



# Minneapolis Corridors: Policies, Plans, Programs

City Council Study Session  
April 21, 2006



# Presentation Purpose

To review the City's plans, policies and programs that affect development of commercial corridors, and to set the stage for updating those plans, policies and programs.



## **City plans, policies and programs take several forms....**

- Plans documents – TMP, small area plans, priority corridors, etc.
- Policies – Unified Housing Policy, Zoning Code, etc.
- Programs – Corridor Housing Strategy, 2% loans, CCRF, CEDF, NRP, EZ, capital improvements, etc.
- Departmental business plans and budgets

# Presentation Overview

- Plans
- Policies
- Programs
- Franklin Ave. Case Study
- General Observations
- Next steps
- Discussion



## Plans that focus on corridors

- *The Minneapolis Plan, 2000, amended*
- Small Area Plans, various dates

## ***The Minneapolis Plan – Relevant Themes***

- Minneapolis is growing; it is an attractive place to live, work, do business
- More housing units and greater housing choice are needed to accommodate growth
- Expanding job creation in conjunction with housing development is important
- Commercial Corridors are a major asset that must be enhanced
- Good urban design and enhancement of our urban character is essential to continued vitality
- Community building is critical to the city's vitality

# The Minneapolis Plan – Commercial Corridors

- Mix of uses with commercial dominating; high density development is recommended to support commercial activity
- Buildings have traditional urban form
- Higher traffic volumes
- 11 designated



*Central Avenue*

# The Minneapolis Plan – Community Corridors

- Historic streetcar routes
- Connect neighborhoods, serve as principal travel routes for many residents and visitors
- Lower traffic count
- Land use is primarily residential with intermittent commercial uses clustered at intersections or nodes (45 neighborhood commercial nodes)
- 37 designated

# The Minneapolis Plan – Activity Centers

- Enhanced neighborhood commercial nodes that shape the city's urban identity
- Diverse uses that draw traffic from city-wide and regional destinations but do not generally support automobile uses
- Complimented by medium and high density residential uses
- Traditional urban form
- Significant pedestrian orientation and well-served by transit
- Uses are active all day and into the evening; a mix of uses also occurs within the structures
- 10 designated

# Approved Small Area Plans

Most center on or along corridors (see map)

Current corridor-focused planning efforts including:

- Midtown Greenway Corridor Plan
- West Broadway Alive! Corridor Plan
- Uptown Activity Center Master Plan
- Cedar Riverside Small Area Plan
- 38<sup>th</sup> Street Station and East Nokomis LRT Station Area Plans
- Rezoning studies – Bassett Creek Valley, SEMI, South Lyndale, Transit Station Areas

# Policies that affect Corridors

- Designation of four priority corridors, 1999
- Unified Housing Policy, 2004
- Regulations that implement policies – zoning code, land subdivision and heritage preservation regulations



# Four Priority Corridors, 1999

- Central Ave – 18th Ave NE to 29th Ave NE
- Lake Street – Nicollet Ave S to Minnehaha Ave
- Franklin Avenue – I-35W to Mississippi River
- West Broadway Avenue – 26<sup>th</sup> Ave North to the Mississippi River



## **From the Unified Housing Policy, 2004....**

“New affordable housing will be targeted for designated growth areas and commercial and transit corridors that can benefit from and support increased housing density.”

“The City will focus on linking incentives to housing opportunities in proximity to jobs and transit.”

# Programs targeted to corridors

- Corridor Housing Strategy, 2003
- Funding Sources
- Capital Improvement Program (CLIC)

# Corridor Housing Strategy\*

*Planning* - work w/ neighborhood organizations to plan, develop and design affordable housing

Corridor Housing Initiative – public outreach and engagement re: financial feasibility, density and design

*Site Acquisition* - \$1 million per year starting in 2004

Focus on smaller, strategic parcels to assemble larger development sites

*Funding* – target funds to corridor development

(HOME, CDBG, Tax Credits, local funds)

\*Finalist, Ash Institute's Innovations in Government Awards, Harvard University

# Recent CPED Corridor Housing Projects



East Bank Village  
Hennepin Ave Corridor



Many Rivers East  
Franklin Ave Corridor



West River Commons  
Lake Street Corridor



East Phillips Commons  
Bloomington Ave Corridor

## Commercial corridor – targeted funding sources

- 2% business loan program commercial corridors and nodes; \$75,000 match for designated commercial corridors and nodes
- Commercial Corridor Revitalization Fund (CCRF) – Common Project, Levy; redevelopment activity and organizational support
- Commercial Economic Development Fund (CEDF) – CDBG; redevelopment activity and organizational support

## **Commercial corridor – non-targeted funding sources**

- 2% business loan program
- Empowerment Zone – business assistance, business development, bonding authority, loans/grants
- Capital Acquisition Fund
- Business Development Fund
- Neighborhood Revitalization Program

# Case Study – Franklin Avenue



**BEFORE**

**AFTER**



# Case study – Franklin Avenue

## Ancient Trader's Market/Franklin Circles 1113-1311 East Franklin Avenue

- AINDC evicted problem businesses and recruited retailers for both neighborhood necessities and regional draws
- Safety center
- Total redevelopment cost - \$7.898 million
- City of Minneapolis -\$575,000
  - Commercial corridor set-asides - \$290,000
  - Empowerment Zone - \$225,000
  - 2% loans to businesses - \$60,000

# Case study – Franklin Avenue

## Franklin Bakery

1020 East Franklin Avenue

- Former gas station
- Site cleared, contamination mitigated, redeveloped as a commercial bakery
- 82 jobs reported
- Total project cost - \$7.845 million
- City of Minneapolis -\$650,000
  - Commercial corridor set-asides \$350,000
  - Empowerment Zone - \$300,000



# Case study – Franklin Avenue

## DoAll Building/Shabelle Grocery 2327 East Franklin Avenue

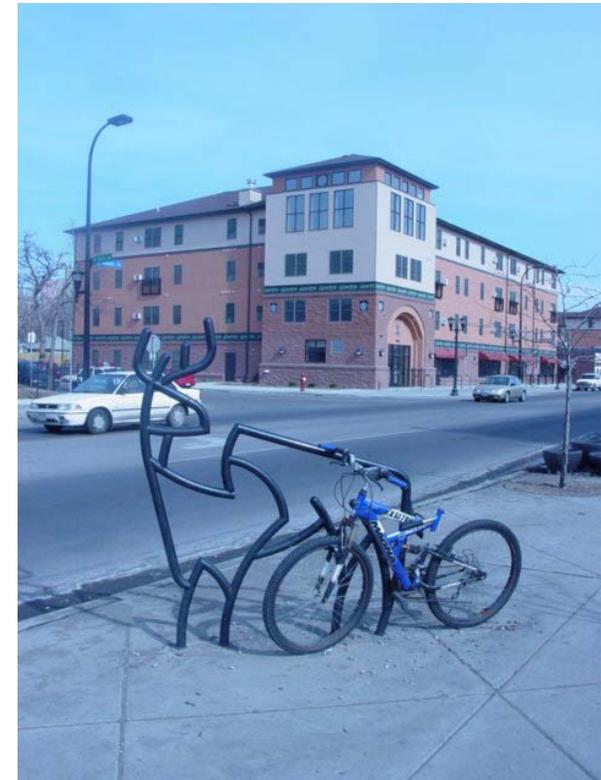
- Rehabbed industrial building - medical office, East African grocery, bakery and commercial offices
- 43 jobs reported
- Total Development Cost - \$1.64 million
- City of Minneapolis -\$312,000
  - Commercial corridor set-asides - \$92,000
  - 2% loan program - \$40,000
  - Business Finance Capital Acquisition Fund \$180,000



# Case study – Franklin Avenue

Many Rivers East and West –  
1400 and 1500 East Franklin Avenue

- 78 rental units, 65 affordable most at <30% & <50% AMI
- Total Development Cost - \$14.7 million
- Local public sources:
  - City of Minneapolis - \$9.56 million
  - Hennepin County - \$361,800
  - Metropolitan Council - \$400,000
  - MHFA - \$950,000



# Case study – Franklin Avenue



## Lydia Apartments – 1920 LaSalle Avenue

- 40 units, supportive affordable housing for homeless and disabled adults, all <30% AMI
- Total Development Cost - \$6.36 million
- Local public sources:
  - City of Minneapolis - \$941,436
  - Hennepin County - \$400,000
  - MHFA - \$529,584

# Case study – Franklin Avenue

## The Jourdain – Franklin Gateway, 2000-12 Portland Ave

- 41 townhome units, 24 affordable at <50% & <60% AMI
- Total Project Cost - \$9.569 million
- City of Minneapolis - \$1.786 million
  - Housing programs - \$1.616 million
  - Empowerment Zone - \$170,000
  - Hennepin County - \$589,994
  - Metropolitan Council - \$500,000
  - MHFA - \$710,000



# Case study – Franklin Avenue

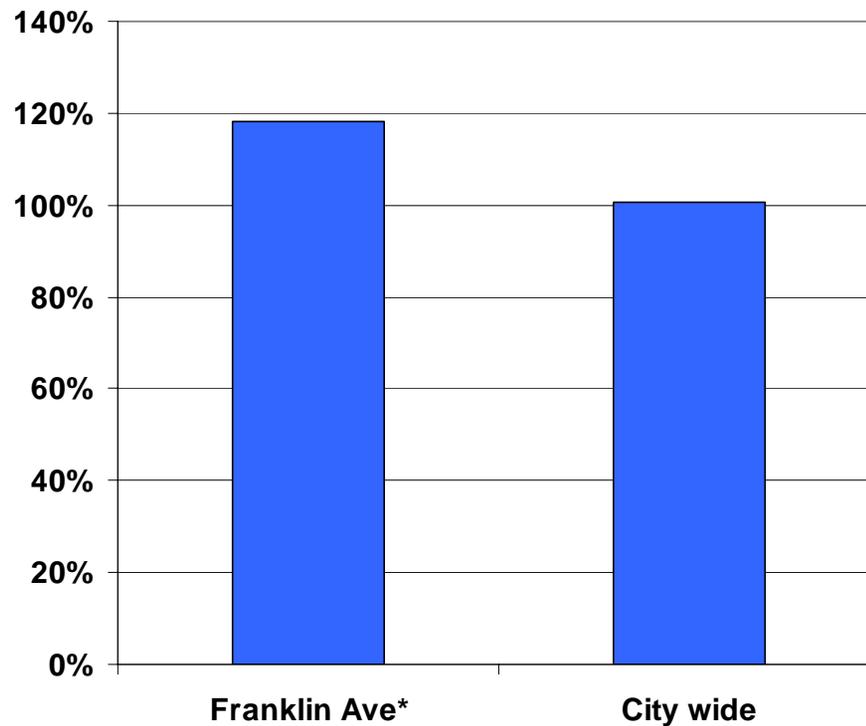
## Other Public Investments

- Road reconstruction, 2000 – \$3.1 million
  - Hennepin County - \$2.0 million
  - City of Minneapolis - \$1.1 million
- Streetscape improvements, 2000
  - City of Minneapolis - \$857,000
- Library renovation, 2005 – \$4.056 million
- NRP, 1999-2005 – \$3.58 million invested in corridor-related physical and business support from Phillips, Seward and Prospect Park



# Case study – Franklin Avenue

## Percent change in Estimated Market Value – 1999-2005



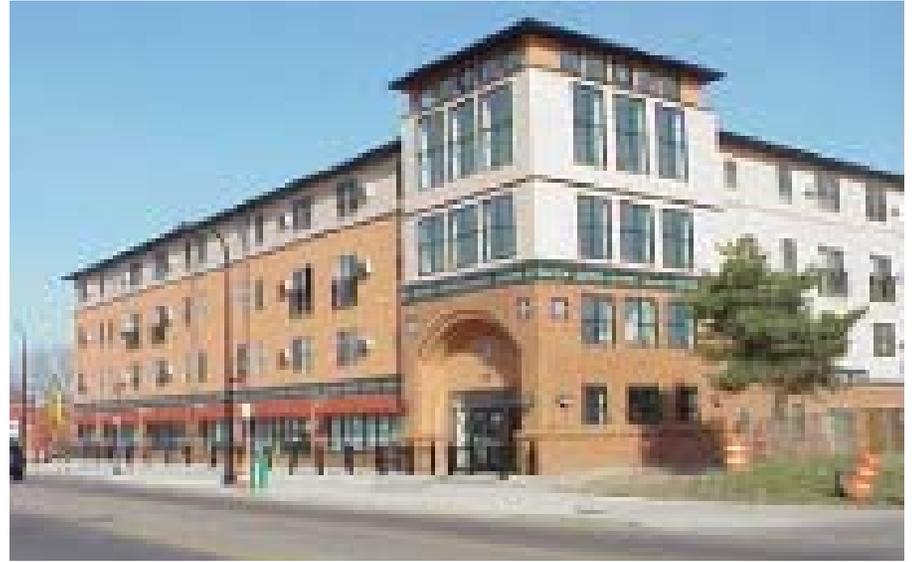
\*Target area between I-35W and Mississippi River

Source: Assessor, City of Minneapolis

# Summary observations

- It all matters – big, little, in between
- Corridor revitalization takes time and requires sustained energy
- Corridors require stewardship and maintenance even when vital and vibrant
- Private market is building along the corridors, either leading or following public investments
- Residential density on transit corridors = increased affordability

## Think big



- Multi-family residential development
- Redevelopment and rehabilitation of historic structures
- Roadway reconstruction

## Think little

- Streetscape
- Business mix
- Façade improvement programs
- Small business loans
- Garbage collection



# And everything in between

- Public safety
- Local champions
- Transit
- Parking



# Residential density on transit corridors = increased affordability

- Transportation is the second largest household expenditure after housing.
- Transportation savings resulting from living in a dense, convenient and transit-friendly community can be considerable.
- Creating “location-efficient” communities significantly impacts accessibility and affordability – truly “workforce housing”.

# Strategic observation

Tailor the strategy and tools used for each corridor

- Intervention/Redevelopment
  - Public safety stabilization
  - Real estate redevelopment – acquisition, assembly, financing
- Public realm investments
  - Public art
  - Streetscape
- Maintenance
  - Organizational support
  - Retail recruitment
  - Garbage collection

## Moving Forward...

The Minneapolis Plan update process provides great opportunity to revisit policies

Ongoing committee and staff work is the appropriate venue to address specific programs and tools

Business and budget planning is an annual opportunity to address departmental effectiveness and priorities

# Discussion....

- How effective have our plans been? How might they need to change?
- How effective have our policies and regulations been? How might they need to change?
- How effective have our programs and tools been? How might they need to change?
- How effective have our business plans been? How might they need to change?

# Let's build on our successes...

