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*Appendix A*  
*“Foundation” Planning Documents*



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

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

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

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

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

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

The initiatives include:

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

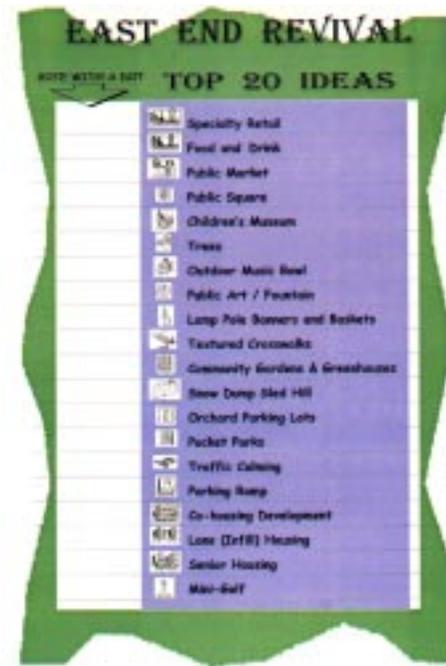


the district

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

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

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



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

The results of the process identified a phased redevelopment strategy:

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

**Hiawatha-Lake Street Station Area Plan**

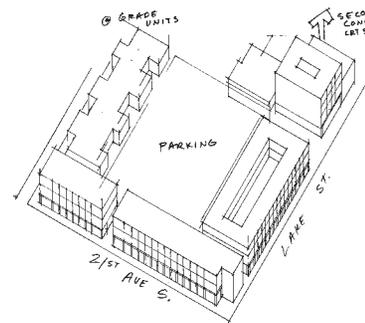
*June 2000~Prepared by Calthorpe Associates, IBI Group, Coen + Stumpf Assoc.*

In broad terms, the plan:

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

**Transit-Oriented Design Initiatives**

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



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

Market Potential and Urban Design Capacity

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

Key Plan Elements

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

Use of Key Sites

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



Use of Key Sites

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



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

Catalyst Development Site

- Hi-Lake Shopping Center

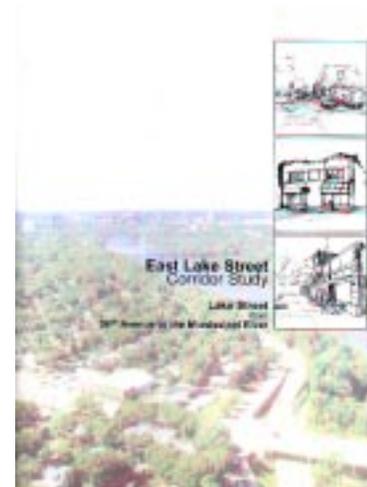


**East Lake Street Corridor Study: Lake Street from 36th Avenue to the Mississippi River**

December 2000

*Prepared by Close Landscape Architecture, Inc.*

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

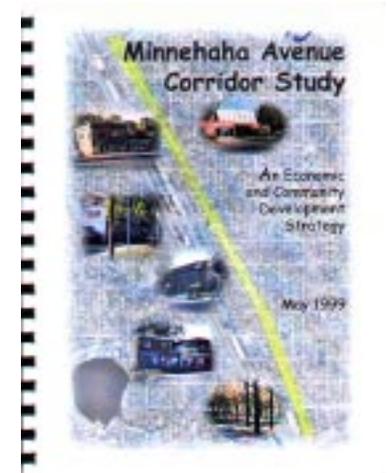


**Minnehaha Avenue Corridor Study: An Economic and Community Development Strategy**

May 1999

*Prepared by BRW, Inc.*

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



**Corcoran Community Square**

Spring 1998

*Prepared by SRF Consulting Group*

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



Corcoran Community Square Concept A



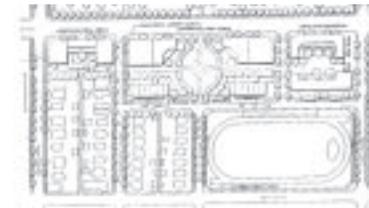
- Creation of a pedestrian-friendly environment along Lake Street
- Expanding or mirroring the green space of the cemetery
- Development of traditional “Lake Street architecture”
- Enhancement of Lake Street with trees, decorative lights and sidewalk improvements
- Views of courtyards and public spaces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

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

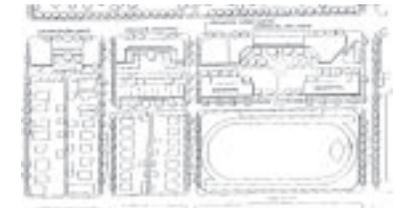
April 1998

*Prepared by Zimmerman/Volk Associates, Inc.*

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



Corcoran Community Square Concept B



Corcoran Community Square Concept C



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

**Lake Street Midtown Greenway Corridor Framework Plan**

October 1999

*Prepared by Close Landscape Architecture, Inc.*

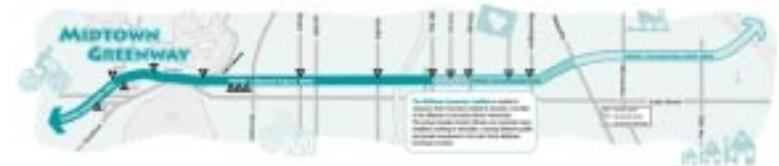
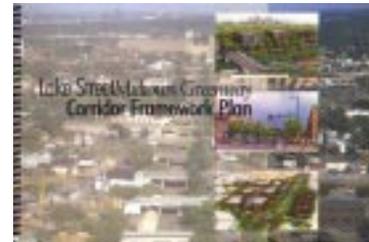
- Suggests transit oriented development and the creation of a Greenway with a continuous green /pedestrian edge
- Proposes a framework that balances and integrates solutions for transit and mixed-use development
- Places emphasis on connections and placemaking
- This report does not deal specifically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

**Midtown Transportation Composite**

December 31, 1999

*Prepared by SRF Consulting Group*

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



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

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

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



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

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

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



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

## Other

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

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

