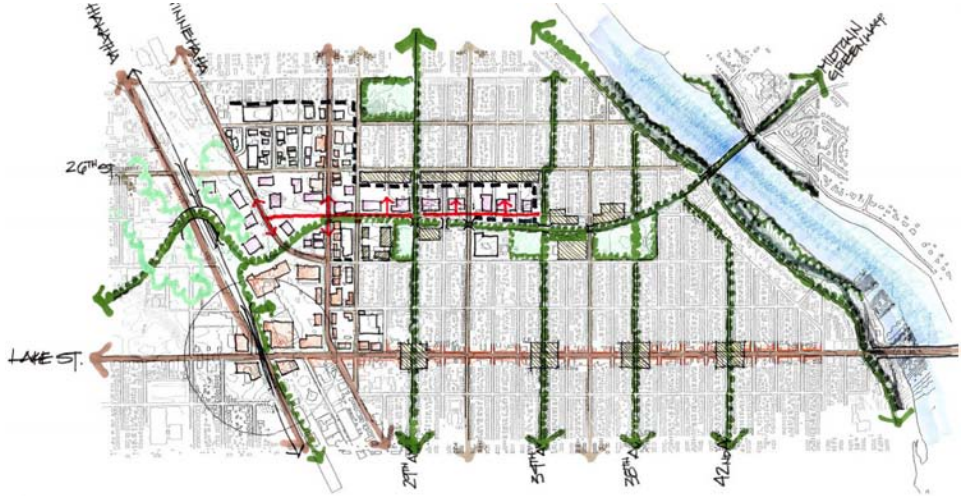
Seward Longfellow Greenway Area Land Use and Pre-Development Study

Part III.
Appendix - Planning and Development Context



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Appendix - Planning and Development Context

Significant Public Projects

The prospect of creating a land use plan in the Seward and Longfellow neighborhoods was spurred largely as a result of the introduction of the Midtown Greenway along a rail line paralleling 27th Street and the advent of light rail transit along Hiawatha Avenue. Both projects will have significant impacts on the neighborhood and should be understood for their influence in the patterns of use and activity in the neighborhoods.

The Midtown Greenway

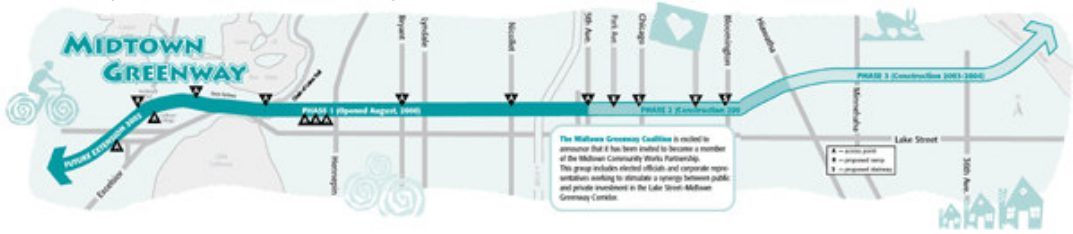
The extension of the Midtown Greenway to the Seward and Longfellow neighborhoods is a compelling reason to consider changes to the patterns of land use along its length. If the first two phases are any example, access to this recreation and transportation corridor will generate new investment and redevelopment that is important to the vitality of the city.

The Midtown Lofts are an example of Greenway-supportive development that has been designed in Phase One. Graphics courtesy of the Midtownlofts website.

The Greenway provides a recreation and proposed transit connection between The Lakes and the Mississippi River. Its value lies in the continuous connection it provides across the city and to the Hiawatha light rail transit line (LRT).

This section of the Greenway is unique. While much of the first phases of the Greenway are in the "trench," the western stretch of Phase Three begins "at grade" at Hiawatha and the rail bed continues to rise until it is about fifteen feet above grade near Brackett Park. In addition, this section of the Greenway will continue to have an operating freight rail line serving industrial users to the south along Hiawatha Avenue.

An ad hoc trail is currently being used for pedestrian travel in Phase Three of the Midtown Greenway. Below is a map showing the extent of the Midtown Greenway. Graphic courtesy of the Midtown Greenway Coalition.

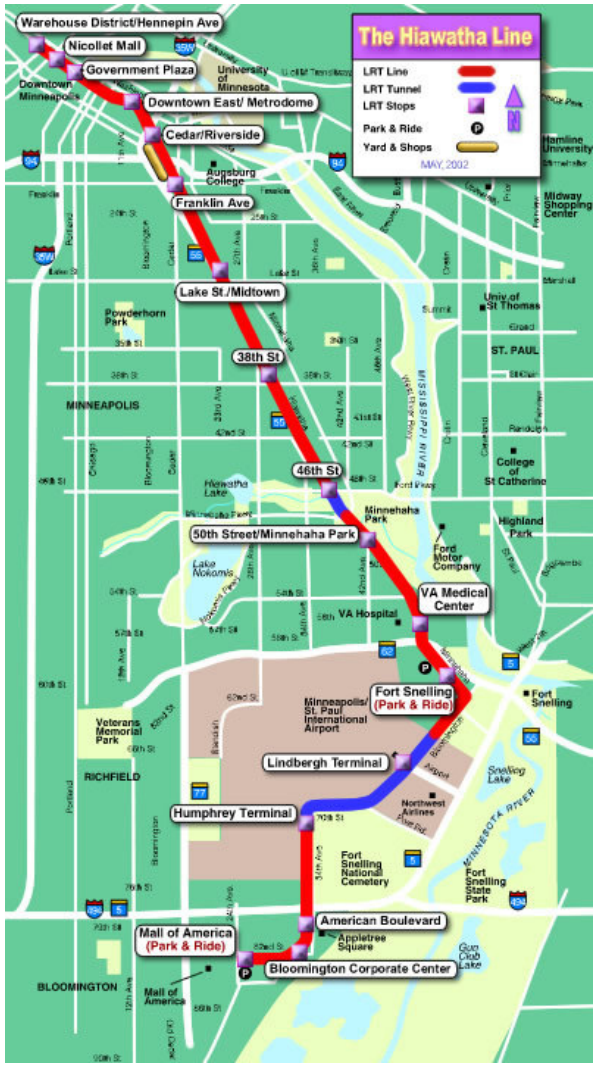


The planned configuration of the Greenway will include both rail and recreational use between Hiawatha Avenue and the Mississippi River.

Hennepin County is in the process of acquiring a portion of the right-of-way sufficient to accommodate the trail portion of the Greenway. Hennepin County is also considering the purchase of an existing railroad bridge over the Mississippi River which would extend the Greenway to Saint Paul. Construction of Phase Three of the Greenway is scheduled to occur during 2005 and will include paving of the trail, construction of a fence separating the trail from the rail use, access ramps, lighting and other improvements.

Hiawatha Light Rail Transit Line

The advent of light rail transit in the Twin Cities creates new opportunities for the Seward and Longfellow neighborhoods, especially in those areas with ready access to the new LRT stations. The Hiawatha Line provides a connection between downtown Minneapolis and the Mall of America, with stations near or in the study area occurring at Lake Street and Franklin Avenue. While most areas of the study may experience only a peripheral benefit from the introduction of LRT, the walking and biking connection provided by the Greenway may make sites along the Greenway particularly attractive for certain types of development.



Hiawatha Light Rail Transit Map courtesy of MNDOT.

A Hiawatha LRT station designed by ESG Architects. Graphic courtesy of MNDOT.

In particular, LRT presents the opportunity for development that is more transit-focused. This doesn't mean that people will have fewer cars, but it does present the opportunity for people within a reasonable distance of an LRT station to use public transit. Such is the basis of much of the transit-oriented development (TOD) planning that has occurred along the Hiawatha Line. The development envisioned by these plans is typically more mixed in use and higher in density than what currently exists. It is also more oriented to a pedestrian-scaled development. Throughout the country, TOD projects have brought a renewed sense of vibrancy to urban neighborhoods.

Previous Planning Efforts

There are a multitude of planning studies that have been completed for the Midtown Greenway, along Lake Street and around the stations of the Hiawatha LRT line. Interestingly, there is little in the way of specific recommendations for areas along the Greenway in Phase Three. The list of past planning efforts and the relevance to this study include:

Study/Report	Author	Date	Key points relevant to this study
Midtown Greenway Urban Design Goals	Gary Shallcross, AICP	21 June 2002	-Frames urban design directions for the Greenway as an outgrowth of the Midtown Greenway Coalition's "Vision Statement," providing direction for the Greenway itself as well as for adjacent development -Several of the guidelines might apply to land use and development, including guidelines for height; a review of this requirement may be necessary as large segments of Phase Three are elevated, resulting in varying conditions for maintaining solar access
Midtown Greenway - History of Community Planning Meetings	Tim Springer	23 May 2002	-Documents meetings related to Phase Three of the Greenway from the early 1990s to 23 May 2003
Midtown Greenway Vision Statement	Gary Shallcross, AICP	30 April 2002	-serves a role of policy guidance in the absence of any formal documents to do so -identifies the Greenway as "a place for human beings to enjoy nature and green space in an urban environment, an element of connection rather than separation"
East End Revival / Cedar, Hi-Lake and 27th Redevelopment	Hoisington Koegler Group Inc. IBI Group, Bonz/REA	27 September 2001	-establishes an implementation path for several TOD initiatives in the area around Cedar Avenue, Hiawatha Avenue, Lake Street and 27th Avenue -several initiatives relate to the Greenway (which was actually outside of the bounds of the plan); these initiatives are described in the "Land Use Scenarios" section of the Greenway area land use plan
The Public Art Master Plan for the Midtown Greenway Corridor	Freeman/Whitehurst Group	1 March 2001	-identifies opportunities for incorporating public art into the Greenway and areas around it -directions of this report will not likely conflict with the outcome of a land use plan
East Lake Street - Corridor Study	Close Landscape Architecture, Inc. Hokanson Lunning Wende Associates Dewar and Associates, Inc. Zimmerman/Volk Associates, Inc.	1 December 2000	-Identifies a series of priority projects focused on Lake Street, particularly at 36th Avenue and Lake Street -Directs a great deal of attention to architectural and site design guidelines and directions for development of streetscape improvements along Lake Street

Seward Neighborhood Community Survey	Wilder Foundation	1 November 2000	-Extensive survey of attitudes about the neighborhood and trends in the last several years -The most frequently cited issues include safety, security and crime issues; traffic management issues; and affordable housing -The land use plan for the Greenway should be cognizant of these issues as directions are framed
Hiawatha / Lake Station Area Master Plan	IBI Group Calthorpe Associates Coen-Stumpf Associates Ltd.	1 June 2000	-Focuses largely on areas nearer to the LRT stop at Lake Street and Hiawatha Avenue with much attention directed to the evolution of the Minnehaha Mall/Target/Cub Foods area following TOD principles -Frames connections between the Greenway and the LRT station using a "loop" of streets near the core of the study area; the Greenway forms one portion of this loop -Identifies industrial uses along the Greenway west of 29th Avenue
Lake Street Midtown Greenway - Corridor Framework Plan	Close Landscape Architecture, Inc. SRF Consulting Group, Inc. Design Center for American Urban Landscape Urban Strategies McComb Group, Ltd.	1 October 1999	-Addresses development along Lake Street in the section of the report related to current plan -Recommends strengthened connections to Brackett Park -Looks to reinforce connections between Lake Street and the Greenway along certain streets, with proposal for new infill development at 36th Avenue -Recommends "Greening the Greenway" planting projects along the length of the Greenway -Suggests streetscape improvements for 36th Avenue
Seward Neighborhood Transportation Improvement Plan	Minneapolis Public Works	11 May 1999	-Recommends several traffic improvement and calming projects -26th Avenue and 28th Street would receive a button to activate a crossing signal -Improvements along 31st Street would be implemented to slow traffic -A traffic circle would be implemented at 25th Street and 35th Avenue to reduce traffic volumes, speed and cut-through traffic
Concept Plan for the Mississippi River Gorge	Close Landscape Architects, Inc.	1 April 1997	-Identifies restoration and improvement directions for various sections of the Gorge -The land use plan will not likely pose a conflict with the Gorge plan as it focuses on lands controlled by the Minneapolis Park and Recreation Board
Hiawatha - 29th - Lake Commercial Area Revitalization	Scott Wende Architects	1 April 1995	-Deals primarily with development surrounding the Hiawatha Avenue/Lake Street/29th Avenue area -While this may be considered a foundation piece for evolution of this area, much of this information has been refined in subsequent documents

Existing Conditions

Existing Use

The Seward and Longfellow neighborhoods have long been areas of the city where residential, commercial and industrial uses exist in immediate proximity to one another. Many of the industrial uses located here in order to have access to rail. Today, not one of the businesses uses rail service. Rail sidings have been abandoned and have become populated with homeless shanties, graffiti and other evidence of transient activities.

Residential uses in the study area include single family and multi-family dwellings of varying ages and conditions. In some areas, particularly at the east end of the study area near the river, the condition of the housing stock is significantly better on the whole than in areas impacted by the industrial uses at the west end of the study area. Residential areas also appear to be more stable in areas one or more blocks distant from industrial uses adjoining the Greenway, although residents have noted that even housing near the Greenway has been generally stable.

Industrial uses along the Greenway have evolved with the changing use of the rail infrastructure. Uses vary in terms of size, activity and appearance: large industrial and distribution uses, such as Mack Engineering, Hiawatha Metalcraft, Hauenstein & Burmeister and Metro Produce occupy large parcels adjacent to the Greenway; Doppler Gear, Gamber Roofing, Gopher Roofing and Empire Glass tend toward the smaller end of the scale. The Shasta Building and the Ivy Building have been noted as industrial buildings with intrinsic character, while others are more utilitarian and lack aesthetic appeal.

While a few commercial uses are scattered throughout the area, the larger concentrations of commercial activity occur in areas closer to Lake Street and west of 27th Avenue where Target, Cub Foods and Rainbow dominate. There are a few institutional uses in the area, most notably Anne Sullivan Elementary School immediately south of the Greenway in the center of the study area.

Brackett Park also lies adjacent to the Greenway, and Matthews Park is only two blocks north. These are the most notable public spaces in the area. A play yard at Anne Sullivan Elementary School also provides a significant open space. The juxtaposition of residential and industrial uses typically creates tensions. While this has been the case in isolated instances, residents and business owners generally indicate that they have found ways to co-exist with few negative impacts.

One exception is Metro Produce (located at 2700 East 28th Street). Residents in the immediate area have expressed great concern over the noise and diesel emissions from trucks idling overnight. Cab and limousine operations on the north side of the Greenway also pose problems for neighbors, as well as the noise and odors from Minneapolis Machining on 30th Avenue. Industrial uses along 26th Street create truck traffic that is disruptive to the neighborhood environment (although traffic studies suggest that there are not unreasonably high levels of truck traffic).

Existing Metro Produce building and adjacent brownfield.

Existing Anne Sullivan School

Existing Shasta Building

Zoning

Zoning is the city's application of "rules" to guide and restrict the use and development of land. A comparison of existing land use to the city's zoning map reveals areas of "non-conforming uses." In these areas, the use that exists does not conform to the use prescribed by zoning. For instance, in blocks immediately north of the Greenway on either side of 29th Avenue, the dominant use is residential. The city's zoning map shows that this land is zoned for industrial use. The situation exists south of the Greenway for the two blocks east of 29th Avenue. While this zoning pattern was likely established to provide continuity of industrial uses along the rail corridor, the changing nature of the Greenway and the resolve of neighbors to remain in their homes demonstrates that the transition envisioned by the city's zoning map is not going to occur. In addition, those industrial uses that have evolved in these residential areas were built 40-50 years ago and were smaller buildings that are largely functionally obsolete by today's industrial standards.

Legend

Project Boundary	**Existing Land Use**	Multi Family	Industrial	Parks and Recreation	
Parcels	Single Family Detached	Commercial	Mixed Use - Commercial - Residential	Industrial Railway	
Water	Single Family Attached	Office	Public - Semi-Public	Vacant	
				Vehicle Related Use (Parking)	

N

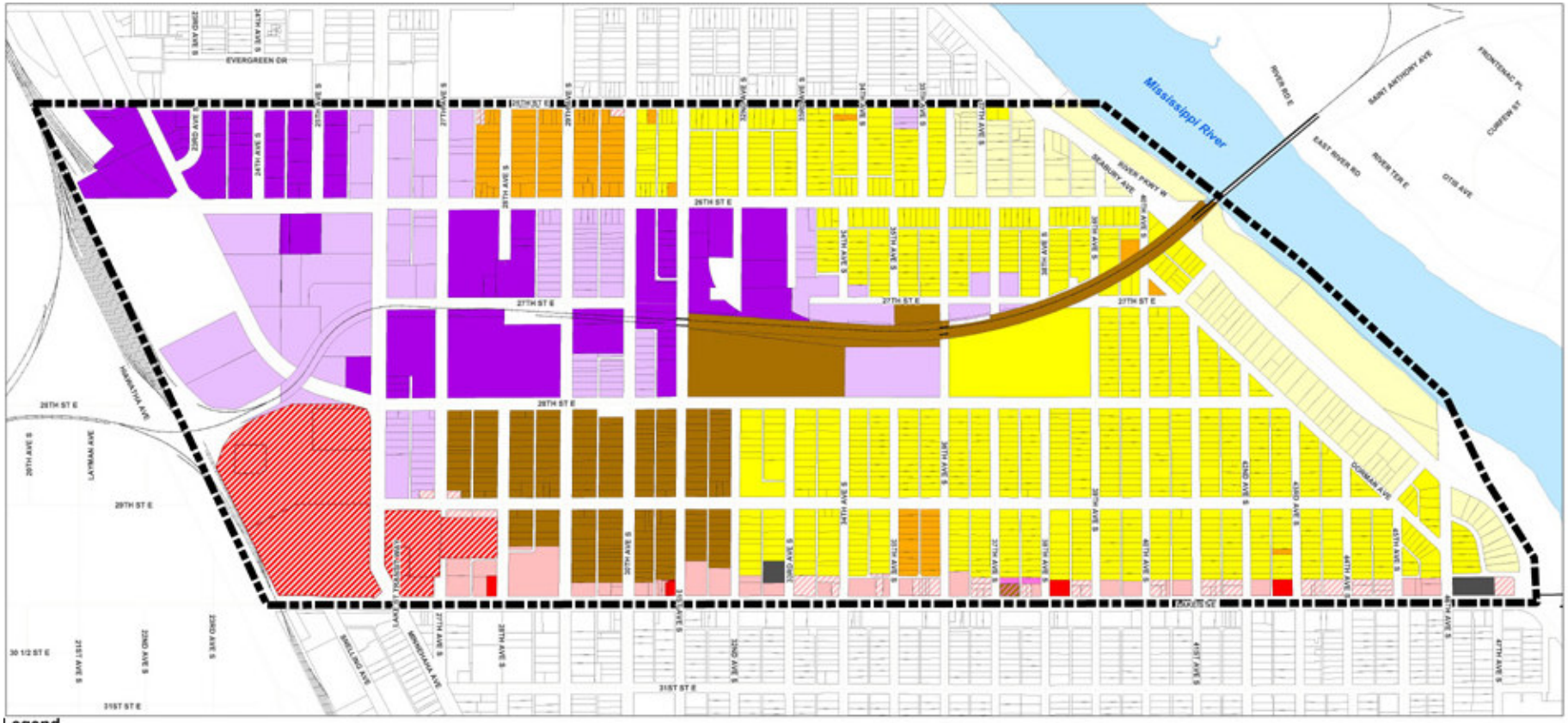
Existing Land Use

The process of changing zoning logically begins with a study of land use. The process was described in the Implementation section of the Land Use Plan.

Planned Land Use

The City's intentions for land use can be determined based on the Minneapolis Plan. The Minneapolis Plan is a compilation of text, diagrams, charts, tables, illustrations and maps that outline a desired pattern of growth and change by defining a community vision and related public policy. It was adopted by the City Council in March, 2000. The plan is used as a framework for making decisions about community development. When city officials and decision makers react to development proposals, the policy directives from the Minneapolis Plan are used to evaluate the merits of the project.

The Minneapolis Plan does not precisely identify land use districts. As a result, maps of Planned Land Use are an amalgam of zoning districts; they are

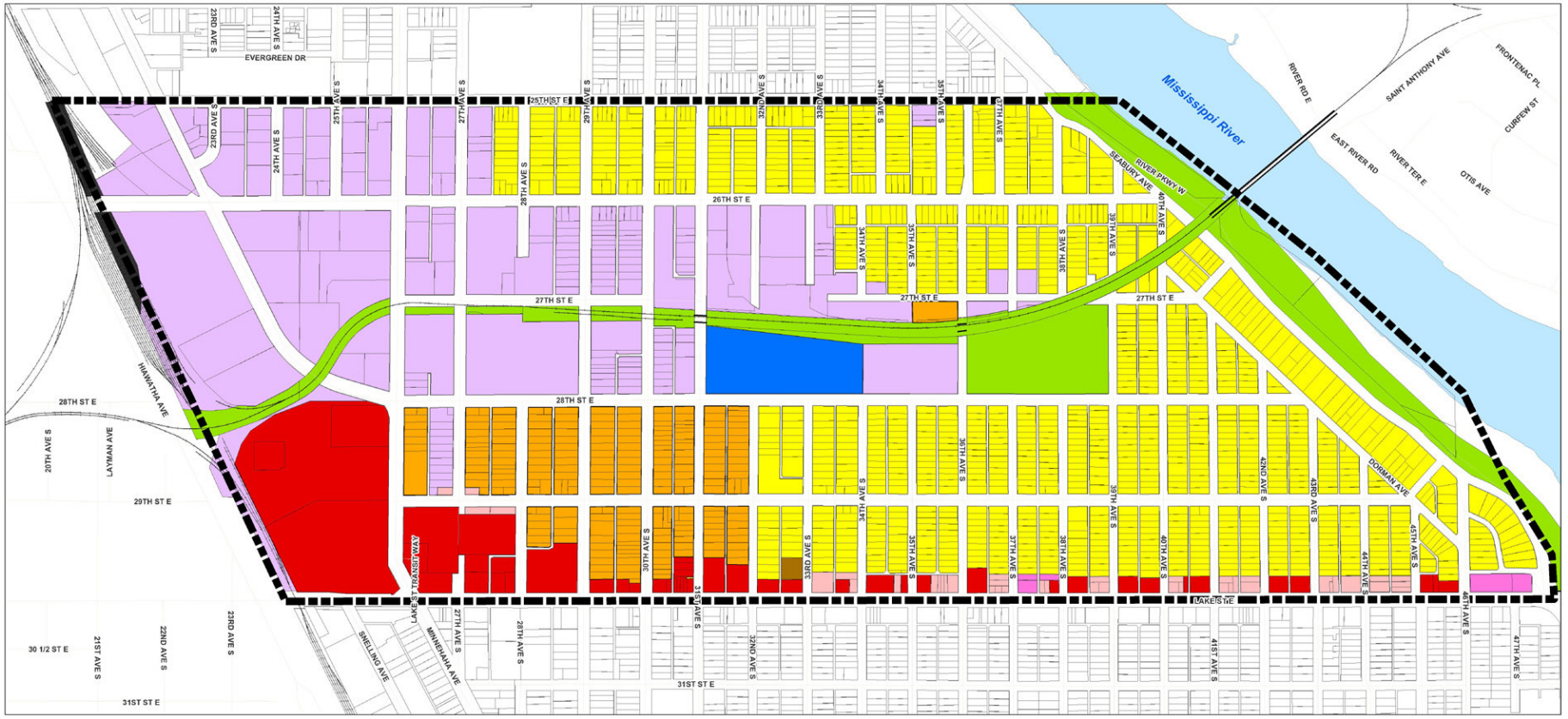


Existing Zoning

contextual and not used for policy decisions. The Minneapolis Plan describes long-term land use along both sides of the Greenway as industrial use. The pattern of non-conforming uses is not resolved and areas along the Greenway that have the potential to create a more engaging Greenway experience are left as industrial uses.

Changes to land use can be initiated through an organized planning process, such as this one for the Seward/Longfellow Greenway Area. It is important to note that the broader policy objectives and goal statements outlined in the Minneapolis Plan can lend support to location specific strategies that warrant a change in land use. Several policies and implementation steps might apply to the evolution of the Greenway:

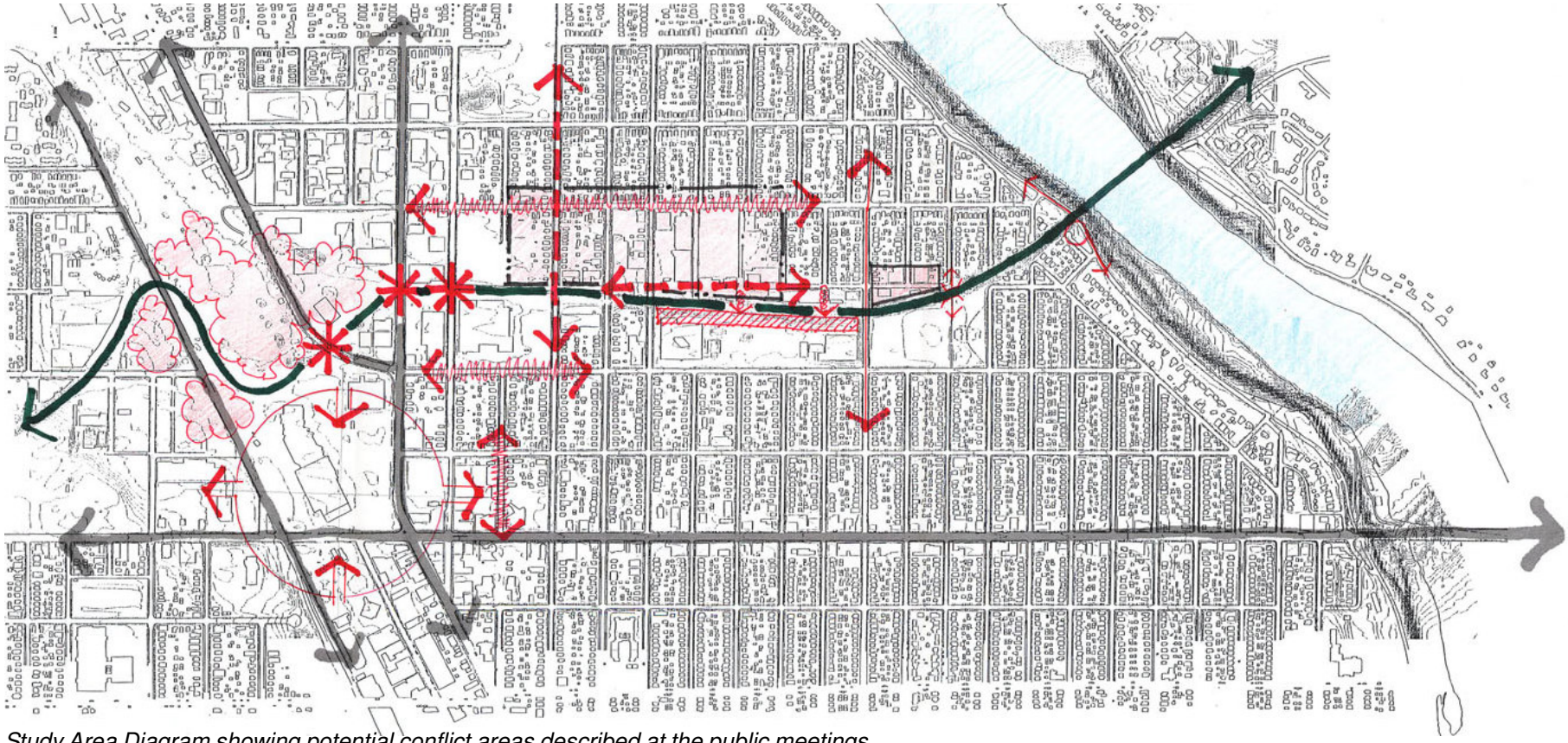
Minneapolis will promote housing development that supports a variety of housing types at designated Major Housing Sites. Throughout the city, The Midtown



Minneapolis Plan Proposed Land Use

Greenway is identified as such a Major Housing Site in the Minneapolis Plan.

- Concentrate new housing developments in close proximity to amenities or in locations where value will be sustained over time.
- Develop a citywide Housing Strategy for placing medium (10-30 units per acre) to high density (30+units per acre) new housing on major transportation and transit corridors and near commercial revitalization projects or neighborhood amenities (e.g. sites such as Growth Centers, Major Housing Sites, Commercial Corridors).
- Protect Major Housing Sites for medium (10-30 units per acre) to high (30+units per acre) density residential development from development proposals which exclude housing through land use controls, redevelopment plans and other available means.
- Designate Major Housing Sites as listed with the adoption of this Plan.
- Promote the development of new housing that is compatible with existing development in the area as well as to existing historic or older housing stock where appropriate.



Study Area Diagram showing potential conflict areas described at the public meetings.

- Provide the flexibility in the City's ordinances to accommodate new housing development tailored to meet a range of different housing submarkets.

Minneapolis will support the existing economic base providing adequate land and infrastructure to make city sites attractive to businesses willing to invest in high job density and low impact, light industrial activity.

- Identify appropriate areas for the retention and expansion of existing industry and the development of new industry in specific industrial and business park opportunity areas.
- Promote light industrial uses as the preferred use of industrial land, but discourage warehouse or distribution uses in areas where truck traffic will negatively impact residential neighborhoods.
- Discourage the use of industrial land for non-industrial uses such as mini storage.

Minneapolis will encourage both private and public development that provides gathering spaces in city neighborhoods.

- Increase resident access to and use of facilities and meeting spaces in parks, libraries and schools.
- Develop new facilities that act as gathering spaces in parks and on other publicly owned lands.
- Investigate needs for additional public land to create gathering spaces.
- Encourage private developers to include gathering spaces in new development.

Minneapolis will encourage the planting and preservation of trees and other vegetation.

- Adopt a tree preservation and replacement ordinance for public and private developments.
- Encourage the planting and replacement of trees on public and private property.
- Continue to invest in the health of the urban forest by avoiding tree monocultures and planting a variety of native and other hardy noninvasive species.

Minneapolis recognizes that most city streets continue to be places where people live and work, and secondarily function as methods of moving vehicles. Reconciling inherent conflicts will require collaboration and compromise among stakeholders.

- Develop traffic calming methods which are appropriate to addressing the problems of speed and safety in automobile traffic.
- Plan automobile traffic to minimize the negative impact of the automobile in city neighborhoods.
- New developments will be required to consider their relationship to the street through the site review process.
- Require generous sidewalks that accommodate pedestrian volumes, ADA standards, trees and other amenities.
- Insulate residential areas from commercial truck traffic.
- Truck movement to the regional highway network will be facilitated in ways which minimize the presence of trucks on residential streets.
- Adopt parking regulations and approaches that are flexible enough to address short and long-term parking needs.

Minneapolis will support the preservation and expansion of the existing open space network, including greenways.

- Support the Park Board's "no net loss" of parkland policy.
- Prioritize the expansion of the park system in ways which increase connections and linkage between different areas of the city.
- Encourage new development projects to incorporate open spaces and green spaces through land use regulations and other regulatory tools.
- Promote the development of financing, maintenance and community involvement tools that encourage the greening and improvement of transportation corridors and public spaces.

Development Patterns and Building Conditions

In the early part of the last century, Minneapolis Moline, flour mills and grain elevators, and other industries found benefit in the combination of central location and direct access to rail service. Likely, many employees lived in close proximity to the jobs offered by these industries. While the evidence of the area's industrial base still exists, the nature of industry has changed significantly.

Two key events were the consolidation of heavy industry and the change from rail to trucks for the transport of goods. Until the late 1960s, Minneapolis Moline occupied the area where Target and Minnehaha Mall now stand. Seven Sigma operates from the last remaining Moline building. The Milwaukee Railroad switching yards were also a dominant feature of the neighborhood at the west boundary of Seward. After the Moline era, the railroad relocated and the area has evolved to more modern industrial uses.

While a marked change has occurred, industry has not left the Seward and Longfellow neighborhoods. Residents continue to value the presence of a commercial and industrial base in the neighborhood because of the jobs they provide, so long as the impact on residential uses does not exceed reasonable limits.

Industry

Owners of the current industrial uses noted that central location within the metropolitan area and access to major roadways are the primary advantages for doing business in this area. Access is still reasonable and they can serve their customer base well as a result. It is also likely that the zoning of certain parcels has encouraged some businesses to locate or remain here, principally to take advantage of permitted outside storage (refer to Minneapolis Code 550.280 for enclosed building requirements and screening of outdoor storage). And, quite simply, the lower cost of marginal structures is attractive when compared to contemporary industrial park locations at the periphery of the metropolitan area.

Many areas along the Greenway continue to serve their industrial users well. Businesses such as Hiawatha Metalcraft, Hauenstein & Burmeister, Mack Engineering and Metro Produce are viable concerns on large parcels. There is no indication that these businesses intend to abandon their operations anytime soon. Smaller companies, such as Doppler Gear and Empire Glass also find the neighborhood suitable for their needs, although the scale of their operations might suggest a greater ability to change locations.

Contemporary industrial development has also occurred here with heavy involvement by the City and neighborhoods. The Seward South Industrial Park is almost fully built and dominates the west portion of the study area. Several years ago, the city and neighborhood also provided the impetus for a redevelopment project that resulted in a new home for Mack Engineering.

Industrial Uses in the Seward Longfellow Study Area.

Contemporary industry at the Seward South industrial Park.

Residential

Patterns of residential development in the study area are largely single-family, at densities that range from four to eight dwelling units per acre. House styles, ages and conditions vary widely, with higher value homes being located closer to the river and homes that are exhibiting some distress being located nearer to large industrial and commercial uses. While the average age of homes in the study area exceeds 50 years, the value of homes has increased significantly over the last 5 years.

Multi-family uses, other than the occasional duplex, are largely concentrated along Lake Street and other commercial corridors outside the study area. One multi-family apartment building was built in the last 20 years along the Greenway corridor at 36th Avenue.

Existing housing in the Seward Longfellow Area.

Infrastructure

Pollution

Two areas of concern must be noted relative to the infrastructure serving the study area and, especially, as changes to the patterns of land use are considered. The area has some known contamination of soils and ground water. Some of these areas, such as one on the Mack Engineering parcel, have been identified during the site's redevelopment. In the "Mack" case, contaminated soil was physically removed from the site and replaced with clean soil, allowing development to proceed. The "Deep Rock" site (the northeast corner of the current Metro Produce parcel) is also a site of known contamination. The site is vented, and the idea of creating a North Longfellow "NoLo" Greenspace has been circulated as a way of integrating the contaminated area as a greenspace amenity adjacent to the Greenway.

It should not be a surprise that soils along an industrial rail corridor may be contaminated. The extent of contamination is not known exactly, but proceeding with the knowledge that these kinds of problems may exist is prudent. Several factors may affect perceptions about the development potential on sites found to be contaminated:

- Technology may be introduced in the future that can remediate soils *in situ*. There are significantly more ways of treating contamination now than existed even a few years ago. Examples of new pollution eating microbes are being reported in the media. Such methods may present opportunities for sites along the Greenway in the future.

- The decreasing supply of developable urban land may result in the costs of remediation becoming more feasible to absorb through redevelopment. As "clean" urban land is consumed and available redevelopment sites become fewer, land values will rise and sites along the Greenway and close to LRT service may be seen as more attractive development opportunities in the future.
- Policies for "clean up" have been changing as well. Sites that might have been seen as unusable in the past could move above the thresholds for development based on policy changes at several levels.
- Some developers have established a niche in dealing with "brownfields" sites. These developers may find parcels along the Greenway to be an interesting opportunity.

Storm water

Storm water is an issue at times in parts of the study area. Near the intersection of 29th Avenue and 28th Street, several large storm sewer lines converge under the streets and, at times of peak concentration of runoff, the capacity of the outlet is exceeded. The result is a dramatic display of water – a 15 foot geyser. Stresses such as this on infrastructure make storm water management a significant factor to be addressed as development occurs.

***T**raffic Analysis*

The roadway network in the Seward and Longfellow neighborhoods is typical of Minneapolis. A grid of concrete-paved streets is interrupted only by the rail corridor, although several streets provide a continuous connection between the north and south sides. The streets are sufficiently wide for cars to pass even with cars parked along both sides. All streets have concrete sidewalk on each side to accommodate pedestrians.

Stormwater Geyser at 29th Avenue and 28th Street.

The neighborhoods have a developed network of Municipal State Aid Streets, which are designated by the City Council with input from the city engineering staff. These streets provide mobility for vehicles moving through the neighborhoods and are intended by the City to carry more traffic than other local streets. Drivers are given visual cues that they should use these streets for through-movements: the streets are wider, often have parking restrictions to aid in traffic flow, and they have more traffic control which affords safer access.

Bicycle movement is focused on the Midtown Greenway, but other routes are present in the neighborhoods. The LRT bike trail parallels Hiawatha Avenue on its east side and connects to the Greenway, although the route occurs only north of the Greenway. Areas south of Lake Street are served by the Minnehaha Avenue Bikeway, although it stops several blocks short of Lake Street. No other streets in the neighborhood have designated bike lanes.

Traffic data was collected on many neighborhood streets using traffic counters. Locations for traffic counting devices were determined based on input from public meetings, insights from the neighborhood organizations and the insights of the consulting team's traffic engineer. Standards for traffic appropriate to neighborhoods include:

- 85th percentile for speeds at or below the 30 mile per hour statutory speed limit. The threshold for traffic calming typically used by traffic engineers is 35 miles per hour;
- Traffic volumes on local streets under 1,000 vehicles per day. Capacity for local streets in the neighborhood is greater, but livability issues result when volumes exceed 1,000 average daily trips (ADT); and,
- Traffic volumes on Municipal State Aid streets under 5,000 vehicles per day.

Some streets in the neighborhood have traffic volumes low enough to consider narrowing which might allow for bicycle lanes, additional streetscape or expanded pedestrian facilities. Parking will be an issue, but some north/south streets could be considered for modifications to facilitate connections to the Greenway.

Traffic volumes (the number of vehicles using a street) are greater on Municipal State Aid Streets than on local streets, which is as expected. The traffic volumes are well within the capacity of each roadway. As areas of South Minneapolis are redeveloped, more traffic will use Lake Street. The Hiawatha LRT line may relieve some of the congestion, but developments proposed within the study area will not have a significant impact on Lake Street. It must be noted, however, that traffic on Lake Street results from areas significantly larger than the study area and the effects of Lake Street traffic are beyond the scope of this work.

The speed limit on neighborhood streets is 30 miles per hour (set by state statute). The majority of drivers obey the speed limit on most streets in the Seward and Longfellow neighborhoods. Exceptions exist, however. The average speed of traffic on 36th Avenue is 29 miles per hour, with many drivers moving at speeds between 30 and 35 miles per hour.

The industrial uses in the neighborhood dictate that certain routes be designated for use by trucks. Approximately 250 trucks use 36th Avenue (north of Lake Street) each day; about 200 trucks use 26th Street (east of Minnehaha Avenue) each day. Both streets are designated truck routes. Eliminating truck traffic in the neighborhood is nearly impossible; designating different streets as truck routes might be a possibility, but that would only shift truck traffic to another local street.

Access to the neighborhood is also an issue. While Hiawatha Avenue is a logical north/south access route for trucks moving to or from businesses in the neighborhood, connections to other major roadways are difficult. Redevelopment possibilities discussed for the area surrounding the Franklin Avenue LRT station will make access more difficult for trucks using Minnehaha Avenue. While the market analysis demonstrates that the most likely redevelopment opportunities will be directed toward housing, the need for retaining industrial uses and the jobs they bring dictates that truck access be maintained.

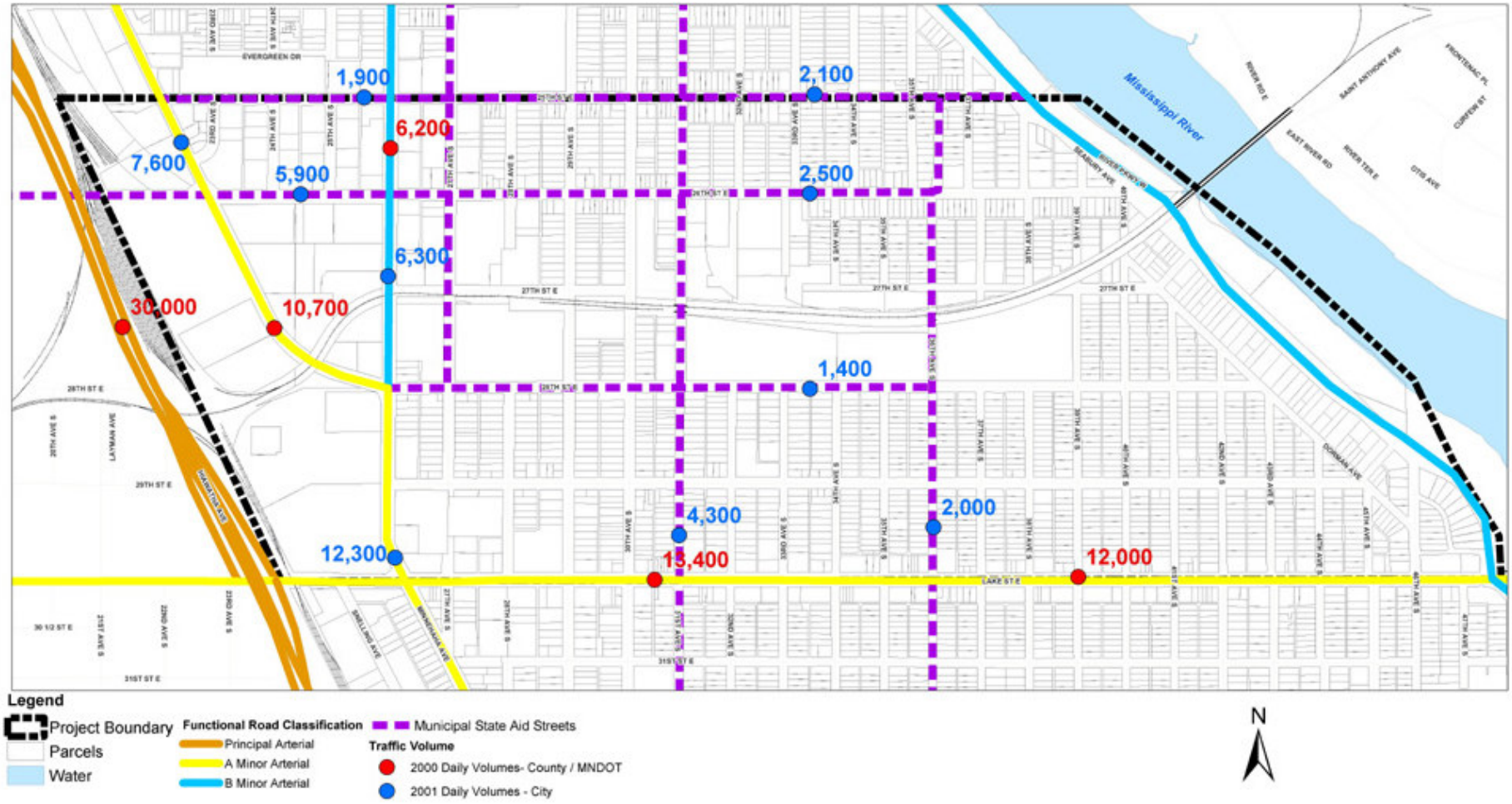
Traffic Speed Data

Location	ADT *(vehicles per day)*	Average Speed *(miles per hour)*	85th Percentile Speed *(miles per hour)*
38th Avenue north of Lake Street	430	--	--
36th Avenue north of Lake Street	3,050	29	35
31st Avenue north of Lake Street	3,570	26	33
29th Avenue north of Lake Street	1,110	23	30
28th Street east of 27th Avenue	2,810	--	--
26th Street east of 27th Avenue	3,760	23	28
26th Street east of 31st Avenue	2,620	24	28
26th Street east of 37th Avenue	660	23	27
29th Avenue south of 26th Street	780	22	28
34th Avenue south of 26th Street	230	--	--
36th Avenue south of 26th Street	2,540	28	34
38th Avenue south of 26th Street	90	--	--

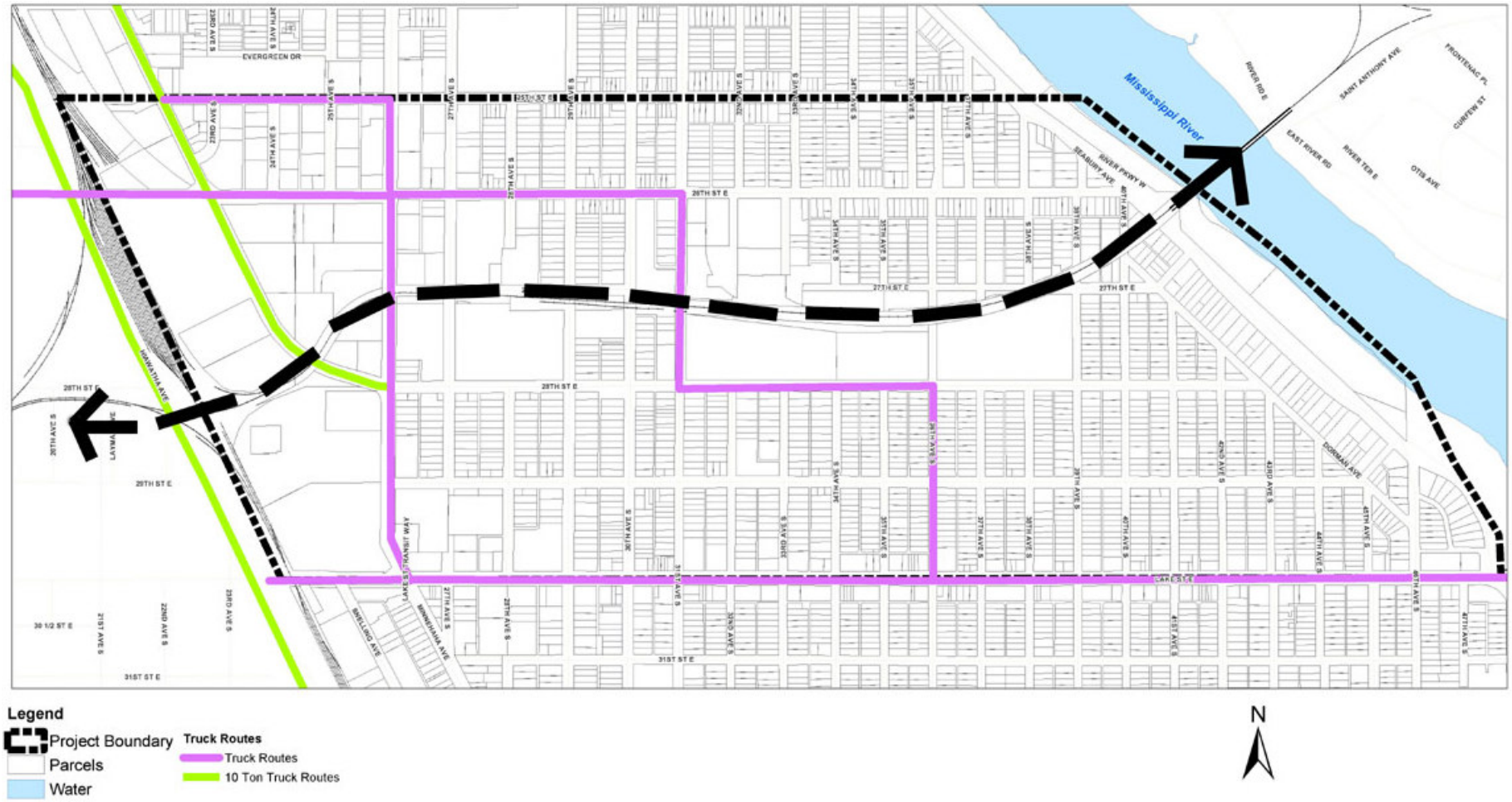
ADT - Average Daily Traffic Volume (the number of vehicles moving in both directions during a 24 hour period)
Traffic data collected during the weeks of 7 March 2003 and 14 April 2003

Importantly, residents viewed traffic in the neighborhood as a significant issue. They noted truck traffic and traffic speeds as concerns on 26th Street and 28th Street. Both streets serve as truck routes, so eliminating trucks would be difficult if not impossible. Mitigating speeds is more likely using traffic calming techniques commonly applied in the city. Traffic speed data may not support resident concerns directly, but their perceptions are valid and should be addressed.

Neighborhood residents noted that certain streets, 29th Avenue in particular, might be improved with a greater orientation to pedestrians. It was also indicated by residents that stronger pedestrian and bicycle connections to the Greenway would be desirable.



Traffic Study - State Aid Roads, state aid roads shown in purple.



Traffic Study - Truck Routes, truck routes shown in purple, 10-ton truck routes shown in green.

Truck Data

Location	ADT *(vehicles per day)*	Heavy Vehicles *(vehicles per day)*	Comments
38th Avenue north of Lake Street	430	--	--
36th Avenue north of Lake Street	3,050	230	Vast majority 6 am to 6 pm, a few in evening, peaks at 7 am and 5 pm (25 per hour)
31st Avenue north of Lake Street	3,570	260	Vast majority 7 am to 6 pm, constant during the day (approximately 25 per hour)
29th Avenue north of Lake Street	1,110	50	Vast majority 7 am to 5 pm, constant during the day (approximately 5 per hour
28th Street east of 27th Avenue	2,810	--	--
26th Street east of 27th Avenue	3,760	170	Vast majority 7 am to 5 pm, peak at 1 pm (40 per hour)
26th Street east of 31st Avenue	2,620	180	Vast majority 7 am to 4 pm, peaks at 11 am and 4 pm (25 per hour)
26th Street east of 37th Avenue	660	20	Vast majority 8 am to 3 pm, constant during the day (2 to 3 per hour)
29th Avenue south of 26th Street	780	60	Vast majority 7 am to 6 pm, spread constant during these hours
34th Avenue south of 26th Street	230	--	--
36th Avenue south of 26th Street	2,540	210	Vast majority 6 am to 6 pm, a few in evening peaks at 7 am (25/hour) and 2 pm (20/hour)
38th Avenue south of 26th Street	90	--	--

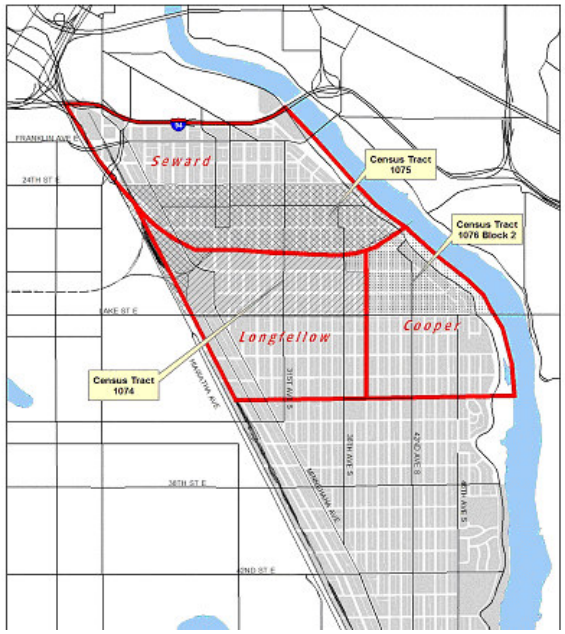
ADT - Average Daily Traffic Volumes (the number of vehicles moving in both directions during a 24 hour period) Heavy Vehicles - buses, ambulances, delivery trucks and tractor/trailer trucks (vehicles larger than a full-size pick-up truck) Traffic data collected during the weeks of 7 March 2003 and 14 April 2003

Market Analysis

A market analysis was conducted to guide the planning process based on an assessment of market forces that will result from construction of the Greenway. The study recognizes that development will likely occur in areas near the LRT station at Hiawatha Avenue and Lake Street and around the retail centers in the same area. It focuses on an analysis of the potential of market forces to generate new investment and development on parcels along the Greenway, where the investment of public resources might have the most impact. This analysis provides an overview of the market and highlights potential for various development types.

While the study area faces challenges, it can support a variety of residential development forms. Rental apartments, townhouses or multi-family condominiums, live-work/loft products, and senior housing developments all have potential. All would require some level of public assistance in site assembly, public improvements and/or equity financing. Where various city, county, state and neighborhood-based agencies can help defray such costs, for-profit as well as nonprofit developers may find such residential developments supportable from a market- as well as a financial standpoint.

The market analysis included a "study area" comprising parts of Census Tracts 1074, 1075, and Block #2 of tract 1076, collectively bounded by Minnehaha Avenue on the west, 24th Street on the north, the Mississippi River on the east and Lake Street on the south. The relevant trade area for various types of residential development in the Study Area extends throughout the Seward Neighborhood and as far south as 38th Street, encompassing the Seward, Cooper and Longfellow neighborhoods. This trade area is referenced in tables and text as the "*Seward/Cooper/Longfellow*" area or market.



Neighborhood boundary map of Seward/Cooper/Longfellow.

Market Overview

Regional Economic Trends and Projections

General economic growth provides the necessary foundation underlying new real estate development. Notwithstanding the ongoing national and regional economic downturn, the Twin Cities economy is a diverse and resilient economic base. While regional economic growth is not expected to revisit the performance levels of the late 1990s, positive growth is projected to occur at relatively healthy rates. Through 2006, economy.com, a nationally recognized economic forecasting firm, projects healthy increases in gross metro product (3.4 percent annually), personal income (3.8 percent annually) and existing home prices (2.3 percent annually) despite relatively modest population growth of 0.8 percent per year. Given such growth projections – which exceed corresponding projections for the Midwestern United States and for the nation – the metro area should be able to support strategically targeted development projects.

Local Neighborhood Profiles

The census tracts adjoining the Midtown Greenway (#s 1074 and 1076/Block 2 on the south and 1075 on the north) contain a combined population of roughly 4,900. Within this area, median household incomes range from $48,611 and $46,550 in tracts 1074 and 1075 to $66,804 in tract 1076/Block 2. The former figures are roughly consistent with the City of Minneapolis, the higher figure in tract 1076/Block 2 more closely approximates the overall median household income for Hennepin County. Other indicators show:

- In Census Tracts 1075 and 1076, more than 35 percent of those age 25 and older have earned bachelors' degrees; more than 38 percent are employed in executive/professional occupations. These relatively upscale indicators exceed corresponding figures for both the City of Minneapolis and Hennepin County. In contrast, in tract 1074,

on the south side of the Greenway, only 21.5 percent have bachelors' degrees, and 29 percent are employed in professional/ managerial occupations.

- In other respects tracts 1075 and 1076/ Block 2 bear resemblances to Hennepin County, while tract 1074 more closely resembles the City of Minneapolis. Whites comprise 80 to 90 percent of the population in tracts 1075 and 1076/Block 2 as well as Hennepin County, but just 61 and 63 percent in Tract 1074 and the City of Minneapolis. Similarly, while homeownership exceeds 64 percent in Tract 1075 and 1076/Block 2 and Hennepin County, homeowners comprise just 54 and 49 percent of household in Tract 1074 and the City of Minneapolis.

Overall, the Study Area contains some high-end socio-economic characteristics (particularly in tracts 1075 and 1076/Block 2) that compare favorably to those of many Hennepin County's suburban communities. Thus, parts of the area offer an upscale context for new development comparable in some respects to that of Hennepin County's suburban areas.

Residential Development Potential

Over a short-term time frame, development outlooks in the Study Area will operate within the prevailing context characterized by (1) moderating but strong housing demand amid (2) general (national and regional) economic weakness and (3) the coming completion of new improvements such as LRT service and the Greenway. In general, while the built-out nature of the area has limited recent (and

TWIN CITIES TRENDS AND PROJECTIONS
SELECTED ECONOMIC INDICATORS: 1995-2006

Indicators	1995	2000	1995-2000 Avg. Annual Growth	Est. 2002	Projected 2006	Projected Avg. Annual Growth
Gross Metro Product, C$B	95.1	126.3	5.8%	130.5	149.1	3.4%
Total Employment (000)	1,546.3	1,747.4	2.5%	1,735.0	1,826.6	1.3%
Personal Income Growth (%/yr)	6.5	8.8	7.0%	2.6	4.8	3.8%
Population (000)	2,759.7	2,979.2	1.5%	3,045.4	3,150.0	0.8%
Existing Home Price ($Ths)	106.3	148.4	6.9%	182.8	200.6	2.3%

Source: economy.com

DEMOGRAPHIC & HOUSING COMPARISONS
SELECTED AREAS

	Tract 1074 (Greenway South)	Tract 1075 (Greenway North)	Tract 1076 (Greenway East)	City Minneapolis	Hennepin County
Population	1,724	2,005	1,141	385,633	1,126,037
Households	756	909	536	162,960	460,847
Median Household Income	$48,611	$46,550	$66,804	$48,412	$66,491
Avg. Household Size	2.26	2.21	2.13	2.26	2.38
% White Alone	60.7%	81.0%	88.0%	63.3%	79.3%
Householders by Age					
15 to 24	6.2%	5.9%	2.2%	10.5%	6.8%
25 to 34	20.2%	20.0%	15.9%	25.9%	20.2%
35 to 44	22.5%	22.3%	21.6%	21.6%	23.0%
45 to 54	24.6%	27.5%	32.8%	18.5%	21.0%
55 to 64	12.0%	10.8%	11.4%	9.7%	12.2%
65 to 74	6.5%	5.7%	5.6%	6.0%	8.0%
75+	7.9%	7.7%	10.4%	7.8%	8.8%
Bachelor's Degree or Higher Educational Attainment	21.5%	36.3%	35.2%	31.4%	31.9%
Exec/Prof/Managerial Occupation	28.8%	38.2%	44.5%	30.3%	32.9%
Owner-occ. Housing	53.7%	67.4%	81.0%	49.4%	64.5%

Source: Claritas, Inc.

projected) growth, in a short-term time frameresidential markets present the most likely development opportunities in the Study Area.

Rental Apartments

Twin Cities' apartment vacancy rates have risen in recent years. Most higher vacancy rates, however, are concentrated in high-rent properties, and overall rates remain respectable. As shown in the following table, the metro area currently maintains a vacancy rate of 6.5 percent. While this figure represents a considerable increase over corresponding rates in 2002 and earlier – when vacancies fell below 2.0 percent – by most historical or regional standards this still reflects a healthy performance. In the East Minneapolis submarket, apartments have generally maintained lower vacancy rates (due in large part to the lower volumes of new development); the current vacancy rate is estimated at 5.5 percent.

In general, vacancy rates exceed the 6.5 percent average in the region's high-rent communities. Two factors account for this: (1) as rents increase, residents are increasingly able to afford desirable homes, particularly in light of historically low mortgage rates; and (2) where rents are highest, developers have added new (vacant) inventory to lease.

The following graph portrays the relationship between average rent rates and vacancy rates in the various cities (and submarkets within the City of Minneapolis) in Hennepin County. In general, where average rents exceed $1,000, vacancies are more likely to exceed the 6.5 percent average and approach 10 percent in some cases; where average rents fall below $800, vacancy rates generally fall below the 6.5 percent average.

MEDIAN HOME SALE PRICES
1997-2001

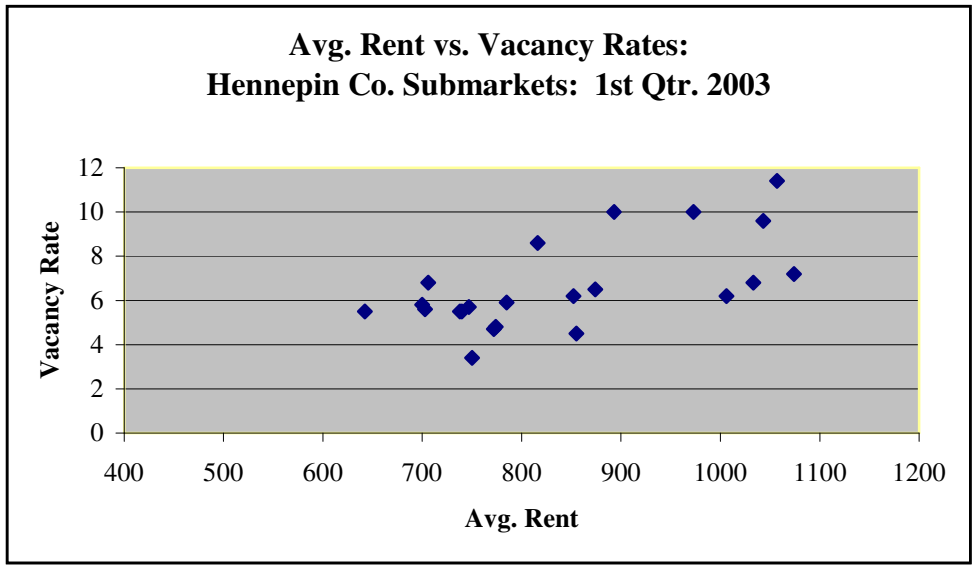
	1997	2001	Avg. Annual Increase
Minneapolis	$79,900	$127,009	9.7%
Longfellow	$75,900	$143,300	13.6%
Community Rank	5th	3rd	

Source: City of Minneapolis

SELECTED APARTMENT MARKET INDICATORS

	Avg. Rent (1st qtr.)		Vacancy (1st qtr.)	
	2002	2003	2002	2003
Twin Cities	$840	$841	4.8%	6.5%
Minneapolis	$801	$799	4.6%	6.3%
East Minneapolis	$646	$642	3.9%	5.5%

Source: GVA Marquette Advisors



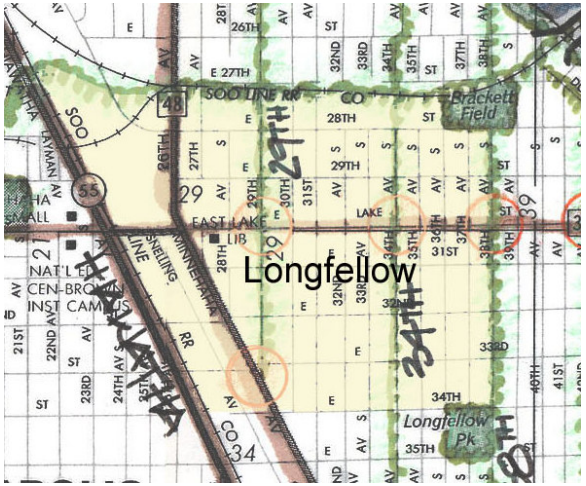
Source: GVA/Marquette Advisors; Bonz/REA, Inc.

In and around the Study Area, excluding a number of lower-end or subsidized apartment complexes, well-maintained properties have been able to maintain high occupancy rates – generally in excess of 95 percent — at rents (including major utilities) ranging from $650 to $800 for one-bedroom units and $800 to $1,000 for two-bedroom units.[1] For the most part, these rents range from $.80 to $1.35 per square foot per month. The planned *West River Commons* apartment project (at Lake Street and West River Road) anticipates higher-end rents of $1.25 to $1.30 per square-foot per month.

In general, new high-quality projects must generate higher rents; if rents do not significantly exceed a general range of $750 to $850 for one-bedroom and $1,000 to $1,200 for two-bedroom units, the local market may not support additional projects.

Ownership Housing

In addition to rental apartments, the for-sale housing market also offers a potential opportunity. As shown below, home prices in the Longfellow Community have increased at a compounded rate of 13.6 percent per year over the four years from 1997 to 2001. This rate of increase exceeds price increases in the overall Minneapolis market, and the Longfellow Community's home prices have advanced from a ranking of fifth to third in the City.



Neighborhood boundary map of Longfellow.

SELECTED APARTMENT PROPERTIES

Complex	Built/Renov.	Total Units	Vacancy	Type	Size (sq. ft.)	Avg. Rent*	Monthly Rent/Sq. ft.
Brackett Place 36th Ave/27th St.	1986	18	5.6%	2 BR	985	$775	$0.79
Cedars 94 2220 E Franklin Ave.	1974/2000	238	4.0%	Studio 1 BR 2 BR	430 615 900	$607 $748 $1,013	$1.41 $1.22 $1.13
East River Terrace 2101 East River Terrace	1956	100	n/a	Studio 1 BR 2 BR	450 575 1,100	$600 $775 $1,050	$1.33 $135 $0.95
Minnehaha 94 1901 Minneahaha Ave.	1969	88	2.3%	1 BR 2 BR 2 BR 3 BR	631 840 1,112 1,300	$625 $810 $880 $1,200	$0.99 $0.96 $0.79 $0.92

*Includes all major utilities.

Source: Bonz/REA, Inc.

[1] See Exhibit 6. Additional review of data for other market-rate rental apartments in the Study Area's general surroundings show rents and occupancies that are generally consistent with these findings. Alliance Housing, Inc., 2003.

Within the Longfellow Community, home values in the Study Area are somewhat higher on average, with most single-family homes commanding prices of $160,000 to $260,000 (and considerably higher in the blocks near the Mississippi River). In addition, as compared to the overall Longfellow Community, a local realtor reports an even higher rate of appreciation in the Study Area, with home values increasing by approximately 20 percent per year.

In examining the immediately relevant trade area for ownership housing in the Study Area, the graphs below focus on the area encompassing the Seward, Cooper and Longfellow neighborhoods. While modest growth is projected for this area's households, the "empty nester" age groups are expected to show the highest growth rates over the next five years. Then, within this age cohort, projected growth is concentrated primarily among the middle- to upper-income households qualified to buy new market-rate dwelling units.

This demographic group furnishes the prime source of demand for attached (condominium or coop) dwelling units in townhouse or multi-family formats. While substantial development in these niches has not occurred recently in the area, realtors report that condominium units priced at $130,000 to $170,000 enjoy strong demand. Given the lack of recent sales experience in higher price niches (e.g., $200,000 and higher), developments targeting these market segments would raise risks; but high-amenity projects in attractive locations may be able to command such prices.

Overall, given the recent strength in the local housing market, along with projected growth in the targeted "empty nester" market, the Study Area may offer a potential opportunity for residential condominium development.

EMPTY NESTER HOUSEHOLDS
SEWARD/COOPER/LONGFELLOW NEIGHBORHOODS

			2002-2007 Growth	
	2002	2007	5-yr.#	Avg. Ann.
Total Households	9,743	9,794	51	0.1%
Age 55-64	1,067	1,243	176	3.1%
W/income of $50,000 +	486	719	233	8.1%
Age 65-74	671	704	33	1.0%
W/income of $50,000 +	155	256	101	10.6%

Source: Claritas, Inc.; U.S. Census Bureau.

Senior Housing Niche

The senior housing market, while limited in depth, may offer development opportunities in the Greenway area.

In the Seward/Cooper/Longfellow market, senior households are expected to grow by only 59 households over the next five years. More significant growth, however, is anticipated among those with incomes of at least $25,000. This "income-qualified" group is expected to increase by nearly 300 — at an annualized rate of 7.4 percent — over the next five years. Within this group, householders in the 75 and older age group comprise the largest source of demand for senior housing facilities. This age group will account for nearly 200 households – roughly 70 percent of the growth among income-qualified 65+ households.

The senior housing facilities (excluding nursing homes) closest to the Study Area include the *Danebo*, *Becketwood*, *Augustana*, *Teachers Park Avenue Residence*, and *Ebenezer Towers* facilities. Collectively, these contain a total of 795 independent living units (including just the 50 percent market-rate component of Ebenezer Towers' 192 units). All except the Teachers Park Avenue facility report vacancy rates of 5 percent or lower; Teachers Park Avenue features undersized units, which may account for vacancy rates of roughly 20 percent.

While all of these facilities draw from diverse parts of the City and region, rough estimates based on interviews indicate that, while Danebo may draw roughly 50 percent of its residents from the local

SENIOR HOUSEHOLDS BY INCOME
SEWARD/COOPER/LONGFELLOW NEIGHBORHOODS

	2002	2007	2002-2007 Growth 5-yr. #	Avg. Ann.
Age 65+	1,559	1,618	59	0.7%
Below $25,000	900	676	-224	-5.6%
$25,000 - $34,999	191	297	106	9.2%
$35,000 - $49,999	207	226	19	1.8%
$50,000 - $74,999	132	195	63	8.1%
$75,000 - $99,999	60	97	37	10.1%
$100,000 - $149,999	38	70	32	13.0%
$150,000+	31	57	26	13.0%
W/income of $25,000 +	659	942	283	7.4%
Age 75+	888	914	26	0.6%
Below $25,000	610	448	-162	-6.0%
$25,000 - $34,999	94	199	105	16.2%
$35,000 - $49,999	78	104	26	5.9%
$50,000 - $74,999	55	77	22	7.0%
$75,000 - $99,999	22	40	18	12.7%
$100,000 - $149,999	10	23	13	18.1%
$150,000+	19	23	4	3.9%
W/income of $25,000 +	278	466	188	10.9%

Source: Claritas, Inc.; U.S. Census Bureau.

MARKET PENETRATION SCENARIOS
MARKET-RATE INDEPENDENT-LIVING SENIOR HOUSING

	2002	2007
Income-Qualified Households Age 65+	659	942
Effective Inventory[1]	129	129
Income-Qualified Households Age 65+ (incl. residents from Seward)	740	1,023
Required Market Penetration	17.4%	12.6%

[1] Includes 50% of units at Danebo and 15% of units at Augustana, Ebenezer Towers, Becketwood and Teachers Park Place Residence.

Source: Claritas, Inc.; Bonz/REA, Inc.

Seward/Cooper/Longfellow market area, for various reasons (e.g., cost, program suitability) this area might furnish roughly 15 percent of the residents at the other facilities. Under these assumptions, the "effective inventory" serving the local Seward/Cooper/Longfellow market area amounts to roughly 130 units. This effective inventory penetrates 17.4 percent of the income-qualified market. By 2007, as the income-qualified market grows, this inventory would fall to 12.6 percent of the income-qualified market.

Market-rate senior housing inventories typically penetrate as much as 15 percent of the income-qualified market age 65 and older. Thus, the 12.6 percent capture rate in 2007 indicates that the market may be underserved at that time. Moreover, new facilities may be able to outperform existing facilities currently in the area, especially in capturing prospective seniors currently living in the Seward/Cooper/Longfellow area.

Despite the potential need for additional senior housing, the local market offers limited depth; the projected increase of just 280 income-qualified seniors age 65+ would absorb just 28 to 42 additional units. Given this limited depth, developers may wish to target broader, non-age-restricted housing markets. Overall, however, apparent demand exists, and a well-conceived senior housing project may offer a viable development opportunity.

Alternative Residential Formats

In addition to standard townhouse or multi-family configurations, the Study Area also offers suitable locations for alternative residential products such as loft "live-work" dwelling units or mixed-income projects.

Loft/studio or live-work products typically feature open, unstructured studio-work areas. Such units can appeal to artists, artisans, and other craft-related business entrepreneurs. Affordability drives much of this market, however; new projects serving this market typically do not target high-end market-rate rents.

Projects with low- to moderate-income components have also proven popular among residents as well as developers. Such mixed-income projects typically involve federal tax credit financing, wherein developer equity is provided through the sale of low-income tax credits. In such projects, varying percentages (e.g., 20 to 40 percent) are reserved as affordable to households at a specified percentage (typically 50 to 60 percent) of the area's median income. While such projects do not generate operating cash flows, under the federal low-income housing tax credit (LIHTC) program, developers receive fees of up to 15 percent of the project's costs. In the Twin Cities, for-profit developers have found such development opportunities attractive.

Assets and Constraints to Residential Development

The Study Area's primary development assets include:

- The local market's still-high apartment occupancy rates and increasing home prices.
- A growing array of assets (various parks, the LRT line, and the Greenway itself).
- Barriers to competition, which are inherent in built-out areas where future developers will face obstacles involving site availability, required demolitions, etc. In strong markets, such barriers enable owners to increase rents and/or prices in the future.

Notwithstanding the foregoing assets, residential development in the Study Area will face substantial challenges. Financial considerations will be foremost among these. High-end prices or rents are generally required to support the cost of new development. Assuming relative consistency in basic construction costs, the key economic factors that differentiate between various development opportunities involve: property acquisition costs, site preparation requirements, and rents/prices. Thus, where a project site incurs high costs for land, existing buildings, structured parking, new infrastructure, and/or environmental remediation, other projects will be preferable unless the project's supportable rents/prices are also proportionally higher than such other projects'. Conversely, where rent/price points for two projects are similar, the developer's preferred project will be that which incurs lower costs and fewer complications.

In the Study Area, absent public funding assistance, most new projects would not support the likely costs of new development. This applies throughout the City of Minneapolis, where with limited exceptions, most recent projects (including the West River Commons project in the Study Area) have been able to draw upon one or more sources of public funding assistance.

The following hypothetical scenarios provide a rental housing example to illustrate new projects' likely need for public funding assistance.

No-Assistance Scenario: Where no public assistance is available, high-quality apartments offering covered parking in high-amenity locations would incur costs of up to $150,000 per dwelling unit. In the following simplified hypothetical scenario, an apartment complex developed at a cost of $130,000 per unit would require rents ranging from $1,250 to $1,850 – in excess of $1.60 per square foot per month – in order to offer attractive annual returns.[2]

[2] The hypothetical 8.9 percent return shown essentially corresponds to an investor's "going-in" capitalization rate. While developers often seek higher returns, this level of return should be acceptable under prevailing economic conditions.

FINANCIAL ANALYSIS
HYPOTHETICAL RENTAL APARTMENT SCENARIO

	Size	Units	Total Flr. Area	Monthly Rent	Annual Revenues	Monthly rent per s.f.
1 BR	750	40	30,000	$1,250	$600,000	$1.67
2 BR Sm	950	50	47,500	$1,550	$930,000	$1.63
2 BR w/den	1,150	30	34,500	$1,850	$666,000	$1.61
Common Area			4,000			
Totals		120	116,000		$2,196,000	
Less Vacancy/Collection Loss			@ 7.0% of gross possible income		($153,720)	
Gross Effective Income					$2,042,280	
Less Operating Expenses			@ 30% of gross possible income		($658,800)	
Net Operating Income					$1,383,480	
Total Development Costs			@ $133 per sq. ft.		$15,612,300	$130,103 per unit
Stablized Annual Return					8.9%	

In light of the earlier discussion (Section II.A) delineating the range of potentially achievable rents (approximately $800 to $1,200, or $1.20 to $1.30 per square foot), the rents in this scenario would not likely be supportable in the Subject Area; the Study Area does not offer the requisite high-end amenities, high growth prospects, or high visibility to justify such rent levels. Rather, the Study Area features a number of competitive drawbacks. These include its:

- Current Characteristics: With the impending public improvements such as light rail operations and the Midtown Greenway, much of the Study Area is presently recognized as (1) adjacent to a still-active rail line; (2) partly (low-end) industrial; and (3) situated among low-image areas such as East Lake Street and East Franklin Avenue. While the directives emerging from the current planning endeavor may address these issues, marketing programs will have to overcome these perceptions in potential residents.
- Competitive Investment Alternatives: The Twin Cities offers ample opportunities for new residential development; profit-seeking developers can find attractive opportunities in other locations. Without providing a comprehensive list, such locations include:
  (1) growing, high-income (and high-rent) suburban communities with undeveloped land (e.g., Maple Grove, Eden Prairie).
  (2) emerging high-amenity (and high-rent) urban locations such as St. Paul's Lowertown and Minneapolis's warehouse district, riverfront, and St. Anthony Main areas.
  (3) suburban communities embarking on high-amenity mixed-use projects – of which current examples include Brooklyn Park (new Village development on Shingle Creek Parkway), St. Louis Park (Excelsior & Grand project), and Eden Prairie (Southwest Transit Station area).
- Site Issues/Additional Costs: Many of the alternative suburban areas that may attract development interest will offer raw, undeveloped land. Developers on such parcels need not incur costs to acquire and demolish viable buildings. These cost issues may make it difficult for the middle segments of the Study Area to attract private developers.

[3] This is roughly consistent with figures provided by Colliers Towle, showing vacancy rates of 11.6 percent in office/showroom properties, 13.5 percent in office/warehouse properties, and 18.6 percent in bulk warehouse properties.

FINANCIAL ANALYSIS
MIXED-INCOME RENTAL APARTMENT SCENARIO

	Size	Units	Total Flr. Area	Monthly Rent	Annual Revenues	Revenue per s.f.
1 BR	700	26	18,200	$875	$273,000	$1.25
1 BR @ 60% median [1]		24	16,800	$863	$248,544	
2 BR Sm	875	26	22,750	$1,075	$335,400	$1.23
2 BR @ 60% median [1]		24	21,000	$1,035	$298,080	
2 BR w/den	1,050	20	21,000	$1,275	$306,000	$1.21
Common Area			4,000			
Totals		120	103,750		$1,461,024	
Less Vacancy/Collection Loss		@ 7.0% of gross possible income			($102,272)	
Gross Effective Income					$1,358,752	
Less Operating Expenses		@ 30% of gross possible income			($438,307)	
Net Operating Income					$920,445	
Total Development Costs		@ $133 per sq. ft.			$15,612,300	$130,103 per unit
Tax Credit Equity		valued @ $.78/$1 credit			$3,726,344	
Other Equity					$3,870,956	24.8% of total cost
Stabilized Net Cash Flow					$153,408	
Developer Fee		15%			$1,873,476	

[1] Minnesota Housing Finance Agency maximum gross rents

Because of such drawbacks – and based on existing rents in the Study Area and nearby areas (see Exhibit 6), high-end monthly rents are not likely to approach $1.60 per square foot, but might reasonably approach $1.20 to $1.30 per square foot.

In this general rent range, new projects would not be able to support new development costs without assistance. As shown in the following exhibit, however, if the project can draw upon equity from low-income tax credits as well as up to 25 percent of its costs from other sources of public or nonprofit financing, the project will be able to generate positive cash flows (which are typically redistributed to public sponsors) while providing the developer with a "developer fee" payment (which may be applied to other projects).

Overall Residential Development Outlook

While many such projects will encounter financial barriers and may require public funding assistance, rental as well as for-sale residential development opportunities in the Study Area could draw interest from for-profit as well as non-profit developers.

Tax credit financing, available through the MCDA (as the Minnesota Housing Finance Authority's sub-allocator of such funds), has made mixed-income rental projects attractive. While for-profit developers do not derive annual operating revenues from such projects, they nonetheless earn attractive developer fees without committing their own equity. Other important sources of financing assistance for various types of housing include historic preservation tax credits, tax increment financing, tax-exempt bonds, and various public grant programs.

In addition to for-profit developers, nonprofit agencies such as Alliance Housing, Central Community Housing Trust, ArtSpace and others may find the area suitable and appropriate for affordable housing projects that fit their various missions.

Industrial Development Potential

Industrial development does not offer a short-term development opportunity in the Study Area. As of year-end 2002, United Properties estimates vacancy rates in the Twin Cities industrial market at 14 percent.[3] While this represents a slight improvement over the mid-year level of 14.6 percent, vacancy rates have increased from 10.4 percent at the end of 2000 and from 13.3 percent at the end of 2001. Moreover, employment forecasts project that the area's strongest

growth will occur in the office-oriented services, trade, and finance/insurance/real estate industry sectors. In comparison, manufacturing industry employment growth is forecasted at the comparatively low rate of just 6 percent over a ten-year time frame.

EMPLOYMENT GROWTH OUTLOOKS
TWIN CITIES METRO AREA: 1998-2008

Industry Group	#	%
Ag/Forestry/Fishing	1,156	10%
Construction	8,760	14%
Manufacturing	16,228	6%
Transp/Comm/Util	14,402	17%
Trade	51,571	14%
F.I.R.E.	21,351	18%
Services	159,360	28%
Government	7,811	8%

Source: Minnesota Dept. of Economic Security.

These projections are consistent with recent results, which, as shown in the tables above, show that manufacturing industries have sustained significant job losses in the City of Minneapolis during the late 1990s as well as in more recent years.

EMPLOYMENT GROWTH BY INDUSTRY SECTOR
HENNEPIN COUNTY and CITY OF MINNEAPOLIS: 1994-2000

Industry	6-Yr. Change in # of Jobs Hennepin Co.	Minneapolis
Construction	9,301	1,030
Manufacturing	-2,852	-6,670
Durable	1,532	-2,245
Nondurable	-4,384	-4,425
Transp/Comm/Utility	9,937	774
Wholesale Trade	6,764	546
Retail Trade	12,224	2,794
F.I.R.E.	9,992	3,675
Services	52,600	20,062
Legal/health/business	64,830	25,252
Government	3,708	1,638
Total	102,813	24,267

Source: Minnesota Dept. of Economic Security.

Since 2000,[4] overall employment growth has declined, but positive growth has continued (or sustained lesser declines) in various professional (e.g., business, health, education, financial) service sectors.

Notwithstanding recent manufacturing job losses in the City of Minneapolis, in and around the Study Area, the Seward Business Park is almost fully absorbed. Over time, as the industrial market recovers, this area could most likely support additional industrial space; new buildings would ideally offer a combination of office and warehouse space featuring high (e.g., 18'– 30' clear) ceilings. As centrally located industrial space grows increasingly scarce in the Twin Cities, this general location will continue to serve a market need.

To the east of the Seward Business Park, industrial properties fit comparatively lower-end profiles, accommodating bulk warehousing and manufacturing uses rather than office/tech/flex uses. Most industrial lease rates fall within a range of $3 to $4.50 per square foot on a net basis. Tenants seeking inexpensive space for storage and/or manufacturing uses may find such properties suitable. However, while these locations can continue to accommodate industrial occupancies, at these lease rates they offer limited potential for substantial new investment. Moreover, at this time, substantial vacancies exist in the building at 3415 East 27th Street, indicating the market's limited depth of demand for such space.

Given these general market conditions, within a short-term time frame, industrial development does not appear to offer a strong opportunity in the Study Area.

[4] For the period after 2000, employment statistics available from the Minnesota Department of Economic Security are presented in accordance with the recently introduced NAICS (North American Industrial Classification System) rather than the previously established SIC (Standard Industrial Classification) coding system. Since these classifications are not consistent, employment data are presented in two separate tables.

RECENT EMPLOYMENT GROWTH [1]
CITY OF MINNEAPOLIS: 2000-2001

Industry	2000	2001	Change
Government	50,770	51,603	1.6%
Manufacturing	22,669	21,345	-5.8%
Trade/Transp/Utilities	40,380	39,056	-3.3%
Information	14,317	13,127	-8.3%
Financial Services	34,417	34,798	1.1%
Professional Business Services	63,684	63,195	-0.8%
Education/Health Services	39,136	40,453	3.4%
Leisure/Hospitality	25,345	25,009	-1.3%
Other Services	11,175	11,627	4.0%
Total	308,238	306,563	-0.5%

[1] Data for 2000 and after are presented in NAICS (North American Industrial Classification System) rather than SIC (Standard Industrial Classification) categories.

Source: Minnesota Dept. of Economic Security.

Commercial Development Potential

Commercial development projects may offer opportunities within the Study Area, but such projects will target locations near the LRT station, existing retail centers, and the primary commercial corridors along Lake Street (which currently maintain substantial inventories of vacant space).

Office development is particularly unlikely in the short-term. Vacancy rates in the regional office market continue to increase, with various estimates[5] ranging from 16 to 17 percent, with overall availability (including leased but unoccupied space available for sublet) in excess of 20 percent.

In the Study Area, the recently renovated Coliseum Building has achieved full occupancy, but its tenant base draws heavily on a narrow niche of public and local nonprofit organizations; the depth of these office niches appear limited in the short run.

In the general Study Area, retail development may offer potential opportunities; planned improvements such as the opening of the LRT line, a new farmers' market, and potential changes at the existing Minnehaha Mall may spur new investments in realigned, renovated, or other such retail properties in and around the Minnehaha Avenue/Lake Street area.

In the middle segments of the Study Area, however, significant retail development is not likely to occur. While local entrepreneurs may pursue small-scale retail business opportunities in scattered locations, most developers would target the primary commercial corridors, where they may be able to attract established, credit-worthy tenants.

Site and Formats

Along the Greenway, the most likely development sites are those that can offer (1) nearby amenities such as recreational facilities or river views, (2) reasonable proximity to the Minnehaha/Lake retail and transit amenities; and (3) either undeveloped land areas, inexpensive demolition/site preparation requirements, or buildings offering attractive opportunities for adaptive reuse programs.

Among these amenities, proximity to light rail, and industrial buildings offering historic character are less easily replicated in other locations. Therefore, properties offering these types of amenities – possibly including the Ivy Building or the Shasta Bottling Plant – may offer attractive potential for adaptive reuse. In addition, other properties that can be assembled and prepared for development at minimal costs (relative to undeveloped land) may be relatively scarce in urban locations such as the Study Area.

[5] Colliers Towle; United Properties.

Neighborhood and Business Owner Input to Plan

The Steering Committee took the charge of gathering input for the planning process seriously. At the first public meeting, it was obvious that business owners were not present. The second public meeting was structured to occur as two separate yet identical meetings – one on a Saturday morning and another on a Tuesday evening – in order to encourage participation. While neighborhood participation was high, there was only one business owner that chose to participate. Again, the Steering Committee determined that input from business owners was critical to the planning process and another meeting was organized, this time as a noon meeting that would, hopefully, allow for the necessary insights of business owners to be brought to the process. This format was successful in attracting business owners and became the model as the plan evolved: each subsequent meeting had an evening and a noon component to give residents and businesses alternate forums to provide input.

The final public meeting was an open house, during which those in attendance viewed the work accomplished and then listened to a presentation. Questions were addressed privately or during an open forum session following the presentation. Again, both evening and noon meetings were conducted to maximize opportunities for participation.

The multi-meeting approach resulted in significant public participation. The Steering Committee's efforts were rewarded when, following the concluding open houses, there was strong consensus that a fair and balanced land use plan had been formulated. In the end, the planning process engaged more than 360 people in a total of 10 meetings, and significantly, the owners of every business in the plan area had the opportunity to hear the directions for land use and contribute their ideas and concerns.

Several formats for public involvement were used in the design process including brainstorming sessions with the steering committee, business owner lunch meetings, community design workshops and open houses.

Input was not limited to public events. The Steering Committee itself played a major role in analyzing the input received at public meetings and shaping the directions for land use. More than 24 meetings were conducted with the Steering Committee during the seven month process of creating the plan.



Several design workshops and public open houses were held in the Ivy Building, one of several opportunity sites identified in the corridor.

Throughout the planning process, the following public meetings were conducted:

Meeting	Date and Time	Location	Attendance[1]
Public Meeting One	11 March 2003, evening	Brackett Park	62
Public Meeting Two	12 April 2003, morning 15 April 2003, evening	St. Albert's Church Carpenter's Union Hall	23 29
Business Owners Meeting	29 April, noon	Ivy Building	36
Design Workshop One	13 May 2003, noon 13 May 2003, evening	Ivy Building	17 31
Design Workshop Two	23 June 2003, evening 24 June 2003, noon 24 June 2003, evening	Ivy Building	29 12 12
Open House	22 July 2003, evening	Ivy Building	57
Business Owners Meeting	23 July 2003, noon	Ivy Building	50

Note 1: Attendance figures are based on people who signed attendance sheets.

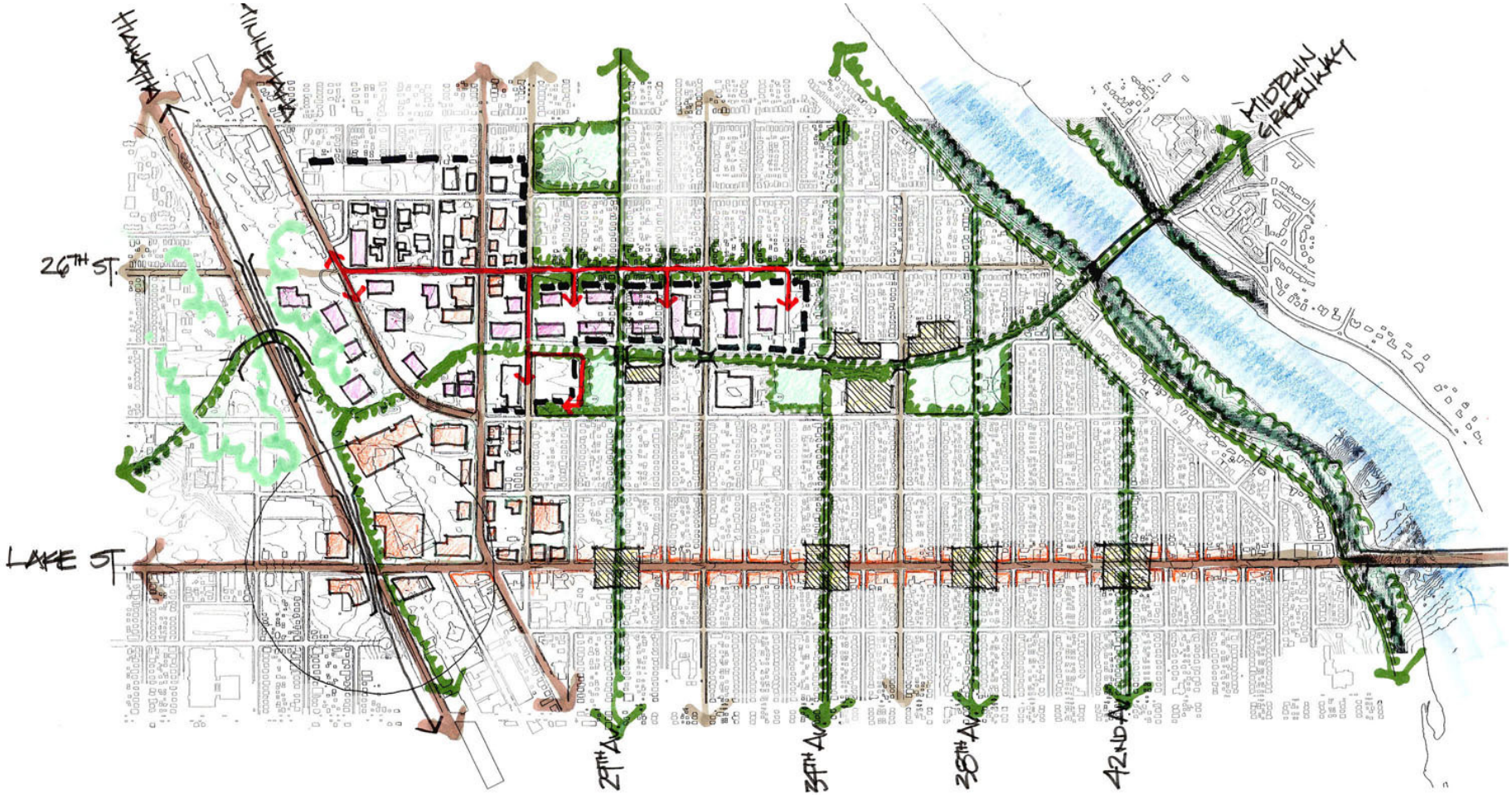
Meeting	Key findings and directions established
Public Meeting One	Concerns were highly focused on the immediate areas near their homes. This type of localized concern is noted for the following areas: -The speed of traffic and number of trucks on 26th Street; -The encroachment of industrial uses on the block-and-a-half of residential uses between the Greenway and 26th Street, and the concern over the industrial zoning classification of parcels currently used for housing; -Traffic issues on 28th Street; -Impacts of industrial uses at the Tyro Building (Metro Produce) on nearby residential uses. Participants were generally aware of the potential recreational amenity of the Greenway and they seemed to recognize the potential for LRT to have a positive impact on the area, particularly for pedestrian orientation and expanded housing opportunities. There was strong expression of the need for more green space, as well as connections to the Greenway. Most groups noted a desire for the evolution of industrial uses (or many industrial uses) to various forms of residential development.
Public Meeting Two (sessions 1 and 2)	There seemed to be strong agreement on the need for traffic calming, especially on 26th Street. There was less consensus on the patterns of truck movement. Some meeting participants favored scenarios which moved trucks off 26th Street and onto a new 27th Street "truck way". Others viewed the creation of a "truck way" as an intrusion upon the Greenway or that it resulted in too much land being dedicated to another street. Many participants felt that the issue of trucks around the Metro Produce building was not adequately resolved by any of the scenarios. The area of most common agreement focused on the notions of "greening" and creating additional open space in the study area. Meeting participants voiced strong favor for the ideas posed for NoLo Park, the creation of an enhanced urban forest (in industrial areas at the west end of the study area), the development of an expanded green connection between the Sullivan School play yard and Brackett Park, and the north/south "green fingers" or north/south connectors that attempted to link areas more remote from the Greenway to the new amenity. Residents of the "island of residential" strongly favored scenarios that maintained residential use, with corresponding zoning. Similarly, participants preferred scenarios that emphasized residential uses along the Greenway and reduced or limited industrial uses. Density of housing was not resolved, as participants noted that housing of higher density might occur along the Greenway at the same time that residents' comments were made suggesting high density is not desired. There was a sensitivity to the jobs and tax base offered by industrial uses, but it seemed secondary in importance to the idea of evolving industrial uses to housing (at least for most meeting participants). The idea that industry might be "themed" – using an eco-industrial model – was viewed favorably. Meeting participants made several comments suggesting that there was too much concentration of industrial uses along the Greenway and that there should be no additional industrial uses in areas along the Greenway east of 26th Avenue. The desire for change in the area around Target/Minnehaha Mall/Cub Foods was also viewed favorably.

Business Owners Meeting	Business owners were introduced to the process as very few had attended the previous meetings. Business owners and residents expressed a desire to keep industrial jobs in the neighborhood. There was some concern over requirements and regulations that the Greenway development might cause. Truck access to the neighborhood from regional transportation corridors and local traffic were also issues of concern.
Design Workshop One	This workshop focused on opportunity sites in the east end of the study area, including Gopher Roofing, the Shasta site, and Empire Glass. The workshop demonstrated ways in which positive steps might be taken on some properties to encourage a better "short-term" fit to the neighborhood and the Greenway, as well as some long-term redevelopment opportunities. There seemed to be consensus on most of the development scenarios.
Design Workshop Two	This workshop focused on opportunity sites around the "Island of Residential" and the Metro Produce site. Several development scenarios were explored with a wide range of impacts. The primary area of concern at the end of the workshop were the unresolved truck noise problem at Metro Produce and the density of housing units being proposed for the Island of Residential north of the Greenway.
Open House	Participants noted that the directions for the plan had progressed significantly since the last meeting and that, on the whole, it was a fair and balanced plan. Specific concerns remained about the need for traffic calming and the need to define density. There seemed to be a genuine fear of "high density" residential. Proposals for live/work mixed use were favored by many participants. The evolution of the identified parcels from industrial to residential use was also viewed favorably, with the positive effect of this change on the Greenway noted. Residents noted that the issues surrounding Metro Produce are not resolved by this plan. Residents continued to urge the slow transition of industrial areas toward residential use.
Business Owners Meeting	Participants noted that the plan is sensible and acceptable. For many participants, this was their first exposure to the planning process and it seemed that they were responding favorably to the directions shown. Support for continuing industrial use in the neighborhood was appreciated. Individuals urged the consultants to continue to push for the extension of the "green" of the Greenway into more green spaces in the neighborhood, especially when sites are redeveloped.

Exploring Options - Early Land Use Scenarios

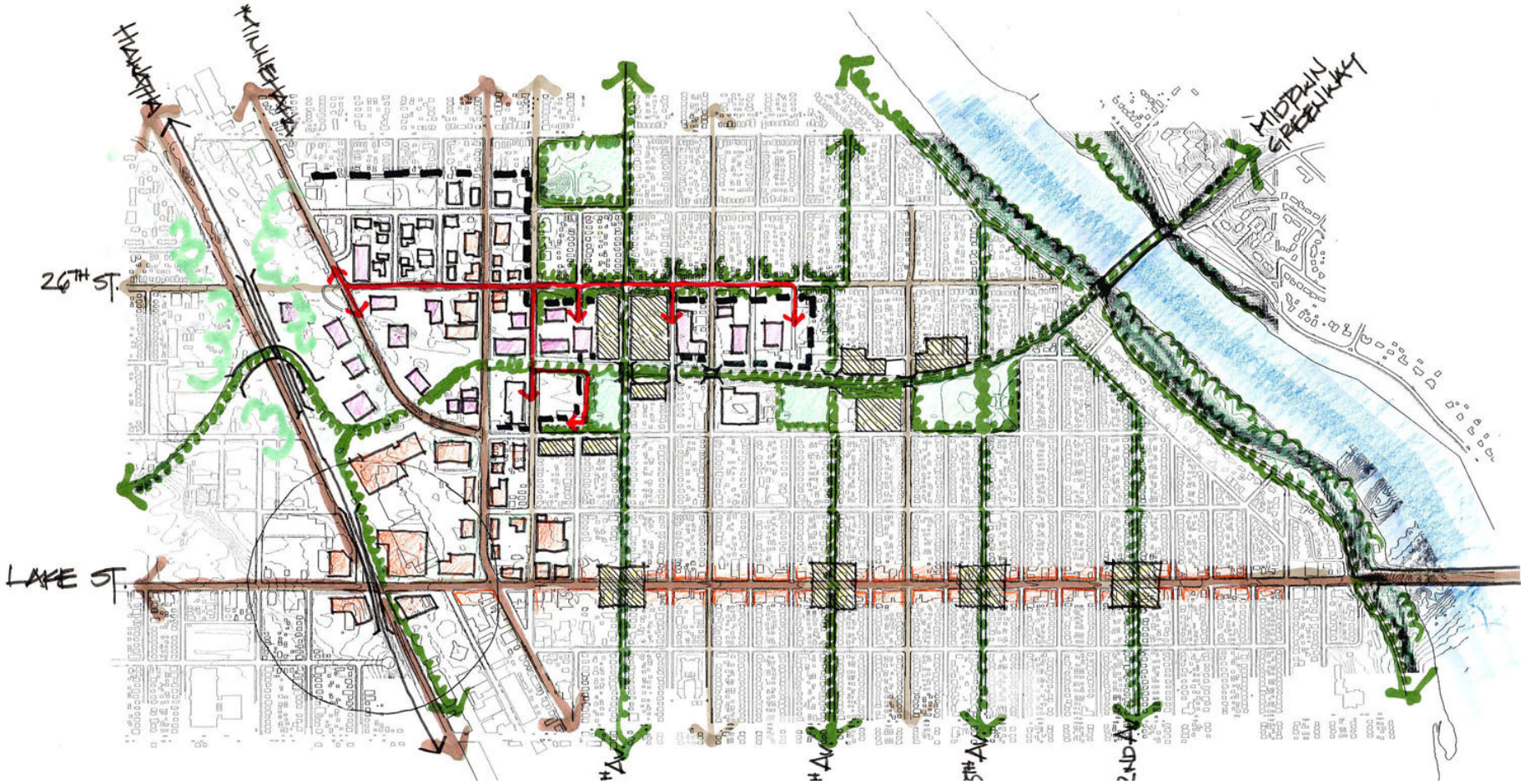
In the early stages of the planning process, alternatives were proposed as a way of eliciting responses from stakeholders, but not necessarily as a final solution. Initially, residents proposed wholesale elimination of some industrial uses. Businesses proposed wholesale elimination of some residential areas to create room for industrial expansion. In considering alternatives – posed as a series of "scenarios" – participants struck a balance that envisioned alternating residential and industrial uses and green space along the corridor to create a more populated, accessible Greenway.

Agreement was achieved quite readily for some of the changes posed by the scenarios. While they would be fine-tuned in the final version, the points of agreement included:



Scenario X Key Points *26th Street remains the main truck route with industrial uses fronting on the street. The street is redesigned for slower speeds with heavily planted boulevards. Industrial uses are developed north of the Greenway between 29th and 31st Avenues. The Metro Produce property is accessed from the north and screened from the neighborhood on the south.*

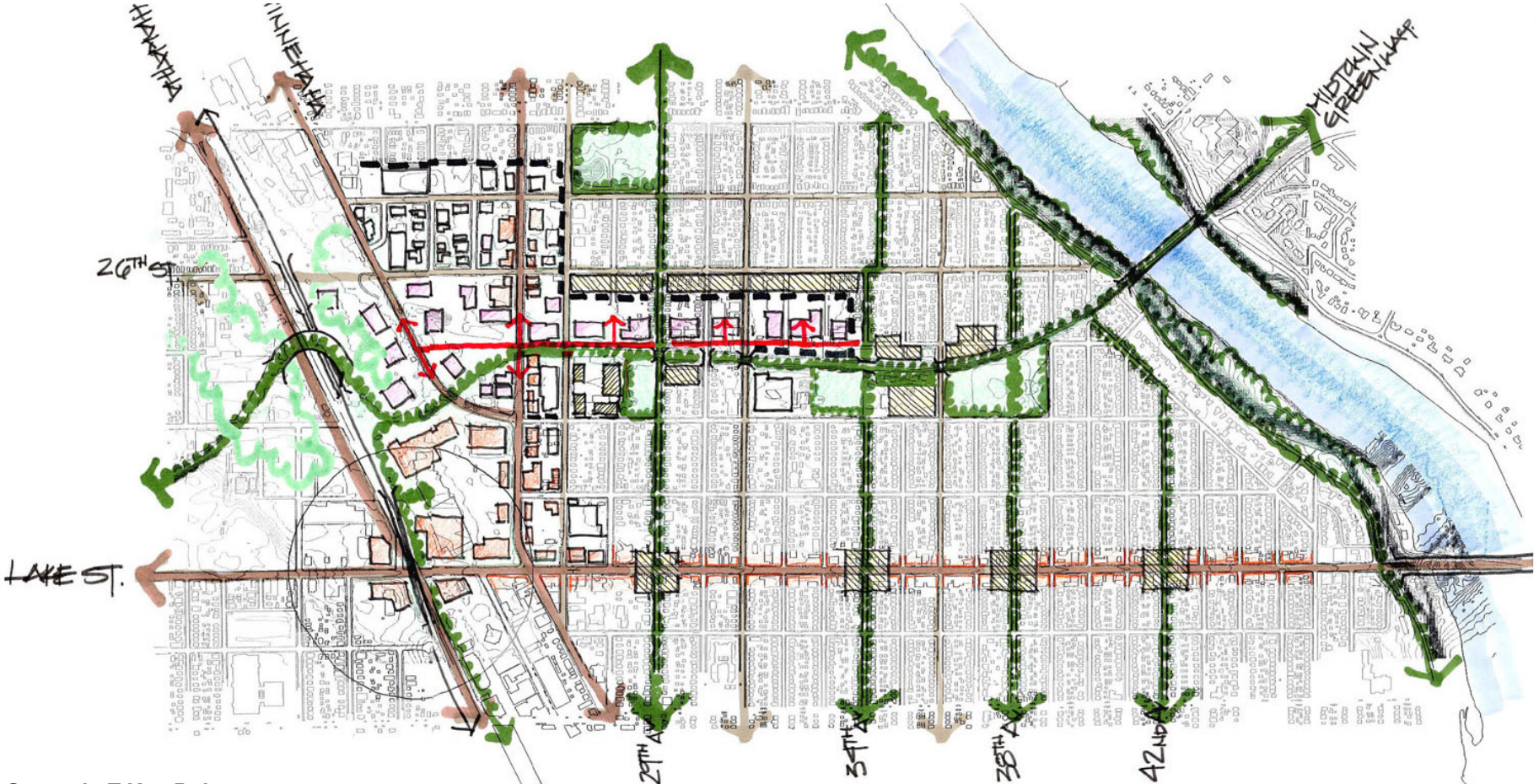
- Industrial parcels (Gopher Roofing, Shasta Building and Empire Glass) along the easterly end of the Greenway should evolve to residential uses.
- The Shasta Building should be considered for reuse due to its architectural character, but the balance of the site should be redeveloped as housing (particularly because it is along the Greenway and between the Anne Sullivan School play yard and Brackett Park).
- The Mack Engineering, Hiawatha Metalcraft and Hauenstein & Burmeister sites should remain in industrial use because they are large sites with viable businesses that contribute to the job base. There is also a potential for the underlying soils to be contaminated because of the industrial history of the sites.
- Large sites such as these can more readily justify the financial burden of a re-zoning



Scenario Y Key Points: *Housing on 29th and 30th Avenues remains as is. 26th Street remains the main truck route and is redesigned for slower speeds witheavily planted boulevards. Industrial uses are developed north of the Greenway between 29th and 31st Avenues. The Metro Produce property is accessed from the north and screened from the neighborhood on the south. The property south of Metro Produce is developed as mixed-use and housing.*

process. Allowing existing large industrial sites to remain in the proposed land use plan does not eliminate the potential for rezoning of specific parcels in the future.

- The block and a half areas north and south of the Greenway at 29th Avenue that are now zoned industrial, but which are primarily residential in use, should evolve to a residential use that leaves open the option for home-based offices or workshops or small stores at street level on the Greenway, with residential uses above. Reinforcing the residential character of this area will provide safer north-south pedestrian corridors connecting the surrounding residents with the Greenway.
- The Ivy Building could be reused as a live/work complex that would permit light industrial uses, workshops and offices at street level, and a mix of offices and residential uses on the second floor.



Scenario Z Key Points: *Housing is redeveloped into new industrial between 29th and 31st Avenue with a residential "face" on 26th Street. The housing area is expanded between 31st and 34th Avenues north of the Greenway. Truck traffic is removed from 26th Street with 27th Street becoming the new Truck route with direct accessto Minnehaha Avenue. Industrial uses are developed north of the Greenway between 29th and 31stAvenues. The Metro Produce property is developed into Greenway housing.*

- The landscape west of 27th Avenue is denuded and unfriendly. Trees, shrubs and additional landscaping should be encouraged on private and public land to recreate the urban forest canopy, including the area adjacent to the Hiawatha LRT line.
- Contemporary industrial uses, typical of the areas west of Minnehaha Avenue, should make more intense use of their sites by sharing parking and truck loading areas, reducing setbacks and "stacking" offices over their industrial components. Multi-story light-industrial buildings should be considered as industrial land becomes more scarce.

The scenarios envisioned varying patterns of land use in areas along the Greenway, but also suggested some features that ultimately would become important in defining directions for the study area:

- The intensification of an "urban forest," especially in areas to the west of 27th Avenue where the suburban business park character lies in rather stark contrast to the character of the neighborhood to the east.
- North-south, pedestrian-oriented links to the Greenway should be created at 29th Avenue, 34th Avenue, 38th Avenue and 42nd Avenue to provide access to areas of the neighborhood that are more distant; the links would strive for a better balance between vehicles, bicyclists and pedestrians and should include wider sidewalks, pedestrian-scale lighting, grade-separated bicycle paths and more intensive landscaping. The intersection of these pedestrian-oriented links with Lake Street should redevelop with more intensive housing uses over the long term.
- The intersections of 31st Avenue and 36th Avenue with Lake Street should be intensified as neighborhood commercial nodes with housing above, as existing properties redevelop.
- As stated in the *Hiawatha/Lake Station Area Master Plan* and the *East End Revival Plan*, Target and Minnehaha Mall are seen as the key commercial center for this part of Lake Street, but its character should evolve to better accommodate pedestrian and bicycle access to shops and the Lake Street LRT station and, in the future, become a mix of shops with housing above (a current development proposal suggests that housing might become a part of the site in the near term); while a concept for redevelopment of Target/Minnehaha Mall was not formulated as part of this Plan, it should be a high priority when these property owners express a willingness to participate.

The purpose of the scenarios proposed at the public workshops was to test certain patterns, gauging stakeholders' responses to potential changes. As a result, some scenarios elicited support for changes that were quite significant, including:

- The gradual greening of the area adjacent to the Greenway into a linear urban park.
- A pattern of higher density in both residential and industrial use.
- The focusing of residential buildings toward the Greenway and the possible placement of new buildings directly at its right-of-way, which would allow front door egress directly onto the Greenway.
- The potential to vacate 27th Street between 29th Avenue and 30th Avenue to allow for Greenway-oriented residential development.
- The incremental replacement of some industrial uses with new housing opportunities.
- The incremental replacement of some residential uses with new industrial opportunities.

Grappling with difficult issues also led to a recognition that agreement could not be reached for some conflicts. The Metro Produce building on the south side of the Greenway between 27th and 29th Avenues is one such site. The business is primarily one of distribution, where quantities of produce are brought in by truck in large lots, processed, divided and redistributed locally. The trucks, particularly the long-haul semis with refrigerated trailers, generate noise and diesel fumes that are unpleasant for residents in the immediate area. Conversely, the business provides more than 100 jobs and has invested heavily in infrastructure to intensify their use of a building with significant physical and economic utility. It was impractical and unacceptable to the business to suggest that this property might be redeveloped as a residential use in the near term. It was equally unpalatable to neighbors to suggest that their homes be eliminated in order to create a buffer between more distant residential areas and this business. In addition, a portion of land on the

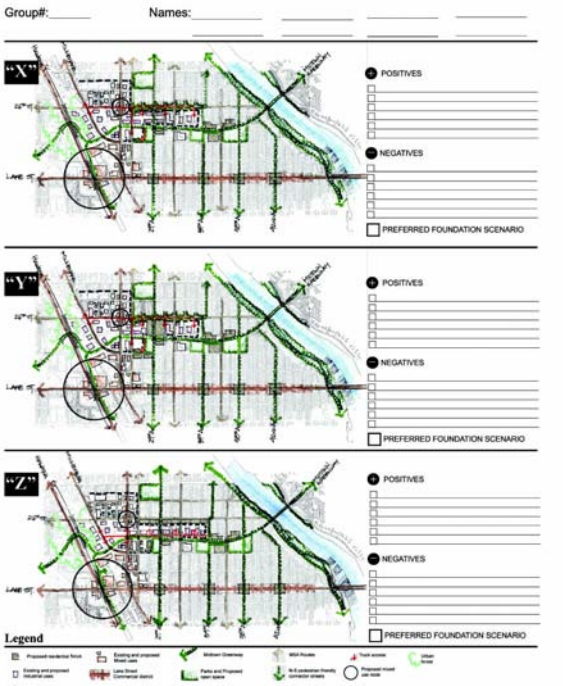
northern part of the property abutting the Greenway (known as the Deep Rock site) is heavily polluted.

All parties, including residents, the business owner and the property owner recognized that a solution to these conflicts must be reached. This report suggests an interim solution of erecting a decorative wall as a sound barrier between the trucking activity and residential properties. A long-term land use solution will evolve over time but, again, this property is of such a size that rezoning can occur at a future time at the request of the property owner.

The eastern, undeveloped portion of the Metro Produce site, including the heavily polluted portion owned by the MCDA, was the subject of a creative proposal for re-use as a neighborhood park. While this proposal received strong support from neighboring residents, it was not supported by the business owner, who wishes to reserve the option for future expansion on the site. Any development that occurs on this site should contribute to a solution to the problem of truck and refrigeration noise and keep truck traffic in residential areas to a minimum.

Out of the struggle to find solutions to the conflict between uses in the area of Metro Produce came agreement on some essential principles for new industrial development or redevelopment which are already recognized in the Minneapolis Plan:

- Discourage industrial uses that are heavily truck dependent or where trucking activities will negatively impact residential uses.
- Provide "on site" mitigation of the undesirable effects of development on neighborhood livability.



Above: The worksheet used by participants for writing positive and negative comments for each land use scenario. Participants also used the worksheet to explain their group's preferred foundation scenario.
Below: A workshop table leader presenting his group's comments on the land use scenarios.

The review of scenarios at two workshops plus subsequent review of development alternatives for specific sites, identified a direction that would be acceptable to most stakeholders. While the dramatic changes posed by some alternatives were not supported, a direction that suggested incremental change and the continued mix of uses formed the foundation for a land use plan.

Coordination with Previous Planning Efforts
Directions suggested by the scenarios complement previous planning efforts undertaken by the neighborhoods and should be considered and implemented in concert with those plans. In particular, the *East End Revival: Cedar, Hi-Lake and 27th Avenue Redevelopment Plan* offers guidance based on a series of initiatives aimed at:

- Developing mixed-use patterns of development with a strong orientation to transit and pedestrians. The land use plan for Phase Three of the Greenway focuses attention on the patterns of residential and industrial use along the Greenway, but also recognizes the importance of mixed-use character in the areas nearer to Hiawatha Avenue.
- Creating new housing opportunities and choices. The land use plan optimizes parcels with redevelopment potential that abut the Greenway for housing development, particularly housing types that are new to the neighborhood.
- Reclaiming spoiled ground and surplus right-of-way to create new public spaces. While the East End Revival focuses on areas nearer

to Hiawatha Avenue, the opportunities explored for the NoLo Greenspace are consistent with those suggestions. It will be beneficial to apply similar goals for reclamation and public space as areas along Phase Three of the Greenway are considered for redevelopment.

- Creating new retail and entertainment opportunities. While the core of the Greenway will be largely residential and industrial in use, the need for attractive retail and entertainment activities will be accommodated in the areas around the 27th and Lake Entertainment District and an incremental evolution of the Target/Cub Foods/Minnehaha Mall site.

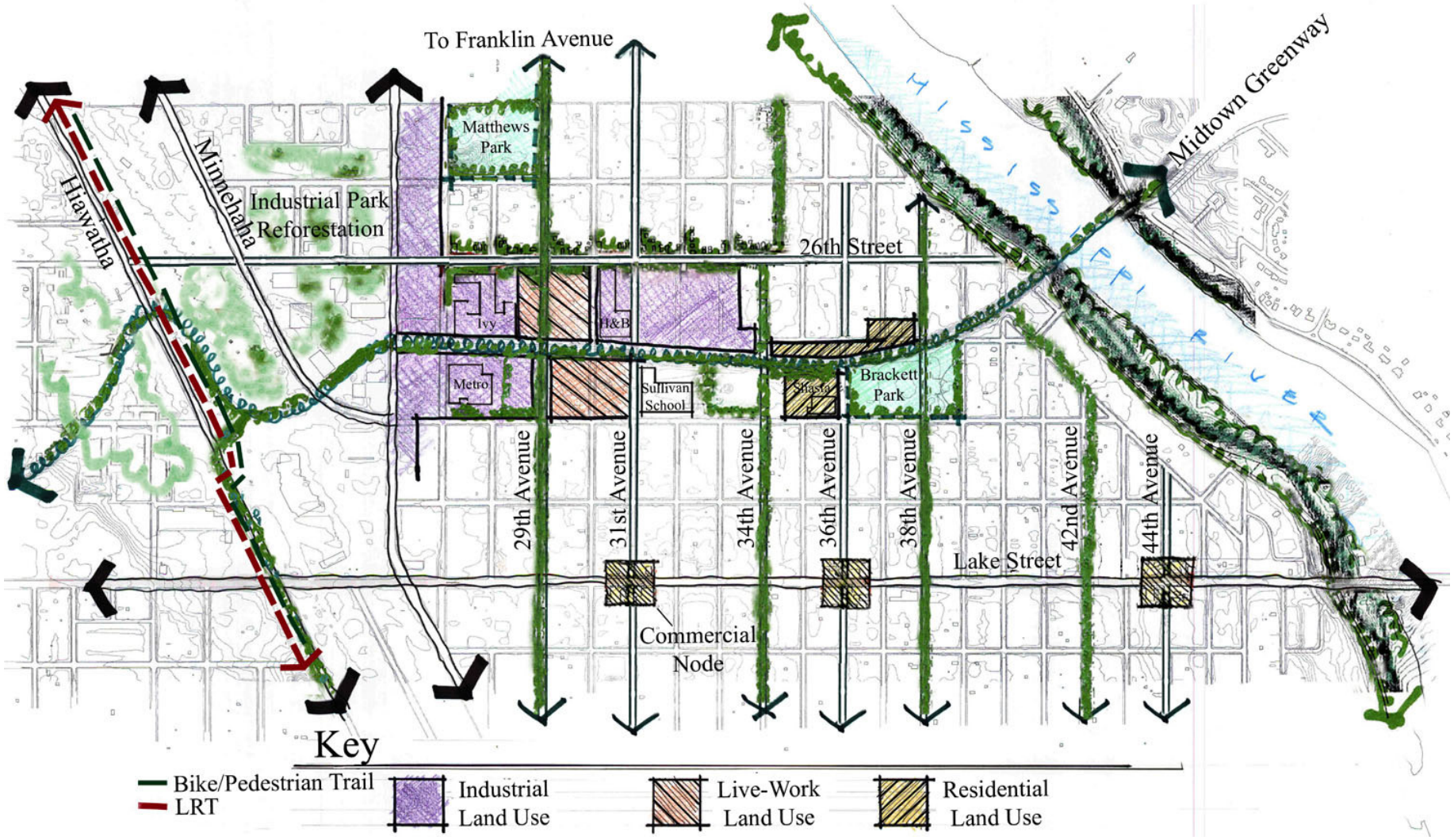
The East End Revival Plan includes specific initiatives supporting these broader directions, including:

- Initiative 2: *Hi-Lake Loop*
  The need for safe pedestrian and bicycle connections is addressed, in part, by establishing enhanced streetscapes along 21st Avenue, 32nd Street, Minnehaha Avenue and portions of the Greenway. The orientation of the streetscape allows for enhanced pedestrian and bicycle activity and connections to the LRT stop at Lake Street. Extension of this initiative further promotes connections to the Greenway for non-motorized modes of transportation.
- Initiative 3: *Lake Street Enhancements*
  Similar to the Hi-Lake Loop, enhancements to Lake Street would encourage pedestrian and bicycle activity through a program of enhanced streetscape while benefiting the identity of the East End as a district.
- Initiative 4: *Orchard Parking Lots and Alternatives to Private Parking Lots*
  Humanizing of parking lots through the introduction of trees and walks will enhance pedestrian activity and offer substantial aesthetic improvements in an urban neighborhood. As transit becomes more prominent in the neighborhoods, and as the Greenway begins to offer a compelling recreational and transit alternative, the evolution of large parking lots should be considered.
- Initiative 5: *Moline Housing*
  The East End Revival plan offered suggestions for an evolution on the block that accommodates Seven-Sigma. The "Moline Housing" initiative would allow for new housing uses in a historically significant building, with surrounding infill development that would create a reasonable transition to the neighborhood. While the Moline Housing project may not be immediately feasible, the directions for density are important: 20 to 30 units per acre in redevelopment projects should be the expected baseline for redevelopment feasibility and encourages a level of density that is supportive of transit-oriented development goals.
- Initiative 7: *Community Gardens and Greenhouses*
  This initiative is aimed at reclaiming unused or underutilized parcels for public use. In some cases, reclamation efforts would involve clean-up of environmental problems, but the overall greening of the neighborhood would have a significant impact. Importantly, this initiative enhanced the connection between the neighborhood and LRT; similar greening efforts would extend this initiative along the Greenway.
- Initiative 8: *27th and Lake Entertainment District*
  The area surrounding 27th Avenue and Lake Street offers an opportunity for a unique urban center, with ethnic restaurants, proximity to LRT and an engaging physical environment. While the land use plan for Phase Three of the Greenway does not include retail activities, it advocates for the location of new retail or entertainment uses in the 27th and Lake Entertainment District.
- Initiative 10: *Housing*
  Most of the redevelopment opportunities discussed in the land use plan for Phase Three of the Greenway are directed to ideas that were discussed as a part of the East End Revival. New housing might take any number of forms, but an orientation to the amenity of the Greenway will be a priority, as will development that accommodates transit-supportive densities at a baseline of 20 to 30 units per acre.

The *East Lake Street Corridor Study* also offers direction related to Phase Three of the Greenway. Although the study provides more guidance for architectural and site development guidelines, several points coincide with directions for this plan:

- The study suggests the creation of neighborhood nodes along Lake Street at 36th Avenue, 39th Avenue, 43rd Avenue and West River Road. New commercial space at these nodes might total 30,000 to 60,000 square feet over the next 20 years. The land use plan for the Greenway similarly recommends intensification at streets that create "green links" to the Greenway.
- In these nodes along Lake Street, mixed-use infill development would account for 200 to 300 new housing units. While this plan is less specific, the opportunities for creating new housing at densities in the range of 20 to 30 units per acre should be the goal at appropriate sites. Locations along Lake Street and abutting the Greenway would be examples of such sites.
- Like the land use plan for Phase Three of the Greenway, the East Lake Street Corridor study advocates for the creation of semi-public spaces and greening.

The East End Revival Plan and the East Lake Street Corridor Study offer direction that largely concurs with the scenarios posed in this Plan. The neighborhood will be responsible for reconciling differences in the plans, but those differences would seem to be a matter of degree, not direction.



Proposed Land Use Diagram for the greenway area.