



THE 38TH STREET AND CHICAGO AVENUE SMALL AREA / CORRIDOR FRAMEWORK PLAN

WITH FOCUS ON CHICAGO, BLOOMINGTON AND 4TH AVENUE BUSINESS NODES

ADOPTED BY THE MINNEAPOLIS CITY COUNCIL ON MARCH 21, 2008



a people-centered,
asset-based approach to
urban planning, policy and design
community design group



NOVEMBER 9 2007

The 38th Street and Chicago Avenue Small Area / Corridor Framework Plan

Prepared for

Bancroft Neighborhood Association
Bryant Neighborhood Organization
Central Area Neighborhood Development Organization
Powderhorn Park Neighborhood Association
The 38th Street and Chicago Avenue Business Association

Funding provided by

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“I believe that we are here not just to build the city but to weave it together, to restore the fabric that differentiates a great city from just another housing development, office park or shopping center.

The New Minneapolis will not be about just housing, jobs or transportation in isolation, it will be an integrated collection of urban villages with quality jobs and housing within walking distance of our homes ... It is about how transit, community development, public art, design, green space, and more all work together to create great, sustainable spaces.

This vision is about change and about action ... We need to seize this special moment with a sense of urgency and purpose. We can be the Great American City of our time and we should settle for nothing less.”

Mayor R.T. Rybak
Inaugural Address
January 3, 2006

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Acknowledgements

We gratefully acknowledge the participation, assistance and support of the following groups, individuals and agencies in the preparation of this document:

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... And our deep and sincere gratitude to the many hundreds of people who have participated in this and similar projects through the years, and without whose guidance, patience and optimism this work would not be possible.

Executive Summary

The purpose of this **Small Area / Corridor Framework Plan** is to support the ongoing improvement and revitalization of the area of 38th Street and Chicago Avenue by proposing specific policies and strategies to guide its evolution.

This work was initiated by area residents, business owners, and other community leaders in early 2004. It has since advanced through several phases of refinement under the direct guidance of residents and neighborhood organizations. This work has been supported, financed and adopted by the four neighborhood organizations around 38th Street and Chicago Avenue, and by other business and civic organizations in the area.

VISION

“38th Street and Chicago Avenue will be vital corridors and places in our City. They will be hubs for prosperous, inviting, healthy, safe and artful communities, unique places and destinations where people connect with each other and have the opportunity to grow and develop socially, artistically, economically and ethically.”

WHAT WE VALUE

This Plan seeks to attract and support development that:

- Furthers local economic development and wealth creation
- Enhances sustainability
- Recognizes and respects community diversity
- Encourages and supports pedestrian orientation
- Provides needed amenities
- Improves public safety and deters crime
- Includes the arts as a means for community connection
- Encourages safe and healthy lifestyles
- Fosters a sense of community

FRAMEWORK

The area of and around 38th Street and Chicago Avenue has long been lacking a strategic vision for “placemaking,” a comprehensive approach for addressing the several urban systems making up our concept and experience of place.

This Plan seeks to provide guidance for improvement of the



A partial aerial view of Minneapolis showing the project area in relation to other landmarks.

project area in physical and economic terms by addressing land use, housing, transportation, economic development, community health, mobility, public safety and arts-based community development.

The Plan identifies six Focus Areas within the project area where specific recommendations are directed. Included in these six Focus Areas are three nodes identified by the Minneapolis Plan as “Neighborhood Commercial Nodes:” Chicago Avenue and 38th Street, Sabathani / 4th Avenue and 38th Street, and Bloomington Avenue and 38th Street.

RECOMMENDATIONS

In general terms, this Plan seeks to intensify land uses in the project area by promoting increased residential and commercial density along the Chicago Avenue and 38th Street transit corridors.

The recommendations in this Plan respond to comments, preferences and guidance provided by residents, community organizations, City of Minneapolis staff and elected representatives. This Plan also responds to and includes recommendations from the recently completed Corridor Housing Initiative study of the area.

Among the recommendations included in this Plan are:

LAND USE

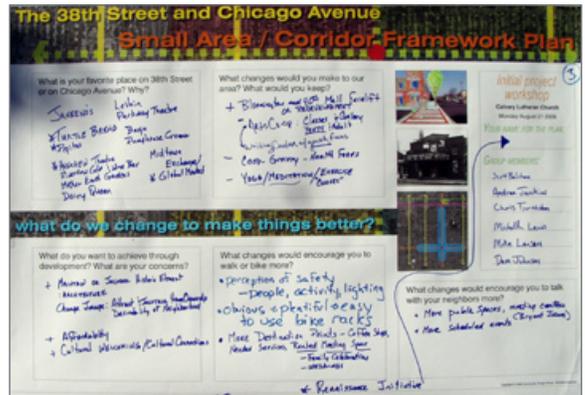
The Plan recommends locating new higher density development adjacent to transit corridors, and proposes changes in existing land uses to make that possible.

Building heights ranging up to four stories are recommended for the neighborhood commercial nodes at the Sabathani and Bloomington nodes. At the 38th and Chicago node, the Plan’s focal location, a slightly higher range of two to five stories is recommended to make use of and support improvements in transit infrastructure along Chicago Avenue and 38th Street.

The Plan also identifies preferred locations for mixed-use commercial/residential development.



Participants share their ideas for this Plan at its Kick-Off Workshop of August 21 2006.



One of the workshop boards from the Plan’s Kick-Off.

HOUSING

This chapter presents some brief recommendations for increasing residential densities in the project area, including the potential adoption of an accessory housing overlay.

MOBILITY AND TRANSPORTATION

The Plan presents recommendations to increase the transit, pedestrian and bicycle orientation of the project area, including improvement of pedestrian crossings, and upgrading of bicycle facilities and street amenities.

The Plan recommends new bicycle transportation facilities along Chicago Avenue and along 38th Street (within the existing right of way) to increase access to this mode of transport. It does not recommend any physical modification to existing roadways or to the existing automobile infrastructure in the area.

ECONOMIC DEVELOPMENT

The Plan makes recommendations for marketing and promoting the project area, and for increasing access to training and other resources for small businesses located in the project area. It also proposes a more active role for neighborhood organizations in support of small businesses located in the area's commercial nodes. Additionally, the Plan makes recommendations to support the development of a long-standing community initiative to start a community-owned business in the project area.

THE ARTS

The Plan presents a survey of local arts and art-related organizations and makes recommendations for encouraging and making use of arts-based community development strategies. It also recommends the establishment of a high visibility arts center near the intersection of 38th Street and Chicago Avenue.

COMMUNITY HEALTH

Developed in collaboration with the City of Minneapolis Department of Health and Family Support (DHFS), this chapter presents health information for the community living in and around the project area and makes design recommendations, supported by Public Health research, for improving the project area's built environment.



The SPEAK Project, featuring metal sculpture produced by young people living in the project area, at 37th and Chicago.

PUBLIC SAFETY

The Plan presents recommendations for addressing lingering perceptions of lack of safety in the project area. Among the recommendations is the assignment of a beat officer to the area near the intersection of 38th Street and Chicago Avenue, provision of improved pedestrian lighting, and increased enforcement of existing regulations against unkempt and shuttered structures that currently exert a blighting influence.

PUBLIC REALM

This chapter of the Plan presents recommendations for improving the quality of the urban realm in the project area and for increasing walkability, pedestrian and transit orientation, and for improving safety and the perception of safety through specific design decisions.

URBAN DESIGN GUIDELINES

The Plan presents a set of guidelines for development that respond to the preferences and ideas expressed by participants in this planning process. The guidelines are meant to supplement the policies guiding the development of Neighborhood Commercial Nodes and Community Corridors presented in the Minneapolis Plan, and to respond to and incorporate elements included in the Minneapolis Zoning Code's guidelines for Pedestrian Oriented Overlay Districts.

The guidelines address various elements of design and the physical landscape, including building orientation and placement, storefronts and façades, pedestrian orientation, and signs and other streetscape elements, among others.

IMPLEMENTATION

The Plan offers guidance for implementing the changes recommended in the document. Establishing a Plan Implementation Committee, for example, is recommended in order to maintain citizen oversight of the development process. Other additional resources, including a prioritization timeline, and businesses development, training and financing resources are also included.



Trees, signs, awnings and streetscape elements help create a lively atmosphere at Chicago Avenue and 48th Street.



Looking forward to improvements at the recent 38th and Chicago Developers' Forum of September 26 2007.

Section I

Vision, purpose and background

This section presents the guiding vision for this work, describes the area over which the recommendations from this Plan are to be applied, and provides a brief overview of the history and current characteristics of the project area.

In this section:

- I.1 - VISION AND PURPOSE**
- I.2 - GEOGRAPHIC AREA**
- I.3 - HISTORY AND PERSPECTIVE**
- I.4 - PAST PLANNING EFFORTS**
- I.5 - DEMOGRAPHIC CHARACTERISTICS**

1.1 Vision and purpose

Improving the area of 38th and Chicago has been an important priority for residents, businesses, neighborhood organizations and community leaders for many years. This Small Area / Corridor Framework Plan builds on the work that has already been carried out by these organizations and individuals, and presents new ideas and strategies with the aim of catalyzing and supporting the improvement and revitalization of this area.

OUR VISION

“38th Street and Chicago Avenue will be vital corridors and places in our City. They will be hubs for prosperous, inviting, healthy, safe and artful communities, unique places and destinations where people connect with each other and have the opportunity to grow and develop socially, artistically, economically and ethically.”

THE PURPOSE OF THIS PLAN

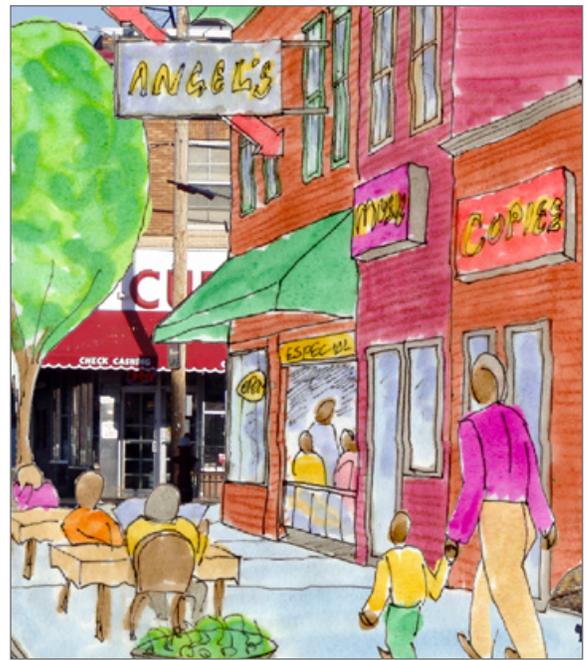
The purpose for this work is to support the ongoing improvement and revitalization of the area of 38th Street and Chicago Avenue by providing a clear guiding vision for our future.

This document prepares and proposes specific changes and elements for the future development of 38th and Chicago. Our goal is for the City of Minneapolis to adopt this Small Area / Corridor Framework Plan as official City policy guiding the evolution of this area.

WHAT WE VALUE

This Plan seeks to attract and support development that:

- Furthers local economic development and wealth creation
- Enhances sustainability
- Recognizes and respects community diversity
- Encourages and supports pedestrian orientation
- Provides needed amenities
- Improves public safety and deters crime
- Includes the arts as a means for community connection
- Encourages safe and healthy lifestyles
- Fosters a sense of community



*Vision is more than just a good idea
- it is vocation and purpose in action.*

OUR GOALS

The recommendations included in this document will help us to:

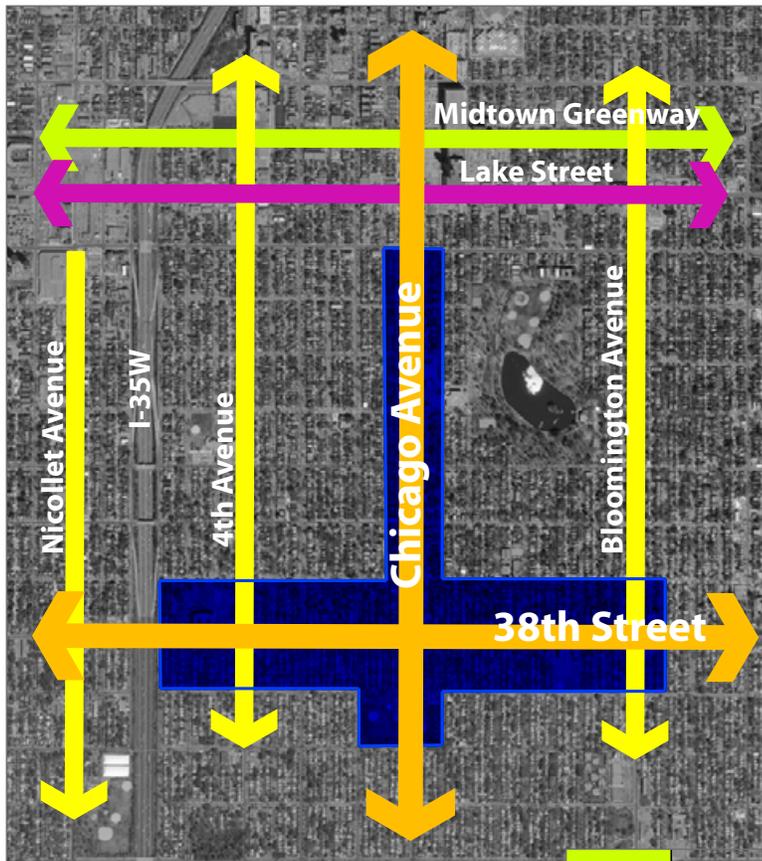
- Strengthen commercial investment in the neighborhood
- Support new and existing businesses
- Attract housing improvement and development
- Retain and attract residents
- Improve public infrastructure and the quality of the built environment
- Promote connections with each other
- Build the assets of our community together

OUR STRATEGIES AND APPROACH

- Use an asset-based approach; identify our assets and build on them
- Engage existing businesses, residents, and government partners
- Find a community consensus
- Craft a doable vision that responds to evolving community goals
- Identify incremental steps for improvement in the short, medium, and long-term

1.2 Geographic area

The work in this project is centered on the intersection of 38th Street and Chicago Avenue, extending along Chicago Avenue between 31st Street on the north and 40th Street on the south, and along 38th Street between 16th Avenue on the east and 2nd Avenue (adjacent to Interstate 35W) on the west.



Plan view of the project area.

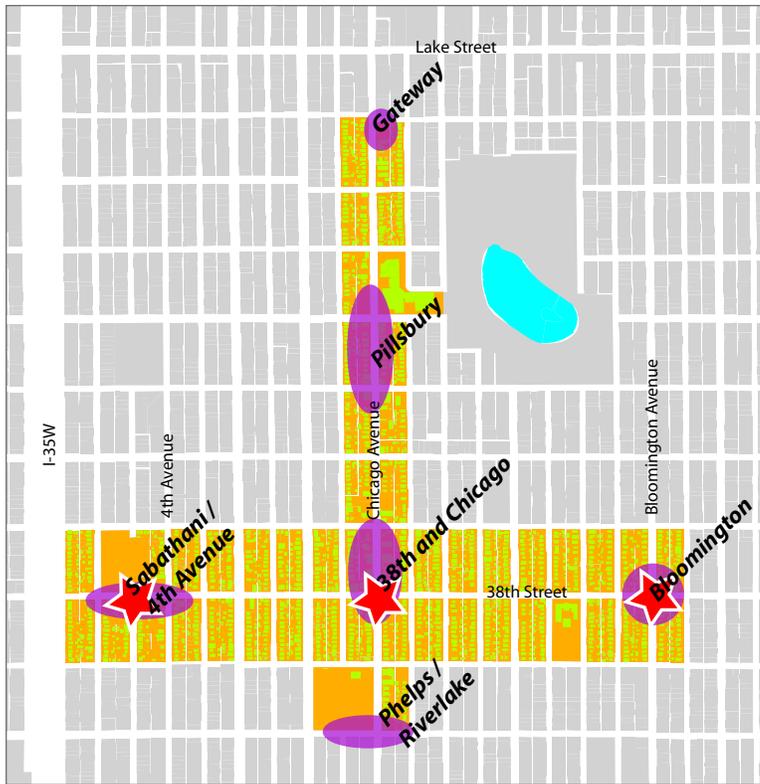


Looking north, towards Downtown.



The areas included in this Plan are in close proximity to major hubs of activity in our city, including Lake Street, the Global Market/ Midtown Exchange and Downtown.

FOCUS AREAS AND FRAMEWORK



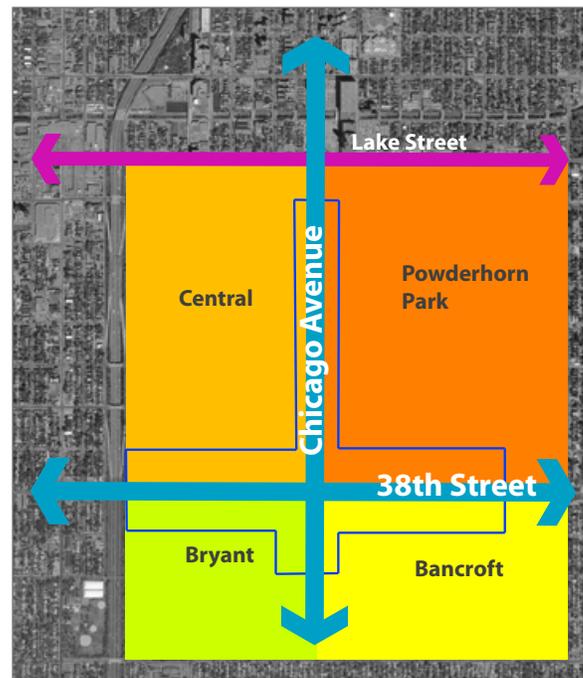
Six Focus Areas are identified in this Plan and are explored in greater detail in Section 2, where specific recommendations for each are presented. Three of those areas (shown with a star in the map above) are identified as “Neighborhood Commercial Nodes” by the Minneapolis Plan. The two principal nodes explored include the area around the intersection of 38th Street and Chicago Avenue, and the area around 38th Street and 4th Avenue South, near Sabathani Community Center.

MINNEAPOLIS PLAN DESIGNATIONS

The Minneapolis Plan is the comprehensive policy document guiding development in the City of Minneapolis. It identifies both 38th Street and Chicago Avenue as “Community Corridors,” and designates the area surrounding the intersections of 38th Street and Chicago Avenue, 38th Street and 4th Avenue, and 38th Street and Bloomington Avenue as “Neighborhood Commercial Nodes.” The recommendations included in this Plan are meant to support and supplement those policies specified in the Minneapolis Plan.

COMMUNITY ORGANIZATIONS WORKING IN THE PROJECT AREA

- Bryant Neighborhood Organization (BNO)
- Bancroft Neighborhood Association (BNA)
- Central Area Neighborhood Development Organization (CANDO)
- Powderhorn Park Neighborhood Association (PPNA)
- The 38th Street and Chicago Avenue Business Association
- 38th Street and Chicago Avenue Task Force



Four neighborhoods come together at 38th and Chicago. Working together, we can pool our talents and resources to make it a better place to live in and visit.

1.3 History and perspective

BEGINNINGS

The story of Minneapolis begins in a place called Gakaabikaang (“at the falls”) by the Ojibwe people and Minirara (“curling water”) by the Dakota - what we now know as Saint Anthony Falls. That name was given to the falls by Father Louis Hennepin, who in 1680 became the first European to view them.

The westward colonization and expansion of the United States led to the establishment of Fort Snelling in 1819, spurring the displacement of the area’s native population and the growth of nearby villages and towns. In 1822 a lumber mill serving the fort was built on the falls, and a more permanent settlement established in the 1840s. The village of St. Anthony grew on the northeast side of the Mississippi River, just outside of Fort Snelling’s jurisdiction.

Colonel John H. Stevens, who operated a ferry service starting around 1850, was the first person officially authorized to live on the river’s west bank. A few years later, the amount of land controlled by the fort was reduced by order of US President Millard Fillmore, and free European settlement of the area followed; the village of Minneapolis soon sprung up on the southwest bank of the river. The village of St. Anthony was incorporated by the Minnesota Territorial Legislature in 1855, and Minneapolis followed in 1856.

Minneapolis grew quickly during and after the Civil War, becoming a city in 1867 and merging with St. Anthony five years later in 1872. The city’s early growth was directed by the Mississippi River - most early streets were run parallel to the river to maximize the amount of land available for speculation and development. As the city continued to grow away from the river, a more traditional north-south/east-west orientation was adopted. Some streets, especially many of the older and more traditionally important ones, like Hennepin Avenue and Nicollet Avenue, have both orientations at different points along their course.

Following an initial burst of activity in the lumber industry the city’s economy developed around the processing of grain from the Great Plains. Minneapolis became the leading grain producer in the world (until about 1932), and was popularly known as the “milling capital of the world.”



The Nokomis Theater, at 3749 Chicago Avenue, on opening day, October 29 1929 ...



... and today. A number of architecturally and historically significant structures are located within the project area.

DID YOU KNOW?

The thirty years between 1860 and 1890 were the most rapid period of growth in the history of Minneapolis. That period saw a sixty-four fold increase in population and a corresponding increase in the city’s boundaries: in 1872, the southern boundary for the City was near present day Franklin Avenue; by 1887, this boundary had moved past present-day 54th Street.

DEVELOPMENT OF 38TH STREET

Settlement of the “southside” of Minneapolis began in earnest in the 1880s. By 1890 heavy settlement had extended to Lake Street, with scattered homes as far as 34th Street.

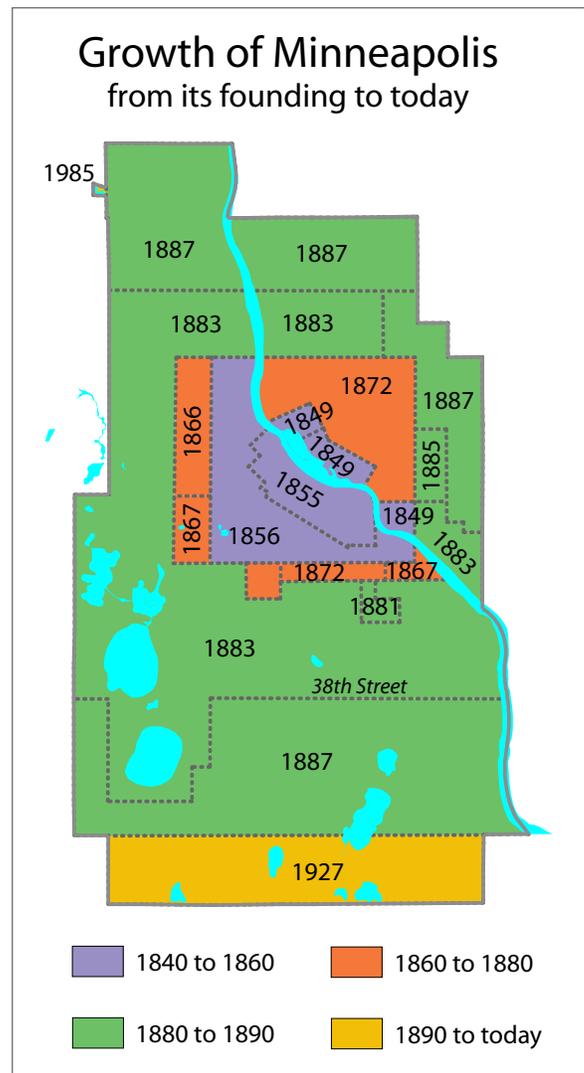
The area around East 38th Street was incorporated into the City of Minneapolis between 1883 and 1887 - 38th Street was in fact the boundary between those two annexations, with the land north of 38th being included in the 1883 annexation and the land south of 38th being annexed in 1887. Houses were built just north of 38th Street in the 1890s and south of the street in the 1900s.

During this same time, the largest wave of European immigrants arrived into Minneapolis. Many were new to the United States, while others were the offspring of Scandinavian and German immigrant farmers moving to the city to seek their fortunes (about two thirds were Scandinavian and the rest German and Irish). Until the 1890s most immigrants to Minnesota came from northern and western European countries, while by 1900 many came from Italy and Greece, and Poland and other eastern European countries. In 1890 Minneapolis had about 60,000 foreign-born residents (close to 37% of the city’s total population).

By 1930, Swedes had become the largest foreign-born group in every section of Minneapolis, and were heavily concentrated in the areas of and around 38th Street and Chicago Avenue. Much of the project area’s residential housing stock and commercial structures were developed as housing and businesses for these populations during the peak expansion of lumber, railroads and flour milling in Minneapolis.

A unique aspect of the project area is that it includes one of two traditional population centers for the Minneapolis Black community.

African American people now make up about 20% of the Minneapolis population. However, in the early days of the city the situation was much different: in 1930 the total Black population of Minneapolis summed 4,176 people. Minneapolis African Americans tended to concentrate in two areas - on the near north side of the city and on the south side near Fourth Avenue South and 38th Street. This area was a strong magnet for African American families as they migrated to Minnesota, especially around the time of World War II and after. During the 1960s it was also a



A map showing the territorial growth of Minneapolis, from its founding to today. The dates shown indicate the year each area was annexed into the City.



The Minneapolis Urban League offices near 38th Street and 4th Avenue.

haven to families displaced from St. Paul's Rondo neighborhood by the construction of Interstate 94.

Many important institutions serving Minneapolis's Black community have had a long-term presence here, including the Minnesota Spokesman-Recorder (first published by Cecil E. Newman in 1934), Sabathani Center (founded in 1966 as a small grassroots organization serving African American youth in South Minneapolis), and the Minneapolis Urban League (working since 1926 to assist African-American people in overcoming obstacles in employment, education, housing, health care and social services).

A hot spot of African American culture and arts, the area has continued to welcome national and international immigrants. New arrivals include Latino, East African and Asian families, who, like those before them, are contributing their energies and talents to the vitality of this community.

DECLINE ...

Like many central city neighborhoods nationwide, the area of 38th Street and Chicago Avenue experienced a period of decline beginning in the 1950s. The causes are many, but most have to do with national policies that limited investments in the city while favoring suburbanization: redlining, freeway construction, and economic disinvestment all played a role in drawing out some of the economic and civic vitality of 38th and Chicago and nearby areas.

... AND IMPROVEMENT

Improvement, however, is just around the corner. Cities are in the midst of a renaissance as some of these damaging policies are corrected and funds are made available for addressing the damage that was done. More importantly, people are recognizing the value of cities as places for economic, civic and cultural interchange, for growth and connection, and for building the kind of society that recognizes the value and worth of all individuals and communities.

This Plan represents one more step taken to improve our community: a summary and articulation of the kind of place we want to create for ourselves, our children and our neighbors. Working together, it is possible to support and enhance what is working, to correct what is not, and to build a framework that will help us make our place a better place to live in, visit, and enjoy.

THE ROLE OF TRANSIT

Transit has always played an important role in the development and success of Chicago Avenue and 38th Street.

The intersection of Chicago Avenue and 38th Street was an important intersection and transfer point in the Minneapolis streetcar transit network. As a result, most of the initial commercial development in the project area took place adjacent to it (and to the 4th Avenue and Bloomington Avenue lines).



Today, the Chicago Avenue bus line, the Number 5, is the oldest bus line in Minneapolis and has the highest level of ridership of any line in the city.

The future also holds great promise: Chicago Avenue has been identified in the City of Minneapolis' 10-Year Transportation Action Plan as part of a "Primary Transit Network" where buses will run at 15 minute frequencies for 18 hours every day. Additionally, the City's recently completed *Streetcar Feasibility Study* is recommending the provision of a new streetcar line connecting Downtown to 38th Street along Chicago Avenue.

38th Street is also a vital connector. As one of the city's original streetcar lines, 38th Street has always been a major east-west transit route, and today is positioned to play an important role linking the existing Hiawatha Light Rail station and a proposed Bus Rapid Transit (BRT) station on I-35W at 38th Street.

1.4 Past planning efforts

Community residents and leaders, business owners, neighborhood organizations and elected officials have been working, for several years, on making improvements to the area of 38th Street and Chicago Avenue. Several studies and plans have been completed in the past with this goal. Hundreds of people have, over the years, contributed their insights and ideas to these documents.

Some of the plans reviewed in the preparation of this document are listed here as they contain useful ideas and important contributions from citizens that participated in their preparation. They include:

38TH STREET AND CHICAGO AVENUE COMMUNITY DEVELOPMENT PLAN

Community Design Group, March 2006

The 38th Street and Chicago Avenue Community Development Plan is the basis for the work included in this Small Area / Corridor Framework Plan.

This document presents a vision for improvement that includes and expands upon the earlier “Reimagining 38th and Chicago” work completed by Minnesota Renaissance Initiative. It includes specific strategies to:

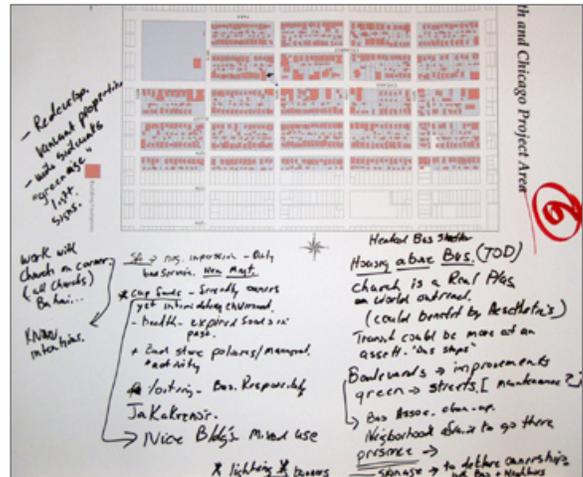
- Expand economic participation of existing residents and businesses,
- Improve the physical realm of 38th and Chicago, and
- Prioritize improvements for the short, medium and long term.

Adopted by all four area neighborhoods and by the 38th Street and Chicago Avenue Business Association and the 38th and Chicago Task Force, the document summarizes a vision that has been in preparation for several years. The document also includes a set of urban design guidelines, a guide to loans and grants available to new and existing businesses in the area, and additional economic development resources.

CORRIDOR HOUSING INITIATIVE

Center for Neighborhoods, December 2006

The 38th Street and Chicago Avenue Community Development Plan was selected for the Center for Neighborhood’s Corridor Housing Initiative (CHI) in August 2006. The Corridor Housing



A discussion board from the Minnesota Renaissance Initiative kick-off workshop of January 28 2004.

FROM EARLIER PLANS: RECURRING ISSUES AND RECOMMENDATIONS

- Improve the physical realm
- Strengthen pedestrian orientation
- Support small business creation
- Revitalize economic activity
- Start a cooperative business
- Work with and involve young people
- Connect with parks and other assets
- Transit network is an asset
- Become a “place” or destination
- Promote affordable and market-rate housing
- Reclaim surface parking lots
- Promote infill and mixed-use development



Participants at a 38th and Chicago Task Force workshop in early 2005.

Initiative, a partnership among neighborhoods, the City of Minneapolis, and development consultants, aims to support neighborhoods as they explore housing choices for a mix of incomes and households, with access to transportation options, retail amenities, parks, and job opportunities. CHI used the urban design guidelines developed as part of the Community Development Plan to illustrate and begin a conversation about ensuring inclusion of community goals as components of the development process.

REIMAGINING 38TH AND CHICAGO

Minnesota Renaissance Initiative, March 2005

This document gathered the comments and opinions of residents, business owners and civic leaders on some of the challenges and opportunities facing the 38th Street and Chicago Avenue intersection. Initially formed to look at issues of African American economic development in the area, the Initiative's January 28 2004 kick-off meeting became the foundation for the development of a consensus-derived, widely held vision for improvement. Including consideration of physical improvement, economic empowerment and development, social connection and arts-infused community development, this vision document was adopted by Powderhorn Park Neighborhood Association and Bancroft Neighborhood Association as the foundation for the 38th Street and Chicago Avenue Community Development Plan.

EAST 38TH STREET ECONOMIC ENHANCEMENT AND URBAN DESIGN PLAN

Biko Associates, December 2000

The East 38th Street Economic Enhancement and Urban Design Plan was prepared for the Bryant Village Initiative (BVI) and the four neighborhood organizations adjacent to 38th Street. Sponsored by Bryant Neighborhood Organization (BNO), the plan addressed revitalization and redevelopment along East 38th Street, and identified locations where residential and commercial development could occur. Additionally, it presented specific recommendations addressing transportation, the public realm, and urban design.

EAST 38TH STREET DEVELOPMENT STUDY

Gretchen Rapp, January 1999

The focus of this study is the condition and potential of 38th Street in its entirety, as it moves from just east of the Lakes to the Mississippi River. The report pays special attention to the



At a Corridor Housing Initiative meeting in October 2006.

THE BANCROFT SURVEY

Bancroft neighborhood residents participated in a survey in the summer of 2005 where they expressed their thoughts about the kind of changes they would like to see in their community.

Among their responses, residents indicated that they would like to have a hardware store, a drugstore, and a grocery store nearby.

Their top priorities for development within Bancroft include:

- Improving business exteriors
- Increasing police protection
- Improving sidewalks, boulevards and streetscapes
- Increasing youth and family programming



Members of the 38th and Chicago Business Association discussing ideas for improvement at a January 2005 workshop.

commercial nodes along the street, and makes several important observations concerning assets and challenges for improvement of this corridor. It includes a number of resident, business, and neighborhood leader surveys, and presents a set of recommendations for improvement.

38TH STREET MARKET STUDY

Frances President-Allen, September 1998

This study focuses on the potential and strategies for revitalization of the commercial node at 38th Street and 4th Avenue. Using the 1996 “Market Study of Neighborhood Commercial Areas and Nodes” by Economic Research Corporation (discussed below) and a 1996 feasibility study for a co-op grocery store at that location (“the Markham report”) as its departure point, it includes discussion of relevant characteristics from those documents, data from census studies and results from a number of resident surveys.

PHILLIPS/CENTRAL/POWDERHORN PARK SMALL AREA PLAN

Minneapolis Planning Department, January 1997

Although the area covered by this plan is mostly outside of that covered by the 38th and Chicago Small Area / Corridor Framework Plan, some of the observations and implementation strategies outlined are applicable to this work.

MARKET STUDY OF NEIGHBORHOOD COMMERCIAL AREAS AND NODES

Economic Research Corporation, June 1996

This study is one of the more comprehensive surveys of the state and circumstances of the City’s many neighborhood commercial nodes. The framework and observations in the report continue to have validity and influence over the planning decisions affecting our city today. The report draws many important conclusions, among which the following figure prominently:

- Neighborhood commercial areas need to be able to generate or attract sufficient dollars to remain viable. A trade area population of 10,000 people or more is needed to support the types and variety of neighborhood-oriented uses needed for a strong commercial area.

- A minimum of 40,000 square feet of convenience and neighborhood-oriented retail uses is needed to provide a good range of goods and services desired by neighborhood residents.
- A concentration of complimentary retail and service uses provides a synergistic effect and ends up attracting a larger number of people, who are able to combine activities and purchases in a single trip.
- Strong anchors such as supermarkets and drug stores attract the largest number of customers on a regular basis and have the potential of attracting customers from outside the immediate trade area.
- On-street parking provides the perception of convenience for a business’s potential customers.
- Security and safety concerns affect the development potential of many neighborhood commercial areas.
- Locations with high activity levels, traffic on the street, on-street parking, and good lighting attract new development.

CHICAGO AVENUE CORRIDOR PROJECT

Scott Wende Architects, December 1994

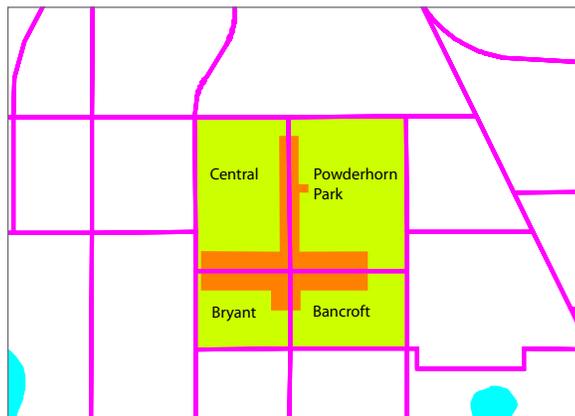
Though more than ten years old, the observations contained in this report are helpful to understanding the condition and prospects of Chicago Avenue today. This study used a comprehensive approach examining issues of economic development, land use, urban design, transportation, and parks and open space, and included a listing of assets, goals and objectives to guide future development. It also included a block-by-block examination of Chicago Avenue from 24th Street to 40th Street and site-specific recommendations for improvement.

OTHER RELEVANT DOCUMENTS

- The Minneapolis Plan: a comprehensive policy document guiding the City’s development.
- The Minneapolis Zoning Code of Ordinances: the primary tool used to implement the policies of the city’s Comprehensive Plan in a manner that protects the health, safety and general welfare of the citizens of Minneapolis.
- 2030 Regional Development Framework: the Metropolitan Council’s overall growth and development plan for the Twin Cities’ metropolitan region.

1.5 Demographic characteristics

The area included in this project lies inside the four neighborhoods surrounding 38th Street and Chicago Avenue: Bancroft, Bryant, Central, and Powderhorn Park. Given that a significant portion of those neighborhoods is included within a 1/4 mile (5 minute walk) and a 1/2 mile (10 minute walk) radius from the intersection and the corridors themselves, the demographic data presented here combines information for the four neighborhoods.



The project area and the four neighborhoods for which demographic data is presented here.

SELECTED DEMOGRAPHIC CHARACTERISTICS

Geographic area	Project area	Minneapolis
Total area (square miles)	2.0	54.9
Parks, lakes, and green space (square miles)	0.1	10.0

Population	Project area	Minneapolis
Individuals	23,502	382,618
Households	8,130	162,352
Families	4,739	73,939
Children (all individuals under 18)	7,477 31.8% of total	84,169 22.0% of City
School age children, teenagers and young adults (ages 5 to 22)	6,838 29.1%	89,597 23.4%

Data source: 2000 US Census

Diversity	Project area	Minneapolis
Native American	760 3.2% of total	8,378 2.2% of City
Black	7,354 31.3%	68,818 18.0%
Latino	4,659 19.8%	29,175 7.6%
Asian and Pacific Islander	1,516 6.5%	23,744 6.2%
White	9,621 40.9%	249,186 65.1%
Total non-White	13,881 59.1%	133,432 34.9%

Data source: 2000 US Census

CENSUS HOUSEHOLD OR FAMILY?

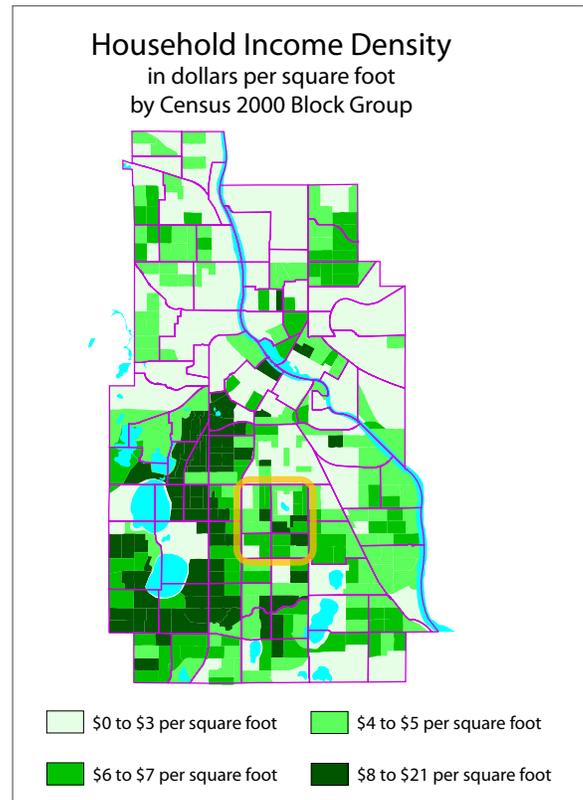
- A “household” is a person or group of people occupying a housing unit.
- A “family household” consists of a householder (the person who owns or rents the housing unit) and one or more people living together in the same household who are related to the householder by birth, marriage, or adoption.
- A “non-family household” is a person living alone or a householder who shares the home with non-relatives only.

Economics	Project area	Minneapolis
Median family income	\$36,623	\$48,602
Median household income	\$36,141	\$37,974
Families living below the poverty line	915 19.0% of total	8,868 11.9% of City
Children living in poverty	2,351 32.1%	20,477 25.1%
Unemployed workers	854 7.0%	12,778 5.8%

Data source: 2000 US Census

Housing	Project area	Minneapolis
Total number of housing units	8,578	168,606
Vacant units	448 5.2% of total	6,254 3.7% of City
Owner-occupied units	4,550 56.0%	83,408 51.4%
Renter-occupied units	3,580 44.0%	78,944 48.6%

Data source: 2000 US Census



A fact that might surprise some: the area around 38th Street and Chicago Avenue also includes blocks with some of the highest levels of income density in Minneapolis.

The map above shows household income density by Census 2000 block group, broken into quantiles (equal groups). Given the project area's existing household density (the number of households per land area) there is more income available per block than in many other parts of our City. This is good news for attracting business development.

Section II

Proposed policy changes

This section of the Plan is the principal component of this work, and includes specific recommendations for improvement for the several “urban systems” or interrelated planning and policy spheres that, taken together, make up our experience of and vision for 38th Street and Chicago Avenue.

In this section:

- 2.1 - DISTRICTS AND FRAMEWORK**
- 2.2 - LAND USE**
- 2.3 - HOUSING**
- 2.4 - MOBILITY AND TRANSPORTATION**
- 2.5 - ECONOMIC DEVELOPMENT**
- 2.6 - THE ARTS**
- 2.7 - COMMUNITY HEALTH**
- 2.8 - PUBLIC SAFETY**
- 2.9 - THE PUBLIC REALM**
- 2.10 - URBAN CHARACTER AND DESIGN GUIDELINES**

*“Of the man-made things,
the works of engineering and architecture and town plan
are the heaviest and biggest part of what we experience. They
lie underneath, they loom around, as the prepared place of our
activity. Economically, they have the greatest amount of past
human labor frozen into them, as streets and highways, houses and
bridges, and physical plant.*

*Against this background we do our work and strive towards our
ideals, or just live out our habits; yet because it is background, it
tends to become taken for granted and to be unnoticed.*

*A child accepts the man-made background itself as the inevitable
nature of things; he does not realize that somebody once drew some
lines on a piece of paper who might have drawn otherwise. But
now, as engineer and architect once drew,
people have to walk and live.”*

~ Paul and Percival Goodman
Communitas, 1960

2.1 Framework

The recommendations made in a Small Area Plan must necessarily be specific to a place. Six specific places, called “Focus Areas” in this Plan, are identified as locations sharing some characteristics that differentiate them from surrounding areas, and that also make it appropriate to direct some specific improvements to them.

A WORD ABOUT NOMENCLATURE

It should be noted that these “Focus Areas” should not be confused with the “Node” designations utilized in the Minneapolis Plan. Focus Areas identified in this Plan are meant to supplement, and not supplant, those designations. Three of the Focus Areas identified here are also identified by the Minneapolis Plan as Neighborhood Commercial Nodes; three others are not, and this Plan does not seek to change that. It simply names them in order to make recommendations for them. Where Focus Area boundaries are identified, these are again meant to supplement (and not compete with) boundaries identified in the Minneapolis Plan.

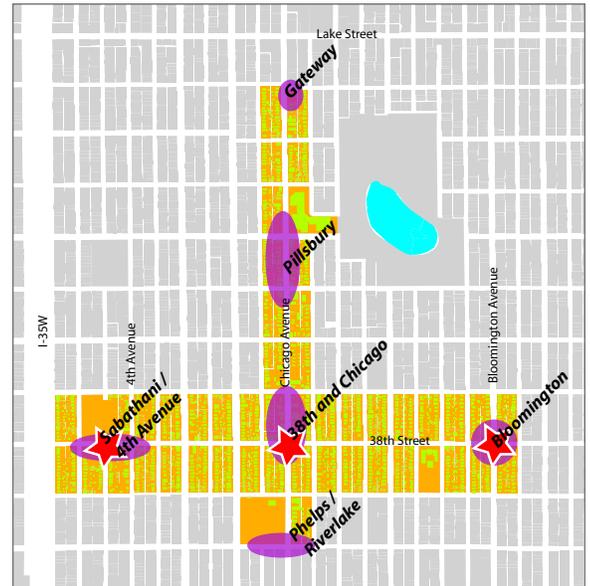
FOCUS AREA DESCRIPTIONS

GATEWAY

This Focus Area is located along the northern edge of the project area. Mostly residential, it includes a mix of single family and multi-unit housing, as well some land dedicated to automobile-related uses. It was identified as a Focus Area to address issues of continuity between the project area and development and other activities taking place on nearby Lake Street, the Allina / Abbott medical campus, and the Global Exchange and Market.

PILLSBURY

This Focus Area extends between 34th and 35th Street along Chicago Avenue. Several important public and institutional uses are located here: Pillsbury House (at 35th Street) is a community institution serving children and families, and hosting several education, health, and arts initiatives and programs, including a nationally recognized professional theater company. Wilder School, on 34th Street, connects directly with Powderhorn Park, an important recreation and community asset in South Minneapolis.



The six Focus Areas identified in this Plan. Areas marked with a star are identified as “Neighborhood Commercial Nodes” by the Minneapolis Plan.



View north from the edge of the Gateway Focus Area.

SABATHANI / 4TH AVENUE

This Focus Area is located around the intersection of 38th Street and 4th Avenue South, and includes a number of important institutions. Sabathani Community Center, located on 38th Street between 3rd and 4th Avenue, is a community institution serving youth and the multi-racial, multi-cultural and multi-generational communities living in South Minneapolis. This node also includes the offices of the Minnesota Spokesman-Recorder and the Minneapolis Urban League, as well as several churches.

This Focus Area is identified as a “Neighborhood Commercial Node” in the Minneapolis Plan.

38TH AND CHICAGO

The area of and around the intersection of 38th Street and Chicago Avenue is a principal Focus Area for the work of this Plan. Community desire to improve the physical and economic conditions of this area has been one of the driving forces for this work. Several businesses and community institutions are located near this intersection.

This Focus Area is identified as a “Neighborhood Commercial Node” in the Minneapolis Plan.

BLOOMINGTON

The Focus Area at Bloomington Avenue and 38th Street is an important intersection in this part of Minneapolis, and can help connect the work of this Plan with changes and improvements taking place along Bloomington Avenue.

This Focus Area is identified as a “Neighborhood Commercial Node” in the Minneapolis Plan.

PHELPS / RIVERLAKE

This Focus Area marks the southern end of the project area, and includes the areas around Phelps Park, an important center for sports and recreational activities for young people. Located along the proposed “Riverlake Greenway” bicycle corridor on 40th Street, issues of connection and accessibility are of primary importance.



Sabathani Community Center, one of the community institutions near 4th Avenue and 38th Street.



At a community celebration near the intersection of 38th and Chicago.



The Bloomington Focus Area, located at the intersection of Bloomington Avenue and 38th Street.

2.2 Land use: Present conditions and recommendations

The term “land use” refers to the activities that take place on the specific land parcels making up a place. Changing over time, land uses reflect larger economic, social and structural factors. They also respond to directions set forth in a city’s land use planning policies, including its zoning regulations, comprehensive plan, and other policy documents.

In this chapter we examine land uses in the project area and identify specific parcels where current uses conflict with the long-term vision included in the 38th Street and Chicago Avenue Community Development Plan and the Minneapolis Plan. We propose alternative uses that, working in concert with the other recommendations that are part of this Small Area / Corridor Framework Plan, can lead us closer to realization of the community vision that forms the basis for this work.

Additionally, a set of policy changes related to land use is also presented to supplement existing city policies and to protect and enhance the project area’s pedestrian orientation.

GOALS

- Identify “opportunity sites,” vacant or underutilized parcels where development could be directed
- Identify parcels where current uses conflict with long-term vision; propose use changes consistent with long-term vision
- Increase the number of people living in the project area
- Recommend locations for higher density development
- Protect and encourage pedestrian orientation of the project area
- Encourage construction of mixed-use, commercial / residential development where appropriate

EXISTING CONDITIONS

This section gives a brief overview, in general terms, of land uses along Chicago Avenue and 38th Street. More detailed descriptions are given for each of the Focus Areas in following sections of this chapter.

ALONG CHICAGO AVENUE

Chicago Avenue is a busy north-south corridor connecting downtown Minneapolis to important institutional, commercial and residential locations along its path. The portion of Chicago Avenue



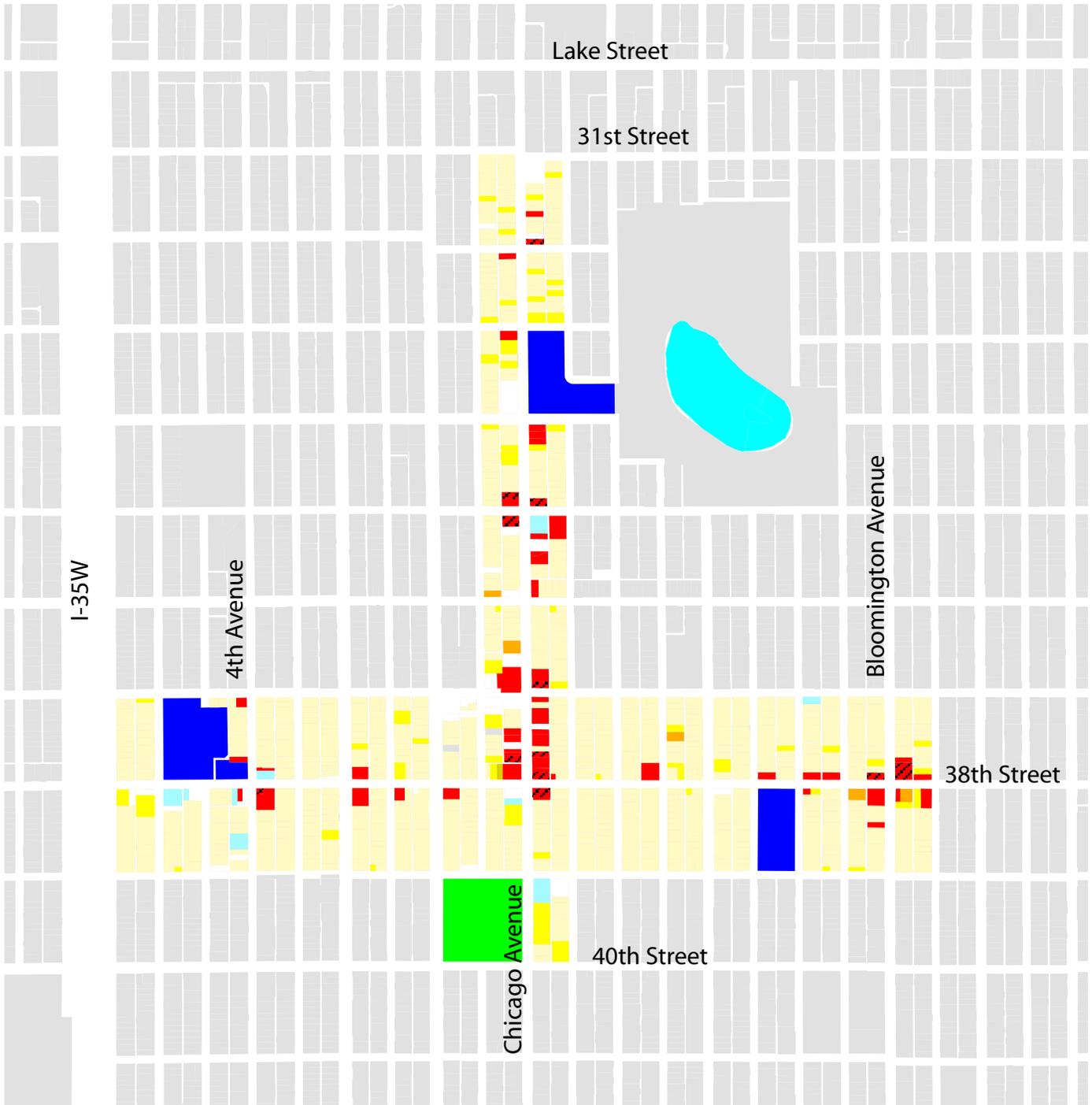
Neighborhood commercial use at 32nd Street and Chicago Avenue.



Multi-unit housing along Chicago Avenue.

Existing Land Uses

38th Street and Chicago Avenue Project Area



within the project area has a good mix of residential, commercial and institutional uses.

Residential uses in the northern half of the project area are roughly equally divided between single family residences and multi-family units. Commercial uses are present in at least one of the corners in all the intersections in this part of the project area; at 35th Street all four corners host non-residential uses, though some vacancies and non-commercial uses are present also.

In the southern half of the project area there is a significantly higher number of commercial and non-residential uses. Much of this is due to the influence of the commercial node at the intersection of 38th Street and Chicago Avenue (designated as a “**Neighborhood Commercial Node**” by the Minneapolis Plan). Though it faces several challenges, improvements at this node have great potential for changing people’s perception of this part of Minneapolis. There is a slightly higher proportion of single family vs. multi-unit residential uses than in the northern half of the project area.

Two important commercial and activity nodes exist in relative proximity to the project area along Chicago Avenue: the Midtown Exchange and Global Market, at Chicago and Lake, and a vibrant and vital neighborhood commercial node at 48th Street and Chicago Avenue.

Chicago Avenue is identified as a **Community Corridor** by the Minneapolis Plan.

ALONG EAST 38TH STREET

At present, 38th Street includes a mix of residential, commercial and institutional uses. Less intensely commercial than Chicago Avenue, a significant number of parcels along it host residential land uses, including a limited number of multi-family units.

38th Street is identified as a **Community Corridor** by the Minneapolis Plan, which also identifies (in addition to 38th Street and Chicago Avenue) the area surrounding the intersection of 4th Avenue, and the area around the intersection of Bloomington Avenue as **Neighborhood Commercial Nodes**. A prospering node at 38th Street and Nicollet Avenue is also in close proximity to the project area.

GREAT STREETS: FUNDS FOR IMPROVEMENT AND REVITALIZATION

Community Corridors and Neighborhood Commercial Nodes (as designated by the Minneapolis Plan) are eligible to receive funds for improvement under the City’s recently created Great Streets Program.

The Focus Areas at 38th and Chicago, 4th and 38th, and Bloomington and 38th are classified as Neighborhood Commercial Nodes under the Minneapolis Plan, while both Chicago Avenue and 38th Street are identified as Community Corridors.

For more details on the Great Streets Program please see Chapter 3.2.



An example of what is possible: the recently rehabilitated building at 1101 Broadway Avenue, in North Minneapolis, now hosts a bank, community development organizations, and a coffee shop.

FUTURE LAND USE: A CAVEAT

This section includes recommendations about possible future uses of land in the project area. In some cases, recommendations include changing uses or structures currently existing on a parcel, though the fact that a recommendation is made does not mean that it will happen or that it must happen.

These recommendations are provided following guidance from the City of Minneapolis CPED Planning Division. The purpose of the recommendations is to illustrate development possibilities that are consistent with the vision and recommendations from the Minneapolis Plan and with the community comments and preferences that this Plan is based on.

An important foundation for this work is the belief that sustainable improvement only takes place with the consent and active participation of those affected. Therefore, no part of the recommendations that follow in this section should be construed as evidence of a hidden development agenda; all work and development activities that proceed from this Plan will be openly announced and accessible for public review, guidance and comment.

Where possible, contact with the present use and property owner has been made as a courtesy to let present business and parcel owners know about this work and its potential implications. Several of the recommendations included in this section were included in the list of sites evaluated as part of the Corridor Housing Initiative in Fall 2006.

Reading the land use maps

The maps provided in the next section use these definitions:

- **Preferred mixed use** are locations where there is strong community preference for including ground-floor commercial space along with new residential development
- **Maximum stories** (marked as a number on the gray circles) is the **maximum** number of stories recommended for development and construction at a location
- **Preserve** (marked as “P” on the gray circles) indicates structures that are recommended for preservation, rehabilitation and reuse
- **Density** is defined in terms of dwelling units (DU) per acre. Low-Density Housing includes up to 20 DU/acre; Medium-Density Housing ranges between 20 to 50 DU/acre; High-Density Housing includes between 50 and 120 DU/acre.

A FRAMEWORK FOR SITE SELECTION

How do we choose which parcels to recommend for development? Which criteria are helpful in evaluating recommendations for changing the structures and uses in a parcel or Focus Area?

The framework provided in this section is meant to help answer some of those questions. Developed as part of the Corridor Housing Initiative with the help and support of the City of Minneapolis Community Planning and Economic Development (CPED) office, it asks some helpful questions for decision-making:

SIZE: IS THE LAND AVAILABLE OF SUFFICIENT SIZE TO DEVELOP?

- Is the parcel large enough to make development possible? Can it be combined with adjacent parcels to assemble a site that can accommodate the desired amenities and be economically viable? A typical residential parcel in the project area is approximately 5,000 square feet – a site would need to be at least 10,000 square feet to yield about 8 units of housing at R4 densities.

STRATEGIC IMPACT: CAN IT HELP CHANGE OUR PERCEPTION OF THE PROJECT AREA?

Some things to consider:

- Site location: where is it located in the project area? Is it on a corner? How visible will it be?
- How long has it been underutilized or vacant? Do people perceive its current condition as a blighting influence?

FEASIBILITY: HOW POSSIBLE IS IT?

- Is it consistent with the Small Area / Corridor Framework Plan and with the Minneapolis Plan?
- Is it in a marketable site or area?
- How many transactions would be required to assemble the land for this project? (Two or less is best)
- Are developers already expressing interest in this site?
- Is the property owner actively trying to sell the property?

OTHER PLAN OBJECTIVES: WHAT ELSE DOES IT ACCOMPLISH?

- Is the site well-suited for mixed-use development?
- Does it replace a non-pedestrian oriented site or use with something that improves walkability in the project area?
- Does it increase the density of households in the area? Bringing more people to the area helps improve business vitality and helps support transit infrastructure.

FOCUS AREA RECOMMENDATIONS

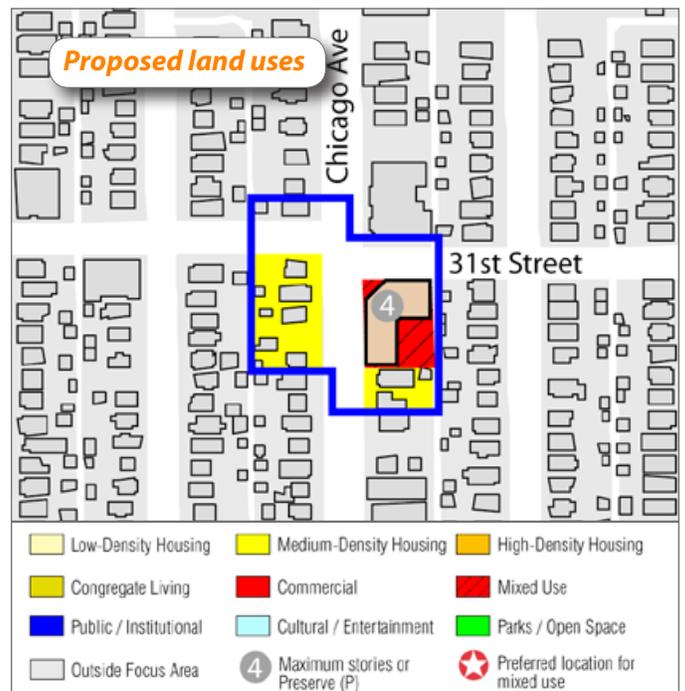
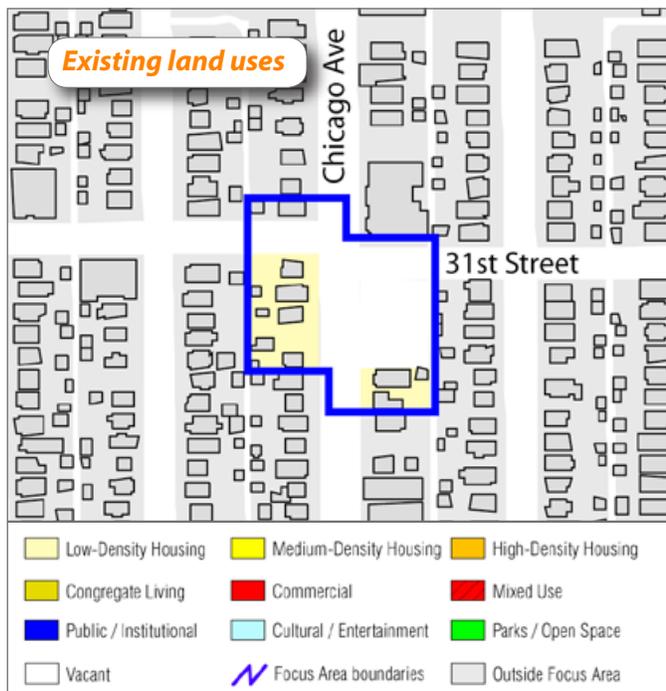
GATEWAY FOCUS AREA

An entry point for the project area, the Gateway Focus Area is conveniently located to Lake Street and other important centers of activity, including the Midtown Exchange and Global Market (which is one block away) and the Allina hospital complex. It is also connected to high frequency transit on Chicago Avenue to downtown, and east and west on Lake Street.

It is at present mostly residential, and includes a mix of single family and multi-unit housing. Given its rich list of amenities, and its proximity to well-established commercial areas, this is an ideal site for more intense residential uses.



A model for potential development.
Photo: Four story condominium apartments in Downtown Minneapolis.



This Plan recommends developing townhomes or apartments on the large surface parking lot located at 3101 Chicago Avenue. This site, with around 20,000 square feet of surface area, could, under one potential development scenario, host approximately 14 dwelling units. Parking presently provided at the site could be accommodated underground or at existing nearby lots.

In the longer term, parcels currently hosting single-family could be combined to develop townhomes or additional apartments.



3101 Chicago Avenue, currently used as a parking lot.

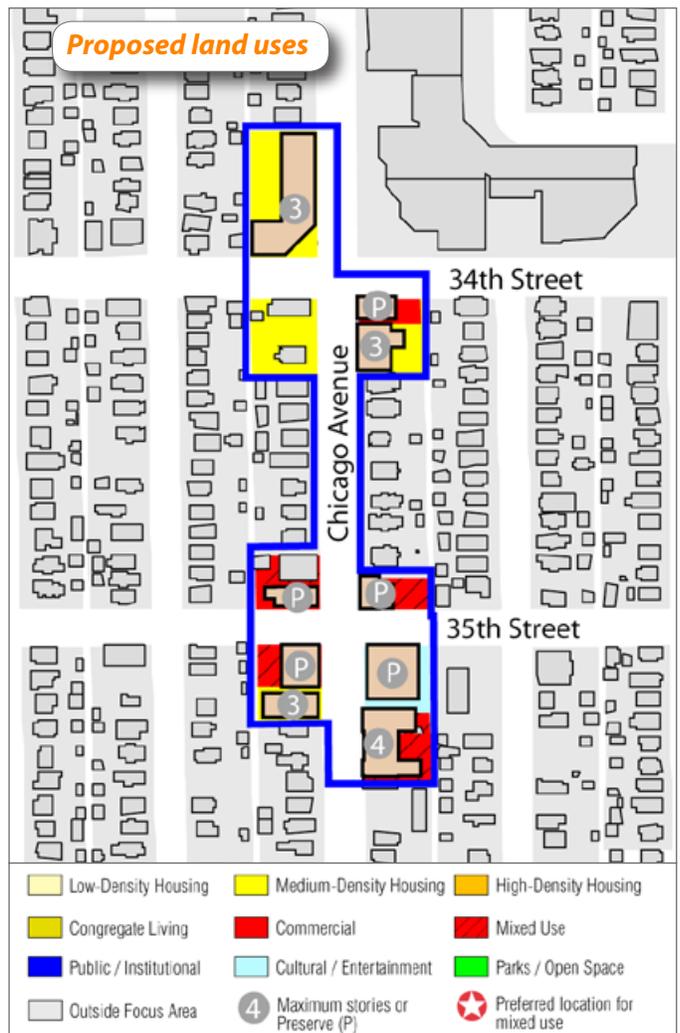
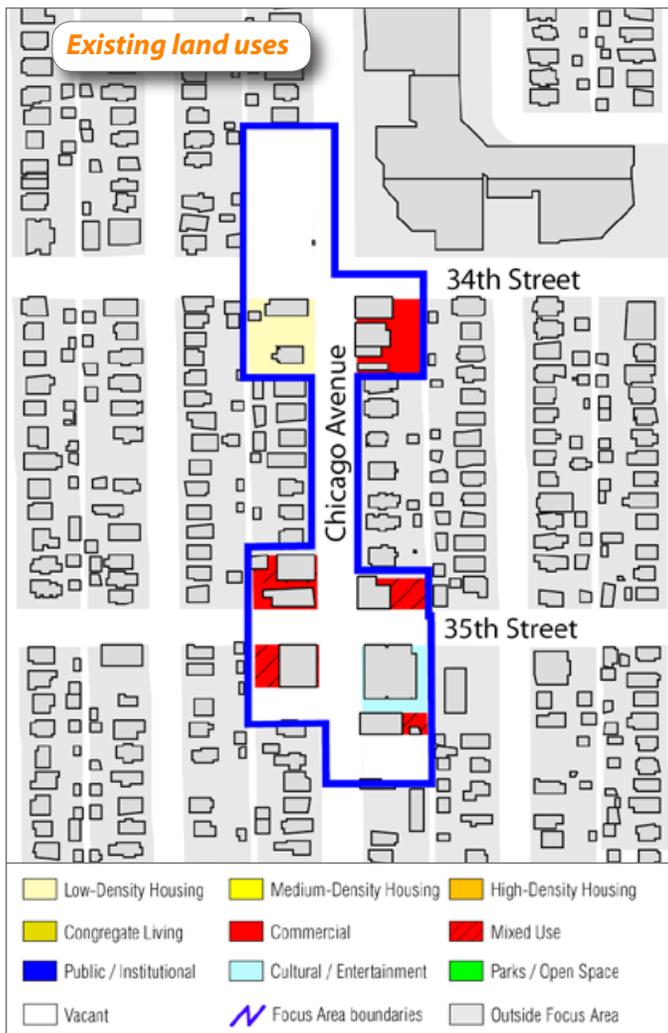
PILLSBURY FOCUS AREA

Located halfway between the Midtown Exchange and the Focus Area (and Neighborhood Commercial Node) at 38th Street and Chicago Avenue, this Focus Area hosts a number of neighborhood-scaled commercial and arts-related uses. It also includes several important youth and community institutions.

The Pillsbury Focus Area is home to Pillsbury House Theatre and community center, the firehouse arts gallery, Southeast Asian Family Services, Wilder School, the PPNA offices and several smaller arts and arts-related organizations. It also includes easy access to Powderhorn Park, an important recreational and cultural asset for this part of Minneapolis.



At the intersection of 34th Street and Chicago Avenue, in the Pillsbury Focus Area.



This Focus Area includes several parcels which could be more intensely developed. This Plan recommends allowing the continuation of this district's already established commercial uses, and infilling several smaller parcels currently hosting automobile parking uses. Development of three and four story buildings in selected parcels which are currently vacant or occupied by one-story structures would be consistent with supporting increased densities along Chicago Avenue and could also help support a strengthening of this Focus Area's identity.

The most attractive site for development in this Focus Area is located at 3346 Chicago Avenue, currently being used as a parking lot for the Wilder School across the street. This 30,000 square foot site could, under one potential development scenario, host around 20 dwelling units.

Several layers of improvement affecting the area's public realm, pedestrian accessibility, and perception of safety are also recommended, including improvement of pedestrian crossings, installation of pedestrian-scale lighting, planting of street trees, and provision of benches and other street furniture.



3346 Chicago Avenue (the Wilder parking lot).



**A potential development scenario.
Photo: Townhomes near 44th Street and France
Avenue in Minneapolis.**



**Looking south along Chicago Avenue, In the Pillsbury
Focus Area.**



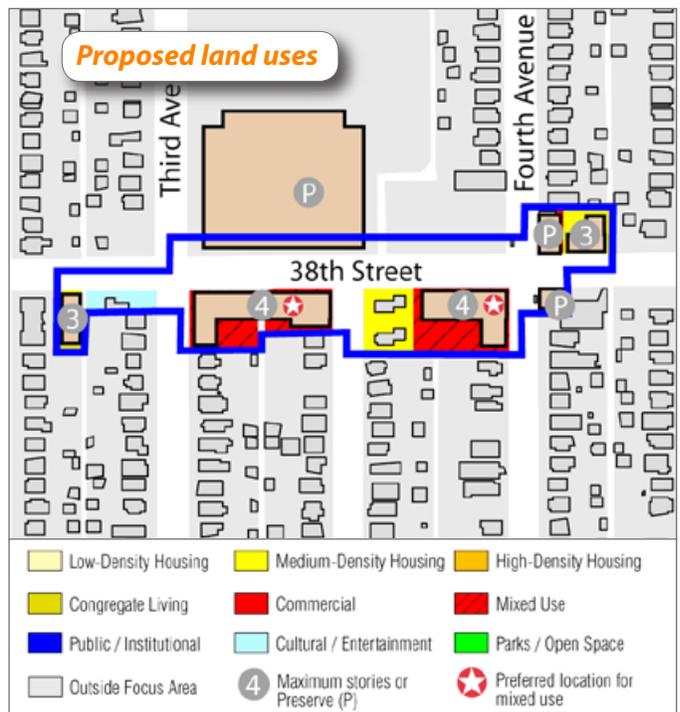
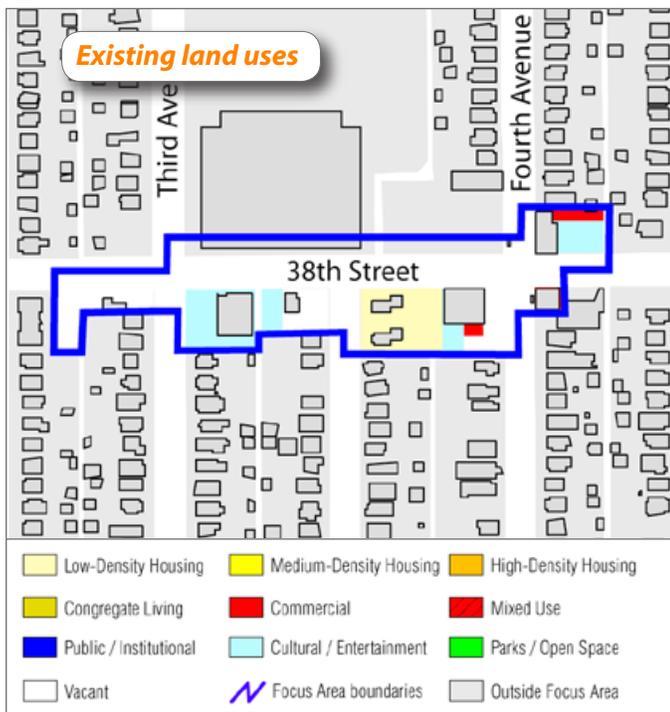
**New higher-density residential development in Elliot
Park, in Minneapolis.**

SABATHANI / 4TH AVENUE FOCUS AREA

This Focus Area is located around the intersection of 38th Street and 4th Avenue South, and includes a number of important institutions. Sabathani Community Center, located on 38th Street between 3rd and 4th Avenue, is a community institution serving youth and the multi-ethnic, multi-cultural and multi-generational communities living in South Minneapolis. The offices of the Minnesota Spokesman-Recorder and the Minneapolis Urban League, as well as several religious institutions are also located in this Focus Area.



The former site of Greater Friendship Missionary Baptist Church. This site is currently for sale.



Several buildings and parcels located in and around this Focus Area are presently vacant. Greater Friendship Missionary Baptist Church (across from Sabathani) has recently vacated its former site and has announced its intention to sell. A significant number of other buildings and parcels are vacant (and listed for sale). Two of the vacant buildings are boarded.

This Focus Area was a principal focus of the 2000 Biko study (see Chapter 1. 4), and is identified as a “Neighborhood Commercial Node” in the Minneapolis Plan.



Sites currently for sale at the corner of 4th Avenue and 38th Street.

This Plan envisions additional commercial and residential activity in this Focus Area, and recommends the development of two key sites: one at the corner of 4th Avenue and 38th Street, and the other at the Greater Friendship Missionary Baptist Church site. Both sites could host mixed-use, four story buildings that would bring additional residents, visitors and business to the area.

The site at 38th and 4th was first identified as an important component of revitalization strategies for the 38th Street corridor in the 2000 Biko study. If the two vacant parcels at 3800 and 3810 4th Avenue South are combined with adjoining properties at 343 and 345 East 38th Street, they yield close to 14,500 square feet, which could host about 10 dwelling units under one potential development scenario.

The Greater Friendship Missionary Baptist Church site comprises about 30,000 square feet and could yield about 20 dwelling units under one potential development scenario. Reconfiguration of the existing alley (which exits onto 38th Street) into an L or T configuration is recommended in order to decrease potential automobile-pedestrian conflicts.

Several smaller parcels which are currently vacant are recommended as places where townhomes or other residential uses could be located.

Several layers of improvement affecting the area's public realm, pedestrian accessibility, and perception of safety are also recommended, including improvement of pedestrian crossings, installation of pedestrian-scale lighting, planting of street trees, and provision of benches and other street furniture.



An example of potential development for the Greater Friendship Missionary Church site along 38th Street.



Potential infill commercial / residential development for smaller sites in this Focus Area. Photo: 32nd Street and Hennepin Avenue.



Existing townhomes along 3rd Avenue. These are a model for potential residential development at this and other Focus Areas in this Plan.

38TH AND CHICAGO FOCUS AREA

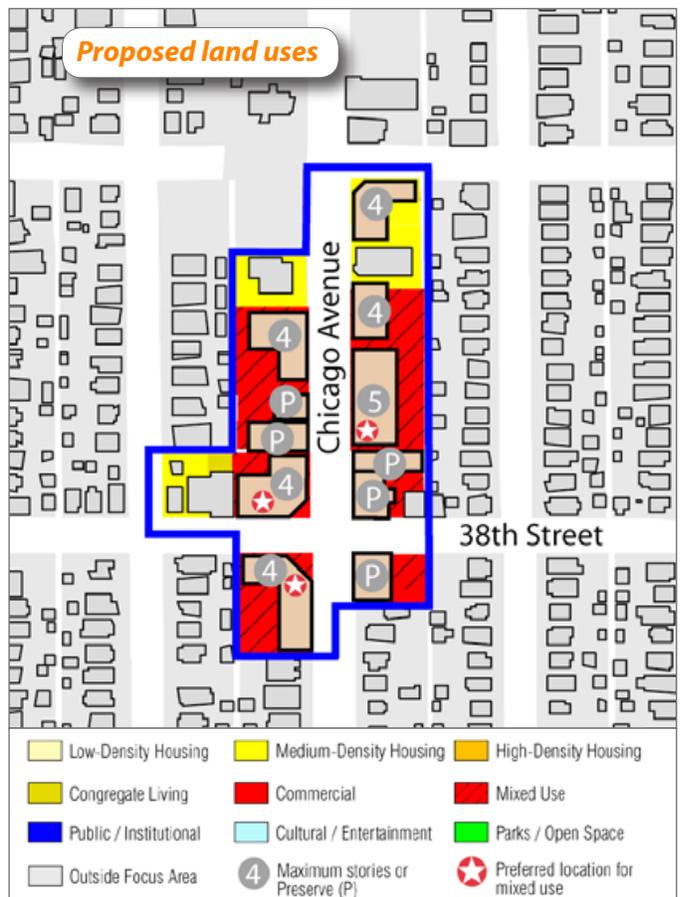
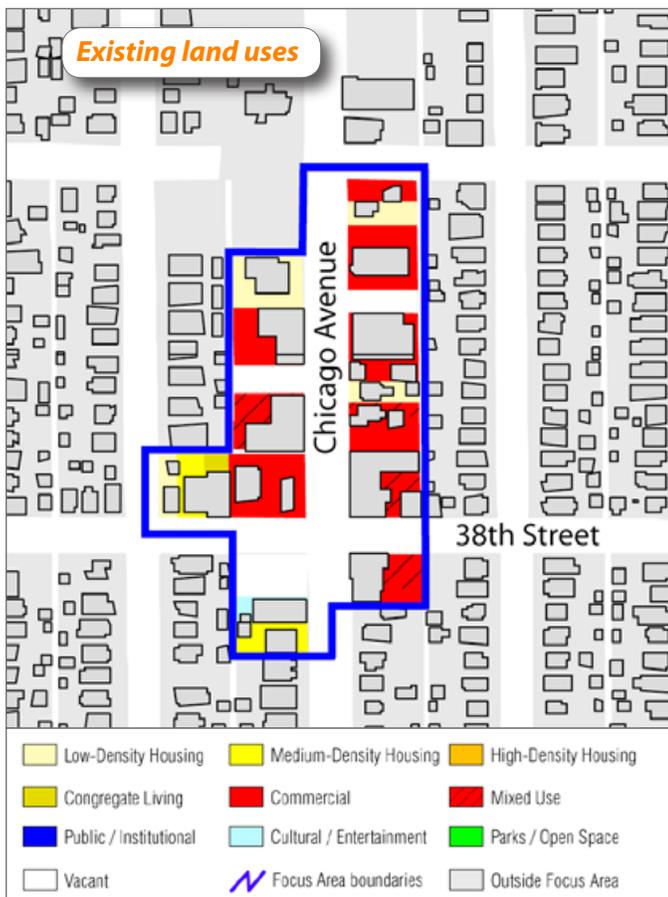
The Focus Area located in and around the intersection of 38th Street and Chicago Avenue is a principal focal point for the work in this Plan. Identified as a “Neighborhood Commercial Node” in the Minneapolis Plan, community desire to improve the physical and economic conditions of this area has been one of the driving forces for this work.

Several commercial establishments exist in and near this Focus Area. Present land uses in the area include a small grocery store, a pair of automotive repair shops, a discount “dollar” store, a gas station, two Mexican restaurants and several small storefronts, a large surface parking lot serving an adjoining church, a mattress and furniture warehouse, and several hair and braiding salons.

Several storefronts are vacant, including some which appear to be used for long-term storage of goods for nearby businesses. Overall, land use in the node seems unfocused, and some of the current uses work against the vision articulated for this area in this and prior projects.



Working on potential improvements to the corner of 38th Street and Chicago Avenue is one of the principal driving forces for this work.



Residential uses begin a few parcels south of 38th Street, and within a half a block east and west of Chicago Avenue.

Already home to the bulk of the project area's commercial uses, this Plan envisions an intensification of commercial and residential activity at this Focus Area. The combination of high visibility and access, along with a significant number of underutilized parcels, make it an attractive and important location for development and improvement.

Two key sites are identified for development in the near term: one at the corner of 38th Street and Chicago Avenue and the other just north of the intersection.

The high-visibility site at 3800 and 3808 Chicago Avenue (the southwest corner of the 38th Street and Chicago Avenue intersection) is owned by Worldwide Outreach for Christ, a church which is planning to move to a new location.

Development of this site would go a long way towards helping change perceptions of the area's condition and potential. Summing approximately 14,500 square feet (about 10 dwelling units under one potential development scenario), this site was also identified in the 2000 Biko study and was included in the 2006 Corridor Housing Initiative study.

The second site recommended, combining the parcels for 3721, 3725, 3731, 3733, 3741 and 3743 Chicago Avenue was submitted to the Corridor Housing Initiative (CHI) for exploration as a potential development site. CHI considered several site configurations with the purpose of illustrating potential development scenarios for increased residential densities along transit corridors. One "break even" development scenario resulted in 56 affordable housing units and 5,000 square feet of neighborhood commercial space. Several other configurations were also studied; please see Appendix A.6 for more details.

Several buildings in this district are recommended for preservation, including the two buildings at the NE and SE corners of the intersection, and the Nokomis Theater



At the intersection of 38th Street and Chicago Avenue.



Vacant storefronts along Chicago Avenue.



At the intersection of 38th Street and Chicago Avenue.

building (presently Wreck Brothers Auto Body and newly available for sale).

This Plan recommends the eventual replacement of existing auto-oriented uses and underutilized parcels with new development of three and four story residential and mixed-use structures that will bring additional residents and commerce to the area. Accomplishing this vision will increase the viability of existing and potential businesses and better utilize the area's strong transit connections and programmed investments.

Additionally, this Plan recommends several layers of improvement affecting the area's public realm, pedestrian accessibility, and perception of safety. These recommendations include improvement of pedestrian crossings and installation of pedestrian-scale lighting, installation of tree grates, planting of street trees, and provision of benches and other street furniture.



3725 Chicago Avenue now ...



... and as envisioned by the Corridor Housing Initiative.



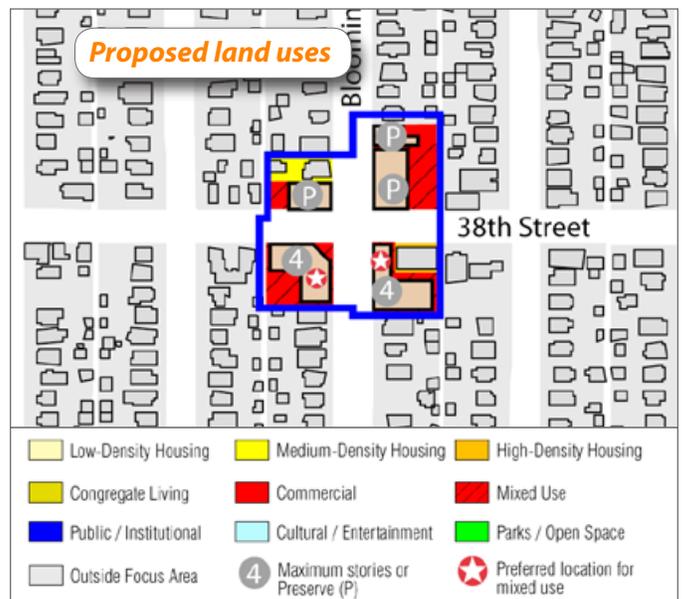
BLOOMINGTON FOCUS AREA

Tightly centered around the intersection of Bloomington Avenue and 38th Street, this Focus Area marks the eastern edge of the project area. It includes several small and international/ethnic businesses, among which are a new small grocery, a Jamaican restaurant, a West Indies music store, and an Indian/Asian clothing shop as well as a small arts gallery. Across the intersection, there is a several-year vacant and dilapidated commercial property on the southeast corner and a gas station on the southwest.

This Focus Area is also identified as a “Neighborhood Commercial Node” in the Minneapolis Plan.



Looking north along the northeast corner of the Bloomington Focus Area.



This Plan envisions potential development of up to four stories in the SE and SW corners of the intersection adding residential density and economic vitality to this area.

Although the vacant property at 3801 Bloomington Avenue has sat vacant and unkept for several years, it is, at 3,000 square feet, too small to be attractive for developers. In the long term, however, it could be combined with nearby parcels to create a more feasible development opportunity.

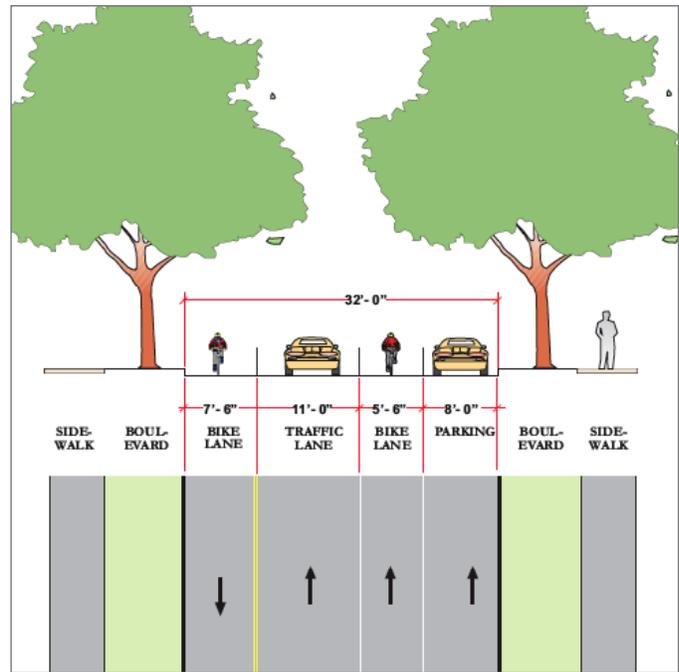
The buildings and small commercial spaces and storefronts existing north of the intersection are recommended for preservation.



Potential infill housing: new multi-unit residential construction near 31st Street and Girard Avenue in Minneapolis.

PHELPS / RIVERLAKE FOCUS AREA

This Focus Area marks the southern end of the project area, and includes the areas around Phelps Park, an important center for sports and recreational activities for families and young people. Located along the proposed “Riverlake Greenway” bicycle corridor on 40th Street, it is included as a focus area to address issues of connection and accessibility to the Park and bicycle corridor. No land use changes are recommended for this Focus Area.



Currently proposed cross-section for the Riverlake Greenway Corridor.
 Source: Sanders Wacker Bergly and City of Minneapolis.



Phelps Park is an important recreation asset for children and families in the project area.

OTHER RECOMMENDATIONS

DESIGNATE 38TH AND CHICAGO AS A “PEDESTRIAN OVERLAY DISTRICT”

Many existing land uses in the project area are incompatible with the long-term vision gathered and articulated earlier stages of this work. Clear preferences for a more walkable, pedestrian oriented environment have to contend with a significant number of automobile-oriented uses, especially in the principal intersection of the project area, where a gas station, an extensive surface parking lot, several automobile repair shops, and warehouse uses work against transformation of the intersection, and are in fact in conflict with Minneapolis Plan policies applying to Neighborhood Commercial Nodes.

Designating 38th Street and Chicago Avenue as a pedestrian-oriented overlay district would, over the long term, discourage these incompatible uses and promote a reutilization of land in the project area that would bring it closer to the community-articulated vision for improvement.

Established by the Minneapolis Zoning Code (Chapter 551.60), the purpose of a pedestrian-oriented overlay district is to “preserve and encourage the pedestrian character of commercial areas and to promote street life and activity by regulating building orientation and design and accessory parking facilities, and by prohibiting certain high-impact auto-oriented uses.” Please refer to Appendix A.3 of this Plan for an excerpt from this Ordinance.

IMPROVED ENFORCEMENT OF EXISTING ZONING REGULATIONS

During work on this Plan many residents, business owners and neighborhood representatives noted the existence of several properties that exert a negative or “blighting” influence on the project area and its prospects. Some of these properties appear several-years abandoned and unkept, while others include street-front retail spaces being used as storage. As such, these sites may be in violation of zoning, building code, and business licenses ordinances. More proactive enforcement may lead to improved conditions for areas surrounding them.

ENCOURAGE MIXED-USE DEVELOPMENT

Mixed-use commercial / residential development can help address the need for additional housing opportunities (both market rate and affordable) in the project area while also providing space for

MINNEAPOLIS PEDESTRIAN OVERLAYS

Several pedestrian areas in Minneapolis are recognized as such and protected by the Minneapolis Zoning Code. These include (but are not limited to) the following:

- Uptown (the Lake and Hennepin area)
- Dinkytown (by the University of Minnesota)
- Northeast (the Central and Lowry area)
- Linden Hills
- Nicollet Mall
- The Loring Park-Harmon area



Several abandoned properties, like this one at Bloomington and 38th, were identified as having a negative influence on people’s perception of the project area.

business development. Bringing more residents to the project area will also help support existing and potential businesses and add riders for the area's transit services.

ENCOURAGE THE DEVELOPMENT OF LIVE-WORK SPACES

Live-work spaces are those that include connected residential and commercial (gallery or storefront) uses within a single unit. Typically favored by artists and certain small businesses, these spaces can help support artistic activity and enhance a place's pedestrian orientation (see Chapter 2.6 for additional recommendations for supporting artistic activity in the project area).

EXPLORE ALLOWING THE CONSTRUCTION OF ACCESSORY ("CARRIAGE") HOUSING

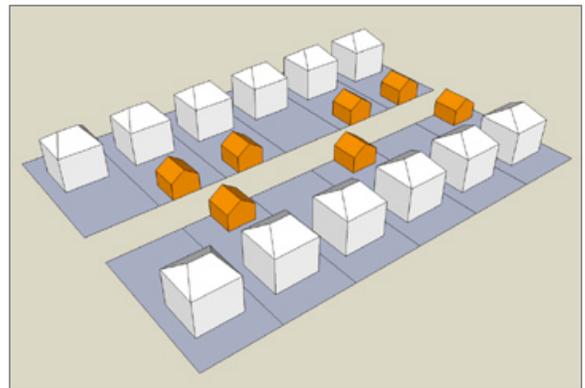
A carriage house, also known as an "accessory housing unit" or a "granny flat," is an additional unit of housing that can be built on an existing lot, typically by using the space above the garages that line mid-block alleyways.

At present this practice is only allowed by a zoning overlay in the northern portion of the former Phillips neighborhood (Minneapolis Zoning Chapter 551.1020). Allowing the construction of these accessory housing units, on owner-occupied lots and with appropriate siting and architectural controls, can accomplish several goals:

- Increase housing opportunities by providing an increased number of apartment rental units
- Increase homeownership opportunities by providing potential homeowners with an additional source of income that lowers their effective mortgage payments
- Increase density without requiring high-rise construction
- Increase safety in project area neighborhoods by providing additional "eyes on the street," specially along alleys
- Bring more residents to the project area, helping support existing and potential businesses and adding riders for the area's transit services
- Provide attractive housing options for area residents who no longer need a full-sized home but would like to continue to live in their neighborhoods



Artist Patricia Mendoza at work in ARTeRIA, her live/work studio space near Bloomington Avenue and Lake Street.



Allowing the construction of carriage housing (shown in orange) on owner-occupied lots will provide homeowners with additional income, increase the supply of housing, increase the number of potential customers for local businesses, and help make efficient use of transit and other investments.

2.3 Housing

It is hard to imagine a statement of deeper commitment to a place than choosing to live there. What we call “housing,” the response to a universally recognized basic human need for shelter and protection from the elements, is in fact one of the foundations of community. It is in most societies the center of family life, of the nurturing of the young and the caring for the old; a place for rest and recuperation from the labors of the day, where cultural and social knowledge is passed between generations.

Words like “home” and “hearth” begin to express the special meanings that societies have associated with housing and the role it plays within them.

HOUSING AS A SOURCE OF WEALTH

Housing is also an economic commodity. It is, in our society, the largest investment a person makes in their lifetime, and is a means for capital accumulation and for the attainment of financial stability, an important marker in a family’s march towards prosperity and economic success.

VARYING HOUSING NEEDS

People’s housing needs vary through their lives: while young, single people often choose studio or small apartments as they begin their independent lives; by the time they reach marriage or begin families of their own they often look for larger apartments or single family homes. Couples may gain a foothold into homeownership if they’re able to live in a duplex that provides them with an additional source of income towards their mortgage payment. As people age and their children go into the world on their own they may return to a smaller house or apartment, especially if it also offers convenient access to amenities. As people grow older they may find a smaller apartment or group quarters a better choice for their needs.

Housing needs also vary across cultures. Some ethnic and immigrant groups live as extended families that require larger (4 bedroom plus) apartments. Others may look for places where several families may live in close proximity to each other.



Houses along Chicago Avenue, just south of 38th Street.

SOME THOUGHTS ON HOUSING DENSITY: A NEIGHBORHOOD PERSPECTIVE

It is understood that increased housing density can be a useful tool in attracting development, making a location attractive to businesses, and providing more efficient use of transit and other public investments.

As our Metropolitan region grows, increased housing density can also be an important mechanism to increase the sustainability of our City and region by helping to reduce auto-dependency and urban sprawl.

More locally, it is important that specific projects that increase housing density at a particular location be done in harmony and proportion to their context.

The 38th Street and Chicago Avenue Small Area / Corridor Framework Plan proposes an approach that supports increased residential densities along transit corridors while respecting and complimenting the architectural integrity and context of existing homes and residential neighborhoods. The end goal? A vibrant, connected and thriving community for all to enjoy.

HOUSING STABILITY

Families that have a stable housing situation do better. One of the leading indicators for poor school performance in children is the number of times they have to move or switch schools during the year. Unfortunately, this is a reality for many children whose families have trouble finding or keeping housing they can afford.

HOUSING AS A FOUNDATION FOR ECONOMIC DEVELOPMENT

The number of households living in a place impacts the commercial viability of its businesses. A greater density of residents means more potential customers for existing (and potential) businesses. The 1996 “Market Study of Neighborhood Commercial Areas and Nodes” (reviewed in Chapter 1.4) determined that a trade area population of at least 10,000 people is needed to support the types and variety of neighborhood-oriented uses needed for a commercial area to remain vital. A greater number of people can lead to a commercial area that supports a greater variety of businesses, and that in turn draws additional customers.

GOALS

- To provide housing opportunities at all income levels, including opportunities for homeownership, for a variety of housing types
- To promote improvement and rehabilitation of the area’s existing housing stock
- To protect and enhance the project area’s architectural heritage
- To support the revitalization of area commercial nodes and support efficient use of transit investments by increasing residential densities and promoting development of new transit and pedestrian-oriented housing

PRESENT CONDITIONS

The four neighborhoods surrounding the 38th Street and Chicago Avenue project area are predominantly occupied by single family residences. A good number of multi-unit buildings are also located throughout the four neighborhood, though the majority of them are located in Powderhorn Park and Central neighborhoods (north of 38th Street). Many of these tend to cluster within a couple of blocks of Lake Street, Powderhorn Park, and Chicago Avenue.

There are almost 8,600 units of housing in the four area neighborhoods. More than half (56%) of them are owner-occupied, a rate which slightly exceeds the City’s overall average.



A row of apartment buildings near Phelps Park, on Chicago Avenue.

DEFINING AFFORDABILITY

The issue of affordable housing is often controversial when discussing potential future development.

According to City of Minneapolis definitions and data, the estimated current median household income for a family of four living at 38th and Chicago is \$49,038 - a figure that is well below the 2006 Twin Cities Metropolitan Area median household income of \$78,560, which is the figure used to calculate definitions of affordability.

Under City of Minneapolis guidelines, any housing project receiving City development subsidies must make at least 20% of all the units produced affordable to people earning 50% of the area median income ($\$78,560 \times 0.5 = \$39,250$ per year).

As a result, 1 out of every 5 units produced with Minneapolis funds in the project area would be available to people making up to \$39,250 per year (which is almost half of all the households living in the project area).

Similarly, Federal requirements for housing development specify that 51% of all units must be available to those earning 80% of the area median income ($\$78,560 \times 0.8 = \$62,850$ per year). As a result, one of every two units produced with Federal subsidies would be available to people earning up to \$62,850 per year (which includes two thirds of all households living in the area).

The remaining 44% of all housing units are rental units.

More than 70% (about 6,040) of all housing units in the area were built before 1940 and are more than 65 years old. A total of 7,344 housing units (almost 9 out of every ten units) were built before 1960.

Generally, the quality and richness of residential architecture in the four neighborhoods included in this Plan is among the best in the City, and is often cited by residents as one of the reasons they chose to live in the area.

Neighborhood associations have funded several programs and initiatives for housing preservation, rehabilitation and maintenance with the aim of preserving the quality of the area's housing stock.

In general, the condition of housing present along 38th Street and along Chicago Avenue tends to be good, though there are also several properties in various states of disrepair. There are a number of multi-unit housing structures along Chicago Avenue that appear to have been built relatively recently on consolidated parcels. The condition of single and multi-family structures along Chicago Avenue generally improves as one heads southward.

RECOMMENDATIONS

CONTINUE TO SUPPORT HOUSING PRESERVATION, REHABILITATION AND MAINTENANCE

Preservation, rehabilitation and maintenance efforts should continue to be an important component of actions related to housing in the area. The residential architecture in the area covered by this Plan is among the richest in the city. Continuing to support homeowners' upkeep and improvement of their properties (façade improvements and rehabilitation) will help to preserve this heritage, protect the existing supply of housing and maintain a positive neighborhood image.

SUPPORT THE DEVELOPMENT OF MIXED-USE HOUSING

Mixed-use commercial / residential development can help address the need for additional housing opportunities (both market rate and affordable) in the project area while also providing space for commercial development. Bringing more residents to the project area will also help support existing and potential businesses and add riders for the area's transit services.



Houses along Chicago Avenue.

DID YOU KNOW?

Out of the 8,563 housing units counted by the 2000 Census in the four neighborhoods in the project area:

- About 6,040 of them (71%) were built before 1940
- A total of 7,344 housing units (86% of all units) were built before 1960



Continuing to support housing rehabilitation will help preserve the project area's housing stock and improve neighborhood image.

PROMOTE THE DEVELOPMENT OF A VARIETY OF HOUSING TYPES

As development proposals are submitted, include consideration of the housing needs of people at different income levels, of the requirements of people in various stages of their lives, and of the needs of non-traditional families and cultures.

ENCOURAGE THE DEVELOPMENT OF LIVE-WORK SPACES AND HOUSING FOR ARTISTS

Live-work spaces are those that include connected residential and commercial (gallery or storefront) uses within a single unit. Typically favored by artists and certain small businesses, these spaces can help support artistic activity and enhance a place's pedestrian orientation (see Chapter 2.6 for additional recommendations for supporting artistic activity in the project area). Several local developers, including Powderhorn Residents Group (PRG) have experience in developing this type of housing.

EXPLORE ALLOWING THE CONSTRUCTION OF ACCESSORY (“CARRIAGE”) HOUSING

A carriage house, also known as an “accessory housing unit” or a “granny flat,” is an additional unit of housing that can be built on an existing lot, typically by using the space above the garages that line mid-block alleyways.

Allowing the construction of these accessory housing units, on owner-occupied lots and with appropriate siting and architectural controls, may help increase housing opportunities by providing an increased number of apartment rental units; increase homeownership opportunities by providing potential homeowners with an additional source of income that lowers their effective mortgage payments; and increase density without requiring high-rise construction.

At present this practice is only allowed through a zoning overlay in the northern portion of the former Phillips neighborhood (Minneapolis Zoning Chapter 551.1020).



“Artists on Chicago,” a recent artists’ housing project developed by PRG in collaboration with Powderhorn Park and Central neighborhoods.

HOUSING POLICY GUIDANCE FROM THE MINNEAPOLIS PLAN

The Minneapolis Plan provides specific policies guiding the planning and development of housing in the City. Some of these policies are listed here as they provide important guidance on the development of provision of higher density housing, affordable housing, and the development of a variety of housing types in the project area:

- Minneapolis will grow by increasing its supply of housing (Policy 4.9)
- Minneapolis will increase its housing that is affordable to low and moderate income households (Policy 4.10)
- Minneapolis will improve the availability of housing options for its residents (Policy 4.11)
- Minneapolis will reasonably accommodate the housing needs of all of its citizens (Policy 4.12)
- Minneapolis will maintain the quality and unique character of the City’s housing stock, thus maintaining the character of the vast majority of residential blocks in the city (Policy 4.14)

2.4 Mobility and transportation

We travel to take care of our daily needs. We go to work, get the groceries, get our children to school or daycare - and though we sometimes choose our mode of travel out of habit, we often weigh several factors before deciding on our options. How convenient is it? How expensive is it to get there? How long will it take? Will I be safe if I choose this mode or go this route? Can I see something interesting on the way if I travel in this way? Will I maybe see a friend?

In this chapter we look at transportation through the lens of “mobility,” which the dictionary defines as “the ability to move freely and easily.” We have grown, in our society, to think of transportation as something that must almost always center around vehicles. Mobility is much simpler. How do we make it more convenient to get from point A from point B? How do we make it easier for adults to get to work, for children to get to the park, for families to get their groceries in away that responds to the goals and vision that shape this Plan?

GOALS

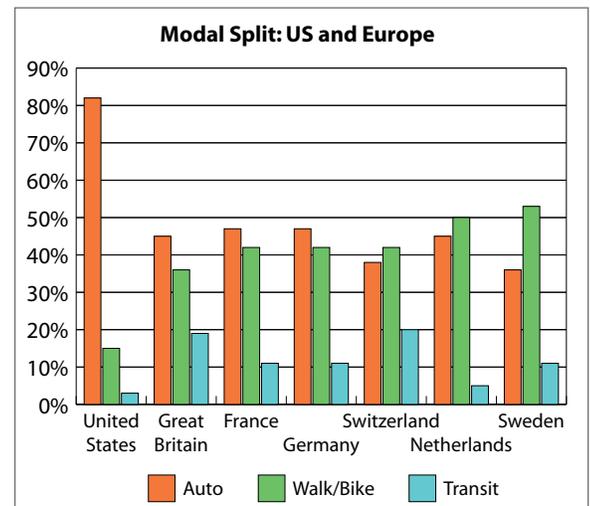
- To achieve a better balance between pedestrian, bicycle, transit and automobile travel modes
- To improve the quality of the pedestrian environment in the project area
- To make it safer and more convenient for people to choose more active and healthful modes of travel
- To improve connections with existing mobility networks in our City
- To improve access to destinations for people living in or visiting the project area, regardless of age, income, physical limitations, or access to automobile transportation

PRESENT CONDITIONS

Both 38th Street and Chicago Avenue are connected to and are part of the existing transportation and mobility networks in our city. A summary of each of these systems is provided below.



Along Nicollet Avenue, in Downtown Minneapolis.



Source: Peter Galthorpe: *The Next American Metropolis: Ecology, Community, and the American Dream.*

People choose the most comfortable mobility option for taking care of their daily needs. If we make driving the only convenient option, then that is what they will choose.

PEDESTRIAN TRAVEL

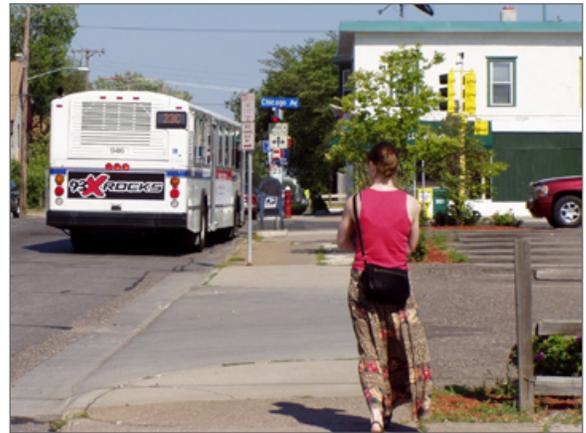
Like most places in our City, all of the blocks in the project area provide at least the basic requirement for pedestrian circulation - there are sidewalks on every block. However, the level of additional amenities that increase the quality of the pedestrian experience (and invite more people to walk more often) is generally low.

Pedestrians have to contend with poorly marked crossings at all intersections, with speeding vehicles and “untamed” vehicle roadways that do little to discourage vehicle speeding. Portland Avenue and Park Avenue, major corridors in and out of downtown, create a barrier for pedestrian circulation within their vicinity in the project area - many comments were received, for example, about the reluctance of parents to let their children cross the street to reach Phelps Park, which borders Park Avenue.

Interstate 35W, at the eastern end of the project area, also creates a barrier to pedestrian circulation into the thriving commercial node at Nicollet Avenue and 38th Street and nearby neighborhoods. Sidewalks are provided on freeway overpasses at 35th, 36th and 38th Street. There is also a pedestrian-only freeway overpass at 40th Street.

Sidewalk widths vary through the project area. Sidewalks along Chicago Avenue are generally 10 feet wide (including planted boulevard, where present), except near 38th Street, where they widen to 14 feet. Where planted boulevard exists, it appears, at 4 feet wide, to be too narrow for maintaining tree health and sidewalk integrity. Planted boulevard on Chicago Avenue exists between 31st Street and just north of 37th Street, and again along Phelps Park between 39th and 40th Street.

Sidewalks along 38th Street are generally about 7 feet wide, except near Chicago Avenue and Bloomington Avenue, where they again widen to close to 14 feet. No planted boulevard exists along the portion of 38th Street in the project area.



Improving pedestrian travel conditions brings benefits to other travel modes - all transit users, for example, benefit from improvements to the pedestrian realm.

DID YOU KNOW?

- Almost 18% of all Minneapolis households lack access to an automobile.
- Households earning less than \$30,000 per year spend about 25 cents out of every dollar of their income on transportation.
- About 75% of Minneapolis welfare recipients do not have access to an automobile.



Narrow boulevards can cause damage to sidewalks and inhibit tree health. Photo: An existing boulevard near 31st Street and Chicago Avenue.

BICYCLE NETWORK

Although the project area is in close proximity to major amenities and important bicycle network assets, provision for bicycle travel in and through the project area is generally poor. There are no east-west bicycle routes in the project area, although space for bicyclists is provided along a portion of 38th Street adjacent to the Hiawatha LRT station, outside of the project area.

Two on-street bike lanes run north and south in the project area: a southbound lane along Portland Avenue and a northbound lane along Park Avenue. Use of these facilities is uncomfortable given the speed and volume of vehicle traffic along these major automobile transportation routes.

Two important bicycle corridors are nearby:

- The recently completed Midtown Greenway Corridor runs east-west about ten blocks north of the project area (just north of Lake Street), connecting the Chain of Lakes, trails to the southern suburbs, downtown Minneapolis, and St. Paul. A streetcar line connecting the southern suburbs with the existing Hiawatha LRT is proposed to also run along this corridor.
- The “Riverlake Greenway” running along 40th Street (the southern edge of the project area) is proposed to connect bicyclists from Lake Harriet to the Mississippi River. The majority of the proposed route is along 40th Street, turning this street into a more bike and pedestrian friendly route. Design for this project is currently underway.

TRANSIT NETWORK

The project area is well-connected to the existing regional transit network. Regularly scheduled transit service includes the following routes:

Route	Service description
5	High frequency route. Service along Chicago Avenue connecting North Minneapolis to Downtown to the Mall of America in Bloomington. Oldest bus line in Minneapolis, has the highest level of ridership of any line in the city. Runs at 5 to 10 minute intervals during rush hours and at 7 to 8 minute intervals during midday.
55 Hiawatha LRT	High frequency route. Connects Downtown Minneapolis to the airport. Station is located about 1.6 miles from 38th and Chicago. Rush-hour frequency is 7 to 8 minutes, and at 10 minute intervals during midday hours.

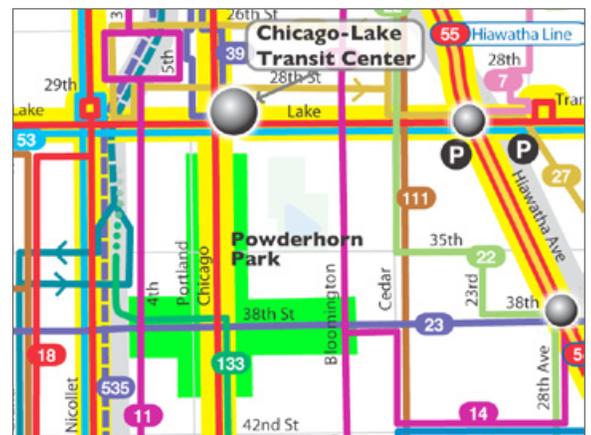


Bicycle lane at Portland Avenue.

HIGH FREQUENCY TRANSIT SERVICE

Many of Metro Transit’s high frequency routes (guaranteed service every 15 minutes or less) are in close proximity to the intersection of 38th and Chicago Avenue, including:

- Route 5: Service between North Minneapolis, Downtown, and the Mall of America. Runs on Chicago Avenue.
- Route 18: Connects Downtown with Richfield and Bloomington. Runs on Nicollet Avenue.
- Route 21: Connecting Uptown Minneapolis with Downtown St. Paul. Runs on Lake Street.
- Route 55: LRT service connecting Downtown with the airport and the Mall of America



The project area (shown in green) is well served by transit, with convenient connections to several existing bus routes and the Hiawatha LRT.

Route	Service description
23	Connects Uptown Minneapolis to the Minnesota Veteran's home and St. Paul's Highland Park neighborhood. Travels along 38th Street for most of its route.
18	High frequency route along Nicollet Avenue (0.75 miles from 38th and Chicago) connecting Downtown Minneapolis with Richfield and Bloomington. Runs at 5 to 8 minute frequencies during rush hours and 7 to 8 minute intervals during midday hours.
11	Connects Columbia Heights, Northeast, Downtown and 46th Street. Travels along 4th Avenue in this portion of its route.
14	Connects North Minneapolis to Downtown to 54th Street and the 38th Street Hiawatha LRT station. Runs along Bloomington Avenue (the eastern edge of the project area).
133	Rush-hour line connecting Downtown to 54th Street. Runs along 38th Street and along Chicago Avenue.
21	High-frequency route. Connects Uptown Minneapolis with Downtown St. Paul through Lake Street. Runs at 7 to 10 minute frequencies during rush hour, and at 7 to 15 minute intervals during midday. Route 53 is an Express route along this alignment.



Frequent transit service helps connect the project area to destinations throughout Minneapolis.

DID YOU KNOW?

One out of every five households living in the four neighborhoods in the project area does not have access to an automobile.

Source: 2000 US Census

Current and proposed plans also present great opportunities for improved transit service for the project area. Proposed transit network improvements in the vicinity of the project area include:

- More frequent bus service: Chicago Avenue has been identified in the City of Minneapolis' 10-Year Transportation Action Plan as part of a "Primary Transit Network" where buses will run at 15 minute frequencies (or better) for 18 hours every day.
- The City's recently completed Streetcar Feasibility Study recommends provision of north-south streetcar service along Chicago Avenue between Downtown Minneapolis and 38th Street. That study also recommends provision of east-west streetcar service within the nearby Midtown Greenway trench connecting the southern suburbs to Hiawatha LRT.
- A bus rapid transit (BRT) station at 38th Street connecting to north-south service along Interstate 35W.

AUTOMOBILE CIRCULATION

A typically urban grid of streets connect the project area to areas north, east and south. Connection of the street grid to the west is interrupted by I-35W, which carries vehicles north and south in a trench just west of the project area. Freeway overpasses at 35th, 36th and 38th and 42nd Street connect the project area to neighborhoods to the west. More localized interruptions to the grid occur around Powderhorn Park, Phelps Park, the detention



Future transit plans for 38th and Chicago include a streetcar line connecting 38th Street to Downtown along Chicago Avenue. Photo: Portland, Oregon.

pond near 37th Street and Columbus Avenue, and around Sabathani Center near 38th Street and Clinton Avenue.

Several high-volume surface streets carry automobile traffic through the project area. Park Avenue and Portland Avenue are a north-south, one-way, three lane street pair connecting Downtown to South Minneapolis. Each carries almost twice the number of vehicles that Chicago Avenue carries in both directions (see traffic volume chart below). Both are County State Aid Highway routes and are classified as “A Minor Arterials” by Hennepin County and the Metropolitan Council. Their high speeds and volumes are often cited as barriers to east-west pedestrian circulation in the project area.

35th and 36th Street, connected to exit and entrance ramps to I-35W, function as an east-west, one-way, two lane street pair between that freeway and Chicago Avenue, where they each become two-way streets.

Interstate 35W forms the western boundary for the project area. Running north-south, it carries four lanes of traffic in each direction to and from Downtown Minneapolis. It connects with Interstate 94 at the southern edge of Downtown. Entrance and exit ramps for each direction are provided in close proximity to the project area: a northbound entrance and southbound exit at 35th Street, and a southbound entrance and northbound exit at 36th Street. The “35W Access Project,” a freeway expansion project scheduled for 2025, contemplates the possibility of moving the location of the 35th and 36th Street ramps to 38th Street. I-35W carries around 200,000 vehicles per day near the project area.



Looking northbound along Chicago Avenue.

TRAFFIC VOLUMES IN THE PROJECT AREA

In general, vehicle traffic volumes in the project area have declined over the last five years, with the exception of the Park-Portland Avenue one-way pair. Chicago Avenue, 38th Street, 35th and 36th Street have seen traffic volume decreases of at least 10% since 2003. Park and Portland Avenue, however, have each experienced an 8% volume increase since that year. Traffic volumes on I-35W have remained steady.

Source: Minnesota Department of Transportation 2005, 2003 and 1999 M.S.A.S. Traffic Volumes for Minneapolis.

VEHICLE TRAFFIC VOLUMES (AADT) NEAR 38TH STREET AND CHICAGO AVENUE

Location	1999	2003	2005	Change from 2003 (%)
Chicago Avenue	7,300	8,000	6,400	-20
38th Street	9,900	10,100	9,100	-10
Portland Avenue (SB)	11,000	10,000	10,800	+8
Park Avenue (NB)	6,700	7,300	7,850	+8
35th Street (WB from Chicago)	7,300	6,600	5,800	-12
36th Street (EB to Chicago)	4,400	6,000	5,400	-10
I-35W (near 33rd Street)	191,000	203,000	207,000	+2
I-35W (near 42nd Street)	187,000	188,000	187,000	-1

Source: Minnesota Department of Transportation 2005, 2003 and 1999 M.S.A.S. Traffic Volumes for Minneapolis.

GENERAL RECOMMENDATIONS

PRIORITIZE PEDESTRIAN AND BICYCLE CIRCULATION

Direct resources to projects and initiatives that explicitly seek to improve pedestrian and bicycle circulation in the project area.

IMPROVE THE PEDESTRIAN REALM

Improve the environment for pedestrians throughout the project area, giving priority to improvements at the 38th and Chicago, Sabathani, and Pillsbury Focus Areas.

- Create boulevards; widen and improve the condition of existing boulevards; plant boulevard trees
- Widen sidewalks where appropriate
- Install pedestrian-scale lighting
- Create and install community-developed public art
- Encourage or require property and business owners to improve existing landscaping and façades
- Consolidate curb-cuts; decrease automobile-pedestrian conflicts by creating L- or T-shaped alleys to replace alleys exiting on 38th Street
- Install directional signs to neighborhood institutions
- Provide amenities in front of buildings such as benches, landscaping, planters and bicycle racks
- Promote corridor-wide initiatives to improve crossings and crossing safety along Chicago Avenue and along 38th Street
- Improve crossing safety by use of special pavement at crossings, durable crosswalk striping, restriction of traffic speed or of right turns on red, and rebuilding intersections to calm traffic
- Provide curb extensions (“bump-outs”) at key intersections in the project area to shorten crossing distances, calm traffic and provide space for transit stops and shelters

IMPROVE BICYCLE CONNECTIONS AND CIRCULATION

Create continuous connections for bicyclists through streets offering safe, inviting and convenient access to local businesses and amenities

- Add bicycle lanes on Chicago Avenue and on 38th Street
- Provide bicycle parking racks at all intersections that host commercial or institutional uses; locate racks in close proximity to the use served
- Provide safe and convenient bicycle connections from the project area to the Midtown Greenway and the Riverlake Greenway
- Install directional signs indicating connections to area institutions, amenities, and nearby bicycle trails and corridors



Using a bumpout to cross Hennepin Avenue near Saint Anthony Falls, in Minneapolis.



Pedestrian lighting, tree grates, and street furniture at 48th Street and Chicago Avenue.



Cycling across 38th Street.

- Promote corridor-wide initiatives to improve crossings and crossing safety along Chicago Avenue and along 38th Street
- Improve bicyclist safety by use of special pavement at crossings, durable crosswalk striping, restriction of traffic speed or of right turns on red, and rebuilding intersections to calm traffic

“RIGHTSIZE” STREETS AND OTHER AUTOMOBILE INFRASTRUCTURE

Make modifications to the existing streets and streetscape to help calm traffic and make its speed more predictable to increase safety and accessibility.

- Stripe the right-side edge of automobile travel lanes along Chicago Avenue and along 38th Street. The maximum width of an automobile travel lane should be 11.0 feet
- Continue to provide a continuous automobile parking lane along each side of Chicago Avenue and along each side of 38th Street
- Mark all intersections along Chicago Avenue and along 38th Street. Use special treatments at important nodes in the project area, including 38th and Chicago, Sabathani, Pillsbury and Phelps/Riverlake. The minimal type of crossing treatment at these districts should be of “zebra” type

PRIORITIZE TRANSIT INFRASTRUCTURE

38th and Chicago is well connected to the regional transit system, and is positioned to benefit greatly from transit improvements currently under consideration. The majority of transit riders walk to their stop - improvements to the pedestrian realm will benefit and attract riders. The project area’s strong connections to transit infrastructure can help us create a destination that is accessible to literally thousands of visitors without disrupting the small-scale fabric of a neighborhood-oriented commercial and residential node.

- Improve transit stops and their environments along the length of the corridor
- Provide improved shelters at high volume locations; provide improved information on transit service and connections to key destinations
- Maintain high frequency service along Chicago Avenue; support efforts to increase service along 38th Street
- Encourage and support development that is consistent with a pedestrian-friendly, transit-oriented commercial district
- Support the City’s Streetcar Feasibility Study recommendation for streetcar service along Chicago Avenue



Some of the options available for providing bicycle parking in the project area.

BENEFITS OF PROVIDING BIKE PARKING

Providing functional, visible and secure bicycle parking offers these benefits:

- It inexpensively and efficiently increases a building’s parking capacity
- It serves those who use bicycles as a mode of transportation
- It supports and encourages bicycle use



“You can move 18,000 people in about 300 buses ... or choose to move them instead in about 18,000 cars ...”
 ~ Steve Davies, Project for Public Spaces (PPS)

CORRIDOR RECOMMENDATIONS

BIKE LANES ON CHICAGO AVENUE

This Plan recommends adding northbound and southbound bicycle lanes along Chicago Avenue. This street, as it exists today, is wide enough (at roughly 52 feet from curb to curb) to maintain the existing number of travel lanes (one northbound and one southbound) and parking lanes (one of each side of the street) and still provide sufficient space for one 7 ft bicycle lane in each direction of travel. Striping for the lanes (and delimiting the automobile travel lane) will bring the additional benefit of calming automobile traffic and making its speed more consistent. Recommended widths are 11 ft for automobile travel lanes, 8 ft for parking lanes, and 7 ft for the bicycle lanes.

Provision of the bicycle lanes will make visible, convenient and safe connections from the project area to the Midtown Greenway, Midtown Exchange and Global Market, and the Riverlake Greenway. Additionally, they will invite additional bicycle traffic to businesses and institutions along Chicago Avenue.

BIKE LANES OR SHARED LANES ON 38TH STREET

38th Street is at present 44 ft wide from curb to curb. It is possible to accommodate its present number of driving and parking lanes and add two bicycle lanes if 10 ft driving lanes, 7 ft parking lanes and 5 ft bicycle lanes are used (this configuration is a standard design in widespread use by the City of Chicago since 2002, as well as by many other cities in the US). This configuration will calm traffic and increase safety and convenience for cyclists. Studies show that roads that provide on-street cycling facilities are twice as safe for cyclists than those that don't.

Alternatively, the roadway can also be configured to provide safe shared lane space for bicyclists on the existing right of way. The right edge of the automobile travel lanes ("fog line") could be striped at 11 ft from the centerline of the road, designating the remaining 11 ft distance to the curb as shared bicycle and automobile parking space. Defining the edge of the travel lane will provide guidance to motorists, calm traffic, and increase safety and comfort for bicyclists and for drivers parking their automobiles along 38th Street.

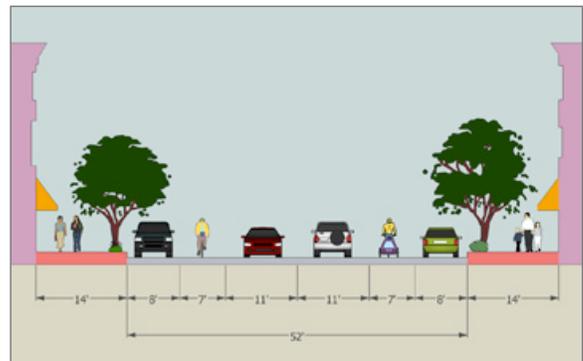


Proposed bike lanes on Chicago Avenue.

DID YOU KNOW?

A recent Twin Cities survey of potential bicycle commuters found that 79% of respondents said that on-street bike lanes would be an important factor in deciding whether or not to use a bicycle as transportation.

Source: Minnesota Center for Survey Research, University of Minnesota Center for Transportation Studies, 1999.



A proposed cross-section of Chicago Avenue near the 38th Street intersection. Curb to curb distance (and sidewalk width near the intersection) is the same as currently exists.

FOCUS AREA RECOMMENDATIONS

The recommendations listed in the section above are to be applied over the entire project area. In addition, specific treatments are recommended for each of the Focus Areas identified in this Plan.

GATEWAY FOCUS AREA

- Improve bicycle connection to the Midtown Greenway. Provide markers indicating routes to the trail
- Improve pedestrian crossings: use zebra striping and special pavement at crossings. Provide bump-outs at intersection
- Improve pedestrian environment: install pedestrian lighting, widen or enhance existing boulevard.

PILLSBURY FOCUS AREA

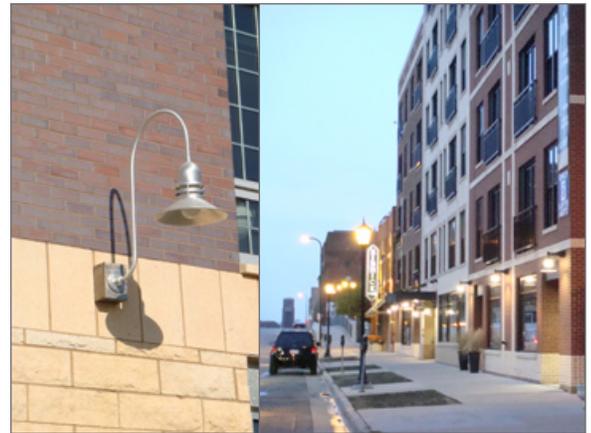
- Improve access to Powderhorn Park. Provide markers indicating routes to the park
- Improve pedestrian crossings: use zebra striping and special pavement at crossings. Restrict right turns on red. Provide bump-outs at intersection
- Improve pedestrian environment: install pedestrian lighting, install tree grates, plant trees. Provide benches and other street furniture
- Improve bicycle infrastructure: provide bicycle parking at all four corners of the intersection
- Improve transit shelters

SABATHANI / 4TH AVENUE FOCUS AREA

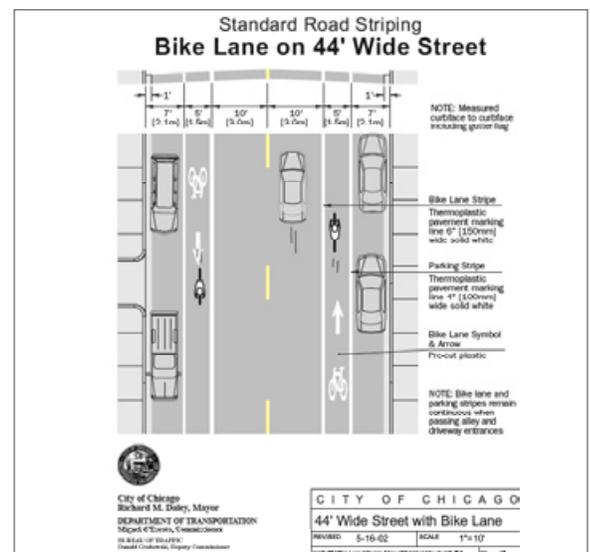
- Improve pedestrian crossings: use zebra striping and special pavement at crossings. Restrict right turns on red. Provide bump-outs at intersection
- Improve pedestrian environment: install pedestrian lighting, install tree grates, plant trees. Provide benches and other street furniture
- Improve bicycle infrastructure: provide bicycle parking at all four corners of the intersection
- Improve transit shelters

38TH AND CHICAGO FOCUS AREA

- Improve pedestrian crossings: use zebra striping and special pavement at crossings. Restrict right turns on red. Provide bump-outs at intersection
- Improve pedestrian environment: install pedestrian lighting, install tree grates, plant trees. Provide benches and other street



Pedestrian lighting type, and application near the North Loop, in Minneapolis.



Bike lanes on 44 ft wide street (same as 38th Street). City of Chicago design standard.



Pedestrian-oriented streetscape near Grand Avenue, in St. Paul.

furniture

- Improve bicycle infrastructure: provide bicycle parking at all four corners of the intersection
- Improve transit shelters

BLOOMINGTON FOCUS AREA

- Improve pedestrian crossings: use zebra striping and special pavement at crossings. Restrict right turns on red. Provide bump-outs at intersection
- Improve pedestrian environment: install pedestrian lighting, install tree grates, plant trees. Provide benches and other street furniture
- Improve bicycle infrastructure: provide bicycle parking at all four corners of the intersection
- Improve transit shelters

PHELPS / RIVERLAKE FOCUS AREA

- Improve pedestrian and bicycle connections and access to Phelps Park and to the Riverlake Greenway. Provide markers indicating routes to the park and trail
- Improve pedestrian crossings: use zebra striping and special pavement at crossings. Restrict right turns on red. Provide bump-outs at intersection. Consider stop lights on Chicago and Park Avenue (unsafe access across Park Avenue and Chicago Avenue has been listed as a concern by parents attending Plan workshops)



**Recommended “zebra” crosswalk markings.
Photo: 47th Street and Chicago Avenue.**



Phelps Park is an important recreational and cultural assets for children and young people living in the project area.

2.5 Economic development

Cities are places of activity and commerce. Healthy commercial areas draw in people who bring their energy and economic resources and who, through their purchases and investments, contribute towards the improvement of these places.

Small businesses provide needed goods and services for local residents, unique goods and experiences for visitors, and generate investments that remain in the communities where they are located. Small businesses also provide employment opportunities for people living nearby, and help increase the sense of connection in a community. Supporting small businesses will, in the long run, help ensure that the 38th Street and Chicago Avenue project area remains a unique and interesting destination in Minneapolis.

A “PEOPLE’S EMPOWERMENT ZONE”

One of the ideas that has been most clearly and vigorously expressed at workshops for this and earlier plans is that the true measure of success for this work will be if it results in bringing benefits to the people and businesses that are here now. Training, and economic and technical assistance for existing businesses were mentioned as priorities, as was the idea of starting up a community-owned enterprise that would help develop local entrepreneurs and provide needed services in the area.

GOALS

- To encourage and support business activity
- To support aspiring entrepreneurs as they open or expand new businesses, expanding access to “tools for success” and other training, moneys and technical support
- To bring new customers to existing and potential businesses
- To support the start up of a local cooperative business
- To increase the share of local dollars spent in local businesses

GENERAL RECOMMENDATIONS

MARKET 38TH AND CHICAGO AND SURROUNDING NODES

Many products and services can be found within the project area. A local guide listing useful goods and unique businesses, sights and services would be an easy way for people living in or near the area to learn where they could find items for which they normally



Local businesses provide needed goods and services. In the process they sometimes become community institutions.

DID YOU KNOW?

For every \$100 spent at a chain store, only \$14 stays in a local community - when that same \$100 is spent in a local business, \$45 stays there.

Source: Civic Economics, Local Merchants vs. Chain Retailers. Livable City, 2002.



Advertising available services at the Bloomington Focus Area.

travel elsewhere. This guide would also include hours of operation for restaurants, and highlight local murals, sculpture and other arts as well as other relevant information. Distribution of the guide would take place through mailings, local newspapers, neighborhood websites, and at events held in the participating neighborhoods. This guide could be jointly marketed and produced with nearby nodes like 48th and Chicago.

DEVELOP A DISTRICT IDENTITY

Work with local residents, institutions and artists to develop an identity and logo for the area, and use this logo on banners, websites and neighborhood mailings to begin to build awareness of 38th and Chicago as a unique place to be in and visit.

SEED THE START UP OF A COMMUNITY-OWNED ENTERPRISE

Residents of the project area have expressed interest in developing a community-owned cooperative grocery store going back to at least 1995 (“the Markham co-op grocery feasibility studies”). The idea has been brought up at workshops for this and earlier projects, and is included in recommendations from the March 2006 Community Development Plan, the December 2000 Biko study and the December 1994 Wende report.

Neighborhood organizations in the project area can play an important role in helping make this idea a reality: starting up a cooperative business requires not only the participation of a committed group of volunteers, but also some institutional support. One of the neighborhood associations could become an active sponsor for this project by helping with organizing and outreach, by helping secure an empty storefront as a potential business site, or by just providing a place for people to meet.

Though the type of cooperative business most often mentioned in prior plans is a grocery store, the potential types and number of cooperatives is only limited by the shared interest of their potential members. Participants in prior workshops have, for example, expressed interest in developing woodworking, artists’, and childcare cooperatives. More information on cooperatives can be found in Appendix A.4.

KEEP BUILDING A NETWORK OF BUSINESSES

An active and engaged small business community is a great asset to the project area. Continue to support the work of the 38th and



Most commercial districts in Minneapolis have a graphic identity that they use to market their businesses.



Mercado Central, at Bloomington and Lake, is a cooperative business incubator that has helped immigrant entrepreneurs find economic success.

Chicago Business Association, while expanding participation and geographic focus so it also includes businesses at nearby nodes.

SPONSOR BUSINESS TRAINING PROGRAMS

New and existing businesses benefit from improved access to business tools and training. Organizations like Neighborhood Development Center (www.ndc-mn.org) provide aspiring entrepreneurs with essential tools for starting and growing a business: from financing and marketing knowledge to access to loans and additional training. One or several of the area neighborhood organizations can sponsor and convene the trainings. Over the long term, this can have a significant impact on the health of the project area's business community.

BECOME A RESOURCE TO SMALL BUSINESSES

Develop expertise in one or several of the area neighborhood organizations to support the needs of existing and prospective small businesses. Neighborhood staff can support business owners as they navigate through the various license applications and grant and loans programs that will help these businesses succeed. For example, obtaining an outdoor café license or applying for a façade improvement loan can be a difficult task for an overworked business owner, or for someone with limited English proficiency. Helping businesses get access to this information, and helping them secure the various licenses or funds will yield great benefits towards improving the urban realm and bringing positive activity to the project area.

BUILD MIXED-USE THAT INCLUDES LOCAL SMALL BUSINESSES

Work with developers to ensure that the leasing and ownership agreements in new construction include provisions that allow these commercial spaces to remain accessible to small businesses (see Appendix A.2 for additional information).

SUPPORT ADDITIONAL RESIDENTIAL DEVELOPMENT

Initiatives that provide opportunity for an increased number of people and households to live in and around the project area will benefit existing and potential businesses by increasing the number of potential customers. Support development that brings additional households to the project area.



2.6 The arts

It is by now widely acknowledged that the arts and artistic activity help revitalize places. One need not look too far in the Twin Cities to find stories of artist-led revitalization: Northeast, the Warehouse District, Lowertown in St. Paul.

What is not so often nor as widely acknowledged is the role that the arts can play in connecting us with each other and in helping us to think of ourselves and our communities in more hopeful and active terms.

The arts reflect us, assert and express our identities, announcing our contribution and our existence in the places where we live. They increase awareness, connection and engagement between people. Artistic activity is hopeful because it helps us see ourselves as producers (of culture, art, ideas) rather than just as the consumers that our society increasingly stresses as our primary role. While “consumers” lack power - they use what others make - “producers” create and can make change in the places where they live, and bring improvement that addresses their needs and aspirations. That change in thinking and attitude is one of the most important benefits the arts and culture bring communities, and goes beyond the now widely acknowledged (and important) role that artistic activity has in bringing renewed economic activity to places.

GOALS

- To support and promote artistic activity already taking place around 38th Street and Chicago Avenue
- To attract new artists and artistic activity to the project area and make 38th and Chicago an active, arts-infused center for arts and culture in our City
- To make artistic activity in our community accessible to artists and non-artists alike
- To use art-making as a tool for connection between people across lines of ethnic, cultural, and generational difference, using arts-based community development (“ABCD”) strategies to improve and enhance the environment of 38th Street and Chicago Avenue for the benefit of all residents, businesses and people in the area

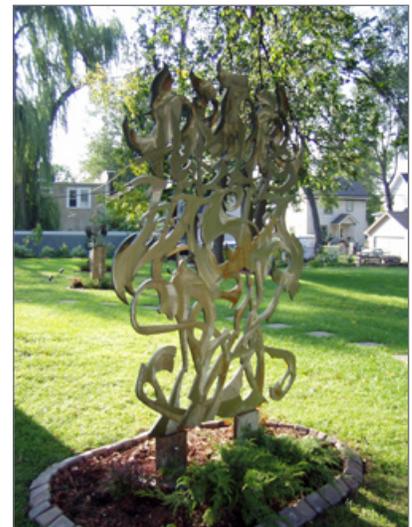


Detail from a metal sculpture produced by young people from the neighborhoods surrounding 38th and Chicago as part of the Speak Project.

THE SPEAK PROJECT

A collaborative, youth-produced metal sculpture installation at 3644 Chicago Avenue (just north of the Baha'i Center), the Speak Project includes pieces done by young people from each of the four neighborhoods surrounding 38th Street and Chicago Avenue.

This project was conceived by Central resident and MCTC metal arts instructor Heather Doyle, and sponsored by FORECAST Public Artworks and the 38th and Chicago Business Association.



PRESENT CONDITIONS

The project area already hosts several important arts and arts-related assets. A brief summary follows below.

ART EVENTS

A good number of arts and arts-related activities already take place in the area around 38th Street and Chicago Avenue. The annual **May Day Parade** has brought thousands of people to Powderhorn Park every year since 1975. The **Powderhorn Art Fair**, a unique collaboration between Powderhorn Park Neighborhood Association (PPNA) and the Minneapolis Park and Recreation Board, brings almost two hundred artists from across the nation to exhibit and showcase their talents over two days around Powderhorn Lake. Run by volunteers, proceeds from the fair are used to pay for programs at the park, including its teen center, pottery kiln, photography lab and sound recording studio. The Powderhorn Art Fair is already part of the **Minneapolis Arts Weekend**, where it opens in combination with art fairs in Uptown and Loring Park.

ARTS CENTERS AND INSTITUTIONS

Several notable arts and arts-related institutions are located either in or within close proximity of the project area. **Pillsbury House Theatre**, located at 35th Street and Chicago Avenue, hosts a nationally recognized professional theater company. **Pillsbury House** also hosts after-school arts activities for young people. **Sabathani Community Center**, located at 3rd Avenue and 38th Street, offers enrichment opportunities for young people including such diverse arts activities as bead work, sewing, clay sculpture, puppetry, storytelling, and drawing. **Calvary Lutheran Church**, at 39th Street and Chicago Avenue, hosts the “**Urban Arts Academy**.” Funded by an estate gift from a local jazz musician, the Academy sees its mission as “bringing neighborhood people together from diverse cultures by providing experiences in the arts through which children and families develop the gifts of self-expression and community.”

Powderhorn Park, open year-round, offers programs in cultural and fine arts, music, and dance, and is a vital partner in the **Powderhorn Art Fair**. **Phelps Park**, also open year-round and located at 39th Street and Chicago Avenue, offers arts and craft classes for children and young people. **In the Heart of the Beast Puppet and Mask Theater**, located near the project area at 15th Avenue and Lake Street, is a community cultural institution that has, since 1973, created vital, poetic theater to tell stories exploring



Mosaic on a Stick, an artist-owned mosaic store near Snelling and University in St. Paul, is a focal point for connection and improvement for people living nearby.



Pillsbury House Theatre is a nationally recognized professional theater and youth performance and learning institution.



Entry into Phelps Park from 40th Street and Chicago Avenue.

the struggles and celebrations of human existence. The **Center for Independent Artists**, at 42nd Street and Bloomington Avenue, is an important instruction and performance space.

And lastly, a list of art institutions around the 38th Street and Chicago Avenue project area would not be complete without the several schools located near the project area where artistic activity and arts instruction are important parts of the curriculum.

ARTS PROJECTS AND INSTALLATIONS

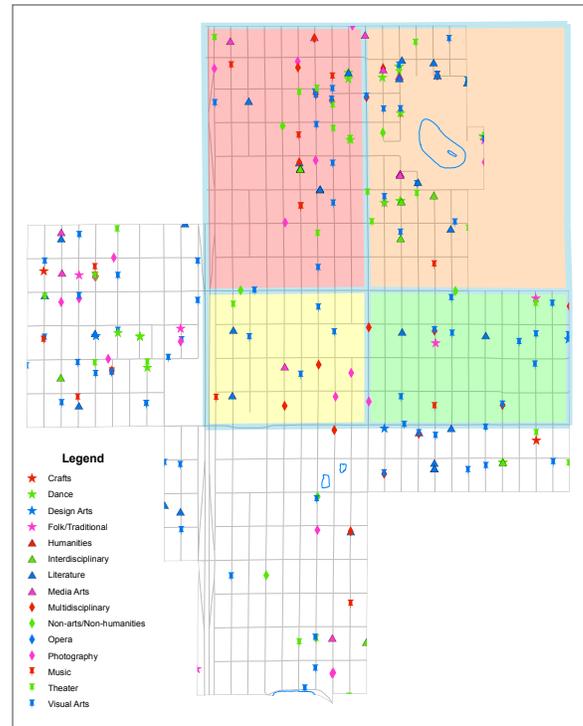
There are several public art installations within the project area. A community garden at **32nd Street and Chicago Avenue** hosts a **tile and mosaic installation** that also includes several ceramic masks and landscape elements. **The Speak Project**, located at 3644 Chicago Avenue (just north of the Baha'i Center) is a collaborative metal sculpture installation produced by young people living in all four neighborhoods surrounding 38th Street and Chicago Avenue. Conceived and led by Central neighborhood resident and MCTC metal arts instructor Heather Doyle, the project was sponsored by FORECAST Public Artworks and the 38th and Chicago Business Association. A **metal sculpture and gateway** frames a path into **Phelps Park** from 40th Street and Chicago Avenue. Nearby, the "Peace Garden" at **Urban Arts Academy** was recently completed. Additionally, many murals are located within the project area, including one on the wall of **Cup Foods** along 38th Street which has been cited by several participants in our project workshops as a favorite feature of the intersection.

A HOME FOR ARTISTS

Many musicians and visual artists call the area around 38th Street and Chicago Avenue home. What can we do to invite them to play a greater role in the improvement of our community?

A HOME FOR ARTISTS

Historically, 38th and Chicago has not only been a hub of artistic activity, but also a place where many musicians and visual artists choose to live.



A map showing where artists live in Minneapolis's Eight Ward. Each of the four project neighborhoods is also shown.

A large number of people who make their living through the arts are here already and committed to the future of our community – a sign that we can encourage increased participation by artists in the active life of 38th Street and Chicago Avenue.

RECOMMENDATIONS

ENCOURAGE THE DEVELOPMENT OF HOUSING FOR ARTISTS

Live-work spaces that include connected residential and commercial (gallery or storefront) uses within a single unit are typically favored by artists and certain small businesses. Availability of these spaces can help attract artists and artistic activity to the project area. Several local developers, including Powderhorn Residents Group (PRG) have experience in developing this type of spaces.

ESTABLISH A HIGH-VISIBILITY ARTS CENTER

Seed the startup of an arts practice and instruction space near the intersection of 38th Street and Chicago. Though there are many artists already living and practicing their craft around the project area, there is no single and open high-visibility arts venue near the project's main intersection. By lending their organizing and funding support, the four neighborhood organizations could help catalyze a transformation of this node.

ENCOURAGE PUBLIC ART AND ARTS-INFUSED DEVELOPMENT

Support projects that directly involve young people and area residents in the creation and installation of art in the public realm of 38th and Chicago. Support opportunities for arts-making activities, festivals and celebrations. Include public arts-making workshops as part of improvements or investments to the public realm.



Detail from a tile and mosaic installation at 32nd Street and Chicago Avenue.



The Belfry Center for Social and Cultural Activities, located in the Bloomington Focus Area, is a non-traditional arts space with many functions: art gallery, studio space, recording studio, school, meeting place, library, concert venue, and danceteria.

2.7 Community health

This chapter was prepared in collaboration with the Minneapolis Department of Health and Family Support (MDHFS). For questions or comments please contact Dave Johnson, MDHFS Epidemiologist at 612.673.3948. The original “Health Impact Assessment Planning Grid” document provided by MDHFS including journal citations can be found in Appendix A.7.

Our surroundings and environment have an effect on our health. A growing body of research demonstrates connections between a community’s built environment, the opportunities it provides for physical activity, and the health of its population.

For example, places with an infrastructure that supports walking and biking have populations that are more physically active and have lower levels of obesity. Conversely, places where it’s inconvenient to walk, or where it feels unsafe to be out are places where people walk less and are less active. It is also well established that places that expose people to higher levels of air pollution show increased incidences of asthma and other respiratory conditions.

The decisions that we make during the design process can help us address and improve a number of community health outcomes.

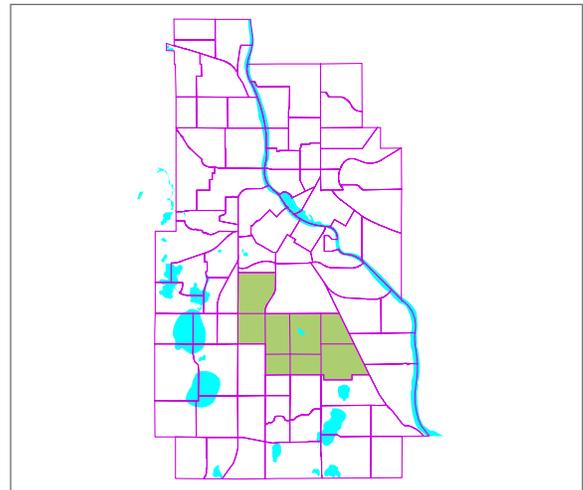
In the case of air pollution, for example, we may choose to not expand a freeway because the additional automobile traffic would bring more vehicle exhaust and pollution to the neighborhoods surrounding that road.

Working more proactively, we may decide to promote designs that make walking or biking to destinations more convenient and safe so that more people choose to walk or bike, increasing their level of physical activity and bringing improvements to their health and the overall health and wellbeing of the community. As is widely acknowledged, a population that engages in regular, moderate physical activity has a lower incidence of heart disease, stroke, hypertension, diabetes, colon cancer, osteoporosis, depression, and breast cancer.

We may also choose to promote designs that increase the potential for connection and interchange between people. Widely reported evidence demonstrates that places where people feel comfortable

THE POWDERHORN COMMUNITY

For purposes of planning and public health, the City of Minneapolis is divided into eight *Planning Areas* or *Communities*, which in turn are made up of individual neighborhoods.



The Powderhorn Community in the context of Minneapolis neighborhoods.

The area encompassed by this Small Area / Corridor Framework Plan is included in what the City calls the *Powderhorn Community*. The eight neighborhoods that make up this community are: Bancroft, Bryant, Central, Cocoran, Lyndale, Powderhorn Park, Standish, and Whittier. The Powderhorn community includes portions of Wards 6, 8, 9, 10, and 12.

The Powderhorn Community is home to many parks and recreational facilities, as well as many cultural and ethnic organizations. Residents of this community tend to be younger and more racially and ethnically diverse than the city as a whole.

talking with each other, and where small businesses and other local institutions serve as places of gathering and communication are also places that show improved public health and mental health outcomes.

This chapter points out some opportunities where the work of this Small Area / Corridor Framework Plan can make positive contributions to the overall health of our community. The recommendations, which were researched and prepared by the Minneapolis Department of Health and Family Support, are presented below.

CURRENT COMMUNITY HEALTH

The data presented in this section provide a background about the health status of residents living in the area covered by the recommendations of the Small Area/Corridor Framework Plan. The area encompassed by this Plan is included within the Powderhorn planning area of Minneapolis, which in turn includes the four neighborhoods collaborating on this project, as well as the surrounding neighborhoods of Corcoran, Standish, Lyndale and Whittier. This is the smallest area for which detailed public health data is available.

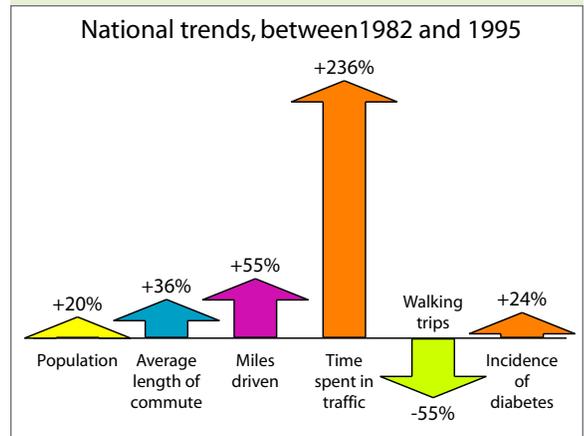
THE SHAPE SURVEY

In 2002, a collaborative effort of the Minneapolis Department of Health and Family Support, the Bloomington Division of Public Health, and the Hennepin County Community Health Department interviewed 6,638 Minneapolis adults age 18 and over on a wide range of health topics. This survey, formally known as the **Survey of the Health of Adults, the Population, and the Environment (SHAPE)** made special effort to analyze and present public health data at the community level.

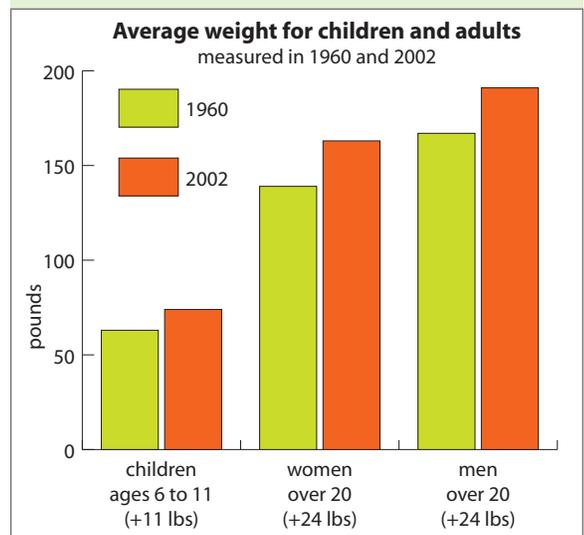
The results of this survey that apply to the Powderhorn Community, as well as comparison data for Minneapolis as a whole, are presented on the next page:

PHYSICAL ACTIVITY AND HEALTH

The Centers for Disease Control and Prevention (CDC) recommends 30 minutes of moderate physical activity 5 days per week. Unfortunately, trends show a documented decrease in physical activity across the national population. Many of these changes correspond with changes also manifested in the design decisions shaping our cities:



Nationally, the effects of reduction in regular physical activity and the corresponding increase in sedentary lifestyles have especially impacted young people, with dramatic increases in obesity and diabetes. Children who are overweight are likely to become overweight adults. Likewise, children who learn the importance and pleasure of routine physical activity also carry these lessons throughout life.



Source: National Center for Health Statistics, US Centers for Disease Control and Prevention (CDC).

SHAPE Survey: Selected resident health data, 2002	Powderhorn	Minneapolis
Health Conditions		
• High blood pressure	12.0	16.5
• Depression	16.5	14.6
• Diabetes	3.6	5.0
Health Behaviors		
• Current smoking	24.1	20.7
• Binge drinking in past month	21.9	19.1
Health Behaviors (continued)		
• Overweight	48.3	47.3
• Met moderate or vigorous activity guidelines	62.2	60.5
Health Care Access		
• Uninsured part or all of last year	31.8	17.9
Healthy Homes for Children (among households with children under 6)		
• Child exposed to chipped paint	49.1	27.7
• Child exposed to in-home secondhand smoke	10.9	12.3
Financial Distress		
• Worried about food running out	21.5	12.1
• Food shelf use	5.4	3.6
• Receiving WIC food assistance	7.6	4.3
Social Factors		
• Involved in neighborhood or school activities weekly	20.3	24.6
• Think people can depend on each other	73.2	80.1
• Feel secure living in this community	72.0	81.0
• Believe this is a good community to raise kids	64.9	73.1
• Feel they can get help from others in community	67.2	73.4
• Felt unaccepted because of culture at least monthly	27.1	19.0
• Attend cultural heritage activities at least monthly	29.6	26.6

OTHER AVAILABLE HEALTH DATA

BIRTHS AND INFANT MORTALITY

From 2002 to 2004, there were 3,570 babies born to mothers living in the Powderhorn Community. This is 19 percent of all births in the city.

Characteristics of births, 2002 to 2004	Powderhorn	Minneapolis
% of births to teens 19 and under	12.3	10.8
% of mothers starting prenatal care in the first trimester	69.9	76.6
% of low birth weight births (less than 5.5 lbs.)	7.8	7.8
% of births that were preterm (less than 37 weeks)	9.9	10.3
% of births to mothers with less than High School education	36.7	24.2
Infant mortality rate per 1,000 live births	7.6	6.2

RECOMMENDATIONS

Health issues and recommendations for addressing them are included in this section. The recommendations listed are those most relevant to the type of projects that would fall under the scope of a document like this Small Area / Corridor Framework Plan. Although other factors may also impact these issues, they are not listed or addressed here unless they are directly related to design or development.

OVERWEIGHT, OBESITY, AND DIABETES

Physical activity is an important health behavior protective against these health conditions. Creating and improving access to places for physical activity, street-scale urban design, and land use policies are recommended strategies to increase physical activity.

RECOMMENDED MEASURES

- Street-scale development should consider design strategies that encourage and promote the safety of pedestrian and bicycle travel modes.
- Consider development uses that provide opportunities for physical activity.

DEPRESSION, MENTAL HEALTH

One important predictor for community mental health is the degree of social connectedness in that community. Connection to nature and green space can reduce stress and improve mental health.

RECOMMENDED MEASURES

- Green space should be considered at the building, parcel, and overall project level.
- Incorporate community gardens and community green space as part of development proposals for the project area. Gardens help build community interconnection and friendship by providing opportunities for neighbors to work together and for learning and sharing with gardeners and neighbors.
- Provide life-cycle housing as a way to encourage residents of different generations to interact.

ENVIRONMENTAL HEALTH

Old chipping and peeling paint, most often from windows, is the main source of lead poisoning in Minneapolis. Lead in soil is another source of concern.

RECOMMENDED MEASURES

- Use lead safe work practices for any demolition or



Cycling along 38th Street today.

DID YOU KNOW?

Just three hours of bicycling per week reduces the risk of heart disease and stroke by 50%.

Source: Bikes Belong Coalition, based on US Surgeon General's Report on Physical Activity and Health.



The Chicago Garden, a youth and community farm and market project, on 37th Street and Chicago Avenue.

rehabilitation.

- Support and promote building rehabilitation projects that reduce lead hazards by repairing chipping and peeling paint, and replacing or repairing windows to make them lead-safe.
- Efforts to address lead hazards should also consider that the architectural heritage and historical value of the community's buildings is also a community asset.

YOUTH RISK BEHAVIOR

Public health research indicates that deteriorated physical environments in neighborhoods is related to a wide variety of health indicators and health behaviors, including risk of sexually transmitted infection. Youth who are positively engaged in their community have lower risk for harmful behaviors such as alcohol and other drug use, violence, early sexual activity, unprotected sexual activity, and others.

RECOMMENDED MEASURES

- Development should support efforts to remove blight and build sustainable strategies to encourage long-term neighborhood upkeep.
- Consider opportunities to incorporate art as a means to improve the neighborhood environment.
- Consider how youth can be involved in and benefit from development activities in the area.

CRIME

Higher liquor outlet density is linked to increases in crime rates. Proper design of the built environment (through Crime Prevention Through Environmental Design (CPTED) strategies) can lead to a reduction in the fear and incidence of crime.

RECOMMENDED MEASURES

- Restrict the construction of retail that expands alcohol availability.
- Encourage design that makes use of CPTED strategies.

RACIAL DISPARITIES IN HEALTH CONDITIONS

Some important predictors are stress, discrimination, and access to health care and information. An environment that fosters connections between different cultures, and isn't characterized by discrimination, may provide a better environment for addressing health issues in culturally relevant ways. Public health research indicates that the discrimination people of color experience throughout their lifetimes contributes to poor health conditions.



Planters provided as part of a community arts project along Snelling Avenue, in St. Paul.

RECOMMENDED MEASURES

- Create spaces and opportunities that encourage and welcome the diverse cultures of area residents. Festivals, community gardens and other special events can help improve connection between people living in the project area.

HOUSING STABILITY

Stable affordable housing is one predictor of poor birth outcomes, as research indicates that women with unstable housing are less likely to comply with prenatal care, and their babies are more likely to be born too early and underweight.

RECOMMENDED MEASURES

- Ensuring an adequate supply of affordable housing will provide needed stability to middle and lower-income households living in the project area.

NUTRITION

Increased fruit and vegetable consumption decreases risk of obesity and certain chronic conditions. Communities that have no or distant grocery stores, or have an imbalance of healthy food options, will likely have increased premature death and chronic health conditions.

SPECIFIC RECOMMENDATIONS FOR THIS PLAN

- Encourage opportunities for co-op groceries, farmer’s markets, and establishments that provide healthy, fresh foods.
- Encourage opportunities for establishing community gardens. Gardens for food production improve access to nutritionally-rich and culturally-appropriate foods, fostering healthier eating habits. Additionally, community interconnection and healthy food habits are reinforced by learning and sharing with gardeners and neighbors.

FINANCIAL DISTRESS

Poverty and its related stresses contribute to a wide variety of poor health outcomes. Development projects can increase business and job opportunities in an area.

SPECIFIC RECOMMENDATIONS FOR THIS PLAN

- Plan projects that foster increased employment opportunities for local residents.
- Support the overall goal of the project to “strengthen commercial investment in the neighborhood” and “attract investment to support new and existing businesses.”



At a community celebration at 38th and Chicago.

2.8 Public safety

People can only be comfortable in places where they feel safe. Places that are unkempt, unlit or defaced by graffiti or litter are perceived by most people to be unsafe. Places that feel unsafe (even if they are in fact safe) will deter visitors and residents from walking freely around their neighborhood, from patronizing their local businesses, and from participating in the public life of their community.

A commercial area that feels safe, and that is clean and well-kept will be more comfortable for visitors than one that is not, and will help attract investment from existing and new businesses.

GOALS

- To address and decrease criminal activity in the project area
- To increase safety and the feeling of safety in the project area
- To ease mistrust and increase connection between people
- To promote physical designs that decrease opportunity for criminal activity

PRESENT CONDITIONS

Concerns about crime and public safety are often brought up by residents when discussing perceived barriers to improvement of the project area. Among the concerns listed are recurring issues around drug dealing and other criminal activity near the intersection of 38th Street and Chicago Avenue. The project area's four neighborhood organizations and the Business Association have spent considerable time and resources in working to address these issues. However, the perception that the area is not safe remains prominent in people's comments about it.

The condition of the physical environment of 38th and Chicago (and of the other Focus Areas covered by this Plan) provides helpful information for understanding people's lingering discomfort with the area.

All of the Focus Areas are poorly lit, show signs of disrepair, lack streetscape amenities, and host a number of shuttered and dilapidated structures.

The vacant structures work with the significant number of



A community safety center near the Midtown Exchange, at Chicago Avenue and Lake Street.

IMPROVING SAFETY: BRINGING A BEAT OFFICER TO THE PROJECT AREA

An important recommendation for improving safety and the perception of safety in the project area is to add a beat officer on regular duty there.

Beat officers, assigned to a specific location, are responsible for carrying out the basic functions of the Police Department which include protection of life and property, maintenance of public order, prevention of crime, response to emergency situations, arresting violators of the law, and the proper enforcement of all laws and ordinances.

Beat officers patrol assigned areas, making inquiries and inspections oriented toward prevention of crimes and accidents, and implementing community oriented policing.

surface parking lots to create a barren sensory environment that is inhospitable to pedestrians. Where there are functioning businesses, their windows are often blocked thus negating their presence and influence on the streets outside. Residents walking in the street feel uncomfortable because they are visually disconnected from other people engaged in “good” activities - it’s as if 38th and Chicago and most of the other Focus Areas included in this Plan were functioning as the inverse of Jane Jacobs’s famous maxim of “eyes on the street.”

Another important component of people’s stated discomfort with the project area revolves around the feeling of distrust of other people who may also be occupying the street at the same time. As humans, we cannot be comfortable in a place if we feel that the intentions of people near us cannot be trusted. This is not the same as feeling comfortable because we are actually acquainted with someone walking by; it is merely believing that the person walking by shares with us a basic understanding of civilized behavior, and knowing that in case they don’t, people around us can come to our aid. Being visually disconnected from others only adds to the discomfort.

Among the many roles that small businesses play in a neighborhood is that they provide a place and an opportunity for us to see others engage in the same positive activities we do, and to begin to learn to trust the strangers that share our same neighborhoods and communities.

GENERAL RECOMMENDATIONS

Sustainable improvement in the project area will not take place until the streets and sidewalks feel safe and comfortable for people. Paradoxically, that will only happen when more people engaged in positive activities use the streets and sidewalks. Following are some recommendations that may be useful in this regard.

IMPROVE CLEANLINESS AND MAINTENANCE

Provide trash bins at all project nodes and establish a long-term, sustainable mechanism for funding the pickup of litter and removal of graffiti in the project area.

ADDRESS AND DISCOURAGE GRAFFITI

Continue working to address issues around graffiti and other vandalism. Promptly remove graffiti, work with neighborhood



At the intersection of 38th Street and Bloomington Avenue.

associations to set up a fund to hire someone to cover graffiti on an as-needed basis. Explore setting up an art murals program to cover empty walls; work with and involve young people from Urban Arts Academy, Sabathani Community Center, Pillsbury House, Phelps Park, nearby schools and other area institutions.

CONTINUE TO ADVOCATE FOR INCREASED POLICE PRESENCE

The presence of police personnel walking through the project area will go a great distance towards improving the perception of safety in the project area, and will decrease and deter criminal activity. Adding a beat officer on regular duty, specially to the area of 38th Street and Chicago Avenue, will help support people's change in perception of the area.

ESTABLISH A COMMUNITY SAFETY CENTER

Establishing a Community Safety Center / Police substation in the project area will guarantee an increased police presence in the project area. The location recommended is around the intersection of 38th Street and Chicago Avenue. Given the intersection's high visibility and its importance as a focal point this investment will make possible other important improvements.

IMPROVE ENFORCEMENT OF EXISTING REGULATIONS

There are many unkempt and shuttered structures in and around the project area. These dilapidated structures detract from the project area's feeling of safety in multiple ways: they occupy space that could otherwise host positive uses, they provide visual indication of abandonment, and they increase the distance that a pedestrian traverses alone. Project area residents, business owners and neighborhood representatives have noted that several of these properties have been abandoned for several years, while others include street-front retail spaces being used as storage. As such, these sites may be in violation of zoning, building code, and business license ordinances. More proactive enforcement will improve conditions for the areas surrounding them.

DISCOURAGE ILLEGAL NIGHTTIME ACTIVITIES

Discourage loitering and unlawful nighttime activities by placing exterior lighting with motion sensors around businesses and around principal intersections.



Murals beautify neighborhoods and discourage graffiti and vandalism.



At the intersection of 38th Street and 4th Avenue.

IMPROVE PEDESTRIAN LIGHTING

Provide pedestrian lighting (which illuminates the sidewalks) throughout the project area. These lights should be provided at close intervals through all of the identified nodes. Improved lighting will help change people's perception of safety in the project area and will make it more inviting to walk through all times of day.

INVITE ADDITIONAL PEOPLE AND ACTIVITIES

More people using the streets and sidewalks will result in increased feelings of safety and comfort. Encourage restaurant and café businesses to use sidewalks in the summer; provide assistance to businesses navigating through the application and permitting process. Encourage the use of 38th and Chicago as a place for the many ethnic/cultural festivals that take place in our City, and support the use of public spaces in the area for family-friendly activities, from movie nights at Phelps Park to an annual festival at the intersection.

IMPROVE THE PHYSICAL CONDITION OF THE PROJECT AREA

The condition of buildings, sidewalks and other streetscape elements affects people's perception of safety and comfort in the project area. Obtain funds and provide technical assistance to participating businesses to reopen windows onto the street and improve building façades in the project area.

DESIGN WITH CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED) IN MIND

The choices made in the design process can result in the creation of spaces that encourage or discourage illicit activity. CPTED (Crime Prevention Through Environmental Design) is a safety strategy formulated on the premise that the proper design and effective use of the physical environment can lead to a reduction in crime, and to the creation of safer, more comfortable places in our cities. Require consideration of CPTED principles for any development proposed for the project area.

PROVIDE OPPORTUNITIES FOR CONNECTION

Work with small businesses, churches and with local area institutions to create and support opportunities that allow for broad cross-sections of area residents and visitors to inhabit the same space. Festivals, cultural celebrations, and arts-based community development activities can help to foster a climate of familiarity and trust between people.



People enjoying the street near Nicollet Avenue and 26th Street in Minneapolis.



Street festivals allow people the opportunity to share their community's streets with others.

2.9 Public realm

The public realm is the space we inhabit when we are out for a walk, when we are out shopping or sightseeing, or simply getting from place to place. It is the sum of spaces that are open to and exist for all people that visit, pass through, or live in a place.

It includes all of the experiences and interactions that make up our experience of “place.” It is the streets and sidewalks, the buildings, the trees, the feeling of comfort or safety we experience, the sights, sounds, smells we sense and see, the activities that take place around us. It is what makes a place linger in our memories, and one of the reasons why we return.

In this chapter we look at the public realm and spaces of the project area, and make recommendations for improvement.

GOALS

- To make the project area a more inviting place by fostering a sense of place and community
- To improve the pedestrian orientation of our community and increase walkability and walking
- To improve economic vitality and quality of life

PRESENT CONDITIONS

In general, the project area’s public realm possesses some valuable assets while also being limited by several important challenges.

SIDEWALKS

The amount of space physically available for walking is in many cases greater than in other more active districts in Minneapolis. Sidewalks along Chicago Avenue, for example, are at least 10 feet wide through the length of the project area, and they widen (by pushing back the front line of buildings) to at least 14 feet in several of the districts identified in this Plan. By comparison, sidewalks near Calhoun Square in Uptown are less than 12 feet wide.

Existing sidewalks in the 38th and Chicago, Pillsbury, and Bloomington Focus Areas provide, at 14 foot widths, ample space for walking and for hosting other uses and amenities that can enhance the quality of the area’s public realm (outdoor seating for



An active and enjoyable street: at the corner of 24th Street and Nicollet Avenue in Minneapolis.

restaurants and café businesses, for example).

TREES AND GREEN AREAS

Although planted boulevards exist in other portions of Chicago Avenue within the project area, there are no planted boulevards, trees or tree grates in the Neighborhood Commercial Nodes located within the Plan's area.

LIGHTING, STREET FURNITURE AND OTHER AMENITIES

Pedestrian-scale lighting is not provided. Street furniture and other elements like bicycle racks, benches and trash bins, that help make using the sidewalks or patronizing a local business more inviting and comfortable, are not provided.

PEDESTRIAN CROSSINGS

The quality of pedestrian crossings in the project area is poor, even in designated Neighborhood Commercial Nodes where one would expect pedestrian use to be an important component of node and business vitality.

CLEANLINESS AND MAINTENANCE

Several buildings in high-visibility corners are shuttered and unkempt, while others show signs of being repeatedly targeted by graffiti. Sidewalks are cracked and uneven in several of the project area's designated Neighborhood Commercial Nodes.

PERCEPTION OF SAFETY

As noted above, pedestrian-scale lighting is not provided in the area's Neighborhood Commercial Nodes. Additionally, a high number of vacant or dilapidated structures, blocked windows in functioning businesses, and relatively low pedestrian use of sidewalks work against perception of the area as a safe place to be.

BUSINESS ACTIVITY

Although there are numerous small businesses within the project area, there is virtually no interaction between the business uses inside stores and activities taking place on the streets and sidewalks; in the majority of cases, visual connection is not even possible as windows between the store and the street are closed off or blocked by merchandise. This works against pedestrians feeling safe while on area sidewalks.



Sidewalks and boulevard at the nearby 48th Street and Chicago Avenue node.

A modest investment with high returns:



Before ...



*... And after. Improving storefronts can help make a place feel safer and more inviting.
Photo: Bloomington and Lake.*

GENERAL RECOMMENDATIONS

These recommendations are to be applied over the entire project area, giving priority to improvements at the 38th and Chicago, Sabathani, and Pillsbury Focus Areas.

IMPROVE THE PEDESTRIAN REALM

Successful places are places where people feel comfortable walking around, and where there are interesting things to see and do. Improving the quality of the environment for people on foot at 38th and Chicago will do much for attracting investment and for increasing positive activity in the area.

- Increase green areas: install tree grates and plant street trees at 30 foot centers in all project area districts
- Install pedestrian-scale lighting in all project area districts
- Invite positive sidewalk activity: encourage restaurant and café businesses to use sidewalks in the summer
- Improve façades: reopen windows, improve landscaping
- Provide streetscape elements and pedestrian amenities: benches, landscaping, planters and bicycle racks
- Widen sidewalks where appropriate
- Create and install community-developed public art
- Widen and improve the condition of existing boulevards; plant boulevard trees
- Adopt and follow urban design guidelines for new development (see Chapter 2.10)



A welcoming pedestrian environment along Nicollet Avenue, in Downtown Minneapolis.



Examples of street details and amenities elsewhere in Minneapolis.

IMPROVE PEDESTRIAN CROSSINGS

- Promote corridor-wide initiatives to improve crossings and crossing safety along Chicago Avenue and along 38th Street
- Improve crossing safety by use of special pavement at crossings, durable crosswalk striping, restriction of traffic speed or of right turns on red, and rebuilding intersections to calm traffic
- Provide curb extensions (“bumpouts”) at key intersections in the project area to shorten crossing distances, calm traffic and provide space for transit stops and shelters

IMPROVE CLEANLINESS AND MAINTENANCE

A commercial area that is clean and well-maintained will be more comfortable for residents and visitors than one that is not, and will help attract additional visitors and investment.

- Provide trash bins at all project nodes
- Establish a long-term, sustainable mechanism for funding the pickup of litter and removal of graffiti in the project area



A pedestrian crossing in downtown Saint Paul.

- Improve enforcement of existing regulations against derelict and dilapidated structures

IMPROVE THE PERCEPTION OF SAFETY

People can only be comfortable in places where they feel safe. Places that feel unsafe (even if they are in fact safe) will deter visitors and residents from walking freely around their neighborhood, from patronizing their local businesses, and from participating in the public life of their community.

- Promptly remove graffiti
- Install pedestrian-scale lighting throughout the project area
- Install motion-activated exterior lighting around businesses
- Require consideration of CPTED principles for any development proposed for the project area; reconfigure existing sites and structures to follow CPTED principles as needed
- Improve enforcement of existing regulations against derelict and dilapidated structures

ENCOURAGE SMALL BUSINESS ACTIVITY

A thriving small business community draws in visitors and customers who enliven streets and sidewalks and invite additional positive activity.

- Invite additional visitors to the project area's commercial district through marketing and other efforts
- Encourage restaurant and café businesses to use sidewalks in the summer; provide assistance to businesses navigating through the application and permitting process
- Provide tools and assistance to small business
- Work with developers to ensure that the leasing and ownership agreements in new construction include provisions that allow these commercial spaces to remain accessible to small businesses



Sharing the sidewalks during a recent festival at 38th and Chicago.



Dining outdoors at 48th Street and Chicago Avenue.

2.10 Urban character and design guidelines

The aim of these Urban Character and Design Guidelines is to support placemaking and the development of spaces that respond to the preferences and ideas expressed and collected during the preparation of this Plan and its earlier phases.

These Guidelines are intended to supplement the policies guiding the development of **Neighborhood Commercial Nodes** and **Community Corridors** presented in the **Minneapolis Plan**, and to respond to and incorporate elements included in the Minneapolis Zoning Code's guidelines for **Pedestrian Oriented Overlay Districts**. These Guidelines also respond to the urban development recommendations prepared by the Minneapolis Department of Health and Family Support and included in Chapter 2.7 of this Plan. Where applicable, reference to these documents is provided alongside the guidelines.

In general, the development of buildings and spaces within the 38th Street and Chicago Avenue Small Area / Corridor Framework Plan's study area should be human scaled, adhere to transit-oriented development principles, promote pedestrian accessibility, and promote opportunity for economic activity. More specifically, development should adhere to the following guidelines:

BUILDING ORIENTATION

How buildings relate to 38th Street and Chicago Avenue

- Buildings on Chicago Avenue should be oriented to Chicago Avenue. Buildings on 38th Street should be oriented to 38th Street.
- Principal building entrances should provide direct access to the sidewalks along 38th Street and Chicago Avenue.
- Corner entrances are encouraged for buildings on corner lots.

URBAN DESIGN GOALS

- Foster a sense of place and community
- Encourage improvement in the public realm
- Improve connectivity and access
- Preserve and improve our community's architectural heritage
- Promote development that supports improvements in community health
- Promote human-scaled and people-oriented designs
- Improve economic vitality and quality of life
- Improve safety in our neighborhoods
- Promote sustainable neighborhood development



Ultimately, the purpose of these guidelines is to help create comfortable and interesting places for people to visit and enjoy.

GUIDANCE FROM THE MINNEAPOLIS PLAN, CHAPTER 4.5

- Promote traditional urban form in terms of building siting and massing when undertaking new development in Neighborhood Commercial Nodes.
- Preserve traditional commercial storefronts at Neighborhood Commercial Nodes wherever possible.

MINNEAPOLIS PEDESTRIAN OVERLAY DISTRICT GUIDELINES

- *551.110. Building placement* - The placement of buildings shall reinforce the street wall ... and facilitate pedestrian access and circulation ... Buildings shall be oriented so that at least one principal entrance faces the public street rather than the interior of the site.

BUILDING PLACEMENT AND SETBACK

How buildings are placed in relation to the sidewalks, and how far they can be set back from them

- Buildings should be constructed to the front lot lines adjacent to sidewalk edges.
- At least 70% of a building's facade should be within 5 feet of the front lot lines.
- Recessed spaces, including plazas and other spaces which are set back more than 5 feet are acceptable so long as the 70% minimum is observed.
- Awnings and architectural features may project beyond build-to lines.

STOREFRONTS AND FAÇADE TREATMENT

- A minimum of 55% of a building's first floor façade should be windows or doors of clear or lightly tinted glass that allow views into and out of the building at eye level. This minimum window area is measured between the height of 2 feet and 10 feet above the finished floor level of the first floor.
- Windows should be distributed in a more or less even manner.
- The finished first floor of buildings in the area of 38th and Chicago should more or less match the elevation of the adjacent sidewalk.

BUILDING HEIGHT

- Building heights should be a minimum of two stories and a maximum of five stories within the 38th Street and Chicago Avenue Small Area / Corridor Framework Plan project area; recommended heights for specific locations within the study area are identified in Chapter 2.2 of this Plan.

GUIDANCE FROM THE MINNEAPOLIS PLAN, CHAPTER 4.5

- Promote traditional urban form in terms of building siting and massing when undertaking new development in Neighborhood Commercial Nodes.
- Preserve traditional commercial storefronts at Neighborhood Commercial Nodes wherever possible.

MINNEAPOLIS PEDESTRIAN OVERLAY DISTRICT GUIDELINES

- *551.110. Building placement* - The placement of buildings shall reinforce the street wall ... The first floor of buildings shall be located no more than 8 feet from the front lot line.

GUIDANCE FROM THE MINNEAPOLIS PLAN, CHAPTER 4.5

- Promote traditional urban form in terms of building siting and massing when undertaking new development in Neighborhood Commercial Nodes.
- Preserve traditional commercial storefronts at Neighborhood Commercial Nodes wherever possible.

MINNEAPOLIS PEDESTRIAN OVERLAY DISTRICT GUIDELINES

- *551.120. Building façade (a) Window area* - At least 40% of the first floor facade of any nonresidential use that faces a public street or sidewalk shall be windows or doors of clear or lightly tinted glass that allow views into and out of the building at eye level. Windows shall be distributed in a more or less even manner.

GUIDANCE FROM THE MINNEAPOLIS PLAN, CHAPTER 4.2

- Promote more intensive residential development along these corridors [Community Corridors] where appropriate.

FROM THE MINNEAPOLIS PLAN, CHAPTER 4.5

- Promote medium density residential development around Neighborhood Commercial Nodes.
- Facilitate the redevelopment of underutilized commercial areas and promote their reuse as infill development, such as office or housing, while maintaining neighborhood compatibility.

BUILDING MASSING AND ARTICULATION

How the mass of buildings is to be broken up to enhance the experience of people walking in the project area

- Building walls should be broken up in order to create human-scaled, visually interesting spaces. The maximum length of unbroken or uninterrupted wall should not exceed 25 feet.
- Blank walls facing 38th Street or Chicago Avenue are strongly discouraged.
- The use of reliefs, setbacks, bay windows, cantilevered roofs and other structures is encouraged.
- Balconies and operable windows should be provided in the upper floors of buildings located in the project area.

BUILDING MATERIALS

- Buildings should be finished in traditional, durable materials, including brick, stone, concrete, metal, and glass.
- Exterior finishes should be durable, weather and moisture proof, and require low maintenance.
- The use of wood and non-rustproof metals is discouraged.

ALLOWABLE BUILDING USES; PEDESTRIAN ORIENTATION

- Buildings should include commercial and/or pedestrian-oriented uses in the first floor. Upper floors may be any combination of commercial, office, or residential uses.
- Automobile-oriented uses, including drive-through facilities, automobile service uses, and other related uses are strongly discouraged in the project area.

GUIDANCE FROM THE MINNEAPOLIS PLAN, CHAPTER 4.5

- Promote traditional urban form in terms of building siting and massing when undertaking new development in Neighborhood Commercial Nodes.

GENERAL GUIDANCE FOR COMMUNITY CORRIDORS

FROM THE MINNEAPOLIS PLAN, CHAPTER 4.1

Minneapolis will encourage reinvestment along major urban corridors as a way of promoting growth in all neighborhoods.

- Develop standards based on a recognition of the qualities that make urban corridors desirable, viable and distinctly urban, including; diversity of activity, safety for pedestrians, access to desirable goods and amenities, attractive streetscape elements, density and variety of uses to encourage walking, and architectural elements which add interest at the scale of the pedestrian.

GUIDANCE FROM THE MINNEAPOLIS PLAN, CHAPTER 4.2

- Support the continued presence of small-scale retail sales and commercial services along Community Corridors.

FROM THE MINNEAPOLIS PLAN, CHAPTER 4.5

- Support the continued presence of small-scale retail sales and commercial services in Neighborhood Commercial Nodes.
- Restrict auto-oriented, industrial or manufacturing activities that generate significant vehicular traffic, noise or air-borne impacts on residential neighbors.
- Preserve traditional commercial storefronts at Neighborhood Commercial Nodes wherever possible.

MINNEAPOLIS PEDESTRIAN OVERLAY DISTRICT GUIDELINES

- *551.90. Prohibited uses* - The following uses shall be prohibited in the Pedestrian Oriented Overlay District: (1) Drive-through facilities; (2) Automobile service uses; (3) Transportation uses
- *551.100. Fast food restaurants* - Fast food restaurants shall be located only in storefront buildings existing on the effective date of this ordinance.

PEDESTRIAN AND BICYCLE CIRCULATION

- Development proposals for the project area should explore their impacts on the experience of pedestrians and bicyclists.
- Bicycle racks and other bicycle infrastructure elements should be provided along 38th Street and along Chicago Avenue. Each nonresidential use should provide at least two bicycle parking spaces.
- Pedestrian-automobile conflicts should be avoided or minimized. Automobile access to alleys should be removed from pedestrian areas; existing alleys exiting to 38th Street or Chicago Avenue should be reconfigured as “T” alleys including new buildable area or pedestrian passageways. Buildings should provide access and windows to these passageways.
- Sidewalks should include bumpouts (or “curb extensions”) to decrease intersection crossing length.

SCALE, OWNERSHIP STRUCTURE, AND ECONOMIC DEVELOPMENT OPPORTUNITIES

We recognize the relationship between the size of available commercial spaces, ownership structure of those spaces, and the potential for small entrepreneurs to start businesses that bring benefits to the project area and beyond. As such, we strongly recommend the development of small, affordable commercial spaces that include opportunity for ownership and development by small business owners.

SIGNS AND OTHER COMMERCIAL ELEMENTS

Street signs increase the visibility of businesses and add visual interest to the project area.

- Awnings and canopies are encouraged in order to provide protection from the elements for pedestrians. They should be placed in locations that emphasize building uses and entrances.
- Use of over-the-sidewalk overhead signs is encouraged.

GUIDANCE FROM THE MINNEAPOLIS PLAN, CHAPTER 4.5

- Promote transit stops and bicycle parking and storage in Neighborhood Commercial Nodes.

MINNEAPOLIS PEDESTRIAN OVERLAY DISTRICT GUIDELINES

- *551.175. Transit Station areas (6) Bicycle parking requirements* - Each nonresidential use shall provide a minimum of 2 bicycle parking spaces or one space for each ten accessory automobile parking spaces, whichever is greater.

GUIDANCE FROM THE MINNEAPOLIS PLAN, CHAPTER 4.2

- Support the continued presence of small-scale retail sales and commercial services along Community Corridors.

FROM THE MINNEAPOLIS PLAN, CHAPTER 4.5

- Support the continued presence of small-scale retail sales and commercial services in Neighborhood Commercial Nodes.
- Preserve traditional commercial storefronts at Neighborhood Commercial Nodes wherever possible.

GUIDANCE FROM THE MINNEAPOLIS PLAN, CHAPTER 4.5

- Support the continued presence of small-scale retail sales and commercial services in Neighborhood Commercial Nodes.
- Preserve traditional commercial storefronts at Neighborhood Commercial Nodes wherever possible.

MINNEAPOLIS PEDESTRIAN OVERLAY DISTRICT GUIDELINES

- *551.120. Building façade (b) Awnings and canopies* - Awnings and canopies are encouraged in order to provide protection for pedestrians and shall be placed to emphasize individual uses and entrances.

AUTOMOBILE PARKING

Availability of on-street parking benefits small businesses, shelters pedestrians from traffic, calms vehicle flow, and creates a more inviting pedestrian environment.

- On-street parking should continue to be provided along Chicago Avenue and along 38th Street.
- Off-street parking should be located behind, below, or above buildings; the development of structured parking ramps that accommodate first floor commercial space is encouraged.
- Surface parking lots adjacent to 38th Street or Chicago Avenue are strongly discouraged.
- Pedestrian paths connecting parking areas to building entries should link to sidewalks on Chicago Avenue or 38th Street.
- Parking lot edges should be buffered by plantings, railings, or low walls.
- The development of shared parking is encouraged.
- Off-site parking is allowed, and may be located up to 500 feet from the use served.
- The amount of automobile parking provided should not exceed 120% of the total specified as minimum by the Minneapolis Zoning Code, nor should it be less than 75% of the total required by the Minneapolis Zoning Code.

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

The choices made in the design process can result in the creation of spaces that encourage or discourage illicit activity. CPTED (Crime Prevention Through Environmental Design) is a safety strategy formulated on the premise that the proper design and effective use of the physical environment can lead to a reduction in crime, and to the creation of safer, better places in our cities. Consideration of CPTED principles shall be a requisite for any development proposed in our project area.

GUIDANCE FROM THE MINNEAPOLIS PLAN, CHAPTER 4.5

- Support the continued presence of small-scale retail sales and commercial services in Neighborhood Commercial Nodes.
- Develop parking facilities and management strategies that balance the following goals: improved customer access, protection of sidewalk traffic; reduced visual impacts, mitigated impacts on neighboring uses and shared use of parking facilities.

MINNEAPOLIS PEDESTRIAN OVERLAY DISTRICT GUIDELINES

- *551.140. Accessory parking -*
 - (a) Location: On-site accessory parking facilities shall be located to the rear or interior side of the site, within the principal building served, or entirely below grade
 - (d) Shared parking: The development of shared parking is encouraged
 - (e) Off-site parking: When off site parking is allowed ... parking may be located an additional 500 feet from the use served
 - (f) Maximum number of accessory parking spaces: The number of accessory parking spaces for nonresidential uses shall not exceed 150% of the minimum required ... or 10 spaces, whichever is greater.

MINNEAPOLIS PEDESTRIAN OVERLAY DISTRICT GUIDELINES

- *551.110. Building placement -* The placement of buildings shall maximize natural surveillance and visibility.

Section III

Tools for implementation

This section includes tools to help implement the goals and policies included in this Plan, including a timeline that prioritizes initiatives for improvement and a guide to loans and grants to help support small business startup and expansion.

In this section:

3.1 - IMPLEMENTATION: TASKS AND TIMELINE

3.2 - BUSINESS RESOURCE GUIDE

3.1 Implementation: Tasks and timeline

The 38th Street and Chicago Avenue Small Area / Corridor Framework Plan sets out an agreed-upon vision for improvement of the project area. In this chapter we present a simplified timeline that prioritizes recommended improvements over the short, medium and long-term.

In the majority of cases, low-cost improvements are recommended for the short term, while more expensive and involved initiatives are recommended for the future. In some cases, however, relatively expensive improvements are recommended for the short-term in recognition that some important opportunities for improvement will require significant investments up front but will also lead to improved outcomes in other arenas - for example, installation of pedestrian lighting will help improve the feeling of safety in the area while also making it more inviting for people to walk to and patronize local businesses.

From the outset, success for this Plan has been defined by the potential gains it can bring to all the communities that live in the area it covers. The Plan's implementation phase is when these potential improvements will be made real. It is therefore critical that a strong, open and accessible mechanism for citizen participation, control and guidance of the Plan's implementation be made available and extended as widely as possible.

This Plan strongly recommends the formation of a citizen-led **Plan Implementation Working Group** or Task Force to guide and coordinate the various conversations and actions that implementing this Plan will require.

The Plan Implementation Working Group will take the lead in making these recommendations real. Other potential partners are included in the listing of organizations, public officials and government agencies whose involvement would also be needed for funding and implementing each of the Plan's recommendations.



*Change requires sustained steps over time.
Photo: Members of Urban Earth, a new
Minneapolis gardening cooperative, prepare
their store for opening day.*

WHEN ARE IMPROVEMENTS TO BE MADE?

The timelines provided in this chapter describe improvements in the following timeframes:

- Short-term is between now and two years from now
- Medium-term is between two and four years into the future
- Long-term is between four and seven years from now

FOR THE SHORT TERM

Short term: What to do	Why	Who
Formation of Plan Implementation Working Group.	<ul style="list-style-type: none"> To direct the work of this Plan, to guide actions and coordinate direction for success, and for inclusion of all the communities that make the Plan's area their home and/or place of business 	<ul style="list-style-type: none"> Neighborhood organizations Business Association Councilmember Civic organizations Community institutions Religious institutions
Establish marketing identity for areas included in the Plan.	<ul style="list-style-type: none"> To support marketing and promotion efforts To acknowledge the history, identity and culture of the area To encourage participation in the implementation of the Plan 	<ul style="list-style-type: none"> Neighborhood organizations Business Association Councilmember Civic organizations Community institutions Religious institutions
Promote and advocate for the project area with prospective developers. Work with local CDCs to include the project area as one of their focus areas.	<ul style="list-style-type: none"> To generate interest and elicit potential proposals 	<ul style="list-style-type: none"> Neighborhood organizations Business Association Councilmember Civic organizations Community institutions
Continue advocating for improving basic safety and services: increased police presence, better garbage pickup and collection, regular snow removal and salting of sidewalks.	<ul style="list-style-type: none"> Improve cleanliness and safety Improve the public realm Improve pedestrian orientation Encourage business activity 	<ul style="list-style-type: none"> Neighborhood organizations Business Association Councilmember Minneapolis Police Department
Add beat officer	<ul style="list-style-type: none"> Improve cleanliness and safety 	<ul style="list-style-type: none"> Neighborhood organizations Business Association Councilmember Minneapolis Police Department
Place exterior lighting with motion sensors around businesses.	<ul style="list-style-type: none"> Improve cleanliness and safety Improve pedestrian orientation 	<ul style="list-style-type: none"> Neighborhood organizations Business Association Transit for Livable Communities' (TLC) Non-Motorized Transportation Pilot Program Foundation partners
Improve pedestrian crossings.	<ul style="list-style-type: none"> Improve the public realm Improve pedestrian orientation 	<ul style="list-style-type: none"> Neighborhood organizations City of Minneapolis Planning Department City of Minneapolis Public Works Councilmember Transit for Livable Communities' (TLC) Non-Motorized Transportation Pilot Program Foundation partners
Increase green areas around 38th and Chicago and other focus areas: add trees and ornamental planters.	<ul style="list-style-type: none"> Improve the public realm Improve pedestrian orientation 	<ul style="list-style-type: none"> Neighborhood organizations City of Minneapolis Planning Department Minneapolis Public Works Councilmember The Tree Trust (treetrust.org) Foundation partners

Short term: What to do	Why	Who
Add bicycle lanes on Chicago Avenue.	<ul style="list-style-type: none"> • Improve bicycle infrastructure • Improve the public realm • Improve pedestrian orientation 	<ul style="list-style-type: none"> • Neighborhood organizations • Minneapolis Planning Department • City of Minneapolis Public Works • City of Minneapolis Bicycle Coordinator • Councilmember • Transit for Livable Communities' (TLC) Non-Motorized Transportation Pilot Program • Foundation partners
Add shared bicycle lanes on 38th Street.	<ul style="list-style-type: none"> • Improve bicycle infrastructure • Improve the public realm • Improve pedestrian orientation 	<ul style="list-style-type: none"> • Neighborhood organizations • City of Minneapolis Planning Department • City of Minneapolis Public Works • City of Minneapolis Bicycle Coordinator • Councilmember • TLC's Non-Motorized Transportation Pilot Program • Foundation partners
Add bicycle parking at selected project area intersections.	<ul style="list-style-type: none"> • Improve bicycle infrastructure • Improve the public realm • Improve pedestrian orientation 	<ul style="list-style-type: none"> • Neighborhood organizations • City of Minneapolis Planning Department • Minneapolis Public Works • City of Minneapolis Bicycle Coordinator • Councilmember • TLC's Non-Motorized Transportation Pilot Program • Foundation partners
Designate a neighborhood association to help guide neighborhood businesses through various city application and permitting processes (for outdoor café license and other permit applications).	<ul style="list-style-type: none"> • Encourage business activity • Improve the public realm • Improve pedestrian orientation 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • Neighborhood Development Center (ndc-mn.org) • Minneapolis Consortium of Community Developers (MCCD)
Encourage restaurant and café businesses to use sidewalks in the summer.	<ul style="list-style-type: none"> • Encourage business activity • Improve the public realm • Improve pedestrian orientation 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association
Promptly remove graffiti.	<ul style="list-style-type: none"> • Improve cleanliness and safety • Improve the public realm 	<ul style="list-style-type: none"> • Neighborhood organizations • City of Minneapolis Regulatory Services (inspections and enforcement) • Business Association • Local residents

Short term: What to do	Why	Who
Step up enforcement against commercial properties with chronic zoning, building code and business license violations.	<ul style="list-style-type: none"> • Improve cleanliness and safety • Improve the public realm • Improve pedestrian orientation 	<ul style="list-style-type: none"> • Neighborhood organizations • City of Minneapolis Planning Department • City of Minneapolis Regulatory Services (inspections and enforcement) • Councilmember
Set up an art murals program to cover empty walls; work with and involve youth from Sabathani Community Center, Pillsbury House, Phelps Park, nearby schools and other area institutions serving youth.	<ul style="list-style-type: none"> • Increase community engagement and participation • Improve cleanliness and safety 	<ul style="list-style-type: none"> • Neighborhood organizations • Community arts and youth institutions • Foundation partners
Set up a fund to hire someone to cover graffiti on an as-needed basis.	<ul style="list-style-type: none"> • Improve cleanliness and safety • Improve the public realm 	<ul style="list-style-type: none"> • Neighborhood organizations • Foundation partners
Hire a local artist to develop a logo or graphic identity for the project area.	<ul style="list-style-type: none"> • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • Foundation partners
Publish a guide to unique businesses, sights and services that can be found in the area, including local arts, hours of operation for restaurants, and other relevant information.	<ul style="list-style-type: none"> • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • Foundation partners
Provide multilingual signs and announcements for all neighborhood/community events.	<ul style="list-style-type: none"> • Increase community engagement and participation 	<ul style="list-style-type: none"> • Neighborhood organizations
Continue to support the work of the 38th Street and Chicago Avenue Business Association.	<ul style="list-style-type: none"> • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • Foundation partners
Adopt a set of urban design guidelines for the project area. Provide or deny neighborhood support to project proposals based on their adherence to these guidelines.	<ul style="list-style-type: none"> • Improve the public realm • Improve pedestrian orientation • Improve the public realm 	<ul style="list-style-type: none"> • Neighborhood organizations • Councilmember • City of Minneapolis Planning Department • Minneapolis City Council

FOR THE MEDIUM TERM

Medium term: What to do	Why	Who
Add pedestrian-level streetlights throughout the project area to increase safety, visibility and pedestrian comfort.	<ul style="list-style-type: none"> • Improve the public realm • Improve pedestrian orientation • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • City of Minneapolis Planning Department • City of Minneapolis Public Works • Councilmember • TLC's Non-Motorized Transportation Pilot Program • Foundation partners
Support the development of a cooperative business - one of the neighborhood associations could become a convener or an organizing sponsor.	<ul style="list-style-type: none"> • Encourage business activity • Increase community engagement and participation 	<ul style="list-style-type: none"> • Neighborhood organizations • Northcountry Cooperative Development Fund (ncdf.org) • Foundation partners

Medium term: What to do	Why	Who
Support the development of a high-visibility arts incubator and gallery near the intersection of 38th Street and Chicago Avenue.	<ul style="list-style-type: none"> • Increase community engagement and participation • Improve the public realm • Improve pedestrian orientation 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • Local arts and youth centers: Urban Arts Academy, Sabathani, and others • Intermedia Arts • Councilmember • Foundation partners
Work with prospective project developers to include desk space in new development for as-needed use by Minneapolis Police officers.	<ul style="list-style-type: none"> • Improve cleanliness and safety • Improve pedestrian orientation • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • Minneapolis Police Department • Councilmember • Developers
Establish recurring small business classes and resources for current and aspiring small business owners. Set up partnership with Neighborhood Development Center and similar organizations. Neighborhood organizations become point of contact and repository for materials.	<ul style="list-style-type: none"> • Encourage business activity • Increase community engagement and participation 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • Neighborhood Development Center (ndc-mn.org) • Councilmember • Foundation partners
Establish a long-term, sustainable mechanism for funding the pickup of litter and removal of graffiti in the project area.	<ul style="list-style-type: none"> • Improve cleanliness and safety • Improve the public realm • Improve pedestrian orientation • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • Councilmember • Foundation partners
Encourage the use of 38th and Chicago as a place for the many ethnic/cultural festivals that take place in our City (from movie nights at Phelps Park to an annual festival at the intersection of 38th Street and Chicago Avenue).	<ul style="list-style-type: none"> • Improve the public realm • Improve pedestrian orientation • Increase community engagement and participation 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • Local community and cultural organizations
Improve façades in the project area: obtain funds and provide technical assistance to participating businesses. Reopen or add windows to existing structures.	<ul style="list-style-type: none"> • Improve the public realm • Improve pedestrian orientation • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • University of Minnesota Design Center • Foundation partners
Include CPTED (Crime Prevention Through Environmental Design) principles in new development.	<ul style="list-style-type: none"> • Improve the public realm • Improve pedestrian orientation • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • City of Minneapolis Planning Department
Cultivate participation and leadership opportunities for all populations within the neighborhood and business organizations serving the 38th and Chicago area.	<ul style="list-style-type: none"> • Increase community engagement and participation 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association
Seek to limit billboards, pole-mounted signs and other intrusive or out-of-scale visual elements in the area.	<ul style="list-style-type: none"> • Improve the public realm 	<ul style="list-style-type: none"> • Neighborhood organizations • City of Minneapolis Planning Department
Direct new development to areas now used for parking lots and other auto uses.	<ul style="list-style-type: none"> • Improve the public realm • Improve pedestrian orientation • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • City of Minneapolis Planning Department • Developers
Discourage the development of additional auto-oriented uses in the area.	<ul style="list-style-type: none"> • Improve the public realm • Improve pedestrian orientation 	<ul style="list-style-type: none"> • Neighborhood organizations • City of Minneapolis Planning Department

Medium term: What to do	Why	Who
Seek zoning changes to promote designation of this node as a pedestrian-oriented overlay district.	<ul style="list-style-type: none"> • Improve the public realm • Improve pedestrian orientation 	<ul style="list-style-type: none"> • Neighborhood organizations • Minneapolis CPED • Councilmember

FOR THE LONGER TERM

Longer term: What to do	Why	Who
Neighborhood organization develops expertise to support the needs of existing and prospective small businesses.	<ul style="list-style-type: none"> • Encourage business activity • Improve the public realm • Improve pedestrian orientation 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • Neighborhood Development Center (ndc-mn.org) • Minneapolis Consortium of Community Developers (MCCD) • Councilmember • Foundation partners
Additional traffic-calming and pedestrian safety measures at selected intersections in the Chicago Avenue and 38th Street project area: bumpouts at selected intersections, widening of sidewalks, and similar measures.	<ul style="list-style-type: none"> • Improve the public realm • Improve pedestrian orientation 	<ul style="list-style-type: none"> • Neighborhood organizations • City of Minneapolis Planning Department • Minneapolis Public Works • Councilmember • TLC's Non-Motorized Transportation Pilot Program • Foundation partners
Advocate for the priority implementation of streetcar ("trolley") service linking Downtown Minneapolis and 38th Street along Chicago Avenue, as recommended in the Minneapolis Streetcar Feasibility Study.	<ul style="list-style-type: none"> • Improve transit infrastructure • Improve pedestrian orientation • Improve the public realm • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • City of Minneapolis Planning Department • MetroTransit • Transit for Livable Communities • Councilmember • Foundation partners
Work with developers to ensure that the leasing and ownership agreements in new construction include provisions that allow these commercial spaces to remain accessible to small businesses.	<ul style="list-style-type: none"> • Improve the public realm • Improve pedestrian orientation 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • Developers • Foundation partners
Bring a Community Safety Center / Police Substation to the 38th and Chicago district (around the intersection).	<ul style="list-style-type: none"> • Improve cleanliness and safety • Improve pedestrian orientation • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • Business Association • Minneapolis Police Department • Councilmember • Foundation partners
Retrofit existing sites or structures to respond to CPTED (Crime Prevention Through Environmental Design) principles.	<ul style="list-style-type: none"> • Improve cleanliness and safety • Improve the public realm • Improve pedestrian orientation • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • U of M Design Center • Foundation partners
Obtain funds and provide design assistance to building owners to reconfigure principal building entrances to orient to Chicago Avenue and/or 38th Street where needed.	<ul style="list-style-type: none"> • Improve the public realm • Improve pedestrian orientation • Encourage business activity 	<ul style="list-style-type: none"> • Neighborhood organizations • U of M Design Center • Foundation partners

3.2 Small Business Resource Guide

The following loans and grants are available to new and existing businesses in the area covered by the 38th and Chicago Small Area / Corridor Framework Plan:

BANCROFT NEIGHBORHOOD ASSOCIATION

BANCROFT COMMERCIAL MATCHING GRANT PROGRAM

- Matching grants up to \$5,000 for exterior improvements to businesses.
- Available to new or existing businesses located in Bancroft neighborhood.

Contact:

Donna Sanders
612-724-5313
dsanders@
bancroftneighborhood.org

4120 17th Ave. S.
Minneapolis, MN 55407
www.bancroftneighborhood.org



Sometimes aspiring entrepreneurs need only a small loan to get their business up and running.

SMALL BUSINESSES REINVIGORATE COMMUNITIES

Only \$14 out of every \$100 spent at a chain store stays in a local community - when that same \$100 is spent in a local business, \$45 stays there.

Source: Civic Economics, Local Merchants vs. Chain Retailers. Livable City, 2002.

POWDERHORN PARK NEIGHBORHOOD ASSOCIATION

MATCHING FAÇADE GRANT

- Loans for building improvements.
- Available to new or existing businesses that demonstrate positive impact on Powderhorn Park neighborhood through employment and/or commercial revitalization.

Contact:

Shonda Allen
612-722-4817
shonda@ppna.org

821 East 35th Street
Minneapolis, MN 55407
www.ppna.org



Many loans, grants, and training programs are available to businesses that are here already helping to improve 38th and Chicago.

WOMENVENTURE

SBA MICRO LOAN PROGRAM

- Loans from \$200 to \$35,000 for working capital, equipment and general business development. Interest rate is 10 percent. Maximum term is five years. Collateral required.
- Available to women, minority, and low-income business owners.

Contact:

Christine Pigsley
651-646-3808
cpigsley@womenventure.org

Mid Town Commons Building
Suite 200
2324 University Ave.
Saint Paul, MN 55114
1-866-646-3808
www.womenventure.com

URBAN INITIATIVE PROGRAM

- Loans from \$10,000 to \$50,000 for start-ups and existing businesses. Interest rate is 10 percent, must create living wage jobs.
- Available to minority and low-income business owners.

MINNEAPOLIS EMPOWERMENT ZONE LOAN PROGRAM

- Loans from \$500 to \$50,000 for start-ups and existing businesses; interest rate varies.
- Available to businesses located in the Minneapolis Empowerment Zone.

MINNEAPOLIS CONSORTIUM OF COMMUNITY DEVELOPERS (MDDC)

MCCD offers a Small Business Loan Program with loans of up to \$25,000 for general business activities available to owners of new and existing small businesses.

MCCD partners coordinating resources in the 38th Street and Chicago Avenue area include:

AFRICAN DEVELOPMENT CENTER

Hussein Samatar
612-333-4772
hsamatar@adcmnnesota.org
1808 Riverside Ave. S., Suite 200
Minneapolis, MN 55454
www.adcmnnesota.org

LATINO ECONOMIC DEVELOPMENT CENTER

Ramón León
612-724-5332
ramon@ledc-mn.org
1516 East Lake Street Suite 201
Minneapolis, MN 55407
www.ledc-mn.org

URBAN VENTURES

Ralph Bruins
612-822-1628
RBruins@urbanventures.org
3041 Fourth Ave. S.
Minneapolis, MN 55408
www.urbanventures.org

NEIGHBORHOOD DEVELOPMENT CENTER (NDC)

MICRO ENTERPRISE LOAN PROGRAM

- Loans generally up to \$10,000 to existing and start-up small businesses.
- Available to business owners with incomes less than the area median. Borrower must complete NDC's micro-entrepreneur training program.

Contact:

Mara O'Neill
651-291-2480
mara@ndc-mn.org

651½ University Ave.
Saint Paul, MN 55104
www.ndc-mn.org

PROFIT BASED (ISLAMIC) FINANCING PROGRAM

- Financing up to \$25,000 in accordance with Islamic law for existing and start-up businesses.
- Available to business owners with incomes below area median. Available to Muslims and non-Muslims, preference given to borrowers who have completed the NDC training course.

MINNEAPOLIS EMPOWERMENT ZONE LOANS

- Loan and profit-based (Islamic) financing up to \$30,000.
- Available to businesses located in the Minneapolis Empowerment Zone, preference given to borrowers who have completed the NDC training course.

EMERGING BUSINESSES/EMERGING NEIGHBORHOODS PROGRAM

- Loans up to \$50,000 for growing businesses. Up to six months of principal deferment possible. Borrowers agree to hire entry-level employees through a nonprofit or government workforce development agency active in the service area.
- Available to existing businesses.

CITY OF MINNEAPOLIS BUSINESS FINANCE AND DEVELOPMENT PROGRAMS

The City of Minneapolis Community Planning and Economic Development Department (CPED) offers a variety of *business finance* and *business development* loans and programs for small businesses.

BUSINESS FINANCE PROGRAMS

The city of Minneapolis offers a wide array of financing tools for Minneapolis businesses of all sizes. Loans range from \$1,000 to \$10 million, and many are offered in partnership with private lenders and nonprofit organizations. City of Minneapolis business finance programs include:

2-PERCENT LOANS

- Loans for building improvements and production equipment in partnership with banks. The City funds up to half the loan, to a maximum of \$40,000, at a rate of 2 percent.
- Available to businesses and commercial property owners.

COMMERCIAL CORRIDORS/COMMERCIAL NODES 2% LOANS

- Loans for building improvements and production equipment in partnership with banks. The City funds up to half the loan, to a maximum of \$75,000, at a rate of 2 percent.
- Available to businesses and commercial property owners.

ALTERNATIVE FINANCING PROGRAM

The Alternative Financing Program offers profit-based financing to Minneapolis business owners where no interest is paid or collected.

- The rate of return is based on an up-front profit payment that is added to the front end and amortized over the life of the financing.
- A private lender provides half the financing at their rate of return, and the City provides the rest, up to \$50,000, at a 2 percent rate of return. The term (up to 10 years) is set by the lender.

(continues on the next page)

LAKE STREET COUNCIL

FIX AND PAINT PROGRAM

- Grants up to \$2,000 to partially reimburse for interior or exterior improvements to property.
- Available to businesses and commercial property owners in the corridor.

Contact:

Joyce Wisdom
612-822-0232
jwisdom@lakestreetcouncil.org

919 E. Lake St.
Minneapolis, MN 55407
www.lakestreetcouncil.org

DEVELOPMENT CORPORATION FOR CHILDREN

FIRST CHILDREN'S FINANCE

- Loans for childcare and early education facilities. Loans can be used for expenses for start-up or expansion of childcare businesses, to repair or upgrade childcare homes or facilities, to satisfy code requirements, to purchase childcare business equipment, materials and working capital.
- Loan sizes range from \$1,000 to \$25,000 for family childcare providers and \$1,000 to \$75,000 for childcare centers/early education programs.
- Available to licensed family childcare providers and childcare centers/early education programs.

Contact:

Charissa Banov
612-279-6506
charissa@dcc-corner.com

212 Third Ave. N., Suite 310
Minneapolis, MN 55401-1437
www.dcc-corner.com

BUSINESS DEVELOPMENT FUND

- Loans up to \$75,000. Loans may be partially forgiven if living wage jobs created are filled by Minneapolis residents. Funds may be used for capital improvements and general business operations.
- Available to existing businesses or businesses relocating into Minneapolis.

CAPITAL ACQUISITION LOANS

- Loans for acquisition of small commercial/ industrial properties, in partnership with local banks. The City funds 40 percent of the project to a maximum of \$300,000.
- Available to businesses and nonprofit organizations.
- Loan can be used for real estate acquisition.

MICRO LOANS (CITY-ASSISTED)

See Minneapolis Consortium of Community Developers, Community-Based Business Development Program

CAPITAL INVESTMENT FUND LOAN PROGRAM

- Loans are for real estate acquisition, improvement or fixed asset purchases.
- Available to industrial or manufacturing businesses. Must have a strong financial statement, and must provide livable wage employment opportunities for Minneapolis residents and have at least a three-year operating history.
- Loan can be used for real estate acquisition.

BANK QUALIFIED BANK DIRECT TAX-EXEMPT REVENUE BONDS

- Cost-effective tax-exempt financing for capital projects for smaller 501(c)(3) organizations for projects in the \$1-2 million-dollar range.
- Available to Minneapolis 501(c)(3) nonprofit organizations.

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COMMUNITY LOAN TECHNOLOGIES

MINNESOTA NONPROFITS ASSISTANCE FUND

- Loans from \$500 to \$500,000 to nonprofit organizations for construction projects, equipment purchases, leasehold improvements and working capital. Terms range from six months to five years, with interest rates between 8 percent and 11 percent.
- Available to 501(c)(3) nonprofit organizations.

Contact:

Kate Barr
612-278-7180
kbarr@communityloantech.org

2801 21st Ave. S., Suite 210
Minneapolis, MN 55407
www.communityloantech.org

REVENUE BONDS AND COMMON BOND FUND

- Issuance of tax-exempt or taxable revenue bonds on behalf of private borrowers to provide lower interest rates on long-term financing. Financing can include land acquisition, new facility construction, additions to existing facilities, purchase and renovation of existing structures and production-equipment purchase.
- Available to manufacturing businesses.
- Loan can be used for real estate acquisition.

FOR ADDITIONAL INFORMATION

To find out more about City of Minneapolis business finance programs available to small businesses in the project area please contact

Judy Moses

612-673-5283

judy.moses@ci.minneapolis.mn.us

Crown Roller Mill, Suite 200

105 Fifth Avenue South

Minneapolis, MN 55401-2534

www.ci.minneapolis.mn.us/cped

METROPOLITAN ECONOMIC DEVELOPMENT ASSOCIATION (MEDA)

MEDA LOAN PROGRAM

- Loans from \$25,000 to \$400,000 for general business purposes, generally short term. Interest rate fixed up to 10 percent on half of the loan and prime + 3 percent on the other half.
- Available to businesses with at least 51 percent ethnic-minority ownership.

Contact:

George Jacobson
612-259-6564
gjacobson@meda.net

250 Second Ave. S. Suite 106
Minneapolis, MN 55401
www.meda.net



The City of Minneapolis offers loans that can help get a space ready for business.

MILESTONE GROWTH FUND - SMALL BUSINESS INVESTMENT COMPANY (SBIC)

LOANS WITH STOCK OPTIONS

- Long-term loans from \$300,000 to \$500,000.
- Available to businesses with significant (51 percent) ethnic-minority ownership.

URBAN INITIATIVE LOAN PROGRAM

- Loans up to \$300,000 for general business purposes.
- Available to businesses with significant (51 percent) ethnic-minority ownership.

Contact:

Judy Romlin
612-338-0090
jromlin@milestonegrowth.com

401 Second Ave. S.
Suite 1032
Minneapolis, MN 55401
www.milestonegrowth.com

THE WILLIAM C. NORRIS INSTITUTE AT THE UNIVERSITY OF ST. THOMAS

THE NORRIS FUND FOR TECHNOLOGY INNOVATION

- Convertible promissory note loans up to \$75,000 with stock warrants granted in lieu of collateral.
- Available to early-stage companies with innovative, socially responsible technologies.

Contact:

Michael Moore
651-962-4346
mpmoore1@stthomas.edu

Mail #TMH157
1000 LaSalle Ave.
Minneapolis, MN 55403
www.stthomas.edu/norrisinstitute

CITY OF MINNEAPOLIS BUSINESS DEVELOPMENT PROGRAMS

City of Minneapolis Business Development Services staff offer assistance with finding locations, accessing capital for expansion, finding skilled employees, training employees and more.

City of Minneapolis business development programs include the City's Great Streets program, which makes available about \$2 million for investment and revitalization efforts in Minneapolis Neighborhood Commercial Corridors and Neighborhood Commercial Nodes (included in this Plan's geographic area).

GREAT STREETS NEIGHBORHOOD BUSINESS DISTRICT PROGRAM

Through the Great Streets Neighborhood Business District Program, the City of Minneapolis offers real estate development gap financing and acquisition assistance, funding for façade improvement programs, and business district support contracts for commercial corridors and nodes designated in The Minneapolis Plan.

FOR ADDITIONAL INFORMATION

To find out more about the elements of Great Streets please contact

Kristin Guild
612-673-5168
kristin.guild@ci.minneapolis.mn.us
Crown Roller Mill, Suite 200
105 Fifth Avenue South
Minneapolis, MN 55401-2534
www.ci.minneapolis.mn.us/cped

Section IV

Public participation

This section provides a description of this Plan's public process, and presents a sample of public comments gathered at several of the Plan workshops that have taken place since this work began in early 2004.

In this section:

4.1 - OVERVIEW

4.2 - COMMENTS FROM PHASE 1

4.3 - COMMENTS FROM PHASE 2

4.4 - COMMENTS FROM PHASE 3

4.1 Overview: Public participation process

The 38th Street and Chicago Avenue Small Area / Corridor Framework Plan has been in the making for several years. The first of its three phases began with the comments and questions that Minnesota Renaissance Initiative gathered in a public meeting they facilitated in January 2004.

Since then, multiple opportunities have been needed and provided in order to continue to gather community guidance for this work. A process of constant consultation with neighborhood, government and community partners have accompanied the development of this Plan and its scope.

This work has been funded and approved by all four project area neighborhoods and the business association; numerous presentations to neighborhood organization membership and boards have been conducted over the past three years to communicate, develop and improve the goals and recommendations contained in this Plan and to gather additional comments and suggestions as the work has moved forward.

A Plan Steering Committee, made up of residents from all four neighborhoods, and neighborhood organization and city staff, have guided and moved the work of this Plan forward.

Additionally, several workshops expressly designed for the general public have been conducted over the Plan's development. Comments have been gathered through postcards, neighborhood surveys, website comment submittals, and at the meetings themselves.

A set of sample comments gathered at each of the phases of this work is provided in the following chapters of this section, along with a description of the meeting and the tools used to gather comments.



At a the Plan's Send-Off Workshop of June 18 2007, held at Baha'i Center.

THE PHASES OF THIS WORK

Phase 1 (2004-2005)

Minnesota Renaissance Initiative (MRI) begins work on *Reimagining 38th and Chicago*. When MRI dissolves Powderhorn Park Neighborhood Association (PPNA) continues the work.

Phase 2 (2005-2006)

PPNA and Bancroft Neighborhood Association (BNA) develop the *38th Street and Chicago Avenue Community Development Vision*. This vision is shared with and approved by all four area neighborhoods.

Phase 3 (2006-2007)

PPNA, Bancroft, Bryant and Central neighborhoods and the Business Association fund the development of the *Small Area / Corridor Framework Plan* to turn the *Community Development Vision* into reality.

All five organizations reviewed and approved the Plan before the Plan's Send Off Workshops of June 18 and June 23, 2007, which started a four month (120 day) review period conducted by the neighborhood associations and overseen by the Plan's Steering Committee.

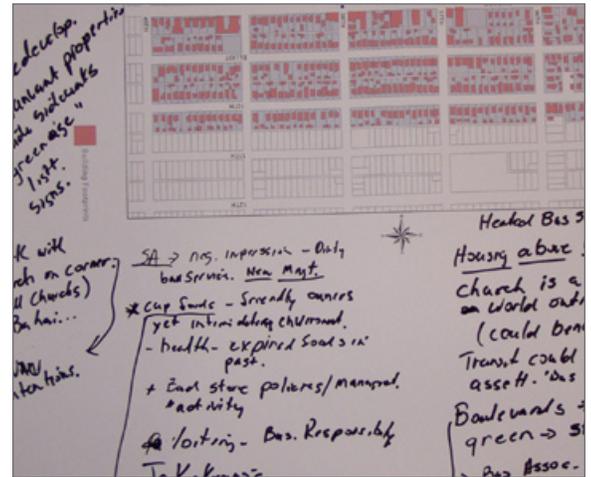
The Plan was delivered to the City of Minneapolis on November 9 2007 in order to begin the City's official 45-day review process during the week of November 12 2007.

4.2 From Phase 1: Foundation comments from MRI

An important foundation element for this Plan is the work that Minnesota Renaissance Initiative (MRI) carried out in 2003-2005.

On January 28 2004, MRI brought together close to eighty residents, business owners, and community leaders to elicit and gather their ideas on goals, strategies and components for improvement of the area in and around the intersection of 38th Street and Chicago Avenue.

The meeting was held at Calvary Lutheran Church on 39th and Chicago. Working in small groups, participants presented ideas for improving the node and listed recommendations for good additions to the mix of businesses and uses in the area. The comments were recorded on boards and later compiled. A summary, and the full list of comments, are provided in the sections below.



Attendees at Minnesota Renaissance Initiative's 38th and Chicago workshops worked in groups and wrote their ideas for improvement on large format boards.

MAIN THEMES

Given the great number of comments obtained, we condensed them into the main themes which are presented below, along with some representative comments illustrating each point. The complete list of comments is included in the section that follows.

THE AREA IN CONTEXT

- 38th and Chicago needs to be put in context of other intersections - 48th and Chicago, 38th and 4th, etc. - it doesn't exist in isolation from rest of neighborhood.
- Four neighborhoods come together at 38th and Chicago - to succeed, close coordination and cooperation is needed.
- Explore the area's connection with nearby neighborhood institutions
- The development at Sears site can have positive effects on 38th and Chicago
- There is a LRT stop at 38th and Hiawatha - how does that relate to improvement along 38th?
- There is the possibility of Bus Rapid Transit (BRT) on 35W, with a possible stop at 38th - how does that affect our node?

CONNECTING WITH YOUTH AND EACH OTHER

- I would like to see more things for youth, we need help, we understand everything, help us make more great things to keep

us out of trouble.

- Citizens walking the streets can help connect us (how about forming a taskforce to talk to young people?)
- Create more reasons for people who live in the neighborhood to walk to the intersection

USING THE ARTS AS TOOLS FOR CONNECTION AND IMPROVEMENT

- Set up film, photography workshops for youth - other cities, including San Francisco have used this model successfully
- Set up an education center / workshop space for artists to work out of
- This could be a place where street musicians could perform
- Set up artists quarters (workshops, education, training, co-ops)

PEOPLES' EMPOWERMENT ZONE

- This needs to be a peoples' empowerment zone!
- Offer business training for existing businesses
- Work on establishing a cooperative business in the area.
Explore possibilities of a food cooperative, a woodworking co-op with onsite rental of equipment (nothing in Minneapolis now), or artists' cooperative

FULL NOTES FROM THE JANUARY 28 2004 KICK-OFF MEETING

All the comments obtained at the Minnesota Renaissance Initiative's 38th and Chicago Task Force kick-off meeting of January 28 2004 follow below:

- I will like to see more things for youth, we need help, we understand everything, help us make more great things to keep us out of trouble.
- slow traffic down on 38th Street and Chicago Avenue
- neighborhood geared - I want to be able to walk to a coffee shop in the neighborhood.
- co-op
- something that includes a peace garden?
- colorful
- dramatic
- aesthetically pleasing, with a lot of vibrant colors that attracts a lot of people
- geared to people of all ethnic/cultural groups
- geared towards youth and adults
- would like to see possibly:
 - bakery
 - co-op
 - florist
 - coffee shop/cafe
 - laundromat
 - many apartments in area
 - copy center (Kinko's, etc)
 - Police precinct sub-station
 - Floral theme for node
- night-oriented businesses / people out at night
- co-op
- butcher shop
- lack of identity
- laundry and/or benchmark businesses
- high density
- neighborhood oriented
- pedestrian oriented
- better marketing
- Design around brick of Cup Foods. Not inviting
- Consistent design/remodels
- Short-term streetscaping
- Pleasant
- Reorient SA station
- work at Biko Study
- Businesses
 - anchor business
 - grocery
 - light manufacturing
 - chiropractor
 - co-op
 - bakery
 - florist
 - Angel's Restaurant with outside seating along 38th
- Themes: art
- make safe
- stop the gangs
- keep windows open
- CPTED [Crime Prevention Through Environmental Design]
 - move access to street by businesses
 - eyes on the street
 - parking? - depends on businesses
 - needs to be peoples empowerment zone!
 - need police patrol for safety and support
 - more lights on the corner
 - create more reasons for people who live in the neighborhood to walk to the intersection
 - help to clean up intersection and help businesses this way at least 1 time per week
 - 38th and Chicago needs to be put in context of other intersections - 48th and Chicago, 38th and 4th, etc.
 - it doesn't exist in isolation from rest of neighborhood.
 - don't forget the Biko plan
 - Theme: hip-hop culture
 - development of businesses that cater to adults
 - mercado
 - accommodate businesses as they grow "life cycle support"
 - mixed-use development (housing)
 - more small businesses / personal service
 - transit oriented businesses (development)
 - job creation (for youth)
 - microenterprise development supporting people in cottage industries

- citizens walking the streets (taskforce to talk to young people)
- collective radio 91.7 FM
- Sisters who Sew between 36 and 37 (on Chicago, noted on map)
- needs an anchor at 38th and Chicago, but do not know what - eg video store
- do not like auto-related businesses (although doing well)
- inspirational grounds a plus
- co-op/grocery store
- childcare near bus route
- artspace
- youth oriented development (recreation/bookstore)
- video store
- business training for existing business
- gas station is nuisance
- no pawn shops
- opportunity - 38th / Hiawatha LRT
- auto business doing well
- marked on map: line showing connection from 35W to 38th Street, leading to LRT station at 38th Street and Hiawatha
- Phelps Park noted on map
- “open space” marked near 37th and Chicago
- “possible Bryant neighborhood \$ to redevelop” near 38th and Chicago
- business idea
 - food co-op
 - bike shop
- important: some place you go and stay
- street musicians - space
- theme: artists quarters (workshops, education, training, co-ops)
- recording studio
- woodworking co-op - onsite rental of equipment (nothing in Minneapolis now) - tablesaws, planers, drill press
- film, photography workshop for youth - model San Francisco
- quilting
- bicycle repair
- streetscaping
 - ornamental lights
 - wider sidewalks/boulevards
- Chicago Youth Zone
- [youth oriented businesses]
- African American children’s book publishing house
- publisher
- hand-crafted toy store
- sports shop
- children’s bookstore
- bike shop
- education center / workshop space for artists to work out of
- recording studio
- places you stay for a while ... coffee shop / theater
- coffee shop
- deli
- [entertainment]
- redevelop vacant properties
- wide sidewalks, green edge, light signs
- work with church on corner (all churches) Ba Hai ... know intentions
- SA - negative impression - dirty - bad supervisor. New management.
- Cup Foods
 - friendly owners yet intimidating environment
 - health - expired foods in past
 - bad store policies / management activity
 - loitering - business responsibility
- Jakeeno’s
- Nice buildings mixed use
- light banners
- heated bus shelters
- housing above business (TOD)
- church is a real plus, world outreach (could benefit by aesthetics)
- transit could be more of an asset - “bus stops”
- boulevards - improvements / green - streets (maintenance?)
- business association clean up
- neighborhood [residents] afraid to go there - prisoner
- signage - to declare ownership - both business and neighbors

4.3 From Phase 2: January 31 2005 workshop

We had a well-attended workshop with the 38th Street and Chicago Avenue Task Force on January 31st 2005. A brief presentation of the work in progress for the *Community Development Vision* was followed by a wide-ranging discussion on ideas for improving the area of 38th and Chicago. One of the questions we then asked was “what do you like about 38th and Chicago” and “what would you change” or “what do you think needs improvement.” The answers were written as members of the group responded. You can read their answers below.

I LIKE ...

- I’m a farm girl and I like the farm mural on Cup Foods. Also, the convenience of the corner - it is easy to get to the bus, etc. I also like the art deco buildings in the area, there are a lot of them around here.
- the variety of things you can find in the area: the dollar store, the fish sandwiches at Cup Foods, the fact that I can get keys made there for the keys that say “do not duplicate.”
- the aesthetics of the area, and what the area could be.
- the diversity of the area.
- the chicken strips at Cup Foods.
- Angel’s restaurant.
- “because it’s near” - it is close to many things.
- the history of the area, knowing all the changes that it has gone through.
- the TCF ATM at Cup Foods (there are not many of them around). I don’t like the mess, the broken glass everywhere. It is not friendly to walking.
- the diversity, and the area’s potential.
- the architecture in the area.
- SA is convenient for a cup of coffee and to get the paper on Sunday.
- the proximity to things.
- the Park (Phelps) it is nice to walk by and see people, and the activity of the activity of the kids in the park.
- the Aliveness Project behind SA. It serves people with HIV AIDS. We do a lot of good things in the area, we put in the bike racks and the planters, they are not big things, but there a lot of small things we can do. We need more police presence.
- I like the convenience, and knowing that there are things we



could do to improve the area. I also like the convenience of the buses, the area could be very pedestrian friendly. We need things that are not that expensive to do.

- the businesses, all the quirky businesses that there are in the area - I walked around the area a lot, and had the chance to meet with most of the business owners.
- the architecture. It gets really interesting starting at around 32nd. I like that there is lots of potential - it could be very nice here. I don't like the filth you see, and how the spirit of the area, the atmosphere drops after 5 pm, it's too dark. We need light, trees - it's too scary.
- I don't live here, but I work here. I don't like driving to 38th - it's too dark. I like Angel's, and more north, Jakeeno's. 38th is not clean, trees would be nice, it needs more light.
- I like the proximity - to 35W, LRT, Lake Street, there's major development all around - I hope the neighborhoods can help start the process so that it works for all.
- I like the idea for lighting the area, and for new designs.
- the potential - I like the potential, and seeing that there are good spaces available for businesses - I sometimes feel I could get one for starting a business - "maybe I can rent this."
- the architecture, there are really neat buildings that have great potential. I wish there would be a coffee shop, a place where you can stay for hours - a place to linger - It reminds me of how things were ten years ago at 43rd when Anodyne came in, or how it was at 30th and Grand.
- "we bought our house because of the potential" - we should refuse to accept loitering in our area.
- the business association is an asset. Also they are supportive of the businesses against the prevalence of loitering.
- I like that people have stuck with 38th and Chicago for all this time. 10 years ago it was a whole different thing - I like how things are now at this meeting because I feel that we share a feeling of optimism for this area.



At 32nd Street and Chicago Avenue.

4.4 From Phase 3: August 21 2006 Kickoff Workshop

The initial public meeting for the third phase of this project (the Small Area / corridor Framework Plan itself) was held on August 21, 2006 at Calvary Lutheran Church.

This Kick-Off workshop was a great success - more than 50 people attended, including members of all area neighborhoods and representatives from various City of Minneapolis departments, including the office of Community Planning and Economic Development (CPED), and the City's Department of Health and Family Support (DHFS). Mayor R.T. Rybak and Councilmember Elizabeth Glidden attended and participated.

Participants were asked to work in small groups and provide ideas and answers to the following questions:

- What is your favorite place on 38th Street or on Chicago Avenue? Why?
- What changes would you make to our area? What would you keep?
- What do you want to achieve through development? What are your concerns?
- What changes would encourage you to walk or bike more?
- What changes would encourage you to talk with your neighbors more?

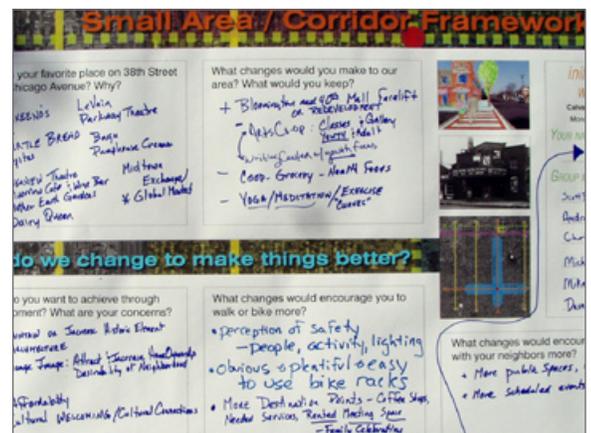
Comments are presented as written (with minor editing for clarity) by each of the five groups that participated in this exercise, and also include additional comments spoken by group members when presenting their work.

1. WHAT IS YOUR FAVORITE PLACE ON 38TH STREET OR ON CHICAGO AVENUE? WHY?

- Riverview Theater intersection: destination location - a 1-stop night out
- 48th and Chicago area (small shops / theaters / food)
- 48th and Chicago business district: great example of blending of cultures, , great example of intersection revitalization, good mix of practical uses
- Midtown Exchange: phenomenal example of restoration, mixed use, blending of cultures, transit center, clean / welcoming / comfortable
- Baha'i garden and flood pond park with fountain



Discussing improvements to 38th and Chicago at the Plan's Kick-Off workshop.



Detail from one of the comment and idea boards from the Plan's Kick-Off workshop.

- Pillsbury
- Midtown Exchange
- Taco Blas (family owned ethnic food / market)
- “Modern” building at 3rd and Chicago - unique, an architectural stand out
- 3801 Park: great location for a coffee shop!
- “Swiss chalet” on 38th and 3rd - unique architecture
- Jakeeno’s: best pizza, supporters of the neighborhood, they’ve stuck around
- Youth farm and market at 3600 Chicago
- Phelps Park
- The impact of recent development in how my neighborhood looks and feels
- Baha’i Center - it’s beautiful
- Lavender
- the retention pond
- Jakeeno’s
- Turtle Bread
- Pepito’s
- Riverview Theater
- Riverview Cafe and Wine Bar
- Mother Earth Garden
- Dairy Queen
- LeVain
- Parkway Theater
- Bagu
- Pumphouse Creamery
- Midtown Exchange / Global Market
- Bryant and 38th
- 38th and Grand
- Chicago and Lake
- Sabathani
- Nice 1 story building (3732 Chicago?)
- MacDonald Sunshine Daycare - kids
- “Finer Meats”
- “Ace Hardware”
- Garden project at Baha’i

2. WHAT CHANGES WOULD YOU MAKE TO OUR AREA?

WHAT WOULD YOU KEEP?

- increase variety - get a wider range of commercial businesses
- improve storefronts
- big windows in stores

- organic co-op - groceries
- more garbage and recycling cans
- skating rink - outdoor for winter
- more flowers
- reduce number of redundant dollar / discount stores and quickie marts
- safer transit
- address traffic issues - add speed bumps
- add cross walks
- buses to streetcars
- major reduction in crime
- become more walkable, with more amenities to walk to
- add street level / pedestrian lighting
- better / nicer bus stop stations
- improve streetscaping and traffic calming
- add trees
- keep library open: make Hosmer library hours same as Washburn
- make sure rental property is well kept and managed
- cleaner / less litter
- keep wide sidewalks
- keep turn-of-century housing stock
- keep diversity of neighborhood
- keep community centers and libraries
- Redevelopment or facelift for mall at 40th and Bloomington
- Help bring an Arts Co-op:
- Classes and gallery
- Places to mix youth with adults
- Writing center with youth focus
- Co-op grocery - carrying healthy foods
- yoga / meditation / exercise (example “Curves” gym)
- need to address safety issues - we have nice parks but people don’t feel comfortable having their kids use them
- we need dedicated youth spaces designed by youth
- need intergenerational spaces - places to see things common to different generations / to talk about common things
- urban arts
- need more cohesive, stronger business community
- keep: community spaces
- Hosmer

- Sabathani
- PUC (Pillsbury United Communities)
- Parks
- remodel SA gas station
- address Cup Foods issues
- address loitering / hanging out in intersections
- address crime and gang activity
- get rid of street parking of 38th and Chicago intersection
- add pedestrian lighting
- develop outdoor seating cafes
- add pedestrian friendly storefronts
- add trees / greenery / planters with flowers
- move bus stop 1/2 block away from intersection

3. WHAT DO YOU WANT TO ACHIEVE THROUGH DEVELOPMENT? WHAT ARE YOUR CONCERNS?

- enhance safety and create a beautiful neighborhood
- concerned that we'll end up all condos and restaurants (like Uptown or Lake and Lyndale)
- concerned about the impacts of higher density
- make absentee landlords accountable
- would like property values to increase to support and reflect investment in one's home and neighborhood
- crime reduction
- increase walkability
- increase usable amenities
- get people staying / moving back to the city and to the neighborhood
- cleaner / less litter
- establish a special assessment area at 38th and Chicago to beautify corner (add lights at Christmas, etc.)
- make sure zoning is enforced
- restoration / revitalization of commercial and housing structures
- maintain or increase historic element: architecture of area
- change image: attract and increase homeownership and desirability of neighborhood
- maintain affordability
- make it culturally welcoming
- increase cultural connections
- more community spaces
- attract anchor businesses that contribute to the area

- more art centers
- to encourage positive early evening activities
- start co-op businesses
- want to have a safer, more walkable community
- more visually appealing streetscape
- to build community
- concerns:
 - money - where will it come from?
 - timeframe - when will this happen?
 - will taxes go up to pay for this?

4. WHAT CHANGES WOULD ENCOURAGE YOU TO WALK OR BIKE MORE?

- better street lighting on main streets
- improve the perception of safety in the area: more people, activity, better lighting
- improve bicycle infrastructure: obvious, plentiful and easy to use bike racks
- more destination points
- coffee shops
- needed services
- rental meeting spaces (for family celebrations, weddings)
- artists studios
- safety
- clean streets
- more express bus routes to-from downtown
- nicely surfaced streets
- public education re: safe biking and safe driving with bikes
- add beat cops!
- change buses to streetcars - less emissions and better chance of being used
- street-level lighting
- more bike lanes
- businesses and amenities that you want to walk to
- bike racks
- if reduction in crime, more public benches, etc.
- north / south version of greenway / pedestrian mall
- decreasing traffic speed on Park, Portland, 36th and 35th, and bring Park and Portland to two-way streets with their original boulevards
- re-timing of traffic lights
- designated bike paths

- community-organized walking clubs / garden clubs
- improved landscape / streetscape - it's key to make the streets more inviting
- improved lighting - pedestrian and city lights
- sidewalk cafes
- less negative early evening activities
- public art
- blooming boulevards (and alleys - flowers in the alleys)
- art / music
- more lighting
- less crime
- put in a "shot-spotter"
- family-oriented cafes and businesses

5. WHAT CHANGES WOULD ENCOURAGE YOU TO TALK WITH YOUR NEIGHBORS MORE?

- more scheduled events that help bring neighbors together
- more neighborhood and neighborhood-building activities
- spending more time in the front yard
- working together on neighborhood projects
- youth programs / projects
- other neighborhood-wide events - we need something more than National Night Out
- boulevard gardens
- neighborhood amenities, "gathering places" (coffee shops, restaurants, etc.)
- theaters
- music / performance spaces
- community gardens
- "Blooming Boulevards"
- block clubs
- need more public spaces, meeting centers (not necessarily churches) - (for example a place to discuss Bryant neighborhood issues)
- something that brings out the benefits of living in a city
- keep the buildings that add to the street's appeal - "we have great old buildings that could be great businesses"
- sharing of cultural traditions
- "welcome wagon" for new residents - to help "break the ice"
- if it feels safer to walk around

- more lighting
- improvement on cultural / language barriers

6. WHAT NAME WOULD YOU PROPOSE FOR THE PLAN?

- "Utopia"
- "38th and Chicago Renaissance"
- "Renaissance Initiative"
- "Intersecting"
- "38th Street Crossroads Plan"
- "The Family Plan"



A group of residents (and DHFS Commissioner Gretchen Musicant) working on ideas for improving the area of 38th Street and Chicago Avenue.

Section V

Appendix

This section provides additional resources and information related to the work of this Plan.

In this section:

- A.1 - GUIDE TO BICYCLE AND PEDESTRIAN PROJECTS ELIGIBLE FOR TLC'S NTP FUNDING**
- A.2 - ON ECONOMIC DEVELOPMENT AND REVITALIZATION: A CONVERSATION WITH JOHN FLORY**
- A.3 - GUIDELINES FOR A PEDESTRIAN OVERLAY DISTRICT**
- A.4 - STARTING A COOPERATIVE BUSINESS**
- A.5 - OPENING A RESTAURANT IN MINNEAPOLIS**
- A.6 - CORRIDOR HOUSING INITIATIVE (CHI) RESULTS AND RECOMMENDATIONS**
- A.7 - MINNEAPOLIS DEPARTMENT OF HEALTH AND FAMILY SUPPORT: HEALTH ASSESSMENT GRID**

A.1 Projects eligible for TLC's NTP funding

Many of the changes envisioned in this Plan include improvements to the pedestrian and bicycle infrastructure of the project area.

Transit for Livable Communities (TLC, www.tlcminnesota.org) was recently designated by the federal government to administer funds for the Non-Motorized Transportation Pilot (NTP) Program, which seeks to improve bicycle and pedestrian conditions in four pilot cities in the US, including Minneapolis. Up to \$21.5 million is available to fund projects that increase rates of bicycling and walking in the city and surrounding communities.

The list below is excerpted from a list of facilities, treatments and technologies designated by Transit for Livable Communities as potentially eligible to receive funding from the Non-Motorized Transportation Pilot Program, and includes some of the items recommended in this Plan.

BICYCLE PARKING FACILITIES

Lack of bicycle parking facilities is a significant barrier to bicycle use. Providing bike racks at locations like schools, shopping centers, workplaces, libraries, post offices, recreational areas, and other centers of activity will, at relatively low cost, help improve the project area's bicycle orientation.

Racks should be located in highly visible locations near the front entrance of an establishment and closer to the building than motor vehicle parking. A number of cities (including Palo Alto, California and Madison, Wisconsin) require that all new developments provide adequate bicycle parking and specify that the spaces "cannot be farther away than the closest car parking space."

BIKE LANES

Bike lanes are on-street facilities at least 5 feet wide for each-way travel consistent with the flow of traffic and generally on the right side of the travel lane(s). As much width as possible should be provided for bike lanes; treatments, including the use of colors, can make lanes more easily noticed.

On streets that are one-way for cars, consideration should be given to providing a contra-flow bike lane in addition to a bike lane



On-street bike lanes in Downtown.



Bike parking should be provided adjacent to principal building entrances.

going with traffic. Bike lanes are generally marked with a painted line, although some bicycle lanes have physical barriers between motorized traffic and bicyclists.

BIKE ROUTES

The term “bike route” may denote any corridor recommended for bicycle travel. For planning purposes, the term is limited to roads marked with bike route signs. There is no uniform or consistent methodology to determine which roads are suitable for such a designation. Bike route signs can help cyclists navigate gaps that exist in the bikeway network. In such situations, the signs should also include information directing cyclists to the nearest Bike Path or Bike Lane.

BUMP-OUTS / CURB EXTENSIONS

These features (also known as “neck-downs”) shorten the distance a pedestrian must walk to cross a street by extending the sidewalk into the intersection. Bump-outs increase the visibility of pedestrians to motorists and slow down right-turning motorists. They also promote safety by shortening the amount of time a pedestrian is in the line of vehicle traffic. Bump-outs work especially well on busy collector streets and minor arterials where on-street parking is allowed. Provision of bump-outs does not negatively affect the use of bike lanes.

MID-BLOCK CROSSINGS

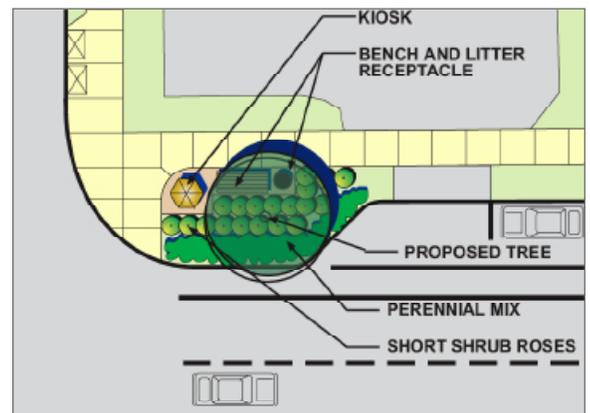
Mid-block crossings are often safer than intersection crossings because they are free of vehicle turning movements. These crossings are especially useful in areas with high levels of jaywalking, since they provide clear places to cross the street at often-jaywalked locations. Marked mid-block crosswalks should be accompanied by signs and/or special signals to ensure motorist compliance and pedestrian safety. Mid-block crossings (and trail crossings) on roads with more than two lanes should always be signaled or provided with medians or refuge islands.

PEDESTRIAN DISTRICTS

Special pedestrian zones offering wide sidewalks, public spaces, benches, scenic landscaping and other amenities can increase the safety of pedestrians and boost the spirit of community in an area. People will walk more regularly and interact with one another more frequently in a pleasant place away from the roar of traffic. A pedestrian district can range from an expanded sidewalk in one



Bike route sign in Portland, Oregon, including distance and destination markings.



Bump-outs proposed for the Riverlake Greenway Corridor.

Source: Sanders Wacker Bergly and City of Minneapolis.



Pedestrian plaza in Iowa City, Iowa.

spot to a full-fledged Pedestrian Plaza or mall, which transforms life along an entire street.

PEDESTRIAN SCALE LIGHTING

Pedestrian scale lighting illuminates sidewalks. It discourages crime, enhances the perception of safety, and makes it more inviting to walk at night. Many communities find that provision of these lamps and related amenities create a pleasant atmosphere that boosts pedestrian use even during the day.

ROAD NARROWING OR LANE NARROWING

It's commonly assumed that Bike Lanes, wider sidewalks and other improvements for bicyclists and pedestrians will require wider roads and more right-of-way. Experience in Minnesota and elsewhere, however, shows that significant improvements can be made without widening the current roadway. By re-stripping travel lanes or reducing the number of travel lanes, pedestrian and bicyclist needs can be accommodated without widening the street.

Reducing travel lane widths to 11 feet or lower can make room for bike lanes. Even if enough space for a regulation bike lane can't be made available, simply having a wider curb lane can significantly improve the cycling environment. Many U.S. cities (including Boulder, Portland, and Chicago) have reduced lane widths on urban arterials to 10 feet in order to add space for bicyclists.

SIGNS

Distance/Destination signs, which provide information about distance to particular destinations, are an effective way to promote walking and biking and should be considered as part of any bikeway or walkway project.

TRAFFIC CALMING

Traffic calming measures improve pedestrian safety and comfort while helping motorists understand that they share the road with walkers and cyclists. There is a wide variety of traffic calming strategies, including changing the geometry of a street, installing diverters or medians, planting trees, elevating crosswalks, adding bump-outs or bike lanes, using creative graphics or markings on the roadway, installing speed bumps, and locating businesses and homes closer to the street. The goal of traffic calming is to reduce vehicular speeds and make a corridor more pleasant and safe for pedestrians, bicyclists, and all road users.



Pedestrian lighting application in the North Loop neighborhood near Downtown.

A.2 A conversation with John Flory

The following is a summary of an interview we conducted with John Flory, a small business development consultant. Mr. Flory has been closely involved in supporting the success of many immigrant entrepreneurs in South Minneapolis. He currently works with the Latino Economic Development Center (LEDC, www.ledc-mn.org), where he is involved in supporting business development for Latino communities throughout the state.



John Flory,
small business
development
consultant with
LEDC.

WHAT CONNECTION DO YOU SEE BETWEEN SMALL BUSINESSES AND THE PROCESS OF NEIGHBORHOOD REVITALIZATION?

Small businesses revitalize neighborhoods. Look for example at the case of Juan Sanchez, who came from Chicago and opened Dos Hermanos, a Mexican Western wear store on Lake Street. He opened that business on a small space that he was able to purchase from Kaplan's [next door at 15th and Lake]. After prospering there, he was able to buy a larger space on Lake Street where he opened La Que Buena, a restaurant on 17th and Lake. The space had been Sunneson's Piano Store, which had closed up shop and was sitting vacant. Both of these businesses are part of the ongoing revitalization of Lake Street.

Look also at the example of Primitivo Morales and his store La Poblanita. Mr. Morales was renting a space at 27th and Lake, but had wanted to expand his business and own the space where he worked. In early 2002 he bought his present space at 17th and Lake [a two story structure which was had been sitting vacant for a couple of years and which was last used as a sauna]. He spent about \$300,000 for the building and spent another \$200,000 to rehabilitate it and prepare it for use. As he prepared to open the commercial space downstairs, he also rehabilitated the upstairs, where there are now three apartments. Mr. Morales and his family live in one of them (having sold their house to purchase the building in the first place) and rent the other two to pay the debt on the purchase and rehabilitation of the building. Mr. Morales has brought three businesses to that location: a meat market, a deli/restaurant, and a tortilla factory. Mr. Morales chose a building that others would likely have torn down. He did indeed have to spend a large amount of money to complete the rehabilitation of the space, but it was still significantly less money and time than to tear down and build a new comparable structure. The effect of his decision has created a draw to the area, brought employment, allowed the



La Poblanita, on 17th and Lake.

neighborhood to retain its physical character, and created owner occupied housing and affordable apartments.

WHAT KINDS OF PHYSICAL SPACES SUPPORT SMALL BUSINESS DEVELOPMENT?

There is a need for small spaces like what is available in Mercado Central, or in the buildings that Basim Sabri develops, but as those businesses grow and prosper, they find the need to move out so that they can reach their potential. A typical stand-alone business moving out of Mercado Central needs a space between 1,000 to 2,000 s.f., with 2,000 s.f. being on the high side.

A lot of business that are succeeding and becoming bigger would like to buy the spaces that they're in, or even possibly a building from which they could operate and also rent spaces to others.

HAVE YOU SEEN THESE KINDS OF STORIES PLAY OUT ELSEWHERE IN MINNEAPOLIS?

I began working in community economic development with Whittier CDC shortly after Nicollet and Lake was razed, and heard from many businesses how that was done to make room for something that never quite materialized and that eventually became the Kmart that presently exists. The way that project was done was basically that the city said whoever is here, we'll tear you down and we'll get somebody better - which of course did not happen.

What did happen is that closing Nicollet killed off many of the businesses that were there and sent the area into a tailspin. If you look at what happened just after that, you get an idea of the kind of development that can happen when affordable spaces are available to small immigrant entrepreneurs. Building prices were low, and of a size that was favorable for Asian immigrants who were interested in establishing markets, restaurants, etc. I would say that now about two-thirds of all the businesses between 24th and 28th Street are owner-occupied businesses, who might also rent some smaller spaces within their properties to others.

One of the reasons why Nicollet is solid is because spaces were available in the range of 1,000 to 2,500 sf that people could afford to rent and improve, and that were used by them to develop their businesses.



Lake Plaza, a Somali and Latino micro-tenant mall, located at 4th and Lake.

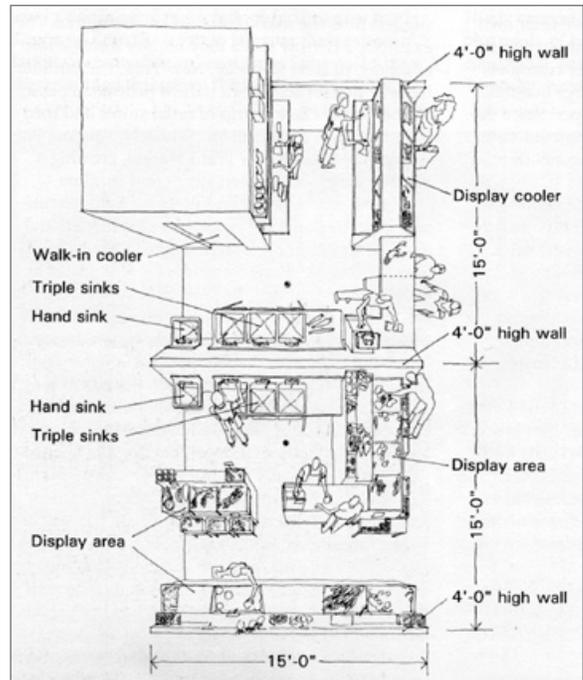


Diagram of a micro-tenant space.

WHAT INSTITUTIONAL BARRIERS DO IMMIGRANT ENTREPRENEURS FACE AS THEY WORK TO OPEN THEIR BUSINESSES?

Some of the most significant problems encountered by Mr. Morales [La Poblanita] and Mr. Sanchez [La Que Buena] were difficulties with the City of Minneapolis process (inspections, licenses, etc.), and with the contractors they hired to do the work of upgrading their spaces for their businesses.

THERE SEEMS TO BE A LOT OF INTEREST IN DEVELOPING MIXED-USE SPACES - HOW DO THEY WORK FOR IMMIGRANT ENTREPRENEURS?

Mixed use does not automatically work well for small business owners. As it is implemented today it is geared for franchises that are typically responding to a middle class perspective of what is viable/desirable (Starbucks, Panera, etc.) and which do not usually take into account existing demographic and consumer patterns of the people that are living in the area and who will be critical for the success of the business.

None of the new mixed use developments provide opportunity for ownership, but rather lease out spaces to prospective tenants. Since the spaces cannot be used as collateral by the bank, small businesses then have to get loans that carry much higher interest rates and shorter repayment schedules; for example a \$200,000 loan (typical loan to prepare a commercial space) would need to be repaid in 5 to 7 years, which places a huge burden on a small business that is starting out.

I had some clients in Elliot Park's East Village, where the commercial spaces were left unfinished, who had great difficulty in obtaining funds to cover the cost of building out their commercial space - it is a challenge to get long-term financing to pay for the work necessary to make spaces usable for small businesses if you don't own the space where your business is at.

WHAT DO YOU SEE AS POTENTIAL FIXES FOR THIS SITUATION?

If the spaces developed are not available for purchase by the business owners, then the developers of these spaces must provide long term financing for the improvements that tenants need to make for their businesses - owners must go out of their way to make spaces affordable for tenants.



Nicollet Avenue is a thriving commercial destination in Minneapolis today.



MERCADO CENTRAL: A SMALL BUSINESS SUCCESS STORY

Mercado Central is a small business incubator with annual sales of over \$3.5 million.

Organized as a cooperative, most of its 41 Latino tenants are graduates of Neighborhood Development Center's (NDC) business training classes.

NDC provided 11 small loans for an average amount of \$12,000. Other partners provided similar loans. NDC owns 25 percent of the property and manages the building.

Partners in the development of Mercado Central included NDC, Project for Pride in Living (PPL), Whittier CDC and Cooperativa Mercado Central.

A.3 Zoning guidelines for a pedestrian overlay district

From the Minneapolis Zoning Code (chapter 551.60 p2411):

PURPOSE

The pedestrian oriented overlay district is established to preserve and encourage the pedestrian character of commercial areas and to promote street life and activity by regulating building orientation and design and accessory parking facilities, and by prohibiting certain high-impact auto-oriented uses

PROHIBITED USES

- Drive through facilities
- Automobile service uses
- Transportation uses

Fast food restaurants shall be located only in storefront buildings existing on the effective day of ordinance - freestanding signs are prohibited

BUILDING PLACEMENT

- The placement of buildings shall reinforce the street wall, maximize natural surveillance and visibility, and facilitate pedestrian access and circulation
- The first floor of buildings shall be located not more than 8 feet from the front lot line
- The area between the building and the lot line shall include amenities like landscaping, tables and seating, etc.
- Buildings shall be oriented so that at least one principal entrance faces the public street rather than the interior of the site.

BUILDING FACADE

- At least 40% of the first floor facade of any non-residential use that faces a public street or sidewalk shall be windows or doors of clear or lightly tinted glass that allows views into and out of the building at eye level
- Windows shall be distributed in more or less even manner
- Minimum window area shall be measured between the height of 2 feet and 10 feet above the finished floor level of the first floor



Many of our City's popular pedestrian environments are protected by pedestrian overlay districts.

Photo: Uptown Minneapolis.

MINNEAPOLIS PEDESTRIAN OVERLAYS

Several pedestrian areas in Minneapolis are recognized as such and protected by the Minneapolis Zoning Code. These include:

- Uptown (the Lake and Hennepin area)
- Dinkytown (by the University of Minnesota)
- Northeast (the Central and Lowry area)
- Linden Hills
- Nicollet Mall
- The Loring Park-Harmon area



False windows at Lake Street and Clinton Avenue. This practice is not allowed in a pedestrian overlay district.

AWNINGS AND CANOPIES

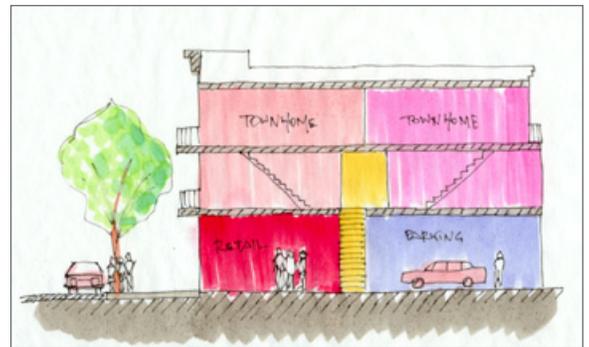
- Awning and canopies are encouraged in order to provide protection for pedestrians and shall be placed to emphasize individual uses and entrances

PARKING

- On-site accessory parking shall be located to the rear or interior of the site, within the principal building served, or entirely below grade
- Parking lots shall be limited to no more than 60 ft of street frontage
- The driveway width for all parking facilities shall not exceed 20 feet of street frontage
- The development of shared parking is encouraged
- Off-site parking is allowed, and may be located up to 500 feet from the use served
- Maximum parking: the maximum parking allowed shall be the 120 percent of the minimum; the minimum shall be 50 percent of the otherwise minimum



Shared automobile parking at 48th Street and Chicago Avenue.



One potential option for providing automobile parking for commercial and residential needs.

A.4 Starting a cooperative

Many participants at the 38th and Chicago workshops expressed interest in exploring the role that cooperative businesses can have in helping to improve the project area. A feeling expressed by many was that the project area needed to become a “people’s empowerment zone,” and that a community-owned enterprise would be one way of working towards that goal. Some specific cooperative business ideas included a food cooperative, an artists’ co-op, or a cooperative business incubator in the area.

In this section you can find some resources that can help bring these ideas into fruition.

WHAT IS A COOPERATIVE?

A cooperative, or co-op, is a way of organizing a business so that it is owned by the people that use it or run it. It is a way in which community-based businesses have traditionally organized because it ensures that whatever profits are generated remain with the customers and workers of the business rather than being sent off to shareholders who might live in another city altogether.

TYPES OF COOPERATIVES

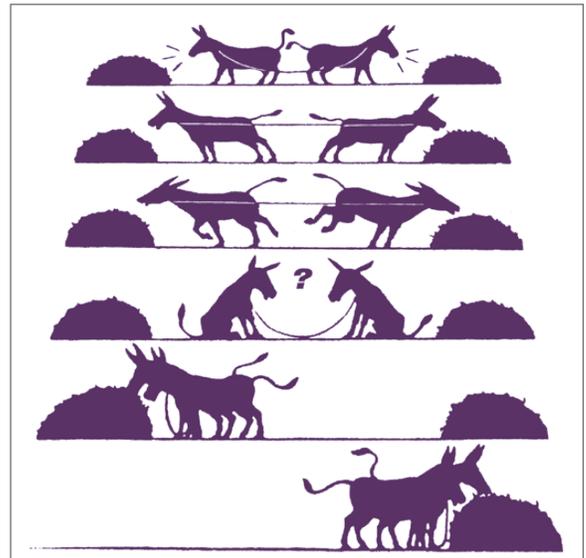
There are many more cooperatives around us that people realize: credit unions, for example are a type of cooperative, as are some agricultural associations and even taxi companies.

The type of cooperative that most people are familiar with is a food cooperative. Typically, these are small community-based grocery stores that have as their goal increasing access to wholesome, healthy food at affordable prices for people living in and around that community.

Another type of cooperative, the business incubator, allows aspiring entrepreneurs to pool their resources and share in the expenses that are required for starting their businesses. Mercado Central, at Bloomington and Lake, is a small business cooperative that has helped dozens of aspiring entrepreneurs begin their careers as independent businesspeople while also bringing new investment and vitality to Lake Street.



Mercado Central, at Bloomington and Lake, is a small business cooperative that has helped immigrant entrepreneurs find economic success.



Cooperatives work on the principle that by working together people are able to accomplish more than if they worked alone.

COOPERATIVE LINKS AND RESOURCES

Here you can find more resources that will be helpful in working to set up a cooperative business in the project area:

- Coop Grocers' Network - how to start a food co-op:
<http://www.cgin.coop/manual>
- Cooperative Life - starting a cooperative:
<http://www.cooplif.com/startcoop.htm>
- Northcountry Cooperative Development Fund:
<http://www.ncdf.org/>
- Cooperative business resources:
<http://www.rainbowgrocery.coop/resources/coopbusiness.html>
- Issue on cooperatives from New Internationalist:
<http://www.newint.org/issue368/contents.htm>

LOCAL FOOD COOPERATIVES

- Hampden Park Co-op: <http://www.hampdenparkcoop.com/>
- North Country Co-op: <http://www.northcountrycoop.com/>
- The Wedge Co-op: <http://www.northcountrycoop.com/>
- Seward Co-op: <http://www.seward.coop/>



Although there are many types of cooperatives, the kind that most people are familiar with is a food cooperative.

A.5 Starting and operating a restaurant in Minneapolis

Adapted from the City of Minneapolis publication “Starting a business in Minneapolis”

If you plan to open a restaurant in Minneapolis or take over the operation of an existing one, three city agencies will help you to establish and maintain the business: the Minneapolis Zoning Office, the Minneapolis Licenses and Consumer Services Division, and the Minneapolis Environmental Health Division.

Start with the zoning office, which can help you determine whether your site is zoned properly, review your site plan, and refer you to other city agencies. Schedule an appointment with a zoning inspector in advance (673-5836). If you are Spanish-speaking, the zoning office can arrange to have a translator available for your visit - provided you call in advance.

City permits, licenses and approvals are required, depending on the nature of your food business. The regulatory process is streamlined for smaller establishments such as coffee shops, which do not prepare food on site. More approvals are required for full-service restaurants that maintain large, off-street parking lots and serve wine, beer, or liquor.

Even if you plan to take over the operation of an existing restaurant and do not plan to remodel it, you must have an approved site plan for your new business. You may be able to prepare a minor site plan (see chapter 4) if your restaurant is located in a storefront and you maintain no more than nine off-street parking spaces. The zoning office staff may approve minor site plans on an administrative basis. If you plan to operate a larger restaurant with more than nine off-street parking spaces, you must prepare a major site plan, which requires approval by the City Planning Commission. You must obtain site-plan approval even if you do not own the building that houses your restaurant.

If you intend to operate an existing restaurant, you must obtain an updated license from the licenses division. Here you can obtain a provisional or temporary license enabling you to operate the business while the other city reviews are underway. Contact the environmental health division to see whether you need an environmental health plan. You may need a health plan if you are

changing the restaurant's menu, even if you are not remodeling the space. It's a good idea to contact the environmental health division before you sign a purchase agreement. The division can arrange for a health inspector to visit the restaurant before you buy it.

If you plan to open a new, remodeled, or expanded restaurant, you need approval for a health plan from the environmental health division, in addition to license and site-plan approvals.

The Minneapolis Environmental Health Department distributes this fact sheet:

A. PLAN REVIEW INFORMATION

If you plan to start a new food business or remodel, alter, or expand an existing business in Minneapolis, contact:

1. Zoning Department (612-673-5836)
2. Licensing Department—call to apply for license (612-673-2080)
3. Environmental Health District Sanitarian (612-673-2170)
4. Environmental Health Plan Reviewer (612-673-3592)
5. Minneapolis Department of Inspections (612-673-5800)

B. REQUIREMENTS

1. The plan-review fee must be paid with a check or money order when you submit the plans and specifications. The following fee structure applies:
 - 1–1,000 square feet: \$100
 - 1,001–5,000 square feet: \$150
 - Greater than 5,001 square feet: \$200
2. Submit two complete sets of plans to the Division of Environmental Health (250 S. Fourth St., Rm. 401, Public Service Center). Plans must be approved before construction and/or installation begin. Plans must include:
 - a. Establishment name and address as it appears on the license application
 - b. Contact person (name, address, and phone number)
 - c. Proposed construction starting and completion dates
 - d. Type of license(s) applied for
 - e. Customer seating capacity if seating is provided
 - f. Number of employees of both genders present at any one time
 - g. Site plan clearly illustrating the building location, streets, and surrounding area
 - h. Building floor plan clearly illustrating the portion that the food business will occupy
 - i. Architectural floor plans drawn to scale of all areas that the food business will be using (including room-finish schedules specifying finishes for the floor, base cove, walls, ceiling, etc.; and refrigerator/freezer walk-in units)
 - j. Food-equipment plan, drawn to scale, illustrating the layout of equipment, labeled to correspond to an equipment schedule
 - k. Equipment cut sheets organized and labeled to corresponding to the equipment schedule
3. Menu and/or list of food products that the business is handling. Include a written explanation of details that may affect the type of equipment that may be required.
4. Proof of Minneapolis Food Manager Certification. For information, call 612-673-3697. If you will be processing

potentially hazardous food products, you must provide this information before opening your business.

5. Approved plans are valid for six months. After your plans are approved, you must submit any revisions for reevaluation.

6. A set of stamped approved plans must be available at the construction site.

7. Call well in advance for an appointment for final inspection and approval to open for business. Construction must be completed to the degree that the establishment is sanitary enough to bring in food and start operation without concern for cross-contamination.

8. Equipment

- a. All equipment must meet current National Sanitation Foundation (NSF) standards or equivalent.
- b. Used equipment must be approved by the Minneapolis Environmental Health Services before installation.

9. Construction Permit(s): Apply for proper construction and installation permits at the Department of Inspections by presenting your approved plans.

C. TURN-AROUND TIME

Plans will be reviewed within 10 working days. Incomplete plan additions or plan revisions will be evaluated within 10 working days of date received.

D. SITE EVALUATION (OPTIONAL)

A site evaluation may be requested. This will be done by appointment only. Call 612-673-2170 to determine whether to contact the plan reviewer or the district sanitarian.

E. PLAN REVIEW MANUAL

The Food Service Construction Guide is available for purchase the Minneapolis Division of Environmental Health for \$5. A copy of the Minneapolis Food Code is available for purchase for \$6 (\$10 if mailed).

F. LICENSE

Apply for the proper type of food license from the Department of Licenses and Consumer Services (Rm. 1C, City Hall, 350 S. Fifth St.) at least four weeks before you open. The license application must be approved and final inspections must be conducted before you open for business.