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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.

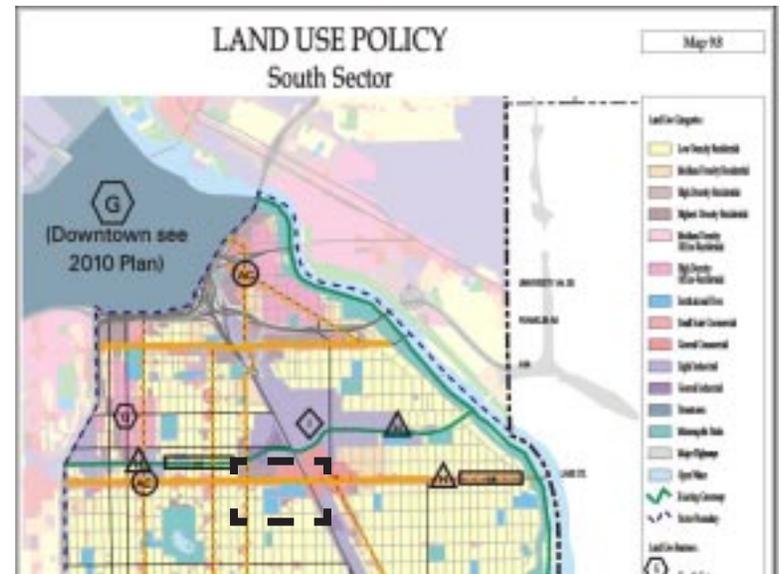
*Key First Step Projects*

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.

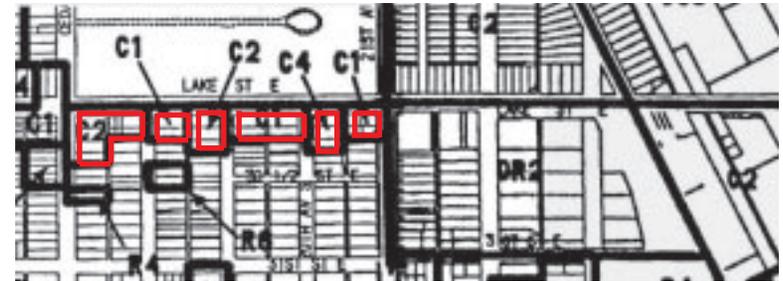
Responsibility for adjusting regulatory controls: City of Minneapolis Planning Department, Planning Commission and City Council. CNO may wish to appoint an advocate to work with the City to help portray the desired objectives of the plan.

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

