

**“More than Just Bricks and Mortar”: A
History of Redevelopment Efforts along
the East Franklin Avenue Corridor,
1982 – 2007**

**Prepared by
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May, 2007**

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Report Prepared by Will Delaney
Prepared for Project for Pride in Living and
Minneapolis Consortium of Community Developers
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Introduction

The stretch of East Franklin Avenue in South Minneapolis situated between I-35W and Hiawatha Avenue is a corridor of central importance to the surrounding Phillips/Ventura Village neighborhood, and has been throughout its history. It is a distinctive corridor known for many years as the visible face of a “troubled” and “blighted” neighborhood. More recently, however, the corridor has become known for a renewed vibrancy in its economic and pedestrian life, what many observers see as the fruits of years and years of efforts to rebuild and revitalize the area. This report is an attempt to capture the history of those changes, the story of one neighborhood’s efforts to rebuild and redefine itself.

To examine the changes along Franklin Avenue, it is also necessary to examine the changes in the surrounding areas, as the Avenue impacts the broader neighborhood and vice versa. This study focuses on a definition of the Franklin Avenue Corridor that follows the broad outlines of what is currently known as the Ventura Village neighborhood (I-35W to the West, I-94 to the North, Hiawatha Avenue to the East, and 24th Street to the South).

Planning for redevelopment along the Franklin Avenue corridor has been going on since at least the 1970s, and while the specifics may have changed over time, the broad goals have been largely the same: restore an economic base, improve housing conditions, reduce crime, and bring people back to Franklin Avenue. The major entities involved in this process have been four Phillips-based community development corporations (CDCs) – American Indian Neighborhood Development Corporation, American Indian Community Development Corporation, Hope Community Inc., and Project for Pride in Living –, neighborhood residents (including the various resident participation organizations), the City of Minneapolis, and numerous other groups and individuals interested in improving the corridor. It is important to note that the purpose of this story is not to give credit to any group(s) or individual(s) as being the “guiding” force of revitalization along Franklin. Indeed, a defining element of this story is that so many people were involved in the improvement efforts and the process did not follow any sort of master plan or orchestration.

The research for this report consisted of interviews with as many of the individuals involved in the history of redevelopment as possible, as well as secondary research of relevant documents (records, plans, reports, newspaper articles, etc.).

This study of the revitalization efforts along the East Franklin Avenue corridor focuses on the period from 1982-present. However, the story of East Franklin Avenue’s revitalization could be told over a much longer period, and the start date of 1982 for this study is admittedly somewhat arbitrary. Specifically, the year 1982 was chosen to coincide with the completion of the Franklin Circles Shopping Center (between 12th and 14th Avenues) by the American Indian Business Development Corporation. This history does not claim to be exhaustive, and is focused more on major events, developments and actors than on strict chronology. It seeks, though, to illuminate the process of neighborhood redevelopment along this particular Avenue and the lessons learned from that process.

Historical Context of Franklin Avenue:

To fully understand the story of Franklin Avenue's "revitalization," the area's decline must be understood. While this report cannot do justice to the complexities and rich history of the street before 1982, it is necessary to draw attention to the 1960s as a turning point in Franklin Avenue's history. A number of theories have been proposed as to why disinvestment in the area accelerated and poverty became more concentrated. Apart from the general pattern of suburban growth and central city decline, many area residents point to the installation of "the highways" (I-35W and I-94) as a key factor. A primary effect of the new I-35W running just to the west and I-94 to the north of the neighborhood was to isolate it. With no freeway access point from Franklin, the process of disinvestment near the city and flight of money and residents to the suburbs was accelerated, aiding the change of the East Franklin corridor from a working-class neighborhood to one with more concentrated poverty.

By 1982, Franklin Avenue was still an important part of the Phillips neighborhood, but its image was less than reputable and disinvestment was evident. As one city development official put it, "At its best, Franklin Avenue is thought of as a viable neighborhood commercial center albeit struggling to keep up with its past. At its worst, it is thought of as good for nothing other than a neighborhood...hangout for drinkers."¹ To that reputation could be added the problem of crime, seen from both within and outside of the neighborhood. Drug-related and violent crimes were regular occurrences, and the Avenue was a frequent stopping point for political figures wishing to highlight the problems facing inner-city areas.

The physical infrastructure of the Avenue was in poor shape, and the once vibrant commercial and pedestrian life of Franklin had changed dramatically from the 1950s and before. A 1990 City survey of residents by neighborhood found that, for Phillips residents, the top issues of concern related to their physical environment – "rundown" buildings, vandalism and graffiti, and litter/noise (tie).² Thus, improving the physical character of the neighborhood, including Franklin Avenue, was a priority.

The Neighborhood

"Phillips is one of the oldest areas in the City. It is characterized by a great population diversity, some of the poorest housing in the City, and many high-need population groups. Priority concerns of community residents are increasing their incomes, stabilizing and increasing the housing stock, developing convenient and adequate commercial establishments, dealing with the problem of displacement of low income residents by public and/or private action, and providing a variety of health and social services."³

The Phillips neighborhood of South Minneapolis has a history of political activism, citizen participation, and distinctiveness of place. The above description of the area, though from 1979, still serves to summarize well its characteristics and needs. The

¹ Minneapolis Community Development Authority Memo, 1984.

² Summary of survey found in City of Minneapolis Planning Department, "State of the City Report 1991."

³ Phillips Neighborhood Improvement Association 1979, 1

Phillips neighborhood has seemingly always been known as a “landing place” for immigrants, from the Scandinavians of a century ago to the East Africans of today, a trait that has continually shaped and re-shaped it over the years.

With more than 68% of the neighborhood’s 19,805 residents being racial/ethnic minorities (as of 2000), Phillips is one of the city’s most racially diverse neighborhoods. Home to one of the largest urban American Indian populations in the U.S., the Phillips area also has large numbers of Hispanic, African-American, Asian, and now East African residents. The majority of the neighborhood population is renters, but there is also a very active population of homeowners. There is a great deal of turnover in the population, a definite challenge for planning and participation purposes. As of 2000, over 51% of the housing units in the Ventura Village neighborhood were built prior to 1940. In addition, the area’s median household income was \$19,405, well below the city’s median income of \$37,974.⁴

Not surprisingly, with such a diverse population and base of needs, the community surrounding the Franklin Avenue corridor has struggled for decades to articulate a shared vision of community and neighborhood identity. Indeed, a critical question for any neighborhood is “who” is the community, and nowhere is this more evident than in Phillips. Currently, the city-recognized neighborhood organization for the Franklin Avenue area is the Ventura Village organization, a subset of the historic Phillips neighborhood. Over the time period of this study, however, Ventura Village is the third official neighborhood organization to have been involved, as it was preceded by the People of Phillips organization and the Phillips Neighborhood Improvement Association before them. Moreover, residents have involved themselves in a variety of ways over the years, both officially and unofficially, making it difficult to speak of the impact of residents on the redevelopment process in a monolithic way.

Nonetheless, the involvement and support of neighborhood residents in redevelopment projects has been a major factor in the successes along Franklin. In particular, residents have been essential in setting the priorities of redevelopment. From the initial efforts led by the American Indian Business Development Corporation, to the more recent work of Hope Community, to each of the neighborhood associations, neighborhood residents have articulated their desire to see improved, yet affordable, housing (being wary of gentrification), a better mix of businesses, a reduction in crime, and a general improvement in the physical character of the Avenue.

The First Wave (1982-1998)

The “first wave” of neighborhood revitalization efforts during the period in question focused on redeveloping the economic base of the neighborhood, as well as stabilizing its housing stock. In 1982, Franklin’s commercial character was primarily marked by “alternative” businesses such as bars and liquor stores, gas stations and auto stores, and even a theater specializing in pornographic films. Vacant buildings and dilapidated storefronts were common, and the housing stock of the neighborhood, while affordable, had many properties unfit for habitation.

Without exception, interviewees pointed to the work of a group of young Native American women, who formed the American Indian Business Development Corporation (AIBDC) in 1975, as being at the forefront of this push to bring a different kind of

⁴ Source: U.S. Census Bureau, City of Minneapolis Neighborhood Profiles

economic life back to Franklin. AIBDC's first major project was the development of the Franklin Circles Shopping Center, which opened in 1982 between 12th and 14th Avenues, replacing a mix of vacant storefronts and residential properties (on 21st Street). In 1980, the entire south side of the 1200 block of Franklin was in particularly bad shape, and the Franklin Avenue Business Association (FABA) recommended the condemnation of nearly every structure on that block as a necessary first step in economic redevelopment. The Shopping Center sought to provide necessary goods and services, such as a grocery store, to neighborhood residents and make the area more attractive. On the heels of Franklin Circles, AIBDC developed the Franklin Business Center in 1989 between 14th and 15th Avenues, designed to be an incubator for small businesses, an additional way to revive the economy of the Franklin corridor.

AIBDC's initiative and energy for redevelopment was picked up by others, at least in setting goals for revitalizing Franklin Avenue. Both the Phillips Neighborhood Improvement Association and the Minneapolis Community Development Authority created plans for redeveloping the Avenue in the wake of AIBDC's proposals and efforts, and helped stir interest in the issue of redevelopment among neighborhood residents. Perspectives varied widely, but the momentum gained was undeniable.

A major theme of the first wave of redevelopment was addition by subtraction. The City and neighborhood associations sought to demolish condemned buildings, acquire properties for redevelopment and close down the many bars and liquor stores so emblematic of Franklin's negative image. Again, there was not consensus on all of this activity, but the shutting down of alcohol-only establishments had very strong support, especially among the Native American community, and certainly represented a major shift in the life of Franklin Avenue.

In a similar vein to the Franklin Circles development, Project for Pride in Living (PPL) developed Chicago Crossings (at Franklin and Chicago), a shopping center that opened in 1992 and was seen as yet another step in the revival of the street as a commercial corridor. The September 1992 cover story of The Alley newspaper (the Phillips community publication) proclaimed "It's Time to Come Back to Franklin Avenue!" Though Chicago Crossings did not signify a complete change of course for Franklin Avenue, it has and still does play an important role along the Avenue. PPL maintained the property for some time, but eventually sold it to an association of the small business owners who tenanted the shopping center, who have made great strides to improve the safety and image of the center since assuming control.

Also of great significance during this time, the American Indian Housing and Community Development Corporation (AICDC) worked to confront the problem of homelessness so acutely afflicting the Native American population in the neighborhood. According to Gordon Thayer and Bob Albee, there were literal shantytowns near Hiawatha, predominantly comprised of people suffering from alcoholism, with a plethora of needs, starting with housing. In response, AICDC developed Anishinabe Wakiagun ("The People's Home"), a culturally-specific supportive housing venue for chronic inebriates located just off the Avenue near Hiawatha (19th Street), widely regarded as a model supportive housing development.

Renewing the Effort (1999-Present)

Despite the efforts of AIBDC and others in the '80s and early '90s, by 1997, Franklin Avenue was as dangerous as ever, still widely seen as a blighted area. The intersection of Franklin and Chicago, a node that had seen the addition of the Franklin Circles Shopping Center and the subtraction of Snyder's Liquors, was the core of "Murderapolis." Certainly, efforts to improve the neighborhood had not stopped, but the momentum and energy of previous years had dissipated to a certain extent.

Hope Community, in 1999, produced their Children's Village Vision, printed by DJR Architecture (former residents of Franklin), an exercise in imagination for what their area of Franklin could look like. According to Deanna Foster, director of Hope at that time, the Vision was not so much a plan of what would happen on Franklin as an inspiration to believe again that positive change was still possible along the Avenue. In the wake of the Children's Village Vision, the Ventura Village neighborhood association published their own Master Plan, an equally inspirational guide for what neighborhood residents wished to see happen along the Franklin corridor.

AIBDC, now known as the American Indian Neighborhood Development Corporation (AINDC), worked to redevelop Franklin Circles Shopping Center, both in terms of the businesses located there and the design and feel of the center. The previous boundaries of the Shopping Center were expanded, as 12th Avenue was removed and the Ancient Traders Market building was incorporated as the western edge of the shopping center (at 11th Avenue). The additions of Maria's Café, now a regional draw, Aldi's grocery and Snyder's Drug (to replace Walgreen's), as well as changes in landscaping and design have all contributed to an increased vibrancy of legitimate business in and around the shopping center.

Alongside these developments, other changes have been taking place in seemingly rapid succession. AICDC completed two large affordable housing structures, Many Rivers East and West, directly on Franklin. The Many Rivers developments feature 59 units of affordable housing along with commercial and office space below the housing units. The Franklin Library was renovated, the street was repaved and the streetscape redesigned, along with the Hiawatha Light Rail opening with a station at the end of the corridor.

Project for Pride in Living decided to relocate their main offices to the Avenue in 2004, committing to the corridor through renovating an historic building and providing another significant anchor at the intersection of Franklin and 11th Avenues. Along with the additions of the Franklin Bakery (2003) and Roger Beck Florist (2004), as well as the Ancient Traders Market (1999), the 11th and Franklin node looks dramatically different now than 25 years ago, when it was comprised of a bar, a gas station, a hardware store, and a labor agency. PPL also recently completed their Learning Center at Franklin and Chicago in 2006, a community resource for training and employment assistance.

Hope Community is currently halfway through their plan for redeveloping the Franklin-Portland "Gateway," as the southeast corner is now home to Children's Village (affordable housing and office space) and the southwest corner recently saw the opening of the Jourdain (affordable housing and commercial space). Between these two developments and the work done on the "Hope block" (Portland-Oakland between Franklin and 22nd St), Hope has developed and/or renovated 130 units of affordable housing, no small change to the neighborhood.

As part of the effort to improve the lives of residents by improving the place in which they live, ensuring the existence of affordable and decent housing has been a priority for several of the CDCs active along the neighborhood as well as residents and the three neighborhood associations. Quantifying the full impact (both direct and spillover) of improvements to the area's housing stock is nearly impossible. As an indication of the actual improvements, however, Ventura Village has seen a 28% reduction in the number of apartment buildings classified as "below average" since 2002 and a 24% reduction in the number of substandard residential buildings of all other types (single family, townhouse, etc.), according to the City of Minneapolis Assessor's Office. In addition, the Ventura Village neighborhood has seen a 321% increase in median Estimated Market Values for residential properties between 1994 and 2006, significantly greater than the city median EMV increase of 223%.⁵

Area commercial properties have seen a similar surge in EMV – 253% for Ventura Village versus 200% for the city – over the same time period. The additions of the Franklin Bakery and Roger Beck Florist at 11th and Franklin are evidence to many of a new confidence on the part of the private sector in the corridor as a worthwhile investment.

Redefining an Image

A consistent thread throughout the past 25 years of neighborhood revitalization efforts along Franklin Avenue has been the attempt to change not only the physical character of the street, but the perception of it, both within the community and from outside, as well.

From this vantage point, one of the most significant developments along Franklin was the creation of Anishinabe Wakiagun (by AICDC and PPL). One of the most prominent negative stereotypes formerly associated with the Franklin Avenue corridor was the image of "the drunken Indian" along the street. With a primary focus on bettering the lives of a truly marginalized population, Anishinabe Wakiagun simultaneously served to help change the image of Franklin Avenue by providing housing and services, within an attractive physical building, as an alternative to street homelessness. More than anything, Anishinabe Wakiagun demonstrates the connection possible between improving the lives of people and improving the physical environment in which they live.

Also critical in changing the image of Franklin Avenue was dealing with the issues of crime and public safety. Neighborhood residents have worked for years to put an end to the open-air drug dealing, gunshots, and other street crime once so associated with the corridor. Many people and groups were involved in this effort, but a critical moment that stands out in this regard was the redesign of the Ancient Traders Market (formerly Franklin Circles Shopping Center) in 2001 by AINDC and subsequent focus on preventing crime in that commercial strip (ongoing). According to Theresa Carr, director of AINDC, the parking lot and several storefronts of AINDC's commercial property had been rife with drugs and crime, and it was only after a Channel 5 news exposé on the open-air drug dealing that AINDC realized it could do more to prevent crime in its properties. A new focus on Crime Prevention through Environmental Design (CPTED), new businesses, and a stronger partnership with the Minneapolis Police Department

⁵ No adjustment for inflation

through the development of the Franklin Safety Center fed into the process of making the Avenue a safer place with a cleaner image.

As evidence of the change, according to Minneapolis Police Department statistics, violent crime dropped by nearly 26% in the Phillips neighborhood between 1999 and 2006, and “part one” crimes (the most serious) dropped 28%. While it may be difficult to isolate one cause of this dramatic reduction in crime, the efforts at increasing safety and designing safer spaces along Franklin certainly seem to have played a role.

Lessons Learned

Synergy is Important

While there have been numerous plans and visions for Franklin’s redevelopment, the Avenue as it exists today has not come about as the result of a centrally planned effort. In fact, there has been little to no explicit coordination among the various entities involved in development. Each of the Community Development Corporations operate independent of one another, focused largely on their own projects, with only one notable example of collaboration on a project (AICDC partnering with PPL to build Anishinabe Wakiagun). Neighborhood approval, through the resident associations, and assistance from the city, was of course necessary for most of the redevelopment projects. However, there was no singular entity creating the various projects and/or putting them together in a purposeful fashion.

This lack of centralized or coordinated planning, though, seems to have been successful at meeting the needs of the neighborhood as a whole because each of the groups involved had missions and understandings of that need that were, if not shared, complementary. The economic development efforts of AINDC and the city of Minneapolis benefited from the affordable housing developments of Hope, PPL, and AICDC, which benefited from the streetscape redevelopment led by the Franklin Area Business Association and Hennepin County, and so forth. Within the last 10 years, the result of this seemingly disparate development was a great synergy, with economic regeneration, decent and affordable housing construction, crime reduction, and overall physical improvement of the neighborhood coming together in a way not previously seen in redevelopment efforts. The combination of efforts and projects over the last few years has produced far more drastic changes than the more isolated attempts of earlier could have done, though that does not in any way diminish the importance of those earlier efforts.

Furthermore, the investments of the CDCs also required cooperation and partnership from the public and private sectors, which speaks to the importance of balance between these sectors in neighborhood redevelopment efforts. The public sector (city and county) could not have made progress on their plans without the work of the various non-profits, whose impact would not have been the same without the eventual reemergence of private investment.

The Importance of Safe Public Space

One of the most important features of revitalization efforts along Franklin Avenue has been the attempt to claim and create shared public space that is safe and attractive. “Functional” could easily be substituted for “attractive” – the idea being that vitality could be brought back to the Avenue if people want to be there, a seemingly obvious

notion, but powerful nonetheless. At the western end of the corridor, Hope Community has focused very intentionally on creating safe shared spaces for the residents of that area in response to the desires of their community. Ridding Peavey Park of public drunkenness and the adjoining liquor establishment (Snyder's, closed in 1992) has been a focus of resident redevelopment efforts, and that has happened to a great extent. On the other end of the corridor, the Franklin Library has served for years as a valuable asset to the Avenue, a resource for all residents, but especially immigrants. According to Librarian Sally Munger, the Franklin branch has had to adapt numerous times to meet the needs of new groups and patrons, and now boasts the largest collection of Somali language works in the city. Its renovation in 2006, and the work of neighborhood residents to keep it open in the interim, has helped to keep it functioning as a vital part of the life of this community. In addition, across the street from the library, the parking lot and connected walkways of the Ancient Traders Market have been redesigned several times to foster a safer environment for patrons and passersby alike.

Providing safe public space that people have reason to use promotes increased activity, which in turn helps reduce the likelihood of crime, which reinforces the willingness of people to use that space. Reclaiming and reinvigorating public space is a difficult process for any community, but one of the keys to Franklin's revitalization has been the focus on public spaces.

Linking People and Place in an Urban Setting

Redeveloping effective commercial and residential spaces along an urban corridor such as Franklin Avenue requires utilizing the strengths of the area. Residents of Phillips have very low rates of vehicle ownership, increasing the importance of Franklin Avenue's pedestrian atmosphere.

Developments such as Many Rivers (AICDC) and the Franklin-Portland Gateway projects (Hope) are mixed-use, featuring affordable (and some market-rate) housing as well as office and commercial uses, right on the Avenue. By providing a certain level of density, these and other projects speak to the realization that redevelopment of an urban neighborhood needs to happen at a different scale than typical suburban development. While earlier developments such as the Franklin Circles Shopping Center and Chicago Crossings were, and still are, valuable to the community, they were designed at a suburban scale (parking in front, businesses behind, feeding a drive-in and drive-out mentality). In the late '70s and '80s, however, that was very standard thinking. If anything, the more recent development projects along Franklin demonstrate how times have changed in terms of thinking about redeveloping an urban neighborhood/commercial corridor. The "New Urbanist" focus on the importance of "eyes on the street" and busy pedestrian areas comes through in the more recent development projects along the Avenue, and are credited by many as being instrumental in its revitalization.

Improvement Doesn't Have to Mean Gentrification

The term "neighborhood revitalization" can mean many different things to many different people. In discussing the attempts at revitalization on Franklin Avenue with those involved, the obvious, almost automatic response was to talk about the change in the physical appearance of the buildings and businesses active along the street. Without a

doubt, the physical environment along Franklin Avenue today is markedly different, and to most an improvement, from 25 years ago. A number of respondents, however, went beyond just the physical appearance of the place, noting that the changes have not just been about “bricks and mortar.” Indeed, improving the lives of the people in the neighborhood has also been of central concern to the CDCs and others active in this process. Whether through serving hard-to-house populations, creating safe public spaces, or providing viable and useful retail opportunities, revitalization efforts in this case have consciously tried to improve the place for the people who live here. As such, the problem of gentrification, one that can easily come along with revitalization of formerly “blighted” areas, has not been identified as a large-scale issue along the Franklin corridor to this point.

The fact that wholesale displacement of residents has not happened here can be explained, at least in part, by the balance between the non-profit, public and private sectors in revitalization efforts. Groups such as Hope, AICDC and PPL were constructing and rehabbing explicitly affordable housing while AINDC was recruiting businesses to serve the needs of local residents and the Wendell Phillips/City County Federal Credit Union made a commitment to provide a better alternative than predatory financial institutions. Private sector development alone could not have met the needs of the existing local residents in the same way.

What's Next

Clearly, the Franklin Avenue corridor has undergone dramatic changes over the last 25 years. In the work of community development, though, there is not really ever an “end” to the work left to be done, and Franklin, while quite successful thus far, is no exception. A much more vibrant economic and pedestrian life has been restored to the street, the number of vacant and substandard properties has been drastically reduced, crime is down and market values are up. Improving upon those aspects even further is certainly a priority identified by many of those involved and interested in redevelopment of the Avenue. Needs remain, though, and not all the goals for neighborhood improvement expressed by residents have been met, particularly that of increasing incomes. Low-income residents continue to utilize the available social services, and problems such as food security and homelessness have by no means been eradicated.

And while Franklin seems to be a remarkable success story of neighborhood revitalization and redevelopment worthy of emulation, this report has only scratched the surface of understanding how Franklin changed the way it did over the last 25 years. For instance, while this report focused primarily on the public and non-profit sectors' role in redevelopment, it would be useful to discover more, if possible, about the role of the private sector over this time period. It seems that private investment has finally picked up after being scant for years, but is there evidence to support that notion? In addition, to what extent have neighborhood residents benefited along with the physical improvement of the neighborhood? While unfortunately not possible as part of this project, it would be quite illuminating to hear the perspectives of a broader sample of residents to find out more about how the composition of the neighborhood has changed and how the changes of the last 25 years have affected residents. These are only a few of numerous questions that could be explored to better understand the rich history of Franklin Avenue's transformation since 1982.

How Much? Public Sector and CDC Investments in Redevelopment

The task of trying to make a comprehensive accounting of the investments made in revitalizing the Franklin Avenue area is ambitious at best, and realistically impossible. Even in a well-defined time period and a geographically small area, the variety of entities at work on disparate pieces of the broader picture, difficulty of accurate record-keeping, and overlap between other places and time periods prevent a neat total cost summary. To capture the scale of revitalization efforts, though, we will use investments made by the developers active along the corridor (just development costs, operating costs not included).

Since 1982, the local CDCs and government entities (City and County) have channeled a total investment of approximately \$91 million into their revitalization efforts along the Franklin Avenue corridor. Of that total, the 4 primary CDCs located along the Avenue have accounted for approximately \$75 million. According to CPED, the City channeled \$6.8 million of government grants to non-profit and business developments along this stretch of Franklin between 1999 and 2005 alone. The investments have been substantial, but more than that, the investments have been targeted and complementary to one another, allowing them to have a fuller impact.

Franklin Avenue Corridor Revitalization Efforts – A Chronology of Major Developments (1982-2007)⁶			
<i>Date Opened</i>	<i>Project</i>	<i>Developer</i>	<i>Cost</i>
1982	Franklin Circles Shopping Center	AIBDC	\$7 million ⁷
1989	Franklin Business Center	AIBDC	\$2.1 million
1992	Chicago Crossings	PPL	\$1.5 million
1996	Anishinabe Wakiagun	AICDC/PPL	\$3.4 million
1999	Ancient Traders Market	AINDC	\$3 million
	Bruegger's Commissary	AINDC	\$400,000
2000	Maria's Café	AINDC	<i>Data unavailable</i>
	Franklin Avenue streetscape redesign	FABA/County	\$4 million
2001	Franklin Art Works	FAW	\$1 million
	Franklin Safety Center	AINDC/MPD	<i>Data unavailable</i>
	ATM Plaza redesign	AINDC	\$2 million
2003	Many Rivers East	AICDC	\$8.5 million
	Children's Village	Hope	\$9.86 million
	Franklin Bakery	AINDC	\$6 million
2004	PPL Service Center	PPL	\$4.6 million ⁸
	Roger Beck Florist	AINDC	\$600,000
	Collaborative Village	PPL	\$5.8 million
	ALDI		\$400,000
2006	PPL Learning Center	PPL	\$2.2 million
	Many Rivers West	AICDC	\$5.9 million
	Franklin Library Renovation		\$3.976 million
	CCFCU Relocation	CCFCU	<i>Data unavailable</i>
2007	Jourdain	Hope	\$9.54 million
Misc.	50 Housing Units, New/Renovated	Hope	\$7 million
Sources: AINDC, PPL, Hope, AICDC, City of Minneapolis Department of Planning and Economic Development			

⁶ There have been many redevelopment efforts, great and small, along Franklin – this list is a summary of those most frequently cited by interviewees as the biggest catalysts/signs of change.

⁷ Source: MCDA (1985), includes public and private money; cost for AIBDC estimated at \$2.3 million according to AINDC records

⁸ \$4.2 million from PPL; \$400,000 from AINDC

Franklin Then and Now

The following maps and pictures provide a visual understanding of the changes along Franklin Avenue over the last 25 years (PowerPoint presentation 1). There are several maps relating to land use changes over time, produced with the assistance of the Center for Urban and Regional Affairs at the University of Minnesota. Each business or property was grouped into a land use category on the basis of available records and information gathered from interviews. The land use categories were somewhat arbitrary, and not every business or property fits neatly into the designated categories, as many are quite unique. These maps are intended, though, to demonstrate the general changes in the land use and character of businesses active along Franklin Avenue over time. There are also several maps related to the chronology of development projects, demonstrating the time period of completion for each project.

The pictures included here (PowerPoint presentation 2) are likewise intended to give shape to what has been written about the changes along the Avenue. The photos come from a variety of sources (Hope, AINDC, MCDA to name a few) and contrast some of the more dramatic changes that have taken place.

In addition, the last map is borrowed from AINDC, used here to help demonstrate the dramatic changes in crime patterns along the Franklin Avenue corridor in the last few years.

The table below details the differences in land use allotment along Franklin, as shown in the accompanying land use maps.

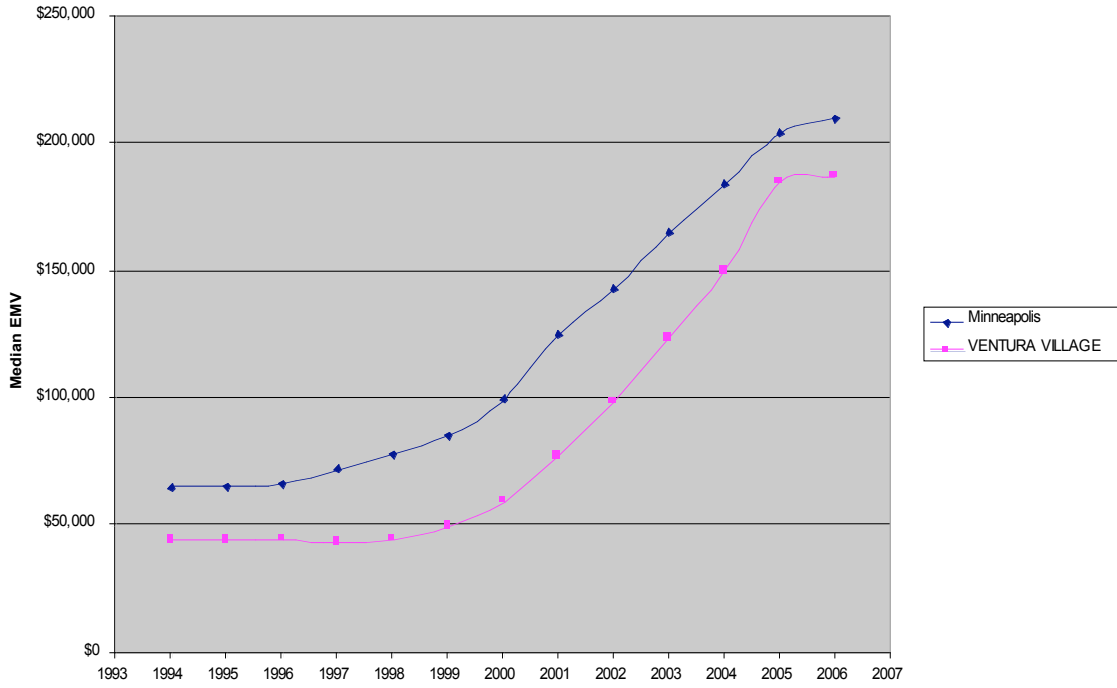
Franklin Avenue Land Use Change from 1981 - 2007

Land Use	# of Parcels			Land Area in sq. ft.		
	1981	2007	% Change	1981	2007	% Change
Residential - Private	26	25	-4%	234,029	182,120	-22%
Affordable Housing	0	7	--	0	25,475	--
Supportive Housing	0	6	--	0	89,964	--
Mixed Use	3	5	67%	176,689	118,290	-33%
Business/Professional Services	5	5	0%	40,520	114,688	183%
Restaurant/Bakery	2	3	50%	10,820	69,309	541%
Bar/Liquor	7	0	-100%	72,394	0	-100%
Personal Services/Specialty	5	6	20%	36,202	37,706	4%
Financial	0	3	--	0	19,041	--
Grocery/Drug/Convenience/Local Retail	6	11	83%	63,846	228,998	259%
Gas/Auto	9	1	-89%	162,787	19,323	-88%
Institution/Community Services	11	18	64%	296,020	375,007	27%
Park	1	3	200%	312,121	338,121	8%
Vacant	19	18	-5%	231,899	140,266	-40%
Unknown	17	0	-100%	120,981	0	-100%
Total	111	111	0%	1,758,308	1,758,308	0%

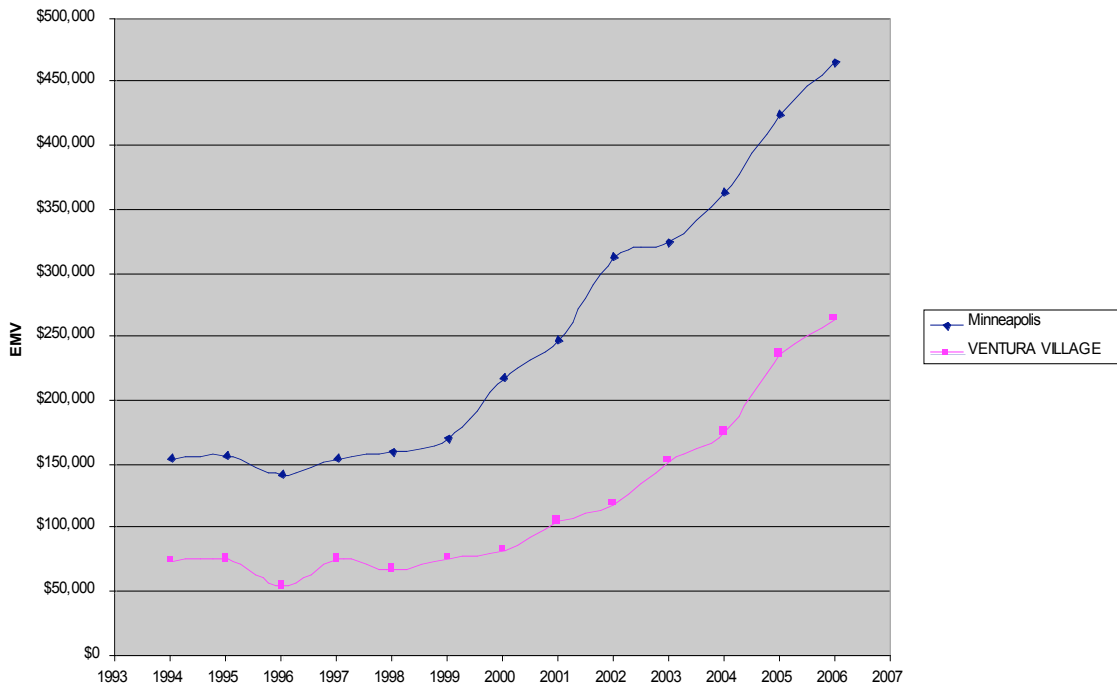
Source: CURA Staff, 5/07

Changes in Estimated Market Values and Building Conditions along the Franklin Avenue Corridor

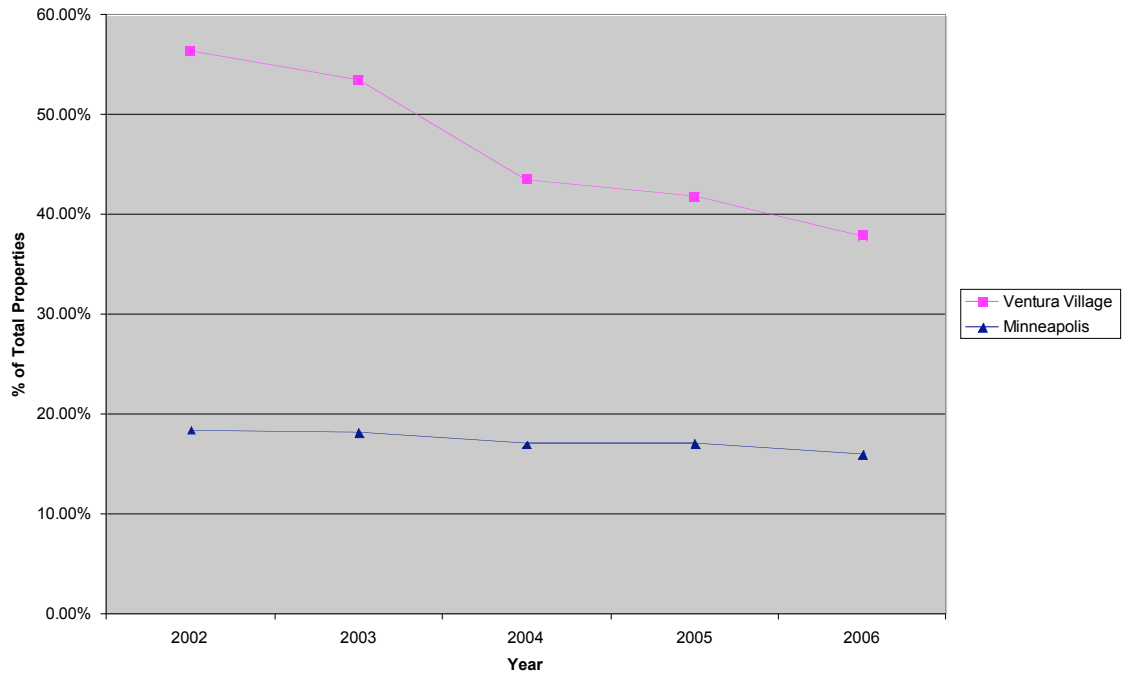
Median Residential Estimated Market Values, 1994-2006



Median Commercial Estimated Market Values, 1994-2006



Percent Substandard Residential Properties, 2002-2006



Research Methods:

Research for this report was conducted primarily through interviews with those involved in redevelopment efforts along Franklin Avenue over the last 25 years. I spoke with those involved from the non-profit, government, neighborhood, and business communities.

In addition, I reviewed documents from the various entities involved (reports, plans, etc.), as well as newspaper articles and other research reports. Those listed here are the ones that seemed most directly relevant, although there were many more that helped shed light on the context and history of the neighborhood and redevelopment efforts.

Interviews: (listed in no particular order)

Theresa Carr, AINDC

Gordon Thayer, AICDC

Jim Graham, AICDC, Ventura Village Neighborhood Association

Bob Albee, AICDC

Mary Watson, Ventura Village Neighborhood Association

Barbara McCormick, PPL

Steve Cramer, PPL

Joe Selvaggio, PPL

Chris Dettling, Neighborhood Revitalization Program

Joan Vanhala, People Of Phillips

Harvey Winje, *The Alley*, Phillips Neighborhood Improvement Association

Marcia Cartwright, Hope

Mary Keefe, Hope

Deanna Foster, Hope, FABA

Paul Nhep, Best Steak and Gyros

Roger Beck, Roger Beck Florist

Ken Olson, CCFCU

Frances Fairbanks, American Indian Center

Jim Sutherland, Minneapolis Community Development Agency

Kristin Guild, City of Minneapolis Community Planning and Economic Development

Sally Munger, Franklin Library, FABA

Dean Dovolis, DJR Architecture

Rene Plumart, DJR Architecture

Kent Linder, Open Arms

Arlene Chosa, Catholic Charities

Carla Nielsen, Franklin Safety Center

Maria Hoyos, Maria's Cafe

News Sources:

Brandt, Steve. "Primed by Public Investment, Market Rediscovered Franklin."
Minneapolis Star Tribune. February 9, 2003.

Gabler, Ellen P. "Revamped Urban Areas Might Have Lessons for North Side."
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Mack, Linda. "A New Vision for an Ailing Neighborhood." *Minneapolis Star Tribune*.
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Other Sources:

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Master Plan. 2000.
Hope Community, Inc. *Children's Village: Mission...Reclaim the Urban Village*.
Neighborhood Vision. 1999.
Phillips Neighborhood Improvement Association. "Inventory and Analysis: Phillips
Comprehensive Neighborhood Plan." 1980.

From PNIA Archives (held by Mary Watson)

"Phillips Community Component of the Minneapolis Comprehensive Plan." February
1979.
Letter, Franklin Avenue Business Association to Alderman Jackie Slater, re: "Franklin
Avenue Redevelopment/Rehabilitation Priorities." April 7, 1980.
Phillips Neighborhood Improvement Association. "Phillips Planning: Community Policy
Making in the Planning Process." Summer and Fall 1980. [Summary of public
meetings addressing concerns of neighborhood residents, with a focus on
redevelopment priorities.]
Community Design Center. "Franklin Avenue Revitalization Study." ~1980 (date
unconfirmed). [Block-by-block analysis of existing businesses/buildings on
Franklin and redevelopment goals for each section/node.]

From City of Minneapolis (MCDA and CPED) Archives

Memo, Terry Foster to Sharon Miller, re: "Business Relocation Estimates" for 7 blocks
of Franklin Avenue (11th Avenue to Hiawatha, south side of street). May 15,
1980. [Information by parcel, with pictures.]
Memo, Jim Sutherland to Jerry Leusse, re: "Franklin Avenue Assessment." February 13,
1984. [Analysis of Franklin Avenue assets, challenges, organizations and plans
for redevelopment.]
MCDA. "Franklin Avenue Redevelopment Project." April 16, 1981 (modifications
added over time).
City of Minneapolis Planning Department. "State of the City Report." Various Years
(last issued for 2001).