

City of Minneapolis Development Objectives for the Hi-Lake Center



Hiawatha Avenue and East Lake Street, Minneapolis MN 55407

Reviewed and recommended by the City Planning Commission on November 19th, 2001.
Adopted by the City Council on December 28th, 2001.

Prepared by:
Minneapolis City Planning Department
Minneapolis Community Development Agency

Hi-Lake Center Area Development Objectives

These Development Objectives present the City's policy direction to the MCDA, City staff, private developers, citizens, and other interested parties. This document was prepared jointly by City Planning and MCDA staff as directed by the MCDA Executive Director and the Planning Director.

I. Geographic Area

The area addressed by these development objectives is generally bounded by 21st Avenue, 29th Street, Hiawatha Avenue and Lake Street. This parcel is a component part of the existing Hiawatha and Lake Project Area, established by the MCDA in June of 2000. The larger Hiawatha and Lake project area is bounded by 29th Street on the north (excluding the Pioneers and Soldiers Cemetery), Cedar Avenue South on the western boundary, 31st Street East on the southern boundary and Hiawatha Avenue (Highway 55) on the eastern boundary.

Current conditions on the Hi-Lake Shopping Center site include a commercial strip shopping mall built in the early 1950s, with three fast food restaurants sharing the parcel. Historically the site provided community-scale commercial goods and services oriented to automobile-based shopping trips originating within a few miles of the site. See Figure 1 (Aerial Photo) and Figure 2 (Existing Conditions) for illustration.

II. Intent

Vision for the Area

The Minneapolis Plan identifies the Hiawatha-Lake area as a potential Growth Center, describing a goal of increased housing and job growth at this location, with excellent transit service and nearby amenities such as parks and community facilities. The Minneapolis Plan also emphasizes the role of Lake Street as an important commercial corridor to the east and west of Hiawatha Avenue.

The Minneapolis City Council approved the Hiawatha-Lake Station Area Plan on May 18, 2001. This master plan builds on the Minneapolis Plan's objective of concentrated growth at the intersection. See Figure 3 (Preferred Concept Plan) for an illustrative version of this concept. The more detailed vision for the Hi-Lake Center site consists of a modified Transit Oriented Development (TOD) model. The basic principles of that master plan can be summarized as follows:

- Diversify existing land uses by increasing the mix on a site by site basis.
- Incorporate residential uses within the mix of existing commercial and industrial uses closest to the LRT station site.
- Use pedestrian-friendly urban design principles to ensure that the pedestrian environment is safe and attractive.
- Reinforce the *Commercial Corridor* characteristics of Lake Street through attention to land use, building placement and massing, and design of the public realm.
- Capitalize on the passive green space of the Pioneers and Soldiers Cemetery.
- Support and enforce the street grid.
- Make direct connections from all modes of transportation to and from LRT.

Finally, more detailed planning for the Hi-Lake Shopping Center site has identified the following vision. Change at the Hi-Lake Center should reflect a pattern of mixed land use of housing and commercial uses. It should be a sustainable development (more specifically defined in the *Guidelines for Transit Oriented Development at the Hi-Lake Center*, July 2001) that meets neighborhood needs and capitalizes on the immediate location of the LRT station adjoining the property. It should meet specific environmental standards for design of the site and buildings, construction methods and ongoing maintenance and facilities management approaches. The integration and accommodation of multiple transportation modes (e.g., bus service, commuter bicycle travel, transit service on the Midtown Greenway, and auto drop off space) next to this site will be another critical component of new development.

III. Objectives

The City of Minneapolis seeks to achieve the following objectives within the Hi-Lake Center area:

- a. Ensure compact, mixed-use development that will capitalize on the presence of LRT service and continue to serve neighborhood needs into the future.
- b. Increase housing choices by promoting new mixed income ownership and rental housing development.
- c. Increase the number and quality of affordable homeownership and rental housing opportunities.
- d. Increase the quality and quantity of retail business services in the neighborhood.
- e. Improve public access to the Hi-Lake Center site from all surrounding neighborhoods.
- f. Integrate multi-modal transportation connections, with special attention to pedestrian connections, with the purpose of making the area an important transit hub.
- g. Enhance the tax base of the neighborhood.
- h. Incorporate principles of sustainability in any development proposal, specifically in the areas of energy efficiency, water efficiency, materials selection, landscaping and on-site management of stormwater and other water resources.
- i. Utilize pedestrian-oriented urban design principles to promote a sense of security, human scale building features and focused activity related to the sidewalk and the street.
- j. Ensure that proper design and use of the built environment lead to a decrease in the incidence and fear of crime, applying the strategies of Crime Prevention Through Environmental Design (CPTED) (e.g., natural surveillance, natural access control and territorial reinforcement).

IV. Evaluation Standards

Proposed development should be responsive to the *Guidelines for Transit Oriented Development at the Hi-Lake Center (July 2001)*, prepared by the Hi-Lake Advisory Committee and the City of Minneapolis.

Development should respect the existing and emerging character of the neighborhoods and the principles of sustainable development as defined in the *Guidelines for Transit Oriented Development at the Hi-Lake Center (July 2001)*.

Development should ultimately include horizontal and/or vertical mixes of a combination of commercial uses, such as retail, service, or office space; public space; and a variety of housing types affordable to different income levels, consistent with City housing policy.

Development of the site should create a place with a unique, memorable and attractive character that facilitates and supports community gathering.

The principal criteria that will be used to evaluate development proposals are listed below:

- Mix of uses (housing, retail, open space/ public space)
- Integration of transportation modes - e.g., LRT, trolleys, buses, bikes, walking, wheel-chairs
- Community compatibility
- Congruence with principles of sustainable development
- The share of public cost and its contribution to overall economic feasibility

V. Land Use and Design

See Figure 4, (Development Prototypes) for more information.

Housing

- a) Housing should be mixed in terms of affordability levels and type. New housing should be sited in such a way as to both capitalize on assets such as green space and view corridors to downtown, while still preserving retail access and visibility.

- b) Housing should be available as a mix of affordable and market rate pricing, whether ownership or rental is proposed. Any new development will be expected at a minimum to follow the City's policy of 80% of the units available at market rate costs and 20% of the units affordable to households earning 50% of the metropolitan median income.
- c) Housing development should include a mix of unit size and types distributed across the site. Development should integrate subsidized and market rate units on the site.
- d) An absolute minimum of 150 units of housing is expected on this site. Proposals for housing at or near the minimum number of units should clearly articulate how the project meets each development objective in lieu of fewer housing units. Development proposals that exceed the minimum number of residential units, while maintaining the mix of other non-residential land uses on the site, are strongly encouraged. Such proposals shall also maintain consistency with the Hiawatha / Lake Station Area Master Plan.

Retail

- a) Commercial and retail uses should serve both present day residents and new markets. A blend of neighborhood-oriented goods and services is sought at this location.
- b) Local ownership should be encouraged as new businesses are recruited to the site. Tenant selection for the development should focus on providing space to local entrepreneurs who are interested in helping to create a place *“where neighbors meet, community news is exchanged, and a sense of civic culture is built.”*¹
- c) Attract new retailers to create a diverse mix of businesses that provide services to LRT riders, newcomers, and/or existing neighborhood residents.
- d) Current retail and other commercial uses that meet neighborhood needs should be preserved. A report prepared to assist the Advisory Committee to understand the role of the Hi-Lake Shopping Center in meeting neighborhood needs found that:

*“The greatest demand is for neighborhood-oriented stores, but demand also exists for stores serving specialty markets...there is currently demand for about 23,200 square feet of additional neighborhood-oriented retail near the Lake Street-Hiawatha Avenue intersection, and demand for another 27,000 square feet would be created with the development of the LRT stop by 2010...Stores that would be patronized the most by light rail commuters would be a coffee or teahouse, a donut or bagel shop, restaurants (particularly fast food). Service-oriented retailers such as dry cleaners, hair salons, and childcare would also be convenient for commuters.”*²

Specific Design Standards

- a) Building height and intensity should be greatest near the southeast corner of the site which is nearest the station entrance, and preserve lower heights and lesser massing on the site's western (21st Avenue) and northern (29th Street) boundaries.
- b) The specific design standards are advisory, illustrating a preferred approach for design and planning new development on the site. The standards address issues such as site design, building massing and height, building placement, public infrastructure and streets as well as environmental design and construction objectives.

Copies of the specific design standards can be found in the *Guidelines for Transit Oriented Development at the Hi-Lake Center (July 2001)*, available on request from the Planning Department and the MCDA. The “Vision” section of this document is included for reference in the Appendix.

¹ See Institute for Local Self-Reliance, www.newrules.org/retail (September 20, 2001).

“Retail is the sector most closely tied to our sense of community. For these are what sociologist Ray Oldenburg calls the “The Great, Good Place,” where neighbors meet, community news is exchanged, and a sense of civic culture is built.”

² *“A Retail Market Analysis for the Hi-Lake Shopping Center in Minneapolis, Minnesota”*, April 2001, Maxfield Research. This document is available from the MCDA and the City Planning Department.

Parking and Open Space

- a) Accommodation for parking should be designed to take into account reduced zoning requirements as a result of shared use and proximity to the LRT station.
- b) Some surface parking facilities are appropriate. Underground parking facilities must be evaluated to measure the urban design impacts against the financial cost impacts of building underground parking. Traffic impacts caused by entry and exit of parking facilities should be minimized with an eye to preserving safe, inviting pedestrian paths in the neighborhood.
- c) Open space/public space needs have been identified as a) serving residents on the site; and b) providing an indoor or outdoor plaza or other civic space for visitors to the site, potentially in conjunction with the LRT station plaza.

VI. Transportation and Transit

Integrating Development and Connecting Transit with the LRT station

- a) Proposals are expected to incorporate street-level connections that fully integrate the LRT station platform to a new adjacent building along the north side of Lake Street. Proposals should evaluate the possibility of an above-street connection to the station platform.
- b) Internal bus circulation should not be accommodated on the site, as it consumes valuable potential open or public space and diminishes the amount of potential retail space in the development.
- c) A transit transfer zone is best accommodated within 300 feet of the entrance to the LRT station, and should incorporate enclosed, weather protected shelter for passengers traveling from Lake Street buses to the station platform. Transfers between various transportation modes should convey the sense that changing from one mode to another is safe, convenient and comfortable. Facilities should

be planned for and implemented in partnership between the Project Review Committee, the project developer and public agencies such as Metro Transit. See Section VIII, Public Improvements and Redevelopment Activities, for more information.

Multimodal Connections and Alternative Transportation Facilities

See Figure 6 for more detail on this section.

- a) Paths and present day connections from the surrounding neighborhoods should be preserved and strengthened.
- b) The ten LRT project-sponsored bike lockers and racks should be supplemented by additional bike facilities, to be provided either within the new development by the project developer or in partnership with public agencies. See Section VIII, Public Improvements and Redevelopment Activities, for more information

VII. Workforce and Implementation

Jobs and Employment

- a) The local labor force should be tapped as a resource for construction related jobs in the building phase. Preference should be given to new tenants or occupants who can offer career building job opportunities on the site.
- b) A development team and associated business owners will be encouraged to work with appropriate agencies and neighborhood groups to identify employment opportunities, match them with neighborhood and city residents, and give hiring preference to qualified neighborhood and city residents.

Phasing and Implementation

See Figures 5, 6 and 7 for more detail on this section.

- a) Development should occur in phases to minimize the impacts on existing businesses. Mitigation and assistance in maintaining basic needs of existing businesses, particularly with reference to customer and supplier access and visibility, is important to successful implementation.

- b) A development team will be expected to work with a Project Review Committee consisting of representatives from neighborhood organizations as well as business and other property owners to continue participation in planning and development process.

VIII. Public Improvements and Redevelopment Activities

The integration of private development with supportive public infrastructure is a principal objective for redevelopment on this site. Consequently, the City expects to convene multiple jurisdictions involved in designing and building the appropriate infrastructure. The City also expects that any development proposal will integrate public realm features with concepts for development on the site.

The specific projects identified as targets of public/private partnership efforts include:

- The design and integration of a multimodal passenger transit transfer zone, to be located within 300 feet of the LRT station entrance.
- Provision of additional bike storage facilities in addition to the ten lockers and racks provided by the LRT project.
- A potential future connection between the proposed 29th Street historic trolley service from the Greenway to the LRT station presents a particular opportunity and challenge that should be addressed in development proposals. Redevelopment of the site should be sensitive to the unique challenges and opportunities associated with the intersection of transit routes, vehicular corridors and the Midtown Greenway that make this an important regional crossroads.
- Street level connections to the LRT platform from an adjacent building.

Potential public improvements and redevelopment activities may also include the following efforts:

- Acquisition and disposition of property
- Demolition
- Relocation
- Site Preparation
- Pollution remediation

IX. Finance

The Hi-Lake Shopping Center site is located on a single parcel with a single owner. County/City financed street reconstruction and streetscape improvements along Lake Street have been planned and are programmed to be implemented during the next several years. (See also Section VIII.) The MCDA may issue Requests for Qualifications and/or Requests for Proposals for commercial and housing development in the Hi-Lake Shopping Center area.

Development qualifications will include the financial capability of the potential developer. Development proposal evaluation criteria will include, but not be limited to, the proposed amount of public financing expected to be requested, the proposed use(s) of the public financing, and the ratio of public to private financing of the development. Development should be privately financed to the maximum extent feasible.

The MCDA may use Tax Increment Financing (TIF) as one of several funding sources for approved development on the site. The MCDA will also attempt to obtain any federal, state, regional, or local funds that may become available to assist redevelopment efforts in the area.

X. Citizen Participation

The concepts described in this document, supporting a mixed-use, moderate density development project on the Hi-Lake site, were developed over the course of a multi-year planning process. A master planning process for the future of the Hiawatha / Lake Street station area took place between July 1999 and March 2000. Community representatives and others met approximately four times with a planning team to discuss land use patterns and potential new development models for the area. The consultant planning team was hired by Hennepin County and jointly managed by the City of Minneapolis with Hennepin County. Three community meetings were held between October 1999 and February 2000 with an average attendance of about 40 people per meeting. The results of this effort were presented in the Hi-Lake Station Area Plan, prepared by Calthorpe Associates, IBI Group and Coen + Stumpf, dated June 2000. The Hiawatha /

Lake Station Area Master Plan was approved by the City Planning Commission on April 30th, 2001 and by the Minneapolis City Council on May 18th, 2001.

In September of 2000, a group of about 20 people, representing many of the same constituencies was convened by the City of Minneapolis to specifically consider the Station Area Plan's concept for change at the Hi-Lake Shopping Center. This "Hi-Lake Community Advisory Committee" met approximately 20 times over the 12 months between August 2000 and August 2001. The group's responsibilities were to understand potential change at the site, including the impacts of LRT, such as changes to land use and transportation patterns and to prepare development guidelines based on that understanding. Two (charette type) public meetings were held to link this effort to the larger community. Attendance reached approximately 100 for the first charrette, with about 40 in attendance at the second meeting.

At the conclusion of this process, this committee authored a summary report titled *Guidelines for Transit Oriented Development at the Hi-Lake Center (July 2001)*. The "Vision" section of this report is included in the Appendix.

A Project Review Committee (to be established) will provide a community voice as planning and decision making occurs for future development. They will be convened to represent past community participation as well as respond to development interests. Developers will be expected to meet with the committee to discuss any proposal for the site.

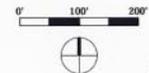
A major role of members on the Project Review Committee will be to bring information back to neighborhoods and other interested parties. They will be liaisons to the broader community they represent, and bring additional comments and concerns to the table as needed. They are charged to hold any development proposal accountable to the community-based guidelines and also to expedite the process of development. The approval authority will rest with each of the individual neighborhood organizations, but arrangements will be made to convene all interested parties so that the process of obtaining approval is expedited to the greatest extent possible.

Figure 1

AERIAL MAP



**HIAWATHA/LAKE STREET
TRANSIT VILLAGE**
Minneapolis, Minnesota
March 17, 2001



Hennepin County
Minneapolis, MN

Calthorpe Associates
Berkeley, CA
IBI Group
Vancouver, B.C.
Coen & Stumpf Associates, Inc.
Minneapolis, MN

Figure 2

HI-LAKE SHOPPING CENTER (EXISTING CONDITIONS)



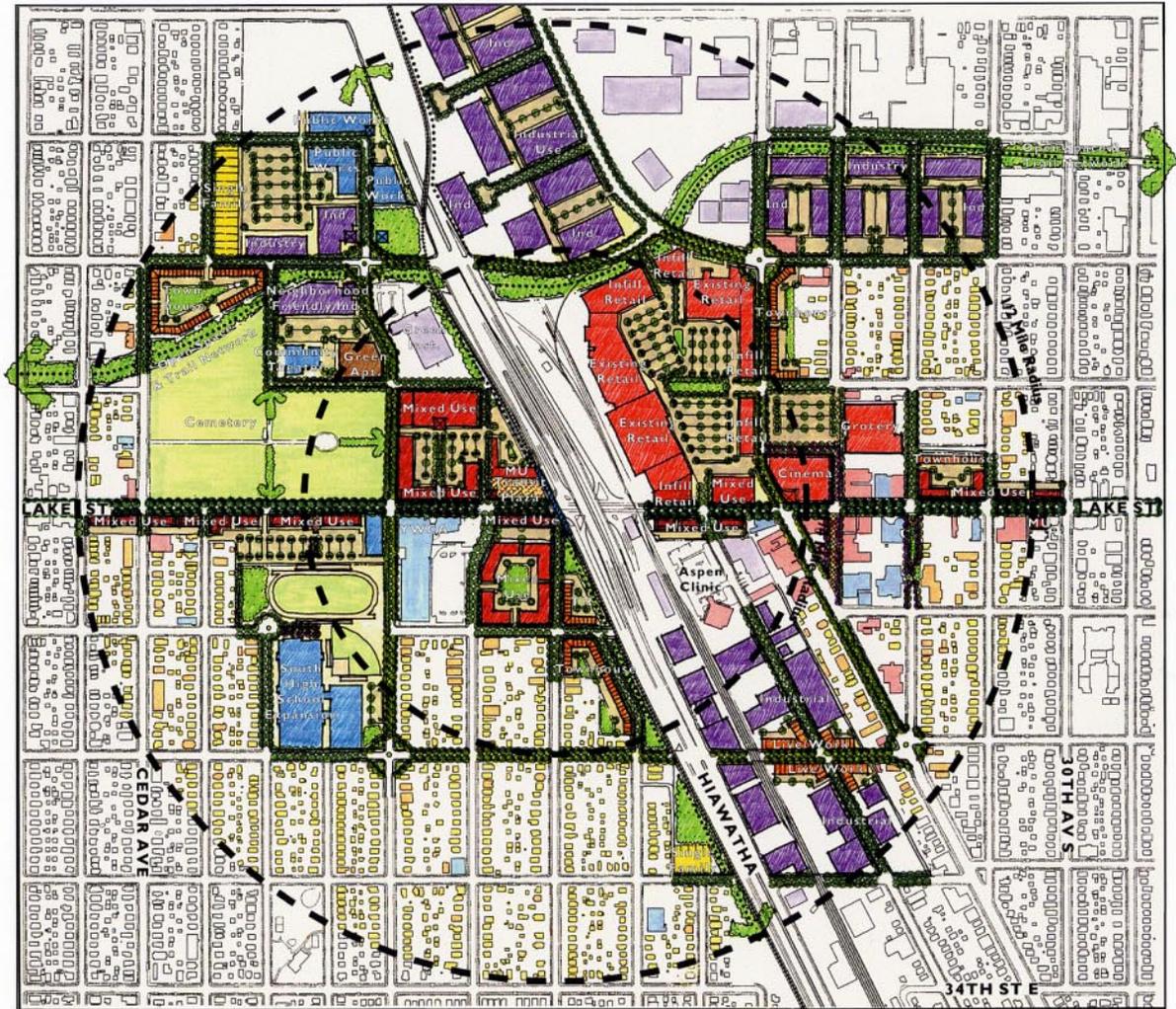
HIAWATHA / LAKE STREET STATION AREA PLAN
Minneapolis, Minnesota
January 23, 2001

Calthorpe Associates
Berkeley, CA
IBI Group
Vancouver, B.C.
Coen & Stumpf Associates, Inc.
Minneapolis, MN

Hennepin County
Minneapolis, MN

Figure 3

PREFERRED ALTERNATIVE

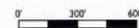


LEGEND:

- Mixed Use**
- Retail**
- Apartments**
- Townhouses**
- Single Family**
- Industry**
- Parks and Open Space**
- Public / Institutional / Civic**

A color version of this map is contained within the Hiawatha/Lake Street Area Master Plan (p.44) adopted by the City Council on 5/18/01. It is also available online at www.ci.mpls.mn.us/citywork/planning

HIAWATHA / LAKE STREET STATION AREA PLAN
 Minneapolis, Minnesota
 February 24, 2000

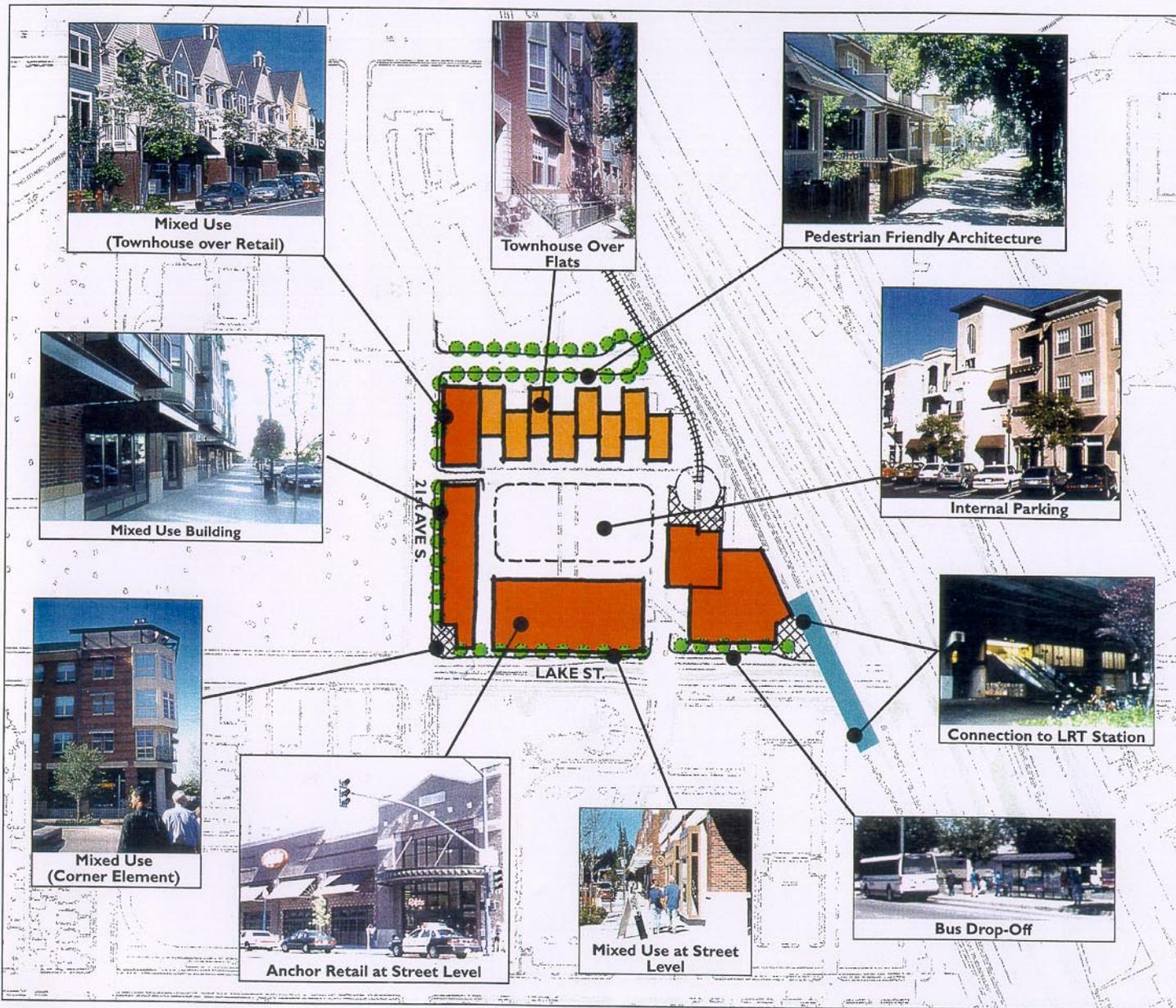


Henepin County
 Minneapolis, MN

IBI Group
 Vancouver, B.C.
 Calthorpe Associates
 Berkeley, CA
 Coen & Stumpf Associates, Inc.
 Minneapolis, MN

Figure 4

DEVELOPMENT PROTOTYPES



HIAWATHA/LAKE STREET
TRANSIT VILLAGE
Minneapolis, Minnesota
March 17, 2001

Calthorpe Associates
Berkeley, CA
IBI Group
Vancouver, BC
Coen & Stumpf Associates, Inc.
Minneapolis, MN

Hennepin County
Minneapolis, MN

Figure 5

SITE PHASING



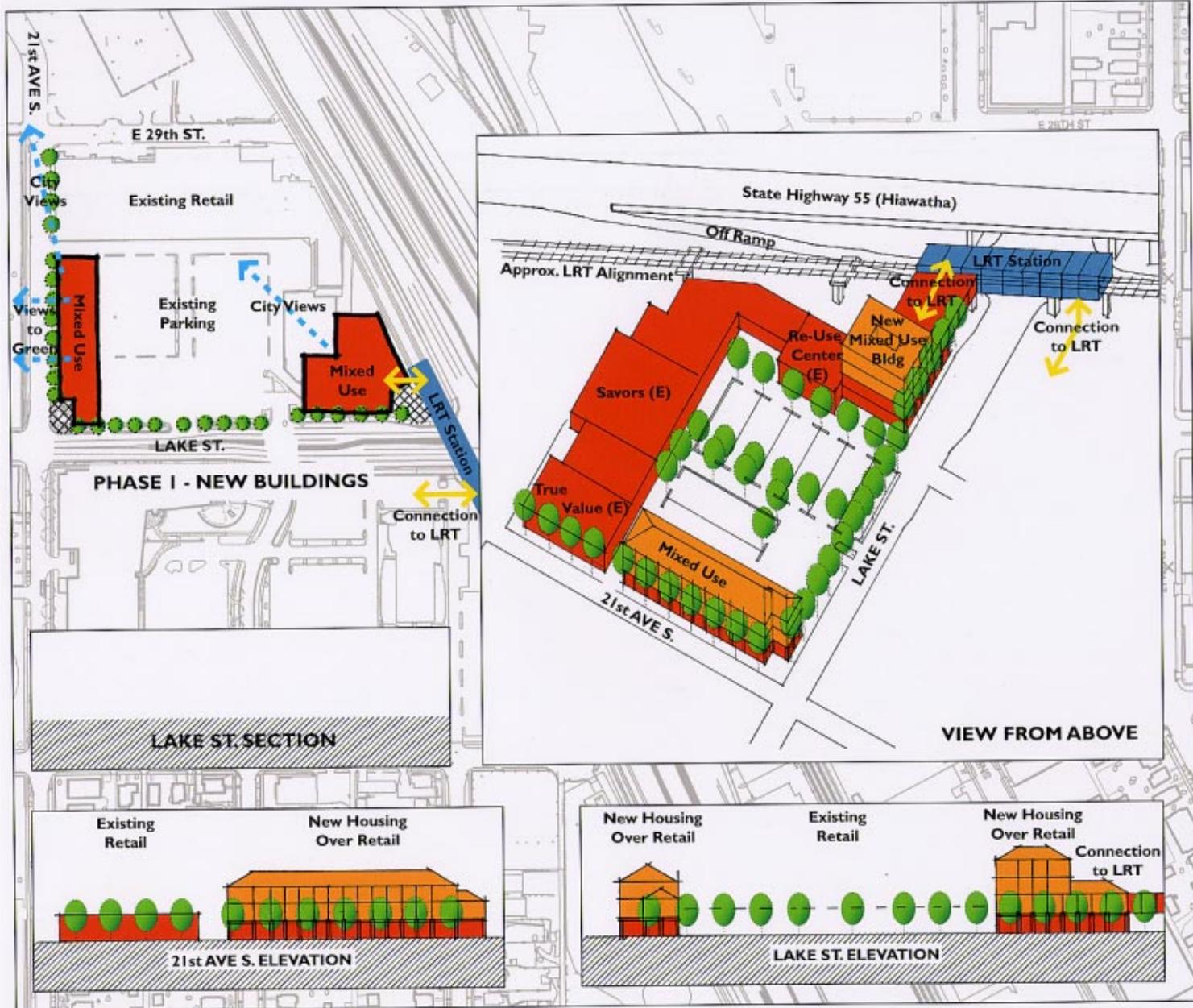
HIAWATHA / LAKE STREET TRANSIT VILLAGE
 Minneapolis, Minnesota
 March 17, 2011

Hennepin County
 Minneapolis, MN

IBI Group
 Vancouver, B.C.
 Calthorpe Associates
 Berkeley, CA
 Coen & Stumpf Associates, Inc.
 Minneapolis, MN

Figure 6

HI-LAKE SHOPPING CENTER (PHASE 1)



CONCEPTS & GUIDELINES

- Start with larger scale buildings @ transit plaza
- New building along cemetery - ground floor retail / arcade & residential above (mixed use)
- Direct bus and pedestrian connections integrated into new development
- Views from new development to City and Cemetery (Open Space)
- LRT Station used as a pedestrian crossover of Lake Street
- Enhanced pedestrian access to Midtown Greenway

HIAWATHA/LAKE STREET
TRANSIT VILLAGE
Minneapolis, Minnesota
March 17, 2001

Calthorpe Associates
Berkeley, CA
JBI Group
Vancouver, BC
Coen & Stampf Associates, Inc.
Minneapolis, MN

Hennepin County
Minneapolis, MN

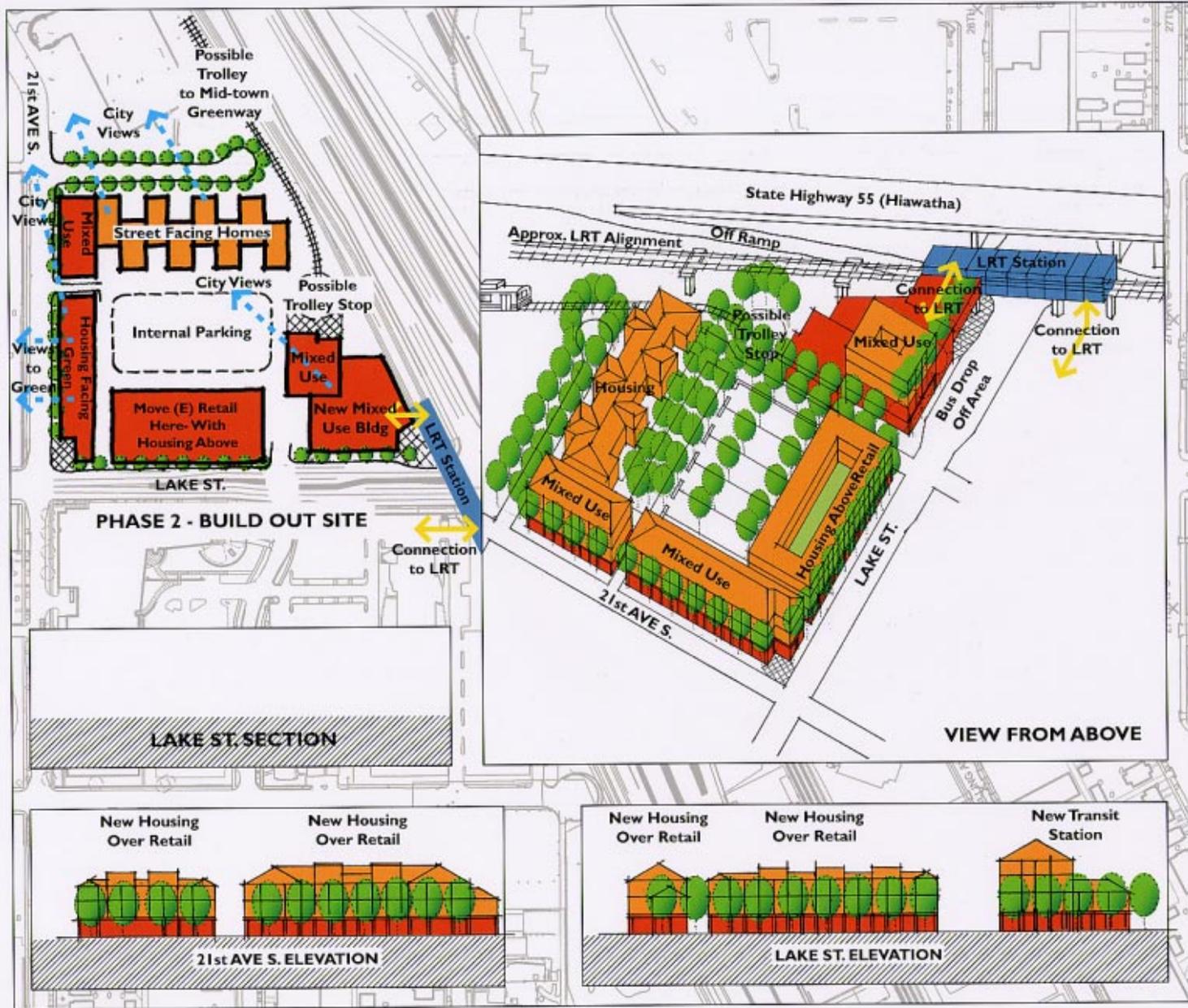


Figure 7
HI-LAKE SHOPPING CENTER (PHASE 2)

BUILD OUT CONCEPTS / GUIDELINES

- Street facing retail and residential
- Internal parking
- Arcade @ grade
- Small increments along facade
- Move existing businesses into new buildings
- Accessibility
- Affordability
- "Green" materials
- Direct trolley connection from Midtown Greenway
- Increase retail square footage
- Recreational open space near housing

HIAWATHA/LAKE STREET TRANSIT VILLAGE
 Minneapolis, Minnesota
 March 17, 2001

Calhorne Associates
 Berkeley, CA
 IBI Group
 Vancouver, BC
 Coen & Stumpf Associates, Inc.
 Minneapolis, MN

Hennepin County
 Minneapolis, MN