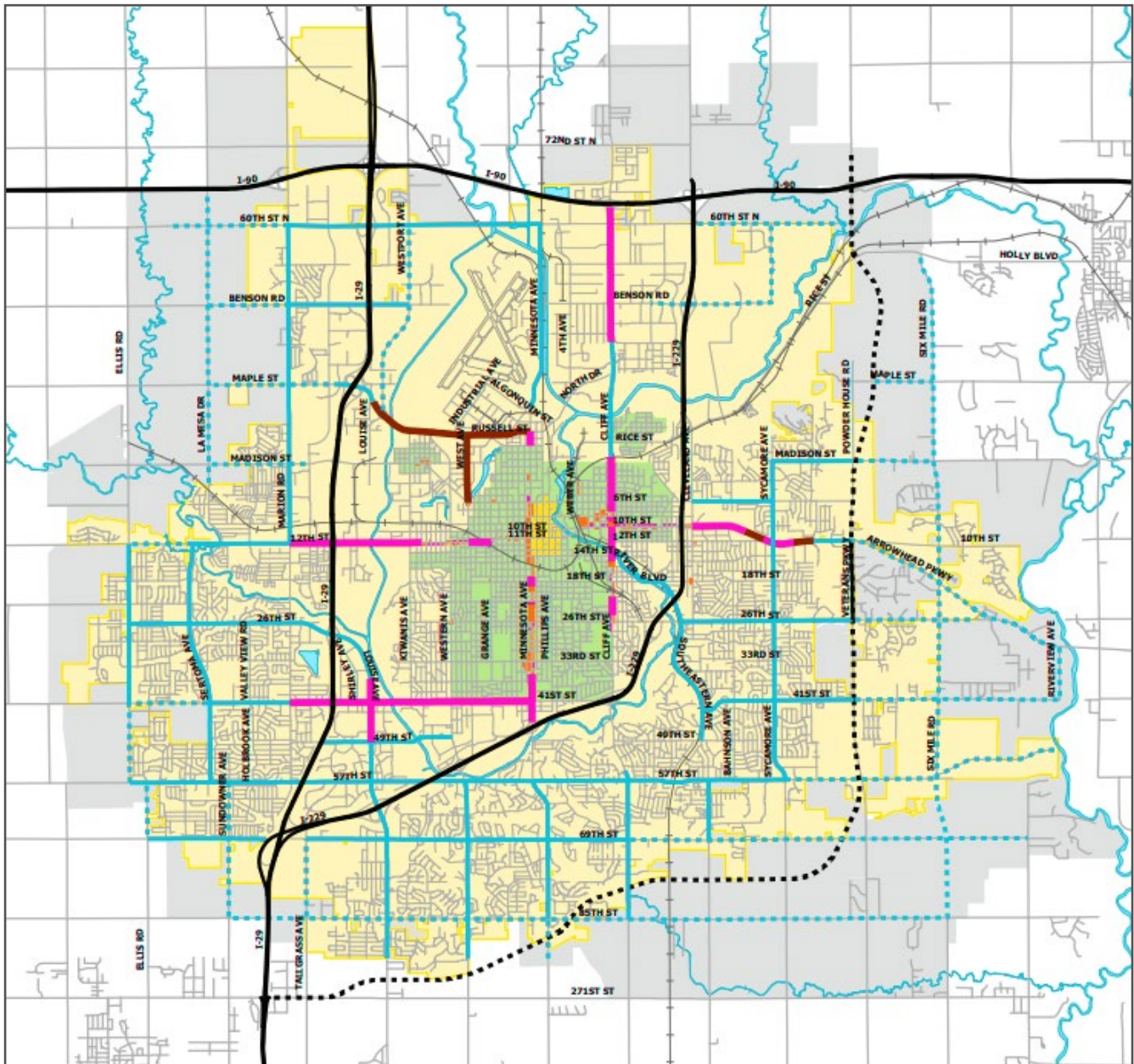
“Shape Sioux Falls 2040” – Chapter 6; “Shape Corridors” identifies corridor development patterns and helps to develop places, not just spaces. “Corridor Development Patterns,” (the map on the following page) identifies that this segment of Minnesota Avenue is a part of the Urban Core with Suburban Arterial Strip and Urban Streetcar Commercial areas. Traditional densities are supported in the core area. Great care should be taken to control transitions. The Suburban Arterial Strip is defined by commercial land uses, with parking lots oriented to the street and sidewalks close to the parking lots. Recommendations include mixed-use and conventional redevelopment which should not encroach into the abutting neighborhoods without proper planning. Urban Streetcar Commercial development consists of higher density, mixed-use buildings where buildings are oriented to the street. Redevelopment recommendations include streetcar zoning forms.



The reconstruction of Minnesota Avenue will include road medians that will limit access to properties located mid-block and at un-signalized intersections. These properties should be less desirable for new commercial redevelopment. Commercial redevelopment should be supported at West Russell Street and Brookings Street, where there is existing commercial development and traffic lights. Medians are intended to reduce transportation conflicts by removing the ability of vehicles to make left turns across multiple lanes of traffic. Rezoning to commercial at un-signalized intersections or mid-block properties should not be supported as the medians and intersections will limit the ability of vehicle access to those properties. Property located along Minnesota Avenue at un-signalized intersections and mid-block would be appropriate for higher density residential development such as apartment buildings.





# Corridor Development Patterns Map












## Corridor Development Patterns

Dashed lines indicate future development patterns

## Type of Pattern

	Limited-Access Arterial		Highway		Urban High Density
	Arterial with Frontage Road		Urban Streetcar Commercial		Suburban Curvilinear
	Suburban Strip		Urban Core		Growth Area Boundary

**AIRPORT INFLUENCE OVERLAY DISTRICT:**

The Airport Influence Overlay District extends from West Russell Street to McClellan Street to the south. The intent of the Airport Influence Overlay District is to ensure land use compatibility within the operating area of the airport. The overlay identifies additional criteria for review when any zoning district change or zoning permit is submitted. Requests for redevelopment in this segment must comply with the regulations for approval in the Airport Influence Overlay District. The Airport Overlay District extends south to McClellan Street. (The noise exposure zone reflects the 65 DNL as regulated by the Federal Aviation Administration.) A navigation easement shall be placed on property within the noise exposure zone when a building permit for substantial improvements to a habitable residential structure is being requested.

Staff identified the following heights which may be allowed between West Russell Street and 1st Street. These heights are approximate and will be reviewed by airport staff prior to issuance of a Building Permit. Staff should ensure that bulk regulations for a new form, conform with the maximum allowed heights identified below. Three to four-story structures should not be an issue.

West Russell Street	84 feet
Bennett Street	65 feet
Bailey Street	76 feet
Brookings Street	69 feet
McClellan Street	69 feet
1st Street	83 feet

**NEIGHBORHOOD CONSERVATION AREAS:**

This segment of Minnesota Avenue is located in the North End, East of Minnesota Avenue and North End, West of Minnesota Avenue Neighborhood Conservation Areas. The majority of this segment of Minnesota Avenue is currently developed with single-family and two-family dwellings. The redevelopment area is comprised of approximately 64% single-family dwellings, with 54% being owner-occupied. In the transition area, 92% of structures are single-family or two-family dwellings, with 64% being owner-occupied. This area of the city has great potential for residents to invest in home-ownership. The City should support maintaining the existing housing and helping homeowners invest in the upkeep and maintenance of their properties.





Forms:

- AD1: Attached Dwelling–Suburban Twin Home / Duplex
- AD2: Attached Dwelling–Suburban Four-Unit Townhome
- AD3: Attached Dwelling–Suburban Eight-Unit Townhome
- AD4: Attached Dwelling–Traditional Eight-Unit Townhome
- DD2: Detached Dwelling–Suburban
- DD3: Detached Dwelling–Traditional
- MD1: Multiple Dwelling–Small
- MD2: Multiple Dwelling–Medium
- NF1: Neighborhood Facilities
- NF2: Neighborhood Residential Facilities
- RE2: Streetcar Retail Employment
- RE3: Parking-Oriented Retail Employment
- UT1: Basic Utilities
- UT2: Tower Utilities

DD3 Detached Dwelling–Traditional, RE2 Streetcar Retail Employment, and RE3 Parking-Oriented Retail Employment, are the predominant forms available based on the current zoning in redevelopment corridor. All three forms allow 10-foot front yard setbacks, which supports creating walkable, pedestrian-oriented streetscapes. The RA-2 zoning district allows primary and secondary forms (AD-1, AD-2, AD-3, MD-1, MD-2) that require 20-foot and/or 25-foot front yard setbacks. The larger setback is not conducive to creating a pedestrian-oriented streetscape.

It does not appear that the market will support vertical mixed-use development on this segment of Minnesota Avenue. Vertical mixed-use is commercial on the first floor and apartments above the first floor. However, low to medium-density apartments would complement the existing land uses in this segment. Reducing the minimum required front yard setback for multi-family dwellings would support the comprehensive plan goal of creating a streetcar, traditional style of development in keeping with the historic nature of the neighborhood.

Infrastructure: The advantage of the core area along Minnesota Avenue is that the infrastructure is already in place for redevelopment. Streets, water mains, sewer mains, housing, retail, human services, proximity to downtown, and public transit are all readily available. Good planning practice promotes infill and redevelopment over “green-field” suburban expansion. Higher density residential redevelopment should be supported in the redevelopment area where appropriate.

Public Transit: This segment of Minnesota Avenue is accessed by two public transportation bus lines and is located within a mile of the bus depot. Investment in public transportation is a long-term goal for the City. A reduction in parking and maintaining affordable housing are key objectives for the redevelopment of the corridor. Housing and transportation costs are two of the largest budget items for an American family. Minnesota Avenue is the main north-south corridor in the city with the ability to provide access throughout the city.

**CONSISTENCY WITH “SHAPE SIOUX FALLS 2040”  
COMPREHENSIVE PLAN:**

*How do the goals of the Minnesota Land Use Report fit within the Comprehensive Plan goals?*

The reconstruction of Minnesota Avenue Corridor is the catalyst to review the redevelopment potential for the Minnesota Avenue Corridor. The goals for the redevelopment of the corridor must align with the adopted strategies of the “Shape Sioux Falls 2040” Comprehensive Development Plan. Below are strategies from applicable chapters of the plan that should help guide the corridor redevelopment process.

“Shape Sioux Falls 2040” is the guiding document to develop the best strategies to accommodate future redevelopment. Planning neighborhoods and land use is about creating places, not just spaces. The adopted Comprehensive Plan identifies street corridors and recommendations for development.

The overall intent is to develop attractive street corridors that enhance and reinforce adjacent development. Chapter 6, Shape Corridors, identifies areas that are of critical concern:

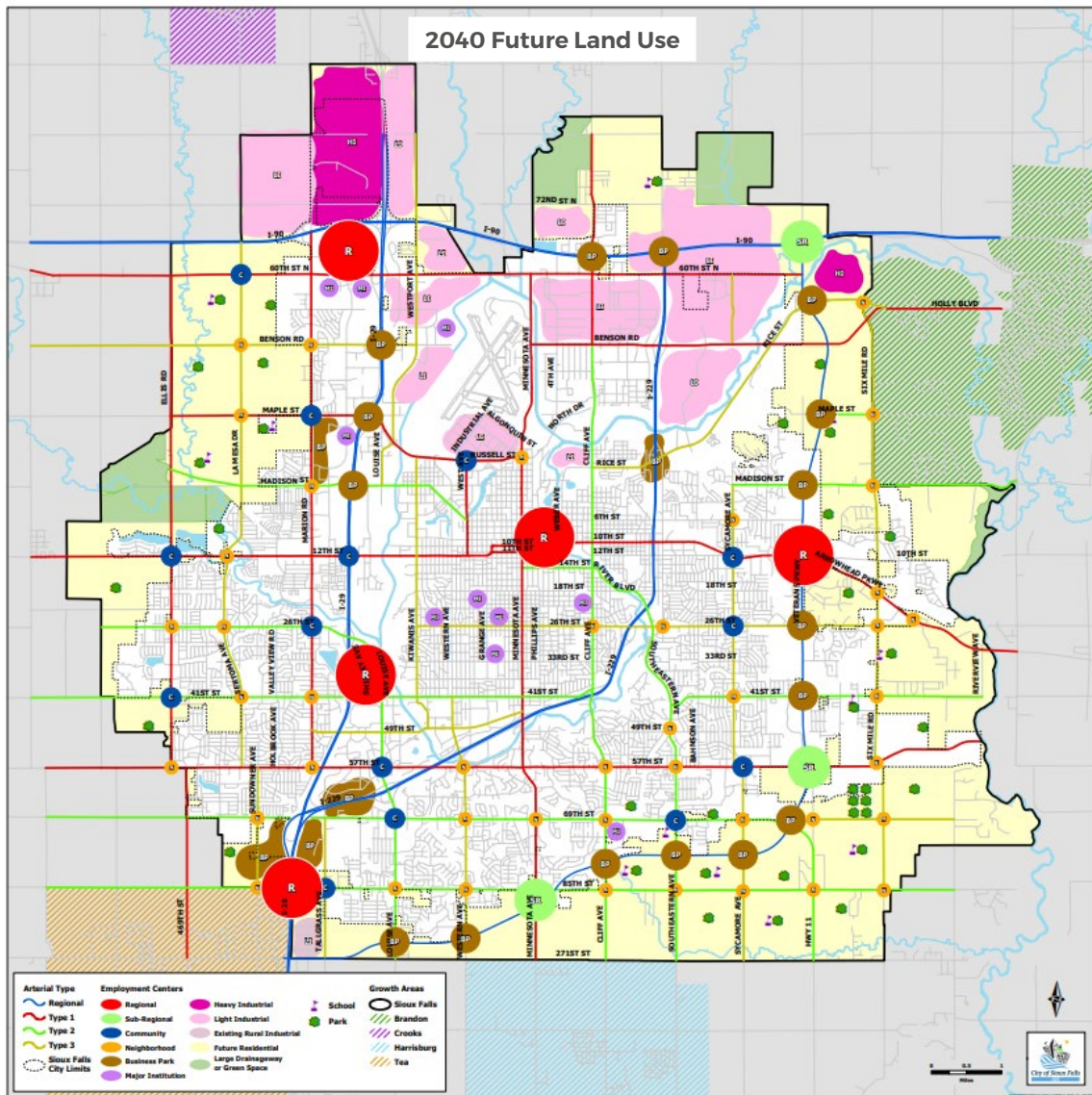
- Some image-defining assets are of critical concern, because they have high-profile locations, or are in need of some attention. The areas of critical concern, which need either conservation or enhancement, include main transportation routes, points of arrival, key visitor facilities and destinations, and commercial corridors. Main transportation routes have high-impact visibility, and are important in creating a positive first impression upon arrival at Sioux Falls.
- Primary destination points within the city must also be consciously considered, along with the routes which connect them. Cumulatively, these features have the greatest impact on impressions of people coming to Sioux Falls, and shape the image of the community.
- Features that would raise aesthetic standards along the main street corridor should be included along highway interchanges, Interstate and regional corridors, and crosstown routes, such as 57th Street and 10th/12th Street. In addition, the area along Minnesota Avenue that is near the airport should be improved as a gateway to the city.
- In areas with some streetcar development, some types of vertical mixed-use (see Chapter 5: “Shape Places”) or similar streetcar (building-oriented to the street) redevelopment should be encouraged.
- Streetcar corridors should be encouraged to minimize impacts to adjacent residential developments.



### Chapter 3 - Shape Neighborhoods

- Encourage development of employment centers which can be served by public transit, promote higher density housing, promote greater transit use, and develop pedestrian connections to allow safe pedestrian and transit access.
- The “Future Land Use Map” (below) – provides guidance in both newly developing and existing redeveloping areas. The areas should be zoned in accordance with the identified employment center policies as detailed herein.

**Future Land Use Map**



The intersection of North Minnesota Avenue and West Russell Street is a redevelopment area. The future land use plan identifies the area as a streetcar commercial corridor with the intersection designated as a Neighborhood Employment Center.

## Chapter 4 – Shape Transitions

- *Overall Intent: Maintain neighborhood character by creating compatible transitions that minimize land use conflicts.*
- *Zoning districts through a zoning district compatibility chart.*

The RE2 form: Streetcar Retail Employment, promotes the urban streetcar-style of development recommended by the comprehensive plan.

## Chapter 5 – Shape Places

- *Overall Intent: Create lively, secure, and distinctive places.*
- *Corridors for special design treatment should be identified.*
- *Provide flexible parking requirements that reflect the real needs of specific projects.*
- *Encourage on-street parking in mixed-use areas.*
- *Identify “complete streets” corridors designed to accommodate pedestrian, bicycle, and public transportation.*
- *Private street planting should be allowed in public boulevard.*
- *Add options for smooth transitions between nonresidential and residential uses.*

## Chapter 6 – Shape Corridors

- *Overall Intent: Develop attractive street corridors that enhance and reinforce adjacent development.*
- *Strategy: Determine general density and setback areas for neighborhoods based upon each corridor’s environment and current development patterns.*
- *Streetcar Corridor: In areas with some streetcar development, some types of vertical mixed-use (see Chapter 5: “Shape Places”) or similar streetcar (building oriented to the street) redevelopment should be encouraged. Also, streetcar corridors should be encouraged to minimize impacts to adjacent residential developments. Streetcar zoning forms are encouraged along these areas to develop a mixed-use and appropriate conventional redevelopment within the streetcar context.*

## Chapter 8 – Shape Foundations

- *Overall Intent: To conserve and/or revitalize the older or “foundation” neighborhoods.*
- *Strategy: Identify neighborhood conservation areas that will be the basis of a concerted and grassroots neighborhood planning effort.*

### North End, West of Minnesota Avenue

Minnesota Avenue is in transition from residential uses to a commercial corridor. The neighborhood includes a National Register Historic District and some of the oldest homes in the city. There has been considerable renovation activity, especially in and near the historic district area.

### North End, East of Minnesota Avenue

The area between Minnesota Avenue and the railroad is primarily a mix of housing, with some transitional uses along Minnesota Avenue and Russell Street; however, recent trends show there will be more pressure for commercial and strip development. If this development occurs, it is important to minimize its impact on the remainder of the neighborhood. Maintenance of existing housing will be a primary focus, with limited redevelopment activity expected, except for the Minnesota Avenue Corridor and Falls Park North improvements.

**TOOLBOX:**

Zoning District Compatibility Chart:

“Shape Sioux Falls 2040” Chapter 4, “Shape Transitions”; The “Zoning District Compatibility Chart” (Exhibit 4B, below) identifies five degrees of compatibility between proposed and existing zoning districts. The chart is currently used to access the compatibility of Rezoning applications to existing zoning in the city. The chart will be used to access the compatibility of potential redevelopment in the Minnesota Avenue Corridor and is a useful tool to determine the level of buffer yards required.

**Exhibit 4B: Full Zoning District Compatibility Chart\***

by Degrees of Compatibility



Zoning Districts	Adjacent new or existing zoning districts												
	Single Family Residential	Manufactured Housing	Twin Home Residential	Office	Apartment Residential	Small Institutional	Commercial 1	Commercial 2	Commercial 3	Commercial 4	Large Institutional	Light Industrial	Heavy Industrial
Single Family Residential	5												
Manufactured Housing	3	5											
Twin Home Residential	4	4	5										
Office	4	3	4	5									
Apartment Residential	3	3	4	4	5								
Small Institutional	4	4	4	5	4	5							
Commercial 1	4	4	4	5	4	4	5						
Commercial 2	3	3	3	4	3	3	5	5					
Commercial 3	2	2	3	4	3	3	4	4	5				
Commercial 4	1	2	2	4	3	3	4	4	5	5			
Large Institutional	3	3	3	4	4	4	4	4	3	3	5		
Light Industrial	2	2	3	4	3	3	4	4	4	3	4	5	
Heavy Industrial	1	1	1	3	2	1	3	3	3	3	2	4	5

\*The compatibility chart may need to be updated based upon final zoning districts as a part of the approved zoning ordinance.

Buffer Yards:

Chapter 160.488 of the Sioux Falls Shape Places Zoning Ordinance identifies buffer yards as open space and landscaped areas including fences, walls, berms, or any combination thereof, used to physically separate or screen one use or property from another so as to visually shield or block noise, lights, or other items that are incompatible. There are four levels of buffer yards ranging in size from 10 feet to 45 feet. This tool is integral to protecting existing residential neighborhoods from higher intensity commercial development. On the Minnesota Avenue Corridor, the use of buffer yards will provide a physical separation between future commercial redevelopment and the surrounding residential neighborhoods.

Anchor Project:

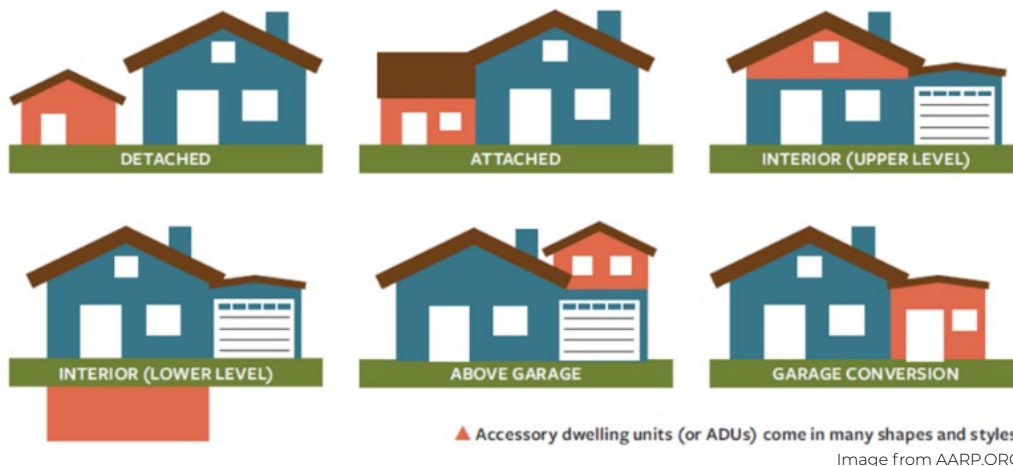
The City should be receptive to partnering with a private organization to purchase land for an “anchor project” to promote redevelopment in the redevelopment area. An anchor project is a development that has the potential to jumpstart redevelopment. The type of anchor project should be in character with the neighborhood. Investment of City funds and resources should promote the vision of the corridor and limit the removal of affordable housing.

**Parking:**

Chapter 160.552 of the Sioux Falls Shape Places Zoning Ordinance provides an opportunity to reduce the minimum parking requirements with the provision of transit, bicycle parking, and mixed-use development through an alternative parking plan application. Continue to support parking reductions and investment in bicycle, pedestrian, and transit facilities. Amend the Zoning Ordinance to waive the requirement to provide additional parking when additional units are proposed in an existing residential structure. Remove requirement to provide additional parking for an ADU located within an existing dwelling.

**Accessory Dwelling Unit:**

The DD3 form allows detached accessory dwelling units (ADUs) as a permitted special use. The smaller lot sizes and existing accessory structures limit the ability to construct detached units in this area. It may be more feasible to allow internal ADUs to expand housing options.



**Property Tax Reduction:**

To promote redevelopment of the area that achieves the goals for the corridor, a property tax reduction could be implemented. The property tax reduction would benefit redevelopment that includes affordable housing, parking reductions, and paying transit fees. The City would directly benefit from the inclusion of these items and the property developer would benefit in the long-term by recouping those costs over time.

**Housing Funds:**

There are programs available through the Housing Division for investment in affordable housing including a Single-Family Rehabilitation program, Neighborhood Revitalization program, and Rental Rehabilitation program. These programs could be used to invest in the neighborhood and maintain affordable housing in the core of the city. The "Influence Area Map" will help identify locations where rehabilitation and revitalization of existing housing would best be served.





## **RECOMMENDATIONS:**

The following actions are recommended to promote conservation of housing and allowing targeted redevelopment.

### **Redevelopment Area:**

- Allow rezoning to commercial, mixed-use, and high density apartments.
- Allow additional density and mix of uses through a new or updated zoning form to the Shape Places Zoning Ordinance. The RE6 form allows the types of uses and land area regulations needed for the redevelopment area.
- Support alternative site plans that reduce buffer yards and reduce parking.
- Support increased height and density in the redevelopment area. Ensure height complies with Airport Overlay.
- Support the consolidation and redevelopment of property to allow higher density development including the addition of a new mixed-use high density form. Ensure that the costs associated with lot consolidation and redevelopment do not limit potential projects.



### **TRANSITION AREA:**

- Allow rezoning to office, apartment, and institutional zoning districts.
- Revise the AD4 and MD forms to allow reduced parking for townhomes and multi-family uses.
- Support the consolidation and redevelopment of property to allow higher density development.
- Continue to support investment in the existing housing stock as needed. This area provides opportunities for home ownership in the city.



### **MAINTENANCE AREA:**

- Allow single-family and townhome zoning within the maintenance area.
- In coordination with Vacant Housing ordinance, where applicable; target housing assistance to improve rental properties.
- There should be proactive code enforcement to ensure property maintenance and upkeep.
- Complete a housing study to identify areas to invest housing funds.
- Update the Zoning Ordinance to allow attached accessory dwelling units (ADUs).
- Update the Zoning Ordinance to reduce parking requirements for re-use of existing structures.





# Minnesota Avenue Corridor

PHASE : 1

## LAND USE REPORT