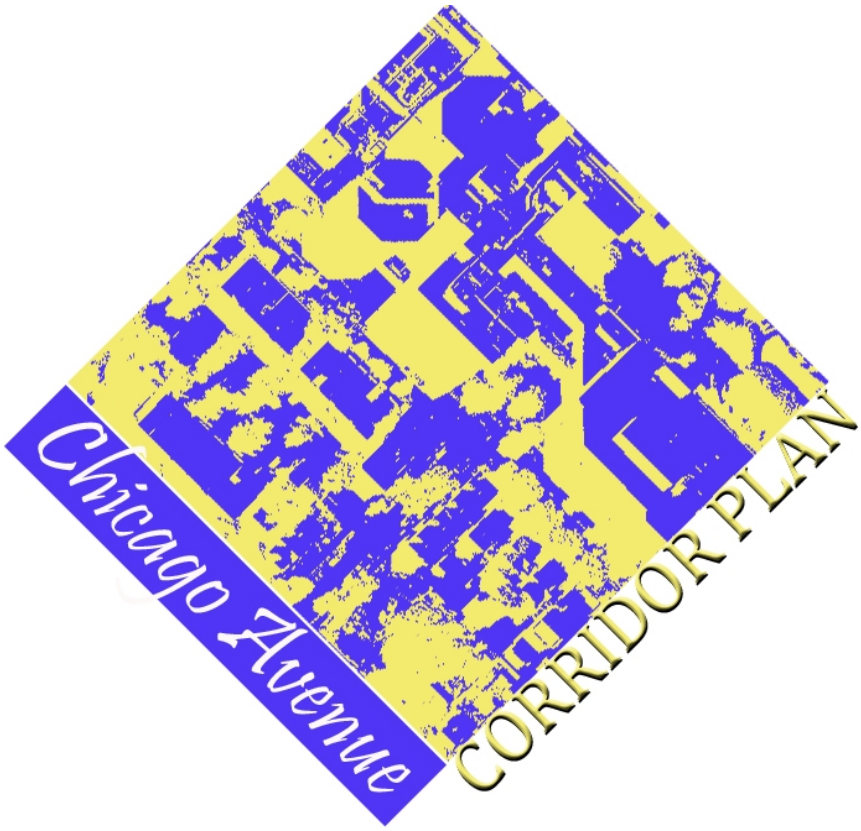

Chicago Avenue Corridor Plan
City of Minneapolis

Draft for Planning Commission and City Council Review

December 12, 2011

The Minneapolis Plan for Sustainable Growth

Prepared by the City of Minneapolis Department of Community Planning and Economic Development as an amendment to The Minneapolis Plan for Sustainable Growth

City of Minneapolis
Department of Community Planning & Economic Development - CPED

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Acknowledgements

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Chapter 1. Introduction

In 1887, Northwestern Hospital for Women and Children moved into an eight-room facility at the intersection of East 27th Street and Chicago Avenue. This began a 120-year history of change and development along the Chicago Avenue corridor, which today is home to a wide variety of housing, institutions, and businesses. Continued investment from public and private sources indicates that more change should be anticipated, raising important questions about land use, community development, urban design, and transportation.

Beginning with a community meeting in January 2010, the City of Minneapolis department of Community Planning and Economic Development (CPED) engaged area residents, institutions, and other stakeholders in a corridor planning process for Chicago Avenue. The project was staffed by the CPED-Planning Division and guided by a steering committee representative of key stakeholders. The geographic scope of the study is along Chicago Avenue between Interstate 94 and the Midtown Greenway.

Several factors converged making 2010 an appropriate time to take a comprehensive look at the future of the Chicago Avenue corridor:

Completion of the 2008 update to The Minneapolis Plan for Sustainable Growth, which reaffirms the City's designation of the Wells Fargo/Hospitals Area Growth Center. The Minneapolis Plan for Sustainable Growth directs that Growth Centers be the subject of small area planning efforts to guide decision-making and prioritize investments.

Small area planning in the Phillips West Neighborhood. The Phillips West Neighborhood Organization recently completed a small area plan for the neighborhood, which is west of Chicago Avenue. At the request of CPED, that plan does not include policy recommendations for parcels that front Chicago Avenue. This work served as one

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starting point for a broader look at the area that includes both sides of Chicago Avenue and extends north of Franklin Avenue.

National Planning Conference. In April 2009 planners from around the country engaged area residents and other stakeholders in a day-long community planning workshop focusing on Chicago Avenue. The workshop brought a national perspective to the corridor and helped identify important issues to be addressed in future planning. A summary of this workshop is available at http://planning.org/communityassistance/

Study Area

The Chicago Avenue Corridor Plan provides land use policy for one block on each side of Chicago Avenue between Interstate 94 and the Midtown Greenway. Other policy and context extends beyond these boundaries.

Plan Purpose and Use

The purpose of the Chicago Avenue Corridor Plan is to articulate an agreed-upon vision for private and public investment along Chicago Avenue over then next ten to twenty years, and to provide a framework for achieving that vision.

The plan is intended to be used by:

- Property owners making changes to buildings and sites
- Businesses and institutions planning for the future
- Residents, neighborhood groups, elected officials, and City staff when engaging with developers and property owners on development proposals
- The City Planning Commission and City Council when considering applications for rezoning, site plan review, and conditional use permits
- Other levels of government and community partnerships invested and investing in the area
- Minneapolis City Planning Commission and Minneapolis City Council adoption of the Chicago Avenue Corridor Plan means that decisions regarding land use, transportation, and community development will be made through the lens of the agreed-upon vision and policies articulated in the plan.
- In addition, The Minneapolis Plan for Sustainable Growth, the City's comprehensive plan, will be amended to incorporate the Chicago Avenue Corridor Plan. By statute, City decisions regarding zoning, purchase and sale of City-owned land, and bonding for capital improvements must be consistent with the policies of the comprehensive plan.

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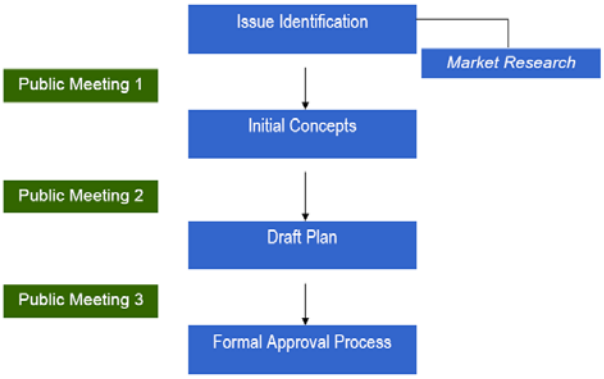
Process

The planning process was guided by a steering committee representing area stakeholders and staffed by the Department of Community Planning and Economic Development (CPED) at the City of Minneapolis. CPED contracted with Real Estate Research Consultants to develop a market assessment and economic development platform to inform the plan and process. All other material and process work was conducted by City staff.



The steering committee and City staff hosted three community meetings focused first on issue identification, then initial concepts, and finally a review of the draft plan. The plan was then posted on the web and made available in community locations for a formal 45-day review period prior to a formal adoption process at the City Planning Commission and City Council.

The planning process also included several opportunities for community engagement outside the traditional public meetings. A detailed account is provided in Chapter 4, Community Engagement.

Vision Statement

Participants in the planning process developed a vision statement to serve as the overarching goal for the plan. A vision statement describes the area 20 years in the future, once the plan has been achieved.

"Chicago Avenue is a vibrant corridor characterized by a commitment to diversity, history, health and wellness, housing equity, and economic and environmental sustainability. The corridor is home to high-quality hospitals, housing, neighborhood retail, open spaces, and jobs serving the neighborhood and the region. People travel to and around the corridor on foot, bicycles, wheelchairs, buses, cars, taxis, and streetcars. The street is welcoming, attractive, active, safe, and comfortable for residents, workers, and visitors."

Guiding Principles

The policies and implementation steps of the Chicago Avenue Corridor Plan have been developed through the lens of the following considerations:

- *Appealing, safe and walkable corridor* – well designed, active public and semi-public spaces aligned with CPTED principles

- *Mix of uses* – residential, commercial, office, institutional and mixed-use facilities in proximity to each other and within the traditional urban grid

- *Housing choices* – gateway community for many families with a healthy mix of market rate, affordable, rental and ownership housing

- *Livable community* – vibrant, safe neighborhoods with adequate amenities, institutions and facilities that satisfy the needs of the people living in, working in, or visiting this area

- *Constantly evolving* – rehabilitated and redeveloped properties to capture market deficiencies and leverage corridor vibrancy

- *Towards a common vision* – coordinated efforts by the community, stakeholders and agencies so that everyone is working towards the same goal - "wellness corridor"

- *Strong sense of place* – nationally recognized institutions well situated within the Phillips community and where neighbors are actively engaged with one another

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Chapter 2. Existing Conditions

Historical Context

Northwestern Hospital at 27th and Chicago, 1915

During the last decade of the 19th century, the expansion of the electric streetcar "trolley" system spurred residential and commercial development far beyond downtown Minneapolis and the Mill District. At its height in the 1920s, Thomas Lowry's Twin Cities Rapid Transit (TCRT) operated more than 900 streetcars, owned 523 miles of track, and was carrying in excess of 200 million passengers each year.

The line that ran down Chicago Avenue was in operation from 1890 until 1954. The development that took place along Chicago Avenue from Franklin Avenue to Lake Street was undoubtedly spurred along by the streetcar line after its placement in 1890. Blocks of densely concentrated single family residential structures lined Chicago Avenue from Franklin Avenue to Lake Street with some apartment buildings and commercial storefronts scattered throughout.

In addition, hospitals have a rich history along Chicago Avenue since the late 19th century that has continued to today. The area in and around 27th Street East and Chicago Avenue was chosen for health care in the late 19th century due to its proximity to "the city." The Northwestern Hospital for Women and Children opened there in 1887, and over the years medical and social services continued to locate along the corridor. Mount Sainai Hospital opened in 1951 at 22nd Street and Chicago Avenue. Today, Chicago Avenue is home to the Phillips Eye Institute, Hennepin County Medical Center, Children's Hospital and Clinics, Abbott Northwestern Hospital, and Allina Hospital and Clinics.

An important regional asset was built at the same time that growth was stretching southward along Chicago Avenue. The Milwaukee Road Railroad was constructed along 29th Street from 1879 and 1881. As automobile travel became more accessible to the average person, congestion plagued a number of intersections at 29th Street. In 1912 the City of Minneapolis mandated that the two modes of travel be grade separated between Holmes and Hiawatha Avenues. This unique feature was placed on the National Register of Historic Places in 1989 as the Chicago, Milwaukee, and St. Paul Railroad Grade Separation. Today, the Midtown Greenway serves cyclists and pedestrians as a grade separation recreational commuter trail that stretches from east to west across the entire city.

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Historic Properties

The Frank and Karen Brooberg Residence at 727 East 24th Street is one of several locally-designated historic landmarks in the Phillips Community, and the only such landmark in the study area.

Since 2000, there have been at least three historical surveys/studies that have included parts of Chicago Avenue from 18th Street East to the Midtown Greenway in their review. However, none of these reports provide an in-depth analysis on the architectural and/or historic significance of specific properties along Chicago Avenue.

In August 2000, The South Minneapolis: An Historical Context survey was completed by Hess, Roise and Company. The survey provided an overview of the sites in South Minneapolis that were already designated for heritage preservation by the Minneapolis Heritage Preservation Commission and those properties that were on the Commission's list of historic resources. This survey did not provide a list of additional recommendations for designation along Chicago Avenue, but concluded that The Phillips and Powderhorn areas of South Minneapolis have been and continue to be threatened by deterioration and frequent demolition.

In August 2001, an architectural survey was completed by URS Corporation. This survey analyzed Minneapolis' Central, Phillips, Powderhorn Park, and Whittier Neighborhoods. The main objective of this survey was to provide pictures and documentation sheets of 8,005 properties within the survey area. A documentation sheet was provided for 5,776 of these properties. A majority of these properties were listed as "possible historic or architectural significant and retain some integrity." However, an in-depth analysis was not completed to back up this recommendation.

The Phillips Neighborhood Historic Study was completed within the last decade. The report analyzed an area bound by 26th Street on the North, 28th Street on the south, Portland Avenue on the west, and Chicago Avenue on the east. This report provided a history of development in this area, highlighted prominent area developers, and provided historic images.

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There are four streetcar commercial properties that remain along Chicago Avenue; 805 and 810 Franklin Avenue, 2500 Chicago Avenue, and 738 East 27th Street. These properties are examples of commercial properties that served the nearby residential development during the early part of the 20th century. Similar to the residential properties their development in the earl part of the 20th century is related to the placement of the streetcar line down Chicago Avenue.

Although many of the one and two family homes along Chicago Avenue from the late 19th and early 20th century have been torn down, there are remaining examples on all blocks from Franklin Avenue to 28th Street East, with the exception of the stretch between 25th and 26th Street East. The strongest concentration of these residential structures that remain today are between 24th an 25th Streets and 27th and 28th Street. Many of these remaining late 19th/early 20th century houses share similar characteristics since they were developed within a short period of time after the opening of the streetcar line in 1890. The houses were often built as large two and a half story homes with Colonial Revival elements including symmetrical façade, wood siding, gabled roofs, and front porches.

Some of the residential structures along Chicago Avenue retain their architectural integrity and are a good representation of the built structures that lined Chicago Avenue from Franklin Avenue to Lake Street. Although the uses of some of the residential structures have changed to an office use, the houses that remain today are important in providing context to the late 19th century/early 20th century development pattern of Chicago Avenue, including the reason for hospitals deciding to locate here.

1938 aerial photo of Chicago Avenue from 25th Street to Chicago, Mailwaukee, and St. Paul railroad grade separation

Demographics

While the study area for this plan is a narrow strip of land along Chicago Avenue, demographic analysis presented here generally included the four neighborhoods of East Phillips, Midtown Phillips, Phillips West and Ventura Village (for the purposes of describing demographics these neighborhoods are herein referred to as the study area); this area is

generally bounded by I-94 and I-35W to the north, I-35W to the west, Lake Street to the south and Hiawatha Avenue to the east.

Real Estate Research Consultants (RERC) analyzed demographic trends to define the study area's socioeconomic context and compare its characteristics to the larger City of Minneapolis (the city) and Hennepin County (the county). Five-year projections (2009 to 2014) for attribute data were used to analyze near-term trends. The population in the study area has historically grown faster than the city and county during the last three decades, and for the near-term, all three areas are anticipated to have relatively flat population growth. The resident population within the study area is significantly more diverse than the city or county which is consistent with the area's role as a gateway neighborhood for immigrant communities. Average household size at just more than 3 persons per household is significantly larger in the study area than in the city or county.

The study area has lower household income and higher unemployment than the city or county with more than 3/4 of the households having incomes of $49,000 or less in 2009. Nearly 80% of the housing units are renter occupied in the study area compared to 50% and 33% for the city and county respectively. This high percentage of renters likely reflects not only lower household incomes but also the transitional nature of the area as a gateway community. Median home values are significantly lower than the city and county although average annual growth in home values has been fairly consistent among the three areas. Much of the housing stock is older in the study area with more than 80% of all housing built prior to 1980; this is consistent with the established, "built-out" condition of the study area and its proximity to the central business district. The following presents select demographic data and trends analysis for the study area.

With a median age of 30.7 years, the resident population of the study area is younger than the city and county populations, which have median ages of 35.2 and 38.0 years respectively. Of the total number of housing units located in the study area, more than 70% are valued at less than $150,000 and only 4 units in the area are valued at $300,000 and up, suggesting other factors such as rental-owner relationships, crime, age, condition, relative desirability, etc. have likely contributed to suppression of property values given what expectations would be for an in-town, established neighborhood. In comparison, housing units valued at less than $150,000 account for only 34% of the city's stock and just 19% of the county's total residential units.

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In terms of reaching places of employment, 68% of the employed resident population of the study area can commute to work in 29 minutes or less while 77% of the city's working residents and 73% of the county's employed population can travel to work within the same timeframe. Notably, more than a quarter of the working resident population in the study area uses public transportation to travel to work while less than 15% of employed city residents and 7% of county residents chose this same mode. Further, the study area also experienced the highest levels of walking and carpooling as travel modes. This data set and stakeholder interviews suggest few study area residents work nearby even though there are numerous jobs in the study area.

Lifesciences Corridor

The Minneapolis Lifesciences Corridor initiative was created to promote the lifesciences and healthcare in Minneapolis. Physicians, health and research institutions, and the City of Minneapolis came together to create an environment that attracts physicians and health professionals to Minneapolis. Activities included planning for street infrastructure improvements along the Corridor, fostering collaborative medical research activities, and communicating the strategic advantages of locating businesses and institutions in the Corridor.

The Minneapolis Lifesciences

Corridor is located in a 1.5 mile-long, 0.5 mile-wide area along Chicago Avenue in downtown and south Minneapolis, from Hennepin County Medical Center to the Midtown Exchange. Within the Corridor there are 19 health and medical institutions, 61 research labs and clinics, more than 2,300 physicians, 12,000 employees and 250 researchers.

The corridor is included in a State-designated Bioscience Zone, which provides tax incentives for lifesciences businesses within the zone. The designation went into effect on January 1, 2004 and expires December 31, 2015.

One of the goals of the Chicago Avenue Corridor Plan is to further examine the potential for new lifesciences development on Chicago Avenue through a market study, and to in turn clarify the land use implications of that potential.

Existing Land Use Policy Guidance/Past Planning Studies and Reports

Previous planning work in the vicinity of Chicago Avenue sets the stage for recommendations found within this document. The most recent planning efforts include *The Minneapolis Plan for Sustainable Growth* (the City of Minneapolis Comprehensive Plan), the *Phillips West Master Land Use Plan*, and the *Midtown Greenway Land Use and Development Plan*. Key policies or findings from these documents are summarized below:

The Minneapolis Plan for Sustainable Growth (Adopted by City Council in 2009)

- Identifies Chicago Avenue as a Commercial Corridor from 2nd Street S to Franklin Avenue, and a Community Corridor from Franklin Avenue to 57th Street East
- Designates the "Wells Fargo/Hospitals Area" a Growth Center
- The intersection of Chicago and Lake Street is identified as an Activity Center
- Future land uses adjacent to Chicago Avenue are guided for a mix of Parks and Open Space, Commercial, Public and Institutional, and Urban Neighborhood

Phillips West Master Land Use Plan (Adopted by City Council in 2009)

- Made recommendations for properties west of Chicago Avenue not fronting the corridor
- Land use recommendations include a large amount of stabilization, infill, and rehabilitation of existing buildings
- Redevelopment opportunities are identified along the Midtown Greenway

Midtown Greenway Land Use and Development Plan (Adopted by City

Council in 2007)

- Encourages the development of high-density housing and commercial uses between 28th Street and the Midtown Greenway, with careful consideration to how that development interacts with the Greenway

- Proposes a public promenade be constructed along the northern edge of the greenway as development occurs

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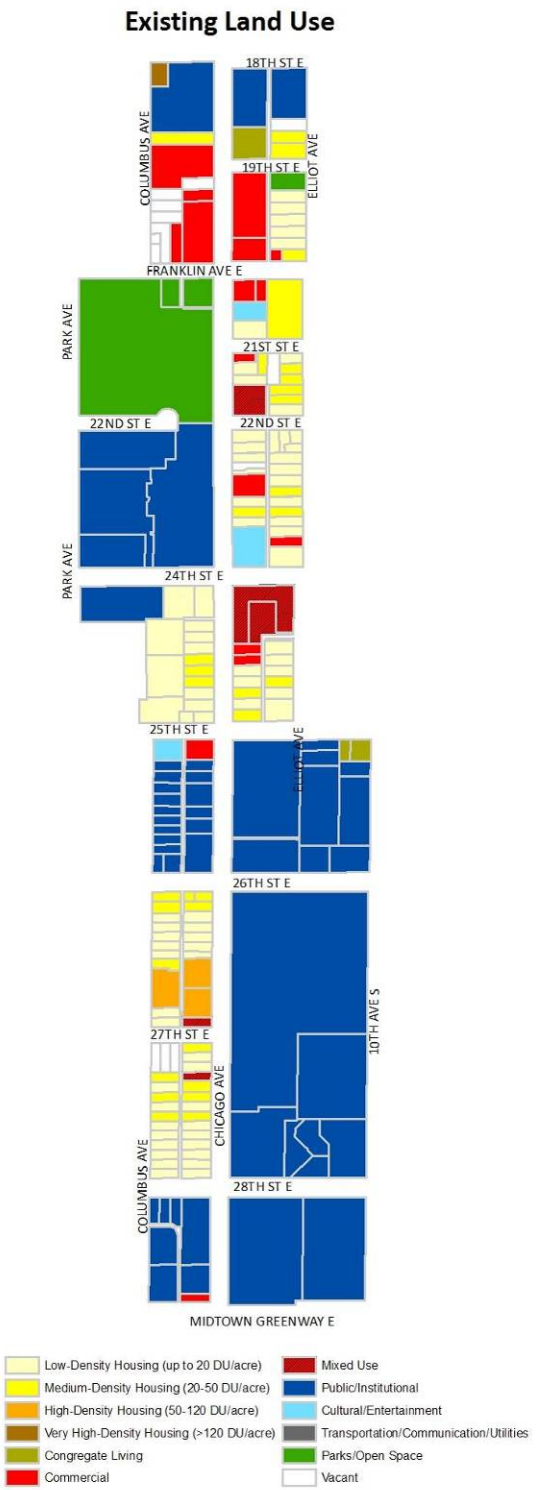
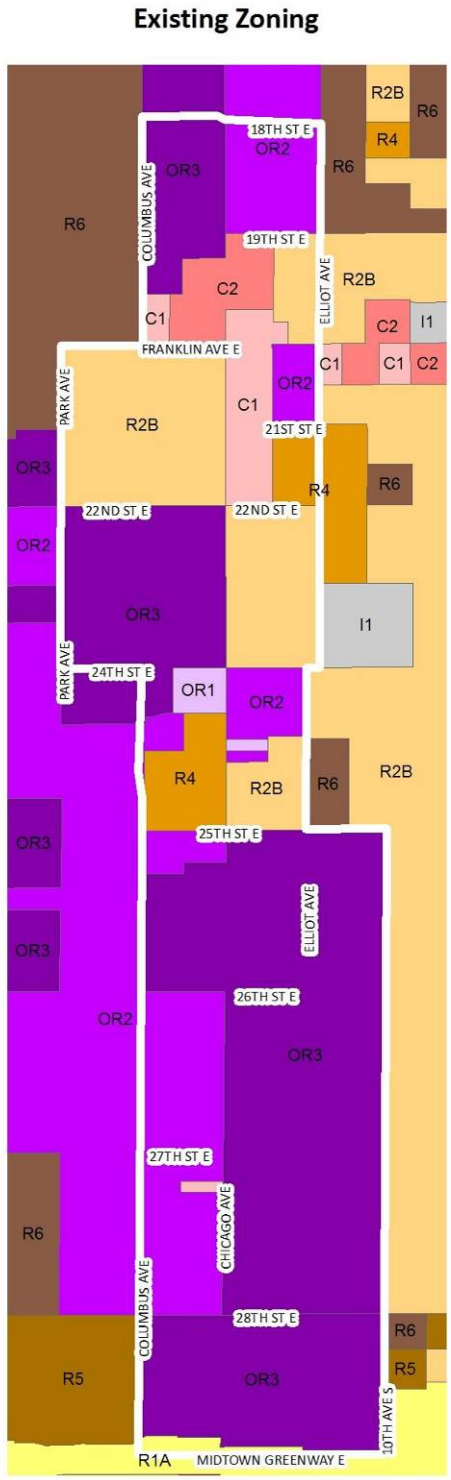
Existing Land Use and Zoning





Chapter 3. Market Assessment

The following market assessment of the Chicago Avenue corridor and vicinity is based on primary research conducted in the field, analysis of public agency and third party private vendor data, and interviews conducted with market participants and key stakeholders in the study area during September and October 2009. This work was completed under contract for the City of Minneapolis by Real Estate Research Consultants (RERC). This chapter includes minor edits from RERC's text to account for context within the larger plan document.

A discussion of the overall metro market, sector submarkets, the market study area surrounding Chicago Avenue, and the Chicago Avenue corridor from Interstate 94 and 35W on the north, south to the Midtown Greenway, follows. It is accompanied by a market outlook and basic plan platform that supports a discussion of potential opportunities in the corridor. This information and perspective is provided in order to inform the policy recommendations of this plan.

Market assessment: observed conditions and community assets

RERC's market assessment focuses on what future development may be supportable within the Chicago Avenue corridor. Specifically, RERC analyzed those properties bordering the east and west sides of Chicago Avenue (.5 to 1 block off Chicago Avenue) from Interstate 94 on the north to the Midtown Greenway on the south. The properties in the corridor have a variety of land uses ranging from single family residential to institutional, commercial and office. Zoning in the corridor primarily includes the Office Residence Districts and Commercial Districts zoning designations.

Fieldwork conducted in September 2009 revealed a mix of disparate land uses throughout the study area and corridor. Established east-west commercial corridors were observed along Franklin Avenue and Lake Street and major institutional uses and single family/duplex residences front Chicago Avenue. It was not uncommon to observe low density residences proximate high rise apartment towers, medical facilities and parking ramps. The Phillips West neighborhood had the greatest dispersion of non-similar uses/densities/intensities of the four neighborhoods whereas the other three neighborhoods appeared to have generally intact established residential blocks with separate outboard commercial corridors.

The study area contains both estate-type Victorian homes, with deep setbacks (100 feet +/-) along Park Avenue, converted to multi-tenant residences and institutional/office uses, as well as more modest housing product that ranges from single family to multi-tenanted single housing structures commonly found in older, in-town residential neighborhoods. Multifamily apartment projects observed included highrise and mid-rise senior living facilities in Phillips West, 3-4 story apartment buildings developed by non-profit housing developers in the Franklin Avenue corridor, highrise public housing apartment towers at the far western edge of the study area, and a recently foreclosed 4-story market-rate condominium project

with ground floor retail at the southeast corner of Chicago Avenue and 24th Street.

One public elementary school exists in the study area and it is complemented by several charter schools. Parks were also observed in the study area, each having varying degrees of deferred maintenance, programming and amenities. Public and social service facilities were also identified in the study area, and according to the stated opinions of residents and businesses interviewed, these service facilities are disproportionately concentrated in the study area relative to the larger City. Some limited neighborhood convenience retail was observed, predominately at the intersections of Chicago with Franklin Avenue and Lake Street. Limited small, independent restaurant/convenience store development was identified along Chicago Avenue.

The historical character of the study area is an attractive attribute. Many of the improved residential and religious structures in the study area date to the early 20th Century and post World War era, providing a great range of architectural character and variety. Established religious facilities serve as gathering points in the community and residents believe neighborhood identities center around community parks.

The architecture combined with the history and events of the area provide a reference and context for future development.

The area has historically been a gateway neighborhood for immigrant communities relocating to the metro area and this is a history that continues today. With these communities comes greater diversity in peoples, religions, cultures, traditions, etc. While this diversity is an asset, it can and does present challenges for future planning and maintaining the historical context of the area. The needs of both the immigrant communities and those resident families living on modest incomes have presented challenges to the original low density nature of the neighborhood, creating increasing need for more affordable housing options in multifamily arrangements and social services to provide stabilizing influences in the study area. Planning and delivery of such services remains challenging as numerous languages and dialects are spoken by area residents, making basic communication difficult at best. Religious and cultural orientations that are more family-centric rather than neighborhood-focused can also contribute to a divergence at times of priorities related to community amenities and needs; this can in turn directly impact planning initiatives and associated outcomes for the area.

Major developments currently underway in the study area almost exclusively include medical institutional investments or new social services facilities.

Recent construction activity includes the Children's Hospital campus expansion which included the 2009 opening of a new 141,000 square foot Children's Specialty Center and an approximate 700-car parking ramp as well as an ongoing expansion that includes enhanced operating rooms and a new emergency department, neonatal intensive care unit and cardiovascular center. The hospital's total investment will be approximately $220 million but this amount includes converting semi-private rooms to private rooms at the hospital as well as expansions.

Other than this institutional investment, no other commercial or residential construction activity was observed. A number of residential listings were observed in the study area although stakeholders familiar with recent sales activity indicated land values had declined and sales of existing buildings had softened during the current economic cycle. Agency disinvestment has occurred in the area including discontinuation of activities of the Boys and Girls Club.

A significant portion of Chicago Avenue was recently reconstructed, reconfiguring the avenue to a narrower 2-lane bi-directional facility plus one lane of on-street parking in each direction.

A future, longer-term streetcar alignment on Chicago Avenue is planned by the City, and if such streetcar service materializes, this alternative transportation mode would reinforce and stabilize market values in the area and likely support greater density/intensity of development along the alignment. Today, the land economics along the corridor support lower intensity development but case analyses in other national markets indicate fixed transit alignments improve land values and drive greater intensity of use. This suggests the existing 1- to 2-story residential and commercial product will likely experience improved land values that support redevelopment in the 3- to 4-story product range.

The prevailing scale of new or recent residential development in the study area appears to concentrate around multifamily product, generally on the order of 30 to 50 units per development. According to Hope Community, a local non-profit housing developer, a future multifamily residential project is planned as the fourth and largest phase of the Franklin Portland Gateway Project and represents an investment of $25 million which will include 150 dwelling units. This scale would be unusual for the area (and for the Gateway Project to date) and would rely on tax credits and other subsidies/grants to support the project which is planned to be 50% tax credit/affordable units and 50% market rate units. Previously completed phases of the gateway project have included 30, 40 and 49-unit buildings.

Non-medical, commercial activity has been limited and on a small scale, generally focused on Franklin Avenue or Lake Street. A newer Sheraton Hotel primarily serves the medical institutions in the corridor, and the Midtown Exchange is by far the most significant commercial redevelopment project within the broader area context. The Exchange is home to the Allina Commons offices and the Midtown Global Market which offers a mix of fast casual, quick service and table service dining options along with an international retail bazaar. The Midtown Exchange is located on the Midtown Greenway which is a grade-separated, rails-to-trails project that provides an east-west bikeway connection through the city. The Greenway has led to a significant increase in bike ridership as an effective alternative for commuting to work.

The study area is home to several large anchor medical institutions including Abbott Northwestern Hospital, Children's Hospital and Phillips Eye Institute. Combined, these facilities employ approximately 8,100 staff and also have approximately 2,300 affiliated physicians. Each of these medical institutions are located along or proximate Chicago Avenue, however the campuses generally orient inward and have significant parking ramps that face out to the surrounding neighborhood.

Abbott Northwestern's current master plan includes approximately $256 million in identified projects to remodel and expand the facility vertically in order to ensure a 30-year life cycle for its facilities. In addition, a $115 million Women and Babies hospital with 65 beds and bassinettes is planned as a joint venture with Children's Hospital. Abbott Northwestern currently has 627 beds although the hospital is licensed for 952 beds. Children's Hospital has 183 beds and 50% of the beds are critical care beds. Both Abbott Northwestern and Children's Hospitals lease space in medical office buildings in the corridor.

Phillips Eye Institute is the third largest eye specialty hospital in terms of patient volume in the United States. Dedicated to the diagnosis and treatment of eye diseases and disorders, Phillips Eye Institute draws patients from a five state region.

The study area is also home to the Wells Fargo corporate campus as well as the Allina Commons offices at the Midtown Exchange which have an additional combined 5,000 employees, bringing the total employment at these five employers to more than 13,000 people.

The study area's close proximity to the Central Business District is a key attribute that can positively affect the long term value and sustainability of the area. As travel commute times lengthen due to additional demand on metro infrastructure, in-town neighborhoods have historically benefited. This is a result of an increase in new residents working in the CBD investing in close-in property as the original benefit of larger suburban homes at lower prices no longer outweighs shorter commute times. Similarly, as the CBD continues to be reinforced as the business and cultural hub of the metro area, people desiring urban amenities the city offers at more affordable prices will look to surrounding in-town neighborhoods for their principal residential investments.

Barriers and challenges to investment

A major challenge to investment in the area is one of perception. Study area residents and employees as well as residents outside the area perceive the Phillips Neighborhood as unsafe and having rampant crime. While there has been a history of crime activity in the neighborhood which peaked in the 1990's, current crime activity levels have significantly improved over past levels. Crime reports for the four neighborhoods in the study area for January through August of 2009 indicate approximately 6.4% of all reported crime within the City of Minneapolis occurred in the study area and one of the 12 homicides in the city was reported in the study area. These statistics indicate the four neighborhoods in the study area range from the 10th to the 27th highest ranked of the 87 city neighborhoods in terms of total crimes reported. While crime still exists in the study area today, reported incidences have declined significantly during the last 15 years and the strong continuing perception the area is one of the least safe neighborhoods in the City appears overstated given the actual crime statistics.

Major interstate access to sites in the study area is constrained with limited access ramps to I-94 and I-35W. Large sound walls and culverts along the interstate system further visually and physically separate the study area from surrounding development areas, predominately along the study area's western and northern boundaries.

Serving the needs of the diverse resident groups in the study area are numerous non-profit organizations and social service agencies. While these groups provide an asset to the area by providing resources and assistance to those having distinct needs, many neighborhood residents have expressed resentment over the locating of such organizations and agencies within the study area. They feel the number and type of organizations and agencies are disproportionately directed to the Phillips neighborhood. Several of the non-profit groups have developed residential projects in the study area that use tax credits/grants to provide affordable housing in the range of 30-50% of area median income (AMI) for rental projects and 80-115% of AMI for ownership projects.

While meeting an important segment of residential housing demand, the majority of new housing product delivered has been priced below market due to their funding requirements and consequently few stand-alone market rate housing projects exist in the study area. One market rate condominium project, the Minneapolis Grand, developed at the southeast corner of Chicago Avenue and 24th Street, went into foreclosure before being remarketed by a bank. The project has a large amount of ground floor commercial space, much of which has remained vacant. The virtual absence of market rate projects presents a challenge for investment by developers who need to provide financial lenders well-documented analyses that indicate stability in rental rates, healthy unit absorption rates and comparable successful projects. Going forward, investment in market rate housing product will remain dependent on the quality of area amenities such as schools and parks, transportation access to employment centers, and neighborhood safety.

Regarding commercial office and retail development, some of the drivers for site selection and investment in these market sectors include availability of nearby skilled workforce, site access and visibility, and co-location with like or complementary uses. Depending on the industry, the study area's workforce may or may not be an asset to attract investment. Medical office and related healthcare uses appear the most competitive for attracting investment in the study area given the critical mass and skilled employee population already in the area.

A significant challenge to new medical development investment remains the limited number of potential sites within the corridor and the neighborhoods' resistance to further encroachment by these types of uses. These factors make it difficult to assemble or identify development sites for significant medical facilities or related uses. It is important to note the corridor competes with the medical/biosciences cluster at the University of Minnesota, logistically and financially, for what might be the obvious complementary or desirable uses targeted for this corridor. Designated the Biomedical Discovery District, the new $292 million research park at the University of Minnesota will be home to facilities that focus not only on research but applied research and moving that research into patient care. The University's talent pool of students, academics, and research grants further reinforce complementary uses choosing to locate in the Discovery District. For these reasons, the Lifesciences Corridor is at a competitive disadvantage given the investment momentum and critical mass forming at the University.

The study area's dominant north-south corridors and east-west connections such as the 26th and 28th Streets one-way pairs promote high capacity pass-thru traffic that contributes little

to the area's economic and market vitality. Further, pedestrian access across Park and Portland Avenues and 26th and 28th Streets is strongly compromised, further constraining resident mobility and disconnecting the fabric of the neighborhood. The major east-west corridors of Lake Street and Franklin Avenue have become concentrations for retail and services, and new investment in these uses traditionally co-locates with existing retail and service centers to capture the synergy already present in terms of customer base and shopping patterns, access and visibility. National retailers and restaurants require high traffic counts and minimum frontages on commercial corridors when selecting sites; these criteria, in addition to limited site availability for outparcel development, make investment in contiguous retail and services challenging in the corridor. To address these challenges to investment, both the local resident households as well as the employment center work population must be considered when analyzing demand for market-based retail and services development. Future development in the corridor, certainly in the near term, is likely to be occupied by local, independent operators while the national brand operators continue to reinforce the existing east-west commercial corridors.

Although these challenges and barriers to investment exist, the study area's history and proximity to downtown, medical base, historic building inventory, and network of social providers offer foundation on which future activity can be planned even if the near-term outlook is not optimistic.

Market Outlook

Overall, the immediate market outlook is not favorable for development in the study area and corridor. The area has experienced some visible disinvestment that is not being offset by the larger initiatives sponsored by the key medical institutions which, rather than expanding, are reevaluating and repositioning their health care missions. Despite the intense concentration of hospital-based and medical-related employment, the study area has not captured a share of the regional development commensurate with the value of the health industry's physical plant. There are many reasons but, in our opinion, the area has simply not been able to compete because there are limited sites, neighborhood resistance to intrusion, lack of quality amenities, inadequate east-west access which, together with other issues, makes other areas more attractive for development, certainly in the near-term.

In the near-term (1-5 years), the study area market is likely one of correction and stabilization. Given national, state, metro and study area trends observed during the current economic cycle, the need for stabilizing existing commercial building and housing unit inventories with new tenants/occupants to increase occupancy and rental rates will remain a priority before additions to market inventory are feasible.

In the mid-term (6-10 years), organic growth in demand for medical and commercial office, retail, restaurant and services space is anticipated to be incremental but modest given population and employment growth near or within existing concentrations of competitive product elsewhere. The outlook for new hotel room demand in the study area beyond that which is currently provided by the Sheraton Hotel is not favorable given overall lack of demand, trends in hospital suite design that allow patient rooms to better accommodate family members on-site, and shorter hospital stays.

Conversations with stakeholders identify the study area as a zone for lifesciences investments but, as conditions seem to indicate, these expectations for the foreseeable future do not align with the environment and resources needed to support this objective. For the moment, the most obvious location to attract these kinds of activities is proximate the University of Minnesota in the Biomedical Discovery District where the social, capital, and physical resources are better matched to similar goals. Demographic trends are anticipated to generally drive commercial office demand to the I-394 and I-494 corridors, Minneapolis CBD and suburban St. Paul submarkets which account for about 70% of the existing metro inventory. Retail, restaurant and services demand is anticipated to generally follow existing retail concentrations in the Rosedale, Southdale, Ridgedale and Calhoun submarkets which account for about 30% of the existing metro inventory. Residential demand will likely be driven to expanding and emerging suburban markets and near-town neighborhoods such as the Uptown-Calhoun area that provide superior neighborhood amenities and proximity to the urban core.

Medical Office and Medically-related Support Facilities

The Minnesota lifesciences and bio-business industry will continue to grow and expand fueled by the aging population's need for life science products, the skilled and educated workforce, the network of high quality medical institutions, development initiatives at the University of Minnesota and supportive local governments. Overall growth in the lifesciences industry may be impacted in the near-term due to the slowdown in the general economy and the instability in the credit markets which will likely make raising venture capital funds for medical office buildings in the public and private markets more difficult.

The currently known capital plans of the hospitals within the corridor do not consider a need for additional office space, and the limited number of hospital beds suggests that future staff or physician demands will not encourage substantial related investments by third parties. While some peripheral support activities--testing laboratories, storage facilities, smaller clinics, compounding pharmacies and similar uses--are reasonably expected, they will not together change the area's character.

In the near-term, planned and pending medical office space vacancies by the anchor medical institutions currently occupying the privately-owned medical office buildings in the corridor will require these buildings to go through a significant re-lease-up period that may take several years based on the amount of vacated space anticipated.

In the mid-term, incremental demand for medical office space in the corridor is anticipated in conjunction with normal operations, renovations and relocations at the anchor medical institutions. This incremental demand will likely present a challenge for developers and landlords to assemble enough tenants to justify the substantial capital investment and financing requirements for larger medical office buildings similar to those existing in the corridor. New medical office space in the mid- to long-term may be supplied more economically through adaptively reusing/expanding existing improved buildings in the corridor where possible. There may be an opportunity to attract and capture a significant portion of the anchor medical institutions' back-of-house space demand in the corridor if single digit rents or similar cheaper cost bases could be offered. The institutions have stated preferences for consolidating these functions (e.g. accounting, call centers, information

technology, and foundation work) proximate their main campuses to minimize travel times, logistical coordination, etc. These relocated functions may support demand for office/flex space on the order of 150,000 square feet or more. In the regional market, the University of Minnesota and the Biomedical Discovery District will remain a competitive concentration of medical office space and future planned investments in the District will likely direct a larger portion of future demand to the University area.

Retail, Restaurant and Service-related Office

MARKET STUDY AREA SUPPORTABLE DEMAND 2014 (in square feet)

	Household Demand	Employment Center Demand	Total Supportable Demand
Retail			
Grocery Store	37,000 - 46,000	6,000 - 7,000	43,000 - 53,000
Convenience Goods	35,000 - 43,000	5,000 - 7,000	40,000 - 50,000
Shopper Goods	223,000 - 273,000	34,000 - 42,000	257,000 - 315,000
Subtotal	*295,000 - 362,000*	*45,000 - 56,000*	*340,000 - 418,000*
Restaurants			
Full Service Restaurants	19,000 - 23,000	3,000 - 4,000	22,000 - 27,000
Limited Service Restaurants	17,000 - 21,000	3,000 - 3,000	20,000 - 24,000
Specialty Food & Drinking Places	5,000 - 6,000	1,000 - 1,000	6,000 - 7,000
Subtotal	*41,000 - 50,000*	*7,000 - 8,000*	*48,000 - 58,000*
Services	597,000 - 730,000	39,000 - 47,000	636,000 - 777,000
Total	**933,000 - 1,142,000**	**91,000 - 111,000**	**1,024,000 - 1,253,000**

Source: Real Estate Research Consultants, Inc. (RERC); Census of Retail Trade; Dollars and Cents of Shopping Centers; Sales & Marketing Management, Survey of Buying Power; Claritas 2009

Existing retail, restaurant and services space inventory in the corridor appears to lag RERC's estimated current and near-term household demand; however, recent market declines in retail and restaurant sales and reduced service needs will likely hinder financing for businesses to expand operations and open new locations to answer this unmet demand in the near-term. To determine existing and near-term demand for retail, restaurant and services space in the corridor, RERC used its proprietary retail, restaurant and services models employing relevant market data and observed market conditions to determine supportable demand for each type of use.

RERC's retail and restaurant models are gravity models that address retail and restaurant choices and spatial concentrations of spending. The models were calibrated based on the most recent economic census data for the Minneapolis metro area. The models generate the amount and the nature of retail and restaurant space supportable within a given trade area based upon the number of households and the average household's effective buying income at a given point in time. While the location and general nature of the study area is not favorable for traditional office development, service-related office uses are likely appropriate for the site. These types of uses are usually located in a retail space environment and generally include banks, dry cleaners, small medical office, etc. RERC's services model employs a methodology for estimating service space demand by incorporating population

growth, employment, and the number of establishments for different service facility types, all within a specific physical construct.

SUPPORTABLE DEMAND WITHIN CORRIDOR 2014 (in square feet)									
	Household Demand			Employment Center Demand			Total Supportable Demand		
Retail									
Grocery Store	6,000	-	7,000	3,000	-	3,000	9,000	-	10,000
Convenience Goods	9,000	-	11,000	3,000	-	4,000	12,000	-	15,000
Shopper Goods	0	-	0	0	-	0	0	-	0
Subtotal	*15,000*	-	*18,000*	*6,000*		*7,000*	*21,000*		*25,000*
Restaurants									
Full Service Restaurants	0	-	0	1,000	-	1,000	1,000	-	1,000
Limited Service Restaurants	4,000	-	5,000	1,000	-	1,000	5,000	-	6,000
Specialty Food & Drinking Places	1,000	-	1,000	0	-	0	1,000	-	1,000
Subtotal	*5,000*	-	*6,000*	*2,000*		*2,000*	*7,000*		*8,000*
Services	46,000	-	56,000	4,000	-	5,000	50,000	-	61,000
Total	**66,000**	**-**	**80,000**	**12,000**	**-**	**14,000**	**78,000**	**-**	**94,000**

Source: Real Estate Research Consultants, Inc. (RERC); Census of Retail Trade; Dollars and Cents of Shopping Centers; Sales & Marketing Management, Survey of Buying Power; Claritas 2009

Using these proprietary models, RERC determined overall market study area demand (household and employment center) and corresponding 'within the corridor' demand likely to be captured using the households within the study area and a pro-rated full time equivalent expenditure by employees at the corridor's anchor medical institutions. The following tables summarize the supportable demand identified through RERC's modeling and analyses. The first table presents the total supportable demand through 2014 in square feet for the entire market study area and indicates what portion of total demand is contributed by area resident households versus employment center demand.

To estimate the amount of market study area demand that could be captured within the corridor, regional and community shopping center demand was assumed to be allocated outside the corridor due to its site selection criteria including physical site requirements, required vehicle trip exposure, transportation access, and co-locations among others. The following table presents the total supportable demand through 2014 in terms of square feet that are estimated to be captured within the corridor from the entire market study area and indicates what portion of total demand is contributed by area resident households versus employees at Abbott Northwestern, Children's Hospital and Phillips Eye Institute. The demand analysis employs a fair share allocation method to distribute future demand among existing geographic concentrations of retail, restaurant and service space in the market study area.

Given the existing on-site cafeterias, cafes, credit unions, day care and pharmacies at the anchor medical institutions, the supportable demand associated with the medical employment center (12,000 – 14,000 SF) appears to be in general equilibrium with the existing supply of inventory through the 2014 timeframe.

However, resident household demand (66,000 – 80,000 SF) appears to exceed existing supply in the corridor. Based on the existing corridor inventory of retail, restaurant and services space identified through property appraiser parcel data, roughly 25,000 to 40,000 square feet of unmet retail, restaurant and services space demand exists in the corridor through the 2014 timeframe. Given the financial challenges and lack of business expansion in the near-term, much of the undersupplied demand is likely to be accommodated in new space in the mid-term timeframe with the exception of vacant space already in the market that will likely offer discounted rental rates to grow occupancy levels. One specific opportunity might include the Minneapolis Grand where a majority of its 27,000 square feet of ground floor commercial space remains vacant following a series of bankruptcy filings and foreclosures. As the project stabilizes and residential units become occupied, this ground floor retail space may become more attractive to businesses starting to consider a location in the corridor—attracting credit worthy tenants to finance build out of the shell space in the near-term will remain a challenge. Of note, not all of the retail space at this development is properly positioned for retail space given its orientation to secondary streets.

Based on RERC's analyses using the retail-restaurant-services models, those tenant types having the greatest resident household demand and additive employment center demand through 2014, and which are not already sufficiently represented in the corridor, include:

- Convenience store
- Limited service, fast casual restaurant (e.g. Chipotle, Zaxby's, Jimmy John's)
- Coffee shop
- Bank (full or limited service)
- Insurance and real estate offices
- Business support (e.g. FedEx/Kinkos, UPS Store)
- Outpatient care center (urgent care, walk-in clinic)
- Small day care (in addition to YWCA center)
- Laundry and garment services
- Barber shop/salon

Residential

In the near-term, the outlook for residential uses in the study area and corridor responds to the current market saturation of rental product and overall housing vacancy level. In 2009, the estimated occupancy of all housing in the study area is approximately 89%; this compares to 93% and 95% for the city and county respectively. Housing inventory in an area is generally considered stabilized at 95% occupancy such that additions to supply can easily

be supported. Given historical housing deliveries and absorption in the study area over the past decade, we anticipate it could take 4 to 5 years to stabilize rents and values of the existing inventory and therefore no significant housing additions are anticipated in the near-term. During the period, general housing affordability in the study area should be preserved for residents in the 30-60% of area median income (AMI) range; however, product offerings for the workforce at 80-120% of AMI will likely remain noticeably absent.

In the mid-term, more affordable housing options will continue to be sought in the study area as new immigrants to the metro area follow their predecessors. Non-profit residential development will be most realistic near the end of the near-term/beginning of the mid-term once existing inventory has found equilibrium. Housing additions may take the form of small 30-50 unit or possibly larger multi-phase developments that leverage tax credit/grant monies to deliver more affordable rents/sale prices. Workforce housing and market rate product in the study area will remain difficult at best to support in the mid-term as employment levels are projected to be initially flat and then experience only small growth. New household formations and corresponding housing demand will follow employment trends and workforce and market-rate household demand will flow to other more accessible and amenitized neighborhoods in the metro area until such time needed community investments in schools, parks and safety are made in the study area. The Midtown Greenway stands as one exception and aims to attract bike-oriented residential development to its borders. This development area, however, will likely follow the build out of other areas along the Greenway that have additional amenities and attractive location factors and therefore the Greenway will likely be of greater significance in the mid- to long-terms. In the longer term, workforce and market rate multifamily residential development on the blocks immediately east of Chicago Avenue and across from Peavey Park may come to fruition as an outcome of the public and institutional catalytic projects identified for the corridor in the short and mid-terms. These redevelopment projects will rely strongly on private sector investment and private assembly of the land necessary to support projects having densities in the 50-60 units per acre range; the future streetcar alignment on Chicago Avenue will further support these private developments. Over the past several decades, the study area's housing inventory has had a general profile of about 80% rental and 20% ownership. This distribution is unlikely to change significantly in the foreseeable future absent implementation of specific programs to promote greater home ownership in the area and delivery of more attainable ownership housing product.

Basic Plan Platform

RERC analyzed property appraiser parcel data to determine the underlying capacity of the property in the corridor to establish context for how the existing land uses and zoning within the corridor respond to the foreseeable market conditions. In effect, no commercial vacant property exists in the corridor that could accommodate the types and scale of development anticipated. While individual vacant parcels exist, they are not generally contiguous, lack visibility and do not typically front Chicago Avenue.

There are blocks in the corridor where future redevelopment could provide substantial capacity for lifesciences and medical activities. For example, the two residential blocks along Chicago Avenue and immediately west of the Abbott Northwestern campus are currently

zoned for approximately 700,000 square feet or more of commercial/institutional uses; alternately, these same blocks could accommodate roughly 400 residential units under existing zoning. While this is not necessarily a recommendation to redevelop these blocks, it does illustrate the underlying capacity by right which already exists in the corridor. Additional capacity exists on the Children's Hospital property just south of the new Children's Specialty Center where potentially up to 300,000 additional square feet might be developed under current zoning. Other redevelopment blocks may exist in the corridor as well. In addition to these blocks, opportunities likely exist for reuse of existing buildings for purposes more directly related to the lifesciences and medical nature of the corridor.

Overall, anticipated future capacity needs for property in the corridor based on the near-and mid-term market outlook, and possibly the longer term as well, appear to be satisfied by existing land use and zoning regulations that provide adequate entitlement. However, the form and scale the existing capacity in the corridor takes presents opportunities and challenges for reuse and redevelopment to create attractive sites for lifesciences and medical activities. Therefore, zoning must provide the flexibility to accommodate changing market conditions and development parameters long-term.

Potential Opportunities

In a region of modest overall growth, the study area is likely to show limited, if any, growth based on prevailing patterns and expectations. Without intervention, there is a likelihood that the study area will remain economically disadvantaged compared to the city and the county with decreasing rates of homeownership and declining property values.

These less than favorable conditions, in aggregate, are not favorable to supporting new market activity but, by themselves, should not be interpreted to mean an absence of opportunities. Rather opportunities have to be carefully advanced on a case by case basis within a broader strategic plan for the area, and they are likely to require incentives to underwrite cost and risk that may not exist elsewhere in the region. It is apparent, for example, based on the commuting patterns that there is a misalignment between the immediately adjacent employment base and the area's residents, whatever the underlying cause. By inference, it can also be conjectured the substantial working population in the area's medical facilities do not live nearby, again whatever the reason. The former situation speaks to a need or opportunity for economic alignment and the latter to a need or opportunity to generate new housing. Whether or not these opportunities can be leveraged is the challenge.

To the degree new development should occur or be encouraged within the study area, there is an implicit premise this same development has been or will be extricated from another location, possibly where it is more suitable or contextually appropriate for many reasons. Under such circumstances discussions–centering on the promotion of areas within the city where new development may otherwise not occur--assume a political as well as a strategic character.

The market assessment and outlook presented here employs an organic trending of metro growth and existing development patterns that have emerged in the 2000's. The estimated

supportable demand for the various real estate sectors could be positively influenced by an enhanced regulatory and market framework created by new economic development policy, land use and transportation policies, and community reinvestment and redevelopment initiatives. RERC's follow-on analysis and strategic assessment of specific opportunities in each of these areas identifies actions necessary to create this enhanced framework for the corridor's future. Some of these specific concepts are centered on opportunities for:

- adaptive reuse of existing improved buildings and infrastructure,
- in-fill development to promote quality urban design and enhance property values,
- directed private, institutional and public investment in neighborhood infrastructure, amenities and programs,
- leveraging underutilized assets already in place, and
- repositioning failed market assets to promote more desirable market dynamics in the corridor and study area at large.

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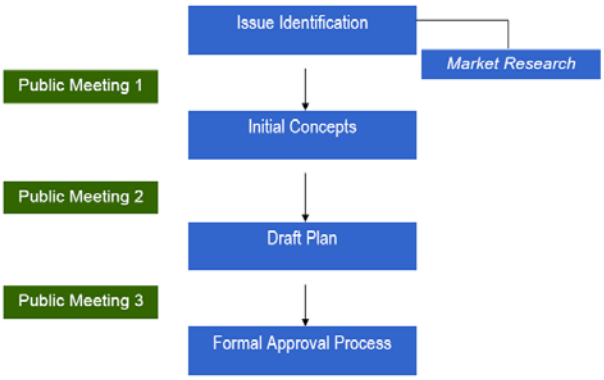
Chapter 4. Community Engagement

Approach to Community Engagement



The Chicago Avenue Corridor Plan process was guided by a steering committee representing area stakeholders and staffed by the Department of Community Planning and Economic Development (CPED) at the City of Minneapolis. The steering committee and City staff hosted three community meetings focused first on issue identification, then initial concepts, and finally a review of the draft plan. The plan was then posted on the web and made available in community locations for a formal 45-day review period prior to a formal adoption process at the City Planning Commission and City Council.

Prior to the first community meeting, the steering committee brainstormed a detailed list of stakeholders in each of the following categories:

- Neighborhood Organizations
- Businesses and Business Associations
- Residents
- Religious Institutions
- Community Development Corporations/Social Services/Housing Providers
- Government Agencies
- Major Employers, their Employees, and Visitors
- Schools
- Other non-profits and community initiatives
- Property Owners

The committee and staff also agreed to conduct the planning process using the following principles of community engagement:

- All stakeholders will have opportunities to be involved in the planning process and recommendations.

- Public open houses should be lively, informative, engaging and structured to solicit maximum feedback. Events shall be conducted in a mixed format including time for informal browsing and conversations, slide presentation, Q&A session and take home survey response forms.

- Create attractive graphic materials, flyers to further participation at public venues or events that may occur during the planning process. Place professionally designed project displays at prominent well-used locations such as hospital break rooms, school notice board, neighborhood association notice boards etc. along the Avenue to generate interest in the planning process and offer an opportunity for input

- Solicit input through simple survey questions for greater participation and inclusiveness, the results of which may be interpreted in technical planning terms

- Plan and execute well- facilitated focus group and community meetings, so everyone gets a chance to have a word.

- Devise a system for efficient staff responsiveness and availability to answer questions at meetings, over phone and comments from the website

- Actively include traditionally non-represented communities and solicit input in a manner that best suits them.

- Use technology to advertise the planning effort, but make sure that non-Internet users are fully engaged as well.

Summary of Input Received in Issue Identification Phase

The issue identification phase of the planning process began with a community meeting in January 2010. The meeting was advertised directly to property owners via U.S. Mail and publicized widely by neighborhood groups and other stakeholders. Attendees heard a brief presentation from City staff and spent the remainder of the meeting in breakout groups discussing and documenting their ideas related to land use, retail/office, housing, parks and open space, transportation, economic development, and design and public realm.

Also during the issue identification phase, staff conducted small focus groups or brief presentations at various locations, including the Franklin Area Business Association, customers at Village Market, the Chicago-Lake Business Association, staff at Abbott Northwestern Hospital, and the Midtown Phillips and Ventura Village neighborhood associations.

Following is a summary of the input received at all of these venues during the issue identification phase.

Expressed Community Values

- Diversity
- History
- Multimodalism – Bicycles, Pedestrians, Public Transportation, Cars
- Community Gathering Places
- Economic and Environmental Sustainability
- Recreation
- Health and Wellness
- Housing equity

General Input

- The Phillips Community is an attractive area within the City due its close proximity to downtown and major employment opportunities
- This community has always been a gateway community welcoming new residents to the City
- There are mixed perceptions of this Community, however recent impressions of the community are more positive
- Concerns about safety and security are now shifting to a broader desire for increased quality of life.

Land Use

- The traditional mix of uses, employment areas, retail and housing within the corridor is an asset to the community
- Major institutional uses, namely the hospitals, play an important role within the corridor

Retail/Office

- There is a general desire for more neighborhood-serving retail, such as coffee shops, restaurants, banks, and dry cleaners.

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- Area employees should be sought after as customers for new and existing retail.
- New retail should contribute to a walkable neighborhood, with design that engages the street and stores that serve people nearby.

Housing

- Recent investments in new housing, such as City Homes on Park and Hope Community, are important assets to the community.
- Chicago Avenue is a place where more new housing can be accommodated.
- New housing should be provided for neighborhood employees and people of all incomes.
- It is important to continue investment in existing housing stock to ensure neighborhood stability and to preserve architectural character.

Parks and Open Space

- There is clear consensus in the community that Peavey Park needs improvements to its programming and aesthetics.
- Chicago Avenue has opportunities for smaller public spaces such as the new green space in front of Children's Hospital.

Transportation

- Bus service needs to be improved on Chicago Avenue and along east-west routes.
- Streetcar service on Chicago Avenue is an exciting possibility, but should be planned for carefully to ensure that the broader transit system still serves neighborhood residents effectively.
- Changes should be made to Park and Portland Avenues to calm traffic.
- Efforts should be made to increase multimodal opportunities for people commuting to the area's large employers, and to better connect employees to existing alternative transportation options.

Economic Development

- Successful economic development requires that people from all over the region feel comfortable coming to Chicago Avenue.
- Opportunities exist to better connect neighborhood residents with

neighborhood jobs.

- Existing vacant spaces are opportunities for job creation, such as the Hope Academy building.
- Leverage the economic power of area hospitals to attract further investment

Design and Public Realm

- Internally-focused buildings should be turned inside-out to increase street presence.
- Improve attractiveness and safety perception in the public realm, including the addition of lighting.
- Invest in improved facades of existing buildings.
- Visually improve key intersections by bringing new development up to the street corner.
- Promote better urban design with street landscape and appropriate amenities

Summary of Input Received in Initial Concepts Phase

In June 2010 staff and the Steering Committee hosted a second community meeting focused on initial concepts. The purpose of the meeting was to present and discuss a draft opportunities map and draft future land use map. Following a presentation from staff, participants gathered around tables with large versions of the draft opportunities map to discuss and write comments on the maps. A representative from each table then presented a summary of each discussion to the larger group. Participants also had the opportunity to provide feedback on a survey response form. Following is a complete list of comments provided on the maps and survey response forms.

Draft Opportunities Map

- Very well done! Challenges and Opportunities accurately addressed and depicted on maps.
- Demonstrates a future use which in general will aid the direction of development. It also gives reason that it may not be the most desirable location to live.
- I am pleased with how public input has been accurately represented and included.
- Show future streetcar station and Greenway entrance ramp between Chicago and Elliott on Opportunities map.

Draft Future Land Use Map

- Looks as I would have hoped based on [public] input. I appreciate (support) the recommendation to preserve some of the historic integrity of the architecture.
- It's too bad the area does not comport to other areas such as Xerxes Ave So (25th St south to the end of the city). There are many ideas but they seem to collide with what would give rise to a desirable location to go to.

General

- Safety: There is still a safety perception problem – it is better than the perception!
- Number of people out – critical mass to make it safer – are safety issues with who is out walking?
- Where is the child, parent, youth voice? Why is there practically nothing that addresses this? It should have its own section!
- What are the hospitals doing to better the local community?? (Nothing)!
- Would like to see more females and people of color to facilitate the discussions at the tables if possible

Land Use

- How do we work at being good neighbors to each other? How to share resources and make all the different uses coexist?
- Birthing center – is it an acceptable use?
- Would hospitals be able to expand across Chicago Avenue?
- AICDC has a proposal for mixed-use retail/housing at Franklin and Columbus
- Eastern half of 2400 block should be residential only (no retail)

Retail/Office

- Coffee shop and café in Eye Institute not advertised
- West side of 2600 and 2700 blocks: opportunity area for ground floor retail across from hospitals
- High density housing along Park/Portland: "captive audience" for retail in walking distance

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- Don't want to have to leave neighborhood to find restaurants, shops, activities, etc.
- Need more retail midway between Franklin and Greenway.
- Need a small movie theater!
- Northwest corner of Franklin/Chicago: New health food/grocery
- Retail would help create a more vibrant corridor
- Retail is why some people chose their neighborhood (one person left this neighborhood for Lake and Lyndale because of lack of retail)

Housing

- Do you lose housing units to support commercial development? Want to retain housing/current uses!
- Proposed housing should include a mix of ownership and rental housing along Chicago Avenue

Transportation

- Lack of parking is major issue – barrier to additional housing and/or retail
- Streets are the busiest during work hours, cleared out at night
- Somali mall traffic is heavy
- Existing parking ramps not available/affordable to neighboring institutions/residents
- Concern over streetcar and potential negative impacts on street width, parking, and hospitals
- One-way streets too fast – Park/Portland, 26th/28th – must be addressed – from a safety and livability standpoint
- Missing bike paths on Chicago? Link to Park/Portland – 24th Avenue bikeway improvements connecting to the bridge across the freeway
- Streetcar – reliable, legible, attracts investment vs. issues w/ traffic, how does it function
- Streetcar – Midtown Greenway connection

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- Faster, reliable regional connection
- Intersection – very important - key public spaces needed – ramp down to the greenway
- Redevelopment of DDS building and parking lot should consider ways to front the Greenway and Chicago Avenue and have enough public space for a busy, welcoming entrance
- The one ways are a huge barrier to children, youth, and parents!
- The go-to bikes are lame since the neighborhood can't use them!
- Streetcar is stupid!

Economic Development

- Available jobs need qualified people – matching jobs to skills
- Hope Academy: 3 empty floors – work with owners – job development

Urban Design

- West side of 2600 block: new development to reflect traditional building character
- West side of 2700 block: architectural guidelines – is a historic district appropriate? The uses shown in the future land use map are fine – protecting the architectural character here is important.
- Façade of DDS building needs improvement

Parks and Open Space

- Hard to access Peavey Park for children/families due to heavy traffic and difficulty crossing streets
- Peavey Park: Importance of linking recreation space to the Chicago corridor. Includes the Greenway
- Need any special zoning or land use to create pocket gardens/green space?
- Emphasize the Greenway's value to this corridor
- Stewart Park needs better linkage to Chicago Ave corridor
- We need pocket open spaces!

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Chapter 5. Analysis of Opportunities and Challenges

Based on an analysis of existing conditions, market research, community engagement and discussions with stakeholders, the following opportunities and challenges exist within the study area:

Land Use/Development

Challenges

- Very little vacant land; development requires replacement of existing buildings
- Growth Center and Community Corridor comprehensive plan designations lack definition
- Market conditions that support possible land use changes reflect a more long-term condition without significant intervention
- Hospitals are a dominating feature in the corridor
- Life sciences designation and the uncertainty it brings to land use policy
- Limited improvements to existing amenities so as to attract new investment
- Other comparable areas in the City that compete with the Chicago Avenue corridor to attract investment

Opportunities

1. This planning process is a chance to provide clear land use policy, including clarification of the Community Corridor and Growth Center designations in the comprehensive plan.
2. Some redevelopment opportunities where there is vacant land, blighted property, or underutilized sites. These potentially include but are not limited to:
   a. Infill development at the intersections of Franklin and Chicago Avenues
   b. Commercial or mixed-use redevelopment or façade improvement on the blocks across from Peavey Park
   c. Housing rehab, adaptive reuse or mixed use redevelopment on parcels facing Chicago Avenue in the 2200 block, across from Hope Academy
   d. Repositioning of retail uses in the Minneapolis Grand (2400 block)
   e. Housing rehab, adaptive reuse or mixed use redevelopment on the parcels facing

Chicago Avenue in the 2400 block

f. First floor hospital spaces that front on Chicago Avenue could locate retail use that serves both employees and the neighborhood
g. Housing rehab, adaptive reuse or mixed use redevelopment on parcels facing Chicago Avenue in the 2600 and 2700 blocks, across from Abbot
h. Additional parking capacity at parking ramp on southeast corner of 28th Street and Chicago Avenue
i. Adaptive reuse of DDS building, vacant areas in Hope Academy, vacant and anticipated vacancies in medical office buildings at 26th and 28th Streets
j. A projected retail demand of approximately 50,000SF exists

Transportation

Challenges

- Bus stop congestion, especially at Franklin/Chicago
- Slow north-south bus service
- Potential gap in east-west bus service
- Difficult to make public transportation an attractive choice for area employees commuting from the suburbs.
- Transit service is oriented to downtown
- Parking is cheap or free
- High demand for free on-street parking in some areas
- New transit service such as the streetcar may compete for the same transit ridership

Opportunities

1. Enhancements to transit facilities, such as shelters, to increase safety and attractiveness of public transportation as a mode choice
2. Parking resources management to optimize future parking needs with existing public and private parking capacity and resources
3. Expansion of metered parking to ensure availability of short-term parking for patrons of local businesses
4. 2 of the 7 identified streetcar routes are Chicago Avenue and the Midtown Greenway - the realization of these projects would attract more choice riders to public

transportation and create an incentive for further corridor investment

5. Limited stop bus service in addition to the existing neighborhood focused service to increase speed and attractiveness of transit
6. Increased marketing of existing transit service
7. Pedestrian crosswalks and landscape improvements at the 26th and 28th Streets intersections to improve safety and aesthetics
8. Planned on-street bikeway on 24th Street and Franklin Avenue as identified in the City of Minneapolis Bikeway Master Plan to provide better connectivity to neighborhood assets
9. Improved location and design of transit stops, especially at Franklin/Chicago
10. Implement better access management practices as identified in Access Minneapolis

Housing

Challenges

- Current economic downturn
- Lack of some neighborhood amenities and capital costs associated with providing such facilities
- Perception of school quality
- Challenging to attract new market rate and ownership housing
- Recent challenges with Minneapolis Grand

Opportunities

1. Potential to tap employers as partners in developing housing or assisting in rehabilitation, etc
2. Demand for affordable housing still exists
3. New home-ownership opportunities with improved area amenities and perception of the area creating a better mix of rental and ownership housing
4. Past successes – housing investments by Phillips Partnership and the Phillips West, Midtown Phillips and Ventura Village neighborhoods
5. Interest from Phillips Park Initiative, others, in developing ownership and rental housing
6. More stabilized rental and ownership housing supply and demand due to current efforts
7. Existing amenities including open spaces, parks, schools, employment and transit

Economic Development

Challenges

- Regional perception of the area does not always match recent positive changes
- Lack of large parcels for development of job-creating land uses
- Lack of clarity regarding the Lifesciences designation and branding
- Lack of an overall vision for the corridor
- Current economic downturn
- Concern with new Chicago retail competing with Franklin, Lake

Opportunities

1. Concentration of health care and research facilities may attract other related medical investment
2. Relatively low land values make acquisition for development or re-use more feasible
3. Vacant office space in medical office buildings, Hope Academy, and potential future availability of DDS building for job-creating office uses
4. Consensus is building around marketing the corridor as a Wellness Corridor
5. More job training could be provided or facilitated by corridor institutions
6. Some market for more retail in the corridor generally
7. Area employees could be better connected with neighborhood housing and area retail
8. Chicago Avenue Corridor Plan will establish expectations among stakeholders about the future, paving the way for investments

Open Space and Parks

Challenges

- Negative perceptions of physical design and lack of programming at Peavey Park
- Poor design of Peavey at intersection of Franklin and Chicago, specifically the deteriorating public art installation
- Berms along Chicago Avenue cut the park off from the street

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- Recreational facilities do not always match cultural preferences of the area

Opportunities

1. Peavey Park- physical improvements and reprogramming
2. CPTED improvements to Peavey Park by increasing visibility from all sides, i.e. reduce the landscape berms along Chicago Avenue and increase connectivity on 22nd Street
3. Better connect residents with existing park amenities through improved street crossings, marketing, wayfinding
4. Relatively inexpensive and feasible physical improvements and program changes can better match cultural needs to existing facilities (i.e., soccer fields)
5. Landscape promenade improvements on the Midtown Greenway just west of Chicago Ave.

Urban Design

Challenges

- Superblocks – hospital and Hope Academy/Peavey
- Large hospital parking ramps
- Franklin-Chicago intersection lacks traditional urban form on three corners
- Costs of making recommended urban design improvements
- Costs of reprogramming/reconfiguring first floor spaces in hospitals
- Some uninviting building facades reduce walkability and create a negative perception of the area

Opportunities

1. Chicago Avenue reconstruction provides a canvass for future streetscape improvements, including lighting, landscaping, and street amenities
2. Franklin-Chicago – Improved design of 3 corners; gateway, park improvements
3. Improved street access and visibility around Peavey Park, by reinstating the city grid on 22nd Street
4. Façade improvements – Chicago south of Franklin across from Peavey
5. Parking garage facades can be improved without rebuilding
6. Public realm and façade improvements for institutional facilities – the new façade and public space improvements under construction by Children's will raise the bar
7. Gateways and wayfinding signage directing pedestrians and drivers to neighborhood

assets

8. Landscape promenade improvements along the Midtown Greenway to improve area attractiveness
9. All of the above provide opportunities for integration of public art

Livability

Challenges

- Crime and safety (incidence and perception) along the entire corridor
- Crime prevention through environmental design (CPTED) principles need to be addressed: long blank walls, dark corners, etc.
- 26th, 28th, Park, Portland are pedestrian and livability barriers
- Neighborhood is missing some amenities that would attract new residents

Opportunities

1. Crime is trending down, and this improves the investment environment
2. Additional pedestrian street lighting to reduce the perception of crime
3. Park land improvements offers enhanced neighborhood amenities
4. Active street façade design guidelines for institutions
5. Allina's Backyard Initiative and investments to improve neighborhood livability
6. Park, Portland, 26th, and 28th, given the amount of right-of-way, could better accommodate non-motorized transportation and more street amenities without losing auto capacity. These streets can become neighborhood amenities.

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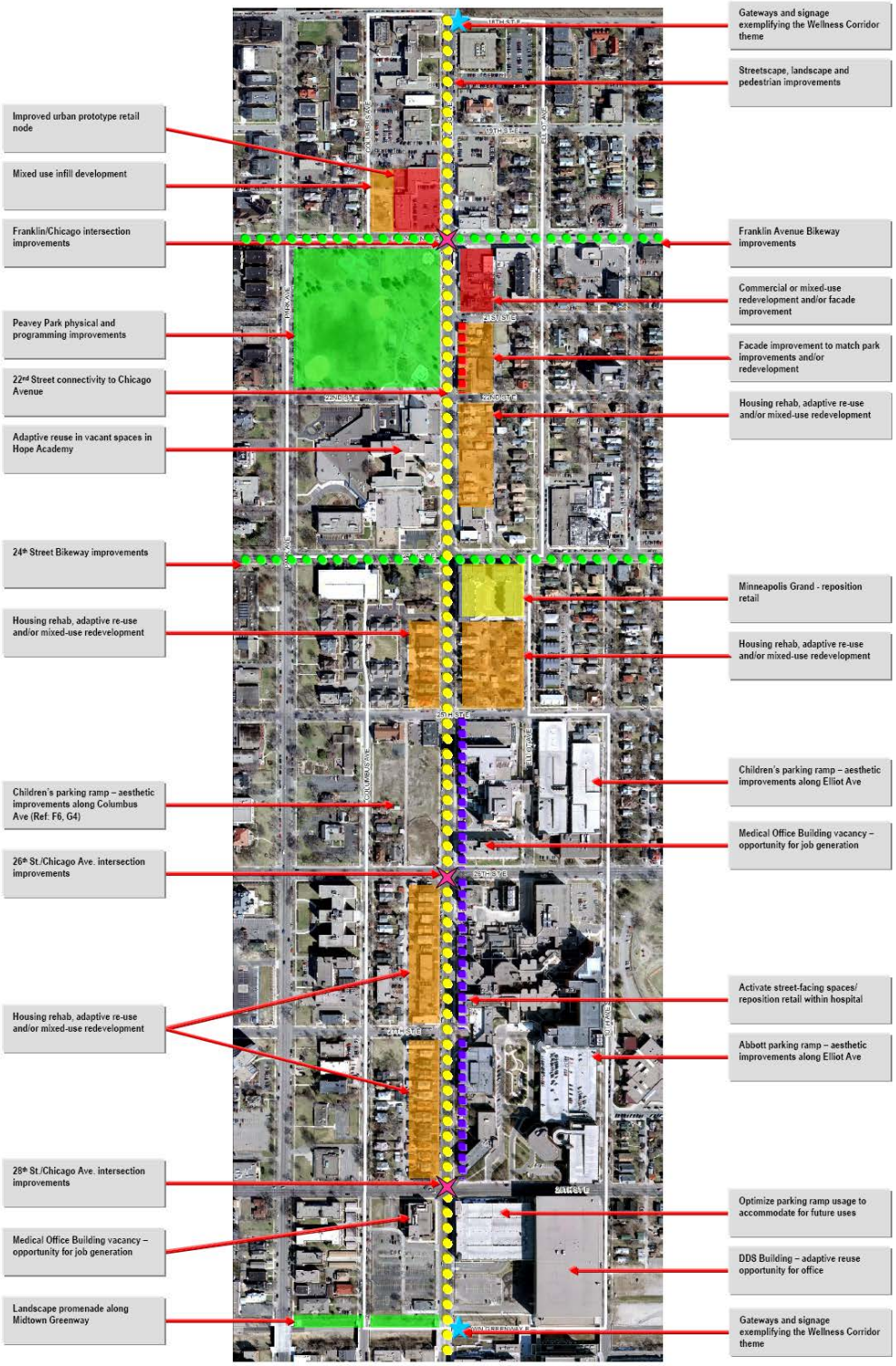
Opportunities Map

A geographic depiction of opportunities listed in the "opportunities and challenges"



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Chapter 6. Land Use

Purpose and Use

The purpose of the Land Use chapter and the future land use map is to communicate locations along Chicago Avenue where City policy supports housing, retail, office, and hospital/institutional development.

Future land use guidance does not necessarily determine the degree of change to occur, or which properties should or should not redevelop. Property owners have the right to make choices about whether and when to reinvest in their properties.

While future land use guidance does not mandate change, it paves the way for proactive implementation activities. New development can be solicited and informed by these guidelines. Financial assistance can be conditioned on conformance to the guidelines. And the zoning of property can be changed so that it is compatible with the guidelines, either at the request of property owners or proactively by the City through a rezoning study.

Contributing Factors

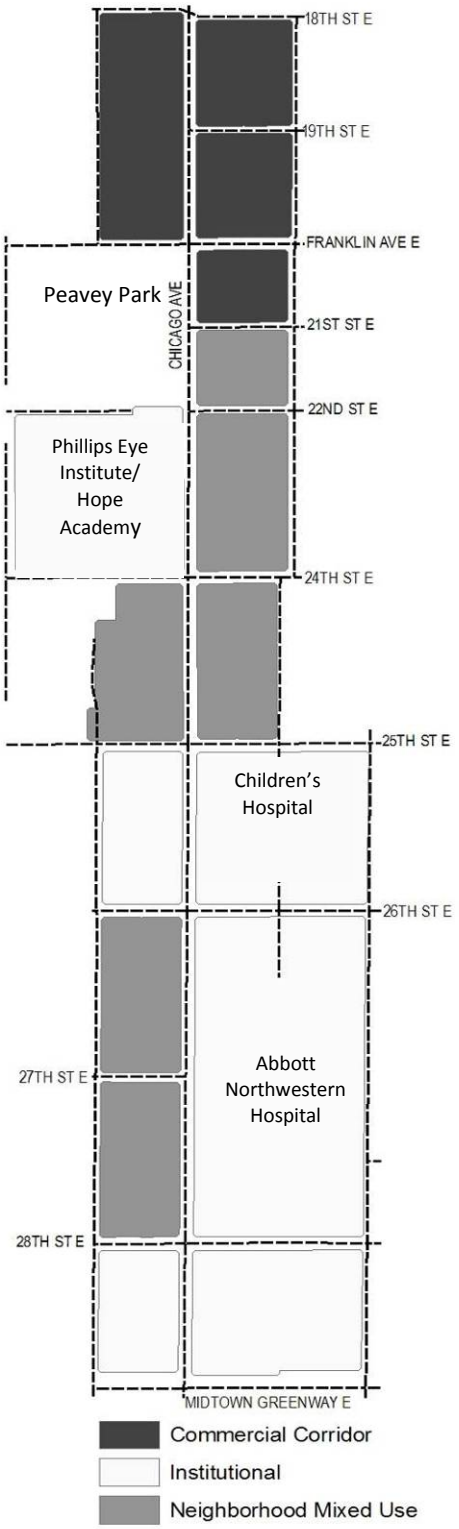
The future land use map is informed by an analysis of existing conditions, comprehensive plan guidance, market information, and stakeholder discussions. Each of these factors is discussed below.

Existing Conditions and Comprehensive Plan Guidance

For the purposes of discussing the existing and future patterns of land uses and urban character, this plan divides the study area into the following three sub-areas:

Commercial Corridor –The Comprehensive Plan designates Chicago Avenue between I-35W/I-

Corridor Sub-Areas



94 and Franklin Avenue as a Commercial Corridor, encouraging continued commercial uses and new mixed-use development with multifamily housing and retail. Existing land uses are predominantly government and non-profit facilities, including a Social Security Administration building and two social service providers. The intersection with Franklin Avenue (another Commercial Corridor) features a small retail strip center on the northwest corner, a streetcar-era mixed-use building on the northeast corner, and a printing company on the southeast corner.

Institutional Blocks – Hospitals, clinics, and other institutional uses occupy a substantial amount of Chicago Avenue frontage. Phillips Eye Institute and Hope Academy (former Mount Sinai Hospital) are on the west side of the 2200 block south of Peavey Park. Children's Hospitals and Clinics of Minnesota has its Minneapolis campus on the east side of the 2500 block, recently expanded to the west side of the street. The Abbott Northwestern Hospital campus occupies the east side of the 2600 and 2700 blocks. On the 2800 block are two medical office buildings and a parking garage. These land uses are all consistent with the comprehensive plan-designated Wells Fargo/Hospitals Area Growth Center, which encourages continued employment growth.

Neighborhood Mixed-Use Blocks – These blocks comprise the remainder of the corridor frontage, exhibiting a wide range of land uses and building types. All of the blocks in this category are along the portion of Chicago Avenue designated by the comprehensive plan as a Community Corridor, which are typically a mix of single- and two-family housing, medium-scale multifamily housing, and small-scale commercial buildings. While these blocks exhibit such characteristics, the presence of the hospitals and the Growth Center designation contribute to an overall feel of the corridor that differs substantially from other Community Corridors in the city. Building conditions range from recently-built or restored to boarded and condemned. The future land use map offered by this plan has a particular responsibility to provide guidance for these blocks, where the range of future possibilities has yet to be defined.

Market Information

One of the main policy questions to be answered by this plan is the role of the area's existing cluster of health care and life sciences land uses on the future development of Chicago Avenue. The market assessment conducted for this plan indicates that for the foreseeable future, the hospitals will remain within their existing footprint. New development of research facilities and medical labs is much more likely to occur near the University of Minnesota where land is more readily available. While encouraging employment growth will continue to be a priority in the Chicago Avenue corridor, much of that growth can occur in existing buildings with vacant space and remodeling opportunities.

The market assessment also finds demand for about 50,000 square feet of new retail in the corridor, specifically convenience retail and other services that serve both neighborhood residents and the nearby employment base.

Finally, the market assessment indicates that demand for new housing, driven in part by new immigrant communities, will likely increase following a period of market recovery.

Stakeholder Input

The future land use themes that emerged from the stakeholder input documented in Chapter 4 affirm the findings of the market assessment. Participants in the planning process communicated a need for more employment growth (better matched with neighborhood residents), a desire for neighborhood-serving retail, and an understanding that Chicago Avenue can be a place for new housing that serves a wide range of demographics. While indicating support for land use changes that further these goals, stakeholders expressed a clear preference for ensuring that neighborhood assets be preserved when possible.

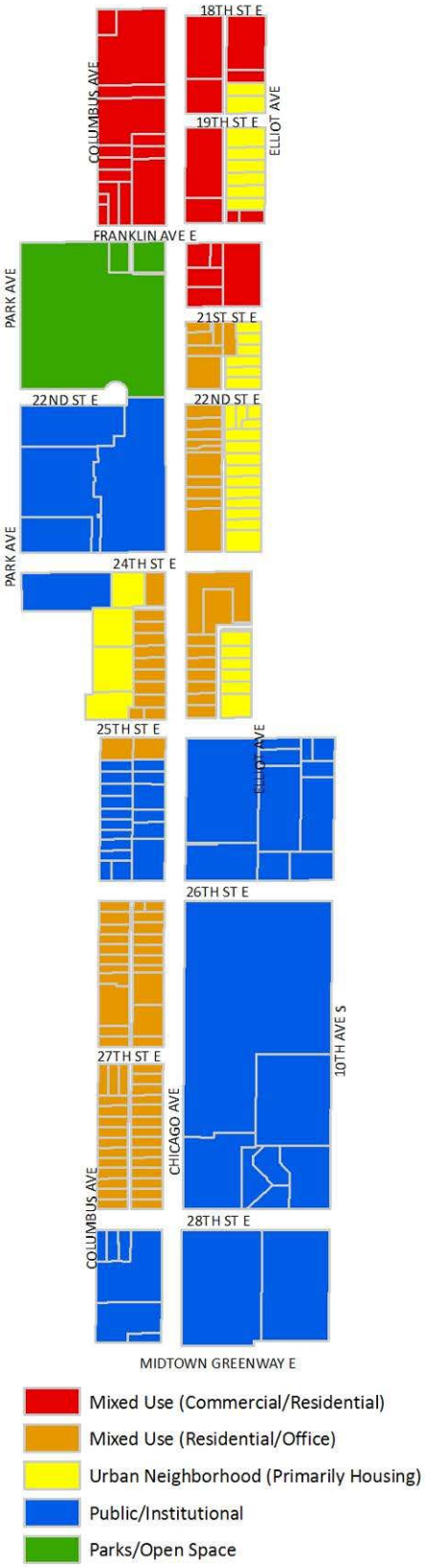
Future land use map

The combination of factors discussed above has led this planning process to recommending a flexible future land use and zoning approach that allows for the range of desired future possibilities – rehabilitation of existing structures, multifamily redevelopment, office, and some retail – while providing certainty to property owners that the hospitals will not expand beyond their existing properties. Following are future land use descriptions for the three sub-areas along Chicago Avenue:

Commercial Corridor –The future land use map shows primarily "**Mixed Use (Commercial/Residential)**" between I-94/I-35W and Franklin Avenue. Land use and development in this area should exhibit characteristics consistent with the Commercial Corridor designation of the comprehensive plan, which supports a mix of uses such as retail sales, office, institutional, and high-density residential. While any of these land uses may be present in standalone buildings, city policy encourages mixing uses within a building.

Institutional Blocks – The future land use map shows "**Public/Institutional**" on property currently occupied by Phillips Eye Institute, Children's Hospital, Abbott Northwestern Hospital, and the medical office buildings south of 28th Street. The

Future Land Use



intent is to keep future hospital expansion within these boundaries in order to allow non-hospital investments – both new development and rehabilitation – to take place on adjacent blocks.

Neighborhood Mixed-Use Blocks – The future land use map shows primarily "**Mixed Use (residential and/or office)**" on these properties. Community consensus is that properties with buildings in good condition should remain as they are when feasible, especially those that contribute to an aesthetically pleasing corridor. Some structures, particularly those closest to the hospitals, are good candidates for adaptive reuse into medical or other offices. The zoning should continue to allow this. Properties with structures in poor condition are good candidates for rehabilitation or redevelopment into multifamily housing and/or office uses. New buildings may include small neighborhood-serving retail spaces fronting Chicago Avenue, but retail should not be in new standalone buildings. While this plan does not make specific recommendations for which properties should be redeveloped or rehabilitated, City and private investment decisions should be made using the criteria discussed above. In addition, a new survey of Chicago Avenue and surrounding area should be conducted to identify historic landmarks or potential historic districts.

Properties with the "**Urban Neighborhood**" designation are areas of stability, not fronting Chicago Avenue, where little or no land use change is expected. Zoning should generally remain the same. Market information indicates that redevelopment of these areas is not necessary for furthering the plan's guiding principles of increasing and diversifying the housing and employment opportunities in the community. If this changes in the future, land use policy can be revisited.

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Chapter 7. Transportation

Introduction

The Chicago Avenue Corridor is a truly multimodal environment, featuring high bus ridership, substantial pedestrian traffic, and the nationally-renowned Midtown Greenway. The future holds exciting improvements meant to enhance the multimodal nature of the area, including the possibility of streetcar on Chicago Avenue and the Midtown Greenway, enhanced bus service, and more bicycle lanes.

The primary purpose of the Chicago Avenue Corridor Plan is to set the stage for continued community development and land use change in the study area. The evolving multimodal transportation system in Minneapolis supports these changes, making the study area more accessible and attractive for investment. This chapter outlines the existing conditions of the transportation system, highlights current projects underway to enhance the system, and suggests new complementary initiatives.

Existing Conditions

Streets

Access Minneapolis, the City's ten-year transportation action plan, designates Chicago Avenue through the study area as an Activity Area Street, reflecting its role as serving a Growth Center as designated in the Comprehensive Plan. The main purpose of the street type designation in Access Minneapolis is to provide context-based guidance for street design if and when a street is reconstructed or when incremental changes are proposed. Chicago Avenue in the study area of this plan underwent complete reconstruction in 2009-2010. The design, which is consistent with the guidance of Access Minneapolis, features a narrower curb-to-curb distance than the previous condition. This design calms traffic, reduces pedestrian crossing distances, and allows for a green boulevard between the curb and the sidewalk.

The one-way pairs of Park/Portland Avenues and 26th/28th Streets, while not the focus of this land use plan, have substantial influence on the study area from both a transportation and livability standpoint. Both provide access to and from the area for residents and employees, and both carry a substantial volume of cars with origins and destinations outside the immediate neighborhood. While serving as important transportation links, these streets are often cited by residents as livability concerns based primarily on noise and pedestrian safety.

Some segments of the street grid have been lost as the hospital campuses have expanded, including portions of Elliot and Columbus Avenues. A more recent street closure is 22nd Street west of Chicago Avenue, between Hope Academy and Peavey Park.

Parking

Parking for commercial and institutional land uses in the study area is provided in small accessory surface lots, parking structures, and on-street parking spaces.

- Accessory lots – These are privately-owned lots adjacent to buildings that serve only drivers accessing those buildings. Most of these are in the Commercial Corridor sub-area north of Franklin Avenue. As hospitals and medical office buildings have expanded in the Institutional sub-area, accessory lots have been replaced with parking structures and habitable buildings.

- Parking structures: Between 24th Street and the Midtown Greenway, over 6,500 spaces are provided in parking structures. All are privately-owned and serve a mix of employees, patients, and visitors. Counts conducted for the two largest parking providers, Abbott Northwestern Hospital and Children's Hospital, indicate that parking structures operate at near capacity during peak hours.

- On-street parking – Most streets in the study area have parallel parking on one or both sides. Notable exceptions include Franklin Avenue west of Chicago Avenue and 28th Street east of Chicago Avenue. Parking meters are installed on the south side of 26th Street between Chicago and 10th Avenues, the east side of Chicago between 27th and 28th Streets, and both sides of Chicago south of 28th Street. Many un-metered blocks in the study area are signed as Critical Parking Areas, where parking is reserved primarily for adjacent residents with parking permits.

- Parking for residential land uses is provided primarily in private garages, driveways, and accessory parking lots.

Transit

The main transit lines through the study area are Metro Transit Route 5 on Chicago Avenue and Route 2 on Franklin Avenue, providing local service on Chicago Avenue between downtown Minneapolis and the Mall of America and on Franklin Avenue between Hennepin Avenue and the University of Minnesota. Both provide high-frequency service and are part of the Primary Transit Network identified in Access Minneapolis. The Primary Transit Network is the backbone of the transit system, where riders can expect frequent service throughout most of the day.

Two other routes provide connecting service for area employers. Route 39 provides limited stop service between downtown Minneapolis, the Wells Fargo Home Mortgage campus, and the Chicago Avenue hospitals. Route 27 connects commuters on I-35W express buses and the Hiawatha LRT line with the same employers via east-west service on 26th and 28th Streets. Just south of the study area, Lake Street routes 21 and 53 provide frequent local and limited-stop service.

Bicycle Facilities

The primary bicycle facilities near the study area are the one-way-pair bicycle lanes on Park and Portland Avenues running north and south and the grade-separated Midtown Greenway running east and west. All are well-used facilities serving both commuters and recreational cyclists. The Midtown Greenway is a premier bicycle facility in the city, carrying as many as 3,490 daily cyclists.

The Midtown Bike Center on the Greenway level of the DDS building includes a bicycle shop, coffee shop, bicycle repair center, bicycle storage, and shower facilities for area commuters. The study area is also home to several Nice Ride bicycle sharing stations, including at Midtown Exchange and Abbott Northwestern Hospital.

Pedestrian Facilities

The study area has a complete grid of sidewalks on both sides of every street, typical of Minneapolis neighborhoods. Signalized intersections are approximately every two blocks on Chicago Avenue, all featuring pedestrian countdown timers. Crosswalks with flashing yellow signals at 27th Street and mid-block between 25th and 26th Streets provide pedestrian crossings to the main entrances of both major hospitals.

The 2009-2010 reconstruction of Chicago Avenue provided curb extensions, or bump-outs, at most intersections to narrow the pedestrian crossing distance.

A system of skyways and tunnels extends from Children's Hospital through Abbott Northwestern Hospital and to Midtown Exchange, providing interior circulation for hospital employees and visitors. The skyway makes it easy to access food vendors at the Midtown Global Market from the hospitals, make a quick trip between Allina's headquarters and its flagship hospital, or visit a patient while staying at the Sheraton hotel, all without going outside. The downside to this convenience is that indoor pedestrians are invisible from the street, not contributing to an active street life on Chicago Avenue.

Two features of the study area's built environment present notable barriers to pedestrians. First, the one-way pairs of 26th/28th Streets and Park/Portland Avenues present challenges to pedestrians, a sentiment repeated throughout the public engagement process for this plan. Traffic volume, speed, street design, and adjacent land uses all contribute to varying levels of pedestrian comfort as cited by stakeholders.

Second, the size of the Abbott Northwestern campus creates a superblock over the alignments of 27th Street and Elliot Avenue. Pedestrians approaching Chicago Avenue from the west on 27th Street are cut off from accessing Stewart Field and Anderson School without circumnavigating the campus to the north or south or walking through the property.

A Multimodal Environment

Despite these barriers, the study area is a truly multimodal environment. Data collected and presented by the City of Minneapolis Public Works Department illustrates the mode share for selected streets in and near the study area, using average daily traffic for automobiles,

transit loads, and estimated daily traffic for bicycles and pedestrians. The data show that while motor vehicle occupants comprise the majority of people moving through the area, a substantial number of people choose non-automobile modes of travel (bicycling, walking, or transit). Chicago Avenue stands out as exhibiting among the lowest automobile shares in the city, with only 62% of people north of Lake Street traveling in a car.

Recognizing the existing multimodal nature of the study area is important as new

	Bicyclists EDT	Peds EDT	Motor Vehicle Occupants	Transit Riders	Total Travelers	Bicycle Share	Ped Share	Auto Share	Transit Share
Chicago Ave North of Lake St	190	1,430	9,591	4,254	15,470	1.2%	9.2%	62.0%	27.5%
Portland Ave north of E Franklin Ave	652	362	16,598	507	18,120	3.6%	2.0%	91.6%	2.8%
Park Ave north of E Franklin Ave	624	962	14,694	590	16,870	3.7%	5.7%	87.1%	3.5%
Franklin Ave East of Portland Ave	598	939	17,520	2,283	21,340	2.8%	4.4%	82.1%	10.7%
Midtown Greenway at Blaisdell Ave	3,490	250	0	0	3,740	91.1%	6.5%	0.0%	0.0%

Source: 2010 Minneapolis Bicyclist and Pedestrian Count Report

investments in transportation infrastructure and land development take place in the coming years. Demand clearly exists for non-automobile transportation modes, even where facilities are not yet provided. A good example of this is Franklin Avenue, which currently has two lanes of traffic in each direction (west of Chicago) and no bicycle lane. Despite this condition, its estimated daily bicycle traffic is 598, a 2.8% share.

Planned Improvements

Below is a summary of planned transportation improvements in and near the study area, as of late 2011. This information will change quickly, so readers are encouraged to consult the appropriate agency web sites for current information regarding a project's status, funding, and design.

Streets

26th and 28th Streets were studied in 2000 for consideration of conversion to two-way streets. That study determined that one-way operation is optimal in the vicinity of Chicago Avenue. Park and Portland Avenues were last studied for possible two-way operation in the 1990s and remained one-way pairs. However, Access Minneapolis recommended further study of Park and Portland after completion of the Crosstown Commons project, which along with other improvements has added capacity to I-35W. (Responsible agency: City of Minneapolis Public Works)

Transit

Several future transit improvements are in various stages of development in and near the study area.

- Streetcar –Chicago Avenue and the Midtown corridor are two of seven corridors in the City's long-term streetcar network. The City Council has prioritized initial implementation of that long-term network on Nicollet and Central Avenues, and an alternatives analysis is underway to evaluate the

alternative transit improvements for the corridor, including enhanced bus service.(Lead agency: City of Minneapolis Public Works; Project web site: http://www.minneapolismn.gov/public-works/trans-plan/StreetcarStudy.asp)

- Arterial Transitways – The Regional 2030 Transportation Policy Plan identifies Chicago Avenue as one of several corridors to be studied for arterial bus rapid transit (BRT), limited stop service that utilizes technology improvements to provide faster bus service on the existing street. The Transportation Policy Plan also identifies the Midtown/Lake Street Corridor as a future transitway with a mode and alignment to be determined. Metro Transit is currently conducting the Arterial Transitway Corridors Study to develop service and facilities plans for arterial BRT on eleven corridors, including Chicago Avenue and Lake Street, and to prioritize corridors for arterial BRT implementation. (Lead agency: Metropolitan Council)

- I-35W BRT – In late 2010 the region's first highway BRT station opened at I-35W and 46th Street in south Minneapolis. This is one of several incremental steps toward implementing an I-35W BRT system connecting the southern suburbs to downtown Minneapolis. A new BRT station at I-35W and Lake Street, which is critical to making a BRT system work, is currently being studied. Agency stakeholders hope to identify a funding package in the near future. When constructed, the station will provide an enhanced facility for accessing the study area's employers and for area residents to take advantage of fast, frequent service to downtown and points south. (Lead agency: Hennepin County Transportation; Project web site: www.35lake.com)

Bicycle Facilities

The City of Minneapolis Bikeways Master Plan (2011) calls for bikeway improvements on 24th Street and Franklin Avenue through the study area. A combination of bike lanes and shared-use pavement markings are scheduled to be implemented on 24th Street in 2012. Franklin Avenue is a County road, and any future bicycle improvements will require County authorization. (Lead agency: City of Minneapolis Public Works; Bicycling web site: http://www.minneapolismn.gov/bicycles/)

Pedestrian Facilities

The Midtown Greenway Land Use and Development Plan, adopted by the Minneapolis City Council in 2007, calls for the construction of a promenade along the greenway edge as redevelopment happens on greenway-fronting property. The purpose of the promenade is to facilitate pedestrian circulation to Midtown Greenway access points, to ensure that the trench does not act as a barrier to pedestrians, and to serve as an aesthetic amenity to new development on the greenway edge. While the promenade has been implemented along with development projects west of Lyndale Avenue, no promenade has been built in the study area.

Plan Recommendations

In addition to the many recent and planned transportation improvements in the study area, this plan recommends the following projects and studies:

Streets: One-Way Pairs

This plan recommends completing a new study of Park and Portland Avenues to consider conversion to two-way operation, now that I-35W has additional parallel capacity. This study should happen in a short-term timeframe so that other planned and recommended improvements can move forward with an understanding of the future operation of these streets.

Parking

In general, this plan and City policies support active land uses and multimodal transportation over the provision of parking. This means that as new institutional development happens, additional parking capacity should be minimized. Rather, travel demand management strategies should be employed to reduce auto trips. These include reduced-price transit passes for employees, parking and shower facilities for bicycle commuters, incentives for walking to work, and so on. Many of these are activities that the hospitals have been engaged in for several years already. Other employers are encouraged to follow suit.

Other new development, such as housing and mixed-use development, will be expected to provide off-street parking as required by the City's zoning code. This plan strongly encourages shared parking arrangements among land uses as allowed by the code.

While additional parking should be minimized, opportunities should be sought for providing new short-term metered off-street parking intended for brief visits to the hospitals, retailers, and homes in the study area. The proliferation of Critical Parking Areas in the study area precludes the installation of new parking meters in most places. It is not the intent of this plan to determine the location of Critical Parking Areas. However, one possible opportunity for introducing new short-term on-street parking is along 28th Street east of Chicago Avenue, along the south side of Abbott Northwestern Hospital.

Transit

As outlined above, many transit improvements are in various stages of planning. This plan does not propose additional consideration of transit improvements. However, it is important to note that the continued growth and vitality of the study area, both in terms of livability and economic development, depends on a robust multimodal transportation system that includes high-quality transit options for residents, employees, and visitors. Transit improvements should be aimed at both attracting new riders and better serving existing users.

Bicycle Facilities

This plan does not propose additional bicycle improvements beyond what is already planned

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and under development. The one-way pair study should ensure that any changes to the configuration of Park and Portland Avenues retain their joint role as a north-south thoroughfare for bicyclists.

Pedestrian Facilities

Not all of the existing barriers to pedestrian comfort and connectivity will be possible to address, most notably the superblock created by Abbott Northwestern Hospital where the property is built out and it is not feasible to establish a new pedestrian connection.

This plan recommends two significant pedestrian improvements, to be implemented in the medium-term:

- Improve one-way pairs for pedestrians – After the future function of Park and Portland Avenues is determined, specific pedestrian improvements should be identified for these streets as well as the one-way pair of 26th and 28th Streets. Regardless of one-way vs. two-way operation, these streets will continue to serve as high-volume commuter routes and will require additional pedestrian improvements to minimize their effect as neighborhood barriers.

- This plan furthers the recommendation of the Midtown Greenway Land Use and Development Plan to construct a pedestrian promenade along the northern edge of the Midtown Greenway. That plan assumed that implementation of the promenade would occur over time in conjunction with redevelopment. However, the two greenway-fronting blocks in this plan (Columbus to Chicago and Chicago to 10th Ave) are not likely to be redeveloped. Implementing a pedestrian connection will require retrofitting existing property. Stakeholders should continue working with property owners and potential funders to implement the promenade on these two blocks.

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PERKINS + WILL

Phillips West Neighborhood Organization
Midtown Greenway Coalition
Portland Avenue Rim Walkway

View East at Columbus Avenue

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Chapter 8. Urban Design

Urban design refers to the way in which both private buildings and public spaces work together to form our surroundings. The fundamental building blocks of Chicago Avenue's urban design are already in place – a newly-reconstructed street, a large neighborhood park, and blocks of housing, offices, schools, and hospitals. However, future changes envisioned by this plan provide opportunities to fine-tune the design of the corridor in ways that make it a more attractive and vibrant place. That is the purpose of this chapter: to provide guidance on how those changes should be designed, using both existing policies and regulations as well as new policies specific to the Chicago Avenue corridor.

The Minneapolis Plan for Sustainable Growth, the City's Comprehensive Plan, addresses urban design in great detail. The overall urban design goal in this plan states: "Minneapolis will be an attractive and inviting city that promotes harmony between the natural and built environments, gives prominence to pedestrian facilities and amenities, and respects the city's traditional urban features while welcoming new construction and improvements." The policies in the Comprehensive Plan manifest themselves in the site plan review chapter of the zoning code, which is summarized in the first section below. Other existing guidance comes from *Access Minneapolis*, the City's 10-year transportation action plan.

Existing Regulatory Framework and Urban Design Requirements

The themes summarized below pertain to urban design as per the City's current zoning ordinance. These requirements apply to any new principal non-residential or mixed use buildings.

Building placement

- The building shall reinforce the street wall, maximize natural surveillance, and facilitate pedestrian access.
- The front setback shall not exceed 8 feet, except where a greater setback is required by the zoning district.
- The area between the building and the lot line shall include amenities.
- The buildings shall be oriented such that principal entrances face the street
- On-site parking shall be located to the rear, interior side or below grade

Building design

- Building walls shall provide architectural detail and contain windows

- In large buildings, architectural elements shall emphasize division of the building into smaller identifiable parts
- Blank walls shall not exceed 25 feet in length
- Principal entrances shall be clearly defined with architectural features such as porches
- Windows shall be vertical in proportion
- First floor windows shall allow views into the building and not be blocked
- The form and pitch of roof lines shall be similar to surrounding buildings
- The exterior design of parking garages shall ensure that sloped ramps do not dominate the appearance

Pedestrian access

- Clear well lit walkways shall connect building entrances to the public sidewalks and parking

Transit access

- Transit shelters shall be well-lit, weather protected and placed in locations that promote natural surveillance

Vehicular access

- Vehicular access shall be designed to minimize conflict with pedestrians
- Curb cuts shall be consolidated
- Service area access shall designed to minimize conflict with pedestrians
- Reduce impervious surface area to the extent possible

Landscaping and screening

- Well placed contiguous planting areas preferred
- Not less than 20% of the site not occupied by buildings shall be landscaped
- Specific landscaping and screening standards apply to parking, loading area and other areas where motor vehicles may be located

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Crime prevention through environmental design

- Sites shall be planned to increase natural surveillance and visibility and for people to observe adjacent spaces and public sidewalks

To read the complete site plan review chapter, please refer to Chapter 530 – Site Plan Review of the City of Minneapolis Zoning Code.

Streets and Public Realm Urban Design Guidelines for Chicago Avenue

These following basic guidelines are in addition to the guidelines stated in Access Minneapolis Street and Sidewalk design guidelines. The following guidelines specific to Chicago Avenue should be considered when improvements are being made to the street and public realm.

Pedestrian lights

- Lighting fixtures that reduce spill lighting are preferred.
- Adequate lights should be installed in high traffic areas such as public plazas, transit station areas, crosswalks, and where people congregate as per the City's Street Lighting Policy standards.
- The pole should be designed to aesthetically integrate other accessories such as banner arms and planters.
- The pole and fixture housing should be painted in a manner to present a theme for the corridor.

For details on pedestrian light requirements in the Access Minneapolis Plan see section 5.6 Street Furniture, Lighting, Trees and Landscaping and Chapter 7: Street Lighting Policy.

Public art integration

Public art approved by the Minneapolis Arts Commission shall be encouraged to enhance the environment and/or streetscape

Public and private public art is encouraged in high traffic areas such as public plazas, transit station areas, crosswalks, and where people congregate

Mixed Use and Institutional Use Urban Design Guidelines for Chicago Avenue

Mixed use buildings by the nature of their use have the potential to promote better urban design practices. However, institutional uses, particularly medical facilities given their size and function are less conducive to excellence in urban design. Some simple guidelines stated

below can visibly improve the aesthetics of such uses. These improvements should be considered when improvements to the properties are being made or when new projects are proposed. The following guidelines pertain to infill or new mixed use or institutional development proposed within the study area.

Site Plan: Building placement and access

- Buildings should be built near the front property line. Where the zoning district requires a front yard setback, buildings should not be set back farther than the minimum requirement. In some cases, it may be desirable to locate a building closer to the front property line than allowed by the zoning code. Variances to this requirement will be considered as provided in the zoning code.

- Buildings should be planned such that principal facades and entrances face Chicago Avenue or other primary streets

- Buildings should be planned such that the greatest intensity/height should front on to Chicago Avenue and the built form should step back to a smaller scale when facing residential uses in the surrounding neighborhoods. New buildings will typically be no more than four stories along Chicago Avenue frontage.

- Vehicular access to properties should be encouraged through side streets rather than Chicago Avenue in order to minimize curb cuts that break up the sidewalks for pedestrians. Alleys may also provide vehicular access according to Zoning and Public Works standards.

Site Plan: Location and screening of parking and service areas

This parking structure's use of materials, window fenestration, screening and active ground floor uses minimizes the visual impact

- Parking should be located below grade or to the rear of the buildings, not visible from Chicago Avenue

- When stormwater management systems are required, they should be master planned and located with minimal frontage on Chicago Avenue

- Accessory structures including but not limited to storage buildings and dumpster enclosures should not be visible from the public right of way

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- Parking ramp facades should be designed with screening mechanisms such as landscape trellises and other architectural elements for the least visual impact on adjacent properties

Site Plan :Pedestrian lighting

- Adequate lights should be installed to connect private building entrances and parking areas to the public street system

- Decorative lights that match the scale and design of the building it is appended to are encouraged

Building Design: Entryways and windows at street level

- Institutional buildings should ideally have entryways and window openings at the street level that exceed the fenestration requirements of the zoning code to increase "eyes on the street" and to minimize the negative impact of these large buildings.

The design of this building highlights the building entrance facing the street, is proportional to the building, has good sight lines in and out of the building through ample window openings.

- Entryways should be rectilinear, large, clear, in proportion with the building, and face Chicago Avenue and other primary streets

- Clear glass or non - reflective low emission glass are encouraged for sight into and out of buildings

- Entryways and windows that are setback from the building facade and with architectural details such as lintels and sills are encouraged

Building Design: Architectural details and features

- Appropriately scaled architectural details and features are encouraged to create interest to the facade of new buildings

- Matching or contrasting awnings and canopies are encouraged to add visual interest and vibrancy

This mixed-use building exhibits architectural detail and façade variations.

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- Depending on use, outside seating, balconies and porches are encouraged
- Metal rounded or square building lights which compliment the character of the building façade are encouraged
- Creative and attractive signs are encouraged for nonresidential and institutional uses
- Themed wayfinding signs for institutional uses are encouraged to add color and vibrancy to the built environment

Building Design: Incorporation of landscape elements

- Landscape elements such as green roofs, flower beds and hanging baskets that are integrated into building designs are encouraged both for environmental and aesthetic reasons
- Landscape materials chosen for such landscape elements should be relatively low maintenance and aesthetically appealing.

A well-landscaped institutional campus

Open Space Urban Design Guidelines for Chicago Avenue

The following guidelines are based on the nationally-recognized Crime Prevention through Environmental Design (CPTED) guidelines and should be considered when improvements to open spaces are under made along the Chicago Avenue corridor.

- Open spaces should be designed to increase natural surveillance directed primarily at keeping users of these facilities under observation
- Improved and direct access should be provided from populated areas in the adjacent neighborhoods to increase the use of the park system safely

This open space at Children's Hospital is well-integrated into the site plan and exhibits many of the open space guidelines listed here.

- Multiple entry and exit points should be provided in parks or playgrounds as better access increases natural surveillance which will restrict unwanted activities

- Parks and open spaces should complement and integrated with the sidewalk system to develop an open space and pedestrian network that could attract more people.

- The design and placement of physical features should maximize visibility

- Activities should be located either along the edge of parks close to vehicular traffic or gathered together along pedestrian walkways

- Walkways should be designed to have clear sight lines from the public street and sidewalk system, especially where they curve or change grade

- Minimum maintained lighting standards should be provided for nighttime illumination of parking areas, walkways, entrances, exits and related spaces to promote a safe environment

Plan Illustrations

On the following pages are a series of photo illustrations and oblique aerial sketches intended to demonstrate possible future conditions based on the policy guidance from this plan. They include representations of future land use changes, redevelopment, urban design standards, and public improvements. These images are not intended to propose redevelopment on specific properties, nor are they a substitute for the policy text and future land use map provided in this plan.

A close examination reveals inconsistencies between the photo illustrations and oblique aerial sketches in places where the two image types cover the same geography. This is intentional, intended to emphasize the fact that this plan provides general guidance and does not determine or guarantee specific outcomes.

Plan Illustration: Possible Improvements and Redevelopment on Specific Blocks

This photo illustration shows existing and possible future conditions for five block faces in the study area.

The first, the east side of the 2600 block, includes ideas for retrofitting the Chicago Avenue frontage of Abbott Northwestern Hospital as suggested in the Urban Design chapter of this plan. These include a new and prominent lobby fronting Chicago Avenue on the current site of the 27th Street drive access, new architectural protrusions to break up the existing façade, and additional plantings. Enhancements such as these are intended to refocus the inward-facing campus back to Chicago Avenue, making the buildings more accessible to people arriving by alternative modes of transportation and improving the pedestrian experience for passersby.

The remainder of the photo illustrations on this page show the range of possibilities offered by this plan's future land use map in terms of land use (housing, office, retail), building type, and redevelopment versus rehabilitation and preservation. Part of the intent of these illustrations is to clearly communicate that this plan envisions incremental change rather than full-scale redevelopment.

Plan Illustration: 22nd Street

This illustration also shows possible redevelopment at the northeast corner of 22nd and Chicago, taking advantage of views across the street to an improved park space. The building steps down from Chicago Avenue to the alley, providing a transition consistent with the urban design guidelines of this plan. The illustration also shows a reconnected 22nd Street on the west side of Chicago, an idea that emerged early in the planning process that did not become a final recommendation.

Plan Illustration: 27th Street

27th Street marks the midpoint of the two-block Abbott Northwestern Hospital campus on the east side of Chicago Avenue. This is the main pedestrian access point to the hospital, provided in a recessed entryway that leads to a small lobby. The larger and more formal lobby is at the interior of the campus. The photo illustration on page 71 shows a new prominent lobby built over the existing driveway at 27th Street as a way of breaking up the long building and creating a more inviting entryway for pedestrians. The 27th Street sketch shows an alternative to this concept that retains the driveway and adds a canopy to draw attention to this part of the building as a main entrance along Chicago.

Also included in this sketch is possible redevelopment at the southwest corner of 27th and Chicago, as well as improved entryways at the existing apartment buildings north of 27th Street.

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Plan Illustration: Possible Improvements and Redevelopment on Select Blocks

E. 2600 to 2700 BLOCK – Possible Institutional building **facade improvement** suggestions for active street front, **landscape enhancement**

E. 2400 to 2500 BLOCK – Possible **mixed use** (residential + commercial) building in corner with **active street front**

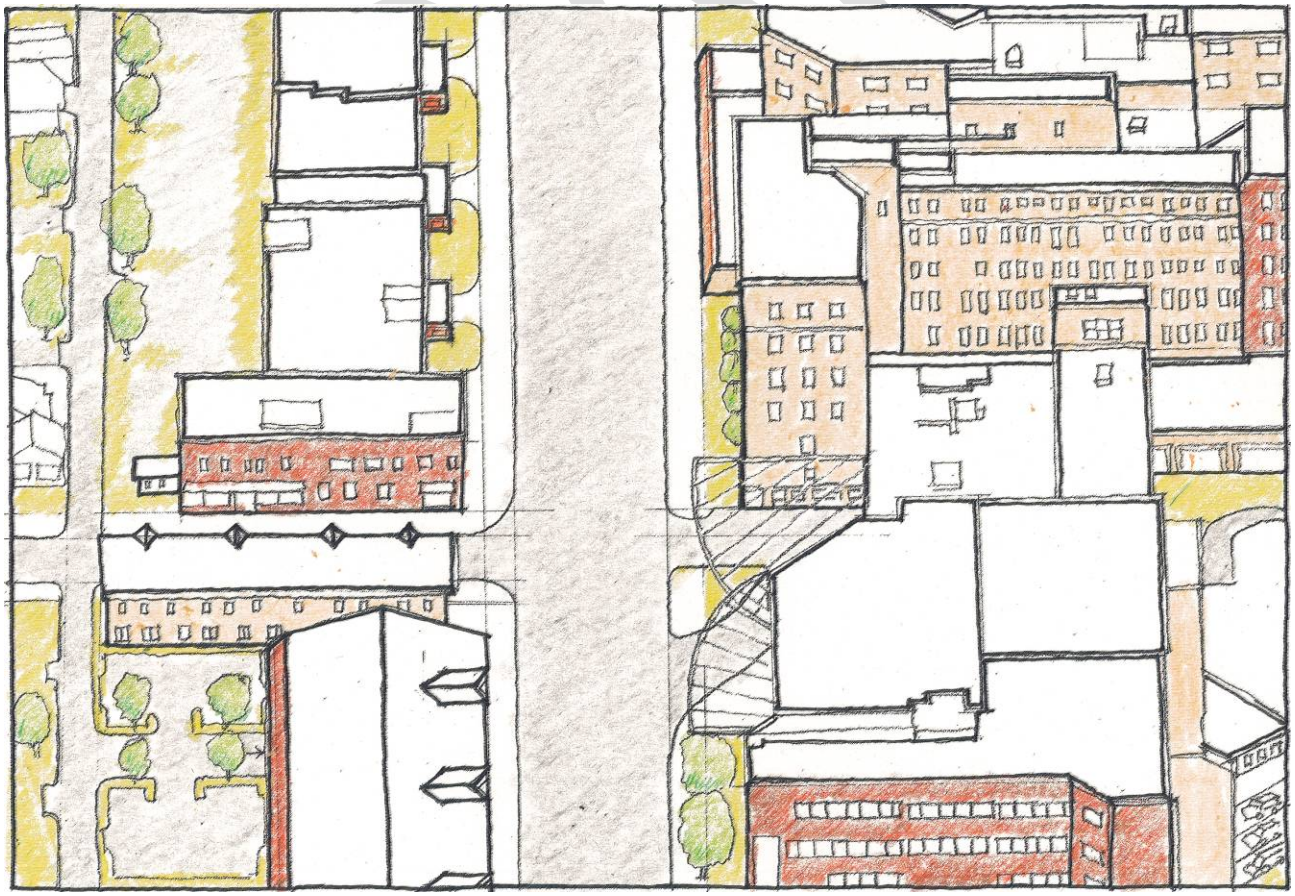
W. 2500 to 2400 BLOCK – Possible **mixed use** (office + residential + commercial) building in corner with **active street front** and **infill residential** or **home-office**

W. 2700 to 2600 BLOCK – Possible **mixed use** (office + residential + commercial) building in corner with **active street front**

W. 2800 to 2700 BLOCK – Possible **residential rehab** or conversion to **home-office** with **active street front**

Plan Illustration: 22nd Street

Plan Illustration: 27th Street



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Chapter 9. Community Development

Successful economic and housing development initiatives require a broad coalition of stakeholders to address community building in a coordinated manner. Community building begins with an accepted vision, which is the role of the preceding chapters of this plan. The vision statement (right) describes the community once the plan is realized. Chapter 5 outlines the opportunities and challenges to achieving the vision, as identified during the planning process. The Land Use, Transportation, and Urban Design chapters articulate policies that support the vision. This chapter lays out a framework and action steps for overcoming the challenges and taking advantage of the opportunities to achieve the vision – Community Development.

The Chicago Avenue Corridor Plan recommends an approach for continuing the current community development momentum in Phillips with renewed focus on the Chicago Avenue corridor. The approach is informed by the community engagement process and the interviews and analysis conducted by Real Estate Research Corporation (RERC). The narrative that follows is an update to a memo provided by RERC, modified to reflect the subsequent planning process.

VISION STATEMENT

Chicago Avenue is a vibrant corridor characterized by a commitment to diversity, history, health and wellness, housing equity, and economic and environmental sustainability. The corridor is home to high-quality hospitals, housing, neighborhood retail, open spaces, and jobs serving the neighborhood and the region. People travel to and around the corridor on foot, bicycles, wheelchairs, buses, cars, taxis, and streetcars. The street is welcoming, attractive, active, safe, and comfortable for residents, workers, and visitors.

Review of Market Assessment

RERC's analysis, including the market assessment in Chapter 3, reveals the need for a series of actions and a strategic direction to generate momentum for a renewed Chicago Avenue housing and economic development environment. In general, the research implications indicate the following for the corridor:

- Children's and Abbott Northwestern Hospitals have made substantial recent investments in the corridor, including the Children's Specialty Center, the Mother-Baby Center, and new Allina lab space in the former DDS building.
- Minimal new non-medical development activity is anticipated in the near term (next 5 years).
- Intentional "economic intervention" is needed to catalyze investment in housing development/preservation and job-generating businesses.
- A better alignment could be achieved between the existing employment base in

the corridor and the number of jobs being filled by neighborhood residents.

- An opportunity exists in the housing market to capture an increased segment of those employees commuting into the area if a broader housing mix were available along with an improved image of the area.

- The hospitals' refocus on internal operations, physical alterations, and renewed awareness of their significant roles in the surrounding neighborhoods should be a catalyst for greater collaboration.

- Neighborhood assets such as location within the region, historic character, architecture, diversity, and as a significant-sized employment center, are considerable building blocks for long term success.

Based on the input generated for this plan and the analysis provided by RERC, this plan recommends the following approach:

Property: Fill vacant space and redevelop where opportunities arise

The plan vision articulated in Chapter 1 calls for a stronger connection between housing and jobs. This means locating more jobs along the corridor for nearby residents and connecting employees with new and existing housing in the Phillips community. In the built-up environment of Chicago Avenue, housing and job growth requires making more efficient use of existing buildings, rehabilitating housing, and redeveloping property.

Better matching employees with nearby housing means continuing to preserve and construct affordable housing and working to create conditions in which market-rate housing is built by the private sector. Area employers have worked toward this goal in the past by initiating employer assisted housing programs that range in scope from partnering with a developer on a new housing development to less resource-intensive initiatives such as matching employees with existing housing through small incentives. Focusing future such programs on property with Chicago Avenue frontage would further these housing goals while improving property with high visibility.

Institutional campuses and other properties along Chicago Avenue are options for ancillary or other types of complementary medical facilities, such as clinical laboratories, support services, medical offices, and housing.

Upon completing the initial market assessment and discussing the future development programs with both Children's and Abbott Northwest Hospitals, it appears that for the next thirty years, they can accommodate their needs within their own campuses or existing facilities. Other mixed use retail, office and housing developments could be accommodated along the corridor. Specifically, these sites include:

- Consolidation and restructuring of hospital administration and ancillary services

is creating additional capacity (60,000-75,000 SF) in existing medical buildings.

- Children's Specialty Center site can double in size for future medical office building expansion. The expansion would provide an additional 140,000 SF or more.

- There is potential for adaptive reuse of the former DDS structure for a variety of uses beyond Allina's 75,000 square-foot lab space (opening in 2012) – possible 600,000 SF – 1,000,000 SF.

- The former Mt. Sinai Hospital has underutilized capacity with medical infrastructure and could be retrofitted for a variety of educational, clinical and laboratory options.

- Assemblage of aging residences between 24th and 25th Streets East could be incorporated into an additional phase of the Phillips Park Initiative with mixed uses fronting Chicago Avenue providing additional housing and potentially neighborhood retail.

- Existing surface parking lots and air rights over parking structures between 28th Street East and the Greenway also provide opportunities for additional residential/mixed use development.

- Initial additions to retail related space should be concentrated at the intersection of Chicago Avenue and E. 24th Street as part of backfilling the Minneapolis Grand property and the potential mixed use development which could be an additional phase to the Phillips Park Initiative. Hospitals could make use of retail space for pharmacy or other public-facing functions.

The future land use map and accompanying text in Chapter 6 provide policy support for these and other potential investments in property, assuming property owner interest and favorable market conditions. This list of sites is a starting point. Future efforts may provide additional housing and employment opportunities, and conditions and available sites will change over time.

Property: Action Steps

Action	Timeframe	Responsible Parties
Amend The Minneapolis Plan for Sustainable Growth to include the Chicago Avenue Corridor Plan	Immediate	CPED
Rezone properties in the study area to match the future land use map in the Chicago Avenue Corridor Plan (see	Immediately following comprehensive plan	CPED

appendix)	modification	
Consult plan when reviewing land use applications	Ongoing	CPED
Actively pursue a housing development or rehabilitation project on the corridor to better match employees with nearby housing	Medium-term	Community partners; Lead to be identified in implementation process
Steer potential medical/office users to available space in the corridor	Ongoing	Brokers, Property Owners CPED
Rehabilitate existing housing stock for continued use as housing or adaptive re-use	Ongoing	Property Owners, Community Development Corporations, CPED

Create Brand Identity: The Wellness Corridor

Today the identity of Chicago Avenue is shaped by the many ways people experience Chicago Avenue – by arriving in Phillips for the first time on the way to the hospital, by seeing a TV news account of an incident, passing through on the way to somewhere else, or by living and working in the community. Some know the area as the Lifesciences Corridor, referring to the coalition of institutions that promote the strong concentration of lifesciences and healthcare industries.

This plan recommends a new brand identity for Chicago Avenue in the study area. Creating a brand for the corridor has been discussed at various levels. Participants in this planning process as well as the 2009 AICP workshop suggested focusing on the corridor area as a "wellness" corridor. This acknowledges a broader, more inclusive identity of the community, playing off preventative healthcare and exercise such as walking, cycling, and other outdoor activities.

Branding Chicago Avenue as the Wellness Corridor serves two important purposes. First, it provides a self-determined identity that will begin to influence the way outsiders think about the area. Second, it serves as a succinct and meaningful slogan around which the many stakeholders in the area can organize their efforts. It reflects the way the community sees its existing assets and future vision, and continues to showcase the concentration of medical-related institutions in the area.

The successful branding of the Wellness Corridor will depend on the ability to implement the total spectrum of the vision – urban design, upgraded public facilities, more housing options, resident employment in the neighborhood, safety, better transit access, signing/wayfinding system, and most importantly, employee and resident confidence in and advocacy for the area. The stakeholders and partnerships advocating for the corridor will

determine the level of visibility of the Wellness Corridor brand, ranging from simply using the term in conversations with investors to a more well-developed signage and way-finding system complete with a Wellness Corridor icon or logo. Such icons can be placed at the various entry points to the corridor, coordinating design features with other physical elements such as planters and banners to provide an awareness that one is in a special place.

Brand Identity: Action Steps

Action	Timeframe	Responsible Parties
Determine scope of Wellness Corridor branding efforts	Short-Term	Employers, Neighborhood Organizations
Market the Wellness Corridor brand according to the agreed-upon scope	Medium-Term	Employers, Neighborhood Organizations

Improve the Built Environment

Enhanced Urban Design to Encourage Investment

Physical investments in the public and private realm, and their appropriate maintenance, send strong signals of the corridor's economic viability. A positive physical image should be supported by urban design improvements that take place as buildings are renovated, land is redeveloped, and public spaces are upgraded. Well-maintained public rights-of-way and parks speak volumes to an area's sustainability. The reconstructed Chicago Avenue's new design, created by its reconfiguration, lends itself nicely to a new Wellness Corridor identity and sets the state for additional physical improvements. Future projects in the private realm should follow the guidance found in Chapter 8, Urban Design, which summarizes the existing urban design policy framework and provides new policies specific to the Chicago Avenue corridor.

Peavey Park: Central to the Wellness Corridor Brand

Peavey Park occupies a long stretch of Chicago Avenue frontage and is a contributor to the overall perception of the corridor. A common issue brought up during the planning process was the state of Peavey Park and its "loss" to the area neighborhoods as a recreational and social gathering place. Past initiatives to address the plight of the park have not produced satisfactory results. Community consensus is that the current design has limited its use as a neighborhood asset, while the park has become more of a location for undesirable activity. The park's strategic location as an entrance to the corridor and its current image reflect poorly on Chicago Avenue. It is clear that redesigning and reprogramming the park will be essential to reinvestment and branding of the corridor.

Concept design for Peavey Park, courtesy of the Metropolitan Design Center

Improve the Built Environment: Action Steps

Action	Timeframe	Responsible Parties
Consult Urban Design chapter of this plan when preparing and reviewing site plans	Ongoing	Property owners, Developers, CPED
Retrofit institutional buildings to better relate to Chicago Avenue frontage (in conjunction with remodeling/expansion projects)	Long-term	Property Owners
Redesign and reprogram Peavey Park	Medium-Term	Minneapolis Park and Recreation Board

Improve Access and Mobility

The Phillips community is strategically located within the larger metro area with direct connections to downtown Minneapolis and only minutes from the University of Minnesota campus. Future transportation improvements should capitalize on this strategic location, improving accessibility for two markets: residents traveling within and outside of the neighborhood to jobs and services, and employees coming into the neighborhood.

Improvements should also enhance the livability of the area for existing residents and make the area more attractive for new investment in housing and employment.

Current initiatives and future recommendations for transportation are provided in Chapter 7.

Action	Timeframe	Responsible Parties
Conduct study of one-way/two-way operation on Park and Portland Avenues	Short-Term	Minneapolis Public Works
Identify and implement pedestrian improvements on Park/Portland Avenues and 26th/28th Streets	Medium-Term (following one-way pair study)	Minneapolis Public Works

Partnering: Refocus on Chicago Avenue

The considerable number of vested stakeholders provides a foundation for continued investment in the area.

As in most cases where an area has lost economic momentum and experienced physical and social decline, this environment did not change overnight. It is a result of many years of neglect or loss of focus, whereby resources, both public and private, were invested elsewhere in the region for numerous reasons. The desired renewal of the corridor is a continuum of the numerous and effective efforts that have already been initiated by the many stakeholders: Phillips West, Midtown Phillips, and East Neighborhood Associations, the Ventura Neighborhood Association, the Phillips Partnership, Allina, Children's and Abbott Northwest Hospitals, Wells Fargo, the City, County, the many other non-profit organizations, as well as the various businesses that serve the area.

Implementation of projects within the corridor has been initiated by a variety of partners, each with their own goals. The Phillips Partnership has identified safety, employment, transportation and housing as its mission. Allina, through its Backyard Initiative, focuses on neighborhood health and healthcare. The Phillips Park Initiative, PPL, Inc. and Hope Community all provide housing development and management. Resource, Inc., Children's and Abbott Hospitals, and Wells Fargo have supported employment training programs. The city provided funding for affordable housing and the capital improvements to Chicago Avenue. Each of the neighborhood associations had funds for their respective plans and activities and various other organizations have identified education, recreation, cultural and arts programs for their support. In sum, a great deal of interest, time, talent and treasure have been generated over the recent past to improve the area's physical and social environment with a great deal of visible success.

The recommendations in this plan are aimed at continuing the current community development momentum in Phillips with a renewed focus on the Chicago Avenue corridor.

Doing so will require each implementing stakeholder to identify a portion of its own mission, goals, and resources that align with the plan vision, with strong facilitation from one entity. This entity may build off one of the existing partnerships in the area, provided there is strong buy-in and participation from all stakeholders.

Action	Timeframe	Responsible Parties
Identify a forum for partnering and coordinating on plan implementation.	Immediate	CPED in cooperation with neighborhood groups, employers, and other stakeholders.

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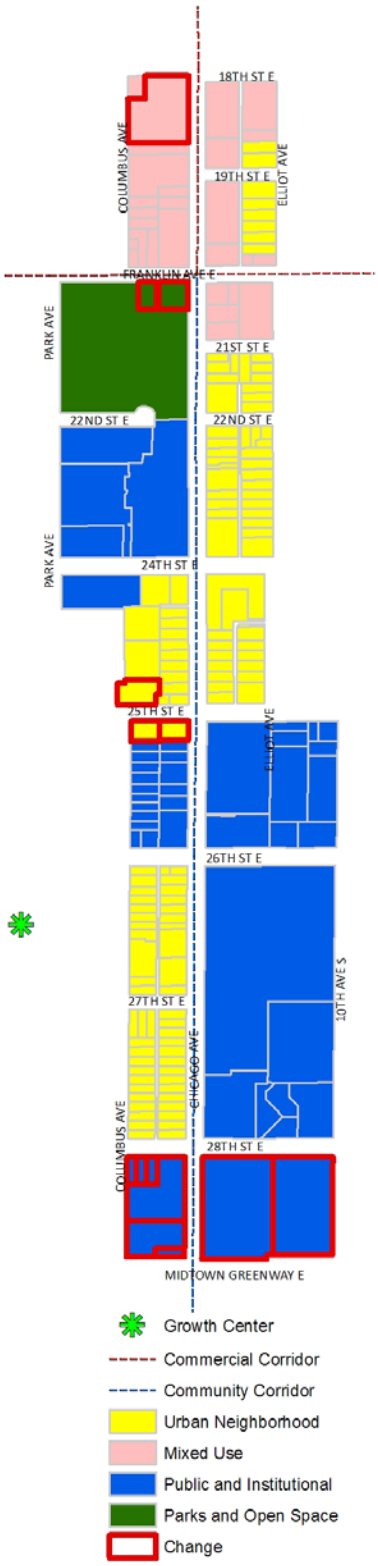
Appendix

Comprehensive Plan Changes

The Chicago Avenue Corridor Plan articulates the policies of The Minneapolis Plan for Sustainable Growth, the City's comprehensive plan, as they relate to the outlined study area. The existing comprehensive plan policies for the study area are outlined in Chapter 6 of this document. The land use policies of this plan provide further definition to the comprehensive plan policies, but do not propose fundamental change to that framework.

The Chicago Avenue Corridor Plan will be submitted to the Metropolitan Council as an amendment to the comprehensive plan, giving the policies of the former the official status of the latter. That amendment will include some changes to individual parcels on the future land use map of the comprehensive plan, some that are housekeeping changes and some that are intended to better match the policy direction of the Chicago Avenue Corridor Plan. These changes are shown at right (outlined in red) and summarized below:

- One property at 18th and Chicago will be shown as Mixed Use rather than Public and Institutional (its existing land use), consistent with practice in the rest of citywide future land use map to indicate Mixed Use on designated Commercial Corridors.
- Two properties in Peavey Park that were shown as Urban Neighborhood will be shown as Parks and Open Space.
- Three properties on 25th Street will be shown as Urban Neighborhood rather than Public/Institutional.
- Properties bounded by Columbus Avenue, 10th Ave S, 28th Street E, and the Midtown Greenway will be shown as Public and Institutional, better reflecting the intent of the Chicago Avenue Corridor Plan than the previous designation of Commercial.

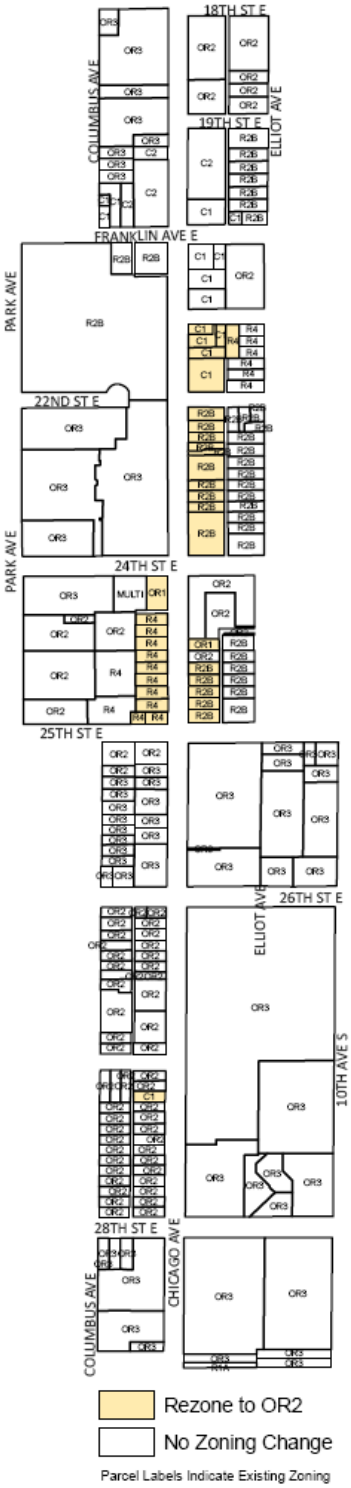


Proposed Rezoning

The future land use map in Chapter 6 of this document provides parcel-specific guidance using the categories of Mixed Use (Commercial/Residential), Mixed Use (Residential/Office), Urban Neighborhood (Primarily Housing), Public/Institutional, and Parks/Open Space. Each of these designations is defined in the chapter narrative.

State statute and good planning practice mandate consistency between the City's zoning map and its comprehensive plan. The current zoning map does not exhibit any stark inconsistencies with the comprehensive plan map as it exists or as proposed for modification on the previous page. However, the more fine-grained land use policy offered in Chapter 6 of this document does present some inconsistencies with the current zoning map, specifically on some properties with the "Mixed Use (Residential/Office)" designation. The intent of this designation is as follows, as outlined in Chapter 6:

> *Neighborhood Mixed-Use Blocks* – The future land use map shows primarily "**Mixed Use (residential and/or office)**" on these properties. Community consensus is that properties with buildings in good condition should remain as they are when feasible, especially those that contribute to an aesthetically pleasing corridor. Some structures, particularly those closest to the hospitals, are good candidates for adaptive reuse into medical or other offices. The zoning should continue to allow this. Properties with structures in poor condition are good candidates for rehabilitation or redevelopment into multifamily housing and/or office uses. New buildings may include small neighborhood-serving retail spaces fronting Chicago Avenue, but retail should not be in new standalone buildings.



This designation fits well with the OR2 zoning district, which can be summarized as follows:

- Allows single-family homes, duplexes, and multifamily housing
- Allows offices, clinics, and birth centers, but not hospitals

- New offices and residences of at least 20,000 square feet can include retail, but retail-only buildings are not allowed
- New development can be 1-4 stories without a conditional use permit

Current zoning on properties with the "Mixed Use (Residential/Office)" designation includes a mix of R2B, OR1, OR2, and C1. Concurrent with the approval of the Chicago Avenue Corridor Plan, the CPED-Planning Division will be recommending application of the OR2 zoning district on all parcels with "Mixed Use (Residential/Office)" designation.

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GLOSSARY OF TERMS

Access management – strategies designed to balance access to developed land while ensuring a safe, efficient transportation system

Active street frontage - building façade facing the street designed in a way to promote safe, people-oriented frontages generally achieved by locating business or retail land uses on the ground floor with windows facing the street

Aesthetic improvements - relate to upgrading real property, activities include: building façade improvements; enhanced entrances or storefronts; exterior lighting; replacement of signage; fencing; landscaping; upgraded parking surface areas, etc.

Adaptive reuse - the extensive alteration, restoration, and/or renovation of an existing building so that it will serve a new or modified use

Bikeway – bicycle facilities such as paths or marked lanes designated for use by cyclists from which motorized traffic is generally excluded

Choice riders - are those who have realistic alternatives such as driving a car but choose to use transit for various trips

Community corridor – designated streets as per the City's Comprehensive Plan, which tend to have moderate traffic volume, and land uses that are primarily residential with commercial uses concentrated at nodes

Comprehensive Plan – refers to the 2009 Minneapolis Plan for Sustainable Growth, which is a general, inclusive long-range statement of the future development of the City - the plan consists of maps accompanied by description and supplemented by policy statements that direct future capital improvements in an area

Connectivity - refers to the visual and physical accessibility into and within an area

Crime Prevention Through Environmental Design (CPTED) – design and use of the built environment in a way that can lead to a reduction in the fear and incidence of crime, and an improvement in the quality of life

Crime perception - refers to a particular emotion, that is, a feeling of apprehension or dread caused by an awareness or expectation of danger

Facade improvements – improvements to any exterior faces of a building which often refers to the architectural front, which is distinguished by its primary orientation towards the public street

Future land use designation – answers in general terms the following question for each property in the study area: if this property were to be reused or redeveloped, what would we like to see here?

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Growth center - designated areas as per the City's Comprehensive Plan, which are characterized by a concentration of business and employment activity and may include residential, office, retail, entertainment and recreational uses

Human scale - refers to the combined use of elements within a development which relate positively in scale to people and which contribute to a comfortable feeling rather than one of being overwhelmed

Infill development – the practice of building on vacant lots or undeveloped parcels within the older parts of an urban area or already developed area

Institutions – institutions in the corridor refer to facilities whose uses include educational, religious, and healthcare providers.

Lifesciences designation - a state-designated growth and expansion zone for biotechnology and health sciences industries, providing technical and financial support to qualifying businesses located within the zone

Livability - is the sum of the factors that add up to a community's quality of life; including the built and natural environments, economic prosperity, social stability and equity, educational opportunity, housing options, and cultural, entertainment and recreation possibilities.

Market rate housing – housing that attracts the current, prevailing or going rate for rent/purchase without any income restrictions or subsidies

Mixed use – multiple land uses such as residential, retail, office, institutional etc. in varying combinations in the same structure or same general area of a community

Multimodal transportation - planning and incorporating multiple modes of transportation such as cars, rail, bikes and pedestrians into a connected and integrated system

Neighborhood - an area of a city or town with common demographic and economic features that distinguish it from adjoining areas – in Minneapolis, neighborhood boundaries are official and most are formally organized

Neighborhood amenities - tangible or intangible benefits offered to neighborhood residents, typically on-site recreational facilities or planned programs, services and activities

Neighborhood assets - neighborhood, schools, religious centers, neighborhood organizations, libraries, restaurants, and other establishments that make the place unique, these also include, the built environment, people and demographics, and public spaces

Non-motorized transportation - includes any form of transportation that provides personal or goods mobility by methods other than the combustion motor

Open/green space - undeveloped land or common areas reserved for parks, playgrounds, walking paths, or other natural uses

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Ownership housing - homes that are occupied by the owners, in contrast to rental property, in which owners rent their houses out to others

Pedestrian scale/orientation - neighborhoods designed at a human scale, which make them walkable and accessible to the pedestrian

Physical improvement - refers to any repairs, addition, upgrade, remodeling, renovation, or structural correction which shall materially add to the value or condition of public or private property

Program improvements - public events and activities organized by various public or private entities that improve the community's livability

Promenade - an aesthetically pleasing public area, usually a well-landscaped corridor set aside for walking

Public art - works of art in any media that have been planned and executed with the specific intention of being sited or staged in the public realm, usually outside and accessible to all

Public realm - refers to public spaces between private buildings including pavements, streets, squares, and parks

Reconstruction - the process of returning a damaged building to a known earlier state by the introduction of new materials

Redevelopment - the process of developing land which is, or has been, developed and typically includes the demolition of old, redundant or unfashionable buildings and the construction of new ones on the same site

Rehabilitation - the process of returning a building to a useful state by repair, alteration, and modification.

Rental housing – housing in which the owner receives payment by another individual or persons for use or occupation of the property

Reposition uses – relocating existing uses within a building to a more appropriate and viable location; can also refer to attracting a different type of tenant or seeking a different customer base than before

Streetcar, **modern** – modern streetcars are a hybrid combining features of traditional downtown streetcar lines and light rail; their lines tend to follow traditional streetcar routes in urban areas; however, the cars are a new design that is essentially a smaller version of a light rail car

Streetscape improvements – planning and placing distinctive lighting, benches, art, trees, other landscaping, etc. along streets and at intersections

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Superblock - A very large city block generally resulting in large monolithic buildings and uses with limited public connectivity

Transit service - a public facility and system consisting of the means and equipment necessary for the movement of passengers

Urban design - the practice of arrangement, appearance and functionality of towns and cities, and in particular the shaping and uses of urban public realm

Walkability - refers to those characteristics of an area which enable or hinder one's ability to walk around an area

Wellness Corridor – the theme emerging for the Chicago Avenue corridor, through this process, which exemplifies a general neighborhood condition of optimal, physical, economic, emotional, intellectual, social, and vocational well-being

Wayfinding signage – a system of public signs that enable a person to find his or her way to a given destination with ease

Zoning district - an area or areas within the limits of the city within which uniform regulations and requirements govern the use, density or intensity, placement, spacing and size of land and structure

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