



*Prepared for:*

Corcoran Neighborhood Organization  
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Credits

The Corcoran Midtown Revival was created with the guidance and insight of many people, all of whom have demonstrated a sincere commitment to the Corcoran Neighborhood. Their participation gives great hope to its lasting impact. Appreciation is given to the following groups and individuals who served on the Corcoran Midtown Revival Steering Committee:

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*T h e “ M i d t o w n R e v i v a l ”*

A decidedly urban neighborhood, Corcoran is characterized by a diverse population. It is a neighborhood whose scale has traditionally encouraged strolling. With Lake Street as its active commercial center, much of the remainder of the neighborhood is comprised of quiet, tree-lined residential streets, all within a short walk of Lake Street. Located roughly halfway between Lake Calhoun and the Mississippi River, and between downtown Minneapolis and the airport, some view this stretch of Lake Street as “Midtown.”

Lake Street, as it passes through Midtown today, is a commercial corridor with many uses or properties that are either out of context, a drastic underutilization of premier urban property, or in a dilapidated state. However, with Light Rail Transit along Hiawatha Avenue under construction and an LRT station at Lake Street coming soon, investment interests are emerging along Lake Street and it would appear that this area is on the verge of a major “Revival.” Everywhere change is inevitable, but with the advent of light rail in the neighborhood, and a renewed interest in the corridor, change is coming to Corcoran.

The “Corcoran Midtown Revival,” as the residents have come to call this plan, is about being proactive in shaping change that enhances the experience of living in an urban neighborhood. It’s about better connecting the neighborhood to the amenities and opportunities of the whole city.

There are a variety of differing opinions on what the neighborhood should look like and how it should function within the context of a metropolitan region. These differing opinions have frequently been expressed at the numerous neighborhood meetings and gatherings over the last several years. However, within these different viewpoints, common ground can be found. More than anything, the residents of the neighborhood want to enhance the urban qualities that make Corcoran unique.

It is generally agreed that a mix of uses that support the neighborhood and the pending LRT station should be incorporated in plans. Residents want to enhance the pedestrian experience, making it once again desirable to stroll along Lake Street (passing along street level commercial that frames the street) and easy to reach the future LRT station on foot. A mix of housing types and densities that are available to people of all income levels will preserve the diversity that has traditionally been a part of the neighborhood.



Process

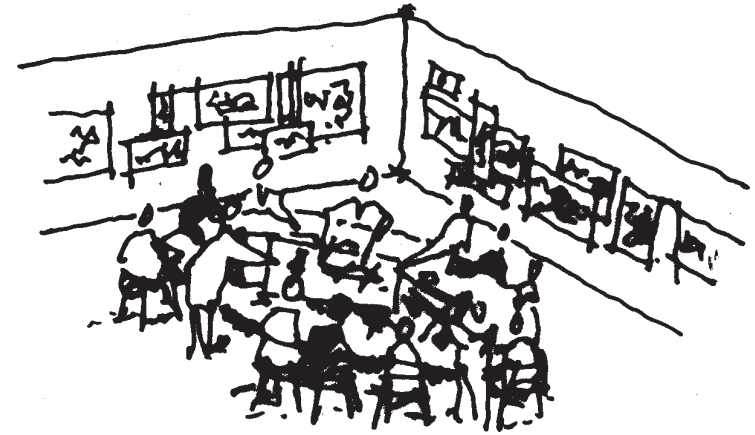
At the outset of this effort it was recognized that the time for planning was over, and that the time had come for implementing projects in the neighborhood. Ultimately, this would be a process that defined those key initiatives and shaped a framework for development that the community could support as it moved into the future; it would become a document that would demonstrate neighborhood concerns and goals and would ensure that these will be addressed by future development in the Corcoran Neighborhood.

*“By redefining community development at a grass roots level, the Corcoran Plan will provide essential, affordable services and develop linkages to other community-based agencies, businesses and entities as well as encourage non-automobile transit.”*

*CNO Request For Proposals, June 1, 2001*

Creative minds and innovative thinkers have imagined what the Lake Street Corridor could be in the future. Building from a long list of planning efforts, the Corcoran Midtown Revival is about moving plans and big ideas toward implementation. This document serves as a strategic guide that defines first step projects. It is important that the master plan incorporates the long-range priorities of the neighborhood and its major stakeholders and that it coordinates with long-range objectives of existing planning. The master plan is based on a shared vision. It is a tool that will guide the Corcoran Neighborhood for many years to come, ensuring that Corcoran remains a vital part of the city and the lives of its residents.

To that end, the Corcoran Midtown Revival evolved from a series of workshops that confirmed, rationalized, justified and modified previous planning efforts. The workshops included assembling broad based ideas about how the project area may look and feel as it evolves and then applying those ideas to a map of the project area. These workshops began with a list of ideas presented during more recent planning efforts including the Hi-Lake Station Area Master Plan and the East End Revival. Summaries of various meetings and previous planning efforts can be found in the appendices of this document.



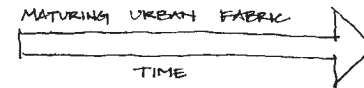
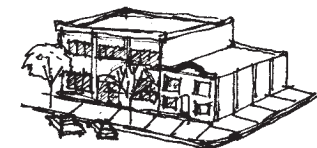
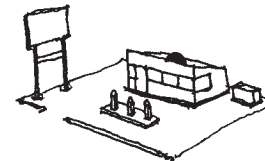
Building consensus around solutions to community problems and opportunities

AUTO ORIENTED

CLIMAX CONDITION

UNDER UTILIZED SITES

PEDESTRIAN/TRANSIT ORIENTED



Establishing guidelines for a desired design pattern



## *Goals and Objectives*

The following are objectives of the Corcoran Midtown Revival Plan:

- to use a consensus-building process to address implications and concerns raised by previous community planning efforts
- to create specific project and design guidelines that describe Corcoran's desired development pattern along Lake Street and adjacent neighborhoods, a pattern which reflects the community's values and vision, a mix of land uses, a pedestrian-friendly environment and a transit-oriented development pattern
- to create a document that will be used as a tool to attract and guide new development and redevelopment, assisting the Corcoran Neighborhood in passing on informed recommendations to the Minneapolis City Council and other regional governments
- to build a support mechanism (or resource) that helps prospective developers assemble projects that recognize the needs of the development while responding to a greater need of the Midtown area.

As so many planning efforts over the years have addressed this area, residents have an understandable level of fear about undertaking additional efforts, and part of the charge of this process is to allay those fears. The Corcoran Neighborhood is at a point where it must build on the existing sense of community and ensure forward progress by building on the foundations of existing studies. Appropriate resident involvement at all phases of the process is critical to current and future successes.

***“Foundation” Documents (see Appendix A)***

To begin this process a summary of the substantive planning documents was generated outlining key directives that should be carried forward in this initiative and, in some cases, tested for relevancy or accurateness. Two key recent planning reports provide direct input and assistance into this document. The Hiawatha/Lake Station Area Master Plan was a study conducted by the City of Minneapolis for a 1/2 mile radius around the proposed LRT station. This study identified strategies and a master plan to maximize opportunities presented by LRT. The other plan is the East End Revival plan which outlined a series of initiatives based on the directions of the communities involved and the Hiawatha/Lake Station Area Master Plan. These documents and others are summarized in Appendix A “Foundation Documents”.



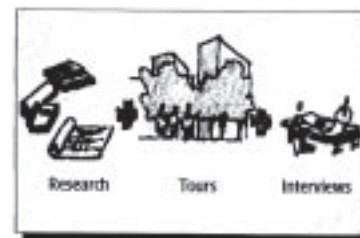
***Workshop Summaries ~ Issues and Ideas***

In September 2001, an initial community workshop was held to frame the issues and provide input into the plan. At this workshop, individuals identified issues of concern on a large neighborhood map and then discussed these concerns in small groups to determine those issues that are most important to the neighborhood as a whole.

Following is a summary of the most important issues, as identified by the small groups:

- Parking is seen as an issue for businesses and in residential areas. The consensus among the groups is that Corcoran needs more parking and/or better management of parking areas.
- Community-building is important if a neighborhood is to turn itself around. "Be nice!" was the comment.
- Crime, in general, and prostitution and drugs, in particular, are a major neighborhood concern.
- Abandoned buildings and other "dead spaces" in the neighborhood are holes that project a negative image. These spaces could be better utilized for housing,

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local businesses, or open spaces. The gas station at the corner of Lake and 19th was mentioned frequently. Chain-link and barbed wire also project a negative image.

- Trash was frequently mentioned as a problem that needs to be addressed throughout the neighborhood.
- Community-oriented services, such as locally- owned small businesses, offices, markets, co-ops, and coffee shops are absent from the neighborhood. A diverse population calls Corcoran home and the consensus is that there exists lack of a "creative, unusual, engaging [mix of] businesses... where we can meet others in our community." Along those same lines, a theater/arts center would be a good fit for the neighborhood.
- Green spaces are needed in the neighborhood.
- Traffic congestion and pedestrian safety throughout the neighborhood are concerns. Lake Street is already perceived as overly congested, and the community is concerned that the future LRT station could potentially contribute greatly to traffic in the neighborhood. Traffic calming and improved bike and pedestrian connections to the station and within the neighborhood are ideas the community would like to explore.
- A negative image of the community is an issue. "Dead spaces," where buildings are abandoned or torn down and weedy under-used parking lots contribute to this image. Infill development with "good, creative, unusual architecture and design [will help] build community identity." Other ideas included adding windows for South High School and adding community entry features such as flags at the neighborhood's edge.

Some individual responses from the neighborhood map that were not reflected in the group responses included:

- Houses in need of paint
- Lack of ethnic restaurants
- Noise – loud music and honking
- Desire for the South High fields to be open to the public
- Feeling that South High should take responsibility for its own parking problems
- Lack of a continuous street wall along Lake Street
- "Problem properties" were specifically identified
- Too many parked cars on residential streets



Community members and business persons discussing issues and ideas at a workshop





- Need for a 4-way stop at the intersection of 22<sup>nd</sup> and 31<sup>st</sup>
- Narrow sidewalk on north side of Lake Street—little room for bus passengers
- Too few crosswalks on Lake Street
- Blind turns into and out of alleys in residential areas, due primarily to the number of parked cars
- Lack of pedestrian crossing of Hiawatha at 32<sup>nd</sup> (referred to as a “stealth death lane” on the neighborhood map)

Small groups were next asked to generate some ideas that begin to address the issues and concerns identified in the first exercise. Several “seed” idea cards, which the groups responded to and elaborated upon, were put forth to start the exercise. Groups also generated several of their own original ideas. A brief summary of these idea cards follows:

- ***Infill housing*** Under-utilized spaces in the neighborhood, from vacant lots to the upper stories above Lake Street commercial uses, have the potential to provide for the neighborhood’s housing needs today and in the future. It also provides more “eyes on the street,” creating a sense of neighborhood ownership that is missing from vacant and/or under-utilized properties. It is important that the community’s priorities for rehab and/or redevelopment be respected. Affordability and the availability of owner-occupied units are important elements in a neighborhood housing mix that would accommodate a wide range of ages and income levels. Creating some “high-dollar” units—possibly with rooftop gardens taking advantage of city views—to offset the cost of creating affordable units was offered as a potential strategy.
- ***Blending density and character*** The character and quality of residential development are very important. Higher density is an option only if it blends well with the character of existing development and the adjacent single family neighborhoods. Some ideas from the neighborhood include varying heights, styles, and costs. New housing “shouldn’t look like a project.” Green space and parking, including parking at the back of units as well as underground, should be incorporated. Positive examples of higher density housing styles from cities such as Boston were mentioned. And the potential exists for some truly unique housing near the LRT line that could be a showcase for art and environmental sensitivity, an icon that contributes to a positive identity for the neighborhood.

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Illustrations of varying housing types that may be appropriate to the Midtown area.



Higher density housing is appropriate nearest the LRT station because the convenience of being near public transit lessens the necessity of owning a car. Good design can create high density housing while enhancing the pedestrian environment and appearing less dense.



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The Hundertwasser Haus in Vienna was cited as a positive example. Many “foundation” planning documents suggest higher density housing near the LRT station to take advantage of close proximity to public transit.

- **Public market** A public market, offering a variety of goods and services from independent, local vendors would be a place for the neighborhood to gather any time of day or evening. Fresh seafood, meat, produce, flowers, baked goods, coffee, wine, and even prepared foods could combine with arts, crafts, plants and other non-food items. Book shops and cooking classes could highlight the area’s “international flavors.”
- **Arts Center** Residents would like to see an arts center that would be a “beehive of arts activity,” with performance space, gallery space and space for an arts market. The arts center concept could be part of the public market. If not attached to a public market, an arts center would be equally suited adjacent to South High or the YWCA and could include a technology center, creating a “community campus” of sorts as illustrated in the South Community Campus Concept Plans prepared by Chang.
- **Evening Activity** Mixing commercial uses so that a diversity of business occurs on Lake Street at a variety of times throughout the day is important to maintain a safe and active street. Mixing entertainment uses such as restaurants, bars, arts and culture uses with retail and office uses provides that mix. Locally-owned businesses, such as family-oriented restaurants, bars, and coffee shops would be welcome in the neighborhood and would increase evening activity in the community, creating a safer, more lively environment. Outdoor dining would contribute positively to the neighborhood’s image and add more eyes on the street. A casual neighborhood bar could become an informal gathering place that is “open after 9:00,” and could even become another outlet for local musicians or performance artists. It was suggested that redevelopment at the southeast corner of Cedar and Lake should become a neighborhood icon, the “gateway into Corcoran Neighborhood,” with housing located above shops.



A variety of local goods and services would be provided in an enclosed building that would serve as a public market. (Public Market in Reading, Pennsylvania)



Two of three schemes from the South Community Campus Concept Plans that illustrate an Arts Center at the southwest corner of Lake Street and 21st Avenue



A broad mix of uses (day and evening) was suggested as a way to maintain a safe and active street. A mixture of culturally diverse entertainment, retail and residential uses is desired.



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- **Public green space** This could be as simple as more trees on Lake Street, parking “bumpouts,” green spaces as bus waiting spaces, or community gardens on some of the vacant/abandoned lots and “leftover spaces” near the LRT line. The neighborhood is also interested in more extensive exploration involving a green stroll through the entire neighborhood that would connect pocket parks with homes, the South High campus, the YWCA, the LRT station, the Midtown Greenway, Corcoran Park and other neighborhood amenities. Areas for kids (young and old) to play, places to walk dogs, places for display of art, perhaps even water features are all seen as important. Any redevelopment plans for the site of the Edison PPL School should include public open space. To look out the windows of neighborhood gathering places onto green spaces and create linear green spaces along the major streets would present a positive image of the Corcoran Neighborhood to everyone associated with the community.
- **Plaza streets** Creating a street environment that is more like a public plaza maintains the ability for through traffic while calming traffic and allowing for more uses than just a street. Locations suggested for plaza streets in the neighborhood include 31<sup>st</sup> between South High and the athletic field, 20<sup>th</sup> between Lake and the athletic field, and 21<sup>st</sup> between Lake and the Midtown Greenway. It was also suggested that some form of plaza-like treatment to all of the streets around South High and the YWCA would create more of a campus feel. Similar treatments, on a smaller scale, could be employed at strategic crosswalks and other areas that need to become more pedestrian friendly.
- **Strolling Lake Street** Enhancing the sidewalks and storefronts along Lake Street to make it a more inviting and friendly pedestrian environment will improve safety and enhance business patronage. Improving bus shelters, adding benches, kiosks and awnings, as well as trees, planters, hanging baskets and public art will help create a more comfortable and engaging environment for people walking along Lake Street.



Public spaces (open spaces such as the cemetery or courtyards and plazas) were emphasized as being an important part of Lake Street and the Midtown area.



Some streets should accommodate more than just traffic. Some streets are more desirable as a place for neighborhood festivities, a pedestrian friendly environment or an identity element of the neighborhood.



Strolling is pastime that should be encouraged along Lake Street. The neighborhood desires a pedestrian friendly environment with wide sidewalks and an active street front.



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- **Connecting institutions to Lake Street** Civic buildings should be the highlights of a neighborhood, a point of pride for community. An obvious example in the Corcoran neighborhood is South High School, currently “buried” and invisible to the rest of the world. Opening up a stronger, more inviting connection to Lake Street, by creating physical and/or visual connections through the athletic field would place this institution in the fabric of the city while it continues to serve the immediate neighborhood. Less direct connections, such as better signage might also help achieve this goal. The neighborhood suggested incorporating other ideas such as plaza streets and green spaces. More visible, the institution would benefit from a face lift on the building, new bleachers and other site improvements.
- **More efficient parking** Parking, in its current configuration, is a problem in the neighborhood. Where new lots are constructed, such as the YWCA’s lot, consideration should be given to alternative parking strategies that maximize the number of cars accommodated in a limited space or that reduce the need or demand for parking. Surface lots, while adequate given the neighborhood’s current density, will be a very inefficient use of space as land uses in Corcoran intensify. Strict enforcement of parking laws, controlled lots and incentives for using mass transit, walking or biking will also help alleviate parking shortfalls.
- **Neighborhood identity landmark** All of the ideas listed above will help create a positive image for the Corcoran Neighborhood, but to “establish a Mid-Town identity” that residents feel is missing, an identity piece is needed. The neighborhood needs it’s own “Uptown Marquee” or “Eiffel Tower,” a signature piece that invites “LRT Riders to get out and explore.” Such a signature landmark could be a piece of art, but it is more likely a building—perhaps a building that continues the “green agenda of this area,” like the nearby Green Institute.



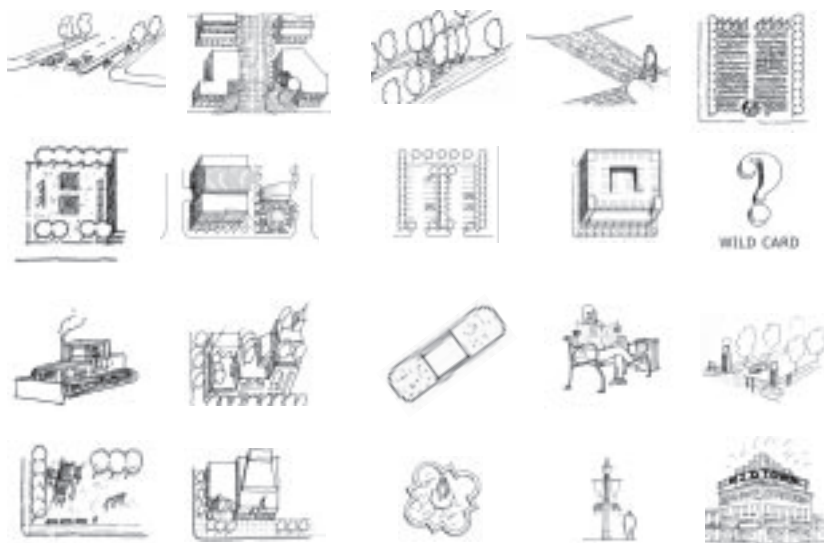
South High is an asset that should be better connected to Lake Street through a pedestrian corridor or street corridor with a prominent design feature.



Parking strategies are needed in the neighborhood to accommodate existing parking demand and to plan for future parking needs. Remote (valet) parking or underground parking may be appropriate. The picture at right illustrates an entrance to a shared parking facility for a neighborhood.



The next task for the community was to begin assembling these ideas on a map of the Corcoran Midtown Revival project area. The map was assembled in the format of a “game board” with a series of icons that represented the different ideas generated by previous workshops and planning initiatives. The exercise resulted in a graphic illustration of the ideas and strategies and where they might apply in the neighborhood.



Game pieces representing neighborhood generated were placed on the game board by participants of a public workshop. The resulting patterns began to demonstrate desires for development and enhancement of the neighborhood.



The final gameboard



CNO residents playing “the Game” at a public workshop



CNO residents playing “the Game” at a public workshop



# Corcoran Midtown Revival

## THE GAME - SUMMARY

### LAKE STREET BETWEEN CEDAR AVE. AND 19TH AVE.

- \*Vertically stacked mix of uses
- \*Neighborhood retail at ground floor with a mix of office and residential above and rooftop gardens
- \*Shared parking, particularly between church users and commercial users with little overlap
- \*Parking behind and/or in structures to preserve valuable real estate along Lake Street for "higher" uses
- \*Plaza streets at Longfellow and 19th to create n'hood entries
- \*Lake Street courtyards, trees, benches, trash receptacles, lamp and banner poles to create a more comfortable strolling environment along Lake

### LAKE STREET BETWEEN 19TH AVE. AND 21ST AVE.

- \*Demolish and rebuild with a vertically stacked mix of uses
- \*Neighborhood retail at ground floor with office and residential above, and rooftop gardens
- \*Turn 20th into a plaza street and open up connection-visual and physical-to the South High fields
- \*Arts Center
- \*Make this a community festival space, maybe even with movable areas that can temporarily restrict traffic
- \*Parking behind, underground and/or in structures, but not at street level along Lake
- \*Shared parking, particularly between church and commercial users that do not have conflicts
- \*Respect current legitimate users while planning for the future

### THE YWCA

- \*Build rooftop gardens where possible
- \*Add retail carts in and around the Y
- \*Consider additional parking capacity
- \*Plaza streets on 21st and 22nd to create neighborhood entries

### 18-LAKE CENTER AND THE HIAWATHA AVE./LAKE STREET AREA

- \*Demolish and rebuild with a vertically stacked mix of uses
- \*Neighborhood retail, particularly food and beverage-oriented (bagels frequently mentioned) at ground floor with several stories of residential and senior housing above, and rooftop gardens
- \*High-end grocery, with healthy alternatives to big-box grocery chains
- \*Underground and structured parking
- \*Lake Street courtyards, interior green spaces and pocket parks
- \*Trees, benches, trash receptacles, lamp and banner poles along Lake
- \*Designated bikeway along 22nd between 32nd and the Midtown Greenway
- \*Neighborhood gateway/Midtown Marquee at Lake and Hiawatha
- \*Easy pedestrian connections to the new LRT station

### THE LAKE STREET/CEDAR AVE. AREA

- \*Gateway to the neighborhood, a place for a "Midtown Marquee"
- \*Demolish and rebuild with mixed use, vertically stacked
- \*Neighborhood retail at ground floor with residential and/or office above and rooftop gardens
- \*A good place for neighborhood restaurants
- \*Improvements to the public space at the street edge, with trees, benches and trash receptacles (Use the front of the "Y" as an example.)
- \*Parking behind, possibly in a structure



### CEDAR AVE. BETWEEN 32ND STREET AND LAKE STREET

- \*Gateway to the neighborhood, a place for a "festival of lights"
- \*Renovation and preservation combined with demolition of select properties
- \*Neighborhood retail node at 32nd and Cedar
- \*Residential infill along Cedar
- \*Improve connection between 32nd and Lake through the use of trees, lamp/banner poles, and other streetscape improvements
- \*A different kind of street than the rest of the neighborhood

### SOUTH HIGH SCHOOL

- \*South should accept responsibility for its parking problems and for the trash it generates
- \*Public access to the recreational fields
- \*Better connections to the neighborhood and to Lake Street
- \*Greening of 31st in front of the school
- \*More windows in the building

### THE NEIGHBORHOOD BETWEEN 31ST AND 32ND STREETS

- \*Renovation and Preservation of existing properties in general, with select demolition of certain badly deteriorated properties
- \*Infill housing at a density consistent with existing, including townhomes and 4-plexes
- \*Designated bikeway along 22nd between 32nd and the Midtown Greenway, and along 32nd across Hiawatha
- \*Traffic calming along 31st
- \*More trees along 31st, generally green up the whole street
- \*Neighborhood-wide parking strategy that deals with South High (The feeling is that the neighborhood currently gives up way too much to South High.)
- \*"Adopt-a-Block" strategy for neighborhood cleaning/maintenance

### EDISON PPL AND THE 31ST STREET/HIAWATHA AVE. AREA

- \*Demolish and rebuild with a vertically stacked mix of uses that creates a mass at this node (Calhoun Commons mentioned as an example.)
- \*Public market and arts center
- \*Neighborhood retail, high density residential and senior housing above with rooftop gardens
- \*Open space, pocket parks, courtyards and green space
- \*Unique, signature architecture within view of the LRT contributing to a distinct identity for the neighborhood
- \*Pedestrian corridors along the east side of the Edison PPL site making easy connections to the LRT station
- \*Underground and structured parking
- \*Lake Street courtyards
- \*Trees, benches, trash receptacles, lamp and banner poles along Lake
- \*Designated bikeway along 22nd between 32nd and the Midtown Greenway
- \*Neighborhood gateway/Midtown Marquee at Lake and Hiawatha



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*C o n d i t i o n s*



*P a r t T w o : C o n t e n t s*

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Key Landmarks

The Midtown area of the Corcoran Neighborhood is bounded by Lake Street, Hiawatha Avenue, 32nd Street and Cedar Avenue. This area is the northernmost portion of the Corcoran Neighborhood and is adjacent to the Phillips Neighborhood which lies north of Lake Street and east of Hiawatha Avenue.

Key landmarks in the area include the YWCA, the Hi-Lake Shopping Center, the Edison/PPL Elementary School, South Senior High School and the Pioneers and Soldiers Cemetery. The Midtown Greenway located just north of the neighborhood, is an old rail corridor transformed into a greenway with transit services that also serves as a landmark for the neighborhood.



YWCA Lake Street side



Edison/PPL Elementary 31st Street side



Hi-Lake Shopping Center



South Senior High School



Pioneers and Soldiers Cemetery



Midtown Greenway



Corcoran Midtown Revival Project Area



Edison/PPL Elementary School



Aerial view of Lake Street towards Hiawatha Avenue. Source of photo: [www.midtowncommunityworks.org](http://www.midtowncommunityworks.org)

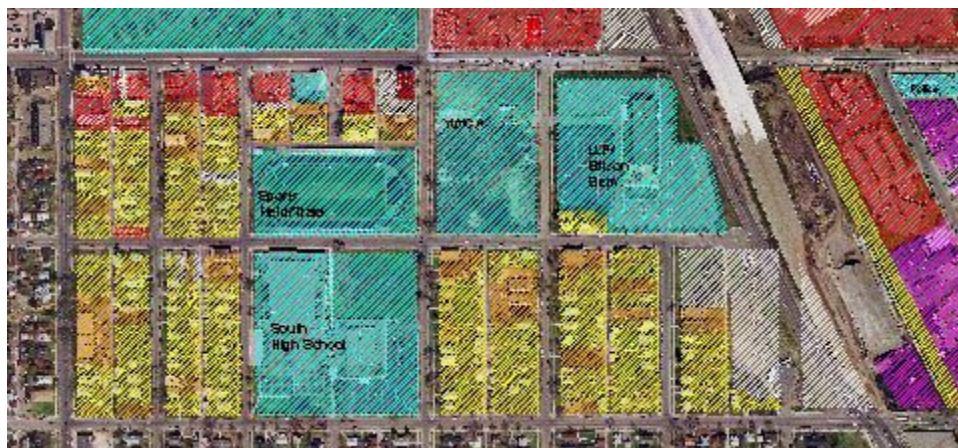




Land Use Patterns

Land use patterns in the Midtown area consist of a mix of commercial, low and mid density residential, and public/semi-public uses. The commercial uses are principally located along Lake Street and Cedar Avenue. The further away from Lake Street, the more the land use pattern reflects a lower density single family development pattern. Some forms of mixed-use (apartments over retail) are present on Lake Street near Cedar Avenue. Retail uses between Cedar and Hiawatha tend to be more oriented toward automobile traffic (towing company, auto painting company, gas station.) There is a significant presence of public/semi-public uses on or adjacent to the Lake Street corridor including Unity Temple Church, YWCA, Edison/PPL Elementary School, Soldiers Cemetery and South Senior High School. The Cemetery and South High's grounds double as a source of open space for the Midtown area.

The intensity of development within the Midtown area is relatively low for an urban corridor such as Lake Street. The tallest buildings are three stories and occur on the Edison/PPL site and at the corner of Cedar and Lake. Existing floor area ratios for commercial development are well below 0.5 and overall residential densities are generally low due to the predominant land use pattern of single family homes.



Existing Land Use Patterns~Source: HKGi and City of Minneapolis GIS Print Room.



Deteriorating Lake Street commercial sites have a negative impact on the corridor



Semi-Public uses on Lake Street provide a diversify of activity ~ Unity Temple Church



Some Lake Street commercial uses are reliant on automobile traffic for businesses



Low density housing (3 to 5 units per acre) is the predominant housing pattern



Mixed-use along Lake Street~apartments or offices over retail



Mid-density apartments (15 to 20 units per acre) are located off of Lake Street



Residential streets south of Lake Street are lined with mature tree canopy



South High provides an unprogrammed area of open space



Demographic & Social Characteristics

The Corcoran neighborhood population increased in the 1990s, growing by 16.3 percent. The white population declined 23.6 percent, while there were substantial increases in the Hispanic/Latino (796 persons, an increase of 788 percent), African/American (367 persons, an increase of 120 percent) and Asian/Pacific Islander (79 persons, an increase of 70.5 percent) populations.

In the nearby neighborhoods and the City of Minneapolis, overall population increased in the 1990s, by 6.3 percent and 3.9 percent, respectively. Consistent with the Corcoran neighborhood, shifting characteristics involve significant losses among white/Caucasians with substantial increases among Hispanic/Latinos, African/American, and Asians/Pacific Islanders.

Ethnic and Racial Trends

	1990		2000		Change	
	Number	Percent	Number	Percent	Number	Percent
<b>MINNEAPOLIS</b>						
Population	368,383	100.0%	382,618	100.0%	14,235	3.9%
White	288,967	78.4%	249,186	65.1%	-39,781	-13.8%
Black/Afr-Amer	47,948	13.0%	68,818	18.0%	20,870	43.5%
Asian/Pacific	15,723	4.3%	23,744	6.2%	8,021	51.0%
Native American	12,335	3.3%	8,378	2.2%	-3,957	-32.1%
Hispanic/Lat	7,900	2.1%	29,175	7.6%	21,275	269.3%
Other & 2+ Races	3,410	0.9%	3,317	0.9%	-93	-2.7%
<b>CORCORAN</b>						
Population	3,635	100.0%	4,228	100.0%	593	16.3%
White	2,927	80.5%	2,235	52.9%	-692	-23.6%
Black/Afr-Amer	305	8.4%	672	15.9%	367	120.3%
Asian/Pacific	112	3.1%	191	4.5%	79	70.5%
Native American	240	6.6%	195	4.6%	-45	-18.8%
Hispanic/Lat	101	2.8%	897	21.2%	796	788.1%
Other & 2+ Races	51	1.4%	38	0.9%	-13	-25.5%
<b>ADJACENT NEIGHBORHOODS 1/</b>						
Population	54,448	100.0%	57,866	100.0%	3,418	6.3%
White	39,200	72.0%	32,389	56.0%	-6,811	-17.4%
Black/Afr-Amer	6,540	12.0%	11,118	19.2%	4,578	70.0%
Asian/Pacific	2,380	4.4%	2,585	4.5%	205	8.6%
Native American	5,657	10.4%	3,707	6.4%	-1,950	-34.5%
Hispanic/Lat	1,523	2.8%	8,081	14.0%	6,558	430.6%
Other & 2+ Races	671	1.2%	-14	0.0%	-685	-102.1%

1/ Includes Longfellow, Cooper, Howe, Phillips, Powderhorn Park, Seward and Standish neighborhoods.

Source: U.S. Census Bureau; City of Minneapolis



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## *Market Conditions and Development Outlook*

This section presents an analysis of the market conditions and outlooks that will define the prospects for achieving various types of private development in the Corcoran neighborhood. This analysis informs the redevelopment planning process as to potential development activity that the market might support in the near- and long-term future. A brief summary of key findings is as follows:

### *Regional Economic Issues:*

- *The Twin Cities regional economy* has been consistently strong. While growth in employment and gross product are expected to slow along with the national economy, the Twin Cities economy is expected to continue to show positive growth. *Please see Section I.A of Appendix B.*
- *Professional services industries* comprise the largest and fastest growing segments of the Twin Cities economy. Continued growth in these sectors provides high paying jobs, driving growth in personal income and creating new opportunities for high quality commercial and residential development. *Please see Section I.A. of Appendix B*
- *Recent demographic growth* in the Corcoran neighborhood has emphasized increases in the Hispanic and African-American populations. This increasing ethnic and racial diversification is consistent with similar trends in nearby communities. *Please see Section I.B. of Appendix B*

### *Corcoran Retail Market Issues and Opportunities:*

- *High Visibility Location:* The Hiawatha Avenue/Lake Street intersection offers a highly visible location with high traffic flows and well established retail anchors. This makes the area a strong location for prospective retail businesses in the immediate surroundings. Located on the western side of the intersection, the Corcoran Neighborhood offers direct proximity to the future light rail transit station, but offers a poorer link to the Target, Rainbow, and Cub Foods destinations on the east side of the intersection. *Please see Section II.A. of Appendix B*
- *Underserved Market:* While the Hi-Lake area serves a market trade area that extends throughout southeast Minneapolis, it sustains a significant “out-

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flow” of household retail spending, indicating that the market offers opportunities to capture the household spending within the existing trade area. *Please see Section II.A.of Appendix B*

- *Retail Niches*: Particular market niches that appear to offer opportunity include: groceries, specialty foods, eating & drinking, other miscellaneous/specialty retail stores. Such stores could find suitable locations in a shopping center configuration, or in streetfront locations offering high visibility to vehicular as well as pedestrian traffic. *Please see Section II.A.of Appendix B*
- *Public Market Opportunity/Solution*: In striving to maximize profits, private developers are often reluctant to embrace unfamiliar formats, which may be more suitable for minority groups and urban clientele seeking unique goods and services. A public market offers an opportunity for one or more public organizations to develop and operate a facility that would be unique to the Twin Cities. The public market can be defined as a publicly managed space featuring retail (indoor or outdoor) floor area, typically without permanent interior walls. Vendors are typically independent, locally owned businesses occupying 200 to 500-square-foot stalls. Vendors offer a broad range of goods, including prepared and unprepared food, handcrafted goods, locally produced goods, and specialty items such as jewelry, unique food products, clothing, souvenirs and other such items. Relatively low costs and leasing commitments provide opportunities for new businesses from within the community (and throughout the region) that – unlike many “mainstream” retailers — target the unique demands and reflect the skills and heritage of the community. *Please see Section III.A.of Appendix B*
- *Public Market Suitability*: The Corcoran neighborhood and other nearby communities feature a unique racial and ethnic blend. Hispanic, African, African-American, Native American and Asian populations mix with white persons of European lineage in these neighborhoods. This type of mixed community is suitable for public markets, because this type of community: (1) generates demand for unusual goods that may be popular among various ethnic groups, and that would remain unserved by “mainstream” retail franchises; and (2) offers persons with skills (agricultural, culinary, craft-related) in producing specialty items that may be traditional to particular



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cultures (e.g., woven goods, decorative items, unique food products). The public market provides low-cost entrepreneurial opportunities for such persons to produce and market unique products. *Please see Section III.A. of Appendix B.*

*Residential Market Issues and Opportunities:*

- *Urban residential development in Minneapolis* has focused on upscale, attached homes, generally located near downtown Minneapolis. These have achieved rapid absorption, despite their price ranges, which generally start at \$350,000. *Please see Section II.B. of Appendix B.*
- *The Minneapolis rental apartment market* features vacancy rates of one to two percent, with rapidly increasing rents. Rents at new apartment developments have targeted \$1.50 per square foot, generally in excess of \$1,000 for a two-bedroom unit. *Please see Section II.B. of Appendix B.*
- *Market opportunities for residential development* in the Corcoran neighborhood include:
  - o Senior Housing, in independent as well as more care-intensive formats;
  - o For-sale attached homes in moderate (\$150,000 - \$250,000) price tiers;
  - o High-quality rental apartments situated close to amenities and public transit stations. *Please see Section II.B. of Appendix B.*
- *Primary constraints upon new developments* involve increasing land cost, construction costs, and the availability of development opportunities in more remote suburban locations, where undeveloped and relatively inexpensive land may present simpler development opportunities. *Please see Section II.B. of Appendix B.*
- *Cohousing* offers an alternative residential development model based on the desire for a greater sense of community. Communities range in size from roughly 15 to 40 households, and can embrace any detached or attached structural form. While dwelling units are typically self-contained, separate homes, cohousing communities offer community areas that might

include recreational facilities, guest rooms, and a community kitchen/dining area for one to three shared meals per week. The essential distinguishing factor of cohousing communities involves the development and property management processes. Cohousing projects are driven not by developers or real estate companies, but by residents. In cohousing developments, residents assemble before development occurs and collectively proceed through the (often lengthy) processes of site selection and acquisition, project design, permitting, financing, construction, and management of their communities. *Please see Section III.B. of Appendix B*

The full Market Conditions and Development Outlooks report is found in Appendix B. Section I presents an overview of underlying economic and demographic issues. This is followed in Section II with analyses of the retail and residential sectors. Finally, recognizing that the private development community may not initially recognize workable opportunities in the environment, Section III presents descriptions of some non-traditional development solutions that may not attract — or rely on — the private development community.



*T r a n s p o r t a t i o n   a n d   T r a n s i t*

The Midtown area is served by several major roadways including Hiawatha Avenue, Lake Street and Cedar Avenue. Hiawatha Avenue and Cedar Avenue are continuous north-south streets that connect Downtown Minneapolis to suburbs. Lake Street serves a similar capacity in an east-west direction and spans the entire City of Minneapolis. Average daily traffic volumes on Cedar and Lake range between 13,000 and 20,000 trips per day and on Hiawatha, 20,000 to 30,000 trips per day. High traffic volumes pose a challenge to creating and maintaining a pedestrian friendly environment. An alternative route providing east-west traffic flow is 32nd Street, which also provides an alternative access point to Hiawatha. 31st Street ends in a cul-de-sac at Hiawatha. North-south vehicle travel is disruptive on the east end of the neighborhood because of the non perpendicular route taken by Hiawatha. Sidewalks are maintained on all city streets and a connection is made through the Edison/PPL site, connecting the neighborhood south of 31st Street to Lake Street and the future LRT station location. LRT is expected to be running along Hiawatha Avenue by 2004.

Transit services include:

- 19~Local bus route providing service on Cedar Avenue every 20 minutes on weekdays and every 30 minutes on weekends/holidays. The route connects the Robbinsdale Hubbard Market Place to the Mall of America.
- 21~Local bus route providing service along Lake Street every 7 to 15 minutes on weekdays and 10 to 20 minutes on weekends/holidays. The route connects the Uptown Transit Station with downtown St. Paul.
- 22~Local bus route on Cedar Avenue providing service between Brooklyn Park through downtown Minneapolis to South Minneapolis every 7 to 15 minutes on weekdays and 20 minutes on weekends.
- 43~Local bus route providing Saturday service serves south Minneapolis and runs through the Midtown area on Lake Street every 45 minutes.
- 52A~University of Minnesota Local/Limited stop bus route along Cedar Avenue connecting the Mall of America to the University of Minnesota and running on weekday am and pm peak periods only.
- 191~Express bus route along Lake Street connecting the Uptown Transit ation with downtown St. Paul. Bus runs on weekday peak hours with 30 minute service.



Lake Street east of 21st separated by a median. Lane widths and alignments are varied to accommodate recent developments and streetscape improvements.



Pedestrian connections are maintained through the Edison/PPL school site to Lake Street and the future LRT station.



31st Street looking west from 22nd Avenue. This street serves cut through traffic avoiding Lake Street and provides spill over parking for the Y.



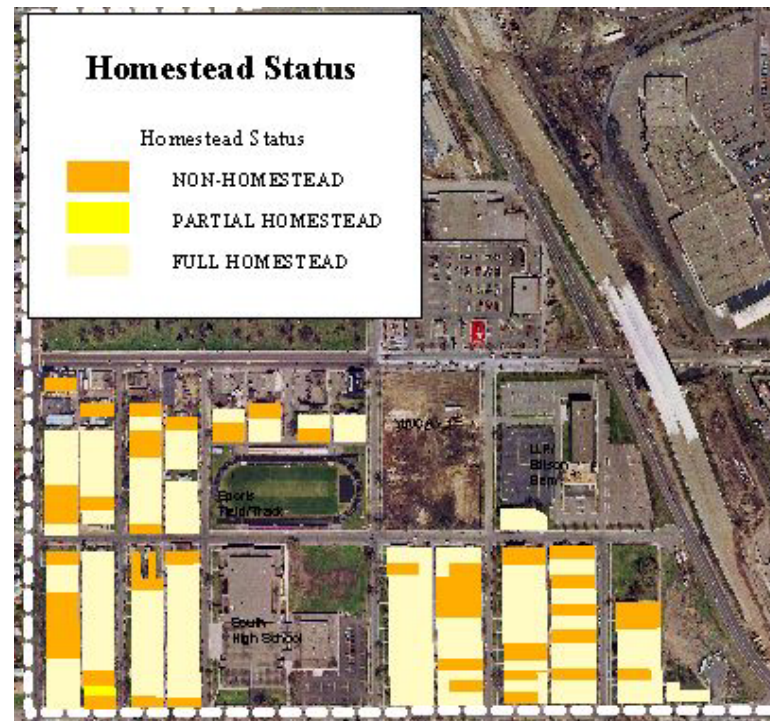
Bus Stop at Cedar Avenue and Lake Street could provide better pedestrian amenities for the Y.



*Housing*

Housing units within the Midtown area consist largely of owner occupied single family homes. Representation of owner occupancy is best illustrated by mapping Homestead Status as seen at right. Other housing include apartment buildings ranging from smaller four unit buildings to larger 24 or more unit buildings. Duplex, triplex and fourplex units are the most common multi-family units in the project area. Apartments are located along 31st Street south of the YWCA and along Cedar Avenue south of 31st Street.

South Minneapolis neighborhoods have historically been able to provide a fair amount of affordable housing; however, home prices and apartment rents have increased substantially in the last 5 to 10 years making it more difficult to obtain affordable housing. The housing stock in the Corcoran community is generally in good condition despite much it being more than 80 years old. Aggressive home improvement and renovation programs have helped homeowners and rental owners keep the stock in a relatively good condition.



Properties that are occupied by the owner or a relative of the owner can qualify for homestead tax credits. Generally, those properties shown as non-homestead are duplexes, triplexes or fourplexes. Some single family homes may be rental properties and are thus non-homestead.



The City Assessing data contains a general ranking category of housing conditions. When mapped, this data reflects an aggregation of properties that are in poor condition. The map represents an area of influence around these properties where poor conditions were noted.



Apartments over retail at Lake Street and Cedar Avenue provide a source of affordable housing.



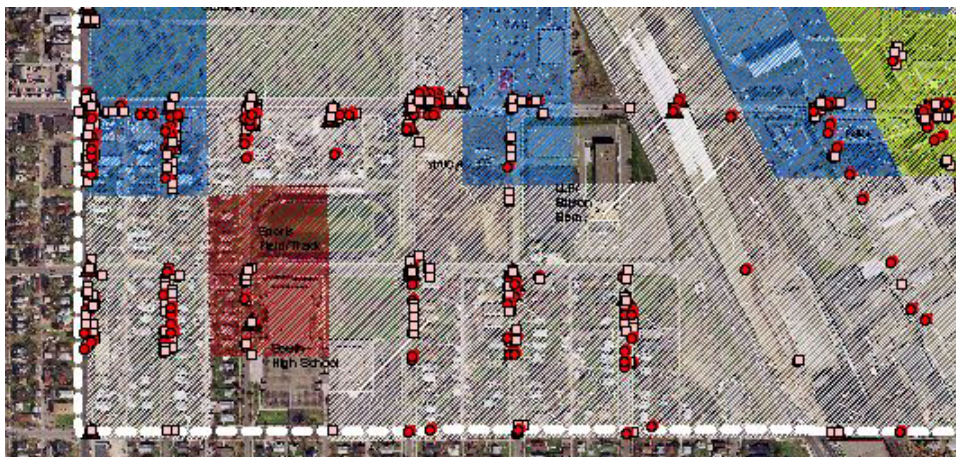
70 percent of the housing stock in the Corcoran Neighborhood consists of single family homes.





Crime

A key factor contributing to neighborhood stability and a concern of business owners and residents in the Midtown area is crime. The Minneapolis Police Department generates statistics on a regular basis under the CODEFOR program. These statistics are presented below on an aggregate block level illustrating trends between 1998 and 2000 and in incidents by type of crime. The data represents Type I crimes against persons (robbery or murder), Type I crimes against property (car theft, burglary, shoplifting) and Type II crimes (vandalism, curfew violations, property damage, check forgery, narcotics, loitering and prostitution.) More information on crime statistics can be obtained from the Minneapolis Police Department CODEFOR Unit.



Crimes are recorded in the location where the incident report is written up by the arresting officer. While the data recording may not be extremely accurate, the analysis helps identify broader trends of crime over a period of time. This data represents crimes between 1998 and 2000. Source of data is the Minneapolis Police Department CODEFOR Unit.



This data represents total crime incidents between 1998 and 2000 that occurred on a particular block. The blocks in the Midtown area that presented the most crimes include the Cedar and Lake area, 21st and Lake, and South High. Source of data is the Minneapolis Police Department CODEFOR Unit.



*Urban Design*

Discussion at neighborhood meetings for this project and others tend to focus around issues of “urban character” or “urban design.” Lake Street is an urban corridor. Development patterns are highly reflective of this at key nodes along the entire corridor through Minneapolis. However, at some nodes, redevelopment has begun to introduce a more suburban character. One has to look no further than across Hiawatha Avenue to Lake Street and 27th Avenue to see contemporary suburban development and its impact on an urban area.

Urban design is not only part of building design and layout, but also part of the street and pedestrian path system. A connected grid of streets and sidewalks that is lined by boulevard trees is a pattern cherished by urban neighborhoods. This system in Corcoran and other neighborhoods is in danger of eroding, succumbing to desires to curb growing traffic problems and accommodate new development. Traffic and parking problems are inherent to urban neighborhoods. All of these factors contribute to an areas “walkability” and pedestrian friendliness.

Good urban design can reduce crime trends and patterns by making areas more visible and more usable by the general public. Strategic lighting, landscaping, and reducing signage in windows of retail establishments are strategies for crime prevention.



Corporate architecture at Hi-Lake Shopping Center



Building orientation to parking lot and not to Lake Street...an inconsistent pattern.



More modern development pattern breaks the urban pattern of 2 to 0 foot setbacks.



Retail uses built out to the street.



Mixed-use with residential over street level retail...consistent with an urban character.



Building orientation and surface parking lot detract from pedestrian environment.



The large scale of the YWCA and lack of architectural diversity are pedestrian unfriendly in what is otherwise a nice street.



South High's football field is "walled" off from the neighborhood and could be a greater asset.



*Part Three*

*Vision and  
Themes*



*Part Three: Vision and Themes*

*Page*

*3.2 Vision*

*3.2 Themes*

*Pedestrian Orientation*

*Transit Oriented Development*

*Sustainability*

*Inviting and safe*

*Development Appropriate to Corcoran*



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*V i s i o n*

The Steering Committee of the Corcoran Neighborhood Organization was charged with overseeing the development of the Master Plan. Their work included active and consistent review and direction of their consultant’s work, making possible an aggressive planning schedule.

The planning approach placed a high priority on interaction with neighborhood stakeholders, allowing those who chose to participate the opportunity to shape concepts for development and to evaluate proposed directions throughout the planning process. Workshops were conducted during the study, allowing the neighborhood to evaluate plan directions as the plan evolved, and to provide additional input into the planning effort to make certain that the plan was a strong reflection of neighborhood desires. As input was provided to the committee, adjustments to the plan were considered and incorporated. Similarly, several “key players,” as identified by CNO and the Steering Committee, were interviewed with the goal of more broadly gaining qualitative information about the project area and the neighborhood. And input from several previous community planning efforts was incorporated as well.

The Corcoran “Midtown Revival” master plan is rooted in the belief that Lake Street should be a pedestrian friendly, mixed use, transit-oriented, vibrant community. In other words, it is the Corcoran Neighborhood’s “Downtown” or “Mainstreet.” The master plan explores a design manifesto that seeks to establish an environment which is oriented towards pedestrian movements, supportive of transit use, sustainable, inviting and safe, active and lively and unique to the Corcoran neighborhood. While it may take years for some aspects of the master plan to be implemented, the vision is entirely appropriate for the Corcoran neighborhood.

*T h e m e s*

The vision is based on a series of themes, each containing elements that contribute to the revival of “Midtown” and the Corcoran Neighborhood. These themes and their elements include:



Hundertwasser Haus, Vienna



**Pedestrian Orientation**

- Solutions to parking issues—orchard parking, structured parking, underground parking, shared parking, “critical areas” parking.
- Efficient and safe traffic patterns—traffic calming, grid pattern of streets
- Public spaces—courtyards, pocket parks, community gardens
- Traffic calming—variation in street widths, bump outs, signage, on street parking
- Pedestrian corridors—highly pedestrian oriented streets (wide sidewalks, street trees, street furniture, on-street parking or narrow traffic lanes)
- Bike lanes —designated bike lanes
- Crosswalks—clear identification of crosswalks through signage, pavement patterns, street width variations



Pedestrian orientation can be supported by sheltering pedestrians from the elements, landscaping, traffic calming, managing parking, quality public gathering spaces and managing traffic flow. Pedestrian orientation is a key component of transit-oriented development.



**Transit-oriented Development**

- Pedestrian friendly (see above)
- Mixed-use—creation of places to live, work and play (the principal idea is that the neighborhood is a destination and origin for transit riders)
- Higher density development—more efficient use of the land has many purposes including strengthening the market for service and retail oriented commercial uses and supporting transit ridership



Transit-oriented development (TOD) and sustainability work hand in hand. TOD includes mixing uses in a compact or high density manner in order to maximize opportunity presented by mass transit and to strengthen the long term viability of mass transit with increased ridership potential. Key to successful TOD development and high density development is a design pattern that fosters legitimate activity and deters crime.



**Sustainability**

- Reuse, revitalization—designing buildings so that they can be reused, or revitalized to continue functioning into the indefinite future
- Mixed-use and complementary uses—reliance on a diversity of uses to fulfill essential needs in an equitable manner both socially and economically
- Sustainable development—delivering communities, neighborhoods and buildings with lower environmental impacts while enhancing health, productivity, community and quality of life (adapted from AIA Handbook)

**Inviting and safe**

- Crime Prevention Through Environmental Design—design of spaces and places to deter crime
- Mixed-use development—eyes on the street at all times lessens the potential for illegitimate behavior



### **Development Models Appropriate to Corcoran**

- Buildings that are supportive of neighborhood needs
- Housing that transitions from existing residential neighborhood character to higher density development
- Unique uses that fit neighborhood resources



Development Models appropriate to the neighborhood is a key theme that will help transform the area into a more transit-oriented development pattern. This theme includes integrating new development into existing neighborhoods as well as attracting uses that compliment existing uses within the neighborhood.

### **Neighborhood Arts Center**

- A neighborhood space for small theatre performances, dance studios, arts/crafts classrooms, gallery or exhibit halls and support services including administration
- Profit is not the primary objective of the neighborhood arts center. Instead it is to provide a resource and activity for the neighborhood, sharing space and services with other nonprofit groups and institutions such as South High and YWCA



A neighborhood art center is a theme that contributes to the social and cultural vibrance of the Corcoran Neighborhood. It may serve as a unique feature of south Minneapolis and not an isolated neighborhood resource. The theme includes a space that may serve many features and a program to foster local creativity and talent.

*Part Four*  
*The Master Plan*

*Part Four The Master Plan*

Page

4.2 *Basic Premise/Rules of Interpretation*

4.3 *Elements of the Plan*

4.16 *Supported Development Quantities*



*Basic Premiss/Rules of Interpretation*

This master plan is a compilation of community ideas that have evolved over several years of study, thought, neighborhood socializing and community planning in efforts to build a better community. The basic premise of the plan is to help shape future development and redevelopment to be more “urban” in character, pedestrian friendly, sustainable, and basically, more livable. The plan is not a master plan for the entire Corcoran Neighborhood, although the principles within it may apply elsewhere in the neighborhood.

The plan is a model of what “should” be built; it should not to be interpreted as what “will” be built. Where possible, it will be the CNO’s responsibility to guide and direct future change along a path that achieves consistency with the overall principles in this and other CNO plans.

The elements within this plan should be used to frame regulatory tools, such as zoning overlays or ordinances, to convey what is desired in public improvements to those responsible for building them, to focus community volunteers toward a common objective, or to convey a desired development pattern to a prospective developer, investor or property owner.

The plan is organized around an annotated and illustrative description of an direction that was generated through community workshops and past planning efforts. It is supported by a set of policies intended to implement the idea. Together the ideas work towards the vision for the Midtown area and its “revival” as a pedestrian friendly and transit oriented community.



Exploring the idea



Illustrating the policy or principle



A real life application of the idea and the principle

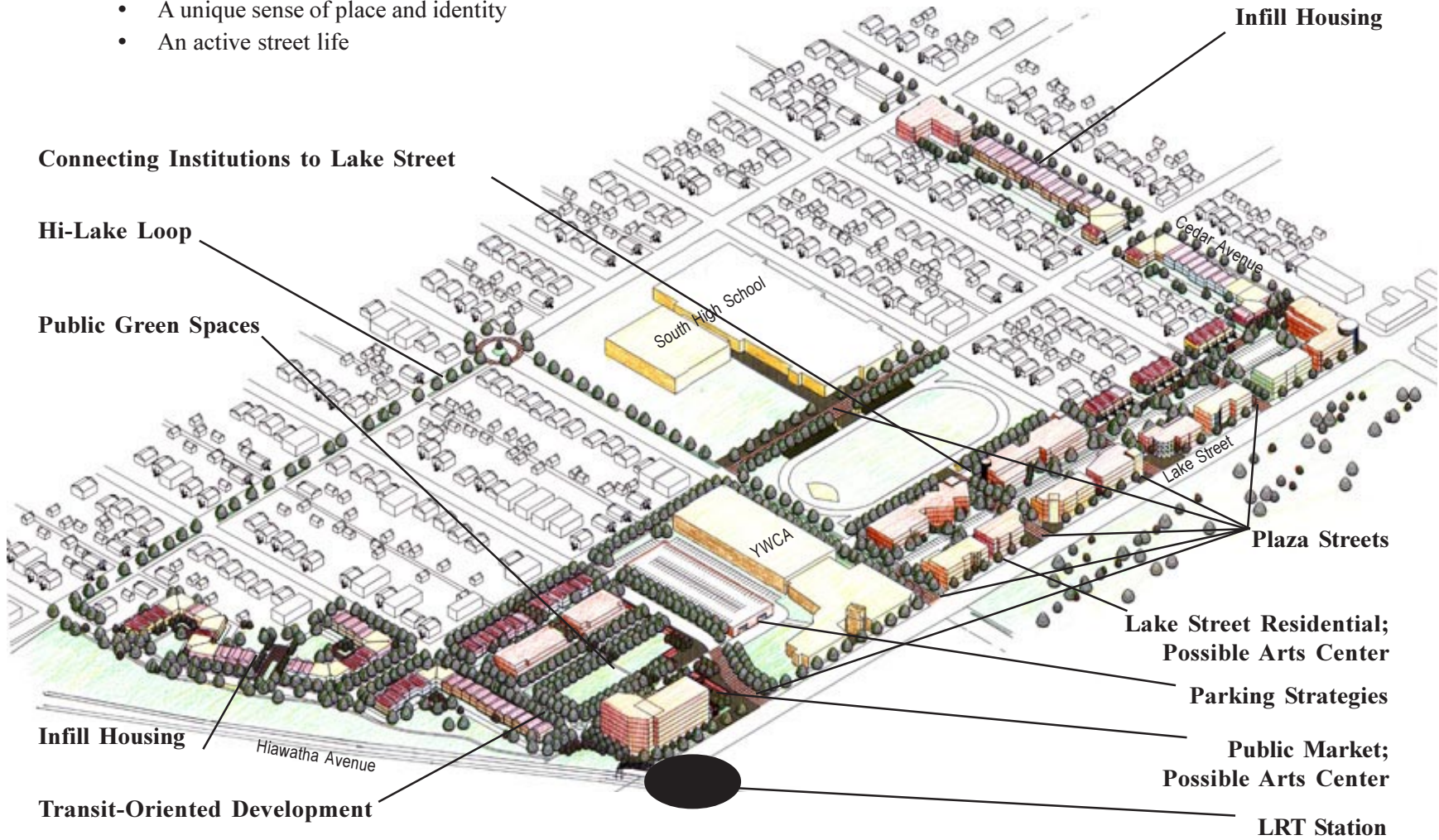




Elements of the Plan

Ultimately, the Midtown area should reflect the following qualities:

- A distinctively urban neighborhood
- A clear orientation towards the pedestrian and transit
- A commitment to public spaces
- A unique sense of place and identity
- An active street life



The figure above illustrates the locations of some of the elements of the Corcoran Midtown Revival Master Plan.



Lake Street Residential

Along Lake Street between Cedar and Hiawatha the street should be an active street with retail uses at street level and generally two or three stories of housing above. An urban character suggests that Lake Street be framed by mixed use buildings. The retail uses at street level should be developed at a floor area ratio of not less than 0.5 consistent with the Hiawatha/Lake Station Area Master Plan. This level of intensity requires limiting the amount of off street surface parking, which can be made up for by building parking underground or using remote parking.

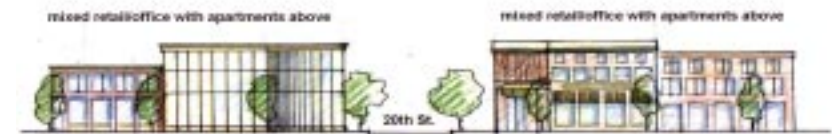
Residential units would consist of apartments and condominiums. Total building heights of three or four stories are appropriate along Lake Street and will provide views towards downtown Minneapolis over Pioneers and Soldiers Cemetery or views of the Corcoran Neighborhood. Types of housing appropriate for Lake Street Residential include artist studios, loft apartments or condominiums with roof top gardens to help create a unique identity for the Corcoran neighborhood.



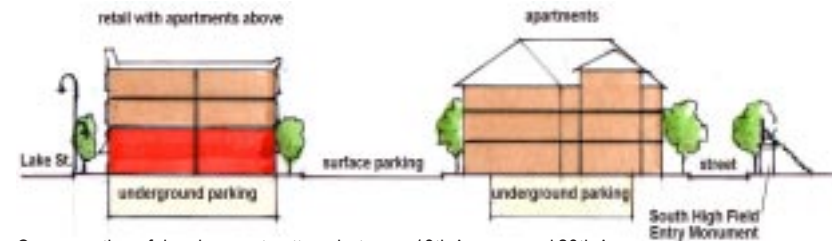
Plan view of Lake Street Residential between Cedar Avenue and 21st Avenue. Level of intensity generally includes 3 or 4 story buildings with residential uses over street level retail. The intersection of Cedar and Lake should be 4 stories at a minimum.



Icons representing various types of housing appropriate for Lake Street Residential include (from left to right): Mixed use residential lofts over retail, senior housing, the Hundertwasser Haus/artist housing and rooftop gardens.



North elevation of Lake Street and 20th Avenue



Cross-section of development pattern between 19th Avenue and 20th Avenue



Cross-section of development pattern between Cedar Avenue and 19th Avenue



Loft apartments over street level retail.



Condominiums over shops below grade.



Senior housing over street level retail.



Apartments over street level retail.

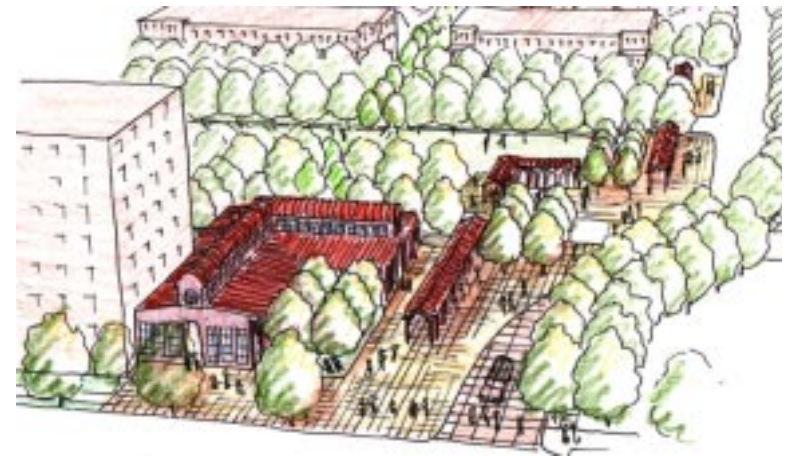


Public Market

The Public Market is an enclosed building open year round with individual entrepreneurs located in small spaces who sell specialized goods, fresh foods and produce. It also might include local arts and crafts. The Public Market is discussed in greater detail in *Appendix B, Section III. Development Solutions* under subsection *A. Public Market Context*. The general goal of the public market concept is to provide a greater level of services to the Corcoran Neighborhood, to seize market potential and to provide places of employment. The public market would provide a unique service to both the neighborhood and the region and would establish an identity for Corcoran.



Icons used to illustrate elements of the Public Market concept during the public workshop.



A public market. Public spaces such as the plaza and pedestrian friendly streets are important components of the public market.



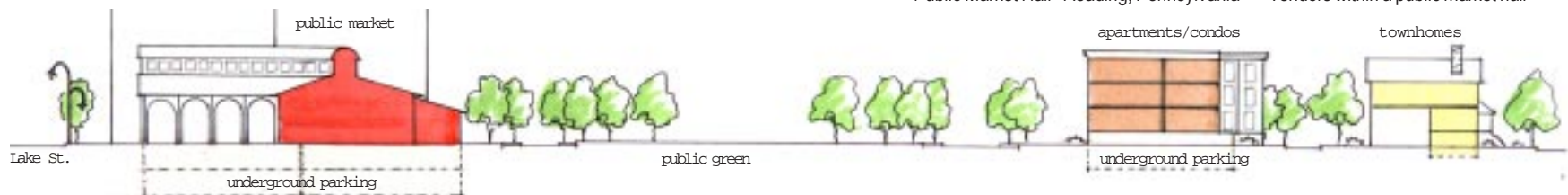
North elevation of Public Market site. The market is on the right and apartments on the left.



Public Market Hall--Reading, Pennsylvania



Vendors within a public market hall



The Public Market idea is proposed on the Edison/PPL site near the future LRT station. This location is strategic in that it can benefit from LRT riders who may decide to get off the train just to visit the public market.

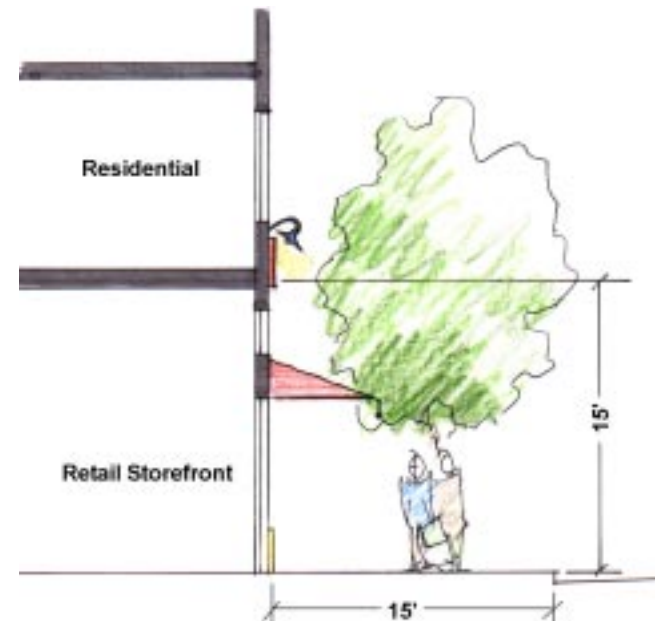


# Strolling Lake Street

Strolling Lake Street is about making Lake Street a more pedestrian friendly environment by enhancing the physical streetscape and establishing a more pedestrian and transit oriented land use pattern. The desired development pattern is one that presents a building facade that spans the majority, if not the entire lot frontage. Any break in a building facade lot frontage should be for mid-block pedestrian connections or public plazas. The facade should include windows and doors/entrances to retail shops and services. Streetscape enhancements, such as pedestrian scale lighting, landscaping and street furniture, should be included in future developments along Lake Street. The East End Revival report provides additional direction for enhancement of Lake Street.



Key intersections along Lake Street should promote safe pedestrian crossings and include "signature" design elements that identify a presence in "Midtown".



Sidewalks should have amenities but should not be cluttered with obstacles that make for difficult pedestrian movements.



Examples of enhancements that make a street more pedestrian-oriented include special markings at street crossings, unique architectural features that protect pedestrians from the elements, pedestrian corridors with activities, and active store fronts with residential uses above.



Icons used to illustrate elements of the "Strolling Lake Street" concept during the public workshop.



Public spaces are pedestrian friendly.



Walking routes are interesting and safe.



Mixed use with street level retail allows for longer hours of activity and sense of safety and comfort.

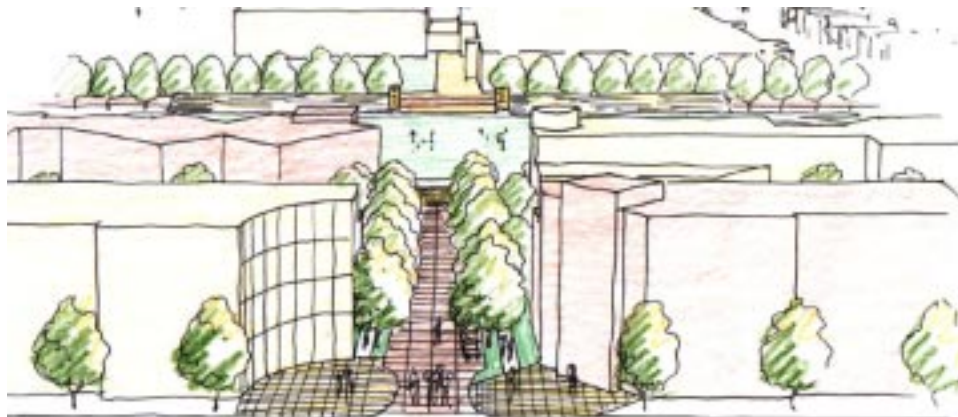


Mid-block pedestrian connection



Plaza Streets

The concept of “plaza streets” mixes pedestrian movement with autos in a more pedestrian friendly environment. The concept offers a unique identity for the Corcoran Neighborhood, distinguishing the primary activity corridor from the quieter residential neighborhood. Plaza streets function like a hallway leading from one room (Lake Street) to another room (the Corcoran Neighborhood). Plaza streets may include alternative paving patterns extending from Lake Street approximately the depth of the commercial development and its associated parking areas. The streets should provide parking for Lake Street commercial patrons, smooth traffic flow and a comfortable pedestrian environment.



20<sup>th</sup> Avenue plaza street creating connection to South High.



Current street looking north towards Lake Street. Pioneers and Soldiers Cemetery in background.



Plaza Street in White Bear Lake, MN



20<sup>th</sup> Avenue plaza street creating connection to South High.



A plaza street along 23<sup>rd</sup> creates a strong pedestrian connection between a future public library at 38<sup>th</sup> Street and LRT

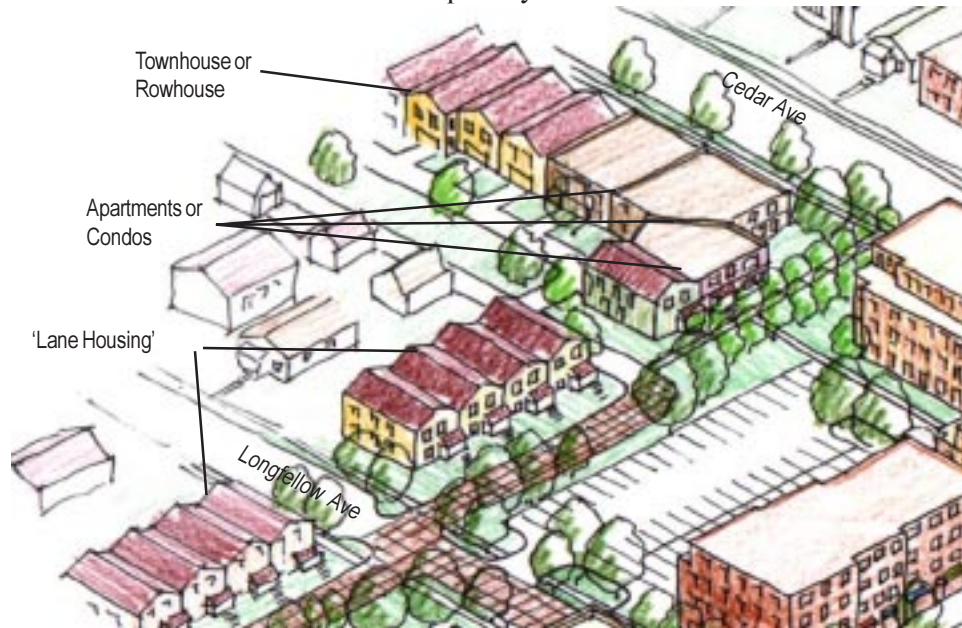


Plaza streets occur at all streets that extend from Lake Street into the neighborhood. A plaza street can help create a desired link between Lake Street and the football field at South High.



*Infill Housing*

Infill housing is a concept that sustains housing affordability and supports creation of transit oriented communities. Infill housing adds residential units to the area without compromising the existing residential character of the neighborhood. This might be accomplished through renovation of larger single family homes to duplexes, redeveloping dilapidated or blighted single family units with two, three or four unit structures or permitting apartments as accessory structures (i.e. carriage homes). Infill housing is illustrated in the concept plans as filling vacant or underutilized parcels near the LRT line, creating a transition between the more intense uses on Lake Street and the more established residential areas south of Lake Street. Rowhouses and townhomes are illustrated along Cedar Avenue as a long-term redevelopment potential. The desire is to create a pedestrian friendly street with units closer to the street, front porches and greater sense of activity. Redevelopment in this manner would not result in significantly higher density than exists, but it would be more desirable than the extension of commercial uses down Cedar or the expansion of larger apartment buildings. Redevelopment along Cedar south of the Cedar and Lake Street commercial area is not a priority.



Cedar Avenue and Lake Street area with "lane housing" fronting on a service lane that extends to an alley serving future long term redevelopment along Cedar Avenue and extending south.



As new higher density development occurs closer to existing residential, design patterns should transition to a lesser density. Here, apartments have individual entrances on the side of the building closest to existing low density residential.



Allowing apartments as accessory structures is a way to maintain a diversity of housing choices and provide another level of housing affordability.



Apartments in the form of rowhouses



Single family detached homes on very small lots helps diversify housing types in a higher density setting

The idea of 'lane housing' is an appropriate transition from commercial uses on Lake Street to the residential neighborhoods



Parking Strategies

Parking availability has been identified as a problem in the neighborhood during certain events and a potential problem with the advent of a light rail transit in the near future. Additionally, parking lots typically create a less than desirable image to a neighborhood striving for an urban identity. Therefore, the intent of this plan is to develop strategies to address parking quantities (especially associated with new development,) to control commuter parking associated with LRT, and to address the image that parking facilities impose on the neighborhood. Several strategies have been applied successfully across the country. However, it must be understood that parking (and traffic) are intrinsic to the fabric of an urban neighborhood. Very few urban neighborhoods do not perceive parking as a problem. Parking strategies appropriate to Corcoran include:

- orchard parking--requiring additional interior landscaping
- structured parking--parking should be encouraged vertically, above ground or underground
- remote parking--permitting developments to meet parking needs off site
- parking maximums (zoning regulations)--placing limits on the amount of parking a particular use can provide rather than requiring a specific number of parking spaces
- underground parking--parking should be encouraged under developments especially for office and residential uses
- shared parking--developments with complementary uses can share parking
- car sharing--a program initiated by a for-profit company to share cars thus reducing the number of cars on the street
- critical areas parking--a program through the City that issues permits for parking in a neighborhood with parking shortages



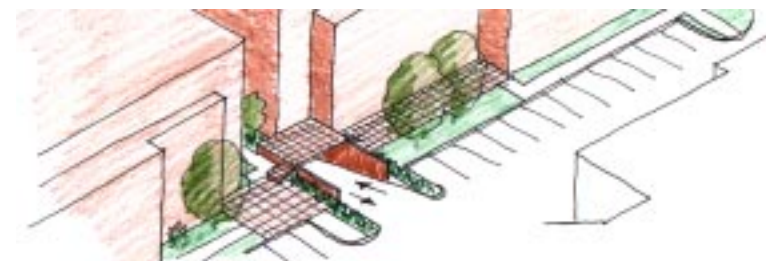
Orchard parking suggests greater interior landscape requirements, ongoing maintenance commitments to replace dead or dying landscaping and distinguished pedestrian pathways.



Shared parking strategies and remote parking strategies could be applied though increasing parking capacity at the YWCA and parking facilities associated with future redevelopment of the Hi-Lake Shopping Center. Cost effective underground parking could be built under the public green to support higher density development on the Edison/PPL site and providing parking for the public market.



Parking at street level in this structure is well designed to minimize the appearance of parking and blend in with a more retail looking front. Retail stores are located at street level at the street corners of the two developments shown above.



Parking should be encouraged underground with access gained from parking lots and not from major streets



Public Green Spaces

Public green spaces are a vital part of healthy neighborhoods. Corcoran Park located south of 33<sup>rd</sup> Street between 19<sup>th</sup> Avenue and 20<sup>th</sup> Avenue serves as the Corcoran Neighborhood’s primary park facility with active recreational programs arranged for the park. South High’s athletic field is primarily intended for South High students and is generally not available for use as a community play area; however, the corner lot directly south of the athletic field serves as an open area for passive neighborhood activity. Pioneers and Soldiers Cemetery is also a public green space that provides a reprieve from the built environment of an urban community. Future redevelopment should incorporate public green space.



Icons used to illustrate “green spaces” at the workshop included rooftop gardens, communal gardens and pocket parks.



The Midtown Revival Master Plan suggests open space along the LRT tracks running south from Lake Street at least to 32nd Street. While located in the back yards of residential units, landscaping and low level lighting should be designed to provide a clear and yet transparent distinction between public and private realm. This corridor provides a connection between the LRT station and the Corcoran Neighborhood. A larger open space in the front yards of higher density residential units should serve as the residential units “back yards,” an unprogrammed place to play.



Public open spaces should be designed as an integral element of the development and the neighborhood. The court yard at right is a more intimate open space specific to a development, while the open field at left is a part of a greater community.



Unprogrammed open spaces (such as the playfield at left) as well as programmed open spaces (such as the community garden at right) add value to neighborhoods.



South High Athletic Field



Pioneers and Soldiers Cemetery



Important Open Spaces that currently serve the neighborhood include South High’s athletic field and the open space at the southwest corner of 21<sup>st</sup> Avenue and 31<sup>st</sup> Street. These spaces are owned by semipublic entities but generally serve a public purpose.





*Transit-Oriented Development*

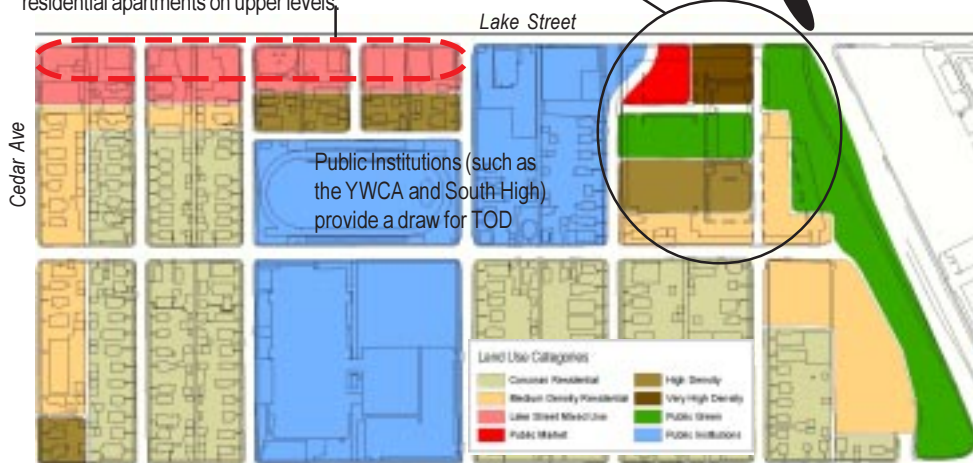
Transit-Oriented Development is seen as a key contributor to the revival of the lost art of place-making – the creation and restoration of compact, pedestrian-friendly, mixed-use urban neighborhoods containing housing, workplaces, shops, entertainment, schools, parks and civic facilities essential to the daily lives of their residents – all within easy walking distance. TOD promotes the increased use of public transit choices (walking, biking, busing, commuter rail and light rail), instead of designing and building communities that rely primarily on the auto for transportation. Central to the concept of TOD is a multi-modal transit station, in this case the Hi-Lake LRT station which provides a connecting point for local bus service and light rail. Surrounding the station is a mix of uses designed in a high density, compact and walkable manner. Desirable TOD densities are outlined in the Hiawatha/Lake Station Area Master Plan. Generally development should be higher density but should not exceed six story building heights (six stories above grade) and should step down in height as development approaches the existing lower density residential development south of 31<sup>st</sup> and 32<sup>nd</sup> Street or as development moves further from the LRT station.

Highest Density node closest to LRT Station with 4 to 6 story apartments, public market, public green and specialty retail.

Mixed-use street level commercial with residential apartments on upper levels.



BRW, Inc & Snow Architects



This map illustrates a future land use pattern supportive of the master plan. The land use pattern demonstrates a transit-oriented development pattern with high density mixed uses nearest the new LRT station and a gradual transition of residential density as development opportunities move further from the LRT station.



Mixed use, street level retail with residential above results in a comfortable pedestrian environment



Mixed-use residential over retail in a high density (six story) building



Multi-modal transit station—LRT foreground and bus in background



Mixed-use residential and retail oriented towards public plaza with vertical architectural articulation



Hi-Lake Loop

The Hi-Lake Loop is a pedestrian and bicycle oriented route along 21<sup>st</sup> Avenue and 32<sup>nd</sup> Street that still accommodates vehicles facilitates non-auto circulation, and establishes a “boundary” composed of enhanced streetscapes that marks a more intensely developed core of transit-oriented development.

The Hi-Lake Loop connects to Lake Street and the Longfellow Neighborhood at Minnehaha Avenue. In the Corcoran neighborhood the Hi-Lake Loop follows 21<sup>st</sup> Avenue to the Midtown Greenway. Other connections might include a link to 38<sup>th</sup> Street along 23<sup>rd</sup> Avenue (a plaza street), which provides a direct connection to the LRT station stop from a future public library site at 38<sup>th</sup> Street and 23<sup>rd</sup> Avenue.

Auto traffic will continue to be part of the circulation system in Corcoran. However, traffic calming initiatives must be part of the overall effort to enhance the pedestrian environment. Traffic calming initiatives should attempt to slow and control traffic as it travels through the neighborhood but not completely close it off from moving through the neighborhood. Closing through streets or creating cul-de-sacs is often seen as simply moving the problem from one street to the next.



The Hi-Lake Loop follows 21<sup>st</sup> Street and 32<sup>nd</sup> Avenue. It provides connections to the Longfellow neighborhood to the east and to the Midtown Greenway to the north. The entire route is show below as an overlay on the Hi-Lake Station Area Master Plan.



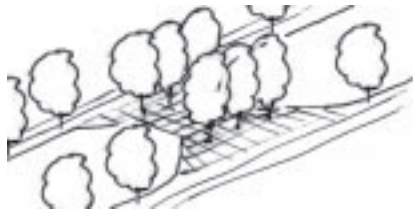
21<sup>st</sup> Avenue Corridor



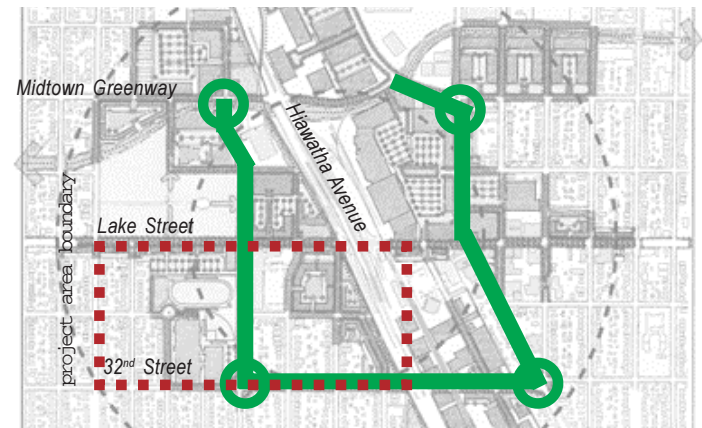
22<sup>nd</sup> Avenue and Lake Street



Pedestrian friendly street



Mobility within and through the Corcoran Neighborhood is critical to maintaining a pedestrian and transit oriented environment. Being able to move through the neighborhood can be enhanced with pedestrian and bicycle corridors and strategically located traffic calming improvements such as changes in pavement patterns, variations in street widths, traffic circles, raised pedestrian crossings (not speed bumps) and other traffic calming measures.



Hiawatha/Lake Street Station Area Master Plan - June, 2000  
Callthorpe Assoc., IBI Group, Oden + Stumpf Assoc.

The Hi-Lake Loop in its entirety.



*B l e n d i n g                      D e n s i t y*

A key principle of Transit-Oriented Development (TOD) is compact or intense development patterns within a half mile of a multi-modal transit hub. This generally means taller buildings (taller than what exists in Corcoran today) designed in a compact, pedestrian oriented development pattern. Because the development pattern in Corcoran is of a lower density development pattern (relative to an urban setting), there exist some concerns within the neighborhood about how high a building should be. The planning efforts from the Hiawatha/Lake Street Station Area Master Plan and subsequent follow up meetings have set a standard of six stories as the maximum building height closest to the station south of Lake Street (the Edison/PPL site.) This plan supports the finding that six stories is a desirable building height closest to the station. Along Lake Street, four story buildings help establish character along Lake Street support the principles of TOD.

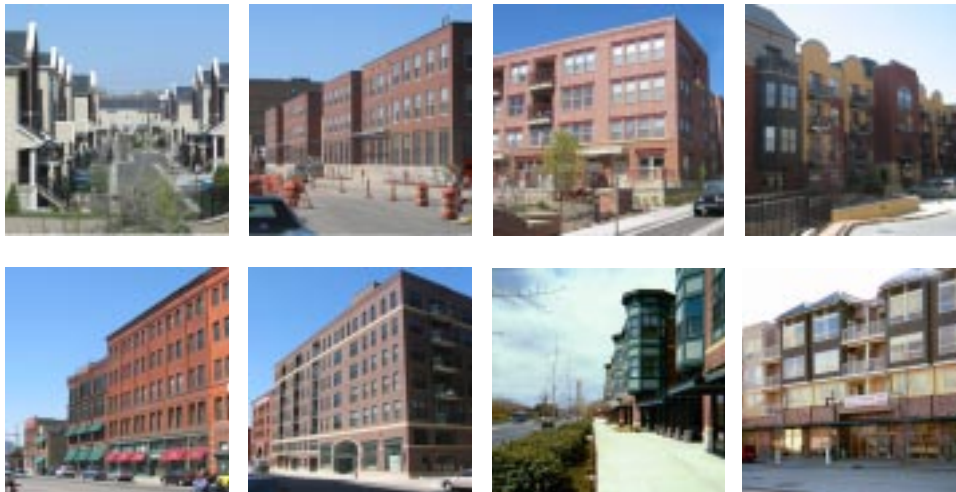
Concerns about building heights are based on neighborhood character and existing (as well as resulting) views. Taller buildings provide future tenants with optimal views toward downtown Minneapolis. They also contribute to an image of Corcoran from the LRT line, which is elevated above the neighborhood. There is some concern that they may alter views from the existing neighborhood. Through creative design, new higher density housing along Lake Street can blend with the character of established neighborhoods and lower density single family residential areas located south of 31<sup>st</sup> Street.



Articulation of the building facade and providing individual unit entrances offer a transition from higher density apartments to lower density duplexes and single family homes.



A cross section of the public market area illustrates a transitioning from a six story building to a 3 or 4 story building to a 2.5 story townhouse. This stepping down of building height provides a transition from new higher density buildings to existing lower density housing.



Examples of building heights ranging from two and a half story townhomes to six story buildings with street level retail services.



Taller buildings are appropriate across from the LRT station, South High, and Pioneer and Soldiers Cemetery. Blending of development character occurs where new development would be adjacent to existing Corcoran residential neighborhoods.



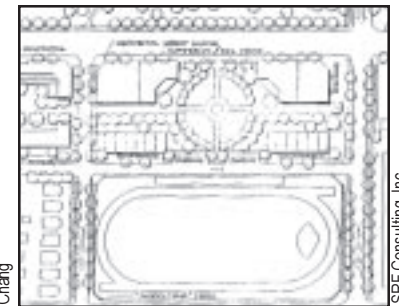
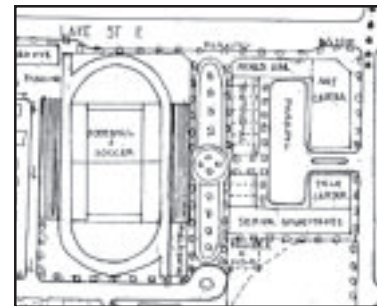
Connecting Institutions to Lake Street

Civic buildings should be highlights of a neighborhood – a point of pride for a community, not buried and invisible along a major corridor like Lake Street. Forming a connection between South High and Lake Street offers an opportunity to place this institution in the fabric of the city while it serves the immediate neighborhood’s recreational and educational needs. Previous planning initiatives have incorporated the concept of the “Arts Center” with South High.

The Midtown Revival master plan establishes connections to South High via a “plaza street” (20<sup>th</sup> Avenue) extending from Lake Street to the athletic field. A grand entrance to the athletic field should be established at 20<sup>th</sup> Avenue by opening the bleachers and creating a view corridor directed to South High. Additionally, South High has been described as a rather utilitarian structure with minimal windows leading to an impression of being closed to the neighborhood. In this master plan a plaza street along 31<sup>st</sup> Street serves as an area for student project exhibits, recognition of significant achievements or tributes to alumni who have made significant contributions to the school and community.



Two alternative means of establishing a physical “gateway” or linkage by designing a permanent part of the streetscape.



Previous community planning efforts have evaluated ways in which to connect activities at South High to Lake Street including bringing the athletic field out to Lake Street or creating an open “plaza” like feature as a “gateway” to the athletic field.



The master plan facilitates a connection to South High through streetscape enhancements on 20<sup>th</sup> Avenue. This follows the principle that development, not parking (and not large areas of open space) should frame Lake Street and create a consistent urban streetscape.



Development frames a “plaza street” (20<sup>th</sup> Street) and the athletic field bleachers are redesigned to open up to the field and create a view from Lake to South High.



Arts Center

An arts-related facility would add to the diversity of activities and entertainment venues in the Corcoran neighborhood. Such a facility might feature live theatre, dance, music, and other live performance productions, visual arts exhibits, and areas for concessions, rehearsals, workshops, classes, and other functions.

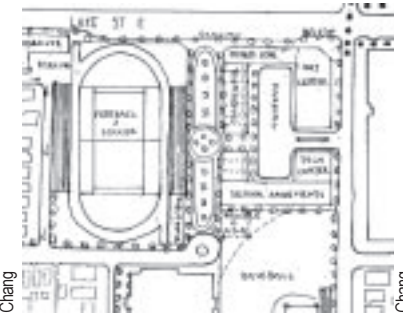
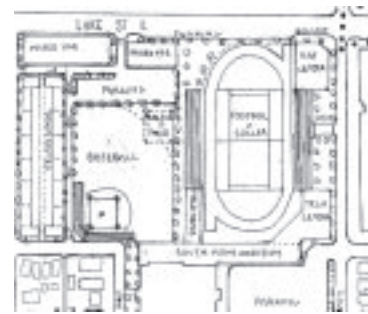
Downtown areas in the Twin Cities have been able to maintain smaller arts venues which might suggest a healthy market for an arts and culture center in the Corcoran neighborhood. Examples of successfully operated facilities in smaller communities include the Lyric Arts Center in Anoka and the Hopkins Center for the Arts. These facilities typically have one or more “anchor” tenants – usually stage theatre groups – that will be able to stage 6 to 8 productions annually (with 2-3 week runs, excluding rehearsal and setup periods), occupying the facility’s main venue for roughly half the year. Other users typically include local dance studios, traveling productions, and local school/community groups such as choirs, orchestras and other performance ensembles. Neither of these facilities, however, are able to meet operating costs; shortfalls are funded by concessions sales, proceeds from fundraising events, public funding and contributions from individuals and nonprofit arts groups.



Hopkins Center for the Arts includes a stage company as a major tenant and art and culture activities for a community much larger than Hopkins.



The Minnetonka Arts Center is located in the Minnetonka High School and is used primarily for theater productions.



Recent planning explorations have illustrated an arts center fronting Lake Street associated with the reconfiguration of the South High Campus and the addition of a Tech Center.

Potential locations for a community arts center



In the master plan, possible location for the Arts Center is within the public market area, nearest the LRT station or as a street front use along Lake Street. In either case, an Art Center adds a unique element to the neighborhood that will become a destination and help support additional Lake Street commercial uses.



*Supported/Targeted Development Quantities*

The master plan presents a preferred development pattern for the Midtown Revival Area. The concept is based on an ideal vision, one that will not happen in a short period of time but rather an extended period of growth and change that would occur over a 10 to 20 year time horizon. The concepts illustrate a capacity of development that follows the Hiawatha/Lake Street Station Area Master Plan and other Corcoran planning initiatives. Proposed development should occur at a density high enough to achieve the suggested development quantities established by the master plan and outlined in the table at right. For reference, the Minneapolis Plan (adopted in March of 2000) projects growth of 700 housing units and 1,000 new jobs at the Hiawatha and Lake Street node and the Hiawatha/Lake Street Station Area Master Plan projects 1,250 housing units and 25,000 square feet of commercial along Lake Street west of Hiawatha. Commercial development is focused at Cedar Avenue and Lake Street and the Hi-Lake Shopping area. Housing is focused on the Edison/PPL site and the Hi-Lake Shopping Center.

<u>Development Location</u>	<u>Housing Units</u>	<u>Commercial Square Feet</u>
1---Cedar and Lake	55 - 60	20,000
2---Lake Street	145 - 150	40,000
3---Edison/PPL +	215 - 220	10,000
<b>TOTALS</b>	<b>415 - 430</b>	<b>70,000</b>

Development projections according to development locations illustrated below and based on principles of TOD including street level retail along Lake Street, a public market, and a diversity of higher density housing with the highest density (six stories) nearest the LRT station.



The Master Plan illustrates areas anticipated for new housing redevelopment over the next 10 to 20 years (see outlined areas 1 - 3). Housing along Cedar Avenue as illustrated in the plan serves as a guide, but it is not a priority project.



*Part Five*

*Midtown Revival  
Design Policy*



*Part Five: Design Policy*

*Page*

5.2 *Introduction*

5.2 *Building Policy*

*Architectural Controls, Character Elements*

*Orientation*

*Height, Massing*

*Occupancy*

5.4 *Site Policy*

*Building Placement*

*Parking*

*Pedestrian Circulation*

*Mixed Use*



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**Introduction**

The Corcoran Midtown Revival plan is intended to integrate efforts to revitalize Lake Street by establishing broad directives describing and illustrating the neighborhood’s intentions -- what Corcoran encourages, what Corcoran supports. The design policy is intended to promote creativity, demonstrate intentions and convey expectations. It is expected that people who wish to be part of the Corcoran Neighborhood will respect these intentions and expand upon the directions indicated in the master plan, resulting in creative solutions to urban issues and opportunities that collectively move toward achieving the Corcoran Midtown Revival vision.

Corcoran strives to achieve a neighborhood in which it is interesting to live, work or play. The street environment and design pattern along Lake Street and the neighborhood’s connection to Lake Street are critical components of that desire. An active street with vital storefronts, a diverse supply of housing, strong public institutions and a pedestrian friendly environment should result through the application of these neighborhood policy statements.

*5.1 - Building Policy  
Architectural Controls and Character Elements*

**5.1.1 - Buildings along Lake Street should have “storefronts” at all facades facing primary pedestrian paths, sidewalks and corridors.**



**5.1.2 - Storefronts should have an active and interesting character based on large areas of transparent glass at street level.**

\*A minimum of 40% of storefronts should be transparent glass (overbearing window signage would be discouraged.)

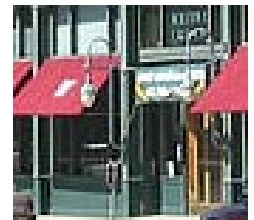


**5.1.3 - Upper levels should appear active: the use of balconies and operable windows is encouraged.**



**5.1.4 - Fabric awnings are encouraged on all commercial storefronts.**

\*Awnings shall not be the primary location for sign elements.



**5.1.5 - Signage should be appropriately sized and should have a unique character that relates to the architecture of the building and/or the activity of the business represented.**

\*Signs and lighting are architectural elements and should be unique features of the building.

\*Catalog sign elements such as back-lit signs, awning signs and internally-illuminated cabinet signs are discouraged.





**5.1.6 - Lighting should be pedestrian scaled and should be of a character that relates to the building's architecture.**

\*Special lighting effects are encouraged, but not to the degree that effects detract from the building, the character of the street, or the livability of the neighborhood.



**5.1.7 - Building facades should be articulated.**

\*Articulation of building facade through shade and shadow effects, lighting, fenestration, or other means should occur wherever a continuous building wall spans 30 feet or more.



**5.1.8 - All necessary components of development should be incorporated into primary building(s) of the site where possible**

\*Trash and loading docks degrade the pedestrian experience and should be incorporated into the primary building(s), rather than left as free standing elements on the site.



**5.1.9 - Traditional building materials such as brick and stone should be emphasized.**

\*These materials are usually of a high quality and durability and require little maintenance.  
\*Such materials contribute to a timeless character that will endure and encourage reuse in future generations.



**5.1.10 - New construction should utilize sustainable development practices and “green architecture”**

\*Maximize use of recycled materials.  
\*Reduce runoff.  
\*Reduce interior temperature fluctuations.



*Building Orientation*

**5.1.11 - Buildings on Lake Street should be oriented toward Lake Street.**



**5.1.12 - Buildings that face Lake Street and a side street or pedestrian corridor should have multiple building fronts.**



**5.1.13 - Buildings off Lake Street should be oriented toward public streets or toward public open spaces.**



*Building Height and Massing*

**5.1.14 - Buildings on Lake Street west of 22nd Avenue should be no more than 4 stories and at least 3 stories.**

\*Buildings can step back above 3 stories at the rear facade, but must maintain full depth at Lake Street facades.



**5.1.15 - Buildings on Lake Street east of 22<sup>nd</sup>, near the LRT station should be a maximum of six stories.**

\*Establish a minimum and maximum building height of 6 stories above grade.



*Building Use*

**5.1.16 - Development facing Lake Street at the street level should be “storefronts”.**

\*Require street level commercial uses at all building corners that face Lake Street and another public street or a pedestrian corridor.

Street level storefronts required.



**5.1.17 - Drive-through businesses should not be located in the Corcoran Midtown Revival**



*5.2 - Site Policy*

*Building Placement*

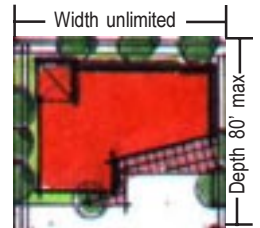
**5.2.1 - Buildings should be located on sites according to “build-to” lines that establish a building streetfront rather than setback lines which create space between the building and the property line.**

- \*100 % of frontage at sidewalk is preferred.
- \*70 % should be the minimum at the sidewalk where pedestrian spaces such as plazas, sidewalk cafes, and open space are created.
- \*Parking or drive aisles should not be allowed along Lake Street frontage.



**5.2.2 - Building footprints must be appropriately sized.**

- \*This is a pedestrian-oriented neighborhood and “big boxes” detract from the pedestrian experience.
- \*Require building depths to not exceed 80 feet.



*Parking*

**5.2.3 - Parking should be located behind or beneath buildings.**

- \*Building facade should occupy the majority of a site’s frontage.
- \*Parking below buildings is highly encouraged.



**5.2.4 - Off-street surface parking lots should be limited in size.**

- \*As with other development along Lake Street, it's appropriate that development in Corcoran provide only parking necessary for Corcoran uses.
- \*Off street surface parking should be limited to that needed for first floor retail parking needs



**5.2.5 - Street parking on Lake Street and side streets in Corcoran should help achieve parking requirements.**

- \*Street parking adds activity at the sidewalk and provides a buffer between pedestrians and traffic.



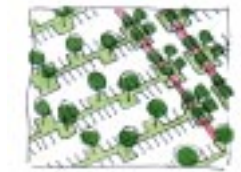
**5.2.6 - Parking maximum ratios--as opposed to minimums--should be applied in Corcoran.**

- \*One or less off-street parking space per residential unit should be encouraged.
- \*Ratios less than one space per residential unit should be allowed with alternative strategies such as remote parking, developer subsidized transit passes, or other means.



**5.2.7 - Parking lots should be given the same streetscape treatment as streets and sidewalks elsewhere in Corcoran.**

- \*Lighting should be ornamental and not invasive and attention should be paid to paving and planting details.



**5.2.8 - "Green" parking lots are encouraged.**

- \*Interior landscaping should provide a minimum of 25% shade within 5 years of planting.
- \*Islands should break up pavement expanse.
- \*Rain water gardens should catch runoff wherever possible.



*Pedestrian Circulation*

**5.2.9 - Maintain standards for sidewalk width.**

- \*Sidewalks in commercial areas should be wide enough for 3 people to walk side by side and still have adequate room for streetscape enhancements
- \*Sidewalks along Lake Street should be a minimum of 12 feet wide.



**5.2.10 - Create pedestrian connections between Lake Street commercial uses and the residential areas to the south.**

- \*Conventional screening cuts off pedestrian access, so it's important to enhance the transition points between the residential neighborhood and Lake Street commercial areas and create an inviting environment for pedestrians.

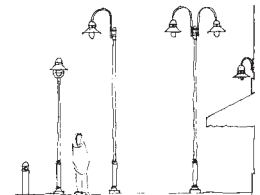


**B.2.11 - Buildings should have storefronts touching the sidewalks to provide for pedestrian interest as well as safety.**

- \*See 5.2.1

**5.2.12 - Lighting should be consistent and pedestrian-scaled throughout the neighborhood.**

- \*A "family" of lighting fixtures should be the basis for all public and private lighting choices.



**5.2.13 - Attention should be paid to every aspect of the public realm in the neighborhood.**

- \*Sidewalks, alleys, and parking lots should all be treated as valued public spaces and designed accordingly.



*Mixed Use*

**5.2.14 - Strongly encourages buildings that serve more than one use.**

\*A minimum of 25% of the street level floor area should be dedicated to commercial uses in each building along Lake Street.

\*Tightly mixed uses contribute to the vitality and walkability of a neighborhood.

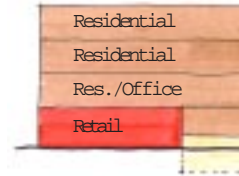


**5.2.18 - Buildings or sites near transit stops or along transit routes should incorporate facilities for transit patron waiting.**

\*Transit is an important component of Corcoran’s vitality and must be recognized by new development or through redevelopment.



**5.2.15 - Street level retail, service or entertainment commercial with residential above is strongly encouraged. Office uses on second floor is acceptable.**



**5.2.16 - Corcoran supports sites developed with multiple uses and development of creative links between uses.**



**5.2.17 - Residential-facing sides of commercial uses should be developed with a “front door” character.**

\*The back door should be afforded the same attention to detail as the front, with such elements as sidewalks, lighting, landscape, signage, awnings and fenestration playing an important role.

\*Upper level balconies and operable windows also contribute to the “front door” character.



*P a r t      S i x*

*I m p l e m e n t a t i o n*

*P a r t   S i x   I m p l e m e n t a t i o n*

Page

6.2 *Introduction*

6.2 *Keys to Success*

6.5 *Key First Step Projects*



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*I n t r o d u c t i o n*

The Midtown Revival master plan contains specific projects (such as street-scape improvements, plaza streets or the public market) that will require a shared level of public and private initiative and investment. Many of these projects are identified as initiatives in the East End Revival (see Appendix A.) It also contains long term, far reaching directives (such as the form of redevelopment along Lake Street or Cedar Avenue) that are supported by a more prescriptive design policy. In either case, implementing the master plan will be both proactive and passive. The proactive effort involves mobilizing around a specific project or promoting the Midtown Revival Plan. The passive effort involves providing direction to “real” proposals for change within the neighborhood based on the vision articulated in the plan and the applicable direction established by the master plan and design policy. In any case, the most important test for a program or project proposed for the Midtown Revival is its compatibility with Corcoran’s vision and the master plan.

It must be understood and accepted that the future is never certain and that planning is dynamic. Reasonable proposals that may be largely consistent with the vision should not be turned away; rather, the neighborhood might direct its efforts toward further shaping of the proposal to better conform with the vision. There will be proposals offered which are not at all consistent with the master plan; in such a case, efforts directed toward implementation of those proposals would invalidate the master plan and compromise its long term value. Ultimately, the master plan provides the tools necessary for the neighborhood to support worthy projects and turn away from those that are not in the best interests of Corcoran.

Use of this plan by the CNO board and staff to evaluate proposals and to make recommendations to the City of Minneapolis is the most significant implementation initiative.

*Keys to Success of the Midtown Revival**Understand Roles, Advocate and Communicate*

Success of the Midtown Revival requires the cooperation of many different entities, including the City of Minneapolis, the Corcoran Neighborhood (its residents and business community) and potential for-profit or not-for-profit developers considering or undertaking projects in the Corcoran Neighborhood. The City of Minneapolis, particularly the City Council, is the decision making body that establishes

## Relevant East End Revival Initiatives

- #1--Hi-Lake Center  
CNO Role--support
- #2--Hi-Lake Loop  
CNO Role--co-leaders with Longfellow, Phillips and Midtown Greenway Coalition.
- #3--Lake Street Enhancements  
CNO Role--advocacy and direction
- #6--Public Market  
CNO Role--leaders
- #9--Edison/PPL & Residential Infill  
CNO Role--leaders
- #10--Housing  
CNO Role--co-leaders with MCDA and non-profits



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official city-wide policies including zoning regulations, and many of the direct actions fall within the City's responsibility. They receive advisory recommendations from appointed commissions and boards and city departments. In addition, the Corcoran Neighborhood Organization (CNO) advises the City Council on issues specific to (or impacting) the Corcoran Neighborhood. The CNO generally reacts to proposals within its neighborhood boundaries and puts forth broad policy recommendations for the community. In ideal situations, the decisions rendered by the Minneapolis City Council are based, in part, on recommendations from the Corcoran Neighborhood.

The for-profit or not-for-profit development community (individuals or group/corporation) is the entity that most often puts forth a proposal for a development or program. Their role is to build a project or program within the general parameters established by the city with input from the CNO. Other government entities such as Metropolitan Council, Hennepin County, or the State of Minnesota play supporting regulatory and advisory roles and in some cases are the lead jurisdictions. Advocacy and open communication is essential for responsible entities to understand this plan and endorse it.

#### *Forming Advocacy/Working Groups*

The formation of advocacy groups or working groups to focus on specific tasks should be considered as a means to implement the master plan elements. Advocacy groups might help demonstrate neighborhood support and build community support for the Midtown Revival Plan or a component of it like the "Arts Center." A working group might be a form of implementation that places responsibility with community members who can lead a specific initiative such as finding the appropriate nonprofit developer to facilitate development of the "public market." In either case, this strategy places the power and responsibility of implementing the plan directly within the hands of neighborhood representatives. Representation on these groups should reach beyond the neighborhood to other Minneapolis neighborhoods.

#### *Seek Partnership Opportunities*

Many of the projects identified in the master plan may not be achievable without public sector or not-for-profit sector intervention. The private sector must

be profitable, and for many reasons, redevelopment or elements of TOD may not be attractive to private sector developers. The benefits of entering into a partnership for the neighborhood include gaining a degree of control to achieve the CNO's objectives and leveraging additional funding sources. The ability of a developer (private or nonprofit) to leverage funding sources is much stronger with a favorable recommendation from the Corcoran neighborhood achieved through involvement at the partnership level; in addition, a smoother process is much more likely with the neighborhood as a partner.

Partnership opportunities would lend strong support to development of the Public Market concept, affordable housing or redevelopment of blighted properties. The CNO should look to the formation of partnerships to best achieve these initiatives.

#### *Establish a Political Presence for the Corcoran Revival Plan*

The Midtown Revival Master Plan should be adopted as the public policy of the Corcoran Neighborhood by official resolution at an Executive Board meeting. The plan should also be endorsed by adjacent neighborhood organizations including Phillips, Longfellow and Powderhorn Park preferably through official neighborhood processes. This will ensure that adjacent neighborhoods maintain a similar vision for corridors sharing neighborhood boundaries. Once there is full neighborhood support for the plan, it should be presented to the City of Minneapolis for endorsement and adoption or incorporation into the Minneapolis Plan, the city's comprehensive plan. It will then be incumbent upon the City of Minneapolis to amend its Zoning Map and ordinance to reflect the master plan and design policy reflected in this document. This process is described in more detail below.

#### *Align Financial Resources with Projects*

Whether it is a public improvement or a private improvement, financial resources will be necessary to make projects or programs happen. It is important to align projects with the appropriate funding sources so potential funding providers can direct their contributions toward specific objectives. A list of possible funding



sources and tools is included in Appendix C Financial Toolbox.

*Key First Step Projects*

Key first step projects are intended to outline necessary actions that the CNO should pursue to implement the objectives of the Corcoran Midtown Revival Master Plan.

1. Regulatory Controls: Seek amendments to The Minneapolis Plan and City of Minneapolis zoning controls

The Minneapolis Plan, adopted by the City Council in March of 2000, provides directions for the project area from a land use policy perspective. Lake Street, through the Midtown Revival Area, is designated as a “commercial corridor.” Commercial corridors are defined as streets available for development including more intensive commercial and high traffic activities, a traditional storefront typology, and balanced pedestrian and auto circulation. Cedar Avenue is designated as a “community corridor.” Community corridors are also defined as locations that support new residential development at medium density, increased housing diversity and limited commercial uses at key nodes. Development along community corridors should be oriented toward enhancing the pedestrian experience.

Future land use designations in the area include institutional uses surrounding the Edison/PPL site and the YWCA, commercial uses along Lake Street, low density residential and some existing pockets of high density residential. The Minneapolis Plan identified the area of Hiawatha Avenue and Lake Street as a “Major Study Area” due to the advent of light rail, the significance of the Lake Street corridor as a Commercial Corridor, and the potential for growth. The plan suggests that the area (generally the node around Lake Street and Hiawatha Avenue) could support an additional 700 housing units and up to 1,000 jobs. The Hiawatha/Lake Street Station Area Master Plan was a direct implementation measure of the Minneapolis Plan (i.e., a Major Study), and with more detailed market analysis concluded that the area west of Hiawatha could in fact support a greater level of housing development (potentially as high as 1,250 new housing units) with most units located on the Hi-Lake Shopping center site and the Edison PPL site. Additionally, the Hiawatha/Lake Street Station Area Master Plan projected 25,000 square feet of new “neighborhood serving” commercial space west of Hiawatha, and that this



The Minneapolis Plan, Land Use Policy



development would be focused near the Hi-Lake Shopping Center and Cedar Avenue nodes.

The primary tool to implement the land use policy established in the Comprehensive Plan is the Zoning Ordinance. The Zoning Ordinance sets prescriptive rules or standards for the allowable uses, massing and siting of structures, and required site improvements on a district-by-district basis. State law (and good planning practice) requires that the zoning ordinance be consistent with the community's comprehensive plan (The Minneapolis Plan in Corcoran's case.) Current zoning along Lake Street is primarily of a commercial nature. Designations include:

C1—The C1 Neighborhood Commercial District is established to provide a convenient shopping environment of small scale retail sales and commercial services that are compatible with adjacent residential uses. In addition to commercial uses, residential uses, institutional and public uses, parking facilities, limited production and processing and public services and utilities are allowed. Provisions in this district limit the size of uses to retain the small scale retail environment (somewhat consistent with the principles of store front commercial.) This district exists at various sites along Lake Street.

C2—The C2 Neighborhood Corridor Commercial District is established to provide an environment of retail sales and commercial services that are larger in scale than allowed in the C1 District and to allow a broader range of automobile related uses. In addition to commercial uses, this district allows residential uses, institutional and public uses, parking facilities, limited production and processing and public services and utilities. This district generally limits floor areas of any one use to 30,000 square feet and permits more auto oriented retail uses such as drive through establishments and fast food restaurants. This district exists at various sites along Lake Street.

C4—The C4 General Commercial District is established to provide for a wide range of commercial development allowing a mix of retail, business services and limited industrial uses. In addition to these uses, residential uses, institutional and public uses, parking facilities, and public services and utilities are allowed. Auto oriented uses are permitted. This district exists at various sites along Lake Street.

OR2—The OR2 High Density Office Residence District is established to provide a mixed-use environment of moderate to high-density dwellings and large office uses,



The Corcoran Midtown Revival Plan land use directives



A variety of commercial districts provide for a dysfunctional character along Lake Street. Rezoning should establish a pattern consistent with the Master Plan.



with additional small scale retail sales and service uses designed to serve the immediate surroundings. This district may serve as a transition between downtown (or higher density TOD nodes) and surrounding moderate to low-density residential neighborhoods. This district covers the area around the Edison/PPL site and the YWCA .

The majority of the residential districts between Lake Street and 32<sup>nd</sup> Street are zoned R2B, Low Density Two Family District with pockets of R4 Medium Density Multiple Family, R5, and R6 both High Density Multiple Family.

The City also maintains a limited number of overlay districts that are intended to achieve specific objectives (such as promoting redevelopment or encouraging pedestrian oriented design.) The PO Pedestrian Oriented Overlay District is the most applicable overlay district of interest to the Corcoran Neighborhood. It is established to promote a pedestrian friendly character and activity by regulating building orientation and design and accessory parking facilities, and by prohibiting certain high impact and automobile-oriented uses. The PO is designed primarily for commercial areas such as those found along Lake Street. The overlay does the following:

- It promotes retail uses in storefronts as opposed to stand alone auto-oriented buildings.
- It encourages buildings to be set close to the street--within 8 feet of the front lot line.
- Awnings, canopies, pedestrian scale signage and windows are encouraged on street level storefronts.
- Parking areas are located at the back or side of the building to maximize building facades on the street.
- Alternative parking strategies are encouraged.
- Maximum parking requirements are imposed in addition to minimum requirements. Parking is limited to 150% of the minimum required spaces.
- Some areas may contain additional regulations.

An additional overlay district, a transit overlay district or TOD, is currently being discussed by the city. The TOD would work in a similar fashion as the PO District. The pedestrian environment remains central to the district regulations. Al-



ternative transit modes and good access to them are key objectives of the Transit Overlay District and need to be supported by a design pattern that supports their use. This district might include:

**additional site design requirements:** site design that makes logical, safe, convenient and attractive pedestrian connections between uses and transit stops including appropriate landscaping and screening of non-pedestrian friendly uses (parking lots for example).

**parking regulations:** locate parking lots to minimize disruption of pedestrian connections to transit; better relate parking demand to parking supply by allowing for less than existing parking requirements and “capping” the allowable parking; and allow greater parking flexibility (such as remote parking or car sharing programs.)

**mixed use development incentives:** encourage complementary uses; provide short and direct pedestrian connections between uses and to transit; aggregate uses to within walking distance of each other; provide a variety of uses for the pedestrian to accomplish several tasks in one trip; provide opportunities to live, work and shop in the district; and encourage uses with principle operations at varying times of the day.

**density minimums or requirements:** achieve greater intensity of uses around transit stations and routes in order to support transit services by establishing minimum densities (see design policy).

**provisions for public spaces:** incorporate well designed and attractive public spaces into development and along pedestrian paths to make for an inviting and attractive pedestrian experience.

**provisions for alternative housing forms:** establish provisions for alternative housing forms such as accessory apartments, carriage homes, or other means of increasing density within the TOD district.

Specific actions necessary to adjust regulatory controls:

- Work with the City of Minneapolis to initiate a process to append the Corcoran Midtown Revival Plan to The Minneapolis Plan specifically with regards to the



Land Use Policy Map, or Map 9-8 of The Minneapolis Plan.

- Work with the City of Minneapolis to initiate a process to revise the zoning ordinance based on project descriptions and the land use plan within this document and establish a Transit Overlay zoning district that will facilitate development in a manner consistent with the Midtown Revival Master Plan and associated design policy.
- Encourage C2 or OR zoning for properties that would front onto Lake Street with the inclusion of a Transit Overlay District which prohibits auto oriented uses and achieves similar objectives as the PO district. One zoning district would facilitate a more unified urban character.
- Encourage expansion of the Transit Overlay District to an area within ¼ to ½ mile of the LRT station area and incorporate provisions to allow infill housing in the form of accessory structures or carriage homes in the R2B districts.

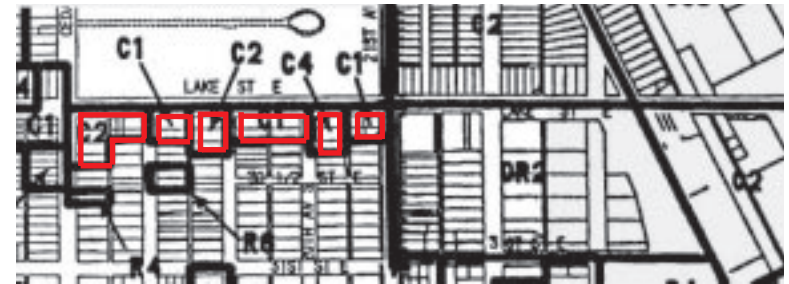
Responsibility for adjusting regulatory controls: City of Minneapolis Planning Department, Planning Commission and City Council. CNO may wish to appoint an advocate to work with the City to help portray the desired objectives of the plan.

Funding Source: Minneapolis General Fund

2. Capital Improvement Program (CIP)

The City and County establish capital improvement programs to plan and budget for short term capital improvements such as street and utility improvements. Lake Street repaving is the only project that is currently identified in a CIP (Hennepin County). Investments in the public realm are a critical step in facilitating change in the neighborhood. An investment by the public sector (street and streetscape improvements) serves as a catalyst to the private sector.

Specific Action: Advocate for the inclusion of the plaza street concept into the City of Minneapolis CIP. Work with the appropriate city department to achieve an acceptable street design for the plaza street concept that meets the objectives of the master plan.



Areas of City of Minneapolis zoning map that are most inconsistent with the Corcoran Midtown Revival. These areas should be the focus of zoning amendment efforts.



Responsibility: City of Minneapolis. CNO may wish to appoint an advocate and work with the City to help portray the desired objectives of the plan.

Funding Sources: General Fund, Local Improvement District, Special Assessments, Metro Council Livable Communities Demonstration Account, Community Development Block Grant Funds, Tax Increment.

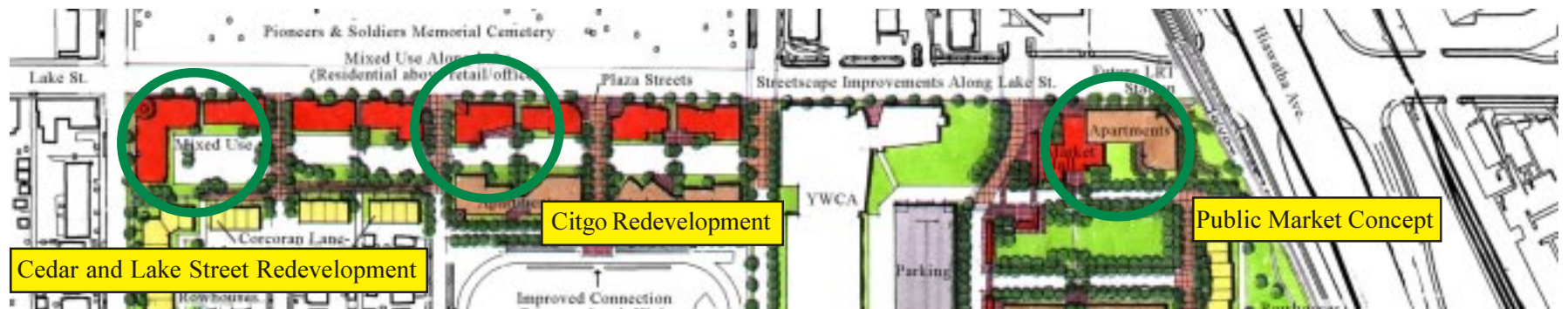
3. Advocate and Mobilize around specific projects.

Some projects, such as redevelopment planning at the intersection of Cedar Avenue and Lake Street, are already beginning to take shape and move ahead. These projects require a coordinating role from the CNO. Other redevelopment projects, such as the Public Market concept at the Edison/PPL site, have not progressed beyond the conceptual planning stage. The school district’s plans for this facility and the status of the idea would place the CNO in the role of advocacy or facilitation.

The following list identifies projects that are considered “first step” projects:

Cedar Avenue and Lake Street Redevelopment

Current development interests exist at the Cedar Avenue and Lake Street node. The master plan depicts a specific development typology that should be adhered to. The Corcoran Neighborhood should work closely with the private sector to facilitate land acquisition necessary to achieve the public improvement portions of the master



"First Step" Projects



plan. The preferred approach to land acquisition is for the private sector to reach agreement without public intervention; however, the use of eminent domain should be exercised where property ownership is not local and poses difficulties in achieving a necessary public purpose. To this end, the CNO should support the City of Minneapolis in exercising its right to eminent domain to achieve consistency with the master plan.

**Specific Action:** Work with the developer and city agencies to ensure the project is designed within the breadth of the master plan directions. Facilitate changes to the zoning code that may be required to make the project work.

**Responsibility:** The City of Minneapolis, through its community development agency (MCDA) will be the primary entity responsible for facilitating this project.

### Citgo Redevelopment

Citgo is a vacated gas station that has been a community eyesore and problem property for quite some time. This site represents a good opportunity for redevelopment to bring the development into conformance with the master plan and to make a drastic visual impact on the corridor. An opportunity to develop the adjacent street concurrently as a “plaza street” would necessitate greater involvement from the City of Minneapolis.

**Specific Action:** Market the master plan concept to prospective developers in the for profit or non-for profit development sector to assemble a development project that would be consistent with the master plan. Work with the MCDA and City to ensure changes in zoning facilitate the desired development pattern. Work with Minneapolis Public Works to incorporate the “plaza street” concept.

**Responsibility:** The CNO will be the primary entity to facilitate movement on this site unless a private sector development comes forth. Public improvements will require the City of Minneapolis to play a major role.

### The Public Market

The concept for the public market is located on the Edison/PPL site. The challenge to the CNO community and the school district is to establish a long range plan that



Cedar Avenue and Lake Street Redevelopment



Citgo Redevelopment--21st and Lake Street



phases in new development around the existing Edison/PPL building so that the school district may use the structure for a greater portion of its life expectancy. The public market concept may still be a viable short term development project provided the school district and the CNO can reach agreement on a development phasing strategy and shared parking arrangements. Market research has indicated a strong feasibility for a public market due to its uniqueness in the Twin Cities market. The concept is consistent with the East End Revival Plan and further described in that report as Initiative #6.

**Specific Action:** Work with the School District to develop an understanding of the concept and agreement on its phased implementation. Once a strategy is defined, the CNO should seek a not-for-profit partner to assemble the project.

**Responsibility:** The CNO will be the primary entity responsible for advancing planning for the public market. Other entities that should be closely involved include the school district as property owners and the MCDA.

*Public Improvement Projects*

*Enhancements to Lake Street and Plaza Streets*

Enhancements to Lake Street can serve as a catalyst for private sector redevelopment and are, therefore, worthy of a first step project. Lake Street enhancements will be coordinated with the Lake Street Repaving project, which is scheduled to occur in the midtown area in 2004-2005. The East End Revival Plan identifies this as an initiative. The concept of Plaza Streets may be an appropriate addition to this project. Funding sources will need to be established and agreed to by the City.

**Specific Action:** Advocate for inclusion of funding for Lake Street enhancements and Plaza Streets into the City of Minneapolis CIP. Work with the City and County to achieve an acceptable streetscape design that meets the objectives of the master plan.

**Responsibility:** City of Minneapolis Public Works and City Council and Hennepin County. CNO may wish to appoint an advocate to coordinate with the City and County to help portray the desired objectives of the plan especially as it relates to the “plaza street” component.



Public Market-Edison/PPL Site





*South High Gateway--20th Street Redevelopment*

The concept of connecting South High to Lake Street has been explored to a great extent. Redevelopment of the Citgo site at 19th Street may facilitate renewed interest in this area. Long term plans of Holy Trinity Church should be explored to determine how the church is or is not a part of any redevelopment scenario. Opportunities to combine this site with redevelopment of the Citgo property should be explored.

Specific Action: Advocate for including this site in redevelopment plans for the Citgo site.

Responsibility: CNO will be have the primary responsibility of coordinating and advocating detailed redevelopment initiatives for this site.



Connection to South High School



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*Appendix A*  
*“Foundation” Planning Documents*



*Appendix A Foundation Planning Documents*

*Page*

A.2 *East End Revival*

A.3 *Hi-Lake Center Design Charrette*

A.4 *Hiawatha-Lake Street Station Area Plan*

A.7 *East Lake Street Corridor Study*

A.7 *Minnehaha Avenue Corridor Study*

A.7 *Corcoran Community Square*

A.8 *Market Position Analysis of the Lake Street Corridor*

A.9 *Lake Street Midtown Greenway Corridor Framework Plan*

A.9 *Midtown Transportation Composite*

A.10 *Hiawatha-29th-Lake Commercial Area Revitalization*

A.10 *27th & Lake: A Commercial District at the Crossroads*

A.11 *Others*



There have been a number of previous studies, reports and plans that provide direction for the project area. The current effort aims to use those documents as a foundation for the creation of a development plan that moves the neighborhood directly toward implementation. While the depth of analysis of each foundation document cannot be fairly summarized here, the key directions defined in each document are provided.

One of the tasks of the Steering Committee will be to use this information to guide the consultant team in this plan. Where the Steering Committee can confirm prior directions, it will move the process forward more quickly; but in order to be faithful to the process of crafting a neighborhood-based plan, the Steering Committee must also point out the conflicts.

The “foundation” documents are presented chronologically, with the most current listed first.

**East End Revival: Cedar, Hi-Lake and 27<sup>th</sup> Redevelopment Plan**

*September 2001~Prepared by Hoisington Koegler Group Inc., IBI Group and Bonz/REA*

The East End Revival covers an area extended from Cedar Avenue on the west to xx on the east, and 28<sup>th</sup> Street on the north to 32<sup>nd</sup> Street on the south. This plan is intended to establish an implementation path for transit-oriented development projects, with analysis that demonstrates project feasibility, using the Hiawatha-Lake Street Station Area Master Plan (see below) as its foundation. The process utilized a process of neighborhood engagement to define particular desired elements, and subsequently to identify a series of initiatives the support the revival of the East End area.

The initiatives include:

- Hi-Lake Center--Phased redevelopment of shopping center as a mixed-use and strongly transit-oriented development
- Housing--Strategy for enhancing housing opportunities and choices in neighborhoods surrounding a mixed-use transit-oriented district
- Lake Street Enhancements--Creation of patterns and definition of elements that establish Lake Street and other commercial streets in the East End Revival area as highly pedestrian-oriented place, and establishes an appropriate identity for



the district

- Target/Cub/Rainbow Orchard Parking--Establishment of patterns that “humanize” large expanses of parking and set out reasonable parking ratios/quantities for an area that will evolve with transit as a primary form determiner
- Moline Housing--Development of a phased approach to redevelopment of a block containing the last Minneapolis Moline building, and allows (in fact, builds value) for the industry as the transition to housing occurs
- Public Market--Creation of a indoor market hall composed of independent businesses operating from small “open” stalls, providing primarily fresh food
- Community Greens & Gardens--Replacing land that has been neglected and/or surplus rail and roadway lands with spaces that add value to the community and establish restorative landscapes for spoiled grounds
- 27th & Lake Entertainment District--Creation of a retail and entertainment centered district surrounding the intersection of 27<sup>th</sup> Avenue and Lake Street
- Edison /PPL & Residential Infill\*--Redevelopment of the site with housing uses and other transit-friendly development, increasing the intensity of use on the site and reclaiming surplus rail and roadway lands
- South High Tech Center & Retail\*--Creation of a revitalized retail district that incorporates programs of South High School and “live over the store” housing opportunities
- Neighborhood Design Ctr./Co-Housing Inst.--Establishment of a resource center for advocating and educating residents wishing to renovate or create housing that is both appropriate to the fabric of the neighborhood and encourages new housing choices
- Hi-Lake Loop--Development of a pedestrian and bicycle oriented loop along 21<sup>st</sup> Avenue, 32<sup>nd</sup> Street and Minnehaha Avenue (that still accommodates vehicles) as means of facilitating mobility in the area, and establishing a “boundary” composed of enhanced streetscapes that marks a more intensely developed core of transit-oriented development

Of note, two initiatives of the East End Revival (those marked “\*\*”) are within the Corcoran Neighborhood Development plan project area. Part of this projects task as to confirm those initiatives and to further define them to aid in the process of applying for funding assistance towards implementation.

*Hi-Lake Center Design Charrette  
June 2001~Prepared by Calthorpe Associates and IBI Group*



After completion of the Hiawatha-Lake Street Station Area Master Plan, a significant portion of the community reacted negatively to the directions posed for the Hi-Lake Center. Many of the stores in the center are important resources for the neighborhoods and the Station Area Master Plan failed to articulate a plan that adequately addressed their needs. The Hi-Lake Design Charrette attempted to re-engage the neighborhoods in a process that focused directly on the Hi-Lake Center.

The results of the process identified a phased redevelopment strategy:

- Redevelopment occurs initially with larger mixed-use buildings near the light rail transit plaza and a retail “arcade” with upper floor residential along the cemetery edge
- Bus and pedestrian connections integrated directly into new development
- LRT station is used as a pedestrian cross-over for Lake Street
- Pedestrian access to the Greenway is enhanced
- Second phase of development creates street facing retail and upper story residential along Lake Street, and allows existing businesses to move into new development
- Parking is internalized in a more of a parking “court”
- New housing is developed at the north side of the site (as the existing retail buildings are removed)

**Hiawatha-Lake Street Station Area Plan**

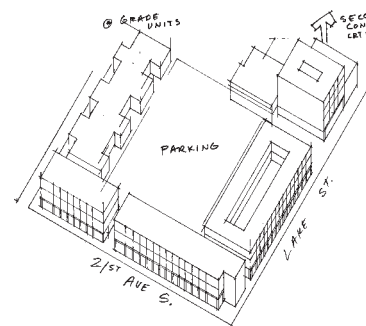
*June 2000~Prepared by Calthorpe Associates, IBI Group, Coen + Stumpf Assoc.*

In broad terms, the plan:

- Utilized a comprehensive public process to examine strategies for creating vibrant, pedestrian-friendly environments
- Accepted light rail transit as a vehicle for achieving those goals
- Developed a land use and circulation framework plan that identified both public and private initiatives
- Proposed a “catalyst development” project at Hi-Lake Shopping Center
- Outlined implementation strategies conforming to TOD principles

**Transit-Oriented Design Initiatives**

- Improved pedestrian connections between station area neighborhoods and local shopping and employment destinations



- Enhanced neighborhood-serving retail offerings (via mixed-use development along a revitalized Lake Street corridor)
- An expanded local employment base (via selective redevelopment in existing industrial / commercial areas)
- Increased housing opportunities (with an emphasis on diversifying choice and affordability)
- Encourage ‘Smart Growth’ development linking transportation, land use, economic development and housing

Market Potential and Urban Design Capacity

- ZHA and Zimmerman Volk Associates market study indicated the potential for:
  - 1250 housing units
  - 150,000 square feet new commercial development
- study used a 20 year time frame
- Assessment of urban design potential from the demonstration plan indicated the capacity for:
  - 500,000 square feet new development
- commercial targets in excess of market-based estimates
- potential job generation of 430

Key Plan Elements

- Streetscape improvements to Lake Street integrated with street-oriented mixed-use development
- Establishment of a “community circuit” providing pedestrian connections to LRT from each “quadrant” of the station area
- Creation of civic open space adjacent to the LRT station
- Enhancement of neighborhood open space (South High Playfields, passive recreation access to the cemetery)

Use of Key Sites

- Hi-Lake Shopping Center
- Refer to Calthorpe/IBI charrette
- Edison/PPL School
- Redevelop with commercial and office uses along Lake Street, and multi-family at perimeter
- Open space developed at interior
- West Lake Street



Use of Key Sites

- 1 Hi-Lake Shopping Center
- 2 Edison/PPL School
- 3 West Lake Street
- 4 Corcoran Residential Infill
- 5 South Phillips Commercial
- 6 Bituminous Roadways
- 7 North Phillips Industrial
- 8 Seward Industrial
- 9 East Lake Street Regional Commercial
- 10 East Lake Street Mixed-Use
- 11 East Lake Street Entertainment
- 12 Longfellow Residential Infill



- Redevelopment with street-fronting mixed-use with street level retail and apartments above
- Corcoran Residential Infill
- Surplus LRT lands used for infill townhome development
- South Phillips Commercial
- Existing employment uses maintained
- Intensification of commercially-based employment opportunities
- City transfer station preserved for future community use
- Bituminous Roadways
- Redevelop with townhomes
- North Phillips Industrial
- Public Works expansion
- New light industrial and offices north of 28th Street
- Police Station relocated
- New open space along Hiawatha
- Selective residential infill at east side of Longfellow Avenue
- Seward Industrial
- Expansion of Seward Place Business Park into surplus Hiawatha lands
- Landscaped parking and storage
- East Lake Street Regional Commercial
- Small retail or freestanding pads in front of large retailers
- East Lake Street Mixed-Use
- Similar to West Lake Street
- Renovation of selected commercial structures
- East Lake Street Entertainment
- Cinema and related entertainment venues
- Longfellow Residential Infill
- Townhome or live/work housing
- 32nd at Minnehaha (Longfellow neighborhood gateway)
- 26th Avenue across from shopping center

Catalyst Development Site

- Hi-Lake Shopping Center

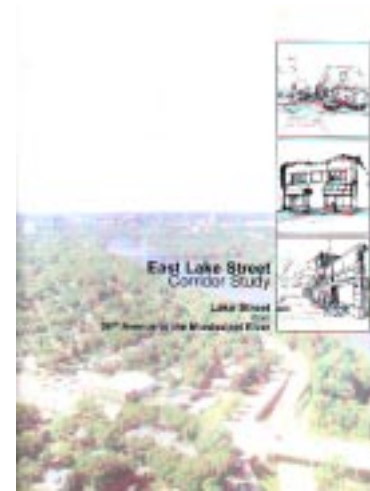


**East Lake Street Corridor Study: Lake Street from 36th Avenue to the Mississippi River**

December 2000

*Prepared by Close Landscape Architecture, Inc.*

- Plan addresses areas east of the project area, but much of the discussion could be applied conceptually to the Hiawatha-Lake-27<sup>th</sup> project area
- Makes recommendations relating to the creation of neighborhood nodes, building on local assets streetscape development, patterns for site development and building design
- The plan recommends a series of “challenges” that will help to bring the plan to reality, including building on existing strengths of the neighborhood; creating appropriate patterns for traffic and transit; dealing with parking to support new development projects; encouraging mixed-use development; and working to understand how planning tools can help to bring about desired outcomes

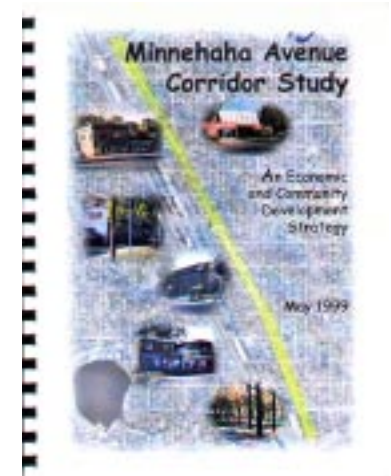


**Minnehaha Avenue Corridor Study: An Economic and Community Development Strategy**

May 1999

*Prepared by BRW, Inc.*

- Seeks to encourage new neighborhood businesses, including entertainment businesses
- Encourages the renovation of the Podany Building
- Focuses development at 27th and Lake on ethnic markets, with new retail and entertainment uses and discusses the possibility of a farmers market
- Retains the police precinct station
- Encourages expansion of the library



**Corcoran Community Square**

Spring 1998

*Prepared by SRF Consulting Group*

The Corcoran Community Square essentially focuses on the same area as the current Corcoran Neighborhood Development Plan project, articulating (at various times) a series of concepts for redevelopment and revitalization. Concepts focused on several key ideas:



Corcoran Community Square Concept A





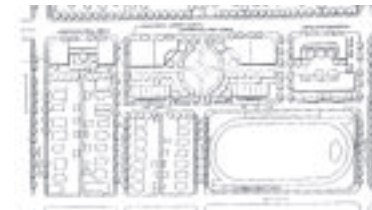
- Creation of a pedestrian-friendly environment along Lake Street
- Expanding or mirroring the green space of the cemetery
- Development of traditional “Lake Street architecture”
- Enhancement of Lake Street with trees, decorative lights and sidewalk improvements
- Views of courtyards and public spaces from Lake Street
- Use of traditional materials
- Shared use of business and residential structures (the creation of truly mixed-use patterns of development)
- Creation of a community square
- Establishment of a “gateway” to Lake Street and the YWCA

**Market Position Analysis of the Lake Street Corridor**

April 1998

*Prepared by Zimmerman/Volk Associates, Inc.*

- Identifies market potential for new housing units (market rate) and for new construction and re-use of existing structures (for lease or for sale)
- Uses a different model for establishing target markets – focusing on the optimum market position derived from housing and lifestyle considerations of households in the draw area and within the local housing market context (as opposed to more conventional market assessments that employ supply and demographic demand models)
- Suggests that establishment of urban neighborhoods need not be a “zero-sum” exercise; new market rate housing opportunities should expand the total number of households moving into the city
- Provides direction for development of market rate housing for two areas relevant to the Hiawatha-Lake-27<sup>th</sup> area: the YWCA area and the East Lake Street area
- Recommends a “Main Street” configuration of retailing along Lake Street in the YWCA area, focusing on a transit-oriented, mixed use community; as a result, there would be a strong market for new housing that is integral to the mix; suggests a configuration and development patterns for other sites around the YWCA as well; development potential is predicated on the notion that the YWCA has transformed the area into a safe environment; rental and for sale units are feasible within parameters defined as a part of the study
- Recommends residential uses on the upper floors of Lake Street facing buildings in the East Lake Street area (from Minnehaha Avenue to the river); uses at



Corcoran Community Square Concept B



Corcoran Community Square Concept C



street level would include “appropriate” retail and commercial uses; suggest some aggregation of auto-oriented uses that dominate parts of East Lake Street, with the bulk of Lake Street being made up of pedestrian-oriented mixed-use structures; reconfiguration of Lake Street itself into a more highly landscaped boulevard (with a landscaped median) is also recommended; suggests that both rental and ownership housing are feasible

**Lake Street Midtown Greenway Corridor Framework Plan**

October 1999

*Prepared by Close Landscape Architecture, Inc.*

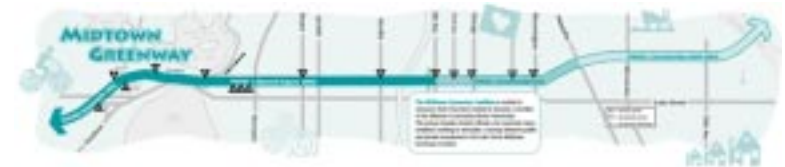
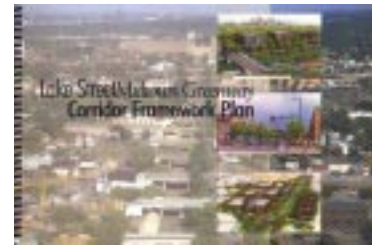
- Suggests transit oriented development and the creation of a Greenway with a continuous green /pedestrian edge
- Proposes a framework that balances and integrates solutions for transit and mixed-use development
- Places emphasis on connections and placemaking
- This report does not deal specifically with the Hiawatha/Lake area

**Midtown Transportation Composite**

December 31, 1999

*Prepared by SRF Consulting Group*

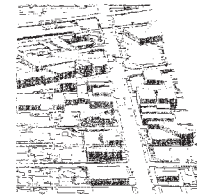
- Provides a comprehensive summary of all of the initiatives that are planned or anticipated for the Midtown/Lake Street corridor
- Outlines general recommendations to improve planning, delivery and management of the corridor
- The report largely focuses on transportation alternatives by providing a composite of the various reports and studies that had been undertaken, with greatest attention to 36 proposals made (most of which affect areas outside of this study area)
- Most projects are related to urban design and streetscape enhancements with economic development as a priority
- Ultimately, the composite recommends improved regional access to the Midtown Corridor at I-35W; promotion of transit-friendly ridership; a common vision between patterns of land use and transportation systems; mutually supportive urban design and transportation systems; design guidelines that address pedestrian safety; improvement and promotion of non-motorized transporta-



tion; managed movement of goods to and through the corridor; preservation of I-35W and Hiawatha Avenue as north/south arterials roadways

**Hiawatha-29th-Lake Commercial Area Revitalization: Phase One Report**  
*March 1995~Prepared by Scott Wende Architects*

- Provides recommendations for the specified project area in the areas of economic, social and physical realms
- From the economic realm, the study points to the need for image enhancement and marketing; market research; small business technical assistance; and the need for understanding the impact of the [27<sup>th</sup> Street] Greenway
- From the social realm, the study indicates the need for a safety audit; the need to reclaim the street; and the ability to apply peer pressure on absentee landlords
- From the physical realm, the study recommends enhancements to the public domain; enhanced connections to parks and open space; improvements to buildings; and a review of transportation and parking patterns
- A specific work plan outline, budgets and timelines are contained in a follow-up document



Hiawatha-29th-Lake  
 Commercial Area Revitalization  
 Phase One Report  
 Neighborhood Commercial  
 Strategic Planning Program  
 LONGFELLOW BUSINESS ASSOCIATION  
 GREATER LAKE STREET AREA COUNCIL  
 SCOTT WENDE ARCHITECTS  
 CLOSURE QUANT IANUS LAKE ARCHITECTS  
 CHARLES KEEN AND ASSOCIATES

**27th and Lake: A Commercial District at the Crossroad**  
*1963~Prepared by City of Minneapolis*

- Only portions of this plan were provided, but those that are available have some interesting historical elements (such as a table that describes the evolution of businesses around the intersection)
- The impact of freeways on the neighborhood and on shopping patterns is discussed, including a point that people from outside of the neighborhood use this area for shopping
- While it is not clear that the information provided is from a single source, one of the directions that becomes evident is that a case is being built for the creation of a large shopping center on the north side of Lake Street (at site of the Minneapolis Moline storage yard)
- Discussion surrounds the impact of the “28<sup>th</sup> Street Crosstown” and “Hiawatha Freeway,” and how these roadways will make the area more accessible
- The document seems to encourage higher speeds on Lake Street to increase its volume (presumably to allow more people to pass the “Center”)
- Ultimately, the plan indicates a staged approach to redevelopment, working to



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“preserve existing businesses, landmarks and habit patterns, discarding them only if they interfere unduly with development of an economically viable shopping center”

## Other

As a part of the East End Revival, neighborhood staff prepared a compilation of the recommendations of the past studies conducted in the Hiawatha/Lake/27<sup>th</sup> area. The recommendations include:

- Redevelopment of Edison/PPL site into a mixed-use “transit village”
- Corcoran Place mixed-use development on the south side of Lake Street from Cedar Avenue to 21<sup>st</sup> Avenue consisting of apartments over retail with south-facing townhome development
- Development of smaller retail uses fronting Lake Street at 26<sup>th</sup> Avenue
- Supplement the Minnehaha Mall/Target/Cub site with commercial buildings fronting Lake Street and 26<sup>th</sup> Avenue
- Landscape large parking lots
- Reinforce pedestrian conduit to LRT stations
- Build new mixed-use two to three story buildings on the north side of Lake Street between 28<sup>th</sup> Avenue and 30<sup>th</sup> Avenue
- Develop a cinema on the Blockbuster/Payless Shoes site
- Create an entertainment district at 27<sup>th</sup> Avenue and Lake Street
- Develop residential infill west of Hiawatha and south of Lake Street to 32<sup>nd</sup>
- Create a transit hub in Rainbow Foods
- Create a streetscape plan for 27<sup>th</sup> Avenue and Lake Street area
- Develop a parking plan for 27<sup>th</sup> Avenue and Lake Street area
- Create housing above storefronts
- Create artists’ studios in underutilized two-story structures
- Open up blank walls and replace [restore] storefronts
- Install pedestrian lighting
- Improve bus stop areas
- Create “green” connections to parks and open space
- Redesign parking lots to encourage pedestrian activity
- Create a new development on the northwest corner of Minnehaha and Lake
- Reinstall street grid system into large parking lots
- Develop 44 on-street parking stalls on 27<sup>th</sup> Avenue between Lake and 31<sup>st</sup>
- Develop a landscape plan



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# Appendix B Market Conditions and Development Outlooks



## Appendix B Market Conditions and Development Outlooks

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B.1	I. Regional Economic Context
	A. Regional Economy
	B. Demographic Issues
B.4	II. Market Potential
	A. Retail Market Overview
	B. Residential Market Overview
	C. Senior Housing
	D. Summary of Market Findings
B.16	III. Development Solutions
	A. Public Market
	B. CoHousing Concepts
	C. Entertainment Concepts



I. REGIONAL ECONOMIC CONTEXT

The following presents an overview of the regional economic context framing potential opportunities for development, investment, and business in the general region as well as the Corcoran community.

A. REGIONAL ECONOMY

1. In General

The Twin Cities metropolitan area features a diverse economic base and has shown consistent patterns of strong growth. As shown in Exhibit 1, the area's gross product grew at rates of five to seven percent annually during the late 1990s, while employment increased at two to three percent each year. Over the next five years, growth in employment and gross product are expected to continue, but at lower rates as the national economy slows. Despite the current economic slowdown, economic growth is expected to remain positive for the near-term future.

Most of the metropolitan area's economic growth, it should be noted, has been internally derived, driven by growth among the region's existing businesses rather than by the in-migration of non-local corporations relocating to the Twin Cities. As a result, economic indicators have not been skewed by major corporate relocations, and reflect growth among a more stable economic base.

2. Unemployment

Recent unemployment rates ranging from two to three percent reflect a tight labor market. While unemployment has increased slightly to 3.1 percent, this figure remains well below corresponding Midwestern (4.3 percent) and national (4.6 percent) indicators. More important, the rising unemployment rate does not reflect declining employment so much as it reflects ongoing growth in the labor market, fueled in part by increasing migration to the area. Over the next five years, migration is expected to decline, and unemployment is expected to remain within the recent range of 2.8 to 3.2 percent.

3. Services Sectors

	1996	1997	1998	1999	2000		2001	2002	2003	2004	2005
	1804	1877	1938	2012	2079	<b>Gross Metro Product, CSE</b>	1500	1540	1580	1633	1680
	5.2	3.9	3.2	3.7	3.4	%Change	1.6	2.7	2.6	3.2	3.2
	1,581.9	1,615.9	1,657.3	1,781.8	1,784.3	<b>Total Employment (#00)</b>	1,766.9	1,796.1	1,816.0	1,837.7	1,868.2
	2.8	2.7	2.8	2.8	2.5	%Change	1.8	1.7	1.2	1.2	1.7
	3.1	2.5	2.8	2.2	2.8	<b>Unemployment Rate</b>	2.6	3.1	3.2	3.2	3.2
	7.0	7.2	8.2	6.0	6.8	<b>Personal Income Growth</b>	5.5	4.8	5.4	4.8	4.6
	2,798.8	2,833.5	2,876.8	2,924.3	2,968.8	<b>Population (#00)</b>	3,003.0	3,037.7	3,068.2	3,098.9	3,128.9
	116.8	120.2	127.3	120.2	140.4	<b>Existing Home Price (\$/sq ft)</b>	142.4	145.9	150.0	155.2	159.7
	8.3	10.5	8.3	25.8	20.6	<b>Net Migration (#00)</b>	12.8	7.6	6.0	2.9	0.8
	11,885	12,741	11,911	9,985	9,857	<b>Personal Receptions</b>	30,137	11,139	11,918	12,318	12,768

Source: *Economic.com*

Exhibit 1  
Selected Economic Indicators  
Twin Cities Metropolitan Area: 1996-2005



The Twin Cities economy rests upon a diverse employment base. As shown in the exhibit below, leading employment sectors include a broad range of services, manufacturing and retail industries.

The services sector comprises the largest and fastest-growing industry sector in the Minneapolis - St. Paul MSA. Services have grown at an annualized rate of 3.4 percent, adding nearly 166,000 jobs between 1990 and 2001. In comparison, overall metropolitan area employment has grown at an average annual rate of 2.2 percent during this period.

Within the services sector, job growth has been strongest in business services, which also accounts for the largest portion of employment in services with over 150,000 jobs. Business services encompasses fields such as advertising, computer programming, graphic design, secretarial, equipment rental, employment agencies, security, telemarketing and other support services. Employment in business services has grown by 6.2 percent annually since 1990, and has contributed over 74,000 new jobs to the Twin Cities area. Business services comprises 45 percent of new jobs in the service sector, and has accounted for roughly 20 percent of total employment gains since 1990.

Health services comprises the second largest component of employment of the services sector, with 126,800 jobs, or 24 percent of all jobs in services. Since 1990, employment in health care has increased at an annual rate of 2.7 percent per year. Engineering and social services, while comprising a smaller portion of total employment, have grown steadily at annualized rates of 4.3 percent and 3.8 percent respectively, and contributed nearly 3,000 new jobs since 1990.

#### 4. Other Sectors

After services, retail trade and manufacturing are the next-largest employment sectors in the Twin Cities. These have not grown as rapidly as services; employment in these sectors has increased by 1.9 percent and 0.4 percent per year, respectively. Retail trade has contributed over 57,000 new jobs to the Twin Cities area, comprising 15 percent of new employment. Despite fairly steady growth in the retail sector, it has been eclipsed by the services sector, as its share of total employment actually declined slightly from 18 percent to just over 17 percent.

SIC #	2-Digit Sector	Industry	Employees (000s)
531	Retail	Department Stores	40.1
737	Services	Computer/data processing services	39.9
801	Services	Medical offices/diagn	30.3
738	Services	Business Services	29.1
504	Retail	Professional/Commercial Equipment	21.5
632	Finance/Ins/Re. Estate	Medical Services/health insurance	17.1
832	Services	Individual and family services	16.4
267	Manufacturing	Paper Products	16.3
275	Manufacturing	Commercial printing	16.2
382	Manufacturing	Measuring/controlling devices	16.2
864	Services	Civic, social, fraternal associations	15.7
384	Manufacturing	Medical instruments & supplies	15.3
452	Transp/Comm/Util.	Air Transportation, nonscheduled	15.1
596	Retail	Nonstore retailers	14.7
621	Finance/Ins/Re. Estate	Security brokers and dealers	14.5

Source: Bureau of Labor Statistics, Economy.com

Exhibit 2  
Leading Industries in the Twin Cities Metropolitan Area: 2000

	1990	2001	Total Change	Avg Ann. %
Construction	50,537	79,133	28,596	4.2%
Manufacturing	265,766	277,791	12,025	0.4%
Transp/Comm/Util	78,863	98,030	19,167	2.0%
Wholesale Trade	86,054	106,709	20,655	2.0%
Retail Trade	250,457	307,498	57,041	1.9%
F.I.R.E	98,326	129,158	30,832	2.5%
Services	369,532	535,323	165,791	3.4%
Government	190,969	234,991	44,022	1.9%
Total	1,390,504	1,768,653	378,149	2.2%

Source: Economy.com; Botsa/REA, Inc

Exhibit 3  
Twin Cities Employment by Industry Sector



Manufacturing still represents a significant part of the economy in the Twin Cities, although it has declined in importance in the past decade. Due to modest growth, employment in manufacturing has declined to 15.7 percent of total employment in 2001, whereas it represented over 19 percent in 1990. Growth in employment in manufacturing comprised only about 3 percent of total job growth.

**B. DEMOGRAPHIC ISSUES**

The Corcoran neighborhood population increased in the 1990s, growing by 16.3 percent. The white population sustained a decline of 17.3 percent, offset by substantial increases in the Hispanic/Latino (796 persons, an increase of 788 percent), African/American (367 persons, an increase of 120 percent) and Asian/Pacific Islander (79 persons, an increase of 70.5 percent) populations.

In the nearby neighborhoods and the City of Minneapolis, overall population increased in the 1990s, by 7 percent and 3.9 percent, respectively. Consistent with the Corcoran neighborhood, shifting characteristics involve significant losses among white/Caucasians, offset by substantial increases among Hispanic/Latinos, African/American, and Asians/Pacific Islanders.

**II. MARKET POTENTIAL**

The following sections present discussions of the potential for development in the retail and residential development sectors, which the community has targeted as potentially desirable.

**A. RETAIL MARKET OVERVIEW**

**1. General Market Conditions**

The Hi-Lake area dominates the retail market in the Corcoran neighborhood. The retail market in this area comprises three distinct retail segments. These include:

*The Hi-Lake Shopping Center*, located east of the Hiawatha Avenue. This

	1990	2001	Total Change	Avg.Ann.%
Business services	78,829	152,929	74,100	6.2%
Health services	94,462	136,798	42,336	2.7%
Social services	30,191	47,980	17,789	4.3%
Engineering & management services	27,083	40,812	13,729	3.8%
Membership Organizations	28,102	32,348	4,246	1.3%
Educational Services	17,889	23,416	5,527	2.5%
Personal services	17,484	19,362	1,878	0.9%
Auto repair, services, and parking	13,887	18,416	4,529	2.6%
Amusement & recreation services	17,601	16,083	-1,518	-0.8%
Hotels and other lodging places	15,370	14,454	-916	-0.6%
Legal Services	12,654	13,754	1,100	0.8%
Motion pictures	4,124	11,707	7,583	9.9%
Misc. Repair Services	3,209	3,603	394	1.1%
Other	923	2,891	1,968	10.9%
Museums, Botanical, Zoological Gardens	1,030	1,418	388	2.8%
Total	362,888	525,971	163,083	3.4%

Source: Econwarp.com

Exhibit 4 ~ Twin Cities Service Industry Sectors

	2001		2000		Change	
	Number	Percent	Number	Percent	Number	Percent
<b>MINNEAPOLIS</b>						
Population	385,255	308.8%	353,418	308.0%	31,835	3.9%
White	285,957	74.4%	349,358	85.1%	-63,401	-17.8%
Hispanic/Latino	47,848	12.0%	68,920	19.0%	-21,072	-40.2%
Asian/Pacific	15,723	4.3%	20,744	6.2%	-5,021	-21.8%
Hispanic American	12,353	3.3%	6,575	2.3%	-4,222	-52.3%
Hispanic/Lat.	7,988	2.1%	29,175	7.8%	-21,205	-269.5%
Other 2+ Races	3,818	0.9%	3,217	0.9%	601	-17.6%
<b>CORCORAN</b>						
Population	3,633	308.8%	4,205	308.0%	572	16.3%
White	2,927	80.5%	2,205	52.9%	722	-28.8%
Hispanic/Latino	305	8.4%	692	15.9%	-387	-100.3%
Asian/Pacific	112	3.1%	181	4.3%	70	70.2%
Hispanic American	248	6.8%	185	4.8%	63	-18.8%
Hispanic/Lat.	301	2.8%	897	21.2%	-596	-185.1%
Other 2+ Races	51	1.4%	39	0.9%	12	-29.2%
<b>ADJACENT NEIGHBORHOODS</b>						
Population	54,448	308.8%	57,065	308.0%	2,617	4.3%
White	38,208	70.0%	32,889	56.0%	5,319	-17.4%
Hispanic/Latino	6,548	12.0%	11,130	19.2%	-4,582	-30.8%
Asian/Pacific	2,588	4.4%	2,585	4.3%	3	8.8%
Hispanic American	1,637	18.4%	5,777	6.8%	-4,140	-54.3%
Hispanic/Lat.	1,523	2.8%	6,081	14.0%	-4,558	-100.0%
Other 2+ Races	871	1.2%	-14	0.0%	885	-182.1%

U Includes Longfellow, Cooper, Howe, Phillips, Franklin Park, Forest and Washburn neighborhoods.

Source: U.S. Census Bureau - City of Minneapolis.

Exhibit 5 ~ Ethnic and Racial Trends





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center is characterized as a neighborhood center, with roughly 135,000 square feet. Tenants include a combination of discounters, second hand, independent and chain retailers, such as Savers, True Value Hardware, Franklin Fabrics, and the Reuse Center. While occupancies are typically high, many tenants seek space in this center based on its low lease rates, which are reported as low as \$4 per square foot on a triple net basis. In comparison, high-end retail space in the Twin Cities would typically rent for \$15 to \$25 per square foot.

*A concentration of destination retailers including Cub Foods, Rainbow, Target, and the Minnehaha Mall, all located just west of Hiawatha Avenue. According to local retailers and property managers, these stores collectively comprise a regional retail destination area, drawing shoppers from a broad area encompassing all of SE Minneapolis as well as parts of St. Paul's Merriam Park area.*

The Minnehaha Mall contains 108,000 square feet of leasable retail space. This space has recently been renovated and re-leased, and maintains full occupancy. Tenants include Petters, Radio Shack, Grand Buffet, Only Deals, Fashion Bug, and the Minneapolis Technical Academy. Rents in the Minnehaha Mall range from \$8-\$10 per square foot on a triple net basis.

Unofficial estimates indicate that all of the area's anchor stores achieve high gross sales volumes, exceeding \$500 per square foot in the grocery stores, and \$350 per square foot at the Target. Other tenants in this area include small restaurants (e.g., Asian, fast food), personal care providers (eye care, hair care, etc.), telecommunications providers, etc. Applying rough benchmarks for acceptable occupancy costs, these figures indicate that these businesses could pay relatively high rents, ranging from roughly \$30 to \$60 per square foot, and these estimates have been corroborated by various real estate sources. Rents in this approximate range would provide attractive income streams for prospective developers and property managers.

*Small, independent retailers along Lake Street.* These include liquor stores, service providers engaged in printing, photography, health care-related services (e.g., chiropractor), secondhand goods, auto parts, and minority-owned and -operated restaurants and food stores. Rental data regarding these spaces are anecdotal and imprecise, but rental rates are low, generally assumed to be comparable to those paid in the Hi-Lake Shopping center.

2. Trade Area and Niches

Retail spending drives retail development. In the Study Area, new retail development will have an opportunity to capture additional retail spending, arising as a result of the area's potential to:

- Identify areas of pent-up or unserved demand within its current market area; and/or
- Expand its market trade area.

The following discussion identifies the potential, based on these areas of potential, to generate new retail opportunities in the Study Area.

a. Market Trade Area

Interviews with local business owners and commercial Realtors and property managers indicate that Hi-Lake area retailers draw shoppers from throughout southeast Minneapolis as well as parts of Merriam Park in St. Paul. In defining a market trade area, this analysis delineates the area within Highway I-35 on the west, 62 on the south, I-94 on the north, and the Mississippi River on the east. This definition omits the St. Paul neighborhoods that furnish shoppers to the Hi-Lake area, because potential retail developments in locations such as Merriam Park, Midway and Grand Avenue would be able to compete with future Hi-Lake retailers. This market area definition also omits the residents in and around downtown Minneapolis, for the upscale shoppers in this growing market enjoy convenient access not only to downtown retailers but to other nearby areas such as Northeast Minneapolis and the Uptown area.

b. Inflow/Outflow Analysis: Pent-up Demand

Within the market trade area, Exhibit 6 presents an analysis of the relationships between household retail spending and retail store sales. This "inflow/outflow" analysis measures the spending potential of resident households against the retail sales achieved in the area's stores.

In this analysis, a market "capture" equal to 100 percent indicates that the community's retail spending is equivalent to the sales achieved at the community's

	Market Area	City of Minneapolis
Local Resident Retail Spending	\$1,130.1	\$4,163.5
Local Retail Sales	\$501.6	\$4,165.9
Market Capture	44.4%	100.1%

Source: Claritas, Inc.; AGS; Bonn/REA, Inc.

Exhibit 6  
Non-Auto Retail Spending vs. Retail Sales (\$millions)



retail stores. Where the capture rate exceeds 100 percent, retail sales exceed spending potential, thereby indicating that sales to nonresidents - or inflow - exceeds the outflow, or local resident expenditures occurring outside the area. In other words, the community's stores capture retail sales in excess of the demand generated by the community's resident population. Conversely, where net capture falls below 100 percent, the community suffers a net "outflow," indicating that local residents' outside spending - the outflow -- exceeds the "inflow" from non-local shoppers.

For general non-automobile-related retail goods and services, the market area sustains a substantial spending outflow, with a market capture of just 44 percent. This indicates a significant underperformance. While residential suburban neighborhoods might achieve a market capture of this magnitude, areas featuring destination commercial areas typically achieve net inflows. In comparison, the overall City of Minneapolis achieves a 100 percent capture rate, indicating that the City's retailers essentially serve its residents' retail spending needs (central cities typically achieve higher capture rates, but the Minneapolis's relatively modest performance may be partly attributable to the presence of the Mall of America, which captures significant tourist expenditures, and to Saint Paul, which shares Minneapolis's role as a central business center).

There is no "benchmark" capture rate for Hi-Lake area retailers, but general experience with commercial nodes such as Hi-Lake suggest that area should be able to achieve a capture rate between 75 to 100 percent, and this is corroborated by the strong sales performances at the area's anchor stores. Even if the capture rate increased to just 50 percent, this would increase retail spending at Hi-Lake by \$63.45 million, which - given healthy gross sales volumes of \$300 per square foot - would support an additional 211,500 square feet of new retail space. Overall, these figures provide an indication of strong potential for additional retail space in the Hi-Lake area.

#### c. Potential for Market Area Expansion

In addition to the preceding finding of unserved demand, the Study Area may be able to expand the market trade area delineated above. Transportation improvements including the expansion of Hiawatha Avenue and the LRT station will improve the area's access to households living to the north and south of the market trade area. In addition, the potential development of new housing, public



improvements, and/or new destinations in and around the Study Area would further enhance the area's ability to attract traffic and retail spending from outside of the market trade area.

d. Niche Analyses

Given the strong potential for new retail development, the next question involves the character of retailers that would most likely find market support in the area. As discussed previously, various interviews and reports have identified market opportunities for various businesses providing goods and services such as hardware, secondhand goods, drugs, restaurants, personal care services, etc. As a supplement to this evidence, the following exhibits present quantitative analyses of the potential in various specialty retail niches.

**Groceries and Specialty Grocery Items:** Exhibit 7 shows an inflow/outflow analysis for grocery stores spending and sales. Typically, communities with grocery stores should be able to achieve 100 percent capture rates, for households tend to do their grocery shopping within their local surroundings. In the City of Minneapolis, for instance, grocery retailers capture 103 percent of the city's household grocery spending.

In the market area, however, existing grocery stores capture only 75 percent of household grocery expenditures. This suggests that the market offers additional opportunity, and the strong performances of the Rainbow and Cub Foods stores supports this finding.

Within the overall grocery niche, the neighborhood's increasingly diverse population may seek various types of specialty foods that may not be carried by most mainstream grocers. Such foods may include items that may be common in ethnic (Asian, Hispanic, African-American) cuisines but regarded as exotic, novelty items for most mainstream grocery chains. Also, while specialty stores providing increasingly diverse selections of coffee, baked goods, and produce have begun to appear in more "upscale" portions of the Twin Cities, the market area households are also likely to support such stores.

Exhibit 8 shows that, while specialty grocery shops account for roughly one-third of the City's grocery sales, in the market area such stores account for only

	Market Area	City of Minneapolis
Local Spending at Food/Grocery Stores	\$212.6	\$732.0
Sales at Food/Grocery Stores	\$159.7	\$752.1
Market Capture	75.1%	102.7%

*Source: Claritas, Inc.; AGS; Bonn/REA, Inc.*

Exhibit 7  
Grocery Spending vs. Grocery Sales (\$millions)



15 percent of total grocery sales. This indicates that the local Hi-Lake area may support not only a higher volume of grocery stores, but a greater variety of specialty shops as well.

Eating and Drinking: Exhibit 9 presents inflow/outflow data for eating and drinking establishments (restaurants and taverns) in the market area. As in Exhibits 6 and 7, the exhibit shows a substantial spending outflow - indicated by a 48 percent capture rate -- in this category.

Unlike Exhibits 6 and 7, however, Exhibit 7 breaks its figures down into "core" and "secondary" market area segments. The "core" segment comprises census tracts 74, 75, 87, and 88, which (see above) essentially comprise the blocks immediately surrounding the Hiawatha/Lake Street intersection.

The exhibit shows that restaurant/tavern sales in the core area achieve a 109 percent capture rate. While this indicates a positive inflow, this core area's corresponding capture rates (not shown in the preceding tables) for groceries and overall non-auto retail items are 358 percent and 190 percent, respectively. Thus, while this core area serves as a retail destination for some retail functions, the area's service area barely extends beyond the immediate surroundings. Given the retail traffic attracted to the area, the Hi-Lake market area offers the potential to attract significantly higher restaurant/tavern sales, and thereby achieve higher market capture rates.

e. Market Interest

A spokesman for the Minnehaha Mall ownership group states that big box retail tenants have expressed interest in the area, and identifies additional tenants could fill unserved niches for goods and services such as flowers, apparel, pizza, electronic products, and others. In addition, a recent study prepared by Maxfield Research identifies niches for small restaurants, drugstores, discounters, fabrics, apparel, hardware stores, etc.

	Market Area		City of Minneapolis	
	Sales	Percent	Sales	Percent
<u>Grocery Stores</u>	\$135.9	85.1%	\$502.3	66.8%
<u>Specialty Food Stores</u>	\$23.8	14.9%	\$249.8	33.2%
Meat/Fish	\$2.9	1.8%	\$6.7	0.9%
Fruit/Vegetable	\$0.0	0.0%	\$25.5	3.4%
Candy/Nut/Confection	\$0.6	0.4%	\$4.9	0.7%
Dairy Products	\$0.2	0.1%	\$5.6	0.7%
Baked Goods	\$6.1	3.8%	\$34.1	4.5%
Miscellaneous	\$14.0	8.8%	\$173.0	23.0%
<b>Total Food Stores</b>	<b>\$159.7</b>	<b>100.0%</b>	<b>\$752.1</b>	<b>100.0%</b>

Source: Claritas, Inc.; Bontz/REA, Inc.  
Exhibit 8  
Supermarket Grocery vs. Specialty Food Sales (\$millions)

	Core Area	Market Area Secondary	Combined	Minneapolis
Local Spending at Eating/Drinking Establishments	\$16.9	\$175.0	\$191.9	\$709.1
Sales at Eating/Drinking Establishments	\$18.4	\$74.1	\$92.5	\$837.4
Market Capture	109.8%	42.4%	48.2%	118.1%

Source: Claritas, Inc.; AEC/AnnREAA, Inc.  
Exhibit 9  
Eating and Drinking Spending vs. Sales (\$millions)



B. RESIDENTIAL MARKET OVERVIEW

1. Demographic Trends

Household growth provides the key indicator in residential market analysis. In the 1990s, most estimates in the Twin Cities and throughout the United States have indicated that urban populations have been declining, with households declining at lower rates. Recently released data from the 2000 Census, however, indicate that in fact, in the City of Minneapolis both population and households have increased, with population increasing by 14,000 and households by nearly 1,700.

While these figures do not indicate rapid growth, they do indicate that the trend is positive rather than negative. Moreover, a closer examination indicates that the number of married couple families has declined even as households have increased. This indicates that, while traditional family units have in fact decreased in Minneapolis, smaller households - including singles, divorcees, and other non-married households - have represented a growing proportion of the housing market in Minneapolis. This general trend, portrayed in Exhibit 10, indicates that new housing development may be required to serve a growing demand for smaller dwelling units.

2. Market Conditions

The prevailing housing market in the Corcoran community is characterized by the following salient features:

*Built-Out Market:* the Corcoran neighborhood has been fully developed and has featured little significant new residential construction in recent decades.

*Rising Costs:* as in the entire Twin Cities market, housing occupancy costs have risen rapidly in recent years. For rental housing, local industry experts report that rent levels have escalated at 6 to 7 percent per year in recent years. Some developers and property managers, however, cite higher increases, ranging from 9 to 12 percent in recent years.

	1990	2000	Change	
			Number	Avg. Ann. %
Population	368,383	382,618	14,235	0.4%
Households	160,682	162,352	1,670	0.1%
Married Couple Families	51,984	47,049	-4,935	-1.0%
As Percent of Households	32.4%	29.0%		

Source: U.S. Census Bureau.

Exhibit 10  
Population and Households  
City of Minneapolis: 1990-2000



Home prices have increased even more rapidly; one realtor reports that home prices in the Corcoran area have doubled within the past eight years, increasing at a rate of roughly 9 percent per year. Home buyers have been mostly young, first-time buyers.

One apartment management company reports that in the Corcoran area, typical rents range from \$575 to \$600 per month for one-bedroom units, and \$750 to \$800 for two-bedroom units. This source indicates that rent increases have slowed in real terms, with much of the recent rent increases attributable to rising utility costs in apartments where rent payments include utilities.

*High Apartment Occupancies:* Apartment vacancy rates in the Twin Cities have been reported within a range from 1 percent to 2 percent in recent years. This is well below a normal healthy market vacancy rate of 5 to 7 percent. A local apartment management company reports that its inventory (which includes roughly 25 buildings) is virtually 100 percent occupied.

*Construction Focusing on High-End Segments and Downtown Locations:* In recent years, residential developers have responded to the strong housing market conditions in the Twin Cities. In Minneapolis, however, recently built homes and apartments focus primarily on the upper cost tiers of the market. With some exceptions, recent projects in Minneapolis have been located in the warehouse district or along the riverfront. Townhouses or condominiums in renovated industrial buildings have typically been priced above \$350,000. Buyers have been primarily up-scale empty nesters and retirees, and these projects have achieved absorption rates of 10 or more units per month. One developer states that prices have been increasing at the rapid rate of 1.5 percent per month, with continuing demand fueled by convenient proximity to downtown Minneapolis, and its urban retail and entertainment-related amenities.

Apartment developments have also focused on the high end of the market. At the East Village project in Elliott Park, rents have approximated \$830 and \$1,055 for one- and two-bedroom units. At these rents, units have achieved high absorption rates of more than 14 per month. At the Heritage Landing project in the Warehouse District, management reports virtually full occupancies almost from opening, with rents approximating \$1.45 per square foot for one-bedroom (roughly \$900

	1991	2001	2002	2003	2004	2005	Avg. Annual Increase
Existing Home Price, Metro Area (\$000)	\$106,200	\$144,800	\$138,200	\$127,400	\$136,200	NA	6.8%
Avg. 1st Qtr. Single Family Home Price: Minneapolis *							
Minneapolis			\$207,120	\$209,425	\$139,447	\$136,000	9.8%
Longfellow			\$88,796	\$85,525	\$107,965	\$109,636	18.7%
Powelton			\$64,839	\$71,615	\$70,960	\$92,377	13.7%
Halems			\$93,239	\$93,128	\$111,587	\$136,525	12.8%
Southeast			\$38,890	\$38,814	\$170,380	\$190,675	7.2%
Avg. Apartment Rent: Minneapolis							
1BR			\$476	\$382	\$372	\$632	9.3%
2BR			\$674	\$764	\$772	\$888	9.6%

\* Fullerton neighborhood not shown because the community did not report a sufficient number of home sales.  
Source: City of Minneapolis Planning Department

Exhibit 11  
Housing Occupancy Costs:  
City of Minneapolis and Selected Communities: 1995-2000



to \$1,150) and two-bedroom (roughly \$1,200 to \$1,500) units. Renters in these projects encompass all age ranges and move from locations throughout the metropolitan area.

C. SENIOR HOUSING

1. Market Demand

Recent estimates provided by Claritas, Inc., indicate that the market area in Southeast Minneapolis contains roughly 43,000 senior households. In this same market area, the Danebo, Becketwood and Nokomis Square facilities offer the only market-rate senior housing alternatives. These account for fewer than 450 dwelling units, and of these, only the 204 units at Nokomis Square are regarded as appropriate for the local resident population.

Becketwood's prices are too high for most of the local residents, and Becketwood staff reports that its resident population includes few if any residents from the Corcoran neighborhood. The Danebo facility, while more affordable, offers a somewhat outdated model for senior care; dwelling units do not include their own bathrooms, and residents are expected to take all meals in the community facility. The remaining alternative is the Nokomis Square cooperative, which is fully occupied with an extensive waiting list. The Augustana apartments offer one other alternative, but this facility occupies a more urban Elliot Park location that does not appeal to most Corcoran residents. Overall, the market has not provided senior housing options that would appeal to the bulk of the market-rate demand in Corcoran and southeast Minneapolis.

A rough estimate of demand for independent senior housing is shown in Exhibit 12 at right.

2. Development Constraints

Senior housing developers consider many of the same factors as general residential developers. Costs, the area image, and the presence of alternative development locations constrain the community's senior housing development prospects.

75+ Households	4,933
Market-Rate Income Eligible	1,872
Market Capacity	
@ 15% Penetration	281
@ 20% Penetration	374
Existing Inventory (Effective) *	145
Additional Opportunity	
@ 15% Penetration	136
@ 20% Penetration	230

\* Actual inventory includes existing market-rate units at Becketwood (214) and Danebo (28). Effective inventory includes existing market-rate units at Danebo and 20 percent of the inventory at Augustana and Nokomis.

Exhibit 12  
Independent Senior Housing Demand





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### 3. Unserved Niches

The senior housing market comprises various niches, defined by age groups and levels of independence. Among these various niches, the current inventory in Corcoran's immediate surroundings is limited to independent living facilities. Demand for these facilities is driven by the desire for greater security, sense of community, and reduced maintenance responsibilities. Many independent seniors seek to satisfy these needs in rental apartment, condominium or coop living arrangements.

Seniors with reduced ability to live independently seek assisted living facilities. Need, rather than preference, drives demand for these facilities. Typically, residents require assistance in one to three activities of daily living.

Alternative housing products for these various niches include:

- Continuing Care Retirement Communities (CCRCs), which offer multiple tiers living arrangements - including independent living cottages or apartments, assisted living units, and skilled nursing units -- featuring progressively higher levels of care to accommodate seniors as their ages and needs change.
- Limited Equity Coops: This independent living model is common in the Twin Cities, and is featured at nearby coops such as Nokomis Square. Under this concept, coop residents purchase shares of the coop, which comprise shares of a master mortgage for the facility. Such shares can be reconveyed, but the share's resale value is calculated as the resident's initial investment plus an annualized maximum appreciation. Limited equity coops thus ensure that real estate market fluctuations will not escalate share prices beyond the affordable range of the community's initial market.
- Cohousing: The preceding discussion sheet presents a discussion of cohousing concepts. This development concept can be applied to include seniors (either exclusively or as targeted components of overall tenant mixes), and can thereby serve many of the needs of many active seniors seeking independent housing options.

4. Local Development Opportunities and Constraints

a. Constraints

Despite the strength of the Twin Cities' residential development market, new development prospects for the Hi-Lake area face substantial barriers. These include:

- **Short-term Developer Outlook on Hi-Lake:** In the near-term future, the development community will continue to seek opportunities in the high price tiers of the market. At this time, these opportunities will be located close to downtown, in locations such as the Warehouse District, the Riverfront, Loring Park and Elliott Park. While the light rail line and the ensuing development of higher end features may attract residential developers in the future, in the near-term future the Corcoran neighborhood does not offer the sufficient attributes to attract substantial developer interest.
- **Cost Constraints:** Developers cite high costs as major barriers to development in Minneapolis. Desirable sites in Minneapolis may cost nearly 60 to 100 percent more than desirable suburban land parcels. In addition, union labor in the City of Minneapolis increase construction costs by as much as 50 percent over comparable suburban costs.

Under these constraints, the upper tiers of the market may attract residential developers to locations near downtown, but developers will serve the moderate and lower-priced market tiers in outlying locations, where land costs, construction costs, and tax burdens will be substantially lower.

b. Likely Development Opportunities

Notwithstanding the short-term barriers to development, the Corcoran community offers longer-term potential for market-rate residential development. As with many private-sector developments in Minneapolis, these opportunities may require some form of assistance (land remediation, land assembly, infrastructure improvements) from the public sector; in addition, they will materialize only if the area can provide an environment featuring a sense of security, access to high quality amenities, and - most important from the investor's perspective - evidence of



ongoing investment in the community.

The types of residential development offering the greatest promise in the near future include:

- **Senior Housing:** As documented above, Corcoran features high concentrations of seniors, whose housing needs are largely unserved at this time. While these senior populations do not comprise a market as lucrative as more suburban communities, likely market demand will be strong for moderately priced products ranging from independent living apartments to assisted living.
- **High Quality Apartments:** Since prospective home buyers must make greater commitments to a community than renters, high quality apartments are likely to precede new upscale "homestead" dwelling units in Corcoran. Upon opening of the light rail line and the community's investment of additional improvements around the Hi-Lake area, high quality apartment products, featuring either an affordable component (20 percent) or an upper-middle market price range (as opposed to the highest price ranges achievable in the Warehouse District) could provide an attractive development opportunity.

D. SUMMARY OF MARKET FINDINGS

The following presents a brief summary of key findings relating to retail and residential market opportunities:

- Despite Hi-Lake's prominence as a major retail destination, the local retail market is underserved, with household spending flowing outside of the community.
- This spending "outflow" presents opportunities for retailers involved in groceries, specialty foods, restaurants and taverns and other niches.
- While short-term residential market opportunities are constrained by the area's existing image, the local housing market has featured rising



prices and rents and low apartment vacancies. Given new investments in nearby amenities, infrastructure and other public improvements, the would be able to attract high-quality developments targeting the following niches:

- New homes in various attached forms, generally priced from \$160,000 to \$300,000;
- Upscale apartment projects; and
- Senior housing projects featuring either independent living or assisted living, or other arrangements offering various levels of care and various renter/ownership programs.

### III. DEVELOPMENT SOLUTIONS

The discussion in Section II identifies likely directions and market outlooks for the development of basic retail and residential projects in the Corcoran neighborhood. Building upon these findings, the following discussions describe development solutions that, while unconventional and not likely to attract widespread interest from private development entities, could infuse the local market with new vitality and provide important catalysts to enhance prospects for other forms of development in the area.

#### A. PUBLIC MARKET CONCEPT

##### 1. Market Forces and Development Challenge

The preceding discussions show substantial demand for retail space - including grocers, specialty food stores, restaurants, taverns and other types of businesses -- in the Hi-Lake area. Despite this demand, the mainstream private development community may or may not be prepared to bring substantial retail stores to the Hi-Lake area in its current environment. Moreover, if they were to invest in the area, many developers would work with established tenants, focusing on franchise retailers and other relatively secure tenants operating in easily recognized formats applying successful formulas for goods and services.



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This type of development activity, while potentially profitable, would not necessarily provide the retail formats sought in the market. As documented in Section I above, the Corcoran neighborhood features increasing presences of racial and ethnic minorities. These markets often seek goods that may be unique to specific customs, cuisines, and tastes. As such, they may differ from the markets served by typical retail franchises.

This situation presents a challenge: how can the community promote retail development that would respond to the unique and evolving character of the surrounding community?

Over time, natural market forces may in fact identify and serve the unique demands of the evolving market. As an alternative approach, however, the community should invest in a market "catalyst" that will stimulate the market and give the community a recognized status as a destination for its targeted types of retail business.

## 2. Public Market Concept

The public market format is civilization's oldest retail venue. This format predates merchants and distribution systems, originating in the tradition of farmers and artisans bringing their goods "to market." While a "hard-and-fast" definition is elusive, in general, the public market bears the following physical and operational characteristics:

- Expansive, open floor area: Unlike typical retail shopping centers, the public market features an open floor. Vendors occupy stalls, which typically occupy 200 to 500 square feet, with counters and display cases but no permanent walls.
- Independent businesses: Vendors are independently owned and operated. Typically, these include minorities and other entrepreneurs offering products unique to various ethnic cultures (e.g., handwoven products) and other innovative products. Food products often comprise more than half of the market's businesses: such businesses provide a range of fresh foods (e.g., produce, meat, poultry, seafood); prepared foods such as locally-crafted preserves or ice cream; specialty foods unique to a community or region;

and restaurants.

- Publicly operated: The public market is not operated for private profit, but rather to create a unique retail environment that benefits the community and creates opportunities for local business entrepreneurs. Some vendors may own a small number of other stores, but the public market operates under established policy guidelines regarding its tenants, rent rates, and overall tenant mix.

### 3. Community Benefits

The public market could offer many benefits to the Corcoran community. In no particular order, the public market concept:

- Builds on the community's unique strengths. The Hi-Lake area offers: Market demand (as discussed above); a recognized retail destination with established anchor tenants; excellent access via the improved Hiawatha Avenue and the LRT line; and proximity to the region's strongest concentrations of Hispanic, Asian, African-American and other ethnic communities. Just as rapid growth in upper-middle income households drives suburban shopping development, the unique qualities of Corcoran - while less familiar to developers, retail franchises, and investors - can drive alternative formats for retail activity.
- Offers a unique retail venue that fits the community's objectives: As discussed above, public markets tend to offer unique goods and services that may not be provided through mainstream retail production/distribution channels. Instead, the public market venue features products that may be hand produced in homes, garages and local gardens, and reflect smaller but significant portions of the local community.
- Enhances prospects for additional retail development: Opportunities in Corcoran are not exclusive to independent businesses. The success of a public market would attract a broad range of other retailers seeking space in the area, and create opportunities for developers (and neighborhoods) to attract businesses such as bookstores, restaurants, and coffee shops.



- Provides business opportunities for locally based entrepreneurs: New retail businesses face high hurdles in leasing space in viable locations. Such locations entail high costs and long commitments. In comparison, the requirements for renting a semipermanent stall in a public market significantly lower the barriers to entry in the retail market.
- Provides a venue for entertainment and entertainment-related activities: Successful public markets serve as venues for live entertainment (usually free) and events such as flower shows, holiday festivals and cooking shows.
- Creates a public venue for social interaction and mingling among otherwise disparate elements of the local community: Testimonials from other public market managers indicate that the public market provides a rare forum in which the community's different racial and ethnic elements mingle freely with one another. This intangible benefit has been cited as one of the most important community benefits of the public market.

#### 4. Other Experiences

Public markets have enjoyed great success in cities such as Seattle, Los Angeles, Cleveland, Baltimore, and others. In the Twin Cities, however, no other public market exists. The metro area does have farmers' markets and some "festival market" developments, but none fit the profile of the public market as described above.

The facility that most closely approximates the public market concept is the Mercado Centrale, located on Lake Street at 4th Avenue. Opened in 1999, Mercado operates as a coop organization occupying the ground floor (12,000 square feet) of a renovated building. Fully occupied, Mercado tenants include 37 tenants, including five restaurants, on the first floor of the building. These typically occupy stalls measuring roughly 10 x 12.

The Mercado pays a base rent of \$3,000 plus 63 percent of the building's operating costs. Tenants sublease their space for \$320/month, or \$32 per square foot per year. Overall, gross retail receipts amounted to an estimated \$3.5 million in 2000, which amounts to nearly \$300/sf.

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Tenants are exclusively from within the Hispanic - primarily Mexican -- community; shoppers are primarily from within these communities. Management reports that non-minorities from the region's urban neighborhoods also patronize Mercado vendors, but that the facility does not serve as a destination for suburban shoppers.

The Neighborhood Development Center (NDC), which oversees operations, reports that Mercado has created new opportunities for minority entrepreneurs, and has successfully generated successful retailers currently occupying nearby storefronts.

## 5. Implementation Issues

In creating a public market, the following issues must be addressed:

- **Public Sponsorship and Management:** Public markets are publicly sponsored. Thus, the community must designate a public or quasi-public agency to manage the public market. This agency must be able to communicate effectively with the various ethnic and business communities throughout the Twin Cities, and must be devoted entirely to public market management (the Mercado's self-managed coop structure raises problems in that coop members are entrepreneurs devoting their energies primarily to their business ventures). Management tasks would involve development tasks (relating to land assembly, funding, design and approval processes, etc.) as well as management tasks (including marketing, operations, tenant/incubator services, policy decisions involving lease rates and tenant mixes, event programming, etc.).
- **Critical Mass:** In order to realize the full range of benefits to the community, a public market must achieve a critical mass: smaller markets do not achieve high visibility or achieve "anchor" or "destination" status." While small public markets contain as little as 25,000 square feet, the Mercado's 12,000 square-foot space (and configuration) does not offer the critical mass necessary to comprise a recognizable and diverse destination. A public market at the Hi-Lake area should contain at least 25,000 square feet.



- Parking: As a retail destination, the public market would have to provide extensive parking facilities to accommodate auto-borne shoppers from throughout the Twin Cities region.

**B. COHOUSING CONCEPTS**

**1. Basic Concept and Benefits**

Cohousing offers an alternative model, based on the desire for a greater sense of community -- for residential development. Cohousing concepts originated in Denmark; while still new to the United States, hundreds of cohousing projects are in the planning stages.

The cohousing concept rests upon the desire for community participation. Communities range in size from roughly 15 to 40. While dwelling units are typically self-contained, separate homes, cohousing communities offer community areas that might include recreational facilities, guest rooms, and a community kitchen/dining area for one to three shared meals per week.

The essential distinguishing factor of cohousing communities involves the development and property management processes. Cohousing projects are driven not by developers or real estate companies, but by residents. In cohousing developments, residents assemble before development occurs and collectively proceed through the (often lengthy) processes of site selection and acquisition, project design, permitting, financing, construction, and management of their communities.

While cohousing projects can take virtually any physical form (e.g., suburban subdivisions, high-rise apartments, historic renovations, etc.), resident-driven cohousing projects can provide the following advantages:

- A sense of community, wherein neighbors participate in activities together and contribute various skills and resources to community living;
- Ability to provide homes suited to the individual needs and preferences of their residents: while conventional developers apply model floor plans and unit mixes, cohousing groups can provide smaller units for smaller (or lower-



income) households and larger units for larger households.

- Reduced unit costs through the development of shared community spaces: cohousing residents expect to make use of community amenities such as guest rooms (which most homeowners use infrequently), entertainment areas, business facilities, play areas, laundry facilities, and other such areas. Consequently, residents may require less space in their actual units, thereby reducing the costs of their homes.
- Possible cost reductions: the cohousing development process requires substantial resident involvement, but it can eliminate or significantly reduce costs for marketing, developer profit, and - where residents include attorneys, engineers, architects, or other professionals with applicable skills - other development costs. The following tables provide hypothetical comparative costs - and prices - of a conventionally developed, 60-unit townhouse project versus a 30-unit townhouse cohousing project.

## 2. Cost Issues

At many cohousing projects, costs have been rough equivalent to the costs of conventionally developed homes. In the development process, however, it is possible, to affect savings that can enable the project to provide lower-cost units for some or possibly even all of its members.

While such savings require great effort and care, the existing 15-unit Monterrey Cohousing community in St. Louis Park has been able to provide some small but affordable dwelling units, with an overall price range of \$24,000 to \$160,000 (in 1996). This community features 15 units, ranging from 500 to 1,600 square feet in size. The community center contains approximately 6,000 square feet, and features a living room, library, wood shop, dining room, kitchen, laundry area, guest rooms, hot tub, play area, community garden, forested grounds and a system of underground tunnels connecting the units and community center.

While not every potential cohousing member will seek a community similar to Monterrey, this development succeeded in providing affordable options for its residents.



The following exhibits offer a comparison between the typical costs and prices involved in a standard townhouse development and a co-housing project developed in a cost-conscious process.

The first exhibit presents a reasonable approximation of the costs and home prices at recent successful projects in Minneapolis. As shown in the Exhibit, prices range from \$325,000 to \$350,000 (base prices). Home sales provide \$20.1 million in income, which is just sufficient to cover the developer's costs while providing a 15 percent developer profit.

In comparison, Exhibit 14 below presents a rough equivalent model for a cohousing project. This hypothetical omits costs for developer profits and marketing, and -- assuming that the group's design ideas and skills would affect a net savings - reduced architecture/engineering costs. In addition, unit sizes (and costs) are reduced as a result of (1) the project's ample community area and (2) the community's likely mix of seniors, singles, and other cost-conscious home buyers.

As a result of these cost reductions, unit prices in this hypothetical community range from below \$195,000 to \$295,000 and more. While such prices remain high for many Corcoran residents, but they would be able to address portions of the market not addressed by the developer-driven project. With smaller dwelling unit sizes and potential additional cost savings (achieved through public assistance, creative financing techniques, and additional resident "sweat equity" contributions - facilitated through a community home design/improvement center), other cohousing development programs could provide attractive housing for the middle-income tiers of the market.

### 3. Cohousing Development Steps

One of the most formidable obstacles to cohousing development involves the difficulty and length of the development process. As mentioned above, cohousing communities are developed by their own residents. In the development process, cohousing groups must form, organize and proceed along the various steps in the development process. These include the following:

	Size (sq. ft.)	Dwelling Units	Total Flr. Area	Unit Cost	Revenue
<b>Revenues</b>					
2 BR Small	1,400	36	50,400	\$325,000	\$11,700,000
2 BR Large	1,650	24	39,600	\$350,000	\$8,400,000
Common Area			25,000		
<b>Totals</b>		<b>60</b>	<b>115,000</b>		<b>\$20,100,000</b>
Value/sq. ft.					\$175
<b>Costs</b>					
Construction Costs		\$100 per sq. ft.		\$191,667	\$11,500,000
Architecture/Engineering		7% of hard cost		\$13,417	\$805,000
Construction Interest				\$8,484	\$509,028
Financing		2% constr. Loan		\$4,753	\$285,170
Other "soft" costs/contingency		6.5% of hard cost		\$12,458	\$747,500
Marketing		6.0% of price		\$20,100	\$1,206,000
Land		\$10 per sq. ft.		\$36,304	\$2,178,250
Developer Profit		15% of cost		\$43,077	\$2,384,642
<b>Total Development Costs</b>				<b>\$330,260</b>	<b>\$19,815,891</b>

Exhibit 13 Financial Analysis  
Illustrative Condominium/Townhouse Project

	Size (sq. ft.)	Dwelling Units	Total Flr. Area	Unit Cost	Revenue
<b>Revenues</b>					
Avg. Small	1,000	15	15,000	\$195,000	\$2,925,000
Avg. Large	1,400	15	21,000	\$295,000	\$4,425,000
Common Area			17,500		
<b>Total Revenue</b>		<b>30</b>	<b>53,500</b>		<b>\$7,350,000</b>
Value/sq. ft.					\$137
<b>Costs</b>					
Construction Costs		\$100 per sq. ft.		\$178,333	\$5,350,000
Architecture/Engineering		5.0% of hard cost		\$8,917	\$267,500
Construction Interest				\$7,099	\$212,959
Financing		2% constr. Loan		\$3,977	\$119,305
Other "soft" costs/contingency		6.5% of hard cost		\$11,592	\$347,750
Marketing		0% of price		\$0	\$0
Land		\$10 per sq. ft.		\$36,304	\$1,089,125
Developer Profit		0% of price		\$0	\$0
<b>Total Development Costs</b>				<b>\$246,221</b>	<b>\$7,386,639</b>

Exhibit 14 CoHousing  
Cost Illustration



- **Initial Contacts and Group Formation:** In forming a cohousing group, interested individuals and/or small groups should be aware of the resources available to assist them. Such resources include an existing network in the Twin Cities of cohousing advocates, residents and potential residents. Individuals in this network have indicated a willingness to help other cohousing groups. In addition, The Cohousing Network, a national organization, is available for to provide other services, support, and referrals to other resources.
- **Preliminary Vision and Preferences:** the initial group must establish its collective preferences regarding the character of their envisioned community, location, and the types of structures and amenities desired.
- **Guidelines for development funding contributions:** members must commit initial funding for the basic development process, and must establish their methods for determining the timing and extent of the members' future funding contributions.
- **Contact/retain consultants:** the group will need help in matters pertaining to legal issues, design, engineering, and permitting. Various group members must establish these relationships.
- **Site Selection and Acquisition:** the group must identify alternative properties, check applicable development regulations, meet with municipal officials regarding approval requirements and processes, etc.
- The group must work closely with architects and engineers, focusing on individual units, community spaces, exterior treatments and grounds.
- Approval/permitting processes;
- Construction, establishment of operating procedures, and occupancy.



C. ENTERTAINMENT CONCEPTS

Entertainment uses can play a key role in the revitalization of the area around the Hiawatha/Lake Street intersection. Private interests, however, will not likely seek locations in the for high-profile entertainment destinations; projects such as downtown's Block E, major cineplexes, and other such developments tend to prefer high profile, downtown locations, or outlying locations with ample land tracts and interstate highway access.

Consequently, entertainment activities in the would most likely involve smaller venues, such as live theatre, outdoor event venues, small music clubs, and arts organizations (e.g., classical music, Asian theatre, acoustic society, etc.). If a public market is constructed in the , this would very likely feature live performers, and would provide an initial base of activity for residents and visitors seeking leisure-oriented activities.



*Appendix C*

*Financial  
Toolbox*



*Appendix C Financial Toolbox*

Page

- C.2 *Capture of New Tax Revenues*
- C.5 *Direct Support from Development*
- C.7 *General City Programs*
- C.8 *Special Programs*



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## *Financial Resources*

This section focuses on the two key elements of public action related to implementation: public improvements and redevelopment incentives.

Several basic principles frame the financial issues related to the implementation of the plan:

- Local financial resources are limited.
- Local funding should be viewed as strategic investments – expenditures that will lead to private development consistent with the plan.
- There is no single funding plan, rather a collection of tools that can be applied to specific uses.

The tools available to public implementation actions fall into four broad categories:

- Capture of new tax revenues
- Direct support from development
- General City revenues
- Special Programs

### *Capture of New Tax Revenues*

State law allows cities to capture the property taxes from new development (or redevelopment) and use these revenues to pay for a variety of implementation actions. The capture and use of new tax revenues can occur through tax increment financing and tax abatement.

#### *Tax Increment Financing*

Tax increment financing (TIF) is the most common local development finance tool. The use of TIF is governed by complex and often changing statutes. A detailed explanation of TIF is beyond the scope of the Corcoran Midtown Revival. Instead, the Corcoran Midtown Revival examines the broader issues associated with the use of TIF as an implementation tool.

In simplest terms, the tax increment is the property tax revenue created by the property valuation from new development. This revenue is captured by the City and used

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for eligible redevelopment purposes. In previous years, the tax increment could be described as all of the new tax revenue. As the Legislature has modified the property tax system, certain types of property taxes have been excluded from being captured in a TIF district. Tax increment financing does not apply to taxes levied on the basis of market value or to the state property taxes for education.

The key to using tax increment financing lies with the criteria needed to establish a TIF district. For the purposes of the Corcoran Midtown Revival, the TIF potential relies on the presence of “structurally substandard” buildings or the construction of housing for low and moderate income households. One of these factors is needed to establish a TIF district.

State Law prescribes specific criteria for finding a building to be structurally substandard. The statutory test relates to the presence of certain physical defects and the costs of correcting the defects. For preliminary planning, a “windshield survey” can identify potential eligible buildings and the location of TIF districts. The actual inspection of building interiors by a qualified individual is needed to make an accurate evaluation of existing conditions. This inspection may discover conditions not obvious from the outside. The failure to properly determine the structurally substandard status of buildings is one of the issues in the court challenge of TIF for the Best Buy project in Richfield.

A TIF district does not consist solely of structurally substandard buildings. A district may also include non-substandard buildings and vacant land. The composition varies based on the type of the district. The parcels representing at least 70% of the area in a redevelopment TIF district must be improved. A parcel is improved if at least 15% of the parcel area is covered by buildings, streets, utilities, or other improvements. In addition, more than 50% of the buildings, not including outbuildings, must be found to be structurally substandard.

A renovation and renewal TIF district requires a slightly less strenuous test. The same 70% improved area threshold applies. The minimum for structurally substandard buildings drops to 20%. In addition, the City must determine that 30 % of the other buildings require substantial renovation or clearance to remove existing conditions such as: inadequate street layout, incompatible uses or land use relationships, overcrowding of buildings on the land, excessive dwelling unit density, obsolete buildings not suitable for improvement or conversion, or other identified hazards to the health, safety, and general well being of the community. The statutes do not prescribe specific criteria for making this finding.

The criteria for a housing TIF district does not relate to existing conditions, but to future use. The development in the TIF district must be intended for occupancy, in part, by persons or families of low and moderate income. The development may contain a non-



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housing element if the fair market value of this element does not exceed 20% of the total fair market value of the planned improvements in the development plan.

State Law contains a wide range of requirements and restrictions on the actual use of TIF. For the purposes of the Corcoran Midtown Revival, the discussion will focus solely on potential implementation applications. More detailed investigation will be needed to evaluate the limitations for specific uses.

Tax increment financing could be used to finance:

- Land acquisition/site assembly
- Demolition of buildings
- Environmental remediation
- Site preparation
- Public improvements
- Parking structures

#### *Tax Abatement*

The name is misleading. Under the type of tax abatement authorized in Minnesota, the property taxes are not abated. A local unit of government levies an additional property tax in an amount equivalent to taxes that could have been abated on a parcel. The revenue from this levy can be collected and repaid to the property owner, in which case it acts like abatement. This revenue can also be retained by the local unit and used in TIF-like programs. For this reason, some have called tax abatement “TIF lite.”

Tax abatement offers several advantages in designing an implementation plan for Corcoran Midtown Revival:

- Tax abatement can be used throughout the Midtown area. None of the improved property or substandard building tests that govern TIF apply to abatement.
- Abatement has far simpler requirements to use and manage.
- Abatement can be applied to both new and existing values. Abatement will not suffer a loss of revenue from base value as in a TIF district.

Tax abatement revenues can be used to finance the key public actions. These uses include site assembly, site preparation, and public improvements

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While tax abatement operates under less complicated rules than TIF, there are some important limitations to the use of this option:

- Each local unit has independent authority over abatement. The City and the County and the School District make separate decisions on the use of abatement levies.
- The total annual amount of abatement authority is capped at the greater of \$100,000 or 5% of the current year's levy. An abatement levy is outside of levy limits under the current system.
- Property in a TIF district cannot be subject to an abatement levy.
- The abatement levy can only be collected for 10 years if all units abate and for 15 years if one or two units abate.

### ***Direct support from development***

Cities have the authority to raise money to finance public improvements and *assign* these costs back to private development. While special assessments and special districts are typically viewed as public funding devices, the reality is that the costs flow back to property owners.

As implementation strategies, these tools produce revenues and the capacity to borrow money. The application of these tools requires careful attention to the financial implications. The amount of improvement costs assessed/levied against property owners becomes part of the overall cost of business. Despite the enhancements to the physical environment, redevelopment will not occur and sustain unless businesses can operate successfully.

### ***Special Assessments***

Special assessments are the most common tool used by Minnesota cities to pay for public improvements. Special assessments are the portion of improvement costs allocated to and levies against benefiting property. In general terms, all of the public improvements contemplated in the plan are eligible for financing with special assessments. Specific examples of assessable improvements include:

- Sidewalks
- Lighting
- ROW landscaping

- Public plazas

Some issues to consider in evaluating the potential use of special assessments include:

- Benefits test. The amount of the assessment cannot exceed the benefit received by the property. Benefit is measured in terms of increase in the market value of the parcel.
- Who benefits? Typically, assessments are levied against properties adjacent to the improvements. State Law does not preclude assessing non-adjacent parcels if there is benefit from the improvements.
- Method of allocation. The most common approach for allocating cost is the front footage of the parcel. In an urban setting, the front foot approach could mean that a surface parking lot is assessed the same amount as a multi-story office building.

#### *Special Service District*

State Law authorizes cities to create two types of special taxing districts to finance improvements: a special service district and a housing improvement area. Both tools levy “taxes” across specified parcels to pay for defined improvements. The application of special service districts to Corcoran Midtown Revival includes:

- The mixed use nature of the project requires the use of both tools. A special service district applies only to commercial and industrial property. A housing improvement area covers only owner-occupied housing.
- The districts do not bring new money to the project. The districts create a vehicle to borrow funds and spread the private costs over time at a lower interest rate.
- The district “tax” can resemble a property tax or can be modified to fit other factors.
- The district approach fits area-wide improvements, such as parking and storm water, better than traditional special assessments.
- The creation of special service districts are subject to a unique process. Cities cannot initiate the process without a qualifying petition from affected property owners. This requirement makes the use of special districts a matter to coordinate



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with land acquisition and development projects.

### ***General City Programs***

General funding from the City may play a role in financing construction of public improvements. Capital improvement funds, utility revenues and property taxes can be used to supplement special assessment, tax increments and other project specific revenues. These revenues can be applied on an annual basis or pledged to support debt.

Limitations on the use of general City programs are more practical than technical. The Corcoran Midtown Revival must compete with other services and capital improvements for limited funds. It is difficult to predict the immediate nature of this fiscal limitations or how it may change in the future.

### ***Special Programs***

As the title suggests, special programs are funding sources targeted at specific objectives. The programs and the objectives tend to change over time based on policy and fiscal resources. The creation of implementation plans should not dismiss the possibility of City assistance for improvements and site assembly. Funding through special funding may yield better results when connected to a specific project. The types of actions that tend to associate with special programs include:

- Gap funding for development projects.
- Environmental clean up.
- Housing and business development for disadvantaged groups.
- Job creation.