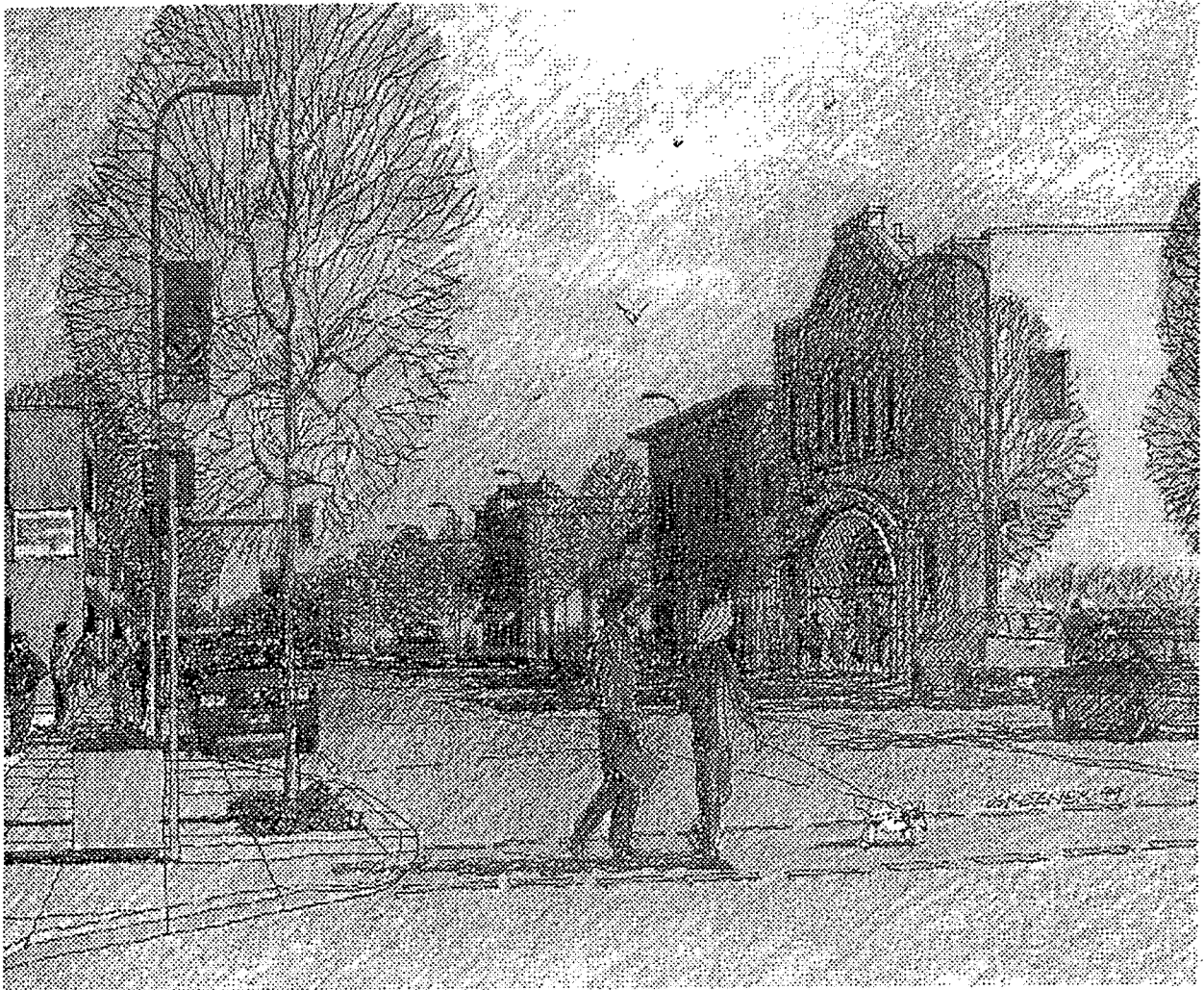


# VENTURA VILLAGE

## Comprehensive Land Use Master Plan



### *A Bridge To The Future*

*We measure the quality of our community by the way we provide for our children, our elders and our handicapped. It is the intent of Ventura Village to build community by laying a foundation on such principals and to organize its structure to guarantee the safety and happiness of our most vulnerable*

## **HISTORY OF THE AREA**

Recent Immigrants seeking affordable home-ownership originally built Ventura Village. These hard working people wanted better housing than they could afford, as well as economic opportunity. Building Duplexes, which were later to be used as collateral for small businesses, gave both affordable quality homeownership and economic opportunity. Ventura Village is the bridge that allows yesterday's solutions to be considered for today's problems in order to create a better future for the children and families of Old Immigrants and a whole new generation of "Recent Immigrants". Ventura Village includes a historic residential area, in which Victorian Mansions and Duplexes are mixed with Brownstone Flats on many blocks. The neighborhood contains the historic Park Avenue, formerly the home Minnesota's super rich. The neighborhood has traditionally provided a rich mix of social and residential types with Franklin Avenue providing a commercial corridor of "Mixed Use" businesses. Ventura Village is planning to bring back this rich blend of the past, to reweave the fabric of community, as a bridge to the Future.

Built environments speak loudly about who and what a community values. The quality of life for individuals, children and families greatly improves when a city neighborhood successfully reclaims its civic, economic and social vitality. The Ventura Village Vision was conceived and created by the residents of the sixty-five-block area known as Ventura Village. The "Vision" was conceived with the realization that residents of a community not only are in a position to know best what environmental concerns afflict that community, but are also in the best position to create the solutions to those problems. The "Vision" design concept was born out of careful, deliberate listening and learning from the people of the community about what is necessary to reweave the social fabric of the community while rebuilding a quality urban neighborhood in the heart of the city.

*This "Vision" is a model for community revitalization.*

Ventura Village is the area of Minneapolis generally north 24<sup>th</sup> Street and east of the I-35 Freeway, south of I-94, and west of the Soo Line Railroad; an Urban Island defined by the isolation created by a transportation system. Ventura Village is a seventy five-block area on the southeastern edge of Downtown Minneapolis. The Federal Government, the State of Minnesota, and the City of

Minneapolis have designated the Ventura Village area as an "Empowerment Zone". It also has been designated as a Federal "Weed and Seed" area. The Crystal Park Development would encompass the approximately fifteen-city block area that is bounded by I-94, Cedar Avenue and Hiawatha Avenue.

## MASTER PLAN AS CITY POLICY

The Ventura Village Mater Plan is proposed as both a short and a long-range plan for the redevelopment and enhancement of the Ventura Village area of the City of Minneapolis.

This Master Plan is advisable and serves as a declaration of intent. While by itself it does not commit the City to financial action, upon its adoption, all its goals, objectives and principals will become guidelines that inform City policy.

The Ventura Village Comprehensive Land Use Master Plan identifies private and public improvement projects and proposes changes in land use and development patterns that would be implemented over the long term, an approximately 5-year period. In part the Master Plan represents a return to successful design patterns from the past, which have proven to be successful, and a discontinuation of some patterns that have proven to be unsuccessful when applied to urban inner-city environments. The plan is designed as a long-range (20-years) guide not only for enhancing the community's physical character, but also for decisions about future public and private investments. The implementation of the Master Plan will be dependent on in some instances on property owner or private developer actions, and in other instances on the availability of and willingness to spend public funds. A widow of opportunity for major development presently exists due to the status of public coffers and private economic incentives. This "window" is temporal in nature and requires action in the near-term (3 to 5 years) for realization.

The Ventura Village Comprehensive Land-Use Master Plan is a short and long-range plan for the redevelopment and enhancement of the Ventura Village Neighborhood and Area. It outlines a future direction for land use that builds on the ongoing planning and development efforts that the community, on its own initiative has been involved in for the last few years in the area, its proximity and connection to downtown Minneapolis, its linkage to the City's network of parks, and the presence of the Hiawatha LRT. The Plan is advisory in nature and though it does not itself constitute a regulation, it is a declaration of intent. When the Master Plan is formally adopted by the City Council, all of

the goals, objectives and principles will become guidelines that direct City policy toward development and redevelopment in the area.

The Ventura Village Comprehensive Land-Use Master Plan is expected to be implemented over a three to five year period. The Plan identifies both public and private improvement projects. The Plan is designed as a guide for enhancing the physical character of the area as well as a guide for decisions about future public and private investment. The timing of plan implementation is dependent on the actions of private property owners, investors and developers, and on the availability of public and other funding sources.

Approval of the Master Plan is a first step towards fostering growth of the area in the proposed direction. While it does not guarantee that all elements of the plan will be accomplished in the exact direction planned, it ratifies the intent of the plan and signals optimism that the goals in the plan will be attained. (Barring adverse surprises)

## REDEVELOPEMENT OVERSIGHT COMMITTEE

This Master Plan document will serve as a road map for future development in the Ventura Village area, but it is not the only outcome of the planning process. The process also brought together a large group of individuals with a high interest in the future well being of the community.

It educated them regarding the nuances of current ownership, use and condition of the land, and the relationship of the community to the surrounding area and the City as a whole. Participation in the planning process and its accompanying empowerment strengthened the resolve of community members to see the plan through to fruition. Both community and committee members are committed to promoting plan implementation within groups that they represent, and in partnering with others in the acquisition of necessary funding and political will. This community driven planning and committee process represents organizational development that should be seen as an extremely valuable resource--one that needs to be appropriately utilized during implementation. The community members, empowered by the planning process, have already begun to amass the funding and outside development expertise to bring the plan to fruition.

For this reason it is recommended that the City Council establish a community-based Redevelopment Oversight Committee (ROC) to succeed the current Master Planning Committee. Members to the ROC would be the appointed

from the same community based committee that oversaw the Master Plan and ratify appointments of other members when appointed to the committee as the need for outside expertise arises.

The roles of the ROC would include the following:

- **Review of development applications.**  
It is expected that the Ventura Village Neighborhood organization would use the ROC as an advisory committee in the review process. Applications for development approvals would thus be reviewed first in the Roc, with a recommendation forwarded to the neighborhood board. After appropriate action by the ROC and the legitimate neighborhood citizen participation organization, these recommendations would be forwarded to the City Planning Commission to inform their action on the proposal.
- **Act as an advisory committee in the prioritization and staging of activities.**  
Work closely with other actors in the development of necessary work plans and budgets for plan implementation.
- **Act as an advisory committee in the formulation of a redevelopment plan and redevelopment plan modification for the area.**  
The completion of a redevelopment plan at the appropriate time is anticipated as an important element of the implementation of the Master Plan. At such time as the City Council authorizes the completion of a redevelopment plan, the Redevelopment Oversight Committee would serve in the role of community advisory committee.
- **Review MCDA land dispositions actions.**  
Where the MCDA is involved with acquisition and disposition of commercial properties, the committee would operate with review authority similar to the North Washington Steering Committee with respect to disposition of MCDA land acquired as part of the implementation of the approved redevelopment plan.
- **Recommend modifications to the Master Plan as needed.**  
These may include a refinement to the development guidelines of the plan, or may entail revisions to the recommended land uses. In particular, this function would be called upon if, with further analysis or

testing, one or more plan elements prove to be infeasible or if a major unanticipated development opportunity arises. In such an instance it is recommended that the issue be referred back to the Redevelopment Oversight Committee. The Redevelopment Oversight Committee, with assistance from appropriate City staff, would develop a proposed plan amendment and forward it for approval to the Planning Commission and City Council.

The establishment of an effective organizational structure was an extremely important next step in facilitating plan implementation.

Next step: It is recommended that a committee of voting and non-voting members of the Master Plan Committee, with support of Planning and MCDA staff, be convened to develop a recommendation for the composition and responsibilities of implementation entities, including a community based Redevelopment Oversight and Plan Review Committee.

## IMPLEMENTATION TOOLS

### Land Use Controls

The City of Minneapolis uses land use controls in its review of development proposals, and approval of formal applications for rezoning, conditional use permit, site plan review, variance, etc. The documents that will provide this regulatory framework for the Ventura Village area development proposals are the City's Comprehensive Plan, the Ventura Village Comprehensive Land Use Master Plan, the Zoning Code, and the zoning district designation assigned to each individual parcel. This combination of documents and zoning designations is extremely important in ensuring that future development of the area proceeds in the desired manner.

### Amendments to the Minneapolis Plan-----

The Minneapolis Plan, which was adopted as the comprehensive plan of the City of Minneapolis, describes the policy orientation of the City with respect to land use development. The following amendments to the Minneapolis are judged to be necessary to support the future of Ventura Village as outlined in this plan:

- 1
- 2

- 3
- 4

The above changes to the Minneapolis Plan are dependent on market forces, and in some case the cost of remediation of environmental contamination and acquisition of property. Some actions recommended in the master plan may prove to be cost-prohibitive. Further exploration of these important feasibility questions is recommended before taking action to modify the Minneapolis Plan. ( AREA FOR MC COMB REPORT)

### Rezoning-----

Implementation of the Ventura Village Comprehensive Land Use Master Plan will require rezoning many area properties. A Zoning overlay of the Ventura Village Area will be necessary to bring the zoning of the area into conformance with the intentions of the Master Plan and the existing land use. The City can undertake rezoning of the properties if property totaling at least 40 acres is evaluated. In the case of Ventura Village the amount of property needing to be evaluated far exceeds 40 acres. Alternatively a developer may apply to have a property rezoned if it is under that developer's control. The number of such requests that would be required to allow even a small percentage of the development planed in the Ventura Village area to be properly zoned would severely tax Planning Department staff resources. For this reason it is recommended that a one time zoning overlay be performed to take into account all the different elements of the Master Plan.

Rezoning of property does not imply an immediate change. Existing uses are "grand fathered." That is, the owner may continue the current use as a "legally nonconforming use" for an indefinite period. This is a fortunate situation, as the Zoning overlay will return much of the property to conformity with zoning code. If the non-conforming use is discontinued for a period of one year, or two-thirds of the assessed value of the property is destroyed (for instance by a fire), then a new use must conform to the new zoning classification. Any expansion of a nonconforming use of structure requires the approval of the City Planning Commission. The prior re-zoning of the area making most existing structures nonconforming, and the lowering of property assessments over the last few years has resulted in large areas not being returned to the use and density

that they were originally designed for after a small amount of sustained damage.

### Feasibility Testing----- (JIM MCCOMB)

As noted in the preceding sections, additional feasibility assessment was critical for plan implementation to proceed. Information that had been developed to this point suggested that the desired future of the area, as outlined in this plan, were likely to be attainable. However, when dealing with issues of unknown market conditions and the relocation of an unknown number of businesses at an unknown expense most master planning efforts find it prudent to proceed slowly with great caution. The nature of the Ventura Village Comprehensive Land Use Master Plan and its emphasis on in fill and not using Eminent Domain powers except in the most extreme situation has greatly mitigated this worry. The Ventura Village thought it best to error on the side of caution in its planning efforts and for this reason the best professional Feasibility and Market Analysis was contracted for so as to give the greatest confidence possible to the planning efforts. Additional assessment might be useful in several different informational categories.

- 1
- 2
- 3

Some of this work is already underway, and more is in the pipeline. Other information could be developed as part of the redevelopment plans for particular elements of the planning area.

### Redevelopment/TIF Plan-----

The completion of a redevelopment plan will be necessary for plan implementation. This plan is drafted by MCDA staff, and authorizes the expenditures of City funds to further the goals of the plan. The creation of a Tax Increment Finance plan allows the tax increment district to pay certain acquisition, site preparation, and development costs of area projects.



## Public Acquisition-----

Most redevelopment in the Ventura Village area is anticipated to occur through market mechanisms. Some of the new development in the area will be on property that is in public hands or a combination of public and private hands. While the Master Plan does not anticipate community support for Eminent Domain in the present residential areas of Ventura Village it remains a valuable tool that may be utilized under rigid conditions, ie the rail yard area which is known in the plan as Crystal Park.

The sentiment of both those attending the citizen participation meetings and taking part in the interview phase was that eminent domain was an option of the very last resort and would be discouraged at all costs. Trading other property in the area or having prospective developers pay more than the market rate was seen as viable options. The consensus was that the neighborhood should go on record as opposing eminent domain in all cases where it had not gone through a lengthy neighborhood review specific to each property.

## Public-Private Partnership-----

Public-Private partnerships are common in development where cleanup of contamination or mitigation for Economic Justice and Social Impact reasons are necessary and are expected to be required. Responsibilities for property acquisition and site preparation may be shared between the public sector and developer. The public sector normally plays a lead role in application to various funding sources for cleanup and "Mitigation" funds. This is particularly true when Social Impact and Economic Justice issues arise from major public projects such as the Hiawatha LRT Line.

## Coalition building with Funding Organizations/Development Partners----

Cooperation between the City, the community, and other governmental and non-governmental has already been extremely important in the Ventura Village area. The Ventura Village community has taken the lead role in initiating and carrying through this planning effort and hopefully will become the model of community based planning for the future. This model is based on a situation where communities plan their own future development and redevelopment, then call upon the resources of the City, County, Metropolitan Council, State,

Federal Government and other government agencies as partners to successfully realize those plans and that future.

City staffs have already been valued partners, and are expected to play an even more critical role in plan implementation. Through City staff the Metropolitan Council awarded \$150,000 in LCDA funds to complete portions of this Master Plan and to do the Market Analysis and the Feasibility Analysis. Further applications to Metropolitan Council, State of Minnesota, and Federal Agencies have been made or are in the process of being made.

"Fanny Mae" has worked to produce creative finance programs for portions of the plan and has made grants to pay for professional design on portions of the plan. Other non-profit organizations have made contributions to fund the planning effort. The neighborhood itself through its NRP funds has contributed funds to the planning effort and has made commitments to future funding of development portions during implementation of the plan.

The staffs of Senators Grams and Wellstone, Congressman Martin Sabo, and Governor Ventura have been instrumental in creating the plan so far and will be even more so in the implementation portion of the plan. Leaders and staff at every political level have made known their interest in facilitating such implementation.

The Ventura Village staff has actively recruited Developers to implement portions of the plan and has secured commitments for 62 million dollars of development during the planning phase. This figure is expected to triple in the first two years of the plan and then level off until market forces produced by that development and actual construction of the Hiawatha LRT creates a new round of market driven development.

### **Marketing/Business Attraction and Retention -----**

Marketing of the area may be an important element of promoting implementation of the vision of the area. Marketing can attract and retain businesses and uses that will establish and maintain the area's unique character. It may focus on the type of businesses thought most likely to thrive under the area's emerging market conditions. Residential development of live/work spaces would be consistent with this theme.

The Ventura Village residents and staff have shown themselves to be both creative and resourceful at personal and media marketing of the area and its

development potential. These marketing schemes were at the heart of creating and implementing the master planning process. This marketing is expected to continue and become even more sophisticated as additional capacity is built in the community.

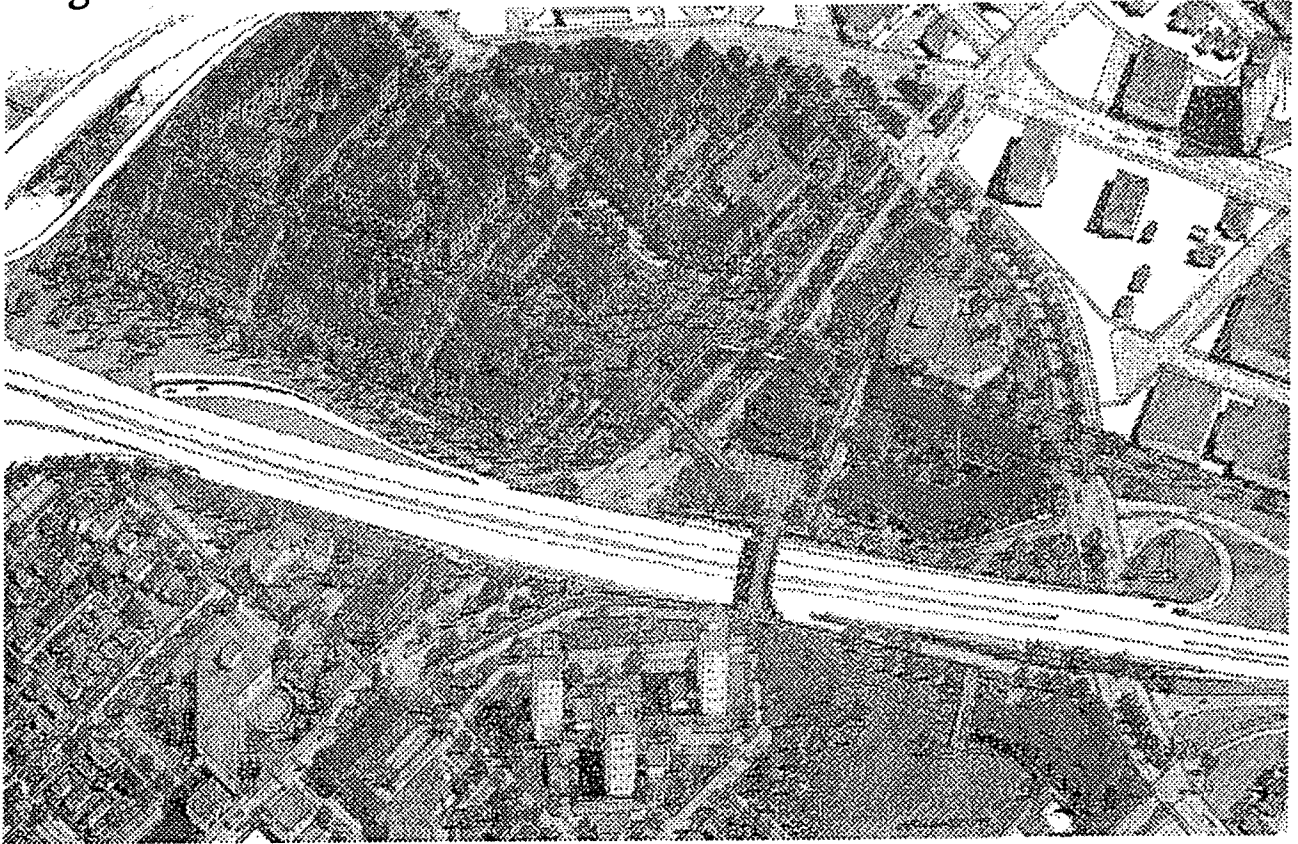
## IMPLEMENTATION PROJECT AREAS

## IMPLEMENTATION PHASING

## POTENTIAL FUNDING SOURCES

- T-21 Federal Dollars
- Foundations
- State Appropriations
- Federal Housing Appropriation (Demonstration Project for Affordable Housing, Community Based Design)

## The Crystal Park Rail Yard Project unites five distinct neighborhoods:



The **VENTURA VILLAGE Neighborhood** extends from I-35 to the Hiawatha LRT, which parallels Cedar Avenue. It includes an historic residential area, in which Victorian Mansions and Duplexes are mixed with Brownstone Flats on many blocks. While redevelopment of this historic housing and commercial space below housing has traditionally been avoided by area developers and not encouraged by Minneapolis Zoning Laws, an interest by those who wish to embrace "New Urbanism" and the disastrous housing shortage have combined to make the area one of the most desirable areas for rental property in the Metro Area. The redevelopment of this area for a mix of housing and commercial uses has recently begun to attract major development interest. The area had the Metropolitan area's largest increase in property value during 1999. The average increase in property value approached 100%. This historic increase can be traced to increase in Metro area property values in general and the Planning efforts made by Ventura Village's "Vision" changing the perception and marketability of the area.

**Seward** extends from Minnehaha Avenue on the West to the Mississippi River on the East. On the North it is bounded by Highway I-94 and on the South by (26?). The neighborhood is an example of what can be achieved with the infusion of large sums of public funds. An active neighborhood organization and the Model-Cities Program was able to create Milwaukee Avenue

**Cedar-Riverside** extends from the I-94 and I-35w Freeway exchange on the west and south to the Mississippi River on the north and east. The neighborhood is dominated, and almost completely occupied by three "Institutions": The University of Minnesota, Augsburg College, and a complex of high-rise apartments. The expansions of both Augsburg and The University have taken most of the land area not being occupied by the above-mentioned high-rise complex. A thriving commercial corridor extends down Washington Avenue from Highway I-35W and to and continues down both Riverside and Cedar Avenue to Highway I-94. This corridor contains many restaurants and bars

**Elliot Park-Downtown East** is roughly bounded by I-35 on the west, the Rail yards on the east Street on the I-94 on the south and the River or on the north. It has long been a mix of industrial, commercial and residential and is intended to remain mixed uses over time. The Hubert H. Humphry Metro-Dome Stadium dominates the area. A new mixed-income apartment complex, East Village is presently under construction. A LRT Station and a related one block mixed-use development are being planned in the area adjoining the stadium.

**Phillips** extends from 24<sup>th</sup> Street on the north to Lake Street on the South. Much of this sub-district is being revitalized as part of the City's Honeywell Urban Renewal Plan, and the "Sears " Commercial development. The area is also home to several large hospitals associated with the Alina Corporation. The Lake Street commercial corridor connects to the planned LRT station and is undergoing major urban renewal and revitalization at this time.

## **The Ventura Village Vision and Goals**

In 1999, the Ventura Village Master Plan Steering Committee, representing citizens, business owners, property owners and others with an interest in the revitalization of the Ventura Village and the Franklin Avenue area, completed a Development Plan for Minneapolis' South-East Downtown. The Ventura

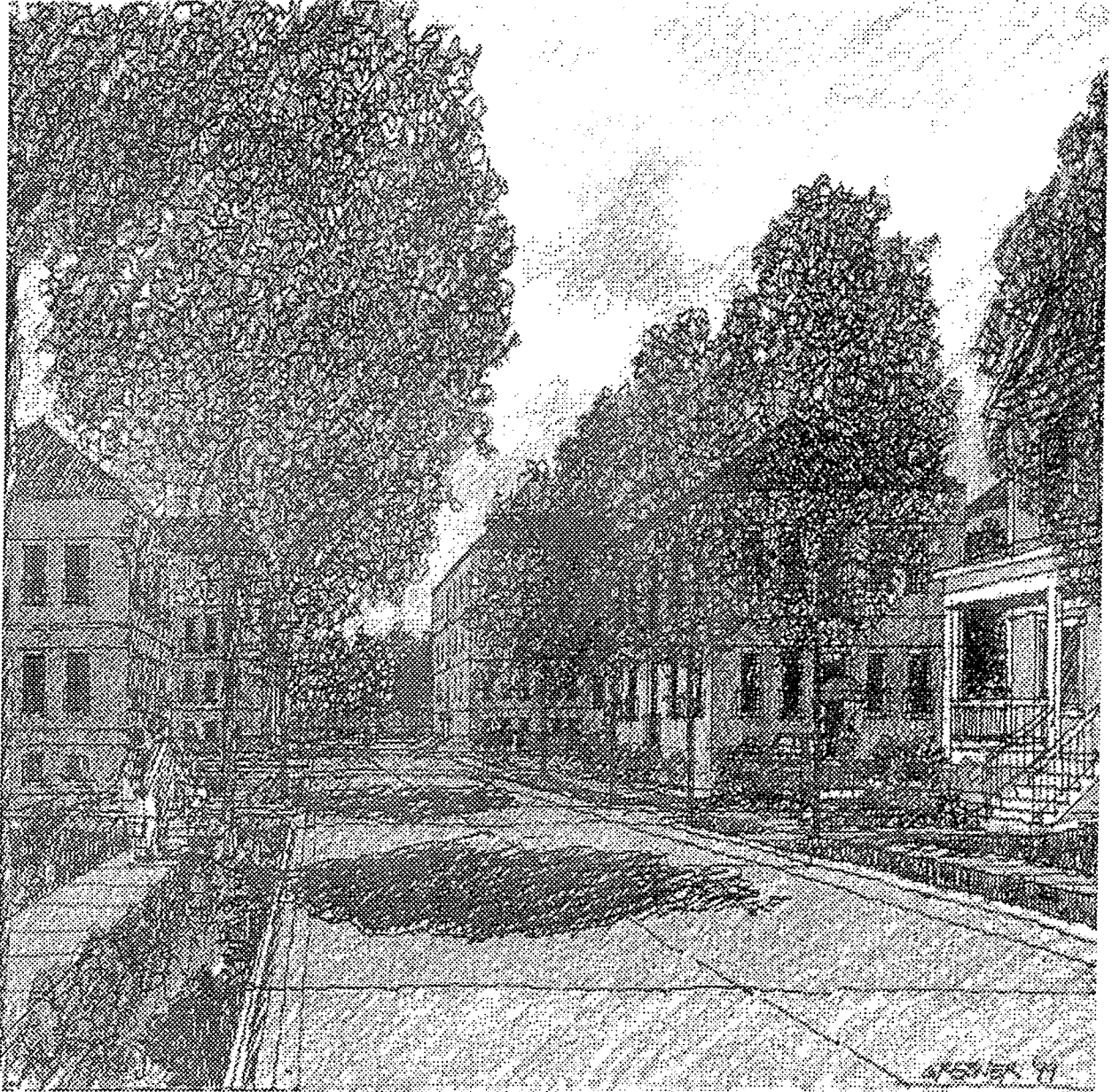
Village Development Plan started with the Ventura Village Vision, a document that was prepared in the summer of 1999. From this document a comprehensive plan was created. A Livable Communities Demonstration grant request was submitted to the Minneapolis City Council for consideration. After its approval by the Minneapolis City Council a Metropolitan Council Grant was applied for and approved to further the planning for future development. Much of the Ventura Village Vision and Development Plan will be carried out under the Minneapolis and Ventura Village Urban Renewal Plan. It is important to keep sight of the goals of the Development Plan, as they are the basis for the redevelopment of this area

*Goal 1: To Develop a Functional And Symbolic Relationship with Light Rail Transit.*

Ventura Village enjoys a regional asset, which is shared by others, the Light Rail Transit System. The biased orientation of the LRT to the large open land area, the University of Minnesota, and Downtown Minneapolis provides a strong association between the LRT Transit System and potential development. This open land mass cannot be replicated in any other area or potential station along the LRT right of way. The development of a significant physical and symbolic relationship between the LRT and the Crystal Park development can provide an image and focus for future development and the economic success of the entire downtown edge of Minneapolis. "Fixed Asset Transit," offers opportunities for development that do not exist with other forms of transportation. The perception of a rail system as a permanent feature of the landscape gives a confidence to perspective developers that do not exist otherwise.

*Goal 2: To Promote the Development of a Diverse Inventory of Housing*

For the past three decades, Minneapolis has pursued a strategy to develop its downtown as the heart of a livable, sustainable city. Future growth in the region prescribes an even larger effort to attract and accommodate new residents to live and work in the central city. The Ventura Village Master Plan encourages and supports economic, social, and cultural diversity and will provide a range of multi-family housing in terms of style and economics. The opportunity for these new residents to work and play near where they live is fundamental



*Goal 3: To Become a Community of Distinct Neighborhoods*

Franklin Avenue is an area of three established and several emerging neighborhoods, sub-districts of distinct physical character and varied cultural traditions. The area is home to a diverse population that includes large numbers of recent immigrants and the largest concentration of urban Native Americans in the United States. Few share social or economic links but all occupy a singular land area bordered by barriers of physical prominence. It should be the goal of the City of Minneapolis to secure a future that binds all of these existing and potential communities of people, while providing them with the support they require to become self-sufficient

*Goal 4: To Enhance the Best of What Exists*



While much of the Ventura Village District is underdeveloped or undeveloped, some areas are healthy and secure and others are demonstrating an unusual ability to renew themselves. As Ventura Village, (and Crystal Park), develops, it should balance its enthusiasm for a new future with a commitment to respect and improve existing structures, activities and characteristics which are strong and indigenous. A creative and constructive use of the area's resources will accelerate its development and provide a framework that will enhance its success.



### *Goal 5: To Strengthen Connections Between Ventura Village and its Neighbors*

Crystal Park's distinct physical boundaries are an asset to development. However, those boundaries must be bridged by strong connections to neighboring communities to attract their support and secure complimentary relationships. Many of the improvements that would link the Ventura Village to the downtown, Phillips neighborhoods, and the Seward Neighborhoods have been identified. A few have recently started to be planned, or will begin in the near future (streetscapes and bridges).



## *Goal 6: To Enhance the Economy and Functional Efficiency of the City*

It should be, and is an objective of the City of Minneapolis to provide adequate access between home, work, services and recreational destinations. It is also an objective of the City to provide that access with economy, efficiency, and sensitivity to natural and man-made environments. More than any other transportation or land use measure, the attraction and accommodation of a large resident population, proximate to the region's greatest concentration of employment, service and recreational opportunities, will effectively improve access while limiting car trips

## *Ventura Village Urban Renewal Plan*

The Ventura Village Urban Renewal Plan continues the work of the Minneapolis Planning Commission and builds on Development Plans going back to the Model Cities Program and the Milwaukee Avenue Strategic Investment Plan, and many other planning efforts. The Plan authorizes the Ventura Village Master Plan Committee, the Minneapolis Community Development Agency, and the Minneapolis Planning Commission to use urban renewal powers to carry out the goals and objectives of this Plan. The Plan calls for a Zoning Overlay to be prepared pursuant to Minnesota Revised Statutes, and all applicable laws and ordinances of the State of Minnesota and the City of Minneapolis. Said Zoning Overlay will conform to the individual elements of the Plan which will be the blueprint for future development in the Ventura Village Geographic Area.

## *GOALS AND OBJECTIVES*

The Ventura Village Vision will help implement the goals and objectives of Ventura Village's Comprehensive Land Use Plan and the Crystal Park Plan, which relate to the development of the entire Neighborhood. The Plan will increase housing and jobs, improve transportation and utilities in the area and create public amenities that make the area an exciting one in which to live, work and visit.

The Plan is also designed to help carry out the vision of Ventura Village as stated by the approved Minneapolis Comprehensive Plan: create a community which is philosophically complete, composed of self-sufficient but complementary parts and capable of making a collective contribution to the well being of this region. The goals of the Plan relate to housing, transportation, utilities, job creation and public amenities:

### **Objectives: Achieve a Mix of Units by Household Income Categories**

To stimulate the development of a substantial stock of housing accessible to households with a range of incomes which reflect the income distribution of the city as a whole.

The section below shows the guidelines for new housing development in Ventura Village, which were established in the Ventura Village Land-use Master Plan, adopted by Ventura Village in 1999, and applies to the Ventura Village District as a whole. The Neighborhood will review the housing targets annually and may adjust them based on market conditions, development priorities, shifting demographics in the Minneapolis market, loss of low income or Single Room Occupancy (SRO) units, or financial resources. The overall number of units may also be modified based on these factors.

Since the Housing Implementation Strategy was adopted in 1999, almost 2800 housing units have been, or are in the process of being planned for development in the Neighborhood. The income mix of these units has, thus far, met the established targets. To meet housing objectives in the Plan, financial assistance will be required, especially to support the development of housing for extremely low, low and moderate-income households. Ventura Village will prioritize available resources to these income categories on an annual basis.

The City Council may adjust development priorities to meet the timing and phasing of the housing targets and may direct that other modifications in the development program for housing to be implemented to ensure progress in meeting the targets. If an update of the Housing Implementation Strategy of the Master Plan demonstrates a real number loss of extremely low income (0-30% MFI) units in the Ventura District, Ventura Village will target financial resources to the development of 0-30% MFI units

Housing targets are applied to the District as a whole, not to individual developments.

*Promote Development of Services and Amenities to Support Housing* Housing should be targeted to as wide a market as possible, including downtown workers, empty nesters and retirees. To the extent possible, families with children should be encouraged, and specific development plans should include services and amenities to support this effort and encourage households at all income levels.

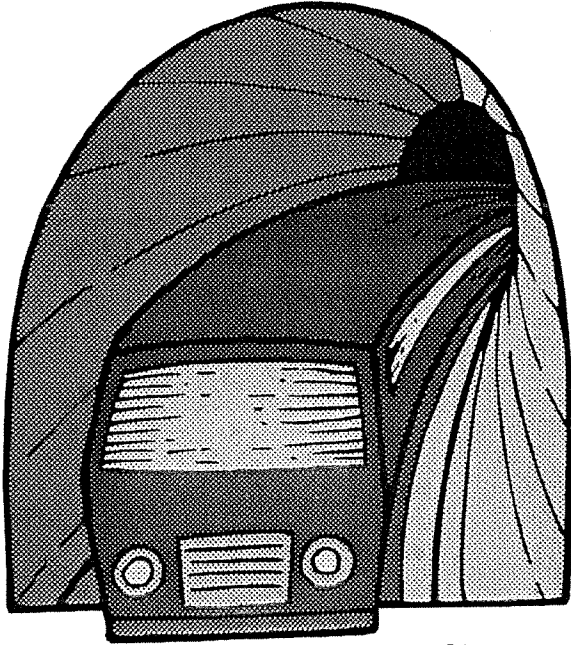
*Promote Ownership Housing.* Whenever practical and feasible, ownership housing should be encouraged, recognizing the value of neighborhood stability associated with pride of ownership

*Implement Minneapolis Shelter Reconfiguration Plan.* Except as provided for in the Holman Decision, no new shelter beds should be added to the Neighborhood. This is consistent with what should be the City's policy to transition people living in shelters into permanent housing and requires a no net loss of low income housing in Ventura Village.

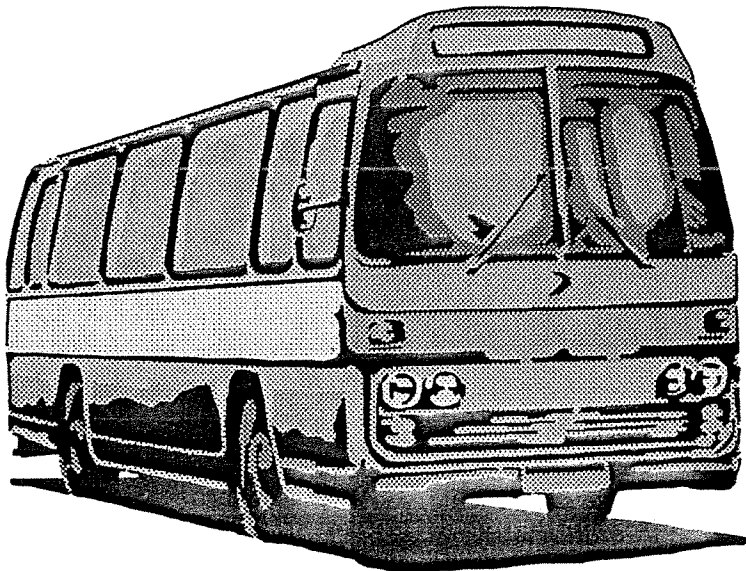
*Preserve Access to Affordable Housing for Low Income Residents of Ventura Village* The Ventura Village Housing Implementation Strategy assumes that the number of existing housing units affordable to low income households in Ventura Village will be maintained. The targets established in the Ventura Village Housing Implementation Strategy are for new housing developments and are intended to supplement the existing housing inventory, NOT RELACE IT, to produce a mix of housing reflective of the city as a whole. Therefore, preservation and/or replacement of low income housing in Ventura Village is essential to meeting the established income level targets and is vital for maintaining the Neighborhood's diversity and livability. Extremely low and low income housing stock at risk of demolition, conversion to market rate housing or other uses will need to be preserved or replaced through public acquisition, public financing or other public or private actions. Approximately \$35million is currently identified in the Plan as necessary to support this activity. This amount will come from a number of sources including Private sector, Federal, State, and City.

## Transportation.

To improve transportation linkages with other parts of the City and the region and to modify and improve transportation within the Area to enhance livability

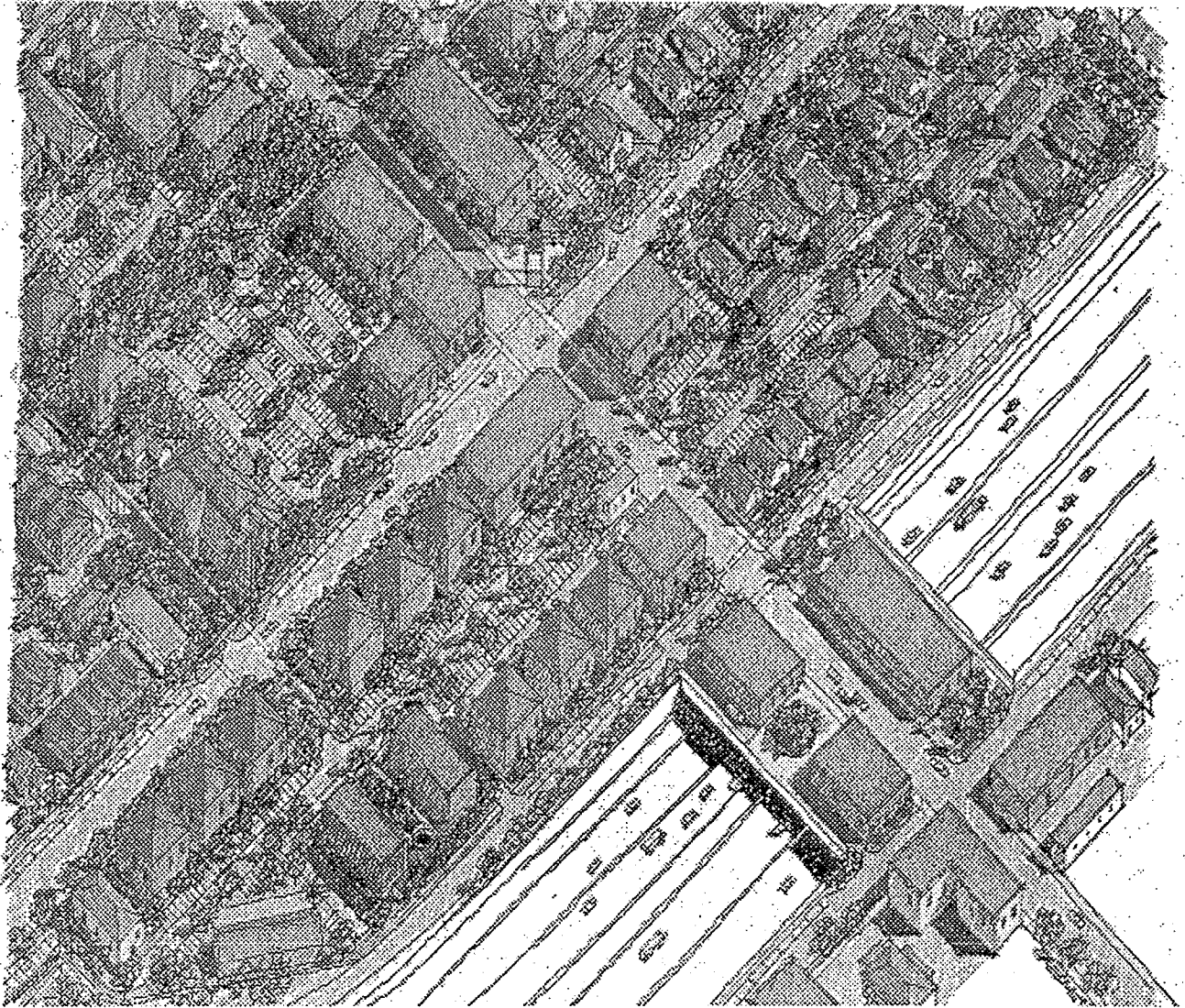


*Promote Alternative Modes of Transportation.* Transit systems, including buses and possibly the South/North Light Rail, should be improved into and through the area in order to relieve congestion and pollution from private automobiles. Pedestrian and bicycle routes should be provided to be attractive alternatives to automobiles in the area



*Create and Enhance Connections Between the Downtown District and Ventura Village.* Use the extension of existing streets, modification of rail yards, the creation of new at-grade Freeway Land-bridging, the LRT Station and creation of the circulator bus system as methods to connect the interior of the area to the rest of Downtown Minneapolis.

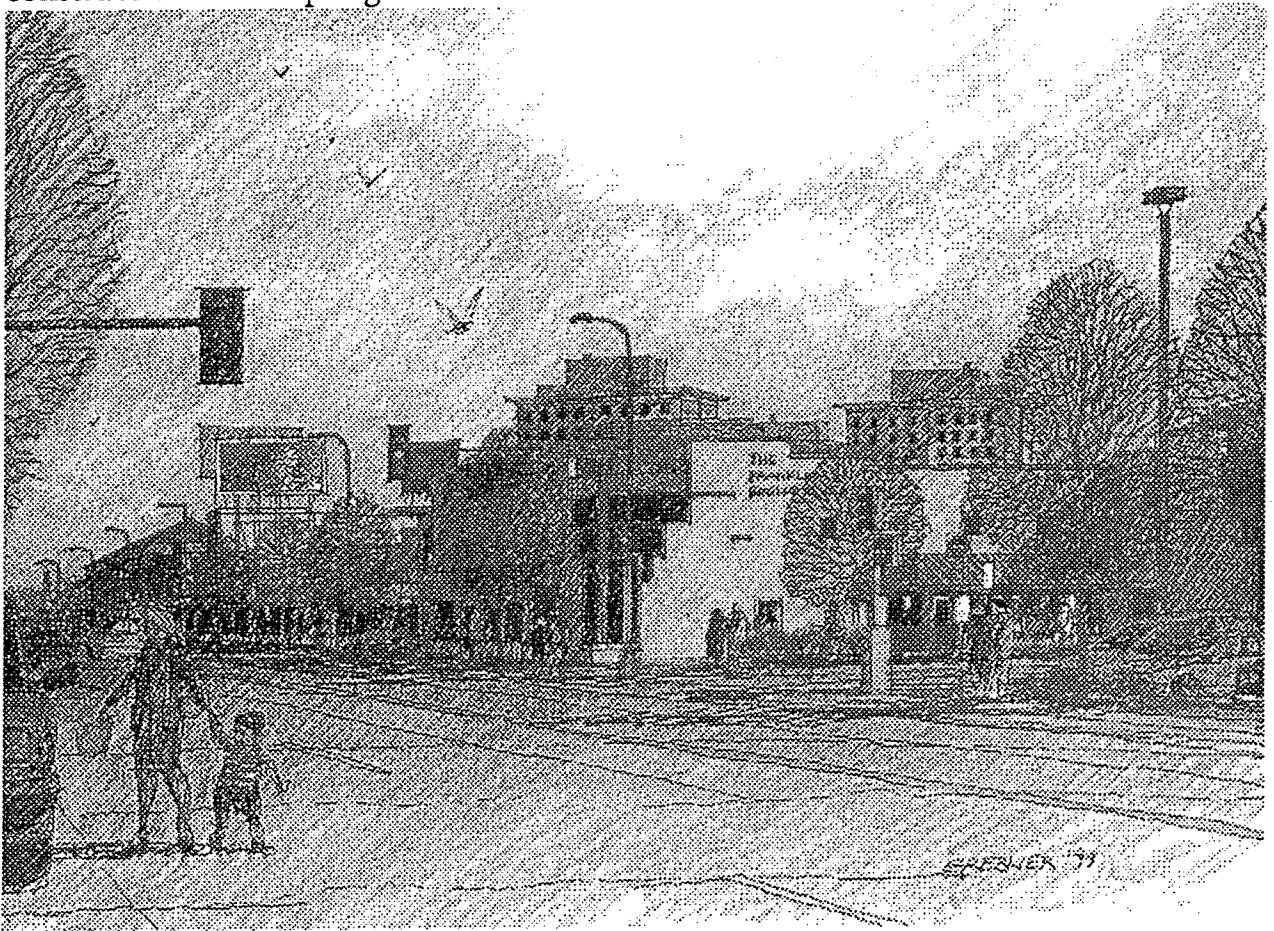
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*Relocate the proposed LRT Maintenance Facilities.* The Maintenance shops and storage yards should be relocated four blocks south in the existing Soo Line Rail yards. Every citizen and business forum that was open for Citizen input insisted on this move. The Franklin Area Business Association, FABA, and the official citizen participation organization for the area, Ventura Village, each voted unanimously to demand such a move. If for engineering, or political purposes this move is not possible then the greatest possible effort is required to

build the retaining walls, footings, and land assemblage that would allow for limited development of the area. Strong mitigation measures would also be necessary to overcome the social justice issues arising from once again having the same poor neighborhood bear the social expense of a State of Minnesota and Metropolitan Area transportation system.

*Improve Streets and Streetscapes.* Streets within the Area will be improved. This will provide more attractive streetscapes for pedestrians, bicyclists and transit. It will also provide more efficient traffic flow and better connections to adjacent districts of the City. The Franklin Avenue Streetscape starting construction in the spring of 2000.



*Parking.* Create convenient, accessible surface and structured parking facilities at locations that support full utilization of private parcels and public amenities

*Utilities.* Improve utilities to allow efficient development of the Area and, where possible, use a public utility as a visible asset. Reconstruct utilities including water, sewer, storm sewer, and other public utilities as necessary to permit

development of public and private parcels and public amenities and to encourage development of both.

*Enhance Street Lighting For Public Safety And Aesthetics.* Enhance street lighting where appropriate to create visual connections to the remainder of Downtown Minneapolis. Coordinate the installation of street lighting into streetscape projects such as the Franklin Streetscape.

*Parks, Open Spaces and Other Public Amenities.*

Using a combination of parks, open spaces and public attractors; create amenities that make the Area a comfortable and pleasant place for people to live and a resource for all the citizens of Minneapolis. As a basis for open space and educational amenities specific blocks which will be developed for parks and open spaces in conjunction with the Franklin/Crystal Park Station. These will be determined based on overall development plans and open space needs within the Area. Planning is in the preliminary stage to attach a large charter school to one of the City Parks.

**Maximize the potential for economic development and job creation in the Area.**

*Promote the Development of Commercial Uses That Create Jobs.* Help create a range of jobs within the area in order to maximize the potential of a dense population and transit improvements within the area. This can include assistance to property owners for improvements to retain or create jobs

*Keep Job Producing Activities in the Commercial Corridor.* Maintain and enhance a range of job producing activities in the area of the district designated as a *Commercial Corridor* by the City

*Strengthen Downtown as the Heart of the Region.* Foster the growth and attractiveness of the Downtown, enhancing its competitive position in retailing, employment and tourism.



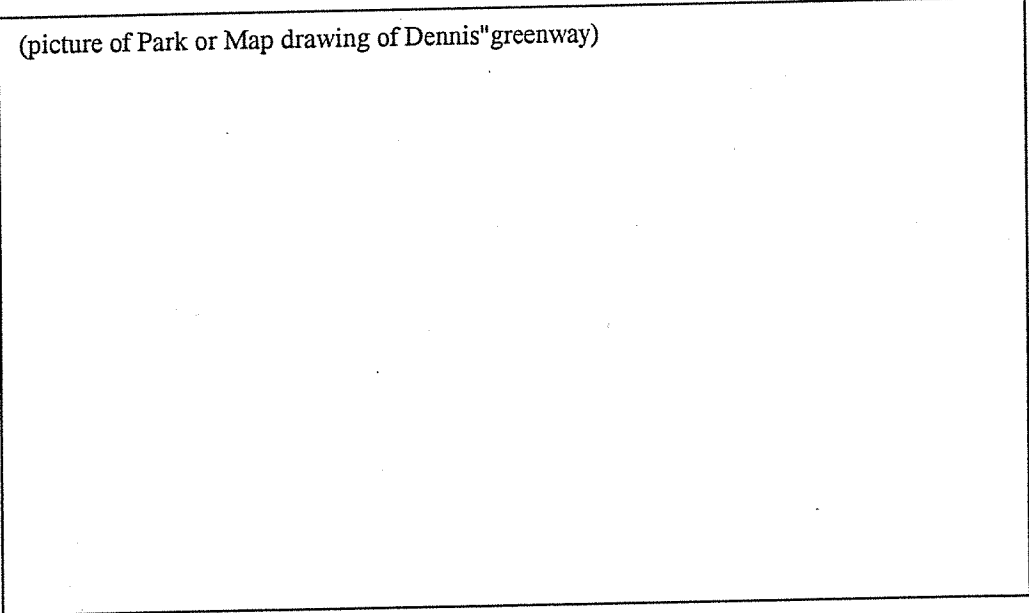
## Objectives

### *Reclaim And Enhance The Inner-City*

Construct amenities that benefit residents and employees of the Area as well as the City as a whole. Provide a continuous Green Park pedestrian pathway and pedestrian connections into the District.

*Extend the Park Way into the Area.* Extend Greenways into and through the Ventura Village Parks to connect with Cedar-Riverside Parks and the Mississippi River. This will bring the City closer to a long-standing goal to create a linear parkway that connects to the River Park System, which connects downtown, and the River District.

(picture of Park or Map drawing of Dennis"greenway)



*Create Open Spaces:* Create an attractive setting for area residents. Specific areas for open space development will be determined as public and private development plans in the area are finalized

*Create A Public Attractor:* Create a public attractor such as an entertainment and arts district in conjunction with the University, the Domed Stadium, and the new Guthrie Theater. It is anticipated that this facility would be developed in partnership with other public agencies, for-profit organizations and non-profit organizations

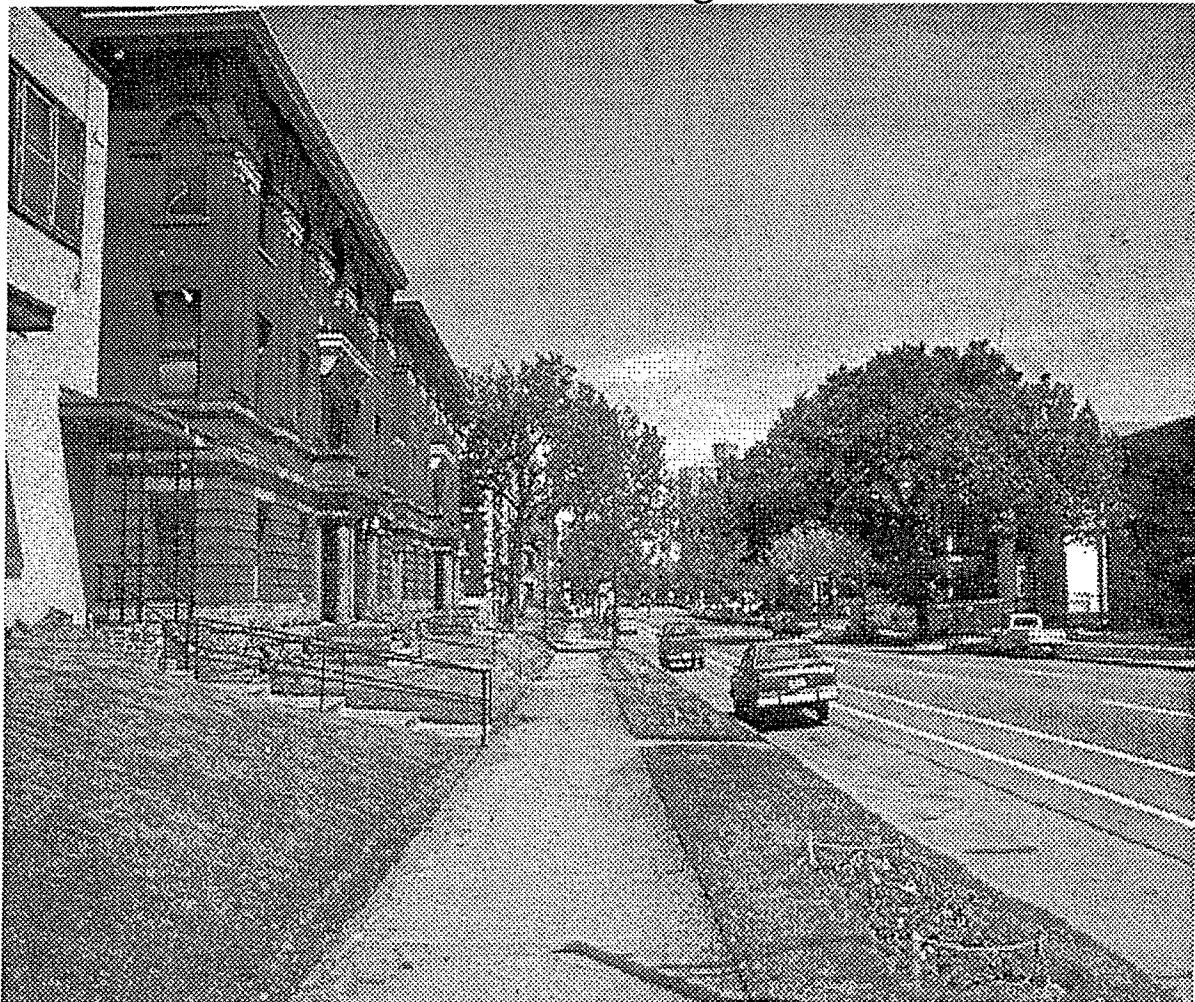
## PUBLIC INVOLVEMENT

The goals, policies and projects in this Plan have been developed under the guidance of the Ventura Village Master Plan Steering Committee, affected neighborhood groups, the City of Minneapolis Planning Department and other interested parties.

Public input is, (or should be), solicited for all significant issues facing the City Council, in particular the implementation of major projects, short and long term financial planning and the monitoring of plan progress. In addition, substantial, and council approved, Plan amendments will be approved by the neighborhood, and adopted by the City Council at public meetings for which public notice is provided in conformance with state law

*There are four distinct development areas within Ventura Village. Each area has specific, yet interrelated, improvements and projects proposed to further the objectives of the Plan. This section of the Plan outlines what activities will be undertaken in each District*

## *Portland/Park and Franklin Crossings*



Franklin Avenue was in the past, and is in the process of again becoming, a vital and eclectic neighborhood of lofts, galleries, restaurants and shops mixed with commercial uses. It is a neighborhood in transition from light industrial and criminal sub-culture uses to a mixed-use area with commercial and residential uses alongside ethnic based cultural activities. The Franklin District also includes the approximate sixteen-block area of NW Ventura Village along Franklin Avenue that has been designated as Children's Village by Hope Development and Ventura Village. This area has two development projects that are presently in the middle of development or in the initial construction phase: Portland Crossings and Hope Community are in the middle of major mixed use development on the four corners of Portland and Franklin Avenues, and Alliance Housing will be breaking ground in the summer of 2000 on a residential development. All three projects are well funded and conform to the Ventura Village Master Plan. The area includes historic Park Avenue and is part

of an area of Ventura Village, which may be a National Register Historic District.

Housing will be extended into the area above the Freeway canyons and into Peavey Park. The area will accommodate approximately 1,100 new housing units as well as 84,000 square feet of neighborhood retail and commercial space, and parking facilities to support the uses. In spite of the exciting activity, which has occurred recently in this District, a number of serious obstacles exist to creating the housing density, affordable housing and connections with the remainder of downtown that are necessary to fully realize the potential of this close-in gem. Projects in this sub-area will include constructing the Portland /Chicago Avenues Freeway Land Bridge with an at-grade bridging to remove a substantial barrier to housing development in the area, and to create a "Main Street" of shops and retail activity.

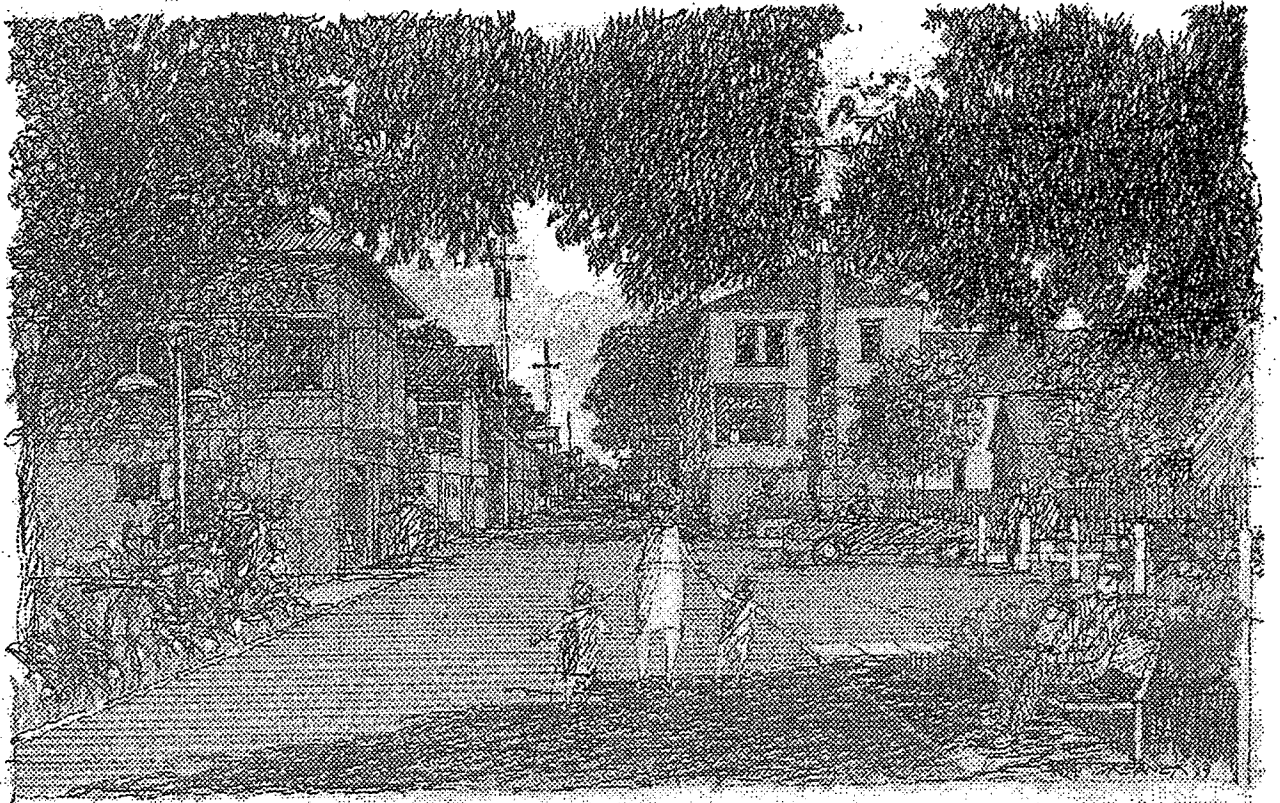
The Franklin Avenue Circulator Bus will pass through the area and connect to the Hiawatha LRT. Along with the north/south buses to downtown, this use of mass transit will allow the area to develop with a lesser reliance on the need to build expensive new parking spaces. The largely abandoned Franklin Avenue will become a major focus for new housing and retail activity in the Portland/Park and Franklin Crossings District, with park and pedestrian areas included as appropriate

*1. Hope Community Development - South East Corner of Portland/Franklin*  
Redevelopment of this site will create a community of homes, offices and shops directly on Franklin Avenue. The area will be developed into approximately 700 housing units, 100,000 square feet of neighborhood retail space and 100,000 square feet of offices. In order to integrate new private uses with the greenway, yellow brick road and tot lots, development must be open and accessible. Pedestrian and visual connections should be provided which reinforce the connection to the City and to the remainder of the Ventura Village Neighborhood.

*2. Portland Crossings - North Corners of Franklin/Portland*

## *2. Alliance Housing*

Development of 28 units of family housing to create a community of homes with support for the families who live in them.



## *Ventura Central- Two Areas*

The primary projects which are necessary in this area include improvements to the existing transit options, including the possibility of light rail; participation in renovation, parking improvements and related site work and utilities for destination retail facilities; storefront rehabilitation programs to support and retain downtown businesses; and redevelopment of this key underutilized parcel of land.

## *SUK- Arab- Somali Bazaar*



### *2. Many Rivers*

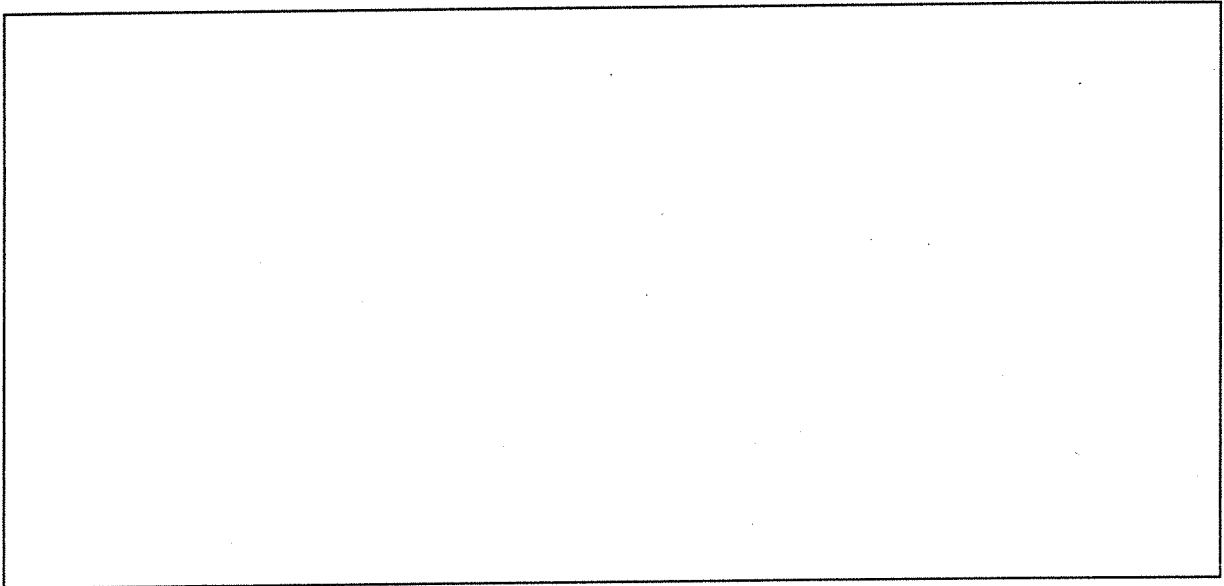
Many Rivers is a recasting of the traditional mixed-use building with commercial uses on the first floor and housing - in this case three stories - above. The L-shaped building takes on a townhouse look along the adjoining residential streets, with individual stairs and porches as private entrances for the first floor apartments.

The interior of the site is fenced to create a private courtyard area for residents, intensely developed as play space for children and gathering space for the adults. The underground parking allows maximum use of the site for open space and of

the on street parking for commercial tenants and visitors. There is also substantial commercial parking available to the project, located across Franklin Avenue in the AIBDC Business Incubator

The mix of 48 three-bedroom units, 23 two-bedroom units and 16 one bedrooms meets the most critical need for families with children. The one-bedroom units reduce overall project density and increase inter-generational opportunities by housing seniors and single persons.

The apartment buildings are designed to accommodate families with "fat" hallways which open up to provide play areas and gathering spaces on each floor. Noise attenuation and durable materials are obviously of critical importance. Natural light is provided for each hallway. Kitchen windows overlook this interior street, creating natural oversight. On-site staff and strong service programming are planned and ongoing funding is provided. A central elevator and universal design features make the buildings accessible for a wide range of tenants.



*3. Carlson/PPL Building*

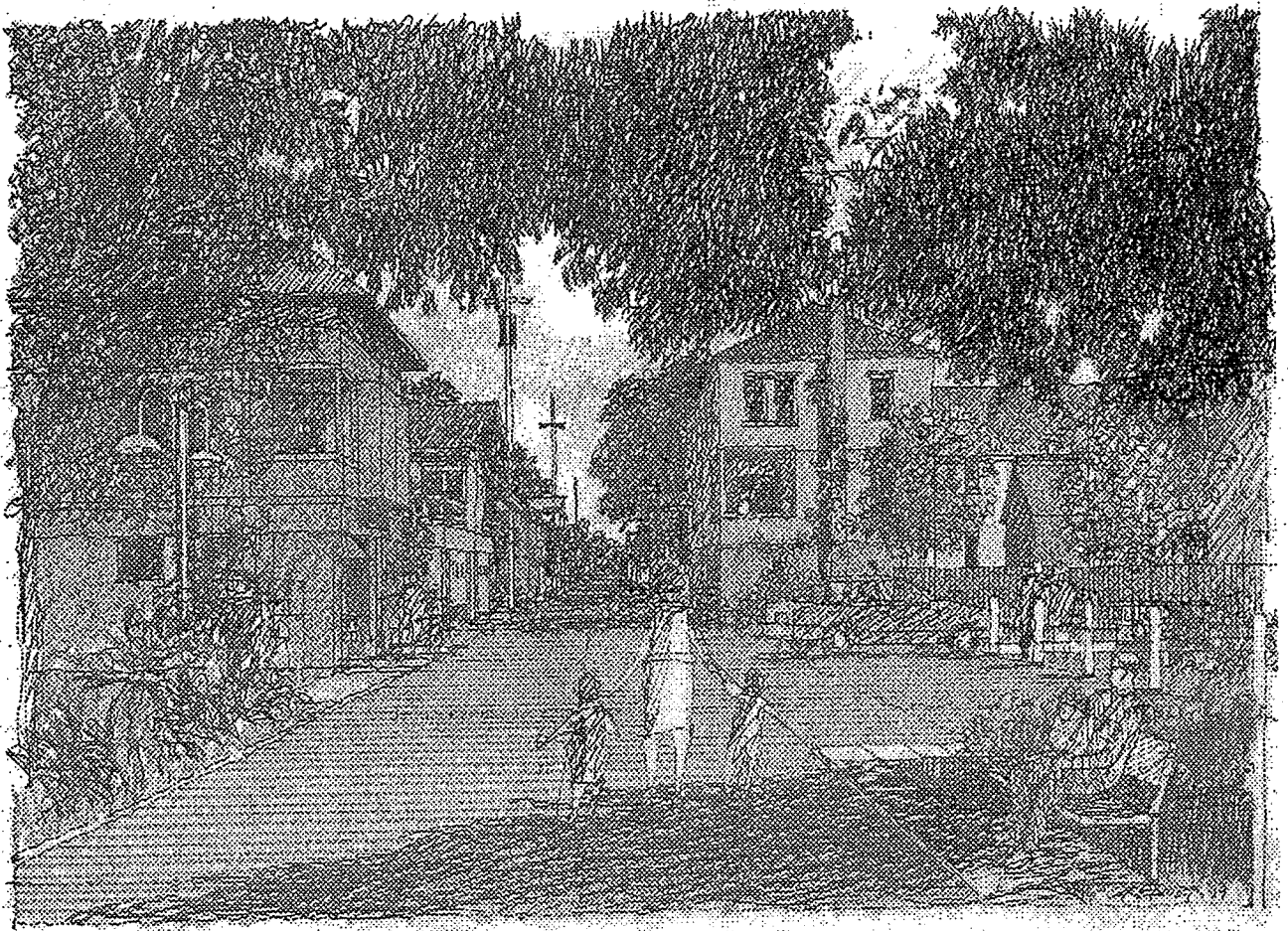
*3. Mauritzen Multi-Generational Center*

*4. University Clinic Senior Other?*



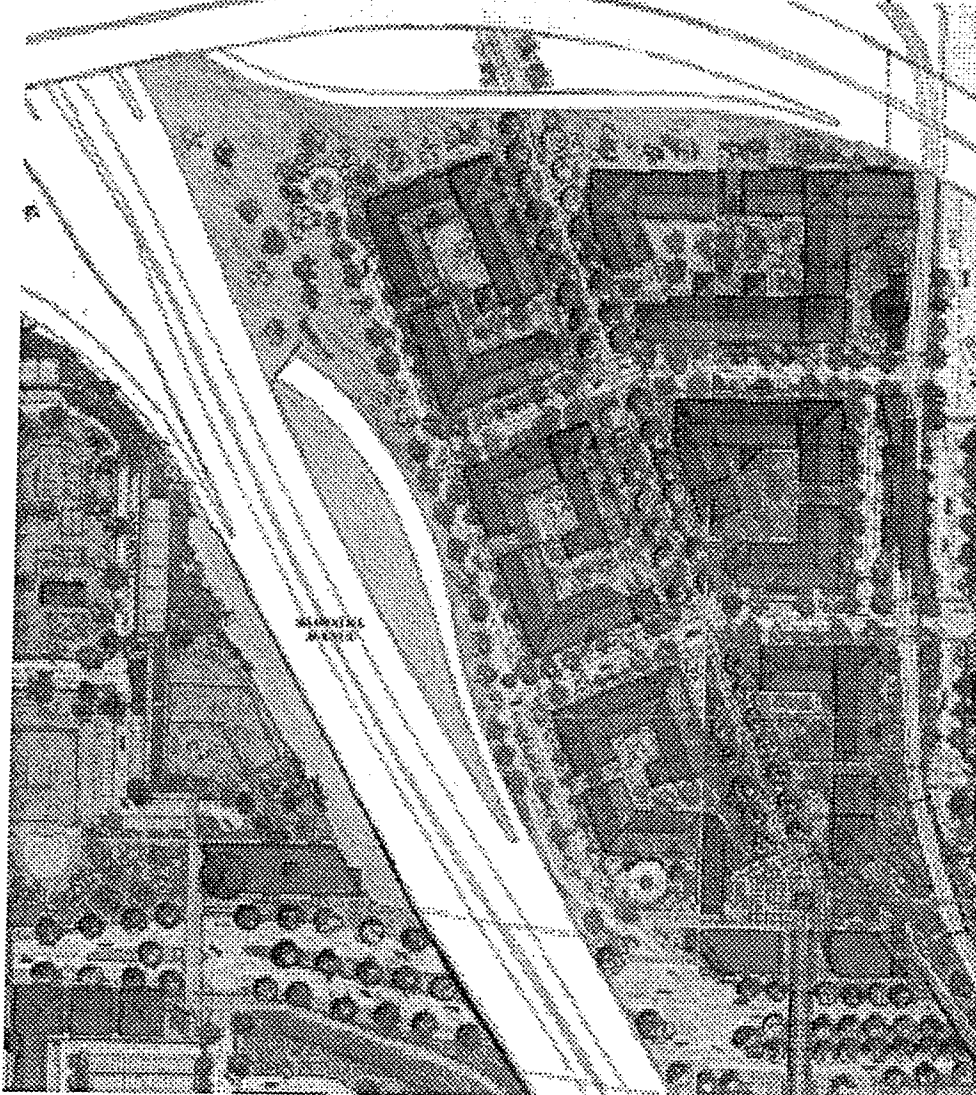
4) *Pokagama?*

The townhouse site is three blocks south of the apartments at the northeast corner of 24th Street and 14th Avenue. The land for this development is presently owned by MCDA. Fifteen three-bedroom townhouses with tuck under garages will be built to accommodate larger families. Residents will find it easy to take advantage of the pool gym and programming at the Phillips Pool and Community Center across 14th Avenue, run by the Boys & Girls club. Shared open space will be explored with the adjacent Maynidoowadak Odena, the MHFA-award-winning Indian AIDS housing project.



## *CRYSTAL PARK*

A fifteen-block area bounded by Cedar, Hiawatha, and I-94 is included within this Plan area. This is an area that lies between the boundaries of Ventura Village, Seward, and Cedar-Riverside Neighborhoods. The area has attracted major development interest. It is the first area along the Hiawatha LRT Line to have a Developer commit to build a major complex, which would weave the LRT into a neighborhoods existing plans to improve the area's retail and Mixed-use vitality. Crystal Park will help connect the different neighborhoods and will help create a focus for a compact urban community while acknowledging the natural history of the area and enhancing quality of life. This area has the potential to be open and gregarious in character, and serve as an urban heart to Minneapolis and the West Bank University Area.



This regional area will contain the highest density residential development in Ventura Village, as well as supportive commercial services. There will be approximately 3,500 to 5,000 new housing units, and 200,000 square feet of neighborhood retail and commercial space. In order to realize this vision, many critical infrastructure improvements called for in this Plan are essential. Crystal Park will be connected with improvements, which will occur on the LRT Line, to tie it even closer to the downtown area, provide critical transit connections from this new housing to Downtown Minneapolis, the Air Port and southern Metro Cities.

The Hiawatha Light Rail Line will provide critical transit connections from this new housing to Downtown Minneapolis, the Air Port and southern Metro Cities.

Several other improvements are necessary in order to allow the full utilization of this important parcel for residential, commercial and office use. These include site improvements at Crystal Park; improvements to Franklin Avenue, the greenway and land bridge connections to better connect this area to its neighbors

It is vital to the City to have close-in commercial areas. They provide essential employment and often provide services, which need to be, near the City's Near Downtown area. Assistance with job creation and maintenance activities will help ensure that this important near Downtown neighborhood can remain vital. The Hiawatha Light Rail Line will pass through this area, enhancing transit service for employees in the area. Street and pedestrian improvements will occur as appropriate.



*(This view shows Ventura Village's proximity to "Downtown")*

**Crystal Park-Rail yards Mixed Use/Income Housing:** The abandoned Soo Line rail yards in the Plan Area are a significant opportunity by providing a site for high density residential use close to the Central City and in single ownership. However, the improvements reasonably necessary to develop the site, including moving the Proposed LRT maintenance facility and storage yards, building the station in conjunction with development and resolving the Social Impact portion of the Environmental Impact Study issues, are so extensive, that they will not occur without major public intervention and political motivation by the residents who participated in the planning effort to create this Plan.

Public assistance will also ensure that housing to serve a range of income groups will be developed on the site. The market rate housing now developing in other portions of Minneapolis is not affordable to a large number of households, particularly among the recent immigrant and Native American Populations. Creation of a diverse neighborhood with mixed income groups means the area is more accessible to City residents as a whole.

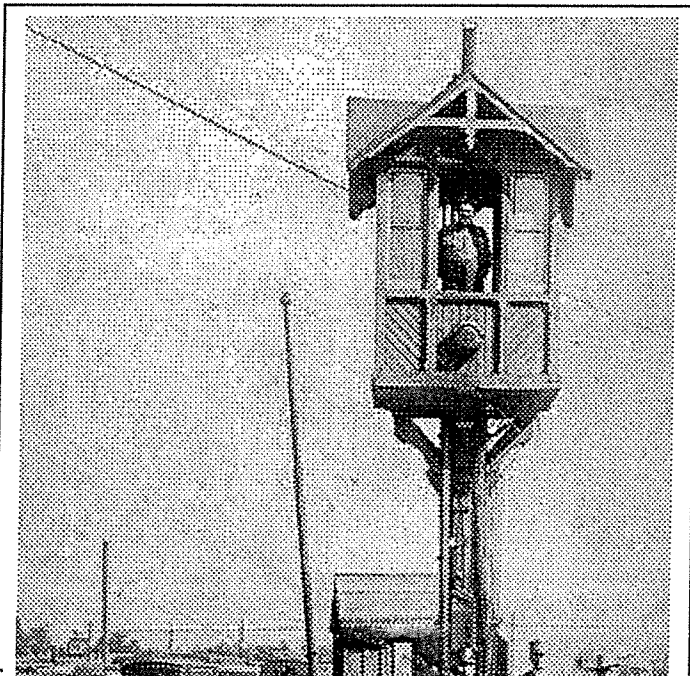
Neighborhood commercial services, such as a grocery store, restaurants, a daycare center, community facilities, etc. are important factors to creating a stable neighborhood where people can take care of daily needs with reduced need for a car.

## Crystal Park Housing-Related Site Improvements

The highest densities within Ventura Village will occur within the Crystal Park area. This undeveloped site can accommodate approximately 3,500 to 5000 new housing units and 200,000 square feet of neighborhood retail and commercial space. These will combine to create a new neighborhood focused around the open spaces, which will be constructed at its heart.

To accomplish this density of housing at rates affordable to a range of individuals, financial assistance for the housing, as well as public facility site improvements are required. The primary improvements required are street construction, with attendant water, sewer, storm drain and private utilities, the development of transit services (e.g. light rail), the development of open spaces and environmental remediation, where needed to accommodate development

In the existing planning for the Franklin Avenue LRT Station it was planned to take people to the station from the street by an elevator to the bridge above. An open-air station was envisioned sitting in one of the most desolate, unsafe, and unappealing sites imaginable. Public safety issues alone would preclude usage of this station by the one population in the City and Region that would need and use transit on an on going basis rather than as a recreation option. With the relocation of the rail switching yards, it is no longer necessary to have an outside, open to the weather station over the area; they could be integrated into the developed buildings. The rail yards, which once served a critical purpose, is an ugly remnant that serves as a major barrier in the District. Besides being an eyesore, this barren area serves as a magnet for indigent people who are locked into a criminal life style. Rail yards in close proximity to at-risk residents (Hiawatha Towers and Anishinabe Wakigon); leave an unappealing, unsafe, swath of "no mans land" between neighborhoods.



An example of the Air-Rights open-air station and public safety measures needed to protect the public at Franklin Avenue in Minneapolis.

(Picture courtesy of Sue Weir and the Minnesota Historical Society)

*Bringing mixed-use development to the area will create two important results: removing the barrier and creating a "Main Street" of shops*

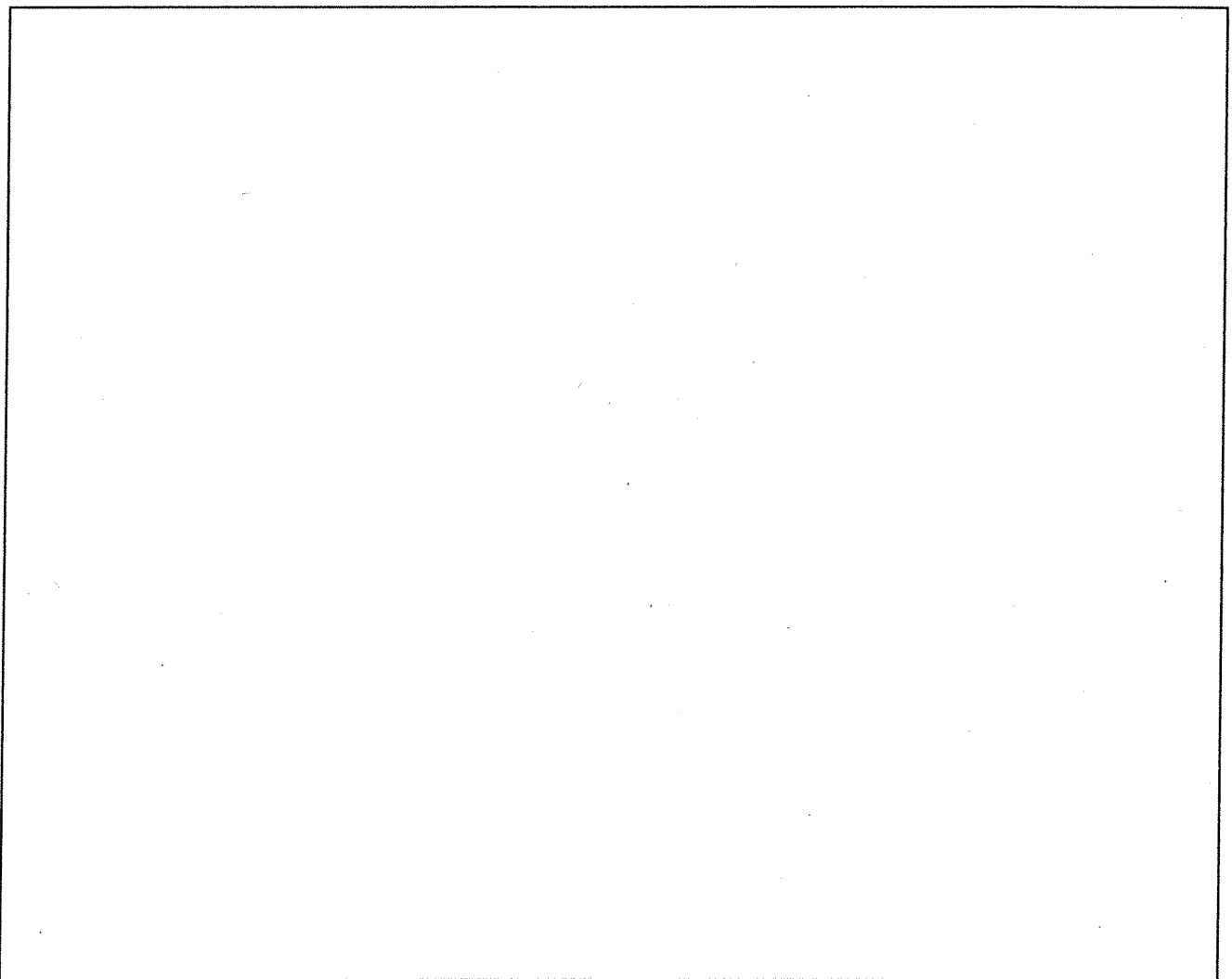


(Franklin Avenue circa turn of the century before paving and the "streetscape")

*First*, the visual and noise constraints from the rail yards will disappear, making the area much more attractive to residents and visitors. The non-human scale of the old rail yard made sense over an active railroad yard and on the edge of the city. But, it is not a feature that is attractive to live near and seriously detracts from a neighborhood feel. The yards noise bears down on those living around it, and its unsightly appearance would continue the blight the city has imposed on the area. It serves as an effective barrier to the neighborhoods north and south of it. Removing the shops and yards will remove this blight and result in

connections between the neighborhoods north and south as well as east and west of the old rail yards.

*Second*, bringing the "Crystal Park" development to this area gives an opportunity for a "Main Street" of shops along Franklin Avenue, which would be similar to the development in Arlington Virginia, called "Crystal City". Although Franklin would be a busy street, commercial services for the growing neighborhood would be located here, as well as retail shops, which would be attractive for all Minneapolis' residents. This strong east-west connection to the LRT Station would also serve to better tie together the neighborhoods east and west of the LRT



*The project includes building on the planned Shops and Yards site, building a new Land Bridge to connect the existing East Phillips Park with a new Park running through a developed neighborhood,*

*rebuilding the surrounding commercial area, and rebuilding Franklin Avenue from I-35 to Minnehaha.*

*New Street Construction.* The construction of neighborhood streets between Minnehaha and Hiawatha will complete a section of street grid in the area, which is now missing. Maintaining the Parkway walking path and grid system in this area continues the Minneapolis tradition of a pedestrian friendly environment.

*Hiawatha LRT.* Placing high-density residential development in close proximity to the highest density of employment in the region has the potential to create significant benefits to the Area and the region. One of the primary benefits is reduction of trips to work in private vehicles, reducing regional congestion and air pollution. Though some people in the Area will walk or bike to work, to truly take advantage of the potential to reduce automobile trips, an effective transit system is essential. The Hiawatha LRT Line will provide benefits to the Area by increasing access to and from the Area, providing an important transportation amenity for Area housing and providing an expanded patron base for Area businesses

The first leg of the LRT system will connect from downtown on the north to the Air Port and Mega-Mall on the south. Jobs, education and housing throughout the central City will be tied together in a system that will complement other bus transit in the City. This focus on transit is a key to linking jobs and housing in the central City.

### *Crystal Park As An Extension Of River Road Park System.*

The success of the River Road Park can be measured by the hundreds of thousands of people who use it every year, as well as by the major private investments along its reach. Extending the riverfront park system through the Crystal Park Development to connect with the Greenway and Phillips Parks builds upon this success and creates new opportunities for the Area. Extension of the park system will add a critical recreational amenity to the housing in the inner-city portion of Minneapolis.

The City can extend the Greenway Park system to make connections with the River Road Park system by acquiring property along East Phillips Park, extending the greenway trail along the LRT and Highway 55 and developing connections to Crystal Park. This creates an opportunity to locate a public



attractor, such as Heart of the Earth School, along this portion of Park, to additionally enhance the area as a magnet for visitors and residents.

*Franklin Avenue Rehabilitation and Light Rail Construction.*

The deteriorated Franklin Avenue commercial corridor, between the Whittier Neighborhood (I-35) and the Seward neighborhood, will be completely renovated with sidewalks, paving, bus shelters, street furniture and related site work and utilities. Alternatively, the construction of the proposed South/North Light Rail project on the east side of Ventura Village will create access to downtown Minneapolis and southern Metropolitan Cities for inner-city residents, and to the rich historical center of Minneapolis for suburbanites.

*Major Retail Redevelopment.* In the Ventura Village Franklin Avenue area, a project will include participation in renovation, parking improvements and related site work and utilities for destination retail. This work is necessary to retain major retail connections to downtown, which serves as an anchor store helping to maintain a healthy retail environment downtown. Minneapolis has tried to be a national leader in the health of its retail downtown in the midst of a period when much of the retail market share was captured by suburban shopping malls. Maintenance of healthy retailing is key to a dynamic mixed-use area.

*Parking Facilities.* Sufficient and accessible parking is essential to maintaining healthy retail, residential and visitor levels. Parking facilities will be developed to retain and enhance major and neighborhood retail activities, support housing, to replace parking lost to redevelopment of surface parking lots, and support new commercial development. Underground parking in conjunction with both the "Crystal Park" and Franklin Commercial Corridor is viewed as the most viable option.

*Rehabilitation, Development and Redevelopment Assistance.*

Ventura Village will undertake to secure loans and grant programs to assist property owners in rehabilitating or redeveloping property within the Area to achieve the objectives of the Plan. This may include residential or commercial loans or grants, financial assistance to improve older buildings, assistance to provide remediation for environmental conditions or other programs to eliminate blight in the area.

The Committee, will seek funds available to establish financial assistance programs and provide below-market rate interest and market rate interest loans and provide such other forms of financial assistance to property owners, owners of buildings which are in need of rehabilitation or persons desiring to acquire or lease property, as it may deem appropriate in order to achieve the objectives of the Plan.

To meet the housing objectives in the Plan, the Committee will seek financial resources to support the development of new housing and the preservation or replacement of existing housing for extremely low, low and moderate-income households. The Plan projects that there could be approximately \$53 million (1999 dollars) for such a purpose. This is based on the need to support the development of an estimated 823 extremely low/low income units (0-50% MFI) at a cost of approximately \$24,000,000; an estimated 1,000 moderate-income units (51-80% MFI) at a cost of approximately \$18,000,000; and approximately \$12,000,000 to support the acquisition or replacement of extremely low and low-income housing projects. The Committee may also seek financing for housing projects above 80% MFI, however at this time private investment is projected to fill this need.

The Ventura Village Master Plan Committee may undertake planning activities that relate to projects designed to further the objectives of the Plan, whether or not such planning ultimately results in a project being constructed or funded.

### *Administration.*

The Ventura Village Master Plan Committee is authorized to seek funds, subject to provisions of law, to carry out the objectives of the Plan. This includes staff and office expenses, consultant services, and necessary overhead expenses, property acquisition policies and procedures. It is the intent of this Plan to assist developers of elements of the Plan to acquire property within the Area, if necessary, by any legal means to achieve the objectives of this Plan. Specifically, property acquisition is authorized when the acquisition is from willing sellers. At the time of Plan adoption, no specific property has been identified for acquisition other than property required for public improvement projects authorized by the Plan. However, property acquisition, including limited interest acquisition, is hereby made a part of this Plan and may be used to achieve the objectives of this Plan. Accordingly the Committee may use any of its authority in carrying out the following projects

### *Property Acquisition From Willing Sellers.*

For projects authorized by the Plan, the City may acquire property from owners that wish to convey title. Prior to acquiring such property, the Committee shall adopt a Resolution identifying the property and finding that the acquisition thereof is necessary to achieve the objectives of the Plan. Such a resolution would need to be approved by the Citizen Participation process in effect according to Ventura Village by-laws.

### *Property Acquisition by Eminent Domain for Public Improvements.*

The Committee may use all legal means including eminent domain to acquire property for public improvement projects specifically described in the Plan. These improvements shall be located within public rights of way or on land that will remain in public ownership. Property acquired for public improvements need not be specifically identified in the Plan provided that the public improvement project for which the acquisition is made is authorized by the Plan.

Properties that may be acquired by the City for public improvements include:

- Traffic Calming on Streets
- Tot Lots
- Air Rights over Freeways
- Property adjoining Land Bridging areas
- Alley right of ways
- Pedestrian and bike paths (Yellow Brick Road)

### *Property Acquisition by Eminent Domain for Disposition and Redevelopment.*

The sentiment of both those attending the citizen participation meetings and taking part in the interview phase of the Master Plan was that eminent domain was an option of the very last resort and would be discouraged at all costs. Trading other property in the area or having prospective developers pay more than the market rate was seen as viable options.

The consensus was that the neighborhood should go on record as opposing eminent domain in all cases where it had not gone through a lengthy neighborhood review specific to each property.

Owners of certain blighted properties that have specifically been designated by the committee and neighborhood as having a negative impact on the neighborhood as a whole would be given a time limit of two years to have a redevelopment plan for the specific property approved by the neighborhood process. After such a grace period such property would be open for other development and eminent domain procedures could begin.

### *Property Disposition Policies and Procedures.*

The Committee would be authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property which has been acquired, in accordance with the provisions of this Plan.

All real property acquired by the Committee in the Area shall be disposed of for development for the uses permitted in the Plan at its fair re-use value for the specific use to be permitted on the real property. All persons and entities obtaining property from the Neighborhood or its Committee shall use the property for the purposes designated in this Plan, and shall commence and complete development of the property within a period of time which the Committee fixes as reasonable, and shall comply with other conditions which the Committee or Neighborhood deems necessary to carry out the purposes of this Plan

To provide adequate safeguards to insure that the provisions of this Plan will be carried out to prevent the recurrence of blight, all real property disposed of by the Committee, as well as all real property owned or leased by participants which is assisted financially by the Committee, shall be made subject to this Plan. Leases, deeds, contracts, agreements, and declarations of restrictions by the Committee may contain restrictions, covenants, covenants running with the land, rights of reverter, conditions subsequent, equitable servitudes, or any other provisions necessary to carry out this Plan.

Any Redeveloper, and the Redeveloper's successors and assigns, within the Area, in addition to the other controls and obligations stipulated and required of the Redeveloper by the provisions of this Urban Renewal Plan, shall also be obligated by such requirements as may be determined by the Committee, including, but not limited to:

1. The Redeveloper shall obtain necessary approvals of proposed developments from all federal, state and/or local agencies, which may have jurisdiction on properties and facilities to be developed within the Area.
2. The Redeveloper and the Redeveloper's successors or assigns shall develop such property in accordance with the land use provisions and building requirements specified in this Plan.
3. The Redeveloper shall submit all plans and specifications for construction of improvements on the land to the Review Committee for plan and design review and distribution to appropriate reviewing bodies as stipulated in this Plan and existing City codes and ordinances. Such plans and specifications shall comply with this Plan and the requirements of existing City codes and ordinances.
4. The Redeveloper shall accept all conditions and agreements as may be required by the Committee in return for receiving assistance from the Committee.
5. The Redeveloper shall commence and complete the development of such property for the uses provided in this Plan within a reasonable period of time as determined by the Committee.
6. The Redeveloper shall not effect or execute any agreement, lease, conveyance, or other instrument whereby the real property or part thereof is restricted upon the basis of age, race, color, religion, sex, sexual orientation or national origin in the sale, lease or occupancy thereof
7. The Redeveloper shall maintain developed and/or undeveloped property under Redeveloper's ownership within the area in a clean, neat, and safe condition, in accordance with the approved plans for development.

## **Ventura Village Comprehensive Plan**

In order to achieve the objectives of this Plan, the following projects will be undertaken cooperatively with the Planning Commission, in accordance with applicable Federal, State, County and City laws, policies and procedures. General authority for categories of projects is included herein, as well as specific information on projects that are anticipated at the time of Plan adoption. Such projects may be modified, expanded or eliminated as needed to meet the objectives of the Plan. A Zoning overlay of the entire Plan area is in its foundation stage at this time and should be completed and approved by the City of Minneapolis City Council by September 1, 2000.

**Public Improvements.** Public improvements include the construction, reconstruction, repair or replacement of sidewalks, streets, transit systems, parking, parks, pedestrian amenities, water, sanitary sewer and storm sewer facilities and other public infrastructure deemed appropriate for the achievement of the goals and objectives of this Plan

Ventura Village's Master Plan is a guide for all land use related development within the boundaries of that portion of Minneapolis known as Ventura Village. The Ventura Village Master Plan is especially supportive of the following Comprehensive Plan Goals and Policies.

*Goal - Urban Development:* Maintain Minneapolis' role as the major regional employment, population and cultural center through public policies that encourage expanded opportunity for housing and jobs, while retaining the character of established residential neighborhoods and business centers.

*Policy 1 - Urban Diversity:* Promote a range of living environments and employment opportunities for Minneapolis and Ventura Village residents in order to attract and retain a stable and diversified population.

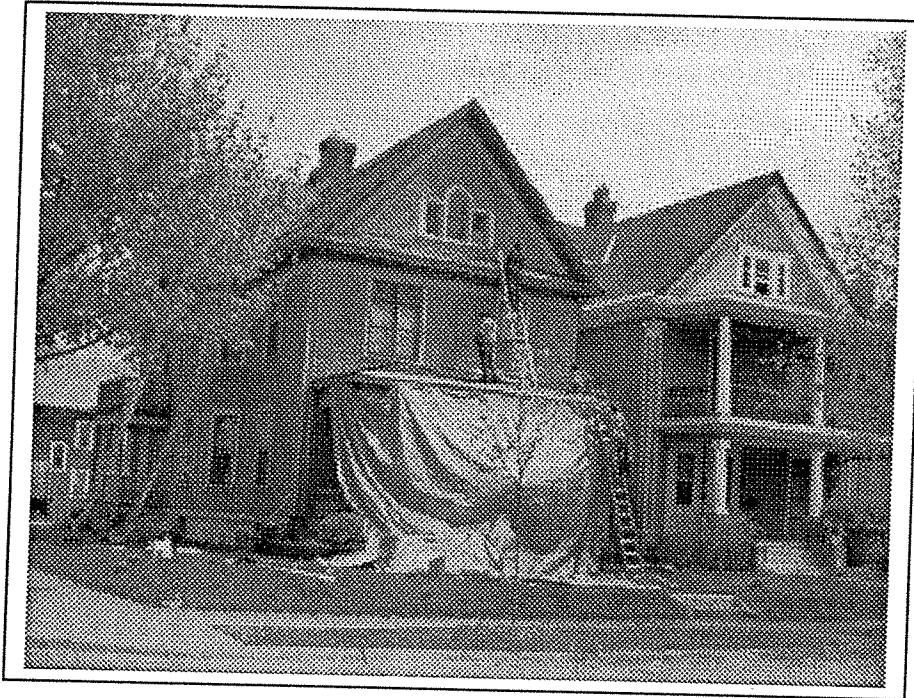
*Policy 2 - Downtown Minneapolis:* Reinforce the downtown's position as the principal commercial, service, cultural and high-density housing center in the city and the region. Maintain the downtown as the city's principal retail center through implementation of the Ventura Village Master Plan.

*Policy 3 - Commercial Centers:* Expand the role of major established commercial centers that are well served by transit. Strengthen these centers with retail, office, service and labor-intensive activities, which are compatible with the surrounding area. Encourage the creation of medium and high density zoning adjacent to these centers.

*Policy 4 - Living Closer to Work:* Locate greater residential densities near major employment centers, including Metro-designated regional and town centers, to reduce vehicle miles traveled per capita and maintain air quality.

Locate affordable housing close to employment centers. Encourage home-based work where the nature of the work is not disruptive to the neighborhood.

***Policy 5 - Ventura Village Historical Housing:*** Promote the historic character and quality of the Ventura Village District of Downtown Minneapolis and the important role it plays in relation to the downtown office and retail core, by implementing the Ventura Village Master Plan.



### **Objectives**

- A. Land Use:** Promote a rich and diverse mix of compatible land uses within the area, including retail, commercial, institutional and residential.
- B. Economic Development.** Promote and encourage existing businesses to remain in the area and encourage a healthy business atmosphere, which attracts compatible new firms.
- C. Transportation.** Promote a transportation system that serves area users and provides efficient access and circulation in and through the Metropolitan region.

***Policy 6- Housing Choice and Neighborhood Stability:*** Support public and private actions which increase housing choices for Minneapolitans, with emphasis on housing and public improvement programs which: 1) improve the balance in the city's population by attracting and keeping in the city families with children; 2) maintain neighborhood schools; 3) increase the number of

affordable housing alternatives for both renter and owner; 4) improve the physical and environmental conditions of all neighborhoods.

***Policy 7- Lower Income Assisted Housing***

*Objective A:* To provide decent housing for lower income households who cannot compete in the housing market.

*Objective B:* To insure availability of basic services of public housing sites such as a grocery store, public transportation, recreation and other necessities

***Policy 8 - Urban Development and Revitalization:*** Encourage investment in the development, redevelopment, rehabilitation and adaptive reuse of urban land and buildings for employment and housing opportunities. (Particularly the development of "Crystal Park".)

***Policy 9 - Transportation System:*** Promote a multi-modal regional transportation system that encourages economic development. Create the customer base to make the LRT an economic success, and the positive Benefit/Cost Analysis that makes it politically possible.

*Objective:* Pursue special opportunities for alternative modes of transportation to serve as attractors themselves. Such projects include circulator buses, trolleys, streetcars and bicycle/ pedestrian facilities and amenities

*Goal - Transportation.* Provide for and protect the public's interest and investment in the public right-of-way and transportation system by encouraging the development of a balanced, affordable and efficient transportation system consistent with the needs of the community as a first priority by: 1) Providing for the safe and efficient movement of people and goods while preserving, enhancing, or reclaiming neighborhood livability; 2) Reducing reliance on the automobile and per capita vehicle miles traveled

***Policy 10- Public Transit:*** Develop the light rail transit station as the preferred form of person trips to and from the Cities Downtown, all regional and town centers.

***Policy 11 - Ride Sharing, Bicycling, Walking, and Transit:*** Promote the use of alternative modes of transportation such as ridesharing, bicycling, walking and transit throughout the metropolitan area.



### *Ventura Village Goal - Public Facilities:*

Provide a timely, orderly and efficient arrangement of public facilities and services that support existing and planned land use patterns and densities.

*Objective - Service Responsibility:* Within its boundaries Ventura Village will provide, where feasible and as sufficient funds are available from public or private sources, the following facilities services at levels appropriate for all land use types

- 1) Streets and other public ways;
- 2) Sanitary and storm water sewers
- 5) Parks and recreation

### *Ventura Village Goal - Urban Design:*

Enhance Minneapolis as a livable city attractive in its setting and dynamic in its urban character by preserving its history and building a substantial legacy of private developments and public improvements for future.

### *Minneapolis' Character:*

The policies that Minneapolis should have which are most relevant the Ventura Village Master Plan are:

*Objective:* Extend urban linear features such as linear parks, park blocks and transit malls. Celebrate and enhance historical features such as the parks, lakes, and river. Tie public attractions, destinations and open spaces together by locating them in proximity to these linear features. Integrate the growing system of linear features into the City's transportation system, including routes and facilities for pedestrians, bicyclists and even boaters

*Policy 1-* Fulfill the vision of the Ventura Village development plan, which identifies a projected investment of \$120 million in infrastructure to generate \$750 million of development, including approximately 7,500 housing units, office space, and retail facilities, which will contribute to the economic vitality, diversity, and livability of the Central City of Minneapolis.

*Policy 2 - The Crystal Park Development:* Enhance the Hiawatha LRT as a focal point for development, public activities, and development that knits the city together

*Policy 3* - Locate a wide range of affordable and attractive public activities and attractors along Franklin and create frequent pedestrian access to all parts of the Neighborhood and City.

*Policy 4 - Housing:* Maintain Minneapolis' status as Minnesota's principal high density housing area by keeping housing production in pace with new job creation and Urbanism

*Policy 5* - Encourage the development of housing to meet diverse needs by encouraging a range of housing types, prices, and rent levels. Avoid isolating higher, middle, moderate, low and very low-income households

*Policy 6* - Foster housing development as a key component of a viable urban environment. Encourage a mix of rental and owner-occupied housing that accommodates the variety of households and families attracted to a Central City lifestyle. Include affordable housing in this mix.

*Policy 7* - Facilitate housing ownership in order to foster a vested interest and "stewardship" in the Central City by residents.

*Policy 8 - Transportation:* Improve the Central City residents' accessibility to the rest of the region and its ability to accommodate growth, by supporting the light rail system and by maintaining and improving other forms of transit and the street and highway system, while preserving and enhancing the City's livability

*Policy 9* - Foster the development of a vital "24-hour" city which encourages the presence of people that "provide eyes on the street", to deter crime.

*Policy 10 - Parks and Open Spaces:* Build a park and open space system of linked facilities that tie the City's districts together and reweave the fabric of our community.

*Policy 11 - Historic Preservation:* Preserve and enhance the historically and architecturally important buildings and places and promote the creation of our own legacy for the future.

*Policy 12 - Urban Design:* Enhance the Central City as a livable, walkable area that focuses on the downtown and captures the glitter and excitement of city living

*Policy. 13* - Create a rich and enjoyable environment for pedestrians throughout the Neighborhoods of the Central City.

*Policy 14 - Downtown:* Strengthen the Downtown as the heart of the region, maintain its role as the preeminent business location in the region, expand its role in retailing, housing, and tourism, and reinforce its cultural, educational, entertainment, governmental and ceremonial activities. (The degradation of even one downtown neighborhood lessens the value of the downtown as a whole)

*Policy 15 - Edge of Downtown District:* Extend downtown development throughout the District that is highly urban in character and which creates a unique community because of its diversity; its existing and emerging neighborhoods housing a substantial resident population, providing jobs, services and recreation; and most important, its embrace of "New Urbanism". Further, to become the kind of place where people would like to live, work, and play:

*Policy 16* - Pursue implementation of the Ventura Village urban design and development plans through public/private projects (proposals for action) as described in Ventura Village Master Development Plan: (1) Children's Village, (2) Ventura Central, (3) Crystal Park, (4) Air rights over Freeways, and (5) Parks.

*Policy 17* - Preserve and enhance Ventura Village's history, architectural heritage, and immigrant character.

*Policy18* - Accommodate housing needs for diverse family structures.

*Policy 19* - Provide neighborhood amenities that support Ventura Village residents who work and use the services provided by the Central City. Amenities include commercial, educational, medical, recreational, transportation, entertainment, emergency and social services.

*Policy 20* - Incorporate strategic public investments in infrastructure that will stimulate private sector redevelopment. Ventura Village needs increased transit services, affordable housing, and safe streets and open spaces.

*Policy 21* - Contribute to the efficiency of urban living with development density, diversity of land use, and quality of design that will result in significant savings in the infrastructure costs of transportation, water, sewer, electricity, communications and natural gas.

### *Goals*

- 1 - Target Infrastructure Development: The City of Minneapolis should invest in infrastructure that fosters physical development to increase the City's economic and tax base in targeted geographic areas. (I.e., Empowerment Zones and depressed areas like Ventura Village and Phillips)
- 2- Encourage Urban Development and Redevelopment: The City of Minneapolis should tailor its programs and regulations to meet the needs of and encourage investment in the development and redevelopment of urban land and buildings for employment and housing opportunities
- 3: The City of Minneapolis should lead a strong public effort to encourage development and redevelopment of a balanced mix of housing units.
- 4 - Promote a Transportation System that Encourages Economic Growth: The City of Minneapolis should promote a regional transportation system that encourages economic growth.
- 5: Ventura Village will work closely with the City of Minneapolis and other public agencies to develop transit facilities and services that connect its residential communities with work sites and an integrated circulator system connecting light rail and the bus system to business districts.

### **New Housing and building types**

The plan calls for several new

## General Description of the Proposed Financing

The Plan will be financed using a combination of revenue sources. These include: Tax increment financing (TIF), described in more detail below; Advances, loans, grants and any other form of financial assistance from the Federal, State or local governments or other public body; Loans, grants, dedications or other contributions from private developers and property owners; and any other source, public or private. Private Foundations, with commitment to improve the lives of inner-city people and recent -immigrants, will play a major role in realizing the Ventura Village Vision.

Appendix:

## **Citizen Participation Process Identifies the Following Priorities for the Ventura Village Master Plan**

The following items are identified as having the greatest importance for the Neighborhood. They are listed in the order of their relative weight of identified importance.

1. Crime and safety issue.
2. Greater availability and quality of housing.
3. Commercial Development of Franklin Avenue.
4. Usable City Parks.
5. Transportation

### **Crime and Safety**

It is not surprising that Crime and Safety would be identified as the number one priority to be addressed in Ventura Village: (It has been so identified in every study that has been done in the last 10 years). What is surprising is that Venturians made it the number one priority for planning a Land Use Master Plan. What experts have studied and spent a great deal of ink and money on seems simply to be common knowledge and sense to the "common people" of Ventura Village.

How to address this problem in the planning process;

- Infill bare areas of the neighborhood with more people, more houses, and more business.
- Remove or redesign those areas that lend themselves to crime
  1. The empty lots on Franklin Avenue
  2. The parking lots that border streets; particularly in front of the two strip Malls
  3. The "art work" Benches on the Northeast corner of Peavey Park.
  4. The empty lots in the residential blocks of the neighborhood.
  5. Public Telephones on the outside of buildings and in parking lots. (The telephones mentioned as being the most problematic were those in the lots at Portland Avenue and the AIBDC owned strip mall.)

- Build new types of buildings that hamper criminal business opportunities. "Put eyes on the crime".
  1. Alley houses such as "Carriage Houses" and "Granny Flats" to put eyes on the alley.
  2. Mixed use buildings on the commercial corridor so those residents have a presence 24 hours each day.
  3. Townhouses and development on the fringe of the Minneapolis City Parks. This establishes an ownership of the parks by incorporating them into the community.
  4. Build on every non-use cite in the neighborhood.
  5. Add pathways and street lighting to make a friendlier place for families and individuals, and a less friendly place for criminals.
  6. Design the neighborhood to promote the greatest possibility of communication, and thus building Community and Ownership. Create as much as possible an environment that does not allow Social isolation, Alienation, and Powerlessness (unless of course someone wishes to have that type of life style).

### **Greater Availability and Quality of Housing**

The second highest priority was to add additional housing and to improve the quality of our existing housing stock. This was also not surprising, as it was the second highest priority in numerous other studies of the area, (always behind Crime and Safety). The key to addressing this problem was a strategy identified at the beginning of this process-- Low Profile High Density Housing. Fortunately this was also the solution that seemed to work best to solve the Crime and Safety issue.

This solution also dovetailed the two areas of housing needs that were identified:

1. How to increase the number and kinds owner-occupied housing.
2. How to increase the number of rental units.

These problems and the additional problem of providing affordable Homeownership and affordable Rental units must be addressed in using several disparate designs.

- Carriage Houses
- Granny Flats
- Mixed-use buildings on commercial corridors (up to three floors of housing above commercial space.)
- Row Houses and Town Houses
- New owner occupied Duplex development
- That Ventura Village allows no new building above four (4) floors in the area West of Hiawatha Avenue.
- That Ventura Village encourages high-rise construction in that area of Ventura Village that is East of Hiawatha Avenue.

## Commercial Development of Franklin Avenue

In order to support a viable commercial District the neighborhood must provide a sufficient number of customers. Our commercial corridor has been lost in large part due to having portions of the customer base cut off by the Freeway System. By increasing the number and mix of our residents we will be better able to support a commercial district.

- Design buildings with shops below housing and encourage, as much as possible, shop owners and workers to live in these buildings.
- Design buildings that are pedestrian and people friendly rather than "Car" friendly.
- Recruit and invite business that will attract people to the area. (Basic services must be provided for a community to be viable. Bank, Post Office, Super Market, etc.)
- Utilize the corners of the major intersections for commercial below housing mixed-use. (These areas were said to be almost entirely overlooked or inappropriately used presently)

## Usable City Parks

The community identified the present City Parks at Peavey and East Phillips as problems that they would rather do without. People commented that these Parks were only used for drugs and criminal activities at this time.

Realizing that the neighborhood must retake possession of these parks it was suggested that:

- Buildings with shops and housing above should be built along the sidewalk on the North side of Peavey Park. These buildings would also contain Town houses and Condominiums facing the Park.
- Reconfigure the streets around East-Phillips Park to reweave it into the surrounding Community.
- Create paths and tot lots so children would be safe while playing or walking to community Parks and Facilities. (It was pointed out that these Parks and Facilities are presently viewed as the most dangerous areas in the neighborhood for unattended children to be.)
- Design the parks so that they are live parts of the community, not dead dangerous places in the neighborhood.



## **Transportation**

The following were some of the views on transportation issues in the neighborhood:

- Create new views of transportation as something that serves our community, rather than something that isolates and destroys our community.
- Redesign Portland, Park, and many of the smaller streets to serve the community and become the threads that bind our community together.
- Design high-density high profile housing and commercial space around the LRT Station.
- Reclaim ownership of the Rail-Yard area of East Ventura Village.

**Summary:** The idea of creating a Land Use Master Plan was welcomed by most residents as an opportunity to "fix" our neighborhoods present problems.

The strongest sentiment was that Ventura Village should plan its own neighborhood and should not allow outside interests to do it for them. Particularly other neighborhoods should not be allowed to plan anything that is within the boundaries of Ventura Village.

The sentiment of both those attending the citizen participation meetings and taking part in the interview phase was that eminent domain was an option of the very last resort and would be discouraged at all costs. Trading other property in the area or having prospective developers pay more than the market rate was seen as viable options. The consensus was that the neighborhood should go on record as opposing eminent domain in all cases where it had not gone through a lengthy neighborhood review specific to each property.